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Glacier National Park
West Glacier, Montana

At the Foot of the Belton Hills

A Cultural Landscape History of the Headquarters Area, Glacier National Park



ON THE COVER

Superintendent's House, Glacier National Park. NPS/Alice Wondrak Biel.

At the Foot of the Belton Hills

A Cultural Landscape History of the Headquarters Area, Glacier National Park

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Hose Tower, Glacier National Park.

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Executive Summary

With a history longer than that of the National Park Service, Glacier National Park's headquarters area is a microcosm of park service building styles, representing all of the agency's major architectural phases nestled within a larger context of shifting American tastes, movements, events, and lifestyle choices. This report traces the area's architectural history from its smattering of initial, ramshackle structures built by local businesspeople, through phases representing the Craftsman, Rustic, and Modern styles adopted by the National Park Service at different points in its development. All three of those styles can be seen in the headquarters area today, in buildings that are still used to support agency functions.

Prior to the establishment of the National Park Service (NPS), the extension of the Great Northern Railway from Marias Pass to the Flathead Valley in 1891 had encouraged local settlement, including a small community at the foot of Lake McDonald that came to be known as Apgar. Soon after their arrival, these early settlers cooperated in building a primitive wagon road from the north bank of the Middle Fork of the Flathead River to Lake McDonald that likely passed through the future headquarters area. In 1906, Lake McDonald resident and hotelier George Snyder sold his property on the lake and built a hotel near the Middle Fork. Ten years later, that land (and hotel) would become part of the headquarters area.

After Glacier National Park was established in 1910, its first, temporary headquarters was located at Fish Creek, a couple of miles into the park. What park visitors first saw upon entering the park was George Snyder's hotel, whose appearance was not of a sort that first National Park Service Director Stephen Mather, upon his 1915 visit to the park, thought befitting of the agency. With his own funds, Mather purchased the land from Snyder, and the park finally had a location for its permanent headquarters.

Development of the headquarters area has occurred in three temporal phases. Phase I (1917–1941), characterized by Craftsman and Rustic style architecture, built a foundation of administrative, utility, and residential structures essential to park operations. The period saw the construction of four Craftsman style cottages (Buildings 1–4, which were likely some of the first structures ever designed by the National Park Service); a superintendent's house and administrative building in the Rustic style; and a warehouse, auto repair shop, carpenter's shop, and other utility buildings, all in an arrangement that resembled the "national park village" concept implemented in many national parks by landscape architects Charles Punchard, Jr., and Daniel Hull. The Civilian Conservation Corps made many improvements to the headquarters area during this phase, as well.

The architecture of Phase II (1941–1967) introduced the Modern style to the headquarters area, adding many newer buildings while leaving most of the older ones intact and in use. With the re-alignment of the Going-to-the-Sun Road, a new administrative building was needed, and was constructed in the Modern style at the opposite end of the headquarters area from the first. The budgetary austerity of World War II led many of the area's existing buildings to deteriorate, and postwar expectations and tastes were largely changed from those of the prewar era. As such, this phase saw the addition of many new, Modern residences, as well as play areas for children, with many more planned but never built. The legacy of the NPS's Mission 66 program is very much in evidence in the area today.

Phase III (1967–present) has seen little major construction, most of which has occurred in the utility area. Many buildings have been repurposed in response to changing park needs, and the architectural integrity of the headquarters area remains remarkably intact. The Glacier National Park Headquarters Historic District was listed in the National Register of Historic Places in 1996.

Introduction

As a park with more than 100 years of continuous administration, the architectural legacy of Glacier National Park's administrative operations encompasses—and extends beyond—the history of the National Park Service. As such, the park's headquarters area is a microcosm of park service building styles, representing all of the agency's major architectural phases nestled within a larger context of shifting American tastes, movements, events, and lifestyle choices. From its early, Craftsman Style residences to its sizable utility yard and Modern administrative building, the National Park Service in Glacier National Park has striven to meet the requirements of its employees and residents in a space whose changing configuration has always been ultimately shaped by the needs and movements of visitors throughout the rest of the park. This report chronicles the history of the park's headquarters area through its pre-development period and through three major phases of construction and change, all of which are cotemporaneous with and informative of broader arcs of U.S. and National Park Service history.

Overview and Environmental Setting

Nestled in the trees on a bench above the Middle Fork of the Flathead River, the Glacier National Park headquarters area has the appearance of being a community unto itself and is characterized by its neighborhood setting. Its homes, administrative buildings, and utility buildings display a variety of architectural styles reflecting the period in which they were built. The layout is a grid with curvilinear streets, with the residential properties generally set apart from the park maintenance and administrative areas (Figure 1). The prevalence of Rustic Style architecture in the core area, together with mid-century Mission 66 residential housing located along the outer loops of the street pattern, present an overall impression of a long-established government work site and residential compound (Hufstetler et al. 2002, 233).

The natural setting is dominated by dense forest and mountain views. The headquarters area is bounded by the Middle Fork on the south and the foot of the Belton Hills on the east and occupies the southeast corner of a narrow alluvial plain that extends for about three miles below the foot of Lake McDonald. It is an exceptionally flat area of terrain compared to the surrounding mountain topography. Less than a mile west of the headquarters area, McDonald Creek cuts a meandering course through this plain from Lake McDonald to the Middle Fork.

The area is located within a forest of "dog-hair" lodgepole pine (Figure 2) that flourished following fires that swept along Lake McDonald and through the Apgar Mountains and the Belton Hills in 1927 and 1929, destroying the dense western red-cedar and hemlock forest at the foot of the lake. Lodgepole pine live only about 80 years and do not germinate in the shade. Shade-tolerant Douglas-fir, white pine, Engelmann spruce, and western red cedar seedlings are now slowly replacing the dog-hair lodgepole. During late September and early October, the western larches, which can be seen along the ridges, turn a bright yellow. The larch is a deciduous conifer, losing some of its needles each autumn and turning a vivid yellow. In addition, during the spring and early summer, less densely shaded areas on the forest floor support a variety of flowers, including the bright, white daisies, pinkish-purple blooms of the erect fireweed, and white strawberry blossoms (Hufstetler et al. 2002, 236). Numerous stands of mature trees were preserved as the headquarters area developed, and today the forest not only bounds the area but permeates it, as well.



Figure 1. Headquarters area showing current (2012) street layout and buildings. Building numbers are those assigned by the Maintenance Division. All buildings referenced in the text are keyed to the building numbers shown on the map. Appendix A includes a complete list of buildings by number, purpose, and construction phase.

PHOTO NO. GLAC 15502-C



Figure 2. The headquarters site featured level ground and a "dog-hair" growth of lodgepole pine, as seen in this 1929 construction photo. The road is probably today's Ruhle Drive.

Prehistory and History Prior to the Establishment of Glacier National Park

In prehistoric times, the Glacier National Park area was one of many travel routes used by American Indians to cross the mountains and access resources, such as bison, found on the east side. The Kootenai Indians call Lake McDonald "The Place Where They Dance." Since time immemorial, the Kootenai had returned to the foot of the lake to dance and sing songs. Here, they received help and guidance from different spirits. The ancient tradition ended with the arrival of homesteader Milo Apgar and other white settlers in the early 1890s (Harrington 1950, 10).

The name "Lake McDonald" most likely derives from that of a Hudson's Bay Company fur trader, Duncan McDonald. On one occasion, McDonald was on an expedition to the east side of the mountains when his scouts warned him of a Blackfeet war party waiting in ambush in the mountain pass. The party turned back and camped at a beautiful lake, and McDonald carved his name on one of the big cedar trees there. When his name was later found, the lake was named after him (Harrington 1950, 10).

In 1891, the Great Northern Railway extended its transcontinental line from Marias Pass, on the Continental Divide, down the Middle Fork of the Flathead River, to the Flathead Valley. As the new railroad line spurred settlement and agricultural development in the Flathead Valley, the Lake McDonald area soon emerged as a recreational hinterland for the region. While the area around the lake was not hospitable for farming or grazing, it nonetheless attracted a trickle of homesteaders who envisioned making their living through a combination of hunting, trapping, and providing tourist accommodations. The first homesteaders to enter the area actually arrived a few months prior to the completion of the railroad, traveling over the Great Northern Railway's tote road, which the company constructed in the process of building its line.

Crossing to the north side of the Middle Fork, the homesteaders passed through or nearby the future headquarters area on their way to Lake McDonald. The first homestead claimant was German immigrant Frank C. Geduhn. Sent by Frank Miles, of the Butte and Montana Commercial Company, to locate a water claim, Geduhn reached Lake McDonald in February 1891. Impressed by the scenic beauty of the place, he duly filed the water claim in the county courthouse and then returned to the area to stake a homestead claim for himself at the foot of the lake. John "Scotty" Findlay was the second homesteader, making his claim in the spring, and John Elsner was possibly the third, staking a claim that

summer. About the same time, partners Milo Apgar and Charles Howes left their homes on the east side of the mountains and followed the Great Northern Railway route over Marias Pass, arriving in the area in June. While Findlay and Elsner made claims at the head of the lake, Apgar and Howes established homesteads at the foot of the lake on either side of the outlet, McDonald Creek. At the end of 1892, Findlay drowned in McDonald Creek and Geduhn took over Findlay's claim at the head of the lake, vacating his own at the foot. Over the next few years, these settlers were joined by others, including Denis Comeau and George Snyder, who established homesteads along the lake's east shore, and Frank Kelly, who joined those at the head (Ravage 2006, 3–4).

In 1893, these early settlers cooperated in building a primitive wagon road from the north bank of the Middle Fork to Lake McDonald. It is likely that this road was built on approximately the same alignment as the first park road and, therefore, passed through the future headquarters area. Although the road was less than three miles long, the combination of dense forest and marshy ground made it a challenging undertaking. Two years after it was built, the settlers combined efforts a second time to widen the road and corduroy sections that were particularly wet and muddy. One aim of this improvement project was to make the road passable for a large freight wagon, as George Snyder had purchased a 40-foot steamboat to put on Lake McDonald. His boat had to be hauled overland from the railroad depot, being much too big to navigate McDonald Creek (Newell et al. 1980, 27).

As early as 1894, the Great Northern Railway began encouraging passengers to debark at Belton Station and take advantage of the primitive tourist accommodations found at the lake. The early settlers around Lake McDonald eagerly sought tourists, for tourism provided their main source of income. Within a few years they had established a number of rental cabins, as well as the first "Glacier House" hotel, the future Lake McDonald Lodge, built by George Snyder in 1895. In addition to offering tourist lodging, they provided meals, guide services, and transportation. Meanwhile, an entrepreneur named Edward E. Dow established a hotel business at Belton Station. Dow's first hotel, built during the winter of 1892–1893, was a single-story log building. After two seasons, Dow tore it down and replaced it with a two-story frame structure. Eventually, Dow added a dining room and store, ran a post office, and operated a stage service three times daily between the Belton town site (today's West Glacier) and the settlement at the foot of Lake McDonald, which became known as Apgar. Transportation between Belton and Apgar was eased somewhat with the construction of a bridge across the Middle Fork in 1895 (Ober 1973, 16).

The future park headquarters area was included, along with a few million acres of surrounding territory, in the Lewis and Clark Forest Reserve, proclaimed in 1897. The first forest ranger appointed to patrol the area seems to have been Frank Herrig, who was assigned to the forest reserve's North Division—the entire area lying north of the Great Northern Railway. He was succeeded by Frank Liebig, who likewise had the whole North Division under his supervision. When the administration of the forest reserve was transferred to the U.S. Forest Service in 1905, the new agency established a ranger station at Lake McDonald (Robinson 1960, 51–52).

In 1906, George Snyder sold his homestead and hotel property on Lake McDonald to John E. Lewis, who developed the present Lake McDonald Lodge, and moved to Belton, where he built a hotel on land that ten years later would become part of the headquarters area. The tract of land on which Snyder's new hotel stood was patented to Edwin A. Snyder, George's father, on September 19, 1907. It consisted of the southeast quarter of the southeast quarter and lot 7 of Section 26, together with lots 1 and 2 of Section 35 and lot 7 of Section 36, all within Township 32 North, Range 19 West (Figure 3). Bordering the Middle Fork directly across from Belton, the irregular parcel covered 132.25 acres and effectively locked up the area on the north side of the river crossing (Ober 1973, 18). When Glacier National Park was established in 1910, the tract became one of many parcels of privately owned land included within the park boundaries.

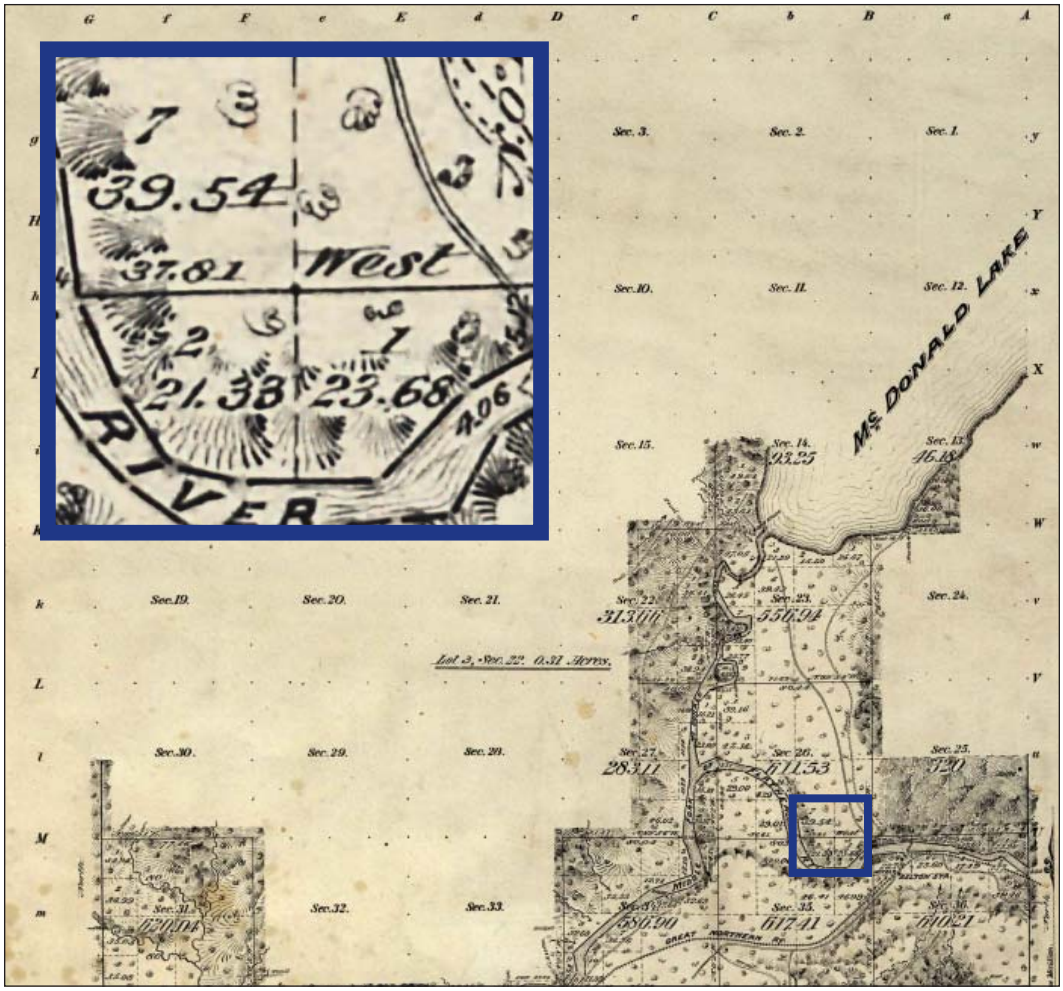


Figure 3. Township 32 North, Range 19 West, encompassing the area between Great Northern Railway and Lake McDonald (BLM 1904). Inset: Detail of the same area. The future headquarters area is located in Lots 1 and 2 of Section 35 and Lots 7 and 8 in Section 26.

Early Park Road Development and Selection of the Headquarters Site, 1910–1917

The question of where to locate the park's administrative headquarters arose immediately after designation of the park, but the site at West Glacier would not be selected for five more years. The park's first superintendent, William Logan, who was faced with organizing a major firefighting effort from the day of his arrival in the late summer of 1910, established his headquarters at Apgar in six rented cabins (SAR 1911, 8). Logan died abruptly in 1912, before he had had an opportunity to resolve the issue of locating a permanent park headquarters. At the end of that year, Acting Superintendent R. H. Chapman urged his superiors to select a headquarters site and authorize construction of buildings, adding, "In my opinion these buildings can be built of logs and of a type that would be both artistic and in keeping with the surroundings and wholly efficient for the transaction of public business" (SAR 1912, 14). In 1913, Superintendent J. L. Galen established temporary headquarters at Fish Creek, site of a U.S. Forest Service ranger station and near a portable sawmill erected for processing salvage timber that had been killed in the 1910 fires. Other temporary structures erected at this site included a blacksmith shop, horse barn, wagon shed, and tent houses for living quarters (SAR 1913, 8; SAR 1914, 5). In 1914, Supervisor S. F. Ralston renewed the

urgent request to locate a site for a permanent headquarters, commenting that the appearance of the permanent headquarters "should be in keeping with the surroundings and the dignity of the United States" (SAR 1914, 10).

While the headquarters site remained unresolved, the road between Belton and Lake McDonald was improved. Superintendent Logan stated that the road was built with "much difficulty," as its route ran through dense forest and over sections of swampy ground. Whether the government-built road followed the alignment of the earlier road is not known, but as the government had to secure a 60-foot right of way from private landowners for most of its length, it is likely that it did (SAR 1911, 8). As built in 1911, the road crossed the Middle Fork at the old bridge, ran along the north bank of the river for a half mile, and entered the future headquarters area, where it simultaneously rounded the foot of the Belton Hills and crested the bench above the river. From that point it ran in a straight line north by northwest to Lake McDonald. When it was completed, acting superintendent Chapman described it as an attractive macadam road through spruce, fir, cedar, and tamarack forest (SAR 1912, 13).

Ironically, when park visitors entered Glacier National Park on the new government road, the first thing they saw when they rounded the bend and reached the top of the bench was George Snyder's rather seedy-looking hotel (Figure 4). In March 1912, Snyder applied to Flathead County for a license to open a saloon in a cabin beside the hotel. Although federal officials opposed the application on the principle that no saloon should be permitted in the park, the county commissioners granted the license, anyway. After one year of operation, however, the saloon was shut down. Under pressure from park authorities (as well as Snyder's prime competitor, Belton hotel proprietor Ed Dow, who alleged that Snyder was a drunk) the county commissioners did not renew the license, citing a report that Snyder ran a "disreputable place which was the scene of one murder" (Ober 1973, 28).

In 1915, Stephen Mather, the future first director of the National Park Service, visited Glacier on his epic, 10,000-mile tour of western national parks. He viewed the situation at the park entrance with disgust. Indeed, the problem posed by Snyder's ramshackle hotel business was not unique to Glacier. Mather discovered on his tour that entrance roads and private inholdings in other national parks were often blighted by inferior tourist accommodations. Mather concluded that Snyder's property on the north side of the Middle Fork was the best location for a permanent head-

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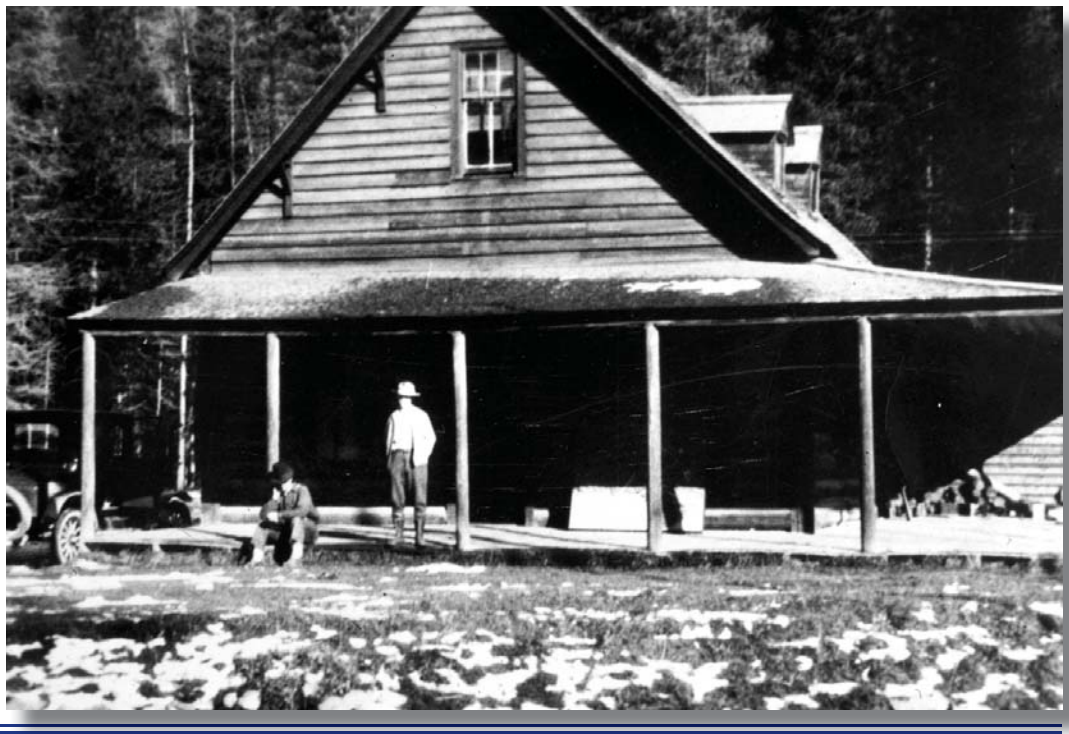


Figure 4. The former Snyder's Saloon in 1923, after its conversion to an administrative building. The building was removed in 1927.

quarters. Not only would it place the headquarters in proximity to the railroad station, it would also take care of the Snyder property. As the property was about to be sold on foreclosure, Mather decided to purchase it with his own money and give it to the government. In this way, he solved two problems at once: the park now had a site for permanent headquarters and it had control of the park entrance. Due to legal complications, however, the government did not actually take ownership for more than a year. Finally, in 1917, the government had clear title and could begin development of the administrative site (Shankland 1954, 80, 120–121; SAR 1917, 12).

Besides protecting the park entrance from clutter, the headquarters site had other features to recommend it. Being situated on alluvial deposits, the site was flat as a pancake and would require minimal grading. It also afforded pleasant mountain views and was located nearest to the Flathead Valley of any possible site.

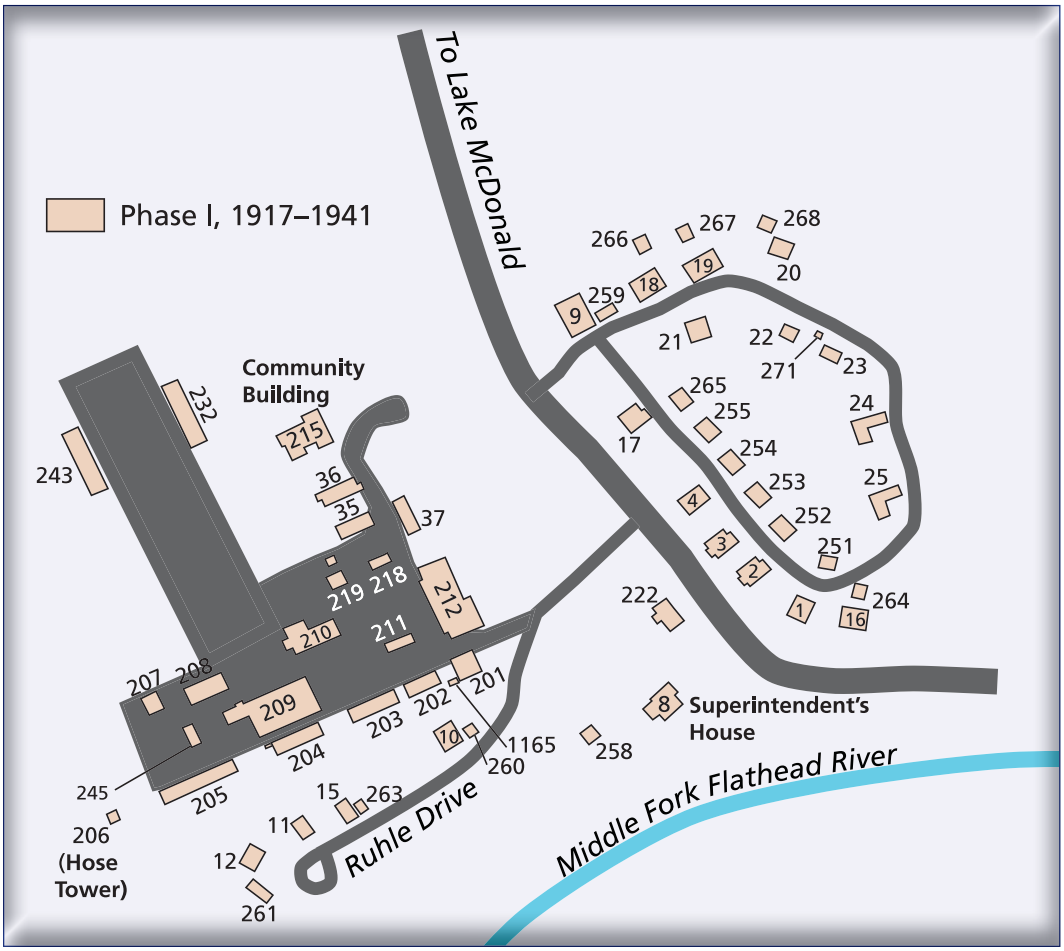


Figure 5. Map of headquarters area showing first-phase development, 1917–1941.

First Development Phase, 1917–1941

The first phase of headquarters-area development (Figure 5) coincided with the 1916 birth of the National Park Service. As the new agency proceeded with site planning and building construction, it did so with the goal of bringing credit to the park, the government, and the agency itself. The headquarters site was deliberately located in a conspicuous place right at the park boundary. Ideally, park visitors would observe that the park was under effective management at the same time that they passed through the new "registration station." It is worth noting that there was ample precedent for situating a park headquarters on the main entrance road: the headquarters at both Mammoth Hot Springs, in Yellowstone National Park, and at Longmire, in Mount Rainier National Park, were similarly located (although they were a few miles inside the park boundary). At Glacier, the first task was to clean up the Snyder property, which Supervisor George E. Goodwin described in June 1917 as being "in a horribly filthy condition." Snyder's former hotel and saloon were occupied at this time by a logging contractor, and the buildings were not of an appearance to reflect well on the government (Goodwin 1917).

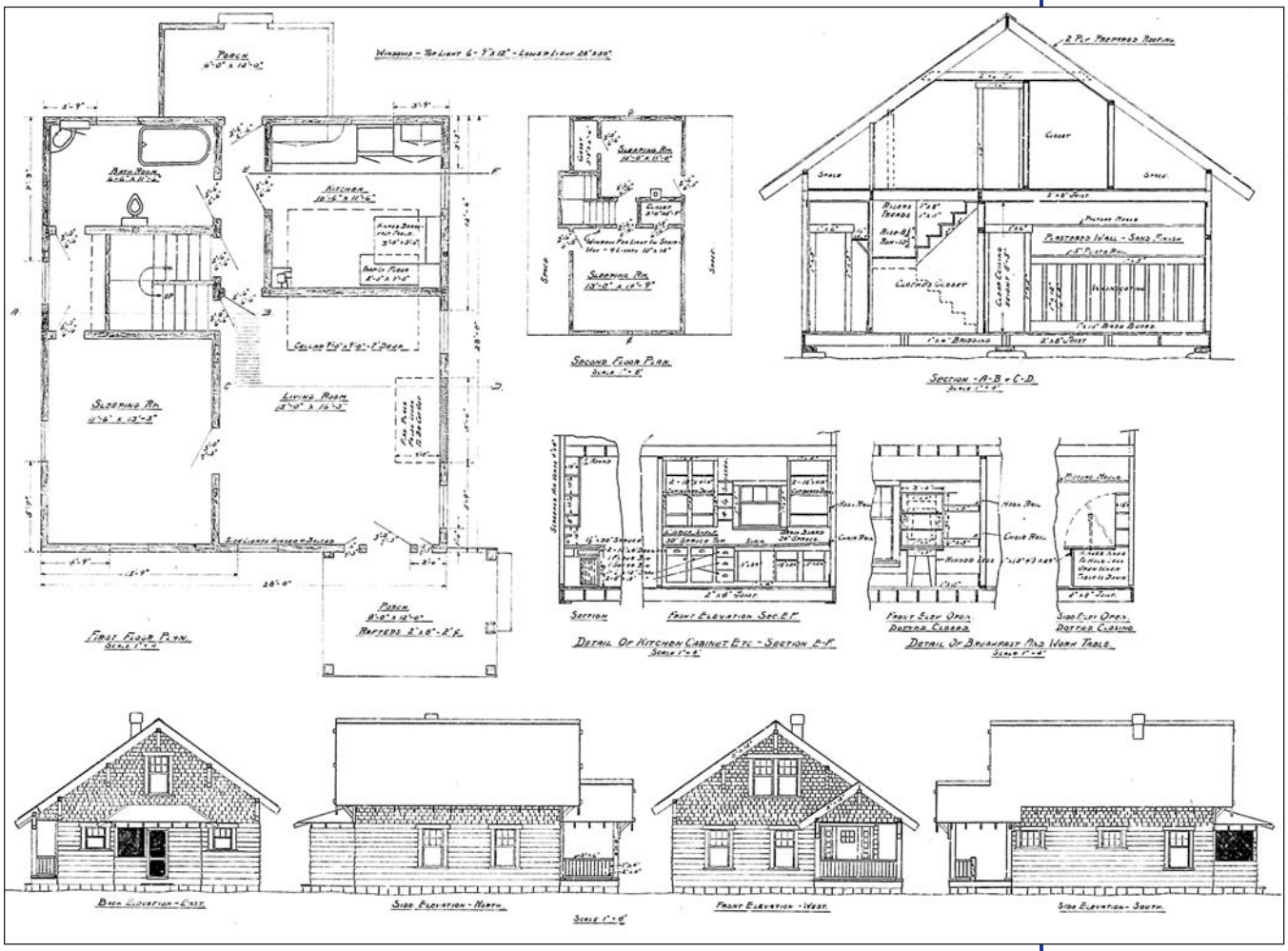
While the Snyder property was converted into temporary administrative offices, four employee cottages (Buildings 1–4; Figure 6) were partially constructed in the fall of 1917; the interiors were completed in the following year. The building plans were perhaps the first residential designs produced by the fledgling agency and exhibited Craftsman Style architecture (Figure 7).

Each cottage contained a living room, bedroom, kitchen, and bathroom on the main floor and two small bedrooms on the second floor. While the plans consisted of a single floor plan, changes in roof direction and



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Figure 6. View north of two offices and former ranger residences (Buildings 3 and 4) showing the forest and mountain-view setting. Photo taken on the park's centennial anniversary, May 10, 2010.



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Figure 7. Building plans for the four cottages built in 1917 (Buildings 1–4).

porches provided a variety of elevations, and variations in each house's setback from the street gave each one a unique yard. These dwellings, while modestly sized, reflected contemporary middle-class values, as each structure constituted a separate, detached home surrounded by a private yard. Although park employees could not become homeowners inside the park, the cottages' appearance nonetheless emulated the middle-class ideal of individual home ownership. Positioned in a row on the north side of the entrance road, the four cottages gave this section of road the appearance of a residential street. With the addition, in 1918, of a shed in back of each cottage (all accessed by a rear alley), the image of a middle-class enclave was complete (Payne 1918; Jackson 1985, 11, 175).

Other immediate improvements to the headquarters site were of a more utilitarian nature. A warehouse at the former headquarters site at Fish Creek was dismantled and rebuilt at the new site. Its placement was just north of the residences on the opposite side of the road. A small building for storage of oil and paints was erected. A pump house near the river filled a raised water tank, providing clean water from the river, and a small hydroelectric plant was installed to power electric lights. (None of these buildings remains extant.) The wooden bridge over the Middle Fork was replaced by a concrete-spandrel arch bridge in 1920. The first quarter-mile of the entrance road was surfaced with gravel and the ditches were cleaned (SAR 1919, 14; SAR 1920, 13, 15; SAR 1921, 18; SAR 1922, 10).

In the meantime, the National Park Service had engaged the services of landscape architects Charles Punchard, Jr., and Daniel Hull, who were starting to plan administrative sites in some national parks along the lines of the so-called "national park village." Punchard and Hull were in private practice in San Francisco when they commenced work in the national parks. Punchard was the senior partner and Hull was his assistant. Punchard began work for the agency in 1918, and Hull two years later. By 1921, Punchard and Hull had prepared development schemes for administrative sites in several national parks. Pre-dating the agency's master plans, which would not be developed for almost another decade, these early efforts toward creating naturalistic designed landscapes were influenced by the Fairsted school of landscape architecture. In essence, the Fairsted school sought to blend the English formal garden tradition with the "natural" garden style prevalent in the United States at the end of the nineteenth century (Carr 1998, 95–138). Recognizing that park operations would require extensive maintenance facilities, they outlined what these facilities would typically include. A maintenance yard, or "utility area," would include stables, wagon and equipment sheds, a garage, a warehouse, and separate shops for machine repair, electrical work, blacksmithing, painting, plumbing, and carpentry. This group of workshops would be located in the headquarters area, together with administrative offices and employee residences. The residential area would include mess halls for laborers.

Ideally, the administrative, residential, and utility functions would be arrayed around three sides of a square, with the road passing along the fourth side (McClelland 1998, 146–47). Although Glacier's headquarters area did not come to embody the ideal of a village square exactly, it did contain elements of that design concept. A headquarters site plan dated November 1920 (Figure 8) showed the utility yard extending on a long axis perpendicular to the main residential street. At the far end of the utility area were located a barn and corral (both subsequently destroyed by fire) (DOI 1920). With its partitioning of residential, administrative, and maintenance functions into separate but adjoining areas, the headquarters site plan had the basic design of a "national park village."

Construction of new buildings went forward at an increasing pace. The park development budget in 1923 included appropriations for a superintendent's residence (Building 8; see report cover), an administration building (222; Figure 9), and a carpenter's shop (201). The superintendent's house was constructed according to a plan prepared by the park service's Landscape Division (by then headed by Hull) and was occupied by the superintendent and his family at the end of the year. By its placement on the outside of the curve where the road crested the bench, it was the first building that visitors saw as they entered the park. Grander than the employee cottages, it was intended to impress passing motorists

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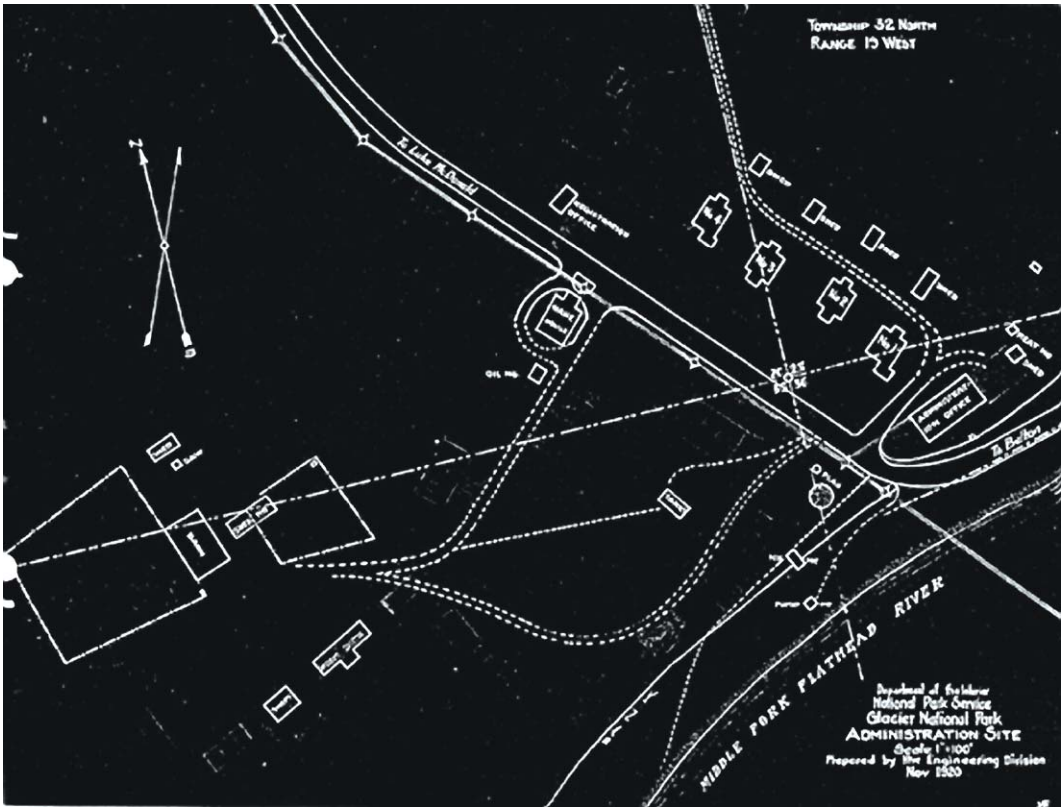


Figure 8. Headquarters Area Site Plan, November 1920.

PHOTO NO. GLAC 15507-C



Figure 9. Administration Building (Building 222), 1927.

as well as visitors who came to see the superintendent on official business. Still, it was not an ostentatious residence and it ably exhibited the park service's emerging architectural style, known as Park Service Rustic. Similarly, the administration building (today's West Lakes Ranger Station), completed in the spring of 1924, had a handsome design that was not ostentatious or out of proportion with the four small cottages that stood on the opposite side of the street. The salt-box roof design created the appearance of a one-story structure while providing a well-lit space on the second floor for a drafting room (Hubber 1995, 45). The log construction and cobble facing on these buildings reflected a maturing of the Rustic Style from the more traditional Craftsman Style of the wood-frame residences.

The registration station was upgraded from a tent to a wooden structure, which was in turn replaced by a combination registration station and employee residence. (This building is no longer extant.) West of the road, a bunkhouse and mess hall (Buildings 36, 37) were constructed in 1927. (The mess hall is now the park archives.) With the completion of these two buildings, the park service finally razed the old Snyder hotel, which had served as a temporary administration building in the early 1920s and as a bunkhouse and mess hall since 1923. According to the superintendent, the removal of this structure greatly improved the landscape (SAR 1927, 4). It also created a modest amount of physical separation between the single-male and family housing areas.

Meanwhile, beyond the new bunkhouse and mess hall, the utility area began to take shape. A large auto repair shop was completed in 1926. This two-story building (Building 209), which received a 36 × 64-foot addition in 1929, still stands at the center of the original utility yard. A photograph of the building taken soon after it was built shows that a large utility yard had been cleared and was partially filled by stacks of sawn lumber. The lumber was soon put to use constructing more workshops in the utility area, including equipment sheds and an oil and gas house in 1928 (Buildings 202, 203, 204, 211). A large, new warehouse was also completed that year (Building 212), positioned at the east end of the utility yard, at the opposite end from the auto repair shop. These two large buildings now anchored the utility area (Hubber 1995, 26, 46, 55–56; Photo HPF 94).

The loss and replacement of several buildings in a structural fire influenced the development of the utility area. On August 18, 1928, a fire started in the barn. Before it could be suppressed, the fire destroyed the barn, corral, teamster's residence and woodshed, ice house, and fire tool cache. The loss of property was estimated at $14,000, nearly half of which was the firefighting equipment stored in the fire tool cache. An emergency appropriation led to the construction of a new metal-sided barn, employee residence, fire tool cache, and ice house (Buildings 207, 208, 218, 219). Relocated as they were rebuilt, the replacement buildings further defined the hollow rectangle of the utility yard. The superintendent requested another allotment to cover the cost of altering the water system for the headquarters area so that there would be adequate pressure for firefighting purposes (as well as more electrical current for lighting) but no action was taken on this for several more years (SAR 1928, 8–9; Hubber 1995, 53).

The following year, the headquarters area was threatened by the Half Moon Fire, which ultimately burned about 40,000 acres in the park. The rampaging fire swept within a half mile of the headquarters area on its way northward to Apgar and the south end of Lake McDonald. Although the headquarters area was spared, many private buildings in Apgar were destroyed. Some Apgar residents bitterly accused the park administration of hoarding water pumps for the protection of the administration site at the expense of the Apgar community (Eakin, September 2, 1929). In addition to the property damage, there was dismay over the aesthetic impact of so many charred trees. The superintendent, the chief landscape architect, and the chief of forestry debated about whether to conduct salvage logging along the corridor between West Glacier and Apgar. In the end, the superintendent went forward with it, but the affected area lay outside the headquarters area, itself (Eakin, September 23, 1929; Vint 1929; Coffman 1929).

Expansion of the residential area continued with the commissioner's residence (Building 9; Figure 10), completed in 1929, the assistant superintendent's house (Building 16; Figure 11), completed in 1930, and four more small

PHOTO NO. GLAC 15502-B



Figure 10. U.S. Commissioner's residence (Building 9) under construction in 1929. Trees were preserved during site development, and 80 years later, the cultural landscape is still dominated by the deep forest setting.

PHOTO NO. HPF 345



Figure 11. Building 16, originally designated as the assistant superintendent's residence. Note the mature trees standing near the house and the saplings protected by exclosures. Date unknown.

employee residences. The first two buildings were two-story houses with multiple upstairs bedrooms, the floor plans being on a similar scale with the superintendent's house. The commissioner's house was situated beyond the existing row of employee residences and extended the residential area to the north. The assistant superintendent's house occupied a site near the former Snyder hotel, which had been razed three years earlier, and extended the row to the south. The first of the original four residences (Building 1) was repositioned on an angle in order to turn this straight street into a curvilinear street beginning at the assistant superintendent's house. Meanwhile, the small employee residences, all single-story wood-frame buildings, were situated in two locations. One (Building 17) was situated between the first four employee cottages and the commissioner's residence.

The other three (Buildings 10, 11, 12) were built along a new residential street running west along the top of the bench between the river and the utility area and ending in a cul-de-sac. Altogether, the residential area in 1930 consisted of seven homes along the east side of the road, the superintendent's house on the west side of the road, the three residences on the cul-de-sac, and the bunkhouse and mess hall, which were set back from the west side of the road, behind a screen of trees (Hubber 1995, 9–10, 12, 16).

All of this development had occurred without the benefit of a formal master plan and might be said to constitute a foundation in the first phase of development of the headquarters area. The buildings were essentially arrayed in three groups: an administrative group, consisting of the superintendent's house and the administration building, which were the first two buildings that visitors saw as they drove into the area; a residential group that was mostly strung along the north–south axis of the park road and designed to resemble a pleasant residential street; and a utility area that was set back from the road and situated along the east–west axis of the utility yard. The spatial relationships between the three areas can clearly be seen in an aerial photo taken in 1932 (Figure 12).

Although the configuration of buildings had grown organically out of the 1920 site plan, the architecture and landscape of the headquarters area in 1930 bore the influence of the park service's Landscape Division, which Mather had put under the leadership of Chief Landscape Architect Thomas C. Vint in 1927. One of Vint's concerns was to maintain or restore native vegetation in all areas of development, such as headquarters areas. In a process known as "landscape naturalization," native trees and shrubs were transplanted alongside new buildings as soon as they were constructed.



PHOTO NO. GLAC 15504-C

Figure 12. Aerial view of headquarters area in 1932.

Landscape naturalization was initiated in the headquarters area with fall planting of shrubs around the base of the administration building (see Figure 9). It was also in evidence in the planting of aspen trees in front of the superintendent's house, which were grouped in clusters of three, an aesthetic number. Under this program, landscape architects also identified trees that were to be left standing in the course of construction, making the protection of standing trees part of the building specifications. Trees were often used for screening development, and photos of the headquarters area from this period suggest that just such an effort was made to screen the utility area from what was then the main park road. Other design elements dating from this period include a network of flagstone paths, which was the rusticated equivalent of a residential sidewalk system. As historian Linda Flint McClelland writes, "The program of landscape naturalization enabled park designers to create or maintain the illusion that nature had experienced little disturbance from improvements and that a stone water fountain or flagstone terrace was as much at home in a park as a stand of hemlock" (McClelland 1998, 262–263; Photos GLAC 15504-C, HPF 1903).

In 1930, the park service banned the introduction of exotic plants in national parks. The policy not only affected which plants could be used in landscape naturalization, it also sought to discourage the unintended spread of exotic plants from employees' gardens. Some employees viewed the policy as another restriction on their personal liberties, for they were already prevented from owning their homes and often discouraged from owning pets, as well. To counter that reaction, Vint urged the park service to impress upon all park employees the advantages of planting a native garden over one with exotics (McClelland 1998, 266–268).

The first phase of development of the headquarters area culminated with the completion of the park's master plan in 1933 and a spate of new construction by the Civilian Conservation Corps (CCC) from 1933 to 1941. The "Belton Headquarters Area Plan," designated as part of the master plan, was completed in 1933. What is most notable about the plan is its affirmation of the changes that had occurred in the original "national park village" design. The village now consisted of administrative and residential buildings arranged in curvilinear rows juxtaposed with utility buildings arranged in straight rows around a rectangular yard. The master plan called for only a modest expansion of the residential area, with a new residential street forming a half loop to the east of the park road (in back of the existing row of the residences). The layout for the utility area was unchanged. It only remained for the CCC to construct several more buildings and finish "beautifying" the village landscape with such aesthetic details as flagstone paths and rustic street lamps.

The CCC proved to be a valuable source of labor for finishing the work of landscape naturalization begun in the late 1920s. Laborers from CCC Camp NP-1 built a network of flagstone walkways in the summer of 1934 (Figure 13). The same crew may have erected the street lamps, which featured glass lanterns hung from sturdy log posts and crossbeams (Figure 14 and Photos HPF 1902 and 1903). Presumably, it was also CCC labor that lined many of the footpaths and driveways in the area with cobbles that can be seen in several photos from this period (Photos HPF 724, 728, and 857). Historic photographs also show that numerous seedlings were planted around the residences and protected from deer and other animals by wire exclosures (see Figure 11 and Photo HPF 208).

All park buildings constructed from 1933 to 1941 were built in the Park Service Rustic tradition. These additional buildings included another residence on the cul-de-sac (Building 15), eight small employee residences on the new half loop (Buildings 18–25), and a second bunkhouse (Building 35) located near the first bunkhouse and mess hall. This group now constituted a seasonal employee housing area. Several equipment sheds were added to the utility area (Buildings 205, 206, 208, 232, 243, 245). Among the latter was a hose tower (Building 206; see page ii), a unique-looking building that was located down an embankment in heavy timber at the west edge of the utility area. With the exception of the hose tower, the buildings erected in this period were architecturally unremarkable but their overall consistency of style was aesthetically pleasing (Hubber 1995, 18–19, 29, 31–41).

Another notable change was the proliferation of garages. Until the late 1920s, the only employee residence with a garage was the superintendent's house. Starting in the late 1920s, new residences were equipped with garages. During the CCC era, nearly all residences that did not already have garages were retrofitted with them. Between 1937 and 1941, a number of old woodsheds were torn down and replaced by combination garage and woodsheds (Buildings 252–255, 266–268, Figure 15). These were built according to a standard plan, GLA-3146, produced by the NPS Branch of Plans and Designs. The construction of so many garages showed that the park service still aimed for the residential area to appear middle-class and up-to-date, notwithstanding the government rustic architecture of the houses. It should be noted that the typical middle-class American home did not have a garage until the 1920s; the attached garage did not become a common feature of American house plans until about 1935 (Jackson 1985, 252).

In 1938, the headquarters area acquired a community building (Building 215, Figure 16). This building originally stood in Apgar. Built by the Gold Brothers as part of the Transmountain Hotel complex in 1923, it had been known as "Gold's Bungalow" and functioned

PHOTO NO. HPF 2185



PHOTO NO. HPF 1904



Figure 13 (above). Flagstone path, likely built by CCC camp NP 1. View north on Mather Drive, September 1934.

Figure 14 (below). Street lights. View north along Mather Drive.

PHOTO NO. HPF 728

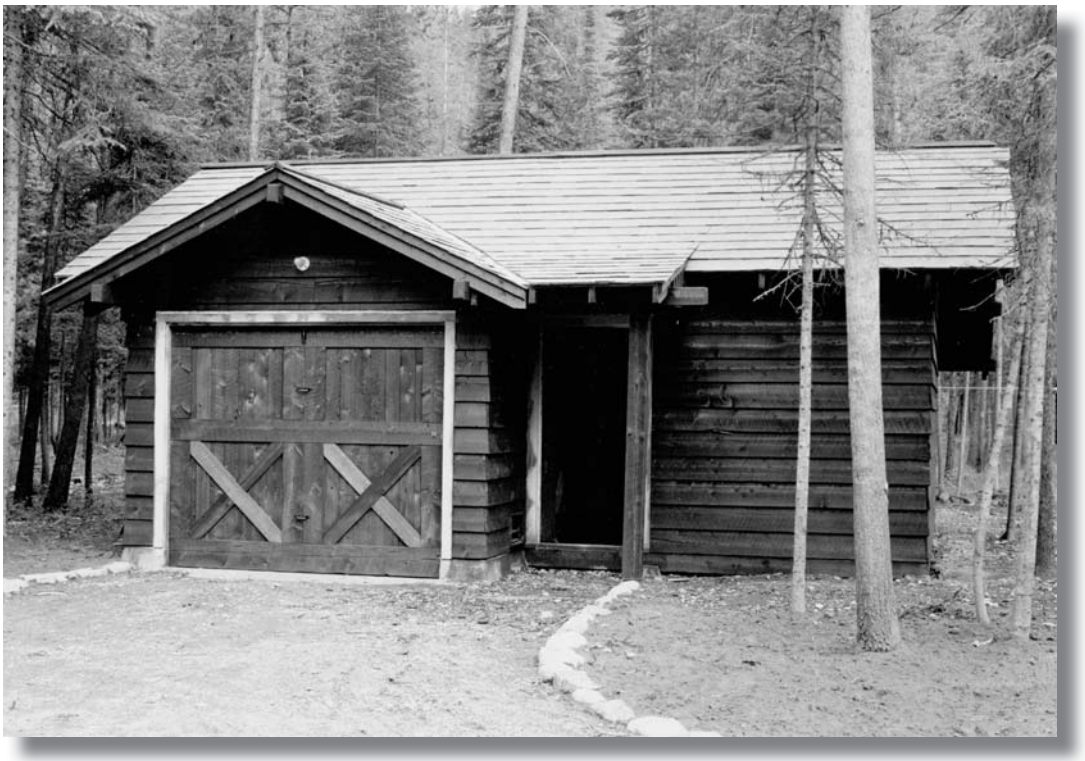


Figure 15. Garage and woodshed built by the CCC. Garages were added to keep abreast of the changing middle-class ideal of the American home. Note the cobble-lined driveway.

as a dance hall and entertainment center for Apgar for several years. In the aftermath of the Half Moon Fire, the Gold family sold its property to the federal government for $35,000. While most of the cabin camp buildings were subsequently sold for almost nothing and razed for salvage, the bungalow was left standing. By the mid-1930s, park administrators perceived the need for a "community building" in the headquarters residential area and eyed the bungalow as one option for fulfilling that need. Although government policy did not allow allocation of funds for construction of a new community building, park administrators found a way around that regulation by defining the building as a "conference training center." A CCC crew cut the building into sections and moved it from Apgar to the headquarters area in 1938. The building was then reassembled and remodeled. While it did see much use for training of personnel (and still does), it was used more regularly for a variety of community functions, including a weekly movie screening during the summer months and children's roller-skating in the dark and damp winter months (Hubber 1995, 51–52; Emert 1950). Situated by the naturalist's office, bunkhouse, and mess hall, it completed the cluster of buildings oriented toward seasonal employees.

PHOTO NO. HPF 857



At the end of the 1930s, the headquarters area looked much the way planners had intended for it to look when they completed the park's master plan in 1933. With the landscape naturalization undertaken by the CCC, the construction of so many new

Figure 16. Community Building. Again, note the cobble-lined walkway.

buildings, and the addition of the community building, the area conformed closely to the "Belton Headquarters Area Plan." There was one significant change to the headquarters area that planners had not foreseen, however: the Going-to-the-Sun Road (hereafter, Sun Road) was rerouted so that it no longer passed through the headquarters area. The main impetus for the road's re-alignment seems to have come from the development of a railroad underpass at Belton, which was completed by the Great Northern Railway, the Bureau of Public Roads, and the Montana State Highway Commission in 1937. Following the completion of the underpass, the Montana State Highway Commission built a new bridge across the Middle Fork, replacing the old bridge located a half-mile upstream. The Sun Road was then re-aligned to tie in with the new bridge and underpass. There is no evidence that the 1933 master plan (detail shown in Figure 17) contemplated such a bypass, although it was certainly in keeping with the park service's evolving national park design philosophy, which called for development areas to be screened from park visitors' view whenever possible (Hufstetler et al. 2002, 83–86.

The new entrance road into the headquarters area was built in 1937. It branched off of the Sun Road about a quarter-mile north of the new bridge and angled east by northeast along the northern edge of the headquarters area. This meant that the complex was now approached from the opposite corner—from the northwest rather than the southeast. In other words, the configuration of administrative area, residential area, and utility area was essentially flipped relative to how people entered the area. Visitors had once driven right past the administrative building and the superintendent's house as they entered the park; now, most visitors bypassed the headquarters area altogether. The few visitors who did have business with the park administration now had to drive past the utility and residential areas to reach the administrative offices, which was less than ideal. The desire to once again have the administrative offices be the first building on the headquarters entrance road was a major impetus for a second phase of development of the headquarters area.

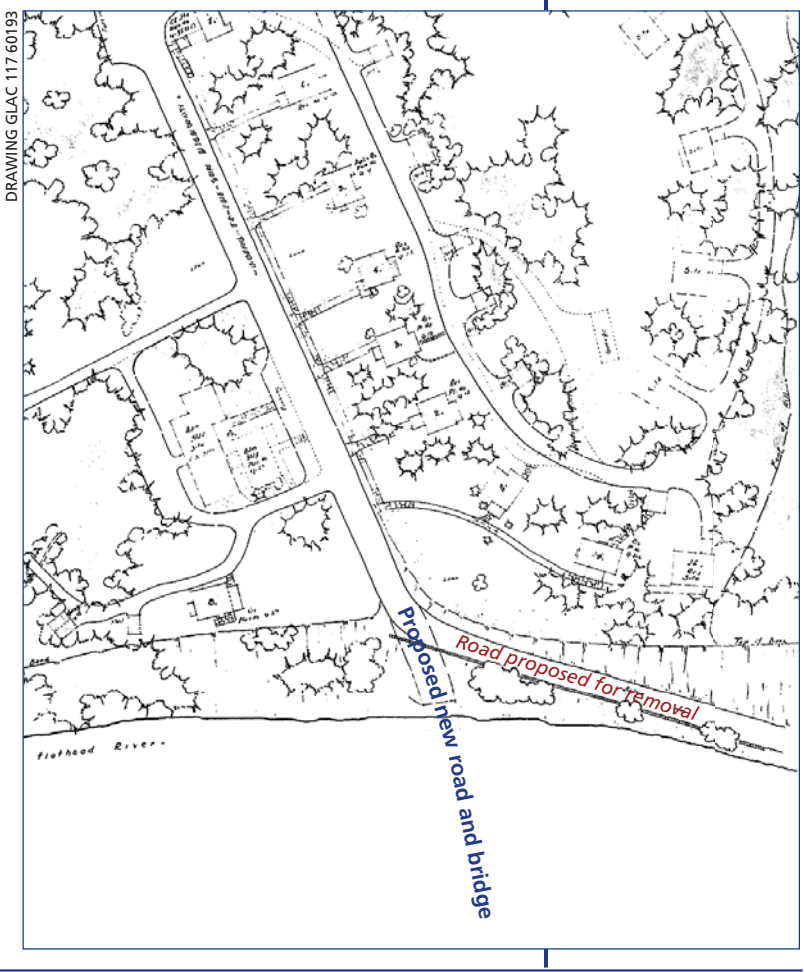


Figure 17. The 1933 master plan showed the headquarters area prior to the re-alignment of the Sun Road. Note the projected new bridge, which would have preserved the original road through the headquarters area.



Figure 18. Map of headquarters area showing second-phase development, 1941–1967.

Second Development Phase, 1941–1967

In the second phase of development (Figure 18), the headquarters area retained its basic composition of administrative, residential, and utility areas, but each functional component of this cultural landscape was expanded and rearranged. There were two major impetuses for reconfiguring the area. One was the Going-to-the-Sun Road realignment, which left the headquarters area "high and dry" relative to the major traffic flow into the park. The other was that park operations had simply grown too big to be supported without an expansion of the headquarters area. The completion of the Sun Road in 1932 had spurred an increase in park use as well as a major expansion of road-maintenance and snow-removal operations. With the growth of park visitation (from an average of 64,000 visitors per year during 1928–1933 to 164,000 visitors per year during 1934–1939), there was a commensurate growth of staff and equipment, which required more housing and more work space. Taking both of these changes into account, planners produced an updated long-range development scheme for the headquarters area that was again part of the master plan for Glacier National Park. As early as January 1, 1941, a drawing by the Branch of Plans and Design titled "West Entrance – West Glacier" depicted the new plan for the headquarters area in small scale (Figure 19). This drawing showed the layout of roads, major buildings, and new campgrounds all the way from Belton to Lake McDonald, with the headquarters area occupying just a small portion of the map. The park service began referring to the area as West Glacier at this time; the town of Belton changed its name to West Glacier in 1949. A series of more detailed plans for the headquarters area, showing power and

DRAWING GLAC 117 2116A

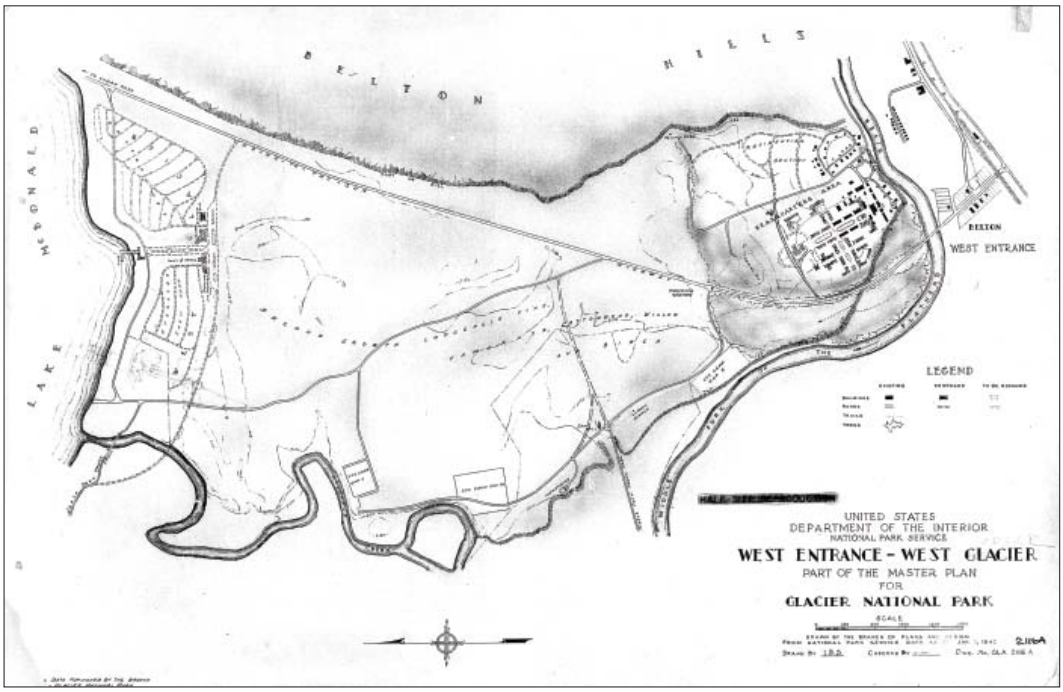


Figure 19. This 1941 plan shows the new Sun Road alignment and the expansion of the utility and residential areas.

telephone lines, water systems, and buildings, was issued on January 1, 1942 (Figure 20). As the park administration moved to a wartime footing that year, these plans were put on hold, but when new construction gradually resumed after World War II, park managers proceeded more or less according to the plans developed on the eve of the U.S. entry into the war (Drawings GLAC 117 5311 and 5312).

The most important question in the revised development plan was where to locate a new administrative building. At one point (in 1935), when various options were on the table concerning the location of the new bridge and railroad underpass, the park service proposed relocating the headquarters administrative building to the Belton town site. This alternative was rejected, however, in favor of constructing a new administrative building in the opposite corner of the headquarters area from its present location so that it would once again be the first building encountered upon entering the area. Although this reconfiguration was basic to the new development plan, the new administrative building would actually be one of the last buildings constructed. Thus, the new entrance road into the headquarters area, together with the vacant building site for the planned administrative building, became the new anchor points for the revised headquarters-area development plan.

The plan for an expanded utility area followed from the location of the future administrative building. From the rear of the administrative building, a new maintenance yard would extend on a north–south axis perpendicular to the present maintenance yard, intersecting

Figure 20. This detail from the master plan in 1942 shows the entrance road, administrative building, and expanded utility area.



DRAWING GLAC 117 2115-A

the older yard to form a T. The new maintenance yard was to be bordered on each side by a row of equipment sheds, just like the older maintenance yard. The monotony of the yard itself would be broken by a row of three (later two) oval-shaped tree islands located down the center line, creating a boulevard entrance.

The 1942 plan also called for the removal of both the auto repair shop and the warehouse from the older maintenance yard and the potential addition of plant or tree islands in that large space, as well (see Figure 20). The first four equipment sheds (Buildings 217, 220, 231, 244) were built by the CCC in 1941 (Hubber 1995, 40). These sheds are still standing, as are the trees on the southernmost extant tree island. The other one or two tree islands (nearer the administrative building) do not remain; in fact, it is not known whether they were ever constructed, nor is it known whether the trees on the existing island were planted or constitute a remnant patch of forest. The existing tree island has diminished in size over the past several years to allow for more parking. One drawing of the headquarters area in 1959 was accompanied by an oblique-view sketch that suggests there was a design intent to retain many patches of forest within the developed area (Drawing GLAC 117 60041).

The 1942 plan included an expansion of the residential area (see Figure 20). It showed three curvilinear streets forming three irregular-shaped blocks, with half of the area to be developed with new housing and half left for future expansion. An update of this plan in 1946, showing a detail of the north extension of the residential area only, used the same street pattern but called for an additional row of houses to be built. The street pattern shown on these plans was virtually identical to the pattern actually built after the war (Drawings GLAC 117 2115-A and 2028).

The first new housing developed after World War II was described as "temporary housing." Four separate residences were erected from materials salvaged from former CCC barracks (Buildings 26–29). Five-foot lengths of wall panels formed the basic building material. A 1945 drawing of the structures described them as "typical of standard CCC portable type camp buildings," but as they were designed to serve as single-family dwellings, they actually reflected the original CCC barracks design only in material—not in mass or scale. Despite being considered temporary when built, they became permanent fixtures in the residential area, occupying the east end of what is now Sperry Drive (Hubber 1995, 50).

This makeshift housing was emblematic of other changes in the cultural landscape of the headquarters area. After the relatively flush times of the CCC era, the National Park Service entered a long period of budget austerity during and after World War II. As national security and paying down the national war debt took precedence over national-park development in the immediate postwar period, many projects that the park service had anticipated would go forward after the war were postponed year after year. Deferred maintenance projects fell further behind schedule. As public-use areas, such as campgrounds and picnic areas, showed signs of wear and tear in the late 1940s and early 1950s, service areas—such as the headquarters area, which was largely out of the public view—were given low priority for new construction, much less for the kinds of "beautification" treatment that had been routine during the CCC era. It was a time when physical living conditions for park employees deteriorated or, at best, remained static while most Americans enjoyed a rising standard of living.

It was in this context that many rangers' residences built in the Park Service Rustic style some 20 or 30 years earlier began to appear like decrepit hovels unbefitting for federal employees. Former NPS director Conrad Wirth, the prime mover behind the Mission 66 program to rebuild the national parks, described the need for improvement of personnel housing in his memoirs. He mentioned a visit to Glacier National Park, during which he received "a lot of complaints from the ladies about living conditions for the staff in the parks." He inspected some of the staff housing in Glacier for himself and thought it was "terrible" (Wirth 1980, 44–45; Photos HPF 5351, 5408, 5409, 5504, 5535, 5564, 6059, 6072, 6106, 6108, 6112, and 6128).

Changes in the cultural landscape of the headquarters area in the 1940s reflected both the lack of funding and the area's location away from the public eye. Clotheslines, garden plots,

tricycles in the yard, and even household junk piles that had mostly been kept out of sight in the earlier period were now conspicuous. The neat rows of cobbles that the CCC had placed along footpaths and around the edges of parking areas had mostly disappeared, and "landscape naturalization" had proceeded to the extent that lawns had turned to knee-high grass and plantings around house foundations had grown high enough to obscure windows. There were many minor improvements that emphasized function over form, or simply revealed a lack of money to maintain aesthetics. For example, metal roofs had begun to replace original shake and shingle roofs, and metal-frame window screens might cover just half the windows on a cottage (SAR 1946, 5; SAR 1956, 15; SAR 1959, 12).

Blister rust disease control efforts produced another effect on the landscape. Beginning in the mid-1940s, a crew went through the headquarters area about once every three years to eradicate gooseberry bushes. The gooseberry, or *ribes*, was the alternative host plant for the fungus that caused blister rust disease in white, limber, and whitebark pines. This program was ended in the early 1960s (Wheaton 2006, 3).

New construction for the second phase of headquarters-area development finally got underway in the late 1940s and early 1950s, and would culminate during the Mission 66 program, which was initiated in 1956 and ran through the mid-1960s. It began with one new residence built in 1948–1949 (Building 41; Figure 21), and two more in 1952–1953 (Buildings 77, 80; Figure 22). These three residences were architecturally significant because they marked the first break with the Park Service Rustic style that had characterized the complex up to that time. The first residence was a three-bedroom, two-bath Ranch Style house with an attached single-car garage, constructed for the assistant superintendent. The attached garage was a new feature in park housing. The outdoor living area included a covered porch. The house had a partial basement and was equipped with a hot water oil furnace. The house had distinctly modern lines when viewed from the street; the north façade was dominated by the centrally located garage and porch, while the flat roof of the garage and porch formed a strong horizontal element paralleling the ridgeline of the gable roof. The two houses built in 1952–1953 were even more modern in style, with low, almost flat roofs. Each was built according to a split-level L-plan and featured a detached, flat-roofed, one-car garage connected to the house by an open breezeway (Wheaton 2006, 3).

An interesting feature of the two residences built in 1952–1953 was that each came with a landscape plan. These plans seemed to blend the landscape naturalization efforts instituted by Chief Landscape Architect Vint in the late 1920s with the park service's newer goal of

PHOTO NO. HPF 6345



Figure 21. Building 41, first of three residences built between 1949 and 1953.

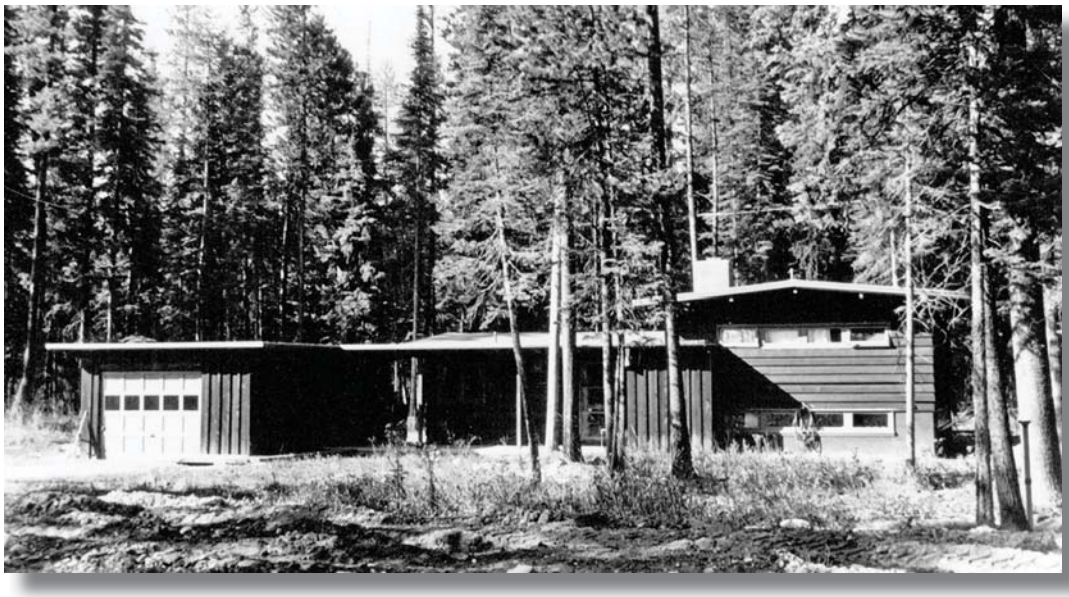

PHOTO NO. HPF 765

Figure 22. Building 80, one of three employee housing units built between 1949 and 1953, exhibiting the Midcentury Modern architectural style that would characterize Mission 66.

updating park housing so that it more nearly resembled the American suburban ideal. The landscape plan called for a paved driveway and walkway and front and rear lawns, with extensive plantings around the edges of the lawns. Prescribed plantings were all native species, and included mountain maple (*Acer glabrum*), paper birch (*Betula payrifera*), mountain alder (*Alnus incana*), serviceberry (*Amerlanchier alnifolia*), bearberry (*Arctostraphylos uva-ursi*), bunchberry (*Cornus canadensis)*, male fern (*Dryopteris flix-mas*), common juniper (*Juniperus communis*), Canada buffalo berry (*Sheperdia canadensis*), black twinberry (*Menaiesia glabella*), holly fern (*Polystichium lonchitis*), snowy cinquefoil (*Potentilla gracilis*), thimbleberry (*Rubus parviflorus*), mountain ash (*Sorbus sitchensis*), pink meadowsweet (*Spiraea betulifolia*), wake robin (*Trillium ovatum*), twisted stalk (*Streptopus amplexifolius*), tall whortleberry (*Vacinnium mebraneaceum*), dwarf whortleberry (*Vacinnium scidarium*), grouse whortleberry (*Vacinnium scoparium*), and red whortleberry (*Vacinnium scidarium*) (Drawing GLAC 117 2161).

The three new housing units marked a transition leading into Mission 66. Although the park service built relatively few new buildings in this period, it was already adopting a Modern architectural style that would become one of the hallmarks of the Mission 66 construction program. To address construction needs and modernize the National Park System, one of Director Wirth's first actions was to consolidate NPS planning in the Eastern and Western Offices of Planning and Design, in Philadelphia and San Francisco, in 1954. With newly centralized offices, Wirth began to ponder the efficiency of operating under a ten-year budget rather than submitting a yearly budget. Wirth envisioned that "Mission 66 would allow the park service to repair and build roads, bridges, and trails, hire additional employees, construct new facilities ranging from campsites to administrative buildings, improve employee housing, and obtain land for parks . . . to elevate the parks to modern standards of comfort and efficiency, as well as an attempt to conserve natural resources" (Wheaton 2006, 3). With the support of President Eisenhower, Congress agreed to fund the decade-long improvement program known as Mission 66.

Modern architecture, as demonstrated in the construction of the three housing units in the headquarters area, was the prevalent architectural style in the postwar period and the Mission 66 program standardized that design ethic in the national parks. The latter two residences reflected the economy of using inexpensive materials and labor-saving techniques, in contrast to most of the older buildings in the complex, whose government rustic architecture had required the use of native materials and an ample labor force (Wheaton 2006, 3).

With Mission 66 underway, the master plan for the headquarters area was revised in 1958 and again in 1960. These plans confirmed the expanded residential street pattern envisioned in site plans since the early 1940s. With the addition of two more residential loops (later named Grinnell Drive and Logan Lane), the residential street pattern reached its current extent (Wheaton 2006).

In May 1958, construction began on 12 new housing units. Nine of these were located along Grinnell Drive and Logan Lane (Buildings 83, 86, 87, 90, 91, 168, 169, 170, 172), two were located on Sperry Drive (Buildings 73, 78), and the twelfth was located on Mather Drive, near the utility area (Building 65). The house design had to conform to certain limits imposed by Congress and the Bureau of the Budget—namely, a three-bedroom house could not exceed 1,260 square feet in area or $20,000 in cost. As the dozen houses were completed for a contract amount of $227,154 (by Bud King Construction Company of Missoula, Montana), the cost per unit came just within the ceiling. NPS architect John B. Cabot, stationed in the Eastern Office of Design and Construction, designed a standard plan for employee housing that was to serve generically throughout the National Park System. Its aim was to provide standard amenities at acceptable cost. The National Park Service Women's Organization, a group organized in 1952 and composed primarily of service employees' wives, had a strong influence on the plan. These houses offered basic material conveniences, such as modern stoves and refrigerators, linoleum floors in kitchens and bathrooms, central heating, and connections for washers and dryers (Carr 2007, 169–70; SAR 1960, 15). Completed in 1960, the homes each had a paved driveway and walkway and sat on a concrete foundation, giving the new streets in the residential area a more suburban look (Figure 23). Each house lot was roughly rectangular, carved out of mature forest (a few designated trees were left standing), and featured a lawn that surrounded the house on three or four sides. Day labor provided by the park's own maintenance division accomplished the landscape work of fine grading, seeding, and planting during the summers of 1960 and 1961 (Photo HPF 7011; SAR 1960, 12; SAR 1961, 13).

Meanwhile, day laborors retrofitted older housing units so that they more nearly matched housing standards prevalent in middle-class suburbs. All units were put on the electrical grid (some houses still lacked electricity as late as 1958), and bathrooms in the 1917-vintage cottages were remodeled (SAR 1958, 3; SAR 1960, 12).

Site plans prepared by the Western Office of Design and Construction during the Mission 66 era reveal a clear intent to make the headquarters area an attractive community for

PHOTO NO. DI 10777/TOM GRAY



Figure 23. Mission 66 house in year 2000.

young families. A plan in 1952 showed a baseball diamond and tennis courts, surrounded by apartment complexes (Figure 24, see next page) (Drawings GLAC 117 2115-C, 2115-E, 2115-F, and 2115-G). A series of plans made in 1957 (once again forming part of the park's master plan) showed no less than five children's play areas. Each of the four residential "blocks" had a play area in its interior, with a fifth play area to be developed behind the community building. A notation in the center of the oldest residential block stated, "This site to be opened for light and children's play area."

Most of the play areas came to be, while the baseball diamond and tennis courts did not. These conceptual plans also showed that the long-range intention was to turn the original utility area into a residential area, and perhaps even make a portion of the newer utility yard into an extensive employee recreation area (Drawings GLAC 117 2115-E, 2115-F, and 2115-G). These design elements were consistent with Mission 66 plans for many urban National Park System units, which were redeveloped with ball fields, tennis courts, golf courses, ice rinks, indoor swimming pools, and parking lots (Carr 2007, 205).

In 1959, another eight 3-bedroom housing units were built (Buildings 14, 66, 92, 93, 995, 996, 997, 998), together with an 8-unit apartment complex for seasonal employees (Building 94). Three more single-family dwellings (Buildings 48, 49, 64) were completed in 1966–1967, together with a second 8-unit apartment complex (Building 96). This brought to a close the second phase of construction in the residential area (SAR 1960, 12; SAR 1964, IV; SAR 1966, IV; SAR 1967, IV). The construction contract for the long-sought administrative building (Building 295) went to the Palmer Construction Company of Great Falls. The building was completed in 1964. With its strong horizontal lines, many large windows, and combination of sandstone-block facing and exposed colored-concrete walls, the L-shaped building embodied the Modern architectural style (Figure 25). Much attention was given to the grounds, including the color of the cement mix used in the curbs and sidewalks, as well as natural landscaping (SAR 1962, 18; SAR 1963, 16; SAR 1964, IV; Photos HPF 8493, 8494, and 8700).

In 1964, severe flooding washed out numerous bridges in Glacier National Park. The flood event had a pronounced (though temporary) effect on the headquarters area, as the bridge over the Middle Fork was damaged beyond repair and had to be replaced, resulting in a short-term traffic detour over the old bridge one half-upstream and through the headquarters area, along the original Going-to-the-Sun Road alignment. This re-route lasted only until a new bridge was constructed. Flooding also caused some erosion of the river terrace on which the headquarters area is situated. As a result, three residences in the cul-de-sac area were moved to the opposite side of the street.



Figure 25. Administrative building, front and side views, August 1963.

DRAWING GLAC 117 2115-C

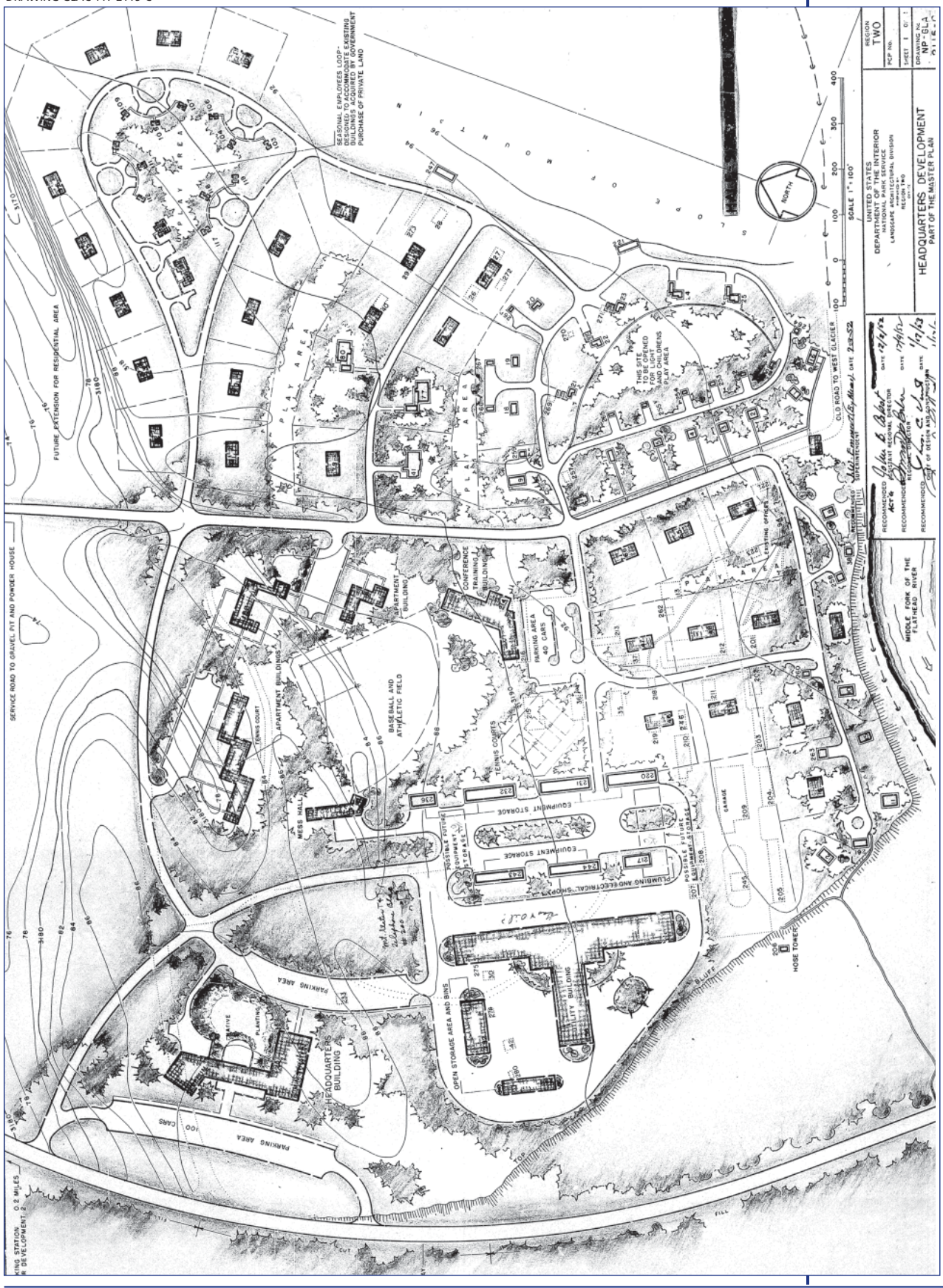


Figure 24. This detail of the 1952 master plan shows an expanded residential area and recreational facilities oriented to family housing. The buildings west of Mather Drive (never built) were proposed to replace existing buildings.

Third Development Phase, 1967–present

The third phase of headquarters-area development (see Figure 1 for complete map) has been characterized by relatively small-scale changes to the complex of buildings and the landscape. Ironically, the year 1966 not only marked the 50-year anniversary of the birth of the National Park Service and the end of Mission 66, but also Congress's passing of the National Historic Preservation Act. While it would be several more years before the park service undertook any formal evaluation of the significance of the headquarters area under the terms of that legislation, the new law nevertheless discouraged plans for the kind of extensive redevelopment envisioned in some of the 1950s master plans—such as the wholesale demolition of all existing buildings, and their replacement with new buildings. As the historic-preservation movement gained momentum in the late 1970s and 1980s, park managers came to recognize that the headquarters area contained a rich assemblage of government rustic architecture. More recently, park managers have also begun to appreciate the twin legacies of National Park Service master planning and Mission 66 architecture revealed in the area's cultural landscape and other buildings. As a result of these influences, changes in the headquarters area over the past 40 years have largely revolved around three kinds of small-scale development: (1) a modest amount of new construction, (2) efforts to preserve historical values, and (3) adaptive reuse of buildings, as the park's need for residential housing has decreased while its need for office space has grown.

New construction has mainly occurred in the utility area (Figure 26). In 1983, the park's maintenance division built a new carpenter shop (Building 1370)—the first new utility building in over 30 years. The building was located across the street from the original carpenter shop, at the east end of the original utility yard. This effectively extended the utility area about 30 feet to the north, diminishing the screen of trees between the utility area and the administrative area and reducing the visual separation between the two functional areas. (This screen of trees, it will be noted, originally separated the utility area from the Going-to-the-Sun Road in the years 1917–1937.) A thin screen of trees still exists. The carpenter shop is visually compatible with surrounding buildings but, being less than 50 years old, is currently classified as a non-contributing component of the historic district (Historical Research Associates, Inc. 1993, 1).

Also in 1983, an addition was built on the administrative annex (Building 223). This building had been constructed in 1941 for the accounting branch of the administration division. It is now the science center for the resource management division. The 1983 addition considerably enlarged the building.

PHOTO NO. DI 6234/ELLEN SEELEY



Figure 26. View west of the older utility yard, 1983.



NATIONAL PARK SERVICE/A. WONDRAK BIEL

Figure 27. West Lakes District Office in 2011.

The original portion of the building rests on a metal-sheathed foundation. The addition is on a concrete foundation and contains a basement, reached by an exterior concrete stairwell (Hubber 1995, 30).

Around 1985, park staff turned another space in the utility area into a plant nursery. One of the first of its kind in the National Park System, this plant nursery came to include a fenced outdoor growing area and a greenhouse. It was placed in a vacant area west of the community building and east of the newer utility yard (Superintendent 1992).

In addition to this new construction, other improvements have altered the appearance of the landscape in some significant ways. The utility yards and parking lots, once dirt, are now paved. Paving of the older utility yard occurred some time between 1949 and 1982, and gave the area a different look (Photos GLAC 11401 and HPF 2419). Various walkways have been added or paved. Individually, they are not conspicuous; collectively, they make a significant difference. A paved walkway was built from the new administrative building to the residential area, a bicycle path was built from the cul-de-sac down the embankment and along the edge of the river to the bridge over the Middle Fork, and a pathway through the residential area, known as Logan Lane, was blacktopped. The old Going-to-the-Sun Road alignment was turned into a bike path connecting the headquarters area with Apgar. Metal signs have replaced the old engraved wood signs. Dumpsters have replaced garbage cans formerly tucked inside garages.

Improvements to historic buildings include extensive remodeling of some interiors. Beginning with the rehabilitation of the superintendent's house in 2003, the park has begun to restore shingle roofs to those residential buildings and garages, and selected other buildings, that originally had them. Metal roofs continue to be placed on buildings within the utility-yard areas. Exterior color schemes have been mostly restored as the buildings undergo cyclic repainting, with most buildings still having a color scheme of dark brown with green trim, but roofs are now green rather than natural wood color (Figure 27).

In February 1989, a major arctic storm toppled some 500 trees in the headquarters area. Besides damaging several buildings, the storm caused major havoc to overhead telephone and electrical wires. Following this storm, new underground wiring was installed for telephone, electrical, and alarm systems (SAR 1989, 29). While the removal of overhead wires was a great improvement, it constituted another significant change to the landscape's

appearance. Meanwhile, the loss of so many trees altered the woodsy feeling of the area, although large numbers of trees still remain.

Adaptive reuse of buildings has been extensive in the headquarters area. The conversion of the administrative annex into offices for resource managers is one reflection of shifting park priorities and operations. Along these same lines, the mess hall was converted to archives, a former utility building now houses some facility management offices and the park library, and several employee residences have been converted into offices. Notably, three former residences are occupied by U.S. Geological Survey (USGS) scientists, many of whom were on the park staff prior to 1992. Their offices now comprise a USGS field station nested within the headquarters area and are duly identified by USGS signage on the front of each building. Two other former residences are occupied by the Crown of the Continent Science and Learning Center—one as a residence for visiting researchers and the other as administrative offices. The former administrative building is now the West Lakes Ranger Station. The assistant superintendent's house, commissioner's house, and several other residences are home to park employees.

The resident population of the headquarters area has declined over the past three decades. This trend is typical of employee residential areas throughout the National Park System as many park employees have preferred to make their homes in surrounding communities and commute to work. Factors contributing to the change in employee housing preferences include a desire to be in larger school districts, a desire for high-speed Internet, an inclination to build equity in a private home rather than pay rent to the government, and American society's growing acceptance of long driving distances between home and work. The number of employees living in the park was also affected by changes in NPS housing policy in the 1990s that aimed at making government housing on par with nearby housing and rental markets, as well as by subsequent policy changes.

Some employees continue to live on-site, finding advantages in being close to work, living inside the park, and participating in the local community. As in earlier times, some homes in the residential area are identified by a sign with the occupants' surname on it. These standardized name plates are produced in park sign shops. Just like an employee's furniture and drapes, which can be readily moved and redeployed in a house of similar design at a new location, the name plate is meant to go with the employee when he or she transfers to a new duty station in the National Park System (Everhart 1972, 157).

In 2007, the park completed a Headquarters Campus Plan that includes changes to the West Entrance Station and headquarters area. The main features of the plan are that it establishes and delineates designated parking areas and vehicle storage areas; identifies locations within the headquarters area that are appropriate for future development; designates locations for and addresses impacts of a large-vehicle washing facility, a new museum building, and a structural fire brigade building; and identifies buildings that could potentially be converted from housing to office space as needs arise (Glacier National Park, 2007).

The Glacier National Park Headquarters Historic District was listed in the National Register of Historic Places in 1996.

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2419, HPF 5351, HPF 5408, HPF 5409, HPF 5535, HPF 5564, HPF 6059, HPF 6072, HPF 6106, HPF 6108, HPF 6112, HPF 6128, HPF 7011, HPF 8493, HPF 8494, and HPF 8700.

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Key to Headquarters Area Building Numbers

#	Phase	Original Purpose/Current Use
1	1	Residence
2	1	Residence/Office
3	1	Residence/Office
4	1	Residence/Office
8	1	Superintendent's House/ Employee Residence
9	1	Commissioner's Residence/ Employee Residence
10	1	Residence
11	1	Residence
12	1	Residence
14	2	Residence/Fire Management Office
15	1	Residence
16	1	Assistant Superintendent's House/ Employee Residence
17	1	Residence
18	1	Residence
19	1	Residence
20	1	Residence
21	1	Residence
22	1	Residence
23	1	Residence
24	1	Residence
25	1	Residence
26	2	Temporary residence/Residence
27	2	Temporary residence/Residence
28	2	Temporary residence/Residence
29	2	Temporary residence/Residence
35	1	Dormitory
36	1	Dormitory/Storage
37	1	Mess Hall/Archives
40	2	Residence
41	2	Assistant Superintendent's House (2nd)/ Vacant
48	2	Mission 66 residence
49	2	Mission 66 residence
64	2	Mission 66 residence
65	2	Mission 66 residence/Offices
66	2	Mission 66 residence
73	2	Mission 66 residence
77	2	Residence
78	2	Mission 66 residence
80	2	Residence
83	2	Mission 66 residence
86	2	Mission 66 residence
87	2	Mission 66 residence
90	2	Mission 66 residence
91	2	Mission 66 residence
92	2	Mission 66 residence
93	2	Mission 66 residence
94	2	Mission 66 apartments
96	2	Mission 66 apartments
168	2	Mission 66 residence
169	2	Mission 66 residence
170	2	Mission 66 residence
172	2	Mission 66 residence
196	2	Seasonal Kitchen/Storage
200	-	Telephone Building
201	1	Carpenter Shop/Paint Shop
202	1	Equipment Shed
203	1	Equipment Shed/Roads Office
204	1	Equipment Shed
205	1	Fire Department Headquarters/Fire Cache
206	1	Hose Tower
207	1	Stock Barn/Storage
208	1	Lumber and Hay Shed/Plumbing Shop
209	1	Auto Repair Shop
210	1	Fire Truck Garage/ Emergency Services Building
211	1	Oil & Gas House
212	1	Warehouse/Supply Center
213	2	Naturalist Office/Apartments
215	1	Community Building
217	1	Plumbing Shop/Offices and Library
218	3	Trails Office
219	1	Ice House
220	1	Equipment Storage Garage/Electric Shop
222	1	Administration Building/ West Lakes Ranger Station
223	2	Administrative Annex/Science Center
231	2	Equipment Shed
232	2	Equipment Shed
236	2	Equipment Shed
243	2	Equipment Shed
244	2	Equipment Shed
245	1	Paint Shop/Fire Management
247	2	Employee Garage

#	Phase	Original Purpose/Current Use
251	1	Employee Garage for 1
252	1	Employee Garage for 2/Storage
253	1	Employee Garage for 3/Storage
254	1	Employee Garage for 4/Storage
255	1	Employee Garage
258	1	Superintendent's House garage
259	1	Commissioner's Residence garage
260	1	Garage for 10
261	1	Garage for 12
263	1	Garage for 15
264	1	Garage for 16
265	1	Garage for 17
266	1	Garage for 18
267	1	Garage for 19
268	1	Garage for 20
271	1	Woodshed for 23
281	-	Storage
295	2	Administration Building
960	-	Sign Shop Annex/Fire Cache
995	2	Mission 66 residence
996	2	Mission 66 residence
997	2	Mission 66 residence
998	2	Mission 66 residence/Offices
1165	1	Storage Shed
1221	3	Telephone Building
1308	3	Sewage Lift Station
1348	3	Residence (moved)
1349	2	Storage (moved)
1351	3	Residence (moved)
1370	3	Carpenter Shop
1473	3	De-chlorinator Shed/Storage
1508	3	Nursery Hoop House
1509	3	Nursery
1521	3	Museum Storage
1560	3	Storage
1564	3	Wildland Fire Engine Garage
1771	3	Bus Wash Garage
1773	3	Nursery

The Department of the Interior protects and manages the nation's natural resources and cultural heritage; provides scientific and other information about those resources; and honors its special responsibilities to American Indians, Alaska Natives, and affiliated Island Communities.

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