

NATIONAL HISTORIC LANDMARK NOMINATION

NPS FORM 10-900

USDI/NPS NRHP Registration Form (Rev. 8-86)

OMB No. 1024-0018

OLD STATE HOUSE

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United States Department of the Interior, National Park Service

National Register of Historic Places Registration Form

1. NAME OF PROPERTY

Historic Name: OLD STATE HOUSE

Other Name/Site Number: PU3095

2. LOCATION

Street & Number: 300 West Markham

Not for publication: N/A

City/Town: Little Rock

Vicinity: N/A

State: Arkansas

County: Pulaski

Code: 119

Zip Code: 72201

3. CLASSIFICATION

Ownership of Property

Private: \_\_\_

Public-Local: \_\_\_

Public-State: x

Public-Federal: \_\_\_

Category of Property

Building(s): x

District: \_\_\_

Site: \_\_\_

Structure: \_\_\_

Object: \_\_\_

Number of Resources within Property

Contributing

1

\_\_\_

\_\_\_

4

5

Noncontributing

2 buildings

\_\_\_ sites

\_\_\_ structures

11 objects

13 Total

Number of Contributing Resources Previously Listed in the National Register: 2

Name of Related Multiple Property Listing: N/A

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4. STATE/FEDERAL AGENCY CERTIFICATION

As the designated authority under the National Historic Preservation Act of 1966, as amended, I hereby certify that this X 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 X meets does not meet the National Register Criteria.

Signature of Certifying Official

Date

State or Federal Agency and Bureau

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

Signature of Commenting or Other Official

Date

State or Federal Agency and Bureau

5. 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 Keeper

Date of Action

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**6. FUNCTION OR USE**

Historic:	Government Education Social Recreation and Culture	Sub:	Capitol/Government Office College Clubhouse Monument/marker
Current:	Recreation and Culture	Sub:	Museum

**7. DESCRIPTION**

ARCHITECTURAL CLASSIFICATION: Greek Revival

**MATERIALS:**

Foundation:	Stone
Walls:	Stucco
Roof:	Metal
Other:	Wood Concrete

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### Describe Present and Historic Physical Appearance.

#### Summary

The Old State House is a symmetrically rendered, gable-roofed, white painted, stucco-covered brick structure consisting of a three-story central block and two two-story wings attached by two-story hyphens. It is designed in the Greek Revival style and rests on a stone foundation.

#### Elaboration

The Old State House is a symmetrically rendered, gable-roofed, white painted, stucco-covered brick structure consisting of a three-story central block and two two-story wings attached by two-story hyphens. It is designed in the Greek Revival style and rests on a stone foundation.

A full-height, pedimented portico graces the front (south elevation) of the three-bay-wide central block (formally known as an amphi-prostyle tetrastyle temple). Four Greek Doric columns and two plain pilasters support the portico, which is adorned by an entablature with a paneled frieze. The pediment bears the state seal of Arkansas. At ground level, a center-placed, wood-paneled, double-leaf door with rectangular four-light transom provides access to the interior. Above the entrance, a pair of side-by-side, 12-over-12, double-hung windows open onto a balcony with a decorative iron balustrade. In keeping with the Greek Revival motif and flanking the center bay are recessed panels, on both the first and second floors. On both sides of the central block are 12-over-12 double-hung sash windows with stone sills and stone lintels. The rear entrance has a paneled, wooden double door with a rectangular-lighted transom. A semi-circular, lighted breezeway passes east to west through the rear portion of the main block. On each side of the main block, a stucco-covered, interior-exterior chimney pierces the roof.

The simply pedimented east and west wings are identical in size: 36 feet 4 inches by 88 feet and 6 inches. The wings have identical nine-over-nine sash windows. The only variation is an extra window on the second level of the east wing. Interiors of the wings were not completed until 1842. They housed various state officials. Both wings have a wooden side door with arched opening.

Evidence of the earlier period, when the two wings were separate structures, can still be seen within the attics of the later-enclosed hyphens. A section of the east pitch of the original roof of the west temple, still partly clad in tin sheeting, can be seen within the attic of the west hyphen. A section of the original exterior east wall of the central temple is visible within the east hyphen. This section is partly covered in the original plaster coat placed over the bricks and scored to resemble stone blocks; the remainder is brick. Hand-hewn rafters, including some exhibiting evidence of fire damage, can be seen within the attic of the central temple. Many of these are joined with wooden pegs. Rather intricate Victorian-era brickwork on the north wall of the central temple is also evident in the attic.

The hyphens are two story with a two-tier balcony supported by two iron posts with a decorative iron balustrade on the second level. The east hyphen has a semicircular, arched breezeway, which

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connects the front and back of the structure. Both hyphens have double-hung, nine-over-nine sash windows.

Inside, the first floor of the original portion of the main block has a concrete-floored, cross-shaped corridor. Immediately north of the transept is a double, three-level, walnut banistered, spiral staircase built by John Wassell in 1885.

The majority of alterations to the Old State House occurred in 1885, when a complete and thorough remodeling program was authorized by the Arkansas General Assembly. Repairs began in April under the direction of the Harding and Bailey architectural firm. A major change made in the 1885 renovation was that the legislative, judicial, and executive buildings, formally connected by a walkway only, were united into one structure. The Secretary of State's office then occupied the west hyphen.

Among other changes made were: the Senate chamber (on the north side of the second story of the central temple) was extended 56 feet toward the Arkansas River, the House (originally located on the south side of the second story of the central temple) and Senate switched chambers, the original brick floors on the first floor were replaced with concrete, and winding staircases (constructed by John Wassell) were added. Up until this time, the north side of the State House was considered the front of the building as it faced the Arkansas River, which was the main system of transportation to Little Rock and the north facade looked virtually identical to the south facade, which is now considered the front. Since emphasis on transportation shifted from the river to the roads on the south side of the State House, the northern portico was not retained when the central temple was extended, the exterior of the central temple was changed to resemble the back of a building, and focus was centered on the southern entrance. In the 1885 renovation, the south facade was remodeled and finished with galvanized iron. The state coat of arms was also placed on the pediment. Three statues -- representing Law, Justice, and Mercy -- were placed atop the central temple of the Old State House during this period; they were removed in 1928 at the insistence of the Little Rock Garden Club.

The next major restoration, conducted in 1949, included basement excavations to accommodate ducts and air handlers, addition of new electric service and a dry pipe sprinkler system, replacement of first- and second-floor flooring materials, replacement of failing plaster throughout the structure, and replacement of all windows throughout the building with the current double-hung nine-over-nine windows. These windows replaced the two-over-two configuration dating from the 1885 renovation, which had replaced the original, typical Greek Revival multi-light sashes. In a restoration study in 1978, then SHPO Wilson Stiles noted that "the 1949 sashes are fitted with proper sizes of panes, so the overall effect is not incorrect or displeasing."<sup>1</sup> It should be noted that one transom in the east temple is original and retains the simpler, wedge-shaped muntins as opposed to the double-curved muntins of the 1949 restoration. Despite the restoration work done in 1949, the structure retains the same floor-plan and dimensions as documented in the 1934 Historic American Building Survey measured drawings of the building. HABS Senior Architect Frederick J. Lindstrom, who toured the structure in July,

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<sup>1</sup>Wilson Stiles, *Restoration Study for the Old State House*, July 20, 1978, n.p.

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1997, noted that the structure has not changed appreciably since the 1934 drawings were prepared. The 1949 renovation did not appreciably alter the structure and retains its integrity for the period of significance presented in this nomination.

A three-story, windowless brick annex was added to the rear of the west temple in 1954 and is being removed during the current, \$3 million stabilization project. The one-story, enclosed ambulatory that linked the annex to the west temple has already been removed and the annex is slated for demolition in the summer of 1997. A detached building to serve as staff offices will be erected in the northwest corner of the Old State House grounds and will not affect the integrity of the main building.

Additional buildings and objects on the Old State House grounds are identified in the following paragraphs.

A one-story, stuccoed-brick outbuilding, known as the cottage, stands behind the east temple building. It dates from around the time of the 1885 renovation and is counted as noncontributing due to alterations. Just southeast of this building is a wood-frame, gable-roof storage shed that was built in the 1990s (noncontributing); it is linked to the east end of the cottage by a latticed, fenced off area. A second latticed, fenced-off area extends from the south end of the storage shed.

Descriptions of the objects on the Old State House grounds follow. They are identified by letter on the accompanying site map.

Several monuments, reminiscent of the building's days as the War Memorial Building, can be seen on the south grounds. The southeast area contains a stone-block bench (A) dedicated to the World War I-era Headquarters detachment of the 162nd Field Artillery Brigade dated September 3, 1917 (noncontributing); two granite markers erected by the Robert C. Newton Camp of the Sons of Confederate Veterans on August 11, 1928--one honors Gen. Thomas Churchill (B) and one is a tribute to Gen. William Read Scurry (D) (both noncontributing); and one erected June 18, 1912, by the U.S. Daughters of 1812 to honor General James Miller, the "Hero of Lundy's Lane" in 1812 and the first territorial governor of Arkansas (C--contributing). A non-historic, cylindrical black metal marquee box (E) stands just east of the gate entrance to the Old State House grounds (noncontributing).

The southwest grounds also contain three monuments, including the 1923 David O. Dodd Memorial (F)(NR 04/26/96, but noncontributing for the purposes of this nomination), a marble piece consisting of two benches flanking a central arched element inset with a carved likeness of a young man's face. A second monument is a concrete plaque in the shape of the state of Arkansas and attached to a concrete pole (G--noncontributing); this marker commemorates the building's status as site of the 1861 secession vote and as headquarters of Isaac Murphy's Unionist government. A construction date could not be determined for this monument. The third and final monument on the southwest grounds is a granite slab (H) erected by the J.M. Keller

Chapter of the United Daughters of the Confederacy on November 9, 1910, and dedicated to the state's Confederate women (contributing).

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Other site features on the south grounds are a sundial installed in 1954 just southwest of the porch of the central temple (I--noncontributing). Near the sundial is the capped well (J). The well that once served the building, now long stagnant, was filled and covered during the 1885 renovation and the concrete object atop it was built by the Humane Society in the 1930s (no additional information exists on this object); it is a non-contributing object.

Another object in the southwest grounds is the "Lady Baxter" cannon (K--contributing) in the center of the southwest lawn, where it has been in place since at least the late 1880s. The cannon was one of two 8" naval guns created by the Leeds and Co. foundry early in the Civil War and placed aboard the Confederate vessel *Pontchartrain*. They were removed from the ship and placed in the Confederate works at Arkansas Post, but removed to Little Rock before that fortress was crushed by Union forces in January 1863. The cannon were spiked and dumped in the Arkansas River as northern troops prepared to take the capital in September 1863, then rescued and used by Elisha Baxter's supporters during the "Brooks-Baxter War" of 1874. A pile of iron cannonballs, welded together, sits on the ground in front of the cannon.

An iron fence traverses the southern boundary of the Old State House grounds. It was installed around 1873 (the iron gate posts, topped by eagles, were added in 1880) (contributing). The east and west boundaries are enclosed by non-historic wooden fences, and the northern boundary is enclosed by a non-historic chain-link fence (both noncontributing).

In the center of the front lawn is a three-tiered water fountain (L) that was installed in 1877 and began operating the following year when the first city water system was turned on. The lowest tier of the fountain was part of the Arkansas Exhibit at the Philadelphia Centennial Exposition of 1876; the upper tiers were replaced in 1954 (noncontributing).

As mentioned above, the Old State House is currently undergoing a \$3 million stabilization.

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8. STATEMENT OF SIGNIFICANCE

Certifying official has considered the significance of this property in relation to other properties:

Nationally: X Statewide: \_\_\_ Locally: \_\_\_

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

Criteria Considerations (Exceptions): A \_\_\_ B \_\_\_ C \_\_\_ D \_\_\_ E \_\_\_ F \_\_\_ G \_\_\_

NHL Criteria: 1

NHL Theme(s): VI. Expanding Science and Technology
4. Effects on Lifestyle and Health

Areas of Significance: Health/Medicine

Period(s) of Significance: 1912-16

Significant Dates: 1912-16

Significant Person(s): N/A

Cultural Affiliation: N/A

Architect/Builder: Shryock, Gideon; Wiegart, George

Historic Contexts XIII. Science
F. Medicine
2. Non-Clinical specialties



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### State Significance of Property, and Justify Criteria, Criteria Considerations, and Areas and Periods of Significance Noted Above.

#### Summary

Though the site of the Arkansas Secession Conventions of 1861 and noteworthy Reconstruction-era violence in 1874, the Old State House recorded its most nationally noteworthy achievements in the period 1912-16, when the state Board of Health, in partnership with the University of Arkansas Medical School, worked from the building in successful campaigns to control or eradicate hookworm, a scourge of the South, and malaria, a disease that plagued much of the planet. For this reason, the Old State House is eligible for National Historic Landmark status under NHL Criteria 1.

#### Elaboration

"No other section of the country boasted such relentless zealots for the stump, the smoke-filled room, the ballot box. Southerners were uninhibited political animals -- and to some extent still are."

-- Frank Vandiver, "The Southerner as Extremist"

When the Medical Department of the University of Arkansas moved in 1912 into the Old State House in Little Rock, and shared that place with the state's first funded Board of Health, Arkansas made a commitment to the reforming ethos of Progressivism.<sup>1</sup> This commitment to reform was the work of a few political leaders who risked their careers in order to bring Arkansas out of a dark age of distorted agrarianism in which the state was foundering during the first decade of the 20th century.<sup>2</sup>

With a population of a million and a half souls in 1910,<sup>3</sup> Arkansas felt the pressure of nationally-generated reform programs which required drastic change primarily in two areas of endeavor -- medical education and public health. As a few leaders struggled to bring Arkansas into position to participate in these programs and to compete successfully with her neighboring states, one public building -- the Old State House -- became once again the stage upon which the state's central dramas were played. Built in 1835, it is a Greek Revival building of monumental

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<sup>1</sup>The Progressive Movement in America dated from the inauguration of Theodore Roosevelt to the end of World War I, November 11, 1918. In Arkansas, however, historians suggest that Progressivism lasted well into the 1920s.

<sup>2</sup>John Gould Fletcher, *Arkansas* (Chapel Hill: The University of North Carolina Press, 1947) 296-313. Michael B. Dougan, *Arkansas Odyssey: The Saga of Arkansas from Prehistoric Times to Present* (Little Rock: Rose Publishing Company, 1993) 299-320. Cal Ledbetter, Jr., "Jeff Davis and the Politics of Combat," *Arkansas Historical Quarterly [AHQ]* XXXIII (Spring 1974), 16-39. Little Rock received its name from Benard de la Harpe, 1722, who discovered a jutting rock on the south bank of the Arkansas River which he called "Petite Roche" (sic). This was located at the site of an easy ford.

<sup>3</sup>*United States Census*, Table 16, Population: 1790 to 1990, August 27, 1993.

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proportions, placed on the high south bluff of the Arkansas River facing both the busy commercial traffic of the river and the major street of the capital city over which it still presides.<sup>4</sup>

When Arkansas entered the Union in 1836, the Territorial Legislature moved from a low-ceilinged, plank-paneled room in the Territorial Capitol at the foot of Rock Street where it had convened for fifteen years.<sup>5</sup> Hauling the archives in deer skin saddle bags and wooden file boxes, the representatives scrambled to secure space in the State House on Markham Street, a few blocks away, which at that time, was not finished. There, in the yet unpainted House chamber, leaders invested Arkansas with statehood, and a generation later in that same chamber, legislators voted after delay and fiery debate, to take Arkansas out of the Union to join the Confederate States of America.<sup>6</sup>

The Civil War devastated Arkansas,<sup>7</sup> and when Little Rock was captured by federal forces in 1863, state officials fled the State House to set up a government in exile in the town of Washington, southwest of Little Rock. Union military authorities occupied the State House and they wrecked the interior, as did the army of occupation after the war. Somehow, the building survived bombardment, military defeat, anarchy and Reconstruction to house state government in its crumbling chambers again in the 1870s.<sup>8</sup>

Recovery from the ruin of war was slow for Arkansas in part because of the diseases which the South was heir to, and because epidemics swept the valleys of the great rivers with terrifying regularity. Yellow fever, cholera, small pox, typhoid and meningitis came almost annually, but there were also the chronic, on-going diseases which seemed to be in permanent residence -- tuberculosis, malaria, hookworm disease, pellagra.<sup>9</sup> In the 1870s, physicians in Arkansas

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<sup>4</sup>Dougan, *Odyssey*, 115, designed by Gideon Shryock of Kentucky, plans for the State House were too expensive to complete. The building plans were modified by Shryock's assistant, George Weigart, under the direction of Governor John Pope. Dougan suggests that the State House was perhaps the first professionally designed public building in Arkansas. The building originally had two faces, north and south. John Treon, "Politics and Concrete: The Building of the Arkansas State Capitol, 1899-1917," *AHQ* XXXI (Summer 1972), 99-133. George W. Donaghey, *Autobiography* (Benton, Arkansas: L. B. White, 1939) 229-ff.

<sup>5</sup>Fletcher, *Arkansas*, 58-62. Nolie Mumey, *University of Arkansas School of Medicine*, (1975), 26. The capital of the territory was moved from Arkansas Post to Little Rock, June 1, 1821.

<sup>6</sup>Carl Moneyhon, "1861: The Die is Cast," *Rugged and Sublime, The Civil War in Arkansas*, Mark K. Christ, ed. (Fayetteville: The University of Arkansas Press, 1994), 1-8. James M. Woods, *Rebellion and Realignment: Arkansas's Road to Secession*, (Fayetteville: University of Arkansas Press, 1987), 121-122.

<sup>7</sup>Moneyhon, *ibid*, 160-161.

<sup>8</sup>Otis Singletary, "Militia Disturbances in Arkansas during Reconstruction," *AHQ*, XV (Summer 1956) 140-150. Earl F. Woodward, "The Brooks and Baxter War in Arkansas, 1872-1874," *AHQ*, XXX (Winter 1971), 315-336. In 1885 the central portion of the building was remodeled and the wings completed.

<sup>9</sup>Charles E. Rosenberg, *The Cholera Years, The United States, in 1832, 1849, 1866*, (Chicago: The University of Chicago Press, 1962). James O. Breeden, "Disease as a Factor in Southern Distinctiveness," in *Disease and Distinctiveness in the American South*, Todd L. Savitt and James Harvey Young, eds. (Knoxville: University of Tennessee Press, 1988), 9-12.

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attempted to organize a statewide medical society to cope with epidemics -- yellow fever in particular -- however, when the governor signed the charter giving the medical society control of quarantine regulations throughout the state, he was unable to grant a penny of state funds to the effort. Instead, he begged for private donations from an economically depressed population and the campaign was doomed. Still, a few determined citizens fought on, organizing county and municipal boards of health in Arkansas, operating them with volunteers, yet always, in the end, losing the battle against poverty and disease.<sup>10</sup>

By the turn of the century, construction of a new capitol building was under way in Little Rock, but the project had been halted by the pseudo-Populist governor, Jeff Davis, who stumped the state with angry backwoods rhetoric opposing change at all levels. It was during this critical decade, the first of the 20th century, that Arkansas, held in the firm grasp of old-style demagoguery, fell behind as the rest of the nation moved into the Progressive vision of Theodore Roosevelt.<sup>11</sup> New leadership narrowly captured the electorate of Arkansas in 1909, and their unifying goal was change in rapid sequence. Their struggle was to align their state with others of the South in order to qualify, even provisionally, for national programs for reform. At every turn, their enemy was fierce southern ethnicity and defensive parochialism which held that accepting help from outside meant the admission of a flawed way of life. Even Little Rock, perceived as a big city by the rest of Arkansas, represented a threat of monopoly, political power, and ill-gotten wealth. The battle fought on the floor of the legislative chambers of the Old State House was again and again, in every area of state government, the wrenching contest between the "haves" and the "have-nots."<sup>12</sup>

So it was that Arkansas, often stereotyped by the press as having only two economic classes-- backwoods subsistence farmers in the mountains, and wealthy cotton planters in the delta --

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<sup>10</sup>David M. Moyers, "From Quackery to Qualification: Arkansas Medical and Drug Legislation, 1881-1909," *AHQ*, XXXV (Spring 1976) 4-5. The first attempt at legislation regarding the practice of medicine in Arkansas came in 1831 when the Territorial Legislature passed a law which created the board of eight physicians who had the power to license doctors in Arkansas. The Medical Association of the State of Arkansas was founded November 21, 1870. Mrs. W. C. Garrison, *A History of Public Health in Arkansas* (Little Rock: The Arkansas Public Health Association, 1949). William R. Miller, Governor of Arkansas, responded to the panic of the citizenry during the yellow fever epidemic of 1878 by granting a charter to a Board of Health. Because yellow fever was severe in Memphis, river and overland traffic was halted to Arkansas. Along with other Arkansans, Dr. Edward T. Easley volunteered as a physician in Memphis and died of the disease. Carol Hopkins, "History of Public Health in Arkansas" (unpublished manuscript), Arkansas Department of Health. *Proceedings of the State Medical Association*, First Meeting for Organization, Pacific Hotel, Little Rock, Arkansas, November 21, 1870.

<sup>11</sup>Ledbetter, "Jeff Davis...", 16-39. Dougan, *Odyssey*, 309-318. Jeff Davis was born in 1862 in Sevier County, Arkansas. His father was a wealthy attorney. He attended Arkansas Industrial University and Vanderbilt School of Law and was licensed to practice law at age 19. In 1888 he was a state presidential elector, then district attorney; he lost a bid for Congress, but won election for district attorney in 1898. Glorifying the Lost Cause, he was an avenging "trust buster," the "Karl Marx for Hillbillies," and, exploiting racial prejudice, was elected Governor in 1900. He was elected for three two-year terms. See also the biography by Davis's private secretary, Charles Jacobson, *The Life Story of Jeff Davis* (Little Rock, 1925). See also, Fletcher, *Arkansas*, 296-ff.

<sup>12</sup>For a discussion of Progressive politics in Arkansas, see Dougan, *Odyssey*, 331-379. Arkansas socialists are studied in James R. Green, *Grassroots Socialism: Radical Movements in the Southwest, 1895-1943* (Baton Rouge, 1978).

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lurched into the 20th century without benefit of that refining evolutionary process experienced by other states which brought them to social and economic reform as the natural order of things. Arkansas's few Progressives waged an offensive campaign on all fronts, beginning with the completion by Governor George Donaghey's administration of the long-awaited state capitol building. The Governor's offensive plan for his state included prison reform, referendum and recall, educational and fiscal reform.<sup>13</sup> In his drive to achieve all or part of this dream, George Donaghey invited William Jennings Bryan, the "Great Commoner," and founder of the Populist Movement, to Arkansas for a campaign swing of the state. Bryan was a powerful, nationally recognized champion of the common man, an agrarian, a reformer whom Theodore Roosevelt and later Woodrow Wilson embraced politically in order to enhance their own images as champions of the wage-earner in America. Bryan and Donaghey spoke from the rear platform of a train, preaching the gospel of reform to Arkansans. The list was long, but two challenges of this Progressive campaign riveted the Governor's attention to the needs of medical education and public health.

The first crisis was a survey and critique of all medical schools in the United States and Canada sponsored by the American Medical Association, conducted by the Carnegie Foundation for the Advancement of Teaching.<sup>14</sup> Abraham Flexner, an educationist hired by Carnegie to conduct the survey, visited 155 medical schools, some among the best in the world; some were the worst. The Flexner Report was published in June, 1910, and became front page news across the nation. Designed to kill off the lower one-third of medical schools in the country, the Flexner Report humiliated Arkansas. Reform of medical education in the state then became mandatory for the Donaghey Administration.

In Arkansas, as in many states, since the early 19th century, a type of medical school was developed which supplanted the traditional system of apprenticeship of the 17th and 18th centuries. This pragmatic institution offered a brief and easy medical education to eager, upwardly-mobile students as well as profit to the owners of the enterprise. Commercial, or proprietary, schools sprang up in all parts of the country, prospering in thirty-one states when Flexner and his committee began their inspection tour in 1909. In each case, the school was owned by a group of physicians who served as faculty, offering lectures in various aspects of medicine to which students purchased tickets. Each owner-instructor might also maintain a private practice in the community, thus building his own reputation and that of his medical school. There were no entrance requirements for students, no graded curricula, no examinations,

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<sup>13</sup>Calvin R. Ledbetter, Jr., *Carpenter from Conway, George Washington Donaghey as Governor of Arkansas 1909-1913* (Fayetteville: Board of Trustees of the University of Arkansas, 1993), 52-93. Donaghey, *Autobiography*, 229 ff. Thomas L. Baxley, "Prison Reforms During the Donaghey Administration," *AHQ*, XXII (Spring 1963), 76-84. James A. Pitcock, Superintendent of the state penitentiary, assisted Governor Donaghey in ending the convict-lease system which had been in place since the 1850s. Balys H. Kennedy, "Half a Century of School Consolidation in Arkansas," *AHQ*, XXVII (Spring 1968), 59-67. John W. Payne, "Poor Man's Pedagogy: Teachers' Institutes in Arkansas," *AHQ*, XIV (Autumn 1955), 195-206. Mrs. Hay W. Smith, "Life in Little Rock in the Gay Nineties," *Pulaski County Historical Review [PCHR]* (December 1957), 69-74. Martha W. Rimmer, "Progressivism Comes to Little Rock: the Election of 1911," *PCHR*, XXV (September 1977), 49-60.

<sup>14</sup>Abraham Flexner, *Medical Education in the United States and Canada, A Report to the Carnegie Foundation for the Advancement of Teaching*, 1910 (Washington, DC: Science and Health Publications).

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no laboratories, and no clinical training. Although proprietary schools were cost-effective (lecture tickets purchased by students provided the profit margin) instruction was entirely didactic and did not reflect advances in scientific knowledge.<sup>15</sup>

American students in the "Gilded Age" who had financial means went in great numbers to European medical schools, where the basic sciences were taught in laboratories, where each medical student had his own microscope, and where the great teachers -- Erlich, Pasteur, Koch and Virchow -- were the scientific pantheon of the century in bacteriology, pathology and physiology. These advances largely failed to penetrate the walls of America's proprietary medical schools; and yet, by the late 19th century, reform of medical education was in place in a few pioneering schools in the United States. The AMA, marching to the Progressive drumbeat, hired the Carnegie Foundation to accelerate the tempo of change.<sup>16</sup>

Arkansas had two functioning proprietary medical schools when Abraham Flexner and his committee arrived unannounced by train in Little Rock on Saturday, November 15, 1909. The older of the two schools had been in existence for thirty-one years, owned and operated by eight physicians who had been active in the founding of a statewide medical society in 1870 and who sought to link their commercial medical school to the state university, then eight years old. Consequently, on June 16, 1879, at a meeting of the Board of Trustees of the Arkansas (Industrial) University, a medical department was established, located at Little Rock, operated with the "advice and consent of the State Medical Association"; however, it received no funding whatsoever from the public purse. The following day, articles of private incorporation were filed in the office of the Secretary of State.<sup>17</sup> By the date of Flexner's inspection, the school occupied its second location in Little Rock, recorded a student body of 179, and a faculty of thirty-five, eighteen of whom were professors. A city hospital of thirty beds adjoined the school.

Arkansas's second proprietary school was the College of Physicians and Surgeons, incorporated in 1906. Flexner found it to have a total enrollment of 81 students and a teaching staff of thirty-four, 25 of whom were professors. From the "Flexner Report," June, 1910:

Both the Arkansas Schools are local institutions in a state that has at this date three times as many doctors as it needs; neither has a single redeeming feature.<sup>18</sup>

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<sup>15</sup>Kenneth M. Ludmerer, *Learning to Heal, The Development of American Medical Education* (New York: Basic Books, 1985), 10-16.

<sup>16</sup>Ibid., 166-190. Robert P. Hudson, "Abraham Flexner in Perspective: American Medical Education, 1865-1910," *Bulletin of the History of Medicine*, 1972, 56:545-561.

<sup>17</sup>W. David Baird, *Medical Education in Arkansas, 1879-1978* (Memphis: Memphis State University Press, 1979) 1-21. *Arkansas Medical Monthly* (Extra), Little Rock, Arkansas, August 10, 1880, p. 7. Mumey, *University of Arkansas*, 42-50.

<sup>18</sup>Flexner, *Medical Education*, 187-188. Flexner found the population of Arkansas in 1909 to be 1,476,582 and the number of physicians to be 2,535. The ratio of physician to patient was therefore 1 to 582.

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He further suggested that the state university be moved from Fayetteville to Little Rock where the two medical schools might be combined into one institution better than either, and affiliated officially with the University of Arkansas. Although discussion along those lines had for some time taken place within the Medical Society of Arkansas, the explosive nature of the "Flexner Report" galvanized rival factions into a course of action.

In 1911, the medical profession of Arkansas persuaded the state legislature to assume fiscal responsibility for and administrative control of medical education in Arkansas as an integral part of the (Industrial) University of Arkansas. This action, however, did not insure an easy pathway for the medical school because there were the vestiges of intense rivalry between the faculties of the two medical schools; moreover, no suitable site for the newly-organized medical school existed in Little Rock.<sup>19</sup> Long experience had taught that adequate funding from the state legislature was merely a promise. After the first difficult year of operation when some classes were conducted at the old school building at Second and Sherman Streets, and some across the Arkansas River at Fort Logan Roots Hospital, the medical students circulated petitions of criticism to the medical faculty and university board. The first dean resigned and Dr. Morgan Smith, already a leader in the Progressive fight for reform and close ally of the Governor, was chosen to succeed him.<sup>20</sup>

As the state legislature prepared to move to the new state capital building, thus vacating the Old State House, Morgan Smith began to lobby for that building as the site of the medical school of which he now served as dean. Other forces impinged upon the Progressives of Arkansas in 1911, which brought the Old State House back into prominence and demand.

The Rockefeller Foundation announced plans to form a Sanitary Commission for the eradication of endemic disease in the South, and the foundation pledged one million dollars to achieve this end. In order to qualify for the program, which focused first upon hookworm disease, each state had to have in place a functioning state board of health and a bureau of vital statistics. Arkansas had neither.<sup>21</sup> Urged on by political and medical reformers, Governor Donaghey appointed a temporary Board of Health, repeating the organization of the long-defunct board of 1870, which had consisted of seven physicians, one from each congressional district. Like its predecessor, this board had no funds, no staff, no office, and no laboratory, but its members, determined to qualify for the Rockefeller program to attack hookworm disease in Arkansas, agreed with Morgan Smith

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<sup>19</sup>The College of Physicians and Surgeons was located in the Maddox Seminary on Lincoln Avenue in Little Rock. James H. Lenow, M.D. was Dean at this time. As a compromise measure at the time of the merger Dr. Lenow was asked to head the new Medical School. Baird, *Medical Education*, 104. *The Journal of the Arkansas Medical Society [JAMS]*, 9 (June 1912), 21.

<sup>20</sup>Morgan Smith was born in El Dorado, Arkansas in 1868. He earned the M.D. degree from the Medical Department in 1889. He had a private practice in El Dorado until 1903 when he entered Tulane University Medical School. He earned a second M.D. and moved to Little Rock to join the faculty of the Medical Department. He became President of the Arkansas Medical Society. Baird, *Medical Education*, 105.

<sup>21</sup>Ledbetter, *Carpenter from Conway*, 91. Garrison, Mrs. C.W., *A History of Public Health Service in Arkansas* (Arkansas Public Health Association, 1949). "Brief history of the Arkansas Health Department," (unpublished manuscript, UAMS Archives).

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that the pathology and chemistry laboratories of the medical school might serve as the laboratories of the State Board of Health. Faculty and medical students could perform the laboratory work. The deal was struck.<sup>22</sup> The Old State House which for so long had held the heart of the political life of Arkansas, now, in 1911, was to become the home of the newly-founded medical school, and the headquarters of the Arkansas Board of Health. The old building underwent extensive renovation and change to create classrooms and laboratories, as well as amphitheatres, offices, archives and a library.

The Rockefeller Sanitary Commission for the Eradication of Hookworm Disease made preparation to come into Arkansas just as the legislative battle for a permanent Board of Health was beginning. The creator of the project was Dr. Charles Wardell Stiles, a U.S. Public Health Service officer who christened hookworm disease as "the germ of laziness" and speculated that 40 percent of the population of the South was afflicted with the disease.<sup>23</sup> The Rockefeller Sanitary Commission chose Dr. Wickliffe Rose, a professor of philosophy at Peabody College in Nashville, as director, and by spring, 1910, the hookworm campaign in nine Southern states was under way. In Arkansas, legislative battles raged as opponents refused to admit that hookworm disease was a problem in the state which required outside expertise and money, and the power of this faction in the legislature was at first decisive. Supporting public health reform were numerous Mothers' Clubs and the Federated Women's Clubs of the state, which had urged measures to curb communicable diseases, particularly among children. Excluded from political power, women used their social organizations to crusade for public health measures. This technique was a familiar one throughout the South, and in Arkansas, the first Welfare Department was the final product of a committee for the study of tuberculosis headed by Mrs. John Fletcher of Little Rock, president in 1909 of the State Federation.<sup>24</sup>

It took almost three years to bring forth the legislation for the permanent Board of Health, and in that interim, Morgan Smith served as director of the Rockefeller Foundation's efforts to begin the hookworm disease campaign in Arkansas.<sup>25</sup> In order to bring even more pressure on the

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<sup>22</sup>Garrison, *ibid.*, n.p. Ned Shank, *Arkansas' First State Capitol, 1885-1947*, (National Trust for Historic Preservation and First State Capitol, Arkansas Commemorative Commission, 1977) 31. "Bulletin of the University of Arkansas School of Medicine, Announcement for the 37th Annual Session," (Little Rock: University of Arkansas School of Medicine) 31. Here, the Hygienic Laboratory is designated as occupying, along with Pathology and Bacteriology, the "area's greatest number of rooms" on the second floor of the central building in 1915.

<sup>23</sup>Charles Wardell Stiles, "Early History, In Part Esoteric, of the Hookworm (Uncinariasis) Campaign in Our Southern States," *The Journal of Parasitology* (August, 1939), 25:4, 294-300. John Ettl, *The Germs of Laziness: Rockefeller Philanthropy and Public Health in the New South* (Cambridge: Harvard University Press, 1981), 98-107. Greer Williams, *The Plague Killers* (New York; Charles Scribner's Sons, 1969), 18-19 for some of the accounts of the events.

<sup>24</sup>For a discussion of this pattern of women's political efforts prior to their receiving the vote, see Wedell, Marsha, *Elite Women and the Reform Impulse in Memphis, 1875-1915* (Knoxville: The University of Tennessee Press, 1991) 77-107. Elizabeth A. Taylor, "The Woman Suffrage Movement in Arkansas," *AHQ*, XV (Spring 1956), 17-52. Interview: Mary Fletcher Worthen, granddaughter of Mrs. John Fletcher, June 5, 1997, Little Rock, Arkansas.

<sup>25</sup>*Arkansas Gazette*, cited in *JAMS*, VI:10 (March 1910) 284.

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legislature, Smith, who was president of the Arkansas Medical Society, invited Surgeon General Rupert Blue of the U.S. Public Health Service to deliver the keynote address at the annual statewide meeting in Fort Smith, May 14, 1912. Present also were the prominent women whose organizations had fought so hard in this cause. The result of this conference was the adoption by the state Medical Society of a resolution asking the legislature again to establish a permanent State Board of Health and State Department of Health.<sup>26</sup>

At last, in 1913, Act 96 was introduced in the House and passed with a comfortable majority. In the Senate, however, opposing arguments from unorthodox medical cultists slowed proceedings until, in the wake of another smallpox outbreak in the northwestern part of the state, the members of women's clubs poured letters and telegrams to the senators demanding the passage of Act 96. After another deluge of telegrams from women and another bitter session in the legislature during which the Rockefeller field workers came to Little Rock to lobby for passage of Act 96, Governor Joe T. Robinson signed the bill into law.<sup>27</sup>

The campaign of the Sanitary Commission for the Eradication of Hookworm Disease consisted of several components, the first of which was education. County medical societies sponsored "hookworm meetings" for the general public. Second, a preliminary survey was conducted showing 57 of Arkansas's 75 counties to be infected. The third step was to assist counties to make inspection tours and open free dispensaries for treatment. At this point, both state and county funding failed to materialize. For a time, as Smith fought another battle in the legislature, the Rockefeller Foundation met expenses, including half of Smith's salary as sanitation director (the other half of Smith's salary was to be paid by the state legislature, but payment was never made to him). Although Smith resigned, the work went forward, unsteadily at first. Dr. Frank B. Young, of Springdale, Smith's immediate successor, resigned within three months, with the following statement: "No man can carry on a public health program in this state with the limited funds available."<sup>28</sup>

Charles W. Garrison, M.D., followed Dr. Young as State Health Officer. He had been Assistant to Morgan Smith since 1911 as well as his friend and colleague. When the hookworm campaign ended in 1914, the public health record was impressive. The Board of Health was firmly in place in the state, with county and city boards actively working on water purification and sanitation. A total of 54,465 persons had been examined for hookworm disease and 10,393 had received treatment for infection. This treatment had been administered in free dispensaries in forty-three counties. Over 190,000 pieces of educational material had been distributed, and 287 public lectures had been sponsored by the State Board of Health. In recognition of the work done in Arkansas, the third annual conference of the Southern Association for the Eradication of Hookworm Disease had been held in Little Rock in December, 1912.<sup>29</sup> The State Hygienic

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<sup>26</sup>Garrison, *History of Public Health*, n.p.

<sup>27</sup>JAMS, IX:9 (February 1913), 218. *Arkansas Gazette*, January 26, January 31, 1913. *Acts of Arkansas*, Act 96, February 25, 1913, 348-361.

<sup>28</sup>Garrison, *History of Public Health*, n.p.

<sup>29</sup>Ledbetter, *Carpenter from Conway*, 114. JAMS, XII:7 (December 1913), 118.



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Laboratory, where the significant testing was accomplished and reported, was located on the second floor of the Old State House.<sup>30</sup> The Arkansas State Board received positive national publicity for its direction of the campaign against hookworm disease which began in the state in 1912. Many of the measures tried in Arkansas field work were used in other parts of the South where Public Health officers continued their work against the disease.<sup>31</sup>

During the period of the hookworm eradication program, scientists definitely established and publicized the fact that malaria, the ancient scourge of all tropical and sub-tropical lands, was carried by mosquitoes. Arkansas qualified as one of those areas in which malaria was a major problem. Even among the Federal troops stationed in the state during the Civil War, malaria was the leading cause of sickness, to the great distress of their commanders.<sup>32</sup> The disease, with its relapsing bouts of chills and fever, greatly diminished the patient, causing him to remain partly disabled for a lifetime. Malaria was as profoundly dreaded in the 20th century as it had been for centuries.<sup>33</sup>

Having achieved success in the campaign against hookworm in Arkansas, the Rockefeller Foundation workers and the state's own public health officers, now receiving a measure of professional status and acceptance by the local population, waged a grand offensive against malaria. As required, Arkansas had, by this date, established a Bureau of Vital Statistics. The state's drive against malaria was a model of success, long acclaimed in the history of Public Health, which was used to eradicate malaria in the rest of the United States and the world.<sup>34</sup>

The community selected as the "town unit," by the Commission became famous worldwide. Crossett, Arkansas, with a total population of 2,029, had been built only sixteen years earlier by the Crossett Lumber Company in a rich pine region in the southeastern part of the state. The numerous lumber mills hired 750 men for their operation and constituted the sole industrial organization; they were supplied from two logging camps in the deep woods, 16 and 36 miles south of Crossett. The owners and managers of the Crossett Lumber Company cooperated fully with the Sanitary Commission.<sup>35</sup>

The next phase of the work was a "sanitary census" of the entire town, a careful inspection of all standing water in the area which might serve as places of propagation for the mosquito. Rain

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<sup>30</sup>Shank, *Arkansas' First State Capitol*, 32.

<sup>31</sup>Sarah Hudson Scholle, *A History of Public Health in Arkansas, The Pain in Prevention*, (Little Rock: Arkansas Department of Health, 1990) 33.

<sup>32</sup>John Duffy, "The Impact of Malaria on the South" in *Disease and Distinctiveness*, 40-42.

<sup>33</sup>Bob Lancaster, "Malaria's Mark," in *Arkansas Times* (January 1988), 34-37, 52-56.

<sup>34</sup>Scholle, *History*, 33-34. Within six years after the start of the Crossett Experiment, The Rockefeller Foundation International Board of Health had begun malaria control projects in ten states and later in 45 countries worldwide.

<sup>35</sup>*Forest Echos*, April, 1917, Crossett Lumber Co. Publication, n.p. This company newsletter assures employees that the disease could not be transmitted by contact with infected persons. Only the bite of the mosquito carries malaria.

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barrels, fish ponds, borrow pits along railway tracks, bogs and ditches were noted for removal. Local physicians reported that malaria constituted about 60 per cent of all illness in and about Crossett prior to the public health project.

Active work was begun on April 10, 1916.<sup>36</sup> Ditching was done by gangs of laborers under the direction of a sanitary inspector. Brush and vines were removed which overhung stagnant bodies of water; all drainage ditches were narrowed and straightened, eliminating pools. The labor crews also cut weeds in July and again in August, and 311 water barrels used for fire protection were treated with a salt-substance or "niter-cake" which inhibited the mosquito breeding.

The procedure known as "oiling" was used on bodies of water after clearing and cleaning had been accomplished. A heavy black oil, quite like fuel oil, was determined to be the most effective. As all these labors were performed in and around Crossett, agents distributed and explained the benefits of screening for windows and doors of all buildings. In many cases, the agents themselves built the screens to fit various homes. Lectures were given in the town --some using stereopticon illustrations -- to white and black people alike, explaining the need to control Anopheles mosquito propagation. The purpose of the extensive educational program, which was on-going, was to enlist the cooperation of the people.

The dramatic results of the Crossett Experiment stunned the world. Between 1915 and 1916 there was a 72.33 percent reduction in the number of cases of malaria. The office of the Surgeon General distributed nationwide a full report of the Crossett Experiment, simply as Public Health Bulletin No. 88, and this detailed description became the formula for sanitation workers around the world.<sup>37</sup>

According to the *Centennial History of Arkansas* by Dallas T. Herndon, Crossett was held as "an example of what could be accomplished by the complete understanding and cooperation between a corporation and its employees." According to Herndon, "the town has been so well drained that the malaria-breeding mosquito has been driven out, and various other improvements have been made by the cooperation for the common good." The population in 1922 was 2,707. As of 1997, Crossett has a population of 6,282. It remains a lumber town, though little save a few scattered company houses remain from its earliest days.<sup>38</sup>

The ancient destroyer of human life, the terror of the swamps and bayous, the curse of southern woodlands and lowlands alike was, at last, making a historic retreat before the determined forces of public health workers and those they enlisted to help.

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<sup>36</sup>Ashley County Eagle, Hamburg, Arkansas, July 13, 1916.

<sup>37</sup>R. C. Deriveaux with H. A. Taylor and T. D. Haas, *Malaria Control: A Report of Demonstration Studies Conducted in Urban and Rural Sections*, Public Health Bulletin No. 88 (Washington: Government Printing Office, 1917).

<sup>38</sup>Dallas T. Herndon, *Centennial History of Arkansas* (Chicago-Little Rock: The S.J. Clark Company, 1922) pp. 892-893.

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At the command center of this campaign, on the second floor of the Old State House, were the fledgling experts, the men and women who created, by trial and error, the strategy against the disease. There, too was the laboratory directed by Dr. A. C. Shipp and staffed by members of the Medical School faculty. Their work with the Sanitary Commission and the State Board of Health supported and facilitated the public health triumph at Crossett.

The Old State House, frequently repaired, even renamed the War Memorial Building in 1921, renovated and adorned with sometimes ill-suited embellishments, stood fast through it all. The Board of Health moved into the new capitol building and, in 1935, the Medical School with its accompanying facilities completed a new medical complex in MacArthur Park in the heart of Little Rock.<sup>39</sup> Now housing a museum, still graceful and vital, remembering the brawls and duels of the territorial legislators, the repeated votes for and against secession, the national attention of the Crossett Experiment -- the Old State House presides today on the high south bluff of the Arkansas River, a fair and fine house, both relic and harbinger of us all.

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<sup>39</sup>In 1923, legislation went forward to create Arkansas State Board of Health Hygienic Laboratory at the new State Capitol Building, providing \$17,000 for this project. In 1924, the *Bulletin* of the College of Medicine no longer places the hygienic laboratory on the second floor of the central building of the Old State House. *Historical Perspectives, The College of Medicine at the Sesquicentennial*, Max L. Baker, ed. (1986) 13. Under the direction of Frank Vinsonhaler, M.D., appointed dean in 1927, the University of Arkansas School of Medicine vacated the Old State House in 1935 to occupy newly-constructed buildings on McAlmont Street.

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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: # 32-1 (1934)
- Recorded by Historic American Engineering Record: # \_\_\_\_\_

Primary Location of Additional Data:

- State Historic Preservation Office
- Other State Agency
- Federal Agency
- Local Government
- University
- Other (Specify Repository):

10. GEOGRAPHICAL DATA

Acreage of Property: Approximately 1.5 acres

UTM References:

	Zone	Easting	Northing
A	15	566630	3845250

Verbal Boundary Description:

Beginning at a point formed by the northeastern corner of the intersection of West Markham Street and Conway Street, proceed north along the eastern edge of Conway Street to a point formed by the northern terminus of Conway Street above Cantrell Road; thence proceed east along a line formed by the northern edge of the concrete retaining wall on the south side of Cantrell Road to the southwest corner of its intersection with Ashley Street; thence proceed south along the western edge of Ashley Street to the northwest corner of its intersection with West Markham Street; thence proceed west along the northern edge of West Markham Street to the point of beginning.

Boundary Justification:

This boundary includes all of the resources historically associated with the Old State House of Arkansas.

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Date: 7/29/97

DESIGNATED A NATIONAL HISTORIC LANDMARK  
December 9, 1997