

**\*AMENDED NOTICE OF SPECIAL MEETING AND TENTATIVE AGENDA<sup>i</sup>**



**City of Jefferson Historic Preservation Commission  
Thursday, September 17, 2015 ~ 5:30 p.m.**

John G. Christy Municipal Building, 320 East McCarty Street  
Council Chambers

**TENTATIVE AGENDA**

1. Call to Order and Roll Call
  2. Approval of Agenda (as printed or amended)
  3. Approval of Minutes for the August 11, 2015, Regular Meeting
  4. Section 106 Review
    - a. 1128 Madeline
  5. New Business
    - a. **\*Missouri State Penitentiary National Register Nomination**
    - b. Historic City of Jefferson Proposed Demolition Ordinance
  6. Dates to Remember
    - a. Next Meeting October 13, 2015
    - b. Historic City of Jefferson, Home Tours (Architect Hurst John), September 20, 2015
    - c. Missouri Preservation Conference, Cape Girardeau, October 21-23, 2015
  7. Adjournment
-

**City of Jefferson Historic Preservation Commission Minutes**  
**Tuesday, August 11, 2015**  
**Boone Bancroft Conference Room – John G. Christy Municipal Building**  
**320 E. McCarty Street**

**COMMISSION MEMBERS PRESENT**

Bill Case  
Mary Schantz  
Brent Hemphill  
Kevin Kelly  
Terri Rademan

**ATTENDANCE RECORD**

7 of 7  
6 of 7  
3 of 7  
7 of 7  
2 of 7

**COMMISSION MEMBERS ABSENT**

Art Hernandez  
Jane Moore  
Doug Record

6 of 7  
5 of 7  
5 of 7

**COUNCIL LIAISON**

Laura Ward

**STAFF PRESENT**

Jayne Abbott

**GUESTS**

Michelle Brooks, News Tribune  
Steve Viele, Historic City of Jefferson

**Call to Order:**

Vice Chair Bill Case called the meeting to order at 6:35 pm.

**Approval of Agenda:**

Bill Case asked the Commissioners to review the agenda and to recommend any changes needed. Kevin Kelly moved the agenda be approved as printed. Terri Rademan seconded the motion. Motion carried.

**Approval of Minutes:**

Bill Case asked the Commissioners to review the minutes and offer corrections if needed. Terri Rademan indicated that the vote on the Demolition Application for 323 Lafayette Street she was recorded as an abstention while she actually voted no. Kevin Kelly moved the minutes be approved as amended. Brent Hemphill seconded the motion. Motion carried.

**Council Issues:**

Laura Ward reported that the City Council has been engaged in the budget process. Of particular interest to the HPC is additional funding request for an Old Town Residential Program. Laura introduced Steve Viele with the Historic City of Jefferson (HCJ) to give an overview of the recently revised Demolition Ordinance that the HCJ has worked on. Steve and/or attorney Paul Graham will be invited to another meeting of the HPC to give a detailed review, however, Steve provided a general overview of the major points in the revised ordinance. Of primary interest to the Commissioners is the expanded role and

authority of the HPC in approving or rejecting demolition applications. After discussion, the Commissioners determined that a special meeting was needed for a complete and detailed discussion of the proposed ordinance by HCJ and subsequent review of current HPC policies and procedures to assure that if the revised ordinance were passed the HPC would be in a position to assume the additional duties and respond fairly to petitioners given the enhanced authority that will be given to the HPC to deny demolition applications. Jayme will be following up with members to set a date.

#### **Demolition Applications:**

- a. 213 Fulkerson – The Commissioners reviewed the application. After review it was determined that the property is in disrepair or structurally unsound. Brent Hemphill moved that the HPC has reviewed this property and has determined that there will be “no historic properties affected” by the demolition and the permit is approved. Kevin Kelly seconded the motion. Motion carried.
- b. 1405 E. High St – This is a demolition that is being requested by Habitat. Once demolished Habitat will construct a low income single-family home on the site. After review it was determined that the property is in disrepair or structurally unsound. Mary Schantz moved that the HPC has reviewed this property and has determined that there will be “no historic properties affected” by the demolition and the permit is approved. Brent Hemphill seconded the motion. Motion carried.
- c. 1130 E. Dunklin St – This property has both a demolition application and a Section 106 Application. The two requests were handled together by the Commissioners. This is a demolition that is being requested by Habitat. Once demolished Habitat will construct a low income single-family home on the site. After review it was determined that the property is in disrepair or structurally unsound. Kevin Kelly moved that the HPC has reviewed this property and has determined that there will be “no historic properties affected” by the demolition and the permit is approved. Brent Hemphill seconded the motion. Motion carried.

#### **Section 106 Reviews:**

- a. 1130 E. Dunklin – This is the Habitat property that has a demolition application. After review of the Section 106 application Brent Hemphill moved that adequate documentation was provided and no “historic property will be affected” by the request and is therefore approved by the Commission. Kevin Kelly seconded the motion. Motion carried.
- b. 412 Cherry – The application is for “Code Deficiency” Repairs. The application was reviewed by the Commissioners. Mary Schantz moved that after review of the Section 106 application it was determined that adequate documentation was provided and “no historic property will be affected” by the request and is therefore approved by the Commission. Terri Rademan seconded the motion. Motion carried.
- c. 712 Monroe St. - The application is for “Energy Efficiency” Repairs. The application was reviewed by the Commissioners. Terri Rademan moved that after review of the Section 106 application it was determined that adequate documentation was provided and “no historic property will be affected” by the request and is therefore approved by the Commission. Mary Schantz seconded the motion. Motion carried.
- d. 903 Montana - The application is for “Code Deficiency” Repairs. The application was reviewed by the Commissioners. Mary Schantz moved that after review of the Section 106 application it was determined that adequate documentation was provided and “no historic property will be affected” by the request and is therefore approved by the Commission. Terri Rademan seconded the motion. Motion carried.

- e. 413 Lark - The application is for “Energy Efficiency” Repairs. The application was reviewed by the Commissioners. Mary Schantz moved that after review of the Section 106 application it was determined that adequate documentation was provided and “no historic property will be affected” by the request and is therefore approved by the Commission. Terri Rademan seconded the motion. Motion carried.

**New Business:** None

**Other Business:**

- a. Marshall Street Sidewalk Improvements – Jayme gave the Commissioners an update on this project funded through Community Development Block Grant (CDBG) Federal funds. In this project the sidewalks will be replaced due to the amount of deterioration.
- b. Roland Street Sidewalk Improvements - Jayme gave the Commissioners an update on this project funded through Community Development Block Grant (CDBG) Federal funds. In this project the sidewalks will be patch and repaired as needed.

**Dates to Remember:**

- a. Next Meeting September 8, 2015 – this may change if a joint regular and special meeting is called to hear the HCJ presentation on the proposed demolition ordinance.
- b. Historic City of Jefferson, Homes Tours September 20, 2015
- c. Missouri Preservation Conference, Cape Girardeau, October 21-23, 2015. Jayme has received funds to help cover the cost of her attending this meeting.

Jayme reported that the application to add the MSP site to the National Historic Register has been scaled back to the original re-development boundaries from the master plan. The application has been resubmitted to SHPO and will be reviewed at the MOACHP November meeting.

**Adjournment:**

Brent Hemphill moved the meeting be adjourned at 8:13 pm. Kevin Kelly seconded the motion. Motion carried.

Respectfully Submitted,

Mary Schantz



City of Jefferson  
Historic Preservation Commission Assessment  
Section 106 Review

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Contact Person/Address:

Jayne Abbott  
City Hall,  
320 E McCarty St  
Jefferson City, MO 65101

Federal Agency

Community Development Block  
Grant - Entitlement

Project:

Code Deficiency Upgrades at 1128 Madeline

**The City of Jefferson Historic Preservation Commission has reviewed the information submitted on the above referenced project. Based on this review, we have made the following determination:**

- After review of initial submission, the project area has low potential for the occurrence of cultural resources.
- Adequate documentation has been provided. There will be "no historic properties affected" by the current project and is approved by this commission
- Property is designated a landmark by the City of Jefferson and/or listed within the National Register Listing. There will be an "adverse effect" by the current project and is not approved by this commission.
- Property is designated a landmark and/or listed within the National Register Listing. There will be a "no adverse effect" by the current project is approved by this commission.

If you have any questions, please write City of Jefferson, Planning and Protective Services, Attn: Jayme Abbott, Neighborhood Services Coordinator, 320 E McCarty St, Jefferson City, MO, 65101, [jabbott@jeffcitymo.org](mailto:jabbott@jeffcitymo.org) or call 573-634-6410.

By: \_\_\_\_\_ Date: \_\_\_\_\_  
Historic Preservation Commission Representative



MISSOURI DEPARTMENT OF NATURAL RESOURCES  
 STATE HISTORIC PRESERVATION OFFICE  
**SECTION 106 PROJECT INFORMATION FORM**

Submission of a completed Project Information Form with adequate information and attachments constitutes a request for review pursuant to Section 106 of the National Historic Preservation Act of 1966 (as amended). We reserve the right to request more information. Please refer to the CHECKLIST on Page 2 to ensure that all basic information relevant to the project has been included. For further information, refer to our Web site at: <http://www.dnr.state.mo.us/shpo> and follow the links to Section 106 Review.

**NOTE:** Section 106 regulations provide for a 30-day response time by the Missouri State Historic Preservation Office from the date of receipt.

PROJECT NAME Homeowner Support Program	
FEDERAL AGENCY PROVIDING FUNDS, LICENSE, OR PERMIT HUD -Community Development Block Grant -Entitlement	
APPLICANT City of Jefferson	TELEPHONE (573) 634-6310
CONTACT PERSON Jayme Abbott	TELEPHONE (573) 634-6305
ADDRESS FOR RESPONSE City of Jefferson Attn: Jayme Abbott 320 East McCarty St Jefferson City, MO 65101	

**LOCATION OF PROJECT**

COUNTY: \_\_\_\_\_

STREET ADDRESS: 1128 Madeline CITY: Jefferson City

GIVE LEGAL DESCRIPTION OF PROJECT AREA (TOWNSHIP, RANGE, SECTION, ¼ SECTION, ETC.)

\*USGS TOPOGRAPHIC MAP QUADRANGLE NAME \_\_\_\_\_

YEAR: 1967/1974 TOWNSHIP: 44 RANGE: 11 SECTION: 17

\*SEE MAP REQUIREMENTS ON PAGE 2

**PROJECT DESCRIPTION**

- Describe the overall project in detail. If it involves excavation, indicate how wide, how deep, etc. If the project involves demolition of existing buildings, make that clear. If the project involves rehabilitation, describe the proposed work in detail. Use additional pages if necessary.

The City of Jefferson may assist the homeowner at 1128 Madeline to do the following code/energy improvements:

Waterproof basement  
 Repair or replace foundation wall areas

**ARCHAEOLOGY (Earthmoving Activities)**

Has the ground involved been graded, built on, borrowed, or otherwise disturbed?

- Please describe in detail: (Use additional pages, if necessary.) Photographs are helpful.

This is an existing property

Will the project require fill material?  Yes  No

- Indicate proposed borrow areas (source of fill material) on topographic map.

Are you aware of archaeological sites on or adjacent to project area?  Yes  No

- If yes, identify them on the topographic map.

**STRUCTURES (Rehabilitation, Demolition, Additions to, or Construction near existing structures)**

To the best of your knowledge, is the structure located in any of the following?

An Area Previously Surveyed for Historic Properties  A National Register District  A Local Historic District  
If yes, please provide the name of the survey or district:

- Please provide photographs of all structures, see photography requirements.
- **NOTE:** All photographs should be labeled and keyed to one map of the project area.
- Please provide a brief history of the building(s), including construction dates and building uses. (Use additional pages, if necessary.)

Constructed in 1915. Currently used as single family residential.

**ADDITIONAL REQUIREMENTS**

**Map Requirements:** Attach a copy of the relevant portion (8½ x 11) of the current USGS 7.5 min. topographic map and, if necessary, a large scale project map. Please do not send an individual map with each structure or site. While an original map is preferable, a good copy is acceptable. USGS 7.5 min. topographic maps may be ordered from Geological Survey and Resource Assessment Division, Department of Natural Resources, 111 Fairground, Rolla, MO 65402, Telephone: (573) 368-2125, or printed from the website <http://www.topozone.com>.

**Photography Requirements:** Clear black & white or color photographs on photographic paper (minimum 3" x 5") are acceptable. Polaroids, photocopies, emailed, or faxed photographs are not acceptable. **Good quality photographs are important for expeditious project review.** Photographs of neighboring or nearby buildings are also helpful. All photographs should be labeled and keyed to one map of the project area.

**CHECKLIST:** Did you provide the following information?

- |   |  |
|---|--|
| <input checked="" type="checkbox"/> Topographic map 7.5 min. (per project, not structure) | <input checked="" type="checkbox"/> Other supporting documents (If necessary to explain the project)               |
| <input checked="" type="checkbox"/> Thorough description (all projects)                   | <input type="checkbox"/> For new construction, rehabilitations, etc., attach work write-ups, plans, drawings, etc. |
| <input checked="" type="checkbox"/> Photographs (all structures)                          | <input checked="" type="checkbox"/> Is topographic map identified by quadrangle and year?                          |

Return this Form and Attachments to:

MISSOURI DEPARTMENT OF NATURAL RESOURCES  
STATE HISTORIC PRESERVATION OFFICE  
Attn: Section 106 Review  
P.O. BOX 176  
JEFFERSON CITY, MISSOURI 65102-0176



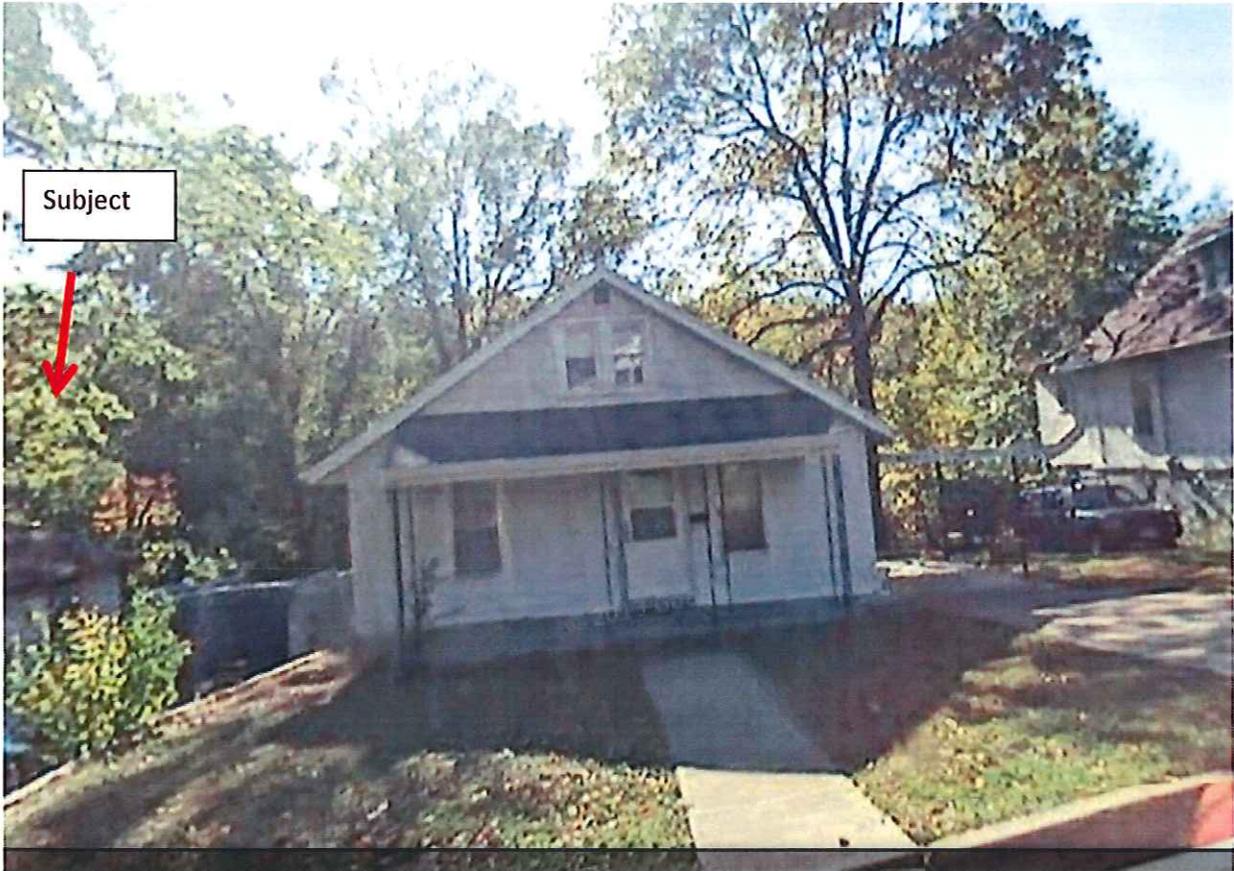
Subject Property

1128 Madeline



Re: 1128 Madeline

Across the Street



Re: 1128 Madeline

North Side



Re: 1128 Madeline

South Side



Re: 1128 Madeline

STREET VIEW

1128 Madeline Street, Jefferson City, MO, United States

US ● Canada Search for more maps

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Terms of Use

MidMoGIS, MO



Parcel ID	1104170003007043	Book-Page Date	405 -409 01/08/1999
Owner Name	PATTON, TERESA E	Sec/Twn/Rng	17/44/11
Mailing Address	1128 MADELINE PL	Square Feet (Above Grade)	936
City State ZIP	JEFFERSON CITY, MO 65101	Basement Type	Full
Property Address	1128 Madeline Pl	Finished Bsmnt. Size (Sq. Ft.)	
Subdivision	FERGUSON PLACE	Year Built	1915
Subdivision Image	FERGUSON PLACE	Date Certified	1/1/2015
Property Description	LOT 6 IN BLOCK 3	Property Values (Land)	Comm: \$0 Ag: \$0 Res: \$7,000
Book-Page Date	634 -079 07/05/2013	Property Values (Improv.)	Comm: \$0 Ag: \$0 Res: \$11,200
Book-Page Date	399 -843 07/20/1998	Appraised Value	\$18,200

Disclaimer: Map and parcel data are believed to be accurate, but accuracy is not guaranteed. This is not a legal document and should not be substituted for a title search, appraisal, survey, or for zoning verification.

Map Scale  
**1 inch = 31 feet**  
 9/2/2015

STATE OF MISSOURI  
DEPARTMENT OF NATURAL RESOURCES

Jeremiah W. (Jay) Nixon, Governor • Sara Parker Pauley, Director

www.dnr.mo.gov

September 4, 2015

Ms. Jayme Abbott  
Historic Preservation Commission  
320 E. McCarty St.  
Jefferson City, MO 65101

Re: Missouri State Penitentiary, 115 Lafayette St., Jefferson City, Cole County



Dear Ms. Abbott:

We are pleased to inform you that the above named property has been nominated for listing in the National Register of Historic Places. The National Register is the Federal government's official list of historic properties worthy of preservation. Listing recognizes a property's historic importance to the community, state or Nation and assists in preserving our Nation's heritage.

As a Certified Local Government (CLG), your community has entered into a preservation partnership with the State Historic Preservation Office and the National Park Service. A key part of that partnership is reviewing and providing comments on National Register of Historic Places nominations for properties within your jurisdiction. To this end, please find enclosed a draft National Register of Historic Places Registration Form for the nominated property. By federal regulation, the CLG has 60 days to comment on the nomination. For more information, please read the enclosed, "Certified Local Governments and the National Register of Historic Places."

National Register nominations go through several layers of review. The review process involves staff of the State Historic Preservation Office, the chief elected official and preservation commission of CLGs, the Missouri Advisory Council on Historic Preservation, and the Keeper of the National Register.

The nomination has tentatively been scheduled for review by the Missouri Advisory Council on Historic Preservation. You are invited to attend the meeting which will begin at 9 a.m. on Friday, November 6, 2015 at the Lewis and Clark State Office Building, LaCharrette Conference Room, Jefferson City, Missouri.

Attached please find "National Register of Historic Places Commonly Asked Questions." This explains in greater detail the results of listing in the National Register, the benefits of listing and the rights of owners to comment on or object to listing in the National Register. Additional information about the National Register of Historic Places program can be found at <http://www.dnr.mo.gov/shpo/national.htm>, or by phone at 573-751-7858, or by writing the State Historic Preservation Office, P.O. Box 176, Jefferson City, Missouri 65102.

Sincerely,

STATE HISTORIC PRESERVATION OFFICE

A handwritten signature in blue ink that reads "Toni M. Prawl".

Toni M. Prawl  
Director and Deputy  
State Historic Preservation Officer

TMP:cms

Enclosure as stated

## **Certified Local Governments and the National Register of Historic Places**

### Introduction

As part of the partnership between the SHPO and a Certified Local Government (CLG), the CLG is responsible for reviewing and commenting on all National Register of Historic Places nominations for properties within its jurisdiction. In most cases, the SHPO receives a nomination first and forwards the draft to the CLG for review and comment. The CLG may also develop or receive the documentation necessary to nominate a property to the National Register. The commission must then forward the nomination to the SHPO for subsequent review by staff and the Missouri Advisory Council on Historic Preservation.

### Commenting on Nominations:

The National Register of Historic Places nomination process requires public participation, so the review of a National Register nomination should be placed on the preservation commission agenda.

Preservation commissions have an intimate knowledge of local history and resources, and should use that knowledge to answer some basic questions about the property and the nomination:

- Using the National Register Criteria of Significance, is the property historically significant? (See Missouri CLG National Register of Historic Places Nomination Review Report Form.)
- Does the property retain historic integrity? (See Missouri CLG National Register of Historic Places Nomination Review Report Form.)
- To the best of your knowledge, is the information in the nomination correct?
- Does the nomination contain sufficient information to document the significance and integrity of the property?

Following review, both the local commission and the chief elected official of the CLG shall inform the SHPO and the property owner(s) of their separate opinions regarding the National Register nomination. This is to be done within 60 days of receipt of the nomination data from the owner or the SHPO.

If one or both the local commission and chief elected official support the nomination or if no comments are received, the SHPO will process the nomination according to federal guidelines. If both the local commission and the chief elected official oppose the nomination, a letter or report outlining the reasons for objection shall be forwarded to the SHPO. If both the local commission and chief elected official object to the nomination, the property will not be nominated to the National Register of Historic Places unless that decision is appealed by a property owner or interested party.

### CLG Nomination Review Report Form

Attached is a review form that can be used to provide comments on National Register nominations to the SHPO. Use of this form *is not* required and is provided only as a guide for providing comments and recommendations.

# Missouri CLG National Register of Historic Places - Nomination Review Report Form

Property Name: Missouri State Penitentiary

Address: 115 Lafayette St., Jefferson City, Cole County

Certified Local Government: Historic Preservation Commission

Date of public meeting at which nomination was reviewed: \_\_\_\_\_

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## Criteria of Significance

 Please check below the responses appropriate to the nomination review.

NOTE: For more information on the criteria, see *National Register Bulletin: How to Apply the National Register Criteria for Evaluation*.

- Criterion A. Property is associated with events that have made a significant contribution to our history.
- Criterion B. Property is associated with the lives of persons significant in our past.
- Criterion C. Property embodies the distinctive characteristics of a type, period or method of construction, or represents a work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction (a district).
- Criterion D. Property has yielded or may be likely to yield information important in prehistory or history.
- None of the Above

## Integrity

 Please check below the responses appropriate to the nomination review.

NOTE: For more information on integrity, see *National Register Bulletin: How to Apply the National Register Criteria for Evaluation*.

- The property retains authentic historic character from its period of significance.
- The property has been significantly altered and no longer retains authentic historic character from its period of significance.

## Review Comments

 Please check below the responses appropriate to the nomination review.

### Commission/Board

- The commission/board recommends that the property is significant, retains integrity and is eligible for listing in the National Register of Historic Places.
- The commission/board recommends that the property does not meet the criteria of significance and/or no longer retains integrity and is not eligible for listing in the National Register of Historic Places.
- The commission/board chooses not to make a recommendation on the nomination. An explanation of the lack of a recommendation is attached.

### Chief Elected Official

- The chief elected official recommends that the property is significant, retains integrity and is eligible for listing in the National Register of Historic Places.
- The chief elected official recommends that the property does not meet the criteria of significance and/or no longer retains integrity and is not eligible for listing in the National Register of Historic Places.
- The chief elected official chooses not to make a recommendation on the nomination. An explanation of the lack of a recommendation is attached.

## Attach additional sheets for further comments.

### CLG Commission/Board Chair or Representative

Print Name: \_\_\_\_\_

Signature and Date: \_\_\_\_\_

### Chief Elected Official or Designee

Print Name: \_\_\_\_\_

Signature and Date: \_\_\_\_\_

**United States Department of the Interior**  
National Park Service

# National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. **Place additional certification comments, entries, and narrative items on continuation sheets if needed (NPS Form 10-900a).**

## 1. Name of Property

Historic name Missouri State Penitentiary (MSP)

Other names/site number Jefferson City Correctional Center

Name of related Multiple Property Listing N/A

## 2. Location

Street & number 115 Lafayette Street

N/A
-----

 not for publication

City or town Jefferson City

N/A
-----

 vicinity

State Missouri Code MO County Cole Code 051 Zip code 65101

## 3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this \_\_\_ nomination \_\_\_ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property \_\_\_ meets \_\_\_ does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

\_\_\_ national \_\_\_ statewide \_\_\_ local

Applicable National Register Criteria: \_\_\_ A \_\_\_ B \_\_\_ C \_\_\_ D

Signature of certifying official/Title Toni M. Prawl, Ph.D., Deputy SHPO Date \_\_\_\_\_

Missouri Department of Natural Resources  
State or Federal agency/bureau or Tribal Government

In my opinion, the property \_\_\_ meets \_\_\_ does not meet the National Register criteria.

Signature of commenting official \_\_\_\_\_ Date \_\_\_\_\_

Title \_\_\_\_\_ State or Federal agency/bureau or Tribal Government \_\_\_\_\_

## 4. National Park Service Certification

I hereby certify that this property is:

- \_\_\_ entered in the National Register
- \_\_\_ determined eligible for the National Register
- \_\_\_ determined not eligible for the National Register
- \_\_\_ removed from the National Register
- \_\_\_ other (explain:) \_\_\_\_\_

Signature of the Keeper \_\_\_\_\_ Date of Action \_\_\_\_\_

Missouri State Penitentiary  
Name of Property

Cole County, Missouri  
County and State

**5. Classification**

**Ownership of Property**  
(Check as many boxes as apply.)

<input type="checkbox"/>	private
<input type="checkbox"/>	public - Local
<input checked="" type="checkbox"/>	public - State
<input type="checkbox"/>	public - Federal

**Category of Property**  
(Check only **one** box.)

<input type="checkbox"/>	building(s)
<input checked="" type="checkbox"/>	district
<input type="checkbox"/>	site
<input type="checkbox"/>	structure
<input type="checkbox"/>	object

**Number of Resources within Property**  
(Do not include previously listed resources in the count.)

Contributing	Noncontributing	
5	1	buildings
1		sites
1		structures
		objects
7	1	<b>Total</b>

**Number of contributing resources previously listed in the National Register**

N/A

**6. Function or Use**

**Historic Functions**  
(Enter categories from instructions.)

Government/correctional facility

**Current Functions**  
(Enter categories from instructions.)

Work in Progress

Recreation and Culture/Museum

**7. Description**

**Architectural Classification**  
(Enter categories from instructions.)

Late 19<sup>th</sup>- and 20<sup>th</sup>-Century Revivals

**Materials**  
(Enter categories from instructions.)

foundation: Limestone

walls: Limestone

Brick

roof: Synthetic: Rubber

other: Concrete

Asphalt

**NARRATIVE DESCRIPTION ON CONTINUATION PAGES**

Missouri State Penitentiary  
Name of Property

Cole County, Missouri  
County and State

**8. Statement of Significance**

**Applicable National Register Criteria**

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- A Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B Property is associated with the lives of persons significant in our past.
- C Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D Property has yielded, or is likely to yield, information important in prehistory or history.

**Areas of Significance**

ARCHITECTURE

LAW

**Period of Significance**

1868-1963

**Significant Dates**

1868, 1905, 1918, 1938, 1954

**Criteria Considerations**

(Mark "x" in all the boxes that apply.)

Property is:

- A Owned by a religious institution or used for religious purposes.
- B removed from its original location.
- C a birthplace or grave.
- D a cemetery.
- E a reconstructed building, object, or structure.
- F a commemorative property.
- G less than 50 years old or achieving significance within the past 50 years.

**Significant Person**

(Complete only if Criterion B is marked above.)

N/A

**Cultural Affiliation**

N/A

**Architect/Builder**

Swift, Horace (Architect/MSP Warden)

Eckel & Mann (Architects)

Hohenschild, Henry H. (Architect)

STATEMENT OF SIGNIFICANCE ON CONTINUATION PAGES

**9. Major Bibliographical References**

**Bibliography** (Cite the books, articles, and other sources used in preparing this form.)

**Previous documentation on file (NPS):**

- preliminary determination of individual listing (36 CFR 67 has been requested)
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # \_\_\_\_\_
- recorded by Historic American Engineering Record # \_\_\_\_\_
- recorded by Historic American Landscape Survey # \_\_\_\_\_

**Primary location of additional data:**

- State Historic Preservation Office
- Other State agency
- Federal agency
- Local government
- University
- Other

Name of repository: \_\_\_\_\_

Historic Resources Survey Number (if assigned): \_\_\_\_\_

Missouri State Penitentiary  
Name of Property

Cole County, Missouri  
County and State

**10. Geographical Data**

**Acreage of Property** 9.21

**Latitude/Longitude Coordinates**

Datum if other than WGS84: \_\_\_\_\_  
(enter coordinates to 6 decimal places)

A 38.574499175 -92.1609926028  
Latitude: Longitude:

C 38.571596 -92.160009  
Latitude: Longitude:

B 38.5732968879 -92.162378  
Latitude: Longitude:

D 38.572109 -92.159411  
Latitude: Longitude:

**UTM References**

(Place additional UTM references on a continuation sheet.)  
\_\_\_\_\_ NAD 1927 or \_\_\_\_\_ NAD 1983

A \_\_\_\_\_  
Zone Easting Northing

C \_\_\_\_\_  
Zone Easting Northing

B \_\_\_\_\_  
Zone Easting Northing

D \_\_\_\_\_  
Zone Easting Northing

**Verbal Boundary Description** (On continuation sheet)

**Boundary Justification** (On continuation sheet)

**11. Form Prepared By**

name/title Chris Koenig, original author, 2008: Revised by Camilla Deiber, 2015  
Organization Louis Berger Group, Inc. date July 16, 2015  
street & number 1600 Baltimore Avenue, Suite 100 telephone 816-559-3815  
city or town Kansas City state MO zip code 64108  
e-mail cdeiber@louisberger.com

**Additional Documentation**

Submit the following items with the completed form:

- **Maps:**
  - A **USGS map** (7.5 or 15 minute series) indicating the property's location.
  - A **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.
- **Continuation Sheets**
- **Photographs**
- **Owner Name and Contact Information**
- **Additional items:** (Check with the SHPO or FPO for any additional items.)

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**Missouri State Penitentiary**  
Name of Property

**Cole County, Missouri**  
County and State

## Photographs

Submit clear and descriptive photographs. The size of each image must be 1600x1200 pixels (minimum), 3000x2000 preferred, at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map. Each photograph must be numbered and that number must correspond to the photograph number on the photo log. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.

## Photo Log:

Name of Property: **Missouri State Penitentiary**

City or Vicinity: **Jefferson City**

County: **Cole** State: **Missouri**

Photographer: **Camilla Deiber**

Date Photographed: **June 17, 2014**

Description of Photograph(s) and number, include description of view indicating direction of camera:

- 1 of 15: Overview of Missouri State Penitentiary, View Northwest
- 2 of 15: Northwest and Southwest Elevations of Housing Unit 4, View East
- 3 of 15: Interior View of Housing Unit 4, View Southeast
- 4 of 15: Interior View of First Floor Cell in Housing Unit 4, View Southwest
- 5 of 15: Northwest and West Elevations of Housing Unit 1, View South
- 6 of 15: Interior View of Main Control Center of Housing Unit 1, View West-Northwest
- 7 of 15: Northeast and Northwest Elevations of Housing Unit 3, View South
- 8 of 15: Interior View, Atrium of Housing Unit 3, View Southwest
- 9 of 15: Interior View, Cell Block of Housing Unit 3, View Northwest
- 10 of 15: Southeast and Southwest Elevation of Gas Chamber, View North
- 11 of 15: Interior View of Gas Chamber, View Southeast
- 12 of 15: Southwest Elevation of Corridor, View North
- 13 of 15: Northeast and Southeast Elevation of Central Clothing and School Building, View West
- 14 of 15: View South of Quadrangle
- 15 of 15: View Northwest of Stone Sidewalk

Missouri State Penitentiary  
Name of Property

Cole County, Missouri  
County and State

### Figure Log:

Include figures on continuation pages at the end of the nomination.

- Figure 1 of 22: Location of Missouri State Penitentiary (ESRI World Street Map 2015)
- Figure 2 of 22: Coordinates Map of Missouri State Penitentiary (ESRI Bing Maps Hybrid 2013)
- Figure 3 of 22: Missouri State Penitentiary (ESRI World Street Map 2015)
- Figure 4 of 22: Penitentiary Photo Map (ESRI World Street Map 2015)
- Figure 5 of 22: Damage to Tower 3 and Factory (Former Priesmeyer Boot Factory) from 1954 Riot (MSP Collection, Missouri State Archives)
- Figure 6 of 22: Bird's-eye View of Quadrangle in 1954 (MSP Collection, Missouri State Archives)
- Figure 7 of 22: Haviland Plan for Missouri State Penitentiary (Baigell 1965)
- Figure 8 of 22: Inmates Marching on Grounds, 1900-1905, A-Hall in Background (MSP Collection, Missouri State Archives)
- Figure 9 of 22: Interior of A-Hall, 1920 (MSP Collection, Missouri State Archives)
- Figure 10 of 22: Bird's-eye View of Jefferson City, Close-up of Prison (Library of Congress)
- Figure 11 of 22: Sanborn Fire Insurance Map of Missouri State Penitentiary, 1885 (Sanborn Fire Insurance Co.)
- Figure 12 of 22: Postcard Showing Four-Story Dining Hall, ca. 1900 (MSP Collection, Missouri State Archives)
- Figure 13 of 22: Sanborn Fire Insurance Map of Missouri State Penitentiary, 1892 (Sanborn Fire Insurance Co.)
- Figure 14 of 22: View of Grounds East of the Prison, ca. 1900 (MSP Collection, Missouri State Archives)
- Figure 15 of 22: Postcard View of Housing Unit 1, 1910 (Summers Collection, Missouri State Archives)
- Figure 16 of 22: Sanborn Fire Insurance Map of Missouri State Penitentiary, 1908 (Sanborn Fire Insurance Co.)
- Figure 17 of 22: Photograph Showing Construction of Housing Unit 3, May 1, 1916 (Schreiber 2011:5)
- Figure 18 of 22: Aerial View of Missouri State Penitentiary Showing New Factory Area and Wall, ca. 1933 (MSP Collection, Missouri State Archives)
- Figure 19 of 22: Stone Arch Gate at Corner of Lafayette and Water Streets, ca. 1935 (MSP Collection, Missouri State Archives)
- Figure 20 of 22: Aerial View of Missouri State Penitentiary Grounds After PWA Construction, Undated (MSP Collection, Missouri State Archives)
- Figure 21 of 22: Sanborn Fire Insurance Map of Missouri State Penitentiary, 1943 (Sanborn Fire Insurance Co.)
- Figure 22 of 22: Aerial View of Missouri State Penitentiary After 1954 Riot (MSP Collection, Missouri State Archives)

National Register of Historic Places  
 Continuation Sheet

Section number 7 Page 2

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

**SUMMARY**

The Missouri State Penitentiary (MSP) is a state-owned complex sited on a bluff overlooking the Missouri River (Figures 1 and 2). The penitentiary is located at 115 Lafayette Street just east of downtown Jefferson City, Cole County, Missouri. The buildings, structures, and sites in the Missouri State Penitentiary reflect the National Auburn Penal System, the state prison “contract system,” and penal architecture constructed with local materials by inmate labor. The contributing resources include three housing units, the 1938 corridor, the gas chamber, the Central Clothing and School Building, stone sidewalk, and quadrangle (Table 1, Figures 3 and 4). The architecture of the buildings in the penitentiary has High Victorian Gothic and Gothic Revival elements and shares common traits with penal architecture of the time period. The buildings and structures in the penitentiary relate to each other through the predominant use of limestone, quarried on-site and dressed by inmate labor. The limestone is rock-faced cut stone, laid out in courses of standard height, though the block length varies. The oldest building at the penitentiary was constructed in 1868 (Housing Unit 4, aka A-Hall), the most recent building in 1957 (Gas Chamber).

**Table 1. Resources in the Missouri State Penitentiary (Figure 3)**

No.	Resource Name	Resource Type	Contributing Status	Construction Date
1	Housing Unit 4 (A-Hall)	Building	Contributing	1868
2	Housing Unit 1	Building	Contributing	1905
3	Housing Unit 3	Building	Contributing	1918
4	Gas Chamber	Building	Contributing	1937
5	Corridor	Building	Contributing	1938
6	Central Clothing and School Building	Building	Non-Contributing	1957
7	Quadrangle	Site	Contributing	Ca. 1890-1964
8	Stone Sidewalk	Structure	Contributing	Ca. 1940

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 3

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

**DESCRIPTION**

***Setting***

The penitentiary was constructed in 1836 on the outskirts of the fledgling capital on a high bluff overlooking the Missouri River. Today, the area consists of nineteenth-century residential structures to the northwest and southwest. The new federal courthouse is located across Lafayette Street, and several other state buildings are located to the southeast at the base of the bluff and on the bluff top. Many of the residences in the area are large mansions of the early businessmen who owned factories at the prison. The penitentiary encompasses over four city blocks from Lafayette Street to Chestnut Street and from E. Capitol Avenue to the Missouri River. Capitol Avenue runs southeast-northwest and terminates at the State Capitol Building. The stone wall of the penitentiary is set back along the streets approximately 30 feet, allowing room for sidewalks, and set back from 200 to 300 feet along the Missouri River. The Missouri Pacific Railroad runs between the river and the penitentiary. The penitentiary is a complex of buildings of roughly 31 acres within its walls and an additional 100 acres adjacent to the east perimeter wall. The original main entrance to the penitentiary is located near the intersection of Lafayette and State streets. The entrance to the penitentiary passes through the former portcullis of Housing Unit 1, which leads into an open area enclosed by Housing Units 1, 3, and 4. Buildings and structures important to the functioning of the walled prison such as the power plant, slaughterhouse, lumberyard, and the neighboring women's prison were located outside the prison walls (all non-extant).

***The Complex Today (Photograph 1, Figures 2 and 3)***

Today, the Missouri State Penitentiary encompasses the center of what was historically an area the size of four city blocks (Photograph 1). The nominated property encompasses Housing Unit 1, A-Hall (Housing Unit 4) (1868), Housing Unit 3 (1914 to 1918), the Corridor (1938), Quadrangle (Ca. 1890-1964), and the Gas Chamber (1937). The nominated property is set at the top of the slope along Lafayette Street and is accessed through the main entrance of Housing Unit 1, which served as the main entrance to the prison from 1905 to the 1930s. Housing Units 3 and 4 are set perpendicular to Lafayette Street and arranged around a central quadrangle that has a flagpole, a modern M-shaped statue, a metal pergola, and several stone pillars. A driveway runs along the north, west, and south sides of the quadrangle connecting to a northeast/southwest driveway located on the northwest side of the fence that divides the upper and lower yard. A long, sloping drive is flanked by chain-link fence and runs from this gate down to a second gate at the bottom of the hill. A simple chain-link gate comprises the opening on the northeast end of the fence. This drive along with a stone sidewalk leads to the gas chamber, which stands as a reminder of that chapter in the prison's history.

The penitentiary overall is comprised of two distinct areas within the limestone boundary wall: the housing area/upper recreation yard and the factory area/lower recreation yard. As indicated by their names, the factory area/lower recreation yard is situated at the bottom of a moderate hill while the housing area/upper recreation yard sits at the top of the slope. These two areas are divided by a pre-1885 limestone wall topped with chain-link fence with razor wire. Access between these two areas is

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 4

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

limited to openings in the center and on the northeast end of the fence. The central access point was patrolled by a guard tower, built ca. 1970, and a chain-link gate.

The housing area features two additional housing units, Housing Units 2 and 5, from the Public Works Administration (PWA) era in the 1930s. A second open area with sidewalks and a drive is situated between Housing Units 4 and 5.

Factories and recreational buildings are located on the northeast and southwest sides of this central housing area. The J.S. Sullivan Saddle Tree Factory, built in 1892, is situated between Housing Unit 5 and the eastern boundary wall. The area to the west of Housing Unit 2 contains the Priesmeyer's Boot and Shoe Factory, built ca. 1889 and the gymnasium and hobby craft building. A large paved parking lot occupies the southwestern half of this area. A collapsed section of the boundary wall at this location provides direct access to this area from Capitol Avenue.

The lower yard/factory area is separated into two areas by a chain-link fence. The area to the northeast once housed numerous factories that have recently been demolished. Paved driveways reveal the locations of former buildings. An approximately six foot high retaining wall runs along the northwestern edge of the former factory area. The southwestern side of the lower yard is dominated by a large paved parking lot that is guarded by a temporary mobile shed. A set of concrete steps and a brick and stone walkway leads from the upper yard drive to an asphalt driveway for the gas chamber. Remnants of the quarry used to construct many of the buildings, which consists of stepped areas of stone, are located in the west corner of this area.

The complex is enclosed by a limestone boundary wall on the southeast, southwest, and northwest sides and the western half of the northeast side. A long, narrow building, called the Corridor, connects Housing Units 1 and 5 and also serves to enclose the northeast side of the complex. Despite several collapsed sections, the limestone boundary wall continues to physically and visually bind these buildings together.

### INDIVIDUAL RESOURCE DESCRIPTIONS (Figure 3)

#### 1. Housing Unit 4 (A-Hall), 1868, Contributing Building (Photographs 2-4)

This four-story housing unit, measuring 200 feet long by 60 feet wide, was constructed in 1868 of limestone quarried on site. The High Victorian Gothic style unit is located on the northeast side of the quadrangle. The building, three bays wide on the northwest façade and southeast elevation and 18 bays long on the side elevations, is constructed into the side of a moderately sloping hill, leaving the basement level wall exposed on the southeast side.

The structure has a limestone foundation, rock-faced limestone walls, and a gabled roof with an evenly coursed parapet (Photograph 2). The foundation walls are larger rock-faced limestone blocks. Each story has a narrow, rubbed finish, limestone belt course that also serves as the sill for the numerous windows on each façade. The limestone coursing in the upper stories is set in a regular course with larger stones

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 5

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

at the lower courses and smaller stones in the upper courses, a standard and logical treatment of the stone.

The northwest façade and southeast elevation are nearly identical with a central pavilion flanked by fenestrated bays and a shaped parapet at the roofline. Stone pilasters delineate the central pavilion and rise above the gabled roof, forming the center of the shaped parapet. A simple stone cornice ties the two pilasters together slightly above the roofline, forming the central portion of the parapet. The stone cornice slants downward on either side of the pilasters and is capped by several courses of brick that were installed to stabilize the deteriorating stone.

The central pavilion on the northwest façade features a round-arched entry topped by a two-story round-arched window that lights the building's central hall. A heavy steel grate with a single, steel hinged door protects a pair of half-light wood doors that serve as the main entrance on the northwest façade. Plywood covers the transom of the door and round arch opening above. Five courses of rubbed stone and a large limestone plaque are set between the entrance and the two-story window. Coursework on either side of the round arch window features large, rubbed-finish blocks set every fourth course creating a banded effect, an influence of the High Victorian Gothic style. The fenestrated bays are recessed between the central pavilion and corner stone pilasters and have round arch windows with rubbed stone sills, voisoirs, and keystones on all floors. The roofline of the fenestrated bays also feature simple slanted cornices topped with several courses of red brick. On the northwest façade, windows on the first floor of the outer bays are 24-pane steel windows while windows in the upper floors of the outer bays are fixed, single pane. The two-story window in the central bay of the northwest façade and southeast elevation have fixed steel sash with two and four panes. Upper-floor windows in the outer bays of the southeast façade have 18-pane steel windows.

The pavilion on the southeast façade has the same round arch window in the upper floors, a second round arch window on the first two floors and a smaller segmental arch entrance into the basement level flanked by segmental arch windows. The round arch window on the first floor has been converted into an entrance with a central steel, half-light door surrounded by concrete block infill. The entrance is protected by steel bars and a hinged, steel door. A steel balcony with an L-shaped ladder hanging underneath provides the only access to this door. The basement-level steel door has a single square, wired window and is protected by a heavy iron gate. Stone used in the arches at the basement level are rock faced. The fenestrated bays have narrow, round-arch windows on all four floors.

The northeast and southwest façades are identical, each with 18 fenestrated bays. Each bay has a 24-pane steel window with a lintel of rubbed-finish limestone carved to simulate a pair of arches, reinforcing the High Victorian Gothic stylistic influence. Five oculus openings are evenly spaced across the 18 fenestrated bays and set above and between the windows.

*Interior (Photographs 3-4)*

The exterior reflects the spatial arrangement of the interior with a large central hall flanked by four levels of cells. The double door entrance leads into a small wood-frame vestibule constructed ca. 1950. A guard room with a fixed window looks on to the entrance. A ca. 2000 swinging wood door leads from

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 6

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

the vestibule to the central hall, which is open to the roof and spans the entire length of the building (Photograph 3). Three levels of cantilevered concrete catwalks with steel pipe railings rise on either side of the central hall. Transverse steel catwalks span the center section, connecting the concrete catwalks at each level. Stairwells in the corners of the building provide access to 36 cells on each level, 18 rooms per side. Each cell is accessed by a narrow six-foot-high mechanically-controlled steel door. Each cell measures nine feet wide by thirteen feet deep with a tile floor and vaulted ceiling (Photograph 4). The walls are skimmed with plaster and were originally painted. Much of the paint has been scraped and a thin coat of sealant has been applied to encapsulate any loose lead paint. Most cells had a sink and toilet, but only a few retain those fixtures. A single metal, multi-pane window provides light and ventilation to each cell. A single fluorescent light is attached to the ceiling of most cells.

The exposed, central section of the roof reveals a simple wood flat truss and beam system. Twelve simple wood flat trusses support sandwiched wood beams with angled braces. Sandwiched wood roof rafters support a solid wood underlayment.

The basement is accessed by a concrete staircase in the south end of the central hall. The broad staircase leads directly into a large shower room with a concrete floor, and concrete block walls. A single doorway on the north side of the shower room leads to a narrow hallway with a concrete floor and stone walls. This hallway follows the perimeter of the shower room and provides access to eight solitary confinement cells. Each cell retains their original 4-foot cast-iron doors.

The building has undergone several changes since its construction. The roof was replaced in the late 1920s by inmate labor after the original stove heater burned the tar roof. Brick was added to help support the roof during this campaign. All original window sashes in the cells have been replaced as needed with multi-pane steel sash. Indoor plumbing, heating, and electricity were installed in the 1930s and 1940s during a modernization campaign. The original cast-iron catwalk floors were filled in with concrete sometime during the twentieth century. The transverse iron catwalks were added in the 1980s.

## 2. Housing Unit 1, 1905, Contributing Building, Architect: Eckel & Mann (Photographs 5-6)

Housing Unit 1 is located on the northeast side of the intersection of State and Lafayette streets (Photograph 5). The façade faces northwest and the rear faces the quadrangle to the southeast. It is rectangular in shape. The three-story High Victorian Gothic style building has a C-shaped plan that measures approximately 50x150 feet. Constructed of limestone quarried on-site by inmates, the building is a hipped-roof structure with a central, square tower and two gable-front wings. Slender turrets with loopholes anchor the corners of the building and the central tower. The roof is clad with asphalt singles that resemble slate.

The northwest façade is symmetrical. Three pointed arches, two of which have been enclosed, mark the main entrance to the building. A PWA-era entrance, which was attached to the building at this location, was recently removed. Simplified cinquefoil motifs embellish the spaces above the arches. Stone pilasters with carved pointed-arch panels separate the arches. The two outside arches are surmounted by carved stone plaques that read "Female Department" and "He who converteth a sinner from the error of his way shall save a soul from death: James-5-20. Inscribed by order of Frederick D. Gardner,

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 7

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

Governor, 1917 – 1920.” A third plaque with the names of the governor of Missouri from 1901 to 1905, A.M. Dockery; the Warden, F.M. Woodridge; and the inspectors, R.P. Williams, A.O. Allen, and E.D. Crow is situated above the central arch. A limestone bust of Governor Dockery sits immediately above the center plaque. The square central tower rises three stories above this arrangement with an arcade of pointed arches on the first story surmounted by a stone plaque that reads, “Missouri State Penitentiary,” and a set of three windows on the second and third stories. The top of the tower is adorned with a carved stone clock and a carved stone plaque of the Missouri state seal. Octagonal turrets of rock-faced limestone with irregularly spaced loopholes mark the corners of the tower. Three fenestrated bays are situated on either side of the tower at the second and third stories. A clerestory window has replaced two of the windows on the third story. The remaining windows have multi-pane steel hopper sash.

The two gable-front wings were originally designed to be identical, featuring corner turrets, three fenestrated bays, and a shaped parapet. The gable-front wing on the north side of the façade retains its original fenestration pattern. The three windows on the first floor have transoms separated by a narrow course of rock-faced limestone. Large individual blocks of rock-faced limestone separate the rubbed limestone lintels of the windows. A limestone belt course frames the lintels. All three windows on the first story have been blocked from the inside with a concrete block wall. The three windows on the second and third stories are separated by limestone pilasters but share ogee mold sills. The second-story windows have individual rubbed limestone lintels. The third-story windows have U-shaped, rubbed limestone hoods tied together with an ogee mold stringcourse. A set of three small windows in the gable have a shared ogee mold sill and a rubbed stone lintel. The shaped parapet is finished with a simple stone coping.

The gable front on the south side of the façade has the same general fenestration pattern but the windows have been enclosed with stone and cement board panels. Additional openings are located between the first and second stories. These openings, which have recently been enclosed, once connected Housing Unit 1 to the 1938 Administration Building. Window openings in the shaped parapet have been boarded up but otherwise remain intact.

The southwest elevation has four irregularly spaced windows on the first story and six evenly spaced fenestrated bays on the second and third stories. Two of the four windows on the first story have been enclosed with limestone block. The other two have multi-pane steel hopper windows. Windows on the second story are small with simple limestone sills and lintels and iron grates. The third-story windows have simple sills and rubbed stone lintels surmounted by an ogee mold stringcourse. One of the windows has been enclosed with limestone. The remaining five windows have been partially enclosed with cement board.

The southeast elevation is obscured on the first story by the 1938 corridor, which is described in detail below. The upper stories of the façade have three distinct sections. The central section marks the original location of a building constructed ca. 1876 and demolished for the 1938 corridor.<sup>1</sup> This section is clad with red brick, which is likely the former façade of the ca. 1876 building, and has two doorways on

<sup>1</sup> A section of the inside, red brick wall of the 1876 building remains on the interior of Housing Unit 1.

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 8

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

the second story and nine windows on the third story. One of the window openings has been reconfigured to accommodate a clerestory window. The remaining windows have steel multi-pane hopper sash. The two outer sections have evenly spaced fenestrated bays on both the second and third stories, three on the south side and five on the north side. All of the windows have rock-faced limestone sills and lintels. The second-story windows are almost square. The third-story windows are double the height of the second-story openings. All but two of the windows have multi-pane steel hopper sash. The other two have been enclosed with plywood.

The northeast elevation is the most altered elevation on the building. The two-story section of the 1938 corridor is attached to the east corner of the building, obscuring the first two floors of the elevation. A PWA addition was removed from the site exposing approximately half of the original stone wall of Housing Unit 1.

*Interior (Photograph 6)*

The entrance hall features a hexagonal main control center encapsulated by thick glass windows protected with iron bars, known as the "reception diagnostic center" (Photograph 6). The walls are glazed structural tile and the floor is concrete. A limestone bust of Governor Dockery is set into the tile wall. Iron gates provide entry to a holding cell just inside the main door and to the wings on either side of the central hall. The administrative spaces, including office spaces, storage, and guard stations, were accessed by hallways along the back (southeast) wall of the building. The southern section of the office area has four cast-iron columns with Corinthian capitals for support. The second story has a large area dedicated to cellblocks with four levels, 24 cells per level and 12 cells per side, with cell doors facing the exterior windows. A concrete walkway provides access to the entire cell block. Shower areas are located at the southern end of each level. Two isolation cells are located on the first level. Original iron stairs and platforms remain intact. Windows on the east and west sides of the building are attached with a cast-iron window operating system controlled by a round wheel. The original window operating system remains intact.

**3. Housing Unit 3, 1914-18, Contributing Building, Architect; Henry H. Hohenschild  
(Photographs 7 -9)**

Housing Unit 3, built in the High Victorian Gothic style, is located on the south side of the quadrangle (Photograph 7). The façade faces north, toward the Missouri River. The building is rectangular in shape and measures 50 x 325 feet. The three-story building rests on a limestone foundation with two basement levels on the southwestern half and one basement level on the northeastern half. The walls are constructed of limestone, quarried on-site, on the exterior and glazed tile on the interior with brick fill in between. The hipped roof is clad with rolled asphalt and features a crenellated parapet. The rock-faced limestone walls have a rubbed limestone water table and a belt course along the top of the massive windows on the north and south facades.

The north façade of the building is a dominant presence on the quadrangle. The symmetrical façade features a central entrance flanked by towers and seven fenestrated bays with full-height steel multi-pane windows. Two five-story octagonal towers delineate the main entrance to the building. Each tower

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 9

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

is constructed of coursed rock-faced limestone of varying sizes with tooled mortar joints. Stone depressed-arch dedication plaques are located at the base of each tower and are topped with rubbed limestone water tables. A sloped belt course of rubbed limestone marks the transition from the tower to the turret. Eight Gothic arched louvered vents are set in openings framed with rubbed limestone and slanted sills. Simple molding tops the vents and supports a polygonal pent roof. A crenellated parapet tops the turret and is fashioned of rock-faced limestone with rubbed limestone at the base of the crenels and caps of the merlons. The central entrance bay features a three-story archivolt with two double-leaf entrances. The second story has four tall multi-pane windows surmounted by four stone plaques carved with a cinquefoil motif. The third story has multi-pane windows of varying heights set within the top of the arch. A shaped parapet with crenellation is situated between the towers above the entrance. Flanking the towered entrance are seven bays of three-story windows. A coursed, rock-faced limestone wall with a rubbed limestone water table forms the base of these bays. Each bay is separated by coursed limestone buttresses with rubbed limestone dripstone. The top of the buttresses terminate at a rubbed limestone belt course that serves the lintel for the windows. The large windows are a combination of fixed and steel hopper windows, all controlled on the interior by a single crank and pulley system. The belt course is topped by a rock-faced limestone, crenellated parapet with rubbed limestone at the base of the crenels and caps of the merlons. Each crenel is aligned with the center of each window.

The south elevation has an almost identical arrangement as the main façade: a central bay with a three-story archivolt flanked by seven fenestrated bays with full-height steel multi-pane windows. The central bay has several small fixed steel windows at the basement level. Above the rubbed-stone water table, the three-story archivolt features four tall multi-pane windows surmounted by four stone plaques carved with a cinquefoil motif. The third story has multi-pane windows of varying heights set within the top of the arch. The rubbed-stone lintel of the arch blends into the rubbed stone belt course that ties the fenestrated bays together. A coursed, rock-faced limestone wall with a rubbed limestone water table forms the base of these bays. On the west end, one story of paired, multi-pane steel hopper windows are located at the basement level of each bay. On the east end, which is set at the bottom of a slight hill, two stories of multi-pane steel hopper windows are located below the water table. Each bay is separated by coursed limestone buttresses with rubbed limestone drip courses. The top of the buttresses terminate at a rubbed limestone belt course that serves the lintel for the windows. The large windows are the same as the main façade, a combination of fixed and steel hopper windows. The belt course is topped by a rock-faced limestone, crenellated parapet with rubbed limestone at the base of the crenels and caps of the merlons. Each crenel is aligned with the center of each window.

The west elevation of the building has two fenestrated bays with the same three-story windows as the north and south elevations. The rubbed limestone water table and belt courses are also present. Plain limestone walls separate the bays rather than buttresses. The crenellated parapet is identical to the other elevations with the crenels aligned with the center of each window. A doorway that connected the WPA-era canteen to the building has been removed and enclosed with a cement board panel. A limestone plaque is located on the north corner of the elevation:

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 10

Missouri State Penitentiary
----- Name of Property
Cole County, Missouri
----- County and State
N/A
----- Name of multiple listing (if applicable)

*Foundation Laid Under Administration of Gov. Elliot W. Major  
1916  
Completed under Administration of Gov. Frederick D. Gardner  
1918*

The east elevation is identical to the west elevation except that two stories of paired, multi-pane, steel hopper windows are located below the water table.

*Interior (Photographs 8-9)*

As illustrated on the exterior, the interior is divided into three sections: a central stair hall/atrium flanked by cell blocks. The stair hall/atrium has a large open area surrounded by balconies (Photograph 8). Upon entering the building, a series of grand staircases provides access to the floors above and below: the entrance vestibule is set at the half-story between the basement and the first floor. From this vestibule, a central set of metal open stairs with a metal balustrade with cinquefoil motif panels leads to the first floor. Enclosed staircases on either side lead to the basement level. A wire atrium cage, added in 1960, encapsulates the guard stations and first-floor atrium area. Windows in the three-story archivolt on the north and south elevations provide abundant light to the space. The balconies of the atrium provide access to blocks of 16 cells on either side. These cells are situated back to back with the fronts of the cells facing the large multi-story windows (Photograph 9). Cantilevered concrete walks that provide access to the cells are encapsulated with chain link fence. The end cell on each side is a shower station.

The basement contains 20 cells per section and 10 cells per side. These cells were the original Death Row holding cells. Each section also has one shower and four additional segregation cells, or "deep cells." The east section of the building has another lower sub-basement area below the Death Row level that once featured 18 cells. These cells were remodeled at an unknown date, with the walls removed to create nine larger cells. There are also nine cells on the other side of this lower level.

The light and ventilation aspects of the building's design were incorporated to help fight the spread of tuberculosis. The three-story windows provide an abundance of light on the interior. These original windows were all manually operated by a crank and pulley system, which is still intact. There is a series of ceiling fans located near the windows as well. The floors are finished with hexagonal mosaic tile. The walls are white glazed structural clay tile, which provides sheen to all the walls and creates somewhat of an echo chamber in the building.<sup>2</sup> Each cell door was operated by a central hand lever system.

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<sup>2</sup> Anecdotal information from former guards in Housing Unit 3 reveals that sudden or noticeable increases or decreases of the sound level often indicated that an incident was about to happen or had already happened. Personal Interview, Charlie Brzuchalski, November 6, 2014.

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 11

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

**4. Gas Chamber, 1937, Contributing Building (Photographs 10-11)**

The gas chamber building, built in a simplified Gothic Revival style, is a 25x30-foot structure constructed of rock-faced limestone quarried on-site (Photograph 10). The limestone walls are laid as broken range work. A limestone cap along the roofline is surmounted by pointed cut stones meant to simulate merlons on a crenellated parapet. The northwest façade has two doors irregularly spaced on the façade with iron gates. One doorway leads directly to the viewing room and the other leads to the gas chamber itself. A third door that leads to second viewing room, added in the 1980s, intended for the use of the prisoner's family to view the execution but remain separate from the other witnesses. Two evenly spaced window openings that have been enclosed with concrete block are located on the southeast elevation.

*Interior (Photograph 11)*

The actual steel gas chamber is an independent unit that sits in the center of the structure with an entrance vestibule just inside the main door, a viewing room to the north, and two cells to the south. The floors and interior walls are concrete.

**5. Corridor, 1938, Contributing Building (Photograph 12)**

The corridor was constructed in 1938 to connect Housing Units 2 and 5 to Housing Unit 1 and displays the same influences of the Modern Movement as the buildings it connects. This long, narrow, building runs from the east elevation of Housing Unit 5 to the west elevation of Housing Unit 2, a length of approximately 680 feet. The decrease in slope near Housing Unit 5 exposes the basement wall of the corridor. The corridor is attached to the back wall of Housing Unit 1.

The dark red brick wall on the south elevation of the corridor features the same horizontal bands of black glazed brick as Housing Units 2 and 5. One small extension with two door openings and four windows is connected to the south wall just east of Housing Unit 1. Between this extension and Housing Unit 5, the corridor has 12 fenestrated bays and one entrance bay. Three additional fenestrated bays have been revealed since an addition was removed in 2013. The plaster walls of the addition's interior are still evident. The double-door entrance and four multi-pane windows are located in the section of the corridor attached to Housing Unit 1. The section of corridor between Housing Units 1 and 3 has only five multi-pane windows. A newly constructed solid wall, covering the party wall between the corridor and the former canteen, occupies the remainder of this section. Several areas of brick have been replaced, creating breaks in the black brick bands.

The north elevation of the corridor is visible from the east end of Housing Unit 1 to Housing Unit 5. The elevation is separated into three sections that are tied together with black bands on the uppermost story. The easternmost section is located at the bottom of a moderately steep slope and is three stories high. This section has four fenestrated bays with small, multi-pane windows on all three floors. The central section is a solid wall with painted black bands to match the surrounding black brick bands. The remainder of this elevation has a single story containing four multi-pane windows.

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 12

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

**6. Central Clothing and School Building, 1957, Non-Contributing Building (Photograph 13)**

All that remains of the Central Clothing and School Building is the limestone basement. The building is set into the side of a short but moderately sloped hill and measures approximately 65 feet wide and 190 feet long. The walls are constructed of large rock-faced and rubbed limestone set in regular courses. The southeast façade has 16 fenestrated bays and two entrance bays. All of the windows have limestone sills and lintels. All but one of the windows has metal grates over the openings. One window has a metal louvered vent. The northeast elevation has a single opening in the center of the elevation near the roof. A steel railing is attached to the top of the southeast and northeast elevations. The roof is clad with rubber membrane.

The building is considered non-contributing because it lacks integrity of materials, design, workmanship, and feeling.

**7. Quadrangle, ca. 1890-1964, Contributing Site (Photograph 14)**

The quadrangle is an open lawn bounded by Housing Unit 1 to the northwest, Housing Unit 3 to the southwest, Housing Unit 4 (A-Hall) to the northeast, and the remnants of the old dining hall/education building to the southeast. Concrete driveways surround the quadrangle on the northwest, southwest, and southeast sides. Two concrete walkways are situated in the quadrangle. One runs along the southwest side of Housing Unit 3. The second enters the quadrangle from the west corner and turns southeast, once leading to the 1980 Chapel, which was demolished in 2012. This walkway passes under a pergola similar to one shown in photographs from 1954 (Figure 6). A few deciduous and evergreen trees are scattered informally in the quadrangle. Deciduous shrubs are also informally planted along Housing Unit 3 and in the corners of the quadrangle. A more formal line of waist-high bushes is located along the southwest boundary of the quadrangle in front of Housing Unit 3. A modern statue in the shape of an M (for Missouri) stands centrally in the quadrangle.

The northern corner of the quadrangle is also the location of stone foundations of the original 1836 prison wall or cells, the foundation of the 1840-1845 cell block addition, a mortar cistern attributed to the early prison period, and two 1876 cisterns. These features are situated within the presumed boundaries of the 1836 prison, which was 200 feet square. The sites were identified and evaluated as National Register eligible under Criterion D during a Phase II archaeological investigation conducted in June 2011 by the Environmental Research Center of Missouri.<sup>3</sup> According to that study, the boundary of the original 1836 prison is situated entirely within the present-day quadrangle. Extensive testing of the northern corner of the quadrangle revealed the features described above. As such, the penitentiary could be eligible under Criterion D but further study will be necessary to ascertain site boundaries and develop the argument. The quadrangle is a contributing site as it was a significant character-defining space of the prison where prisoners were moved from the housing units to the factories to the east,

<sup>3</sup> Craig Sturdevant, *Cultural Resource Investigations: Phase II Testing, MSP Redevelopment Project, Cole County, Missouri*, June 2011.

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 13

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

west and south. Later in its history, the quadrangle was filled with formal gardens. The quadrangle retains its open feeling that was associated with both of these periods in the prison's history.

**8. Stone Sidewalk, ca. 1940, Contributing Structure (Photograph 15)**

A limestone sidewalk with limestone retaining walls is located near the center of the lower yard between the gas chamber and the drive leading to the upper yard. It is assumed that the structure was built around the same time as the gas chamber given its location. The sidewalk measures approximately four feet wide and 75 feet long. A single step is situated every six feet to accommodate a slight rise from south to north. The stones used for the sidewalk are square to irregular in shape. Some have a stippled finish that may indicate the stones are from demolished buildings at the prison. The stones are set with lime mortar in the retaining walls. A set of concrete stairs are located at the north end of the sidewalk.

**PROPERTIES OUTSIDE OF BOUNDARY**

**1. J.S. Sullivan Saddle Tree Factory Building, 1892**

The J.S. Sullivan Saddle Tree Factory building is located on the northeastern edge of the penitentiary complex. This three-story brick vernacular building is rectangular in shape, approximately 230 feet long and 45 feet wide, and has several small original extensions on its northeast and southwest elevations. The building has a brick foundation, American bond brick walls, and a flat roof with a corbelled brick parapet. Segmental arch windows have stone sills and combination fixed and hopper steel windows.

The southeast elevation originally had four fenestrated bays with segmental arch windows. The windows at the basement level are half the height of the upper story windows. Three out of the four windows at this level have been enclosed with brick. Windows in the central two bays of the upper stories have been enclosed with brick with the exception of a small vent opening that remains on the third floor. An exterior metal flue has been installed in the other downsized window. A metal star tie rod is situated in the center of the third floor between the two central windows. All the windows on this façade have steel hopper sash.

The southwest façade has 18 fenestrated bays and two original extensions, one of which has no window openings. The southernmost section of the façade originally had six fenestrated bays, half of which have been enclosed with brick. The central section of the façade, situated between the two extensions, originally had five fenestrated bays, three of which have been enclosed with brick. A solid wall in central section extends above the roofline, indicating the possible location of an elevator on the interior. The remaining windows in both these sections have steel hopper sash. The second extension has two fenestrated bays that each contains a steel hopper window. Approximately half of the window openings on this elevation have been enclosed or drastically downsized to house louvered vents. The northernmost section of the façade has three late twentieth-century openings: a conventional doorway, a loading dock with an oversized door, and a double door on the second floor. Two out of the three fenestrated bays that complete the façade have been enclosed.

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 14

Missouri State Penitentiary
----- Name of Property
Cole County, Missouri
----- County and State
N/A
----- Name of multiple listing (if applicable)

The northwest corner of the building has a square brick tower with brick corbelling on the second and third stories. This tower occupies one of the four bays of the northwest façade. The remaining three bays were originally fenestrated with segmental arch windows. Windows in the central bay have since been enclosed with brick. Multi-pane steel hopper sash occupy the remaining window openings.

The northeast elevation is located at the bottom of a side slope, exposing the full height of the basement walls. The 18 fenestrated bays of the northeast elevation are punctuated by a one-story projection and a three-story addition in the center of the elevation. Windows on the second story are shorter than those at the basement level and first story. The third-story windows are half the height of the first-story windows. A basement-level, double-door entrance is located on the south end of the elevation. A second, single-leaf door is situated next to the one-story extension. Six built-in gutters with metal downspouts are spaced evenly across the façade.

Access to the interior was not feasible as contaminants such as pigeon droppings posed a safety hazard.

## 2. Priesmeyer's Boot and Shoe Factory, ca. 1889

The Priesmeyer Boot and Shoe Factory was constructed ca. 1889 as a three-story brick structure. The building, located in the western corner of the complex, was badly burned during the riot of 1954 and rebuilt early in the 1960s as the current one-story structure (Figure 5). The building is six bays wide and 18 bays long, measures 185 feet x 60 feet, and has a brick foundation, brick walls laid in American bond, segmental-arch window openings, and a flat roof clad with rubber membrane. The flat roof extends beyond the plane of the façades, creating a shallow eave.

The north façade has a central entrance bay containing a half-light door flanked by fenestrated bays with segmental-arch windows that have been significantly filled in. A segmental-arch door hood of corbelled brick indicates that the original doorway was also downsized. Two rowlock courses form the segmental arch window lintels. The bottom half of the windows have been enclosed with concrete block but the original stone sills remain. The remaining openings have been further downsized with plywood leaving a small square fixed window. Iron bars cover all the windows. The south elevation has six fenestrated bays that contain segmental-arch openings that have been downsized in the same manner with concrete block. Two openings in the west half of the elevation have been completely enclosed. The east elevation features a two-bay extension in the center with two segmental-arch windows that are shorter than the remaining windows on the façade. Eight fenestrated bays are situated on either side of the extension. Windows on this façade have been downsized with the same materials as the north and south elevations. Some of the stone sills are severely deteriorated, and a few were removed when the window was partially enclosed with concrete block. Several areas of the brick wall are severely deteriorated. The west elevation has 18 evenly spaced windows that have all been downsized in a similar fashion with concrete block and plywood.

### *Interior*

The interior of the factory is open with no partitions. A single door on the north façade provides access to the space. Two rows of eight cast-iron columns support large steel beams. The beams support a

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 15

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

vaulted concrete ceiling, constructed in 1954, as part of the renovation of the fire-damaged structure. The floor is concrete. Late twentieth-century fluorescent lighting hangs from the ceiling. Small pendant lights also hang from the ceiling throughout the space.

### 3. Housing Unit 2, 1938

Housing Unit 2 is a five-story brick structure that measures 50 x 375 feet. The building has a concrete foundation, red and dark red brick walls, a concrete water table, concrete coping, and a flat roof clad with rubber membrane. Constructed with PWA funds, this building is a departure from the castellated style that was influenced by the Modern Movement with its clean horizontal lines and lack of architectural ornamentation.

The south façade and north elevation are identical except for the presence of an entrance in the center of the south façade. Each elevation features 31 fenestrated bays. These bays are divided into a central section of 29 bays and two end sections that each contain one fenestrated bay. The ground floor of the south façade has nearly square, multi-pane windows with concrete sills. Bands of dark red brickwork tie all of the bays together. The walls on the end sections are accentuated by bands of dark red brick. On the south façade a central entrance is contained within a one-story pavilion. The double-door entry is slightly recessed with a wide smooth stone surround. Bands of dark red brick tie the pavilion to the remaining elevation. Dog tooth courses used above the dark red bands of brick simulate chevrons. On the upper stories the fenestrated central bay is spaced farther apart from the fenestrated bays on either side and is further emphasized by horizontal bands of dark red brick. The remaining fenestrated bays contain four-story steel multi-pane windows. Dashed lines of red brick frame the top and sides of the windows in the central section. The east and west elevations each have one fenestrated bay with a small, multi-pane window on the ground floor and a four story, multi-pane window in the upper floor. Dark red brick banding is used on all four floors of the façade. The lower portion of the west elevation is obscured by the one-story corridor that links Housing Unit 2 to Housing Unit 1.

Access to the interior was not feasible because contaminants such as pigeon droppings posed a safety hazard. Existing plan schematics prepared for the City of Jefferson depict a floor plan very similar to Housing Unit 3: a central stair hall flanked by back-to-back cell blocks that face the exterior walls. The floors are concrete, and the walls are glazed structural clay tile.

### 4. Housing Unit 5, 1938

Housing Unit 5 is nearly identical to Housing Unit 2 except that it has two additional basement floors. The seven-story brick structure, influenced by the Modern Movement, also measures 50 x 375 feet and has the same arrangement of 31 fenestrated bays on its north façade and south elevation and a single fenestrated bay on its east and west elevations.

Similarly to Housing Unit 2, the north façade of Housing Unit 5 is obscured at the first story by the corridor that connects the building to Housing Unit 1. The two basement level walls are exposed on the south and east sides of the structure and feature horizontal bands of recessed brick. The sub-basement level has three double-door openings and 28 small multi-pane windows with concrete sills. Iron grates

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 16

Missouri State Penitentiary
----- Name of Property
Cole County, Missouri
----- County and State
N/A
----- Name of multiple listing (if applicable)

cover all of the windows. A loading dock is situated on the northeast end of the elevation. The basement level has 27 small multi-pane steel windows with concrete sills and four windows of the same size that have been enclosed with brick and steel.

Access to the interior was not feasible because contaminants such as pigeon droppings posed a safety hazard. Existing plan schematics prepared for the City of Jefferson depict a floor plan almost identical to Housing Unit 2: a central stair hall flanked by back-to-back cell blocks that face the exterior walls. The floors are concrete, and the walls are glazed structural clay tile.

### 5. Gymnasium, 1964

The gymnasium is a two-story concrete block structure that measures 120 feet long and 75 feet wide. A 20-foot-wide two-story extension runs the length of the southeast elevation. The main building has a low-pitched side-gable roof, and the extension has a flat roof.

The northeast façade has a large overhead door in the center. Two double-door entrances with simple shed-roof canopies are irregularly spaced on either side of the overhead door. A band of steel hopper windows is centered on the façade above the overhead door. Windows on either end of this band have been enclosed. The northwest and southwest elevations of the gymnasium are solid concrete block. The northeast façade of the extension has a single steel hopper window on the second story. The southeast elevation of the extension has two double-door openings on the first story and three steel hopper windows on the second story. The doors are three feet off the ground, indicating the removal of a loading dock. The southwest elevation of the extension has two steel hopper windows.

#### *Interior*

The interior of the gymnasium is an open space accessed by a large overhead door and two double doors on the east façade. The walls of the space are painted concrete block and the floor is poured concrete. Large glue-laminated trusses support the roof. Doorways on the south side of the gymnasium lead into various offices in the extension on the south side of the building.

### 6. Hobby Craft Building, 1968

The Hobby Craft Building is a wood-frame structure with steel cladding, a concrete foundation, and a metal roof. The building is 160 feet long and 60 feet wide. The building is set into the side of a small slope, and consequently the concrete block foundation is exposed on the building's southeast and northeast elevations. The vertical steel siding is anchored to a simple wood frame. The three-bay southeast façade has a central double-door entry flanked by metal hopper windows. The southwest elevation features a central entry with three evenly spaced hopper windows on either side. This building is non-contributing as it falls outside the period of significance for the penitentiary.

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 17

Missouri State Penitentiary
----- Name of Property
Cole County, Missouri
----- County and State
N/A
----- Name of multiple listing (if applicable)

**7. Boundary Wall, 1885-ca. 1927**

The boundary wall was constructed, in different sections at different times, of limestone quarried on-site with inmate labor. As the penitentiary expanded, so too did the wall. The boundary wall is comprised of the outer perimeter wall with eleven integrated guard towers and a central stone wall that travels through the center of the complex from east to west.

The stone wall through the center of the penitentiary stretches from Housing Unit 3 to the Sullivan Factory. The segment of stone wall between Housing Unit 3 and Housing Unit 5 could be remnants of the 1853 boundary wall. This section of the wall is different in character from the rest of the wall with irregularly shaped stones laid in uneven courses. The stone wall was further extended toward the river in 1869. The 1869 segment appears to have larger, more evenly sized stones. The entire 1869 wall has a slanted stone cap and is stepped in some areas to match the sloping terrain.

The current perimeter wall varies in height between 14 to 30 feet and is stepped along Chestnut Street to match the sloping terrain. The ground level of the interior of the wall is significantly lower than the ground level of the exterior. The wall is consistently 2.5 feet thick. There are two collapsed sections of the wall along Capitol Avenue between Lafayette and Chestnut streets (collapsed in 2002) and at the intersection of Chestnut Street and E. Capitol Avenue. A third breach is located along Chestnut Street. Overall, the limestone blocks are rock-faced on the exterior of the wall with consistent height and varying lengths. Facing the interior, the blocks are smooth with some vermiculated work and pointed work. The exterior wall between Towers 1 and 4 is constructed of large blocks of similar size with consistent coursing and beaded mortar joints. Tower 4 marks the transition from the nineteenth-century perimeter to the expansion in 1925. This transition is evident in the wall's construction of alternating wide and narrow courses of limestone. The limestone blocks also vary in width. Mortar joints are flush. The wall height was increased along Capitol Avenue and Chestnut Street; the change in color of the limestone blocks marks the height of the original wall.

Eleven guard towers are incorporated into the limestone perimeter wall. Along Lafayette Street and East Capitol Avenue, towers are spaced approximately 235 feet apart. Towers 4 and 5 along East Capitol Avenue are 385 feet apart. Towers 6, 7, and 8 located along Chestnut Street are between 430 and 435 feet apart. Towers located in the perimeter wall along the river are more unevenly spaced. The wall between Towers 8 and 9 is 220 feet long. Towers 9 and 10 are separated by 190 feet of wall. Towers 10 and 11 are 300 feet apart.

The existing towers were rehabilitated in 1954 as a direct result of the 1954 riot. The tops of the original towers were removed as they provided limited visibility and were not easily accessible by guards.<sup>4</sup> A new square tower that had better sightlines was constructed on top of each of the cylindrical towers. Doors were added to the exterior of each tower at street level. The interiors of the towers were hollowed out and permanent metal ladders were installed inside. A brick shaft was added to Towers 4,

<sup>4</sup> Guards accessed the original towers with wooden ladders.

National Register of Historic Places  
 Continuation Sheet

Section number 7 Page 18

Missouri State Penitentiary
----- Name of Property
Cole County, Missouri
----- County and State
N/A
----- Name of multiple listing (if applicable)

7, and 8 in 1955 to house the new permanent metal ladders. A new train gate was also constructed at that time.

**INTEGRITY**

The Missouri State Penitentiary retains sufficient integrity of feeling, association, location, setting, materials, design, and workmanship to convey its period of significance and association with the development of a state prison that served from early statehood in 1836 to when the prison closed in 2004. Since its closing in 2004, numerous buildings have been demolished (Table 2).

Despite the changes to the complex after its closing, the penitentiary retains integrity of design, materials, workmanship, setting, location, feeling, and association. Gothic Revival and High Victorian Gothic style housing units constructed early in the institution's history are represented in the current penitentiary boundary. These buildings surround the quadrangle that was an integral part of daily operations at the prison.

**Table 2. Resources at the Missouri State Penitentiary Demolished After 2004**

Jefferson & Standard Shoe Co. ( 1885)	Oil storage, saw mill & lumber (1935)
Dining hall/kitchen/carpenter shop (1885)	Engine room (1939)
State Journal Co., machine shop tailor shop (1885)	Shoe factory ( 1939)
Dining hall (1892)	Twine factory (1939)
Women's Prison	Administration building (1939)
Giesecke Shoe Co. ( 1892)	Hospital (1939)
Lumber yard (1898)	Storage/kitchen (1939)
Green house (1898)	Canteen (1955)
State general storage (1898)	Warehouse (1975)
Box making (1892)	Planning/construction (1975)
Wagon shop (1892)	Diesel plant (1975)
State ice house (1898)	Chapel (1982)
Auto tag plant (1935)	Towers 12-14
I Hall (1935)	

The Missouri State Penitentiary retains in its original **location**. The penitentiary is east of downtown Jefferson City.

The penitentiary has integrity of **design**, despite demolition of buildings. It retains its principal housing units and gas chamber. Buildings in the penitentiary feature High Victorian Gothic and Gothic Revival styles. The spatial arrangement between these buildings also remains intact. The quadrangle, an important open space in the penitentiary, also remains, although the pathways have been changed.

The **setting** of the penitentiary remains largely unchanged. Residential areas around the prison appear much as they did when the prison was constructed and expanded. The major changes in the prison's setting include demolition of many of the buildings in the lower yard and construction of the U.S.

National Register of Historic Places  
Continuation Sheet

Section number 7 Page 19

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

Courthouse in 2011 on the west side of the prison and the Lewis and Clark State Office Building in 2005 on top of the bluff on the east side.

The penitentiary has integrity of **materials**. The contributing buildings in the penitentiary retain their original brick and stone walls, decorative arched windows, and stone towers and turrets. The materials were, for the most part, obtained on-site. The original quarry used also remains largely intact.

The buildings and structures in the penitentiary have integrity of **workmanship**, with original locally quarried stone and brickwork remaining intact. Housing Units 1, 3, and 4 are testaments to the workmanship of inmates at the prison. The limestone was finished using a variety of methods, creating varying textures in lintels, sills, belt courses, and cornices. Limestone-carved cinquefoil motifs, stone plaques, a stone clock face, the state seal, and busts further demonstrate the workmanship of the inmates who constructed these buildings. Stone arched windows and the general fenestration patterns remain. The interiors of all the housing units remain intact with only minor alterations relating to guard and prisoner safety.

The **feeling** of the penitentiary is still conveyed by the buildings with original exterior materials and fenestration patterns, spatial relationships between the buildings, and open spaces, including the quadrangle. Overall, the penitentiary retains sufficient integrity of feeling to convey the penitentiary's historical period.

The penitentiary retains integrity of **association** as it maintains its location on Lafayette Street and key buildings including Housing Units 1, 3, and 4 and the quadrangle.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 20

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

**SUMMARY**

The Missouri State Penitentiary, 115 Lafayette Street, Jefferson City, Cole County, is significant at the state level under National Register of Historic Places Criteria A in the area of LAW and locally significant under Criteria C in the area of ARCHITECTURE. The period of significance for the penitentiary begins in 1868, when Housing Unit 4 (A-Hall) was constructed, to 1963, when the second penitentiary in Moberly, Missouri was constructed.

The penitentiary is significant under Criteria A at the state level in the area of law as the only state penitentiary in Missouri for a period of 127 years and as it represents the evolution of the penal system in Missouri from its development in the 1830s as a prison under the Auburn system that evolved into reformed prison utilizing education and recreation for prisoner rehabilitation. Established in 1836, the facility was the only state prison in Missouri until 1963, when the medium security prison at Moberly was constructed. Numerous reform schools including the Reformatory for Boys at Boonville and Intermediate Reformatory for Young Men at Algoa and work farms intended to keep inmates busy and provide meat and rations for prisoners were constructed to alleviate the almost constant overcrowding at the penitentiary. However, it wasn't until 1963 that a second prison was constructed at Moberly. The penitentiary was the first state penitentiary built west of the Mississippi River. As the only state penitentiary in Missouri, the penitentiary incarcerated state and federal prisoners that were both hardened criminals and first-time offenders. The penitentiary was operated using the Auburn system of long days of work under silence and harsh punishment for lower than standard work performance. From the establishment of the prison in 1836, prisoners were forced to work in silence, only being able to talk one hour a day during recreation hour. Prisoners worked under the task system, which required daily production outputs from each prisoner. Harsh punishment was meted out to those that didn't meet their task. Prisoners wore striped uniforms until 1909 and were put into lock-step formation when moving about the prison. The reform period slowly began in the 1930s with small musical and educational programs. In 1940 with the first school was operated by the administration at the prison. Adoption of full reforms that included recreational and vocational activities was not fully integrated into the prison until the early 1960s.

The penitentiary is locally significant under Criteria C in the area of Architecture as a significant example of penal architecture in Jefferson City and a significant collection of housing units built according to the Pennsylvania and Auburn plans. The penitentiary features buildings with High Victorian Gothic and Gothic Revival elements that share common traits with penal architecture of the time period. The High Victorian Gothic style is well represented in the penitentiary in Housing Units 1, 3, and 4. Housing Unit 4 (A-Hall), constructed in 1868 and designed by Warden Horace Swift, combines the stylistic influences of Gothic Revival in the use of round arch windows and limestone walls, and High Victorian Gothic with stone belt courses, central pavilion, and paired round arch windows. This early housing unit was designed according to many of the principles of the Pennsylvania plan for prisons with its relatively large cells, measuring 9 x 13 feet, and arrangement around a central open space. These large cells were designed to house prisoners for solitary introspection; but, in reality, up to six prisoners were housed in each cell of the unit during some of the worst overcrowding in the institution's history. Housing Unit 1, constructed in 1905 and designed by Eckel and Mann, was the public face of the penitentiary. As such, it exuded the typical traits of penal architecture with a foreboding limestone edifice that borrowed heavily

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 21

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

from the High Victorian Gothic style with towers, use of alternating narrow and wide courses of stone to create a banded effect, and a round arch entrance. The plan of the structure combined administrative offices with housing sections that followed the Auburn Plan with cells stacked back to back and freestanding from the outside walls. In 1918, use of the High Victorian Gothic style in the penal architecture of the penitentiary was perfected in Housing Unit 3, designed by Henry Hohenschild, with its Gothic arch entrance flanked by monumental octagonal towers, heavy limestone walls, bands of smooth limestone, limestone buttresses, and crenellated parapet. In this building too, the Auburn plan was perfected with two three-story wings featuring back-to-back cells set back from the exterior walls. The gas chamber followed the Gothic Revival style in its use of rock-faced limestone walls and a crenellated parapet.

### Penology of the Nineteenth Century

During the early nineteenth century, two penal systems were developed and refined in the United States: the Auburn system and the Pennsylvania system. These two systems differed in their approach to discipline and in their concepts for designing and constructing prisons.

#### *Auburn System*

The Auburn system had its origins in the New York State Prison in Auburn, New York. The prison was constructed in 1825 with multiple levels of small, individual cells that were stacked back to back and opened onto a space that separated the cells from the outside walls of the building. This effectively isolated the cellblock as an independent structural unit, which helped prevent escapes. The cells were much smaller than in the Pennsylvania system, measuring generally 3.5 feet wide, 7 feet long, and 7 feet high. This provided a significant cost savings in construction of new prisons. The core management concept of the system was to isolate prisoners rather than allow them to congregate in common cells as was the standard practice at the time. Over time prisoners were allowed out of their cells to labor in workshops, producing marketable goods. Work was also conducted in silence. This practice became a revolutionary component of the Auburn plan. Convicts were compelled to work under the threat of speedy and harsh punishment and forced to walk in lock-step formation.<sup>5</sup> Norman Johnston posits,

The Auburn philosophy and its architecture seem to have emerged largely out of pragmatic decisions made in isolation by pragmatic men who were builders, not architects, and by men who had the day-to-day responsibilities of trying to contain in an orderly fashion the occupants of their institutions. The Auburn reformers appear to have been motivated by practicality and a passion to construct a veritable machine to subdue and make self-supporting the occupants of the prison.<sup>6</sup>

Prisons across the country, in Connecticut, Massachusetts, Maryland, Vermont, Tennessee, New Hampshire, Georgia, Ohio, and the District of Columbia, utilized the Auburn system in the 1820s and 1830s.

<sup>5</sup> Norman Johnston, *Forms of Constraint: A History of Prison Architecture* (Chicago, University of Illinois Press, 2000), 76-79.

<sup>6</sup> Johnston, 78.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 22

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

*Pennsylvania System*

The Pennsylvania penal system originated in the penal code of Pennsylvania, which had its origins in the Quaker criminal code of the Colony of Pennsylvania. The Quaker code replaced corporal punishment or fines with the practice of imprisonment at hard labor and isolation of prisoners.<sup>7</sup> In March 1826 the Pennsylvania legislature appointed three commissioners to revise the criminal code of the state.<sup>8</sup> The commissioners favored the Auburn system. The Philadelphia Society for Alleviating the Miseries of Public Prisons strongly opposed the Auburn system because of its use of harsh corporal punishment to compel prisoners to work. On April 23, 1829, the Pennsylvania legislature revised the criminal code to require that prisoners suffer punishment "by separate or solitary confinement at labour," and that they be kept "singly and separately at labour, in the cells or work yards."<sup>9</sup> The theory was that isolation would achieve reformation through self-reflection. Eastern State Penitentiary in Philadelphia was the pinnacle of the Pennsylvania plan, constructed from 1822 to 1829 and modified in the last year of construction to comply with the 1829 penal code. All daily activities were conducted in the confines of the cell, which measured 8x12 feet. Each cell had its own latrine, hot and cold running water, and heating system. Walled exercise yards were connected to each cell. Prisoners were to remain silent at all times and all efforts were made to minimize human contact. The large cells needed to implement the Pennsylvania system were costly, however, and the Auburn system quickly gained favor across the United States.

**History of the Penitentiary**

Within ten years of becoming a state, the need for a prison in Missouri became apparent. In 1831 Missouri Governor John Miller proposed construction of a state penitentiary in Jefferson City to deal with an increasing number of convicts in the state, primarily from St. Louis. On January 3, 1833, the Missouri House of Representatives passed a bill, by a narrow margin of 25 to 24, to establish a penitentiary in Jefferson City. On January 16, 1833, an act was passed that included guidelines for the construction, maintenance and financing of the new facility.<sup>10</sup> The act also required a board of commissioners be created and that they should study prisons in other states as models for the new penitentiary. The commissioners recommended the Pennsylvania system of complete isolation for the new prison. Governor Daniel Dunklin initially agreed with the choice of the Pennsylvania system over the Auburn system, which allowed for silent labor during the day, but strong objections to the Pennsylvania system expressed across the country and the cost of running a prison with idle convicts persuaded him to adopt the Auburn system for the new prison.<sup>11</sup>

<sup>7</sup> Harry Elmer Barnes, "The Evolution of American Criminal Jurisprudence as Illustrated By the Criminal Code of Pennsylvania," *The Open Court*, Volume 37, No. 6 (Chicago: The Open Court Publishing Company, 1923), 322.

<sup>8</sup> Barnes, 329.

<sup>9</sup> *Ibid.*, 330.

<sup>10</sup> William Charles Nesheim, *A History of The Missouri State Penitentiary: 1833-1875*, Master's thesis (Kansas City: University of Missouri-Kansas City, 1971), 18.

<sup>11</sup> Nesheim, 20-22.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 23

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

Construction of the new facility was to be completed by October 1834.<sup>12</sup> The new penitentiary was designed by prominent Philadelphia architect John Haviland, who had recently completed the design for Eastern State Penitentiary in Philadelphia. Haviland submitted plans for the prison in response to advertisements by the Missouri State Legislature requesting designs for the new prison. Haviland's design of three cell blocks around a separate keeper's house was selected (Figure 7).<sup>13</sup> Construction of the \$25,000 penitentiary began in 1833. The cellblock was the first building in the penitentiary to utilize inmate labor and the quarried limestone material, as mandated by the governor's proposal.<sup>14</sup>

In 1834 a curious visitor viewed the prison's construction progress from across the Missouri River and commented on it in the local paper: "The state is now erecting a penitentiary, the material of which is obtained from the quarries and really nothing can look more beautifully white than this stone when well cut. One of the buildings already erected [the first cellblock] has quite the magic appearance at a distance, resembling more a fleecy cloud than a gloomy prison."<sup>15</sup>

The penitentiary opened officially in 1836 with one cellblock, or housing unit, the keeper's house, and a utility building (all non-extant). The prison was operated by Warden Lewis Bolton under the supervision of a three-man prison committee. In the first year the prison housed only 18 inmates.<sup>16</sup> The prison was operated under the Auburn system using labor, as prisoners were making brick in the first year of the prison's operation.

In February 1839 the Missouri General Assembly adopted the "lease system" for its penitentiary. This new system leased the entire institution and the labor of convicts to businessmen William S. Burch and John C. Gordon for an annual fee. The lessee would be responsible for upkeep of the prison grounds and facilities as well as the inmates' food, clothing, and health. The state assumed both parties could benefit from this arrangement; the state gained annual fees and did not have to worry about penitentiary maintenance or payroll, and the private company reaped the benefits of having inexpensive prison labor for their enterprise. Inmates were used by the lessee to quarry limestone and construct brick houses in Jefferson City as well as chop wood and construct split rail fences.<sup>17</sup>

The exported items and the income from the lease system resulted in additional capital for expansion within the penitentiary walls. Burch and Gordon constructed numerous buildings at the prison, including a second cell block constructed during the first year of the lease (non-extant). In 1840 Burch and Gordon enlarged the prison yard, built a structure in the center of the prison to house workshops, and partially constructed a third cell block with 40 cells (all non-extant).<sup>18</sup>

<sup>12</sup> Mark Schreiber and Laura Burkhardt Moeller, *Somewhere in Time: 170 Years of Missouri Corrections* (Marceline, Missouri: Walsworth Publishing Company, 2004), 4.

<sup>13</sup> Matthew Eli Baigell. *John Haviland*, Dissertation in History of Art (Philadelphia: University of Pennsylvania, May 1965), 258-259, 396.

<sup>14</sup> Quoted in Schreiber and Moeller, 4-5.

<sup>15</sup> *Missouri Intelligencer*, December 6, 1834, 1.

<sup>16</sup> Schreiber and Moeller, 4-5.

<sup>17</sup> *Ibid.*, 7.

<sup>18</sup> Nesheim, 46.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 24

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

Burch and Gordon continued to operate the prison under the lease system until February 15, 1843. Their tenure was not without controversy. The public criticized the Missouri State Penitentiary's lease system because of continuing problems with escaped inmates, purported inmate abuse, mismanagement, and lack of profit.<sup>19</sup> Prison inspectors reported the conditions at the prison to a House of Representatives committee in 1843:

We found the prisoners very badly clothed, dirty, and in a miserable condition. Their bedding scarcely deserves the name. The prisoners complain that they suffer much from cold of which there can be no doubt, as they have no fire, little clothing and less bedding...<sup>20</sup>

In 1843 new lessees, Ezra Richmond and James Brown, were given control over the penitentiary with the provision that outside work details would cease. Despite this requirement, the outside work details continued, increasing the unease and fear in the community.<sup>21</sup> Under the lessee's Richmond and Brown, a brick blacksmith shop, coal house, kitchen and privy, and a new stone wall around the prison were constructed (all non-extant).<sup>22</sup> More workshops were also constructed within the prison, including a hemp factory (non-extant). Goods produced there began to be exported locally and nationally. Among the items exported during the prison's lease system were plows, wagons, trays, harnesses, chairs, bureaus, bed stands, tables, boots, shoes, twine, bricks, cigars, bacon, and lard.<sup>23</sup>

The residents of Jefferson City were concerned that the penitentiary lessees continued to allow inmates to work outside the penitentiary walls on construction projects, grounds keeping, landscaping, and house painting. Jefferson City workers who were paid for these same services disliked the competition of the low-cost inmate labor. Prisoner escapes during these outside work details were a larger concern for the community. In April 1842 the *Jeffersonian Republican* reported that over the past year, escapes from the prison occurred weekly and remarked that the state might as well "let the crime go unpunished, as to bring a collection of criminals here to roam our hills and through our city, in the performance of various labors and evocations, which as a right, the lessees can direct them."<sup>24</sup>

The lease system was ended in 1854. Control of the prison was turned over to the state, and the office of warden was reinstated by the state legislature. Significant improvements to the penitentiary were made under the new warden, Francis C. Hughes, during his tenure from 1857 to 1862. The boundary wall was extended toward the river from 1857 to 1859 (remnants may still remain in wall south of Housing Units 3 and 4), increasing the size of the prison to a total of 126,380 square feet. A three-story brick cooper's shop (non-extant) was constructed in 1859 as well as a blacksmith shop (non-extant). A new cellblock with 236 cells was also completed in 1859 (non-extant).<sup>25</sup>

<sup>19</sup> Schreiber and Moeller, 6.

<sup>20</sup> Ibid 9.

<sup>21</sup> Ibid, 8-9.

<sup>22</sup> Ibid, 9.

<sup>23</sup> Gary R. Kremer, *Heartland History* (St Louis, MO: G. Bradley Publishing Company, 2000), 9.

<sup>24</sup> *Jeffersonian Republican*, April 9, 1842, 1.

<sup>25</sup> Nesheim, 77.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 25

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

In 1861 the financial burden of supporting the prison again prompted the legislature to consider leasing the prison, but no arrangements were made. The legislature turned to a new system, the contract system. Under this system convicts were rented out to businesses at a rate of 35 cents per day. This differed from the lease system as contractors were not responsible for the upkeep of the prison, just the welfare of the inmates.<sup>26</sup>

Horace A. Swift became warden at the penitentiary in January 1865.<sup>27</sup> In April of that year, Warden Swift requested permission from prison inspectors to construct more housing units as the population had grown from 357 to 622. The number of cells at that time was 356. Each cell measured four by seven feet and was meant for one inmate. On July 12, 1865, Governor Thomas Fletcher authorized the construction of new housing units.<sup>28</sup>

Warden Swift was an experienced builder. Upon receiving authorization to construct a new housing unit, Swift traveled east to examine penitentiaries for ideas on the design of the new A-Hall (Housing Unit 4).<sup>29</sup> The last original building of the penitentiary was demolished in 1864 because it was deemed unsafe. This was the location for the new A-Hall (Housing Unit 4). As it is the earliest extant resource, this being the period of significance for the nominated penitentiary.<sup>30</sup>

In 1868 the A-Hall (Housing Unit 4) (Photographs 2 and 3) was completed and opened to inmates (Figure 8). It contained 168 new cells, housing two inmates to a cell.<sup>31</sup> The entire building was made of limestone blocks quarried on-site in the penitentiary quarry. The housing unit was built with prison labor, overseen by Warden Swift himself. The interior design featured thick iron cell doors, which stood only four feet tall, forcing the prisoners to crouch to enter their cells. This feature is thought to have made the prisoners feel more constrained (Figure 9).

An 1869 bird's-eye view of Jefferson City provides a glimpse of the buildings at the penitentiary 33 years after its establishment (Figure 10). The prison consisted of six multi-story buildings within an almost square area surrounded by a stone wall. One of the rectangular buildings appears to be "A-Hall" (Housing Unit 4). Buildings were close to one another with very little open space. Four of the six rectangular buildings were perpendicular to Lafayette Street, and the other two buildings were parallel to Lafayette along the back perimeter wall. Towers were located on the four corners of the wall. Two buildings were located outside the enclosure on the northwest side. One of the multi-story buildings, also parallel to Lafayette, featured a central tower and a portcullis, which presumably served as the

<sup>26</sup> Schreiber and Moeller, 10.

<sup>27</sup> Horace Swift spent three years learning masonry construction in Portsmouth, Ohio. He was contractor for a number of buildings, a mill, and the M.E. Church in Jackson, Ohio. In 1855, he constructed the courthouse in McArthurs Town in Vinton County, Ohio. After moving to Jefferson City in 1858, he constructed two additions to the lunatic asylum at Fulton, Missouri. Cole County Historical Society, Horace A. Swift, Biographies from Cole County People, Biographical Sketches (Jefferson City, MO: Cole County Historical Society), accessed at [http://www.colecohistsoc.org/bios/bio\\_s.html](http://www.colecohistsoc.org/bios/bio_s.html).

<sup>28</sup> Schreiber and Moeller, 12.

<sup>29</sup> Ibid, 12.

<sup>30</sup> Nesheim, 80.

<sup>31</sup> By the 1920s it would house up to eight to a cell.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 26

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

main entrance to the prison. A small gabled structure outside the west wall was presumably the warden's residence.

In 1873 John P. Sebree was installed as warden of the prison. That same year the lease system was reinstated with the state signing a 10-year lease with Perry's and Company, who sublet the lease to St. Louis Manufacturing Company on April 18, 1874.<sup>32</sup> Convict labor was used to construct buildings in Jefferson City, to quarry stone, and to work in coal mines beyond the city limits in Callaway County.<sup>33</sup> As before, the lessee neglected the prisoners and security at the prison. Warden Sebree warned prison inspectors of the lack of prison guards provided by the lessee:

We have in the penitentiary exactly one thousand prisoners while we only have 43 guards all total. That number has been reduced without my consent. We ought to have at least 50 guards. The guards of the prison have not received their pay for two months, some as long as three or four months. Unless they receive their pay they will quit....<sup>34</sup>

Complaints of poor conditions at the prison, lax security, and continued escapes prompted the lessee to break their lease with the state in November 1875. An amendment to the original leasing act approved on March 28, 1874, allowed the warden to take control of the prison in the event of a canceled lease, answering only to the Board of Inspectors.<sup>35</sup> A new type of contract system was adopted shortly after the lease was broken. This new system allowed private industries inside the penitentiary walls, keeping escapes to a minimum. The contractors paid the state for the use of inmate labor while the warden and the penitentiary employees oversaw the entire complex. Between November 1875 and December 1876, Warden Sebree had three contracts in place with E.A. Hickman for manufacturing harnesses, John P. Sebree, Jr., wagon maker, and E.T. Noland for manufacturing ax handles. The J.S. Sullivan Saddle Tree Factory was also established at the prison during this period.<sup>36</sup> When James R. Willis became warden in January 1877, these contracts were voided and new contracts were made with V.B. Buck for manufacturing of boots and shoes, J.B. Price & Company for coal mining, H.A. Swift for broom manufacturing, and Jacob Straus & Co. for manufacturing harnesses, collars, and whips.<sup>37</sup>

These private industries generated high profits and allowed the penitentiary grounds, buildings, and workshops to grow through the next century. In 1875 the Missouri legislature appropriated \$90,000 for construction of a new 320-cell housing unit (non-extant), a women's prison (non-extant), a hospital (non-extant), grading and paving of Lafayette Street to the river, and construction of four large cisterns.<sup>38</sup> By December 1876 the penitentiary had two cell blocks (non-extant), new and old hospitals (non-extant), a drugstore and hospital kitchen (non-extant), a female housing unit (non-extant), a collar shop (non-extant), a carpenter and broom shop (non-extant), a chain shop (non-extant), a dining room (non-extant), an engine room and saddle tree shop (non-extant), a new female cell building (non-

<sup>32</sup> Nesheim, 93.

<sup>33</sup> Schreiber and Moeller, 14.

<sup>34</sup> Ibid, 15.

<sup>35</sup> *Biennial Report of the Board of Inspectors of the Missouri Penitentiary, to the Thirtieth General Assembly for the Years 1877 and 1878* (Jefferson City: Carter & Regan, State Printer and Binder, 1879), 7.

<sup>36</sup> *Jefferson City Democrat Tribune*, October 17, 1911, p. 1.C.3.

<sup>37</sup> *Biennial Report, 1877 and 1878*, 9.

<sup>38</sup> "Missouri Penitentiary: The Improvements in Progress," *Jefferson City People's Tribune*, September 6, 1876, 2.

National Register of Historic Places  
 Continuation Sheet

Section number 8 Page 27

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

extant), the Centennial Hall building (ground floor cells remain underground), and the Warden's residence (non-extant); the buildings were valued at \$911,786.15.<sup>39</sup> The Centennial Hall housing unit was constructed in 1876 just outside the southern prison wall.<sup>40</sup> From 1877 to 1878, \$18,731.85 worth of improvements were made to the buildings, particularly those that supported prison industries.

Contract work was not limited to industries within the walls of the prison. In 1877 and 1878, prisoners worked a total of 20,198 days building the Supreme Court Building in Jefferson City making bricks, quarrying stone, and preparing mortar. Convict labor at that time was valued at \$0.45 per day.<sup>41</sup> From January 1, 1877 to December 31, 1878, prisoners provided 402,487 days of labor to industries and employers inside and outside the prison walls (Table 3).<sup>42</sup> The total receipts for labor in these two years were over \$164,000.<sup>43</sup>

The Sullivan Saddle Tree Company building suffered fires in 1881, 1884, and 1891. The fire in 1881 destroyed the factory, which was promptly rebuilt. The building was damaged by a second fire in 1884 and again rebuilt. A third large fire on May 24, 1891, also destroyed the factory, which was promptly rebuilt again,<sup>44</sup> at a cost of \$38,496.18.<sup>45</sup> The shoe factories at the penitentiary were a profitable business, producing 3,000 pairs of shoes per day and employing 1,061 of the total 1,584 inmates.<sup>46</sup>

**Table 3. Employers of Convict Labor in 1877 and 1878**

Employer	How Employed	Total Days Worked	Building Extant
Giesecke, Meyrsenburg & Co	Manufacture of boots and shoes	94,209	Non-extant
A. Priesmeyer	"	25,665	Extant
V.B. Buck	"	35,835	Non-extant
J.S. Sullivan & Co.	Manufacture of saddle trees	60,679	Extant
Jacob Straus & Co.	Manufacture of harnesses, collars and whips	44,796	Non-extant
J.B. Price & Co.	Coal mining	87,799	Non-extant
E.T. Noland	Manufacture of ax handles	3,362	Non-extant
W.C. Boon & Co.	Manufacture of rustic chairs	2,280	Non-extant
J.P. Sebree, Jr.	Manufacture of wagons	6,228	Non-extant
E.A. Hickman	Manufacture of harnesses	324	Non-extant
Swift & Shockley	Manufacture of brooms	914	Non-extant
Excelsior Broom Company	Manufacture of brooms	2,871	Non-extant
M.S. Carter	Steamboating	1,693	Non-extant
Ware & McMahan	"	3,298	Non-extant

<sup>39</sup> *Biennial Report, 1877 and 1878*, 70.

<sup>40</sup> "Penitentiary: What Warden Marmaduke Has Been Doing," *Cole County Democrat*, June 26, 1885, 2.

<sup>41</sup> *Biennial Report, 1877 and 1878*, 125.

<sup>42</sup> *Ibid*, 163.

<sup>43</sup> *Ibid*, 162.

<sup>44</sup> Schreiber and Moeller, 41; *Jefferson City Daily Tribune*, May 24, 1891, p. 4. C. 3.

<sup>45</sup> *Biennial Report of the Board of Inspectors of the Missouri State Penitentiary: 1891-1892* (Jefferson City: Tribune Printing Company, 1893), 6.

<sup>46</sup> "The State's Prison," *The State Republican*, October 8, 1891, 3.

National Register of Historic Places  
 Continuation Sheet

Section number 8 Page 28

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

Employer	How Employed	Total Days Worked	Building Extant
J.A. Stein	"	429	Non-extant
Steamboat Phil. E. Chappell	"	3,439	Non-extant
Various citizens	Day laborers, servants, etc.	19,927	Non-extant
State broom factory	Manufacture of brooms	8,739	Non-extant

The 1885 Sanborn Fire Insurance map of the penitentiary provides a clear illustration of the expansion that occurred within the complex particularly on its northeast and southwest sides (Figure 11). Factories had been constructed on the southwest side of the prison. Buildings around central quadrangle at that time included the Female Department (non-extant), Housing Unit 4 (A-Hall), shown as "Commissary Department (extant), a second housing unit (non-extant), and the foundation for a dining hall (extant, Central Clothing foundation). Centennial Hall was located between the factories and the quadrangle. Two smaller, two-story buildings were located within this informal quadrangle (non-extant). A quarry was located on the southwest side of the prison. A perimeter wall around the prison was located between Water Street and Capitol Avenue and to the Missouri Pacific Railroad except at the location of the quarry (perhaps the steep slope at that location was a sufficient deterrent).<sup>47</sup> All of the penitentiary buildings were within these walls except for warehouses and the prison stables on the opposite (northwest) side of Lafayette Street (all non-extant). The female housing unit (non-extant) and receiving rooms (non-extant) and male hospital (non-extant) were separated from the rest of the prison by a stone wall and located on either side of the main entrance.

In 1885 the existing dining hall, which had been built in 1860 on the south side of the quadrangle, was torn down under the direction of Warden Darwin W. Marmaduke. In its place a new four-story stone dining hall with iron reinforcement was constructed in 1886 (Figure 12).<sup>48</sup> The new structure was 60 feet wide and 187 feet long, with the entire basement devoted to baking (foundation extant).<sup>49</sup> By that time the penitentiary had 1,550 inmates. Buildings within the prison walls of the complex included three housing units, a small female housing unit, the female department, two factory buildings for the Giesecke Boot and Shoe Company, one factory for the Jefferson and Standard Shoe Companies, the Jacob Straus Saddlery Company factory, J.S. Sullivan's Saddle Tree Factory, a dining hall with kitchen and bakery, the State Journal Company printing office, and numerous outbuildings relating to tanning leather and packaging goods (only Housing Unit 4 extant). Five warehouses and the prison stables were located on the west side of Lafayette Street (non-extant).<sup>50</sup>

Buildings continued to be constructed, including the Priesmeyer boot and shoe factory in 1889, a brick hospital in 1890 (non-extant), and a new power house and coal sheds (non-extant) (Figure 13).<sup>51</sup>

Penitentiary improvements continued under Warden James L. Pace, who served from January 1893 to January 1897. In 1895 a four-story laundry building was erected next to the saddle tree company

<sup>47</sup> All of this boundary wall appears to be extant.

<sup>48</sup> "New Dining Hall at Penitentiary," *Jefferson City Cole County Democrat*, May 21, 1886, 2.

<sup>49</sup> "Penitentiary: Warden Marmaduke," 2.

<sup>50</sup> Sanborn Fire Insurance Map, 1885.

<sup>51</sup> Sturdevant, 17-18.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 29

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

building (non-extant). A new, three-story cellblock was constructed in 1897 (non-extant).<sup>52</sup> A brick slaughterhouse and pens were constructed on the north side of the penitentiary between the river and the railroad tracks (non-extant). A refrigeration unit was constructed to store the butchered meat (non-extant). Lumber and brick yards were also established in the same area east of the prison (non-extant) (Figure 14).

By January 1905 the prison population had risen to 2,150. In 1905 the National Prison Association declared Missouri State Penitentiary the only penitentiary in the United States with an income exceeding the cost of its operation.<sup>53</sup> From 1903 to 1904, the prison made a net profit of \$5,493.80 on revenues of \$502,542.96.<sup>54</sup>

At this time of great prosperity for the prison, the life of the prisoner was completely controlled under the Auburn disciplinary system. Prisoners were required to wear striped uniforms. Talking amongst prisoners was strictly prohibited and prisoners were moved about the prison in lock-step formation. On Christmas and the Fourth of July, prisoners were allowed to mill freely about the yard, gamble, and speak openly with each other. These were highly anticipated days by the prisoners.<sup>55</sup>

As he [the warden] ceases [his speech], 10,000 Gatling guns could not awe into silence the cheers that burst forth. Once outside, and what a contrast! Only yesterday this now seething, noisy, good-natured mass was a human machine, silently, sullenly grinding out time and penance.<sup>56</sup>

Early in the prison's history, prisoners ate meals in their cells. Meals consisted of meat and bread for breakfast and lunch and bread and water for dinner.<sup>57</sup> After the first dining hall was constructed around 1876, meals were given in dining halls under strict supervision by guards. Tables were pre-set with plates and utensils and meals were served at the table. Two prisoners, who could be trusted with sharp knives under the supervision of guards, were chosen as bread cutters.<sup>58</sup>

Housing Unit 1 (Photographs 5 and 6) was built in the High Victorian Gothic style in 1905 of limestone quarried on-site by inmate labor. It was constructed to accommodate the rapidly increasing female prisoner population.<sup>59</sup> The first female convict was sent to the penitentiary in May 1842. She was pardoned after a few days because the prison had no adequate facilities for women.<sup>60</sup> The first structure for females was built in 1860 (non-extant). It was a two-story stone structure with a warehouse on the first floor and housing for female prisoners, a dining hall, a hospital, and workshops on the second

<sup>52</sup> *Biennial Report of the Board of Inspectors, Warden, Physician, and Chaplain of the Missouri State Penitentiary: 1895-1896* (Jefferson City: Tribune Printing Company, 1896), 1.

<sup>53</sup> *The Statesman* 10(2), February 1998.

<sup>54</sup> *Biennial Report of the Board of Inspectors, Warden, Physician and Chaplain to the 43<sup>rd</sup> General Assembly: 1903-1904*, Jefferson City: Tribune Printing Company, State Printers and Binders, 1906, 6.

<sup>55</sup> Schreiber and Moeller, 73.

<sup>56</sup> *Ibid.*

<sup>57</sup> Nesheim, 52.

<sup>58</sup> Schreiber and Moeller, 83.

<sup>59</sup> The Female Department and Female Hospital was designed by the prominent architect firm Eckel and Mann, known for constructing civic buildings across Missouri.

<sup>60</sup> Throughout the prison's history men and women were always kept separate. Schreiber and Moeller, 8.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 30

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

floor.<sup>61</sup> It was located just southwest of the present-day Housing Unit 1. Women were allowed to do chores around the prison, such as cooking, sewing, and cleaning, or they were outsourced to work as help in wealthy homes in Jefferson City, serving as cooks, nurses, hall tenders, and laundresses.<sup>62</sup> This building housed federal female inmates until the early 1930s, when the United States government built adequate facilities of their own (located on the present-day site of the Lewis and Clark State Office Building where the State Historic Preservation Office resides). The building also served as the main entrance for a period of time between the 1910s and 1930s. It mainly functioned as a permanent female cellblock with a female-only dining hall. Housing Unit 1, also known as the "Administrative Building" and "Female Department," became known as the visual symbol of the prison. Upon its completion, many photographs were taken and postcards made from the photographs of the front of the building (Figure 15).

By 1908, Sanborn Fire Insurance maps illustrate that the most significant change to the complex occurred with the construction of the new Housing Unit 1 in 1905 (Figure 16). The previous structure that had served as the main entrance was set back from the perimeter wall. The front wall of the new building was set flush with the perimeter wall, creating an imposing entrance. A new hospital was constructed north of the new female department (non-extant). The state twine factory had also been constructed by 1908 south of the quarry (non-extant). A new shoe factory building was also constructed south of the Sullivan Saddle Tree factory (non-extant). A large boiler house was constructed just outside the south wall of the prison near the Sullivan factory (non-extant).

In 1913 the State Board of Prison Inspectors selected Rolla architect Henry H. Hohenschild and St. Louis architect Harry Clymer to design the new Housing Unit 3 in the Gothic Revival style (Photograph 7).<sup>63</sup> Plans were submitted to the prison board by March 27, 1914.<sup>64</sup> Frank B. Miller, prominent Jefferson City architect, was selected as supervisor of construction in September 1913.<sup>65</sup> Construction of the building began in 1914 and took four years to complete. The building was completed in two sections on the site of an existing building (then known as Cell Building B and C), which was torn down for the new building by inmate labor (Figure 17). Named McClung Hall, after Warden Dickerson C. McClung, the new housing unit cost \$350,000 despite the use of inmate labor during construction. The exterior was constructed of on-site quarried limestone. Health concerns were a major factor in the design of this building because tuberculosis was rampant at that time and the close living quarters of prison housing units only exacerbated the spread of the disease. Accordingly the interior walls were constructed using glazed brick and tile, a more sanitary, easy-to-clean material than brick or concrete (Photograph 8). The building had large windows in contrast to small openings in older buildings. An operable window system (Photograph 9) allowed a large amount of ventilation help settle airborne tuberculosis bacilli, which can remain suspended in the air for several hours.

<sup>61</sup> Nesheim, 82.

<sup>62</sup> Kremer, 11.

<sup>63</sup> "Building News," *The American Architect* 99(1853), 8.

<sup>64</sup> "News of Yesteryear," *Nevada Daily Mail*, March 25, 1964, 2. Only Hohenschild's name appears as architect in a stone plaque on the building.

<sup>65</sup> "Supervisor," *Daily Democrat-Tribune*, September 10, 1913, 1.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 31

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

The contract system ended in 1915 at the Missouri State Penitentiary. Many of the existing industries were taken over by the State Superintendent of Industries in August 1917. By December 1918, 10 factories wholly owned by the state were in operation at the penitentiary, producing work clothing and pants, woodworking, work shirts, heavy clothing, shoes, leather novelties, brooms, and twine and cordage.<sup>66</sup> Those industries that were not taken over by the state were operated under the "Cut, Make and Trim" plan, under which outside contractors provided the materials and the state supplied the prison labor and equipment to produce the finished products. Around 1921 the remaining Cut, Make and Trim industries were discontinued in favor of wholly state-run endeavors.<sup>67</sup>

Work under this new system was conducted on a "task" basis. Each new inmate was given a 60-day training period after which they were expected to complete a certain number of products per day, "the task".<sup>68</sup> Tasks were often set impossibly high for even the most fastidious inmate to achieve. Inmates were expected to work nine hours a day. If they didn't finish their task, inmates took the materials back to their cell to complete. If inmates didn't make their task, they were punished by the overseers initially with being sent to their cell without privileges.<sup>69</sup> If the inmate continued to miss the task, the punishment escalated to being sent to the "hole," a windowless cell for from two to fifteen days.<sup>70</sup>

Prisoners came from all walks of life including bookkeepers, blacksmiths, bricklayers, broom makers, butchers, barbers, cigar makers, clerks, engineers, farmers, machinists, miners, painters, tailors, lawyers, bankers, journalists, school teachers, teamsters, and waiters.<sup>71</sup> The penitentiary housed both state and federal prisoners. There was no segregation in the prison so hardened criminals were housed in the same quarters as first offenders.

Prison official began to realize the influence that hardened criminals had on first-time offenders and turned to prison farms as a means to segregate the lesser offenders, though making the prison self-sufficient was likely a predominant motivating factor as well. Around 1910, a small, 38-acre farm, Prison Farm No. 1, was established directly east of the penitentiary. In 1917, the prison board leased over 600 acres of land for a prison farm in Callaway County and contracted for use of the 458-acre Dallmeyer farm, located 6 miles east of Jefferson City. By December 1920 the penitentiary operated and owned 1,100 acres of farmland, using inmate labor to produce wheat, corn, potatoes, apples, onions, tomatoes and other vegetables. Livestock at the farms included beef and dairy cattle, hogs, chickens and even turkeys, all for consumption by inmates.<sup>72</sup> Around 1935 a stone, brick, and concrete potato house (extant) was constructed on Prison Farm No. 1.<sup>73</sup> Along with farm work, the state experimented with

<sup>66</sup> *Report of the Missouri State Prison Board Covering the Biennial Period Ending December 31, 1918 To the 50<sup>th</sup> General Assembly*, 1919, 26.

<sup>67</sup> *Report of the Department of Penal Institutions Covering the Biennial Period Ending December 31, 1918 To the 52<sup>nd</sup> General Assembly*, 1923, 32.

<sup>68</sup> Kate Richards O'Hare, *In Prison*, (New York: Alfred A. Knopf), 1923, 104.

<sup>69</sup> *Ibid*, 106.

<sup>70</sup> *Ibid*, 109-110.

<sup>71</sup> Schreiber and Moeller, 79.

<sup>72</sup> *Report of the Missouri State Prison Board Covering the Biennial Period Ending December 31, 1920 To the 51<sup>st</sup> General Assembly*, 1921, 6.

<sup>73</sup> The potato house is located outside the penitentiary boundary to the south of the prison wall along Chestnut Street.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 32

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

convicts working on road construction projects in Montgomery and Dunklin counties in 1917. Additional projects were located in Washington, Windsor, St. Louis County, and Reynolds County in 1918.<sup>74</sup>

In April 1925 improvements at the penitentiary were announced by Prison Board Chairman Cortez Enloe. A new woolen mill, license tag factory, and furniture factory and repairs to factories and cell houses were proposed.<sup>75</sup> In addition, a "thousand yard" stone wall that extended across Lafayette and Water streets on the north side of the prison, 35 feet high and six feet thick, was funded to enclose a separate section of the penitentiary for first-time convicts and trustees (more reliable prisoners) (Figure 18). Enloe wanted to cease the practice of using trustees outside the prison walls as the trustees were engaging in drug trafficking. By that time the population had grown to 2,798 prisoners.<sup>76</sup>

Life in the prison at this time much resembled that of the late nineteenth century. Prisoner Kate Richards O'Hare's revealing book, *In Prison*, provides a good picture of the living conditions at the prison around 1920. Kate O'Hare was an activist in the Socialist party who was convicted under the Federal Espionage Act after giving a speech in Bowman, North Dakota and incarcerated at the Missouri State Penitentiary in 1919. O'Hare went on to become a champion of prison reform and was appointed Assistant Director of the California Department of Penology in 1939.<sup>77</sup> Women at that time were housed one prisoner to a cell that was supplied with a steel bunk with a hay mattress and pillow, a small kitchen table with a chair, a broom, a dust pane, a toilet and a lavatory. Prisoners were allowed to supplement their cells with furnishings as long as they paid for it.<sup>78</sup> Prisoners were allowed to talk aloud during the "recreation hour" each day.<sup>79</sup>

Harsh punishment, such as whippings or the "Rings," were abolished in favor of a merit system implemented in January 1918.<sup>80</sup> The merit system divided prisoners into classes depending on their percentage of efficiency in their work and general cleanliness and demeanor. Inmates were then given work goals and rewarded with privileges when those goals were met. For the first time under the merit system, prisoners were paid 5 percent of the money earned from their work as contract laborers. The prison retained the remaining 95 percent of the earnings to offset the cost of running the prison. Full implementation of the merit system was not realized, however, as beatings still occurred in 1927, when a hearing was held examining the practice.

In 1926 the National Society of Penal Institutions called the Missouri State Penitentiary one of the worst prisons in the United States because of crowded cells, poor sanitation, and poor labor conditions.<sup>81</sup> The overcrowding was so profound that as many as 1,500 prisoners were sleeping on cots in the corridors of

<sup>74</sup> *Report of the Missouri State Prison Board*, 1919, 7.

<sup>75</sup> "Rigid Discipline To Be Carried Out At The Prison," *Jefferson City Tribune*, January 30, 1925, p. 1.

<sup>76</sup> Schreiber and Moeller, 125.

<sup>77</sup> Schreiber and Moeller, 90.

<sup>78</sup> O'Hare, 62.

<sup>79</sup> *Ibid.*, 96.

<sup>80</sup> The "Rings" was a form of punishment involving binding a prisoner's hands and attaching them to a ring high on a wall so as to force the prisoner to stand with his or her feet barely touching the ground. Schreiber and Moeller, 85.

<sup>81</sup> *The Statesman*. Jefferson City News Tribune's State News Journal, Volume 10, No. 2, February 1998.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 33

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

cell blocks.<sup>82</sup> In 1928 the prison achieved a record population of 3,780.<sup>83</sup> This, along with prisoner Kate Richards O'Hare's book, *In Prison*, created a demand for reformation of the Missouri State Penitentiary. Improvements to buildings were made in 1929 and 1930, including renovation of the housing units, dining room, and factories. A-Hall (Housing Unit 4) was "modernized" with cells painted and walls and ceilings white-washed. New plumbing and heating systems were also installed as part of the modernization. Prior to the modernization effort, A-Hall was considered the most unsanitary of the cellblocks at the prison, housing 1,000 African-American prisoners resulting in six prisoners for each nine by thirteen-foot cell.<sup>84</sup> In just four years, the population at the Missouri State Penitentiary rose to 4,577 in 1932.<sup>85</sup>

From March 26 to March 28, 1930 numerous prisoners refused to work in a plot to take over two factories, which resulted in a general riot at the prison.<sup>86</sup> The unrest prompted prison officials to request that Lafayette Street be closed from Water Street to the river so that a new gate could be constructed. A new stone wall with a large round-arch entry and heavy steel gate was constructed at the corner of Lafayette and Water streets (Figure 19). Three acres of land west of Lafayette that contained a canning factory and garage was also enclosed at that time by 8-foot-high steel fencing.<sup>87</sup>

Two pivotal laws, the Hawes-Cooper Act of 1929 and Ashurst-Sumners Act of 1935, triggered a sharp decline in the number of goods manufactured in prisons across the country. These laws gave various states power to regulate the sale of prison goods and made it a federal offense to ship prison goods into any state without following the laws of that state. By 1938, 34 states had passed laws prohibiting the importing of prison goods. Five other states required labeling of prison goods.<sup>88</sup> By December 1930 all of the factories at the penitentiary had cut production in half.<sup>89</sup> By 1938 only half of the prison population was able to work in factories. Limited production at that time was partly in response to dwindling markets and partly to alleviate fears of flooding local markets with lower priced goods, which created a hostile environment for the prison in general.<sup>90</sup> Despite these declines, new factories were constructed, including a shoe factory and twine factory, completed in January 1938.<sup>91</sup>

The 1930s marked a period of reform in the treatment of prisoners. Prisoners were no longer required to move about in lock-step formation. Educational programs were sponsored by outside groups, particularly religious institutions. Inmates were taught to play musical instruments, and illiterate inmates were taught to read and write. Though the prison had its own concert band as early as 1899, recreational activities organized by prison officials as part of the rehabilitation process were not

<sup>82</sup> "Prison Visitors Must Pay," *Weekly Kansas City Star*, September 30, 1925, 2; *Biennial Report: Department of Penal Institutions: 1929-1930* (Jefferson City, MO: Botz Printing and Stationery Co.), 5.

<sup>83</sup> "Prison Population To New High Record," *Joplin Globe*, April 10, 1928, 1.

<sup>84</sup> *Biennial Report: Department of Penal Institutions: 1929-1930*, 4, 6.

<sup>85</sup> *Ibid*, 133-134.

<sup>86</sup> "Iron Rule In Force at Penitentiary," *Jefferson City Post Tribune*, May 28, 1930, 1.

<sup>87</sup> *Ibid*, 5.

<sup>88</sup> *Report of the Department of Penal Institutions State of Missouri: 1937-1938* (Jefferson City: Tribune Printing Company, State Printers and Binders, 1938), 11.

<sup>89</sup> *Biennial Report, 1929-1930*, 11.

<sup>90</sup> *Report of the Department of Penal Institutions State of Missouri: 1937-1938*, 11.

<sup>91</sup> *Ibid* 11.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 34

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

introduced until the late 1920s.<sup>92</sup> Movies began to be shown at the penitentiary, charging inmates a small fee. Recreational programs were often directed by the chaplain of the prison. By 1938 a recreation fund had been created from admission fees charged for the movies. The fund was used to purchase athletic equipment, musical instruments, and movies. Team sports, such as baseball and football, were also part of the recreational program by the late 1930s. By 1938 the prison band had 35 pieces and the orchestra had 14 pieces.<sup>93</sup>

In May 1937 the Missouri legislature passed a bill allowing death sentences to be carried out by administration of lethal gas.<sup>94</sup> Prior death sentences were carried out by hanging at the local county jail.<sup>95</sup> By November 1937 the penitentiary had installed a metal gas chamber manufactured by the Eaton Metal Products of Denver, Colorado (Photograph 11).<sup>96</sup> The chamber was tested on November 15 using a hog. At that time the stone building that was to house the chamber was still under construction, using inmate labor.<sup>97</sup> The total cost of the small rock building was \$3,570 (Photograph 10). The first executions, those of John Brown and William Wright, were carried out on March 4, 1938.<sup>98</sup>

The next expansion of the penitentiary, influenced by the reforms, was financed through the Public Works Administration (PWA). As early as 1934, the state was awarded a \$3,778,000 PWA grant to modernize the state penal and mental institutions. The state supplemented the PWA funds with a \$10 million bond issue.<sup>99</sup> The funding was stalled for several years as the director of federal prisons, Sanford Bates, favored building a new prison instead of rehabilitating the state penitentiary. Then Missouri Governor Lloyd C. Stark met with President Franklin D. Roosevelt in April 1937 to discuss release of the PWA funding. A compromise was reached that called for a new minimum security prison to be constructed outside Jefferson City and the remainder of the funds to be expended on the existing penitentiary.<sup>100</sup> A new, five-story, 240-bed hospital was constructed using PWA funds as well as a food service building, two new housing units, a garage, a transfer warehouse, a trustees' dormitory, an administration building, an interconnecting corridor, and a cold storage building (Figure 20). The Kansas City architectural firm of Alonzo H. Gentry, Voskamp and Neville was chosen to design the two new housing units, cold storage unit, the central corridor connecting the new housing units to Housing Unit 1, and alterations to the administration building.<sup>101</sup> All of the buildings were constructed of the same deep red brick with white trim. The state building commission let \$2,917,889 of contracts for the PWA projects in early April 1937. The hospital building was designed by Kansas City architect Charles A. Smith and cost \$370,594 with the general construction contract going to E. C. Childers Construction Company

<sup>92</sup> Schreiber and Moeller, 114.

<sup>93</sup> *Report of the Department of Penal Institutions State of Missouri: 1937-1938*, 152-153.

<sup>94</sup> "Bill Providing Executions in Prison Passes," *Daily Capital News*, May 19, 1937, 1.

<sup>95</sup> Schreiber and Moeller, 156.

<sup>96</sup> The Eaton Metal Products Company was the sole manufacturer of metal gas chambers since 1933. "Denver Firm Still Has Specifications On Building Gas Chamber," *Observer-Reporter*, Washington, Pennsylvania, December 6, 1976), B-2.

<sup>97</sup> "Hog to be First Victim of Gas Chamber," *Daily Capital News*, November 16, 1937, 1.

<sup>98</sup> "Lethal Gas Chamber is Tested and In Readiness," *Jefferson City Post-Tribune*, March 3, 1938, 1.

<sup>99</sup> "To Discuss Sale of Bond Issue," *Jefferson City Post-Tribune*, August 21, 1934, 1.

<sup>100</sup> "Stark Pleased With Future Of Prison Program," *Jefferson City Post-Tribune*, April 14, 1937, 1.

<sup>101</sup> "Rebuilding To Begin Early In Summer," *Jefferson City Post-Tribune*, December 23, 1935, 1, 6.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 35

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

of Kansas City.<sup>102</sup> The dormitory cost \$100,000 and was designed by Joseph Shaughnessy of Kansas City. John Schaper of Jefferson City designed the \$60,000 warehouse. The St. Louis firm of Klipstein & Rathman designed the \$300,000 women's prison.<sup>103</sup> The new construction at the penitentiary was completed by January 1939 (Figure 21).<sup>104</sup>

The first school to be fully operated and sanctioned by the prison administration was opened on January 2, 1940. A former dining area was renovated as a classroom where one officer and eight inmate teachers taught approximately 150 students. Textbooks and other materials were donated from schools throughout the state of Missouri. The class grew to over 700 inmates taught by two officers and 34 inmate instructors.<sup>105</sup>

On September 22, 1954, two inmates feigned illness to attract the attention of guards. The inmates then overpowered the guards and stole the keys, releasing prisoners as they fled their cellblock. Soon a large group of inmates was running loose smashing windows and furniture and setting anything flammable ablaze.<sup>106</sup> The large-scale riot lasted 15 hours before state troopers, national guardsmen, local police, and prison guards were able to bring the riot under control. The riot left seven buildings destroyed by fire, including the factory building, machine shop, auto tag plant, state clothing shop, and numerous industrial buildings (Figure 22). Five prisoners were killed during the riot.<sup>107</sup> Many guards and inmates were also seriously injured. The damage to the prison was estimated between three and five million dollars. The watchtowers along the perimeter of the boundary wall were immediately replaced with new watchtowers with better visibility and communications.

Prisoners reported that the main cause of the riot was that the newly appointed parole board consisted of three former highway patrol officers. The prisoners thought that former "cops" could not be impartial.<sup>108</sup> Several smaller riots erupted in October, food being the chief instigating factor. Missouri Governor Phil Donnelly appointed a special Penal Survey Committee to investigate the cause of the riot and make recommendations on reforming the prison. The committee found that A-Hall (Housing Unit 4) was extremely overcrowded with six men per cell stating, "The conditions of filth and congestion and the general atmosphere of this particular cell hall defies adequate description."<sup>109</sup> The committee also found that the prisoner's complaints regarding the poor quality of the food was legitimate:

It was not quite clear to the committee why, with refrigerator lockers so liberally stocked with quantities of beef and pork, that so little of these items seemed to reach the mess halls of the main prison population...The meat served in the dining room on the evening of November 18 was supposed to be chipped beef with a pinkish gravy. It was a most unpalatable looking concoction. The man in charge of the

<sup>102</sup> Ibid; "State Awards Contracts For Prison Program," *Jefferson City Post-Tribune*, April 22, 1937, 1.

<sup>103</sup> "Rebuilding To Begin Early In Summer," 6

<sup>104</sup> "State Construction in Past Four Years in Jefferson City," *Jefferson City Post-Tribune*, January 30, 1939, 19.

<sup>105</sup> Schreiber and Moeller, 159.

<sup>106</sup> Schreiber and Moeller, 187.

<sup>107</sup> Ibid, 200-203.

<sup>108</sup> Ibid, 190.

<sup>109</sup> Ibid, 205.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 36

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

kitchen bears the title of Chef. Before he came to the institution in 1933 he was a taxicab driver and frankly admitted that he had no formal or scientific education in the handling and preparation of food.<sup>110</sup>

The Great Riot of 1954 initiated new reforms to prevent prison violence and eliminate racial segregation. In 1954, based on recommendations from the Special Penal Survey Committee, the Missouri Department of Corrections was reorganized into six divisions: Administration, Prison Industries, Prison Farms, Inmate Education, Training Schools, and Probation and Parole.<sup>111</sup> A new director of corrections, James D. Carter, who was selected in 1955, began to institute small yet significant reforms, including formal training of guards and eliminating possession of clubs by the guards, in an effort to improve inmate morale. These extensive reforms would take several years to complete.

On January 17, 1963, the Moberly Medium Security Prison was dedicated. Governor John Dalton called the prison, "the first of its kind in the world, and the center of international attention."<sup>112</sup> This prison was designed to house model prisoners and a stringent set of guidelines was developed for any prisoners wanting to transfer from the penitentiary in Jefferson City. Just two weeks after dedication, twenty prisoners arrived at the new prison.<sup>113</sup> This new prison did not ease the overcrowded conditions at the penitentiary as cells were still crammed with from four to eight prisoners. Many of the housing units were in a dilapidated condition so much so that in June 1964 Director of Prisons James D. Carter and Warden Nash closed down A-Hall (Housing Unit 4), which housed the black prisoners. In an attempt at desegregation, eight black prisoners were moved into two all-white housing units. A vicious attack on a group of black prisoners on June 9, 1964 prompted officials to keep the black prisoners separate.<sup>114</sup> Full integration at the prison wouldn't occur until 1973.

The reformation continued into the mid-1960s. In 1965, under a new progressive warden, Harold R. Swenson, new buildings were built and improvements made to the athletic facilities. These buildings were designed to help inmates use their time more constructively. A new gymnasium was built in 1965 and a recreation building was completed in 1966. A baseball diamond was laid out over the old quarry grounds with a grandstand, concrete bleachers, and dugouts built in 1966. The last buildings constructed inside the penitentiary walls were the All-Faith Chapel and the Education Building in 1980. The Education Building was built on the limestone foundation of the original dining hall, which burned down in the 1954 riot (Photograph 13).

Plans to rebuild a replacement prison for the antiquated facility had begun in 1999. In 2001, ground was broken for the Jefferson City Correctional Center just east of the city. In 2002 a large section of the boundary wall at the Missouri State Penitentiary collapsed on East Capitol Avenue. One year later, an inmate, who was on duty at the ice plant with two other prisoners, was found dead in Housing Unit 5. The other two prisoners were nowhere to be found. It took four days to find the prisoners who had hidden in a hollow space in a concrete wall.<sup>115</sup> The wall collapse and near prisoner escape confirmed the

<sup>110</sup> Ibid, 207.

<sup>111</sup> Ibid, 205-208.

<sup>112</sup> Ibid, 215

<sup>113</sup> Ibid.

<sup>114</sup> Ibid, 218-219.

<sup>115</sup> Ibid, 222-223.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 37

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

need to close the prison. In 2004, the Missouri State Penitentiary was de-accessioned and abandoned. The penitentiary was obsolete and too costly for the state to operate. Security at the prison was antiquated, having no master lock.<sup>116</sup> The landscape and configuration of buildings did not provide the proper line of sight to supervise the inmates. After the prison closed in 2004, the baseball diamond area was converted into a parking lot. The chapel, education building, and corridor canteen were demolished in 2012. Other buildings were demolished in 2013 and 2014, including warehouses, the west section of the north wall, the diesel plant, the power plant, and I-Hall.

**Criterion A: LAW**

The penitentiary is significant under Criterion A at the state level in the area of law as the only state penitentiary in Missouri for a period of 127 years. It represents the evolution of incarceration in Missouri from its beginning in the 1833 as a prison where the Auburn system of punishment was followed evolving into a reformed penal system that used education and recreation as a means of prisoner rehabilitation.

The first jail in the state may have been the masonry tower at Fort San Carlos, built for the Battle of St. Louis in 1780. The earliest criminals in the state were likely held in similar local jails until they could be tried and sentenced. In 1823, the wood frame Cole County Courthouse and Jail (NR Listed 04/03/73) was constructed in Marion, then the county seat.<sup>117</sup> In 1833, the newly established Missouri State Penitentiary was as the only state prison and continued as the only state prison until 1963. Its construction may have solidified Jefferson City's choice as the capitol of the state, which was controversial as it was but a fledgling town at that time compared to St. Louis and Kansas City, and was perhaps a primary motivating factor for the facility's construction in that city. While there were critics of having only one state prison, repeated attempts to fund additional prisons throughout its long history failed until 1963 when the Medium Security Prison at Moberly was constructed.<sup>118</sup>

The Missouri State Penitentiary opened in 1836 and began admitting prisoners almost immediately. The first prisoners came from all over the state from Green County to St. Louis for sentences including grand larceny and "stabbing with intent to kill."<sup>119</sup> However, in the early decades of its existence, most of the offenses committed by prisoners were non-violent crimes such as grand larceny. More serious crimes often resulted in execution, which was carried out at county jails until execution by lethal gas was authorized by the Missouri State Legislature in 1937. Executions were then carried out at the Missouri State Penitentiary.

As more serious criminals were admitted, the practice of mixing serious criminals with the first time offenders became a concern. In order to separate the young offenders in particular, the Reformatory for Boys at Boonville was established in 1887. Young male offenders that ranged in age from ten to seventeen years were sent to the reformatory. Many of these young men were orphans or unwanted children that society believed could be reformed through education and hard work. As such, the

<sup>116</sup> *The Statesman*.

<sup>117</sup> Patricia Holmes, National Register nomination for Cole County Courthouse and Jail-Sheriff's House, 1972, 11.

<sup>118</sup> Schreiber and Moeller, 75.

<sup>119</sup> Nesheim, 29-30.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 38

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

buildings at the reformatory were constructed more like educational buildings than penal institutions. At that same time, the State Training School for Girls (NR Listed 4/19/10) was established in Chillicothe, Missouri.<sup>120</sup> A third reformatory was constructed in 1909, the State Industrial Home for Negro Girls, at Tipton, Missouri.<sup>121</sup> These reformatories differed from the penitentiary as the goal of these institutions was reform of prisoners through education, religious reflection, and work. The penitentiary, under the Auburn system, was designed strictly as a place of punishment where strict silence and hard work advocated by the Auburn prison system was the norm. All of these reformatories were eventually incorporated into the prison system in the 1980s when training schools are phased out in favor of community treatment programs. The Training School for Girls was re-established as the Chillicothe Correctional Center in 1981. The reformatory at Boonville became the minimum-security Boonville Correctional Facility in 1983. In 1960, the State Industrial Home for Negro Girls becomes an adult female prison. Just 15 years later, the facility changes to become the State Correctional Pre-Release Center for male prisoners nearing the end of their terms.<sup>122</sup>

Prison farms, like reformatories, were built in the early twentieth century and designed to separate first-time offenders from the general population while producing meat and produce for consumption at the prison. Around 1910, a small, 38-acre farm, Prison Farm No. 1 (non-extant), was established directly east of the penitentiary on Minor's Hill. By 1926, this became the female prison, replacing the female dormitory within the walls of the penitentiary. In 1917, Prison Farm No. 2 (non-extant) was established in Callaway County. The third prison farm that operated as a dairy farm was established in the 1920s near Algoa. In 1932, an intermediate reformatory was constructed at the Algoa farm. The complex consisted of ten limestone dormitories built around a quadrangle. Male offenders between the ages of seventeen and twenty-five could be housed at the institution.<sup>123</sup> The last prison farm was the Church Farm, established in 1938, in Cole County, Missouri in the hills along the Missouri River. Unlike reformatories, prison farms remained active until the 1980s as minimum security work farms. At the Algoa farm, farming operations were scaled back in 1986 and a perimeter fence was installed around the facility in 1989 (extant, now the Algoa Correctional Facility). The Church farm continued operation until the late 1980s when an investigation found mismanagement at the facility. The focus changed to education, training, and work release and the facility was renamed the Central Missouri Correctional Center.<sup>124</sup>

Until the first federal prison in the U.S. was constructed at Leavenworth, Kansas, federal prisoners were housed at the Missouri State Penitentiary.<sup>125</sup> Only one federal prison facility was located in Missouri: the Medical Center in Springfield, Missouri. In 1930, this medical center for federal prisoners was opened to address physical and mental disorders of all federal prisoners in the nationwide system.<sup>126</sup>

<sup>120</sup> Schreiber and Moeller, 42-47.

<sup>121</sup> Ibid, 88.

<sup>122</sup> Ibid, 288-292.

<sup>123</sup> Ibid, 142.

<sup>124</sup> Ibid, 288-289.

<sup>125</sup> Anecdotally, federal prisoners were known to be housed at the state penitentiary. However, it is unknown when that practice stopped. Biennial reports and other records provide rosters of inmates but don't make the distinction between federal and state prisoners.

<sup>126</sup> Springfield-Greene County Public Library, *Historical Postcards of Springfield, Missouri: United States Medical Center for Federal Prisoners*, website accessed on April 1, 2015 at [http://thelibrary.org/lochist/postcards/medical\\_center\\_2.cfm](http://thelibrary.org/lochist/postcards/medical_center_2.cfm).

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 39

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

Facilities currently in the state prison system such as the Western Region Treatment Center in St. Joseph and the Farmington Correctional Facility started out as state mental health facilities in the late nineteenth and early twentieth centuries but were later incorporated into the prison system in the 1980s. Around that same time, the prison system greatly expanded with new correctional centers at Fordland (Ozark Correctional Center), Fulton Correctional Center, Cameron (Western Missouri Correctional Center), Pacific (Eastern Missouri Correctional Center) and Potosi Correctional Center.<sup>127</sup>

While there were numerous reformatories and work farms constructed in the nineteenth and twentieth centuries, none served the same purpose as the state penitentiary, which under the Auburn system was to punish prisoners with the intent of creating an atmosphere that would deter the prisoners from repeat offenses. As the only such facility in the state, the prison was in a constant state of construction to accommodate an increasing number of inmates and the factories and workshops that were a necessary part of the Auburn prison system.

**Criterion C: ARCHITECTURE**

The Missouri State Penitentiary is locally significant because it is a strong local representation of the Gothic Revival and High Victorian Gothic styles as applied to an institutional facility. The penitentiary is also Jefferson City's only example of penal architecture. The Cole County Courthouse and Jail (NR Listed 04/03/73), constructed in 1897, was the only other site of jurisprudence in the city and it was constructed in the Romanesque Revival style. Gothic Revival has its roots in the nostalgia for ancient cultures inherent in the Romantic Movement of late eighteenth and early nineteenth centuries. Features such as towers, battlements with machicolation, heavy masonry walls, narrow windows, pointed arch windows, portcullis' and buttresses were borrowed from the military architecture of the period. These features served the purpose of defense necessary in the castles of the medieval period and conveyed a sense of power and foreboding that was romanticized in the early nineteenth century as instilling a variety of reactions in the viewer including mystery, power, terror, death, and benevolence.<sup>128</sup> The characteristics of Gothic military architecture meshed well with the guiding principles of penal architecture, which developed slowly in Europe from the 1400s to the 1700s including security from escape, defense from outside forces, supervision of prisoners, prevention of corruption through mutual contact amongst prisoners, and punishment.<sup>129</sup> Indeed, the dungeons of castles were the earliest prisons and it is apropos that the stylistic features of these monumental structures were favored for penal architecture of the reform era. These guiding principles married the need for providing security with the desire to portray the stern function of imprisonment. The exterior of a prison was to evoke fear and present a somber appearance that would deter crime. As Norman Johnston states in his book, *Forms of Constraint*, "The external appearance particularly was to send a message to both the inmates and the public concerning the punishment process itself, conveying an object lesson in the purpose of law."<sup>130</sup> By the late 1700s, prominent prison architects such as John Haviland adopted the characteristics of medieval military architecture in their designs to achieve the

<sup>127</sup> Schreiber and Moeller, 254.

<sup>128</sup> Kenneth Clark, *The Gothic Revival, An Essay in the History of Taste*, 1929.

<sup>129</sup> Johnston, 28-41, 44.

<sup>130</sup> Johnston, 85.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 40

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

intimidating exterior desired for prisons in the United States. The towers, crenellated parapets, massive walls, secure entryway, and narrow windows were adapted to fit more modern rectangular and radial forms organized under the Auburn and Pennsylvania systems respectively. By the 1830s, when the Missouri State Penitentiary was established, the penal style of architecture was well established. The earliest extant housing units in the penitentiary exhibit all the significant characteristics of the Gothic Revival style as applied to penal institutions. Housing Unit 4 (A-Hall) designed by Warden Horace Swift and constructed in 1868, exhibits the most basic elements of High Victorian Gothic style penal architecture: slender round arch windows, heavy limestone walls, and limestone belt courses. The limestone walls, slender turrets with loopholes, pointed arch windows, shaped parapets, and central entrance are all Gothic Revival stylistic elements exhibited in Housing Unit 1. Built in 1905, the architects, Eckel & Mann, blended these elements with characteristics of the High Victorian Gothic style including a central tower with decorative plaques, smooth limestone lintels, and use of different size stones in the wall to create a banded effect. The form of the building with its hipped roof, shaped parapets, and central tower is more in keeping with the eclectic styles of the period, which seems appropriate given the use of Housing Unit 1 as administrative offices as well as a housing unit. Housing Unit 3, built in 1918 and designed by H.H. Hohenschild, is the purest adaptation of the Gothic Revival stylistic elements common to medieval military architecture to an Auburn plan prison with its limestone walls, octagonal towers, pointed arch vents, simple buttresses and a crenellated parapet. The influence of the Auburn plan and the need for abundant light and air to guard against tuberculosis is evident in use of large three-story windows rather than the slender windows typical of the Gothic Revival style. Even the limestone boundary wall with its rough-faced limestone blocks and rounded guard towers reinforces the Gothic Revival style influence on the complex. Together, Housing Units 1, 3 and 4 and the limestone boundary wall strongly represent penal architecture in the Gothic Revival and High Victorian Gothic styles in Jefferson City.

*Architects of the Missouri State Penitentiary*

John Haviland

John Haviland was born in Somerset, England, in 1792. He studied under well-known London architect, James Elmes. Elmes was not known for prison design, but would publish a pamphlet on prison planning in 1817. After a brief time in Russia, Haviland arrived in Philadelphia in 1816 and immediately opened a school of architectural drawing. He began to receive commissions for churches, public buildings, and residences. In 1821 the Pennsylvania legislature held a design competition for a new penitentiary in Philadelphia. Haviland's plan won. The penitentiary in Philadelphia was the first to be designed using the Pennsylvania system of strict solitary confinement. Under the new system Haviland had no experience on which to draw and thus created a novel radial plan with a central hub. The design transformed Haviland into an internationally renowned prison architect who would go on to design prisons in New York City and Trenton and Newark in New Jersey.<sup>131</sup>

Eckel & Mann, Architect, St. Joseph, Missouri

<sup>131</sup> Norman Johnston, *Pioneers in Criminology* (Montclair, New Jersey: Patterson Smith, 1971), Chapter 6.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 41

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

Edmond J. Eckel was born in Strasbourg, France, in 1845. He studied architecture at the Ecole des Beaux Arts in Paris. Immigrating to the United States in 1868, he settled in St. Joseph, Missouri. He initially worked for a local architect, P.F. Meagher, and then joined the firm of Stigers and Boettner. In 1872 he became a partner in that firm, replacing Stigers. From 1880 to 1893, Eckel worked with George R. Mann, an architect from Indiana who had studied at M.I.T. and had previously practiced in Minneapolis, Detroit, and Washington, D.C. as a draftsman. The firm primarily designed buildings and residences in St. Joseph. In 1890 Eckel & Mann won the competition for a new city hall in St. Louis with their French Renaissance Revival design entitled "St. Louis 1892." In 1892 the partnership dissolved and a year later Eckel established his own practice.<sup>132</sup> George Mann moved to Little Rock, Arkansas, to design the new state capitol and continued to work in that state until 1928.<sup>133</sup>

H.H. Hohenschild, Architect, St. Louis, Missouri

Henry H. Hohenschild was a self-trained architect who lived in Rolla, Missouri, for 30 years around the turn of the century. In 1899 he was appointed the architect for the State of Missouri. Some of his notable Missouri state buildings included the Asylum for the Insane in Farmington in 1901, the Tuberculosis Sanitarium in Mount Vernon in 1905, and the temporary state capitol building in Jefferson City in 1912.<sup>134</sup> In 1915 Hohenschild designed two buildings for the Booneville State Reformatory.<sup>135</sup> Hohenschild is perhaps most well-known for designing a large number of courthouses in Missouri in the early twentieth century. He moved to St. Louis in 1913, entering into practice with Angelo Corrubia and Gale Henderson. On February 3, 1928, Hohenschild died. Well known across the state, Hohenschild's obituary appeared on the front page of the *St. Louis Globe-Democrat*.<sup>136</sup>

**Conclusion**

The Missouri State Penitentiary stands as a testament to the long 168-year history of penology in the state of Missouri. Despite constant changes to its built environment to keep pace with its population growth and evolution of penology theory and practice, the penitentiary still significantly represents the Auburn system of management and prison construction and its evolution into a reform prison focused on rehabilitation of the individual. The oldest extant housing unit, Housing Unit 4 (A-Hall), was constructed more as a Pennsylvania-style prison. However, all the housing units constructed thereafter displayed the hallmark features of Auburn-style prisons, including the back-to-back cellblocks that were independent of the outer walls of the building. Early housing units were constructed by inmate labor and were designed by prominent local architects, including Eckel & Mann, Henry Hohenschild in High Victorian Gothic and Gothic Revival styles. The Auburn system and a series of leases and contracts to use

<sup>132</sup> Noelle Soren, National Register Nomination for Edmond Jacques Eckel House, 1979, 5.

<sup>133</sup> Charles Witsell, Jr., "George R. Mann (1856-1939)," The Encyclopedia of Arkansas History & Culture website, accessed December 11, 2014, at <http://www.encyclopediaofarkansas.net/encyclopedia/entry-detail.aspx?entryID=2117>.

<sup>134</sup> Ryan Reed, "Henry H. Hohenschild: Rolla's Architect", Rolla Preservation Alliance website, accessed November 7, 2014, at <http://rollapreservation.blogspot.com/2013/01/henry-h-hohenschild-rollas-architect.html>.

<sup>135</sup> *Engineering and Contracting* 44(1), 41.

<sup>136</sup> Reed.

National Register of Historic Places  
Continuation Sheet

Section number 8 Page 42

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

prison labor for industries shaped the built environment inside the confines of the boundary wall. Factories, such as the Sullivan Saddle Tree and Priesmeyer's Shoe and Boot Factory, were key to the success of the Auburn system. Support facilities, such as kitchens and dining halls, grew in size with the population. The most sweeping change in the prison occurred in the 1930s with the construction of a hospital, a food service building, two new housing units, a garage, a transfer warehouse, a trustees' dormitory, an administration building, an interconnecting corridor, and a cold storage building, many of which were located to the west across Lafayette Street. In 1954 a large-scale riot at the prison caused significant damage to seven buildings and left five prisoners dead. Reforms after the riot affected change in the built environment with new guard towers along the boundary wall. General reform in prisoner rehabilitation in the 1960s prompted construction of new recreational buildings, including the gymnasium and athletic facilities. In 2004 the prison was closed, citing outdated security and deteriorating buildings and structures.

DRAFT

National Register of Historic Places  
Continuation Sheet

Section number 9 Page 43

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

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National Register of Historic Places  
Continuation Sheet

Section number 9 Page 44

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

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National Register of Historic Places  
Continuation Sheet

Section number 9 Page 45

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

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National Register of Historic Places  
Continuation Sheet

Section number   9   Page   46  

Missouri State Penitentiary
Name of Property Cole County, Missouri
County and State N/A
Name of multiple listing (if applicable)

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DRAFT

National Register of Historic Places  
Continuation Sheet

Section number 10 Page 47

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

**Latitude/Longitude Coordinates**

Datum if other than WGS84: \_\_\_\_\_  
(enter coordinates to 6 decimal places)

E 38.572862 -92.160501  
Latitude: Longitude:

F 38.573598 -92.159692  
Latitude: Longitude:

**Verbal Boundary Description**

The Missouri State Penitentiary includes part of the following lots in the City of Jefferson. Inlots 154-157; Part Inlots 196, 200, and 225-229. See Figure 2 for penitentiary boundary.

**Boundary Justification**

This boundary was delineated by the Office of Administration to conform to the boundary in the 2004 Redevelopment Master Plan for the Missouri State Penitentiary.

DRAFT

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 48

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

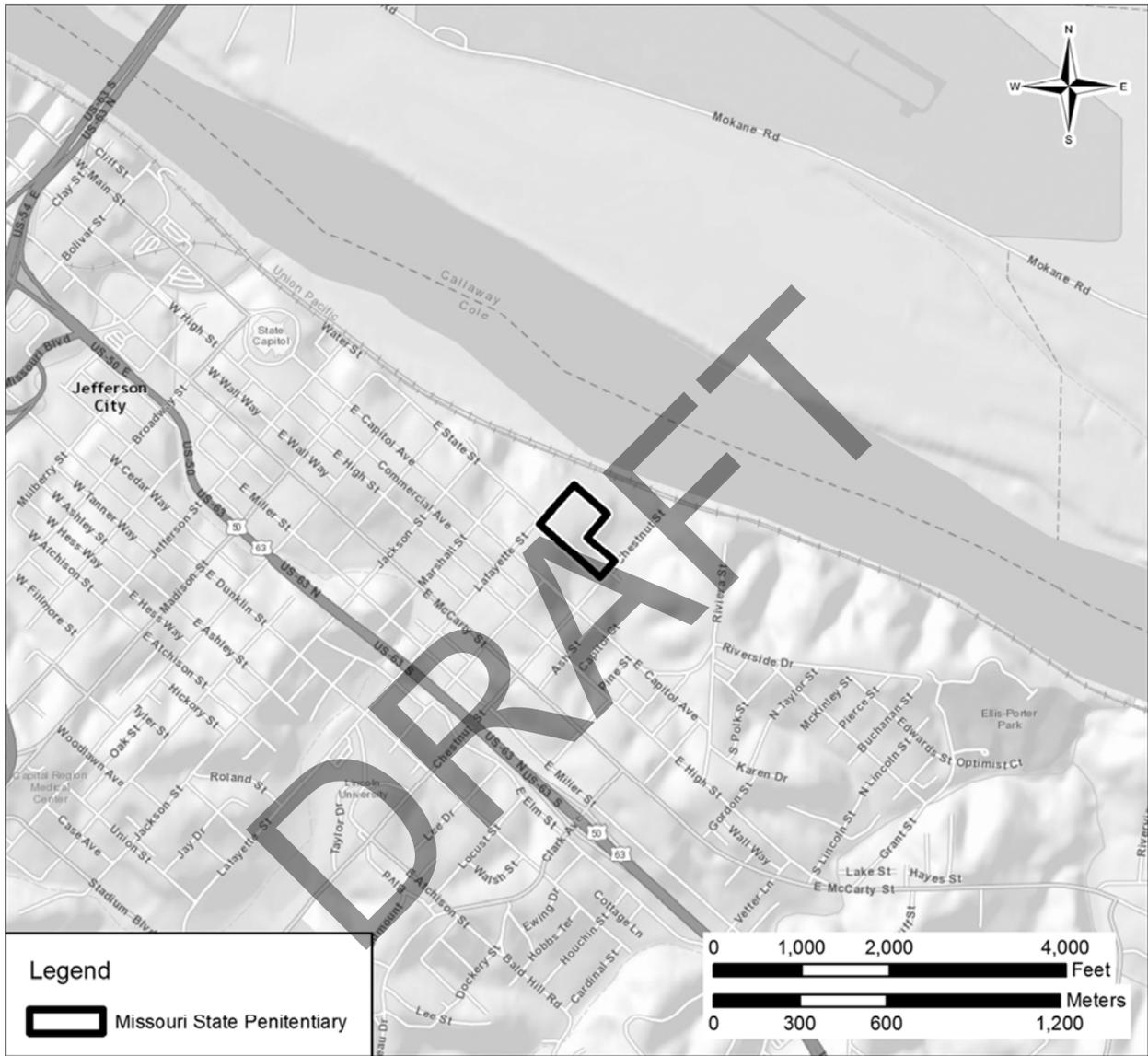


FIGURE 1: Location of Missouri State Penitentiary (ESRI World Street Map 2015)

National Register of Historic Places  
 Continuation Sheet

Section number Figures Page 49

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)



FIGURE 2: Coordinates Map of Missouri State Penitentiary (ESRI Bing Maps Hybrid 2013)

Point	Latitude	Longitude
A	38.574499	-92.160992
B	38.573296	-92.162378
C	38.571596	-92.160009
D	38.572108	-92.159410
E	38.572862	-92.160500
F	38.573597	-92.159691

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 50

Missouri State Penitentiary

Name of Property

Cole County, Missouri

County and State

N/A

Name of multiple listing (if applicable)

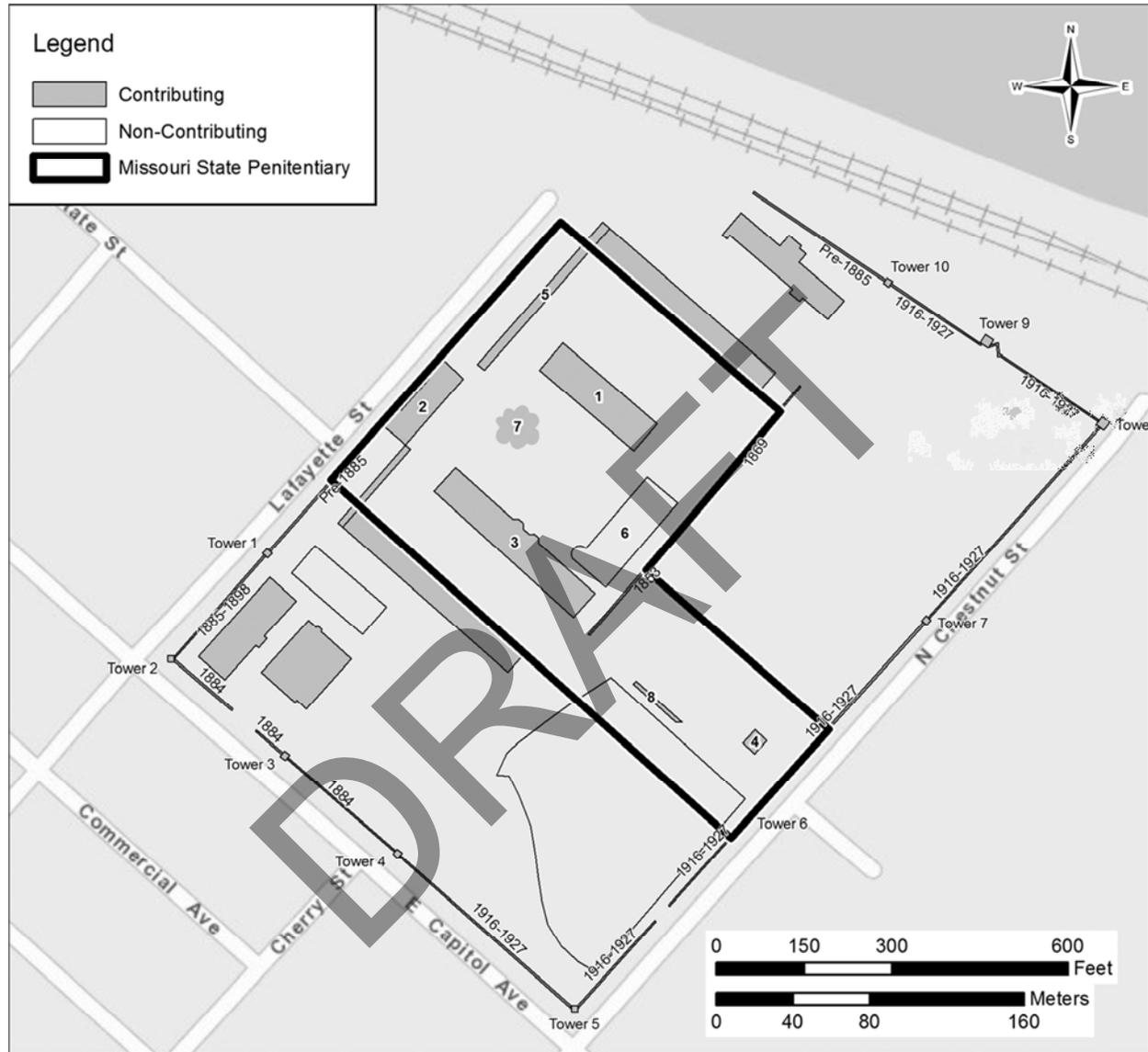


FIGURE 3: Missouri State Penitentiary (ESRI World Street Map 2015)

- 1 Housing Unit 4 (A-Hall), Contributing, 1868
- 2 Housing Unit 1, Contributing, 1905
- 3 Housing Unit 3, Contributing, 1918
- 4 Gas Chamber, Contributing, 1937
- 5 Corridor, Contributing, 1938
- 6 Central Clothing and School Building, Non-Contributing, 1957
- 7 Quadrangle, Contributing, Ca. 1890-1964
- 8 Stone Sidewalk, Contributing, Ca. 1940

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 51

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

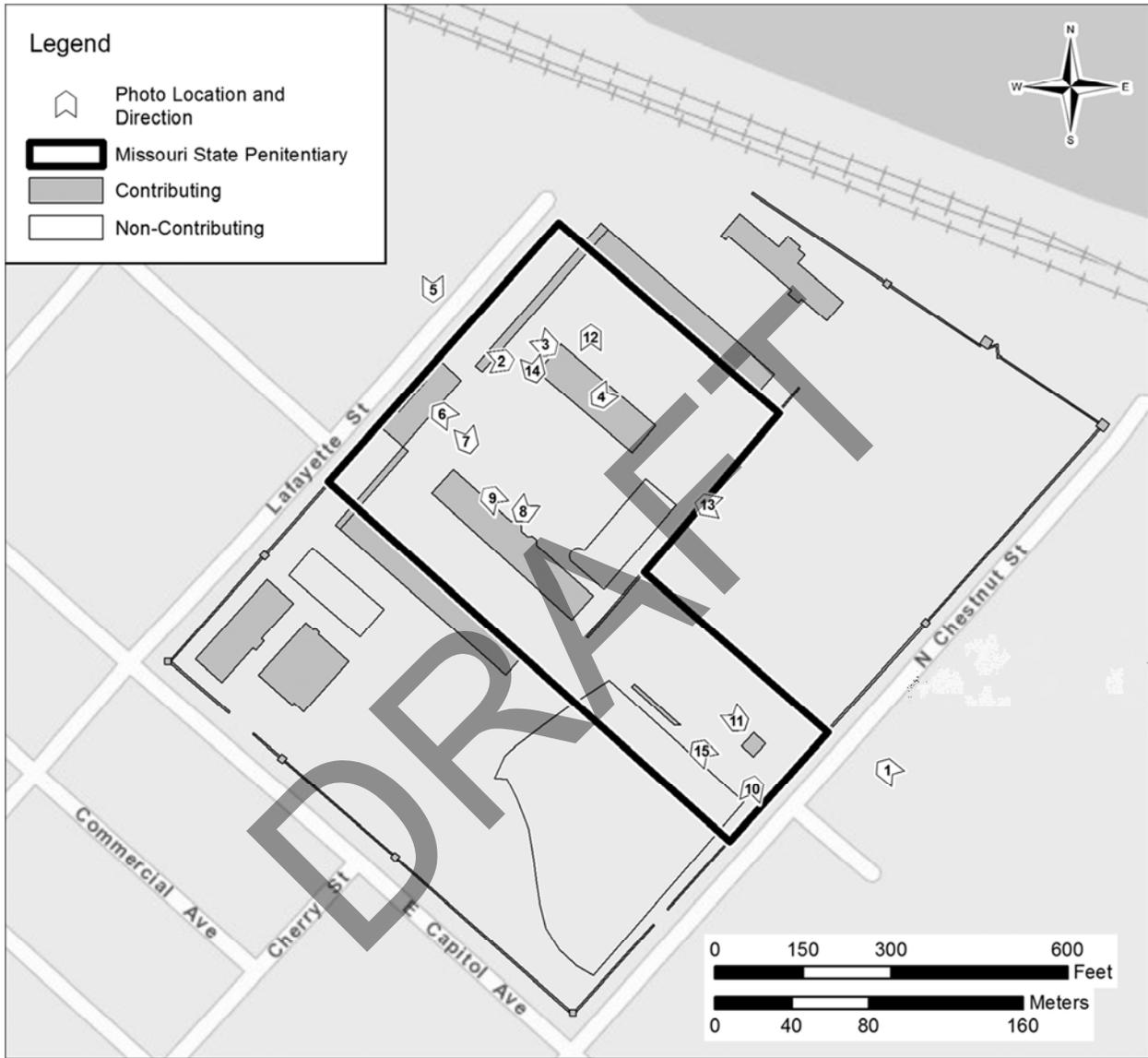


FIGURE 4: Missouri State Penitentiary Photo Map (ESRI World Street Map 2015)

- 1 Housing Unit 4 (A-Hall), Contributing, 1868
- 2 Housing Unit 1, Contributing, 1905
- 3 Housing Unit 3, Contributing, 1918
- 4 Gas Chamber, Contributing, 1937
- 5 Corridor, Contributing, 1938
- 6 Central Clothing and School Building, Non-Contributing, 1957
- 7 Quadrangle, Contributing, Ca. 1890-1964
- 8 Stone Sidewalk, Contributing, Ca. 1940

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 52

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)



**FIGURE 5: Damage to Tower 3 and Factory (Former Priesmeyer Boot Factory) from 1954 Riot (MSP Collection, Missouri State Archives)**

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 53

Missouri State Penitentiary

Name of Property

Cole County, Missouri

County and State

N/A

Name of multiple listing (if applicable)



FIGURE 6: Bird's-eye View of Quadrangle in 1954 (MSP Collection, Missouri State Archives)

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 54

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

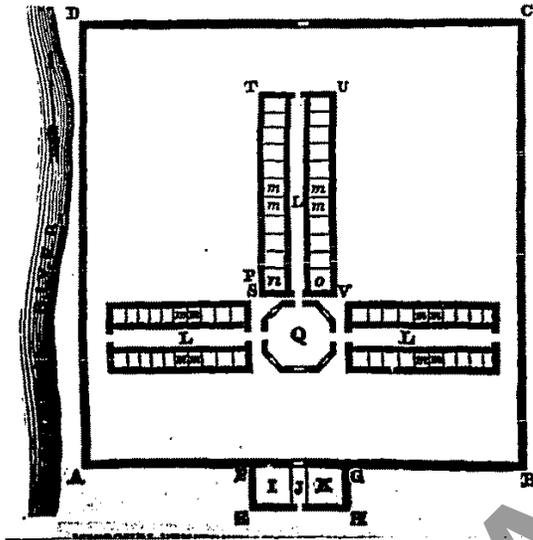


FIGURE 7: Haviland Plan for Missouri State Penitentiary (Baigell 1965)



FIGURE 8: Inmates Marching on Grounds, 1900-1905, A-Hall in Background (MSP Collection, Missouri State Archives)

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 55

Missouri State Penitentiary

Name of Property

Cole County, Missouri

County and State

N/A

Name of multiple listing (if applicable)



FIGURE 9: Interior of A-Hall, 1920 (MSP Collection, Missouri State Archives)

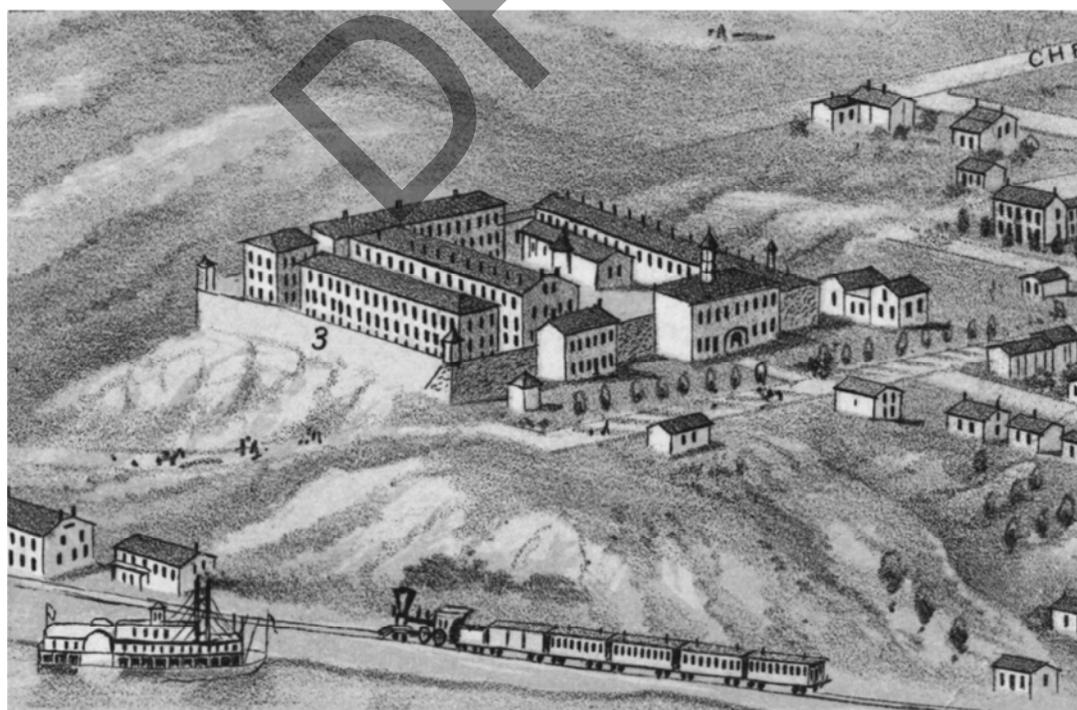


FIGURE 10: 1869 Bird's-eye View of Jefferson City, Close-up of Prison (Library of Congress)

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 56

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

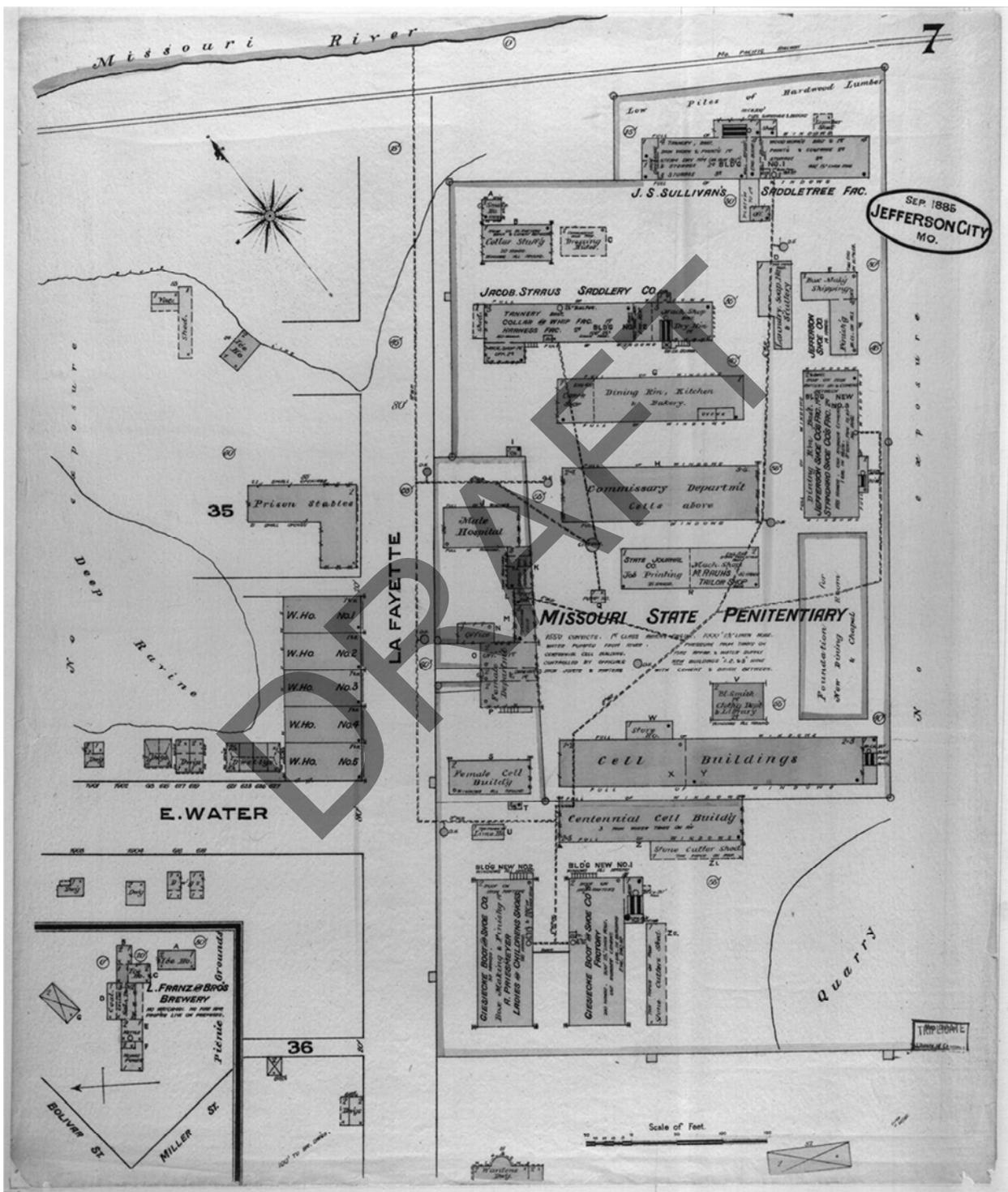


FIGURE 11: Sanborn Fire Insurance Map of Missouri State Penitentiary, 1885

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 57

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

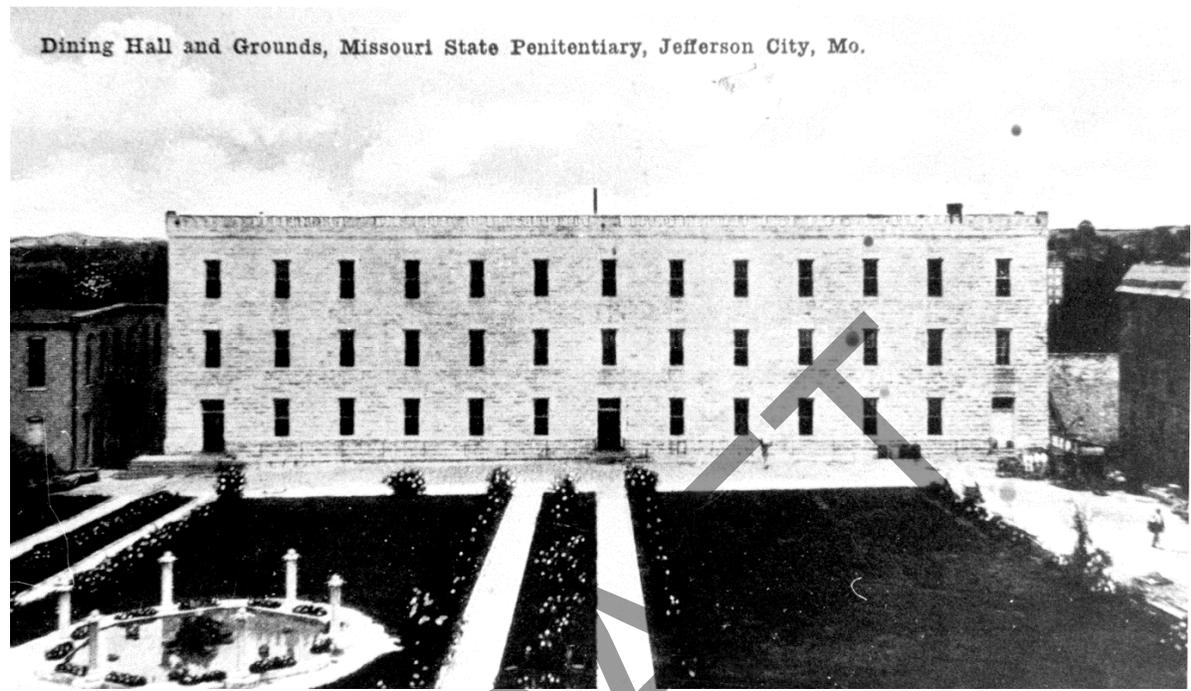


FIGURE 12: Postcard Showing Four-Story Dining Hall, ca. 1900 (MSP Collection, Missouri State Archives)

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 58

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

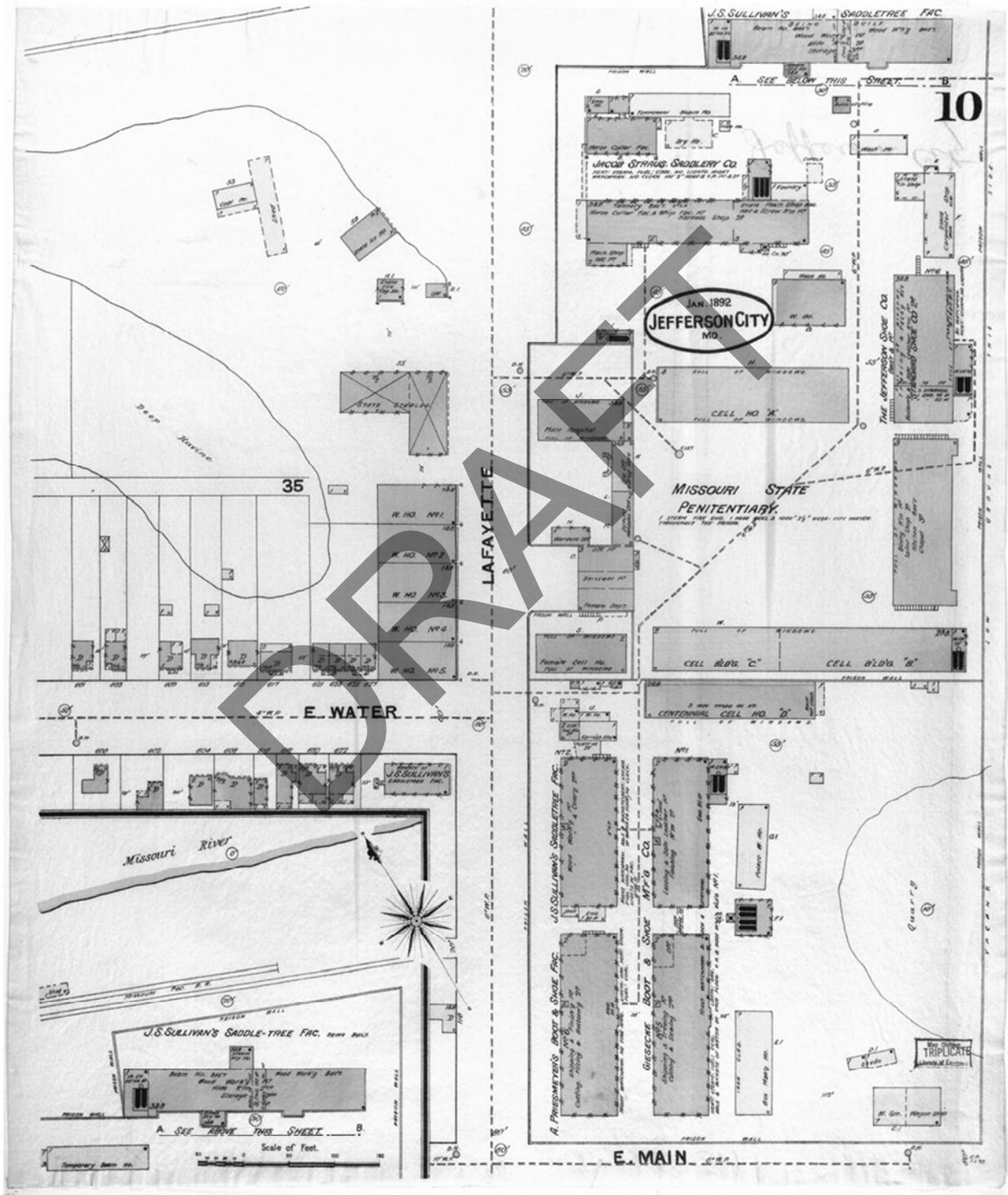


FIGURE 13: Sanborn Fire Insurance Map of Missouri State Penitentiary, 1892

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 59

Missouri State Penitentiary

Name of Property

Cole County, Missouri

County and State

N/A

Name of multiple listing (if applicable)

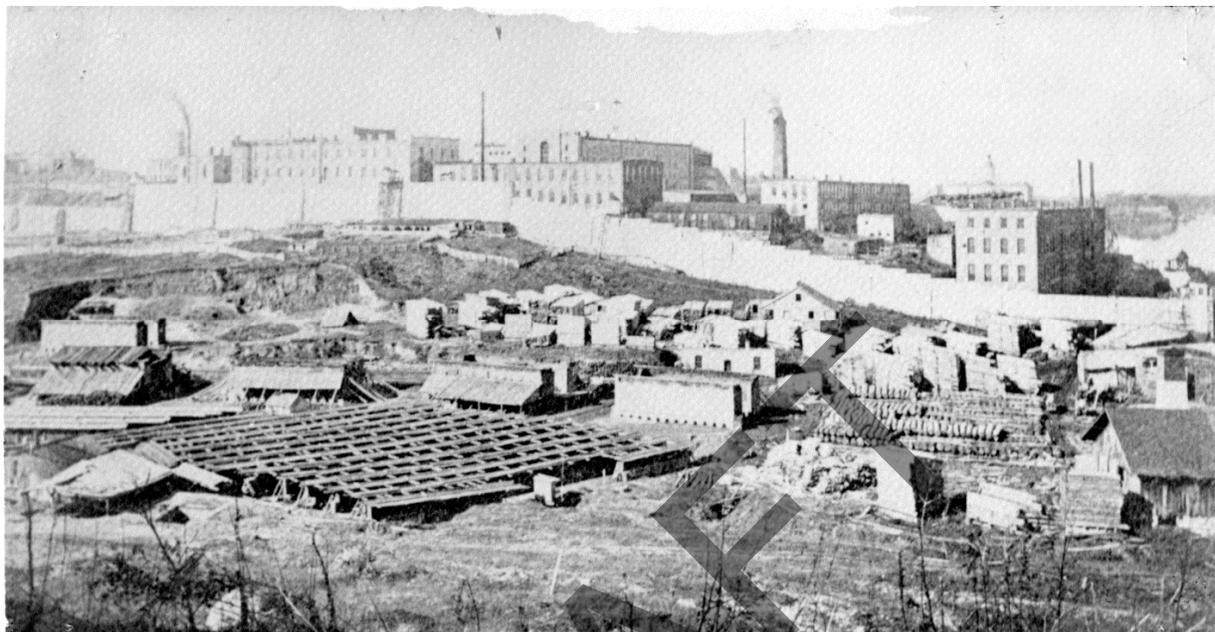


FIGURE 14: View of Grounds East of the Prison, ca. 1900 (MSP Collection, Missouri State Archives)



FIGURE 15: Postcard View of Housing Unit 1, 1910 (Summers Collection, Missouri State Archives)

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 60

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

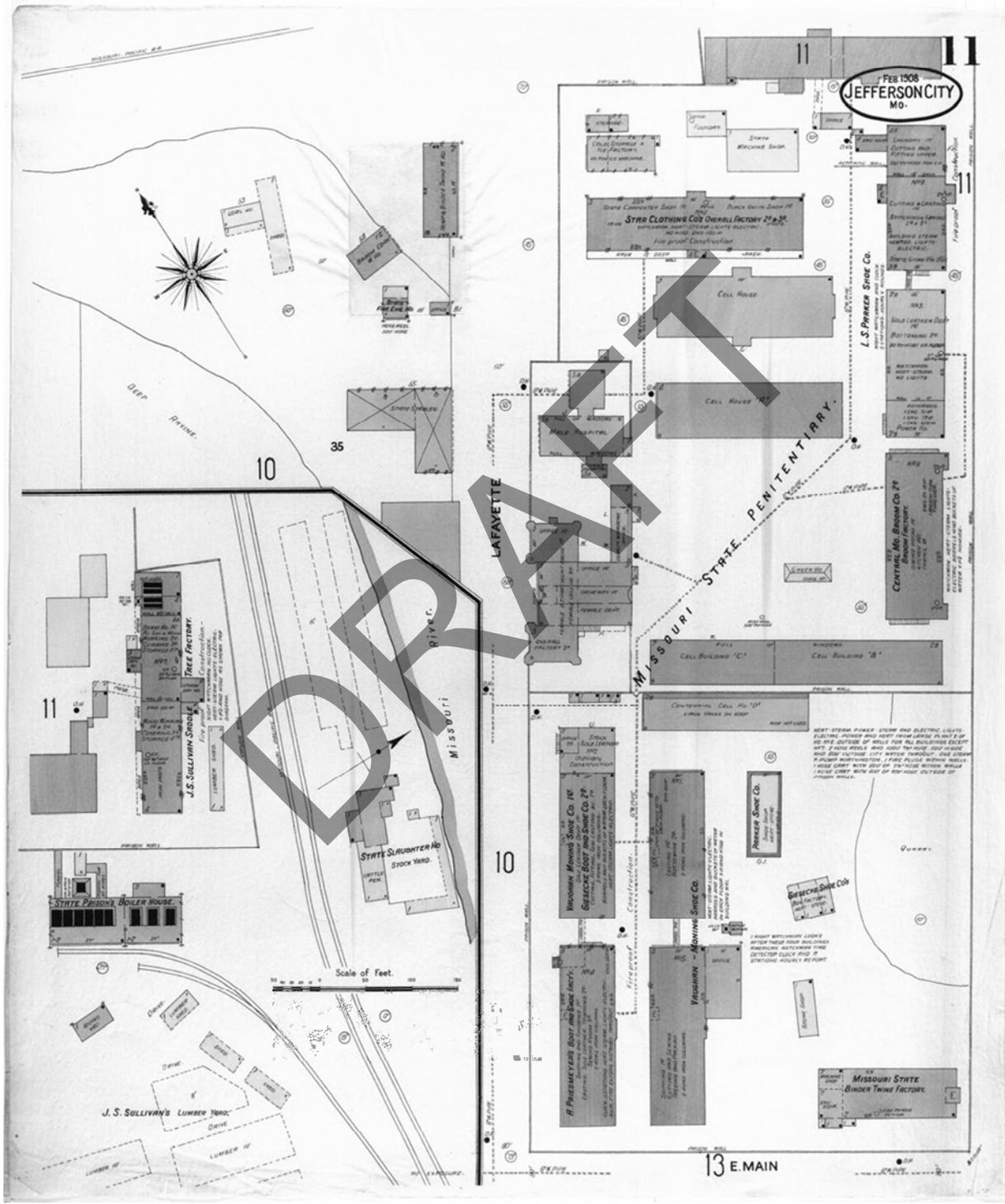


FIGURE 16: Sanborn Fire Insurance Map of Missouri State Penitentiary, 1908

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 61

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

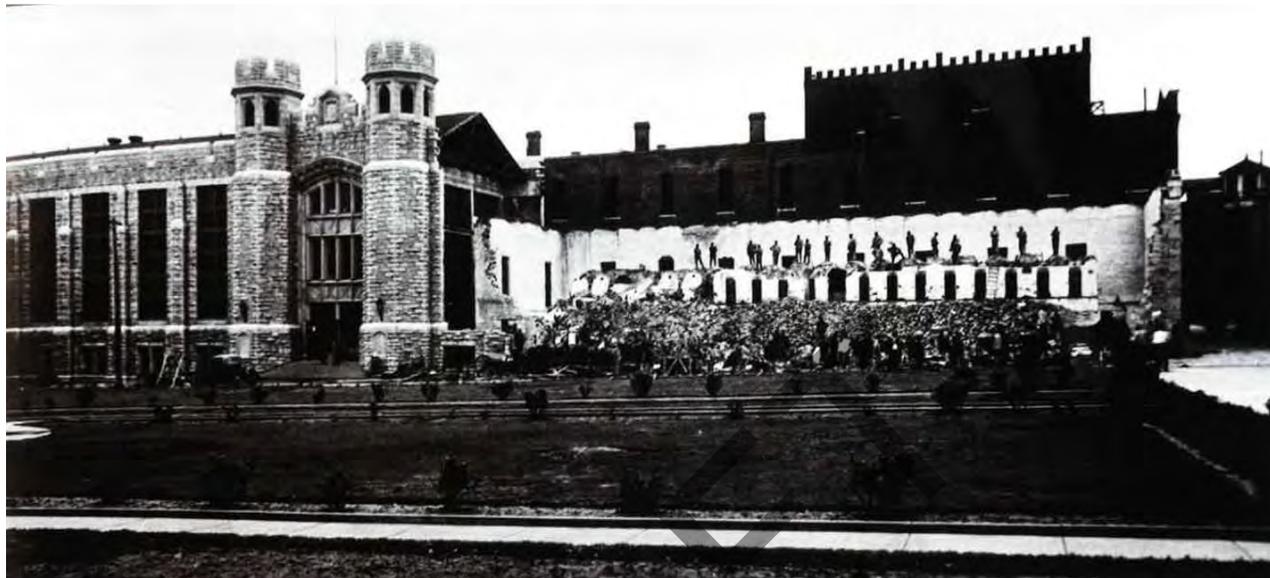


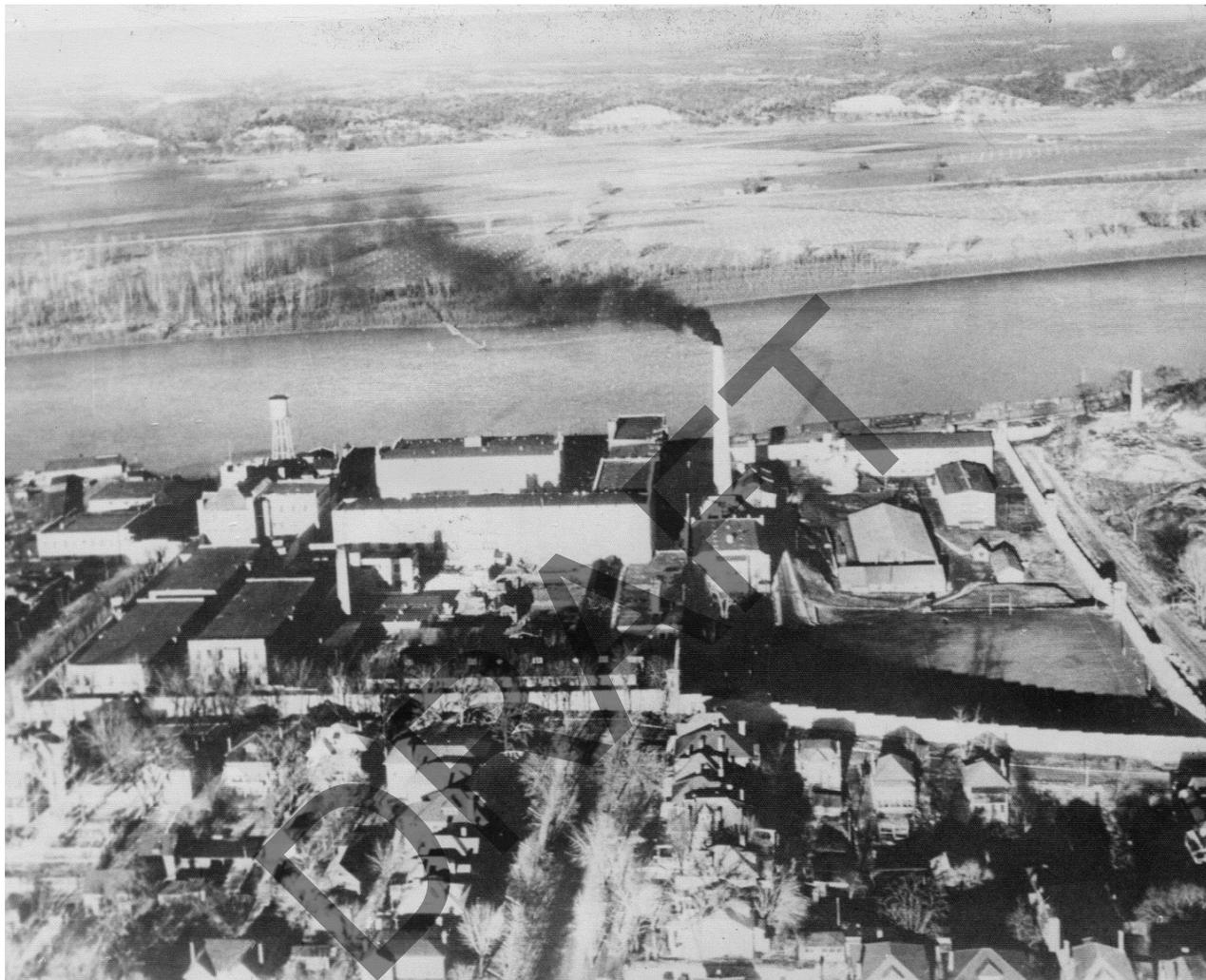
FIGURE 17: Photograph Showing Construction of Housing Unit 3, May 1, 1916 (Schreiber 2011:5)

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National Register of Historic Places  
Continuation Sheet

Section number Figures Page 62

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)



**FIGURE 18: Aerial View of MSP Showing New Factory Area and Wall, ca. 1933 (MSP Collection, Missouri State Archives)**

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 63

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

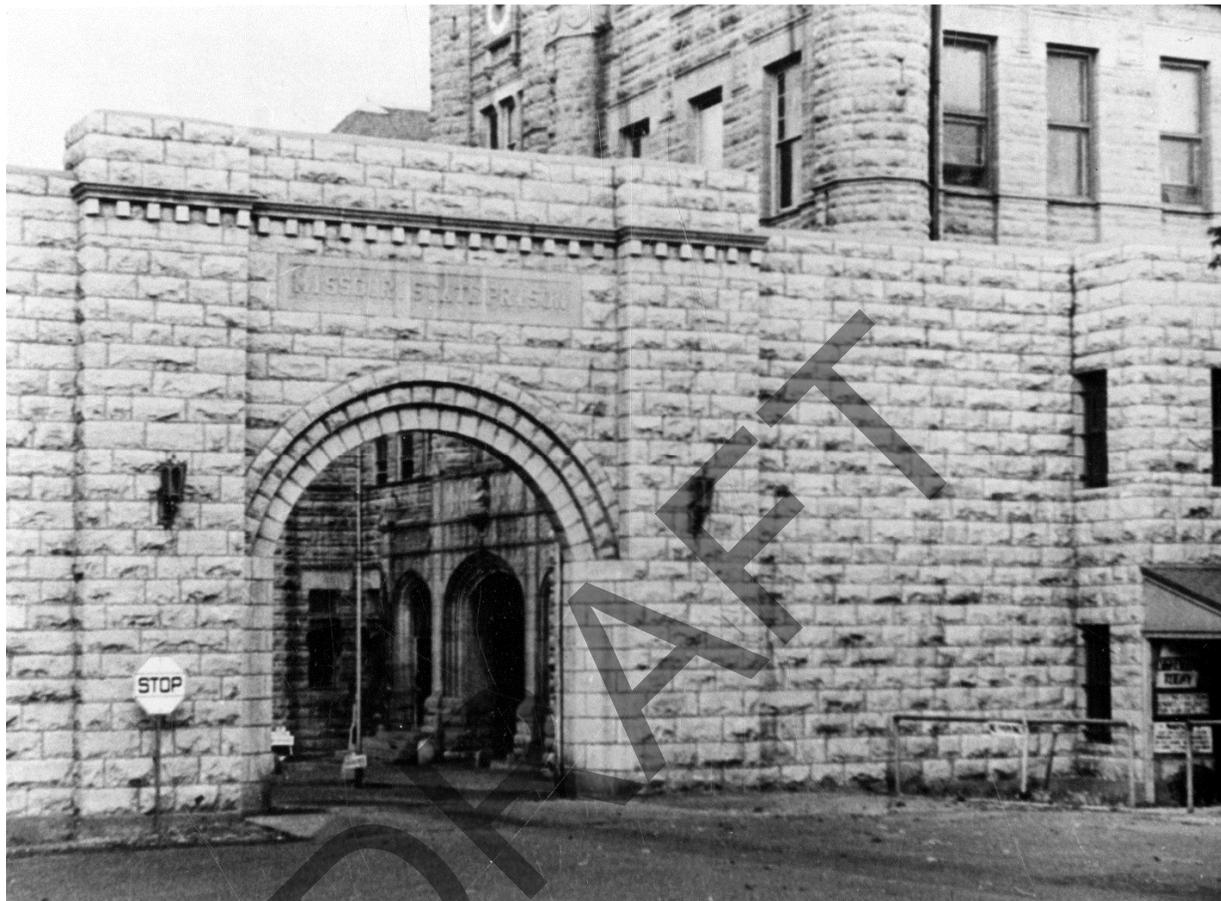


FIGURE 19: Stone Arch Gate at Corner of Lafayette and Water Streets, ca. 1935 (MSP Collection, Missouri State Archives)

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 64

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)



**FIGURE 20: Aerial View of MSP Grounds After PWA Construction, Undated (MSP Collection, Missouri State Archives)**

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 65

Missouri State Penitentiary
Name of Property
Cole County, Missouri
County and State
N/A
Name of multiple listing (if applicable)

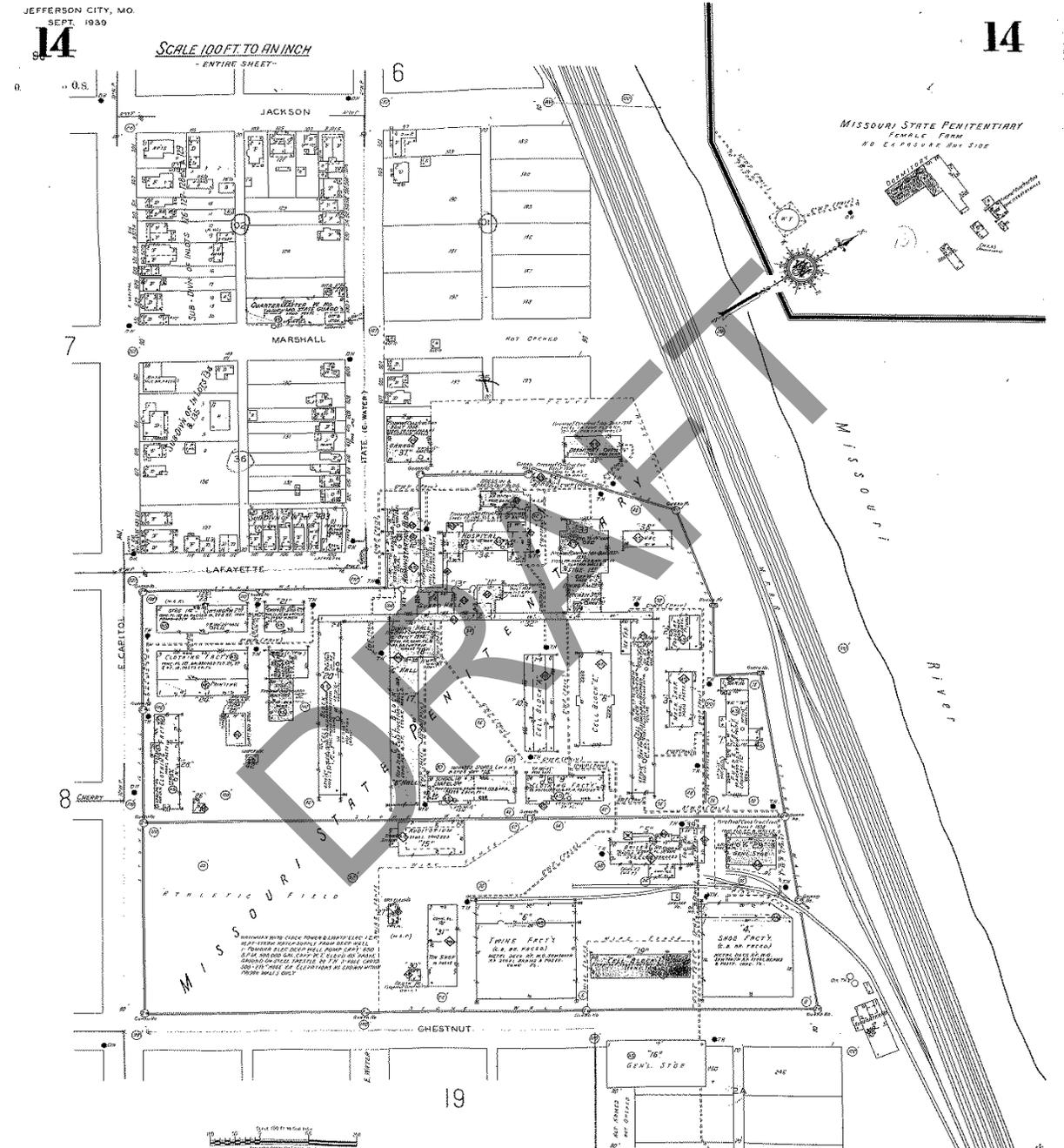


FIGURE 21: Sanborn Fire Insurance Map of Missouri State Penitentiary, 1943

National Register of Historic Places  
Continuation Sheet

Section number Figures Page 66

Missouri State Penitentiary

Name of Property

Cole County, Missouri

County and State

N/A

Name of multiple listing (if applicable)

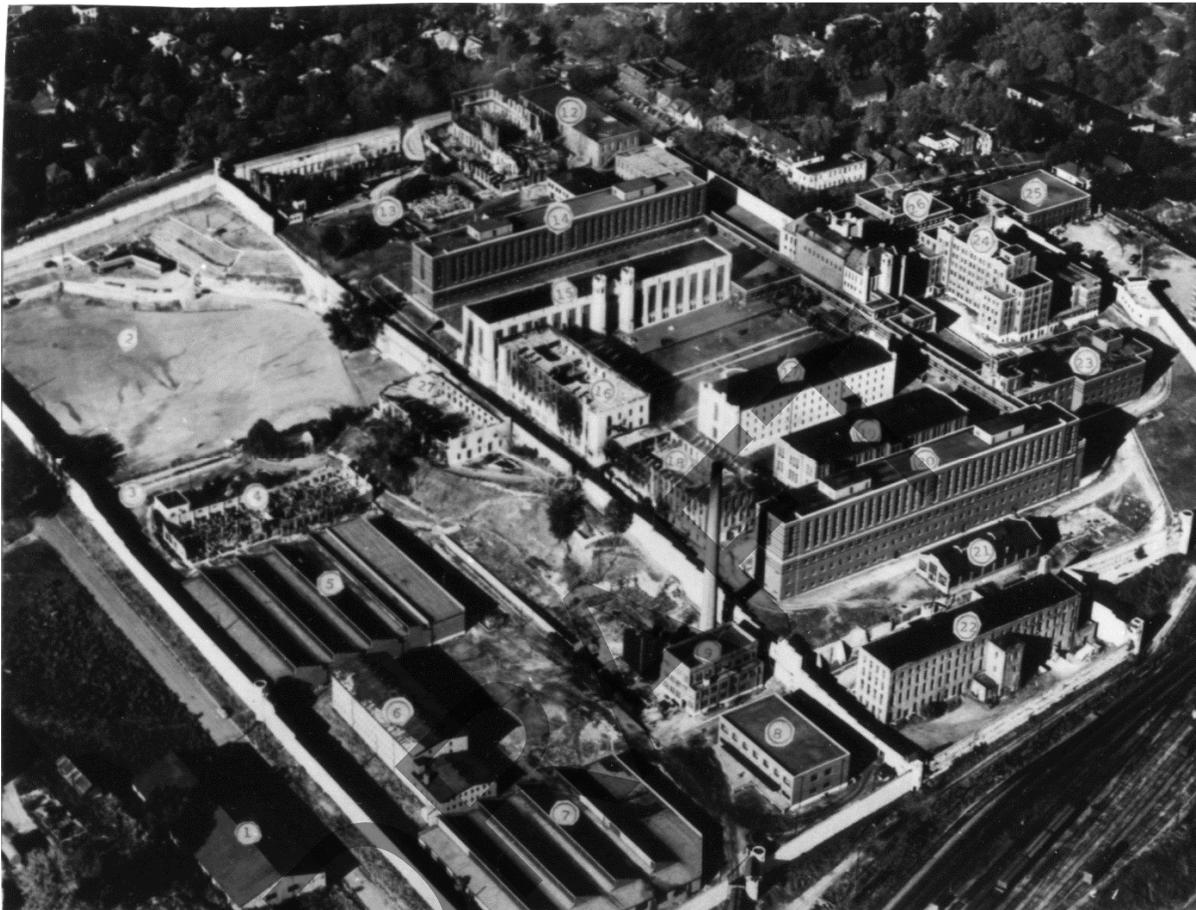


FIGURE 22: Aerial View of MSP After 1954 Riot (MSP Collection, Missouri State Archives)











MISSOURI STATE  
PENITENTIARY





UNIVERSITY OF ALABAMA  
LIBRARY

UNIVERSITY OF ALABAMA  
LIBRARY

UNIVERSITY OF ALABAMA  
LIBRARY

UNIVERSITY OF ALABAMA  
LIBRARY













1977  
JAMES T. BLAND JR.  
GOVERNOR  
JAMES EARL RAY  
MURKIN  
E. H. HUGHES  
WARDEN  
K. G. REED





**ARTICLE III. PROCEDURES FOR THE ~~PROTECTION OF HISTORIC~~  
~~BUILDINGS~~ DEMOLITION OR REMOVAL OF BUILDINGS**

**Sec. 8-32. Permit to demolish.**

**A. Purpose**

1. The Jefferson City, Missouri, City Council finds and declares that:

a. Jefferson City has a rich historic heritage which is reflected in its people, culture, landmarks, downtown areas, riverfront, neighborhoods, cemeteries and historic structures such as buildings, monuments and other physical artifacts;

b. The aforementioned historic landmarks, sites, structures and objects that reflect and are a part of the heritage of Jefferson City should be preserved as a living part of our community in order to engender a respect for the past and for who we are now and in order to nurture the cultural and economic life of our City.

c. In the natural course of things, the historic landmarks, sites, structures and objects in Jefferson City are being lost or materially altered so as to destroy their historic character, and the Council finds that lack of planning causes or contributes to cause the unnecessary loss of historic landmarks, sites, structures and objects.

d. The public interest of Jefferson City will be served by the preservation of its historic landmarks, sites, buildings and other structures and objects in that such preservation will nurture the cultural and economic life of the community.

e. The present Jefferson City ordinances are inadequate to enforce the protection of the historic landmarks and buildings of Jefferson City.

2. The purpose of this Article is to provide a mechanism for the safe demolition of buildings and to enforce long-term planning and other mechanisms for the protection of the landmarks and buildings of the City of Jefferson which represent important elements of the city's cultural, social, economic, political and architectural history.

B. ~~A.~~ Permit Required. It shall be unlawful to demolish or remove without first ~~filing an application with the Director of Planning and Protective Services or his or her designee in writing and~~ obtaining a demolition permit from the Director of Planning and Protective Services in writing. Demolition shall be construed to include an act or process which destroys, in part or in whole, a building or structure or which threatens to destroy a building or structure by failure to maintain it in a condition of good repair and maintenance. A permit to demolish or remove shall not be issued until a release is obtained from the

utilities having service connections with the building. The release shall state that service connections and appurtenant equipment, such as meters and regulators, have been removed or sealed and plugged in a safe manner. ~~Any application for demolition or removal shall be subject to a sixty (60) day review period by the CJHPC, except any application made to demolish or remove any building, structure or humanly constructed object built less than fifty (50) years prior to the date of application, which shall have been determined to have no historic or architectural significance by the Department of Planning and Protective Services under the criteria set out in paragraph C. Any recommendation by the CJHPC shall be advisory only.~~ Nothing in this section shall be construed so as to prohibit the building commissioner from acting under any emergency provisions of Chapter 8 of the Code of the City of Jefferson, Missouri. (Ord. No. 12941, §1, 6-21-99; Ord. No. 13106, §1, 9-5-2000)

#### ~~B. Review Process.~~

- ~~1. Department. All applications for permission to demolish a building or structure shall be made to the Department of Planning and Protective Services. For any structure that is fifty (50) years old or older, the application must contain the following: 1) photographs, either in hard~~

~~copy or as digital files, of all exterior sides, interior rooms, and stairwells, taken within the last ninety (90) days; and 2) a statement from the owner addressing why the property cannot be rehabilitated or restored with a reasonable economic return to the owner. After examining an application and finding that it is in proper form, contains all necessary information, and complies with all applicable provisions of city ordinances, the department shall forward a copy of the application to CJHPC. (Ord. No. 15184, §1, 10-21-2013.~~

~~2. CJHPC. The CJHPC may have a sixty (60) day period for review of every application for a demolition permit subject to this section. The CJHPC shall establish procedures to expedite the review of applications for permits to demolish structures.~~

~~(Ord. No. 12941, §2, 6-21-99)~~

~~C. Standards of Review for a Permit to Demolish.~~ **Review Process.**

**1. Department of Planning and Protective Services.**

**a. All applications for permission to demolish a building shall be made to the Department of Planning and Protective Services. Subject to all other provisions of law, the Department shall have the authority immediately to issue**

a permit to demolish a building unless said building is fifty years old or older and owned by the City of Jefferson or any private person or business entity.

b. For all Buildings Fifty Years Old or Older owned by the City of Jefferson or any private person or business entity: The application must contain the following: 1) photographs, either in hard copy or as digital files, of the building and of all exterior sides, interior rooms, and stairwells, taken within the last ninety (90) days of the building proposed to be demolished; 2) a comprehensive plan for the continued development of the property where the building is located; and 3) a statement with reasons in support of the application for demolition, including an analysis of the costs and hardship of repairing and/or restoring and maintaining the property without demolition; and an analysis of the value of the property with and without demolition. The Department of Planning and Protective Services, after determining that the application is complete and in proper form, shall refer any application to demolish a building which is fifty year old or older which is owned by the City of Jefferson or any private person or business entity to the City of Jefferson Historic Preservation Commission (CJHPC).

## 2. City of Jefferson Historic Preservation Commission

a. The CJHPC shall have ninety (90) days from receipt of the application by the CJHPC to review an application for a demolition permit of any building fifty years or older owned by the City of Jefferson or any private person or business entity. In the event that the application to demolish has not been denied or granted with conditions within ninety (90) days of receipt, the application shall be deemed granted.

b. Upon receipt of the application, the CJHPC shall immediately publish notice of the application by (a) posting a notice prominently and in public view on the property; and (b) publishing the notice in the newspaper on three (3) consecutive Sundays; and (c) mailing the notice by regular first class mail to all adjoining property owners of record; and (d) mailing the notice by regular first class mail to all persons on a registry of persons who shall have requested notice of building demolition. The notice shall invite written comments from any interested person and shall state the address to which such comments may be mailed, state the deadline for the receipt of comments, which shall be the first business day following the last Sunday on which the newspaper notice is filed, and state that only the applicant and persons who have filed comments will receive notice of the decision of the City of Jefferson Historic Preservation Commission.

c. The City of Jefferson Historic Preservation Commission shall establish and maintain a registry of all persons requesting notice of any application to demolish which comes before the CJHPC.

d. The City of Jefferson Historic Preservation Commission shall either grant the application, or grant the application with conditions, or deny the application.

e. The City of Jefferson Historic Preservation Commission shall immediately mail notice of its decision by certified mail, return receipt, to the applicant and by regular first class mail to all persons who have filed written comments.

3. City Council: Only the applicant to demolish shall have a right of appeal from the decision of City of Jefferson Historic Preservation Commission to the City of Jefferson City Council, and an applicant shall have an appeal right where denied an application to demolish or where granted an application with conditions. An applicant shall file an appeal within thirty (30) days of a denial or of the granting of a conditional application by filing same with the Jefferson City clerk in such form as shall be established by the Jefferson City Clerk. The City Council shall conduct a public hearing on the application de novo and shall grant the application, grant the application with conditions, or deny the application.

4. Circuit Court: Only a private person property owner or a business entity property owner shall have a right of appeal from the decision of the City of Jefferson City Council to the Cole or Callaway County Circuit Court, and an applicant shall have an appeal right where denied an application to demolish or where granted an application with conditions. An applicant shall file an appeal within thirty (30) days of a denial or of the granting of a conditional application by filing a Petition with the Cole County Circuit Clerk or Callaway County Circuit Clerk (depending upon which county the property is located in). The Circuit Court shall hear the cause de novo. The Circuit Court shall enter judgment granting the application to demolish, granting the application with conditions, or denying the application to demolish. The Court may deny the application only if the Court finds a) that the Petitioner has the economic means, considering all of the reasonably available resources, to maintain the property without demolition; and b) that the property may be used to its highest and best use without demolition; and c) that the public's interest in protecting the historical character of the property outweighs the Petitioner's interests to be served by the demolition of the property. In any such proceeding before the Circuit Court, the parties shall be the property owner and the City of Jefferson, and the burden of proof shall rest upon the property owner to prove by the preponderance of the evidence that the property owner does not have

the economic means, considering all of the reasonably available resources, to maintain the property without demolition; and shall be upon the City of Jefferson to prove by the preponderance of the evidence that the property may be used to its highest and best use without demolition and that the public's interest in protecting the historical character of the property outweighs the Petitioner's interests to be served by the demolition of the property. In determining the public's interest in protecting the historical character of the property, it shall be the City of Jefferson's burden to produce evidence and the court shall consider the said evidence of the historic value of the building by reason of age or association with important figures or events; or by reason of the place of the building in the history of Jefferson City, the State of Missouri or the United States; or by reason of the building's embodiment of the distinctive characteristics of a type, period or method of construction; or by reason of the building's representation of the work of an historically notable architect, designer or draftsman; or by reason of the building's visual and spatial relationship to designated or potential historic landmarks or historical districts.

- ~~1. The historic value of the building or structure by reason of age or association with important figures or events; or as evidence of aspects of the history of Jefferson City, the State of Missouri or the United States; or~~

~~as an embodiment of the distinctive characteristics of a type, period or method of construction; or as a representation of the work of an historically notable architect, designer or draftsman;~~

~~2. The visual and spatial relationship of the building or structure to designated or potential historic landmarks or historical districts;~~

~~3. The state of deterioration or disrepair or structural unsoundness of the building or structure, and the practicability of rehabilitation. The CJHPC may request the applicant to submit documentation beyond that which is specified in the application in a form specified by the CJHPC or other information necessary to determine whether the property can be rehabilitated or restored with a reasonable economic return to the owner.~~

~~(Ord. No. 15184, §1, 10-21-2013)~~

~~D. Approval or disapproval. Within five (5) days after either:~~

~~1. the CJHPC's determination; or~~

~~2. the expiration of the sixty (60) day review period, whichever occurs first, the director of Planning and Protective Services shall approve or not approve the application. A negative recommendation by the CJHPC shall not be grounds for disapproval of the application.~~

~~(Ord. No. 14691, §2, 6-21-2010; Ord. No. 9154, § 1, 8-21-78; Ord. No. 10397, § 7, 4-1-85; Ord. No. 11737, § 1, 5-4-92; Ord. No. 12794, §2, 8-17-98)~~

**Sec. 8-33. Permit fee.**

No permit to remove or demolish a building shall be issued until a fee as set out in Appendix Y shall have been paid to the department of Planning and Protective Services or other authorized municipal agency.

(Ord. No. 9154, § 3, 8-21-78; Ord. No. 9534, § 1, 10-20-80; Ord. 14272, §5, 10-15-2007)

**Sec. 8-34. Maintenance of vacated premises.**

Whenever a building is demolished or removed, the premises shall be maintained free from all unsafe or hazardous conditions by the proper regulation of the lot, restoration of established grade and the erection of the necessary retaining walls and fences in accordance with the provisions of Article 13 of the city's building code.

(Ord. No. 9154, § 4, 8-21-78)

**Sec. 8-35. Grading of lot.**

When a building has been demolished or destroyed by fire or other natural causes and no building operation has been projected or approved, the vacant lot shall be filled, graded and maintained to conform on all sides to the existing grades

and elevations of the adjacent property. Adjoining walls shall be left in an acceptable condition to prevent the harboring of insects, rodents or pigeons. The lot shall be maintained free from the accumulation of rubbish and all other unsafe or hazardous conditions which endanger the life or health of the public; provisions shall be made to prevent the accumulation of water or damage to any foundations on the premises of the adjoining property. Upon completion of the demolition, the lot shall be left in a state that is aesthetically acceptable to the director of Planning and Protective Services. In the event of a disagreement over the term "aesthetically acceptable," the matter shall be referred to the city council for final determination.

(Ord. No. 9154, § 5, 8-21-78)

**Sec. 8-36. Suspension of permit.**

Any demolition permit shall become invalid if the authorized work is not commenced within thirty (30) days after the issuance of the permit, or if the authorized work is suspended or abandoned for a period of ten (10) days after the time of commencing the work. All work including grading and lot re-construction must be completed within ninety (90) days after the time of commencing the work unless a written extension of time is issued by the Director of Planning and Protective Services.

(Ord. No. 9154, § 6, 8-21-78)

**Sec. 8-37. Penalties.**

Any person who shall violate any provision of this article shall be guilty of a misdemeanor, punishable by a fine of not more than five hundred dollars (\$500.00) or by imprisonment not to exceed one hundred eighty (180) days, or both such fine and imprisonment. Each day that a violation continues shall be deemed a separate offense.

(Ord. No. 10397, § 8, 4-1-85; Code 1983, § 7-38; Ord. No. 11201, § 4, 4-17-89)

**Secs. 8-38 ~~8-48~~. Reserved. Civil Remedy for Unpaid Fines**

Whenever a property owner shall have been convicted of two or more misdemeanors for violations of any provision of this article with respect to a single property and the unpaid fines and costs for those convictions shall have aggregated to more than \$5,000.00, then the City of Jefferson may at its option and at any time until the fines and costs assessed for all of said misdemeanors are wholly paid bring an action in the Circuit Court of the county wherein the property is located to obtain a judgment in the amount of the unpaid fines and costs enforceable pursuant to the provisions of Section 511.350, RSMO. Such an action shall be in rem, and service of process in compliance with the Missouri Supreme Court Rules of Court for in rem actions shall be sufficient.

**Secs. 8-39 – 8-48 reserved.**

## **ARTICLE IV. PRESERVATION AND CONSERVATION**

### **Sec. 8-39. Statement of Purpose.**

- A. The purposes of this article are to promote the educational, cultural, economic, and general welfare of the community by:
1. Providing a mechanism to identify and preserve the distinctive historic, archaeological and architectural characteristics of the City of Jefferson which represent elements of the city's cultural, social, economic, political and architectural history;
  2. Fostering civic pride in the beauty and noble accomplishments of the past as represented in the city's landmarks and historic districts;
  3. Conserving and improving the value of property designated as landmarks or within historic districts;
  4. Providing for economic benefits to encourage business and residential owners to locate and invest in historically significant properties;
  5. Protecting and enhancing the attractiveness of the city to home buyers, tourists, visitors and shoppers, and thereby supporting and promoting business, commerce and industry, and providing economic benefit to the city;

6. Fostering and encouraging preservation, restoration and rehabilitation of the city's historic structures, areas and neighborhoods;
7. Promoting the use of historic districts and landmarks for the education, pleasure and welfare of the people of the city; and
8. Promoting the identification, evaluation, protection and interpretation of the prehistoric and historic archaeological resources within the corporate limits of the city.

**Sec. 8-40. Relationship Between Districts.**

- A. An application for a designated district shall be evaluated on a sliding scale, depending upon the designation of the building, structure, site or object in question. The application shall be evaluated on the following criteria:
1. Most careful scrutiny and consideration shall be given to applications for designated landmarks and historic districts;
  2. Slightly less scrutiny shall be given to applications for designated conservation districts;
  3. Properties designated conservation district shall receive a decreasing scale of evaluation upon application; and
  4. The least stringent evaluation is applied to the neighborhood conservation planned district where the design standards are advisory in nature.

**Sec. 8-41. Definitions.**

Unless specifically defined, words or terms in appendix A of this article shall be interpreted so as to give them the same meaning as they have in common usage and so as to give this article its most reasonable application.

## **Sec. 8-42. Surveys and Research.**

The City of Jefferson Historic Preservation Commission (CJHPC), as created by section 7-51 of the city code, shall undertake an ongoing survey and research effort in the City of Jefferson to identify neighborhoods, areas, sites, structures and objects that have historic cultural, archaeological, architectural or aesthetic importance, interest or value as part of the survey, and shall review and evaluate any prior surveys and studies by any unit of government or private organization and compile appropriate descriptions, facts and photographs. The CJHPC shall systematically identify potential landmarks and historic district and adopt procedures to nominate them based upon the following criteria:

- A. The potential landmarks and historic district which are in an identifiable neighborhood or distinct geographical area which have historic and/or cultural importance to the city;
- B. The potential landmark and historic districts are associated with a particular prominent person, a significant event or historical period;
- C. The potential landmarks and historic district exhibit a particular architectural style or school, or are associated with a particular architect, engineer, builder, designer or craftsman;

- D. The potential landmarks and historic districts contain historic, prehistoric and archaeological features, evidence and/or artifacts which have the potential to contribute to the understanding of historic and prehistoric cultures; or
- E. Such other criteria as may be adopted by the CJHPC to assure the systematic survey and nomination of all potential landmarks and historic districts within the city.

(Ord. 13251, 8-20-2001; Ord. 14088, §2, 8-7-2006)

**Sec. 8-43. Reserved.**

**Sec. 8-44. Nomination of Historic Districts.**

- A. Application/Nomination. Applications for nomination of an historic district shall be made to the CJHPC by at least seventy-five percent (75%) of all owners of record. Forms and criteria for nomination will be available at the office of the Department of Planning and Protective Services. Applications must be submitted to the department; the department shall forward applications to the CJHPC. Each historic district must be nominated by a separate application. Each historic district must be designated by a separate

ordinance. The designation of a historic district shall in no way alter the uses permitted by the existing zoning district of the property so designated.

- B. Notice. Upon receipt of an application for nomination of an historic district, the department shall notify the property owners within the proposed district of the application, arrange for a time and place of a meeting, and invite all interested persons to appear and be heard.
- C. Criteria for Nomination. The criteria for nomination shall apply to applications for designation of historic districts and landmarks. The CJHPC shall, after such investigation as it deems necessary, make a determination as to whether a site, structure, object or area qualifies for nomination pursuant to one (1) or more of the following criteria:
1. Its character, interest, or value as part of the development, heritage or cultural characteristics of the community, county, state or nation;
  2. Its location as a site of a significant local, county, state or national event;
  3. Its identification with a person or persons who significantly contributed to the development of the community, county, state or nation;
  4. Its embodiment of distinguishing characteristics of an architectural style valuable for the study of a period, type, method of construction or use of indigenous materials;

5. Its identification as a work of a master builder, designer, architect, or landscape architect whose individual work has influenced the development of the community, county, state or nation;
6. Its embodiment of elements of design, detailing, materials, or craftsmanship that render it architecturally significant;
7. Its embodiment of design elements that make it structurally or architecturally innovative;
8. Its unique location or singular physical characteristics that make it an established or familiar visual feature; or
9. Its character as a particularly fine or unique example of a utilitarian structure, including, but not limited to, farmhouses, gas stations, or other commercial structures, with a high level of integrity or architectural significance.

Any site, structure, object, or area that meets one (1) or more of the above criteria, shall also have sufficient integrity of location, design, materials and workmanship to make it worthy of preservation or restoration.

D. Appeals. A decision by CJHPC to deny an application for nomination may be appealed to the planning and zoning commission in accordance with the provisions of Chapter 35 of the Code of Jefferson City.

## **Sec. 8-45. Nomination of Landmarks**

- A. Application/Nomination. Applications for nomination of a site, structure or object as a landmark shall be made to the CJHPC. Forms and criteria for nomination will be available at the office of the Department of Planning and Protective Services. Each landmark must be nominated by a separate application. Each landmark must be designated by a separate ordinance. The designation of a landmark shall in no way alter the uses permitted by the existing zoning district of the property so designated.
- B. Notice. Upon receipt of an application for nomination of an historic landmark, the department shall notify the property owners within the proposed district of the application, arrange for a time and place of a meeting, and invite all interested persons to appear and be heard.
- C. Public Owner. Applications for nomination of a public landmark shall be made by the city or other owner.
- D. Private Owner. Applications for nomination of a private landmark shall be made by one hundred percent (100%) of the owner(s) of the property or structure.

**Sec. 8-46. Procedure for review following designation of landmark or historic districts.**

- A. Building Permit Standards. After a landmark or historic district is designated by ordinance each, application for building permit within the area so designated shall be referred to the CJHPC for review at a regularly scheduled CJHPC meeting. Applications shall be submitted a minimum of ten (10) days prior to the meeting of the Commission. If the CJHPC makes no report within forty-five (45) days of receipt of the application, it shall be considered to have made a report approving the application.
  
- B. Design Criteria. The CJHPC shall prepare and adopt specific design criteria as it deems necessary to supplement the provisions of this ordinance. Within each of the designated categories, the design criteria will be applied more stringently to properties of greater significance than those with lesser significance as determined by their respective designation. The CJHPC may from time to time amend and supplement to the criteria used for review of historic districts and landmarks. The CJHPC must first approve additional design criteria not listed in this chapter, and any changes thereto, before the criteria or changes shall become effective. (Ord. No. 12794, § 1, 8-17-98).

**Sec. 8-47. Definitions.**

Unless specifically defined words or terms of this article shall be interpreted so as to give them the same meaning as they have in common usage and so as to give this article its most reasonable application.

Adaptive use. The process of changing the use of a structure or property to a use other than that for which the structure or property was originally designed or a use for a structure or property other than the use for which it was originally designed. (Sometimes called “adaptive reuse”).

Alteration. Any act or process that changes one (1) or more of the exterior architectural features of a structure, including, but not limited to, the erection, construction, reconstruction or removal of any structure.

Architectural attributes. Those physical features of buildings and structures that are generally identified and described as being important products of human thought and action characteristic of a population or community.

Certified local government (CLG). A program of the National Park Service designed to promote the preservation of prehistoric and historic sites, structures, objects, buildings and historic districts by establishing a partnership between the local government, the state historic presentation department and the National Park Service. A certified local government carries out the purposes of the National Historic Preservation Act, as amended. Each certified local government is required

to maintain a system of ongoing surveys compatible with the Missouri Historic Preservation Department process.

CJHPC. The City of Jefferson Historic Preservation Commission.

Commissioners. Members of the City of Jefferson Historic Preservation Commission.

Consent. The vote as cast by owners holding majority interest in a parcel of real estate. For purposes of this article, only one (1) vote per parcel may be cast.

Conservation district. Any area designated by the CJHPC in accordance with this section as an area containing any physical features or improvements or both which are of historical, social, cultural, architectural or aesthetic significance to the city and cause such area to constitute a distinctive section of the city. This overlay zone may be used for areas which have distinctive characteristics that are worthy of conservation, but lack sufficient historical, architectural or cultural significance to qualify as historic areas.

Contributing (or contributory). A significant building, site, structure or object which adds to the architectural qualities, historic association or archeological value of an historic district because:

A. It was present during the pertinent historic time;

- B. It possesses integrity and reflects its significant historic character or is capable of yielding important information about the pertinent historic period;  
or
- C. It independently meets the standards and criteria of this article.

Cultural attributes. All of the physical features of an area that, either independently or by virtue of their interrelationship, are generally identified and described as being important products of human thought and action characteristic of a population or community. Accordingly, the term “cultural attributes” necessarily includes “architectural attributes” as that term is defined in this section. The term “cultural attributes” does not refer to the characteristics or beliefs of people who may reside in or frequent a particular area.

Cultural resource. Districts, sites, structures, objects and evidence of some importance to a culture, a subculture or community for scientific, engineering, art, tradition, religious or other reasons significant in providing resources and environmental data necessary for the study and interpretation of past lifestyles, and for interpreting human behavior.

Department. The Department of Planning and Protective Services of the City of Jefferson, Missouri.

Design criteria. A standard of appropriate activity that will preserve the historic and architectural character of a structure or area.

Designation. Official recognition of an historic landmark, conservation or historic district by the city council according to the procedures and provisions in this article.

Endangered resource. A resource under a known or anticipated threat of damage to the integrity or existence of the resource, such as:

- A. An immediate threat which will result in loss of or collapse of a structure;
- B. An immediate threat or destruction by private action; or
- C. Condemnation for code violations. (Sometimes referred to as a “threatened resource”).

Exterior architectural appearance. The architectural character and general composition of the exterior of a structure, including but not limited to the kind, color and texture of the building material and the type, design and character of all windows, doors, light fixtures, signs, and appurtenant elements.

Facade. The exterior face of a building which is the architectural front, sometimes distinguished by elaboration or architectural or ornamental details.

Historic district. An area designated as an historic district by ordinance of the city council and which may contain within definable geographic boundaries one (1)

or more significant sites, structures or objects, and which may have within its boundaries other properties or structures that, while not of such historic and/or architectural significance to be designated as landmarks, nevertheless to the overall virtue characteristics of the significant sites, structures or objects located within the historic district.

Historic preservation. The study, identification, protection, restoration and rehabilitation of buildings, structures, objects, districts, areas and sites significant in the history, architecture, archeology or culture of the city, state or nation.

Historically or architecturally significant. Possessing that quality present in an area, site, structure, object or district because it:

- A. Is associated with an event or events that significantly contributed to the broad patterns of the history or architectural heritage of the city, county, state or nation;
- B. Is associated with the life or lives of a person or persons significant in the history of the city, county, state or nation;
- C. Embodies distinctive characteristics of a type, design, period or method of construction;
- D. Represents the work of a master designer or architect or possesses high architectural value;

- E. Exemplifies the cultural, political, economic, social or historic heritage of the city;
- F. Contains elements of design, detail, material or craftsmanship which represent a significant construction innovation;
- G. Is part of or related to a square, park or other distinctive area that was or should be developed or preserved according to a plan based on an historic or architectural motif;
- H. Is an established and familiar visual feature of a neighborhood or the entire community; or
- I. Has yielded, or is likely to yield archeological artifacts and/or information.

Key contributing. A site, structure or object of such an outstanding quality and state of conservation that it significantly adds to the architectural qualities, historic association or archeological values of an historic district because:

- A. It was present during the pertinent historic time;
- B. It possesses and reflects its significant historic character or is capable of yielding important information about the pertinent historic period; and
- C. It independently meets the standards and criteria of the article.

Landmark. A site, structure or object designated as a landmark by ordinance of the city council, pursuant to procedures prescribed herein, that is worthy of

rehabilitation, restoration and preservation because of its historic and/or architectural significance to the city.

Landscape feature. Any element or component of outdoor open space including, but not limited to, fences, walls, retaining walls, gates, sidewalks, walkways, driveways, parking lots, patios, terraces, decks, ground cover, trees, plants, outdoor furniture, exterior light standards, fountains, statuary, detached signs, and other such elements.

Marker. A sign used to label or identify a designated landmark or historic district as an architecturally significant property.

National Register. The current National Register of Historic Places established by passage of the National Historic Preservation Act of 1966, 80 Stat. 915, 16 U.S.C. 470 et seq. as amended.

Noncontributing (or noncontributory). A site, structure or object that does not add to the architectural qualities, historic association or archeological values of a landmark or historic district because:

- A. It was not present during the pertinent time;
- B. Due to alterations, disturbances, additions or other changes, it no longer possesses integrity nor reflects its significant historic character or is

incapable of yielding important information about the pertinent historic period; or

C. It does not independently meet the standards and criteria of the ordinance.

Normal maintenance and repair. Any improvement or work for which a building permit is not required by city ordinance designed to correct deterioration, decay or damage and restore, as may be practical, a structure or property to the condition that existed prior to the deterioration, decay or damage.

Object. Those physical items that have functional, aesthetic, cultural, historical or scientific value and are relatively small in scale and simply constructed. While an object may be, by nature or design, movable, it should be located in a specific setting or environment appropriate to its significant historic use, role or character. Objects include sculptures, monuments, street signs, fence posts, hitching posts, mileposts, boundary markers, statuary and fountains.

Owner(s) of record. Those individuals, partnerships, firms, corporations, public agencies or any other legal entity holding title to property, but not including legal entities holding mere easements or leasehold interests. (May also be referred to as “property owner(s)”). Current owner(s) of record are those listed as owners on the records with the Cole County Recorder of Deeds.

Period. A chronological division identified in the analysis of the historical development to an area or region (i.e., Victorian, Modern).

Protection. The application of measures to defend, guard, cover or shield a building, site, structure or object from deterioration, loss, attack, danger, or injury. In the case of buildings, structures or objects such measures generally are of a protective nature and usually precede preservation measures. In the case of archeological sites, the protective measures may be temporary or permanent.

Reconstruction/reconstruct. The reproduction of the exact form and detail of a vanished building, site, structure or object or a part thereof, as it appeared at a pertinent time using both original and modern materials and based on precise historical documentation and physical evidence.

Rehabilitation/rehabilitate. The act of returning a site, structure or object to a useful state through its repair and/or alteration while retaining the characteristic features of the property which are significant to its historical and architectural value.

Remodeling. Modification and modernization of a structure or property without striving to return to or replicate the original historical and architectural character of the structure or property.

Removal. Any relocation of a structure in whole or in part on its site or to another site.

Repair. Any change to a structure or object that is not construction, removal or alteration.

Resource. Any site, structure, object or area that constitutes a source of present and future usefulness.

Restoration/restore. The act of accurately recovering the form and details, based on precise historical documentation and physical evidence, of a building, site, structure or object as it appeared at a pertinent time including the removal of improvements that are not appropriate and the replacement of missing or deteriorated features.

Site. The location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined or vanished, where the location itself possesses historic, cultural or archeological value regardless of the value of any existing structure. Examples of sites include habitation sites, burial sites, village sites, hunting and fishing sites, ceremonial sites, battlefields, ruins of historic buildings and structures, campsites, designed landscapes, natural textures, springs and landscapes having cultural significance.

Stable. The area is expected to remain substantially the same over the next twenty (20) year period with continued maintenance of the property. While some changes in structures, land uses and densities may occur, all such changes are expected to be compatible with surrounding development.

Stabilizing. The area is expected to become stable over the next twenty (20) year period through continued reinvestment, maintenance or remodeling.

Standards. The Secretary of Interior's Standards for the Treatment of Historic Properties, codified as 36 CFR 68 in the July 12, 1995 Federal Register (Vol. 60, No. 133), and as revised from time to time.

Structure. Anything constructed or erected, the use of which requires permanent or temporary location on or in the ground, including, but without limiting the generality of the foregoing: buildings, fence, gazebos, advertising signs, billboards, backstops for tennis courts, radio and television antennas, including supporting towers and swimming pools.

Style. The specific identifying characteristics of a building both as it appears to the eye and as it is known to exist in design and structure.

Survey. An architectural and historical examination of historic resources to identify historic properties within an area.

(Ord. No. 12794, Appendix A, 8-17-98)