

A Future for Ohio's Past: The Ohio Historic Preservation Plan

**Ohio Historic Preservation Office
Ohio Historical Society**



Mission Statement

The mission of the Ohio Historic Preservation Office is to preserve Ohio's historic resources as a living part of our heritage through effective management of the joint federal/state/local historic preservation program and to foster a preservation ethic in association with others.

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Introduction





"Historic preservation must address the 'big picture' of a region and deepen the connectedness and inter-dependence among people in different settings. We need preservation projects that build partnerships and bring people together from throughout a metropolitan area. The work of historic preservation is built upon creating partnerships among neighborhood residents, businesses, government, community organizations, and religious groups-partnerships that recognize the inter-dependence of preservation work in the central city and the wider metropolitan and rural communities. We need to foster partnerships that recognize that there are no limits to cooperation-no boundaries that should divide us-in service to the common good" The Most Reverend Anthony M. Pilla Bishop, Diocese of Cleveland

Introduction

As Ohioans enter the 21st century we are increasingly interested in our past and in the many historic buildings and sites that symbolize and reflect our rich history. Like any limited resource however, historic properties need careful planning and management to ensure their survival for future generations. They are subject to the complex pressures of modern society and often their preservation appears at odds with the immediate needs for affordable housing, economic development, employment and education.

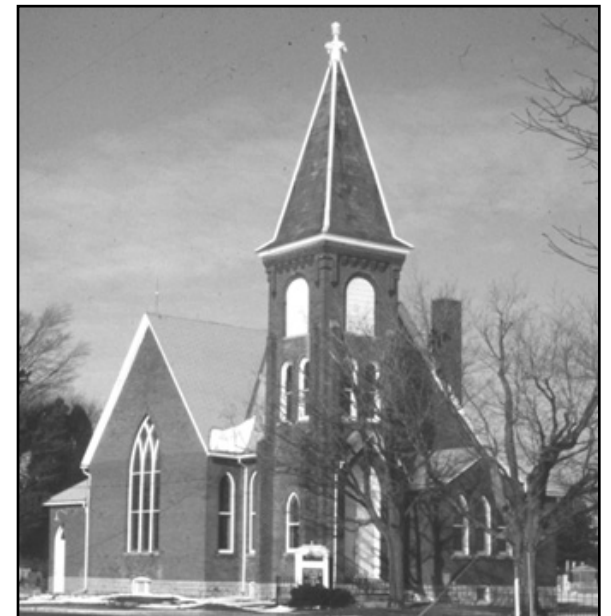
When historic properties are threatened Ohioans often respond by forming historic preservation organizations, encouraging their elected officials to pass local historic preservation ordinances, preparing architectural standards and guidelines, investing in historic neighborhoods and commercial districts and advocating for good land use planning. Fortunately, we are aided by the knowledge

that the preservation of our heritage is not a mere luxury. It actually helps combat the very problems that plague our communities, by stabilizing neighborhoods, providing affordable housing, lowering crime, stimulating private investment, bringing people and businesses back downtown, attracting tourists and strengthening community pride.

To support and enhance local preservation efforts, during the last several years the Ohio Historic Preservation Office of the Ohio Historical Society, has taken significant steps to maintain its commitment to protect Ohio historic resources, to insure that they are subject to good preservation planning and to make information about historic resources increasingly accessible to the public. Some of these steps include:

Information Access

The work of the Ohio Historic Preservation



Office has become increasingly technology driven.

During the late 1990s the Office undertook an extensive program to convert its paper historic and archaeological inventory files to an electronic format for use with a relational data base and Geographic Information System (GIS). This four year program has culminated in the development of a comprehensive GIS system, that includes MAPIT (Mapping and Preservation Information Technology) and the coding and data entry of over 120,000 Ohio Historic Inventory and Ohio Archaeological Inventory forms. The MAPIT system also includes information about individual properties and historic districts listed on the National Register of Historic Places. The online access to information has expedited the review of undertakings subject to review according to Section 106 of the National Historic Preservation Act. Most importantly, it has allowed survey and other data to be used for a variety of statistical and quantitative analysis and has assisted researchers in making informed decisions about historic resources.

As our online capabilities become more advanced, we will make public terminals available to researchers. Based on the MAPIT system, the terminals will allow the public to locate cultural resource records and literature both within and outside the Office.

National Register of Historic Places

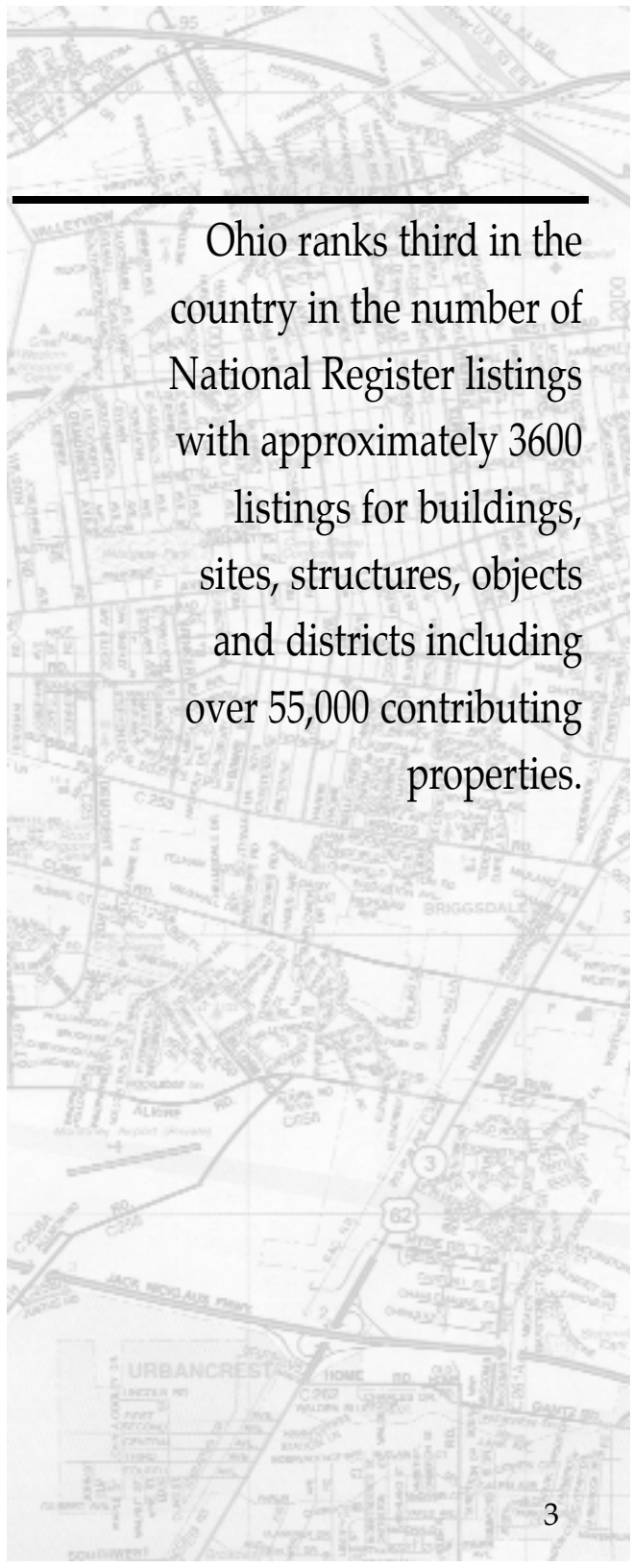
Ohio ranks third in the country in the number of National Register listings with approximately 3600 listings for buildings, sites, structures, objects and districts, including over 55,000 contributing properties. Eligibility for

or listing in the National Register serves as the threshold for consideration under many of the programs the office administers, including Certified Local Governments grants, Section 106 review and the federal tax credit program. National Register listing often motivates local communities to enact local legislation to protect historic resources.

Federal Income Tax Credits

Ohioans are the nation's leading users of the federal income tax credit, designed to stimulate private investment in preservation of historic properties. The credit encourages owners to renovate income-producing properties listed on the National Register of Historic Places. In exchange for following the Secretary of the Interior's Standards for Rehabilitation, owners get a break on their federal income taxes. The credit has aided preservation and renovation of nearly 1000 buildings in Ohio, representing a total investment \$1.2 billion dollars since introduced in 1976 by the federal government. Nationwide it has generated over \$30 billion in privately funded renovations of historic properties.

Newly released U.S. Department of the Interior statistics show that 62 private rehabilitation's of historic properties in 19 Ohio communities qualified for Rehabilitation Investment Tax Credits in fiscal year 2003, resulting in a \$228, 206,429 investment in historic properties statewide, the largest number of such projects in any state or territory. During the same period Ohio was seventh in private dollars invested, at \$101.7 million. The credit provides affordable housing, stimulates private investment, brings business and customers back downtown, attracts tourists and strengthens community pride.



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Protecting Historic Resources

The National Historic Preservation Act of 1966 made preserving historic, architectural and archaeological resources a national policy. Under Section 106 of the Act, federal agencies must consider the effects of those projects and programs it funds on historic resources. The Ohio Historic Preservation Office reviewed over 6,300 proposed federally-assisted projects in Ohio in 2002-2003, to insure that alternatives are considered in any action that would adversely affect properties listed

on or eligible for the National Register of Historic Places. State agencies such as the Ohio Department of Transportation, the Ohio Department of Natural Resources and the Ohio Department of Development work closely with the office in project review. The Office also works with the Federal Communications Commission and the wireless communications industry to streamline the review of cell tower placement while minimizing their impact on historic sites and landscapes.

OHPO's role often goes beyond its federally mandated review responsibilities. The office has been an active partner in issues affecting historic properties in a number of communities. High profile cases include The Ohio Penitentiary in Columbus, The Cleveland Airport/NASA project, Buffington Island Battlefield and most recently the preservation

issues associated with the rebuilding of Ohio's public schools. Among other things the office collects data, including public opinion research on preservation issues, serves as liaison to regional and national preservation organizations, such as the National Trust for Historic Preservation and provides counsel to interested parties.

Using Technology to Talk to Legislators

Using our GIS technology, we have created district-specific maps or "snapshots" of OHPO activities and programs to share with Ohio legislators. Information includes Ohio Historic and Archaeological Inventory and National Register listings, Certified Local Governments and the number of tax credit projects and 106 Reviews in each district. Color-printed maps are provided to legislators to guide discussions of historic preservation activities within legislators' districts.

The Certified Local Government Program

Ohio's 38 Certified Local Governments participate actively in the state historic preservation program. Whether small villages or large cities, all share an interest in protecting their historic resources. CLG communities pursue a wide range of preservation activities; many of them funded in part by CLG grants. CLG grants enable communities to conduct surveys, nominate buildings, sites and historic districts to the National Register of Historic Places, further community education about historic preservation; and rehabilitate historic properties. In January 2003, the Ohio Historic Preservation Office awarded \$73,494 in Certified Local Government matching grants for historic preservation projects in seven communities.

Educational Programs

Technical advice and assistance is available from our experienced staff. Statewide historic preservation conferences and periodic workshops and training help inform Ohioans about historic preservation. Our Building Doctor program is a national model for teaching hundreds of old-building owners how to recognize and solve some of the most common problems in maintaining older buildings, and how to make informed decisions about repairs and improvements. Our office maintains a research library and such publications as *Characteristics of Effective Local Historic Preservation Legislation*, *How to Complete the Ohio Historic Inventory*, and the *Old Building Owner's Manual*, aid local communities and historic property owners.

Outstanding contributions to the preservation of Ohio's historic, architectural and archaeological resources are recognized annually with our awards program.

Careful planning means planning for the future

A Future For Ohio's Past: The Ohio Historic Preservation Plan, was developed with the knowledge that preservation works best at the local level and that the Ohio Historic Preservation Office cannot be effective in carrying out its mission without the active participation of our many preservation partners. Therefore, the Ohio historic preservation plan represents the diverse views and interests of preservationists across the state.

The Plan has been revised and updated since it was first prepared. We have updated information about Ohio's historic properties,





the trends affecting historic properties and the ways in which historic preservation works in Ohio. The new information resulted in a revised call for action that includes current goals and suggested actions at the federal, state and local levels. The revised plan was reviewed by the staff of the Ohio Historic Preservation Office and the Ohio Historical Society, the Ohio Historic Site Preservation Advisory Board and the organizations and agencies represented at earlier public meetings. The public provided input via the draft document available at the Ohio Historical Society web site.

The following chapters provide:

- A summary of the planning process
- Mission and Goals of the Ohio Historic Preservation Office
- Summary of Ohio's historic properties
- Ohio trends that will affect these properties in the future
- How historic preservation works at the local, regional and state levels and some preservation tools and incentives available to Ohioans
- Actions that preservation organizations, local communities, historic property owners, volunteers and supporters may wish to adopt to address state and local preservation issues important to Ohio's future.

The Ohio Historic Preservation office has adopted this plan as a

statement of policy and as our firm commitment to protect and preserve Ohio's historic resources. We hope that communities, organizations and all those who have a vested interest in preserving historic places will also endorse and embrace the Plan as common ground for historic preservation efforts across the state. This plan covers a period to the year 2006. At that time we will evaluate the usefulness of the plan and the progress made by individuals and groups throughout Ohio in achieving its goals and objectives. That evaluation will mark the start of the planning process for Ohio's next historic preservation plan.



In developing a historic preservation plan to guide statewide activities, the Ohio Historic Preservation Office began by assembling a planning committee of staff members representing a wide range of expertise. After researching and discussing various planning methods, the planning committee decided on two goals:

- To provide a strong, clear statement about promoting historic preservation.
- To generate input from all those interested in or affected by historic preservation activities.

Public Participation in the Ohio Historic Preservation Plan

The Ohio Historic Preservation Office recognizes that public input is invaluable in creating, implementing, and evaluating the state's preservation plan. The public can identify historic preservation needs and assess our role and that of historic preservation organizations throughout the state. They can offer insights into the major threats, problems, and challenges historic preservation faces now and in the future. Public participation also creates new advocates for historic preservation.

Our planning process brought together historic preservationists and related interest groups to identify not only key issues in Ohio but also the directions we should emphasize. To facilitate this process, we held an initial vision meeting and five regional public meetings.

The vision meeting set the tone for an ongoing public participation process in developing the historic preservation plan. The partici-

pants represented a cross-section of state and local preservation organizations and government agencies, cultural resource management and land-use planning professionals, elected officials and Certified Local Government representatives. The participants represented the views of those who will implement the plan and those affected by its implementation. They had widely varying views on the value of historic resources, their place in the community and whether and how they should be preserved.

Five public meetings in Columbus, Cincinnati, Cleveland, Perrysburg, and Marietta resulted in broad-based public and professional involvement. Participants generated ideas through brainstorming and discussion, resulting in nearly 1000 comments. By combining input from our in-house planning committee with public input, we developed the specific goals and objectives for the plan. Through a series of staff retreats, we gathered further input on historic preservation issues and the plan.

The in-house planning committee used comments from the meetings to develop objectives and suggested actions for six statewide preservation goals. The suggested actions describe activities that everyone can take to further historic preservation goals in their communities or at the state level. The goals, objectives, and recommended actions can be found in Chapter 6, A Call for Action.

Implementing the Plan

On-going partnerships continue to link the Ohio Historic Preservation Office with various individuals and organizations that participat-



Chapter 1

The Planning Process



ed in the development of the plan. These partnerships serve a valuable role in outreach and implementation of the plan. We held a second vision meeting to discuss specific implementation strategies, including education, public awareness and networking. We continue to seek input from these individuals and groups to evaluate and monitor the plan.

We have also been implementing and evaluating the plan through our annual work plans. This ensures that we are meeting the needs of our constituents and helps us assess our office's level of productivity, while measuring the progress we are making toward achieving the goals and objectives outlined in the plan.

Despite OHPO's commitment to achieving the goals of the plan, its success will be determined at the local level, in cities, villages and rural areas across the state. To be successful, historic preservation activities require cooperation and coordination with our preservation partners. As we have noted before preservation works best at the local level.

Preservation Planning in Your Community

Your community can plan for historic preservation by integrating the state plan into your own master plan. If your community does not have a plan that addresses historic preservation issues or you do not plan to revise the master plan in the near future, you can develop a separate interim preservation plan. The interim plan should include a statement of the communities' goals for its historic properties and the actions it will take to reach those goals.

As with the state plan for historic preservation, planning at the local level should include the following:

Document the history and historic proper-

ties of the community. Before planning for historic properties, a community must identify them. A thorough and up-to-date survey of historic properties is critical. A community's history is found not only in architectural landmarks but also in middle-and-working class neighborhoods, modest commercial groupings, industrial structures, farm buildings, bridges, landscapes, and in the often hidden archaeological value of seemingly vacant land. Developing a map and addressing a list of known historic properties from surveys, local historic districts and landmarks and the National Register of Historic Places is a starting point. Either before or after a plan is initiated, a community may:

- *Conduct more detailed historic context studies* of particular areas or types of properties, to address special preservation problems or to nominate them to the National Register.
- *Assess the current situation in the community.* A community's plan should look at the factors that affect historic properties. These include economics, zoning, building codes, housing policies, road improvement plans, and potential and existing financial incentives for rehabilitation, capital spending patterns, local legislation, and the general track record for preservation in the community. The plan also should consider the various private entities that affect historic properties, either negatively or positively, and examine the possibilities of shared interests and joint efforts.
- *Develop community goals for historic preservation.* A community must state why it wants to preserve its historic properties and

what its priorities are. These goals should stem from direct public participation in open meetings and citizen advisory groups. A basis for these goals could be the six goals described in this plan. These goals, along with what is known about the historic properties and their current situation, become the foundation for developing objectives and strategies for historic preservation. They should include the approaches that seem most suitable, their use, and the implementers.



Chapter 2

Mission and Goals

The mission of the Ohio Historic Preservation Office is to preserve Ohio's historic resources as a living part of our heritage, through effective management of the joint federal/state/local historic preservation program and to foster a preservation ethic in association with others.

The core of *A Future for Ohio's Past* is a set of goals and objectives that reflect the mission of the Ohio Historic Preservation Office. These goals serve as the basis for our efforts to preserve and protect Ohio's historic resources

now and in the future. The goals and objectives are not listed in order of priority but are considered equally important. The objectives highlight the ways in which the OHPO intends to achieve the goals. A set of suggested actions for our federal, state and local partners are contained in Chapter 6, A Call for Action.

Goal 1

Increase public awareness and education to enable Ohioans to discover, understand and preserve their historic places.



Objectives

- *Expand public information programs.*
- *Create education programs at the elementary and high school levels that demonstrate the importance of historic preservation.*
- *Target education efforts to specific groups such as elected officials, investors, realtors and developers.*
- *Treat preservation education efforts as life-long learning and target appropriate groups.*

Goal 2

Develop local commitment by encouraging public and private involvement in local historic preservation initiatives.

- *Encourage the development of organizations that address local preservation issues.*
- *Draw attention to city neighborhoods and commercial districts by encouraging projects that revitalize these urban areas.*
- *Target diverse economic and cultural groups for inclusion.*
- *Partner with state and local organizations that seek to expand/support historic preservation at the local level.*
- *Work with allied organizations to expand efforts to preserve rural landscapes and open space.*
- *Promote integration of historic preservation in local governments through CLG program.*

Goal 3

Create a positive image for historic preservation by improving marketing efforts.

- *Promote the benefits of historic preservation including the economic impact of historic tax*

credits, CLG grants and other economic incentives.

- *Clarify the purpose of historic preservation through press releases and other types of media.*

Goal 4

Identify and evaluate historic resources and make information about them more accessible for preservation planning, advocacy and educational purposes.

- *Encourage local governments to develop strategies to protect historic places.*
- *Address concerns for vanishing landscapes (open spaces, small villages and hamlets, farmland and unincorporated areas.*
- *Identify and evaluate Ohio's historic resources and make information available to the public.*
- *Encourage communities to become Certified Local Governments.*
- *Integrate historic preservation into all levels of planning.*
- *Develop state and local legislation and policies that encourage and expand historic preservation efforts.*

Goal 5

Improve historic preservation leadership in Ohio.

- *Educate decision-makers, including politicians and business leaders about*





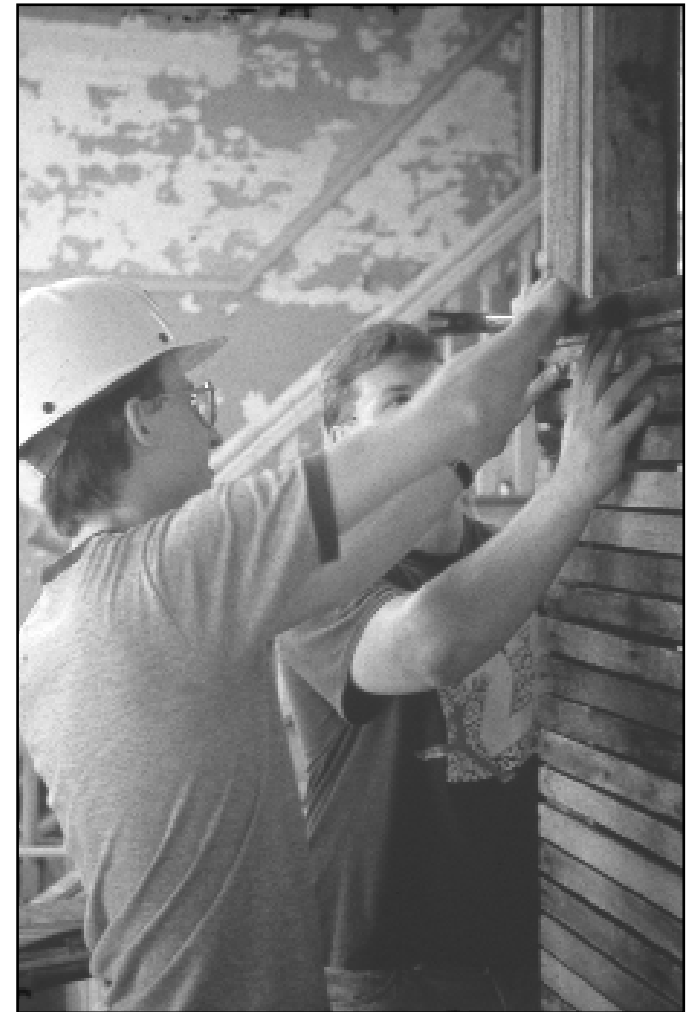
benefits of historic preservation.

- *Encourage networking between historic preservation organizations and individuals.*
- *Support growth of statewide preservation organizations.*
- *Provide opportunities for training and technical assistance for local preservation leaders.*

Goal 6

Increase funding to identify, evaluate, preserve and protect Ohio's historic resources.

- *Generate local funds for historic preservation projects.*
- *Increase private sector funding.*
- *Encourage the development of tax credits and other incentives for historic preservation.*
- *Encourage expansion of incentives for the rehabilitation of owner-occupied historic properties.*
- *Acquire additional funds for support of existing programs and staff to meet expanding service needs.*





Chapter 3

Ohio's Historic Properties

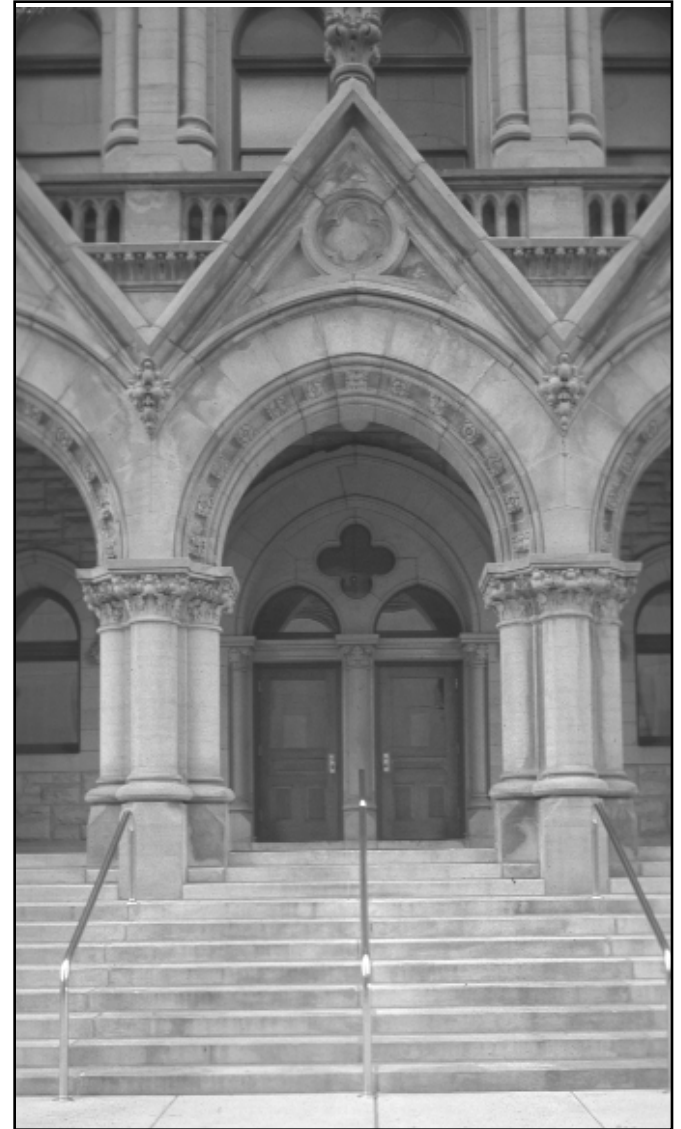
"Before the American War for Independence, the Ohio Country was but a shadowy image in the minds of eastern colonials. Only a few raders willing to risk their lives for profits knew its forest trails and the Indians who traveled them. But soon after the war ended, Americans surged westward in irresistible numbers. Ohio was located directly in the mainstream of this migration and as America grew so did Ohio. All the productive energy of an emerging nation was focused in Ohio's experience."

George W. Knepper

Ohio's history actually began long before the Revolutionary War. Spanning roughly 15,000 years, the historic resources that reflect this history include prehistoric earthworks, rural agricultural landscapes, buildings designed by master architects, vast networks of canals, roads and other transportation infrastructure, industrial complexes and vernacular dwellings constructed with local building materials or influenced by old-world construction techniques.

How Many Historic Properties Are There in Ohio?

Ohio's historic and archaeological inventory and National Register listings include information for more than 128,000 historic properties. Most of these are buildings. While this is an impressive number it pales in comparison to even the most preliminary estimates of the total number of historic properties in Ohio. While no statewide numbers are available for all types of properties, the following examples may suffice. A 1985 Cuyagoga County survey reported there were approximately 54,000 pre-1950 buildings. While all of these may not be historic they all now meet the fifty-year



minimum age for possible National Register eligibility. Approximately 1.4 million housing units in Ohio are over fifty years old. In short, the inventory is just the “tip of the iceberg.”

The Office also has information on historic bridges (the Ohio Historic Bridge Inventory), partial records from the Historic American Building Survey and Historic American Engineering Record, the Ohio Landscape Survey, a complete set of United States Geological Survey (USGS) 7.5' topographic maps, with recorded archaeological sites, a complete set of county maps from Mills' *Archaeological Inventory of Ohio*, contact archaeology reports, historic building/structure survey reports, photographic negatives and slides of historic properties, historic contexts, historic preservation plans for many Ohio communities, and general subject files on a variety of building types, architectural styles, architects and builders, and historic themes associated with Ohio.

Most inventoried historic properties are in the central, northeast and southwest regions of Ohio, the two most populated and early settlement areas. Of the inventoried properties 69% are included in the Ohio Historic Inventory (OHI), 28% in the Ohio Archaeological Inventory (OAI) and 3% are listed in the National Register of Historic Places.

What is the Ohio Historic Inventory?

The Ohio Historic Inventory (OHI) is the official record of information about historic properties in Ohio. A standardized form is used to record the information, which serves as an accurate and continuing record of Ohio's historic and architectural resources.

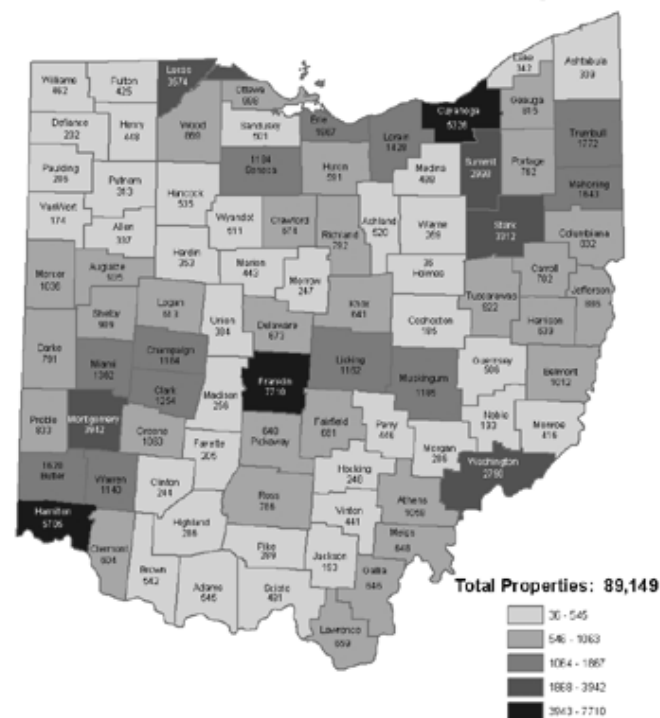
Since 1974, over 90,000 properties with historical or architectural merit have been entered into the records of the Ohio Historic Inventory. The majority of the properties inventoried are houses and commercial buildings in downtown and neighborhood commercial nodes. Significant numbers of schools, churches, courthouses and railroad stations have also been inventoried. Additional documentation is needed for properties associated with early settlement, education, industry, post World War II housing and suburban development and historic landscapes, including those designed by professional and amateur landscape architects and gardeners as well as rural landscapes and roadside architecture. Most inventoried properties date from 1865 to 1925. The most densely populated counties (Hamilton, Franklin, Cuyahoga, and Montgomery) have the most recorded OHI properties.

What is the Ohio Archaeological Inventory?

The Ohio Archaeological Inventory (OAI) is the official record of information about archaeological sites in Ohio, including specific information on site locations. Like the OHI, a standardized form is used to record the information. As of June 2003, approximately 38,000 prehistoric and historic sites had been included in the OAI database, with the largest number of recorded sites in Central Ohio. The distribution pattern of recorded sites is mainly a function of archaeological survey over the last thirty years, most of which have occurred in



Ohio Historic Inventory





prehistoric, 12% are historic and the remainder has both prehistoric and historic components.

The Ohio Historic Inventory and Ohio Archaeological Inventory are used by the OHPO staff, by various federal, state, and local agencies, and by the general public for making land-use planning, urban development and road-improvement decisions. In addition, the inventories serve as official archives of information for researchers and property owners.

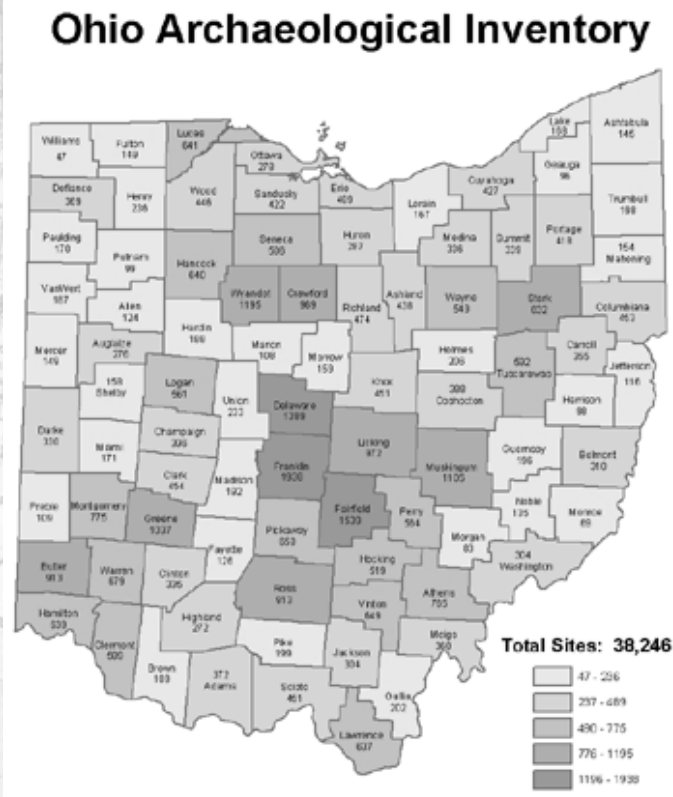
The OHL, OAI, and National Register databases are available on line at the Ohio Historic Preservation Office website: (www.ohiohistory.org/resource/hist-pres/). Currently the National Register of Historic Places and National Register District databases is available to be queried.

You can search the National Register data-

What is Historic Context?

Developing an historic context provides a framework for organizing and understanding the events, geographic factors, people and institutions that shaped and created the built environment.

Known information about a group of historic resources is organized into historic contexts which have conceptual, temporal, and geographic frameworks. A conceptual framework is a historic theme or development that ties properties together; a temporal framework refers to the beginning and ending dates of particular periods; and a geographical framework relates to the actual area where these historic resources are found. For exam-



ple, Properties associated with the Black Swamp Region of Northwest Ohio, 1850 to 1930.

Historic Contexts have numerous practical applications. Collectively they can contribute to the development of an historic preservation plan. Individually, they can be submitted to the National Register of Historic Places on a Multiple Property Documentation form, laying the groundwork for historic districts and individual nominations. Historic contexts can also guide local designations and can provide the foundation for defensible evaluations for compliance with Section 106 of the National Historic Preservation Act and for federal tax credit applications. In addition contexts can be published to increase citizen awareness of Ohio's history, and to develop pride in the state's historic resources and support for their wise management.

What Do We Know About Ohio's Historic Resources?

Ohio historic resources include homes, banks, stores, churches, businesses, factories, schools, and landscapes that reflect all facets of our heritage. These historic properties can be organized into several themes reflecting life from approximately, 1795 through 1950. These themes include Agriculture, Archaeology (See: What Do We Know About Ohio's Archaeological Resources?), Art and Recreation, Commerce and Finance, Domestic Architecture, Education, Government, Social Welfare and Health, Industry and Manufacturing, Military, Planning and Landscape Architecture, Religion, Settlement, Ethnic Groups and Migration, and Transportation, Science and Communication.

As indicated by National Register listed properties, Domestic Architecture is the most prevalent category, followed by Settlement, Ethnic Groups and Migration. Individual properties can have several themes associated with their significance. For example, an early school associated with African-Americans would be listed for both education and ethnic importance.

For each of these themes, the Ohio Historic Preservation Office is creating research aids for use in evaluating historic properties. Each research aid includes a timeline of pertinent people, legislation, technologies and other factors that contributed to the history and development of the theme, an annotated bibliography, sources for further research, and an annotated list of National Register of Historic Places nominations related to the theme.

Agriculture

As hunger for land enticed immigrants westward, Ohio's mid- nineteenth-century agricultural economy led the nation. The earliest settlers built homes in the valleys of the Scioto, Muskingum, and Miami rivers, and in the Western Reserve. Typically, early settlers built log homes and barns; these required hand-hewn beams when the structures contained more than a single room. Such buildings usually reflected the owner's origins: New Englander's in the Western Reserve and Virginians in the Virginia Military District.

Also evident was agricultural specialization such as the dairy and cheese farms of northeastern Ohio, the wineries near Lake Erie, or grain and livestock farms in southwestern Ohio.

Northwestern Ohio did not become productive until later in the 19th century when the





Black Swamp was tiled and drained. German immigrants specialized in grain; their late-nineteenth century farmhouses and a number of significant round barns reflect the prosperity of this era.

Southeastern and south central Ohio counties were cleared early; those farmers prospered only briefly. A significant amount of unproductive farmland later reverted to forest, sometimes leaving early buildings undisturbed.

Urbanization and the consolidation of the once dominant family farms have taken their toll on nineteenth century farmhouses and barns. A rich heritage of agricultural properties still exist, but suburban growth is rapidly encroaching on them.

Historic agricultural properties represented in register listings include barns, farmhouses, silos, chicken coops, and agricultural fields. Most National Register listed buildings date to 1850-1899, followed by the 1900-1924 period. As with other themes, agriculturally related properties are concentrated along major transportation routes and the peripheries of the state's major cities.

Surveyed properties predominantly date from 1850-1899 period with close to 5000 recorded resources. Counties with high survey activity include Trumbull, Washington, Mercer, Franklin and Shelby. Northwest Ohio has fewer surveyed properties than expected given rich farming heritage. The counties of Appalachia show some representation.

Art and Recreation

During the mid-nineteenth century, Ohioans called Cincinnati the Athens of the West for

good reason. Cincinnati was not only the center of art, music, drama, and literature but also the most important cultural center of the West.

The late nineteenth and early twentieth centuries witnessed a flourish of new theaters throughout the state. Nearly every town had some form of theater or opera house; by the 1920s; however, live theater took a backseat to motion picture palaces, as did the grand old theaters and opera houses.

The late nineteenth century also witnessed a proliferation of recreation sports, such as amusement parks and lakeside pavilions, as Ohio's new and expanded transportation systems enabled easy access and promoted these recreation areas to stimulate their own business. Larger amusement parks, such as Cedar Point near Lake Erie and Cincinnati's Coney Island, replaced small, informal parks. After World War II, only a handful of historic amusement parks remained; among the survivors, Cedar Point has become more lavish and exciting.

Team sports also became a top recreational priority; as cities grew hand-in-hand with industry, new concentrations of people supported the development of team and spectator sports. America's first professional baseball team, the Cincinnati Red Stockings, was established in 1869. In 1920, the American Professional Football Association began in Canton. Because Ohio was the first state west of the Appalachians to organize collegiate teams, football quickly made its way to our colleges.

Our state has relatively little historic art and recreation recorded properties. Most of these

museums, theaters, opera houses, works of art, artists' homes, stadiums, fairgrounds, and sports facilities are from the 1850-1899 period. Northeast Ohio contains the most listings in the state, while southeast Ohio contains the fewest. Core metropolitan counties with many National Register listings and surveyed properties include Cuyahoga, Franklin, Montgomery, and Hamilton counties. Erie County also has many listings. Fairfield, Summit and Ottawa counties also have large numbers of surveyed properties.

Commerce and Finance

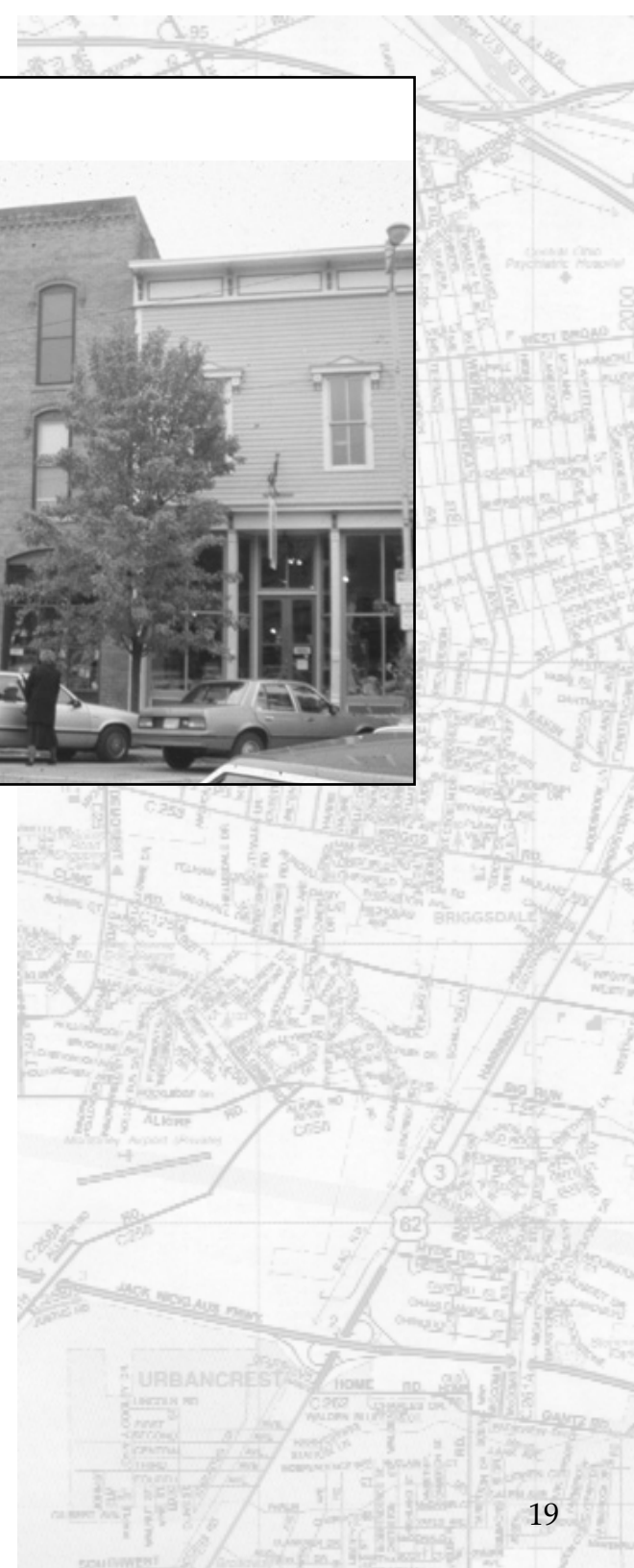
Commercial buildings are the second most prevalent types of historic building in Ohio.

Originally, Ohio's main commercial artery was the Ohio River. As the canals were constructed commerce rapidly spread to canal towns. Road and railroad construction further dispersed commercial activity throughout the state. Due to Ohio's location, natural resources, and industrial development during the nineteenth and twentieth centuries, a large number of small to mid-size towns and cities developed across the state. Historically these cities were strategically located near a transportation source and developed as a seat of county government, the center of agriculture production and shipping, or as an industrial center for one or more industries. Most

Ohio towns share a common characteristic, a primary axis of buildings housing a variety of shops and businesses, usually known as Main Street.

Ohio's historic commercial and financial properties include banks, shops, offices, arcades, restaurants, saloons, hotels, and markets. The majority date from 1850-1900. Many

of Ohio's earliest commercial buildings were frame and are sometimes referred to as a shop-house, meaning they served as both a dwelling and a commercial establishment. The street level served as a commercial space with a large multi-paned window dominating the storefront. The upper floor(s) served as living space. By the mid-nineteenth century the shop-house had given way to buildings specifically designed for commerce. These buildings contained the elements of traditional main street commercial architecture. The typical commercial building consists of three parts, a storefront, upper floors and a cornice or decorative cap. The storefront also consists of three parts, a bulkhead of paneled wood or masonry near the sidewalk, a transparent zone, usually consisting of a symmetrically arranged central doorway and flanking windows and a transom or sign area. The Italianate style, with its narrow window openings and overall vertical appearance, became the dominant style for commercial architecture. It was during the Italianate period, especially the 1870's and 1880's, (the height of the state's railroad building era) that Ohio towns reached their pinnacle of development and prosperity. Today, Italianate style commercial buildings can be found in all but a few Ohio towns. Currently over 190 commercial historic districts are listed on the National Register of Historic Places. Franklin, Hamilton, Cuyahoga, and Summit have the highest numbers of recorded properties. Most date to before 1900 calling for the need to survey more recent commercial buildings.





Domestic Architecture

Houses are Ohio's most common type of recorded historic building. Many of the earliest houses were two-story rectangular wooden buildings, though there are many similar shaped masonry buildings. The vast majority of Ohio's domestic architecture was built during the late nineteenth and early twentieth century, using the balloon frame construction technique. Earlier, nineteenth century, wood frame houses were constructed using some variation of timber and braced frame construction.

Settlers brought several Ohio house types here from the New England and Middle-Atlantic states, while some exhibit evidence of old-world influences such as the half-timber houses constructed by Swiss-Mennonites.

Generalized characteristics prevail, however, in the two dominant regions of the Northwest Territory. The Virginia Military District in southwestern Ohio contains structures showing the influence of southern building, especially the three or five bay I-house. The Western Reserve in northeastern Ohio contains many Greek Revival buildings as

well as common house types such as the Upright and Wing, representative of New Englanders and upstate New Yorker's.

Stylistically, Ohio has followed national trends, building classically inspired Federal and Greek Revival homes from the 1830s to the 1850's and romantic, picturesque Gothic, Italianate, Queen Anne, and Romanesque Revival homes from the mid to the late 1800s. At the turn of the century, builders chose an eclectic blend of styles based on historical themes and later the early twentieth century evolution of period revivals and modern stylistic interpretations. Though many of these are high style examples, many more are modest examples displaying only minor characteristics of these styles. An unknown number historic houses are products of architectural pattern books and their predecessor the catalogue and mail order house industry.

The National Register listings and inventory records for domestic architecture properties include houses, apartments and flats, company housing, resort dwellings and college dormitories; most recorded properties were constructed prior to 1899. Domestic architecture properties are concentrated in metropolitan core counties such as Cuyahoga, Franklin, Hamilton, Summit, and Montgomery.

Lake and Erie counties also have many National Register listings; southeast Ohio contains the fewest. Over 300 residential historic districts are listed on the National Register of Historic Places. Residential properties represent the largest number of Ohio Historic Inventory forms.

Residential architecture of the recent past needs to be surveyed and nominated to the National Register.



Education

Moravian missionaries at Schoenbrunn and Gnadenhutzen conducted the earliest schools in the Northwest Territory; their students were Native Americans. The first schools to survive, however, were the subscription schools established in 1789 by the Ohio Company settlers near Marietta.

Early public schoolhouses were one-room log structures; later with buildings of frame, brick, or stone. Early in the nineteenth century, the Ohio legislature chartered numerous private academies, literary societies, and libraries; many of the academies constructed significant buildings. By mid century, graded union schools reflecting functional architecture styling were common in large cities and towns. Meanwhile, one-room schools were the norm in rural areas into the turn of the century. Ohio's rich architectural heritage in education reflects immigrants with backgrounds as diverse as New England and Germany, schools established for free blacks, and state institutions for the blind and deaf.

Ohio University, established in 1804, is the oldest college in the state, as well as the first federally endowed college in the nation. The nation's first school for blind students opened in Columbus in the late 1830s. By 1859, Ohio had twenty-two colleges and universities; private religious groups founded many of these schools, such as Oberlin and Wilberforce. Oberlin College, the first coeducational college in the nation, was among the first to admit African-American students. Wilberforce was the first U.S. College established to serve African-American students.

Historic education properties on the National Register include one-room schoolhouses (or buildings serving as such), academies,

public schools, Carnegie libraries, and universities. Most of these recorded education properties were constructed between 1850 and 1899. Franklin, Cuyahoga, Hamilton, Lorain, Butler and Summit have high numbers of surveyed properties. The northeast region has the largest number of National Register listings, while the southeast has the fewest.

Government, Social Welfare, and Health

Ohio's government traces its origins to 1788 when Marietta became the first capital of the Northwest Territory. The capital moved from Marietta to Cincinnati, to Chillicothe, to Zanesville, and, finally, to Columbus. These frequent changes were due to the changing political requirements of the Northwest Territory and ultimately of the newly formed state. Columbus became the permanent state capital in 1816. The Greek Revival-style Ohio Statehouse, a National Historic Landmark, was constructed between 1839 and 1861.

Ohio's health and social welfare issues surfaced even as Columbus struggled to establish itself as the state capital. In the mid-1800s, many cities responded to a tuberculosis outbreak by opening sanatoriums and fresh air camps. The nineteenth century also witnessed the construction of county homes and infirmaries built in or near every county seat. The modernization of health care spurred the development of new hospitals and clinics, as well as the development of medical schools. During the Civil War, the state established relief agencies in Cleveland and other larger cities, with the help of social relief organizations and the clergy. The foremost agency among these groups was the U.S. Sanitary Commission, the forerunner of the Red Cross.

Ohio's historic government, social welfare, and health properties include city halls, gov-





ernment offices, post offices, courthouses, meeting halls, fraternal halls, YMCAs and YWCAs, hospitals, and nursing homes. Built mainly between 1850 and 1899, these properties are concentrated in the northeast and within or adjacent to metropolitan areas. Most documented properties are in and surround the state's major metropolitan areas.

Industry and Manufacturing

Due to its geographic location and abundant natural resources, Ohio has been a national and international leader in industry. From the early- to mid-nineteenth century, industry typically was coupled with agriculture; examples are gristmills and blacksmith shops. Cincinnati's meatpacking industry made it the state's first industrial leader in the 1820s and earned it the nickname, Porkopolis. Like most other manufacturing centers, Cincinnati's businesses were small scale and relied on nearby farming and natural resources.

By the mid-1800s, the coal industry began to emerge in eastern Ohio. The Hanging Rock Iron District, centered in Scioto and Lawrence counties, was one of the nation's earliest iron production centers. In the late nineteenth century, large-scale, specialized industries began to emerge such as iron manufacturing in Youngstown and northeast Ohio. Cleveland was the center for lake shipping and transporting iron ore while Toledo became the glass capital.

Huge industrial expansion in Ohio coincided with World War I and World War II. As the steel, automobile machinery, and tire industries prospered, cities in the northeast such as Akron, Canton, and Youngstown boomed throughout the early decades of the twentieth century and continued growing until the 1970s. The historic industrial properties

include factories, mills, processing facilities, and coal towns constructed between 1850 and 1899. The northeast and southwest regions have the most listings and surveys. Franklin County also has a high number of surveyed properties.

Military

Ohio's military history began long before its first permanent settlement. Hostilities between Native Americans and settlers occurred throughout the late eighteenth and early nineteenth centuries. Americans built many fortifications during military campaigns to defeat the Native Americans and their British allies.

In 1861 the Civil War began and Ohio's military men answered President Abraham Lincoln's call for troops. Ohio had several important encampments including Camp Chase, Camp Sherman, and Camp Perry; Ravenna and St. Bernard had major arsenals. The northernmost advancement of confederate soldiers occurred during General John Hunt Morgan's raid through Ohio in 1863. Morgan's confrontation with Union troops at the Battle of Buffington Island was the only Civil War battle to take place in Ohio. Throughout the war, Ohioans such as General William Tecumseh Sherman, Philip Sheridan, and Ulysses S. Grant emerged as great leaders on the battlefields. These men, along with its large number of volunteer soldiers, brought Ohio before the nation following the war and in the years to come.

By the twentieth century, many of Ohio's munitions and materials plants were playing a significant role in military production. Such properties included the Lima Tank Plant, Columbus's Douglas Aircraft Plant, and the Toledo Jeep Plant. Today, Dayton's Wright-

Patterson is the largest U.S. Air Force base in the world.

Ohio's military properties are concentrated primarily in southwest Ohio. Hamilton, Cuyahoga, Washington, and Franklin counties contain the most military listings. Common examples include Perry's Victory site, war monuments and cemeteries, and houses of famous generals and military leaders. Ottawa and Montgomery counties have a high concentration of surveys.

Planning and Landscape Architecture

Not until the late nineteenth century were planning and landscape architecture projects common in Ohio. The first parks were cemeteries, where nearby urban residents would spend their Sundays picnicking or strolling. These beautifully landscaped open areas were free from the congestion of nearby towns and industry. Ohio has several early designed cemeteries, including Woodland Cemetery in Dayton (1844), Woodland Cemetery in Cleveland (ca. 1845) and Green Lawn Cemetery in Columbus (ca. 1850). In 1855, Cincinnati's Spring Grove Cemetery pioneered the lawn-plan concept.

During the early twentieth century, congested cities began to commission their own public park systems. Cleveland and Akron created metro park systems and formally organized natural areas for public use; later, Columbus and Toledo followed suit. With the help of the Civilian Conservation Corps, the state developed its parks system in the 1930s. Ohio has a large number of Frederick Law Olmsted park designs, along with parks designed by several other notable national and regional landscape firms.

Many of Ohio's historic landscapes were pri-

vately commissioned and designed, especially in urban centers. Nationally recognized landscape designers such as the Olmsted brothers, Warren Manning, Robert Mackenzie, and Howard Daniels worked in Ohio, along with myriad local designers such as Frank Scott and A. D. Taylor.

City planning in Ohio coincided with the City Beautiful Movement (1890s-1930s). Planners, officials, and private citizens tried to use public art and architecture to cure the social ills caused by urban industrialization and population surges. Neoclassical styles dominated civic center plans, buildings, monuments, bridges, and art pieces. Cleveland was one of the first major U.S. cities to create a comprehensive civic plan, the Cleveland Group Plan. One of the nation's early planned rural communities, Glendale, began in 1851; it is now a National Historic Landmark in Hamilton County. Near Cleveland, Shaker Heights was one of the nation's first planned residential suburbs. Other important planned communities include Mariemont (Hamilton County, 1919), Oakwood (Montgomery County), Upper Arlington (Franklin County), Goodyear Heights (Summit County), and Greenhills (Hamilton County, 1935). Greenhills is one of only three Greenbelt towns in the nation.

After World War II, planning efforts in Ohio focused on zoning, housing, and the delivery of services. The next large-scale movement involved urban renewal in the 1950s and 1960s; it demolished large tracts of inner city properties—including historic buildings—in many of Ohio's cities.

Historic planning and landscape architecture properties include parks, plazas, gardens, cemeteries, planned communities, and civic





centers. The National Register listings date primarily from 1900 to 1924 and are concentrated in the northeastern region. Cuyahoga County has the most of these nominations. Summit, Franklin, and Hamilton counties also have high concentrations of listings. Southeastern Ohio contains the fewest listings. Very few properties are identified in the Ohio Historic Inventory. Highest concentrations are in Hamilton, Cuyahoga, Franklin, and Summit Counties.

Religion

A central theme in Ohio, religion is responsible for many of our early settlements and their subsequent stability. Congress set aside land for the sole support of religion only in Ohio. The first church in the Northwest Territory was in Schoenbrunn in 1722. Kirtland had the first Temple of the Church of Jesus Christ of Latter Day Saints in the nation, and Cincinnati had the first Reformed Jewish Synagogue. Today, Holmes, Wayne, and Ashland counties comprise one of the largest Amish settlements in the nation. Many religious groups are represented in Ohio's history and can be found throughout the state, particularly in the larger cities.

Ohio's listed religious properties include churches or other religious structures, church schools, convents and monasteries, and parsonages. The majority of these properties were constructed between 1850 and 1899. Cuyahoga and Hamilton counties have the most listings and the number of surveyed properties. Lorain, Erie, Franklin, and Mercer counties have a high concentration of nominations. Fairfield, Ottawa, Stark and Summit also have large numbers of surveyed properties. Most surveyed religious properties date

from the last half of the nineteenth century and the first half of the twentieth century.

Settlement, Ethnic Groups, and Migration

The first organized European settlement in the Northwest Territory, Fort Harmar, was renamed Marietta in 1787. Other late eighteenth century settlements include Cincinnati, Gallipolis, Dayton, Chillicothe, Cleveland, Franklinton in Columbus, Steubenville, Youngstown, and Warren. Farmers and merchants from New England settled the Western Reserve in the northeast; in the southwest, landowners from Virginia settled the Virginia Military District. During the first years of statehood, entire communities migrated to Ohio from New Jersey, Pennsylvania, Maryland, North Carolina, and South Carolina. Many of Ohio's early settlements were associated with religion, as entire religious congregations founded villages.

After the War of 1812, large influxes of settlers came from eastern and southern states and foreign countries with transportation, technology, and industry contributing their settlement patterns; for example, Irish and German workers were attracted to the area by the promise of canal construction jobs; they formed settlements along canal paths. On completion of the canals, new settlers poured into nearby areas and new towns such as Akron, Newark, and Canal Winchester developed along the canal paths. Canals also facilitated industrial growth that led to the growth of Toledo in the northeast and Dayton in the southwest, as well as Portsmouth and smaller cities along the Ohio canal system.

Industrial centers in northern and eastern Ohio attracted immigrants from southern and eastern Europe, while industrial cities in cen-

tral and southwest Ohio attracted central European immigrants. Many African Americans from the south also migrated to Ohio to obtain industrial jobs; a large Appalachian migration to Akron, Columbus, Cincinnati, and Dayton following World War I. By the late nineteenth and early twentieth centuries,

Ohio's cities were growing quite rapidly, especially in the northeast and southwest regions and along the Ohio River.

Historically, Ohio has long had an important population of African-Americans. A significant number of African-American settlements developed along the migration routes African-Americans traveled from the south, such as our present-day U.S. Route 68 corridor. Many of these rural and small town African-American communities have historical connections with the Underground Railroad. These settlements included Ripley, Wilmington, Xenia, Springfield, Urbana, and cities farther north.

The historic settlement, ethnic groups, and migration properties include villages, ethnic enclaves, individual properties associated with ethnic settlers, and migration routes. Most of these listings are from the 1850-1899 period. Cuyahoga County contains more listings than other counties. The southwest region contains the most listings. Survey activity is highest in Franklin, Hamilton, Cuyahoga counties and Butler, Trumbull, Erie, Clark, Mercer, and Lucas counties.

Transportation, Science, and Communication

In 1798, Zane's Trace snaked through Zanesville and Chillicothe to Aberdeen. The first continuous road in the Northwest Territory, Zane's Trace ran through the south-

east corner of present-day Ohio. Between 1815 and 1838, laborers built the next major transportation route, the National Road, a cross Ohio connected St. Clairsville, Zanesville, Columbus, and Springfield. Bridges, culverts, and stone mile markers, as well as taverns and inns accompanied this road that became the great migration route for westward-bound Americans.

Boats also played a predominant role in Ohio's transportation history. Originally, early boat traffic was restricted to the Ohio River and its navigable tributaries. With the onset of canal construction, however, water transportation boomed. In 1832, the Ohio and Erie Canal connected Cleveland to Portsmouth with feeders connecting Columbus and Athens. In 1847, the Miami and Erie Canal ran from Cincinnati to Toledo. At the height of its influence between 1827-1850,

Ohio's canal network totaled 813 miles. The Muskingum River Lock and Dam, a ninety-three mile improvement, existed between Dresden and Marietta.

By 1848, as clouds of steam overshadowed the canals, one of Ohio's first railroad lines connected Sandusky to Springfield. Two years later Ohio had 299 miles of track; by 1860, 2,974 miles of track linked most Ohio communities.

Beginning in 1913, the Lincoln Highway-U.S. Route 30-connected New York to San Francisco.

The first U.S. transcontinental motor route ran through Columbiana, Stark, Wayne, Ashland, Richland, Crawford, Wyandot, Hancock, Allen, and Van Wert counties. Ohio became known as the Gateway to the West due to its railroads and extensive canal system





as well as the major cross country routes, the National Road and later the Lincoln Highway.

In 1793 Ohio's first newspaper was Cincinnati's *The Centinel of the North Western Territory*.

Many local papers followed; by 1912, the state had sixteen newspapers. Publishing houses were also a major communication business. By mid nineteenth century, many sizable towns had publishing houses; Cincinnati, for example, became the publishing center of the West.

Science and technology have affected Ohio's development significantly. A period of discovery flourished in the mid-nineteenth century as many Ohioans made significant scientific and technological advances. Later, colleges and industrial companies throughout the state set up research labs. Famous Ohio-born inventors include Wilbur and Orville Wright of Dayton (the airplane), Thomas Alva Edison of Milan (incandescent light bulb), Charles F. Kettering of Loudonville (the automobile self-starter) and Granville T. Woods of Columbus (railroad telegraph).

Historic transportation, communication, and science related properties include the National Road, railroad depots, streetscapes, publishing houses, laboratories, and inventors' homes.

Primarily constructed between 1850 and 1899, most of the National Register listings are in northeast Ohio, particularly in Cuyahoga County. Summit, Erie, Montgomery, and Hamilton counties also contain many properties. Many recorded sites are located along the state's major historic and current transportation routes. High concentrations of surveyed properties are also in Franklin, Stark, Lucas,

and along the National Road corridor.

What else do we need to know about Ohio's historic resources?

Twentieth Century Neighborhoods in Ohio's Larger Cities – In evaluating Ohio's older housing stock, one is struck by the sheer numbers. Over one-fourth of Ohio's 4,783,000 housing units, or roughly one million houses were built before 1940. Many of these houses exhibit significant examples of early twentieth century architectural styles, the growth of the pre-fabricated mail order housing industry and development patterns tied to new modes of transportation and industrial expansion.

The Recent Past– The historic preservation movement has focused mostly on 18th, 19th and early 20th century resources. In the 21st century, however, the traditionally accepted 50-year timeframe for defining historic properties includes architectural examples of the modern movement, including ranch houses and large postwar suburban tracts, and roadside architecture, including drive-ins, gas stations and motels. The challenge is to identify and evaluate these resources through survey and nomination to the National Register and local designation and to educate the public about the significance of these under-appreciated resources before they disappear.

Historic Schools – Throughout the state, school districts are receiving considerable funding to construct new facilities, often with little thought to the impact on historic schools. Many Ohio communities treasure their historic school buildings as centers for neighborhood activity, symbols of civic pride and as architectural landmarks. Identifying historic schools within a residential area is an important first step in making sound planning deci-

sions about their continued use.

Farmsteads and Agricultural Related Properties—Historically Ohio has ranked among the nation's leading agricultural states. During the 19th century, Ohio often led the nation in corn, and wheat production and had the largest number of swine, horses and sheep. This remarkable productivity is reflected in the number and variety of farmsteads across the state. Ohio has more barn types than other Midwestern state and a rich collection of farmhouses, outbuildings and rural landscapes.

Industrial Complexes – As industry adapts to changes in technology and reacts to global economic and marketing trends, traditional industrial and manufacturing facilities are changing, resulting in abandoned factory buildings and even entire working-class neighborhoods. Ohio's industrial properties range in size from small 19th century milling facilities to massive steel mills. Many of these industrial sites have played an important role in Ohio history and should be identified and evaluated for their architectural and archaeological significance. Many industrial complexes are excellent candidates for adaptive reuse.

Minorities and Ethnic Groups – African-Americans, Eastern European, Appalachians and Women—Most information found in survey and National Register nominations document early settlement patterns, mostly from the 19th century. Information is needed to further tell the stories of the Underground Railroad movement, early 20th century immigration patterns, the American Civil Rights movement and the accomplishments of women throughout the 19th and 20th centuries.

Cold War Military Sites – Part of the recent past, Cold War sites are often massive com-

plexes with multiple buildings and structures. Until recently their historic and architectural significance was generally overlooked. Many have been closed and sold to private developers or converted to recreational and museum facilities. They range from the Miamisburg Mound Plant, in Miamisburg, a nuclear weapons facility now converted to an industrial park, to the former Cleveland Bomber Plant, not called the I-X Center and used for large exhibitions.

What do we know about Ohio's archaeological resources?

All human activities have the potential to leave evidence that may represent an important link from the past to the present. Archaeological sites are the places where evidence of human activities is found on or in the ground. Prehistoric archaeological sites are associated with activities related to camps, villages, quarries, workshops, petroglyphs, cemeteries, burial mounds and ceremonial earthworks. Historic archaeological sites include military fortifications, farmsteads, cemeteries, factories and other industrial facilities, commercial operations and residences.

This section briefly summarizes what we know about the lifeways of Ohio's prehistoric and historic peoples. Archaeology is a constantly evolving science, and our understanding of the past is continually growing as new research adds to our collection of knowledge. The themes in this section are based on the major cultural traditions of the Eastern Woodlands of the United States.

In archaeology, the term "cultural tradition" may be used to describe an artifact type, an assemblage of tools, an architectural style, an economic practice, or an art style that persist over a very long period of time. It is often





assumed that a tradition represents some degree of cultural continuity even if small lifestyle changes have taken place during its time span. The dates given in parentheses provide a general chronological framework for studying these cultural traditions.

The time periods should be considered somewhat fluid, with cultural adaptations occurring at different rates in different areas due to variability in local conditions.

Please keep in mind that the State of Ohio has not been evenly covered in terms of archaeological surveying. Much of the coverage has been concentrated in those areas that have seen the most development, especially development that has taken place since the enactment of the National Historic Preservation Act in 1966. Therefore, data regarding the regional distribution of sites is presented with the caveat that it is based on the information in the Ohio Archaeological Inventory as of June 2003 and is subject to change as we learn more about areas of the state that are currently under-represented in the data base.

Paleo-Indian Period (ca. 12,000— 8,000 B.C.)

The Paleo-Indians were the first people to occupy what is now Ohio, moving into central and northern Ohio only after the glaciers retreated at the end of the last ice age. As vegetation became established on the landscape, people spread through much of the Ohio area, most likely following the game animals they hunted. Paleo-Indians lived in small, mobile groups of related individuals whose subsistence was based on hunting and gathering. Some of the species hunted included large game animals that are now extinct, as well as smaller animals. As the climate moderated, deciduous trees such as oak, hickory, and wal-

nut replaced many of the fir and pine trees that had predominated in the colder periods, and plant foods, especially nuts, became more important in the diet of the Paleo-Indians. Much of what we know about the Paleo-Indian Period comes from surface finds of stone tools, including spear points, knives, scrapers, and graters.

Point types found in Ohio that are diagnostic of the Paleo-Indian period include both fluted and unfluted lanceolate forms.

Archaic Period (ca. 8000 — 1000 B.C.)

Between 8000 and 1000 B.C., Archaic peoples became increasingly efficient at exploiting the food resources of the deciduous forests, including white-tailed deer, birds, squirrels and other small game, fish and mollusks, and a greater variety of plant foods. Groups were still somewhat mobile, moving their camps during different seasons of the year to take advantage of seasonally available resources. Some camps became fairly permanent bases where sizeable groups of people congregated periodically; other camps were quite small and temporary. In addition to an extensive array of flaked stone tools made of flint and chert, people fashioned axes and various food-grinding tools by grinding and polishing hard stone such as granite.

The Archaic period is divided into three stages, based largely on characteristic tool types. During the Early Archaic (ca. 8000—6000 B.C.), population size appears to have increased over the preceding Paleo-Indian Period. Early Archaic projectile points indicate that new ways of halting these implements had been created and the atlatl (spear thrower) also came into use. Grinding stones and pitted stones reveal methods of processing wild plant foods. Middle Archaic (ca. 6000 —

3000 B.C.) sites indicate that this was a time of increasing sedentism. Populations were still seasonally mobile, but tended to return to the same base locations year after year. In areas where resources were particularly plentiful, base camps could be established for longer periods of time, resulting in a greater accumulation of debris. Even more rapid population growth and increased sedentism mark the Late Archaic (ca. 3000— 1000 B.C.). Sites of this period tend to have greater numbers of mortars, pestle, nutting stones, and grinders, implying greater utilization of plant resources. Woodworking implements (axes, adzes, celts), bone and antler tools (awls, fishhooks), shell ornaments (beads, pendants, gorgets), and raw copper are more commonly found. Late Archaic sites have yielded evidence of long-distance trade, ritualism, small-scale cultivation of native plants, and some social ranking.

Woodland Period (Ca. 1000 B.C. —A.D. 1000)

The long-term adaptive cultural trends that emerged in the Archaic Period (the intensive exploitation of diverse food resources in localized environments, increased sedentism in more established territories, long-distance trade, and the emergence of social ranking) became increasingly intensified during the Woodland Period. However, the three innovations that can be considered hallmarks of Woodland societies are pottery manufacture, the deliberate cultivation of native plants (sunflowers, sumpweed, goosefoot, maygrass, gourds, and squashes), and burial under funerary mounds.

Early Woodland Period (ca. 1000 B.C. — A.D. 200)

In most of Ohio corresponds to what is called the Adena complex. Most of what we know about this complex comes from burial

mounds and other mortuary-related sites. Burial mounds were typically conical, and may be located within an earthen-walled enclosure, sometimes over a burned house or log tomb. Characteristic artifacts include tubular and effigy carved stone pipes; decorative stone tablets and reel-shaped gorgets; implements of marine conch shell; and a variety of bone, antler, and copper ornaments. Adena pottery was largely plain, cord-marked or fabricmarked, with grit or crushed limestone tempering.

Middle Woodland Period (ca. 100 B. C. — A.D. 500)

The Middle Woodland Period represents an elaboration of the characteristics of the Early Woodland. In Ohio, the Middle Woodland period is largely represented by the Hopewell culture, but it should be noted that there was considerable overlap in Adena and Hopewell traits. Mainly the greater elaboration and complexity of ceremonial, mortuary, and exchange systems in the Hopewell culture distinguish the two cultures. Hopewell earthworks and mound complexes may cover many acres, and exotic raw materials indicate the existence of long-distance trade networks. Characteristic artifacts include numerous items of copper and polished stone, mica cutouts, freshwater pearls, bird-stone atlatl weights, engraved human and animal bones, and finely made chipped-stone tools of high quality cherts and even obsidian. Hopewell utilitarian pottery was plain or cord-marked, like Adena pottery. It is assumed that the more distinct Hopewell incised and rocker-stamped pots and jars held some ceremonial significance.

During the Late Woodland Period (ca. A.D. 500 — 1000) in Ohio, mortuary ceremonialism and interregional trade declined sharply.





Settlements became larger and were probably occupied for longer periods of time. Permanent, or semi-permanent, Late Woodland habitation sites are found in most river and large creek valleys in Ohio. Cultivation of maize was begun, but maize seems to have played only a minor role in the diet at this time. Compared to earlier sites, Late Woodland sites generally have thinner plain and cord-marked pottery with grit, limestone, or chert tempering; smaller projectile points (indicating the introduction of the bow and arrow); a large number of storage features; larger middens; and a more simplified stone tool kit.

Late Prehistoric Period (ca. A.D. 1000 -- 1600)

Some time around A.D. 1000, the major economic activity in most parts of Ohio shifted from generalized food gathering to specialized food producing. Maize, beans, and squash became dietary staples, supplemented by hunting, fishing, and collecting wild food resources. Societies were largely sedentary, with villages located primarily along the terraces of large stream and river valleys, on fertile, well-drained soils. In central and southern Ohio these sedentary, agricultural societies are referred to as the Fort Ancient tradition. Many Fort Ancient sites seem to have had a central plaza within the village area, and a number of villages appear to have been fortified. Characteristic artifacts include numerous types of bone and antler tools and ornaments; thin, triangular points (indicating a predominantly bow and arrow hunting technology); slate celts and carved tablets; marine shell incised gorgets; pottery pestles; and stone and pottery disks. Some pottery was still grit tempered and cord-marked, but shell tempering was introduced during this period and is a

diagnostic trait of Late Prehistoric sites. Pottery was frequently decorated with curvilinear and rectangular incisions, particularly around the rim and neck portions of the vessel. Burials occur near, or within, village sites, often beneath house floors.

Protohistoric Period (ca. A.D. 1600--1750)

The Protohistoric period is better described as a research construct than a temporal period. The term "Protohistoric" is used for those sites which lack historical documentation but which contain some European-derived cultural materials within the context of a Late Prehistoric assemblage. In Ohio, indirect, "down-the-line" exchange of European goods preceded direct contact with Europeans by many decades. The most common items of European derivation found in Protohistoric sites are glass trade beads and pieces of brass or iron. Ceramic and stone tool assemblages, settlement patterns, and subsistence practices, however, resemble those of local Late Prehistoric groups. In fact, many sites of this period are still properly classified as Late

Prehistoric. The seventeenth century seems to have seen a decline in population size and in the number of permanent settlements in Ohio, due in part to hostilities between native groups, and perhaps also to the spread of diseases from European communities on the East Coast. By the early to mid-1700s, various Native American groups again moved into Ohio, many seeking refuge from hostilities in the East. Major historically known cultures included the Wyandot (originally Huron) from Canada; the Leni Lenape (Delaware) from the East Coast; the Shawnee from the south; the Mingo (originally Seneca) from New York State; and the Miami from Indiana.

Historic Period (ca. A.D. 1750—present)

Historic Period archaeological sites include both Native American and non-Native American sites. European traders, settlers, soldiers, and missionaries encountered and interacted with the various Native groups living in Ohio during the eighteenth century, including the Wyandot, Leni Lenape, Shawnee, Mingo, and Miami. Serious efforts to remove the Native Americans from Ohio territory began early in the nineteenth century, and by 1843 the last of the organized tribes was relocated to reservations west of the Mississippi River.

Historic archaeological sites may represent areas of large settlements or individual residences; remnants of transportation systems, abandoned mines or other industrial activities; educational, religious, social, or commercial structures; ditches, dams, or dumps; and cemeteries or family burial plots. Although written records exist for this time period, archaeological sites can often provide information on aspects of history that was never written down. Sometimes, these sites can provide the best information about segments of society that fell outside of the mainstream of society due to factors such as ethnicity or economic class.

What else do we need to know about Ohio's archaeological resources?

Prehistoric and Historic Archaeological Sites – More than two-thirds of the prehistoric archaeological sites recorded in the Ohio Archaeological Inventory lack temporal or cultural affiliations. No diagnostic artifacts, time-sensitive features, or datable materials have been recovered from these sites. Of the sites that do have assigned temporal periods, protohistoric sites are the least understood. Fewer than 100 have been recorded in the

entire state. Middle Archaic and Paleoindian sites are also poorly represented in the Inventory.

Prehistoric sites can also be looked at in terms of the types of activities that were carried out in those locations. Only 2.5% of the sites in the OAI are classified as habitation sites (camps, hamlets or villages). Less than 1% are classified as workshops or quarries. About 7% of the sites appear to have had some ceremonial purposes (including petroglyphs, earthworks, mounds and cemeteries). Over 90% of the sites in the Ohio Archaeological Inventory have not been classified as any particular “site type.” This very high percentage can be attributed to the fact that is usually impossible to determine a site type without more extensive subsurface exploration than is typical for a basic archaeological survey.

It is somewhat easier to determine what kind of site historic archaeological remains represents. Often the amount of material at historic sites is much greater than you will find at prehistoric sites and there is frequently supporting documentary data that assists in the determination. Still, slightly more than half of the historic archaeological sites in the OAI have not been assigned a site type. Of those that have, residential sites, subsistence-related sites, industrial sites and commercial sites have been recorded in sufficient numbers to allow us to begin considering contextual studies of those types. Archaeological sites relating to health care, social activities, government, religion, education, the military, mortuary activities, and transportation are still under-represented in the Inventory.

Archaeological sites, both prehistoric and historic, may be found in rock shelters or





caves, in an open setting, or in a submerged environment. In Ohio, more than 98% of the recorded archaeological sites have been found in open settings, about 1% in rock shelters or caves, and a mere handful have been recorded from submerged settings. The latter category includes underwater archaeological sites such as shipwrecks (see Lake Erie Underwater Archaeological Sites) or sites that have been inundated as a result of reservoir construction, as well as sites found in a wetland environments (such as the Burning Tree and Martins Creek Mastodon sites) Wetlands are known to be some of the most archaeologically sensitive areas in Ohio, but wetland sites are barely visible in the Inventory. The preservation of the state wetlands thus benefits cultural as well as natural resources.

Sites in open settings (agricultural fields, forests or urban surroundings) are being heavily impacted by development. Urban sprawl and its accompanying infrastructure (roads, water and sewer lines etc.) and concomitant industrial and commercial development are destroying archaeological sites as quickly as they are being recorded. The geographical distribution of sites reflects those areas that have seen the most development in the past few decades. Counties that appear to have few archaeological sites, such as Williams, Putnam, Monroe and Harrison (fewer than 100 recorded sites) may have a far richer archaeological heritage than the numbers indicate.

Lake Erie Underwater Archaeological Sites – Lake Erie's 9,910 square miles of surface water conceals thousands of shipwrecks from prehistoric dugout canoes to huge cargo vessels. These resources document the significant maritime history of Ohio, including the changing

technology of shipbuilding.

In 1987, the United States Congress enacted the Abandoned Shipwreck Act, which transferred ownership of abandoned shipwrecks to the states in whose waters they lie.

States were encouraged to adopt legislation establishing management mechanisms for these resources, including identification, protection, recreational use and appropriate recovery consistent with their historical value. Ohio's 1991 "shipwreck law" includes provisions for the establishment of underwater preserves to protect resources that have historic, archaeological, environmental, geological, or scientific significance. The Ohio Department of Natural Resources in concert with the Ohio Historical Society has lead responsibility in this area, and it is currently considering implementation of the preserve program.

Who decides what's historic?

Many of us have our own opinions about what is historic and what is not. Local organizations, social and cultural groups and local governments may also differ on the definition of what is historic. Establishing public processes and reaching a consensus on what is historic should be a priority of any local historic preservation program. Ohio provides several ways to publicly determine whether properties are historic and therefore worthy of preservation.

The National Register of Historic Places

The National Register of Historic Places is the U.S. Department of the Interior's official list of historic properties recognized as worthy of preservation for their local, state, or national significance, architecture, archaeology, science, or culture. Ohio ranks third among the

states with 3600 National Register listings, including over 200 archaeological listings. These nominations include over 55,000 contributing properties (buildings, sites, structures, or objects that add to the historic significance of the nominated property. For example, although a historic district is a single listing, it could contain a thousand contributing properties. Most of Ohio's National Register listings are located in and around the state's major metropolitan areas.

Nominations to the National Register of Historic Places must qualify under age, significance, and integrity. Typically National Register properties are at least 50 years old and must retain integrity through their location, design, materials, workmanship, setting, feeling and association.

The significance of a property is evaluated using the National Register Criteria for Evaluation and the Criteria Exceptions. In Ohio, most National Register properties are listed for their architectural significance.

What Makes a Property Historic?

- Age-at least 50 years old
- Integrity-character defining features are unchanged

Significance

- direct association with important historic events or activities
- direct association with people who played important roles in history
- distinctive architectural style or type, craftsmanship or method of construction
- may yield important information about the past

Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past fifty years are not considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the National Register Criteria or if they fall within the National Register

Criteria Consideration

In Ohio, religious properties make up the majority of listings of National Register Criteria Consideration.

National Historic Landmarks

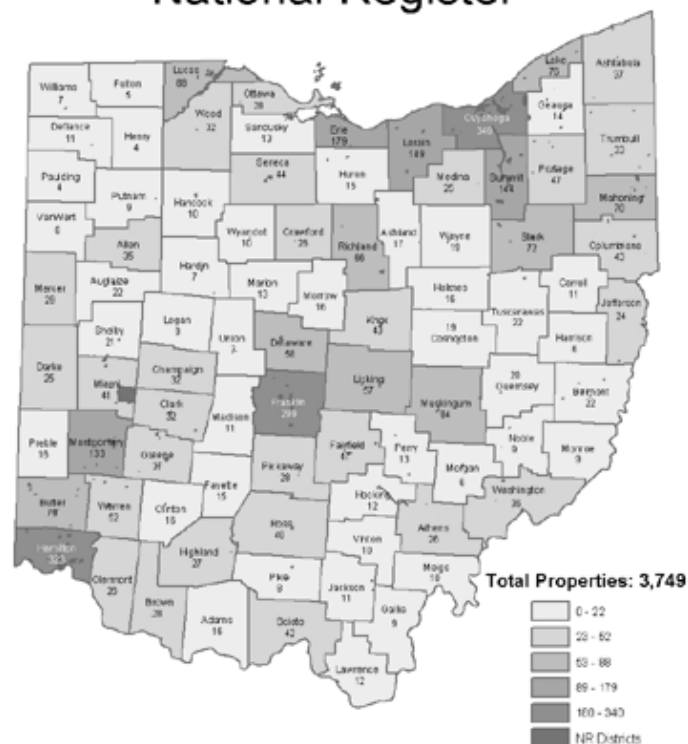
Some National Register properties represent history and culture of national significance. These properties may be designated as National Historic Landmarks. The National Park Service identifies, designates, recognizes, and protects these nationally significant buildings, structures, sites, and objects. Of the almost 2,500 National Historic Landmarks, Ohio has 67 properties dispersed throughout the state, with heavier concentrations in the northeast and southwest regions, and in the major urban areas. (list of NHL's, appendix)

Local Designation

Under Ohio law, local communities may pass ordinances that include standards and procedures for identifying, designating and protecting historic properties within their



National Register





jurisdictions. Over 100 of Ohio's local governments have established local historic preservation commissions or boards with the power to designate local historic landmarks or districts.

Ohio's Historical Marker Program

Official Ohio Historical Markers are erected to designate sites of local, statewide and national significance. They may also designate significant prehistoric sites and geological formations.

The local history office of the Ohio Historical Society administers the marker program. The office works with local communities to identify potential marker sites and evaluates and edits marker text to insure historical accuracy. There are now over 950 Ohio Historical Markers.

How are properties determined historic?

There are three basic steps for determining whether properties are historic.

- Gather information-including a physical description and historical documentation.
- Photographs and other graphic materials may supplement this information.
- Place the property in its place in history or in its historic context. Ask yourself how the property compares or contrasts with similar properties in the same vicinity. You may also need to determine how the property relates to distinctive periods of Ohio's history.
- Apply criteria-to evaluate significance of property. A handy procedure for measuring a properties significance is to apply the National Register of Historic Places criteria for evaluation.

Chapter 4

Ohio Trends



Ohioans have generally recognized the importance of preserving their historic resources. This commitment is seen in the growing number of restored historic neighborhoods and revitalized commercial districts. Ohio ranks third among the fifty states in its National Register listings.

Ohio also has experienced over one billion dollars in completed historic tax credit projects since 1977, returning hundreds of historic buildings to

productive, income producing capacity.

Ohioans also have a good opinion of historic buildings. A recent poll conducted by the Institute for Policy Research at the University of Cincinnati, found that nearly 70% of those polled believe most of the historic buildings in their community are an asset and should be preserved.

At the same time Ohio is affected by regional, national and even global social and economic

If historic preservation is to remain relevant to our rapidly changing society, it is essential to examine these trends, their impact on Ohio as a whole and especially the way in which they affect the state's historic resources.

trends. Many Ohioans are concerned about these trends, including unplanned and unregulated growth and development, congested highways, the loss of farmland and open space and the corresponding decline in urban centers and neighborhoods. Others willingly embrace lifestyles that encourage these trends. For example, Ohioans are spreading out, moving to far-flung, auto-dependent subdivisions in record numbers, while the state's total population shows little growth.

We must then fashion historic preservation initiatives and programs that will positively respond to these trends and will contribute to Ohio's quality of life now and in the future.

Population Trends

With more than eleven million people, Ohio is the seventh most populous state. In the last decade however, the states population grew by just 4.7%, compared to 13.1% nationwide.

Projections indicate this slow rate of growth will continue through at least 2015. The overall redistribution of the state's population is the factor that is transforming Ohio's economic, political and social fabric and altering its rural and urban landscapes. This trend may affect the preservation of historic resources in the following areas:

Urban Ohio

The percentage of Ohio's population living in cities has dropped steadily. More important is the continued decline in the number of middle class

people living in Ohio's urban centers. Ohio cities are increasingly daytime work places for the middle class, who may commute an hour or more from their homes in the suburbs.

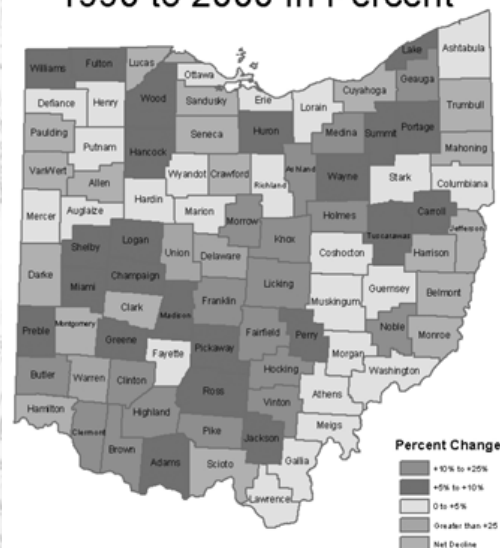
Ohio cities do still retain middle class neighborhoods. Many include well-maintained historic districts. A more recent trend that accounts for a small increase in the number of more affluent urban residents is the growth in the number of warehouse and loft apartments and condominium conversions. Meanwhile, the lower income, the elderly, the indigent and the homeless tend to remain in urban centers.

Suburban Ohio

When people leave Ohio cities their destination is often the adjacent suburbs. This trend began during the early twentieth century and expanded rapidly after World War II, creating such suburban communities as Kettering and Huber Heights, in southwest Ohio and Parma in the northern part of the state. Today many of these once-growing communities, sometimes referred to as first-ring or inner-ring suburbs, are themselves losing population or are at least no longer growing. Some are even experiencing symptoms previously felt only by cities, such as an aging infrastructure and a declining tax base.

The First Suburbs Consortium is the largest government led advocacy organization in the country working to revitalize mature, developed communities. With regional consortiums in northeast, central and southern Ohio, the organization attempts to raise public and political awareness of the problems and inequities associated with suburban sprawl and urban disinvestment.

County Population Change
1990 to 2000 In Percent



For many the location of choice is now a suburban subdivision near an interstate and ever further from the state's historic urban centers. Until recently, these were rural counties with relatively small populations, centered in small county seats or traditional agricultural communities surrounded by farmland. Nowhere is this trend more evident than in Ohio's two fastest growing counties, Delaware and Warren. Warren County, strategically located between Cincinnati and Dayton, provides the perfect residential opportunity for two-career couples. It has seen a 6.7 percent increase in its population since 2000, more than half the net population gain in the entire state. Delaware County grew by an even greater rate during the same time period.

Rural Ohio

A few of the state's most rural counties, primarily in the state's Appalachian region, have

experienced modest growth during the last decade. However, small towns in many parts of the state continue to lose population. According to the 2000 census, 75% of the small towns in northwest Ohio lost population during the 1990's. Some rural counties continue to face an uncertain future and are characterized by a lack of employment opportunities and an aging population. For example, while the state's unemployment rate is 6.1%, Morgan County's is 14%.

Age and Cultural Diversity

The nation and Ohio are getting older. The median age of the U.S. population rose from 32.9 to 35.3 in 2000. With few people migrating to the state and birth rates declining, Ohioans are even older, with a median age of 36.2. Ohio is slowly becoming more culturally diverse. African Americans remain the largest minority, accounting for 11.5% of the population. While Hispanics are the fastest growing minority in much of the country, they account for just 1.9% of Ohio's population.

Effects of Population Trends

Ohio's smaller, older urban population means fewer school age children and a need for fewer public and parochial schools, many of which are historic neighborhood schools. Of the 34 school buildings identified as historic in a 1998 inventory of Cincinnati Public Schools, 17 will be reha-



Real Estate Plus, a weekly real estate marketing publication, had this to say to those drawn to outlying suburbs, because they provide a pristine setting with lots of undeveloped land around.

“Recognize that most rustic suburban areas don’t stay that way.” “If owning a huge house is your top priority, your naturalistic setting will likely one day be rowed with homes much like yours.” (Real

Estate Plus, Dayton Daily News,

May 5, 2002, p. 13)



bilitated and 18 will be closed. Fortunately, some of the closed schools will be available for redevelopment or adaptive reuse.

Ohio's shifting but static population also negatively impacts urban businesses and services. When a shiny new shopping center, mall or big box enterprise opens in the suburbs, most economists argue that it does not necessarily mean new jobs or more revenue, but rather that the jobs and dollars are shifted from somewhere else. The outcome may mean that a similar business has closed in the city, reducing services and amenities to urban neighborhoods and creating less desirable places to live. The lack of amenities is even apparent in more affluent urban neighborhoods, where residents must drive to the suburbs to buy groceries or see a movie.

While such business cycles may not directly impact historic resources, the declining number of urban businesses further erodes the tax base. This means fewer dollars for neighborhood and downtown revitalization, while adding to the financial strains on government attempts to meet the needs of an aging population and infrastructure.

Rapid growth, even when planned, often produces profound changes in Ohio's rural, agricultural landscape. In southwest Ohio, growth issues recently prompted Warren County officials to publicly discuss regional approaches to managing sprawl.

Participants suggested assessing impact fees on developers and zoning code changes that would increase sub-division open space and lot size requirements.

The most obvious effect of suburban growth is the conversion of farmland to residential

and commercial use. According to the American Farmland Trust, between 1987 and 2000 Ohio was second only to Texas in the amount of farmland lost to development. The 827,000 acres converted to nonagricultural use during this period is greater than the land-mass of two Ohio counties.

Transportation affects population trends and may negatively impact historic resources. Outer belt transportation systems have encouraged people to build farther out, increasing sprawl and traffic congestion, which the new roads were intended to reduce. As the population increases, the demands on existing infrastructure also increase. Roads are widened and straightened in an attempt to satisfy public safety demands. However, such improvements may also encourage more development and a corresponding increase in traffic. With these changes come the loss of historic farmsteads and other historic landscapes, archaeological sites and natural areas.

Elizabeth Township in Miami County is the state's largest rural historic district. The entire township is listed in the National Register of Historic Places. However, development pressures still exist. More than twice as many houses were built in the township in the 1990s than in the 1980s. Though the number of new houses is small by comparison to rapidly growing areas in other parts of the state, the numbers are nevertheless significant in a township whose relatively pristine rural character made it eligible for the National Register.

Housing Trends

According to the 2000 census Ohio contains

4,783,000 housing units. Approximately one-fourth were built before 1940 and are reflected in the large pre-war neighborhoods located throughout the states large and medium size cities. More importantly, many of these units, particularly in urban neighborhoods are vacant, 7.1 % according to the census.

Meanwhile new housing construction increased dramatically from 1990 to 2000, especially when compared to the state's relatively slow rate of growth, providing further evidence of the redistribution of the population verses overall growth rate. The number of persons per household continued to decline in the 1990s, containing just 2.49 in 2000 compared to 3.29 persons in 1950.

The median housing value increased 29% from 1990 to 2000. However, housing values increased at a slower rate in urban counties compared to rural counties. In addition, despite the robust economy of the 1990s and the creation of thousands of new housing units, some areas of the state continue to experience homelessness and a shortage of affordable housing.

Effects of Housing Trends

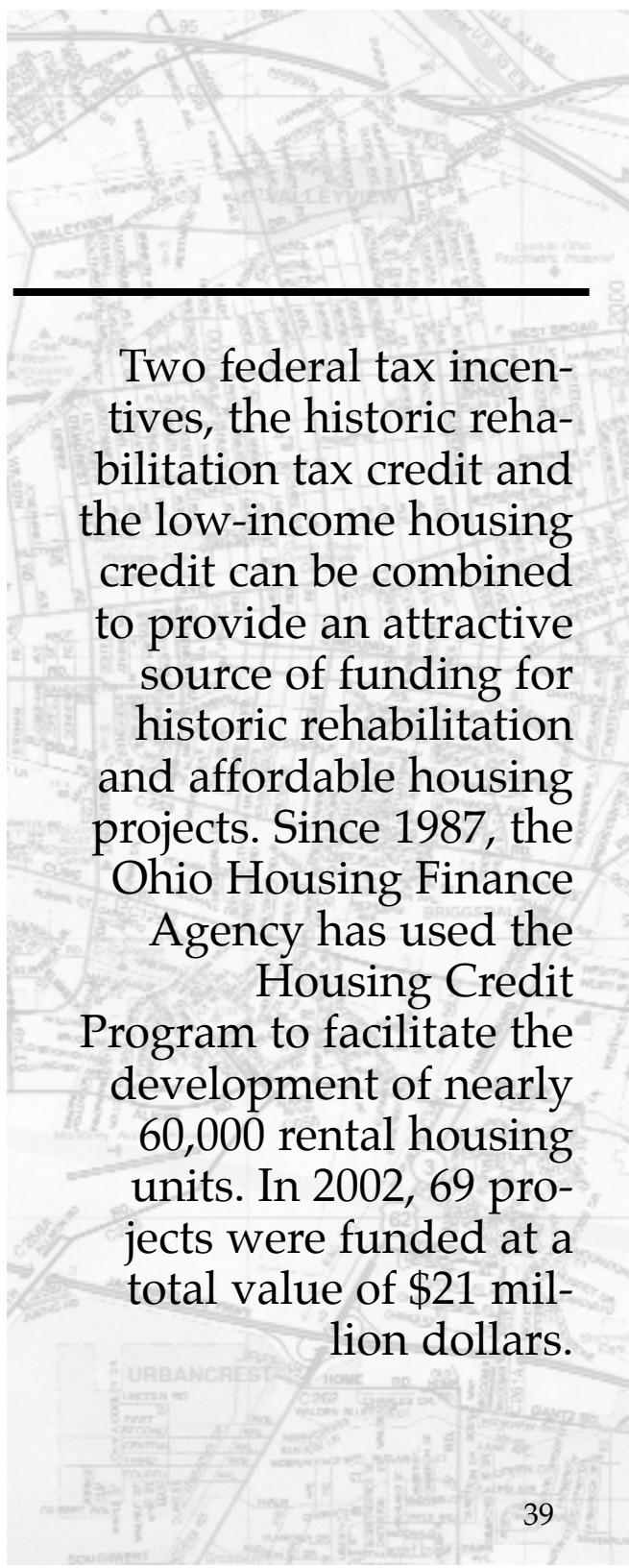
The construction of housing subdivisions may adversely affect the state's historic resources. Farmland is lost, historic rural buildings demolished and site integrity compromised.

Meanwhile, Ohio's vast urban neighborhoods of older housing stock present both challenges and opportunities for meeting Ohio's housing needs. For example, how does one evaluate and determine the historic and architectural significance of these resources? If

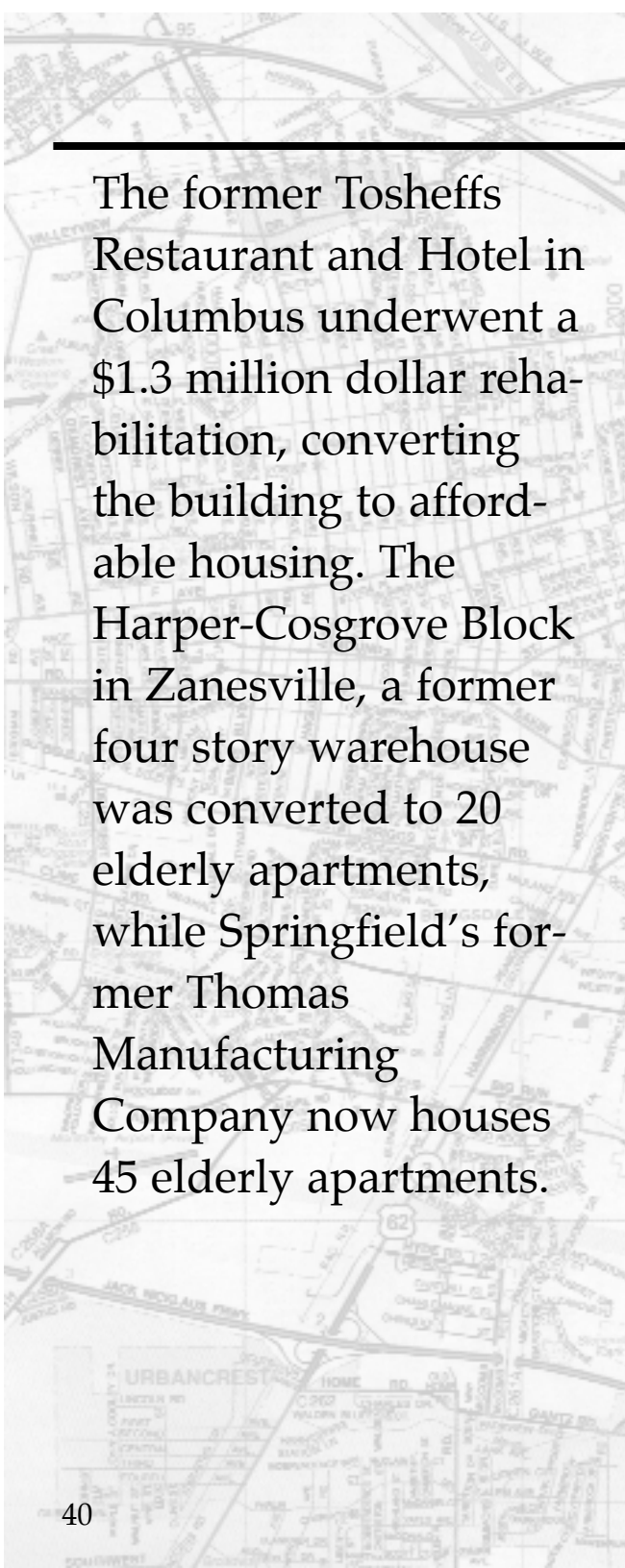
many of these neighborhoods are historic how many should be preserved? Should strict architectural standards be applied when buildings are rehabilitated to ensure that architectural character is maintained? Or, should the concept of conservation be applied, in which the goal is to maintain neighborhood character while allowing some alterations that would not normally be allowed in traditional historic districts? Setting aside questions about architectural significance, the rehabilitation of Ohio's older housing-stock can provide solutions to such problems as lack of affordable and special needs housing.

An even greater challenge is to determine how to use Ohio's neighborhoods to attract middle income residents back to the city and the inner-ring suburbs. In addition to rehabilitated older housing stock, new housing such as that provided by Habitat for Humanity and other new construction projects can offer affordable housing while also providing quality in-fill. Ohio cities also offer warehouses and commercial and industrial buildings that can be rehabilitated for housing, small businesses, and other amenities, which foster downtown revitalization.

Like all trends, the retention and rehabilitation of older, urban and suburban housing is affected by other forces, such as deteriorating schools and an aging infrastructure. For example, when young couples have children they often move out of urban neighborhoods, not because they don't like where they live, but because they want better educational and recreational opportunities for their children. Preservationists must help address all of these issues because the continued stability of Ohio's residential neighborhoods and nearby



Two federal tax incentives, the historic rehabilitation tax credit and the low-income housing credit can be combined to provide an attractive source of funding for historic rehabilitation and affordable housing projects. Since 1987, the Ohio Housing Finance Agency has used the Housing Credit Program to facilitate the development of nearly 60,000 rental housing units. In 2002, 69 projects were funded at a total value of \$21 million dollars.



The former Tosheffs Restaurant and Hotel in Columbus underwent a \$1.3 million dollar rehabilitation, converting the building to affordable housing. The Harper-Cosgrove Block in Zanesville, a former four story warehouse was converted to 20 elderly apartments, while Springfield's former Thomas Manufacturing Company now houses 45 elderly apartments.

commercial districts is the single most important factor in urban revitalization.

Renovation of the Edward Lee McClain High School in Greenfield, Ohio created a new sense of pride in the community. The school was a 1914 gift to the community from inventor and entrepreneur and houses a vast art collection, Tiffany lamps, and a Skinner pipe organ and rooftop gardens. Although initial recommendations called for the abandonment and possible demolition of this facility due to significant renovation costs, the Ohio Schools Facilities Commission and local district partnered to renovate the historic building, with the state providing 87% of the funding. The school now serves as the hub of the community and people travel from all over the United States to see the art collection, increasing the community's tourist market.

Economic Trends

Ohio's economy must increasingly compete with the global and national economies. Ohio's advantages include a large work force, a well-developed transportation and telecommunications infrastructure, an abundance of office space, industrial facilities, developable land and state financial incentives. However, the industrial facilities are often aging and deteriorated, the developable land may be located in costly to restore brown field sites and the available cash incentives are often inadequate in today's competitive environment. In an economy that increasingly depends on a knowledgeable work force, Ohio is hindered by an average and underfunded education system. The problems extend to higher education. The state ranks 41st in the number of residents 25 or older with a bachelors degree and 40th in per-capita spending

for higher education.

Globalization

Globalization is defined as the shift toward a more integrated and interdependent world economy and has two main components: the globalization of markets and the globalization of production.

These two components mean that both the production and the demand for goods will grow rapidly worldwide. Ironically, producing these goods will require fewer people.

Agricultural production will also increase with world population but fewer workers will be necessary to grow the food.

Some areas of the economy will require more workers. According to economist, Donovan D. Rypkema the areas of the economy that will grow both in output and in employment are financial and telecommunication services, education and ideas and the cultural, entertainment and travel/tourism industries.

Real Estate as a Financial Asset

Real estate as a financial asset earned a higher return on investment, relative to other financial assets during the 1990s. In fact, the average farm real estate value increased to \$2,700 per acre in 2000. The high return on real estate investment has increased the number of Real Estate Investment Trust's, which hold agricultural land until it is more valuable developed than in agricultural use. Rising agricultural land values place added pressure on farmers to sell their land for development.

Lower Transportation Costs

Transportation costs have declined when adjusted for inflation, while incomes have increased.

As automobiles become cheaper to own and maintain and standards of living rise, these costs represent an ever-smaller percentage of the family budget. Meanwhile, government has contributed to lower transportation costs by subsidizing highway construction at the expense of alternative forms of ground transportation.

Automation and Economies of Scale

Rehabilitation and preservation work is more labor intensive than new construction. However, fewer workers are trained in traditional home building methods. Automation and off-site prefabrication generate economies



of scale and efficiencies sometimes making it cheaper to build than to rehabilitate per square foot.

The Growth of Heritage Tourism

Tourism in Ohio generates \$25.7 billion dollar and employees 617,000 people, with an \$8.5 billion dollar payroll, contributing \$3.9 billion in state and local taxes. Tourism is economic development. It creates new businesses and breathes new life into old ones. Heritage Tourism is among the fastest growing and most lucrative segments of the industry. *Heritage Tourism is defined as travel to experience the places and activities that authentically represent the stories and the people of the past.*

Heritage Tourism helps preserve local culture and natural and historic resources for visitors and local residents while enhancing the quality of life.

Dr. Virginia Benson of Cleveland State University and a member of the Ohio Historic Site Preservation Advisory Board notes that "with our Underground Railroad sites, our National Heritage Corridor along the Ohio and Erie Canal, many sites along the Ohio River and Lake Erie, our charming Amish country and our beautiful urban landmarks, Ohio is excellently located to exploit the growing market for heritage tourism."

Heritage Tourism relies on the presence of historic, cultural and natural resources. Historic communities, including small towns, buildings, battlefields and museums are major destinations of heritage travelers. In Ohio, small towns were seen, visited or experienced by 34% of Ohio's overnight leisure travelers. Nationwide, small towns appeal to 62% of U.S. adult travelers.

According to the Travel Industry Association of America, historic and cultural travelers stay longer, visit twice as many places and spend more money than the average visitor. Nearly half of the U.S. adult population indicates they included a visit to at least one of eleven cultural, arts, heritage or historic activities or event (identified by the Association), while on a trip of 50 miles or more, one way, in the past year.



Travelers visited small towns because of their unique charm, authenticity and friendly people.

Hudson, Waynesville, Grand Rapids and numerous other communities across the state have capitalized on this trend to become destinations for travelers and visitors looking for authentic tourism experiences.

Effects of Trends

In some respects globalization may be good news for historic preservation as many jobs created by the areas of the economy that would experience growth can take place in historic buildings.

Higbee's a former Cleveland department store, is benefiting from the new economy. After a \$120 million dollar renovation, eight floors of the building will house the Tower City Info Com Center.

Agricultural land will continue to be lost to development as long as Real Estate investment Trusts continue to out perform the equity markets, allowing investors to hold land for future development. Lower transportation costs and expanded and improved highway systems will continue to allow us to live far from our places of work, contributing to the transformation of rural lands into suburbs, destroying historic resources and contributing to the decline of urban neighborhoods. Greater automation and increased emphasis on economies of scale has encouraged standardized practices and materials. As a result the number of people employed in skilled crafts has actually declined, making it more difficult to find and employ skilled

workers for the restoration and rehabilitation of historic buildings. One ray of hope is the globalization of technology. With the Internet, it has become easier to find historic preservation information, suppliers and craftspeople.

As Donovan Rypkema notes, heritage tourism is the singular form of tourism that, when done correctly, can preserve local culture and enhance the quality of life for full time residents and visitors. New businesses can be housed in historic buildings and tourism revenue can contribute to downtown revitalization. However, heritage tourism is also based on a fragile commodity, historic properties. The overuse or misguided rehabilitation of this commodity for tourism purposes can diminish its integrity and its sustainability as an economic benefit to local communities. Like other global and national trends, Ohio must compete for tourism dollars, especially with neighboring states. Unfortunately, funding for the state's tourism programs have not kept pace with similar programs in other states.

Education Trends

National Trends

Across the country the neighborhood school, symbol of American community life and a stabilizing influence in many older communities, is disappearing. Many of these schools are considered historic. Historic and neighborhood school preservation is not just an Ohio issue.

According to the National Trust for Historic Preservation, nationally hundreds of schools are closed every year and the majority of them are demolished. Physical condition is often a major factor in a local school board's decision

to abandon an older school building. A 1995 study by the General Accounting Office revealed that one-third of the 10,000 schools studied need extensive repairs, with more than 14 million children attending school in these buildings. The estimated cost to repair these buildings is \$112 billion. In addition to inadequate maintenance budgets, neighborhood schools are often the victim of consolidation of smaller facilities and policies that:

- Require increased acreage standards
- Favor new school construction over the renovation
- Exempt some school districts from local planning and zoning laws
- Use building codes that are written to encourage new construction

Often neighborhood schools are abandoned and ultimately demolished in favor of larger schools located in remote locations that no child can walk to. The negative effects of sprawl are well documented. However, sprawl may also affect a school district's ability to serve students, spreading resources thinly and decreasing the ability to maintain buildings without constant increases in revenue. The State of Maine recently documented some of the public costs of school sprawl.

Between 1970 and 1995, the number of public school students decreased by 27,000 while school busing costs rose from \$8.7 million to \$54 million.

Ironically the elimination of neighborhood schools comes at a time when parents and teachers across the country are calling for smaller, community-centered schools, on the basis that they are better learning environments.

A few states appear to be reversing these trends. Maryland does not impose acreage standards that promote the destruction of older neighborhood schools or the construction of "school sprawl." Maryland devotes approximately 80% of its state school facility funds to the improvement of existing schools and only 20% to new school construction. In 1998, Pennsylvania eliminated a rule that prohibited local school boards from being reimbursed by the state for school renovation projects if the Renovation costs exceeded 60% of the cost of a new school building.

State Trends

In Ohio the decline of neighborhood schools has been exacerbated by two decades of deferred maintenance resulting from severely constrained budgets and in the numerous deficiencies in the education received by the average Ohio student, as revealed by standardized testing. Both problems are particularly acute in urban areas and small towns where the tax base is inadequate to support quality education in quality facilities.

In 1997 the legislature created the Ohio Schools Facilities Commission (OSFC) and appropriated \$300 Million in school construction aid. A state agency devoted solely to facilities construction and renovation, OSFC works in partnership with local school districts to provide quality educational facilities for Ohio's school children. In 1999, Governor Bob Taft introduced "Rebuilding Ohio Schools," a \$24 billion state-local partnership designed to fully address the facility needs of every Ohio school district. Currently, over 370 districts of the state's 612 school districts are in the planning, design, construction, or completion stages of their projects





What Do Ohioans Think?

Despite the obvious emphasis on new school construction, Ohioans generally favor the preservation of historic schools as long as it does not cost more than building a new one, according to a recent Ohio Poll on school buildings and historic preservation by the University of Cincinnati Institute for Policy.

Although OSFC policies once paralleled the national trend favoring new construction they now offer a more flexible approach. The two-thirds rule is now considered a guideline not a rule and this flexibility applies to both rural and urban school districts. The Commission will now consider renovating any building listed on or eligible for the National Register of Historic Places despite cost, size and other constraints and will in fact consider renovating any building for good cause. This flexibility, provided through House Bill 95 (effective September 2003), applies to both rural and urban school districts. If a school district board determines that a facility has certain historical value or for other good cause determines that a facility should be renovated in lieu of a new facility, OSFC may approve the expenditure of project funds for the renovation of that facility up to, but not exceeding, 100% of the estimated cost of new construction. The OSFC may approve such a project if it determines that the facility, when renovated, can be operationally efficient, and adequate for the future needs of the district.

Another example is the Stivers Performing Arts magnet school, located in Dayton. The building, originally constructed in 1908, is being renovated. The total cost of the renovation project is approximately \$23.9 million, with the state providing 61% of the funding

(\$14.5 million).

In some instances, though a building might be considered historic and worthy of renovation, it may no longer serve the community best as a school facility. abandoned buildings may be used for other community purposes should they not be conducive as school facilities. Adaptive reuse of historic school buildings is a viable option for many communities in Ohio to retain these historic structures. Examples of creative alternative uses include: cultural arts centers, museums, community centers, offices, higher education classroom space, health care facilities, adult education facilities, housing and administrative buildings.

Effects of Trends in Ohio

The disappearance of neighborhood schools forces ever more children on buses, extending the time it takes to get to school and dramatically increasing school transportation costs. Today only one in eight children walk to school.

Preservation of historic schools remains an issue

The large commitment of school facility funding represents a rare opportunity to renovate hundreds of older and historic schools across the state. The situation also represents an enormous opportunity for communities to convert historic, though outdated, schools into other purposes, such as a community center, office space or nonprofit business or governmental agencies, museums, etc. The challenge is to adequately assess the potential for historic schools to successfully be renovated.

The viability of older neighborhoods is at stake

Until recently, decisions regarding the future of a neighborhood school have been treated separately from larger community efforts to preserve or revitalize older neighborhoods. When neighborhood schools are threatened neighborhoods may also be adversely affected.

Communication about school district and community options is key

It is important for all school facility projects to be well planned with community involvement. A facilities assessment is performed early in the pre-planning stage of building renovation and construction. Based on cost estimates, crucial input from the school district and community stakeholders, a joint decision is made to renovate, expand, or demolish and rebuild a new building.

It is important to get the word out about changes to OSFC policies, increase opportunities for community involvement in local school facility planning and to use architects and planners who are familiar with rehabilitation for assessments or rehabilitation plans.

The Ohio Historic Preservation Office continues to work with the Ohio Schools Facilities Commission, local districts and communities to provide guidance and good examples of historic schools being brought into the 21st century as excellent educational facilities.

Transportation Trends

With 113,435 miles of highway, Ohio has the tenth largest network of highways in the country and the fourth largest interstate network. Ohio ranks thirty-fifth among the states in land surface, yet contains an interstate system of twenty routes comprising more than 1300 miles.

In contrast, with the exception of Cleveland, Ohio has no subway or light rail system serving the state's numerous metropolitan areas. In fact rail passenger service of any kind is basically nonexistent in a state that has approximately 6,000 miles of track. According to the Ohio Association of Rail Passengers, Ohioans want the state to develop rail passenger service between Ohio cities. A plan to link Cleveland, Columbus and Cincinnati has been discussed. The lack of alternative modes of transportation is reflected in the fact that nearly 83% of Ohioans drive alone to work and only 2% use public transportation. The mean travel time to work increased to 22.9 minutes.

Ohio has been aggressive in the use of federal matching funds to construct bike trails along abandoned rail corridors, rivers and highways. This has made Ohio a destination state for bikers from other states. Unfortunately, while biking is an excellent form of recreation it does little to relieve traffic congestion or give people alternative forms of transportation to get to work.

Meanwhile, in some polls, traffic congestion has now replaced crime as the number one public concern.

Effects of Trend

The construction of new highways and the expansion of existing ones will continue to have a significant effect on historic resources. With no comprehensive multi-modal transportation plan and with rapidly growing suburbs in formerly rural counties across the state, traffic congestion will continue to increase.

Government Policy Trends

The federal government's commitment to





historic preservation was formalized when the National Historic Preservation Act was passed in 1966. The act created some legal protection for historic properties, set up a national preservation system with funding to create historic preservation offices, established a list of buildings, sites, structures, objects and districts deemed worthy of preservation by the federal government and provided technical preservation assistance and later, tax incentives for the rehabilitation and restoration of historic properties. Since 1980, however, federal financial support for historic preservation has remained level, despite increasing administrative costs and a growing demand for services.

There have been some recent attempts to change the status quo. In 2000 Congress considered passage of the Conservation and Reinvestment Act (CARA) which would have provided a permanent and stable funding source for historic preservation. Though there appeared to be widespread support for the Act, Congress instead increased funding for FFY 2001 and agreed to a multi-year phasing of additional increases. Now these commitments are in jeopardy as revenues decline while the federal budget increases dramatically in response to September 11.

A variety of other federal programs and funding sources, some administered by state agencies, benefit Ohio's historic resources.

The Department of Housing and Urban Development provides block grants for housing rehabilitation and downtown revitalization, including historic residential and commercial properties.

The Ohio Department of Development awards \$150,000 annually to Downtown Ohio

Inc. to administer Ohio's main Street Program.

The Department of Transportation's Transportation Equity Act (TEA 21), administered by the Ohio Department of Transportation, provides funding for transportation enhancements, including the acquisition, rehabilitation and restoration and adaptive use of historic transportation related buildings and structures.

The Department's Federal Highway Administration National Scenic Byway Program provides matching grants for resource protection along designated state and national scenic byways.

The Department of the Interior's National Heritage Corridor designation for the Ohio and Erie Canal National Heritage Corridor provides \$1 million annually for ten years for historic preservation planning, construction and rehabilitation projects along this 110 mile corridor.

The National Park Service Heritage Preservation Services helps home owners, preservation professionals, organizations and government agencies by publishing easy-to-read guidance on preserving rehabilitating and restoring historic buildings. This information is now available on line.

The National Park Service also administers a system of national parks. Ohio has six parks, which were designated for their historic significance or include historic properties.

The American Battlefield Protection Program, administered by the National Park Service, provides grants to states for resource acquisition, protection, survey, site planning and interpretation.

The Certified Local Government program

provides matching grants to Ohio cities that integrate historic preservation with local government and that have a local historic preservation ordinance in place. The Ohio Historic Preservation Office awards 10% of its federal appropriation annually for CLG grants.

The Department of Defense's Legacy Program helps preserve historic resources located on military bases.

The Historic Tax Credit program allows investors tax benefits for rehabilitating historic buildings for income-producing purposes. Since 1976, the historic rehab tax credit has generated more than \$15 billion in private (over \$1.2 billion in Ohio) investment.

State Trends

The primary method of state funding for historic preservation has been the State Capital Appropriations Bill. Biennial state capital appropriations have traditionally funded acquisitions, rehabilitation, and restoration projects. Ohio has chosen not to provide other forms of preservation assistance such as state tax credits or a grants program.

Effects of Trends

Federal programs appear to represent an expanding commitment on the part of the federal government to protect state and local historic resources through programs and partnerships and through the directed use of federal funds. For example 25,000 rehabilitation projects have brought life to deteriorating business and residential districts across the country. However, over two decades of nearly continued level funding in the midst of increased program and administrative costs and a growing demand for services calls to question this commitment.

Current state budget shortfalls have further jeopardized an already fragile state commitment to historic preservation.

Historic Preservation Trends

Historic Preservation has matured both as and academic and professional discipline and in terms of its acceptance as an important component of local and regional planning and development efforts.

Education

The number of degree programs in historic preservation has increased dramatically, with over fifty graduate programs nationwide. At least six Ohio colleges and universities offer advanced degrees in preservation or related fields, while several other universities offer one or more courses in architectural history, archaeology, planning or other related disciplines.

Technology

As with most fields, advances in computer technology have greatly influenced the historic preservation field. The Internet is now an essential tool for producing, distributing and obtaining preservation information. Survey and National Register data and mapping are now available through Geographic Information Systems (GIS) and the OHPO and NPS web sites now offer large amounts of technical preservation information, previously available only by mail or fax.

Contracts for Services

The number of partnerships and inter-agency agreements has increased. Forged by the desire to maintain services in the midst of level or declining funding, the Ohio Historic Preservation Office has negotiated contractual



agreements with several state agencies, including the Ohio Department of Transportation and the Ohio Department of Development to fund the 106 Review of federal undertakings and federally funded projects administered by these agencies.

The Growth of Statewide Organizations

Partnerships

One of the most significant trends in historic preservation in Ohio has been the growth and development of two important statewide non-profits, Downtown Ohio Inc. and Heritage Ohio and the continuation of the Ohio Preservation Alliance as a statewide historic preservation organization. This growth has occurred in tandem with the growth of local and regional preservation organizations in Akron, Cincinnati,

Cleveland, Columbus and Dayton as well as many of the state's smaller cities. The number of smaller, local non-profit preservation organizations has also increased.

The Cleveland Restoration Society is a broad-based, non-profit membership organization that strives to develop economically viable solutions to

preservation challenges in order to preserve and enhance greater Cleveland's architectural heritage. The Society's newest initiative is the Preservation Resource Center of

Northeastern Ohio. The center serves a seven county region. Since its inception in 1999, PRC has provided technical preservation assistance to several hundred groups and individuals.

The Contracting Roll of the Historic Preservation Advisory Council

The Advisory Council on Historic Preservation has, in recent years, pulled back from individual project reviews, relying on the State Historic Preservation Offices to fulfill this role. The Council, in addition to serving as the primary federal policy advisory to the President and Congress, now focuses on helping federal agencies improve their programs and policies to promote effectiveness, coordination, and consistency with national preservation priorities. Most recently it has initiated a heritage tourism program.

The Increasing Number of Certified Local Governments and preservation commissions

Ohio now has 38 Certified Local Governments including all of the states major cities except Akron. There has been a corresponding growth in the number of preservation commissions and boards.

Effects of Trends

The increasing number of college and university historic preservation programs provides a steady stream of highly educated preservation professionals. The influx of trained professionals comes at a time when the growing reliance on programmatic agreements resulting from the changing role of the Advisory Council on Historic Preservation, requires professional preservationists at the local level. Certified Local Governments and preservation commissions strengthen the role of historic preservation at



the local level and helps insure that it will be part of the local planning and development process.

National and State reinvestment statistics through 2001, tell the Main Street Success Story.

Nationally 1,668 Main Street Programs have reinvested \$16.1 billion dollars in improvements, created 53,000 net new jobs and rehabilitated 88,700 buildings. Though Ohio's Main Street program is just five years old, seventeen communities have already invested \$147 million in improvements, created 150 net new businesses and over 1600 net new jobs, while rehabilitating 467 buildings. The expansion of local historic preservation programs provides technical preservation information to rural areas and small towns, which may lack professional advice and assistance.



Chapter 5

How Historic Preservation Works



"The basic purpose of preservation is not to arrest time but to mediate sensitively with the forces of change. It is to understand the present as a product of the past and a modifier of the future."

John W. Lawrence, Dean, School of Architecture Tulane University, April 24, 1970

Historic preservation is accomplished through planning, research and investigation, designation, legislation, architectural design review, rehabilitation and restoration to name just a few. Historic preservation activities may range from a local commission's design review of rehabilitation work in an historic commercial district or neighborhood to a federal agency's consultation with the State Historic Preservation Office to determine what effect a project will have on historic properties. Historic Preservation occurs most often at the local level. The Ohio Historic Preservation Office supports these efforts by providing training, technical assistance and funding, while federal laws, standards, criteria and funding enhance historic preservation activities at all levels.

Historic preservation's constituents include an ever widening group of players, including historic property owners, architects, developers, students, government agencies, elected officials environmentalists, suburbanites and farmers. Preservation also comprises a growing sphere of interest, from affordable housing to heritage tourism, from downtown revitalization to farmland preservation. The challenge for the Ohio Historic Preservation Office is how to continue to provide the programs and services Ohioans deserve and expect, at a time when resources are shrinking at the state

and federal level.

This chapter summarizes many of the available preservation tools and techniques and the federal, state and local partners that help make preservation work in Ohio.

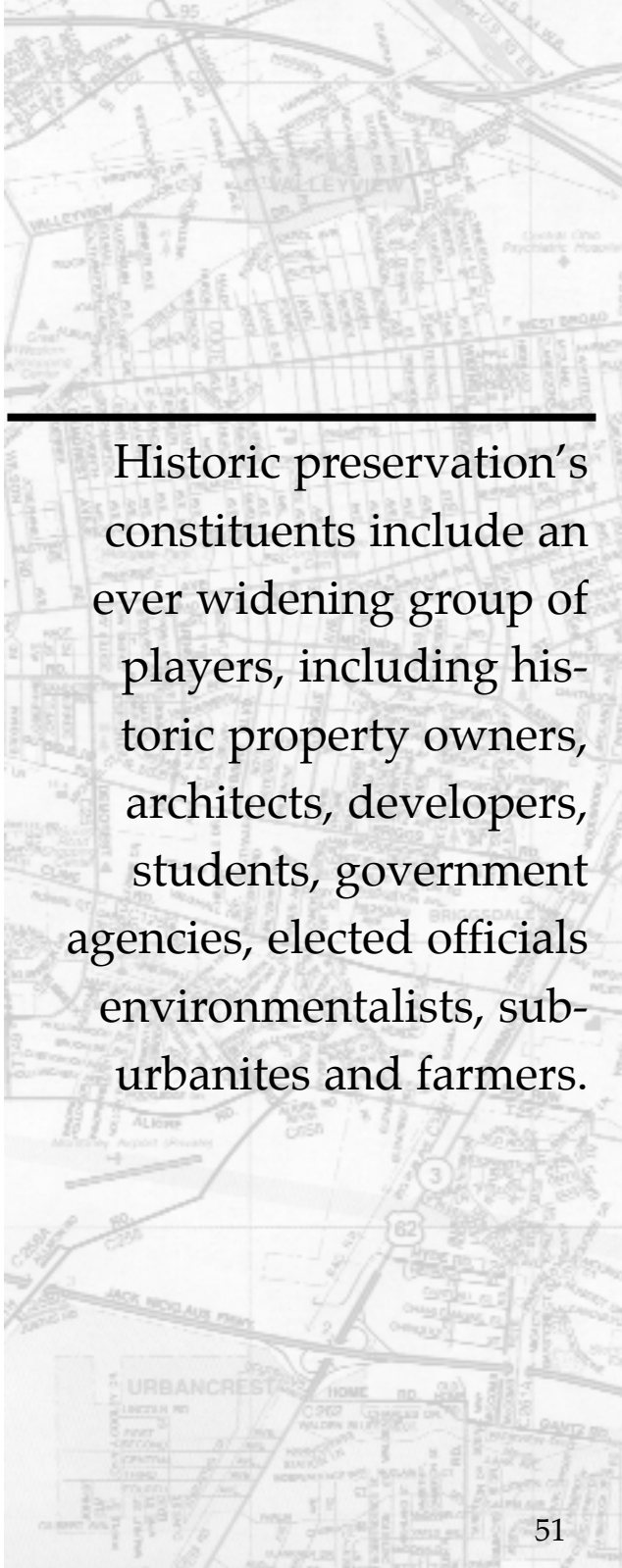
Financial Incentives

The success of many historic preservation projects depends on available financial incentives. By making historic preservation economically attractive, financial incentives encourage private investment in rehabilitation, adaptive use and restoration. They stimulate rehabilitation of vacant buildings and new construction on vacant land.

As federal and state funds become increasingly limited, local governments have created their own incentive programs. Communities across the state can use one or more of the following incentives to protect their historic resources.

Tax Programs

Federal rehabilitation investment tax credit—the federal government allows a 20 percent tax credit for rehabilitation of commercial or income-producing properties listed in the National Register of Historic Places. Specific certification requirements apply. A 10 percent tax credit is available for the rehabilitation of properties built before 1936. Tax abatement—a delay or decrease of property taxes due on a given property over a fixed period; Ohio's local governments commonly use this tax incentive.



Historic preservation's constituents include an ever widening group of players, including historic property owners, architects, developers, students, government agencies, elected officials environmentalists, suburbanites and farmers.



Tax increment financing (TIF)—designated areas of a city where a fixed amount of dollars are dedicated to infrastructure improvements; the money derives from property tax revenues generated from increases in appraised property values.

Tax exempt bonds—bonds offering below-market-rate financing to development corporations or private enterprises; they are exempt from federal taxes.

Property tax assessment freeze—property tax assessments are kept at pre-rehabilitation levels; increases in value from rehabilitation are not taxed.

Enterprise zones—designated areas within a city that offer technical and tax-related incentives, such as tax exemption or tax abatement, to business investment and/or industrial and residential projects.

Low income housing tax credit—a tax credit to offset construction or substantial rehabilitation costs for private housing developers who provide quality affordable housing for low-income residents. When combined with the Rehabilitation Investment Tax Credit this credit can be a substantial incentive to rehabilitate historic properties to provide affordable housing.

Loan Programs

Low interest loans—one of the more popular loan programs in Ohio. Participating financial institutions make 3 to 5 percent interest rate loans available to property owners rehabilitating or repairing their historic buildings. Income and age eligibility restrictions may apply, and property owners may be required

to match the loan.

Revolving funds—a general fund that provides loans for historic property acquisition or renovation. Proceeds from donations and loan repayments replenish the revolving fund pool. Generally, Ohio's larger cities offer this popular loan program.

Development loan funds—similar to revolving fund loans or low interest loans, these loans support economic development.

Conventional home mortgages—below-market interest rate mortgages for individuals purchasing historic properties.

Other Tools and Programs

Historic preservation easement—voluntary legal agreement protecting historic and archaeological property in perpetuity. Property owners donating an easement to a charitable organizations or governmental body may qualify for a Federal income tax deduction.

Conservation easement—An easement is a type of requirement placed on a piece of property. The easement is either voluntarily sold or is donated by the landowner, and restricts certain types of development. It is often used in conjunction with historic or farmland preservation. A trust often holds the easement.

Main street programs—a three-year program of intense training and technical assistance focusing on downtown organization, design, economic restructuring and promotion as a means of encouraging downtown revitalization, administered by Downtown Ohio, Inc.

Ohio Arts Council (OAC) programs—among the many eligible projects are nominations to the National Register of Historic Places, design guidelines and historic structure reports and feasibility studies.

Ohio Heritage Area Program—Ohio Department of Development (ODOD), Division of Travel and Tourism—grant funds have been available for planning, development and marketing proposals that encourage preservation of historical, cultural and natural resources for tourism and other economic opportunities. Currently no funds are available.

Heritage Corridors—The National Heritage Corridor movement has attracted much attention in Ohio, reflecting current interest in the comprehensive protection of regional and multiproperty landscapes. Both federal and state governments are developing more comprehensive approaches to the historic preservation and conservation of large areas encompassing various historic properties. Current strategies that focus on historic and natural resource protection are often part of local and regional planning processes. These include National and State Scenic Byways, National and State Trails programs, National Heritage Corridors and Heritage Areas, State Heritage Parks, and the recently proposed Heritage Partnership Program. Management and protection strategies generally preclude any large-scale land acquisition and rely on public/private partnerships. Usually they require some form of state or federal authorization.

These programs strive to:

- Protect significant natural, cultural, scenic, and recreational resources.
- Preserve traditional lifeways.

- Encourage local economic development.
- Enhance the quality of life.

Federal Historic Preservation Fund—each state historic preservation office receives federal funds on a 60-40 matching basis for the identification, evaluation, registration, and treatment of historic properties.

Federal Land and Water Conservation Fund—local governments receive federal funds on a 50-50 matching basis for the acquisition and development of outdoor recreation areas.

Federal Historic Preservation Grants—properties listed in the National Register of Historic Places qualify for these grants when funds are available.

Transportation Equity Act for the 21st Century (TEA-21)—provides matching funds for transportation enhancement activities. These include acquiring scenic easements and scenic or historic sites. Funds also support historic preservation; rehabilitation and operation of historic transportation buildings, structures, or facilities such as historic railroad facilities and canals; and archaeological planning and research.

Business incubators—complexes offering low-cost space and shared equipment to a group of entrepreneur tenants for two or three years. Designed to help new firms get started, incubators create new jobs and revive the local areas by occupying old warehouses and other large, historic downtown buildings.

Land bank—low-cost city-owned land sold to private groups in exchange for approval of commercial development.





Historic overlay zones—buildings undergoing rehabilitation in these zoning districts receive property tax reductions or various incentives such as lenient zoning.

Sale of vacant back-tax houses—cities purchase and sell low-cost homes to individuals.

Design services—some cities provide design services from architects and urban designers to assist property owners with their restoration and rehabilitation work.

Special Improvement District (SID)—cities with designated districts who agree to levy special assessments for improvements and services such as business recruitment, marketing, special event planning, and revitalization efforts.

Regulatory Measures

Local governments use regulatory measures such as zoning as tools to protect and maintain the special aspects of their communities. Laws protecting a community's historic, architectural, and archaeological heritage may enhance broader community goals for economic development, improving the quality of life and overall growth.

Legislation

Local, state and federal legislation may be important tools for promoting historic preservation activities. Historic preservation legislation is based on the government's right to regulate property for the public welfare as was determined by the Supreme Court in *Penn Central Transportation Co. v. City of New York* in 1978. Local legislation can be an

important tool in establishing historic preservation as a significant part of a community's long term development and can ensure that historic preservation concerns are considered and addressed as a normal, accepted part of the day-to-day business of a city or village. At the federal level, legislation provides a framework for a nationwide preservation policy.

1. The National Historic Preservation Act of 1966, as amended

- Authorizes the Secretary of the Interior to maintain the National Register of Historic Places to officially recognize historic properties with local, regional, state, or national significance.
- Directs the appointment of a State Historic Preservation Officer.
- Offers matching funds for the preservation activities of the states.
- Establishes the Section 106 review process to require federal agencies to participate in historic preservation and to consider the effects of their projects on historic properties.
- Creates the Advisory Council on Historic Preservation to advise the president and Congress on historic preservation issues.

2. Archaeological Resources Protection Act of 1979, as amended in 1988, protects archaeological sites on federal land.

The act issues strict penalties if any provisions are violated by unauthorized excavations or defacement of archaeological resources.

3. Abandoned Shipwreck Act of 1987 gives states title to shipwrecks to which the owner has relinquished ownership. The act calls for

the enhancement of such shipwrecks, fostering a partnership among sport divers, archaeologist, salvors, and other interests to manage shipwreck resources.

4. Native American Graves Protection and Repatriation Act of 1990 requires agencies and institutions with archaeological collections that receive federal funds to consult with federally recognized native groups. These groups advise about the proper care and disposition of Native American human remains, funerary objects, sacred objects, and objects of cultural patrimony.

5. The National Maritime Heritage Act of 1994 established a national policy to foster maritime heritage and a matching grant program to support maritime heritage activities throughout the nation.

State Legislation

Ohio's historic preservation laws:

- Establish the Ohio Historic Site Preservation Advisory Board and the Registries of Archaeological Landmarks and Historic Landmarks, and Historic Ohio Homesteads. Create a marking system to identify historically and archaeologically significant sites. Recognize archaeological preserves to plan for the future of privately owned archaeological sites.
- Establish rules governing archaeological investigations on Ohio's public lands.
- Other Legislation we should include:

Local Legislation

Because Ohio is a home-rule state, local communities have the power to enact laws pro-

tecting their historic properties.

Zoning—A geographical area within a city or county, in which districts are subject to predetermined uses of property and permitted types of buildings and structures. An additional regulatory requirement (added to existing zoning) that recognizes and protects historic, natural, and agricultural areas, scenic views, and historic neighborhoods is sometimes called overlay zoning. For example, a special permit process may review all demolition and rehabilitation plans.

This process also can incorporate design guidelines for all existing buildings and any new construction.

Historic Preservation Legislation—Many Ohio communities have adopted historic preservation legislation, sometimes referred to as “enabling ordinances,” specifically designed to protect their historic resources. In fact, the local ordinance remains the most effective tool for identifying, evaluating and protecting historic properties. The most effective local ordinances allow for the establishment of a design review board or commission and a process for designating historic districts and landmarks. An enabling ordinance:

- declares public policy
- explains why the review board is necessary
- states how the members will be appointed and what their responsibilities are
- includes procedures for designation of landmarks and historic districts
- includes procedures for review of work to be undertaken to designated properties
- provides for review of proposed demolition





and new construction stipulates penalties and appeal procedures

Characteristics of Effective Local Historic Preservation Legislation by Judith L. Kitchen, a publication of the Ohio Historic Preservation Office, provides guidance to communities preparing historic preservation legislation.

Architectural Design Review—In many communities design review provides the only means by which exterior changes proposed for a historic property can be reviewed, regardless of funding or who is doing the work. At a minimum, some communities use the Secretary of the Interior Standards for Rehabilitation as the basis for making decisions regarding the rehabilitation and restoration of historic properties. However, local boards and commissions are encouraged to prepare and distribute customized design guidelines tailored to fit the character defining features of the community.

Historic Building Codes—Building codes require adequate plumbing and electrical systems, structural and fire safety, and physical access for people with disabilities. More flexible historic codes ensure that rehabilitation work is practical and compatible, yet safe. More detailed information about historic building codes can be found in Section 3408 Compliance Alternatives of the Ohio Basic Building Code.

Local Historic Preservation Planning—A local historic preservation plan states the community's goals for its historic properties and the actions needed to reach those goals. To be most effective, this plan should be part of a community's master plan and coordinate with

local housing, economic development, and transportation policies.

A community can develop the historic preservation part of its master plan by following these five steps:

- Identify and survey all of the historic properties in the community.
- Evaluate these properties to determine which are historically significant.
- Assess the current atmosphere and overall issues in the community.
- Determine local goals and priorities for historic preservation in the community.
- Identify actions needed to achieve the goals.
- Take action to implement the plan.

Public Recognition and Awareness

Regardless of all the regulatory measures and financial incentives, the general public must value the historic properties in a community and understand the reasoning behind historic preservation activities.

The following community recognition initiatives increase public understanding of historic preservation:

- Publicity often accompanies the acceptance of historic properties by the National Register of Historic Places or a local landmarks registry. Emphasis is placed on how and why a certain building, site, district, object, or structure is important to that community's history.
- Awards recognize specific projects and people who have made significant

contributions to the community and to the historic preservation movement..

- Plaques identify significant historic properties and educate the community.
- Special events, such as house tours, street fairs, archaeology days, and outdoor markets or festivals promote a special sense of place and community character.
- Publications, websites, and media presentations target broad, diverse groups in the community, promoting awareness of historic preservation activities, resources, and properties.
- Heritage education incorporated into the school curriculum is an important means of promoting awareness and support for historic preservation at an early age.

Historic Preservation Partners

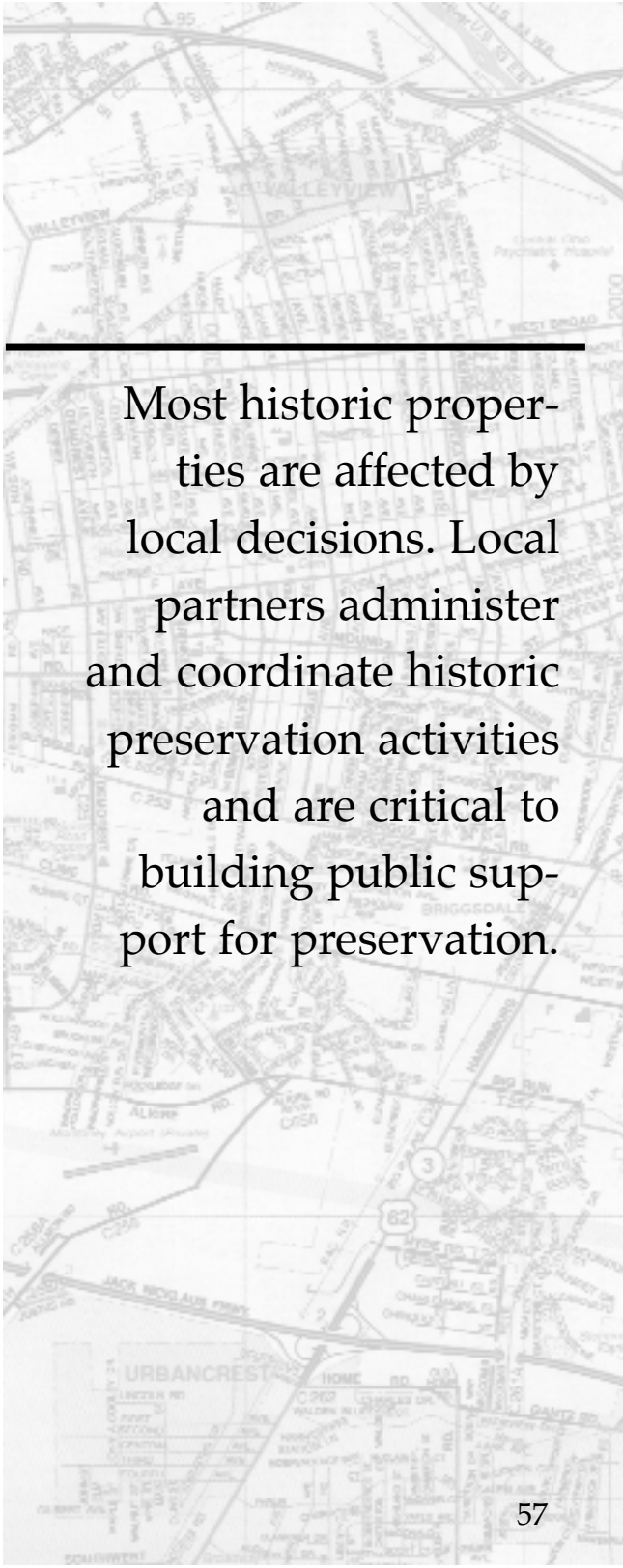
No single agency or group can achieve Ohio's historic preservation goals alone. Partnerships are essential to successful historic preservation. Our federal partners administer programs for overall leadership, funding, and legislation. State partners administer federal laws, programs and funding. Our local partners are the heart of the historic preservation movement. Most historic properties are affected by local decisions. Local partners administer and coordinate historic preservation activities and are critical to building public support for preservation. Here is a brief look at some of our historic preservation partners.

Federal Partners

The U.S. Department of the Interior's National Park Service administers many federal historic preservation programs. The National Park Service also works with state historic preservation offices to list properties in the National Register of Historic Places, certify rehabilitation projects for federal rehabilitation investment tax credits, administering grants, and manage other components of the federal and state historic preservation programs. In Ohio, the National Park Service manages these six historic or natural units:

- Cuyahoga Valley National Park,, Brecksville, Summit County
- Dayton Aviation Heritage National Historical Park, Dayton, Dayton, Montgomery County
- Hopewell Culture National Historical Park, Chillicothe, Ross County
- James A. Garfield National Historic Site, Mentor, Lake County
- Perry's Victory and International Peace Memorial, Put-in-Bay, Ottawa County
- William Howard Taft National Historic Site, Cincinnati, Hamilton County
- Ohio and Erie Canal National Heritage Corridor.

The Federal Advisory Council on Historic Preservation includes cabinet-level officials, the presidents of the National Trust for Historic Preservation and National Conference of State Historic Preservation Officers, governors, mayors, and citizens appointed by the president. This council comments on federally funded or licensed under-



Most historic properties are affected by local decisions. Local partners administer and coordinate historic preservation activities and are critical to building public support for preservation.



takings affecting properties listed in, or eligible to be listed in, the National Register of Historic Places. The council also advises the president, Congress, and federal agencies.

The National Trust for Historic Preservation is a private, nonprofit, national membership organization chartered by Congress in 1949 to encourage public participation in historic preservation.

The National Trust:

- Acts as a clearinghouse for information and advice on historic preservation.
- Assists in coordinating efforts of historic preservation groups.
- Conducts seminars and conferences.
- Offers internships.
- Maintains trust-owned historic properties.
- Administers several grant and loan programs.
- Organizes the National Main Street program.
- Publishes books and periodicals including *Preservation*.
- The National Trust's Midwest Regional Office, which serves Ohio, is in Chicago.

Preservation Action is national citizens' lobby for historic preservation; it advocates the protection and enhancement of our built environment. The organization works to have legislation passed

and funds appropriated for historic preservation. It also publishes a periodic newsletter, *Preservation Action Alert*.

The National Conference of State Historic Preservation Officers represents the interests of state historic preservation officers and works closely with the National Park Service in creating and amending federal historic preservation programs, policies, and standards.

The National Alliance of Preservation Commissions represents all of the local historic preservation commissions and design review boards at the national level. The alliance offers technical assistance and training programs.

The Archaeological Conservancy is a nonprofit organization that works to protect the nation's most significant archaeological sites through direct purchase or easement acquisition. The Midwestern office is in Columbus.

Additional federal agencies affecting land use and influencing historic preservation activities and decisions:

- **Federal Highway Administration**
- **Rural Economic and Community Development Service (formerly Farmer's Home Administration)**
- **U.S. Army Corps of Engineers**
- **U.S. Department of Agriculture (including Forest Service)**
- **U.S. Department of Housing and Urban Development (including Community Development Block Grant programs)**



- **U.S. Fish and Wildlife Service**
- **U.S. General Services Administration**

State Partners

The Ohio Historical Society— A private, not-for-profit organization whose mission is to preserve and educate the public about the state's heritage in the areas of history, archaeology, and natural history. Subsidized in part by the state of Ohio, the Society serves as the state's agent in managing state archives, operating a network of 63 historical sites and museums, and administering the state's historic preservation office.

The Ohio Historic Site Preservation Advisory Board— A 17-member panel appointed by the governor to advise the Ohio Historical Society and State Historic Preservation Officer on historic preservation. This state review board considers all properties nominated in Ohio to the National Register of Historic Places. The board includes architects, historians, planners, archaeologist, and others who have expertise in Ohio history, architecture, and archaeology.

Downtown Ohio, Inc./Heritage Ohio, Inc.— A statewide, non-profit preservation organization dedicated to the advancement of knowledge pertaining to historic preservation and downtown revitalization. Heritage Ohio works to promote preservation, redevelopment, improvement, renovation and maintenance of sites and structures in Ohio.

Ohio School Facilities Commission — Provides funding, management oversight, and

technical assistance to Ohio school districts for the construction and renovations of school facilities.

Knowledge Works Foundation—Located in Cincinnati, Ohio is a non-profit organization committed to furthering universal access to educational opportunities. One of the agency's key interests is school facility planning and design.

The Ohio Arts & Sports Facilities Commission— Evaluates the need for Ohio arts and sports facilities and administers their planning, design, construction and operations through cooperation with local nonprofit and government sponsors and the appropriate state agencies.

The Ohio Preservation Alliance—A statewide nonprofit historic preservation organization. The alliance advocates for statewide and local historic preservation issues, conducts education and public awareness programs, holds easements on historic properties and publishes a newsletter.

The Ohio Archaeological Council— A statewide nonprofit, professional archaeological organization. The council provides consultation and advice on archaeological concerns and funds research; it is active in education and public awareness programs.

The Archaeological Society of Ohio— Statewide nonprofit archaeological organization. This society has three purposes: to discover and conserve archaeological sites and material, to seek and promote a better under-



standing among students and collectors of archaeological material, and to disseminate knowledge about archaeology.

Barn Again! — A national program that provides information to help owners of historic barns to rehabilitate them for productive use on farms and ranches. OSU Extension and the OHPO administer the program at the state level.

NatureWorks— Used to identify projects funded by the Ohio Parks and Natural Resources Fund. Bonds are being used to provide a long-term source of funds for the maintenance and improvement of Ohio's parks and natural resource facilities. In addition, local governments have been eligible for NatureWorks grants to assist community parks and recreation projects.

State agencies influencing historic preservation activities and decisions:

- Governor's Office of Appalachia
- Ohio Arts Council
- Ohio Department of Agriculture
- Ohio Department of Development, Divisions of Community Development, Economic Development, and Travel and Tourism
- Ohio Department of Education
- Ohio Department of Housing and Urban Development
- Ohio Department of Natural Resources
- Ohio Department of State
- Ohio Department of Taxation
- Ohio Department of Transportation
- Ohio Legislature

Allied Organizations

- Ohio Academy of History

- Ohio Chapter, American Institute of Architects
- Ohio Chapter of the American Society of Landscape Architects
- Ohio Planning Conference, Chapter of the American Planning Association
- Society of Architectural Historians (local chapters) Western Reserve Chapter, Cleveland and vicinity

Special-Interest Groups

- Council for Rural Housing and Economic Development
- Knowledge Works Foundation
- Ohio Association of Historical Societies and Museums
- Ohio Conference of Community Development, Inc.
- Ohio County Commissioners Association
- Ohio Farm Bureau Federation, Inc.
- Ohio Municipal League
- Ohio Nature Conservancy
- The Ohio State University Agricultural Extension Program
- Ohio Township Association

Private Sector

Historic Preservation Consultants— An increasing number of private professionals provide historic preservation expertise and guidance on a consultant basis throughout the state. The Ohio Historic Preservation Office maintains a regularly updated list of consultants for both history architecture and archaeology.

Training in Historic Preservation and Related Programs—State and private universities, colleges, and technical schools offer



classes and training in historic preservation, archaeology, architecture, planning, history, and other related programs. The National Trust for Historic Preservation and the National Park Service provide information about historic preservation education programs.

Local Partners

Historic Preservation Commissions— More than 100 Ohio communities have public design review boards or historic preservation commissions. Though the strength and effectiveness of these commissions varies widely, in general their purpose is to designate landmarks and historic districts or recommend their designation and to review proposed exterior alterations to designated buildings, demolitions and new construction in historic districts.

Certified Local Governments— This federal-state-local program, which is often called “CLG” for short, provides a method by which qualified local communities can conduct a wide range of historic preservation activities (including a survey of historic resources and nomination of properties to the National Register of Historic Places) in close cooperation with the State Historic Preservation Office. The CLG program is administered at the federal level by the National Service of the U.S. Department of the Interior. Becoming a CLG entitles a community to apply for CLG grants. In order to become a Certified Local Government, a political jurisdiction must have the following:

- a qualified review commission
- a procedure for identifying historic properties

- a historic preservation ordinance
- a mandatory architectural design review process
- a public participation program

Ohio currently has 38 Certified Local Governments.

- Local Nonprofit Historic Preservation organizations—More than 4000 private nonprofit membership organizations are the backbone of the historic preservation movement in the United States. Ohio has approximately 50 active local historic preservation organizations. Some preserve and revitalize a specific building, site, or district, while others have a community or regional focus.

Other local organizations include local historical societies, garden clubs, neighborhood organizations, land trusts, chambers of commerce, history museums, archaeological societies, and genealogical societies.



Certified Local Governments



Chapter 6

Getting it Done: A Call for Action on Ohio's Historic Preservation Goals

The preceding chapters provide a synopsis of historic preservation in Ohio. We have summarized Ohio's historic resources, the role of the Ohio Historic Preservation Office and our partners in protecting those resources and the trends that will continue to affect them in the future. The following goals (previously highlighted in Chapter 2), include suggested actions recommended during our public meetings that we may wish to take at the local, state and national levels to address the important historic preservation issues outlined in the Plan.

Goal 1: Increase public awareness and education to enable Ohioans to discover, understand and preserve their historic places.

National Action Needed

- Federal agencies and national non-profit organizations should continue to use all forms of media to disseminate preservation information and technical assistance to the widest possible audience.

State Action Needed

- Partner with the Ohio Historic Preservation Office to communicate historic preservation issues and concerns to a broader and more diverse audience.
- Identify and seek participation of individuals and groups not traditionally part of an historic preservation constituency.
- Strengthen partnerships with statewide preservation organizations.

- Build partnerships with allied organizations such as those with an environmental or conservation agenda by demonstrating how historic preservation helps further their mission and goals.
- Continue educate the public about the benefits of historic preservation through statewide conferences and workshops.

Local Action Needed

- Expand local and regional public information programs that address historic



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- preservation issues.
 - Assist in the development of annual Architectural Heritage Day and an annual Archaeology Week.
 - Increase the use of Ohio historical markers.
 - Encourage local libraries to obtain videos, books and other materials about historic preservation.
 - Make historic preservation information available to professionals, educators, legislators and other elected officials.
 - Make technical information more accessible.
 - Ask local groups, such as historic preservation organizations, historical societies, city planning departments, and local Main Street programs to help distribute historic preservation information.
 - Utilize media of all forms to increase awareness of historic preservation and generate publicity about threatened resources.
 - Sponsor and participate in historic preservation workshops, conferences, seminars, and meetings that address historic preservation issues and provide technical preservation information.
 - Educate professionals and the general public about the standards used for historic preservation.
 - Educate the public about the economic benefits of historic preservation by highlighting successful rehabilitation and restoration projects.
 - Participate in state and local speakers' bureaus. Create education programs at elementary and high school levels that demonstrate the importance of historic preservation.
 - Encourage the development of a historic preservation curriculum for public school systems.
 - Work with art, history, social studies, and science teachers to incorporate historic preservation into lesson plans.
 - Encourage primary and secondary school representatives to attend historic preservation workshops, seminars, and meetings.
 - Create hands-on historic preservation experiences (e.g., tours or site visits to historic properties).
 - Develop historic site stewardship programs for archaeology on private sites and other school projects that use local history and resources.
 - Develop extracurricular programs for children such as visiting an archaeological site, studying local neighborhood history, or drawing neighborhood buildings.
 - Target education efforts to specific groups such as elected officials, investors, bankers, building contractors, realtors and



developers.

- Develop historic preservation awards programs to recognize local preservationists and preservation projects.

Goal 2: Develop local commitment by encouraging public and private involvement in local historic preservation initiatives.

National Action Needed

- Increase funding for state and local historic preservation programs.
- Fund innovative local projects as models for local preservation projects.

State Action Needed

- Provide technical assistance and training to communities seeking to enact local historic preservation legislation
- Administer CLG grants for local historic preservation projects.

Local Action Needed

- Get involved in neighborhood organizations and neighborhood-based planning.
- Tie in Ohio Historic Preservation Month/Week in May with related local community activities.
- Identify historic resources and communicate to others how to preserve these resources and how they contribute to community values.
- Involve communities in recording local

history and creating local architecture guidebooks/walking tour brochures.

- Support and assist in developing neighborhood history fairs focusing on architectural and cultural history.
- Develop and set clear, realistic historic preservation goals at the local level.
- Sponsor local historic preservation forums to involve grassroots officials, property owners, residents, and business leaders.
- Use volunteers for hands-on activities with historic buildings and sites.
- Offer free programs to encourage public awareness and participation.
- Have local ceremonies when properties are either listed in the National Register of Historic Places or locally designated.
- Promote community revitalization.
- By drawing attention to city neighborhoods.
- Encourage neighborhoods to form neighborhood associations to protect and promote their historic properties.
- Conduct walking tours highlighting the architecture and history of a neighborhood.
- Establish a Main Street program for downtown revitalization.
- Coordinate efforts to save downtown businesses.

- Target inner-city areas for funding and maintenance to combat abandonment and demolition by neglect.
- Link inner-city groups with historic preservation groups and government resources.
- Promote the values of historic city neighborhoods by targeting diverse economic and cultural groups for inclusion.
- Recognize and celebrate the cultural diversity of urban neighborhoods.
- Relate historic preservation in cultural terms and social issues.
- Coordinate historic preservation goals with affordable housing needs.
- Establish outreach programs to help inner city residents preserve their neighborhoods.
- Emphasize the value of diverse populations in the decision-making process.
- Increase minority and central city participation in historic preservation efforts.

Goal 3: Create a more positive image for historic preservation.

National Action Needed

- Produce a study of the economic benefits of historic preservation.
- Continue to inform and educate members of Congress about the benefits of historic preservation and highlight projects in their

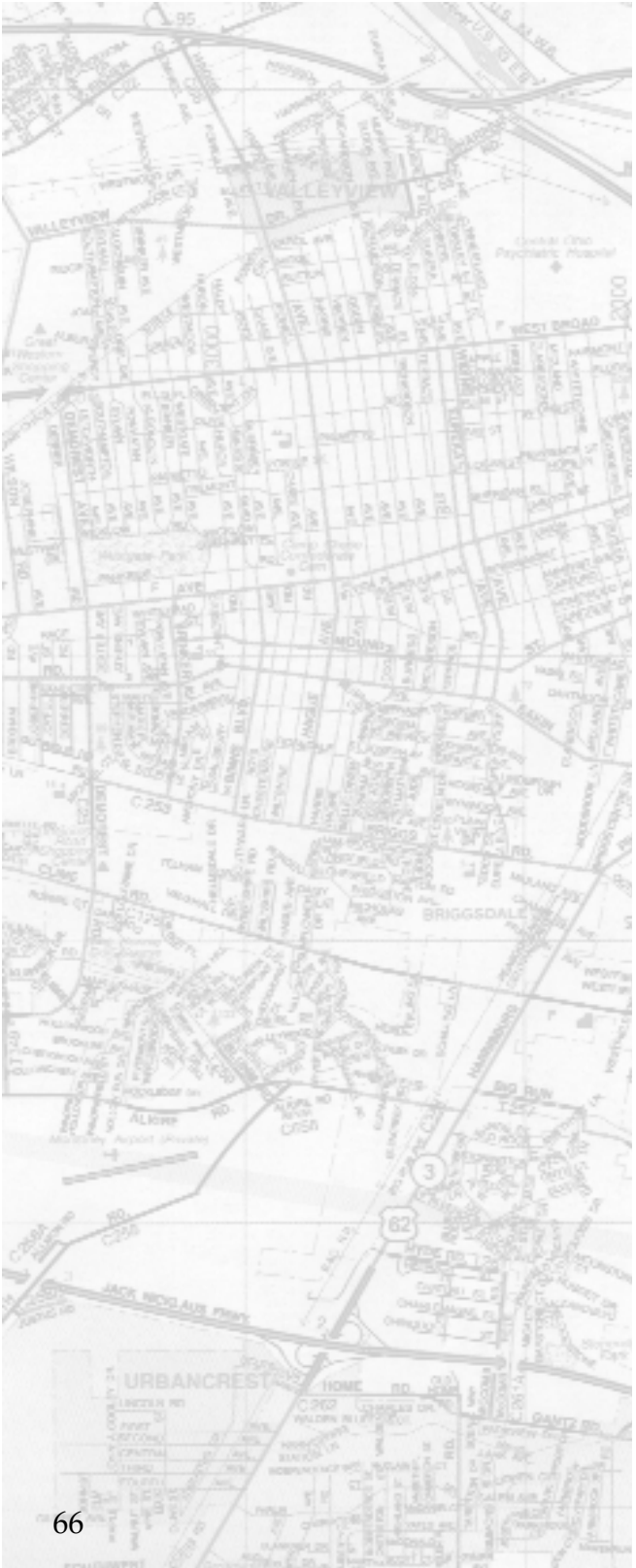
districts. State Action Needed

- Create Awards program for meritorious historic preservation programs and projects
- Continue to inform and educate members of the general assembly about the benefits of historic preservation and highlight successful projects in their districts region.

Local Action Needed

- Increase publicity for historic preservation successes. Praise success.
- Sponsor contests and award programs to recognize and promote historic preservation efforts.
- Promote awareness of federal, state, and local economic incentives.
- Set up traveling exhibits and displays.
- Promote the economic potential and profitability of historic preservation; translate historic preservation into dollars and cents.
- Dispel the myths about historic preservation.
- Present information to property owners regarding historic preservation regulations and property rights issues.
- Demonstrate practical uses for historic buildings.
- Educate the public and special interest groups on historic preservation meanings





and values.

- Educate communities about the potential tourism and economic value of their historic properties.
- Link historic preservation with economic development and growth.
- Improve coordination and cooperation between federal, state, and local historic preservation groups.
- Promote Article 3408 of the Ohio Building Code to encourage more flexible, adaptive reuse and facilitate affordable historic preservation projects.
- Form a task force to look at historic preservation's legal and regulatory issues.
- Make historic preservation work in tight budgets at all levels of government.
- Promote National Historic Preservation Week and Ohio Historic Preservation Month in May.
- Encourage more publicity about the financial incentives of historic preservation.
- Disseminate historic preservation information to the public by placing literature in public places (e.g., restaurants, motels, museums, or tourist spots).
- Advocate for better maintenance of existing local historic sites.
- Assist in linking public relations efforts and

marketing of historic preservation to a popular, current issue.

- Pursue stronger ties with tourism; develop a promotional campaign for heritage tourism.
- Use news releases to highlight historic preservation activities.
- Develop programs that explain preservation techniques to developers and others.
- Advertise historic properties for sale.

Goal 4: Identify and evaluate historic resources and make information about them more accessible for preservation planning, advocacy and educational purposes.

National Action Needed

- Continue to develop heritage education curricula using National Register information.
- Encourage national heritage tourism efforts by continuing to develop National Register travel itineraries.
- Increase federal funding for mandated state historic preservation services, such as 106 Review and tax credit program.

State Action Needed

- Continue expansion of state-wide GIS for historic resources and increase public access to data.
- Identify and evaluate the full range of

historic and prehistoric resources in Ohio.

- Classify and rank those properties. Direct resources to the most important historic preservation priorities.

Local Action Needed

- Participate in gathering volunteer and monetary assistance for the maintenance and upkeep of historic properties.
- Identify historic resources early enough to plan for their protection/preservation.
- Create a list of threatened local properties.
- Develop local historic preservation plans so historic preservation can be integrated into the planning process for comprehensive land-use plans and zoning procedures.
- Encourage the creation and use of local historic preservation ordinances.
- Utilize local enforcement capabilities such as overlay districts or zoning.
- Encourage reuse of vacant structures such as surplus schools.
- Organize a design review board.
- Encourage the establishment of historic districts.
- Use heritage corridors to form ongoing partnerships and protect historic resources.
- Study and preserve important local growth

patterns; encourage future growth to reflect historical patterns.

- Place greater emphasis on archaeological inventories.
- Target funding specifically to preserve churches, underused buildings, and housing.
- Advise agencies with historic and archaeological review authority to review regulations and to make sure agencies are using their capabilities to the fullest.
- Promote the development of stronger legislation for protection of historic properties.
- Explore setting aside greenspace areas for non-development.
- Use planning to better manage the rapid development of rural areas and open spaces.
- Help to coordinate rural preservation efforts with broader environmental groups and issues.
- Place greater emphasis on rural township and county historic preservation.
- Identify and survey historic rural/cultural landscapes.
- Prioritize the use of limited funds.
- Increase survey activity and National Register of Historic Places listings.
- Sponsor survey and National Register of





Historic Places training workshops.
Goal 5: Improve historic preservation leadership in Ohio.

National Action Needed

- Maintain an effective Congressional Preservation Caucus
- Champion historic preservation advocates among the Ohio delegates to Congress.

State Action Needed

- Create a state tax credit program for the rehabilitation of historic properties.
- Support strong statewide preservation organizations.

Local Action Needed

- Encourage local planners to include historic preservation in land-use plans as well as economic and community development plans.
- Coordinate city, state, and local government planning activities.
- Encourage each community to establish one person or office to coordinate historic preservation activities.
- Integrate building code officials in the planning process.
- Involve the private sector in providing input to the planning process.

- Educating decision makers and converting politicians and business leaders to historic preservation.
- Endorse political candidates who support historic preservation.
- Form a political action committee to campaign for passage of comprehensive historic preservation legislation.
- Recognize legislators and other officials who support historic preservation by publicizing their efforts.
- Identify and cultivate champions of historic preservation among public officials.
- Sponsor a conference for mayors and other elected officials to discuss historic preservation, economic development, and urban planning; educate this group on historic preservation and related issues.
- Focus on coalition building among effective groups with similar historic preservation interests. Include state agencies, local governments, the private sector, and groups of private citizens to build funding and support systems.
- Establish a database or directory of historic preservation organizations and programs.
- Create a directory of craftspeople, contractors, vendors, financial institutions, developers, and others involved in the historic preservation field.
- Identify and cultivate a constituency for historic preservation.

- Cooperate with other state and local agencies; share data, improve methods for coordinating problem solving and implementation of solutions.
- Work with universities to share resources and use their services (e.g., design competitions, student and faculty internships, or planning models).
- Identify common agenda issues with environmentalists and conservation groups to better tie in with environmental groups.
- Pursue stronger links with travel and tourism.
- Develop state and local legislation and policies for historic preservation.
- Help to lobby for, develop, and enact historic preservation legislation.
- Lobby state and local governments for funding initiatives to acquire historic properties and to assist endangered buildings.
- Propose and support legislation requiring state-owned historic properties to be preserved and reused.
- Strengthen laws protecting historic properties and archaeological sites on both public and private land.
- Develop programs to protect and monitor archaeological sites (e.g., issuance permits, Adopt a Site) and to prevent site looting on private and public lands.

- Establish public and private custodial responsibilities for properties.
- Establish minimum maintenance guidelines and standard building codes to encourage historic preservation.
- Establish legislation for property tax relief and economic incentive packages and grant programs.

Goal 6: Increase funding to identify, evaluate, preserve and protect historic resources.

National Action Needed

- Organize Congressional Preservation Caucus.

State Action Needed

- Develop and encourage funding partnerships.
- Encourage the development of local tax incentives for historic properties.
- Pursue sources for a local endowment fund and local matching grants for historic preservation.
- Establish link deposit loans for preservation of commercial and private property.
- Capitalize on heritage tourism.
- Earmark Community Development Block grant funds for historic preservation activities.
- Seek corporate sponsorships.





- Appeal to the civic pride of business owners.
- Encourage economic development that incorporates historic preservation benefits.
- Involve banks, utilities, and major industries in lending support.
- Encourage and assist the development of state-level incentives for historic preservation.
- Generate funding for abandoned properties.
- Lobby for a statewide loan fund.
- Offer financial mechanisms for historic preservation donors, such as estate planning or easement donations.
- Develop funding for technical assistance and public awareness.
- Create a revolving loan fund.
- Create state-level grants and easement programs.
- Provide bricks and mortar funding for privately held buildings through tax incentives.
- Get a state set-aside for tax credits for projects promoting historic preservation.
- Establish a Historic Preservation Fund for Ohio.

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Appendix 2

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Washington, DC 20004-2590
(202) 606-8503
achp@achp.gov
<http://www.achp.gov>

Archaeological Conservancy

91 Fletcher Court
Groveport, OH 43125
<http://www.gorp.com/archcons>
Archaeological Society of Ohio
5210 Coonpath Road
Pleasantville, OH 43148
<http://www.ohioarc.org>

Cleveland Chapter, American Institute of Architects

140 Public Square, Suite 502
Cleveland, OH 44114-2213
<http://www.aiacleveland.com>
Cuyahoga Valley National Park
15610 Vaughn Road
Brecksville, OH 44141-3097
(440) 526-5256
<http://www.nps.gov/cuva/index.htm>

Dayton Aviation Heritage National Historical Park

Wright Brothers Station
P.O. Box 9280
Dayton, OH 45409-9280
(937) 225-7705
daav_resource_management@nps.gov

<http://www.nps.gov/daav/index.htm>

Downtown Ohio, Inc./Heritage Ohio Ohio Main Street Program

864 1/2 East Main Street
Columbus, OH 43205
(614) 258-6200
info@heritageohio.org

Federal Highway Administration

200 North High Street, Room 328
Columbus, OH 43215
(614) 280-6896
<http://www.fhwa.dot.gov>
James A. Garfield National Historic Site
8095 Mentor Avenue
Mentor, OH 44060
(440) 255-8722
<http://www.wrhs.org>

Hopewell Culture National Historic Park

16062 State Route 104
Chillicothe, OH 45601-8694
(740) 774-1125
hocu_superintendent@nps.gov
cu_supterintendent@nps.gov
<http://www.nps.gov/hocu/index.htm>
KnowledgeWorks Foundation
One W. Fourth Street, Suite 200
Cincinnati, OH 45202-2015
(513) 929-4777
<http://www.kwfdn.org>

National Alliance of Preservation Commissions

P.O. Box 1605
Athens, GA 30603
(706) 542-4731
napc@uga.edu
<http://arches.uga.edu>



**National Center for Cultural Resources
Stewardship and Partnership Programs**

National Park Service
1849 C. Street NW
Washington, DC 20240
<http://www.cr.nps.gov>

National Center for Preservation

Technology and Training
645 College Avenue
Natchitoches, LA 71457
<http://www.ncptt.nps.gov>

National Conference of State Historic Preservation Officers

Suite 342 - Hall of the States
444 North Capitol Street, NW
Washington DC 20001-7572
(202) 624-5465
<http://www.ncshpo.org>

**Midwest Region
National Park Service**

1709 Jackson St.
Omaha, NE 68102
(402) 221-3471

**National Trust for Historic Preservation
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53 West Jackson Boulevard, Suite 350
Chicago, IL 60604
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mwro@nthp.org
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National Trust for Historic Preservation
National Office

1785 Massachusetts Avenue, NW
Washington, DC 20036-2117
(202) 588-6000
<http://www.nthp.org>

The Nature Conservancy
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6375 Riverside Drive, Suite 50
Dublin, OH 43017
(614) 717-2770
mshelton@tnc.org
<http://nature.org/states/ohio>

NatureWorks

207 East 94th Street
New York, NY 10128
<http://www.natureworks.com>

Ohio Academy of History

OSU Marion Campus
Marion, OH 43302-5695
<http://oah.history.ohio-state.edu>

Ohio Archaeological Council

P.O. Box 2012
Columbus, OH 43202-0012
Ohio Arts Council
727 East Main Street
Columbus, OH 43205-1796
(614) 466-2613
<http://www.oac.state.oh.us>

The Ohio Arts and Sports Facilities Commission

20 E. Broad Street, Suite 200
Columbus, OH 43215-3416
<http://www.state.oh.us/afc>

**Ohio Association of Historical Societies
and Museums**

Ohio Historical Society
Local History Office
1982 Velma Avenue
Columbus, OH 43211-2497
<http://www.ohiohistory.org/resources/oahsm>

**Ohio Chapter of the American Society
of Landscape Architects**

175 South Third Street, Suite 50
Columbus, OH 43215-7100
<http://www.ocasla.org>

**Ohio Conference of Community
Development**

P.O. Box 986
Cuyahoga Falls, OH 44223-0986
<http://www.occd.org>
Ohio Department of Agriculture
8995 E. Main Street
Reynoldsburg, OH 43068
<http://www.webtest.state.oh.us/agr>

Ohio Department of Development

77 South High Street
P.O. Box 1001
Columbus, OH 43266-0101
<http://www.odod.state.oh.us>

Ohio Department of Education

25 South Front Street, Room 405
Columbus, OH 43215-4183
<http://www.ode.state.oh.us>

Ohio Department of Natural Resources

Fountain Square
Columbus, Ohio 43224-1387
<http://www.dnr.state.oh.us>

Ohio Department of Transportation

1980 West Broad Street
Columbus, OH 43223
<http://www.dot.state.oh.us>

Ohio Farm Bureau Federation, Inc.

Two Nationwide Plaza
P.O. Box 182383

Columbus, OH 43218-2383

(614) 249-2400

<http://www.ofbf.org>

**Ohio Heritage Area Program
Division of Travel and Tourism**

77 S. High Street
Columbus, OH 43215
(614) 466-8844
<http://www.ohiotourism.com/industry/heritage>

**Ohio Planning Conference, American
Planning Assoc.**

5310 E. Main Street, #104
Columbus, OH 43213
<http://www.ohioplanning.org>

The Ohio Preservation Alliance, Inc.

120 Harding Way East, Suite 104
Galion, OH 44833
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OhioPresAlliance@aol.com
<http://www.ohiopreservation.org>

Ohio Rural Development

U.S. Department of Agriculture
Federal Building, Room 507
200 North High Street
Columbus, OH 43215
(614) 255-2500
<http://www.rurdev.usda.gov/oh>

Ohio School Facilities Commission

10 West Broad Street, Suite 1400
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<http://www.osfc.state.oh.us>

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5969 East Livingston Avenue, Suite 110
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(513) 684-3262
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**U.S. Army Corps of Engineers
Buffalo District**
1776 Niagara Street
Buffalo, NY 14207-3199
(716) 879-4435
<http://www.lrb.usace.army.mil>

**USDA, Forest Service
Wayne National Forest**
13700 U.S. Highway 33
Nelsonville, OH 45764
(740)753-0101
<http://www.fs.fed.us/r9/wayne>

**U.S. Fish and Wildlife Service
Ecological Services Field Office**
6950 American Parkway, Suite H
Reynoldsburg, OH 43068-4127
<http://midwest.fws.gov/reynolds>

**U.S. General Services Administration
GSA Great Lakes Region**
230 S. Dearborn Street
Chicago, IL 60604
<http://www.gsa.gov>

**U.S. Department of Housing and Urban
Development**
Federal Office Building – 7th Floor
200 North High Street
Columbus, OH 43215
(614) 469-5737
<http://www.hud.gov/local/clb/index.html>

Appendix 3

Useful Websites

National

- www.aia.org - American Institute of Architects
- www.nchshpo.org
- www.achp.gov
- www.nps.gov
- <http://www.agriculture.com/barnagain/index.html> - National Barn Again!
- www.sacredplaces.org - Partners for Sacred Places
- <http://www2.cr.nps.gov> - Heritage Preservation Services (National Park Services)
- www.byways.org - National Scenic Byways
- <http://www.nationaltrust.org/> (National Trust for Historic Places)
- www.arches.uga.edu/~napc/ - National Alliance of Preservation Commission
- www.ncptt.nps.gov - National Center for Preservation Technology and Training
- www.enhancements.org - National Transportation Enhancements Clearinghouse
- www.nthp.org - National Trust for Historic Preservation
- www.preservationaction.org - Preservation Action
- www.scenic.org - Scenic America
- www.sca-roadside.org - Society for Commercial Archeology

State

- www.hertiageohio.org
- www.rootsweb.com/~ohcps - Ohio Cemetery Preservation Association
- www.ohibyways.com
<http://fabe.osu.edu/~barn.htm> - Barn Again! Ohio
- www.ohiohistory.org

- <http://www.ota.muohio.edu/otaohio> - Ohio Township Association
- <http://www.odod.state.oh.us> - ODOD
- <http://www.dnr.state.oh.us> - ODNR
- <http://www.epa.state.oh.us> - Ohio EPA
- <http://www.dot.state.oh.us> - ODOT Local
- www.cincinnati-preservation.org - Cincinnati Preservation Association
- www.clevelandrestoration.org - Cleveland Restoration Society
- www.columbuslandmarks.org - Columbus Landmarks Foundation
- www.oberlinheritage.org - Oberlin Heritage Center / O.H.I.O.
- www.mrps.org - Mansfield Reformatory Preservation Society
- www.downtownmansfield.com - Main Street Mansfield, Inc.

