

OHIO HISTORIC NATIONAL ROAD DESIGN HANDBOOK

Judith B. Williams
The EDGE Group
Lincoln Street Studio
Burgess & Niple

March, 2006

ACKNOWLEDGMENTS

The authors would like to thank the many people who worked with us to produce this Handbook.

Special thanks go to Glenn Harper, Ohio Historic Preservation Office; Larry Himes, Springfield-Clark County Transportation Coordinating Committee (TCC); Paul Staley, Ohio Department of Transportation; and Kate Hoffmann, former Ohio National Road Association Coordinator, for administering the project and providing guidance throughout.

In addition, we appreciate the following organizations and individuals, who each contributed significantly to this project.

Organizations

Ohio National Road Association

Ohio Historic Preservation Office, Ohio Historical Society

Ohio Department of Transportation Scenic Byways Program

The Design Handbook Steering Committee

Mark Davis, Five Rivers MetroParks

Cyndie Gerken, Pennsylvania House Museum, Springfield

Glenn Harper, Ohio Historic Preservation Office, Ohio Historical Society

Pat Henahan, Ohio Arts Council

Larry Himes, Springfield-Clark County TCC

Mary Beth Hirsch, Ohio Historic Preservation Office, Ohio Historical Society

Ed Kemper, President, Ohio National Road Association

Alan King, National Road / Zane Grey Museum, Ohio Historical Society

Elizabeth Reeb, Ohio Department of Natural Resources

Doug Smith, Licking County Commissioner

Paul Staley, Ohio Department of Transportation

Organizations that hosted or facilitated the public workshops for the project

Cambridge-Guernsey County Chamber of Commerce

Hoge Memorial Presbyterian Church, Columbus

City of Englewood, Montgomery County



OHIO NATIONAL ROAD ASSOCIATION

*** An All-American Road National Scenic Byway ***



With the support of the
*U.S. Department of the Interior's
Historic Preservation Fund*
and the
*Ohio Historic Preservation Office
of the Ohio Historical Society*



THE TURNER
FOUNDATION

Organizations and individuals who provided photographs or other information used in the publication

Ohio National Road Association; Ohio Historic Preservation Office; Ohio Department of Transportation, including the ODOT Photo Archive; Belmont Technical College; Doug Smith (numerous historic photos); Pamela McCort, Morristown Historic Preservation Association (Morristown Case History and Black Horse Inn photo); Elizabeth Reeb (Gratiot building rehabilitation); Nancy Recchie (Zanesville guidelines image and Gant House historic photo); Dr. Anita Jackson (Nelson T. Gant House case history); Mark Davis (Tadmor case history); Cyndie Gerken (Pennsylvania House case history); Larry Frimerman (Three Valley Conservation Trust case history); Justin Cook (Cell Tower case history); Blaine Bridge Community Preservation Project (Blaine Bridge case history); William Lutz (photos and Access Management Plan case history, Bethel Township, Miami County); City of Columbus, Planning Division (Morse Road Design Study images); Robin Green (Hidden Creek at the Darby case history); Cathleen Senter (Belmont Technical College information and Black Horse Inn photo); Steven Elbert (downtown Dublin, Ohio photographs); City of St. Clairsville (St. Clairsville case history); Springfield Center City Association; Cambridge-Guernsey County Chamber of Commerce; and Susan Bauer (historic photos and field work).

Finally, thank you to the participants at our public meetings and the many representatives of state agencies and the National Road counties, townships, cities, and villages in Ohio who provided us with valuable information through our “state of the road” questionnaire.

This project is funded by a grant from the Federal Highway Administration's National Scenic Byway Program awarded through the Ohio Department of Transportation and matched with funds from the Turner Foundation and the Clark County-Springfield Transportation Coordinating Committee. The Ohio National Road Association and the Ohio Historic Preservation Office of the Ohio Historical Society administered the project.



CLARK COUNTY-SPRINGFIELD
TRANSPORTATION COORDINATING COMMITTEE

TABLE OF CONTENTS

INTRODUCTION.....	1
The National Road in Ohio.....	2
Why a Design Handbook?	3
How to Use the Handbook.....	4
What Context Am I In?	6
Defining Your Approach.....	7
DEFINING HISTORIC CHARACTER.....	11
The Heyday of the National Road.....	13
The Era of the Road's Decline.....	21
Revitalization: The Automobile and U.S. 40	27
Defining Community Character: A Checklist	37
Common House Types on the Historic National Road	41
PRESERVATION AND REHABILITATION GUIDELINES	47
Set Goals for Preservation.....	49
Practice Good Maintenance	52
An Inspection Checklist: What to Look For	53
Roofs.....	54
Gutters and Downspouts.....	56
Masonry Walls	57
Foundations.....	59
Wood Siding and Trim	60
Windows.....	62
Doors	64
Porches.....	66
Storefronts	68
Awnings and Canopies	70
Additions	72
Accessibility.....	73
Adaptive Use	74
Historic Signs.....	75
Historic Roadway Features.....	76

SITE DEVELOPMENT AND ROADWAY CORRIDOR GUIDELINES 79

Rural Setting: Scenic	81
Site Development Guidelines.....	83
Roadway Corridor Guidelines.....	93
Rural Setting: Pike Town.....	95
Site Development Guidelines.....	97
Roadway Corridor Guidelines.....	103
Urban Setting: Commercial Main Street	107
Urban Setting: Historic Urban Fringe.....	109
Site Development Guidelines.....	111
Roadway Corridor Guidelines.....	119
Suburban Setting: Automobile-Oriented Development	123
Site Development Guidelines.....	125
Roadway Corridor Guidelines.....	131
Suburban Setting: Transitioning Suburban Development.....	135
Site Development Guidelines.....	137
Roadway Corridor Guidelines.....	139
Interpretive Opportunities	141

TOOLS AND RESOURCES FOR THE ROAD 149

Preservation and Rehabilitation.....	151
Community and Transportation Planning.....	163
Zoning/Development.....	173
Land Conservation.....	181
Helpful Organizations	187
Selected Sources of Grant Funding.....	195

GLOSSARY 199**ANNOTATED BIBLIOGRAPHY..... 203****MODEL ORDINANCE**

CASE HISTORIES

Community Character and Historic District Designation.....	39
The Pennsylvania House: Stewardship of Historic Properties, Springfield, Ohio	50
Removing Artificial Siding, Gratiot, Ohio	61
Blaine Bridge Restoration, Blaine, Ohio	78
Three Valley Conservation Trust, Oxford, Ohio	84
A National Road Pike Town, Morristown, Ohio	105
Urban Infill Housing, Zanesville, Ohio	113
Urban Commercial Overlay, Columbus, Ohio.....	116
Morse Road Revitalization Efforts, Columbus, Ohio.....	130
Streetscape Enhancements, Reynoldsburg, Ohio.....	132
Big Darby Accord Watershed Plan, Franklin County, Ohio	137
Conservation Subdivision: Hidden Creek at the Darby, Madison County, Ohio	138
Access Management Plan, Bethel Township, Miami County	140
Interpretive/Directional Signage, Englewood, Ohio	141
Fox Creek S-Bridge Enhancement, New Concord, Ohio	143
Tadmor: Interpreting an Archaeological Site, Montgomery County, Ohio	146
Nelson T. Gant House: Heritage Tourism, Zanesville, Ohio	147
Ohio Main Street Communities.....	157
Town Center Redevelopment, Grove City, Ohio	167
County Zoning Resolution, Preble County, Ohio	173
Zoning Overlays, St. Clairsville, Ohio	174
Traditional Planning Guides New Development at Central College, Westerville, Ohio	178
Land Trusts.....	181

NOTES

INTRODUCTION

The Historic National Road became a National Scenic Byway and All-American Road in 2002, representing the highest designation that a roadway can achieve under the Federal Highway Administration's scenic byways program. To qualify as an All-American Road, the scenic byway must possess intrinsic qualities that are nationally significant and must contain one-of-a-kind features that do not exist elsewhere. It must represent a travel experience that makes it a destination in and of itself. To date, the Historic National Road is the only All-American Road in Ohio.

The Ohio Historic National Road Design Handbook provides guidance for the protection, enhancement and promotion of the Historic National Road Scenic Byway in Ohio. It is written as an aid for regional planners, local government decision-makers, community activists, property owners and developers, among others, who have an interest in the National Road/U.S. 40 across the state. Whether your interest lies in promoting the byway's history, protecting its character, developing private property, or making roadway improvements, this Handbook provides information and resources that you can use to help guide decision-making.

Preparation of the Handbook is an outgrowth of coordinated planning efforts for the road, which began in the mid 1990s. Starting with a comprehensive inventory of historic and archaeological resources along the route in 1996-1998, this initial work culminated in the development of a Corridor Management Plan for Ohio's Historic National Road Scenic Byway in 2001. This plan, prepared with input from across the state, contains far-reaching recommendations and strategies for the protection, enhancement and promotion of the road corridor.

Guiding these efforts is the Ohio National Road Association, Inc. (ONRA), formed in 2000 as a non-profit membership organization to implement the Corridor Management Plan. With a board comprised of representatives from each county the road traverses, as well as at-large members, ONRA's mission is to preserve, promote and enhance the Historic National Road for present and future generations.

THE NATIONAL ROAD IN OHIO



The National Road holds a special place in the history of the state and the nation as the first federally planned and funded interstate highway. Crossing six states (Maryland, Pennsylvania, West Virginia, Ohio, Indiana and Illinois), the road linked the older communities of the eastern U.S. with the emerging frontier settlements of the Northwest Territory. Authorized by Congress in 1806, construction on the National Road began in 1811 at Cumberland, Maryland, extending an existing route from Baltimore. The National Road reached the Ohio River at Wheeling in 1818, poised to make its entry into Ohio.

Ground was broken for the road in Ohio on July 4, 1825. Between Wheeling and Zanesville the road roughly followed the earlier trail created by Ebenezer Zane and known as Zane's Trace. The trace continued southwest to Limestone (later Maysville), Kentucky, while the National Road was planned as an east-west route. The road reached Zanesville in 1830, Columbus in 1833 and Springfield in 1838. The National Road became an important corridor for the movement of goods and people. It opened the state and much of the Old Northwest Territory to settlement, provided access for Ohio products to eastern markets, and enabled Ohio citizens to play an important role in the affairs of the new nation.



The heyday of the road: a view looking south on High Street in Columbus, drawn by Henry Howe in 1846.

Although it was surpassed by the railroad in the second half of the 19th century, causing a period of decline, the National Road experienced a rebirth during the early age of the automobile. The car and the truck brought travelers back to the road and fostered a new type of traveler—the “auto-tourist.” Both auto and truck traffic introduced some new uses, including tourist cabins, motels, diners, gas stations, truck stops and repair shops. The National Road became U.S. 40 in the 1920s, prompting a new round of improvements. The road thrived during this period, when Route 40 became known as “America’s Main Street.”



St. Clairsville's main street in about 1900.

By about 1960, traffic volumes were exceeding the capacity of U.S. 40 and plans for the new interstate system were under way. Interstate 70 was constructed along a new route, paralleling U.S. 40 in Ohio. As the American public expanded its reliance on the automobile, this became an era of suburban development in America's towns and cities. Main Street businesses gave way to new stores in mall centers near freeway interchanges. A new form of development, the suburban pattern, emerged to govern how new neighborhoods would develop. Pike towns and small villages along the road were left behind. Truck traffic shifted to the new interstate highway, and the motels and truck stops along U.S. 40 became nearly obsolete. It was a time for growth and development, but another period of decline for the National Road and U.S. 40.

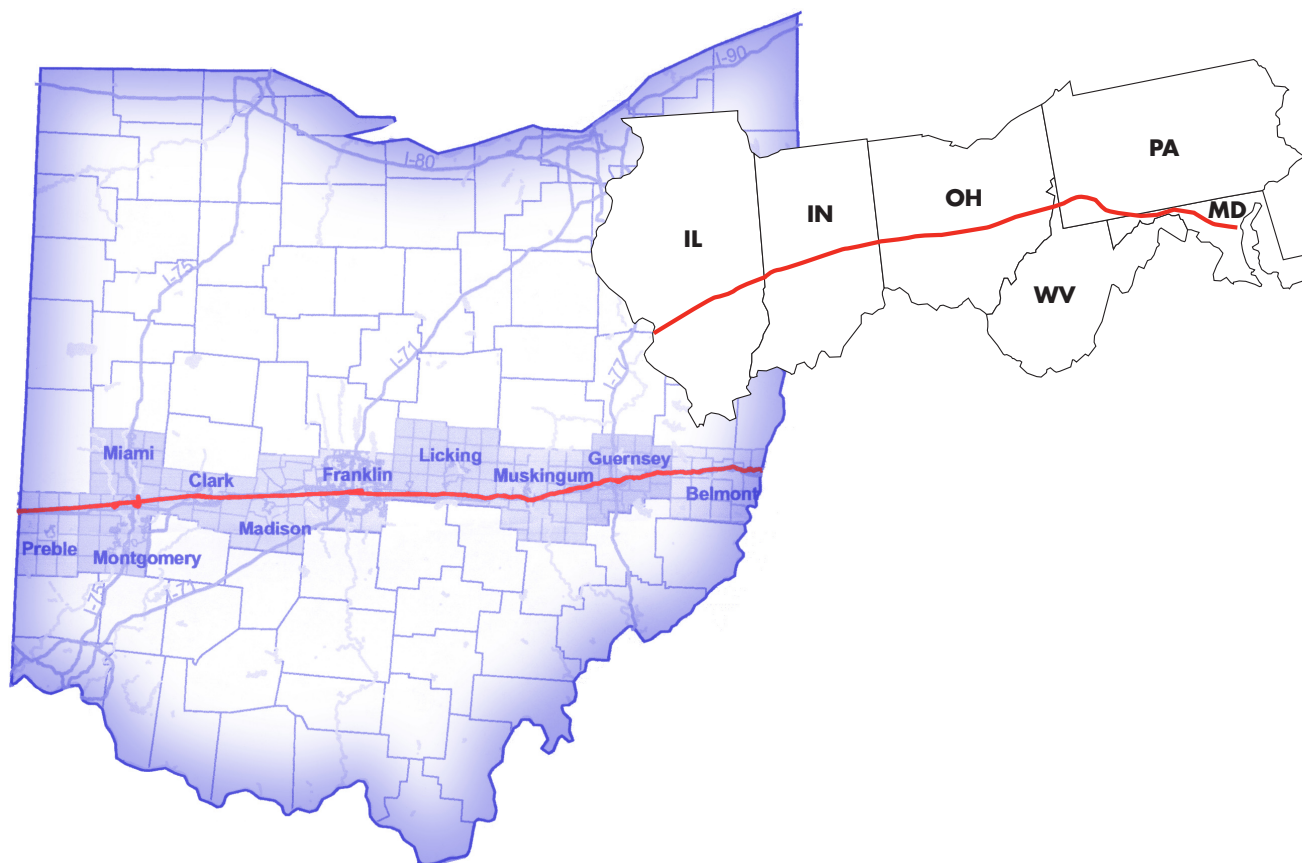


Blaine Hill in Belmont County, 1920s.

By its very nature, the National Road represents movement and transition. It has never been a static resource, always adapting to changing markets, new opportunities, and advancements in technology. Today, this route is entering a new era as a National Scenic Byway and All-American Road. Awareness about its value as a cultural and historic resource is on the rise at national, state and local levels. Recognizing the intrinsic value of the road to our state, we have an opportunity to guide its protection, enhancement and future development. For the National Road, the modern era is a time of reflection, a time of discovery, and a time for planning and revitalization.

WHY A DESIGN HANDBOOK?

The Historic National Road Scenic Byway extends east and west across the state from the Ohio River at Bridgeport to the Indiana state line. At 227 miles, Ohio's portion of the road is the longest of the six National Road states. The road passes through ten Ohio counties: Belmont, Guernsey, Muskingum, Licking, Franklin, Madison, Clark, Miami, Montgomery and Preble. The road's trek through the state encompasses multiple jurisdictions. In addition to the ten counties, the road is shared by 13 cities, 16 villages and 38 townships. As a result, there is an array of governmental regulations in place along the byway, providing varying levels of control and governance over the roadway corridor.



In addition, the National Road in Ohio passes through a wide variety of settings—from rural to small town, to suburban, to urban, and back again. The road moves from the steep, wooded hills and valleys of eastern Ohio to the gently rolling farmland and glaciated plains in the western half of the state. The character of the road in any given place is also influenced by its proximity to urban centers and to interchanges along Interstate 70, as these are locations where the most change has occurred over the past few decades.

Recognizing this complexity, this Design Handbook was initiated to provide this scenic byway with tools, resources and design guidance that can be applied to a variety of circumstances and settings. The goal is to preserve, protect and enhance the very qualities of the National Road that led to its designation as a National Scenic Byway All-American Road. It is a far-reaching goal, but one that can be achieved through education, effort and imagination.

HOW TO USE THE HANDBOOK

The Design Handbook is organized to help a user find the most relevant information possible that will address his or her concerns for a particular area of the National Road Scenic Byway. Topics of interest will vary, depending upon the road's existing character, its setting or context, and the challenges and opportunities that it presents. Early on in this process, it will be important to identify your approach in using this Handbook: Do you want to preserve and protect, enhance, manage change or promote the National Road Scenic Byway through your community—or all of the above? Beginning on page 7, each of these approaches is defined and examples are provided for each.

Following the *Introduction*, the Design Handbook is organized into four main sections:

DEFINING HISTORIC CHARACTER

Regardless of your location along the route, an important first step is to define the historic character of the National Road corridor by gaining an understanding of how it developed over time and what historic features remain. In this first section, beginning on page 11, examples of existing building types, monuments, objects, structures, and roadway elements are discussed within three different eras of National Road history: The Heyday of the Road (1825-1850), the Era of the Road's Decline (1850-1900), and Revitalization: The Automobile and U.S. 40 (1900-1960). These buildings and features are located all along the road, in every type of community and nearly every setting. Without a doubt, many of these are the gems of the National Road that deserve to be protected for the benefit of future generations.

PRESERVATION AND REHABILITATION GUIDELINES

The next section, beginning on page 47, contains recommendations for the appropriate treatments that will protect and preserve the historic features that you identify for the National Road, allowing the byway to tell its story through the buildings and places that were built during different eras. Here, the emphasis is on planning, stewardship, maintenance and rehabilitation of older and historic properties, with the goal of preserving them for an economically-viable use. These guidelines are based on the Secretary of the Interior's Standards for Rehabilitation of Historic Properties.

Local Use of the Handbook

The Ohio Historic National Road Design Handbook is written to be used with flexibility. A community may wish to use the entire Handbook or a relevant portion of it to help manage change on the National Road within its boundaries. Or, a local non-profit organization may choose to pass along specific ideas or tools to a landowner or developer who is making plans for a particular segment of the road. A private property owner may decide to follow recommendations when rehabilitating an older building on the road. The Handbook is written to be compatible with existing design guidelines that are based on the Secretary of the Interior's Standards for Rehabilitation of Historic Properties. Check local zoning and building standards where necessary to determine how other recommendations can be used most effectively. The widest possible distribution and use of the Handbook is encouraged.

SITE DEVELOPMENT AND ROADWAY CORRIDOR GUIDELINES

In the third section, starting on page 79, recommendations for property to either side of the road and the right-of-way itself are presented according to context. Before using this section, first determine the appropriate context or setting for your segment of the road (see *What Context Am I In?*). A total of six contexts are identified for the National Road across Ohio, and these are illuminated in this section. Guidelines written for each context in this section include building placement, building design, parking, access, screening and landscaping recommendations.

TOOLS AND RESOURCES FOR THE ROAD

The final section of the Handbook, beginning on page 149, presents a wide variety of tools and programs that can be used to benefit the Ohio Historic National Road Scenic Byway. Included are tools for preservation and rehabilitation, community and transportation planning, zoning and development, and land conservation. Each tool or program is described in detail and contact information is provided where available. Also located here is a list of helpful organizations and selected sources of grant funding. At the end of the book is a *Glossary, Annotated Bibliography* and *Model Ordinance*.

Throughout the Handbook, you will notice that case histories are used to demonstrate real-world projects, approaches or techniques that have met with success. Most of these are drawn from communities located on the National Road, and all are from Ohio. You are encouraged to contact the referenced web site, phone number or address for more information.

A Note About Terminology

Throughout the Handbook, the terms National Road, National Road/U.S. 40, road or road corridor, and scenic byway are used interchangeably. All refer to the Ohio Historic National Road Scenic Byway, which traverses the state of Ohio for 227 miles from east to west. The scenic byway corridor is generally defined as 400 feet to either side of the right-of-way, with views and vistas extending to the horizon.

WHAT CONTEXT AM I IN?

An important first step in using these guidelines is to define your local context. *Context* refers to the setting or environment in which the road corridor exists. The Design Handbook identifies six contexts for the National Road corridor in Ohio. While every location along the road may not fit neatly within one of these contexts, these six provide the most common and identifiable settings that are encountered along the road. Because the context can be quite different from location to location, the guidelines for site development and the roadway corridor are developed according to these six contexts. To identify the context that best describes your location, see the introductory page at the beginning of each section of the *Site Development and Roadway Corridor Guidelines*, as listed below.

RURAL SETTING:



SCENIC

pg. 81



PIKE TOWN

pg. 95

URBAN SETTING:



COMMERCIAL MAIN STREET

pg. 107



HISTORIC URBAN FRINGE

pg. 109

SUBURBAN SETTING:



AUTOMOBILE-ORIENTED DEVELOPMENT

pg. 123



TRANSITIONING SUBURBAN DEVELOPMENT

pg. 135

DEFINING YOUR APPROACH: PROTECT, ENHANCE, MANAGE CHANGE, OR PROMOTE?

The appearance and functioning of the Historic National Road through the state are affected by a multitude of individual actions and decisions. The approach taken for each is dependent upon a number of factors, but the primary motivations that are identified in this Handbook are to protect, to enhance, to manage change and to promote. Some projects will address one of these approaches, while others will address them all.

PROTECT

Preserve and protect those characteristics of the scenic byway that contribute in a positive way to its scenic, cultural and historic character.

This approach addresses the need to preserve the historic towns, buildings, bridges and other physical elements that punctuate the National Road, as well as to protect the natural and scenic countryside and open space that helps to form its historic setting. These are the elements that, in many ways, define the scenic, cultural and historical character of the road. Examples include:

- Maintaining individual historic buildings, towns or roadway elements for the future by following good maintenance and rehabilitation practices.
- Ensuring that historic properties continue to house viable current and future uses, maintaining a link between heritage and economic development.
- Maintaining the qualities of the historic setting, whether that be a farmstead, streetscape, town, or city.
- Protecting rural countryside or natural areas from development by setting land aside, and finding a way to pay for its future maintenance.

ENHANCE

Enhance those properties or features that do not currently contribute in a positive way to the scenic, cultural or historic character of the road, but whose visual qualities can be improved.

As an approach, enhancement is needed when an individual resource or setting has been so modified from its original state that the perception of value has become obscured. Enhancement enables the resource or setting to once again contribute in a positive way to the aesthetic or historic character of the road corridor. Examples include:

- Removing false fronts and inappropriate materials that were used to cover up historic façades in the past, returning the building to its historic appearance.
- Undertaking low-cost and non-damaging building improvements, such as using color, signage, or awnings to enhance the appearance of a building.

- Using landscaping, fencing, lighting, or other site improvements to enhance a setting along the road.
- Screening of unsightly features, using roadway-landscaping techniques.

MANAGE CHANGE

Manage change as it occurs along the road by “thinking ahead” and adopting plans, strategies and regulations to guide future development and mitigate negative effects.

The motive of managing change mostly has to do with controlling various forms of land use development along the National Road. Some of the negatives along the road have occurred because change has not been managed, but allowed to happen in a haphazard way. Mitigation is the process by which any negative effects of change are lessened or reduced. Examples include:

- A fast food restaurant chain wants to develop a store on the corner of a historic main street. To minimize the negative effect of such a development, zoning regulations of the town could require the building to be located at the street with parking behind, maintaining the “street wall” of the block.
- New commercial development is proposed at an I-70 interchange, very near a historic town. To achieve compatibility with rural pike town characteristics, township or village zoning ordinances require a review of development proposals using standards and guidelines.
- A vehicle graveyard operation diminishes an otherwise scenic view along a rural portion of the National Road. While it is generally difficult to remove pre-existing developments such as a “junk yard,” zoning ordinances can limit expansion, and can provide selective incentives for improving visual unsightliness.
- The National Road is proposed to be widened from its original two-lane configuration to a five-lane highway. While highway planning, design and engineering standards are quite specific, the impact of the proposed widening is discussed at public meetings in an effort to reduce the visual and physical effects on nearby historic features. This would be an example of mitigating a negative effect.

PROMOTE

Take advantage of the history of the National Road/U.S. 40 and its scenic byway status to create heritage awareness and promote economic development.

Today, the National Road is experiencing a rebirth as a cultural heritage landscape, made possible by its National Scenic Byway and All-American Road designations. Much can be done to create awareness about the road's heritage, attract tourism, and enhance the economic climate of the towns along the byway. Examples include:

- Interpret the history of the road through well-designed sign templates that identify features of the National Road Scenic Byway.
- Develop “pull-offs” at historic locations, or at points of scenic view, to allow tourists or visitors the opportunity to obtain interpretive information about the National Road, and about the history of the place where they are located.
- Promote the authenticity of the byway corridor, enabling it to “tell the story” of the National Road and its heritage with a minimum of interpretation.
- Encourage Main Street merchants and property owners to work together to jointly advertise for customers, taking advantage of their location on the National Road Scenic Byway.
- Promote the protection and reuse of significant historic buildings on the road; safeguard these structures from demolition or serious alteration, but make sure that they contain viable uses.

Intrinsic Qualities of the Historic National Road Scenic Byway

ACCORDING TO THE NATIONAL SCENIC BYWAYS PROGRAM, THE SIX INTRINSIC QUALITIES THAT CHARACTERIZE A SCENIC BYWAY ARE:

ARCHAEOLOGICAL

Those characteristics of the byway corridor that are physical evidence of historic or prehistoric human life or activity that are visible and capable of being inventoried and interpreted. The byway corridor's archaeological interest, as identified through ruins, artifacts, structural remains, and other physical evidence, has scientific significance that educates the viewer and stirs an appreciation for the past.

CULTURAL

Evidence and expressions of the customs or traditions of a distinct group of people that are still currently practiced. Cultural features include but are not limited to crafts, music, dance, rituals, festivals, speech, food, special events, and vernacular architecture.

HISTORIC

Legacies of the past that are distinctly associated with physical elements of the landscape, whether natural or man-made, that are of such historic significance that they educate the viewer and stir an appreciation for the past. The historic elements reflect the actions of people and may include buildings, settlement patterns, and other examples of human activity. Historic features can be inventoried, mapped, and interpreted. They possess integrity of location, design, setting, material, workmanship, feeling, and association.

NATURAL

Those features in the visual environment that are in a relatively undisturbed state. These features predate the arrival of human populations and may include geological formations, fossils, landform, water bodies, vegetation, and wildlife. There may be evidence of human activity, but the natural features reveal minimal disturbances.

RECREATIONAL

Outdoor recreational activities directly associated with and dependent upon the natural and cultural elements of the corridor's landscape. The recreational activities provide opportunities for active and passive recreational experiences.

SCENIC

The heightened visual experience derived from the view of natural and man-made elements of the visual environment of the scenic byway corridor. The characteristics of the landscape are strikingly distinct and offer a pleasing and memorable visual experience. All elements of the landscape—landform, water, vegetation, and man-made development—contribute to the quality of the corridor's visual environment.