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.

Title:	State or Federal agency/bureau
Signature of commenting official:	Date
In my opinion, the property meets does	not meet the National Register criteria.
State or Federal agency/bureau or Tribal Gov	vernment
Signature of certifying official/Title:	Date
Applicable National Register Criteria: ABCD	
In my opinion, the property meets does not recommend that this property be considered significal level(s) of significance:nationalstatewidelocations.	ant at the following
I hereby certify that this nomination request the documentation standards for registering properti Places and meets the procedural and professional re-	es in the National Register of Historic
3. State/Federal Agency Certification As the designated authority under the National History	oric Preservation Act, as amended,
2. Location Street & number: 123 Madison Street City or town: Oak Park State: IL 60302 (Not For Publication: Vicinity: 2. State Federal Agency Contification	County: Cook 031
(Enter "N/A" if property is not part of a multiple pro	operty listing
Name of related multiple property listing:	
Historic name: Oak Park Village Hall Other names/site number:	

United States Department of the Interior National Park Service / National Register of Historic Places Registration Form NPS Form 10-900 OMB No. 1024-0018 Oak Park Village Hall Cook County, Illinois Name of Property County and State 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 5. Classification **Ownership of Property** (Check as many boxes as apply.) Private: Public – Local

Public - State Public – Federal **Category of Property** (Check only **one** box.) Building(s) District Site Structure Object

ak Park Village Hall		Cook County, Illinois
me of Property		County and State
Number of Resources within		
(Do not include previously list Contributing	Noncontributing	
1	0	buildings
1	0	sites
		structures
		objects
2	0	Total
Historic Functions (Enter categories from instruct	tions.)	
	uons.)	
GOVERNMENT: city hall		
Current Functions		
(Enter categories from instruct	tions.)	
GOVERNMENT: city hall		

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7. Description	
Architectural Classification	
(Enter categories from instructions.)	
MODERN MOVEMENT	
Materials: (enter categories from instructions.)	

Principal exterior materials of the property: BRICK, CONCRETE, WOOD, METAL

Narrative Description

(Describe the historic and current physical appearance and condition of the property. Describe contributing and noncontributing resources if applicable. Begin with **a summary paragraph** that briefly describes the general characteristics of the property, such as its location, type, style, method of construction, setting, size, and significant features. Indicate whether the property has historic integrity.)

Summary Paragraph

Oak Park Village Hall is the center of local government for the village of Oak Park, Illinois, a suburb immediately west of the City of Chicago, with a current population 52,000. The building was designed by Harry Weese of Harry Weese & Associates, 1973 – 1975. Construction was completed and the building was put into service in 1975. Contractor was Turner Construction Company serving as construction manager. Stylistically it is within the Modern Movement of architecture, but has a unique Harry Weese twist, somewhat out of the mainstream, for which Weese was well known. It has a tall brick exterior wall, which encloses a single story with mezzanine and basement. There is a central open courtyard which brings sunlight into the interior public spaces which are arrayed around the courtyard. A wedge-shaped Council Chambers is elevated above a pool separate from the main mass and supported on brick pylons. The building is sited on two blocks facing a major commercial street on the central side of the village. The nomination includes one contributing building, the village hall, and one contributing site, the two block area on which the village hall is located.

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Narrative Description

GEOGRAPHIC CONTEXT

Oak Park Village Hall is located on the central east side of the village of Oak Park, Illinois, adjacent to the western border of Chicago. The Chicago downtown "Loop" is eight miles due east of Oak Park. The building and its grounds occupies two blocks of the village. The site is level, like all of Oak Park, accentuating the Illinois prairie landscape. (see Fig. 1, Site Plan)

ARCHITECTURE

Oak Park Village Hall is a one story building with mezzanine and basement. It is located on a 300 foot wide by 593 foot deep lot in east central area of the Village of Oak Park, Illinois on a major east-west commercial street. It is surrounded by retail stores and apartments to the north and by a single family residential district to the east, south and west. It was designed by the Chicago architect, Harry Weese. Construction was completed in 1975. During the design and construction phases of the project, it was known as the Oak Park Civic Center. The building is the seat of the government for the village of Oak Park, Illinois, having a current population of 52,000 people. The building contains the village clerk's office, village manager's office, council chambers, meeting rooms, building and zoning departments, various other village service departments, and the police station.

The building is a "square donut" in plan with a large paved exterior courtyard open to the sky that provides a centralized common area, cloistered views and ample sunlight into the public and office spaces of the interior. It is 190 feet square and 32 feet tall. Its total floor area is 70,233 square feet, 34,500 square feet in the basement, 23,112 square feet on the first floor, 10,410 square feet on the mezzanine, and 2,211 square feet in a separate Council Chambers pod. It is roofed by a low pitched metal roof which is visible from the courtyard but not from the surrounding streets. The main entrance is through this courtyard which opens to Madison Street on the north-east corner of the square. South of the building is an asphalt paved surface parking lot for visitors and staff. South of the parking lot is a 3/4 acre landscaped park-like open space which serves as a buffer to the single family homes across the street. The entrance from the parking lot side of the building is at grade level. This entrance leads to a monumental stair with a half flight up to the main level of village hall and a half flight down to the village police department. Upon entering the first floor from either the parking lot on the south or the open courtyard on the north, one enters a large two story high reception space. From this position there is an expansive view into all the public service areas and various departments serving the public. An interior passageway follows along the floor-to-ceiling glass enclosure wall of the courtyard and provides access to the various departments and a series of open stairs leading to mezzanine. The majority of mezzanine offices are also open to public view. The basement contains the police department administrative offices, prisoner holding cells and a practice firing range.

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Exterior:

The visual massing viewed from the street is a solid two story high common brick wall with an irregular pattern of small punched and flush window openings. Immediately below the horizontal roof line is a highly reflective silver glass ribbon window wrapping around the exterior brick mass, making the roof above appear to "float." This ribbon window, because it is reflective, also has the optical effect of seeming to reduce the building height. The common brick walls are covered on the north and west facades with ivy, which also helps lessen the mass of this large building in a residential neighborhood. The main entrance is seen on Madison Street as an angular break in the façade. Adjacent to this opening into the courtyard is the wedge-shaped Council Chambers structure, separate and at a slight angle to the main building. It is raised up on tall brick pylons originally placed above a shallow water-filled pool paved with the same hexagonal pavers as the courtyard. The pool has been remodeled in recent years and is no longer filled with water. A reflecting pool and fountain remain at the side of the pylons.

The Council Chamber wedge is linked to the main body of Village Hall with a relatively small, cylindrical walk-through tube. The elevated Council Chambers is also intended to be accessed directly from the courtyard via a long sloping ramp, which passes over the pool. The ramp penetrates through the massive brick pylons by means of large oval-shaped openings which give a dynamic and iconic presence to the front facade. On the other side of the courtyard entrance, conspicuous from the street view at grade is the "Pathfinder," a large, abstract welded bronze sculpture by Geraldine McCullough, a distinguished local artist.¹

The chief exterior material is reddish-brown brick, which is also used on the interior walls. The windows are flush bright aluminum framed and are arranged in an irregular pattern. All window glass has a silver reflective coating. The central courtyard is paved with hexagonal clay tile pavers with concrete inserts marking a large "X" figure diagonally stretched across the square courtyard from corner to corner. This "X" figure is accompanied by a large circular concrete pad in the plane of the courtyard which visually emphasizes and repeats the circular revolving door entrance to the first floor from the courtyard.

There are exterior cylindrical cast-in-place and sandblasted concrete columns supporting the ends of wood beams holding up the roof on the perimeter of the courtyard. Between the exposed timber beams are a series of smaller timbers spanning from beam to beam and creating a pergolalike overhang to the glass curtain wall. Vines are growing on the pergola, forming a natural shading device.

The standing seam terne-coated stainless steel roof slopes down toward the courtyard from the surrounding brick exterior walls. It is a prominent visual as well as acoustical feature of the building. Overall, it has the look of an *impluvium* roof of an ancient Roman Casa.

¹ http://www.oakpark.com/News/Articles/1-20-2009/McCullough's-Pathfinder-sculpture-was-agift-from-many/ retrieved 7/18/2013

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Interior:

Flooring material in public areas of the first floor is the same hexagonal clay tile paving which is visually carried inside from the open courtyard. Staff work areas are carpeted. Interior wall material is common brick, also visually extended inside from the exterior. The structure supporting the mezzanine and roof is exposed heavy timber framing with an exposed wood roof deck. These timber columns and beams with their diagonal bracing are a tour de force of timber construction, reminiscent of shipbuilding design. Partition walls demising the offices are painted gypsum board, designed to appear to be lightly and simply inserted between the exposed timber columns. Doors, frames, built-in counters and furniture are natural stained oak. Door frames are minimally detailed with no applied casings. Stairs to the mezzanine from the first floor are open oak treads with simple oak handrails. The Council Chambers is enclosed in common brick walls and exposed timber roof/ceiling. It contains concrete risers in a semi-circular amphitheater seating arrangement focusing on the council table. Each riser supports curved oak benches. The Chamber entrance from the upper floor of Village Hall leads into an ambulatory at the highest main seating level with large windows opening to the north. It also serves as a space for spillover seating. There are two diagonally-oriented open stairs from this ambulatory leading up to a semi-circular exposed concrete balcony with a minimalist metal bar railing.

The Basement contains the police department, parking for bicycles and police patrol scooters, a Complaint Filing Office, Fingerprinting area, Detention Room, Booking Room, four Men's cells, two Women's cells, Chief of Police Office, Sergeant's Office, Detectives' Offices, Squad Room, Locker Rooms, Toilet Rooms, Evidence Room, a Conference Room, Communication Room, the Information Technology Department, Building Maintenance Office, and mechanical and electrical rooms. (see Fig. 2, Basement Plan)

The first floor contains the Village Clerk's office, Finance Director's office, records storage space, Duplicating Services, Economic Development Services Office, Corporate Counsel's Office, Building Department Offices, Village Manager's Office, Assistant Village Manager's Office, Village President's Office, Community Relations Director's Office, Health Department Director's Office, Lunch Room, a large Community Meeting Room, Toilet Rooms and four Meeting Rooms. (see Fig. 3, First Floor Plan)

The Mezzanine floor contains the Council Chambers with a seating capacity of 200, Village Engineer's Office, Planning Department Office, Zoning Administrator's Office, Historic Preservation Administrator's Office, Grants Administrator's Office, Community Art Director's Office, Judge's Office, and a staff lounge. (see Fig. 3, Mezzanine Plan)

Conclusion

The historic integrity of Village Hall is excellent. When a new geothermal heating and air conditioning system was recently installed to serve the Council Chambers, care was taken not to change the appearance of the elevated Council Chambers to maintain its "floating" appearance.

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When a new canopy was constructed over the parking lot entrance, the village hired Harry Weese's firm to design it and oversee its construction. This has been the only major change to the exterior, and it is pleasantly sympathetic to the original concept.

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8. Statement of Significance	
Applicable National Register Criteria (Mark "x" in one or more boxes for the criteria qualifying listing.)	ng the property for National Register
A. Property is associated with events that have broad patterns of our history.	made a significant contribution to the
B. Property is associated with the lives of person	ons significant in our past.
C. Property embodies the distinctive characteric construction or represents the work of a mass or represents a significant and distinguishab individual distinction.	ster, or possesses high artistic values,
D. Property has yielded, or is likely to yield, in history.	formation important in prehistory or
Criteria Considerations (Mark "x" in all the boxes that apply.)	
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 structur	re
F. A commemorative property	
G Less than 50 years old or achieving signification	ance within the past 50 years

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Areas of Signific	from instructions.) <u>TERNMENT</u>
SOCIAL HISTO	
Period of Signif	
Significant Date	
Significant Pers (Complete only i	on f Criterion B is marked above.)
Cultural Affilia	tion
Architect/Builde	er

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Statement of Significance Summary Paragraph (Provide a summary paragraph that includes level of significance, applicable criteria, justification for the period of significance, and any applicable criteria considerations.)

Oak Park Village Hall is locally significant and meets Criteria A for Social History and Politics/Government for listing on the National Register of Historic Places. The period of significance is 1975, the year it was built. The construction of Village Hall played a key role in Oak Park's struggle to break the downward spiral of white flight from re-segregation and led Oak Park to become a model integrated community where citizens of diverse ethnic backgrounds live together in peace. Oak Park Village Hall meets Criterion Consideration G for properties less than fifty years old in that the pioneering and continuing success of the Village of Oak Park in the Chicago region received national attention for the way it inspired and sustained racial integration and demonstrated to other communities how to achieve a diverse mixture of white and black residents to live together in harmony without fear of re-segregation.

Narrative Statement of Significance (Provide at least **one** paragraph for each area of significance.)

HISTORIC CONTEXT

THE VILLAGE OF OAK PARK, ILLINOIS

Oak Park is a village of 52,000 located immediately west of Chicago. It is bound on the east by Austin Boulevard, on the North by North Avenue, on the South by Roosevelt Road and on the west by Harlem Avenue. The village is rapidly accessible to and from Chicago by two Chicago Transit Authority train lines, one Metra Chicago & Northwestern train line, the Pace suburban bus system, and the Eisenhower Expressway. Oak Park is the birthplace of the Prairie School. Frank Lloyd Wright lived and worked in the village for 20 years while he produced some of his most significant buildings, including his masterpiece, Unity Temple. Oak Park is a living museum of architecture. There are four National Historic Landmarks in Oak Park. There are four National Register Historic Districts containing over 3,600 contributing structures and one local district. There are six buildings individually listed on the National Register. There are 60 local landmarks.

The first non-native to settle Oak Park was Englishman Joseph Kettlestrings. In 1833, Kettlestrings arrived with his wife Betty and their three children at Fort Dearborn (later to be

² Unity Temple, the Heurtley House and the Frank Lloyd Wright Home and Studio, all by Mr. Wright, and Pleasant Home by George Maher.

³ The Frank Lloyd Wright - Prairie School of Architecture Historic District, the Ridgeland – Oak Park Historic District, the Second Gunderson Historic District, and Scoville Place Historic District

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Chicago). In that same year the population of Fort Dearborn increased from 200 to 2000. The young couple soon decided to leave the swampy area and walked eight miles due west, along an Indian trail that would later become Lake Street. Legend has it, having reached higher ground at the end of the day, Mrs. Kettlestrings said to her husband, "Joseph, this is as far as we go."

The area where the Kettlestrings stopped had been deeded to the United States by treaty with the Sacs and Foxes in 1804, and became part of the State of Illinois the year of its formation in 1818. It was here along the Des Plaines River, discovered by Marquette and Joliet in 1673 and near present day Lake Street, where Joseph Kettlestrings came to work at a steam sawmill. He eventually became part owner of the mill and then in 1835 built a wood frame house at today's south-east corner of Lake Street and Harlem Avenue. In that same year, Kettlestrings purchased a quarter section of land from the federal government by pre-emption, fenced it in, and subdivided it to sell as lots to "good people who were against saloons, and for good schools and churches." He included a stipulation in the deed of every lot he sold that prohibited liquor sales on the property. "Kettlestrings Grove," as it was first known, extended from the present sites of the Chicago & Northwestern tracks on the south to Chicago Avenue on the north, and from Oak Park Avenue on the east to Harlem Avenue on the west.

Later, Kettlestrings set up an inn at his home, which he named "Oak Ridge House," where travelers could stay overnight. The country village that soon formed on his property also became known as "Oak Ridge," named for a large stand of oak trees on a high ridge running from present North Avenue and Ridgeland to Madison and Desplaines, the original rim of the prehistoric Lake Chicago. Surrounded by predominantly marshy terrain, it was said to be the only dry land between Chicago and the Desplaines River.

"The Great Conflagration," which destroyed a major portion of the city of Chicago, occurred during Oak Park's development in 1871. This led to a surge in the population of Oak Park, from 500 residents in 1871, to 800 by 1873, and 4,500 by 1893. After several failed attempts, Oak Park finally broke away from Cicero Township and incorporated itself as a separate government in 1902. It was between the years of 1871 and 1902 that an impressive collection of noteworthy architecture emerged, representing both fashionable styles of the day and innovative designs of several architects who made Oak Park their home. The tradition of great architectural design continued throughout the years of Oak Park's growth to today's population, and remains the village's greatest asset today.

The village of Oak Park continued to grow in the 1920s with vacant land being developed with new housing. Two- and three-story apartment buildings were constructed along the major perimeter streets and the broad through-streets. "Oak Park's close proximity to Chicago made it a desirable place for the denser concentration of population afforded by the apartment buildings. The [Ridgeland-Oak Park] Historic District's significance in the area of community planning

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centers upon its fairly successful resolution of the social and design issues raised by the apartment building in the suburb."⁴

New single family houses were also being constructed in the undeveloped northern part of the village in the 1930s to 1950s when the population of Oak Park reached its peak of around 65,000.

During and after WWII, in a second phase of the "Great Migration," tens of thousands of African Americans left the rural south and moved into the industrial north cities for plentiful and good paying jobs. It was estimated that by 1952, 30,000 African Americans were arriving annually in Chicago. Most of these new southern immigrants moved to the then relatively uncrowded west side where a small community of African Americans already had a foothold. "Black Belts" were a fact of geography in Chicago. In 1917 the Chicago Real Estate Board decreed that a realtor could not sell a house to a black unless there was a black homeowner in the adjoining block.⁶ As the population density of the Black Belts became impossible to contain, blacks started to rapidly move into all-white communities. "In the 1950s, an estimated 74,500 units, or three and a half blocks per week, changed hands from White to Black in Chicago."⁷ The overall population of Chicago went from 91.69% white and 8.18% black in 1940 to 65.52% white and 32.72% black in 1970.8 Moreover, in only ten years the population in Austin changed from 99.83% white and 0.02% black in 1960 to 66.35% white and 32.49% black in 1970.9 Today it is 94% black and Hispanic. 10 "During the 1960s the front of the ghetto expansion in Chicago traveled westward at the rate of about two blocks per year..."

Unscrupulous relators took advantage of the situation and stimulated it to increase their sales and profits. These "block busters," as they were called, solicited property listings from white owners for resale to African Americans, stating that they better move fast to preserve the decelerating value of their property. A letter sent to one west side owner counseled "We earnestly feel that the time to sell is now, so that we can get you the best possible price before there is a downward trend."¹²

Retrieved January 12, 2014.

⁴ Daniel Bluestone. "National Register of Historic Places Nomination for the Ridgeland-Oak Park Historic District," 1983, Item 8, p. 9.

⁵ David A. Wallace, "Residential Concentration of Negroes in Chicago," Ph.D. dissertation, Harvard University, 1953.

⁶ Ruby, *op cit*.

⁷ Leonard Rubinowitz and James Rosenbaum, *Crossing the Class and Color Lines: From Public Housing to White Suburbia*. Chicago: University of Chicago Press. 2000:22

⁸ Amanda I. Seligman, *Block by Block: Neighborhoods and Public Policy on Chicago's West Side*, Chicago, 2005, p. 31.

⁹ *Ibid*, p. 35.

¹⁰ Rob Paral. Chicago Demographics Data: http://robparal.com/downloads/CDPH/Race%20by%20Community%20Area%202000-2010.xlsx

¹¹ Carole Goodwin, *The Oak Park Strategy: Community Control of Racial Change*. Chicago: University of Chicago Press. 1979:fn. 4.

¹² Seligman, p. 155.

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This abrupt change was well noted by the residents of Oak Park just a block away. As the neighborhood changed and disinvestment followed, the surrounding community suffered economically. "...Chicago's West Side ghetto...lost 75 percent of its business establishments between 1960 and 1970. Similarly, a North Lawndale (south of Austin) neighborhood decayed to the point where it now contains 48 state Lottery agents, 50 currency exchanges, and 99 licensed bars and liquor stores but only one bank and one supermarket for a population of 50,000 residents." This had occurred in Austin, which bordered Oak Park's east side. The mechanism leading to such rapid turnover of properties was well known and feared. It produced an everdownward spiral of blight. Owners feared their properties would lose value because of the lowered prices for homes, so there was less incentive to maintain or improve their property. Oak Park was visibly noticing this decline on the east side beginning in the late 1960s.

As a result of these changes, white property owners and tenants in Oak Park were suddenly beginning to abandon the east side following the "Chicago pattern." Long time Oak Park residents who owned houses on the east side, were concerned that their properties would not be able to be sold for a fair price.

The village administration and political leaders were determined to stem this tide, and they boldly met this challenge head on through a variety of approaches, none of which could solve the problem by itself. The overall concept was to assure African-Americans who chose to move into Oak Park that they were not limited to living in only one part of the village, thereby leading to de facto segregation. To discourage "block busting," the village encouraged the real estate sales community in Oak Park to voluntarily refrain from placing "for sale" signs on their offered properties. Blocks in which most houses on a block displayed "for sale" signs had the effect of panicking owners and driving them to sell before most of their value would be lost by oversupply. The realtors eagerly complied with the village's request and this had a beneficial effect. The Oak Park/River Forest Citizens Committee for Human Rights was formed in 1968 to promote Oak Park as an open community. They recognized that it was not black relocation that caused environmental distress, but white owner's neglect of their property and ultimately their retreat from the village. One of the Citizens Committee's successful strategies was to create a housing referral center, the Oak Park Regional Housing Center, to present and recommend their clients to apartments and homes that would disburse residency of whites or blacks into all parts of the village. 14 Because there was a fear of loss of property values caused by re-segregation, Oak Park created an innovative "Equity Assurance program" that guaranteed the value of any property whose owner wished to insure it through the program.

Enforcement of building standards were tightened, preventing owners from letting their buildings fall into disrepair. The village, through Manager Lee Ellis' leadership, embarked on a flurry of public infrastructure improvements in a crash effort to show that Oak Park was a desirable place

¹³ Roy L. Brooks, *Integration or Separation? A Strategy for racial Equality*. Cambridge: Harvard University Press. 1996:53

¹⁴ Roberta Raymond, "The Challenge to Oak Park – a Suburban Community Faces Racial Change," Master's Thesis, Department of Sociology, Roosevelt University, January, 1972.

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to live and raise a family. "Small things like corner gardens ... and large things like the new lighting system and creation of a suburban style mall in the aging downtown – demonstrated progress. 'My gut reaction is that the village is stronger than it was five years ago.'" ¹⁵

Finally, and most importantly, the most vulnerable part of the village, the east side, near Austin, was slated for development through the construction of the new Oak Park Village Hall. This was done to send a signal to the residents there that no sector of the village would be treated differently from any other area. It was intended to make an economic commitment to the neighborhood. Finally, and most importantly, the most vulnerable part of the village, the east side, near Austin, was slated for development through the construction of the new Oak Park Village Hall. This was done to send a signal to the residents there that no sector of the village would be treated differently from any other area. It was intended to make an economic commitment to the neighborhood.

LOCATION SELECTED FOR NEW VILLAGE HALL

The plan was to relocate Village Hall in an area most in need of economic stimulus. The location of Village Hall was significant because of the objective of the village leaders to economically invigorate the east central part of the village which was in danger of rapid racial change paralleling what had recently occurred in the adjoining Chicago neighborhood of Austin. The project manager for Oak Park Village Hall in Harry Weese's office, Bill Dring, said that the major impetus for the creation of the new building was led by Gene Callahan, a Chicago real estate developer, Oak Park resident and the chair of the then new Economic Development Committee. Callahan said in a later interview that village president John Gearen was trying to reverse declining property values and reverse the lack of development in east Oak Park caused by re-segregation of the adjoining communities. There was a serious challenge to Oak Park in the early 1970s, caused by white flight from the region centering in the neighboring west side of Chicago. This negative stereotype was to be faced head on by the village government by means of a three pronged approach:

- 1. Make a strong financial and services commitment to east central Oak Park
- 2. Propose a property improvement program with strict enforcement.
- 3. Employ an assistant city manager to focus on economic development.

Callahan said that the first step in this plan was to build a new village hall in the troubled neighborhood to show that the village would not write off that end of town. He said "People were afraid to work there." ¹⁷

¹⁵ Lee Ellis, quoted in West, et al., p. 129

¹⁶ Interview with Bill Dring, May 31, 2013

¹⁷ Interview with Gene Callahan, June 12, 2013.

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The existing village hall was too small for the growing community. It was located in the geographical center of population of the original community, at the south east corner of Euclid and Lake Street. It was built in 1903 and designed by E. E. Roberts, a near neighbor and contemporary of Frank Lloyd Wright. The building had a Roman temple front, 30-foot tall carved limestone Corinthian columns and a monumental front stair leading up to the main floor, a full floor above the street level, which was in keeping with the style of American city halls of that time. They were meant to be impressive, magnificent, and built of the finest materials, usually marble and limestone. They were often seen as an iconic symbol of the city. Important local city founders and heroes were memorialized in sculpture or plaques in front. They were usually centrally located and the site for notable community events.

Old village hall was built only one year after Oak Park was incorporated as an independent village and had a population of only about 10,000. It became unquestionably inadequate for a quickly growing community that reached its peak in the 1960s at around 65,000. Many departments of the village were housed in remote locations. There were six individual satellites of village hall scattered around the village. The Oak Park Comprehensive Plan of 1973 called for construction of a new village hall to bring all governmental services together in one building. The village board also thought that the police headquarters should be located in the new building to assist in improving public safety and the perception of security by the residents of the neighborhood. Callahan said that they picked the site for new village hall because it had good street access on a major commercial street. "Oak Park residents have their closest contacts with government at the local level. They depend upon local government for such services as schools, police and fire protection, parks and recreation, and utilities.... The village government departments are themselves scattered in several locations and buildings throughout the village. In many cases single departments are located in more than one building. The situation hinders internal efficiency and coordination and is also inconvenient to residents. In addition the present Village governmental facilities are old, inadequate and inefficient.... A new, integrated governmental complex is needed to unify government functions, allow more efficient use of space and eliminate communication problems.... A new governmental complex would also give the village an opportunity to show the way in the design of new development. An overall civic center design for public safety and administrative buildings would do much to enhance the character and image of the village and to influence the quality of design for future private developers."18

But that new civic center could not be just any building. It had to be a major landmark, designed by a leading modern architect. It had to become noticed and admired, making this part of the village an attractive place to live and work. This was a symbolic but tangible move by the government to show the residents that the entire community would support investment in their neighborhood.

¹⁸ Oak Park Comprehensive Plan 1973 - 1992. Howard Rosenwinkle and Donald Chapman, Director of Planning and Development, July, 1972. pp. 44 - 45

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THE ARCHITECT: HARRY WEESE

The board selected the nationally reputable Chicago architect Harry Weese to design the new building. They felt that only someone with his design skills and reputation could honor the longstanding history of great architecture in Oak Park.

Harry Weese, a Chicago architect who grew up in Kenilworth, was asked to build Oak Park's most important civic structure. Gene Callahan, who hired Weese, said he was selected as the architect because Callahan knew of his work professionally. He built apartment buildings in Chicago that Weese had designed. Weese was also much in the news at the time. He had recently finished several well-publicized buildings, including the Time-Life Building and the Latin School in Chicago, and was just completing the first part of the Washington, DC subway. Callahan said that the village board wanted a prominent architect as a way of making a strong impact. 19

Weese was known to rebel against the modernist orthodoxy that was perceived to dominate Chicago architectural practice. Jack Hartray, a long-time employee of Harry Weese & Associates, said, "Harry was a [modernist] architect who was doing very interesting buildings, but they weren't like anyone else's."²⁰ Harry's work was more humanistic. He admired the texture of more traditional materials like wood and brick and the comfortable feelings engendered by human-scale spaces.

DESIGN OF THE NEW VILLAGE HALL

Weese's design of Village Hall is widely admired for being both contextual with the local legacy of the famous Prairie School architects as well as being clearly something innovative and authentic. His design is also reflective of the values that the board stressed in its program: open and transparent government.

Weese was well known for consideration of historic context in his designs. In his design for the village hall, he had two masters to serve – producing an imposing modern building which would have positive impact on the social difficulties of the neighborhood in which it was to be built, and respecting the traditions of the broader community in which Prairie School buildings are a dominant feature. Weese solved this dilemma by turning the building inward, incorporating the meme of a cloistered courtyard, appropriate to the civic purpose. Weese also sensitively employed traditional and natural materials. Weese himself described Village Hall as "a marriage of function and monument, expressed modestly in pure forms and human scale."²¹ This fits in

¹⁹ Ihid

²⁰ Robert Sharoff. "On the Life and Work of Architect Harry Weese." *Chicago Magazine*, July, 2010. http://www.chicagomag.com/Chicago-Magazine/July-2010/On-the-Life-and-Work-of-Chicago-Architect-Harry-Weese.

²¹ Crawford, op. cit.

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perfectly with Prairie School stylistic objectives. Callahan said that he thought Weese relished the chance to "poke his thumb in the eye of Wright."²²

It is suggestive, in a contemporary sense, of the terracotta band just below the roof of Wright's 1894 Winslow House in River Forest. The location and shape of these window openings were carefully studied by Weese. Fritz Biedermann, the job captain for this project from Weese's office stated that Weese and his team studied buildings by Le Corbusier to develop a rhythm for these windows that evoked his designs.²³ Biedermann said that each of the four levels of windows have a unique level of reflectivity, with the highest reflectivity at the top.

The chief exterior material is reddish-brown brick, which is also used on the interior walls. It has the appearance of traditional Chicago "common" brick used ubiquitously in this region during the 19th century. It is seen throughout Oak Park and was frequently used by Frank Lloyd Wright in his locally designed buildings including his own home and studio.

Landscaping of the site and courtyard was designed by landscape architect Joe Karr, a longtime associate and collaborator on Weese's projects. Joe planned and executed the planting of large trees on the streets facing the residential areas, in the parking lot and in the south park buffer area to soften the visual impact of the large building on the residential neighborhood. For the same purpose, he planted ivy around the outside to cover the brick exterior walls. This ivy has matured and now covers much of the north and west facades. (see Photos 9 and 10) He also planned for the cascading ivy plantings on the courtyard pergola, with the intention of creating a natural plant material to be visible from the public spaces of the interior throughout the year and help to quietly "bring the outside in." (see Photo 6)²⁴ Rain falling on the metal roof makes a noticeable but pleasant chinking sound inside the building as accumulated storm water flows toward the reflecting pool. The public spaces of the building's interior are filled with sunlight from the open courtyard.

The majority of mezzanine offices are also open to public view. This not only assists in wayfinding but also supports the impression of an open, transparent governing process. The Council Chambers is meant to be visually disconnected from the main mass of the building and float above the ground itself to express its different and important function. The project manager from Weese's office, Bill Dring, said that Weese was very concerned about the exterior appearance of the underside of the Council Chambers. He said that it was initially drawn to be a suspended stucco ceiling, but Weese insisted that it be exposed concrete and that it appear to be stepped down, echoing the vertical stepping of the seating risers within the interior of the chambers. The Council Chamber wedge is linked to the main body of Village Hall with a

²² Interview with Gene Callahan, June 12, 2013.

²³ Interview with Fritz Biedermann, July 23, 2013.

²⁴ Interview with Joe Karr, July 29, 2013.

²⁵ Interviews with Bill Dring, May 31, 2013 and June 13, 2013

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relatively small, cylindrical walk-through tube. This connection is reminiscent of John Johansen's widely published and admired Mummers Theater in Oklahoma City, 1970.

THE SUCCESS OF VILLAGE HALL

An article published in the Chicago Sun Times just after the dedication of Village Hall said "Madison Street is alive and well in Oak Park. The city fathers knew it all along, but some people had their doubts. Madison Street was dying, they said. Southeast Oak Park was going to become a slum, they said. Deterioration had started, and a ghetto would come as surly as night follows day. 'The myth was unfounded but persistent,' says Village Manager Lee A. Ellis. 'We didn't believe it, but some people did. It could have been one of those self-fulfilling prophecies. Now anyone who has doubts about Madison Street should try to buy property along there."²⁶ That was accomplished some 40 years ago when the effort was begun to turn things around in Oak Park and show that cities can become integrated without creating damage to the community and its built environment. The story of the Oak Park success is legend throughout the country. The creation of Oak Park Village Hall as uniquely envisioned by architect Harry Weese is a physical manifestation of this effort. Soon after its construction, the village of Oak Park was widely recognized throughout the country as a leader in racial integration. "No longer was the question: 'Will it work?' Oak Park had reinvented itself as a racially stable, diverse, and desirable community. Diversity became a key cultural value of Oak Park. The progressive spirit won out over those who counseled flight, closed doors, or violence. Oak Park changed and in turn was changed by those who showed the willingness to engage in a counter-cultural spirit of inclusiveness.",27

The new Village Hall provided a demonstrable symbol of Oak Park's commitment to integration. Prior to that time some 600 houses were up for sale on the east side. After its construction, owners took their houses off the market and stayed put. They took new pride in their area. Moreover, the quality design of this symbolic new center of the community was important to its role in changing the shared culture of the village. As Senator Daniel Patrick Moynihan once said in a federal design context,

If we are to restore to American public life the sense of shared experience, trust and common purpose that seems to be draining out of it, the quality of public design has got to be made a public issue because it is a political fact. It is not an efflorescence of elite aestheticism; it is the bone and muscle of democracy, and it is time those who see this begin insisting on it.²⁹

²⁸ Interview with Bobbie Raymond, January 9, 2014.

²⁶ Jane Gregory. *Chicago Sun-Times*. June 5, 1975.

²⁷ West, et. al. p. 141.

²⁹ Quoted in Richard Swett, "Civic Architecture: Design & Identity in a Changing Society," Speech at the 2008 AIA Convention in Boston.

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Oak Park insisted on making a bold statement with the new civic center and the investment was a success. As a contemporary article in the *Chicago Tribune* put it:

To combat the devaluation of commercial property on the east side of Oak Park, the village board recently moved its village hall there from the center of town. Citizen have been brought into the political process via neighborhood and block associations. One such group is dedicated to achieving racial dispersion throughout the village. Another looks after and promotes the town's architectural gems...³⁰

Today, the racial density of the village is 67.7% white and 21.7% African-American.³¹ Overall population of the United States is 72% white and 13% black. But there is no Oak Park ghetto or "black belt." Oak Park continues to work very hard to maintain its hard-fought ethnic and economic diversity. In 1973, the trustees of Oak Park unanimously adopted a policy statement "Maintaining Diversity in Oak Park. It states "The People of Oak Park have chosen this community, not so much as a place to live, but as a way of life. A key ingredient in the quality of this life is the diversity of these same people ... Such diversity is Oak Park's strength."³²

The Oak Park Regional Housing Center, still in existence since 1972, serves over 5,000 applicants looking for apartments or houses each year. Property values continue to be preserved and increase at a slightly higher rate than surrounding communities. Each year, tourists flock to Oak Park to see its famous architecture and also experience its social successes. A 1984 article in the Chicago Tribune stated, "[Oak Park] is becoming just as well known for its design of social programs promoting racial harmony as it is for the many homes and buildings created by Wright." The article quoted Roberta Raymond, the founder of the Oak Park Regional Housing Center, "The village has spent the past 20 years as a living laboratory for an experiment watched by the entire nation.... The few books on the subject quote us. The experts asked us how we have done it." 33

In an effort to improve economic diversity, the Oak Park Housing Authority dispenses many more Section 8 vouchers than any of the surrounding suburban communities. In the 45 years of that program's existence, no insurance payments have been made under this program, because property values have continued to rise. The Oak Park Residence Corporation continues to purchase, remodel and manage buildings and make them available at subsidized rents to low and moderate income tenants. It also has also just completed a new 51 unit apartment building available to moderate income tenants in the center of the village. The underlying ethical values of its citizens fully support these efforts.

³⁰ Stanley Ziemba, *Chicago Tribune*, November 12, 1977, p. 11.

³¹ http://en.wikipedia.org/wiki/Oak Park, Illinois Retrieved January 9, 2014.

³² Alan Merridew, *Chicago Tribune*, November 6, 1975, p. N1.

³³ Ray Gibson, *Chicago Tribune*, October 7, 1984, p. C1.

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CONCLUSION

Living in harmony in diverse communities is one of the most important problems which face our current era. Most of the conflict in the world is caused by ethnic or religious discord, whether it is in Northern Ireland, Kosovo, the Sudan or the Middle East. Temple University anthropologist Jay Ruby, who did an ethnographic study of the changes that took place in Oak Park in the 1970s, stated:

We live in a time when the luxury of living only with people like ourselves is over. Catholics must learn to live with Jews and Protestants and Muslims, the rich with the poor and Europeans with people of color. Everyone must overcome their natural inclination to surround themselves with people who share their ethnic, religious, and socio-economic identity. We no longer have the luxury of living in homogenous societies.³⁴

Housing segregation is widespread in America and the literature on historic racial challenges is abundant. Here is one recent example: "The most significant hindrance to further improvement of race relations in the United States remains the tendency of the races to live separate lives in separate neighborhoods. Whites have accepted African American advancement toward equal citizenship rights as long as they don't move next door."

In 1968, the year of destructive urban riots in several cities, including Chicago, scholars recognized that segregation was a proximate cause of these disorders.

Residential segregation occupies a key position in patterns of race relations in the urban United States. It not only inhibits the development of informal, neighborly relations between whites and Negroes, but ensures the segregation of a variety of public and private facilities. The clientele of schools, hospitals, libraries, parks and stores is determined in large part by the racial composition of the neighborhood in which they are located.³⁶

The development of Chicago and its suburbs is a microcosm of the American experience. Indeed, Chicago has been called the most segregated city in America.³⁷

The construction of Village Hall played a key role in Oak Park's struggle to break the downward spiral of white flight from re-segregation and led Oak Park to become a model integrated community where citizens of diverse ethnic backgrounds live together in peace. Beginning in the late 1960s the so-called "Chicago pattern" of block-by-block re-segregation reached Austin, the

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³⁴ *Ibid*.

³⁵ Stephan Grant Meyer. *As Long As They Don't Move Next Door: Segregation and Racial Conflict in American Neighborhoods*. New York: Roman and Littlefield Publisher. 2000:vii ³⁶ Alma F. and Karl E. Taeuber, *Negroes in Cities*, Chicago: Aldine Publishing Company, 1965, p. 1

³⁷ Huffington Post online, *Chicago Most Segregated City in America, Despite Significant Improvements in Last Decade*, 01/31/2012, Retrieved January 12, 2014.

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community just to the east of the village of Oak Park. It seemed inevitable that such rapid change would overtake Oak Park and transform it from a predominately white community to a black community that would devolve into a crime-ridden slum. It did not.³⁸

Oak Park's commitment to achieve racial diversity has received national attention. The Village was one of three suburbs in case studies undertaken by Juliet Saltman, a now retired sociology professor from Kent State University, Ohio, in her book, *A Fragile Movement: The Struggle for Neighborhood Stabilization* (1990) and one of four communities used in case studies conducted by the Leadership Conference Education Fund (LCEF), in its report, *Building One Nation: A Study of what is Being Done Today in Schools, Neighborhoods and the Workforce* (1998). Saltman identified the village as one important component necessary to racial stability:

"Oak Park has maintained its stability and diversity 'due to the municipal government's committed efforts through the key institutional forces of the community- the schools, the lending institutions, the business community, and the real-estate industry ⁴⁰ (Saltman, 1990)." "LCEF specifically mentioned the construction of the village hall "... in a transitional neighborhood as a 'vote of confidence'" as one of the programs enacted by the Village of Oak Park to ensure racial stability and diversity. The report, written twenty-three years after the construction of the Village Hall, concludes that Oak Park's efforts were a success:

Today, Oak Park capitalizes on its proximity to downtown Chicago, access to transportation, high-quality schools, and other amenities. Its housing stock contributes to its success in maintaining a racially integrated community, as close to half of the existing stock comprises multi-family units, enabling the community to attract families across income levels. The village's housing center devotes much of its time to extensive outreach or affirmative marketing. With 38 to 40 committees and task forces throughout the village, residents have numerous opportunities to become involved in their locale. Oak Park's schools are stable and its property values have risen.

Oak Park works continuously on its community. To ensure that black, white, Asian, Hispanic, Jewish, Catholic, and Protestant high school students and their families come together, the village has established Project Unity, which is

³⁸ Jay Ruby. Oak Park Regional Housing Center, an Ethnographic Portrait, 2005, Introduction.

⁴¹ Ibid, p. 66-67.

The Leadership Conference and Education Fund is a not-for-profit organization that operates as the education and research branch of the Leadership Conference on Civil and Human Rights. *Building One Nation* was made possible from a grant from the Charles Stewart Mott Foundation to study and pinpoint solutions that diminish prejudice and advocate racial harmony.

⁴⁰ Karen McGill Lawson, Brian Komar, and Andrea M. Rose. *Building One Nation: A Study of What is Being Done Today in Schools, Neighborhoods and the Workforce (*Leadership Conference Education Fund, Washington, DC: 1998), p. 66.

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National Park Service / National Register of Historic Plants	aces Registration Form
NPS Form 10-900	OMB No. 1024-0018

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sponsoring activities from skating parties to reading and discussing books that deal with race and ethnicity. 42

Oak Park Village Hall continues to serve the needs of local government well. It receives a lot of public use, with many events scheduled after business hours nearly every evening. The professional village staff has stated that there is ample room in the building for public meetings and worker functions. The building has been well maintained over the years since its construction. Upon entering the building, visitors remark that they are immediately impressed with the clarity, brightness and warmth of the interior spaces.

⁴² Ibid, p. 67.

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Oak Park Village Hall	<u></u>	Cook County, Illinois
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Previous documentation on file	(NPS):	
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recorded by Historic Ameri	can Landscape Survey #	_
Primary location of additional of	data:	
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Other State agency		
Federal agency		
Local government		
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Installe Resources Survey I (un		
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Oak Park Village Hall Name of Property			Cook County, Illinois County and State
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Or UTM References Datum (indicated on U NAD 1927 or	JSGS map): NAD 1983		
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3. Zone:	Easting:	Northing:	
4. Zone:	Easting :	Northing:	

Verbal Boundary Description (Describe the boundaries of the property.)

The entire two-block area south of Madison Street, north of Adams Street, west of South Lombard Avenue and east of South Taylor Avenue in Oak Park, Illinois.

Legal description: West ½ of Section 17, Township 39, Range 13, Lot "B" and the north ½ of Lot "C" of the Lombard Avenue Addition to Austin.

Boundary Justification (Explain why the boundaries were selected.) The building is located entirely on the village-owned site bounded by the four streets.

Oak Park Village Hall Name of Property				Cook County, Illinois County and State
Name of Property				County and State
11. Form Prepared By				
name/title: Frank Heitzman				
organization: <u>Oak Park Historic Preservation</u>	n Comm	ission		
street & number: 111 North Marion Street				
city or town: Oak Park	state:	IL	zip code:	60301
e-mail frank@heitzman.org	_			
telephone: (708) 848-8844				
date: January 13, 2014				

Additional Documentation

Submit the following items with the completed form:

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

Oak Park Village Hall

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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

Photo 1: Exterior view looking east

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Hedrich-Blessing

Date Photographed: 1975

Photo 2: Exterior view looking south west Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Hedrich-Blessing

Date Photographed: 1975

Photo 3: Exterior view looking north west Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Hedrich-Blessing

Date Photographed: 1975

Photo 4: Exterior view from Madison Street toward courtyard

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 5: Exterior view from top of ramp looking west

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

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Oak Park Village Hall

Name of Property

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 6: Exterior view of courtyard looking south

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 7: Exterior view looking southeast Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 8: Exterior view of ramp looking southwest

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 9: Exterior view from Madison Street looking southwest

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 10: Exterior view along Madison Street looking east

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 11: Exterior view under ramp looking north

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

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Photo 12: Exterior view under Council Chambers looking north

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 13: Exterior view of south façade looking north

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 14: Interior view, first floor looking east Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Hedrich-Blessing

Date Photographed: 1975

Photo 15: Interior view, Council Chambers looking west

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Hedrich-Blessing

Date Photographed: 1975

Photo 16: Interior view from mezzanine looking toward the courtyard

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 17: Interior view of corridor looking east toward the courtyard

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 18: Interior view of Community Room looking south

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Name of Property

Cook County, Illinois
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Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 19: Interior view of first floor corner conference room

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 20: Interior view of Council Chambers looking east

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

Photographer: Norma Rios

Date Photographed: July 24, 2013

Photo 21: Interior view of Council Chambers from gallery looking west

Name of Property: Oak Park Village Hall

City or Vicinity: Oak Park

County: Cook State: IL

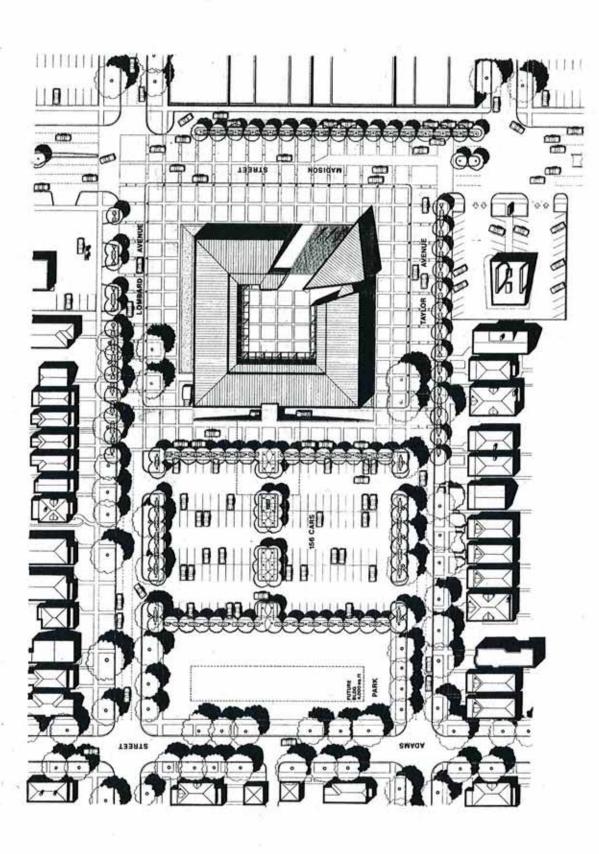
Photographer: Norma Rios

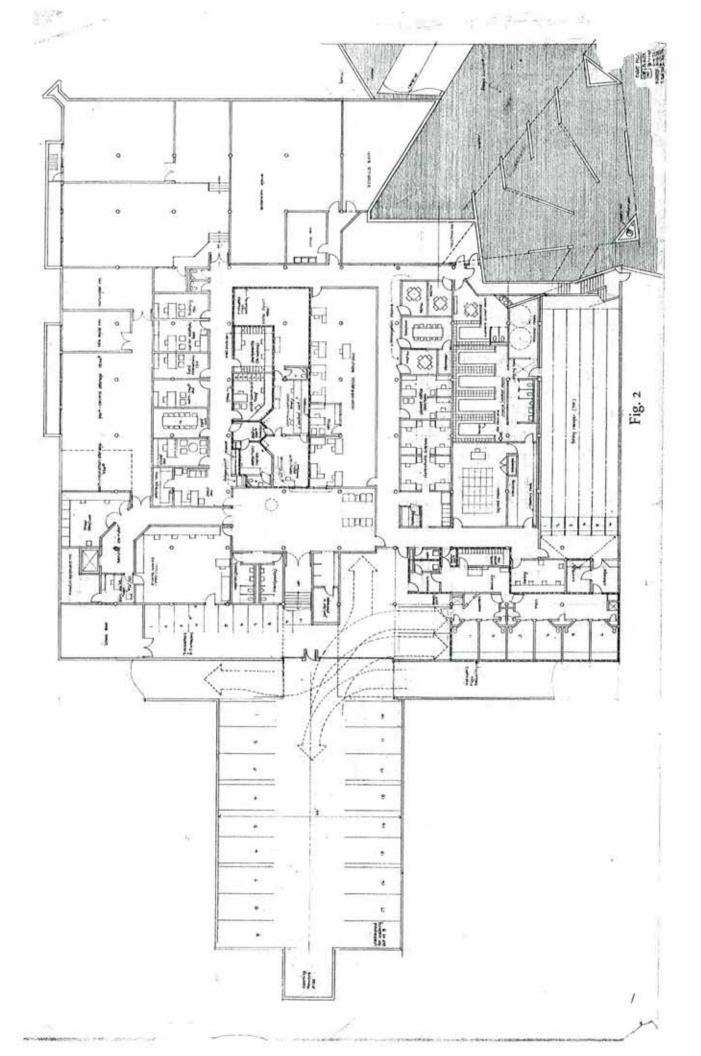
Date Photographed: July 24, 2013

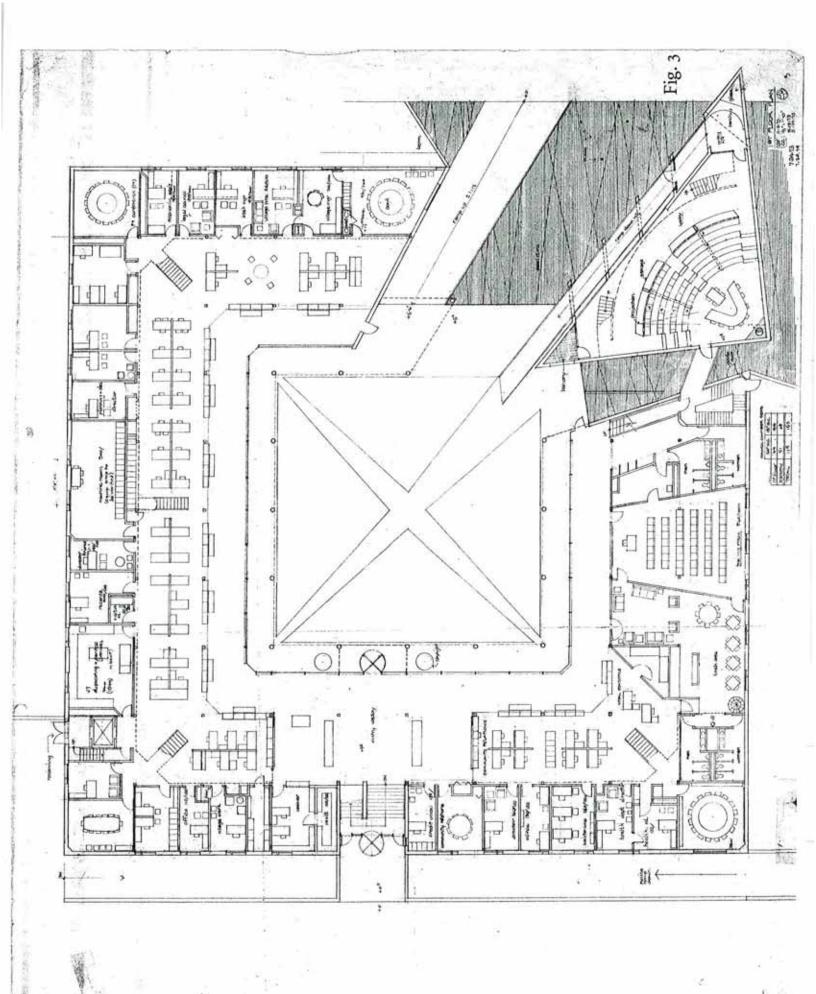
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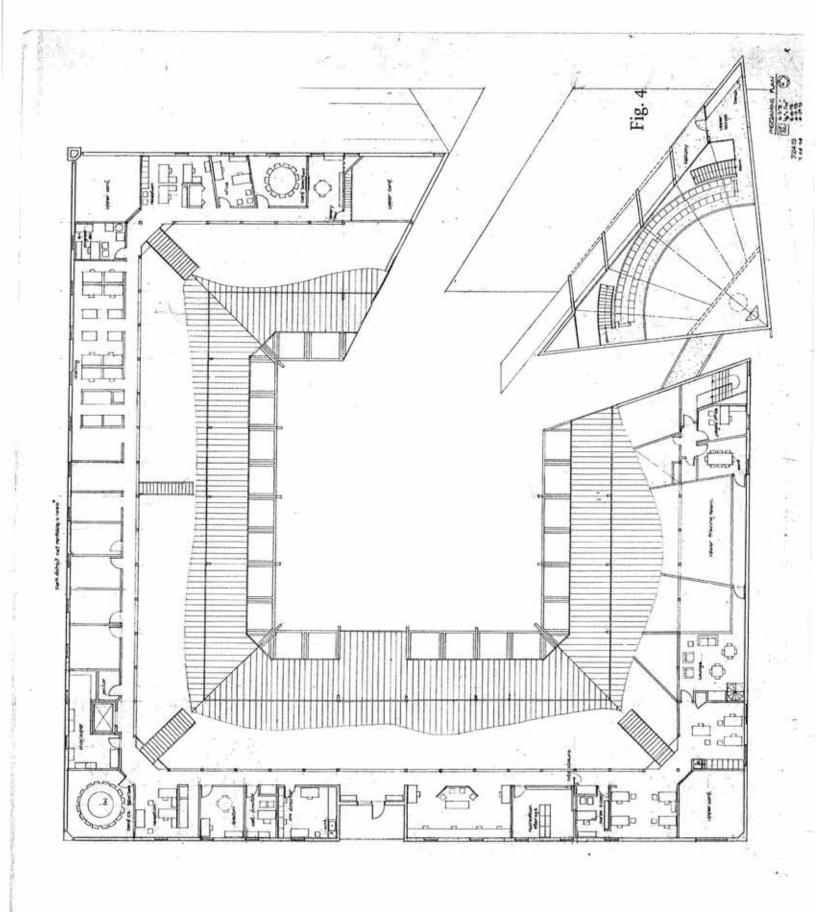
Estimated Burden Statement: Public reporting burden for this form is estimated to average 100 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management. U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.











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