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United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in *How to Complete the National Register of Historic Places Registration Form* (National Register Bulletin 16A). Complete each item by marking "x" in the appropriate box or by entering the information requested. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items.

1. Name of Property

Historic name U.S. Inspection Station—Fort Covington, New York
Other names/site number Fort Covington Border Station

2. Location

Street & Number Dundee Road above State Highway 37 Not for Publication N/A
City or Town Fort Covington Vicinity N/A
State New York Code NY County Franklin Code 033
Zip Code 12937

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this nomination request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property meets does not meet the National Register Criteria. I recommend that this property be considered significant nationally statewide locally. (See continuation sheet for additional comments.)

[Signature] Signature of certifying official 7/23/14 Date General Services Administration
State or Federal Agency or Tribal government

In my opinion, the property meets does not meet the National Register criteria. (See continuation sheet for additional comments.)
Ruthie Purpoint DSHPO Signature of commenting official/Title 12/19/11 Date
NY SHPO State or Federal agency and bureau

4. National Park Service Certification

I, hereby certify that this property is:
 entered in the National Register [Signature] Signature of Keeper 9.10.14 Date of Action
 See continuation sheet.
 determined eligible for the National Register
 See continuation sheet.
 determined not eligible for the National Register
 removed from the National Register
 other (explain):

5. Classification

Ownership of Property (Check as many boxes as apply)	Category of Property (Check only one box)	Number of Resources within Property	
		Contributing	Noncontributing
<input type="checkbox"/> private	<input checked="" type="checkbox"/> building(s)	<u>1</u>	<u>0</u> building(s)
<input type="checkbox"/> public-local	<input type="checkbox"/> district	<u> </u>	<u> </u> sites
<input type="checkbox"/> public-state	<input type="checkbox"/> site	<u> </u>	<u> </u> structures
<input checked="" type="checkbox"/> public-federal	<input type="checkbox"/> structure	<u> </u>	<u> </u> objects
	<input type="checkbox"/> object	<u>1</u>	<u>0</u> total

Number of contributing resources previously listed in the National Register 0

Name of related multiple property listing (Enter "N/A" if property is not part of a multiple property listing.)
 U.S. Border Inspection Stations, States Bordering Canada and Mexico

6. Function or Use

Historic Functions (Enter categories from instructions)

Cat: <u>Government</u>	Sub: <u>Government Office</u>
<u>Government</u>	<u>Custom House</u>
<u> </u>	<u> </u>
<u> </u>	<u> </u>

Current Functions (Enter categories from instructions)

Cat: <u>Government</u>	Sub: <u>Government Office</u>
<u>Government</u>	<u>Custom House</u>
<u> </u>	<u> </u>
<u> </u>	<u> </u>

7. Description

Architectural Classification (Enter categories from instructions)

Late 19th and Early 20th Century Revivals/Colonial Revival

Materials (Enter categories from instructions)

foundation concrete

roof slate shingle

walls brick

walls wood clapboard (wings and dormers)

other wood (windows and doors)

glass (windows and doors)

Narrative Description (Describe the historic and current condition of the property on one or more continuation sheets.)

Please see Section 7 Continuation Sheets.

8. Statement of Significance

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

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

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 a grave.
- D a cemetery.
- E a reconstructed building, object, or structure.
- F a commemorative property.
- G less than 50 years of age or achieved significance within the past 50 years.

Areas of Significance (Enter categories from instructions)

Architecture
Politics/Government

Significant Person (Complete if Criterion B is marked above)

N/A

Period of Significance

1932

Cultural Affiliation

N/A

Significant Dates

1932

Architect/Builder

Wetmore, James A.
Simon, Louis A

Narrative Statement of Significance (Explain the significance of the property on one or more continuation sheets.)

Please see Section 8 Continuation Sheets.

9. Major Bibliographical References

(Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

Please see Section 9 Continuation Sheets.

Previous documentation on file (NPS)

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

Primary Location of Additional Data

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

Name of repository: National Archives and Records Administration (NARA)

10. Geographical Data

Acreage of Property 4.5

UTM References (Place additional UTM references on a continuation sheet)

	Zone	Easting	Northing	Zone	Easting	Northing
1	18	539059	4982579	3		
2				4		

See continuation sheet.

Verbal Boundary Description (Describe the boundaries of the property on a continuation sheet.) See Continuation Sheet.

Boundary Justification (Explain why the boundaries were selected on a continuation sheet.) See Continuation Sheet.

11. Form Prepared By

Name/Title	Daniel D. Paul, Architectural Historian and Richard Starzak, Senior Architectural Historian	
Organization	ICF Jones & Stokes	Date <u>July 2011</u>
Street & Number	811 W. 7 th St., suite 800	Telephone <u>(213) 627-5376</u>
City or Town	Los Angeles	State <u>CA</u> Zip Code <u>90017</u>

Additional Documentation

Submit the following items with the completed form:

- Continuation Sheets
- Maps
 - A USGS map (7.5 or 15 minute series) indicating the property's location.
- Photographs
 - Representative photographs of the property.
- Additional items (Check with the SHPO or FPO for any additional items)

Property Owner

(Complete this item at the request of the SHPO or FPO.)

Name		
Organization	U.S. General Services Administration, Region 1	Telephone <u>(212) 264-1575</u>
Street & Number	26 Federal Plaza, Room 1609	
City or Town	New York	State <u>NY</u> Zip Code <u>10278</u>

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 et seq.). A federal agency may not conduct or sponsor, and a person is not required to respond to a collection of information unless it displays a valid OMB control number.

Estimated Burden Statement: Public reporting burden for this form is estimated to range from approximately 18 hours to 36 hours depending on several factors including, but not limited to, how much documentation may already exist on the type of property being nominated and whether the property is being nominated as part of a Multiple Property Documentation Form. In most cases, it is estimated to average 36 hours per response including the time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form to meet minimum National Register documentation requirements. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, 1849 C St., NW, Washington, DC 20240.

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Franklin County, New York*

Section 7 Page 1

MPS: U.S. Border Inspection Stations, States Bordering Canada and Mexico

U.S. Inspection Station— Fort Covington: Description

General Description, Location and Setting

The Fort Covington Inspection Station is a rectangular plan, wood frame, 1 ½-story inspection station with American bond course brick cladding and a steep-pitched side gabled roof. The total program of the inspection station consists of a taller central mass that is the inspection station itself (primary building) with 1-story 4-bay hipped roof garage wings affixed to either side of it. All three components of this program are painted white. An expanded porte-cochere is affixed to the front of the primary building. The inspection station has a Georgian inspired Colonial Revival design. The Fort Covington Inspection Station is located roughly 1100 feet south of the international border with Canada on Dundee Road, facing northeast. The closest major street to this facility is State Highway 37, which intersects Dundee road about ¾ of a mile south of the property. The Salmon River runs northwest directly behind the Fort Covington Inspection Station. The Fort Covington Inspection Station is situated on at the upper 1/3 of a 4.5-acre lawned property that slopes downgrade toward the Salmon River. The setting is rural agricultural, surrounded by open fields and farmland. Evergreen and hardwood trees are present at the riverbanks on either side of the Salmon River and adjacent to the Fort Covington property.¹

Description

The front elevation of the Fort Covington Inspection Station is of five bays, and is highly symmetrical. The centered entrance consists of a single leaf storefront entry door set in aluminum framing. A rectangular transom window, similarly framed, is placed directly above the entry door. On either side of the entry are two bays of 12/12 woodframe double hung windows. Above these windows and the entry itself is gauge brick jack arches with a centered marble keystone. A wood ogee molded cornice underscores the roofline across the front elevation as well as the side and rear elevations of the primary building. Upon entry into the primary building, its interior is divided into two halves: one for Customs (north side) and one for Immigration services (south side). Centered between these halves is a public waiting space that is defined by two large service desks at either side, north and south. A partition is present in the immigration side, and is likely an early addition. Behind the central service area is an open stairwell and restrooms. This interior spatial arrangement is standard among numerous inspection stations. Most of the original doors are present within the primary building.

The 4-bay garage wings affixed to either side of the primary building are symmetrical in their massing. Each wing is covered in wood clapboard cladding, and features a hipped roof clad in slate shingle. The innermost garage bay in the southern wing has been converted into two pedestrian entrances both covered by a shared pent overhang. The bay adjacent this one has also been converted to a pedestrian entrance. However, its original garage door is maintained with the pedestrian entrance cutting through the center of it. An additional garage bay is located at the southern width-side end of the southern wing. Each of the garage bays is square shaped. In the northern wing, each of the four garage bays contains a painted garage door with a row of ribbon windows running across each. A continuous pent

¹ Setting and landscape details courtesy: Mangi Environmental Group Inc, [New York Inspection Stations], Historic Building Preservation Plan. New York: Mangi Environmental Group, 2001: 10-11.

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overhang covers all four garage bays with a metal roof upon it. Centered within its north facing width-side is a pair of 12/12 wood frame double hung windows with simple wood framing surrounds.

Located at the outer bays on each side of its first level rear elevation are two symmetrically placed pairs of 12/12 woodframe double hung windows. Placed off-center due slightly north on the rear elevation are two adjacent 4/4 double hung windows of a very thin, vertical design. A rear entrance, presumably to the basement, is located below grade at the rear elevation. The rear elevation of the southern garage wing features three bays of 12/12 woodframe double hung windows with molded wood surrounds and wood sills. The innermost bay of this wing contains a small, square window. All four of the bays across the rear elevation of the northern garage wing feature 12/12 windows similarly detailed to those at the rear of the southern wing.

Centered in the roof above the rear elevation is a 4-bay shed dormer clad in wood clapboard. Each bay is well spaced from the next bay, and contains a double hung window. Centered in the roof directly above the rear dormer is a square shaped brick chimney with crown molding.

Each garage wing is affixed to the primary building at its side elevations. Above the point of connection, stepped metal flashing is present, and it runs the shape of the roofline. Above this flashing in the upper portion of each side, is a pair of small-scale square 4-unit windows. The ogee molded cornice underscores the gable ends, and forms a pair of cornice returns at both sides of the primary building.

Affixed to the front of the primary building is a flat roofed one-lane porte-cochere supported by a pair of metal columns at each inner corner. Affixed to its outer edge is an expansion to the porte-cochere that is similarly flat-roofed. This expansion, however, is taller and larger than the porte-cochere, and is supported by multiple metal columns at each of its corners. All of the porte-cochere columns rest not on the paved ground, but on elevated concrete islands. Two short, thin metal columned flagpoles with balloon finials are set in a thick, round concrete base outside of both outer corners of the added canopy.

The Fort Covington Inspection Station is set back. The front portion of this property is paved, as are sections at either end of the inspection station, for parking purposes. Two curbed, circular, lawn covered pads are present within the blacktop at either end in front of the complex. The southern pad contains a lightpole with a contemporary light fixture, and the northern pad contains an original tall, thin metal flagpole with a balloon finial.

Travelers downstream on the Salmon River, located directly behind the inspection station property, are required to declare, so there is an original concrete landing and walkway, low retaining wall, and stair are all present near the riverbank. The edge of this landing features early if not original pipe rail guards. The stairs from the riverbank lead upslope, where the walkway to the primary building becomes a pathway through the rear yard. This path is lined with lightpoles, some of which are set into a flagstone and mortar base. The rest of the rear yard is largely covered with lawn, and includes an occasional tree specimen within it.

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Alterations

Alterations to the building include: painted brickwork; non-original main entry door and transom; non-original roofing materials; expanded porte-cochere; pent style overhang added at north garage wing; flagpoles and balustrade removed from porte-cochere (flagpoles are now set at the outer corners of the expanded porte-cochere); one garage bay converted into a pedestrian bay; and the south end of the south wing was converted into a garage bay. The porte-cochere extension appears to be a reversible alteration, and the rest are relatively minor, and do not affect the overall integrity of the design and materials.

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Statement of Significance

Summary

The U.S. Inspection Station—Fort Covington was included in the Multiple Property Submission for *U.S. Border Inspection Stations, States Bordering Canada and Mexico* (Inspection Station MPS). As demonstrated in this registration form, the U.S. Inspection Station—Fort Covington retains most aspects of integrity and meets the registration requirements in the Inspection Station MPS to be eligible for listing in the National Register of Historic Places under Criteria A and C, at the local level of significance, period of significance 1932. It retains most of its original program elements, and well demonstrates the historic characteristics of Inspection Station MPS Property Type Number 2: 5-bay Inspection Station. The fact that this resource also serves a river, not just a highway, is highly rare among the properties comprising this MPS. The U.S. Inspection Station—Fort Covington was determined eligible for the National Register by GSA on 7/20/2004.

Under Criterion A, the U.S. Inspection Station—Fort Covington retains the associative attributes necessary to convey that it was one of the first set of purpose-built U.S. Border Inspection Stations that were planned, designed and constructed by the U.S. Government to improve land border security. Constructed in 1932, it was sited alongside a border highway and river at one of the locations recommended in 1928 by H.A. Benner of the Bureau of Customs and J.L. Hughes of the Bureau of Immigration Benner and Hughes. Its construction was, therefore, in direct response to a chain of events including the imposition of head taxes and country quotas on immigration in 1917 and 1921, smuggling arising from the prohibition of alcohol in 1919, and the increase in usage of the automobile and improved roads in the 1920s.

Under Criterion C, the U.S. Inspection Station—Fort Covington retains adequate integrity to convey the design, plan, and program from the time it was constructed by the Treasury Department. The exterior and interior of the station's buildings still convey the historical design, workmanship, and materials of the facility's original construction. The Colonial Revival design system was employed throughout the facility through a combination of: brick or clapboard exterior wall surfaces, symmetrical design, steep gable roofs, and multi-light double-hung sash windows. The building retains an adequate degree of integrity and is distinguished, both in its exterior and interior features and materials, as a good example of the Colonial Revival style, particularly for its associative values as a record of the self-image of Federal government buildings during the 1930s.

U.S. Inspection Station—Fort Covington: Significance

In their Report on Standard Type of Customs-Immigration Inspection Buildings for Border Highways dated March 13, 1928, H.A. Benner and J.L. Hughes, representatives of the Bureau of Customs and Bureau of Immigration, respectively, made the following analysis and recommendations that led to the authorization for the U.S. Inspection Station—Fort Covington:

The Customs and immigration offices are located in the railroad station, which is away from all highways. The main highway from Canada passes about a quarter of a block away on one side of the station and a less important highway from Canada

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about the same distance on the other side of the station. A standard office building (Type No. 1) should be located on the main highway, close to the boundary, on the right side of the road for incoming traffic. The railroad work could be carried on from the road office, so that the rental of quarters by the Customs Service in the station could be eliminated.²

The Benner & Hughes report estimated the cost of the U.S. Inspection Station--Fort Covington to be \$55,000 to construct the building and \$2,000 to acquire the site. The recommended building was a Type No. 1.³

The various elements of the Fort Covington program, including the primary building, the porte-cochere, and the two attached garage wings, are original and were constructed in 1932. The overall building program remains intact and is an example of the Colonial Revival design system with Georgian design influences. Upon the primary unit and its wings, this Colonial Revival detailing makes itself present through the combination of: a strongly symmetrical lengthwise massing featuring a taller centered mass flanked by identical lower wings; American bond brickwork; a centered and differentiated main entry; a side gabled primary building; hipped roof wings; multi-glazed double hung window units often in pairs; gauged brick jack arching often with centered keystone above windows and entry; ogee style cornice molding with cornice returns at the gable ends; a centered entry program between two pairs of multi-glazed windows; and a centered chimney.

The renderings for the Fort Covington Inspection Station can be found at the National Archives and Records Administration (NARA).⁴ Though some alterations have occurred, the inspection station as currently extant is true to the overall form of the original front elevation rendering. Original details still present include the presence of paired, wood frame, multi-glazed double hung windows, the hipped gabled symmetrically placed garage wings, and a centered chimney.

The renderings for the Fort Covington Inspection Station date from 1932, when Judge James A. Wetmore was the Supervising Architect of the Treasury. Wetmore, however, had no formal architectural training, and effectively directing Wetmore's office during this period was Louis A. Simon, who had worked with the Treasury continually since 1896.⁵ Most likely, it was Simon who developed the designs for the Fort Covington Inspection Station. "Simon, trained in architecture at MIT, was instrumental in the image of government projected by its public buildings, an image derived from classical western architecture, filtered perhaps through the English Georgian style or given a regional gloss, but one which continues to operate in the collective public vision of Government. Simon was unwavering in his defense of what he considered a "conservative-progressive" approach to design in which he saw "art, beauty, symmetry, harmony and rhythm."⁶

In 1933, Simon became the Supervising Architect of the Treasury, a post he held until 1939. During Simon's tenure, the Department of the Treasury was the largest architectural office in the United States, with over 700 million dollars

² Benner, H.A. and J.L. Hughes, Report on Standard Type of Customs-Immigration Inspection Buildings for Border Highways. Congressional report to the Commissioner General of Immigration. Washington D.C., May 13, 1928: 29.

³ *Ibid.*, page 54.

⁴ U.S. Department of the Treasury. Cabinet Sketch No. 31, United States Inspection Station—Fort Covington, NY, in Records Group 36, at the National Archives and Record Administration in College Park, Maryland.

⁵ Craig, Lois and the Staff of the Federal Architecture Project, The Federal Presence : Architecture, Politics and Symbols in United States Government Buildings. (Cambridge and

London : The MIT Press, 1978) 328.

⁶ American Architect and Architecture, August, 1937, vol. 151, p. 51 in US General Services Administration, Historic Building Preservation Program: Inspection (Moors) dated 04/27/94: 3.

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worth of various Post Offices, Border Checkpoints, Custom Houses, and other Federal buildings. The construction of United States inspection stations, inspection stations, and customs and immigration inspection stations was approved by Legislation under the Act of June 25, 1910. The spate of Public Works Administration (PWA)-era of construction, and the construction of this particular inspection station, initially resulted from the Public Buildings Act of 1926, a Congressional enabling act that doubled the number of U.S. Federal buildings in existence.

The Fort Covington Inspection Station evolved from the contexts of Prohibition (1919-1933), the increased popularization of automobile travel, and the Public Works Administration that developed out of the Great Depression of the 1930s. Contributing also to the need for an increase in Inspection Stations by 1919 was the imposition of head taxes and literacy tests on Canadian immigrants beginning in 1917 that had resulted in a sharp increase of illegal entry attempts into the United States.

The Fort Covington Inspection Station has retained a generous amount of its Colonial Revival design features and still successfully projects its intended association of American architecture at the international border. The inspection station retains its original location in a rural agricultural setting among maple and blue spruce tree specimens, fields, and wetlands. In feeling, the Fort Covington Inspection Station successfully conveys its intended set of values and images, which are now historically associated with PWA-era Federal architecture as a whole. It features the Colonial Revival design system often used for Governmental buildings during this time; one that was consciously associated with the American heritage and American past following the 1876 Centennial celebration which triggered a desire for an understanding of American architectural lineage. The Colonial Revival, as depicted upon the inspection stations, was simultaneously intended to evoke feelings of patriotism, power, and security.⁷ The style was therefore seen as the stylistically appropriate one for the gateway and often first building viewed by immigrants, foreign tourists, and returning residents entering the United States.

Significance within the related Multiple Property Submission

Within the context developed in the Inspection Station MPS, the U.S. Border Inspection Stations are considered significant as the nation's first set of purpose-built customs and immigration inspection stations for land crossings. Properties are eligible for listing in the National Register under Criterion C if they served this function and retain their essential physical characteristics and integrity from their original plan and design by the Supervising Architect of the Treasury. Properties are eligible for listing in the National Register under Criterion A if they retain overall integrity and the associative attributes that demonstrate the significant chain of events that led to their need, planning, and construction, including: the increased motor vehicle traffic at border highways in the 1920s, increased illegal immigration after the 1917 and 1921 immigration laws, and increased smuggling activity after the 1919 prohibition law. Under Criterion C, Criterion A, or both criteria, properties would be eligible at the local level of significance with a period of significance based on the year construction was completed, between 1930 and 1943.

⁷ The style was also seen as a morale booster for the officers who lived and worked on the properties. Often, their prior facilities were rented buildings that ill suited the purpose at hand. The prior residences were often temporary structures, including train cars. Benner, H.A. and J.L. Hughes, Report on Standard Type of Customs-Immigration Inspection Buildings for Border Highways. Congressional report to the Commissioner General of Immigration. Washington D.C., May 13, 1928: 2-4.

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Evaluation under Criterion A

In order to qualify for listing in the National Register under Criterion A in the area of government, a property must have been used by the U.S. Government as a customs and immigration border inspection facility and must represent the government's response to the important chain of events related to customs and immigration law and the increased use of motor vehicles at border crossings. The border inspection stations must have been purchased, planned, designed or constructed by the U.S. Treasury Department in response to a chain of events including the imposition of head taxes and country quotas on immigration in 1917 and 1921, smuggling arising from the prohibition of alcohol in 1919, and the increase in usage of the automobile and improved roads in the 1920s. Properties that retain the aspects of integrity necessary to convey the associative attributes would be significant at the local level, within the period of significance beginning in 1930, when the first station of this group was constructed and closing in 1943, the year construction of the last station of this group was completed.

Associative Attributes

U.S. Government Ownership and demonstration of federal authority and presence: To represent the government's response to this chain of events, the U.S. Inspection Station—Fort Covington was planned, designed and constructed by the U.S. Government between 1928 and 1943 for use as a customs and immigration station at a land border crossing. It was designed in 1932 by the Supervising Architect of the U.S. Treasury, built in the same year, and sited along State Route 37 near the International Border with Canada. It was sited at one of the locations recommended by Benner and Hughes in their 1928 report, as follows: "The Customs and immigration offices are located in the railroad station, which is away from all highways...The railroad work could be carried on from the road office, so that the rental of quarters by the Customs Service in the station could be eliminated."⁸ Federal authority is symbolized by the prominent flagpole on the property. It remained under U.S. Government ownership through and after the end of the Inspection Station MPS period of significance (1943), continues to demonstrate federal authority and presence from the historic era, and continues to retain overall integrity of **location, setting, feeling, and association**.

Proper location: To represent the proper location to inspect motor vehicles and control illegal immigration and smuggling at land borders, the property must be located at the border before traffic can disperse, or after major roads conjoin, and must be located on the right side of inbound traffic. The U.S. Inspection Station—Fort Covington retains **integrity of location** because it is still in its original location along State Route 37 near the International Border with Canada. In their 1928 report, Benner and Hughes recommended this location because it "The main highway from Canada passes about a quarter of a block away on one side of the station and a less important highway from Canada about the same distance on the other side of the station. A standard office building (Type No. 1) should be located on the main highway, close to the boundary, on the right side of the road for incoming traffic."⁹

Proper facilities: To represent the proper facilities for a border inspection station, a property must convey the protection of officers, motorists, and goods from the elements. At Fort Covington, protection from inclement weather

⁸ Benner, H.A. and J.L. Hughes, *Report on Standard Type of Customs-Immigration Inspection Buildings for Border Highways*. Congressional report to the Commissioner General of Immigration. Washington D.C., May 13, 1928: 29.

⁹ *Ibid.*, page 29.

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was provided by a porte-cochere, garage wings, inspection pits; a pair of detached residential buildings for the officers, and the efficient placement of combined functions within the office building. The U.S. Inspection Station—Fort Covington retains adequate integrity *of design and materials* to continue to convey its original range of proper facilities.

Dignified and attractive surroundings: To represent the government's efforts to create an environment to raise morale and convey an impression of federal authority, a property must be well sited and retain elements such as flagpoles and landscaped areas. To be eligible for listing, it must retain *integrity of setting, feeling, and association*. The setting of the U.S. Inspection Station—Fort Covington has not been significantly changed. Its regionally appropriate Colonial Revival architecture has been maintained, and it continues to be used as an inspection station, and therefore retains integrity of feeling and association.

Fair and adequate service to the public: To represent the government's responsibility to the treatment of the public, a property must have features or spaces to protect goods against dust and the elements, provide privacy from onlookers, and have adequate capacity to serve the increasing volume of motor vehicle traffic. Generally, a property meeting the requirements for proper facilities would also represent this associative attribute. However, private detention areas and porte-cocheres for additional lanes are also important to represent this attribute. At Fort Covington, adequate service to the public is demonstrated by the river landing, the porte-cochere designed to protect three lanes of traffic, by the provision of eight bays for the storage and inspection of vehicles, and by the provision of ample office space in the station building, upstairs as well as downstairs.

Decent living quarters for officers: To represent the government's responsibility to retain quality officers, a property may have separate living quarters downstairs, upstairs, or in detached residences. The Benner and Hughes report of 1928 recognized that the need for living quarters was flexible and could be changed to accommodate the needs of a particular station over time. Therefore, because of the changing needs of Customs and Immigration over time, alteration of the living quarters for another use or removal of detached residences would not disqualify a property for listing. At Fort Covington, upstairs living quarters were provided.

Evaluation under Criterion C

The U.S. Inspection Station—Fort Covington is included in the Inspection Station MPS as a variation of Property Type Number 2: 5-bay Inspection Building. As described in the Inspection Station MPS, in order to be eligible for listing under Criterion C in the areas of government and architecture, the border inspection stations must retain adequate integrity to convey their design, plan, and program from the time they were purchased, designed or constructed by the Treasury Department. The border inspection stations must exemplify the regional designs, standardized plans and program developed by the Supervising Architect of the Treasury to make land border customs and immigration inspections more efficient and secure, demonstrate federal authority and presence, provide protection and privacy to automobile travelers and their goods, and provide better working and living conditions for officers. Stylistic variation is quite limited according to the region and climate, employing the Colonial Revival, Georgian Revival with classical details, Log Cabin Rustic, Spanish Colonial Revival and Pueblo Revival styles. In general, to qualify for registration under Criterion C at the local level of significance, the U.S. Border Stations designed and constructed from 1930 to 1943 should retain the essential design characteristics of their original style, materials, and

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*U.S. Inspection Station—Fort Covington
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MPS: U.S. Border Inspection Stations, States Bordering Canada and Mexico

plan, and their original location and setting alongside a roadway near the U.S. borders with Canada and Mexico. To be eligible under Criterion C, the property must adequately retain a majority of design features and retain most of the seven aspects of integrity. Properties that retain their essential physical characteristics and integrity would be significant at the local level, within the period of significance beginning in 1930, when the first station of this group was constructed and closing in 1943, the year construction of the last station of this group was completed.

The U.S. Inspection Station—Fort Covington is representative of one of the property types identified in the Inspection Station MPS: Property Type Number 2: 5-bay Inspection Station. The Property Type Number 2 design was used often and appears in extant Inspection Stations not only in New York but also in Vermont, North Dakota, Maine, and once in California, where it is designed in the Spanish Colonial Revival style. Most of the type-2 designs were constructed in the northern states. The steep pitch roof combined and brick cladding of the primary building have been referred to as “Northern Style” design qualities in regards to the inspection stations. Such designs are ubiquitous in the northern states, where these features allow the building to buffer the affects of cold climates, rain, and snow.¹⁰

The U.S. Inspection Station—Fort Covington exemplifies the regional designs, standardized plans and program developed by the Supervising Architect of the Treasury to make land border customs and immigration inspections more efficient and secure, demonstrate federal authority and presence, provide protection and privacy to automobile travelers and their goods, and provide better working and living conditions for officers. Stylistic variation within border stations is quite limited according to the region and climate, and like many other inspection stations along the northern United States border, the U.S. Inspection Station—Fort Covington exhibits the Colonial Revival design system. The Colonial Revival design system was employed throughout the facility through a combination of: brick or clapboard exterior wall surfaces, symmetrical design, steep gable roofs, and multi-light double-hung sash windows. The period of significance of the U.S. Inspection Station—Fort Covington is 1932, the year the facility was designed and constructed, which falls within the period of significance for the Inspection Station MPS.

Discussion of the Seven Aspects of Integrity

According to the Registration Requirements of the Inspection Station MPS, to qualify for registration under Criterion C at the state level of significance, the U.S. Border Stations designed and constructed from 1930 to 1943 should retain the essential design characteristics of their original style, materials, and plan, and their original location and setting alongside a roadway near the U.S. borders with Canada and Mexico. To be eligible under Criterion C, then, the stations must adequately retain most of the seven aspects of integrity. As described in the Inspection Station MPS, certain modifications may have occurred in response to changing traffic volume or staffing that is part of the changing historic function of the border inspection stations, and would not necessarily disqualify the properties from registration.

The *location* of the U.S. Inspection Station—Fort Covington has not changed since its construction, therefore the building retains its integrity of location

¹⁰ Boyle • Wagoneer Architects, *U.S. Border Stations: Metaline Falls, Laurier and Curlew (Ferry), Washington*. Seattle: Boyle • Wagoneer Architects, 1996: 2. Despite their ubiquity in the north, one station of this type was constructed in Sasabe Arizona in 1937.

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The *setting* of the U.S. Inspection Station—Fort Covington has not been significantly changed from the historic period, as evidenced by the retention of the river landing, flagpole, and relationship of the porte-cochere to the highway.

The architectural *design* of the original U.S. Inspection Station—Fort Covington building, including the station building with porte-cochere and garage/inspection wings, continues to have integrity of design, interior as well as exterior. The building continues to retain various design features that indicate a Colonial Revival design aesthetic.

The *feeling* of the U.S. Inspection Station—Fort Covington property and buildings constructed on the property during the period of significance is reinforced by its close proximity to the border, river and highway, its Colonial Revival design system, and the aesthetic and character of the facility, which reads as a small outpost in a northern environment.

The *materials* of the U.S. Inspection Station—Fort Covington appear to be original. These include brick (later painted) and clapboard exterior walls and wooden sash windows. Interior features such as wood window trim, wooden stairwells, and wooden service counters are also original and contribute to the integrity of the materials within the main building and garage wings.

The inspection station is *associated* with the advent of the automobile, and increasing measures taken by the U.S. Government to regulate the inflow of immigrants during this time. This association is demonstrated by the porte-cochere, garages, and inspection areas. The inspection station is also associated with the Public Works Administration, and its efforts during the 1930s to gainfully employ various out of work individuals, as evidenced by the offices and detached residences.

The *workmanship* of the buildings was likely executed by PWA employees, and the building at Fort Covington retains adequate integrity to demonstrate the skill and care that went into the brickwork, metalwork, and woodwork.

Integrity Considerations

As discussed in the Inspection Station MPS, alterations which have changed the character of the original design by substantially changing the exterior wall surface or window and door openings would typically *disqualify* the building from registration. However, certain modifications may have occurred after the period of significance in response to changing traffic volume or staffing that is part of the changing historic function of the border inspection stations, and would not necessarily disqualify the properties from registration. While properties must retain the aspects of integrity necessary to convey their essential physical characteristics, the following common modifications may be taken under consideration when evaluating a property for listing:

Alterations conforming to the Secretary of the Interior's Standards for Rehabilitation.

-

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*U.S. Inspection Station—Fort Covington Franklin
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MPS: U.S. Border Inspection Stations, States Bordering Canada and Mexico

- Raising the porte-cochere height from 12 feet to 14.5 feet in response to the 1956 minimum vertical clearance design standard of the Interstate Highway System¹¹ or otherwise altering it to accommodate larger vehicles.
- Alteration or removal of detached garages or residences, in cases where the main building retains integrity.
- Interior modifications that reflect the intended flexibility of program.
- Filling in of the inspection pit(s).
- Minor or reversible exterior alterations.

At Fort Covington, the porte-cochere was altered, but the redesign was similar in scale and design to the original. Although the original capacity was three lanes of traffic, the alteration reducing the capacity to two lanes is compatible in design and function. The height also reflected the change in response to the 1956 minimum vertical clearance requirement of the Interstate Highway System. Changes to the main entrance and garage openings do not detract from the overall design integrity of the station, and are offset by its retention of many original features, such as the wooden windows and exterior brick wall surface, even though it was altered by paint.

Significance – Conclusion

The U.S. Inspection Station—Fort Covington was included in the Multiple Property Submission (MPS) for *U.S. Border Inspection Stations, States Bordering Canada and Mexico*. As demonstrated in the Description section of this registration form, the U.S. Inspection Station—Fort Covington retains most aspects of integrity and meets the registration requirements in the Inspection Station MPS to be eligible for listing in the National Register of Historic Places under Criteria A and C, at the local level of significance, period of significance 1932. Constructed in 1932, it was sited alongside a border highway and river in direct response to a chain of events including the imposition of head taxes and country quotas on immigration in 1917 and 1921, smuggling arising from the prohibition of alcohol in 1919, and the increase in usage of the automobile and improved roads in the 1920s. The fact that this resource also serves a river, not just a highway, is highly rare among the properties comprising this MPS. The building is distinguished, both exterior and interior, as a good example of the Colonial Revival style, particularly for its associative values as a record of the self-image of Federal government buildings during the 1930s as interpreted by the Supervising Architect of the Treasury. It retains all of its original program elements, and well demonstrates the historic characteristics of MPS Property Type Number 2: 5-bay Inspection Station.

The U.S. Inspection Station—Fort Covington was determined eligible for the National Register by GSA on 7/20/2004.

¹¹ “When the American Association of State Highway Officials (AASHO) issued design standards for the Interstate System, the minimum design value of 14 feet was included for vertical clearance (that is, the distance from the Interstate pavement to the bottom of overpasses).” The minimum value of 14 feet was approved on July 17, 1956. In 1960, the minimum value was increased to 16 feet. U.S. Department of Transportation-Federal Highway Administration website entitled Highway History: Right of Passage: The Controversy Over Vertical Clearance on the Interstate System, <http://www.fhwa.dot.gov/infrastructure/50vertical.cfm>, 2/19/2006.

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Bibliographic References

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- Berger, Louis & Associates, Inc. U.S. Border Stations, Vermont. Historic Preservation Plan: Draft Submission. East Orange, NJ: Louis Berger & Associates, Inc. October, 1994.
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- Craig, Lois and the Staff of the Federal Architecture Project. The Federal Presence: Architecture, Politics and Symbols in United States Government Buildings. Cambridge and London: The MIT Press, 1978.
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- Mangi Environmental Group Inc. [New York Inspection Stations], Historic Building Preservation Plan. New York: Mangi Environmental Group, 2001.
- U.S. Department of the Treasury. Cabinet Sketch No. 31. United States Inspection Station: Fort Covington, New York. in Records Group 36, at the National Archives and Record Administration in College Park, Maryland.
- U.S. General Services Administration. Historic Building Preservation Program: Inspection (Moors) dated 04/27/94.

Please refer to the primary MPS National Register application for bibliographic entries related to the shared themes and context of the U.S. Inspection Stations.

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Geographical Data

Boundary Description and Justification

- 1.The bearings on this survey are based upon the monumented north line of the subject property and the south Right of Way line of Dundee Road being south 60° 15' 00" east as recorded in deed book 206 page 554 found in the Franklin County Recorders Office.
- 2.Additional documentation used was found on a map titled "Map of site of United States Inspection Station at Fort Covington, NY" surveyed April 1932 Catate Surveyor, License No. 6516. Map is kept at the Trout River Inspection Station.
- 3.The New York State Plane, east zone, NAD83, U.S. foot coordinate for the true point of beginning, a the eastern most corner of a triangular concrete monument (found) at the northeast corner of the subject property has a northing = 2245269.750, easting = 491353.152, and NAVD88 elevation = 164.95 feet.
- 4.The property survey for the tax map parcel owned now or formally by Nicholas S. & Kim M. Russell, found in Liber 660/Page 319 overlaps the subject property by 1.87 feet at the northeast corner and y 0.00 feet at the Salmon River.

Boundary Description and Justification

The current U.S. Government owned property boundary is consistent with the original limits

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*U.S. Inspection Station—Fort Covington Franklin
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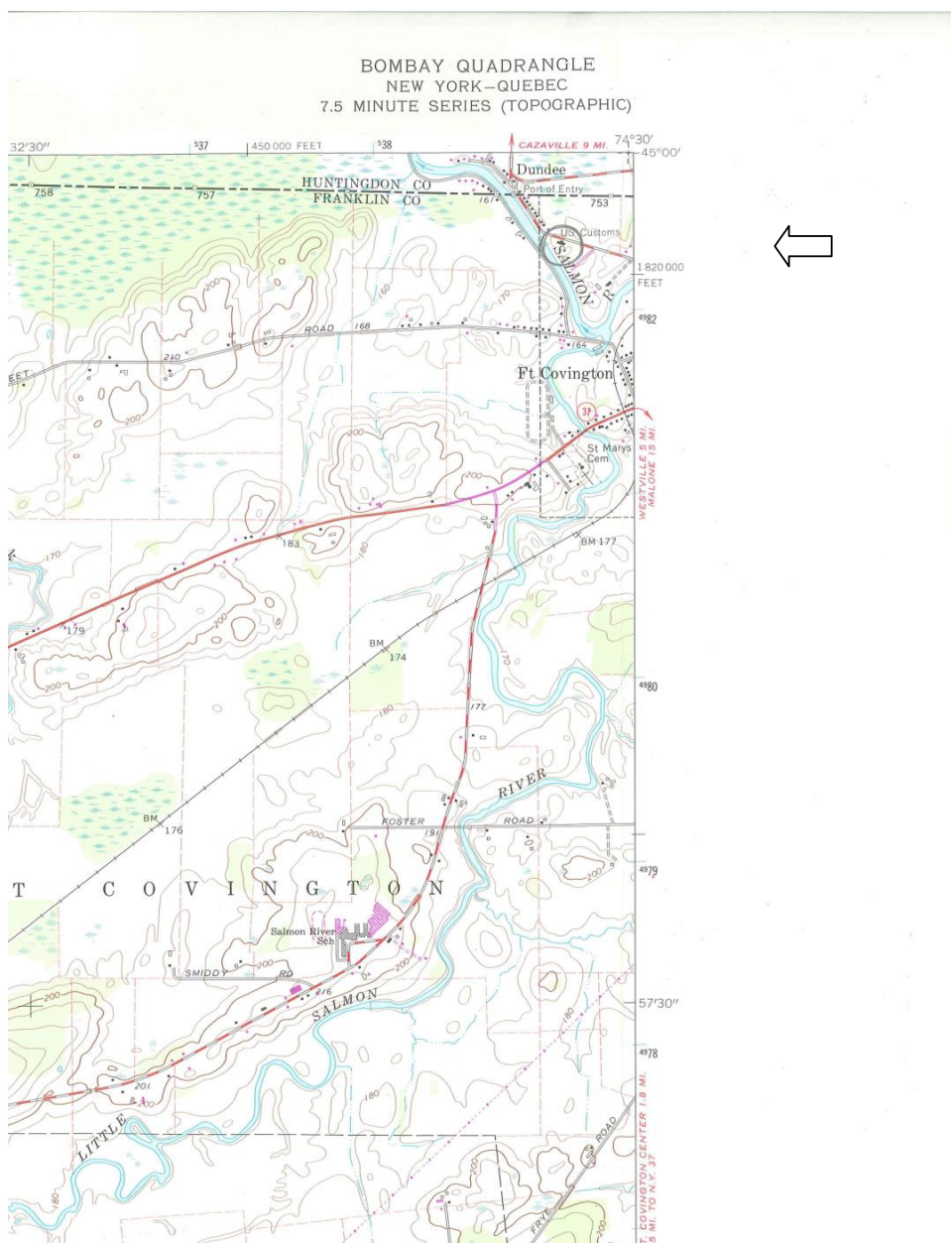
Section Map Page 14

MPS: U.S. Border Inspection Stations, States Bordering Canada and Mexico

USGS Map

Copy of map also included as supplemental information.

UTM References:
Zone: 18
Easting: 539059
Northing: 4982579



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MPS: U.S. Border Inspection Stations, States Bordering Canada and Mexico

U.S. Inspection Station – Fort Covington

Franklin County, New York

Photographer: David Anthon, GSA

Date of photograph: 2004

Negative: GSA

Description of view: front and side elevations, view: south

Photo number: NY_FranklinCounty_FortCovingtonBorderStation1.tiff



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MPS: U.S. Border Inspection Stations, States Bordering Canada and Mexico

U.S. Inspection Station – Fort Covington

Franklin County, New York

Photographer: David Anthon, GSA

Date of photograph: 2004

Negative: GSA

Description of view: front and side elevations, porte-cochere; view: northwest

Photo number: NY_FranklinCounty_FortCovingtonBorderStation2.tiff



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MPS: U.S. Border Inspection Stations, States Bordering Canada and Mexico

U.S. Inspection Station – Fort Covington

Franklin County, New York

Photographer: David Anthon, GSA

Date of photograph: 2004

Negative: GSA

Description of view: front elevation from the distance, view: southwest

Photo number: NY_FranklinCounty_FortCovingtonBorderStation3.tiff



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MPS: U.S. Border Inspection Stations, States Bordering Canada and Mexico

U.S. Inspection Station – Fort Covington

Franklin County, New York

Photographer: David Anthon, GSA

Date of photograph: 2004

Negative: GSA

Description of view: rear elevation, view: north

Photo number: NY_FranklinCounty_FortCovingtonBorderStation4.tiff



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MPS: U.S. Border Inspection Stations, States Bordering Canada and Mexico

U.S. Inspection Station – Fort Covington

Franklin County, New York

Photographer: David Anthon, GSA

Date of photograph: 2004

Negative: GSA

Description of view: boat landing, view: south

Photo number: NY_FranklinCounty_FortCovingtonBorderStation5.tiff



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Section Photos Page 20

MPS: U.S. Border Inspection Stations, States Bordering Canada and Mexico

U.S. Inspection Station – Fort Covington

Franklin County, New York

Photographer: David Anthon, GSA

Date of photograph: 2004

Negative: GSA

Description of view: stairs from the boat landing to the Inspection Station, view: southeast

Photo number: NY_FranklinCounty_FortCovingtonBorderStation6.tiff



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*U.S. Inspection Station—Fort Covington
Franklin County, New York
MPS: U.S. Border Inspection Stations, States Bordering Canada and
Mexico*

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Information

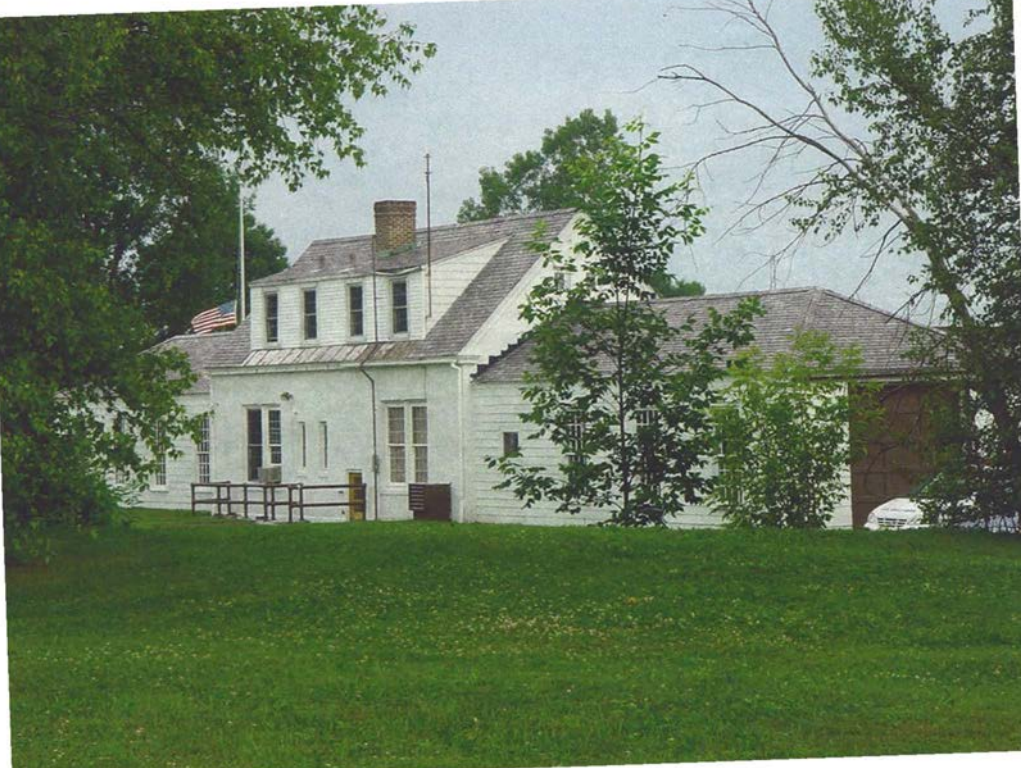
U.S. Inspection Station – Fort Covington
Franklin County, New York
Courtesy: National Archives and Records Administration
Date: 1932
Description of view: front elevation













ALL BOATS STOP
AND REPORT TO
U.S. BORDER
INSPECTION STATION

White sign on wooden post



UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES
EVALUATION/RETURN SHEET

REQUESTED ACTION: NOMINATION

PROPERTY U.S. Inspection Station--Fort Covington, New York
NAME:

MULTIPLE U.S. Border Inspection Stations MPS
NAME:

STATE & COUNTY: NEW YORK, Franklin

DATE RECEIVED: 7/25/14 DATE OF PENDING LIST: 8/22/14
DATE OF 16TH DAY: 9/08/14 DATE OF 45TH DAY: 9/10/14
DATE OF WEEKLY LIST:

REFERENCE NUMBER: 14000575

REASONS FOR REVIEW:

APPEAL: N DATA PROBLEM: N LANDSCAPE: N LESS THAN 50 YEARS: N
OTHER: N PDIL: N PERIOD: N PROGRAM UNAPPROVED: N
REQUEST: N SAMPLE: N SLR DRAFT: N NATIONAL: N

COMMENT WAIVER: N

ACCEPT RETURN REJECT 9-10-14 DATE

ABSTRACT/SUMMARY COMMENTS:

Entered in
The National Register
of
Historic Places

RECOM./CRITERIA _____

REVIEWER _____ DISCIPLINE _____

TELEPHONE _____ DATE _____

DOCUMENTATION see attached comments Y/N see attached SLR Y/N

If a nomination is returned to the nominating authority, the nomination is no longer under consideration by the NPS.



GSA Public Building Service

RECEIVED 2280

JUL 25 2014

NAT. REGISTER OF HISTORIC PLACES
NATIONAL PARK SERVICE

November 15, 2011

Rose Harvey
State Historic Preservation Officer
Commissioner Office of Parks, Recreation and Historic Preservation
Empire State Plaza
Albany, NY 12238

Dear Ms. Harvey:

The U.S. General Services Administration (GSA) is pleased to submit for your review and concurrence the enclosed National Register of Historic Places registration package for the Multiple Property Submission, *U.S. Border Inspection Stations*, which includes the following stations located in the state of New York:

- U.S. Inspection Station – Chateaugay, New York
- U.S. Inspection Station – Fort Covington, New York
- U.S. Inspection Station – Mooers, New York
- U.S. Inspection Station – Rouses Point (Overton Corners)
- U.S. Inspection Station – Rouses Point (St. John's Highway), New York
- U.S. Inspection Station – Trout River, New York

GSA previously submitted to your offices for your review the context statement, matrix and individual nominations within your state's jurisdiction. We have addressed all comments received.

The resulting following documents are enclosed for your review:

- A copy of the complete Multiple Property Documentation Form;
- Copy of the individual registration form for each nominated station within your state;
- Copy of the USGS map with UTM References for each nominated station; and a
- Photograph CD for each nominated station.
- Also included is a copy of a supplemental informational matrix document we developed (for ease of reference) entitled "U.S. Border Inspection Stations, 1930-1943," plus an
- Original archival National Register of Historic Places signature page for the Multiple Property Documentation Form; and an
- Original archival National Register of Historic Places signature page for each individual station registration form.

U.S. General Services Administration
1800 F Street, NW
Washington, DC 20405-0002
www.gsa.gov

The copies of the Multiple Property Documentation Form, matrix document, individual registration forms, and the USGS maps and photograph CDs for each station are provided for your records.

We ask that you sign and return the original archival National Register of Historic Places signature pages for the Multiple Property Documentation Form and the six individual station registration forms.

An important note: when signed, please return these signature pages via UPS (we have provided a return UPS slip for this purpose) as packages returned via regular mail to our offices are irradiated and the materials severely damaged. When ready, we will forward the entire archival package to the National Park Service for approval.

Should you have any questions or concerns regarding the nomination package, please contact Claire Hosker at (202) 501-1578.

Sincerely,

A handwritten signature in black ink, appearing to read "Beth L. Savage", with a long horizontal line extending to the right.

Beth L. Savage
Federal Preservation Officer
Director, Center for Historic Buildings

Enclosures