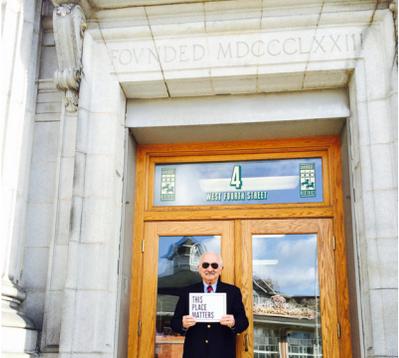


# MANSFIELD



HISTORIC  
PRESERVATION  
PLAN 2015



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This project was made possible in part by a grant from the National Park Service, U.S. Department of the Interior administered by the State Historic preservation Office of the Ohio History Connection. Department of the Interior regulations prohibit unlawful discrimination in departmental federally assisted programs on the basis of race, color, national origin, age or disability. Any person who believes he or she has been dicriminated against in any program, activity, or facility operated by a recieipient of Federal assistance should write to: Office of Equal Opportunity, U.S. Department of the Interior, National Park Service, 1849 C. Street, N.W. Washington, D.C. 20240.



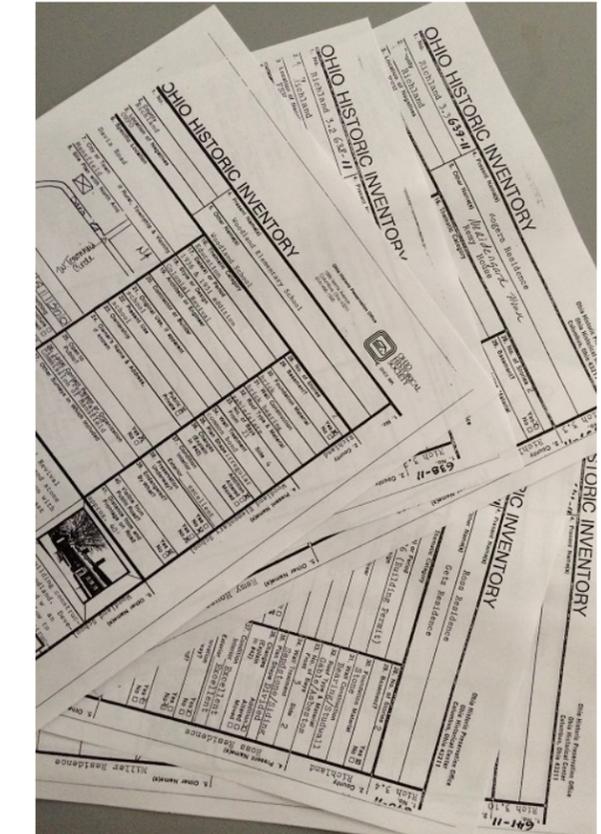
"We shape our buildings: thereafter, our buildings shape us." Winston Churchill

# 1

## INTRODUCTION

Mansfield has a rich and varied history and a large number of significant historic resources that define its physical environment. The City of Mansfield has been proactive in encouraging historic preservation in a variety of ways. The first citywide historic preservation plan was completed in 1984 and updated in 1986. Surveys of historic buildings and listing of properties in the National Register of Historic Places have been supported by the city. City Council created the Historic Preservation Commission of Mansfield, which actively promotes preservation through education, designation of historic properties, and design review. This current plan has been undertaken to assess where Mansfield is today in terms of historic preservation activities and to make recommendations for activities that will build upon past successes while managing change in the future. It will also incorporate current knowledge about historic preservation as sustainable public policy and an integral element of sound community planning.

The successful revitalization of communities relies on active public, non-profit, and private sectors. Visionary leadership, the willingness to work together for the benefit of the community, and pride in the heritage of place combined with an understanding of how best to utilize heritage assets are all critical elements of success. This plan identifies a number of ways in which Mansfield can build upon its past successes to create and sustain a revitalized 21st century city.



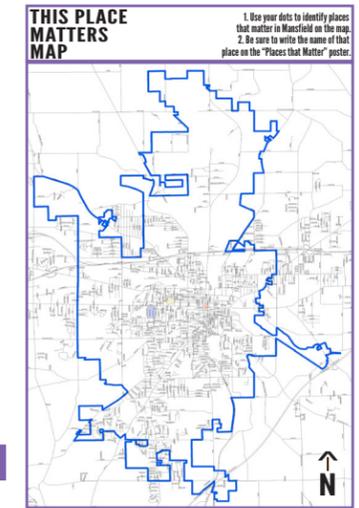
## 2

## METHODOLOGY



**THIS PLACE MATTERS**

WHAT DO YOU WANT TO SEE HAPPEN IN OUR DOWNTOWN?



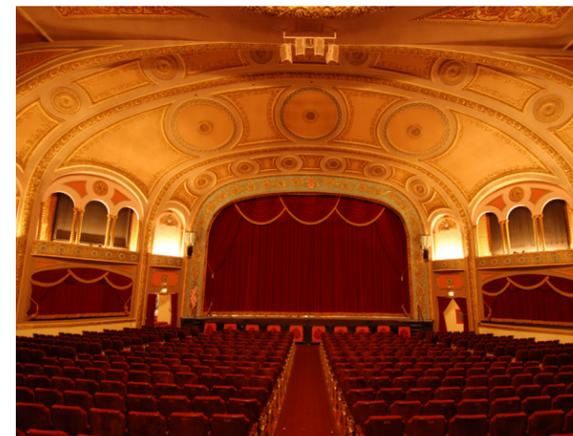
WHAT DO YOU WANT TO SEE HAPPEN IN OUR NEIGHBORHOODS?

WHAT PLACES IN MANSFIELD SHOULD HERITAGE TOURISTS KNOW ABOUT?

The update of the Mansfield Historic Preservation Plan involved community input, extensive field work, and review of earlier plans and recommendations. Community input was solicited in several ways. Focus group interviews were held with policy-making officials and members of the Historic Preservation Commission of Mansfield. A public community meeting was held in the Historic Carrousel District on April 22, 2015 where attendees were involved in exercises to learn about what resources are valued by people and what they would like to see happen in Mansfield with regard to neighborhood and downtown revitalization and heritage tourism. Residents were also asked to participate in “This Place Matters” to take photos of themselves in front of places that should be preserved. Field work involved review of properties recommended for designation in earlier plans to determine if they still exist and whether they would still be eligible for National Register and/or local designation; and identification of other properties that might be eligible for designation, with a special focus on mid-century properties. It should be noted that a number of recommendations from earlier plans have been implemented successfully. This update provides the opportunity to identify additional strategies for preserving Mansfield’s most critical and significant historic resources.

# 3

## SUCCESSES IN MANSFIELD TODAY



Preservation activities in Mansfield have been undertaken by a variety of individuals and organizations, including the public, private, and nonprofit sectors. As a result, Mansfield has had a number of major preservation success stories, including the following.

Kingwood Center Gardens, the former estate of Charles Kelley King, who made his fortune with Ohio Brass Company, and now is one of the finest horticultural centers and gardens in the Midwest; the Mansfield Reformatory, which has been preserved through the efforts of the Mansfield Reformatory Preservation Society, and now attracts visitors from all over the world; the revitalization of the Carousel District on North Main Street, where public and private investment has resulted in the preservation of many of the city's historic commercial buildings; the preservation of Oak Hill, one of Ohio's finest Gothic Revival homes, by the Richland County Historical Society; preservation of the historic Renaissance Theater as an important cultural facility; and the creation of the Mansfield Historic Preservation Commission by the City of Mansfield to promote preservation of the city's historic resources through education, designation of historic properties, and architectural design review.



## CHALLENGES AND OPPORTUNITIES

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Communities are constantly evolving, and Mansfield has undergone significant change in the last few decades. Once defined by a number of large industries, the city now has a different economic base with the largest area of job growth now in health care. The city's population is smaller than it was at its peak, which means there are more houses in neighborhoods than there are people to live in them. While there are significant challenges ahead, there are also opportunities to build upon the city's history and distinctive character as it moves into the future. Managing change that is sustainable and preserves community character are basic principles of historic preservation. Many times, communities find that challenges present opportunities for action.

### CHALLENGE

Mansfield has a large number of historic properties that need significant investment to revitalize historic commercial and neighborhood areas.

### OPPORTUNITY

Utilize available historic preservation tax incentives for income-producing properties.

### CHALLENGE

Mansfield's population is smaller today than it was historically and the city needs to find a way to revitalize the historic areas of the city, recognizing that not all older buildings can be preserved.

### OPPORTUNITY

Focus city policies and programs on designated and potentially eligible historic commercial, industrial, and neighborhood areas to encourage their preservation and revitalization.

### CHALLENGE

Mansfield has a large number of vacant lots where there had been industrial buildings, houses, and commercial buildings that have a negative impact on the physical character and economic wellbeing of the surrounding areas.

### OPPORTUNITY

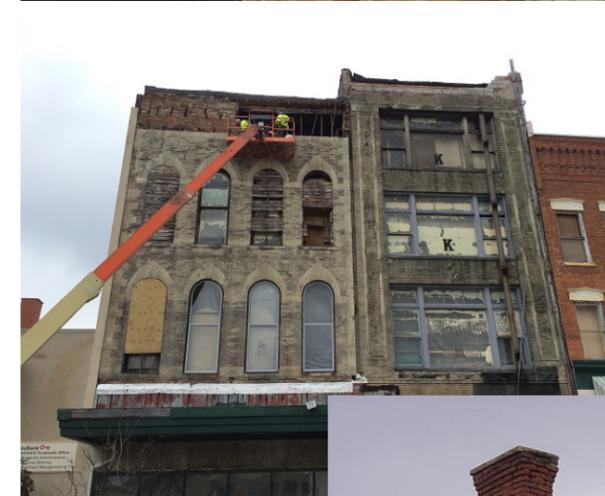
Transform vacant parcels into green space, urban gardens/farms, infill construction sites, or other productive uses.

### CHALLENGE

Historic preservation is not viewed widely as being critical to economic development, distinctive placemaking, and community pride.

### OPPORTUNITY

Promote historic preservation to a wide variety of audiences.



## This Place Matters

As part of the effort to solicit input about priorities for preservation in Mansfield, residents were asked to identify places that matter. This activity generated interest in the community and resulted in the following examples of what matters in Mansfield.



## 4 RECOMMENDATIONS

## PAYING FOR PRESERVATION

The preservation of historic properties is based on principles of real estate investing. As a result, there has to be an economic justification to make the investment necessary to maintain or return properties to a safe and useful condition. In order to encourage investment in older, built-up areas of cities, economic incentives and tools have been established at the federal, state, and local level. Other Ohio communities with challenges similar to Mansfield's have utilized these tools effectively and can provide a useful model.

### **Artspace, Hamilton, Ohio**

Hamilton, Ohio is similar to Mansfield in several respects. It is a county seat; its current population of 62,000 is smaller than its peak population of over 72,000 in 1960; and it has been undergoing economic restructuring as a result of closing or relocation of much of its heavy industry. Hamilton has focused its future revitalization efforts on becoming a "City of the Arts." One of its major initiatives to build and support a creative economy has been to develop ArtSpace. Working with Artspace Inc., 42 units of affordable live-work space for artists is being created in a vacant historic building in downtown. Retail and gallery space will be on the first floor. The project is utilizing a number of incentives to provide affordable rents to artists to enable them to locate in and activate the area.. Incentives include the following:

- Private Philanthropic Contributions
- State of Ohio Historic Tax Credits
- Ohio Housing Finance Agency Low Income Tax Credit program
- Hamilton Community Foundation
- National Endowment for the Arts – Our Town Grant
- City of Hamilton HOME funds
- City of Hamilton Community Development Block Grant funds (Plaza only)



## RECOMMENDATION

Be proactive in marketing and facilitating the utilization of all of the following incentives to make investments in historic properties financially viable for private sector investment.

It may be necessary to provide technical assistance to enable property owners and investors to utilize these tools for preservation. Brief descriptions of the incentives are provided here, with contact information in the Appendix.

## Mansfield Programs

### **Façade Improvement Program**

Downtown Mansfield, Inc. administers a program that provides partial funding for façade improvements in downtown. The grant program will pay up to 50% of the cost of the improvement up to \$2,500. All work must be approved in advance and must meet the Secretary of the Interior's Standards for Rehabilitation, guidance for which can be obtained at the Ohio History Connection's State Historic Preservation Office..

### **Small Business Grant Program**

Downtown Mansfield, Inc. also administers a program to provide non-matching grants of \$100 to \$300 to small businesses that help them make small changes that have a potentially large impact on both their own businesses as well as the success of the greater downtown area. A wide variety of projects are eligible for funding. Approximately \$1,000 per year is allocated to this program.

### **Special Improvement Districts**

#### **Canton Downtown Special Improvement District**

Downtown Canton has created a Special Improvement District (SID) to work with the City of Canton to assist downtown businesses and recruit companies seeking to locate downtown. The Downtown Canton SID works in the areas of Downtown Aesthetics, Downtown Marketing, and Economic Development. Ohio has state enabling legislation (ORC Chapter 1710) that allows communities to set up SIDs, which are governed by a non-profit organization funded by special assessments on property owners within the district. Although the assessment is collected through the county as part of the property tax bill, 100% of the assessment is turned over to the non-profit, whose board is made up of property owners in the district. A SID can be established if a majority of owners agree to the assessment and district plan, but all property owners in the district are subject to the assessment. Funds can be used for a wide range of programs, including staffing a downtown organization, marketing downtown, providing economic development incentives, providing safety services, and capital improvements.

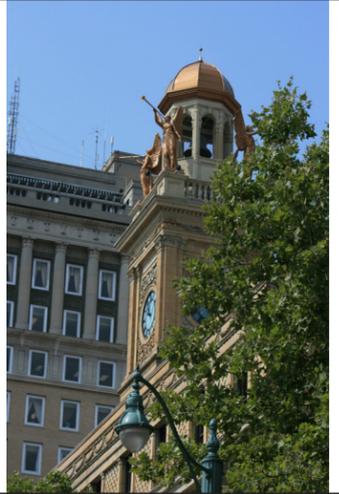


Photo courtesy of:  
Downtown Canton Special Improvement District

## State and Federal Programs

### **Ohio Historic Preservation Tax Credit**

Ohio is fortunate to have the Ohio Historic Preservation Tax Credit (OHPTC), which can be combined with a similar federal credit, as well as other incentives, to create a very favorable investment climate for historic building rehabilitation. Ohio's is a competitive program that allocates \$60 million in credits annually and has generated many millions of investment in Ohio's historic resources since its inception in 2007. There are two application periods per year. To qualify, a property must be listed in the National Register of Historic Places or be locally designated by a Certified Local Government. Mansfield is a Certified Local Government. It can also qualify as a "contributing" property in either a National Register or a local historic district. All rehabilitation work must meet the Secretary of the Interior's Standards for Rehabilitation. The maximum credit against state income tax is 25% of Qualified Rehabilitation Expenditures. To date Mansfield has not had any projects utilizing this incentive.

### Pipeline Grants for the Ohio Historic Preservation Tax Credit

The Ohio Development Services Agency, in cooperation with the State Historic Preservation Office, offers Pipeline Grants to help owners of properties gain access to the OHPTC. Grants can be used to underwrite the cost of preparation of a National Register nomination for an individual building or a historic district; and it also can be used for physical investigation to determine whether a non-contributing building in a historic district has enough remaining integrity to become a contributing building eligible to apply for the credit. These grants do not require a match by the recipient, but costs above the grant amount are the recipient’s responsibility.

### Ohio History Fund

Administered by the Ohio History Connection (formerly Ohio Historical Society), the History Fund is a competitive matching grants program funded by Ohioans through the “tax check-off” on the Ohio state income tax return. Applications are accepted annually for a variety of projects in three categories: Organizational Development, Programs and Collections, and Bricks and Mortar. Non-profit organizations and units of government are eligible to apply. The funding formula is as follows: Bricks and Mortar, Programs and Collections- 60% grant funds and 40% local match, and Organizational Development- 80% grant funds and 40% local match.

### Federal Historic Rehabilitation Tax Credit

The federal Historic Rehabilitation Tax Credit provides a 20% credit against federal income tax for the certified rehabilitation of income-producing National Register-listed historic properties. Rehabilitation work must meet the Secretary of the Interior’s Standards for Rehabilitation and must be substantial (at least equal to the adjusted basis in the property or \$5,000, whichever is greater) and the building must be income-producing for at least five years after being placed in service. This is not a competitive program; projects meeting all requirements are awarded the credit. Ohio has been in the top five nationally in the number of certified historic rehabilitations undertaken in the state, some of them located in Mansfield.

### Certified Local Government Grants

The State Historic Preservation Office receives annual funding from the National Park Service to provide historic preservation services throughout the state. At least 10% of the federal allocation is set aside to re-grant to communities designated as Certified Local Governments (CLG). Mansfield has this designation, which demonstrates a commitment to historic preservation and a partnership with the State Historic Preservation Office. This funding can be used for a variety of programs, including this update of the city’s historic preservation plan. Further funding could be used, for example, to develop a public education program about using historic tax credits. These grants can provide 60% in federal dollars for a 40% local match.

### Brownfield Funding

The Ohio Brownfield Fund is a collection of funding sources that can be used to help plan, assess, and remediate brownfields throughout the state. A brownfield is a piece of property whose redevelopment is complicated by the potential presence of environmental contaminants such as hazardous substances, asbestos, lead-based paint, and petroleum. Brownfield redevelopment allows a community to reclaim and improve its lands, making property viable for new development. The former industrial sites of Mansfield are likely to be brownfields and would need remediation before any preservation or redevelopment can occur.

### RECOMMENDATION

#### Extend the eligibility for Community Reinvestment Areas in Mansfield to targeted residential neighborhoods.

##### Community Reinvestment Areas

Community Reinvestment Areas allow Ohio communities to designate areas where property taxes may be abated for a specific period on the increased value of real estate resulting from improvements to a building. This does not reduce existing taxes, but delays the increase due to the property’s higher value after rehabilitation. Mansfield currently offers tax abatement for businesses in targeted areas. The city should extend this same incentive for investment in housing rehabilitation in targeted neighborhoods in the city. This would be especially effective in area such as the Boulevards Historic District, where vacant or deteriorated housing can negatively impact adjoining property values and discourage homeowner investment in the historic neighborhood. This is a critical tool to encourage investment in such areas.



### PUBLIC POLICY

Public policy alone cannot transform a city, but it can provide a framework within which private investment can take place. Policy issues range from how the City makes decisions about managing its historic properties; to targeting programs and incentives to areas of the city where private investment can make a difference; to supporting the work of the Historic Preservation Commission of Mansfield; to having a long-range vision of what the city will be in the next five, ten or fifteen years. Some policy issues are immediate, while others require a longer view and a more holistic approach. Outlined below are some policies that could demonstrate a commitment to historic preservation and encourage investment in historic properties.

### RECOMMENDATIONS

#### Develop and adopt a policy for the maintenance and preservation of any historic buildings in public ownership.

The City should conduct an inventory of all city-owned properties that are at least 50 years old and evaluate the significance of each. A maintenance/preservation plan should be developed for the properties that are considered eligible for local listing or National Register designation. If the buildings are surplus, the City should apply a preservation covenant to the property before selling it to a private interest. This process will model responsible stewardship of historic resources to the public and to owners of other historic properties throughout the city. It will also demonstrate public pride in the city’s heritage.

#### Update the Survey of Historic Properties in Mansfield so that the database can be used to encourage preservation of historic properties, especially with regard to the activities of the City of Mansfield and the Richland County Land Bank.

The last historic and architectural survey of Mansfield was completed over two decades ago. Updating the survey to include mid-century properties and other resources that may have gone unnoticed in the past would provide an accurate database for making public policy decisions. These decisions could include identification of individual properties or districts that may qualify for listing in the National Register or for local listing; or the evaluation of properties acquired by the Land Bank to ensure that significant properties are not demolished.



**Develop a strategic policy to ensure the Land Bank program is efficient, cost-effective, and has an appropriate impact in historic districts and on historic properties.**

The Richland County Land Bank has an opportunity to make a positive impact on the historic neighborhoods of Mansfield. In order to do so, a strategic policy should be adopted to prioritize preservation where appropriate and other solutions where preservation is not most appropriate. Preservation, especially if it results in home ownership, can contribute to stabilized neighborhoods. The Land Bank should be very careful about demolishing houses without a plan for the site after demolition. A vacant lot can be just as detrimental to the area and surrounding property values as an abandoned house. The Land Bank program should be used in conjunction with other preservation and revitalization programs.

**Provide ongoing training for the Historic Preservation Commission of Mansfield so that members attain a high level of expertise in making legally-defensible decisions; managing the design review process; providing useful advice and guidance to applicants; and communicating information about the incentives available for historic rehabilitation projects.**

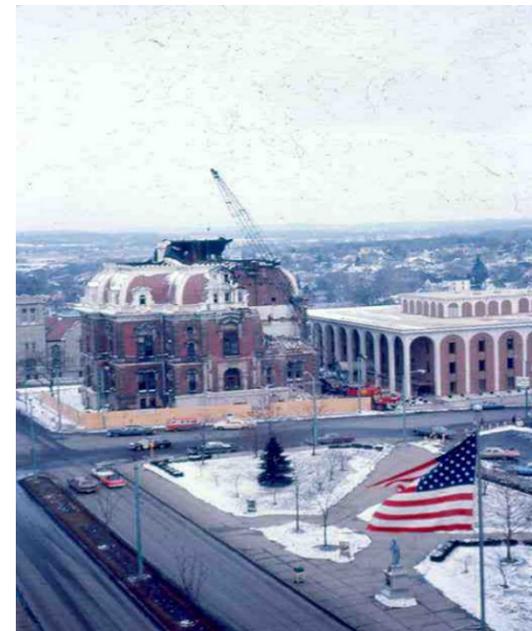
Design review commissions have a responsibility to be knowledgeable about the legal ramifications of their actions; to communicate effectively with applicants; to understand how to interpret design guidelines; and to speak for historic preservation in the community. Ongoing training is an excellent way to develop expertise among members and to communicate the message of historic preservation to the Mansfield community.

**Provide financial incentives to help underwrite consulting services that are generally needed to apply for historic tax credits.**

In most cases, property owners who want to utilize the federal and/or state historic tax credits need specialized help with the certification process. The city could “jump-start” this process by helping to underwrite the fees for services such as preparation of National Register or Mansfield Historic Register nomination forms, or assistance with design documentation required to certify compliance with the Secretary of the Interior’s Standards for rehabilitation (this is required of all tax state and federal tax credit projects). Small grants in the range of \$3,500 to 5,000 could help with a portion of such costs. If it is administered as a grant program, recipients could receive funding only after successful completion of the historic designation or upon approval of the proposed design by the State Historic Preservation Office. This would eliminate the City’s risk of funding a project that does not result in a successfully completed process.

**Streamline the participation of the Historic Preservation Commission of Mansfield and the Richland County Historical Society as “interested parties” in the Section 106 Review historic preservation review process.**

The Section 106 Review process was established to assess the impact of federally-funded and federally-licensed projects on properties listed in or eligible for listing in the National Register. Input from interested parties can help the City of Mansfield develop programs that avoid adverse effects and could benefit historic properties.



## MAIN STREET PRINCIPLES AND STATISTICS

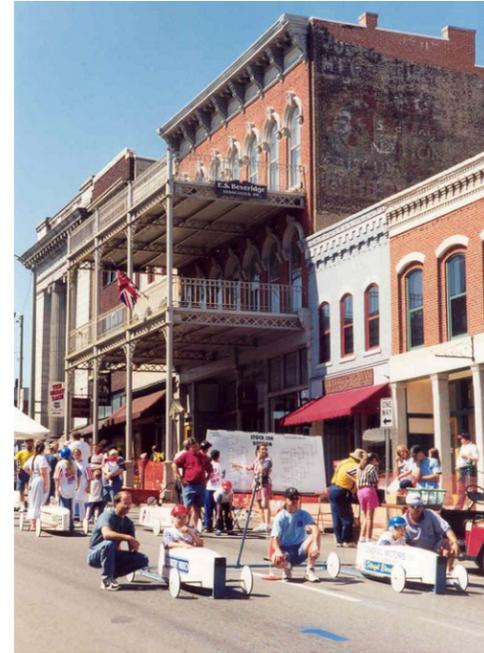
The National Trust for Historic Preservation developed its four-point approach to downtown revitalization over three decades ago. Downtown organizations across the country are focusing their energies on Organization, Design, Promotion and Economic Restructuring. After working in hundreds of communities, the process has been refined to include the following eight principles:

- **Comprehensive:** No single focus — lavish public improvements, name-brand business recruitment, or endless promotional events — can revitalize Main Street.
- **Incremental:** Baby steps come before walking. Successful revitalization programs begin with basic, simple activities that demonstrate that "new things are happening" in the commercial district.
- **Self-help:** No one else will save your Main Street. Local leaders must have the will and desire to mobilize local resources and talent. Only local leadership can produce long-term success by fostering and demonstrating community involvement and commitment to the revitalization effort.
- **Partnerships:** Both the public and private sectors have a vital interest in the district and must work together to achieve common goals of Main Street's revitalization.
- **Identifying and capitalizing on existing assets:** Business districts must capitalize on the assets that make them unique. These local assets must serve as the foundation for all aspects of the revitalization program.
- **Quality:** Emphasize quality in every aspect of the revitalization program. Concentrate on quality projects over quantity.
- **Change:** A carefully planned Main Street program will help shift public perceptions and practices to support and sustain the revitalization process.
- **Implementation:** To succeed, Main Street must show visible results that can only come from completing projects. Frequent, visible changes are a reminder that the revitalization effort is under way and succeeding.

### Cumulative Reinvestment Statistics for Main Street Efforts

Dollars Reinvested:

- Total reinvestment in physical improvements from public and private sources.	\$61.7 billion
Number of building rehabilitations:	251,838
Net gain in jobs:	528,557
Net gain in businesses:	120,510
Reinvestment Ratio (i):	\$26.52:\$1



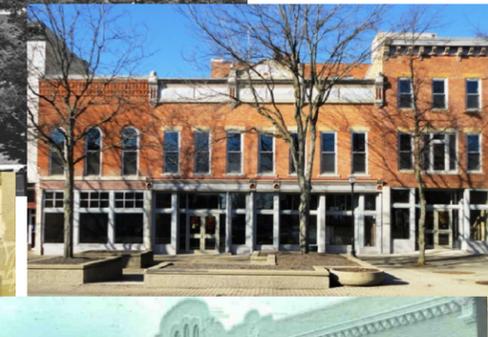
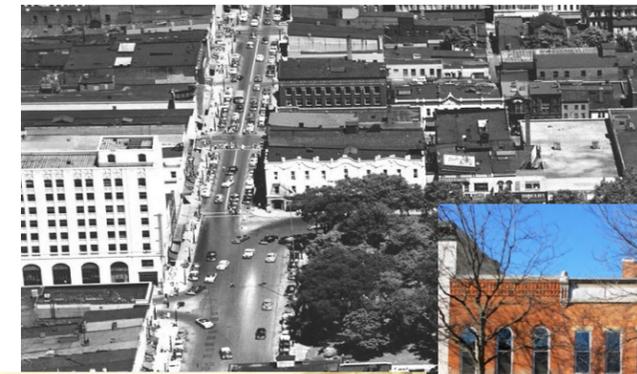
## DOWNTOWN REVITALIZATION

Mansfield, like nearly every other Ohio city, has experienced a decline in its downtown area over the past three to four decades. This change is due to a number of factors, including post-war suburbanization; changes in people's shopping habits; the decline of smaller and locally-owned businesses; the rise of large national chain stores; and deterioration of older downtown buildings. In spite of these national trends, some communities have seen their downtown areas turn around and become destinations again. They are different than they were historically, but they are still viable commercial districts. An excellent example of this type of turn-around is the Carousel Historic District in Mansfield, which has a special sense of place and where a number of historic buildings have been preserved and are in commercial uses. This type of development should be the goal for the entire downtown area.

## RECOMMENDATIONS

### Revise and re-submit the National Register nomination for the Central Park Historic District.

The Central Park Historic District was nominated to the National Register in the mid-1980s. The nomination was turned down at the time because the original form of Central Park was bisected by a road in 1959. Despite that decision, this area is clearly eligible for the National Register, particularly because the passage of 30 years enables a more thoughtful analysis of the district. An updated nomination would include mid-century buildings as contributing resources, providing all property owners access to federal and state historic rehabilitation tax credits, powerful incentives for reinvestment in historic income-producing properties.



## OLDER, SMALLER. BETTER

### Promote the findings of Older, Smaller, Better to convince property owners that their downtown buildings are worthy of investment.

*Older, Smaller, Better* is a report published in 2014 that examines the "role that older, smaller buildings play in supporting urban vitality." By studying commercial districts in several cities, the report found that areas with a combination of small old and new buildings had the following characteristics:

#### DENSITY OF HUMAN ACTIVITY

By various measures, areas with a combination of small old and new buildings had significantly greater human activity than areas predominantly composed of large, new buildings.

#### DENSITY OF ECONOMIC ACTIVITY

This analysis showed that the older, more age-diverse built fabric of cities has a higher concentration of businesses, jobs, and creative jobs.

#### CREATIVE JOBS.

There is a significant positive relationship between areas with older, smaller buildings and the number of creative jobs per commercial square foot in the cities studied.

#### JOBS IN SMALL BUSINESSES.

Research found evidence that the older, more human-scaled fabric of cities provides space for small businesses.

#### OPPORTUNITIES FOR NEW ECONOMIC VITALITY

Blocks with older, smaller buildings have many startup businesses and non-chain businesses, which signal regular economic activity and distinctiveness. Non-chain businesses are frequently locally owned, and dollars spent in non-chain, local businesses are likely to be "recycled" in the local economy through use of local auxiliary business services and local sources of labor.

#### DIVERSITY OF SOCIAL AND ECONOMIC ACTIVITY

The older sections of the study cities are thriving, and contain younger populations and more diverse places.

Mansfield's older and smaller buildings provide the opportunity to create greater density of human activity through residential units in the upper floors of buildings; affordable retail space for start-up and local businesses; and greater social and economic activity by attracting younger residents, creative industries, and home-grown entrepreneurial individuals.

## NEIGHBORHOOD REVITALIZATION

Mansfield is a city of many neighborhoods that vary by period of construction, building types and styles, and cost of housing. Some of the neighborhoods are designated historic districts or are areas where revitalization efforts are underway. Others are viable self-sustaining neighborhoods of choice, and still others are in need of investment. Several strategies that could help stabilize and revitalize targeted neighborhoods.

### Promote bank participation in the Heritage Home Program in targeted city neighborhoods.

The Heritage Home Program is administered by Downtown Mansfield, Inc. in partnership with the Cleveland Restoration Society. The program provides technical assistance and low interest loans for home purchase and home improvements. This program results in the rehabilitation of historic properties using sound preservation construction and maintenance methods. While the project model has been very successful in Cleveland, it takes the participation of local banks to make low-interest loans available. Bank participation requires working with Ohio's Linked Deposit Program. At the present time, no Mansfield banks have signed on to participate. Participation by banks could help meet their Community Reinvestment Act (CRA) requirements; assist those willing to invest in targeted neighborhoods; and increase home-ownership to stabilize property values and avoid vacancies and derelict properties. It will be a "win-win" for the city, the homeowners, and the banks to work together to implement this program.

### Turn vacant lots into green spaces.

Community gardens and urban farms are being created in areas where vacant buildings or lots once created blight. Gardens can be temporary uses until development occurs, or more permanent additions to neighborhoods, and they can involve people of all ages. A community garden can be started by a non-profit organization, a school, or just a group of neighbors. The American Community Garden Association has excellent information on how to start a community garden. Urban farming, which takes place on a more permanent basis and a larger scale, creates opportunities for entrepreneurs to grow food for local consumption, frequently through Community Supported Agriculture Programs. Access to healthy food, education about gardening, and community-building are among the many benefits that can be achieved through these activities.



## URBAN FARM

### Flint River Farm, Flint, Michigan

Flint River Farm in downtown Flint, Michigan is a diversified urban farm providing four-season food. Started by two farmers, the enterprise offers Community Supported Agriculture (CSA) subscriptions and a wide variety of educational program. According to its website, a CSA consists of a community of individuals who support a farm by purchasing produce or goods at the beginning of the season, and receiving a box of delicious, locally produced food every week. Farmer and subscriber share the abundance of the season together. The Genesee County Land Bank offers vacant land for gardens and farms. In Detroit, the City of Detroit gives entrepreneurs an easy and affordable start at urban farming by selling vacant lots from a Land Bank with prices beginning at \$100. Locally produced food is gaining traction as a valid economic development tool. Utilizing excess urban land can turn a blighting condition into one that adds value to the community.

### Make a commitment to Creative Placemaking in Mansfield neighborhoods.

Placemaking is a term used to describe treating everyday environmental elements as special opportunities to represent the distinctive character of a community. Everything from streets, signage, medians, sidewalks, streetlights, and crosswalks can be elevated from the mundane to the special. By utilizing creative design, Mansfield can strengthen its overall identity, as well as that of its distinctive historic areas. The built environment can be enhanced to create a "Spirit of Mansfield" throughout the city. Placemaking creates pride in place.



## LIGHTER, QUICKER, CHEAPER TRANSFORMATION OF PUBLIC PLACES

This is a program promoted by The Project for Public Spaces, a nationwide non-profit organization. The program is described as "finding simple, short-term, and low-cost solutions that can have a remarkable impact on the shaping of neighborhoods and cities." Among the examples of projects that can transform public spaces are seasonal or one-off events that create interest and excitement; temporary art installations; or "pop-up" shops in vacant storefronts.

## CREATIVE PLACEMAKING

### Crosswalks in Athens, Ohio

Athens, Ohio undertook a project that engaged the community in a conversation about how it sees itself and what makes it distinctive. This effort resulted in a book entitled The Essence of Athens. As a result of this exercise, a mundane project – crosswalks in downtown – was elevated to public art by utilizing the graphic pattern of decorative wrought iron screens from the former Athens State Psychiatric Hospital (today The Ridges multiple-use facility) as inspiration for the street marking of crosswalks. The result has been a distinctive combination of art and function that brands Athens as a special place.



## EDUCATION / PUBLIC AWARENESS

Historic Preservation means ongoing sustainable development of a community but is not always viewed as a critical tool in creating and maintaining livable places. Educating the public, and especially the owners of historic properties, about the contemporary preservation movement should be a high-priority strategy that emerges from this historic preservation plan update.

### RECOMMENDATIONS

#### Develop a Mansfield Historic Preservation Commission Award Program.

Award programs are a relatively simple and effective way to recognize people, organizations, property owners, neighborhoods, developers, and others who make the city better through their efforts. An annual award program can raise awareness about the value of historic preservation and why it is important for the community. Awards can be given in categories and could be made in partnership with other organizations such as the Richland County Community Foundation, Downtown Mansfield, Inc. and the Richland County Visitors Bureau.

#### Develop programs aimed at Young Preservationists.

Creating a program for young preservationists would create a community of young advocates from a wide range of disciplines. They can advocate for viable market solutions for historically, architecturally and culturally significant buildings, structures, monuments, spaces, and places. Preservation groups are usually motivated by a love and appreciation for their city and its heritage. Some possible program ideas include hands-on workshops (window repair, laying a brick walk), tours of buildings (former industrial buildings, historic houses, mid-century modern), and how to be advocates for authentic places. Heritage Ohio is working with communities to develop interest in preservation among people in the 20 to 40 age group. Mansfield has a number of homeowners in its historic neighborhoods and young professionals who might be interested in developing skills and expertise while improving the sense of heritage and pride of place in the city.

#### Make creative use of social media to generate enthusiasm about historic preservation in Mansfield.

Sharing content on social media platforms is a creative way to get people talking about preservation. Sharing photographs of buildings, spaces, and places that are vital to Mansfield will encourage dialogue about these places. Dialogue can take the form of memory sharing, which can create and reinforce affection for valued places. Creating campaigns that are unique and evolving will make the audience more likely to look for new content on a regular basis. Ask socially active residents to create a guest campaign on a social media outlet to expand the audience for preservation.

This Place Matters was a brief campaign to have people take photos of themselves (or friends, children, or pets) in front of Mansfield places that matter to them. It is an example of how social media can reach deep into a community's population. People were asked to share their photos on Facebook, Twitter and e-mail. Examples of what people in Mansfield value are included in this report. This could be an ongoing program with changing themes or audiences. What would school children identify? Long-term residents? Newer residents? Millennials?



## HERITAGE TOURISM

Heritage Tourism is the largest growing segment of the tourism industry, which is a major industry in Ohio. The National Trust for Historic Preservation provides this definition: "Cultural and heritage tourism is traveling to experience the places and activities that authentically represent the stories and people of the past and present." Partners in Preservation, a coalition of federal agencies and tourism-related industries, has a similar definition: "Cultural heritage tourism is based on the mosaic of places, traditions, art forms, celebrations and experiences that define this nation and its people, reflecting the character and diversity of the United States." Using either definition, heritage tourism is an important growth opportunity for Mansfield and Richland County. Both Mansfield and the county have sites that are destinations for heritage tourists, and the Richland County Visitors and Convention Bureau promotes these sites as well as thematic tours. Building upon current successes, Mansfield has an opportunity to increase visitation and spending by tourists.

## HERITAGE TOURISM BEST PRACTICES

The National Trust for Historic Preservation has worked in a number of communities testing strategies for heritage tourism. Using that experience, the Trust has created the Five Principles of Heritage Tourism:

- **Collaborate** - Much more can be accomplished by working together than by working alone. Successful cultural heritage tourism programs bring together partners who may not have worked together in the past.
- **Find the Fit** - Balancing the needs of residents and visitors is important to ensure that cultural heritage tourism benefits everyone. It is important to understand the kind and amount of tourism that your community can handle.
- **Make Sites and Programs Come Alive** - On average, visitors will remember: 10% of what they HEAR; 30% of what they READ; 50% of what they SEE; 90% of what they DO.
- **Focus on Quality and Authenticity** - Quality is an essential ingredient for all cultural heritage tourism, and authenticity is critical whenever heritage or history is involved.
- **Preserve and Protect** - A community's cultural, historic, and natural resources are valuable and often irreplaceable.

### RECOMMENDATIONS

**Develop a program for "local ambassadors" to be knowledgeable about local history and able to direct visitors to a wide variety of heritage sites in Mansfield and Richland County.**

Often the people who are asked for advice about what to visit in a place are the employees at hotels, restaurants, gas stations, shops, and other local businesses. Since heritage tourism is an important industry for Richland County, it is important to have people throughout the community who are proud of Mansfield's history and willing to share their knowledge and enthusiasm with others. A short orientation program could be developed that would help local businesses acquaint their employees with the heritage tourism options available to visitors.

**Develop thematic self-guided tours for visitors modeled after the successful Shawshank Tour.**

The Shawshank Tour and the Mansfield Reformatory attract visitors from all over the country. Once people are in Mansfield, they are likely visitors for other heritage sites where the thematic approach could work. For example, an architectural tour could be self-guided through the city's downtown and historic neighborhoods; a "green" tour could take visitors through historic gardens, landscapes, and public parks; a "foodie" tour could visit farmer's markets and purveyors of local foods and spirits. The city's large number of architecturally impressive churches also have great potential as part of a collection of thematic self-guided tours.

## HERITAGE TOURISM STATISTICS

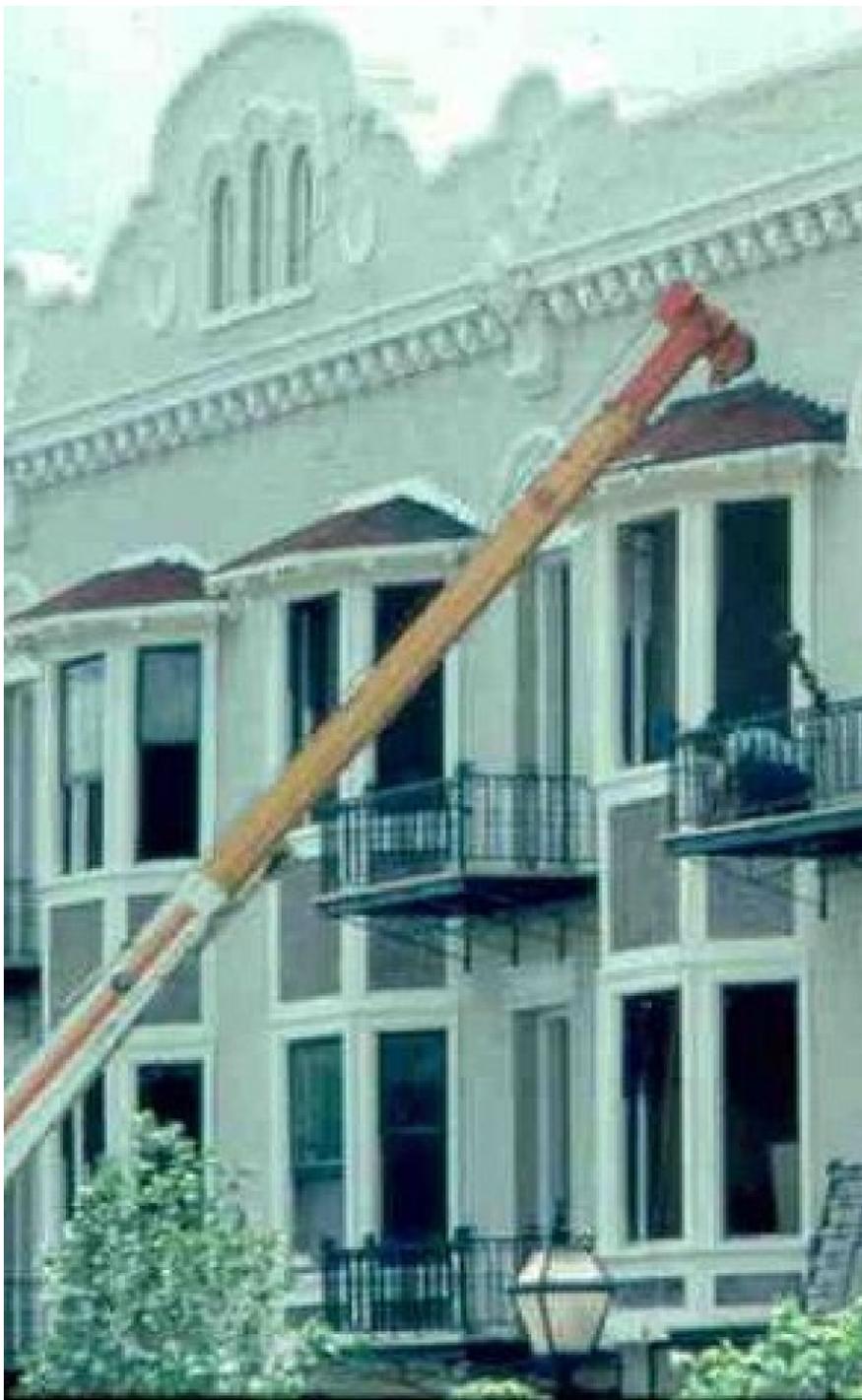
The 2013 edition of The Cultural Heritage Traveler (published by Mandala Research LLC) provided impressive statistics regarding this segment of the tourism industry. Leisure travelers consist of 71% of the U.S. adult population (170 million), and 76% of all leisure travelers are cultural/heritage travelers. That translates to 129.6 million adults who have participated in cultural/heritage activities on their last trip or within the past three years. Other studies show that heritage travelers tend to stay longer in a place and spend more money than the average leisure traveler.



# 5

## HISTORIC CONTEXTS





## INTRODUCTION TO HISTORIC CONTEXT

The physical environment of Mansfield is unique. It is a tangible reminder of the city's history and development; its periods of expansion and contraction; its evolution from an agricultural center and county seat to a thriving industrial center; and now as a smaller city but one that has a wealth of historic resources upon which to build the future.

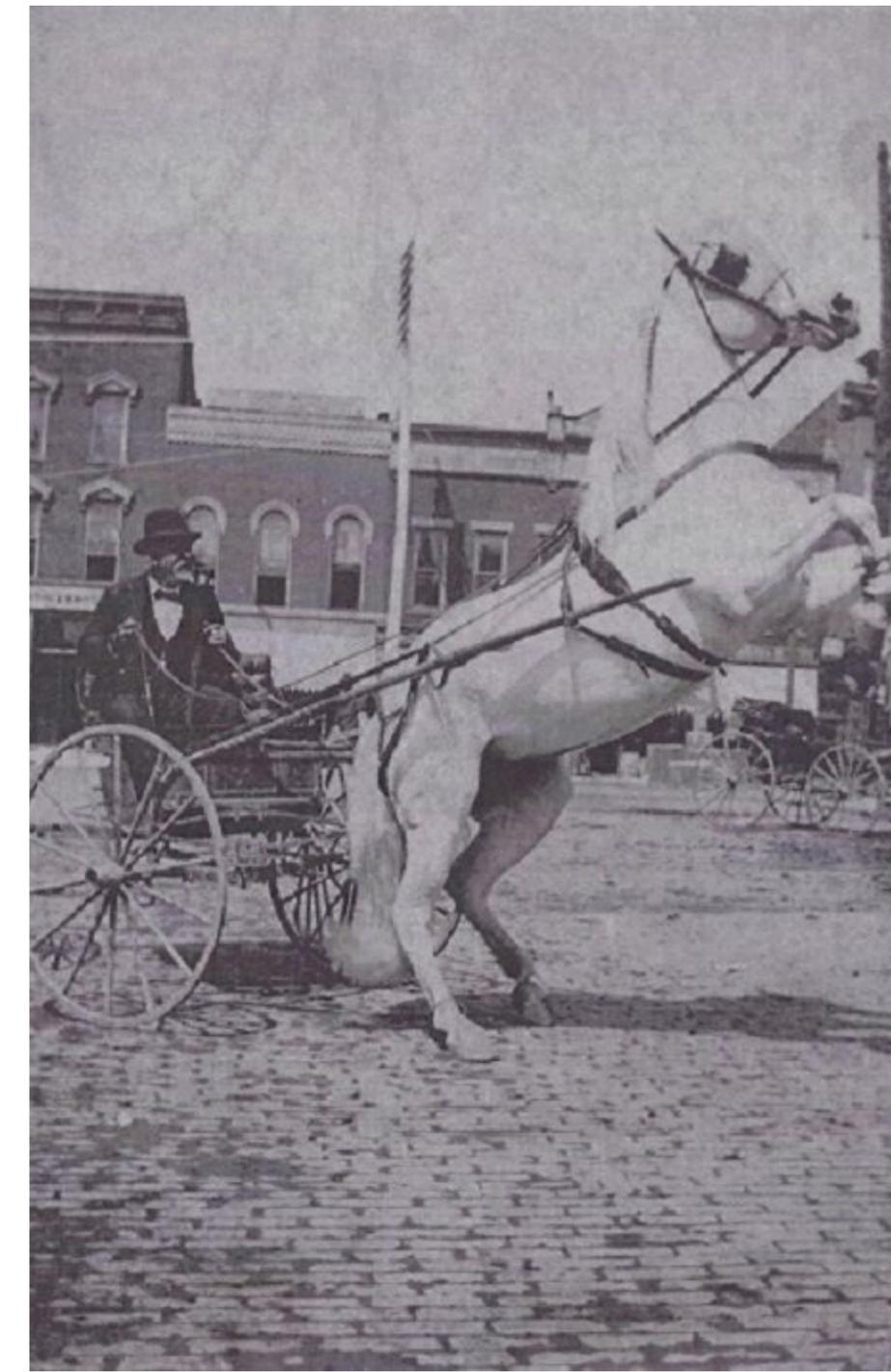
The purpose of the historic context section of the comprehensive Historic Preservation Plan is to document this evolution and to provide a framework for evaluation of what is significant and worthy of preservation efforts. Most of the material that covers the period from founding to the mid-20th century has been adapted from the earlier plans with new material added from the mid-20th century to the present. This update is necessary so that an evaluation can be made of properties from the recent past, as well as to evaluate properties from earlier plans to determine if they are extant, and if so, whether their level of historical integrity merits recommendation for preservation, rehabilitation or adaptive use.

The five contexts that best represent Mansfield's history and development are Industrial Development, Transportation, Downtown Development, Neighborhood Development, and Education/Religious/Social/Recreational Development. Each context contains a brief narrative followed by examples of associated property types and is illustrated with photos.

## HISTORIC OVERVIEW

The City of Mansfield was platted in 1808 on a high, well-drained site watered by a natural spring known as the Big Spring. Named for Jared Mansfield, the Surveyor General of the United States at the time it was laid out, the focal point of the new town was Central Park, a large square reserved for public enjoyment that still exists today. When Richland County was formed in 1813, Mansfield became the county seat, which gave it the prospect of growing and becoming the most important settlement in the county. Even so, early growth was slow. This was mainly due to limited transportation networks and the rural agricultural character of the community at the time. In the 1830 census, Mansfield had a population of only 840. This began to change mid-century with better road connections and especially the introduction of the railroads between 1846 and 1863, which led to greater population growth, commercial activity, and industrial development. Between 1840 and 1850, Mansfield experienced a population growth of 167.8%. Growth continued at a steady pace throughout the 19th and early to mid 20th centuries as the city grew into an important industrial center. The population peaked at over 55,000 in 1970 and has experienced a slow decline since. The population in 2012 was estimated at just over 47,000. The industrial base has changed with the closing of several important industries, and the economy has diversified into a service economy with growth in retailing, education, and healthcare.

As Mansfield continues to evolve, there is a significant opportunity to identify and preserve the places that reflect the past and to make them an active part of the city's present and future revitalization. This includes opportunities for a wide variety of resources, including housing, commercial buildings, public buildings, industrial and transportation facilities, public parks, and open spaces.





## A. INDUSTRIAL DEVELOPMENT

Early industrial development in Mansfield was mainly local in nature. It included the types of industries that served the local population and the surrounding agricultural area. Included were grist and saw mills which processed the abundant grains and lumber of the surrounding county; and lumber mills and small industries producing wagons, buggies, furniture and harnesses for the local population. By the late 1820s, the city had sawmills, cabinet makers, a pottery, carding mills, and a tanner. Surplus goods were carted by horse and wagon north to Lake Erie ports.

This local focus began to change significantly in the 1840s and through the mid- to late 19th century. Early industrial development reflected the city's location in a prime agricultural area, and it became known as a major manufacturer of farm implements.

The first large industry was the Mansfield Machine Works, established in 1840 to produce engines, plows, and saws. The introduction of rail transportation to Mansfield in the 1840s and 1850s spurred the establishment and growth of a number of other industries. such as flour and woolen mills.

Farm implements continued as a major industry with the 1866 founding of the Altman and Taylor Company. By the 1870s, this firm was one of the world's largest producers of threshers and steam engines, as well as Mansfield's largest employer. A third farm implement company was established in 1874, and yet another major industry of this period was the Crawford and Zellers Cracker Works.

By the late 19th and early 20th centuries, the city had a diversified industrial base, which now included the production of stoves. The Baxter Stove Company was the first company of its type and operated from 1883 to 1916. It was followed by the Tappan Stove Company, which started in Bellaire in 1869 and moved to Mansfield in 1889. The third major appliance manufacturer in Mansfield was Westinghouse, which opened its headquarters in the old Baxter Company plant in 1918. The company quickly became a major industry, employing 600 workers within one year. Other late 19th century industries included Ohio Brass Company, established in 1888, and the Mansfield Brass Foundry Company, started in

1892. Ohio Brass became a leader in the trolley and street railway industry and was Mansfield's largest employer at the turn of the 20th century. In 1898 the Crawford and Zellers Cracker Company became part of the National Biscuit Company (Nabisco).

The city also was home to several pump manufacturers, beginning in 1895, and was known as "the pump capital of the world." Two firms producing electrical controls were established in the early 1900s and in 1912 two new industries came to Mansfield: Mansfield Tire and Rubber and Mansfield Sheet and Tin Plate Company.

While the Great Depression affected the entire country, Mansfield fared better than many communities because of its diversified industrial base. The conversion of Mansfield industries to World War II production brought additional jobs and prosperity to many industries. For example, the Tappan Stove Co. turned out 45 different products for the war effort, winning several awards. Employment at Westinghouse reached 8,000 during this period.

In the post-war period, Mansfield remained an important industrial center in North Central Ohio. Many of its late 19th and early 20th century industries continued to prosper, including Tappan, Ohio Brass, Mansfield Brass and Aluminum, Artesian Company, Empire-Detroit Steel, Ideal Electric, Hartman Electric, and Westinghouse. The oldest industry in the city during this period was the Artesian firm, producers of plumbing fixtures, which was founded in 1882. Both Tappan and Westinghouse benefited from the post-war housing boom through production of modern home appliances, including the electric range, introduced by Tappan in 1951.

By the turn of the 21st century, the industrial landscape in Mansfield had permanently changed. Many of its large industries had been sold, closed, or relocated. Among these were Mansfield Tire & Rubber Company, Ohio Brass Company, Westinghouse, Tappan, and several others. The AK Steel plant remains the last heavy industry in Mansfield today. Smaller industries include Honda supplier Newman Technology Incorporated, Therm-O-Disc (thermostat manufacturer), Gorman-Rupp Company (pumps), and Crane Plumbing (plumbing fixtures).





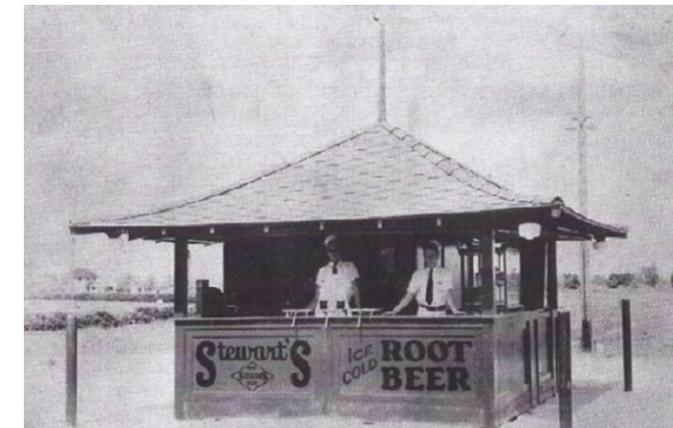
One interesting business that began production in Mansfield in recent years is The Carousel Works. In 1991 the company built a new wooden carousel to be housed in a building at the corner of North Main and Third streets in downtown Mansfield. Carousel Park quickly became a popular destination and served as the catalyst for revitalization of the historic buildings along North Main Street. The Carousel Works is now located in Mansfield and is the largest manufacturer of wooden carousels in the world.

Mansfield's economy has changed, and growth has been seen in the healthcare, service and education sectors. Ohio Health MedCentral Hospitals is now the largest employer in both Mansfield and Richland County, with over 2,500 employees. Several historic food-related industries are still in operation, including Jones Potato Chip Company (started in 1945) and Stewart's Restaurants (root beer stands started in 1924).

The loss of a large number of well-paying industrial jobs has had an impact on the economy (and the physical environment) in Mansfield, with retail, housing and other sectors being affected. The population has declined from over 55,000 in 1970 to 50,900 in 1990 to approximately 47,000 today. Large industrial complexes have been demolished or are still standing but deteriorating rapidly. Declining population combined with suburban expansion has left a large number of vacant and abandoned buildings, and the downtown area has had its share of vacancies and disinvestment.

#### **Associated Property Types**

The physical resources associated the city's industrial history have diminished greatly in recent years. For example, Westinghouse closed its doors in 1990, leaving over 3,000 workers unemployed. The sprawling facility is located immediately northeast of downtown Mansfield and contains a number of large abandoned and deteriorating buildings, along with acres of open space where former industrial buildings were demolished. Given the size and condition of many of the surviving buildings, preservation and reuse will be challenging. The Westinghouse Office Building has found a new use, however, and is home to a business incubator. Another building associated with this industry is the Westinghouse House of Tomorrow, located at 895 Andover in the Woodland neighborhood. It was built in 1934, during the depths of the Depression, to give people an optimistic view of the future and to show how lives could be improved through modern technology in the home. Today, it is a private residence.





The Ohio Brass Company was one of the city's most important industries. Most of the buildings associated with the company, which was located at 500 North Main Street, have been demolished. However, the handsome and architecturally distinctive six-story brick administration building remains and is in use as offices. Several smaller brick buildings also survive.

There are a number of smaller-scale industrial buildings that remain in the area north of downtown. They tend to be individual buildings rather than sprawling complexes and date from the late 19th to the mid-20th centuries. Examples include the former Altman and Taylor Erecting Shop (now the Richland County Highway Garage), located at 395 North Main Street; the former Mansfield Brass Company, located at 287 North Diamond Street; the Scholl Building, on East Sixth Street near North Diamond Street; and two buildings at 399 North Main Street.

The Mansfield Grain Elevators are located on North Main Street in a large complex served by two railroad lines. The large cylindrical elevators are prominent landmarks at the north end of downtown.

The City Mills Building, located 160 North Main Street (listed in the National Register in 1986) is associated with the agricultural industry in Mansfield. It was built in the mid-19th century and served as a warehouse and flour mill for many years.

The homes of industrialists are an important resource associated with this theme. Perhaps the most famous is Kingwood, built by Charles Kelley King, who made his fortune as President and CEO of Ohio Brass. It is an estate of 47 acres located at 900 Park Avenue West. The French-influenced home was designed by Cleveland architect Clarence Mack and was built in 1926. The home and gardens were left to a private foundation after King's death, and Kingwood Center Gardens has been open to the public since 1953.



Park Avenue West was the city's premier residential neighborhood in the late 19th and early 20th centuries. Many of the city's leading industrialists, businesspeople, and professionals built or owned homes in the area. A few properties associated with the industrial development of the city include the A. Fraser House at 681 Park Avenue West, owned by the president of the Granite & Marble Company; and the Tappan House at 308 Park Avenue West, owned by the founder of Tappan Industries, which made the Eclipse Stove.

By the 1920s and 1930s, the newly developing Woodland neighborhood began to attract the city's elite to build new houses farther from the center of town. The planned community had curvilinear streets, no sidewalks, large landscaped lots, and required owning an automobile. Several Ohio Brass Company executives lived in the area, including Walter Dow, who lived at 625 Bigelow; John Snyder at 759 Woodhill; and Paul Bouvard at 660 Woodhill. Other examples of industrialists' homes include those of W. Gerald Moore, President of Humphrey's Manufacturing Company, at 560 Hawthorne Lane; and William Jenkins, an executive with Empire Steel Company, at 501 Woodhill.



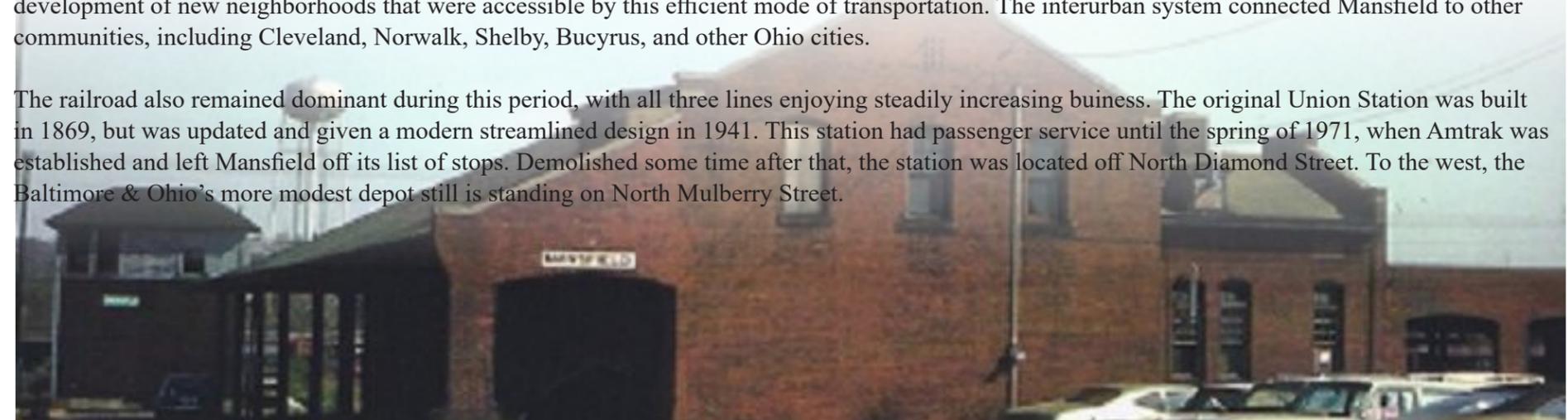
## B. TRANSPORTATION DEVELOPMENT

At the time Mansfield was platted in 1808, transportation was primitive at best. Within a few years the first road was cut from Sandusky through Mansfield to Mt. Vernon, Columbus, and Lancaster, and in 1813 another was built through the forest from Mansfield to a point near Ashland. Farm produce was hauled north to Lake Erie by wagon, making trade difficult for the young settlement. As a result, Mansfield was relatively isolated during its early years of development.

Prior to the advent of rail transportation, Mansfield was served by three stage coach lines, but it was the introduction of the railroad in 1846 that changed the trajectory of Mansfield's development and spurred its rapid growth in the mid-19th century. The first rail line was the Mansfield and New Haven Railroad (later the Baltimore & Ohio), running north and south between Mansfield and Sandusky. The new line meant that Mansfield's grain and livestock could now be shipped easily to Lake Erie, greatly advancing the city's economic growth. The southward extension of this line to Mt. Vernon was completed in 1852. Two east-west rail lines were added to the city during the 1850s, providing Mansfield with a major transportation advantage and increased industrial growth. The Pittsburgh, Fort Wayne and Chicago line, later the Pennsylvania Railroad, was completed through Mansfield in 1853, giving the city fast transportation in four directions. The Atlantic & Great Western Railroad (later the Erie Lackawanna) was completed from east to west in 1864, connecting Mansfield with New York and Chicago.

During the last quarter of the 19th century, Mansfield saw the introduction of both electric streetcars and the interurban railway system. The city was one of the first in the nation to have electric streetcars when it opened its system in 1887. Streetcar lines led to expansion of the city outward and the development of new neighborhoods that were accessible by this efficient mode of transportation. The interurban system connected Mansfield to other communities, including Cleveland, Norwalk, Shelby, Bucyrus, and other Ohio cities.

The railroad also remained dominant during this period, with all three lines enjoying steadily increasing business. The original Union Station was built in 1869, but was updated and given a modern streamlined design in 1941. This station had passenger service until the spring of 1971, when Amtrak was established and left Mansfield off its list of stops. Demolished some time after that, the station was located off North Diamond Street. To the west, the Baltimore & Ohio's more modest depot still is standing on North Mulberry Street.





The introduction of the automobile also changed the physical character of the city. Roadway improvements in the early 20th century and the affordability of automobiles led to the development of automobile suburbs, which were located well away from the downtown and industrial areas. New businesses were also established in response to widespread auto use, including automobile dealerships, gas stations, and repair shops. In 1922 the Mansfield directory listed 9 gas stations, but the number increased to 69 by 1936 and peaked at 76 stations in 1975.

With increased train and automobile traffic, the city took steps to separate grade crossings. One example was the railroad underpass on Park Avenue East, which was constructed in 1925 and still exists.

The period from the 1930s to the 1950s was one of continuous change in transportation development in Mansfield. Widespread use of automobiles and buses contributed to the decline of the street railway system. The last operating interurban line, connecting Mansfield with Cleveland, went out of business in 1931. Local lines continued until they were replaced by buses in 1937.

In 1928, Mansfield City Council established an airport on 189 acres north of town. During World War II, the Mansfield Airport was expanded by the federal government as part of a national defense plan, with a 1,200-acre landing field dedicated in 1946. Trans World Airlines (TWA) served the Mansfield airport for a time, from 1947 to 1953. The airport was named after a Mansfield aviation pioneer, Brigadier General Frank Lahm, in 1967.

In 1959, a road was cut through Central Park so that Park Avenue could be designated U.S. 30 (the Lincoln Highway), a major coast-to-coast road. This designation brought through traffic into downtown Mansfield and also facilitated residents' east-west travel through the city. By the early 1960s, I-71 was built south of the city with four Richland County exits, which caused U.S. Rt. 42 to lose much of its local traffic. U.S. Rt. 30 bypassed the city to the north, leaving the downtown area with mainly local traffic.



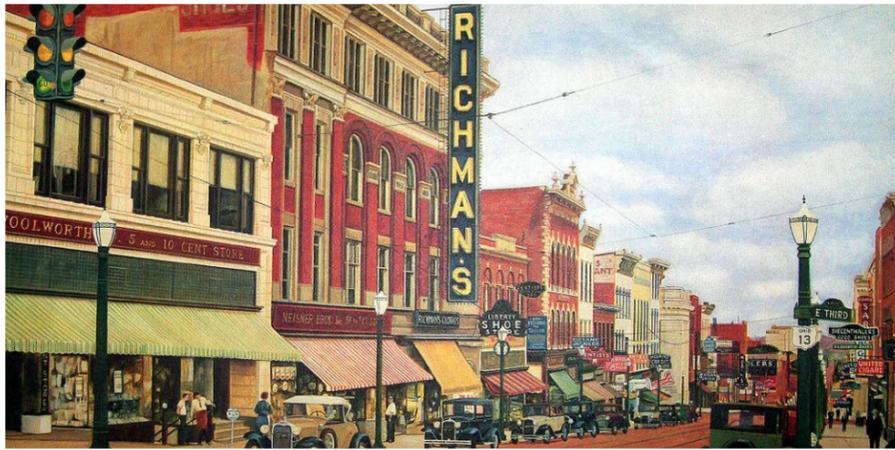
### Associated Property Types

Railroads had a major impact on the history and development of Mansfield, but there are very few remaining railroad-related historic resources. As noted, Union Station is gone, and the B&O depot off North Mulberry Street has not been used for many years and is in poor condition. The remains of a platform and one platform light and a typical B&O lineside signal also remain. There are two small railroad buildings on North Main and North Diamond Streets. Most of the tracks of all the railroads that served the downtown area remain in place but carry much less traffic than they did in the past. Current operators include Norfolk Southern and the Ashland Railway.

Oak Hill Cottage was built in 1847 by John Robinson, the superintendent of the Sandusky, Mansfield and Newark Railroad, a B&O predecessor. It is one of the finest examples of Gothic Revival architecture in Ohio. Located at 310 Springmill Street, it is listed in the National Register of Historic Places and is open as a museum.

As the automobile became popular in the early 20th century, a number of new businesses began to appear that sold and serviced cars. Several automobile dealerships were located north of the core downtown area. The A. M. Colby dealership was located at 80-82 North Diamond Street, and the Heiber Motor Company was located nearby at 51-53 East Fourth Street. A well-preserved historic Texaco service station survives on South Main at West First Street and has been listed in the National Register.





## C. DOWNTOWN DEVELOPMENT

Commercial development in Mansfield began slowly. The city was self-sufficient in basic needs, but there was little commercial activity to serve a wider population. By the 1820s, Mansfield supported cabinet-makers, hatters, blacksmiths, tanners, several dry goods stores and groceries. An early attempt at organizing a bank in Mansfield failed in 1816.

Commercial activity began to increase after railroad transportation arrived in 1846, and the city's population growth surged. North Main Street began to develop as the city's prime commercial district, leading from the railroads to the Central Park

area. This period of growth was reflected in the construction of two more railroad lines in the 1850s and the city's incorporation in 1857. The new city hall, constructed in 1858, contained a public market on the ground floor for many years. Wholesale grocers such as the pioneer Tracy and Avery Company chose to locate near the railroad in the 1860s.

Large retail establishments also opened in downtown during this period, including the H.L. Reed Company dry goods store in 1865 and Maxwell's store around 1870. Hotels were built in the north end of town to accommodate railroad travelers and others doing business downtown.

Banking also became important during this period as the city's first permanent bank was organized in 1847 as a branch of the State Bank of Ohio (later reorganized as the Farmer's Bank). Other banking institutions included the Richland National Bank, 1865; the Mansfield Savings Bank, 1873; and the Mansfield Banking Company, 1873. The city's first insurance company was established in 1851.

During the late 19th and early 20th centuries, Mansfield continued to develop as a commercial center for Richland County. Growth of commercial activity in the downtown and North Main Street areas continued as retail stores, hardware companies, pharmacies, and other businesses became numerous. Wholesale grocery houses and hotels continued to be built in the north downtown areas. A major development in 1895 was the establishment of Lumberman's Mutual Insurance Company, the city's largest insurance agency. The Mansfield Chamber of Commerce was organized in 1899. The Richland Savings Bank was established in 1898, merging in 1929 with the Bank of Mansfield to form the

Richland Trust Co. The Third Street Market, built in 1915, was the city's first enclosed shopping area. The city experienced its greatest commercial boom period during the 1920s. Several major downtown bank, office, and hotel buildings were constructed, including the Farmer's Bank, Richland Trust, Mechanics Building and Loan, Citizens National Bank, the Barrington Building, and the Leland Hotel. National chain retailers Montgomery Ward and J.C. Penney were housed in downtown buildings.

The focus of commercial activity in Mansfield remained downtown during the 1930s and early 40s, when there were six large retail stores in the Central Park area. Downtown Mansfield also had five good hotels during the 1940s. The Leland, a major hotel built during the 1920s, was expanded in the 1950s by 100 additional rooms. Unfortunately, the 1950s also brought suburban expansion, the Interstate freeway, and the decline of the downtown area. Commercial development became focused on suburban shopping centers through the end of this period.



Central Park, a large public green space in the center of downtown, is a defining feature in Mansfield. Originally it was a single large park with streets surrounding the outer edges and commercial development lining the streets facing the park. In 1959 a road was cut through the center of the park linking Park Avenue East and Park Avenue West and making it possible for Park Avenue to be designated as U.S. Route 30. Clearly, this change was to accommodate automobiles of both people passing through the city and residents who wanted a convenient and direct route from east to west.

Typical of communities throughout the country, commercial development in the mid- to late 20th century was automobile-oriented. In Mansfield, this trend exhibited itself in two ways – redevelopment of historic main arterial streets into mixed commercial uses, which frequently led to demolition of historic buildings or conversion of historic homes into commercial uses; and development of new suburban retail corridors and

shopping centers. Examples of the conversion of historic areas into more mixed commercial uses and strip shopping centers include Lexington Avenue, Park Avenue West and Ashland Road.

Richland Mall, which opened in nearby Ontario in 1969, had a significant and dramatic impact on downtown Mansfield. As the first regional mall in the area, it was anchored by department stores and included chain stores and specialty shops that provided stiff competition to the many locally-owned businesses downtown.

The lodging business was also impacted by late 20th century development, especially the construction of I-71 in the early 1960s. New hotels and chain restaurants were constructed near I-71 at exit #169 (State Route 13), while two motor hotels were built on Park Avenue West. Two major downtown hotels, the Leland and the Southern, disappeared during the 1970s. A major development in recent years was the construction of a new Holiday Inn in the downtown area.



Downtown has been the governmental center for Mansfield and Richland County since the community was founded. Central Park, the centerpiece of the city's town plan, was and continues to be the location of both city and county government. Mansfield is the county seat of Richland County, and three county courthouses have been located on Central Park. The first was a Greek Revival temple-form building (1827); followed by a much larger Second Empire structure, designed by noted courthouse architect H.E. Myer (1873); and finally the current mid-century modern building, designed by Thomas G. Zaugg & Associates that was completed in 1968. The earlier buildings were demolished.

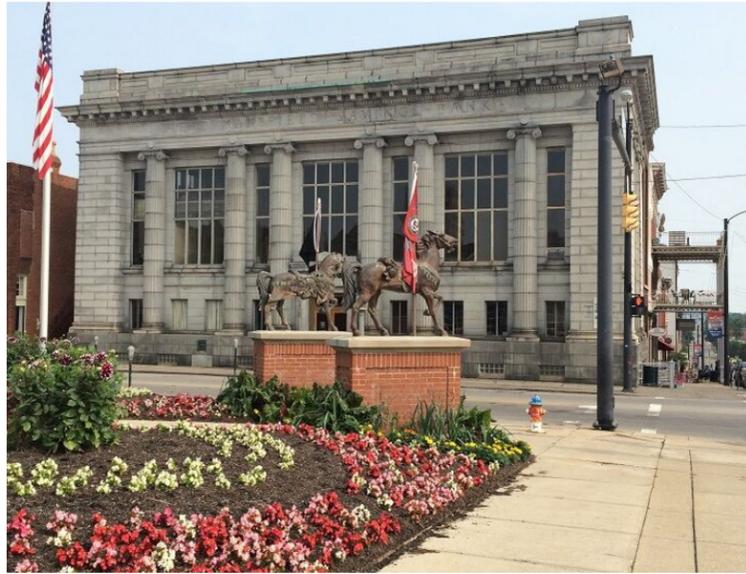
City government was also housed in buildings from different eras. An early city hall was located on the corner of Walnut and Park Avenue; it had a public market on the first floor with city offices above. A new Municipal Building, located at Walnut and Second streets, was completed in 1924. Both of these earlier buildings have been demolished, and the current non-historic city municipal building is located on the east side of the square.

Mansfield has been actively working on revitalization of the downtown area for a number of years. When the historic Ohio Theater was closed, local philanthropists purchased it in 1980 and donated it to the non-profit Renaissance Theater, Inc. which undertook a multi-year and multi-million dollar renovation. It is now one of the most active cultural centers between Columbus and Cleveland.

Downtown Mansfield, Inc. is a non-profit membership organization that has been active for two decades. In addition to focusing on the Central Park Historic District, the organization is working in other areas downtown and in surrounding neighborhoods. Committees are working in the St. Peter's and Westinghouse neighborhoods southwest and northeast of downtown. The Carrousel District of North Main Street is a notable success, with the rehabilitation of a number of the historic buildings located between Third and Fourth Streets. City News, located in this area, is one of the longest operating downtown businesses, operating in its North Main street location since 1939.

**Associated Property Types**

There is a wide variety of property types associated with this theme, including commercial buildings with shared party walls, free-standing commercial buildings, warehouses, public buildings, and theaters. The vast majority of commercial buildings in downtown Mansfield are two to three stories in height with shared party walls. These buildings range from the mid-19th to the mid-20th centuries and represent a wide variety of architectural styles, including Italianate, Romanesque Revival, Neo-classical Revival, early 20th century commercial, and Art Moderne. The Hancock and Dow Building at 21 East Fourth (NR 1987) and the May Realty Building at 22-32 South Park (NR 1986) are excellent examples. Banks tend to be constructed with stone exteriors and typically have Neo-classical detailing and an imposing street presence. Examples include Mansfield Savings Bank at 4 West Fourth Street (NR 1986) and the Mechanics Building & Loan at 2 South Main Street (NR 1983). Small-scale commercial buildings are located around Central Park, on North Main Street, and along Third and Fourth Streets.



There are also free-standing buildings that tend to be distinctive in design and larger in scale than the buildings integrated into a row along a streetscape. The Barrington Building at 13 Park Avenue West (NR 1983) is an example of this building type. Another example is the Richland Trust Building at 3 Park Avenue West (NR 1983).

Several large wholesale warehouses survive and are located at the north end of downtown near the railroad tracks. The Bissman Wholesale Grocers building at 193 North Main Street (NR 1986) is a large and highly decorative late Victorian building, while the Voegele Building nearby at 211 North Main Street (NR 2000) exhibits characteristics of Richardsonian Romanesque architecture. The Tracy and Avery Building at 163 North Diamond Street is a brick building with handsome detailing.

Downtown was an entertainment district as well as a commercial district. The Ohio Theater (now called the Renaissance Theater), located at 136 Park Avenue West (NR 1983) was built in 1928 – the heyday of American movie theaters. It is the only downtown theater remaining in Mansfield. The Madison Theater, located nearby, has been demolished.

The Soldiers and Sailors Memorial Building (NR 1980) was built in 1899 at 36 Park Avenue West. The stone Richardsonian Romanesque building is now the Mansfield Memorial Museum.

Downtown Mansfield is home to several of the city’s important historic church buildings. (This property type is discussed in detail in another section.) Those located downtown include the First English Lutheran Church at 53 Park Avenue West (NR 1983), St. Peter’s Catholic Church at 54 South Mulberry (NR 1979), St. John’s Evangelical Church at 68 Park Avenue East, and the First Methodist Church at 12 North Diamond Street.

The Richland County Courthouse dates from 1968 and is an example “mid-century modern” architecture. It is one of the few Ohio courthouses built during this period.



## D. NEIGHBORHOOD DEVELOPMENT

Mansfield is a city of many neighborhoods; some were built by the wealthy and influential in the latest architectural styles of the period, while others were working class neighborhoods with vernacular housing built close to places of employment.

The city's oldest neighborhoods are located closest to the city center since they were constructed before transportation improvements made it possible to live beyond walking distance from work, church, or business. The St. Peter's and Westinghouse neighborhoods southwest and northeast of downtown are examples of neighborhoods where working and middle class residents lived. These areas combined mixed land uses that included residential, neighborhood commercial, schools, and churches, as well as being close to employment centers in and near downtown.

The St. Peter's neighborhood is named for the church at its center. Roughly bounded by Central Park West, Marion Avenue, Glessner Avenue and South Main Street, the area was developed mainly between the mid-19th and the early 20th centuries. There is a variety of housing types dispersed throughout the neighborhood, including both vernacular and some high-style Italianate and Queen Anne style homes.

The Westinghouse neighborhood is located northeast of downtown and is bounded by North Main Street, East Sixth Street, Orange Street, Ashland Road and Park Avenue East. The neighborhood developed around the massive Westinghouse industrial complex whose site is within these boundaries. The very few residential buildings remaining are modest in scale, widely dispersed, and date from the late 19th to early 20th centuries.



Railroads had a major impact on the history and development of Mansfield, but there are very few remaining Middle and upper class residential development occurred to the west and south of the downtown area during the late 19th and early 20th centuries. Mansfield's premier residential neighborhood in the late 19th century was Park Avenue West. The city's most prominent industrialists, merchants, and businessmen built attractive high-style homes on large lots along this major thoroughfare. These homes were architecturally distinctive, with a wide range of styles represented, including Italianate, Queen Anne, Colonial Revival and Georgian Revival. Many of these homes have been converted to commercial uses. In addition to the homes, many of the lots also had room for carriage houses and gardens. A large number of the historic buildings along Park Avenue West have been listed in the National Register.

The Sherman Estate Neighborhood, which is located north of Park Avenue West, measures approximately four square blocks. Established in 1900, it has a dense urban character with average- to large-sized houses located on single-family lots. The homes date from the early 20th century, with Arts and Crafts, Colonial Revival, and English Revival style homes being the most common. It is entirely residential, with only St. Matthew's Lutheran Church within its boundaries. This neighborhood is designated as a local historic district.

The Boulevards Neighborhood, which is located south of Park Avenue West, dates from the first decade of the 20th century. It is defined by the landscaped boulevards along Glenwood Boulevard, Parkwood Boulevard and the homes along Brinkerhoff Avenue facing South Park. Architectural styles and building types represented include Bungalows, Colonial Revival, and English Revival – all popular during the early 20th century. This neighborhood is a local historic district.

There are two early to mid- 20th century neighborhoods worthy of note for their completely residential character, consistency of period of architecture, planned street patterns, and early suburban character. Both are located on the southwest side of Mansfield and are separated by Lexington Avenue, a major commercial artery.

The Woodland neighborhood was platted from the Dickson Farm in the early 1920s, and most of the development occurred in the period from the mid-1920s to the late 1940s. It is distinctive because it was a departure from earlier neighborhoods in Mansfield, which continued the urban grid pattern. Instead, Woodland was designed to be an automobile-oriented residential neighborhood, with wide streets; no sidewalks; a curvilinear street pattern; large individual lots; and a varying topography. The houses are individually distinctive, reflecting the fact that the lots were sold and owners were able to design and build their own houses. Georgian Revival, English Revival, and Tudor Revival style houses are common. One of the most distinctive homes is the Westinghouse House of Tomorrow, located at 895 Andover Road, designated as a local landmark. It was built in 1934 and incorporated all of the modern conveniences that the Depression-weary housewife could imagine. The homes and large landscaped yards of this neighborhood are well maintained, creating a park-

like setting. It is still considered one of Mansfield's premier neighborhoods.

Ranchwood is a community of mid-century homes, mainly single-family ranch houses on landscaped lots. The plat for Ranchwood has a few curvilinear streets, but most of it is a grid pattern with similar houses forming a cohesive streetscape. A park and school are located at the eastern edge of the district. This development addressed the housing shortage after World War II and the desire by Americans to have modern homes in new areas further from the city. Many of the buildings are similar in design, form, and size, which creates a visually cohesive streetscape. Apartment buildings are also part of the neighborhood, but they are located along West Cook Road, a busy thoroughfare, rather than integrated among the single-family homes.



### Representative Property Types

Mansfield has well-maintained residential neighborhoods as well as neighborhoods in need of revitalization. The most common building type associated with these neighborhoods is the single-family house. Dating from the mid-19th to the mid-20th centuries, these structures range from modest frame vernacular dwellings; to high-style late 19th century Queen Anne and Colonial Revival homes; to large early 20th century English and Georgian Revival style properties; to post-war ranch houses.

Mansfield neighborhoods have multi-family as well as single-family homes. These buildings vary from side-by-side double homes, to multi-level apartment buildings. They range in age from the mid-19th to the mid-20th centuries and represent a wide variety of styles. For example, The Colonial at 283 Central Park West (NR 1983) is an example of a high-style Colonial Revival style multi-story apartment building. Other examples of apartment buildings include the Art Moderne complex

of apartment buildings at 110 Blymer Avenue; the Williamsburg apartments at 141 Second Street; and the Ranchwood apartments dating from the mid-20th century at 389 West Cook Road.

Neighborhood-scale commercial buildings can be found in some of the city's late 19th century neighborhoods, when people shopped close to home – frequently within walking distance. These buildings are very modest in scale and take two forms. The first is a freestanding building with a storefront and living quarters at the rear or on the second floor; the other is an addition to the front or side of a single family home where a small business was located. Few of these buildings exist, and none were found that still house any type of commercial activity.



## E. RELIGIOUS / EDUCATIONAL / SOCIAL / RECREATIONAL DEVELOPMENT

Mansfield residents organized churches and schools, as well social institutions, parks, and recreational facilities throughout the city's history. These institutions have always been important to the growth and development of the city.

### Religion

The vast majority of historic churches in Mansfield are Christian Protestant denominations. The first church in Mansfield was the first Methodist Church organized in 1811. The Presbyterians established the first Sunday School

between 1816 and 1819 while they were still meeting at the blockhouse on the square. The first Presbyterian Church was organized in 1816 and a church edifice was constructed in 1821. The Baptist religion was introduced to the community by 1819. The first Lutheran Church was organized in 1832. The First Congregational Church was established in 1835 and was located in several different buildings downtown. The many German-speaking settlers from Pennsylvania, Maryland and Europe made the Lutheran denomination predominant in

Mansfield during the 19th century. St. Paul's Lutheran Church was an offshoot from the First Lutheran Church in 1852, and St. Luke's Lutheran Church was formed in 1886. Grace Episcopal Church was formed in 1846. The first Catholic Church was established in 1844 as St. Peter's parish.

During the 19th and early 20th centuries, most of Mansfield's churches were located in or around the downtown area. In fact, a number of congregations have built several buildings on the same site or in the same vicinity. Historic downtown churches include First English Lutheran (53 Park Avenue West – NR 1983), St. Peter's Catholic Church, built in 1911 (54 South Mulberry – NR 1979), St. John's Evangelical Church, built in 1911 (68 Park Avenue East), Grace Episcopal Church, dating from 1905 and 1914 (41 Bowman Street), and the First Methodist Church (12 North Diamond Street).

As the city began to expand outward, especially during the mid-20th century, churches followed and were built in growing neighborhoods. For example, after a devastating fire in 1942

the First Congregational Church rebuilt in 1951 in a new location on Millsboro Road, on the city's southwest side.

Jewish families organized the first congregation in 1870 and held services in a private home near downtown. Temple Emanuel was built on West Cook Road in 1946. Another congregation, B'Nai Jacob, formed in 1927 and built a facility nearby on Larchwood Road in 1958. The congregations merged in 1987, and today Emanuel Jacob occupies the synagogue built by B'Nai Jacob.





### Education

The first school built in Mansfield was a frame building constructed by subscription in 1818. Schools continued to be built and, by 1846, the city had approximately 10 schools consolidated into three districts. Following the Civil War, a school building program was initiated and four brick school structures were constructed by 1872. The city's first high school was built in 1868 and the first Catholic school was founded by St. Peter's parish in 1869. The city also was the home of the short-lived Mansfield Female College, established about 1855 and located where the Renaissance Theater is today.

In the 1880s and 1890s, the city undertook a massive building program that resulted in the construction of ten brick and stone school buildings. A massive Richardsonian Romanesque style High School was constructed in 1892 at the corner of Fourth and Bowman Streets. It was later replaced with a new Mansfield Senior High School, constructed in 1927 on Parkwood Boulevard. This building was demolished to make way for the new recently-completed high school. The Johnny Appleseed Junior High School was built in 1940 in the Art Moderne style. It was located along Cline Avenue but was demolished in 2005. The Woodland School, located at 460 Davis Road, in the residential Woodland neighborhood, is a Georgian Revival building dating from (confirm date) and is an excellent example of a mid-20th century building designed to complement neighboring houses.

The city responded to the post-war baby boom with another construction program in the 1950s. The new buildings were a single story, contemporary in design, and located in neighborhoods throughout the city, including the new mid-century Ranchwood neighborhood. The last of these schools closed in 2007.

St. Peter's Catholic Church established a parochial school in 1868 and by 1889 began construction of a combination school and church building. Following that, the parish constructed new buildings for the elementary and high schools. Today, St. Peter's operates the only Catholic schools in Mansfield. From Montessori pre-school to the High School, the entire complex is located adjacent to St. Peter's Church on South Mulberry and West First streets. All are still standing and in operation.

The Mansfield General Hospital School of Nursing was established in 1919 in the newly-constructed Mansfield General Hospital. A school building was constructed in 1923 and became accredited by the State of Ohio. The school was expanded in 1942 and 1958. A seventy-fifth anniversary was celebrated in 1994. Additional updates have been made to accommodate computer technology. The school is now operating as the Mansfield campus of Ashland University's school of Nursing.

In 1958, Mansfield was designated as a regional campus for The Ohio State University. The 644-acre wooded campus received one of its first buildings, Oakwood Hall, in 1966. Today the campus has eleven academic buildings and two residential complexes. It is a destination campus for people from north central Ohio and currently has over 1,600 full- and part-time students.

There was a public library in Mansfield as early as 1855, but the present library traces its roots to 1887 when the Library Memorial Association was formed to open a library in the 1889 new Soldiers & Sailors Memorial Building. The library quickly outgrew its space and sought funding from the Andrew Carnegie Foundation in 1902. With a grant of \$35,000 the library association hired Mansfield architect Vernon Redding and built a new library at 43 West Third Street; it was dedicated in 1908 and was expanded in 1951 and again in 1989.



## Organizations

Mansfield, like most communities of any size, had a number of fraternal organizations and lodge halls in the downtown area from the late 19th to the mid-20th centuries, including a Masonic Lodge, Elks Lodge and Eagles Lodge. The Mansfield Federation of Women formed a club and had its home for many years in a historic mansion on Central Park West.

## Parks

Mansfield's earliest and most important public open space is Central Park, which was in the original plat for the community. It has changed over the years but has always been the physical and symbolic center of the community. The 2-acre landscaped green space has been the site of public events, celebrations, and social gatherings for two centuries. Within its landscaped confines are public art and memorials, including the historic Vasbinder Fountain, dating from 1881, and the Martin Luther King Memorial, as well as park benches and a gazebo. The most significant change to the park took place in 1959 when a road connecting Park Avenue East and West was cut through the center. In spite of this change, the park retains its historic importance and character as a central feature in the community.

Market Street, the city's main east-west thoroughfare, was renamed Park Avenue in 1888 because it connected Central Park with Sherman-Heineman Park, then at the western edge of the city. The stone gates that marked the entrance to the park remain along the south side of Park Avenue West at Brinkerhoff. Now known as South Park, Middle Park, and North Lake Park, it is a series of wooded glens in a natural ravine. For many years, beginning in 1893, North Lake Park was known as Casino Park because it was home to a theater and entertainment complex, which was destroyed by a fire in 1934. Luna Park, an amusement park, was also located here. The streetcar provided transportation to the park, making it a popular weekend destination for Mansfield residents. Today a bike path runs through all three parks. The 35-acre South Park is the site of the reconstructed Blockhouse (from Central Park), and a Johnny Appleseed memorial.



## Representative Property Types

Historic church buildings are among the city's best preserved and most architecturally significant buildings. A large number have survived and are landmarks for the downtown and in the city's neighborhoods. Among the most noteworthy are the following: First English Lutheran Church at 53 Park Avenue West (NR 1983); St. Peter's Church at 54 South Mulberry (NR 1979); St. John's Evangelical Church at 68 Park Avenue East; First Methodist Church at 12 North Diamond; St. Matthew Lutheran Church (Sherman Place and Penn Avenue); St. Luke's Lutheran Church at 229 Park Avenue West; Grace Episcopal Church, 41 Bowman Street; First Congregational Church at 640 Millsboro Road; and the Emanuel Jacob Synagogue at 973 Larchwood Road.

There are very few historic school buildings remaining in Mansfield. Notable exceptions are the Woodland Elementary School and the St. Peter's Catholic School complex. The Mansfield Public Library retains its historic home downtown as the system's Main Library. The Mansfield Arts Center is a mid-century contemporary building that houses an important Mansfield cultural institution.

The Masonic Lodge was demolished and the organization is now in a suburban location; the Elks built a new building in the 1980s, but their historic building remains at 129 North Main Street.

## Summary of Historic Contexts

Mansfield may have lost many of its historic buildings, but many others remain to represent the city's proud history. Some have been preserved, others are in need of sensitive rehabilitation, and some are endangered through substantial deterioration or neglect. It is hoped that, by bringing attention to examples of the types of properties that contribute to the physical fabric of the city, the properties of significance will receive the attention and investment they deserve. The preservation of these buildings and of the distinctive character of Mansfield can contribute to the economic vitality and livability of the city.

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## RECOMMENDATIONS FOR DESIGNATION

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## NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is the nation's list of properties recognized by the National Park Service, U.S. Department of the Interior, as worthy of preservation for their local, state or national significance in the areas of American history, architecture, archaeology, engineering or culture. The program in Ohio is administered by the State Historic Preservation Office, a division of the Ohio History Connection, formerly the Ohio Historical Society.

In general, properties eligible for the National Register, should be at least 50 years old, retain their historical integrity, and meet at least one of the four National Register criteria.

### Criteria For Listing in the National Register of Historic Places

The quality of significance in American history, architecture, archaeology, engineering and culture is present in districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship, feeling and association, and:

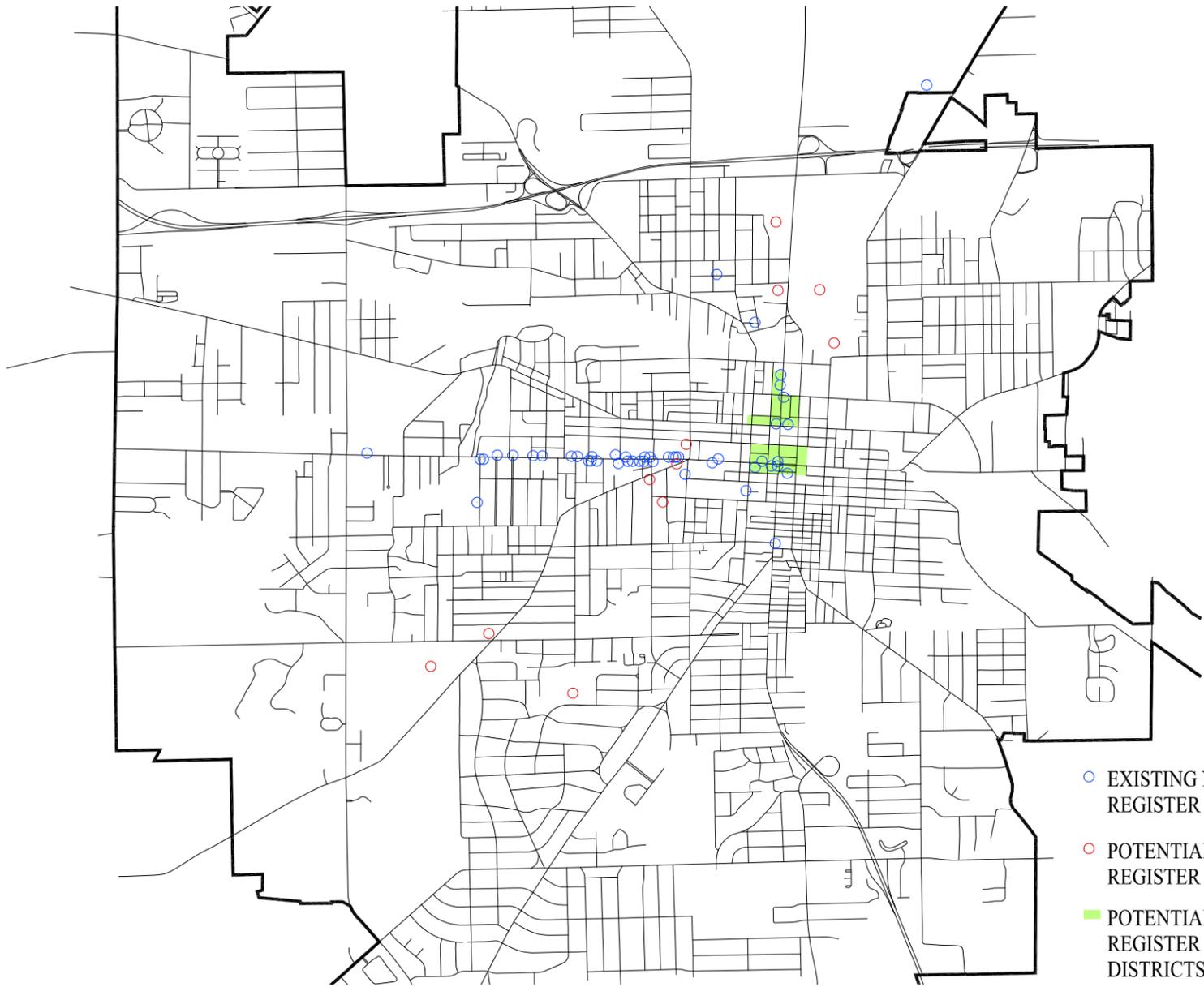
- that are associated with events that have made a significant contribution to the broad patterns of our history; or
- that are associated with the lives of persons significant in our past; or
- that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- that have yielded, or may be likely to yield, information important in history or prehistory.

Benefits of listing in the National Register include recognition of a property's significance, which can lead to greater awareness and appreciation for the property; eligibility to apply for the 20% federal Historic Rehabilitation Tax Credit for the certified rehabilitation of income-producing properties and the similar 25% Ohio Historic Preservation Tax Credit; and a level of protection through reviews of federally-funded or -assisted projects that might have an adverse impact on the property. Additionally, many funding programs use the National Register listing as a prerequisite for funding.

The National Register does not prevent the owner of a listed property from maintaining, repairing, altering, selling or even demolishing the property with other than federal funds. It does not obligate the owner to make repairs or improvements to the property, nor does it automatically make the property subject to local design review.

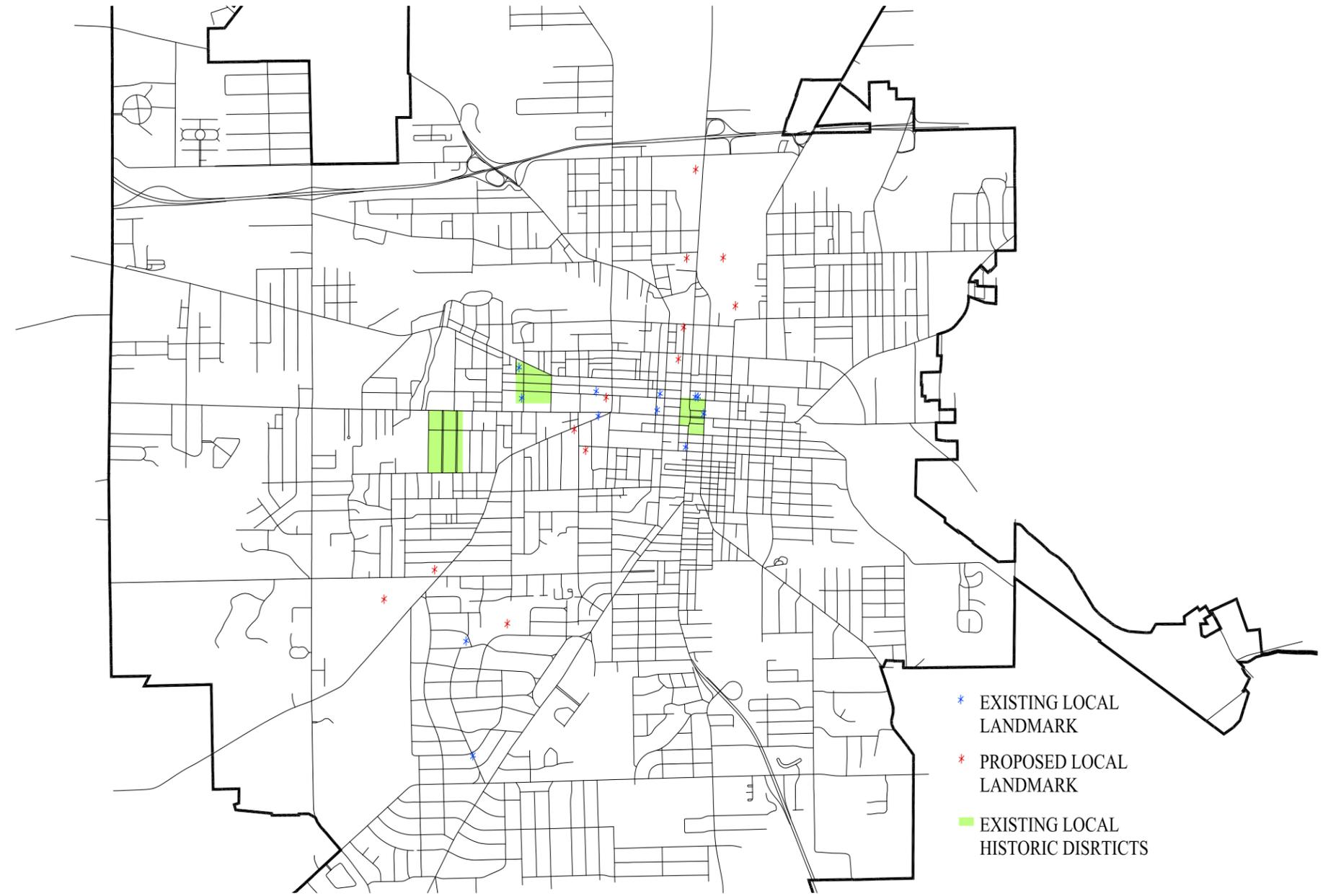
For more information about the National Register program, see the State Historic Preservation Office website ([www.ohiohistory.org/preserve/state-historic-preservation-office](http://www.ohiohistory.org/preserve/state-historic-preservation-office))

(This information about the National Register of Historic Places has been adapted from a fact sheet prepared by the State Historic Preservation Office.)



- EXISTING NATIONAL REGISTER PROPERTY
- POTENTIAL NATIONAL REGISTER PROPERTY
- POTENTIAL NATIONAL REGISTER HISTORIC DISTRICTS

EXISTING & POTENTIAL NATIONAL REGISTER / INDIVIDUAL PROPERTIES



- \* EXISTING LOCAL LANDMARK
- \* PROPOSED LOCAL LANDMARK
- EXISTING LOCAL HISTORIC DISTRICTS

POTENTIAL LOCAL LANDMARKS

# DESIGNATED HISTORIC PROPERTIES IN MANSFIELD, OHIO

Bldg. #	Name of Property/District	Address or Approximate Boundaries	NR	Local
1	The Boulevards Historic District	Brinkerhoff Avenue, Maple Street, Glenwood Boulevard and Park Avenue West		X
2	Sherman's Estate Historic District	Sycamore Street, West Fourth Street, Penn Avenue, West Third Street		X
3	Central Park Historic District	Central Park, Main Street, Park Avenue, Walnut Street		X
4	Dr. James Craig Residence	55 North Mulberry Street		X
5	First United Methodist Church	12 North Diamond Street		X
6	Fraser House	681 Park Avenue West		X
7	Samuel E. Huenerfauth Residence	38 Penn Avenue		X
8	J. C. Penney House	561 Hawthorn Lane		X
9	John Penn Residence	115 Penn Avenue		X
10	Mansfield Block House	South Park		X
11	Henry C. Hedges Residence	145 Park Avenue West	X	X
12	Oak Hill Cottage	310 Springmill Street	X	X
13	Ohio Theatre (Renaissance Theatre)	138 Park Avenue West	X	X
14	Building	25 East Third Street	X	X
15	Soldiers & Sailors Memorial Library	36 Park Avenue West	X	X
16	Susan Sturges House	317 Park Avenue West		X
17	St. John United Church of Christ	68 Park Avenue East		X
18	St. Luke's Lutheran Church	229 Park Avenue West		X
19	Texaco Service Station	79 South Main Street		X
20	Third Street Brownstones	29 East Third Street		X
21	J.A. Rigby House	240 Park Avenue West	X	X
22	Westinghouse Home of Tomorrow	895 Andover		X
23	Jacob Barr House	645 Park Avenue West	X	X
24	Bissman Block	193 North Main Street	X	X
25	B.F. Bissman House	458 Park Avenue West	X	X
26	Peter Bissman House	462 Park Avenue West	X	X
27	Building	252-254 Park Avenue West	X	X
28	Building	309 Park Avenue West	X	X
29	Building	415 Park Avenue West	X	X
30	Martin Bushnell House	34 Sturges Avenue	X	X
31	Central United Methodist Church	378 Park Avenue West	X	X
32	City Mills	160 North Main Street	X	X
33	Colonial	283 Park Avenue West	X	X
34	J.M. Cook House	429 Park Avenue West	X	X
35	S.M. Douglas House	437 Park Avenue West	X	X
36	Dow House	564 Park Avenue West	X	X
37	First English Lutheran Church	53 Park Avenue West	X	X
38	F.A. Gilbert House	543 Park Avenue West	X	X
39	Hancock & Dow Building	21 East Fourth Street	X	X
40	Rufus A. Kern House	608 Park Avenue West	X	X
41	Kingwood Center	900 Park Avenue West	X	X
42	John Krause House	428 Park Avenue West	X	X
43	Mansfield Savings Bank	4 West Fourth Street	X	X
44	Judge Mansfield House	228 Park Avenue West	X	X
45	May Realty Building	22-32 South Park Street	X	X
46	Mechanics Building & Loan	2 South Main Street	X	X
47	Ohio State Reformatory	100 Reformatory Road	X	X
48	Old Carriage Barn	337 Park Avenue West	X	X
49	Building	365 Park Avenue West	X	X
50	Park Avenue Baptist Church	296 Park Avenue West	X	X
51	Raemelon Farm Historic District	Marion Avenue, Millsboro and Trimble Roads	X	X
52	Richland Trust Building	3 Park Avenue West	X	X
53	William Ritter House	181 South Main Street	X	X
54	St. Peter's Church	54 South Mulberry Street	X	X
55	Robert Sandeford House	544 Park Avenue West	X	X
56	John Sherman Memorial Gateway	699 Park Avenue West	X	X
57	Soldiers & Sailors Memorial Building and Madison Theater	36 Park Avenue West	X	X
58	Barrington Building	13 Park Avenue West	X	X
59	Tappan House	308 Park Avenue West	X	X
60	Upton House	234 Park Avenue West	X	X
61	Voegele Building	211 North Main Street	X	X
62	W.S. Ward House	350 Park Avenue West	X	X

# POTENTIAL HISTORIC INDIVIDUAL PROPERTIES AND DISTRICTS

Name of Property/Historic District	Address/Approximate Boundaries	Potential National Register	Potential Local Designation	Notes
Central Park Historic District	Second, Third, Fourth, Diamond Street and Mulberry Street	X	Already designated, but boundaries might be different.	Was nominated in the mid-1980s and not approved. It should be rewritten to include the mid-century buildings and re-submitted for consideration. This listing would make it possible for many buildings to become eligible for the use of historic tax credits for rehabilitation.
North Main and Diamond Historic District	Fourth Street, Fifth Street, Diamond and Main Street with Fourth Street extending to Mulberry Street	X	X	This district recognizes the outstanding collection of buildings in the northern end of downtown Mansfield. It is separate from the Central Park District, because of the vacant lots along the south side of Fourth Street. This listing would make it possible for many buildings to become eligible for the use of historic tax credits for rehabilitation.
Woodland Historic District	Woodland Road, Lexington, West Cook Road, Millsboro Road	X	X	Early to mid-20 <sup>th</sup> century neighborhood. This is a large residential district. These are approximate boundaries that would be refined if a nomination goes forward.
Ranchwood Historic District	Lexington Road, Clearview, Redwood Road, Elwood Road, West Cook Road	X	X	Mid-century residential neighborhood. This is a large residential district. These are approximate boundaries that would be refined if a nomination goes forward.
Marion Avenue Residential Historic District	Marion Avenue between Highland Avenue and Sloan Avenue	X	X	Early-mid 20 <sup>th</sup> century neighborhood located along a major road. It retains a high degree of integrity.
St. Peter's Historic District	West First and West Second Avenues between South Mulberry Street and Sturges	X	X	The Church is already listed in the National Register, but this larger area would include homes around the Church and other buildings in the St. Peter's complex.
North Main Street	395, 399 and 409-411 North Main Street	X	X	Represents small-scale industrial history and could be a small district.
North Main Street Industrial Buildings	395, 399 and 409-411 North Main Street	X	X	Represents small-scale industrial history and could be a small district.
Ohio Brass Company	380 North Main	X	X	Most of the complex has been demolished, but the office building is still significant.
Mansfield Grain Elevators	North Main Street @ railroads	X	X	Representative of agricultural/industrial history.
Industrial Building	Southwest corner North Main and West Longview		X	Representative of industrial history.
B&O Railroad Depot and Signal	Railroad crossing near North Main Street	X	X	One of last remaining railroad-related resources.
Scholl Industrial Building	Southeast corner of Walnut and West Sixth Street		X	Small-scale industrial building.
Art Moderne Apartments	100 Blymer	X	X	Unusual Art Moderne mid-century apartment building.
Grace Episcopal Church	41 Bowman Street	X	X	Historic early 20 <sup>th</sup> century church on edge of downtown Mansfield.
St. Luke's Point of Grace Church	2 Marion Avenue	X	X	Historic church on edge of downtown Mansfield on a prominent corner.
New Beginning Baptist Church	91 Marion Avenue	X	X	Historic church on edge of downtown Mansfield.
First Congregational Church	640 Millsboro Road	X	X	Mid-20 <sup>th</sup> century church in suburban Mansfield.
Mansfield Arts Center	700 Marion Avenue	X	X	Mid-century building received an award from Progressive Architecture in 1971. Potential National Register listing when it is 50 years old.
Woodland Elementary School	460 Davis Road	X	X	Example of early 20 <sup>th</sup> century school building designed to be compatible with its residential neighborhood.
Gothic Revival Residence	Southwest corner of West Fifth and North Walnut Street		X	Remaining Gothic Revival building that has lost integrity since evaluation 30 years ago, but still significant.

## REHABILITATION TAX INCENTIVES

### 20% Federal Historic Rehabilitation Tax Credit

Federal tax legislation in 1981 and 1986 created a Historic Tax Credit to encourage investment in historic structures. The credit is available for historic buildings listed in the National Register of Historic Places, either individually or as part of a registered historic district. To use the credit, the end use after rehabilitation must be “income-producing” – used for industrial, commercial, office, or residential rental purposes; the rehabilitation must be “substantial” – that is, the rehabilitation must cost at least as much as the adjusted basis in the property or \$5,000, whichever is greater; and the rehabilitation work must be certified as complying with the Secretary of the Interior’s Standards for Rehabilitation (see below)

Because building owners’ tax situations can vary, anyone considering using the Historic Tax Credit should consult his or her tax adviser before proceeding. Staff members at the State Historic Preservation Office are available to answer questions regarding the certification process.

For more information about the Historic Tax Credit see the National Park Service and the State Historic Preservation Office websites ([www.cr.nps.gov/hps/tps/brochure2.htm](http://www.cr.nps.gov/hps/tps/brochure2.htm) and [www.ohiohistory.org](http://www.ohiohistory.org)).

(This information about the Historic Tax Credit has been adapted from a fact sheet prepared by the Ohio Historic Preservation Office.)

### 10% Non-historic Tax Credit

In 1986, Congress amended the legislation enacted in 1981 that created the historic rehabilitation tax credit to established a “non-historic tax credit” of 10%. This credit is available to anyone rehabilitating a property, not listed in the National Register of Historic Places, that was placed in service prior to 1936 and will have an income-producing post-rehabilitation use. As with the historic tax credit, the rehabilitation must be considered “substantial” – that is, the rehabilitation must cost at least as much as the adjusted basis in the property or \$5,000, whichever is greater. Unlike the historic tax credit, the non-historic tax credit does not apply to income-producing residential buildings. Although use of the non-historic tax credit does not require review of the proposed design by the State Historic Preservation Office or the National Park Service, if a property is located in a locally-designated historic district or design review area, the use of this credit does not exempt the property from following the local design review process.

For more information about the Non-historic Tax Credit see the National Park Service website [www.cr.nps.gov/hps/tps/brochure2.htm](http://www.cr.nps.gov/hps/tps/brochure2.htm).

### 25% Ohio Historic Preservation Tax Credit

The Ohio Historic Preservation Tax Credit is a popular tool for stimulating investment in Ohio’s historic properties. Established by the Ohio Legislature, the program awards approximately \$60 million in credits annually in two application rounds. The program is highly competitive, unlike the federal credit, but the state and federal credits can be combined. To be eligible to apply for the state credit, a building must be listed in the National Register or locally designated by a Certified Local Government or be a contributing building in either a National Register or a local historic district. The proposed rehabilitation must be reviewed by the Ohio Historic Preservation Office to ensure that the project meets the Secretary of the Interior’s Standards for Rehabilitation (see below). A separate application with documentation of economic benefit is submitted to the Ohio Development Services Agency, which administers the state tax credit program. More information about the program, including its economic impact in Ohio, application forms, and Pipeline Grant requirements, can be found at [http://development.ohio.gov/cs/cs\\_ohptc.htm](http://development.ohio.gov/cs/cs_ohptc.htm).

All projects that utilize state and federal historic rehabilitation tax credits must comply with the Secretary of the Interior's Standards for Rehabilitation:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

For further information about the Secretary of the Interior's Standards for Rehabilitation, see the State Historic Preservation Office website at [www.ohiohistory.org](http://www.ohiohistory.org).

### National Trust for Historic Preservation

The National Trust is a non-profit membership organization established in 1949. It developed a number of national programs, including Main Street and Heritage Tourism. It convenes experts to study issues important to preservation such as affordable housing and sustainability; conducts a major annual conference; and has published numerous books and pamphlets about preservation issues.

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[www.preservationnation.org](http://www.preservationnation.org)

### State Historic Preservation Office

The State Historic Preservation Office is the official historic preservation agency of the State of Ohio. It has developed since 1967 when the Ohio History Connection (Ohio Historical Society at the time) was designated to manage responsibilities delegated to the state by Congress in the National Historic Preservation Act of 1966. The office administers the National Register Program; conducts "Section 106" Reviews of federally-funded or licensed projects; conducts reviews of projects applying for both federal and state historic tax credits; manages the Certified Local Government Program; and develops a statewide preservation plan, among other activities.

800 East 17th Avenue  
Columbus, Ohio 43211  
(614) 298-2000  
[www.ohiohistory.org/preserve/state-historic-preservation-office](http://www.ohiohistory.org/preserve/state-historic-preservation-office)

### Ohio History Connection

As a nonprofit membership organization chartered in 1885, the Ohio History Connection (formerly the Ohio Historical Society), carries out a wide variety of history services for Ohio and its citizens. These include the State Historic Preservation Office, management of more than 50 historic sites and museums, and partnerships with local history groups. The organization also administers the Ohio History Fund, which is generated by a check-off on the state income tax form. Grants are made to non-profits and units of government in the areas of organizational development, program, and bricks and mortar funding.

800 East 17th Avenue  
Columbus, Ohio 43211  
(614) 297-2300  
[www.ohiohistory.org](http://www.ohiohistory.org)

### Ohio Development Services Agency

This state agency administers the Ohio Historic Preservation Tax Credit Program in cooperation with the State Historic Preservation Office and the Ohio Department of Taxation. The agency also documents the economic impact of the program through studies and annual reports.

77 South High Street  
Columbus, Ohio 43215  
(614) 728-0995  
[http://development.ohio.gov/cs/cs\\_ohptc.htm](http://development.ohio.gov/cs/cs_ohptc.htm)

### Ohio Arts Council

Established in 1965 to "foster and encourage development of the arts and to assist the preservation of Ohio's cultural heritage," the Council administers various grant funding programs and provides services to enhance the growth of the arts throughout the state. The Arts Council also operates the Gallery in the Riffe Building in Columbus, where it showcases Ohio artists.

Rhodes State Office Tower  
30 East Broad Street, 33rd Floor  
Columbus, Ohio 43215-3414  
(614) 466-2613  
Toll free (888) 243-8622  
<http://www.oac.state.oh.us>

### Ohio Humanities Council

The Ohio Humanities Council, established in 1972, is a 501(c)(3) organization funded by the National Endowment for the Humanities and private contributions. The Council aims "to increase Ohioans' appreciation and understanding of the humanities" through its grant-making capacity and through programs developed by the Council itself. Funding opportunities include grants from a few hundred dollars to \$10,000 for a wide variety of programs that could be relevant to Mansfield's heritage and cultural preservation. A relatively new program sets aside funding for Heritage Tourism, for projects that "enhance the tourist experience by highlighting the culture, exploring the history, and fostering appreciation of local assets."

471 East Broad Street, Suite 1600  
Columbus, Ohio 43215  
(614) 461-7802 (800) 293-9774  
[www.ohiohumanities.org](http://www.ohiohumanities.org)

## LOCAL RESOURCES

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### Historic Preservation Commission of Mansfield

The Historic Preservation Commission of Mansfield was established by City Council to identify and designate significant historic properties and districts; to oversee the design review process for designated properties; and to provide information to the public and city staff and elected officials on historic preservation matters. The Commission is made up of 12 members and meets monthly. All meetings are open to the public.

30 North Diamond Street  
Mansfield, Ohio 44902  
<http://ci.mansfield.oh.us/historic-preservation-commission>

### Richland County Land Reutilization Corporation (Land Bank)

Richland County Land Reutilization Corporation also known as the Land Bank is a Government-Tasked Non-Profit organization whose mission is to acquire properties strategically, return them to productive use, reduce blight, increase property values, support community goals, and improve the quality of life for county residents.

50 Park Avenue East  
Mansfield, Ohio 44902  
(419) 774-5623  
[ahamrick@richlandcountyoh.us](mailto:ahamrick@richlandcountyoh.us)

### Downtown Mansfield, Inc.

Downtown Mansfield, Inc. is a non-profit membership based organization whose mission is to stimulate economic development and improve the appearance of and create a positive image for the downtown as a desirable place to work, live, visit, shop and invest. In order to accomplish these goals, the organization has implemented the National Main Street Model of commercial district revitalization. More than 100 businesses support the values of the organization. The organization administers a façade improvement program and a mini-grant program for downtown businesses, as well as a wide variety of special events and educational programs. One of its programs, Mid-Ohio Heritage Homes, is a joint program with the Cleveland Restoration Society that provides technical assistance to residential property owners in targeted neighborhoods. It is hoped that local bank participation will allow the program to reach its full potential by making low interest loans to property owners for purchase and rehabilitation of historic properties.

101-1/2 North Main Street  
Mansfield, Ohio 44902  
(419) 522-0099  
[www.downtownmansfield.com](http://www.downtownmansfield.com)

### Oak Hill Cottage and Museum

North of downtown Mansfield, at the edge of the city’s industrial district, Oak Hill crowns a rise of land and stands out as a superlative example of the Gothic Revival style of architecture. It was built in 1847 by John Robinson, superintendent of the Sandusky, Mansfield and Newark Railroad, the descendant of which still passes nearby. In 1864 the house was purchased by Dr. Johannes Jones and was occupied by his family until 1965, when it was sold to the Richland County Historical Society. Listed in the National Register of Historic Places in 1969, Oak Hill was featured in Louis Bromfield’s first novel, The Green Bay Tree. It has been open for public tours since 1983.

310 Springmill Street  
Mansfield, Ohio 44903  
(419) 524-1765  
[www.oakhillcottage.org](http://www.oakhillcottage.org)

### Ohio State Reformatory

The massive stone form of the Ohio State Reformatory dominates a landscaped open space northeast of Mansfield. Dating from 1886, it was intended to rehabilitate first-time criminal offenders but over time became notorious for the poor conditions in which its inmates lived. Closed in 1990 after a new facility was built nearby, the reformatory faced an uncertain future. It was used as a setting for several movies and television shows, even when it was still in use, but its fame was sealed by the 1994 movie The Shawshank Redemption. In 1995 the Mansfield Reformatory Preservation Society took over the old prison and over two decades has both preserved it and made it a major heritage tourism attraction

100 Reformatory Road  
Mansfield, Ohio 44905  
(419) 522-2644  
[www.mrps.org](http://www.mrps.org)

### Kingwood Center Gardens

Built in 1926 in a French-inspired revival style, this was the home of Charles Kelley King, who began as an electrical engineer at the Ohio Brass Company, maker of electrical parts for railroads, interurbans, and streetcars. King later became president and board chairman at the company and lived until 1952. Owned after his death by the foundation he created, Kingwood Center opened in 1953 as a public garden. The property was listed in the National Register of Historic Places in 1976 and today is widely recognized as one of the country’s major botanical gardens. In additions to tours of its 47 acres, Kingwood also hosts weddings and other special events.

900 Park Avenue West  
Mansfield, Ohio 44906  
(419) 522-0211  
[www.kingwoodcenter.org](http://www.kingwoodcenter.org)

### Mansfield Convention and Visitors Bureau

The Mansfield Convention and Visitors Bureau is a “destination marketing” organization. Its mission is to promote business and leisure travel that generates overnight lodging for Mansfield. It is the primary tourism marketing organization in Mansfield. Tourism’s economic benefits include both direct and indirect spending, making it an important business sector in the community. The Mansfield Bureau aspires to having Mansfield become a premier destination in Ohio and a model for all Convention and Visitors Bureaus of its size.

124 North Main Street  
Mansfield, Ohio 44902  
(419) 525-1300  
[www.mansfieldtourism.com](http://www.mansfieldtourism.com)

### The Mansfield Memorial Museum

The museum is the oldest in Richland County founded in 1889. The museum is a step back in time to the late 1800’s. Artifacts on 2 floors of displays span from Roman to modern times. The museum houses many collections from early Native American, African, Asian, military, and natural history. A display of nearly 600 planes showing the history of aviation are on display. The Soldiers and Sailors Memorial Building that houses the museum is an architectural wonder, unchanged since the building opened in 1889.

34 Park Avenue West  
Mansfield, Ohio 44902  
(419) 524-9924  
[www.themansfieldmuseum.com](http://www.themansfieldmuseum.com)

### Mansfield/Richland County Public Library

While Mansfield was served by a public library as early as 1855, the current library traces its history back to 1887 when three women of social standing, Mrs. E.O. Huggins, Mary B. Mitchell and Helen P. Weaver, decided that the city of Mansfield could not be considered cultured without a well-stocked and staffed public library. The three formed the Memorial Library Association and proceeded to enlist the support of other prominent Mansfield women, collect materials, raise money and hire a staff. The Memorial Association Library opened in the Soldiers and Sailors Memorial Building on September 3, 1889. In 1904, Mary Simpson McCallum, daughter of Senator John Sherman, presented 700 books, and a full set of the Congressional Record to the library.

43 West third Street  
Mansfield, Ohio 44902  
(419) 521-3100  
[www.mrepl.org](http://www.mrepl.org)

