

THE 2010-2014 KENTUCKY STATE HISTORIC PRESERVATION PLAN





Photo courtesy of Jody Robinson, Bellevue Renaissance Committee Main Street Manager and Bellevue Certified Local Government Coordinator.

The 2010-2014 Kentucky State Historic Preservation Plan was produced by the Kentucky Heritage Council, the Kentucky State Historic Preservation Office. The Kentucky Heritage Council is an agency of the Tourism, Arts, and Heritage Cabinet.



Cover photo: A tour at Woodford Distillery (Labrot & Graham Distillery), a National Historic Landmark located in Woodford County. Photo taken by author in 2009.

Title page photo: Fairfield Avenue in Bellevue, 2009. Bellevue is a certified local government located in northern Kentucky. The Bellevue Main Street Program offers several promotional programs throughout the year. Featured here, *Shop Bellevue*.

Acknowledgements

We offer sincere appreciation to those who participated in the creation of this plan. A heartfelt thanks goes to the local organizations and city governments that contributed time, space, and money to host the preservation plan public meetings in February and March 2009. These groups include: the *Southern and Eastern Kentucky Tourism Development Association (SEKTDA)*, the *Historic Railpark Train Museum*, the *City of Bowling Green*, the *Landmark Association of Bowling Green-Warren County*, the *City of Lexington*, *Paducah Renaissance Alliance*, *Morehead Tomorrow, Inc.*, the *Morehead Conference Center*, the *Frazier International History Museum*, *Louisville Main Street*, *Renaissance Covington*, and the *City of Covington*.

Others who note mention for their generous efforts include *Preservation Kentucky, Inc.*, *Preservation Louisville*, and Jody Robinson, Bellevue Assistant City Administrator and Manager of the *Bellevue Main Street Program*.

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This publication has been financed in part with federal funds administered by the National Park Service, U.S. Department of the Interior. The contents and opinions do not necessarily reflect the views or policies of the National Park Service. All programs receiving federal funding operate free from discrimination on the basis of race, color, national origin, age, or disability. Any person who believes that he or she has been discriminated against should write to: Office of Equal Opportunity, National Park Service, U.S. Department of the Interior, 1849 C Street, N.W., Washington D.C. 20240

Vision Statement

Kentucky's cultural places are irreplaceable resources essential to the economic, environmental, social, and cultural sustainability of our communities. The state's unique heritage resources are integral to our identity and sense of place. State and federal agencies, neighborhoods, municipalities, non-profit organizations, Certified Local Governments, Main Street programs, and individuals will work in partnership to protect, preserve, and use our resources to build thriving local economies, provide jobs, create affordable housing, conserve natural resources, encourage tourism, and adopt a greater understanding and appreciation of our shared heritage. Kentuckians will be empowered with the knowledge, legal and financial tools, technical skills, and political will to support a balance between economic stability and appropriate development, as communities plan for inevitable change. Together, we will build a preservation culture that incorporates education and stewardship, as we plan for the future.

Foreword

Every five years the Kentucky Heritage Council takes an in-depth look at the current conditions and future plans for preservation across the Commonwealth. For the past year, we have been gathering and analyzing information. I am now pleased to present the 2010-2014 Kentucky State Historic Preservation Plan.

For any planning document to be functional and dynamic, a collaboration of all interested parties is needed. Toward this effort, the Kentucky Heritage Council collected comments and suggestions at public meetings across the state, as well as through an online survey and other meetings with private and public individuals. Issues have been identified and assessed, and opportunities analyzed from which new goals and strategies have been carefully defined.

Kentucky has always had a strong focus on preserving its historic and cultural resources, but there are still considerable challenges to be met. Changes in the economic climate, recent shifts in urban and suburban development patterns, and lack of concerted community planning efforts throughout the state are a few of the major issues identified that endanger our irreplaceable historic and prehistoric assets.

The 2010-2014 plan was written from a pragmatic point of view to assist the Kentucky Heritage Council in performing federal and state-mandated responsibilities, but it is also intended to assist all those who live in, work with, and plan for Kentucky's unique historic buildings, structures, sites, districts, objects, cultural landscapes and archaeological resources. The citizens of Kentucky are heirs to an extraordinary legacy—our historic and prehistoric places. We believe this document will be of assistance to those Kentuckians who have taken on the responsibility of protecting and preserving our heritage.

I want to thank everyone who has contributed to the 2010-2014 Plan. This will guide us through the next five years and make us better stewards of Kentucky's cultural resources. By providing us with your concerns and recommendations, we have gained a clearer understanding of how to prioritize actions to make preservation efforts more successful and to ensure that Kentucky does not lose the great heritage we have been given.



Executive Director, Kentucky Heritage Council and
State Historic Preservation Officer



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CHAPTER 1: STARTING THE PLANNING PROCESS

Introduction

In the end, we will conserve only what we love. We will love only what we understand. We will understand only what we are taught.

*Baba Dioum
(Senegalese poet and naturalist)*

Communities across Kentucky promote historic preservation because it enhances quality of life, minimizes negative impacts on the environment, and yields economic rewards. From rural cultural landscapes, like the Perryville Battlefield in Boyle County to urban districts, like the Butchertown Historic District in Louisville, our historic and cultural resources provide a strong vehicle for social and cultural renewal and present a powerful tool for economic growth. Cultural resources maintain community identity and make the Commonwealth a unique place to live. Protecting our historic places is essential to the future sustainability of Kentucky communities.

Today, sustainability is directly linked to the “green movement,” but it’s much more than environmental responsibility. It includes cultural, social, and economic consciousness and accountability. The most widely accepted definition of sustainability is taken from the United Nations Brundtland Commission’s 1987 report, *Our Common Future*. It defines sustainable development as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.” Because historic

preservation conserves embodied energy and diminishes the need for new raw materials, conserves open space and lessens pressures for development on the urban fringe, reduces waste in landfills, spurs economic growth, is more labor intensive than new construction, supplies affordable housing, encourages social interaction and civic engagement, and provides a strong sense of place and identity that contributes to psychological well being, historic preservation directly contributes to environmental, economic, social, and cultural sustainability.

Well before the National Historic Preservation Act was enacted by Congress in 1966, Kentucky citizens worked together to protect their historic buildings and landmarks. Grassroots preservationists were among the first to question the impacts of unrestricted development and unplanned growth on our cities, towns, and natural environment. Initial efforts focused mostly on saving individual historic properties from being destroyed. Today, there is a realization that historic preservation efforts affect, and are affected by, land use decisions.

Some Kentucky community leaders have come to the understanding that historic preservation is the key to wise community land use planning. Incorporating the identification and evaluation of historic and cultural places into comprehensive planning efforts and formulating careful treatment options or creating protective regulations for those resources can: promote mixed use development in downtowns, return underutilized historic buildings to the

local tax base, enable communities to fund the maintenance of existing infrastructure rather than construct new infrastructure, create and maintain successful heritage tourism programs that augment local economies, preserve open space for recreational purposes, support agricultural reuse of farm and pasture land, and generate a variety of housing types. Planning for historic and cultural places ensures that future growth is well-matched with the diversity of community needs.

The next five years will not be easy for the Commonwealth or the nation. 2010-2014 is predicted to be a time of slow transition. Immediate relief is needed for the country's failing financial markets, businesses, lending institutions, and industries. These economic challenges will be difficult to overcome and will directly affect historic preservation initiatives. Economic uncertainties have considerable implications for: the distribution of the federal Historic Preservation Fund (HPF) to state historic preservation offices, the future of the federal and state historic tax credit programs, the outlook of the Main Street and Renaissance Kentucky programs, and the availability of preservation grants.

In February 2009, President Obama signed the \$790 billion American Recovery & Reinvestment Act (ARRA) to provide relief for the depressed U.S. economy and protect those in greatest need. This historic legislation includes federal tax cuts, expansion of unemployment benefits and other social welfare provisions, as well as investments in education, health care, energy, and community infrastructure (such as roads, bridges, sidewalks,

pedestrian amenities, public transit, bike paths, water lines, sewers and utilities). The Recovery Act is infusing an estimated \$3 billion directly into the Commonwealth of Kentucky over the next few years. This will have a direct impact on historic and cultural places and the future of historic preservation in Kentucky. In some instances, state, city, and county decision makers will have the opportunity to manage new "stimulus" money and funnel funds into historic preservation projects that could provide affordable housing, streetscape improvements in historic districts, and educational programming.

In 1966, Congress passed the National Historic Preservation Act, the most far-reaching historic preservation legislation enacted in the United States. Included in its many directives is a listing of mandated responsibilities for each state historic preservation officer (SHPO) and his or her staff. In addition to identifying, evaluating, nominating, and protecting historic properties, each state historic preservation office is also required to periodically develop a state historic preservation plan.

The Kentucky Heritage Council, the Kentucky State Historic Preservation Office, prepared the 2010-2014 Kentucky State Historic Preservation Plan in reaction to existing financial and social conditions and in anticipation of future needs. The 2010-2014 Plan addresses critical issues affecting significant historic and cultural places in Kentucky and makes recommendations to minimize threats. The Plan is intended to assist the Kentucky Heritage Council in performing its federally mandated responsibilities, but it's also meant to be a historic preservation

“roadmap” or guide for all Kentucky neighborhoods, towns, municipalities, other state departments, and federal agencies whose decisions and actions affect historic and cultural resources. We hope that this document provides information that enables Kentucky communities to initiate, coordinate, and maintain local preservation planning programs.

The Plan is arranged into six chapters. Chapter 1 explains how the plan was initiated, clarifies how public participation was solicited, and illustrates the outcome of the public survey, which was utilized to help determine plan priorities and goals. Chapter 2 introduces trends that will affect and influence historic preservation during the next five years. Chapter 3 provides a brief account of historic events that have shaped the built environmental and cultural landscape. Chapter 4 offers descriptions of Kentucky’s unique cultural resources. Chapter 5 identifies the different agencies, organizations, and programs that contribute to preservation across the state, presents significant accomplishments that have been achieved during the last five years, and isolates present and expected challenges. Chapter 6 presents the five-year vision for historic preservation in Kentucky, the goals for the future, and the strategies and activities that will accomplish our goals.

Planning for the Plan

The Kentucky Heritage Council, acting as the Kentucky State Historic Preservation Office, is required by federal law to develop and implement a state historic preservation plan. Although plan preparation is a requirement, the Heritage Council recognizes that a carefully-crafted preservation plan, reviewed on a regular basis, is a significant component of any successful state historic preservation program. The last state historic preservation plan was submitted to the National Park Service in 2004. At that time, the Kentucky Heritage Council acknowledged the need to establish a shorter planning cycle that would take into account emerging issues and trends every five years.

Due to the amount of time and effort needed to develop the 2010-2014 Kentucky State Historic Preservation Plan, the Heritage Council reestablished a planning and research coordinator position and hired an individual in October 2008 to assume planning responsibilities. An advisory committee comprised of Kentucky SHPO staff was established to evaluate the effectiveness of past projects and discuss potential plan objectives and strategies.

To begin the process of obtaining extensive public input, an online survey was initiated, and public meetings were scheduled throughout the state and publicized through the Kentucky Heritage Council website, e-mail blasts, the Kentucky Main Street Listserve, press releases, and neighborhood association and other organization electronic newsletters and websites.

respondents felt about current challenges facing historic preservation, plan priorities and goals, historic preservation educational opportunities, desired actions for state and local decision makers, and endangered cultural resources in Kentucky. An additional question was provided for general comments. Listed below are the multiple choice survey questions and the corresponding responses.

Preservation Challenges

What do you consider to be the top three critical issues or greatest challenges facing historic preservation in your community?

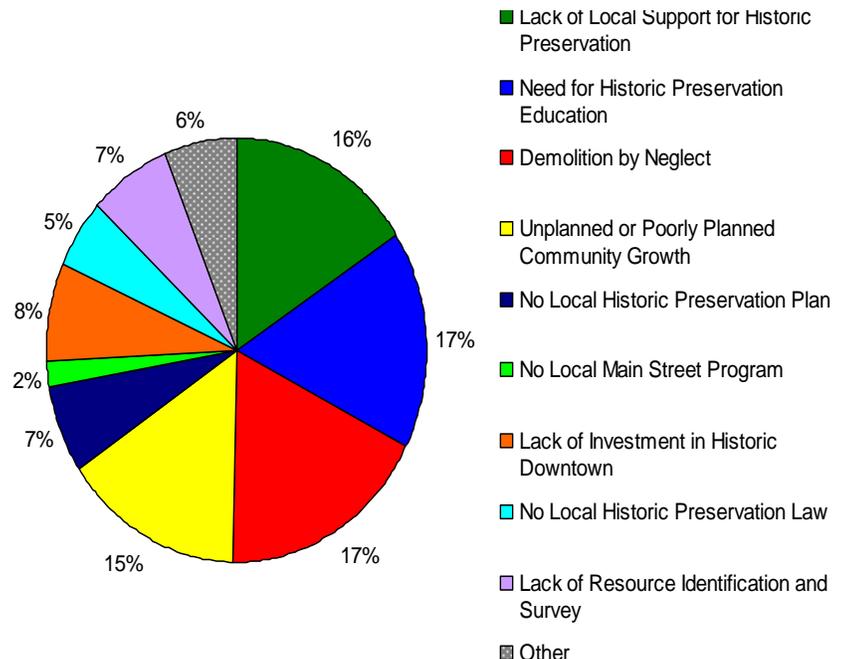
1. Lack of Local Support for Historic Preservation
2. A Need of Historic Preservation Education or Training
3. Demolition by Neglect
4. Unplanned or Poorly Planned Community Development/Growth
5. No Local Historic Preservation or Cultural Resource Management Plan
6. No Local Main Street Program
7. Lack of Investment in Historic Downtown
8. No Local Historic Preservation Law
9. Lack of Local Resource Identification and Survey
10. Other. Please specify.

According to our survey responses, the three most critical issues or greatest challenges facing historic preservation in Kentucky are: (1) a need for historic preservation education and training and (1) demolition by neglect (both 17%), (2) lack of local support for historic preservation (16%), and (3) unplanned or poorly planning community growth (15%). The remaining issues in order of selection were: lack of

investment in historic downtowns (8%), the need for resource identification and survey (7%), no local historic preservation plan (7%), no local historic preservation law (5%), and no local Main Street program (2%).

Six percent of respondents added comments in the “Other Issues” category. Additional critical issues mentioned were: a need for a state historic preservation grant program funded by the State of Kentucky, lack of historic preservation professionals in local government, lack of zoning regulations throughout Kentucky, underutilization of heritage tourism opportunities, lack of communication and understanding between building code inspectors and local historic district review boards, the looting of archaeological sites, and a need for additional funding and staff for the Kentucky Heritage Council.

Survey Responses – Challenges Facing Historic Preservation



Goals

What are the top four historic preservation goals that should be addressed in the 2010-2014 Kentucky Historic Preservation Plan?

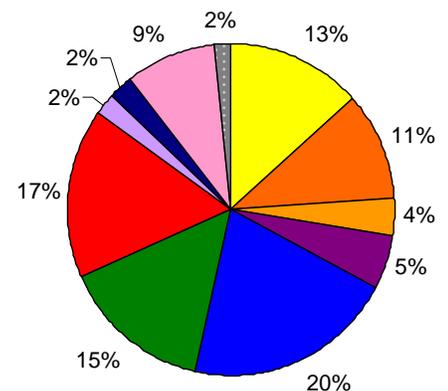
1. Provide Public Historic Preservation Educational Opportunities
2. Identification and Survey of Resources - in general
3. Identification and Survey of Resources - specifically Native American and/or African American Sites
4. Nominate/List Historic Properties in the National Register of Historic Places
5. Expand Financial Incentives for Preservation Projects
6. Develop Additional Incentives for Establishing & Maintaining Business in Historic Downtowns
7. Integrate Historic Preservation & Smart Growth Initiatives into Planning Efforts Across the State
8. Update Architectural and Archaeological Survey Requirements
9. Promote the Certified Local Government Program
10. Promote Historic Preservation Easements and Other Protective Covenants
11. Other Goals. Please specify.

promote historic preservation easements and other protective covenants (9%), list significant historic properties in the National Register of Historic Places (5%), identification and survey-specifically Native American and African American resources (4%), promote the Certified Local Government Program (2%), and update state survey specifications (2%).

Two percent of respondents added comments in the “Other Goals” category. Other goals mentioned include: reestablish a state historic preservation grant program; promote the establishment of zoning regulations throughout the state; encourage better communication and cooperation between citizen preservationists, local officials, and others involved with land management; develop an “options plan” for the reuse of vacant historic buildings; create more heritage tourism programs, partner with state law enforcement to impose state archaeological laws; and develop new state legislation for Native American tribal recognition

According to our survey responses, the top four goals to be addressed in the 2010-2014 Kentucky State Historic Preservation Plan were identified as: (1) expand financial incentives for preservation projects (20%), (2) integrate historic preservation planning into community planning efforts across the state (17%), (3) develop additional incentives for establishing and maintaining businesses in historic downtowns (15%), and (4) provide historic preservation educational opportunities (13%). The remaining plan goals in order of selection were: identification and survey of resources - in general (11%),

Survey Responses - Historic Preservation Goals



Educational Opportunities

The Kentucky Heritage Council provides educational opportunities that address historic preservation initiatives and programs. Please choose no more than three public workshop topics below that would be most beneficial to you and your community.

1. Rehabilitation Tax Credits
2. Hands-on Repair/Rehabilitation
3. Main Street Program
4. Preservation Laws, Including the Section 106 Process
5. Establishing Local Historic Districts
6. Certified Local Government Program
7. Survey & Inventory of Cultural Resources
8. National Register of Historic Places Program
9. Native American Heritage
10. African American Heritage
11. Prehistoric Archaeology
12. Historic Archaeology
13. Cemetery Preservation
14. Other. Please specify.

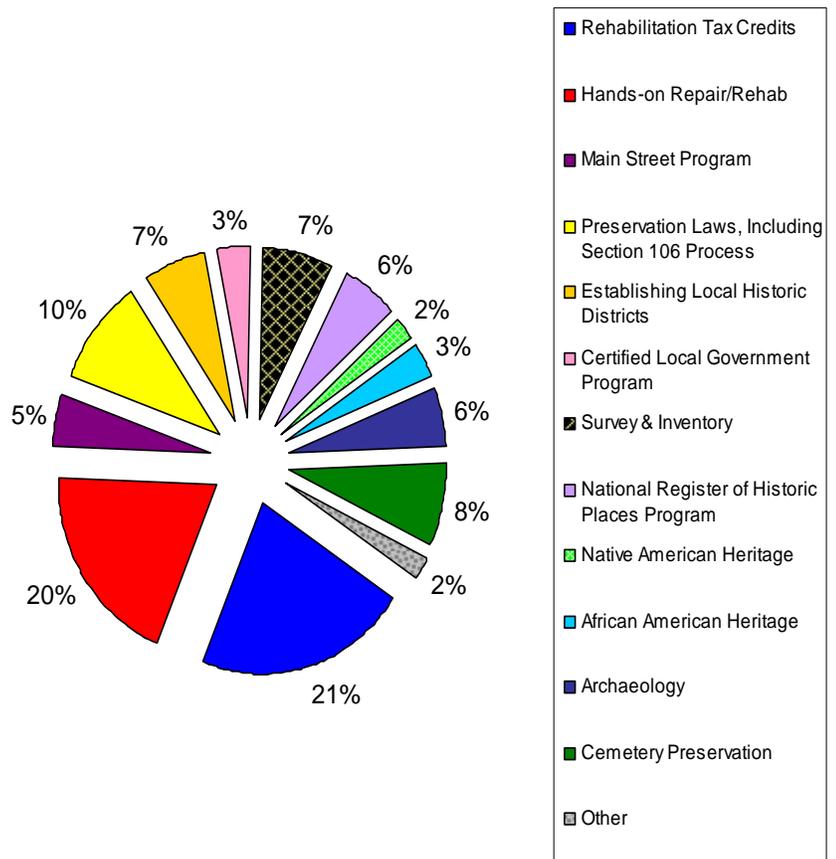
The Kentucky Heritage Council has several responsibilities, which include providing educational opportunities and technical assistance to the public. Some Kentucky universities and technical colleges, Certified Local Governments, Main Street Programs, and other non-profit organizations across the state also offer public preservation learning opportunities.

According to our survey responses, the three most-requested workshop topics include: (1) rehabilitation tax credits (21%); (2) hands-on repair or proper rehabilitation practices (20%); and (3) preservation law (10%).

The remaining workshop topics in order of preference were: cemetery preservation (8%), cultural resource survey and inventory (7%), establishing local historic districts (7%), the National Register of Historic Places Program (6%), archaeology (6%), African American heritage (3%), the Certified Local Government Program (3%), and Native American heritage (2%).

Two percent of respondents added comments in the "Other" category. Other requested workshop topics include: the economic benefits of historic preservation and preservation success stories; basic principles of historic preservation; how to create local preservation legislation; how to find potential funding sources for preservation projects; grant writing; historic preservation and "green" building procedures; economic

Survey Responses – Requested Public Education Workshop Topics



strategies for businesses in historic downtowns; how to utilize historic places to develop successful heritage tourism programs; military heritage, historic park and other cultural landscape preservation; the role of the preservation professional; additional historic preservation commission training; and the Rural Heritage Development Initiative and its application in other areas of the state.¹

Recommended Actions for Decision Makers

How can state or local decision makers help initiate and execute historic preservation objectives in your community?

This survey question generated 243 survey responses. Suggestions were varied and covered a wide range of concerns. Some frequently suggested ideas for officials were:

- establish more effective state and local historic preservation laws,
- incorporate historic preservation planning into local comprehensive planning efforts,
- provide local financial incentives for preservation projects (property tax deduction, small repair and rehab grants, no tax on building materials, etc.),
- initiate and promote additional statewide and local heritage tourism programs,
- raise the cap and lower the threshold on the state historic tax credit,

- amend the state TIF legislation to promote historic preservation as an option for growth,²
- encourage rehabilitation and adaptive use of historic buildings,
- establish a state law that mandates hiring at least one historic preservation professional for each local jurisdiction
- provide more funds to the Kentucky Heritage Council to reestablish a state preservation grant program
- communicate more effectively with the public, and
- incorporate public input into land use decisions.

Over half of the respondents insisted that state and local decision makers should obtain preservation education, which would offer a framework for policy decisions. Above all, measures should be taken to understand federal and state preservation laws, historic preservation planning standards, and appropriate technical preservation procedures.

Ashland, KY

"Local decision makers need to lead by example. But in most cases, these folks have limited historic preservation knowledge... I think historic preservation should be an integral part of the Kentucky League of Cities education tracks. Most importantly, the positive financial impact of hp [historic preservation] should be emphasized."

² TIF stands for Tax Increment Financing. Kentucky HB549 established the statewide TIF program that makes financing available for every city and county in Kentucky. The first step for all programs is the establishment of a TIF development area, which may or may not qualify for state participation, depending on state requirements. See <http://finance.ky.gov/TFI.htm> for more information.

¹ The Rural Heritage Development Initiative began in Kentucky in 2006. This program will be described in detail in Chapter 5.

Madison County

“Appoint a historic preservation agent for each county or designated jurisdiction—a person who could identify local landmarks, update surveys, access grant money, etc.”

Grayson County

“Create an overall [local] plan that identifies critical sites and their needs, prioritizes objectives, and develops incentives.

Bowling Green, KY

“Increase the state tax credit. Amend Kentucky TIF legislation to prohibit demolition of significant historic properties and allow historic preservation to be a viable option.”

At-Risk Resources

The survey also asked respondents to list known endangered historic places in their communities.

Identify historic places in your community that are currently threatened by neglect or demolition. Feel free to include specific sites and/or types of resources.

Resource identification and condition assessment are essential elements of historic preservation planning. Some property types are more directly threatened by deterioration, land development patterns, inappropriate use, or negative public perceptions of their value, and such properties should be given priority consideration for site management or treatment. Planning efforts should be taken to avoid incompatible land uses at or near significant resources.

82% of survey respondents listed endangered resources within their county of residence. At-risk resource types named in the survey (in order of frequency) were:

- abandoned family and community cemeteries;
- military heritage sites;
- historic downtowns, especially commercial districts;
- Kentucky’s rural landscape;
- historic road corridors;
- schools;
- theaters;
- churches;
- historic bridges;
- rock fences;
- railroad depots;
- shotgun houses and bungalows;
- post WWII residential and commercial buildings;
- Native American sites, such as prehistoric burial mounds, village sites (e.g. Eskippakathiki), and resources associated with the Trail of Tears;
- African American schools;
- archaeological sites threatened by ATVs and looting, and
- historic courthouses.

All cultural resources identified as being at-risk through the public survey are important and should be protected, but three particular resource types (rural cultural landscapes, county courthouses, and historic schools) are endangered by far-reaching threats that not only impact the resources but also directly influence the economic sustainability of the surrounding communities and the state overall.

Rural Cultural Landscapes

The National Park Service defines a cultural landscape as a geographic area (including both cultural and natural resources and the wildlife or domestic animals therein) associated with a



Rural cultural landscape in Marion County. Photo contributed by Bill Macintire, KHC Survey Coordinator.

historic event, activity, or person or exhibiting other cultural or aesthetic values.

“Reading” a cultural landscape is identifying all manmade features on a landscape—even those that are the most ordinary or easily overlooked—and determining why they are there. Whether it’s a dirt road, telephone pole, rock fence, field, orchard, cellar, family cemetery, bridge, tobacco barn, bungalow, or a grand hotel, all cultural features should be carefully considered.

Generally, there are four types of cultural landscapes, which are not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes. Each type of cultural landscape tells a particular story. Rural landscapes, which are usually considered historic vernacular landscapes, cover the vast majority of Kentucky.

Agriculture, which has so often been connected to Kentucky’s identity, culture, and economy, has dramatically shaped the landscape from the earliest subsistence farms to the modern farms

of the twenty-first century. Over the last 50 years, two major trends have transformed agricultural practices in the state—(1) small, family-owned farms are consolidating into large corporate farming operations and (2) agricultural and pasture land is being sold and converted into urban use. Both currently threaten the rural landscape. Roughly 1/3 as many farms exist in Kentucky today as there were in 1950. Because annual farm income is now rising and falling erratically, fuel costs are rising, foreclosures are increasing, and the global marketplace is uncertain, farm consolidation and land conversion are becoming more and more prevalent.

County Courthouses

Historic county courthouses in Kentucky are now being replaced by large judicial centers or complexes. The construction of these facilities has led to the demolition of entire blocks of historic buildings in urban centers or downtowns. The judicial center projects do not usually involve the spending of federal funds; therefore, they do not require review by the Kentucky State Historic Preservation Office.

If rehabilitation of an existing courthouse or the construction of an addition on an existing courthouse will not accommodate the space required for contemporary needs, the construction of a new building can be done less invasively without destroying a community’s sense of place.

Nelson County has made a notable compromise. An abandoned Wal-Mart was razed to construct the new Nelson County Judicial Center, and the historic county courthouse, located in the center of Bardstown, was retained. The

historic courthouse is currently being reutilized as the Bardstown-Nelson County Welcome Center, which houses several city and county offices, including the Bardstown-Nelson County Tourist & Convention Commission and the Bardstown Main Street Program. No historic buildings were demolished, and the rural cultural landscape was left undisturbed.



The historic Nelson County Courthouse in Bardstown, currently the Nelson County Welcome Center. Photo contributed by Chris Black.

Historic Schools

The Kentucky Department of Education, Division of Facilities Management, conducts annual assessments of the quality of all public school buildings in the state. The 2008 assessment of school building conditions showed more than half of the state's 1,190 school buildings (56% or 668 schools), which are less than 20 years old, are rated as being in excellent or better than average condition. Another 350 schools, ranging in age from 20 to 30 years, are deemed in good or average condition. However, 154 schools statewide, all of which are 30 to 40 years old, were rated as being in fair or poor condition. Eighteen

buildings 40 years or older were rated in poor condition.

Historic schools in traditional neighborhoods are indispensable assets to a community. The use of a historic community-centered school anchors a neighborhood, cultivates a strong sense of place, decreases our dependence on automobiles, and protects open space and agricultural land. Unfortunately, several historic schools across Kentucky have been closed in recent years to build large school campuses or "mega schools" outside of urban or town centers to which students are bused. This is usually done in the name of efficiency and the desire for modern facilities, but it creates problems. It can increase the need for community infrastructure and new amenities, which ultimately causes sprawl. Many equate old schools with substandard education, but as hundreds of school districts across the United States have demonstrated, well-maintained or rehabilitated historic schools can support a superlative, twenty-first century educational program.



Nicholasville Elementary School, built around 1935, currently serves grades 1-5 in Jessamine County. An addition (shown above on the left) was constructed to accommodate a need for more space.

CHAPTER 2: TRENDS AFFECTING HISTORIC PRESERVATION

“The question is not whether your part of the world is going to change. The question is how.”

Edward T. McMahon, The Conservation Fund

Whether a local government, not-for-profit organization, company, or state agency, it's vital for any group to understand the big picture—to comprehend the trends of the past and present to prepare for the future. Change is inevitable and essential for growth. However, it is important to be aware of why change occurs and how it can be managed. Long-term challenges can be better met if we come to understand demographic, economic, social, and technological developments.

One key component of historic preservation planning is the identification and assessment of trends and other external conditions that have the power to influence future historic preservation projects and programs.

The intent of trend analysis is to provide a context or framework within which informed decisions can be made.

This chapter includes information concerning the following factors: the change of Kentucky's population, housing trends, economic conditions, political and legal actions, travel and tourism industry development, environmental trends, and technological advances. All have the potential to affect the success of historic preservation goals, objectives, and policies.

Population Trends

The 2000 census recorded Kentucky's total population at 4,041,769. This was a population increase of 9.7% from the 1990 census. The U.S. Census Bureau estimated the 2008 year end total state population at 4,269,245 (a 5.6% increase since 2000). It appears that Kentucky's population is now increasing at a slower rate than it was throughout the 1990s.

According to the 2008 estimate, the top five counties in Kentucky with the largest population are (in order of population count): Jefferson, Fayette, Kenton, Boone, and Warren—which are all in or around metropolitan areas. Three Kentucky counties (Spencer, Scott, and Boone) were included as three of the top 100 fastest growing counties in the nation, a list produced by the Census Bureau in March 2009. Between 2000 and 2008, Spencer County (ranked #24) had a population increase of 47.7%; Scott County (ranked #73) had an increase of 34.7%, and Boone County (ranked #78) had an increase of 34%. This is to be expected, considering that each county borders a large city—Louisville, Lexington, and Covington, respectively—and is experiencing growth that is mushrooming out from the urban centers. The highest number of population increase in the state was in Boone County with an estimated increase of 29,240 people since 2000.

Population Growth

Much of Kentucky's current population growth stems from natural increase (the difference between the birth rate and death rate). However, a small percentage of this increase can be attributed to domestic migration or migration into Kentucky from other states and international migration.

According to the U.S. Department of Health and Human Services, more babies were reported born in 2007 than in any other year in American history (4,317,119 births total). This number surpasses the peak of the postwar "baby boom," in 1957. Public services will be in high demand when these children reach school-age or possibly earlier. In 2005, about 72% of Kentucky births were to single women with lower levels of education (high school or less). These trends suggest that a rising number of children will be living in economically vulnerable circumstances.

Between 2000 and 2008, thirty-six Kentucky counties experienced a decrease in population. The five counties with the highest population *reduction* were: Fulton County (-11.6%), Martin County (-7.8%), Harlan County (-7.3%), Lee County (-6.3%), and Hickman County (-6.2%), which are all located in far western or eastern Kentucky.

Population Characteristics

In 2000, the median age in Kentucky was 35.9. The 2008 estimate shows the median age at 37.7. According to projections made by the U.S. Census Bureau, the nation will be much older, as well as more racially and ethnically

diverse, by mid-century. Two-thirds of those who reach age 65 by 2010 are expected to need some long-term care during their lives. There will be more need among those 80 and older, particularly women, who generally live longer and have higher rates of disability than men. Kentucky's capability to meet the varied needs of older Kentuckians will become increasingly imperative to families. Access to high-quality elder care services, from institutional care to in-home support, will be crucial.

At present, 30% of Kentucky's population is comprised of baby boomers (those Americans born generally between 1946 and 1964). The oldest baby boomers entered their sixtieth decade around 2006. For many years, demographers, fiscal analysts, and other policy experts have compared the aging of the baby boomer generation, to an ominous, demographic tidal wave that, in the absence of policy changes, will make critical demands on entitlement programs, namely Medicare, Medicaid, and Social Security, and weaken other government functions. But baby boomers will also be the most educated and, some suggest, the most active older generation to date. As they reach the age traditionally associated with retirement, it is projected that most will choose to retire later or enter the workforce again (1) due to financial necessity, (2) to retain health insurance and other benefits, (3) to support children or grandchildren, or (4) just to stay active and involved.

Although Kentucky's population in 2000 was 90% white, recent demographic trends in Kentucky have paralleled America's growing diversity. The state's Hispanic population is projected to

almost double by 2010, and small enclaves of Japanese, Vietnamese, Korean, Indian, and Serbian immigrants are becoming more common.

There is uncertainty regarding the size of Kentucky's undocumented population (i.e. illegal immigrants). The Kentucky Long-Term Research Center estimates that this population has risen steadily from 2000 to 2008 and is currently around 30,000 people. This number represents a 15% increase from the 2005 estimate. It is important to have an accurate count of the undocumented population because virtually all state and local government planning and spending are based, to some degree, on population size and location.

Population Trends - Implications for Historic Preservation

- Recent population trends show that the fastest growing Kentucky counties are located adjacent to large metropolitan areas. The demand for housing, schools, utilities, and other infrastructure will increase in these areas. Without zoning laws, conservation easements, local historic districts, purchase of development rights programs, or other regulatory planning tools in place, cultural resources in these areas are endangered.
- Statistically, Kentucky's population is quickly growing older. The first of the baby boomer generation is now retiring. Retirees may leave older sections of cities as they scale down housing, moving from larger to smaller homes or opting for condominium living or retirement communities. All of these options affect historic urban areas and may afford new opportunities for rehabilitating historic buildings. For example, historic warehouses rehabilitated into loft apartments may appeal to retirees who wish to have freedom from property maintenance.
- A small percentage of Kentucky's population growth is occurring due to the immigration of individuals from Central and Latin America who are in search of good jobs and a higher standard of living. Their wages are such that they would benefit from high-quality affordable housing in rehabilitated historic buildings.

Housing Trends

Starting in 1990, rates of home ownership increased steadily throughout the nation, sustained by record-low interest rates and readily-accessible financing. However, by 2007, the national home ownership rate plummeted as the mortgage crises ensued.

In Kentucky, home ownership rates have steadily declined since reaching a peak in 1998. They made an unanticipated jump in 2007, within two percentage points of the 1998 high. Historically, Kentucky home ownership ranks high when compared to the rates of other states, but per capita income usually ranks much lower. Whether Kentucky's rise in housing rates will be maintained in the face of the deepening U.S. housing crisis remains to be seen.

In 2008, the Kentucky counties with the ten highest totals of housing units were: Jefferson (331,607), Fayette (133,149), Kenton (70,866), Warren (45,803), Boone (45,043), Hardin (44,558), Daviess (43,019), Campbell (39,218), Madison (33,486), and Pike (32,787). Between 2000 and 2008, the counties with the fastest growing numbers of housing units were Spencer (45.1% growth), Boone (35.1 % growth), and Scott (34% growth). Considering that Spencer, Boone, and Scott Counties also had the fastest-growing population rates, these results are to be expected.

Based on the 2005-2007 American Community Survey (ACS), a three-year national data sampling produced by the U.S. Census Bureau, 83% of Kentuckians live in the same residence as the year before; 10% are living in the

same county but in a different residence; 4% continue to live in the state but have moved to a different county; 3% are living in a different state; and less than 0.5% have moved abroad. This reveals that most Kentuckians are not moving at this time.

Household Size

According to the 2005-2007 ACS estimates, there are approximately 1,654,119 occupied housing units in Kentucky, 71% (1,171,597) of which are owner-occupied and 29% (482,582) are renter-occupied housing units. Out of all occupied units, 72% are 1 unit (e.g. single-family homes), 2.8% have 2 apartments, 3.7% have 3-4 apartments, 4.3% have 5-9 apartments, 5.7% consist of 10 or more apartments, and 11.5% are mobile homes or another type of housing. 12.4% of all housing units are vacant.

The average Kentucky household size of owner-occupied households is 2.56 persons, and the average size of renter households is 2.33 persons. The average family size is 3.03.

KENTUCKY'S ESTIMATED HOUSEHOLD SIZE

	Owner-occupied housing units	Renter-occupied housing units	Total Occupied housing units
Total	1,171,597	482,522	1,654,119
1 person households	23.40%	39.40%	28.00%
2 person households	37.80%	27.10%	34.70%
3 person households	17.40%	15.90%	17.00%
4 or more person households	21.40%	17.60%	20.30%

Source: U.S. Census Bureau, 2005-2007 American Community Survey.

Housing Characteristics

Of all the occupied housing units in Kentucky,

- 10.9% were constructed in 1939 or earlier,
- 16% were constructed between 1940 and 1959,
- 12% were constructed between 1960 and 1969;
- 17.3% were constructed between 1970 and 1979;
- 13.5% were constructed between 1980 and 1989;
- 18.5% was constructed between 1990 and 1999; and
- 10.7% was constructed in 2000 or later.

Since 2004, the median house value has increased by 13.8%, from \$98,438 in 2004 to \$114,000 in 2007. The majority of housing units now fall between \$50,000 and \$149,000. About 62% of households residing in owner-occupied domestic units have a mortgage.

In 2007, the median monthly rental payment was \$563. Over 154,400 rental households (31%) paid more than 35% of their gross monthly income on housing. According to the Kentucky Housing Corporation, housing cost that exceeds 30% of a monthly income is considered a high cost burden, while households paying 50% of their adjusted gross income for housing have an extreme cost burden.

Programs that Address Low-Income Housing Needs

Current housing assistance programs tend to focus on either (1) providing financing incentives that may be used to

renovate or build low-income housing or (2) providing funds that may be used directly on affordable housing. These approaches are considered “supply-side” assistance. The other course for helping low-income families is supplying the tenant with rental assistance. The latter program primarily consists of the U.S. Department of Housing and Urban Development’s (HUD) Section 8 Housing Assistance Program. The Section 8 voucher program provides rent subsidies to eligible low-income families to make up the difference between what a family can afford (usually 30% of household income) and the market rent for suitable housing in the area. The Department of Agriculture Rural Housing Service (RHS) also furnishes this type of assistance with the Section 515 program.

The supply side approach to funding low-income housing has several programs that developers can utilize. From Community Development Block Grant (CDBG) funds to the HOME Investment Partnership Act, HUD aids developers that attempt to make these projects work. Another important funding program is the Low Income Housing Tax Credit Program (LIHTC), which can be utilized in conjunction with the Federal Historic Preservation Tax Incentive Program.

Given that the senior population is expected to increase dramatically over the next 20 years and that poverty rates among the Kentucky elderly are currently higher than the national average (12.9% compared to 9.5%), addressing housing needs for seniors will be of high priority.

The Housing Corporation concludes that there will be a growing need for diverse and inexpensive housing choices for seniors, including the development of affordable assisted living and nursing care facilities that will provide skilled medical care. These facilities should be made affordable for low-income seniors.

Most senior citizens prefer to remain in their own homes for as long as possible. Their residences may require building modifications, such as wheelchair ramps, to make them more accessible. Many live in historic homes that are 50 years or older.



Historic Midway Elementary School (ca. 1924) located in Woodford County was rehabilitated (1997-1998) into Midway School Apartments, to provide affordable housing. This project, completed by AU Associates, Inc., won several awards, including the Ida Lee Willis Award for Historic Preservation.

Housing - Implications for Historic Preservation

- There is a severe need for affordable housing for many Kentuckians, including senior citizens, immigrants, single women with or without children, and other economically disadvantaged groups. Historic properties can be rehabilitated using the Federal Tax Credit Incentive Program or LIHTC Program to offer affordable housing alternatives to new construction.
- Preservationists should look closely at information regarding household size. Smaller households may need smaller living spaces. Older houses are typically smaller than houses constructed today. A historic house or historic building rehabilitated into loft apartments or condominiums could be a more compact and affordable housing option for seniors, single people, newly-married couples without children, or others.
- The housing market crisis has led to a decrease in need for the construction of new homes and intensified demand for the improvement of existing homes. New products promoting energy efficiency are sometimes not the best option for historic buildings. In fact, some lead to energy *inefficiency* and irrevocably harm historic buildings. (See Environmental Trend Section.)
- A substantial percentage of Kentucky's housing stock (26.9%) is 50 years old or older. Promoting reinvestment in older affordable neighborhoods will require their preservation or rehabilitation. The

creation of local historic districts promotes this. The purpose of creating a local historic district and architectural review board is to protect valuable resources, as well as develop methods through which vacant, foreclosed, and abandoned older housing is reused, once again adding to the local tax base.



BEFORE



AFTER, 2009

The historic Tuberculosis Hospital (ca. 1946) located in Ashland, Kentucky was rehabilitated into 34 residential apartments for victims of domestic violence. This project, which is now progressing through the final application phases for federal and state historic tax credits, was completed by AU Associates, Inc. in 2009. Project sponsor: Safe Harbor of NorthEast Kentucky

Economic Trends

The following is an attempt to describe national and international economic trends and how they affect the state as a whole.

Since the last State Historic Preservation Plan was published in 2004, the U.S. economy has fallen into a deep recession. Fiscal analysts have named five probable trends that heralded this dramatic decline:

1. Stock prices plummeted. From December 2007 to August 2009, the Dow dropped at an annual rate of 14%;
2. Business credit froze. (Banks extend business credit to businesses so that they can continue to operate on a daily basis.) Without credit, some businesses were forced to shut down, which raised unemployment;
3. Housing prices dropped dramatically (28% overall). In June 2007, the national median single family home price was \$229,000; in January 2009, it was \$164,800.³ Housing price declines and foreclosures were a result of mortgage financing reliant upon mortgage-backed securities, which contributed to lax lending standards. Banks have literally stopped purchasing them on the secondary market, which means that few mortgages are currently being issued. This

³ Source: National Association of Realtors

has further depressed the housing market;

4. Large bank near-failures. Bank near-failures have involved some of the most prestigious financial services companies, including Lehman Brothers, AIG, Wachovia, and Bear Stearns, as well as many foreign banks. Bank near-failures are a result of their inability to raise funds, either through debt offerings or sale of stock. This leads to a cash flow problem that causes their demise. In some cases, depositors have rushed to withdraw their savings, an event reminiscent of the Great Depression;
5. Oil prices skyrocketed, rising to \$144 per barrel in July 2008 before settling to \$30 per barrel in December 2008. Oil prices were high due to a seasonal surge in demand and an investment bubble created by traders. Lower demand for oil and lower oil prices have removed some inflationary pressure.

Job Loss

Unemployment is also high. Job losses send far-reaching shockwaves throughout an economy. Not only does unemployment threaten income and benefits, it also instigates great social harm, weakening health and physical wellbeing, depleting retirement savings and jeopardizing family stability, while conveying costs to taxpayers. The national unemployment rate climbed to 9.7% in August 2009, as the number of

unemployed persons increased to 466,000.

In recent months, the U.S. job market has shown some signs of improvement. According to the Department of Labor, the pace of job loss has slowed since peaking in January 2009 when 741,000 people exited the labor force.

In 2004, Kentucky's unemployment rate was 4.6%, which was roughly the same as the national unemployment rate at that time. It rose to 5.5% in 2007 and 6.4% in 2008 when the number of non-farm workers (excluding agriculture and self-employed jobs) dropped from 12,700 employees to 1,854,000 employees. This was the second highest decrease of non-farm jobs in Kentucky's history. The majority of job losses were caused by a sharp decline in industrial employment (an indication of the manufacturing slump), followed by significant decreases in the trade, transportation, and utilities sector, a sign of retrenchment (economizing) by consumers.

At the end of 2008, unemployment rates were higher in 110 Kentucky counties than the previous year. Jackson County recorded the state's highest annual unemployment rate. Woodford and Fayette Counties had the lowest unemployment rates, both at 4.8%.

Income

Wage and salary income is one of the best barometers of state economic and revenue performance. The per capita income of Kentucky has consistently been below the national average. Over the last decade, the state's ranking among all states and the District of

Columbia degenerated from 42nd in 1999 to 47th in 2008. In 2008, Kentucky's per capita income was \$31,826, while the average U.S. per capita income was \$39,751. Only Mississippi, Utah, West Virginia, and Arkansas had lower per capita incomes than Kentucky. The District of Columbia experienced the highest per capita income at \$64,991, and Connecticut ranked second at \$56,248. Mississippi had the lowest per capita income at \$29,569.

Poverty Rate

The definition of poverty is “the insufficiency of means relative to human needs.” This definition does not reveal the significant repercussions of poverty, such as the extensive economic, social, and cultural effects on individuals, families, and entire populations. Poverty has the power to determine the course of human lives and influence families for generations. Furthermore, poverty can manipulate the economic well-being of cities and regions that must shoulder the burden of added costs to accommodate the poor. Through 2007, the percentage of Americans living in poverty remained steady (around 12.5%), while the poverty rate for Kentucky fluctuated between 15.5% and 16.5%. In 2008, the national poverty rate climbed to 13.2%, and the percentage of Kentuckians living in poverty increased to 17.1%, the fifth highest percentage in the nation, below Arizona (18%), Mississippi (18.1%), Louisiana (18.2%), and New Mexico (19.3%).

The most recent information from the U.S. Census Bureau indicates that poverty among persons aged 65 and

older is more prevalent in Kentucky than most other states. As the first wave of baby boomers reaches retirement age, the risk of poverty among Kentucky senior citizens escalates. The rising out-of-pocket costs for health care, housing, utilities, transportation, food, and other basic necessities grow each year and cut deeper into incomes that are already strained due to economic instability and diminishing health care benefits.

Also, over one third of Kentucky households headed by women with no adult males in the household live in poverty. Lower-wage jobs, lost working time for pregnancy and child caretaking responsibilities, lingering discrimination, and nonexistent benefits during their later years have been noted as some of the many contributing factors for the financial discrepancy between single female households and other household types.

Poverty and Historic Districts

Over 60% of America's historic districts (about 13,600 are listed in the National Register of Historic Places) overlap census tracts where the poverty rate is higher than average. In many areas, large numbers of abandoned buildings are located in some of our most disinvested communities—places where incentives are needed to create market-rate and affordable housing to prevent displacement.

The Labor Force

Kentucky occupations projected to grow in the future (2006-2016) include: medical assistant, registered nurse; nursing aide, business operations

specialist; carpenter; landscape & grounds keeping worker; child care worker; customer service representative; accountant & auditor; janitor & cleaner; construction equipment operator or operating engineer; waiter/waitress; and elementary school teacher.

Older Workers in the Labor Force

The succession of economic blows has left many current and soon-to-be retirees more financially vulnerable. Losses in the stock market, which fueled 401(k) plans, and declining home values (the home typically being the major asset of older Americans) present formidable obstacles to retirement for many. Thus, there is a current trend for retirees to re-enter the labor force or for those 65 and older to remain in the labor force longer out of financial necessity.

The national labor force grew to 79 million workers between 1950 and 2000 at an annual rate of 1.6%, but it is expected to stall in the near future. Between 2000 and 2050, the annual rate of labor growth is projected to slow to 0.6%, and the future labor force will be composed of an older, equally female/male, and more ethnically diverse set of workers.

The number of workers will be substantially smaller—an estimated 51 million by 2050. This slow growth rate is attributed to population factors, including the gradual departure of baby boomers from the labor force and low birth rates following the end of the baby boom.

Consumer Activity

According to recent consumer credit reports issued by the Federal Reserve, There has been a dramatic drop in outstanding credit. This is caused both by consumers shrinking the amount of debt they're holding and by banks restricting the amount of credit they're extending.

Gross Domestic Product

Gross domestic product (GDP) is the estimation of the total dollar value of all final goods and services produced in a state. The GDP is a good gauge of a state's economic health and prosperity. During the 1990s, the Kentucky GDP was around 89% of the national average. Following the recession of the early 2000s, Kentucky's manufacturing-dependent economy was unable to recover as strongly as other states. Although the Kentucky GDP has risen since 2000, the increase has not been substantial enough to keep pace with the national average. Today, it remains at or near 80% of the national GDP.

Foreign Direct Investment

Foreign Direct Investment boosts local job creation and improves economic health. From 1999 to 2003, the dollar value of Kentucky investments from foreign-based companies more than doubled. Since then, foreign direct investment has waned. 40% of these types of investments are in the manufacturing sector, and most originate in either Japan (38%) or Germany (34%). In 2006, foreign-controlled companies accounted for 18.4% of total manufacturing employment in Kentucky. The global

financial crisis of 2008 could constrain this type of investment in the future.

Value of Exports

Kentucky’s exports have more than tripled during the last two decades due almost exclusively to growth in the manufacturing sector. Since 1990, the value of the state’s exports has grown from \$6 billion to \$19.3 billion, which is a growth rate of more than 200%. In 2008, the state’s leading export was transportation equipment, which generated \$6.8 billion (36% of the total). Other top exports were chemical manufactures (\$3.5 billion), machinery manufactures (\$1.9 billion), and computers and electronic products (\$1.4 billion). Export-supported jobs associated with manufacturing account for an estimated 6.2% of Kentucky’s total private-sector employment.

In 2007, a total of 3,101 companies exported goods from Kentucky. Of those, 77% were small and medium-sized enterprises (SMEs), with fewer than 500 employees. SMEs generated 16% of Kentucky’s total exports in 2007. Additionally, Kentucky’s exports generated an estimated \$316 billion in direct state and local taxes in 2007.

Given the slump in the global economy, export growth may not just falter, it may go into an extreme decline. Since the majority of Kentucky’s exports are concentrated in one sector—manufacturing (97%)—a depression in the automotive and aviation industries could prove disastrous for the state’s economy.

Agriculture

Historically, Kentucky’s economy grew from and was sustained by agricultural production. Although the state’s economy no longer relies heavily on the sale of agricultural products, the agricultural industry still remains an important economic engine for the Commonwealth. The total value of agriculture commodities receipts for 2007 was \$4.4 billion, and the total value of agriculture exports was an estimated \$1.2 billion.

Kentucky Agricultural Statistics

Total Land Area in the State:	25,388,000 acres
Land in Farms:	13,700,000 acres
	Farmland accounts for 54% of the total acreage in Kentucky.
Number of Farms:	83,000 (2007 estimate)
	Kentucky ranked #4 in the nation in number of farms, behind Texas, Missouri, & Iowa. This number has alarmingly decreased by 1,000 farms since 2006.
Average Farm Size:	165 acres
Average Value of Land & Buildings (2007):	\$2,850 per acre

Source: Kentucky Department of Agriculture.

Between 1950 and 1980, farm income showed signs of slow but steady improvement. Starting in the early 1980s, it became more erratic, and despite a time of stability during the early 1990s, farm income continues to be inconsistent. Nevertheless, average net farm income has been generally higher in recent years. Although the number of farms has fallen considerably over the last half century, the average farm income reached an all-time high of

\$26,000 in 2004 before slightly dropping.

Over the last two decades, there has been a dramatic transformation in Kentucky's agricultural profile. Tobacco, once Kentucky's signature commodity, no longer ranks as one of the state's main crops. Other crops—corn, soybeans, hay, and wheat—have shown considerable improvement, but the most dramatic growth has been in horses and mules, which is now the state's top agricultural commodity, along with broilers [chickens raised for food].

Considering the dramatic swings in production from year to year, there is a necessity for agricultural diversity to maintain farm incomes and prevent reliance on a single commodity. Kentucky farm families, political leaders, and agricultural organizations confront the question of how to best make the adjustment away from tobacco production in a way that allows farmers to capture the value of their assets, while adjusting to a sustainable, alternative asset base.

Many farmers have made a successful effort to replace lost tobacco income by exploring new opportunities in production and marketing of agricultural products. The development of raw materials into more refined, downstream products may maximize value of assets and promise greater returns. For example, producing and selling salsa may be more effective than selling tomatoes.

The Farm Bill

The Farm Bill became a federal law in 2009. This new law includes a number

of key historic preservation provisions that promote protection and preservation of rural heritage. The law contains significant historic preservation language that makes land with historic and archaeological resources eligible for additional conservation programs; extends tax incentives for another two years for conservation easement donations; and reauthorizes the Historic Barn Preservation Program. Certain federal rural development grants are now available for historic preservation projects. Hopefully, this will encourage rural Kentucky communities to initiate historic preservation-based sustainable projects, which encourage economic development and responsible conservation activities.

Kentucky Banks

Despite the recent failure of large banks in the United States, the Kentucky Department of Financial Institutions (DFI) announced in June 2009 that Kentucky banks are ranked eighth in the nation in terms of return on average assets (ROAA), which is a major measure of profitability. ROAA is a key indicator of how profitable a bank is relative to its total assets. ROAA shows how effectively management uses assets to generate earnings. Historically, a ROAA of approximately 1.0 percent is considered the benchmark goal for most banks. The first quarter banking profile issued for 2009 by the Federal Deposit Insurance Corporation (FDIC) showed the annualized ROAA for the 199 financial institutions headquartered in Kentucky to be 0.9 percent. State-chartered banks slightly outperformed national banks operating in Kentucky, but generally, both are currently doing well.

Economic Trends - Implications for Historic Preservation

- The nation is currently in a deep recession. This fiscal downturn is a double-edged sword for preservationists. First, the number of development plans being submitted to local community planning offices for review has diminished. This gives Kentucky communities more time to plan for and adopt local land use protection measures, which could contribute to the preservation of cultural resources. On the other hand, the poor economy has the potential to influence community leaders when deciding to fund preservation programs, like Main Street and Certified Local Government programs.
- The preservation of historic buildings in a slower economy is a smart investment. Reusing buildings is not only about the responsible stewardship of our heritage, it also recognizes the economic value of these buildings and the quality construction methods and materials used to build them. Their durability gives them almost unlimited renewable opportunities. Over the past ten years, rehabilitation of historic properties has resulted in the reuse of over 217 million square feet of commercial and residential space nationwide through the use of the federal Historic Rehabilitation Tax Credit.⁴
- Considering the current economic climate, community leaders should seriously consider initiating preservation projects. Historic preservation stimulates investment. It attracts substantial private investment to historic cores of cities and Main Street towns. Rehabilitation of existing buildings outperforms new construction as an agent for stimulus. For example, if a community is considering either spending \$1 million in new construction or \$1 million on a historic rehabilitation project, the rehabilitation would have several advantages:
 - \$120,000 more dollars would initially stay in the community;
 - Five to nine more construction jobs would be created;
 - 4.7 more new jobs would be created;
 - Household incomes in the community would increase on average by \$107—more than they would under the new construction project;
 - Retail sales in the community, including lending institutions, personal service vendors, and eating and drinking establishments, would increase by \$142,000 as a result of the \$1 million rehabilitation expenditure--\$34,000 more than under the new construction project. (Rypkema, 1998:14)
- Historic preservation is a proven tool for job creation and economic recovery. It is 20 to 40% more labor intensive than new construction, and it continually generates more than a

⁴ Information provided by the National Trust for Historic Preservation

dollar return on each dollar invested. As a powerful engine that drives real, sustainable economic growth, preservation can be a key strategy for economic recovery. Preservation jobs also require a higher level of skill and offer more pay, which is mostly spent locally.

- One occupational category that is expected to grow rapidly in Kentucky is carpentry. This presents an opportunity to teach practical and Standards-appropriate historic preservation skills.
- Of all the Kentucky companies that produce exports, 77% are small and medium-sized enterprises with fewer than 500 employees. Local economic development offices could promote the rehabilitation of abandoned historic properties, such as warehouses, as an investment option for smaller and medium-sized companies, as opposed to investment in new construction.
- As pressures to reduce dependency on tobacco heightens, Kentucky farmers are being forced to look to new and expanded production of crops and livestock or sell off land. From a preservation perspective, this further emphasizes the need to establish and enhance programs that support purchase or donation of conservation easement programs to help reduce the pressures to sell farmland for development.
- Kentucky banks are now in a good position to consider investment in historic tax credit projects.

Government Trends

Federal Government

President Obama is at the helm of a nation facing serious economic and environmental challenges that will be slow to overcome. The present economic situation is the result of many years of public and private irresponsibility. New federal programs have been created and implemented, but resolving the issues will take time.

The biggest challenge facing economic recovery will continue to be an inability to sustain aggregate demand. World economies do not seem to be ready to lead the United States out of recession by an export boom. Therefore, domestic consumption will have to pick up. However, the American consumer is not ready to assume this task. Job losses continue to mount, and the financial condition of most companies is poor, mostly due to depreciating assets but also because consumers are drawing down reserves to remain financially solvent until the economy improves.

When the American Recovery and Reinvestment Act (ARRA) was enacted in 2009, \$787 billion in stimulus funding began to trickle into the states to create jobs and tackle “shovel ready” projects. The federal stimulus package is essentially a massive investment in our states and local communities. It is focused on repairing our aging infrastructure (roads, bridges, transit systems, etc.), but funding has also been designated for neighborhood stabilization, energy upgrades, weatherization of buildings, and school modernization projects.

The ARRA contained over \$80 billion dollars for “clean energy” projects. This included: \$11 billion for a better and smarter network to move renewable energy from rural places to cities; \$5 billion for low-income home weatherization projects and training programs that prepare workers for the growing field of “green building”; \$4.5 billion to “green” federal buildings in an attempt to cut the nation’s energy bill; \$6.3 billion for state and local renewable energy and energy efficiency efforts; and \$600 million in green job training programs.

The American Recovery and Reinvestment Act included funds to support urban communities. ARRA is providing:

- \$1 billion in increased funding for the Community Development Block Grant (CDBG) Program;
- \$4 billion in increased public housing capital funds;
- \$2 billion in payments to owners of project-based rental assistance properties to maintain affordability;
- \$2 billion in Neighborhood Stabilization Funds to purchase and rehabilitate foreclosed homes;
- \$1.5 billion in Homelessness Prevention Funds to keep people in their homes;
- \$13 billion in Title I funds to go to K-12 education in disadvantaged school systems to expand educational opportunities for low-income students;
- \$3.95 billion in increased workforce investment training dollars;
- \$1.5 billion in discretionary funding to the Department of

Transportation to fund transportation projects of regional or national significance;

- \$8 billion to physically connect regions and jumpstart high-speed rail service; and
- \$4.7 billion to supply broadband access to underserved areas.

The Omnibus Public Lands Management Act

The Omnibus Public Lands Management Act of 2009 (OPLMA) was signed into law in March 2009. This act created the first major system of U.S. public lands in nearly half a century. It includes over 160 bills related to public lands, national parks, historic sites (including battlefields), conservation and wilderness designation, national heritage areas and corridors, and historic trails. Receiving bipartisan support in both the U.S. House and Senate, this landmark legislation will protect 26 million acres of natural resources and American heritage. Officially called the National Landscape Conservation System, it is comprised of land, waterways, and cultural resources managed by the Bureau of Land Management. The law includes the text of the Preserve America and Save America’s Treasures Act, formerly H.R. 3981/S.2262 in the previous 110th Congress, which permanently authorizes both programs. The Act also extends other existing federal preservation programs, like American Battlefields Protection Program, which was established in 1996. The OPLMA extended the ABPP until September 30, 2013.

Note: the Preserve America Grant Program & Save America's Treasures Grant Program

The Fiscal Year 2009 omnibus appropriations (P.L. 111-8), passed in February 2009, did not include funding for the Preserve America Grant Program, pending completion of a report on the effectiveness of the grants. The American Council on Historic Preservation submitted the report to Congress on June 2. In July 2009, Congress took important action to move forward federal historic preservation funding for FY 2010. The U.S. House of Representatives provided \$6.175 million for the Preserve America Grant program, but the Senate took a more restrictive approach to all historic preservation funding, endorsing the President's \$3.175 million recommendation for the grants. (The \$3.175 million would cover the projects recommended for funding in FY 2009 & FY 2010. The additional \$3 million in the House version was to provide additional grant funding for fiscal year 2011.)

In early February 2010, President Obama released the FY 2011 budget request. It calls for the elimination of funding for Save America's Treasures and Preserve America grants, and cuts funding for National Heritage Areas by 50%. Funding is critical to the function of these important historic preservation programs. Not only do they protect our national heritage, but they also serve as economic development engines and job creators in thousands of American communities. For example, Save America's Treasures alone has been responsible for more than 16,000 jobs since it was established only ten years

ago. As the House and Senate work on their respective budget bills, preservationists across the country are lobbying hard to continue funding for these crucial programs.

Responsibilities Under Federal Historic Preservation Law

The federal government provides critical funding and stewardship for a number of historic preservation programs. Federal agencies also hold the enormous responsibility of being stewards of cultural resources on federal lands. Vital directives, such as Sections 106 and 110 of the National Historic Preservation Act, ensure that the federal government retains its responsibilities to preserve and protect cultural resources and provides the means to strengthen and maintain historic preservation programs throughout the United States.

Section 106 of the National Historic Preservation Act

Section 106 outlines a process that requires federal agencies and their agents to "take into account" the effects of their projects on historic properties and necessitates project review with states, native tribes, and local governments. The goal is not to save every historic place, but to make certain that they are considered and their value is weighed against other public needs. The law also helps prevent federal agencies from overlooking the rights and concerns of private property owners, local governments, tribal governments, and citizens to protect the places that are most valued by people and communities.

Unfortunately, in practice, Section 106 is often an afterthought and historic resources are not considered until well into project planning. By this time, a considerable investment has been made by the federal agency or their agent, making it difficult to change course. This results in projects becoming controversial and overly politicized. Consideration of historic properties at the earliest stages of project planning could result in plans that both meet the objective of the agency and fulfill their mandatory review requirement.

Section 110 of the National Historic Preservation Act

Section 110 directs federal agencies to inventory and evaluate existing archeological and architectural resources that are federally owned and managed. The fragile legacy of these resources is at risk due to many reasons, including a lack of funding or political will. Several federal agencies do not develop plans to identify, protect, and manage their significant resources. In order to provide the best protection for resources under federal management, they must be inventoried. The improvement of technological tools, such as GIS and the recent digitization of National Register nominations, photographs, and maps, provide faster access to historic property data, facilitating review of projects.

Historic Preservation Fund

The Historic Preservation Fund is administered under the Department of Interior and managed by the National Park Service. It is one of the nation's oldest and most extensive sources of public funding for historic preservation.

The National Historic Preservation Act established the HPF in 1966 to help fund the operations of state historic preservation offices (SHPOs). Unfortunately, the HPF has never been adequately funded. In fact, funding levels were stagnant for many years and have even declined for many states. Adequate funding is imperative to provide responsible stewardship for historic properties at the state level. In Fiscal Year 2008, state and territorial historic preservation offices received \$39.4 million – a fraction of what is necessary for SHPOs to efficiently carry out their federally-mandated responsibilities.

A cut in Historic Preservation Fund (HPF) allocations is particularly troubling, as these funds are the primary source in Kentucky for reviewing and processing survey forms, tax credit applications, and National Register nominations. In order for the Kentucky Heritage Council to maintain existing tools, like the GIS-based inventory databases, and complete important over-due tasks, such as digitizing survey forms, the agency can no longer rely on HPF funds.

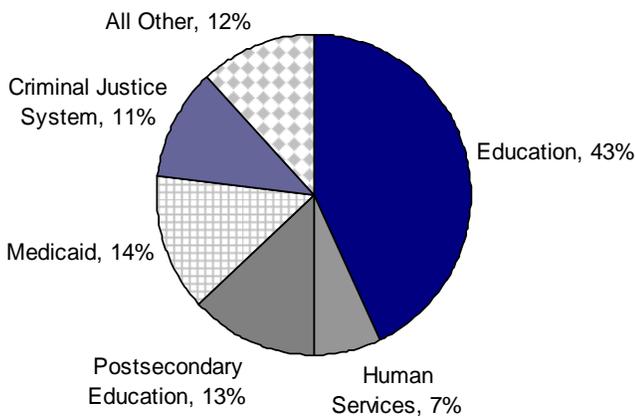
State Government

Due to the national economic quagmire, governments at all levels are finding it difficult to gather the financial means to do much now except “tread water” for the unforeseeable future. Half of the state governments were expected to experience budget shortfalls in 2009.

State revenues are most closely aligned with employment and personal income. Since unemployment is now high and personal income is generally low, many

states face weakened tax revenues. In response to this situation, state and local governments are cutting funding, eliminating programs, freezing positions, and, in some instances, furloughing or firing employees. Education, often the largest item in a state’s budget, is a frequent target for budget cuts.

Distribution of Kentucky’s General Fund Appropriations, 2008-2010 Biennium



Kentucky’s General Fund

Kentucky is now confronting the challenge of budget constraints. The global recession has started to take a definite toll on tax receipts, the state’s major source of revenue. General Fund receipts for FY09 (July 1, 2008 – June 30, 2009) totaled \$8.426 billion compared to \$8.664 from FY08 (July 1, 2007 – June 30, 2008). This was \$55.7 million less than the revised official estimate. During the last quarter of the 2009 fiscal year, receipts fell 9.7% for a quarterly collection of \$2.2 billion, continuing the recent trend of decline.

Seventy-five percent of General Fund revenues generally come from individual income tax and sales tax; however, the largest shortfalls occurred in these two

areas. The individual income and sales & use taxes declined by \$167.8 million and \$20.1 million, respectively, from the previous fiscal year.⁵

The Kentucky General Assembly passed laws in 1990 that positively affect sales tax receipts, but the negative impact of the recession more than offsets the revenue enhancements. Cigarette taxes increased significantly due to the provisions of HB144, which doubled the tax rate on cigarettes from 30 cents to 60 cents per pack. In addition, HB144 included an inventory tax that buoyed receipts by \$16.3 million during the last quarter. Coal severance tax increased due to higher coal prices.

General Fund Projections

Kentucky General Fund revenues are anticipated to be around \$6.1 billion for the first three quarters of FY2010, a projected decline of 1.8%. Continued job losses and declines in wages and salaries are expected to depress receipts in areas that usually produce the most revenue.

Since the sales tax is vulnerable to reductions in wages and employment, the sales and use tax receipts are expected to fall, despite a sizeable amount of new sales tax attributable to collections from package alcohol sales. It is also predicted that individual income tax receipts will fall. Over 90% of total collections in the individual tax category

⁵ The sales tax is imposed upon all retailers for the privilege of making retail sales in Kentucky. The retailer must pass the tax along to the consumer as a separate charge. The use tax is imposed on the storage, use, or other consumption of tangible personal property in Kentucky.

come from state taxes withheld from payrolls. High unemployment rates, low inflation, and weak demand will combine to keep withholding collections low. Also, strong growth in coal severance tax revenue is expected to end in FY2010 as coal prices subside from historic highs. Property tax receipts are expected to grow very slowly.

Kentucky's Road Fund

The future economic growth and prosperity of Kentucky—both in rural and urban areas—depends on our road system. To ensure personal safety of the populace, attract new business to the state, and draw tourists, Kentucky's roads and bridges must be well-maintained and in some cases, improved. Kentucky's Road Fund receives receipts from motor vehicle usage, vehicle and boat registration, motor vehicle operator's licenses, motor fuels tax, tolls, and interest that are dedicated solely for road maintenance, construction, operations, engineering, planning, and research. Road fund revenues in FY2009 totaled \$1.192 billion, a decrease from \$1.263 billion in FY08.

The Road Fund is expected to decline about 2.2% during the first three quarters of FY2010 due to weakness in motor vehicles usage and weight distance tax revenues. Motor fuel tax receipts are projected to slowly grow due to increased consumption.

In July 2009, Governor Beshear announced that 20% of a fund ordinarily spend on rural secondary roads (about \$21 million) is being set aside for use on local routes that counties have identified as priorities.

In September, Governor Beshear announced that joint applications have been submitted by the Kentucky Transportation Cabinet and the Indiana Department of Transportation for a combined \$120 million from the federal stimulus programs known as TIGER (Transportation Investment Generating Economic Recovery). This money would be utilized to fund two major bridge projects on the Ohio River. \$95 million will be used to replace the critically important Milton-Madison Bridge, a historic resource that connects Milton, Kentucky and Madison, Indiana. \$25 million will repair and renovate the Big Four Bridge, an inactive historic railroad bridge that is to become a bicycle and pedestrian connection between Louisville and Jeffersonville, Indiana.

Many other Kentucky transportation projects will be funded with ARRA funds, such as \$28.7 million in improvements to Interstate 65, the construction of the Owensboro Bypass extension, and the completion of a 2.4-mile section of US 27 in Campbell County.

Kentucky At Work

Kentucky At Work is Kentucky's implementation of the American Recovery and Reinvestment Act (ARRA). An estimated \$3 billion in stimulus funding is to be allocated to the state and invested in vital areas, such as education, health care, economic development, public safety, affordable housing, water and sewer line improvements, and transportation projects, as well as new energy programs and health initiatives. About 80% of ARRA funding will be used to

“preserve the state’s commitments”, and 20% will be utilized to “grow the economy.”

How will Kentucky's ARRA funds be spent?

Medicaid	\$990 million	33%
Education	\$924 million	31%
Roads & Bridges	\$421 million	14%
Health & Welfare	\$272 million	9%
KY General Fund	\$120 million	4%
Water & Sewer Lines	\$71 million	2%
Job Training & Public Safety	\$66 million	2%
Energy Projects	\$63 million	2%
Transit	\$50 million	2%
Community Development	\$12 million	1%

Downtown Revitalization

Protecting and preserving buildings within Kentucky’s historic downtowns and neighborhoods is not about nostalgia for the days of yesteryear. It’s about reinvesting in our communities. By preserving, rehabilitating, and reusing historic buildings, quality of life is enhanced. This provides viable and practical alternatives to sprawl, creates affordable housing, generates jobs, supports independent businesses, encourages civic participation, and strengthens a community’s sense of place.

Two statewide programs, Kentucky Main Street and Renaissance on Main, offer technical assistance for downtown revitalization efforts. The Main Street Program, which was created by the National Trust for Historic Preservation and initiated in Kentucky in 1979, is a historic preservation-based program rooted in four main points—

organization, promotion, design, and economic restructuring. The cumulative success of the Main Street Program has earned a reputation as one of the most powerful economic development tools in the nation. Since the program’s inception, a total investment of more than \$2 billion has been reinvested in Kentucky’s downtowns. In 2006, the average total reinvestment in participating Kentucky Main Street communities was \$292 million in private investment, \$70 million in public improvements (streetscape, etc.), and almost \$95 million in new construction. The average reinvestment ratio of dollars generated in each community for every dollar used to operate the local Main Street program is \$25 to \$1.

Preservation Grants in Kentucky

Funding for essential preservation grant programs has been severely curtailed with the state and federal budget crises. **The state historic preservation grant program, a grant that was utilized by individuals and organizations across the state, was funded through federal Historic Preservation Fund (HPF) money and administered by the Kentucky Heritage Council. It has not been active in over eight years.** 168 out of 381 public survey responses indicated that historic preservation grants are desperately needed in communities across the Commonwealth. This emphasizes the importance of reinstating a basic historic preservation statewide grant program and building upon other state grant programs, such as the Renaissance on Main Program Grant or the Local Government Economic Development Fund (LGEDF) Grant.

Kentucky Preservation Fund Grant

The Kentucky Preservation Fund Grant was established in 2004 by a generous private donation. It is a cooperative venture between the Kentucky Heritage Council, the Southern Regional Office of the National Trust for Historic Preservation, and Preservation Kentucky, Inc. Matching grants, which usually range from \$500 to \$5,000, are available annually to public agencies or nonprofit organizations engaged in historic preservation projects. The grants are usually awarded for preservation planning projects (e.g. local cultural resource management plans, survey of resources, feasibility studies for endangered resources, National Register nominations, etc.), development of historic preservation education programs, and sponsorship of workshops and conferences.

Kentucky Renaissance on Main Grant

Unfortunately, the Kentucky Renaissance on Main grant, officially administered by the Kentucky Department of Local Government (DLG), was cut from the state biennial budget (2008-2010). This was the only grant specifically set aside for Main Street communities. To augment this loss, the Kentucky Heritage Council has requested the creation of a 3.5 million Main Street Grant Program for the 2010 legislative session.

New Judicial Centers in Kentucky

Since 1998, the Kentucky Court of Justice has authorized 70 new judicial centers within the Commonwealth that are now under various stages of development throughout the state.

Unfortunately, historic courthouses and other historic buildings within downtowns are being demolished to make room for the judicial centers without due consideration of the long-term effects on the communities. No federal money is utilized for these projects; therefore, no review is required through the state historic preservation office.

In some cases, adaptation of interior space or construction of compatible additions onto historic courthouses is not possible, and a new court facility is necessary. However, there are other feasible and more-economical options to demolition of existing buildings. For example, previously disturbed land with non-historic, abandoned shopping malls or strip malls could be reutilized for the new judicial centers, while historic courthouses and other downtown buildings remain standing to be reused for various municipal purposes.

Community Planning in Kentucky

The basis for comprehensive planning is derived from a government's responsibility to protect the health and welfare of its citizens. Because the federal government has no constitutionally-provided right to engage in comprehensive planning, state governments have taken the lead in this area. The power for local governments to plan generally comes from state planning enabling legislation; however, local governments in most states are not *required* by law to engage in comprehensive planning. State statutes usually provide the legal framework necessary for those communities choosing to participate, while allowing others to disengage themselves from

the planning process. Chapter 100 of the Kentucky Revised Statutes (KRS Chapter 100)⁶ authorizes the creation of independent city or county, joint city/county, and regional community planning units and dictates the requirements for each planning unit.

Each Kentucky planning unit is required to establish a planning commission and prepare a comprehensive plan. When all required elements of a comprehensive plan have been adopted in accordance with the state code, then a legislative body and fiscal court within a planning unit may enact permanent land use regulations, including zoning and other kinds of growth management regulations to promote public health, safety, morals, and general welfare of a community, to facilitate orderly and harmonious development and the visual or *historical character* of an area, and to regulate the density of population and intensity of land use. In addition, land use and zoning regulations may be employed to prevent the overcrowding of land, blight, danger, and congestion in the circulation of people and commodities, and the loss of life, health, or property from fire, flood, or other dangers. Land use and zoning regulations may also be employed to protect public grounds, historic districts, central business districts, prime agricultural land, natural resources, public facilities, schools, among other community amenities.

Out of Kentucky's 120 counties, there are currently 45 counties with independent city planning units; 26 joint city/county planning units; 22 joint city/county planning units with no zoning regulations countywide; and 27 counties with no planning units at all.

The lack of comprehensive planning efforts in several areas of the state is a long-standing problem in Kentucky. If the leaders of a community choose not to establish a central planning office with professional planning staff, current issues are not officially identified, projected conditions are not determined, priorities and goals are not established, and a community comprehensive plan is not created. There is no official public policy for determining the best use of land and the most resourceful and efficient options for community utilities, housing, and recreation.

⁶ See the following links for KRS Chapter 100:
<http://www.lrc.state.ky.us/KRS/100-00/CHAPTER.HTM>
http://www.grantcounty.ky.gov/NR/rdonlyres/2D4FAE7C-3A71-460B-87AE-72D676E0ED61/0/krs_100.pdf

Government Trends - Implications for Historic Preservation

- ARRA has the power to alleviate some of the issues that contributed to the current state of the economy and environment. Funds are now being distributed. This creates unprecedented opportunities to revitalize and/or rehabilitate historic resources. However, stimulus funding is having an unexpected side effect as state agencies and localities are attempting to “fast-track” projects to utilize the money quickly.

Historic preservation and environmental compliance reviews are required by federal law, but in some cases, these reviews are being weakened or wrongly repealed in an effort to accelerate project timelines. This mandatory compliance review process could also be severely hindered with limited or strained staffing in state historic preservation or environmental offices. At this critical time, it is imperative that the effectiveness of the state historic preservation office, certified local governments, and other preservation professionals working for municipal or county governments are not curtailed. As federal stimulus dollars continue to arrive in states and local communities, preservation programs will be invaluable in helping to review projects and implementing funds. Some projects completed with ARRA funds will need more time for concentrated review, especially certain transportation projects.

- It is imperative that state and local decision makers become well-versed in statutory procedures that are required with the use of federal funds, especially Section 106 of the National Historic Preservation Act, Section 4(f) of the National Transportation Act, and Section 102 of the National Environmental Policy Act (NEPA).
- Kentucky’s Road Fund provides funding for many transportation projects that involve historic bridge repair or the removal of historic bridges that can no longer support current vehicle use. An anachronism within current state law prohibits local bridge owners from combining incentive grants with transportation enhancement (TE) funds, thus assuring that many historic bridges—icons of our transportation and engineering past—will unnecessarily disappear from our landscape.
- With decision-making moving increasingly to the state and local arenas, preservationists need the tools, such as the overall statistics that show the positive influence preservation has on local economies and the links between existing buildings, sustainability, and energy performance, to be able to influence elected officials through coordinated and sustained advocacy efforts in the state.
- Given that many grant programs have been reduced over the last several years and the need for these programs always exceeds available funds, it is now necessary to look for new ways to fund preservation efforts. As preservationists, we

should learn to become more sophisticated and aggressive in our approach—to systematically plan for and address preservation needs, to publicize success stories and hard-fought losses, to promote advocacy within the larger framework of planning, and to take a critical look at preservation issues and opportunities within each community.

- Due to the condition of the state's economy, Kentucky Main Street and Renaissance on Main programs, local planning and economic development offices, and preservation non-profit groups are experiencing deep funding cuts and uncertain futures.
- While several community decision makers encourage Main Street programs as engines for economic renewal, many communities are slashing budgets that support these programs. Main Street communities are having difficulty providing services to their members and communities. Since 1980, the Main Street Program has created more than 67,000 new businesses and 300,000 new jobs nationwide in more than 1,800 urban and rural communities.⁷
- Local governments should direct efforts on eliminating incentives that foster sprawl and disincentives for rehabilitation of historic properties. There should be a focus on creating programs, such as local grants or tax moratoriums that encourage recycling smaller Main Street and rural buildings. Vacant and

underutilized historic buildings that no longer serve their original purpose, such as warehouses, factories, and department stores, can be successfully adapted for new uses. Many of these historic buildings are located near existing transportation hubs, schools, and neighborhood-serving retail where it makes sense to prioritize development and utilize the infrastructure already in place.

- There is a lack of comprehensive planning efforts in several areas of the state. Without a local planning office and adopted land-use policy, there is no concentrated effort to plan for cultural resources and determine appropriate land-use for surrounding properties.
- Election Day is not just for choosing mayors, governors, senators, and the President. Preservationists should consider how many local and state ballot measures have implications for historic preservation. From propositions that ensure construction of a new municipal building (which may mean a historic building or buildings will be demolished or left abandoned) to initiatives that impose a local sales tax, one vote may directly or indirectly affect the mission to protect historic places.

⁷ Information provided by the National Trust for Historic Preservation.

Environmental Trends

Environmentalism or the “green movement,” as it’s referred to today, has evolved considerably. Many correlate the beginning of this movement with the publication of Rachel Carson’s book, *Silent Spring*, and the legislative fervor of the 1970s. However, environmentalism is actually rooted in the intellectual thought of the 1830s and 1840s. It can be attributed to an idea that was originally developed by the Transcendentalists. It was Henry David Thoreau who first demanded respect for nature and the federal preservation of virgin forests in his book *Maine Woods*. By the late 1800s, the federal government had taken some action to preserve land, but it was Teddy Roosevelt and John Muir, the founder of the Sierra Club, who publicized and popularized the term conservation. So, environmentalism isn’t a fad or a current frenzy. Environmentalism or the “green movement” was entrenched in the American psyche many decades ago.

Catastrophic weather, visible climate change, oil shortages, astronomical gasoline prices, and scientific studies have justified environmental concerns during the 21st century. Al Gore’s film, *An Inconvenient Truth*, brought the issue of drastic climate change to a broader audience. Suddenly, environmental problems were oblivious and everywhere—chemically treated and genetically altered food; contaminated water; depleted resources; and wasteful habits leading to overflowing landfills. These are only a few key issues that have spurred millions of Americans to “go green.”

Environmentalists advocate the sustainable management of natural resources and the stewardship of those resources through changes in public policy and individual behavior. Since many land use decisions involve conservation and preservation of space and resources, advocacy measures taken by environmentalists and historic preservationists frequently interconnect.

Environmental Truths:

1. The average home size in the United States increased 105% between 1950 and 1999.
2. According to the U.S. Green Building Council, buildings consume 70% of the electricity in the United States.
3. 40% of raw materials are used for building construction. In terms of waste, construction of an average 2,000 square foot home generates 3,000 pounds of wood, 2,000 pounds of drywall, and 600 pounds of cardboard. Additionally, the construction of an average single-family home generates four pounds of waste per square foot, and only about 20-30% of that waste is recycled or reused. It takes additional energy to extract, manufacture, and transport those raw materials for new construction.
4. The United States is responsible for 22% of the world’s greenhouse gas emissions, although we only have 5% of the world’s population. Approximately 32% of carbon emissions come from the transportation sector,

but according to the Pew Center on Climate Change, 43% of carbon emissions are attributable to buildings and their operations. When we take into consideration the carbon emissions associated with manufacturing building materials and products, the impact to the environment is even more significant.

“Sustainable Building”

According to the Environmental Protection Agency, sustainable or green building is an outcome of a design philosophy that focuses on increasing the efficiency of resource use (energy, water, and materials) while reducing impacts on human health and the environment during the building’s lifecycle through better siting, design, construction, operation, maintenance, and removal [of building materials]. Green building is interpreted in many ways, but the collective view is that buildings should reduce the overall impact on health and the environment by: efficiently using energy, water, and other resources; protecting occupant health and improving employee productivity; and reducing waste, pollution, and environmental degradation.

Preserving Historic Buildings – “That’s As Green As It Gets”

Consider this:

- According to the Building and Social Housing Foundation and Empty Homes Agency in England, it takes about 50 to 65 years for a new, energy efficient building to save the amount of

embodied energy lost in demolishing an existing building.

- A 2004 Brookings Institution report projects that Americans will demolish and replace 82 billion square feet of the current U.S. building stock by 2030. It takes as much energy to demolish and reconstruct 82 billion square feet of space as it takes to power the entire state of California for one year. If one was to rehabilitate just 10% of that same 82 billion square feet of space, enough energy would be saved to power the state of New York for well over a year.
- Demolishing 82 billion square feet of space will create enough debris to fill 2,500 NFL stadiums.

New green buildings have their advantages. They are designed to be more energy efficient, encourage the use of recycled materials, and integrate other green technologies. But far less attention is given to the fundamental role that existing buildings have in helping to conserve energy and natural resources. For example, the most obvious inherent energy-saving feature in a historic house is the use of operable windows to provide natural ventilation and light. By using operable windows, shutters, awnings and vents as originally intended, one can control the interior environment and maximize air circulation.

Preserving historic buildings is inherently sustainable development because it focuses on the efficient utilization or reutilization of materials and energy and the elimination of

adverse impacts to the environment. Reusing existing buildings is as green as it gets.

Every existing building contains what is referred to as embodied energy, which is defined as the available energy used to create a product and utilized during that product's lifecycle.⁸ Embodied energy includes: raw material extraction (e.g. cutting down trees to make lumber, quarrying stone, etc.), transport of materials, manufacture, assembly, installation, repair, alteration of features, and deconstruction. Every step in the building construction process requires energy from fossil fuels, human effort/craftsmanship, and/or the use of machines. Conserving and reusing buildings preserves embodied energy and reduces the need for new materials or demolition. When existing buildings are demolished, energy is wasted and building materials are discarded in our landfills.

LEED (Leadership in Energy and Environmental Design)

Since buildings are the largest contributor to greenhouse gas emissions, making buildings more energy efficient has become an immediate concern. The benefits of "green buildings" are well documented—35% carbon savings, 30% energy savings, 30-50% water savings, and 50-90% waste cost savings. The U.S. Green Building Council developed the Leadership in Energy and Environmental Design (LEED) Green

Building Rating System to provide universally-accepted methods and performance criteria that encourage and accelerate public acceptance of sustainable building and construction practices.

Added tax incentives and other financial inducements have increased the number of LEED certified projects. As of May 1, 2008, over 10,000 projects throughout the country were registered for LEED certification. There are several rating systems, including New Construction & Major Renovations, Existing Buildings (which is for maintenance and operations, not rehabs of historic buildings), Commercial Interiors, Neighborhood Development, Schools, Retail, and Healthcare. The most frequently used LEED system is New Construction & Major Renovations.

There are four levels of LEED recognition: certified, silver, gold, and platinum. Each level is achieved through using a point system with score cards. Scores are totaled for different efficiency and design features in six categories: sustainable sites, water efficiency, energy & atmosphere, materials & resources, indoor environmental quality, and innovation & design process.

Recent studies show that projects involving historic buildings have achieved the highest LEED ratings. However, the rating system could be improved because current versions of LEED:

- Overlook project impact on cultural value (e.g. awarding points for architectural, cultural, and social significance or

⁸ To calculate embodied energy for an existing building, see <http://www.thegreenestbuilding.org> for the May T. Watts Appreciation Society sponsored Embodied Energy Calculator.

optimizing the site of a building to utilize existing infrastructure, etc.)

- Do not effectively consider the performance, longer service life, or embodied energy of historic materials and original construction
- Are overly focused on current or future technologies, neglecting the advantages of many traditional building practices.

Revisions to LEED are expected in 2010.

The “Slow Food” Movement

The slow food movement is slowly growing momentum nationwide. This movement emphasizes the importance of purchasing locally-grown, seasonal, and organic foods. It provides a financial boost to small farms in a time of industrialized agriculture and helps the environment. Food transportation is among the biggest and fastest-growing sources of greenhouse gas emissions worldwide. A "transcontinental" head of lettuce, grown in California and shipped across the country requires about 36 times as much fossil fuel energy in transport as it provides in food energy when it arrives. The average food item in America now travels at least 1,491 miles from farm to plate.⁹

Kentuckians are embracing the slow food movement, which has given rise to an increasing number of farmers' markets throughout the state. In fact, the number of farmers' markets increased from 85 in 2003 to 120 in 2008. More than 2,000 vendors participated in farmers' markets in 2007, reporting sales that exceeded \$6 million. Over 75% of Kentuckians stated that

they frequently or occasionally make purchases at farmers' markets.¹⁰

Kentucky Proud, administered by the Kentucky Department of Agriculture, is the state's official farm marketing program. It offers free advertising and promotion to Kentucky farmers, providing that an agricultural product is grown, raised, or processed in Kentucky. More than 1,500 producers, processors, retailers, restaurants, farmers' markets and Kentucky state parks are members of Kentucky Proud. It is designed to instill in Kentucky consumers' minds the value of "buy local" when shopping for food and fiber products. Non-food items also qualify for Kentucky Proud. The bourbon-barrel-cured cigars produced by the Kentucky Gentlemen Cigar Company of Lawrenceburg were the first non-food items to bear the Kentucky Proud label.

Protection of Natural Resources

Groups, like The Nature Conservancy, use a variety of techniques, including acquisition of land and purchase of conservation easements, in their efforts to identify, protect, and maintain significant natural resources, ecosystems, and endangered species. The Nature Conservancy works with other private and public partners to protect 10 large conservation areas and 23 nature preserves in Kentucky. Because the bottom line for both natural and cultural resources is the same—preservation of the land—conservation easements have also been utilized in Kentucky to protect cultural resources, including archaeological sites.

⁹ Source: Worldwatch Institute

¹⁰ Source: Kentucky Long-Term Policy Research Center.



Mantle Rock, the centerpiece of a 367-acre nature preserve in Livingston County, is a 30-foot high natural sandstone bridge spanning 188 feet. Numerous bluffs, shelters, & honeycomb formations embellish this area, which is also known for its rare populations of June grass and Buckley's goldenrod. In addition to the preserve's biological diversity, Mantle Rock also has archaeological significance as a part of the Trail of Tears. The Mantle Rock Archaeological District was listed in the National Register of Historic Places in 2004.

The Nature Conservancy works with several groups, including the National Park Service, the Trail of Tears Association, University of Kentucky, Kentucky Department of Fish and Wildlife, Livingston County Government, and the Boy Scouts of America, as well as local private landowners to protect the resources within the Mantle Rock Nature Preserve.

The Kentucky Archaeological Registry

Most archaeological sites in Kentucky are located on private property. To recognize private landowners who respect the importance of these sites and wish to protect them, the Kentucky Heritage Council created the Kentucky Archaeology Registry. Since the program's inception in 1987, 20 sites have been listed on the Registry, including significant prehistoric burial mounds and village sites. The goal is to encourage the landowner to make a conscious, voluntary commitment to

protect his or her site, which leads to voluntary stewardship of the site. Several participating property owners have chosen to legally ensure long-term preservation of these sites by establishing easements or outright selling sites to the Archaeological Conservancy.

Preserving the Agricultural Landscape

Because the future of the family farm, a symbol of Kentucky's history and identity, is uncertain, the Kentucky General Assembly established the Kentucky Purchase of Agricultural Conservation Easement (PACE) Program. This program was created to authorize the state to purchase agricultural conservation easements in order to ensure that lands currently in agricultural use will continue to remain available for agricultural purposes. The PACE Program enables landowners to realize a portion of the equity of their land without having to sell it. Proceeds from the sale of an easement can be used for any purpose, although studies indicate that significant amounts of proceeds are routinely reinvested back into farm operations. Since its inception, the PACE Corporation has purchased agricultural easements on 89 Kentucky farms, totaling 21,450.87 acres for \$18,187,811 (as of October 2008).

In 2008, Congress approved a two-year expanded federal tax incentive for conservation easement donations. Farmers can offset up to 100% of their adjusted federal gross income for easement donation, potentially zeroing out their tax liability for the next 15 years.

Environmental Trends - Implications for Historic Preservation

- Most Americans are inclined to think that our buildings are disposable rather than renewable resources. But in fact, preserving historic buildings is, by its nature, sustainable development. Historic preservation fosters environmental responsibility and promotes a culture of reuse.
- Historic preservation is inherently energy saving because it reduces demand for new resources, reduces waste from demolition and new construction, and preserves embodied energy.
- Further development of the LEED Building Rating Systems is needed to better recognize the energy efficiency of historic rehabilitation projects.
- Original construction and design features, such as original windows, work well to make historic buildings comfortable and energy efficient in any season. Hasty changes or upgrades with new technology or efficiency products, such as “energy-efficient replacement windows,” that have not been time-tested can sometimes do serious damage to historic buildings over time. Some new energy-efficient products on the market cause long-term damage and deterioration to historic buildings, and will actually require more energy for future treatment.
- Efforts should be made to continue encouraging the slow food movement and the purchase of produce and other goods at farmers’ markets in Kentucky. Usually, these markets are located in historic downtowns. They promote revitalization of local communities.
- A number of easement programs, some administered by state agencies, that were created to preserve natural resources can also be utilized to protect cultural resources.
- About 54% of Kentucky’s total land acreage is farmland, but that percentage is shrinking. Partnerships with land conservation groups should be fostered. PACE and other easement programs, as well as purchase of development rights programs, are strong catalysts that address not only the retention and continuing use of farm land but also the preservation and protection of cultural landscapes that include historic buildings, structures, objects, and archaeological sites.

Travel & Tourism Industry Trends

Tourism is an important component to any statewide economic development strategy. In Kentucky, it generates approximately \$10.7 billion dollars annually and is the second largest employer. It includes a broad range of visitor activities and attractions involving: state and national parks, extreme sports and other outdoor pastimes, the arts, music, horse racing, distinctive Kentucky foods and beverages, festivals, farms, and heritage sites.

The recession and continuing unemployment have affected consumers' habits and leisure pursuits, and tourism analysts suggest that these factors will severely affect the Kentucky tourism industry. During the first six months of 2009, hotel occupancy rates nationwide dropped 10.9%. Smith Travel Research stated that "the first half of 2009 was, without question, the most challenging the U.S. lodging industry has experienced."¹¹ Many industry analysts project that tourism recovery will not begin until the second half of 2010. Some predict that it may take three to five more years for average daily occupancy rates to reach the level produced in January 2008.

Although predictions seem dire, 63% of adults in the United States expressed their intention to make at least one leisure trip before the end of 2009, and adults now rate travel second to dining out as the one leisure activity they are trying to afford. In summation, people

are still traveling. They're taking shorter trips closer to home, but travel hasn't stopped.

Other factors to consider:

- The average traveler now has less discretionary funds when taking a trip.
- He/she is searching for destinations that are seen as a "value."
- Authenticity is now highly desired.
- The average traveler is looking for vacation package deals, especially those that include both lodging and attraction tickets. One new strategy in the travel and tourism industry is to create personalized or customized travel packages for travelers.

Although occupancy, a chief indicator to consider when analyzing tourism trends, is slightly down throughout the Commonwealth, Kentucky is not experiencing the double digit drops that are now occurring in other states. From January 1, 2009 through June 30, 2009, occupancy was only down by 2.1% statewide. Some areas, specifically in the Western Lakes & Rivers Region, experienced increases in both occupancy and revenue. Although some of this growth can be attributed to the demand for lodging during the severe ice storm, strong occupancy percentages continued through June. In 2008, the Kentucky tourism and travel industry expenditures totaled \$11,041,699,483. Direct expenditures, which represent visitor spending on goods and services during trips (e.g. lodging, transportation, meals, entertainment, & retail shopping), totaled \$7,023,981,857. Indirect

¹¹ Source: Kentucky Trend Tracker, Issue 2, September 2009.

expenditures, which result from goods and services purchased as a result of visitor spending (e.g. groceries, utilities, etc.), totaled \$4,017,717,626. The top ten counties that generated the most direct travel expenditures were: Jefferson, Fayette, Boone, Kenton, Warren, McCracken, Daviess, Hardin, Boyd, and Laurel.

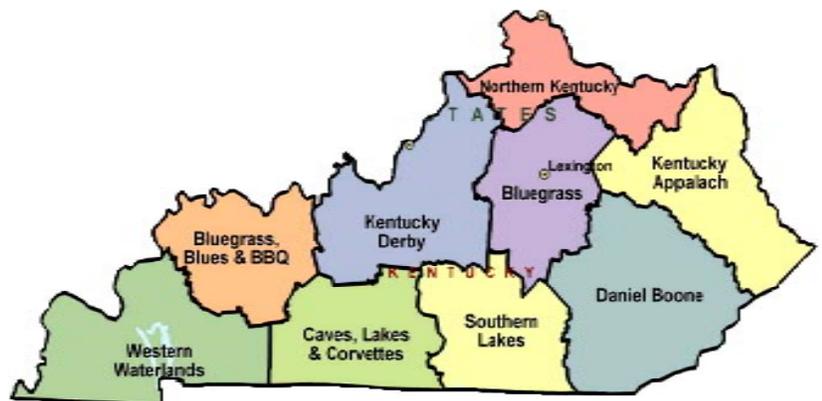
In 2009, the Kentucky Department of Tourism produced a report describing the profile of Kentucky’s overnight domestic leisure visitors. Visitor composition was: 54% families, 33% couples, 7% single adults, and 6% multiple adults (tour buses, etc.). The time of year when travelers visited Kentucky the most was summer (35.6%), followed by the holidays (18.5%), winter (16.8%), fall (14.9%), and finally, spring (14.2%). Travelers visit Kentucky to: see a friend or relative (46.2%), experience a weekend get-away (16%), travel for special events (14.2%), take vacations (13%), and other personal reasons (10.6%). 71% of parents surveyed indicated that they looked for opportunities to experience more “quality time” with their children and to connect as a family.

More than half of Kentucky’s leisure visitors travel from within 300 miles of the state. Kentucky’s top markets include: Cincinnati, Chicago, Nashville, Detroit, Indianapolis, Cleveland, Charleston and Huntington, West Virginia, and Evansville, Indiana. Most domestic leisure visitors stayed either one night (40%) or 2-3 nights (40%). 17% stayed 4-7 nights, and 3% stayed more than 8 nights. Nearly half (45%) of overnight leisure travelers stayed with a friend or relative in a private home.

Fewer than 4 in 10 stayed in an area hotel or motel.

Out of the nine travel regions in Kentucky—Western Waterlands; Bluegrass, Blues & BBQ; Caves, Lakes, & Corvettes; Kentucky Derby, Southern Lakes, Daniel Boone, Bluegrass, Northern Kentucky, and the Kentucky Appalachians—the Kentucky Derby region generated the most direct travel expenditures (2.1 billion) during 2008. The Northern Kentucky and Bluegrass regions produced the second highest expenditures, both at 1.57 billion. Although visitors attend festivals in every region, a 2007 survey indicated that the highest number of festivals attended is in the Northern Kentucky and Caves Regions. The state parks in the Kentucky Appalachian, Caves, and Daniel Boone Regions are visited the most.

KENTUCKY TRAVEL REGIONS



Map produced by the Kentucky Department of Travel

Heritage Tourism

Heritage tourists are interested in planning vacations around exploring historic sites. Studies indicate that they usually spend more than other types of tourists, stay longer, and are more willing to visit places off the beaten path.

The success of Kentucky's tourism industry is partially due to the wealth of unique historic resources available to visitors. Heritage sites (e.g. historic neighborhoods and downtowns, house and living history museums, bourbon distilleries, historic farms, battlefields, historic trails, archaeological sites, historic race tracks, etc.) are vital tourism attractions that help to stimulate local economies in nearly every county in the state. 75% of American adult travelers attended a cultural activity, festival, or event while on a trip during the past year.¹²

There a total of 430 museums and historical organizations across the state. 81% of these facilities are owned by a non-profit; 17.5% are government operated; and 1.5% are private companies. These places are custodians to over 3.7 million artifacts and museum objects. Over two-thirds of Kentucky's museums operate on a budget of \$100,000 or less annually, while still managing to provide quality educational services for the state's visitors and school groups. Kentucky has only begun to embrace the economic potential of these resources.

The Kentucky Heritage Council, Kentucky Historical Society, Kentucky Arts Council, Kentucky Humanities Council, Kentucky Department of Travel, Kentucky Folklife Program, and the Kentucky Transportation Cabinet all work with local governments and non-profit organizations to promote several arts programs and heritage tourism trails, including: the Kentucky Cultural and Heritage Driving Trails Signage Program, many local Kentucky quilt

trails, the Kentucky Artisan Heritage Trail, the Bourbon Trail, the Lincoln Heritage Trail, and Kentucky Crafted: the Market. Now in its 27th year, Kentucky Crafted was created to support professional visual and craft artists and promote a diverse selection of high-quality traditional and contemporary Kentucky art. It has done much to build and market the arts as an industry in the state.

Kentucky was also the first state to join the Civil War Heritage Trail, a program developed by the Civil War Preservation Trust. This national trail initiative links more than 500 individual sites in 28 states. There are currently 51 Kentucky sites listed on the Civil War Heritage Trail.

Agritourism

Rural tourism has been growing rapidly over the last two decades. Many factors have contributed to this trend. Generally, people are taking shorter trips, traveling mostly by car, looking for new, diversified or "authentic" experiences, and traveling as families.

Agritourism is "the act of visiting a working farm or any agricultural, horticultural, or agribusiness operations for the purpose of enjoyment, education, or active involvement in the activities of the farm or operation." It offers an opportunity to build relationships between the agricultural community and the local tourism industry. Not only does agritourism provide a means for farmers to earn supplemental income, it also offers opportunity for economic development in rural areas.

¹² Information provided by the Kentucky Department of Travel.

More than 300 Kentucky farms participate in the state's agritourism program. According to the most recent Census of Agriculture, agritourism generated \$3.2 million in income for Kentucky farms in 2007.

Horse Racing

Horse racing is known in Kentucky as a world-class industry renowned for its breeding facilities and legendary race tracks. 20% of the horses in Kentucky are involved in racing, but the other 80% are involved in show competitions, trail riding, and other pursuits, such as equine therapy, farm work, and breeding of non-thoroughbreds.

In 2010, Churchill Downs in Louisville will once again host the Breeders' Cup World Championships for the seventh time. Also, the Alltech FEI World Equestrian Games, the "Olympics for the Horse" will be held in the Lexington area in 2010. This is the first time since the event's inception in the 1970s that it will be held outside of Europe. Half a million spectators are anticipated to provide an economic impact of more than \$150 million to the state.

Adventure Tourism

According to Adventure Travel Trade Association, adventure tourism can be any tourist activity that includes two of the three following components: physical activity, engagement with nature, and a cultural exchange or interaction. Because it usually involves some degree of risk and/or physical danger, it should not be confused with nature tourism or ecotourism. Adventure tourism can include such activities as mountain biking, white

water rafting, rock climbing, bungee jumping, zip-lining, and driving ATVs or "ATVing."

The proposed Cross Kentucky Trail project is central to the success of adventure tourism in the Commonwealth. This state initiative would result in a trail system that would cover all regions of Kentucky—rural and urban—from the Eastern Coal Fields to the Western Coal Fields. If all goes as planned, portions of this multi-use trail system will be utilized by those attending the 2010 Equestrian Games. One purpose of the trail is to positively affect the financial well-being of local economies. This is what tourism is meant to do. However, certain extreme sports, such as "ATVing," can inadvertently disturb or even destroy archaeological sites. This activity has already irreparably damaged some of Kentucky's significant heritage sites. The Kentucky Heritage Council can provide information regarding how impact to cultural resources can be avoided or advise how heritage education can be incorporated into the Cross Kentucky Trail project.

Experiential Tourism

Consumer demands and expectations for interactive experiences have never been higher. Paper brochures, dry websites, and one-dimensional informational tours, can leave travelers feeling disconnected from the experience. Today, these antiquated methods simply do not meet most consumers' needs. Tourism venues are now exploring ways of taking an existing product or site and making it more-interactive.

Tourism Trends - Implications for Historic Preservation

- Historic preservation encourages tourism. “Among cities with no particular appeal,” writes travel authority Arthur Frommer, “those that have substantially preserved their past continue to enjoy tourism. Those that haven’t, receive no tourism at all.” Tourists want to travel to places with a unique sense of place and community character. Historic places offer this.
- Heritage tourism destinations, historic lodging facilities, and local economic development offices should continue to provide and market “authentic” experiences that are tailor-made for families, providing activities in which parents and children can interact together.
- Since family travel increased from 26% to 36% between 2000 and 2008, and 71% of parents surveyed want more “quality family time” while on vacation, educational destinations or destinations offering *interactive* educational opportunities should be provided more often. Educational opportunities are especially suitable for heritage and agritourism sites and events.
- Since visitors are taking trips closer to home, heritage tourism destinations, Main Street programs, and local economic development offices should focus promotion strategies on local markets.
- Heritage tourism destinations, historic lodging facilities, and businesses within historic downtowns should consider partnerships with each other or neighboring non-historic attractions to create packages for prospective visitors. There should be a focus on creating ready-made travel itineraries and tours or “customer-created” travel packages. Travelers also expect more-convenient or simplified booking processes.
- Heritage tourism and agritourism sites and events have been utilized to provide communities that do not have central community planning offices a means to present community planning and economic development initiatives, like walking and driving trails, heritage festivals, and farmers’ markets.
- Some adventure tourism sports, such as ATVing, have adverse impacts to archaeological sites. The Kentucky Heritage Council supports the state’s adventure tourism initiative, the Cross Kentucky Trail Project, and development of tourist destinations that capitalize on our state’s unique natural resources. However, careful consideration should be given and protective measures made to ensure that this activity does not destroy important cultural resources.

Technological Trends

Technology creates a better business environment, generates more effective economic development strategies, improves healthcare, enhances education, and is the foundation for a more-efficient government. In other words, technology is good for Kentucky and its residents. When the race for technology expansion began, Kentucky lagged behind. It was one of the lowest ranked states in use and availability of technology, especially broadband Internet. Since 2002, the state embarked on a campaign to accelerate technology growth.

Computers have become lightning fast and now have the capacity to store more information than ever imagined. Having access to a computer not only gives one access to the Internet, a global system of communication and commerce, it also creates skills that are useful at home, work, and in the classroom. Computer ownership in Kentucky has risen slightly since 2002, but computer access seems to have stayed about the same. 85% of adults in Kentucky now have computer access. Internet access grew rapidly in Kentucky during the 1990s. It has since slowed, but it still grows gradually every year. New, wireless tools, such as various types of cell phones, personal digital assistants (PDAs), and Blackberrys, now offer Kentuckians mobile access to the Internet.

For those who do not have access to computers or Internet service, libraries provide an invaluable resource. According to the Kentucky Department of Libraries and Archives, public libraries continue to increase investment in

electronic material and information. Between 2005 and 2007, this expenditure doubled. Public libraries also train patrons how to use these resources.

Today, Kentucky is leading the way in providing Broadband Internet access, which allows Kentucky companies to be competitive on an international level.¹³ Over \$860 million in private capital has been invested in Kentucky's telecommunications since 2002, and now, approximately 1.3 million Kentucky residents have Broadband access. This has created over 19,000 high-tech jobs and \$1.06 billion in annual direct wages from jobs created or saved in Kentucky.¹⁴

Travel and the Internet

The U.S. Travel Association first surveyed Americans about their acceptance and use of the Internet and other technologies for travel planning and booking in 1993. Sixteen years later, the Internet has become the primary vehicle for learning information about travel destinations and purchasing leisure travel. Today, 85% of Americans age 18 or older who use the Internet indicate that they are travelers, meaning that they have taken at least one trip 50 miles or more away from home during the past year (not including daily commuting). This translates to a market of more than 96 million online travelers.

¹³ Broadband is a high speed Internet access, which is typically contrasted with dial-up service. It provides information faster, more than double the rate of dial-up service, without disrupting telephone use.

¹⁴ Source: *Setting the Pace: Accelerating Broadband Expansion*. 2008 progress report, ConnectKentucky.

Social Networking

While it could be argued that e-mail and websites provide the information needed to efficiently network electronically with others, the emerging “social networking” industry has encouraged even more new ways to communicate and share information. A social network service focuses on building online communities of people who share interests and/or activities or who are interested in exploring interests and activities. Most social network services are web based and provide a variety of ways for users to interact, such as e-mail and instant messaging services. Social networking websites, like Facebook, MySpace, Twitter, Flickr, and LinkedIn, are now being used by millions of people worldwide.

Geographic Information Systems (GIS)

A geographic information system (GIS) is basically any system that captures, stores, evaluates, manages, and displays geographic information. In simplest terms, GIS is merging cartography and database technology. A GIS is technically a tool that allows users to create interactive searches, analyze spatial information, edit mapping data, and present the results of these activities. Consumer users are more likely to be familiar with applications that involve obtaining driving directions, like GPS (Global Positioning System) programs and devices.

The first true operational GIS was developed in 1962 by the Canadian Department of Forestry and Rural Development. The first commercial vendors of GIS software emerged

during the early 1980s. By the late 1980s and throughout the 1990s, the increasing use of GIS on Unix workstations and personal computers spurred industry growth, and users were beginning to develop the concept of viewing GIS data over the Internet. More recently, a growing number of free, open source GIS packages that run on a range of operating systems have become available.

Today, GIS technology is used for resource management, environmental impact assessment, community planning, archaeological investigations and historic architectural survey, criminology, marketing, economic development, and other purposes. For example, GIS might be utilized by urban planners to identify community resources and residential and commercial development patterns or used by a company to discover a new, under-served business location.

Technological Trends - Implications for Historic Preservation

- The Internet is an invaluable tool for Main Street communities, local and state governments, preservation organizations, house museums and other heritage destinations. Websites provide customers and prospective visitors with quick and easy ways to discover information, find directions, and plan and book travel.
- Broadband access strengthens Main Street businesses.
- Social networking is not just the wave of the future. It's a tool that is now needed to distribute information successfully. State departments, like the Kentucky Heritage Council and the Kentucky Department of Travel, local governments, Kentucky Main Street programs and businesses, and preservation organizations, such as the National Trust for Historic Preservation, all currently utilize forms of social networking. Many future heritage education or business opportunities may be stifled by unwillingness to utilize social networking.
- Geographic information systems are now utilized for archaeological and architectural survey. In fact, the Kentucky Heritage Council uses GIS to support the Kentucky Archaeological Site Inventory

Database and Kentucky Historic Architectural Inventory Database. GIS is utilized by other state and federal agencies and local governments. Local planning departments utilize GIS to "tag" significant cultural and natural resources within their communities and determine the best land use for the areas surrounding these resources. Historic maps can be "georeferenced" over current aerial maps to identify unknown cultural resources.

CHAPTER 3: A SUMMARY OF KENTUCKY'S HISTORY, PROVIDING A CONTEXT FOR CULTURAL RESOURCES

Historic Contexts

Available information about historic properties must be divided into manageable units before it can be useful for planning purposes.

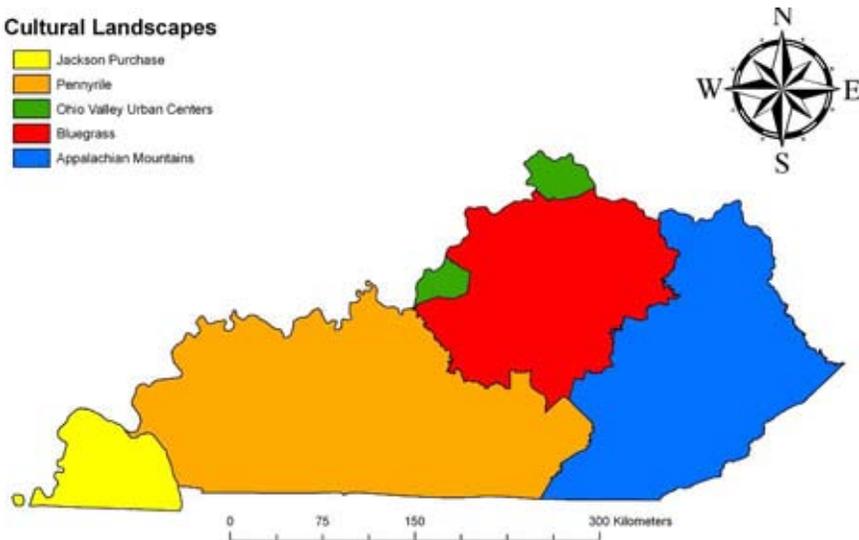
These units are called historic contexts. A historic context describes broad patterns of history or historic events that have shaped the physical development and character of the cultural landscape. A context is usually based on one or more themes, a specific geographical area, and a defined chronological period. Historic contexts also identify associated historic property types and establish criteria for property significance.

A historic context provides direction for evaluating and protecting significant resources. It is a tool used to discern which historic properties are significant and the best candidates for National Register listing, and which treatments are most appropriate for historically-significant properties.

Historic contexts in Kentucky have been based in the past on one or more of the five primary geographical/cultural landscapes—the Bluegrass, Pennyriple, Eastern Mountains, Jackson Purchase, and Northern Cities. Each cultural landscape is defined by the consistency of its topography, natural resources, and cultural activities.

Cultural Landscapes

- Jackson Purchase
- Pennyriple
- Ohio Valley Urban Centers
- Bluegrass
- Appalachian Mountains



Map produced by Phil Mink

Two cultural landscape studies, the *Pennyriple Cultural Landscape Study* and *Bluegrass Cultural Landscape Study*, were produced in the 1980s. They are housed at the Kentucky Heritage Council (KHC). Smaller scale historic contexts are found in various documents, like National Register nominations, Cultural Historic Survey Reports, and Archaeological Survey Reports. Each context offers an opportunity to build upon previous work, thus saving time and strengthening the persuasiveness of the findings. These sources are utilized to compare similar kinds of cultural resources in different areas of the state.

General state contexts for prehistory and historic archaeology are provided within the Kentucky state archaeology comprehensive plan, *The Archaeology of Kentucky: An Update*, which is

available on the Kentucky Heritage Council website at <http://heritage.ky.gov/envreview/archofky.htm>.

The following historic contexts are currently available on the Kentucky Heritage Council website:

1. *House in a Box: Prefabricated Housing in the Jackson Purchase Cultural Landscape Region 1900-1960*
2. *Roadside Architecture of Kentucky's Dixie Highways: A Tour Down Routes 31E and 31W*
3. *Kentucky Historic Schools Survey: An Examination of the History and Condition of Kentucky's Older School Buildings*
4. *The New Deal Builds: A Historic Context of the New Deal in East Kentucky 1933 to 1943*
5. *Agricultural and Domestic Outbuildings in Central and Western Kentucky, 1800-1865*
6. *The Pioneer Log House in Kentucky*
7. *From Log House to Cabin: Building in Log in Kentucky*
8. *Survey of Marion and Washington Counties, 2009*
9. *Rosenwald Schools in Kentucky 1917-1932*

KENTUCKY'S IMPORTANT PAST

Since the early presence of Native American people, through the explorations of Thomas Walker and Daniel Boone, and over 200 subsequent years of settlement, expansion, and development, Kentucky's cultural landscape has undergone change, depending on the needs, hardships, challenges, and fortunes of the people. The attempts of earlier generations to form and re-form their built environment are evident in the dwellings, farms, churches, schools, stores, burial sites, rock fences, battlefields, neighborhoods, hamlets, villages, towns, and cities, among other important cultural and historic resources. To preserve these places, we must first understand their characteristics and the social environment in which they were created.



While the following section can not be considered a complete historic context, it presents an account of key historic events that have significantly altered the cultural landscape. It focuses on crucial episodes that resulted in dramatic outcomes or had consequences on the state's natural features, population, economy, and culture.

“Stand at the Cumberland Gap and watch the procession of civilization.”
-Frederick Jackson Turner

The origin of the word Kentucky (historically spelled *Cane-tuck-ee*, *Cantucky*, *Kain-tuck-ee*, and *Kentuckee*) has never been conclusively identified, but its etymology most likely derives from an Iroquoian word for "meadow" or "prairie" (c.f. Mohawk *kenhtà:ke*, Seneca *kèhta'keh*). Other possible derivations include: a Shawnee term possibly referring to the head of a river, a Wyandot name meaning "land of tomorrow," or an Algonquian word for river bottom.¹⁵

Kentucky has an extensive and complex history. It is a land of diverse physical environments and abundant natural resources, which are closely connected with cultural activity. Human occupation, expansion, and development were (and still are) shaped by Kentucky's geographical attributes—the eastern mountains, rolling hills of the “Great Meadow” (central region), rivers and streams, swamps and forests, coal fields, caves, and the fertile bottomlands of the far west. Among the state's many geographic/cultural features is the Red River Gorge, within which exists some of the earliest and best-preserved evidence of prehistoric plant cultivation in the Eastern Woodlands.

Paleoindian Period (ca. 9,500-8,000 B.C.)

The land that became Kentucky was first occupied and settled by Paleoindian

¹⁵ John E. Kleber (ed.), ed (1992). "Place Names". *The Kentucky Encyclopedia*. Lexington, Kentucky: University Press of Kentucky.

groups who are thought to have arrived in Kentucky at the end of the last ice age, at least 12,000 years ago. The climate was somewhat colder and wetter than it is today, but a warming trend had begun. During this time period, coniferous forests, grasslands, or areas of “mosaic” vegetation were being replaced with mixed deciduous hardwood forests.¹⁶ The people lived a subsistence lifestyle. Settlement depended greatly on adaptation to changing environmental conditions.

The Paleoindian tool kit consisted of well-crafted fluted spear points. The size of these spear points reflect an extensive knowledge of how to work and shape stone. In addition to projectile points, flint knappers were made for scraping hides and wood. It seems likely that Paleoindians also made tools from wood and animal bones, but evidence for this has not survived. Little is known about the ritual or ceremonial life of these early people.

Archaic Period (8,000-1,000 B.C.)

By the beginning of the Archaic Period, the climate had become more like it is today. Climatic changes led to the extinction of large animals, such as the mastodon and giant bison. With the extinction of these animals, Archaic hunters turned their attention to smaller game such as deer, turkey, and rabbit. They also collected wild plants for food and medicine. This time period is characterized by the development of regional projectile point styles, more-specialized tools, and new food processing techniques. Archaic groups

¹⁶ Pollack, David, *The Archaeology of Kentucky: An Update*, Vol 1. p.4. 2008.

made baskets for collecting, transporting, and storing their food.

During the Archaic period, people tended to live in one place for longer intervals than they had during the Paleoindian Period. However, they continued to have a mobile lifestyle, never staying in one place for more than a few months. These camps were located in areas where they could exploit a variety of resources. Smaller seasonal camps were also located in rock shelters.

Archaic hunters tipped their spears with notched and stemmed, not fluted, stone spearpoints. They used spearthrowers (atlatls) to improve the accuracy of their throwing. Sandstone nutting stones found at their camps imply that, as time passed, they came to rely more on plants for food. By 1,000 B.C., some Archaic peoples had begun to experiment with growing their own food. They let squash and small-seeded plants, like goosefoot, grow on trash heaps near their base camps. Soon after, Archaic women were planting seeds in areas cleared especially for that purpose. Archaeological evidence indicates that the later Archaic Period was a time of increased social intricacy, which is evident in the nonlocal raw materials discovered at some burial sites.

Woodland Period (1,000 B.C.-A.D. 1000)

The Woodland Period is marked by the introduction of pottery. Early pottery was anything but portable. It was thick, heavy and fragile. However, pottery had definite advantages. It could be used for cooking and could be made

watertight. Surplus food could be protected. The use of baskets, gourds, and other containers continued.

During the Early Woodland Period, the presence of large earthen enclosures and burial mounds in eastern and central Kentucky—the construction of which reached its height by the Middle Woodland Period—indicates increased social complexity. Some burial mounds were constructed over several decades. Copper bracelets and mica crescents placed with some individuals reflect status within Woodland society. This also indicates that Woodland peoples participated in long-distance exchange networks. By the Middle Archaic Period, at least two distinct cultural adaptations (Adena and Crab Orchard), were present in Kentucky.¹⁷

During the Late Woodland Period, there was a shift to a more sedentary lifestyle. Some groups established circular donut-shaped settlements. More time was devoted to gardening, and cultivated plants became an important component of the diet. Plants, such as squash, sunflower, goosefoot, maygrass, and corn were grown. Woodland peoples also hunted a variety of animals and collected wild plants.

Late in the Woodland Period, the bow and arrow was utilized. Small arrowheads replaced spear points, although spears continued to be utilized. The use of groundstone tools continued and was especially important in the processing of corn. Stone celts were an improvement on the grooved axe.

¹⁷ Pollack, David. *The Archaeology of Kentucky: An Update*, Vol 1, p. 5.

*Mississippi and Fort Ancient Periods
(A.D. 900-1000 – 1700-1750)*

By the Late Prehistoric Period, village life revolved around the planting, growing, and harvesting of corn and beans. These plants supplied the Mississippian people of western Kentucky and Fort Ancient people of eastern Kentucky with as much as 60% of their diet. Late Prehistoric people added the hoe to their tool kit to work agricultural fields.

A hierarchical settlement system, which consisted of sites ranging from farmsteads to administrative centers with plazas, was established. New pottery vessel forms were developed during this period. They included jars, bowls, plates, bottles, and colanders. Handles were added to jars and human and animal effigies were attached to some bowls and bottles.

European-American Exploration

By the time European and American explorers began to investigate the area, Native American tribes, such as the Shawnee, Chickasaw, and Cherokee, led a complex lifestyle, complete with intricate religious ceremonies, dynamic social organizations, and diversified agricultural economies.

A number of Spanish, French, and English explorers and traders infiltrated the North American interior during the late seventeenth century. Possibly, the most well-known expedition was directed in 1669 by Rene-Robert Cavalier Sieur de la Salle, who established French sovereignty from the headwaters of the Ohio River down to

the falls at the present site of Louisville.¹⁸

By the mid-eighteenth century, trade in the Ohio Valley was controlled by France. Traders visited several native villages in the area, including Lower Shawneetown (present-day Chillicothe, Ohio) and possibly Eskippakithiki, a large Shawnee village located near present-day Winchester, Kentucky in Clark County.¹⁹ Eskippakithiki was at the center of at least 3,500 acres of agricultural fields that supported 800 to 1,000 residents. It was a market and neutral meeting place for the northern and southern native tribes.²⁰

In 1750, the Loyal Land Company sponsored an expedition, led by Thomas Walker of Virginia, to survey land suitable for English settlement. This group identified the Cumberland Gap and explored the valley beyond. By 1775, Kentucky (then known as Fincastle County, Virginia) had been explored, surveyed, and commercially hunted by others, most notably Christopher Gist, Thomas Bullitt, Simon Kenton, James Herrod, and Daniel Boone. These explorers, surveyors, and “long hunters” established direction for prospective migration. Frontiersmen usually only stayed long enough in the territory to hunt or trap, select their own land, mark it, build an improvement cabin, and plant a small corn crop before returning east.²¹

¹⁸ Eslinger, Ellen. *Running Mad for Kentucky*, p 1.

¹⁹ McBride, Kim A. & Stephen. “Historic Period” in *The Archaeology of Kentucky: An Update*, vol 2. p. 907.

²⁰ Harrison and Klotter. *A New History of Kentucky*. p. 9.

²¹ O'Malley, Nancy. “Frontier Defenses” in *The Buzzel About Kentucky*, p 66.

Settlement and Initial Development (1775-1820)

The spring of 1775 witnessed the founding of the first two permanent settlements in the territory. Herrodsburg was founded by James Herrod at the head of Dick's River in present-day Mercer County, and Boonesborough was established along the Kentucky River as the headquarters of the Transylvania Company, a land speculation company organized by Richard Henderson. Although Henderson never gained legal title of the land (Virginia dismissed his claims), his efforts resulted in an event that greatly influenced settlement pattern development—the blazing of Boone's Trace (later to be known as the Wilderness Road) across the Allegheny Mountains and through the Cumberland Gap.

The second major migration route directed emigrants down the Ohio River, starting at Pittsburgh or Redstone Old Fort on the Monongahela River. Travelers disembarked at Limestone (modern Maysville, Kentucky) and continued overland approximately 65 miles south into central Kentucky, which was referred to as the "Great Meadow" (later known as the Bluegrass Region). Generally, settlement continued out from this region in concentric circles.

The early settlers chose an unfortunate time to begin settlement. The Revolutionary War was beginning, and the Ohio Valley native tribes, particularly the Shawnee, were generally allied with the British. EuroAmerican-Indian warfare in the Bluegrass region was violent, especially during 1777, which

resulted in the abandonment of several frontier stations.

There was a great variation in station types that ranged from a single fortified cabin or blockhouse to a kind of fortified village with multiple cabins and stockade usually occupied by more than one family. By 1785, farmsteads were being established away from the stations, and some stations were growing into towns, like Georgetown, Danville, Stanford, and Lexington.

After the end of the American Revolution (marked in Kentucky by the defeat of the settlers at the Battle of Blue Licks in August 1782), an extensive number of settlers journeyed from Virginia, Pennsylvania, Maryland, and North Carolina. Most were born in the American Colonies, although many were immigrants from England, Scotland, Ireland, Germany, Wales, France, Holland, and Sweden. They brought with them their traditions—building construction techniques, farming practices, music, religion, language and place names, beliefs, and stories. African Americans who came to Kentucky were mostly enslaved and forced to journey to the new territory to work for their white owners. (Tax records indicate that approximately one quarter of early settlers owned slaves.) A small number of African Americans came to Kentucky as free persons, although their numbers were few.

Some early settlers left established communities in search of greater religious autonomy. Lewis Craig, along with his Baptist congregation, migrated from Spotsylvania County, Virginia to Gilbert's Creek in present-day Garrard County, Kentucky where they

established one of the first Kentucky Baptist churches in 1781. Presbyterians from North Carolina founded the Cane Ridge Meeting House in Bourbon County in 1791, which was the site of a large religious camp meeting in 1801. The Cane Ridge Camp Meeting drew thousands of people and had a lasting influence as one the landmark events of the Second Great Religious Awakening (1790-1850), a movement that encouraged growth of Methodism and the Baptist Church in Kentucky. Of note is the founding of a religious communal community called Pleasant Hill in present-day Mercer County. It was established in 1806 by the United Society of Believers in Christ's Second Appearing—also known as the Shakers.

Early industries in Kentucky consisted of grist mills, potteries, small salt works, and blacksmith shops. Production in the home, including weaving, tanning, sewing, and whiskey distilling, was also prevalent during the initial settlement period.²²

The earliest principal crop was corn, but tobacco, flax, hemp, and wheat were also grown. Corn was one of the most important crops grown in Kentucky. It could be consumed by both humans and livestock; it was easy to cultivate and store; and it grew in a variety of soil types. Tobacco was chosen mostly because there was an advantageous correlation between bulk and value, and it also had a low rate of spoilage.

Tobacco surplus rose to such a degree during the 1780s that quality control became necessary. Early tobacco inspection stations were established at

the Falls of the Ohio River and on the Kentucky River, but others soon followed. Inspection stations for other products, including hemp, were also opened. Inspection stations and tobacco warehouses tended to prompt the construction of other buildings, such as inns, taverns, and stores.

Although there were ten political conventions held between 1784 and 1792 to promote statehood, the Commonwealth of Kentucky did not enter the newly-formed United States as the fifteenth state until June 1, 1792. By this time, only one-third of white males owned land. During the 1780s, wealthier merchants and planters began to arrive, and the state's social hierarchy became more defined. Members of the gentry planter class established large agricultural plantations within the Bluegrass region and later in the Pennyryle that incorporated slave labor.²³ They used their connections with social and political networks in the East to establish contacts with distant economic markets.

Although the end of Kentucky's settlement period is ambiguous because all areas of the state were not settled at the same time (due in part to the diverse environmental and soil conditions within each region), most historians agree that the initial settlement period ended in 1795 with the signing of the Greenville Treaty following the Battle of Fallen Timbers.²⁴ The Jackson Purchase

²² McBride, Kim C. & Stephen. p. 912.

²³ For the purposes of this section of the Plan, a plantation is defined as a large agricultural unit (about 500 acres or more) that focused on the production of one or two cash crops and used a slave labor force.

²⁴ O'Malley, Nancy. "Frontier Defenses" in *The Buzzel About Kentucky*, p 71.

region, located between the Tennessee and Mississippi Rivers, is generally considered the last section to be opened for settlement. It was acquired from the Chickasaw in 1818.

Between 1790 and 1800, the number of emigrants soared. In 1790, Kentucky had a population of 73,677, including 61,133 Euro-Americans, 12,430 slaves, and 114 free blacks. In the 1800 census, 220,955 Kentuckians were counted, including over 41,000 slaves who made up almost 19% of the total population.²⁵

The development of the state was accelerated when Spain officially granted navigation rights on the Mississippi River in 1795, although the reliability of New Orleans as a port was not secured until the ratification of the Louisiana Purchase in 1803.

By the end of the eighteenth century, 41 counties had been established. The largest towns were usually county seats, which were generally established with a similar layout—a courthouse square in the center of town surrounded by a commercial area, which was bounded by residences. In 1800, Lexington was by far the largest community in the state. At this time, the city had two newspapers, a paper mill, a tobacco factory, a gunpowder mill, a pottery, a tannery, and a college, Transylvania Seminary.

The economic boom of the 1810s led to higher prices for agricultural products, including tobacco, hemp, flour, and

livestock. Farmers and planters prospered, and more elaborate and expensive houses were constructed. By the War of 1812, Kentucky dominated the new nation in hemp cultivation, salt and saltpeter production, and the manufacture of bagging and rope, which was stimulated by the expansion of the cotton culture in the Deep South. The iron industry also grew at this time, resulting in the construction of iron furnaces in the Bluegrass region and the western and northern edges of the mountains.

Other Kentucky businesses that prospered during the early nineteenth century include nail factories, potteries, cotton mills, woolen mills, saw mills, and large whiskey distilleries.²⁶

Antebellum Regionalism (1821-1860)

Despite economic fluctuations, the period between 1820 and 1860 has been acknowledged as a time of general prosperity. The steamboat dramatically improved trade and made the early phase of the Antebellum Era the age of the Kentucky river town. By 1830, Louisville's population (10,000) far exceeded that of Lexington (6,087); Maysville and Newport had grown from landings to cities; and towns, like Henderson, Owensboro, Bowling Green, and the new town of Paducah, showed signs of considerable growth. During the Antebellum Period, Kentucky's political leaders played a strong role in establishing national policies.

State government and municipalities funded a variety of transportation

²⁵ Eslinger, Ellen. *Running Mad for Kentucky: Frontier Travel Accounts*, p. 37.

²⁶ McBride, Kim & Stephen. p. 919. It should be noted that much of the labor force for the early industries was provided by slaves.

projects to facilitate trade—roads were improved, river channels were deepened, and canals, locks, and dams were constructed. Many major roads transitioned from being state controlled to privately owned, allowing thoroughfares to become turnpikes or toll roads. Stagecoach service intensified, which resulted in more travel and the construction of additional taverns, inns, and other way-stations. Due mostly to the precipitous topography, the Appalachian Mountain region did not benefit from improved transportation projects, and as a result, remained relatively isolated. A distinct Appalachian subculture began to evolve.

Trade opportunities also greatly expanded with the construction of the railways. The first railroad line in Kentucky, the Lexington and Ohio, was chartered in 1830. This 25-mile track, which connected Lexington and Frankfort, opened in 1834. It wasn't extended to Louisville until 1852. The steam engine was designed by two Lexington natives, Thomas Barlow and Joseph Bruen in 1834, and in 1835, the first steam locomotive train traveled from Lexington to Frankfort in 2 hours and 22 minutes. The Louisville and Nashville Railroad, over which freight was shipped to the South, opened in 1839, and the Lexington and Big Sandy Railroad was established in 1853.

Improved transportation provided better shipping options for farmers, which led to increased commercial production of agricultural goods. Plantation-oriented agriculture and the number of commercial farms greatly expanded in the Bluegrass, areas of the Pennyrile,

and in the western section of the Jackson Purchase.

The major crops grown and livestock raised remained the same as during the Late Settlement and Initial Development Periods. However, during the Antebellum Era, more variation between regions occurred. For example, due to the expansion of cotton production in the Deep South, most Bluegrass planters turned to hemp as a cash crop, and the Pennyrile became the major tobacco producing region in Kentucky. The counties with the highest level of tobacco production generally had the largest plantations with the most slaves. Livestock and grains were also important in the Pennyrile, and cotton was produced in the plains section of this region. In the Jackson Purchase region, tobacco was the major cash crop, although the eastern counties in the Purchase tended to have poorer soil, so farms in this area relied mostly on subsistence farming. The farms in the Eastern Mountain region were still mostly subsistence, but livestock was a commercial product (particularly hogs and cattle), and timber was regularly harvested. Kentucky's agricultural landscape underwent a transformation during this period—the amount of farm dependencies increased, building construction methods changed, and the number of acres utilized as permanent pastures multiplied.

Industry within the cities of Louisville, Covington, and Newport was mostly related to the processing of agricultural products, but other industries, such as glass making, were growing in importance. Iron foundries were also common. By 1860, Louisville was the twelfth largest manufacturing center in

the nation and the largest in the South.²⁷ Manufacturing expanded throughout the state, particularly the extraction and processing of iron, salt, and coal.

Although coal was shipped from Kentucky as early as the late eighteenth century, the first commercial coal mine, known as the McLean drift bank, opened near the Green River in Muhlenberg County in 1820. Other commercial mines in the western coal fields of the Pennyrile were soon to follow. By 1840, coal mines were located in the Mountain region. The first large-scale coal company and its company town, Peach Orchard, were established in eastern Kentucky in 1845. Many other coal company towns were created throughout the nineteenth century and early twentieth century. The coal industry had an immense impact on Kentucky's cultural landscape and the development of the state. Industries in towns and hamlets also grew. Businesses were usually agriculturally-related and included flour and grist mills, tobacco factories, hemp factories, leather shops, woolen mills, and bourbon distilleries.

Throughout the 1800s, Kentucky continued to receive waves of immigrants. During the 1830s and 1840s, floods of Irish and German immigrants arrived. By 1860, Kentucky's population had doubled to more than a million people.

Civil War (1861-1865)

Despite the progress made in the early decades of the nineteenth century, there were still social and economic problems. The most crucial issue was slavery.

(The slave population was over 225,000 on the eve of the Civil War.) Although slavery was an integral part of the state's economy, strong antislavery sentiment was also present. When the Civil War began in 1861, Kentucky was in a strange position. It was a slave state, but it did not support succession, and it was divided on whether to support military action against states that had succeeded from the Union. Initially, Kentucky's political leaders proclaimed the state "neutral" but eventually chose to remain in the Union. Kentucky citizens were deeply divided over the issues that led to war and the war itself—a division symbolized by the fact that both U.S. and Confederate presidents, Abraham Lincoln and Jefferson Davis, were native Kentuckians.

Early in the war, both Confederate and Union bases of operation were present, but by June 1862, most Confederate forces had left the state. Although there were several minor military engagements, eleven principle battles were fought in Kentucky, including the Battle of Mill Springs, Battle of Richmond, Battle of Munfordville, and Battle of Perryville. After Perryville in October 1862, most engagements consisted of raids and guerrilla activities.

The most famous Confederate raids were undoubtedly those of John Hunt Morgan, Nathan Bedford Forrest, Quantrill, and "Sue" Mundy. Morgan entered Kentucky on four separate occasions to inflict substantial damage to railroads and Union-controlled depots and to collect supplies for Confederate troops. Kentucky also experienced a period of lawlessness in 1864, when "bushwhackers," small bands of unruly

²⁷ McBride, Kim & Stephen. p 926.

soldiers from both sides, looted small towns and farms and destroyed property. Bushwhacking was especially prevalent in the eastern mountains.

In June 1863, Camp Nelson was constructed in Jessamine County as a Union defense against the raids and as a commissary depot. The camp included 4,000 acres of fortifications and more than 300 buildings with a remarkable water storage and distribution system, which was built with thousands of feet of piping. Camp Nelson was the largest recruiting, mustering, and training center for African American troops in the Commonwealth.

About 100,000 Kentucky men, including more than 23,700 black men, joined the Union Army, while about 25,000-40,000 Kentucky men fought for the Confederacy.

Postbellum Industrialism (1866-1914)

During the period following the war, Kentucky was in turmoil. As a former slave-holding state, Kentucky faced many of the same troubles as those confronted by former Confederate states. The state's economy was in chaos. The largest single factor in its deterioration was probably the loss of the labor force, both free and slave. The civil courts and legal system in Kentucky were seriously degraded or nonexistent. The war caused lingering bitterness between Kentuckians who supported opposing sides. Years of violence followed. Ongoing blood feuds between communities and clans in the mountains originated from Civil War hostilities.

The Postbellum Period was a time of urbanization throughout most of the United States. Although many freed blacks left Kentucky after the war, the initial migration of African Americans to the cities influenced urban growth. Urbanization slowed during the 1870s due to the Panic of 1873, but later, the promise of manufacturing jobs for all eventually led to the growth of residential suburbs and satellite cities around large urban areas. By 1880, the three largest manufacturing centers were Louisville with 17,484 hands, Covington (2,925 hands), and Newport (1,748 hands).²⁸

Kentucky's economy slowly recovered during the late nineteenth century, aided by increased railroad construction that reoriented trade patterns, the exploitation of timber and coal resources, industrial expansion, and to a lesser degree, farming modifications.

Despite the turmoil and instability, agriculture in Kentucky recovered relatively quickly after the war. The demand for hemp declined, and farmers, especially those in the Bluegrass Region, turned to growing a new type of tobacco called white burley, which was milder than dark-fired tobacco and more suited in making plug tobacco. Between 1870 and 1900, tobacco production in Kentucky rose more than 70%, mainly in the Bluegrass and sections of the Pennyryle and Jackson Purchase. Wheat also became an important commercial crop in areas of the Pennyryle region. Less fertile areas of the state, like the Eastern Mountain region, eastern section of the Pennyryle, and eastern hills of the

²⁸ McBride, Kim & Stephen. p 947.

Jackson Purchase, mostly remained tied to subsistence crops, especially corn, and livestock. A concentration in corn and sorghum marked the less commercially oriented farm during this period. Because tobacco farming generated high labor demands and farmers could no longer rely on a slave labor force, farm tenancy was utilized more frequently. Share-renting and share cropping grew during this period.

In contrast to other areas of the South, unique rural hamlets were constructed in Kentucky to house former slaves on many farms. These isolated communities were usually built in a series of contiguous lots that were generally sold but sometimes occasionally given to African Americans by a landowner/employer.²⁹ Other types of rural African American communities were also established, including Coe Ridge, a town located in Cumberland County.

Although there is evidence of commercial horse breeding in Central Kentucky as early as 1788, it wasn't until the Postbellum Era that the Bluegrass Region became renowned for thoroughbred horse breeding and racing. The need for horses after the war and the growing popularity of the "sport of kings" began to attract more and more of America's prominent capitalists and equine enthusiasts to the Bluegrass Region to establish country homes and stud farms.³⁰ Around 1890, "speed-over-a-short-distance" became a

²⁹ McBride, Kim & Stephen. p 941.

³⁰ Peckler, Danae. Draft Narrative of Kentucky Agricultural Context, "From New South to Great Depression: The Rise of Burley Tobacco Culture (1870s-1930s)," p. 27.

preferred thoroughbred trait, replacing the trait of "stamina-and-speed-over-long-distances." This preference changed the nature of horse racing that in turn fundamentally changed the Kentucky horse industry, which would soon assume social and economic aspects that were inconceivable in earlier decades.

Coal mines in the Western Coalfield Section of the Pennyrile and those within the Appalachian Mountains continued to produce coal. The introduction of railroads in the mountains during the 1880s, prompted investors, who were mostly from the north, to purchase large tracts of coal lands in the mountains. Coal was almost exclusively extracted for export, largely by northern firms. Much of the wealth produced by coal mining was sent out of state due to lack of local governmental control and low taxes on mining operations.³¹ The Postbellum Period is marked by the creation of several additional mining and timber towns, which greatly transformed existing communities. Areas that had once been sparsely populated became regional centers. Immigrants, largely from Germany, Italy, Hungary and other eastern European countries, were recruited by coal company representatives and transported directly from a port city, like New York, to the Kentucky mountain coal mining camps.

After the Civil War, the tobacco marketing system consisted mostly of agents buying directly from farmers. But in 1890, J. B. Duke formed an international buyers trust under the American Tobacco Company. By 1902, this company had assumed

³¹ McBride, Kim & Stephen. p 961.

monopolistic control over more than 250 tobacco manufacturers. Farm prices became increasingly intertwined with corporate interests, driving farmers to organize politically against the tobacco trusts.

Among the western Kentucky tobacco farmers, there was widespread discontent regarding the control of the tobacco processors. This led to the Black Patch War of 1906-1909, named after the type of dark-leaf tobacco grown in the region. The farmers attempted to dissolve the monopoly of the processors by selling their tobacco through cooperatives. Those growers who refused to join their fellow farmers were intimidated by “night raiders” whose actions led authorities to summon the state militia in 1908.

National organizations, such as the National Grange, the Farmers' Alliance, and the Populist Party, which sought regulation of industries, gained the support of Kentuckians during this period.

Mass production and a growing desire for consumer goods stimulated retail trade and the growth of most Kentucky towns and cities. During the late nineteenth and early twentieth centuries, there was greater access to the latest technological innovations, modern styles, and new merchandise. The equal availability of goods became more extensive with the establishment of mail order companies, like Sears and Montgomery Ward.

New inventions, such as the telephone (first established in Louisville in 1879 and in Lexington in 1882) and the automobile (first introduced in Harlan,

Kentucky in 1899) prompted better communication and transportation systems. Mule and horse-drawn street cars on iron rails were being utilized by the 1870s and 1880s. Electric street cars (invented during the 1880s) provided transportation to and from newly-constructed suburbs. The invention of electricity encouraged the growth of interurban lines between communities, such as Lexington and Georgetown in 1901, the first interurban in the state. The interurban promoted rural-urban interaction and centralized retail trade.

Although the first Kentucky Derby was held in May 1875, it wasn't until 1903 when businessman, horse racing enthusiast, and master promoter Matt Winn, along with other prominent Louisville citizens, purchased Churchill Downs, and made the Derby the tradition that is today.

Industrial and Commercial Consolidation (1915-1945)

Kentucky's population increased at a slower rate during this period. Several Kentuckians living in rural areas migrated to the cities, but many left the state to find employment, such as the automotive factories in Michigan. Urbanization of Kentucky cities continued, and suburbs and satellite communities expanded. During this period, many cities attempted to provide modern sewage and sanitation systems. In 1917, Lexington installed a new sanitation system, and Louisville had water mains to all sections of the city by the mid-1920s.

When mass-produced automobiles were introduced in 1908, average-income

Kentuckians had the means to purchase cars, a mode of transportation that forever changed road construction and use. Highways were first established in Kentucky with the Federal Highway Modernization Program in 1916 and 1920.

World War I brought prosperity to farmers and generated a coal mining boom in eastern Kentucky. Blended cigarettes were introduced just prior to the war and gained widespread popularity. This pushed tobacco prices higher, which encouraged more farmers to plant tobacco, especially white burley. By 1920, the tobacco boom had crashed due to over production and bad weather conditions.

Studies conducted by the Kentucky Geological Survey in the 1920s suggested that farming efficiency in Kentucky had reached its peak around the turn of the twentieth century. Many areas of the state were feeling the effects of depleted land. Some farmers chose to farm less fertile areas that had not been farmed in the past or created agricultural fields by draining swamps and other low areas, especially in the Jackson Purchase Region. There was a decline in average farm size from 85.6 acres in 1910 to 70.8 acres in 1923. In the early 1930s, an extensive agricultural study classified Kentucky farms according to specialization. About 29% of Kentucky farms were then considered subsistence; 26.6% were classified as tobacco; and 19.1% were general farms or farms with some commercial orientation.³² In the 1920s, a prolonged agricultural depression ensued. While this time period is

marked by some mechanization of agricultural practices, such as the use of tractors, it is also known for the beginning of a general decline in farming as a way of living. Toward the end of this period, a greater percentage of Kentucky farmers began to work part-time for wages.

During Prohibition, 1920-1933, the closing of bourbon distilleries created widespread unemployment. In Louisville, there was a loss of 6,000-8,000 distillery jobs. Whiskey making did not completely stop—home distilling actually increased. The Great Depression of the 1930s generated additional unemployment. In the mountains, the conditions created by the Depression, along with the poor state of agriculture, led to farmers' dependence on whiskey making for subsistence. At this time, conditions of near anarchy prevailed in the coalfields, especially in Harlan and Perry Counties, as mine owners resisted the organization of unions.

The Works Progress Administration (WPA), an action undertaken by Franklin Delano Roosevelt in 1935, was established under the authority of the Emergency Relief Appropriation Act to provide national economic relief. By 1937, more than 5,500 Kentucky men were working for the Civilian Conservation Corps (CCC), a WPA program created to put unemployed young men to work in construction and conservation jobs.³³ Many Kentucky roads, bridges, dams, public buildings, as well as state park picnic shelters,

³² McBride, Kim & Stephen. p. 970.

³³ U.S. Forest Service History webpage, <http://www.foresthistory.org/ASPNET/Publications/region/8/history/chap4.aspx>, accessed 16 June, 2009.

tourist cabins, and trails were constructed by CCC workers. The intervention of additional federal programs dealt with such issues as rural electrification, soil conservation, and credit lending and insurance, which stimulated stable prices for farm goods.

The first federal farm income and commodity price support legislation was the Agricultural Adjustment Act of 1933. Various problems with this and subsequent legislation ultimately led to adoption of the Agricultural Adjustment Act of 1938. This law established a mandatory supply control and price support program for several major crops, including tobacco. It operated through a combination of mandatory marketing quotas and nonrecourse loans. The marketing quotas limited the amount of tobacco each farmer could sell, which indirectly raised market prices. This system ultimately changed the way Kentucky tobacco farmers grew and sold their crop, but for the most part, it served to expand profit for tobacco production. Although there were minor changes, this program remained active until 2004.

During the 1930s, one prevailing idea thought to jump-start the economy was the promotion of automobile usage and the construction of new service and recreational facilities accessible solely by car. The effect of these policies, which guide decision making even today, was far-reaching. Commercial highways, such as the Dixie Highway, were established at this time. Because federal policies allowed for easy loans to build new commercial strips, the landscape changed dramatically.

Economic recovery came with World War II, as manufacturers increased production to meet war efforts. Industrial expansion intensified urbanization. Although some Kentuckians migrated from rural counties to larger industrial centers, like Louisville, Lexington, and Ashland, to find employment, most lived in rural areas.

Modern Era (1946-present)

After World War II, marginal farming operations on poor land were often consolidated or abandoned. Consequently, the acreage of cropland across Kentucky declined from 10.4 million acres in 1945 to 8.9 million acres in 1992.³⁴ The number of farms dropped from 238,501 to 90,281.

In 2004, Congress enacted the Fair and Equitable Tobacco Reform Act, which ended the Depression-era tobacco quota system. This act also established the Tobacco Transition Payment Program, also called the “tobacco buy-out,” which was created by the USDA to help tobacco farmers and quota holders to transition to the free market. This law has greatly impacted the state’s economy and the cultural landscape and has dramatically altered a way of life held by Kentucky farmers for decades.

Kentucky is still one of the three top coal producing states in the nation. The coal now produced in western Kentucky is mined from large surface mines, whereas the coalfields of eastern Kentucky are mined through mountaintop removal or through the use

³⁴ Ulack, Richard and Raitz, Karl. *Atlas of Kentucky*. 1998. The University Press of Kentucky. p. 159.

of large augers. Most coal currently mined in the state is extracted from large, modern efficient underground mines, which have become increasingly mechanized—thereby reducing the number of miners employed. The Surface Mining Reclamation and Enforcement Act was enacted in 1977. To avoid the expense of reclamation, coal companies have abandoned over 100,000 acres of surface mines in Kentucky.

Today, the state's economy is increasingly service-oriented, although an expanding automobile manufacturing enterprise places Kentucky third in United States automotive production. Although Kentucky began to urbanize in the late nineteenth century, the state has remained largely rural. Farming is still a leading industry, but Kentucky's agricultural profile has changed dramatically. Tobacco, once the state's signature commodity, no longer ranks high in principal agricultural products. Now, other crops have become more important to the economy, such as horses and mules (currently ranked #1), cattle, broilers [chickens raised for food], corn, and soybeans. This agricultural and economic transformation has led to the introduction of non-traditional and innovative farming practices (e.g. wineries, bison & alpaca farms, beekeeping, etc.) and the creation of agritourism programs, the fastest growing tourism segment in a state where the tourism industry as a whole ranks third in highest-revenue producing industries. Currently, there are approximately 250 agritourism destinations in Kentucky, but that number is quickly rising.

Outdoor tourism is also important to the state. Since Kentucky is home to the highest number per capita of deer and turkey in the United States and the largest free ranging elk herd east of Montana, the sale of hunting licenses is high. Kentucky also has the world's longest cave system (Mammoth Cave National Park), the greatest length of navigable waterways in the lower 48 states, and the two largest man-made lakes east of the Mississippi River.

Cultural traditions, such as bluegrass music, whiskey distilling, and quilting have become the focus of popular cultural tourism initiatives. The Kentucky Bourbon Trail, a tourism program initiated in 1999, showcases eight historic distilleries located within the Bluegrass and Pennyrile Regions. Kentucky Quilt Trails is another popular heritage tourism program. Presently, barns in over 50 Kentucky counties display quilt murals, and about 16 counties have tourism "quilt trails." This program engenders awareness and appreciation for historic architecture and the regional tradition of quilt making.

CHAPTER 4: KENTUCKY'S CULTURAL RESOURCES

Resource Types

The National Park Service defines six types of cultural resources: buildings, sites, structures, objects, districts, and cultural landscapes.

Building – a construction created principally to shelter any form of human activity, such as a house, church, hotel, stable, garage, school, library or similar construction. A building may also be used to refer to a historically and functionally related unit, like a courthouse, jail, or city hall.

Site – a location of a significant event, prehistoric or historic occupation or activity, or a building or structure (standing, ruined, or vanished) where the location itself possesses historic, cultural, or archaeological value, regardless of the value of any existing structure. A site may be archaeological or architectural. Examples of sites include: prehistoric camp sites or habitations, petroglyphs, gardens, parks, battlefields, farmsteads, cemeteries, and natural features with cultural significance.

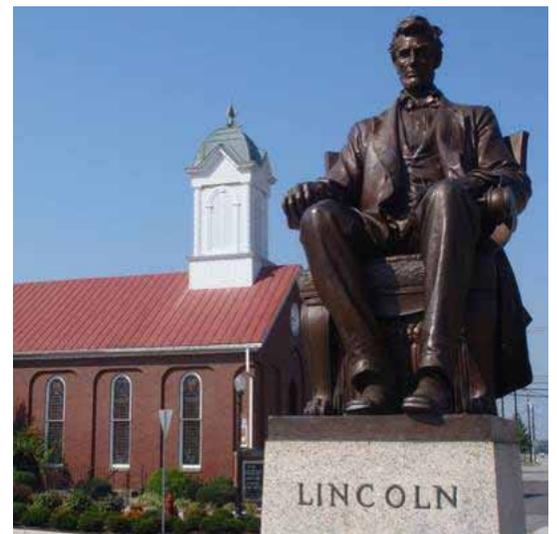
Structure – a functional construction made usually for purposes other than human shelter. Some examples include: bridges, tunnels, railroad trestles, firetowers, canals, dams, corncribs, silos, windmills, and iron furnaces.

Object – a construction that is primarily artistic in nature or relatively small in scale and simply built. Although it may be, by nature or design, movable, an

object is associated with a specific setting or environment. Examples include sculpture, monuments, boundary markers, statuary, and fountains.

District – a significant concentration, linkage, or continuity of sites, structures, or objects united historically or aesthetically by plan or physical development. Examples include: central business or residential areas, canal systems, a series of farms or estates, transportation networks, or a series of fortifications associated with the same historic event.

Cultural Landscape - a geographic area (including both cultural and natural resources and the wildlife or domestic animals therein), associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. There are four general types of cultural landscapes: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.



The Lincoln Statue (ca. 1909) located on the town square in Hodgenville is classified as a historic object.

Archaeological Site Classification in Kentucky

Archaeological site types are used to summarize site inventory data and distributional trends. Nineteen prehistoric and historic archaeological site types have been identified in Kentucky. They include:

- Open Habitation Without Mound(s)
- Isolated Find
- Rockshelter
- Cave
- Quarry
- Stone Mound
- Earth Mound
- Mound Complex
- Petroglyphs and Pictographs
- Workshop
- Nonmound Earthwork
- Isolated Burial
- Cemetery
- Specialized Activity Area
- Open Habitation With Mound(s)
- Historic Farm
- Industrial Site
- Military Site
- Other

To learn more about archaeological site type definition, frequency, distribution patterns, and archaeological contexts, see the state archaeology plan, *The Archaeology of Kentucky: An Update*, published in two volumes in December 2008 at <http://heritage.ky.gov/envreview/archofky.htm>.

The most-frequently identified archaeological site types in Kentucky are described in subsequent sections of this chapter.

Prehistoric Resources

Prehistory is a term used to describe the period before written record. Prehistoric sites in Kentucky represent the remains of human activities that predate the establishment of European American stations and forts. They can date from sometime around 9,500 B.C. through the Protohistoric Period or period of indirect contact between Native Americans and European explorers (A.D. 1550-1775).

Prehistoric sites reflect changes in Native American lifestyles, subsistence and settlement patterns, and treatment of the dead. These sites are found throughout the state and occur in all physiographic regions. Prehistoric sites include hunting camps, villages, burials mounds, earthworks, caves, rockshelters, and petroglyphs, among other resources. In the examples provided below, some expected artifacts, features, and/or architecture usually discovered at these sites are included. These items are not exhaustive lists of the possible discoveries at each site type.

Open Habitation With Mounds & Open Habitation Without Mounds

These sites vary considerably in size and intensity of occupation. Sites assigned to this type include small habitations (usually less than 2 acres in size), such as hunting and fishing camps and sites of extractive activity; and large habitations (usually over 2 acres in size), such as seasonal base camps and villages. The remains of houses as well as trash and storage pits, hearths, and human burials may be

present at small and large habitation sites. Substantial midden (trash) deposits are often present at large sites. Burial mounds as well as platform mounds, where village leaders resided, are associated with some large habitation sites. More than 50 percent of recorded archaeological sites are open habitations with or without mounds.

Earth Mounds and Mound Complexes



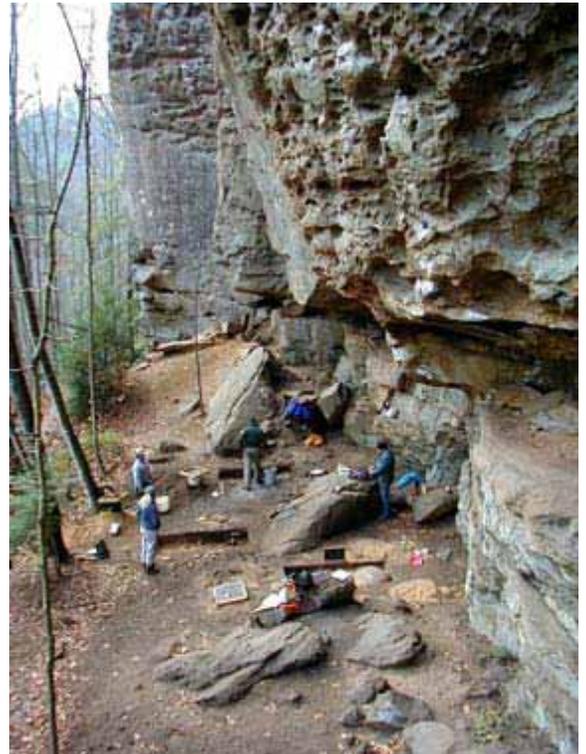
Adena earth mounds (ca. 800 BC - 800 AD), City of Ashland, Central Park. Listed in the National Register of Historic Places in 1974.

An earth mound is a single earthen mound not associated with a recognized habitation area. Earth mounds vary in size and configuration. They functioned as burial places and/or house platforms. They were either constructed at one time or in phases over time. If more than one mound is present, it is classified as a mound complex, consists of two or more earth and/or stone mounds that are not associated with any recognized habitation. Mound complexes have been utilized for religious or ceremonial purposes and/or human burial. About 4 percent of

recorded archaeological sites are mounds or mound complexes.

Rockshelters

A rockshelter is any utilized natural rock overhang. These sites were usually habitation areas and often contain thick trash deposits, some more than three feet deep, human burials, and a wide variety of cultural materials. Dry environmental conditions at many of these sites sometimes resulted in the preservation of perishable items, such as baskets, moccasins, and wooden tools. Occupation of these sites varied from short-term hunting and plant-processing localities to long-term seasonal or year-round occupation. Many were used periodically for



Military Wall Rockshelter in Red River Gorge, Daniel Boone National Forest. For nearly 12,000 years, people have lived in Red River Gorge. The sandstone rockshelters in the Gorge are very fragile archaeological sites that reflect this occupation. They include such artifacts as prehistoric seeds, nutshells, wood, leather, and textiles. They also include remnants of historic industries, like saltpeter mining. Photo courtesy of Kentucky Archaeological Survey (KAS).

thousands of years and later for specialized activities, such as nitre mining and whiskey distilling, rock shelters can also be considered historic sites. Almost 15 percent of recorded archeological sites are rockshelters.

Caves

Caves, natural solution cavities formed primarily in limestone, are distinguished from rockshelters by the presence of a zone that is not exposed to sunlight. Archaeological remains have been found not only at cave entrances, but also deep within cave systems themselves. Domestic debris is primarily found at cave entrances, while cave interiors were often explored and their natural resources sometimes exploited by prehistoric miners. The interiors of caves sometimes served as burial sites.

Caves can also be classified as historic resources. For example, Mammoth Cave, a national park located in Edmonson County, is both a prehistoric and historic site. Prehistoric burials were discovered there, and there is evidence that indicates people of the Archaic and Early Woodland Periods gathered minerals from the cave. The cave was also mined during the early nineteenth century, and it has been considered one of the earliest tourist attractions in the United States. Less than 1 percent of recorded archeological sites are caves.

Petroglyphs & Pictographs

Sites with prehistoric designs, usually pecked on natural rock formations, are classified as petroglyphs. Among the motifs identified are animal tracks (turkey feet), human hands and feet,

turtles, and raptorial birds. Others are abstract designs that have yet to be interpreted, but obviously were significant to the prehistoric people who created them. Sites with designs drawn on natural rock formations are classified as pictographs. These site types may or may not be associated with other types of sites (i.e. rockshelters). Less than 1 percent of recorded archeological sites are petroglyphs or pictographs.



Tar Springs Petroglyphs, Breckinridge County. This archaeological site was listed in the National Register of Historic Places in 1989. Survey photo.

Historic Resources

Historic resources in Kentucky generally date from the period of European exploration and settlement, the time for which written records are usually available. Kentucky's historic resources reflect history from the late 18th century through the post WWII era. Generally, a historic resource must be at least fifty years old, but a resource constructed later may be considered significant, depending on its historic or cultural importance, among other exceptions.

Geographically, these resources exist in all corners of the state, composing a diverse landscape. Houses, stores, factories, battlefields, iron furnaces,

monuments, motels, barns, train depots, bridges, parks, churches, landscapes, signs, distilleries, and airplanes are but a few examples of the many kinds of historic resources that enrich our understanding and appreciation of Kentucky's history. Associated archaeological features and deposits are also found at these sites, including remnants of buildings, privy pits, cemeteries, trash pits, etc. Some of Kentucky's historic resources are only represented by archaeological remains, like 18th century forts and Civil War battlefields.

Kentucky's historic resources comprise a physical record of over 200 years of history. Reflecting the time and place within which they developed, these historic resources are a tangible link with Kentucky's past. The following highlights historic resources found in Kentucky. This list is not exhaustive, but rather forms a basis for discussion of Kentucky's rich past.

Houses, Residential Districts, & House Sites

Because of their importance as the center of private life, houses provide a strong source of cultural history. That is, houses tell us more about our culture and our values than perhaps any other resource. Houses and residential historic districts are by far the largest categories of architectural resources surveyed in Kentucky, comprising over 43,500 properties or 52 percent of the total architectural resources surveyed. More than half of the surveyed houses are wood frame. About one quarter are constructed of brick. Another 12 percent are log, and only 1.4 percent are built of stone. The remainder of

houses in the survey database, approximately 6 percent, is reported as being built of "other" materials.

Kentucky's earliest historic houses³⁵ appear similar to those in regions from which settlers migrated, mainly Virginia, Pennsylvania, and the Carolinas. For instance, on an early farm in the Central Bluegrass, there might be a logged 1 ½ story double pen house with exterior end chimneys, a house type commonly found in the Tidewater and Piedmont Regions of Virginia. By the early nineteenth century, there was more of a consensus in construction methods and techniques, but the landscape was far from homogenous. Log was probably the most common building material, followed by wood frame, brick, and stone. Log construction continued throughout the 1800s and early 1900s; however, by the mid nineteenth century, logged exterior walls were frequently covered in weatherboard. Frame construction began during the early nineteenth century, but it became more common after the Civil War. Over time, local building trends followed popular national trends, but regional variations were still evident well into the twentieth century.

Although there are many standard house types, including the single or double pen house, dogtrot house, hall and parlor house, five bay I-house with an added rear service ell, shotgun house, two-door "Cumberland" house, foursquare house, and the bungalow, field survey continues to reveal wide variation and diversity. A building type can vary from region to region in the details of its construction, material, plan, and ornamentation. For instance,

³⁵ Early refers to houses built prior to 1800.

Southcentral Kentucky displays regional building characteristics associated with the Upland South (e.g. the Cumberland House), while far Western Kentucky reflects its connection with the Mississippi Valley (e.g. the Creole Cottage).



George W. Stone House (a Creole cottage), Carlisle County. Listed in the National Register of Historic Places in 1994. Photo by Bill Macintire, KHC Survey Coordinator.

There is also great variety when comparing resources in different urban centers. In Louisville, there are neighborhoods of ubiquitous shotgun houses, while in Newport, there are equally characteristic side-entry townhouses. The Appalachian Region and some parts of Western Kentucky retained log construction longer than other areas of the state.

By the early twentieth century, lumber could easily be sent by rail, and houses were frequently ordered from mail order companies, like Alladin Homes, Montgomery Ward, or Sears. Thus, Kentucky houses began to look like other houses across the United States. Plumbing, electrification, and other amenities were then adopted by builders at an increasing pace. Even so, many houses with modern amenities still followed traditional forms.

Popular early twentieth century house types include the foursquare (1900-1930) and bungalow (1920-1950) where the visitor entered directly into the family's living space rather than into a formal hall. Throughout the twentieth century, new materials, revival styles, and innovative construction processes flourished. The ranch house and many prefabricated houses, like Lustron and Gunnison houses, provided less formal living space for post-1945 families. These houses were typically located in new suburbs.

Houses are represented in the archaeological record by remnants of the main house, associated outbuildings, cellars, and other features that represent areas of activity. House remnants range from fieldstone footers to dressed limestone foundations. In the absence of a foundation, the former presence of a house may be reflected by a high concentration of nails and window glass. Features associated with houses include remnants of privies, root cellars, smokehouses, wells, cisterns, springhouses, and trash pits. The remains of slave cabins are associated with many rural nineteenth century houses. Most of the artifacts recovered from house sites reflect their domestic nature and include ceramics, glass bottles, sewing paraphernalia, buttons, coins, and animal bones.

Commercial Buildings, Commercial Districts, & Commercial Sites

Over 3,700 commercial properties, comprising approximately 4 percent of the total state architectural inventory,

have been surveyed.³⁶ This includes about 145 historic commercial districts.

During the eighteenth century, commercial enterprises in Kentucky were usually established along transportation routes. They included taverns, inns, mills, stores, and blacksmith shops, to name a few. Although many eighteenth century commercial buildings still exist, most are now represented archaeologically. Early nineteenth century downtown commercial buildings often resembled houses and were frequently built of log or wood frame. Stores were usually clustered around courthouse squares with the main architectural emphasis placed on their facades.

Technological advances made during the 1900s, such as the invention of the rolled glass plate process, transformed the form of commercial buildings. Usually commercial buildings



Main Strasse, a commercial historic district located in Kenton County. The Main Strasse Historic District was listed in the National Register of Historic Places in 1983. Photo by author.

³⁶ This number does not include some structures that may be considered commercial, such as industrial buildings or hospitals

constructed during the late nineteenth century and early twentieth century have three distinct sections that gave the facade an overall unified appearance: a storefront with long display windows, upper floor(s), and cornice. Traditionally, the ground floor was used for retail, and upper-story spaces were utilized for housing, storage, offices, or additional retail space. Typically, a commercial building of this era was oriented to the street and was positioned on the lot line with little or no setback from the public sidewalk or roadway.

Most late nineteenth century storefronts had a limited palette of materials consisting primarily of wood, glass, brick, stone, and/or cast iron. For example the West Main Street Historic District is a four-block section of Louisville's riverfront that has a high concentration of commercial buildings with cast-iron storefronts, most of which were constructed 1870-1890.

Storefronts of this era were usually embellished more elaborately with decorative window hoods, sills, and other features, such as brackets, transom windows, or turrets. Generally, less decorative and more functional designs were employed during the early twentieth century, but new materials, such as bronze, monel metal, chrome, and tinted glass panels, like Carrara glass and Vitrolite, were then available and used to construct storefronts.

As the popularity of the automobile spread during the twentieth century, commerce began dispersing from the urban centers. Stores, restaurants, motels, and other commercial establishments, as well as signage for these enterprises, took on new forms to attract the motoring public, rather than

pedestrian traffic. In downtowns, many commercial establishments followed suit, radically altering the design of their facades and the layout of the interiors. In fact, the “Modernize Main Street” campaign of the 1940s-1960s, which was a movement to bring business back to downtowns, provided funds for the numerous false fronts that currently cover some of Kentucky’s commercial buildings.

As with houses, commercial buildings are represented in the archaeological record by the remains of foundations and associated outbuildings. Since many early businesses also functioned as the domestic residence of the proprietor, similar types of artifacts are found at house and commercial sites. Archaeologically, commercial sites are distinguished from domestic sites by higher concentrations of certain artifacts (e.g. a blacksmith shop would have more metal artifacts, while a tavern would have more remnants of serving dishes or eating utensils). At the Higbee Tavern site (15Fa222), an early nineteenth century tavern located in southern Fayette County, extensive archaeological work identified the main tavern building, several outbuildings, and artifacts, including a large number of smoking pipes, drinking vessels, and the bones of hogs and wild game, which represents the type of fare served.

Public Buildings & Sites

From the courthouses that distinguish the center of most county seats and the State Capitols in Frankfort to the post offices, schools, banks, libraries, jails, armories, airports, fire stations, and water treatment facilities that are so important to the management of civic

life, public buildings play a large part in defining the image of federal, state, and local government. About 526 public buildings, less than 1% of the total, are recorded in the architectural database.

Public buildings might best be described as architecturally-designed monumental buildings that are frequently the site of grand public art. This depiction is particularly true of public buildings from the middle of the nineteenth century to the middle of the twentieth century. Before that time, communities across the state may have had a log or masonry courthouse. The replacement of these smaller buildings typically signaled the desire of the community to symbolize its importance architecturally.

The New Deal Era programs of President Roosevelt, like the Civilian Conservation Corps (CCC) of the Works Progress Administration, allowed for many communities to construct needed public infrastructure. Communities in Kentucky benefited from new courthouses, jails, schools, post offices,



Blue Licks State Park Pioneer Museum, Nicholas County. Blue Licks State Park (now Blue Licks Battlefield State Resort Park) was established in 1927 to commemorate the Revolutionary War Battle of Blue Licks. The museum was constructed in 1935 by CCC workers. Photo by author.

roads, bridges, as well as park facilities, such as picnic pavilions and recreational cabins, through the skills of CCC workers and local laborers.

Only a few public building sites in Kentucky have been investigated by archaeologists. Among those studied was the Franklin County Public Square site (15Fr140), which resulted in the discovery of a late-eighteenth century—mid nineteenth century jail, later converted to a privy. Over 34,000 artifacts were identified, including a large number of spittoons as well as political campaign buttons. Public building sites are often larger than domestic sites and contain more substantial foundations.

Religious Buildings & Sites

Kentucky's religious history³⁷ is overwhelmingly tied to the Christian faith, although the Jewish faith and other religious sects have a significant presence. In spite of what appears to be a hegemony of belief, there was great diversity in beliefs even among Christians, and thus, diverse types of buildings were constructed. Over 2,300 religious buildings in Kentucky, about 2 percent of the total architectural resources surveyed, have been recorded.

Religious buildings share many commonalities with public buildings, as they tend to be among the most prominent buildings within a given community. Some are very unassuming and do not include much ornamentation; however, this may mask their historic significance.

³⁷ This refers to religious beliefs of post-European settlement

Kentucky has many fine examples of churches built in particular building styles, such as Mother of God Roman Catholic Church (ca. 1871) in Covington or Christ Church Cathedral in Louisville (original section completed 1824 with subsequent alterations constructed through 1894). Examples of significant historic African American churches include the Freedom Baptist Church, a log building in Monroe County, and Greater Liberty Baptist Church in Fayette County.

Shaker Village at Pleasant Hill was an important rural religious communal community located in Mercer County.



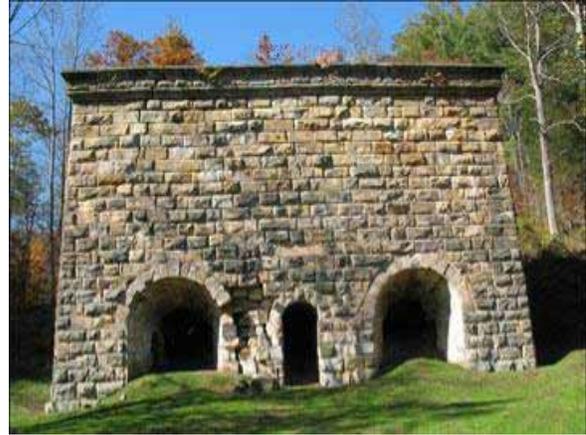
Pleasant Hill was the third largest Shaker community in the United States. The population peaked at almost 500 during the 1820s. It officially closed in 1923. Now, the Shakertown at Pleasant Hill Historic District, a National Historic Landmark and a living history museum, is the largest restored Shaker community in the United States with 34 historic buildings and 3,000 acres of preserved farmland. The village also contains more than 25 miles of historic rock fences, the most extensive collection remaining in Kentucky today. Photo courtesy of Shaker Village of Pleasant Hill.

This settlement, along with South Union Shaker Village in Logan County, represent the Shaker presence in Kentucky. The Pleasant Hill village, founded in 1805, included more than 260 buildings, although only 34 remain. Buildings were constructed to house distinct activities and separate species of farm animals. The Shakers also owned property adjacent to the village, a total of about 4,500 acres, which included agricultural fields and orchards. Whether plain or elaborate, religious buildings and sites are heavily symbolic, and thus carry great depth of meaning. Like houses, they are important indicators of culture.

Among the religious sites that have been investigated by archaeologists are St. Thomas, the Cathedral of the Assumption, and the outdoor worship area called Holy Sinai's Plain in the Shaker Village at Pleasant Hill. Among the artifacts recovered from St. Thomas and the Cathedral of the Assumption were prayer glass and crucifixes. Holy Sinai's Plain was represented by a central area devoid of artifacts that was encircled by a wooden enclosure.

Industrial Buildings & Sites

Historic industrial buildings and archaeological sites are related to the processing of materials or the production, repair, storage, or transportation of materials, goods, or equipment. Examples include: mill sites, potteries, wheat threshing sites, oil vats, pump houses, tar and lye leaching sites, quarries, coal mine shafts, and mining communities. Approximately 760 industrial buildings have been surveyed and recorded in the architectural database.



Fitchburg Furnace archaeological site, Estill County. Completed in 1869 as the Red River Iron Furnace. Designed by Fred Fitch and built by masons from Ravenna, Italy. Photo contributed by Estill County.

Bridges

Bridges connect us across rivers, culverts, ravines, and other depressions or obstacles. They are also significant landmarks due to their design, engineering, and important community function—think of the singing bridge in Frankfort or the Roebling Bridge in Covington, the precursor to the Brooklyn Bridge and a National Historic Landmark. 536 bridges have been surveyed and recorded in the architectural database.

Kentucky has many different types and sizes of bridges for pedestrians, automobiles, and trains, from swinging footbridges to the various types of truss and suspension bridges. Covered bridges are also significant historic resources. Kentucky has only 13 surviving covered bridges—four of which are now open to automobile traffic.

There are three basic types of bridge construction: truss, arch, and suspension. Hundreds of varieties of these three types exist, but basically,

truss and arch bridges depend on the forces of compression to stay up, while suspension bridges rely on tension. Truss bridges are the most common in Kentucky, ranging from small pony trusses on narrow country roads to the elegant cantilevered trusses spanning the Ohio River. Arch and suspension bridges are less common in the state but include many impressive examples of engineering.



Singing Bridge, Frankfort. Used daily by both motorists and pedestrians, this historic truss bridge opened to vehicular traffic in 1894. The current “singing” open-grate floor was installed in 1938. Photo by author.

Early building materials for bridges in Kentucky include stone and timber. The Industrial Revolution brought iron and steel, and eventually, reinforced and prestressed concrete. These materials, along with new engineering techniques, allowed for bridges to span wider expanses. Since each building material has different qualities of strength, workability, durability, and resistance

against corrosion, appropriate surface treatment for each bridge will be different.

Automobile usage and the need to widen, repair, or modernize roads has increased pressure to replace Kentucky’s historic bridges. Smaller truss bridges are sometimes moved and reused, but many others have been lost. Since bridges are frequently determined not up to current transportation standards, they often present a preservation challenge. It is important, then, to continue to concentrate efforts to document and nominate significant historic bridges in Kentucky. Archaeological resources associated with bridges include bridge abutments, culverts, and other remains of historic bridges. Less than 1 percent of the survey databases are listed as bridges or bridge-related resources.



Restoring the **Johnson Creek Covered Bridge**, a Smith Type IV truss bridge with auxiliary laminated arch, located in Robertson County along SR1029. The iron truss is stabilizing the bridge during restoration work, which was completed by Arnold M. Graton & Associates in 2009 with federal funds from the National Historic Covered Bridge Preservation Program. Photo courtesy of Patrick Kennedy, KHC Restoration Project Manager.

African American Resources

It is not an easy task to characterize the richly diverse historic resources associated with Kentucky's African American history in a few short paragraphs. They range in date from the beginnings of the historic period to the present and vary in size from small outbuildings to entire neighborhoods or towns. They also differ in character from sites associated with negative aspects of our history to the celebratory and uplifting. The former include the site of slave auctions at Cheapside in Lexington, and the numerous slave houses at antebellum farms. Examples of the latter include sites associated with the activities of the Underground Railroad, the antebellum homes built by free blacks, rock fences, battlefields, schools, and sites that served the African American community in the age of segregation, such as the Metropolitan Hotel in Paducah where many historically significant people stayed, including performers such as Duke Ellington and Ella Fitzgerald.

Many resources that at first glance appear to be unrelated to African American history are, in fact, closely intertwined. The stately mansions of antebellum gentleman farmers were built by slave labor. An unpretentious barn may have been a part of a tobacco farm owned by an African American. Schools, train stations, stores, churches, hotels, and whole towns were planned and constructed around the idea of race segregation, and the struggle for civil rights was staged in the streets, lunch counters, and courthouses across the state.

Archaeologically, African American sites are represented by the remains of slave houses, such as those identified at Locust Grove and Riverside; post-Civil War urban neighborhoods, like Kincaidtown in Lexington; and rural communities, like Cadentown in Fayette County.

It is difficult to estimate how many African American resources are recorded in the architectural database because the information that codes African American history as a theme was not always included on the historic resource survey form. Although the final count of African American resources can not be easily determined, we can say with certainty that there is a need for additional survey.



Hotel Metropolitan, Paducah. Constructed in 1909 by Maggie Steed, the Hotel Metropolitan was one of only two hotels in the city that provided lodging to African American patrons during segregation. Well-known performers and professional athletes, such as Louis Armstrong, Duke Ellington, Cab Calloway, members of the Negro Baseball League, B.B. King, Little Richard, and Ike and Tina Turner, were guests. The property was listed in the National Register of Historic Places in 2002 and was a recipient of a Save America's Treasures grant. Photo by Patrick Kennedy.

Native American Resources

Prehistoric resources associated with native cultures have been described in previous sections of this chapter. They include earthen mounds, caves, petroglyphs, rockshelters, and physiographic/cultural features. Several historic resources are also associated with native people, including early fortifications and stations; Yahoo Falls, the undocumented site of a native massacre; the Cherokee Trail of Tear Commemorative Park in Hopkinsville, and Choctaw Indian Academy, a National Register-listed historic school site located in Scott County.³⁸ It is important to remember that the Native American presence in Kentucky did not disappear during the eighteenth century. It continues to thrive and prosper.

Undoubtedly, historic houses, farms and businesses were owned by people of native descent, but there is no record of this, possibly due to the fact that it was illegal for Native Americans to own real property. It is probable that, historically, some legally “passed” for white.

It is difficult to estimate the number of historic resources recorded in the survey inventory that are affiliated with Native American culture for the same reason that it’s difficult to determine this for African American resources. A stronger effort should be made to determine ethnic affiliation of Kentucky’s cultural resources during the survey process.

³⁸ Choctaw Academy (1818-1831) served to educate hundreds of Choctaw and other native people in liberal arts and the trades in an attempt to assimilate them into white culture.

Cultural Landscapes

As previously defined, a cultural landscape is a geographic area associated with a historic event, activity, or person or geographic area exhibiting other cultural or aesthetic values. Cultural landscapes can range from thousands of acres of rural tracts, such as the Bluegrass Cultural Landscape, to a small, urban lot with a front pocket lawn of less than one acre. Character-defining features or distinctive characteristics of cultural landscapes include buildings, trees, plants, and other vegetation; land use patterns or spatial patterns between features; decorative details, such as statuary, unique grave markers, or ornamental benches; and utilitarian features, like sidewalks or street lights.

Like other historic properties, Kentucky’s cultural landscapes are subject to loss and change through inappropriate uses, insensitive development, vandalism, and natural acts, such as flooding. For more information regarding planning for and protecting cultural landscapes, see Preservation Brief 36, *Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes* at <http://www.nps.gov/history/hps/tps/briefs/brief36.htm>.

Four distinct types of cultural landscapes have been identified. They include:

1. ***Vernacular Landscape*** - a landscape that evolved through use by the people whose activities or occupancy shaped that landscape. Through social or cultural attitudes of an individual,

family or a community, the landscape reflects the physical, biological, and cultural character of those everyday lives. Function plays a significant role in vernacular landscapes. They can be a single property such as a farm or a collection of properties such as a district of historic farms along a river valley. Examples include villages, industrial complexes, agricultural landscapes, and post WWII commercial corridors.

2. **Designed Landscape** - a landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, or horticulturist according to design principles, or an amateur gardener working in a recognized style or tradition. The landscape may be associated with a significant person(s), trend, or event in landscape architecture; or illustrate an important development in the theory and practice of landscape architecture. Aesthetic values play a significant role in designed landscapes. Examples include designed parks & cemeteries, school campuses, and estates.
3. **Historic Site** - a landscape significant for its association with a historic event, activity, or person. Examples include battlefields and the Kentucky state house property.
4. **Ethnographic Landscape** - a landscape containing a variety of natural and cultural resources

that associated people define as heritage resources. Examples are religious sacred sites and massive geological features that have cultural significance. Small plant communities, animals, subsistence and ceremonial grounds are often components. Mantle Rock in Livingston County would be one example of an ethnographic landscape.

Cultural landscapes can evolve over time. For example, a town may retain no standing features of its first settlement period, but the original street layout is still perceptible, and the courthouse stands at its original location. A battlefield often has softened contours and hills, which were once trenches and rifle pits. Roses and daffodils may bloom in the woods where a historic house once stood. Careful attention paid to the landscape often reveals significant details.

Only a small percentage of surveyed sites are listed in the state architectural inventory as cultural landscapes—primarily battlefields, parks, cemeteries, and rural heritage districts—but other documented historic resources, such as farms, are often evaluated as cultural landscapes. Expanding the definition of cultural landscape and generating more thorough documentation of cultural landscapes are current challenges facing the state.

Farms

Kentucky was settled by individuals who were eager to divide the land into usable plots for farming. Thus, farms became a substantial component of the cultural landscape. Important features that may

characterize farms include historic buildings, like houses, barns, stables, workhouses, springhouses, chicken coops, detached kitchens, smokehouses, and sheds; fences of wood, wire, or stone; roads; bridges; gardens, orchards, and agricultural fields; woodlots; and natural features, such as ravines, caves, and streams. Landscape features are arranged in specific patterns that reflect the region and environmental conditions, the type of agriculture practiced, the farm family's culture and ideals, and the time period during which the farm evolved. 1,324 sites have been recorded as farms or farm landscapes in the architectural database, representing 2 percent of the entire architectural database,³⁹ and farm sites comprise about 14.3% of the archaeological database.

Military Sites

The Commonwealth's military heritage extends over two hundred years. The founding of the state was rooted in hostility and antagonism, as the colonists struggled to become independent from Britain, and the settlers fought to wrest the Kentucky territory from native tribes. From Lord Dinwiddie's War (French and Indian War), the frontier battles and massacres, Revolutionary War, War of 1812, and Civil War, through the Spanish-American War, World War I, World War II, Korean War, and Iraq Wars, Kentucky has a long military heritage. About 279 sites are recorded as military resources in the architectural

³⁹ Surveyed sites coded as farms are included in this number. Surveyed sites with just farmhouse residences or agricultural outbuildings are not included in this count.

database. Military sites make up 0.2% of the archaeology database.



Perryville Battlefield, Boyle County. The Battle of Perryville (October 8, 1862) is considered Kentucky's largest Civil War battle. The on-going preservation of this important resource occurs due to the involvement of several public-private partnerships and funding contributions made by federal, state, and private sources. Photo by author.

Located across the state, from Columbus in western Kentucky to Prestonsburg in the east, are a profusion of unique cultural landscapes that bear witness to and serve as reminders of the unique role that Kentucky has played in the development of the nation's military history. The struggle to establish fortified log settlements, such as Boonesborough, Harrodsburg and Bryan's Station, insured that westward expansion would continue, while battles and skirmishes fought during both the Revolutionary and Civil Wars raged over thousands of acres of Kentucky farmland.

During the early twentieth-century, Kentucky would play a pivotal role in the development of a federal law that established a system of national standards and centers for training and mobilization of federal soldiers. This

system enabled the creation of sites such as Camp Zachary Taylor, in Louisville for the purpose of training troops for World War I. By the winter of 1942 new training and supply complexes were established as Camp Campbell, Camp Knox, and Camp Breckinridge, where a prison compound housed as many as 3,000 German prisoners of war during World War II. Numerous smaller facilities, such as the Bluegrass Army Depot, and Kentucky factories that produced munitions and other war provisions also play an important role in the defense of the nation.

Archeological sites, such as places where Indian treaties occurred; battlefields, like Perrysville Battlefield in Boyle County; earthen fortifications; arsenal buildings and armories; commemorative monuments; military cemeteries; bridges; markers and plaques; and archaeological artifacts, such as bullets, uniform buttons, and buckles, serve as testimonials to our military heritage.

In 2008, the American Battlefields Protection Program (ABPP), a the division of the Heritage Preservation Services of the National Park Service, produced a report that presented an analysis of the condition and preservation activities of Civil War battlefields in Kentucky. ABPP conducted on-site survey and assessment, additional historical research, site mapping, and an examination of impending threats to features on all eleven battlefields. The Kentucky Civil War Sites Advisory Report can be obtained through the ABPP website at <http://www.nps.gov/history/hps/abpp/CW/SII/CWSACReportKentuckyUpdate.pdf>

Parks

Historic parks are usually professionally designed landscapes, including such elements as trees, plants and other vegetation, paths, walks, walls, bridges, fountains, buildings, and sports facilities. They may be as small as one city lot with minimal landscaping or as large as several city parks connected by a network of pathways, such as the Louisville City Parks, most of which were designed by the Olmsted brothers. Places like cemeteries and university campuses were often designed and utilized as parks. Other parks are comprised of land set aside to serve as natural areas or tourist destinations, such as Mammoth Cave National Historic Park or the Daniel Boone National Forest. The creation of parks, their use, design, and continued maintenance are an important element of Kentucky's history and quality of life. 49 cultural landscapes have been surveyed and recorded in the architectural database.



Cherokee Park (ca. 1891), a designed cultural landscape in Louisville. One of the original parks in the city designed by Frederick Law Olmsted, Cherokee Park emphasizes the rolling hills, open meadows and woodlands of the Beargrass Creek valley. Photo courtesy of the City of Louisville.

Many historic resources are located within Kentucky's state parks, such as Waveland, a nineteenth century estate with a Greek Revival house (ca. 1847), slave quarters, icehouse, smoke house, and barn; and the William Whitley House (1787-1794), a two-story, Georgian style house known as the oldest brick house west of the Allegheny Mountains. Other lesser-known historic resources in our state parks include the stone pavilion at General Butler State Resort Park and guest cabins. Repair and maintenance for these historic resources requires special attention and careful planning.

Many parks contain significant archaeological sites. Both Carter Caves and Mammoth Cave National Park contain the remains of saltpeter mines. Other examples include Columbus-Belmont Park, which has a Civil War fortification; Fort Boonesborough State Park that has remains of the 18th century fort and a 500 year old Native American Fort Ancient village; and Big Bone Lick State Park with over 20 archaeological sites, reflecting more than 10,000 years of Native American use. Over 400 archaeological sites within the Daniel Boone National Forest are listed in the National Register of Historic Places.

Roads

Roads are often overlooked cultural resources, but they are perhaps the most significant of all human-made landscape features because they substantially impact events that follow. To date, 54 road corridors have been surveyed and recorded in the architectural database.

Along with surveying and clearing land and building improvement cabins, the construction of roads was one of the first enterprises assumed by Kentucky settlers. Most early traces were originally scored into the earth by wildlife or water, but settlers quickly expanded and extended these existing trails. The Wilderness Trail, which led thousands of people through the Cumberland Gap, has been identified as the state's first official road.

To date, Kentucky has 34 designated scenic byways. A scenic byway is a road that has viewsheds with scenic, natural, cultural, historic, archaeological, and/or recreational value worthy of preservation, restoration, and protection. Scenic byways are roads of lower traffic volume and slower travel speeds than scenic highways. Scenic highways, on the other hand, are roads that meet the American Association of State Highway and Transportation Officials (AASHTO) guidelines for highways and are state maintained as part of the Kentucky State Primary Road System. After a route has been designated as a state byway or highway, a sponsor may apply to the federal government for National Byway Designation, which can provide project funding. In October 2009, three Kentucky scenic byways were elevated to National Scenic Byway status by the Federal Highway Administration—the Lincoln Heritage Highway, Kentucky Great River Road, and Woodlands Trace.

The Kentucky Transportation Cabinet has oversight of the Kentucky Scenic Byways and Highways Program. Although the designation of a road as a scenic byway or highway places some restrictions on signage, such as

billboards, there are no restrictions on development along the corridor. More powerful tools for the preservation of historic roads include preservation easements and local ordinances.

Segments of old road beds that are no longer in use have been documented as archaeological resources. In addition, an archaeological evaluation of the remains of the Portland Wharf neighborhood in Louisville documented several different types of roadbed construction.

Isolated Burials & Cemeteries

772 cemeteries have been recorded in the architectural database. Several have been documented as components of surrounding sites or cultural landscapes.

Cemeteries are non-mound human interment places. They may include a single circumscribed area of burials (e.g. a small family cemetery) or a general area that encompasses multiple, small clusters of burials (a church cemetery or large community burial ground, such as Cave Hill Cemetery in Louisville). A single human burial not associated with a cemetery that may contain one or more individuals is considered an isolated burial.

Some cemeteries are significant mainly as memorials, while others take on additional significance for unique funerary art or landscape elements. Cemeteries are one of Kentucky's most endangered cultural resources due to lack of identification and survey.

Rural Heritage Districts

As defined by the National Park Service, a rural historic landscape is defined as a geographical area that historically has been used by people, or shaped or modified by human activity, occupancy, or intervention, and that possesses a significant concentration, linkage, or continuity of areas of land use, vegetation, buildings and structures, roads and waterways, and natural features. (See *National Register Bulletin 30, Guidelines for Evaluating & Documenting Rural Historic Landscapes* at

<http://www.nps.gov/history/nr/publications/bulletins/nrb30/>)

A handful of rural historic landscapes in Kentucky have been listed in the National Register as rural heritage districts. Examples include the Cooper's Run Rural Historic District and the Stoner Creek Rural Historic District in Bourbon County.

CHAPTER 5: PRESERVATION PROGRAMS

Programs are an essential element of any strong state historic preservation program. They provide funding and support to get preservation projects done.

Kentucky state departments, federal agencies, non-profit organizations, Main Street programs, Certified Local Governments, planning offices, city and county governments, historic preservation university programs, and every-day citizens work together to take advantage of federal and state programs. If programs provide funding and needed information, partnerships between these entities provide the elbow grease.

Continued success of preservation programming and partnerships relies heavily on both strengthening relationships with traditional preservation constituencies and building a broader base of support by partnering with new audiences that could infuse energy into the preservation movement. This requires aligning with previously untapped organizations that have similar goals, looking at partnerships in creative ways, and reaching out to those who lack a basic understanding of preservation principles and the potential benefits they offer. Also, partnering efforts will lead to establishing a strong preservation culture as well as a cohesive mechanism for relaying a unified message.

The following section includes descriptions of preservation programs utilized by partners across the state. In some cases, current program challenges and future priorities are discussed.

Significant accomplishments and exceptional collaborative projects completed over the last five years are featured.

STATEWIDE SURVEY PROGRAMS

Identification and survey of historic and cultural resources provide an essential basis for decision and policy making. Although survey is time intensive, it is necessary. The demand for information, changing trends, and public awareness make the need for identification, survey, and condition assessment an ongoing concern, not a one-time product. Two statewide survey programs record cultural resource information in Kentucky—the Kentucky Historic Resource Inventory and the Kentucky Archaeological Inventory. Both programs serve as a permanent written and photographic record of all known historic buildings, structures, sites, objects, and districts in the state.

Survey information is utilized to assess National Register eligibility, evaluate effects of federal projects on cultural resources, develop local preservation plans, complete historic contexts, and determine preservation project eligibility for grants and tax credits.

Kentucky Historic Resources Inventory

The Kentucky Historic Resources Inventory currently consists of over 83,000 surveyed historic resources.

It is constantly expanding as new historic places are identified and surveyed. The survey form allows the surveyor to record such information as construction date, architectural type and/or style, floor plan, construction material, character-defining architectural features and elements, property condition, function, cultural affiliation, setting, change over time, and other important details. Current photographs are taken, as they provide specific information about the resource on a given date. Research notes (property chain of ownership, oral histories, historic photographs, etc.) may also be included. Survey information is stored in vertical files at the Kentucky Heritage Council office and maintained in the Kentucky Historic Resources Inventory Database, which is linked to a Geographic Information System (GIS).

The benefits of the Kentucky Historic Resources Inventory are far-reaching. For Heritage Council staff, consultants, planners, and other professionals, the inventory provides essential data when making decisions about historic resources. If, for example, a widening project is planned for a road corridor using federal funds, the project's impact on historic resources is considered. The Kentucky Historic Resources Inventory is consulted to identify historic places that have been previously documented within the area of potential effect.

Kentucky Archaeological Inventory

Archaeological sites were first documented in Kentucky in 1932. By 1987, almost 12,000 archaeological sites had been professionally identified and surveyed. ***Currently, the number of surveyed archaeological sites has risen to approximately 24,000, but only around three percent of the state has been subjected to archaeological study.*** Undoubtedly, there are thousands of archaeological sites that have yet to be identified.

As a result of ongoing archaeological investigations, about 580 new sites are documented every year. Information on these sites is maintained in the Kentucky Office of State Archaeology Site Inventory. Archaeological survey information is stored in vertical files and maintained in the Kentucky Archaeological Inventory database, which is linked to a Geographical Information System (GIS). The archaeological database is updated and maintained by the Office of State Archaeology at the University of Kentucky.

Kentucky Landmarks Program

Resources listed in the Kentucky Historic Resource Survey are eligible for Kentucky Landmark status. Eligible sites are awarded a certificate signed by the Governor that deems the site "worthy of preservation." No restrictions are placed on the property—it is purely an honorary designation. Still, the Kentucky Landmarks Program is a valuable tool in helping to foster pride in the ownership of historic resources and has been known to persuade owners to

save a historic building rather than demolish it.

Survey Challenges

There are two major challenges to the survey programs—the first concerns the collection of data; the second is defining a better way to store and disseminate the data that is collected.

The number of resources 50 years old grows exponentially each year. The challenge is how to structure the survey process to better document and evaluate these large numbers of resources. There are also still many areas of Kentucky that have not been adequately surveyed, especially in the eastern part of the state.

The Kentucky Heritage Council is a repository of an invaluable assemblage of survey forms, maps, and photographs that are contained within the archival collection of the Kentucky Historic Resources Inventory. This paper collection of survey files must be digitized to protect the archive and to make the information more accessible to the public. Survey and reporting standards should also be brought further into the digital realm in tandem with the digitization of the files.

The lack of funding for updating and maintaining the survey databases and linking them to GIS is a constant issue.

The databases are expensive to maintain, but they are basic, vital tools that are indispensable. Many, including KHC staff, personnel from other state offices, consultants, local governments, and members of the general public, rely daily on this important information.

NATIONAL REGISTER OF HISTORIC PLACES PROGRAM

The National Register of Historic Places is the nation's official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. Properties listed in the National Register are significant to American history, architecture, archaeology, engineering, and culture. Simply stated—the National Register is a list, but when used to its greatest capacity, the National Register is a planning tool.

To be considered eligible, a property must meet the National Register Criteria for Evaluation. This involves evaluating a property's age, integrity, and significance.

- **Age and Integrity.** Is the property old enough to be considered historic (generally at least 50 years old), and does it still retain much of its integrity?⁴⁰
- **Significance.** Is the property associated with events, activities, or developments that were important in the past? Or with the lives of people who were important in the past? Or with significant architectural history,

⁴⁰ The National Register recognizes a property's integrity through seven aspects or qualities: location, setting, materials, workmanship, design, feeling, and association. For more information about the aspects of integrity, see *National Register Bulletin 15, How to Apply the National Register Criteria for Evaluation* at <http://www.nps.gov/history/nr/publications/bulletins/nrb15/>

landscape history, or engineering achievements? Does it have the potential to yield information about our past through archaeological investigation?

National Register Benefits

In addition to formally recognizing a property's historical, architectural, or archaeological significance, listing also provides the following:

- Opportunities for preservation incentives, such as:
 - Historic preservation grants for planning and rehabilitation
 - Federal Historic Rehabilitation Tax Credits
 - Kentucky State Historic Preservation Tax Credits
 - Preservation easements to nonprofit organizations
- Planning data for federal, state, and local projects.
- Becoming part of the National Register Archives, a public, searchable database that provides a wealth of research information.

National Register listing places no obligations on private property owners. There are no restrictions on the use, treatment, transfer, or disposition of private property. The Register is meant to recognize properties of historic importance and should not be confused with local historic designations, which can include restrictive measures. On certain occasions, a private property owner of a National Register-listed property will be obligated to follow federal preservation standards. This occurs only if federal funding or permits are involved or if the owner seeks and

receives special benefits from National Register listing, such as taking advantage of federal or state tax credits or grants. National Register listing does not lead to public acquisition or require public access. A resource will not be listed if the owner objects (for individual properties), or a majority of property owners object (for districts).

Kentucky currently has the fourth highest number of National Register listings in the nation. From January 2005 through December 2009, 105 Kentucky resources were listed in the National Register of Historic Places.

As of December 31, 2009, the total number National Register listings for Kentucky was 3,380. To date, 690 Kentucky archaeological sites have been listed in the National Register of Historic Places, the majority of which (450 sites) are components of one listing, the Red River Gorge District.

Certified Local Governments are now utilizing CLG grant funds more frequently for completing National Register nominations and conducting survey. This, along with the establishment of the state historic tax credit program, has stimulated the number of National Register nominations submitted to the Kentucky Heritage Council.

National Register Listings 2005-2009

RESOURCE	COUNTY
2005	
Brass Finishing Building	Jefferson
Raised Spirits Rock Shelter	Powell
Bullock Site	Woodford
St. Columbia Catholic Campus	Jefferson
Cote Brillante Historic District	Campbell
Central KY Blue Grass Seed Co.	Fayette
Carrie & Attila Cox Jr. House	Jefferson
Buildings at 900-906 East Main Street	Jefferson
Joseph McCoun/ D.S. Sharp House	Mercer
Edward & Julia Satterfield House	Allen
Code House	Boone
J.Q.A. Stephens House	Boone
W.F. & Florence McKim House	Boone
Frank S. Milburn Machine Shop	Boone
Dr. Gladys Rouse Office & Residence	Boone
John & Ann Catherine Mayhugh House	Boone
Nicholas & Gertrude Blau House	Boone
John G. Tomlin House	Boone
Dinsmore Homestead (bound increase)	Boone
Henry & Agnes Rolsen House	Boone
Handy Farm	Harrison
Pearce/Wheeler Farm	Hart
Simeon Lewis Rural Historic District	Jefferson
Ford Motor Plant	Jefferson
Fifth District School	Kenton
St. Augustine Church Complex	Kenton
Pogue House	Mason
Bradshaw Duncan House	Oldham
2006	
Portland Proper	Jefferson
Tate Building	Madison
Whitesburg Historic District	Letcher
Wooldridge/Rose House	Oldham
Wildwood Farm	Oldham
Russell Theater	Mason
Stephen Foster Elementary School	Jefferson
James Baker House	Cumberland
Cadentown School	Fayette
Russell School	Fayette
Martin County Courthouse	Martin
Battle of Tebbs Bend (bound increase)	Taylor
Modern Automotive District	Warren
Pete Lyles House	Graves
Martin Jeff Bannon House	Jefferson
Wildcat Mountain Battlefield (boundary increase)	Laurel
2007	
Baker Vineyard & Cellar (boundary increase)	Bracken
Bolen Building	Knott
Campbellsville School, Stadium, & Field	Taylor
Carson-Annis Ferry Farm (boundary & name change)	Butler
Cleveland House	Woodford
Corinth CME Church	Clark

Gover-Hardin House	Pulaski
Hood-Tucker House	Clark
John Weber Farm	Campbell
Paint Lick Elementary School	Garrard
The Olympic	Jefferson
Trimble House	Ballard
Union Bus Station	Madison
Hindman Ben Franklin	Knott
Mockingbird Valley Historic District	Jefferson
Smiths Grove Historic District (boundary increase II & additional documentation)	Warren
Von Allmen Dairy Farm	Jefferson
Walter House	Campbell
Weehawken	Franklin
West Millersburg Rural Historic District	Bourbon
2008	
Ashborne Farms	Oldham
Ashland Tuberculosis Hospital	Boyd
Beattyville Grade School	Lee
Business Women's Club Building	Jefferson
Campbellsville Historic District	Taylor
Dr. Edwards House	Garrard
Elijah Creel House	Green
Fairchild House	Wayne
Hamilton Brothers Warehouse	Jefferson
Hatchett Tobacco Barn	Washington
Hollywood Terrace Historic District	Fayette
Johnson's Inn	Bourbon
Lewis Y. Martin House	Jessamine
Liberty Downtown Historic District	Casey
M.B. Green Site	Boone
Mary Alice Hadley House	Jefferson
Dundee Masonic Lodge No. 733	Ohio
New Zion Historic District	Fayette/Scott
Rhea Stadium	Logan
Ross-Hollenbach Farm	Oldham
Stoddard Johnston Elementary School	Jefferson
Woodbourne House	Jefferson
Woodford-Fishback-Venable Farm	Clark
Wurtland Union Church	Greenup
Feltman Mound	Kenton
Fort Thomas Commercial District	Campbell
Park Hills Historic District	Kenton
South Park Neighborhood	Clark
2009	
Mill Springs Battlefield (boundary increase)	Pulaski & Wayne
Brooks House	Bell
Buffalo School	LaRue
Central Frankfort Historic District	Franklin
Cherokee State Park	Marshall
Coe House	Cumberland
Hinton-Scarce House	Shelby
James E. Pepper Distillery	Fayette
J. Whitesell Farm (boundary increase)	Fulton
Jonathan Hills House	Hardin
Kenmil Place	Paducah
Upper Reaches of Boone Creek Rural Historic District	Clark & Fayette

National Historic Landmarks Program

National Historic Landmarks are nationally-significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating the heritage of the United States. Less than 2,500 historic places located across the country bear this singular distinction.

Thirty historic and prehistoric places across Kentucky have been designated as National Historic Landmarks, including 5 archaeological sites and 1 archaeological district. Kentucky Heritage Council staff members are responsible for monitoring these nationally-significant resources on behalf of the National Park Service.



John A. Roebling Suspension Bridge, Covington. This important structure was designated a National Historic Landmark in 1975. At the time of its completion in 1867, it was the longest suspension bridge in the world.

HISTORIC TAX CREDIT PROGRAMS

Two of the most successful and cost-effective community revitalization programs in the state are the Federal Historic Tax Credit Program and the Kentucky State Historic Preservation Tax Credit Program. They reward private investment in the rehabilitation of historic properties. In many Kentucky communities, new life has been restored to abandoned or under-utilized historic retail stores, houses, offices, schools, warehouses, factories, churches, apartments, theaters, and hotels in a manner that retains their historic character. The rehabilitation tax credit programs generate jobs and have helped to create moderate and low-income housing.

Federal Historic Tax Credit Program

The Tax Reform Act of 1986 provides a 20% federal tax credit for the rehabilitation of certified historic properties. In order to receive this tax credit, the property must be income-producing and the rehabilitation work must be certified by the National Park Service as being in conformance with the *Secretary of the Interior's Standards for Rehabilitation*.⁴¹ Typically, the federal preservation tax credit is used in tandem with other incentive programs to make the project more lucrative for developers.

This program is administered by the National Park Service and the Internal Revenue Service in partnership with the state historic preservation offices. The

⁴¹ For more information about the Federal Historic Tax Credit and the Secretary of the Interior's Standards for Rehabilitation, see <http://www.nps.gov/history/hps/tps/tax>.

role of the Kentucky Heritage Council is to advise applicants, review the significance of the properties, and evaluate rehabilitation work. When the proposed work does not appear to meet the *Standards*, Kentucky Heritage Council staff will advise the applicant on how the project may be revised to receive credits. Upon completion of the state-level review, staff will make a recommendation and forward the application to the National Park Service in Washington, D.C. It is the National

Park Service's responsibility to certify or deny applications for federal tax benefits. Most successful projects are those that are planned well enough in advance to allow review and preliminary certification of rehabilitation work prior to the initiation of construction.

In 2006, the federal historic rehabilitation tax credit alone produced a total of over 15,000 units of housing in the United States. About 40% of those units qualified as affordable housing. Between 2005 and 2009, over 400 low-income housing units were created in Kentucky using this preservation incentive.⁴² These units were primarily rehabilitated for senior citizen housing.

Between 2004 and June 2009, Kentucky Heritage Council staff reviewed and approved 124 Federal Historic Tax Credit projects with a total of \$4,162,688,274 of certified expenditures.



The Henry Clay (ca 1924), a federal and state historic tax credit rehabilitation project located in downtown Louisville, was completed in 2006 by CITY Properties Group LLC. This former Elks Lodge, hotel, and YWCA is now a multi-use center that houses residential units, event space, shops, a catering business, and even a theater.

Kentucky State Historic Preservation Tax Credit Program



On March 18, 2005, Governor Ernie Fletcher signed into law HB 272, the Jobs for Kentucky Tax Modernization Plan. This legislation included a state tax credit for the rehabilitation of certified historic structures in Kentucky.

The Kentucky Historic Preservation Tax Credit Program is administered by the Kentucky Heritage Council. It provides a 30% state tax credit for owner-



Restoration of a capital at the Henry Clay. Photo courtesy of CITY Properties Group.

⁴² Information provided by the National Park Service.



BEFORE



AFTER

W.E. Pullen Building (ca. 1880), the Georgetown Main Street Commercial Historic District, Scott County. This historic commercial building was rehabilitated in 2008 by Lewis and Lynne Wolfe. The project utilized both federal and state historic tax credits. It won the Ida Lee Willis Preservation Project Award in 2009.

occupied residential properties. A minimum investment of \$20,000 is required with the total credit not to exceed \$60,000. This program also offers a 20% state tax credit for all other types of historic properties (e.g. commercial and industrial buildings, income-producing properties, properties

owned by governments and non-profit organizations, etc.), requiring a minimum investment of \$20,000 or the adjusted basis, whichever is greater. The federal and state historic tax credit programs are available for properties listed in the National Register of Historic Places or properties that are contributing elements of historic districts listed in the National Register.

To date, a total of 201 historic rehabilitation projects have been completed since the program's inception (110 - 30% credit, 91 - 20% credit). Several others are in various stages of completion. The completed rehab projects represent a private investment of \$137,896,690 in historic rehabilitation costs. Applying economist Donovan Rypkema's estimate that 42.3 jobs are created for every \$1 million invested in historic rehabilitation, this equals more than 5,795 jobs created for Kentucky.

The 2005 state legislation permitted a total of \$3 million dollars to be spent on state historic tax credit projects each calendar year. During most years, the amount of approved projects exceeded \$3 million, and as a result, an apportionment formula had to be applied to determine the amount of credit awarded per project. Consequently, final credit awarded to each approved project was less than the entire percentage.

On July 14, 2009, Governor Steve Beshear signed HB 3, which raised the cap of the state tax credit from \$3 million to \$5 million per year and allowed the tax credits to be redeemed through a refund from the state or by transferring the credits to a financial institution. These constructive changes will allow

more property owners to take advantage of the state tax credit.

Tax Credit Program Challenges

One of the major challenges is the “oversubscription” of our state tax credit program. During the last four years, applicants received only 21% to 87% of the actual value of the credit. It is difficult to inform prospective applicants about the credit when a credit amount cannot be guaranteed. The other challenge is that many of our applicants wait until the deadline to submit applications so there is a limited amount of time to review and condition the projects.

HISTORIC PRESERVATION PLANNING

Preservation planning is based on the following principles:

1. Important historic properties are irreplaceable if destroyed. Preservation planning provides for conservative use of these properties and permits drastic modification or destruction of historic properties only after all other alternatives are exhausted.
2. If planning for the preservation of historic properties is to be effective, it must begin before the identification of all significant properties has been completed. To make responsible decisions about resources, existing information must be used to the maximum extent and new information must be acquired regularly.

3. Preservation planning includes public participation. Public involvement is most meaningful when used to define historic preservation issues at the beginning of the planning process.

Community Planning in Kentucky

Urban growth is simply the geographic expansion of urban areas. In and of itself, it is a harmless concept. However, increased traffic problems, the presence of cloned strip malls and large, isolated subdivisions, the need for additional community infrastructure, like water and sewer lines, schools, and more public transportation, all seem to dull the enthusiasm for unchecked growth.⁴³

Land use is almost always the exclusive preserve of local governments. All Kentucky communities—cities, towns, remote villages, and rural areas—are now wrestling with the same questions: Is growth good or bad for our community? Should we try to manage growth? If so, what is the best course of action?

The most well-known and most-often utilized options for managing growth include:

- zoning, which involves partitioning land uses within a community to buffer dissimilar land uses from one another;
- setting growth limits or delineating an urban growth or

⁴³ Garkovich, Lorraine, University of Kentucky. “Land Use at the Edge: the Challenges of Urban Growth for the South.” Article published by the Southern Rural Development Center, August 2000. p.1.

- service boundary within which urban services are provided;
- open space zoning or clustered developments where urban uses are permitted on only certain portions of land, while other areas are dedicated to conservation or preservation easements; and
- purchase of development rights (PDR) programs, a tool for preserving open space in communities with zoning that encourages land owners to sell their development rights to another property owner in a different area of the community.



The Lexington-Fayette Urban County Government adopted a PDR ordinance in 2000. As of 12/31/09, the program permanently protects 211 farms, totaling more than 23,900 acres. It was the first agricultural conservation easement program implemented by a local government in Kentucky. Scott County has also developed a PDR program. Photo courtesy of Lexington-Fayette Urban County Government.

First adopted in the United States in 1916, zoning involves the regulation of the use and development of real estate within the borders of a municipality. Municipalities with zoning ordinances often restrict business and industry to particular designated areas of a community, while other areas are zoned agricultural or residential. Some have

utilized “mixed-use” zones (a mixture of zones) that maintain traditional use patterns within historic downtowns or neighborhoods (e.g. residences adjacent to stores or residences and commercial endeavors in the same building). **Less than half of Kentucky’s 120 counties have zoning ordinances.** The lack of support for zoning in Kentucky is mostly due to an aversion for implementing government-managed land use parameters.

In 2008, the Pendleton County Fiscal Court adopted a zoning ordinance in anticipation and preparation of the extension of development from adjacent counties. What factors contributed to their success? An attorney who had experience with resolving questions of land use was hired; the Planning Commission communicated regularly with the Fiscal Court, the main governing body; the ordinance was kept relatively simple with three zones (agricultural, residential, and commercial/industrial); and ample community support was maintained throughout the process.

Incorporating Historic Preservation Planning into Other Community Planning Efforts

The danger of historic preservation planning is that it can become marginal and separated from the planning mainstream. In these instances, preservation often becomes an activity only for a preservation audience. The most productive historic preservation plan is adopted as an element of an overall comprehensive plan. Preservation planning driven by survey alone or concerned with isolated landmarks or districts without being

connected to overall community decisions about economic development, public investment, and urban form, is not effective. When incorporated into broader issues of land use and community growth, historic preservation planning minimizes potential negative impacts that unchecked growth may have on the landscape.

Historic preservation planning measures take many forms, such as:

- Maintaining a city or county-wide cultural resource inventory;
- Instituting local historic preservation ordinances;
- Establishing a city or county historic preservation planner position or preservation planning team;
- Educating city/county park or facilities management personnel on proper treatments for publicly-owned historic properties;
- Establishing conservation easements;
- Creating cultural resource management plans for specific historic sites;
- Creating effective heritage tourism initiatives;
- Designating your town/city/county as a Certified Local Government; or
- ALL OF THE ABOVE.

Although they vary from locality to locality, historic preservation laws, which are usually adopted as a part of a zoning ordinance, can establish guidelines for new development on or around historic properties. Preservation ordinances are instrumental in generating local historic districts. Designation as a local historic district or landmark, unlike listing in the National

Register, allows for review of proposed changes, additions, and new construction to historic places. Local legislation is one of the best ways to protect the historic character of buildings, streetscapes, neighborhoods, and special landmarks from inappropriate alterations or new construction, as well as outright demolition.

Kentucky State and National Planning Organizations & Programs

There are organizations in Kentucky that assist the public in community planning endeavors. The Kentucky Chapter of the American Planning Association (KAPA) provides current information on community planning issues and practices and offers educational opportunities for professional planners, students, elected officials, and citizen planners. They network with other organizations in an effort to foster support for community and regional planning and development.

The Kentucky Area Development Districts also help community development efforts. The Area Development Districts (ADDs) originated in Kentucky during the early 1960s with the establishment of Area Development Councils that became the model for district authorization in landmark federal laws, such as the Appalachian Regional Development Act and the Public Works and Economic Development Act of 1965. The fifteen Area Development Districts were formed during the period that followed (1966 to 1972). The mission of the ADDs is to bring local civic and government leaders together to accomplish major objectives and take advantage of opportunities that



Map courtesy of the Kentucky Council for Area Development Districts

The Rural Heritage Development Initiative Pilot Program (RHDI) 2006-2009

Two areas in the country were chosen for the Rural Heritage Development Initiative Program—the Arkansas Delta and the Bluegrass Region of Kentucky. It was initiated by the National Trust as a three-year preservation pilot program funded by a grant from the W.K. Kellogg Foundation with financial match from private donors and local governments. The goal of the program was to create a regional approach to implementing historic preservation and economic development in five different areas:

- local business development,
- heritage tourism,
- farmland preservation,
- community image development, imaging, and branding, and
- preservation education

cannot be achieved or realized by those governments acting alone. Further, the ADDs are designed to be the focal point of a federal-state-local partnership for improvement of the quality of life in Kentucky. Contained in that effort is the use of a professional ADD staff for government units that individually cannot afford a staff. The Area Development Districts are responsible for a wide variety of programs that fall under a range of arenas, such as community and economic development (including heritage tourism initiatives), health and human services, public management and administration, and technology support, which are served through contractual agreements with localities.

Heritage Based Rural Development

National organizations, like the National Trust for Historic Preservation, also offer community planning assistance.⁴⁴ In fact, the Trust supported a heritage-based rural development program called the Rural Heritage Development Initiative (RHDI).

In Kentucky, the program was coordinated by Preservation Kentucky, Inc. in collaboration with the National Trust and the Kentucky Heritage Council, to help develop preservation-based rural economic development strategies within an eight-county region of Central Kentucky (Boyle, Green, LaRue, Marion, Mercer, Nelson, Taylor and Washington Counties).

The key elements of the program were addressed in several ways, including maintaining agricultural land use, adaptive reuse of farm buildings, finding new markets for local produce and crafts, education in preservation economics, and the development of additional regional preservation partners.

⁴⁴ See the National Trust's website at <http://www.preservationnation.org/issues/rural-heritage/resources-rural-heritage.html> for more information about heritage-based rural community development.

Preservation Kentucky supported a regional field representative, Amy Potts, who worked with the Southern Office of the National Trust, the National Trust Statewide and Local Partners Office, and the Kentucky Heritage Council to implement several successful and exciting preservation projects, including:

- ***The Survey of Historic Properties in Washington and Marion Counties.*** The cultural resource survey of Marion and Washington Counties was a far-reaching effort to create a comprehensive record of rural historic resources in a two-county region. In 2006, Kentucky Heritage Council staff applied for a Preserve America grant to initiate the survey. Fieldwork began in September 2006 and continued through July 2007. The two person survey team drove over 12,800 miles over the course of their work. Additional fieldwork was contributed by Kentucky Heritage Council staff, students from St. Catharine's College, and members of the Youth Leadership of Washington County. 875 survey forms for Marion County and 1343 forms for Washington County were completed. In all, 1,427 previously-unrecorded resources were documented, and 77 previously-documented resources were resurveyed. Landscape features, including more than 3,000 cellars, cemeteries, wells, garages, corn cribs, detached kitchens, rock fences, silos, spring houses, stores, tenant houses, and barns, were identified and added to the survey record. Data obtained during this project will greatly benefit future community planning efforts. Survey

information can be utilized by local governments and residents to better understand, protect, and market the historic resources of this region. The final survey report is now available on the KHC website at <http://heritage.ky.gov/natreg/histbl/dgsurv/rhdireport.htm>.



A frame corn crib with side sheds (WS 85) in Washington County, early-mid twentieth century. One of 96 corn cribs identified during the Washington and Marion County Survey.

- ***New Rural Design Guidelines.*** The RHDI, in partnership with the City of Bardstown, received a \$49,000 Preserve America grant to complete rural design guidelines. To complete this project, RHDI worked collaboratively with the University of Kentucky's Department of Landscape Architecture who created the guidelines with a focus on new, compatible residential construction, reuse of existing buildings, barn and other outbuilding preservation, development of land for community growth, and providing alternatives to fragmentation of rural cultural landscapes.
- ***Hosting the 2009 National Barn Alliance Conference.*** In May 2009, the National Barn Alliance, in conjunction with the RHDI Program, Preservation Kentucky, and the Kentucky Heritage Council, held its annual

conference at Shaker Village of Pleasant Hill. Barn preservation enthusiasts from across the country traveled to Central Kentucky to tour historic barns and learn about various preservation and rehab techniques. To better prepare for this conference, the RHDl formed the Statewide Barn Preservation Advisory Committee to help continue and solidify barn preservation efforts across the state as well as plan for the conference.

- ***The Lincoln Heritage All American Highway:*** The RHDl received a grant from the Federal Highways Administration in 2007 to hire a consulting firm to complete a Corridor Management Plan and National Scenic Byway application for the Lincoln Heritage Highway, which travels through portions of the RHDl region and includes US 31E from LaRue to Nelson County and US 150 from Nelson through Washington and Boyle Counties. The Corridor Management Plan is a requirement for National Scenic Byway status. The goal was to develop a plan that represented the vision of the communities along the byway and to tell the complete story of the byway corridor, including information concerning early settlement of the area, Abraham Lincoln's life, Civil War events, bourbon heritage, religious settlement history, and historic preservation activity, among other themes. National Scenic Byway or All American Highway

status is anticipated to be awarded in 2010.

Although the Kentucky RHDl pilot project program officially ended in 2009, Preservation Kentucky is continuing to support the program within the original eight county region and is investigating the possibility of eventually expanding the program to other counties.

The framework of this program can be adopted locally and utilized for grassroots planning efforts. To learn more information about how the program was utilized locally, see <http://www.preservationkentucky.org/rhdi.asp>

Historic Preservation Planning Challenges

Many Kentucky cities and city/county partnerships have community planning personnel who work with zoning ordinances, subdivision regulations, and questions of land use daily. They review community site development plans and subdivision plats; oversee requests for zoning changes, variances, and conditional use permits; and develop community comprehensive plans. In short, they are responsible for managing their community's vision for the future.

However, several communities in Kentucky currently have no central planning office. As noted in Chapter 2, 26 counties have joint (city/county) planning units with zoning regulations, 21 counties have joint planning units with no zoning regulations, 45 counties have individual (city or town) planning units with no organized planning effort outside of the cities, and 27 counties

have no planning units at all. Needless to say, Kentucky regrettably has a long way to go to achieve statewide, comprehensive community planning.

Rural Kentucky, which currently includes over 1.8 million people and 87% of the state's landscape, consists of a diverse range of cultural resources, from farms, cemeteries, and rock fences to Main Streets, stores, schools, churches, Civil War battlefields and other archaeological sites, bridges, scenic byways, and so much more. Major economic and demographic shifts are bringing changes to rural communities—and not all of them are welcome. Shrinking agricultural, mining, and manufacturing employment is leading to population loss and neglect and abandonment of historic buildings and sites.⁴⁵ In high growth areas around cities, unmanaged development is literally consuming the rural cultural landscape.

Land-use decisions are primarily the responsibility of local governments, but many of Kentucky's rural governments don't have the resources to develop comprehensive land-use plans to guide growth and development. However, this does not preclude them from developing community plans or attempting historic preservation planning programs. Some community planning responsibility will fall to the Area Development Districts.

⁴⁵ Statistics provided by the USDA Economic Research Service, 2008 estimate, and the Natural Resources Conservation Service, a division of the USDA. Rural landscape includes cropland, "CRP land," pastureland, forest, "other rural," and water. About 7% of Kentucky's landscape was listed as "developed" and 5% listed as federal land.

CERTIFIED LOCAL GOVERNMENT PROGRAM

Jointly administered by the State Historic Preservation Office and the National Park Service (NPS), Kentucky's Certified Local Government Program (CLG) is a local, state, and federal partnership that promotes community preservation planning and protection of prehistoric and historic resources, as well as heritage education.

Requirements for Becoming a Certified Local Government

The National Historic Preservation Act (NHPA) requires a local government seeking certification to meet five broad standards:

1. Enforce appropriate state or local legislation for the designation and protection of historic properties. In Kentucky, a local government must adopt a local historic preservation ordinance that meets state guidelines.
2. Establish an adequate and qualified historic preservation review commission under state and local legislation.
3. Establish & maintain a system for the survey and inventory of historic properties.
4. Provide for adequate public participation in the local historic preservation program, including the process of recommending properties for nomination to the National Register of Historic Places.
5. Satisfactorily perform other CLG responsibilities delegated under the National

Historic Preservation Act [16 U.S.C. 470a(c) - Certification of local governments].

Goals of the Kentucky Certified Local Government Program

- Historic preservation issues are understood and addressed locally and are integrated into local planning and decision-making processes at the earliest possible opportunity.
- Local interests and concerns are integrated into the historic site identification, evaluation, nomination, and protection functions of the Kentucky Heritage Council.
- Information concerning local historic preservation issues is provided to the Kentucky Heritage Council and to the public.
- Local historic preservation ordinances and historic preservation commissions are established in cities where they do not yet exist and are updated, if necessary, where they already exist.
- Information in the Kentucky archaeological inventory and historic buildings database is made available to the local community to use in identifying and defining community and neighborhood development and conservation areas.

Benefits of the Certified Local Government Program

Certified Local Governments:

- Are eligible to compete for matching grants that fund approved preservation projects.

10% of the federal Historic Preservation Fund (HPF) allocation distributed to the Kentucky State Historic Preservation Office is set aside annually for Certified Local Governments. In the past, CLG grants have been awarded for conducting cultural resource survey, preparing National Register nominations and historic district design guidelines, educational programming, and developing cultural resource management plans. “Bricks and mortar” projects are usually not funded with CLG grant money.

- Have a formal role in the nomination review process of local sites proposed for listing in the National Register of Historic Places.
- Participate in the establishment of regional and state historic preservation objectives.
- Receive technical and advisory services from the Kentucky Heritage Council.

Certified Local Governments in Kentucky

Currently, there are twenty-five (25) Certified Local Governments in Kentucky.

KENTUCKY'S CERTIFIED LOCAL GOVERNMENTS

AS OF 12/31/09

City of Anchorage
City of Bardstown
City of Bellevue
Boone County
City of Bowling Green
City of Campbellsville
City of Covington
City of Danville
City of Dawson Springs
City of Frankfort
City of Hanson
City of Hopkinsville
City of Horse Cave
City of La Grange
Lexington-Fayette Urban County
Louisville Metro Government
City of Maysville
City of Middlesboro
City of Middletown
City of Newport
City of Owensboro
City of Paducah
City of Perryville
City of Pikeville
City of Shelbyville

Many local preservation planning projects are completed with CLG grants every year. Most recently, the Newport and Covington CLGs began working towards enlarging a local historic district. In 2008, the City of Bardstown and the Lexington Fayette Urban County Government revised historic district design guidelines, and the City of Bowling Green worked toward surveying previously undocumented historic properties. In 2009, Louisville conducted a public preservation lecture series that included hands-on building material conservation, and the Frankfort CLG began the ambitious task of enlarging its downtown National Register district.



In 2009, the Metro Louisville Historic Landmarks Commission and Preservation Louisville, Inc. presented a series of three public preservation workshops with the help of a CLG grant. Pictured above, the window restoration workshop, which took place in April 2009. Photo courtesy of Cynthia Johnson with the Louisville Metro Planning & Design Services Department.

KENTUCKY MAIN STREET PROGRAM

The Kentucky Main Street Program fosters a community driven, comprehensive approach to downtown revitalization by advocating community self-reliance, local empowerment, personal service, local property ownership, and rebuilding traditional commercial districts and retaining a sense of place through historic preservation. It is primarily a self-help program, locally administered and funded, with technical and design assistance, on-site visits, and training provided by the Kentucky Heritage Council. This program is comprised of four components: Organization, Promotion, Design, and Economic Restructuring.

Over the last 30 years, the Kentucky Main Street Program, in partnership with the Kentucky Renaissance on Main Program, has generated more than \$3.3

billion of public-private investment in communities throughout the state.

Kentucky's Main Street Communities

There are currently 83 certified Kentucky Main Street Programs across the state. Kentucky Main Street communities vary from small, one block communities to interconnected cities, such as the area in northern Kentucky where six Main Street communities (Covington, Newport, Bellevue, Dayton, Ludlow, & Fort Thomas) have united to present several programs, forming a regional economic revitalization effort.

Challenges of the Main Street Program

On average, staff size for a statewide Main Street Program consists of 3 full-time employees and 1 part-time employee who serve approximately 30 local Main Street programs. The National Main Street Center recommends one staff person per every 5-10 Main Street programs. Currently, one Kentucky Heritage Council staff person is responsible for providing professional and technical assistance and certification training to all 83 local Main Street communities. Additional Main Street personnel are needed to adequately staff the administration of the Kentucky Main Street Program and meet the minimal National Main Street Center statewide program requirements.

Usually, one Main Street Manager administers a local program through a volunteer board. Due in part to the current state of the economy and lack of local support, Main Street communities in Kentucky are in financial crisis.

SAVE AMERICA'S TREASURES PROGRAM

Save America's Treasures (SAT) is a national public-private partnership planned and implemented by the National Park Service and the National Trust for Historic Preservation to protect the country's threatened cultural treasures that document the history and culture of the United States. Since SAT was established in 1998, the program has designated over 1,600 official projects and awarded over \$300 million in public and private grants to the preservation of nationally-significant sites in every state.



Pine Mountain Settlement School. Draper Building (ca. 1937), pictured above, was historically the boys' industrial arts center. It is still used to teach woodworking, but now students also learn geology, biology, pottery, & weaving.



Pine Mountain Settlement School received a Save America's Treasures grant in 2009 for a reroofing project (in progress) on the Draper Building. Photo courtesy of Patrick Kennedy.

**Save America's Treasures Grants Awarded
to Kentucky Resources**

<u>Resource</u>	<u>City</u>	<u>Award</u>	<u>Year</u>
Pine Mountain Settlement School Complex	Bledsoe	\$138,575.00	2008
Mount Sterling Methodist Church	Mt. Sterling	\$246,322.00	2006
Old Bank of Louisville / Actor's Theatre	Louisville	\$147,793.00	2006
Beringer-Crawford Museum Collections	Covington	\$98,611.00	2005
Jefferson Community and Technical College	Louisville	\$98,611.00	2005
Old Warren County Courthouse	Bowling Green	\$246,527.00	2005
Sunny Hill Pavilion, Iroquois Park	Louisville	\$197,535.00	2004
Metropolitan Hotel	Paducah	\$246,919.00	2004
Old State Capitol Paintings	Frankfort	\$74,076.00	2004
United States Marine Hospital	Louisville	\$375,000.00	2003
Farnsley-Kauffman House	Louisville	\$199,000.00	2003
West Main Street	Louisville	\$240,000.00	2003
Brinton House	Perryville	\$248,000.00	2003
City Archives	Paducah	\$250,000.00	2002
McDowell House	Danville	\$150,000.00	2002
Squire Earick House	Louisville	\$150,000.00	2002
Appalshop Archive	Whitesburg	\$135,000.00	2002
Belle of Louisville	Louisville	\$499,000.00	2001
Hopewell Museum	Paris	\$249,000.00	2001
Loudoun House	Lexington	\$748,000.00	2001
African American Heritage Center, Trolley Barn Complex	Louisville	\$1,000,000.00	2000
River Heritage Museum	Paducah	\$300,000.00	2000

PRESERVE AMERICA PROGRAM

Preserve America is a federal initiative that supports community efforts to preserve and enjoy our invaluable cultural and natural heritage. Preserve America recognizes and designates communities, including municipalities, counties, neighborhoods in large cities, and tribal communities, that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs. Since the program's inception in 2003, nearly 800 communities have been designated as Preserve America Communities in all 50 states, the District of Columbia, and the U.S. Virgin Islands. *Currently, Kentucky has the most Preserve America communities and neighborhoods, 73 to date.* The Preserve America competitive matching-grant program, which began in 2006, has funded 228 projects in 47 states, including 10 projects in Kentucky.

**Kentucky Preservation Projects
Funded with Preserve America Grants**

**Rural Heritage Development Initiative
Survey**

Kentucky State Historic Preservation Office
\$60,000

Grant funds will be used to conduct an architectural and cultural resource survey in two Preserve America communities in the state with the least amount of survey and National Register listings. The comprehensive survey will be used to identify a basis for preservation planning measures and a regional heritage tourism program.

The Portland Neighborhood: Linking Our Heritage to Our Future, \$150,000

Portland Neighborhood of Louisville, Kentucky
Portland, currently a neighborhood of Louisville located two miles northwest of downtown, was recognized as a Preserve America community in 2006. Founded in 1811, Portland once thrived as an autonomous shipping port at the western end of the portage route around the Falls of the Ohio River. Portland Museum and Louisville's Metro Parks Department are now working together to develop Portland Wharf Park as an educational opportunity and cultural heritage destination. The grant created a set of master plans to interpret Portland Wharf Park and link it with key neighborhood historic sites along three heritage trails that will result in a more cohesive interpretive strategy that insures a strong, authentic visitor experience.



The **Portland Neighborhood** became a Preserve America community in 2006.

Shown here: Community volunteers assist professional archaeologists during an archaeological study at **Portland Wharf Park** to better understand a former house lot located at 124 33rd Street, which includes remnants of a 19th century shotgun house, shed, and outhouse pits, as well as thousands of artifacts, like window glass, nails, bottles, dish fragments, and personal items, all providing clues to Portland's past. Ongoing archaeological work is conducted in cooperation with the Portland Museum, the University of Kentucky, and Kentucky Archaeological Survey.

Hidden River Cave Trail, Horse Cave Main Street

Horse Cave, Kentucky, , \$21,000
Funds were used to complete a unique tourism pathway that highlights the history of Hidden River Cave. The project involved the purchase & installation of audio tour equipment & signage, research, and creation of narratives in multiple languages.

A Comprehensive Preservation Plan for Gratz Park in Lexington, Kentucky

Lexington-Fayette County, Kentucky, \$55,925
Funds were used to prepare a comprehensive preservation and improvements plan for the Gratz Park neighborhood of Lexington.

Interpretation of Historic Bowling Green

Bowling Green, Kentucky, \$62,000
The City of Bowling Green wrote, designed and fabricated interpretive signs and other materials as part of a heritage tourism marketing campaign to promote the city's historic resources and enhance visitor experience.

Information & Wayfinding Signage and Kiosks for Burlington Historic District

Burlington, Kentucky, \$22,500
Plaques, wayfinding signs, and an informational kiosk describing historic buildings and sites were installed in an effort to create a greater awareness of the Burlington Historic District.

Discover Landmark Covington! Cultural Heritage Tourism Program

Covington, Kentucky, \$130,000
The goal of this project was to produce urban walking and driving tours that helped to preserve, enhance, and promote the rich cultural assets of Covington.

Rural Heritage Development Initiative Preserve America Sub-Grant Program

Kentucky State Historic Preservation Office \$80,000

The State Historic Preservation Office subgranted funds to develop heritage tourism educational materials and/or National Register nominations based on current survey work of three counties involved in the Rural Heritage Development Initiative.

Renaissance Area Master Plan

Paducah, Kentucky, \$75,000

Building on the recent success of Paducah's Artist Relocation Project in its Lowertown Historic District, the city is preparing a Renaissance Area Master Plan that will link and manage the further growth and development of its new art neighborhood, its downtown, and riverfront. The city eventually hopes to move cultural and natural heritage tourists seamlessly throughout all three historical and economical areas, having united their identities and visual characters.

Rural Heritage Development Initiative Design Guidelines

Bardstown, Kentucky, \$48,925

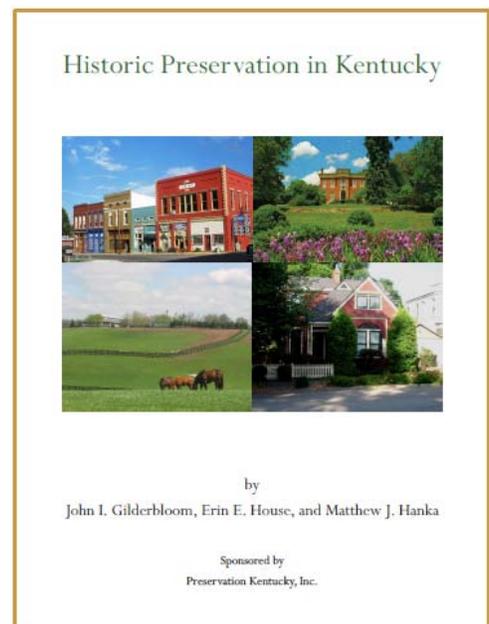
The City of Bardstown, along with eight other Preserve America Communities, will work with the University of Kentucky Research Foundation to develop design guidelines that will help the region maintain the character of its rural landscapes and historic small communities. The resulting document will review regional design characteristics, case study examples, and prescriptive recommendations.

Kentucky Preservation Fund Grant

The Kentucky Preservation Fund Grant is a cooperative venture between the Kentucky Heritage Council, the Southern Regional Office of the National Trust for Historic Preservation, and Preservation Kentucky, Inc. Matching grants, which usually range from \$500 to \$5,000, are available annually to public agencies or nonprofit organizations engaged in preservation planning projects (e.g. local cultural resource management plans, survey of endangered resources, National Register nominations, educational programming, and sponsorship of workshops and conferences). Since its inception, the Fund has granted over \$129,000 to 34 projects.



In 2007, the Northern Kentucky African American Heritage Task Force was awarded a Kentucky Preservation Fund Grant to complete a structural assessment and stabilization plan for the Dry Ridge Consolidated Colored School (above), built in 1925 in Crittenden County. In 2009, this property was one of only 16 Rosenwald schools nationwide awarded a grant made possible by the National Trust & the Lowe's Charitable and Educational Foundation. These additional funds will be used to complete the second phase of the restoration.



Preservation Kentucky, Inc. was awarded a Kentucky Preservation Fund grant to complete a study to determine the economic impact of preservation in the state (published in 2008). The study report is available at <http://www.preservationkentucky.org/>

Kentucky Preservation Fund Grants Awarded To Date

2008

Organization	Project	Amount
Laurel Home Guard	Camp Wildcat Battlefield, plan for bridge reconstruction	\$2,500
Kentucky Organization of Professional Archaeologists	Living Archaeology Weekend	\$2,000
Preservation Kentucky	RHDI Design Guidelines	\$4,000
Brennan House	Historic Building Maintenance Workshop	\$2,000
Friends of Westport	Westport School	\$2,000
City of Greensburg	Mud Brick House stabilization	\$5,000
Preserve Lexington	Structural assessment to determine if 14 historic buildings on Main Street in Lexington could be rehabilitated & incorporated into new development	\$3,000

2007

Bowling Green-Warren County Historic Preservation Board	"Me & My Old House" education program	\$2,000
Committee to Save the Handy House	Report - economic potential of historic preservation	\$250
Committee to Save the Handy House	Master Plan - Handy Farm & Handy House	\$3,000
Dry Stone Conservancy	educational model	\$3,900
Historic Frankfort, Inc.	Feasibility study for historic YMCA building	\$3,000
Lyon County Historical Society	CRM Plan for historic property in Old Eddyville	\$5,000

Organization	Project	Amount
Main Street Munfordville	Structural assessment of historic properties damaged by 2005 tornado	\$2,504
Main Street Munfordville	Stabilization of historic buildings damaged by 2005 tornado	\$2,850
Mayfield Main Street	Condition assessment of Court Square	\$5,000
Caldwell County Historical Society	documentary, "Kentucky's Main Street: Unbridled Spirit of Heritage"	\$5,000
Nicholasville Now	Structural assessment & stabilization plan for the 100 block in downtown historic district	\$2,500
Northern Kentucky African American Heritage Task Force	Structural assessment & stabilization plan for the Dry Ridge Rosenwald School	\$3,000
Preservation Kentucky	A forum for Preservation Kentucky & Tennessee Preservation Trust staff	\$500
Preservation Kentucky	Kentucky Historic Preservation Impact Study	\$5,000
Preservation Kentucky	State Historic Preservation Conference in Covington	\$5,000
Shakertown Revisited	Strategic Plan for Shaker Museum at South Union	\$4,000
Shelbyville 2000 Foundation	Community Awareness Project for Historic Shelbyville	\$5,000
Gratz Park Neighborhood Association	Survey, Cultural Landscape & Arborist Assessment, & Master Plan	\$5,000

Organization	Project	Amount
Blue Grass Trust	"Domestic Architecture of Benjamin Henry Latrobe " Program	\$2,000
Graves County Board of Education	Stabilization of Hickory Rosenwald School	\$5,000
Kentucky Heritage Council	Project Archaeology Conference	\$2,300
Kentucky Heritage Council	RHDI Oral History Project	\$4,000
Frank Duveneck Arts & Cultural Center	A restoration plan, phase I	\$5,000
Bowling Green-Warren County Historic Preservation Board	North Bowling Green Interpretive Project	\$2,500
Clark County/Winchester Heritage Commission	Architectural & Landscape Study for the Clark County Courthouse	\$5,000
City of Campbellsville	Historic Structures Report, Merchants Hotel	\$5,000
James Harrod Trust	Structural assessment & charette - Rocky Point property	\$5,000
Perryville Battlefield Association	Deed search of battlefield to 1862	\$3,000
Brennan House	Organization Assessment	\$5,000
Fort Thomas Renaissance	Jr Renaissance Camp at Fort Thomas Military Post	\$500

PRESERVATION EDUCATION

There is a great need in Kentucky for preservation education and training. This education should be disseminated in a way that will interest young students and non-professionals and accommodate craftsmen, consultants, and other preservation professionals.

Educating the general public as well as local and state decision makers about protecting cultural resources is perhaps the most proactive step that a community can take to revitalize a historic downtown, preserve quality of life, and utilize cultural resources as the basis for a cultural heritage tourism program. Goal 2 of the 2010-2014 Plan addresses this need, and, hopefully, offers the strategies and actions that will help advance the understanding and awareness necessary to develop a strong historic preservation ethic throughout Kentucky that will support effective preservation projects and programs.

PRESERVATION SKILLS TRAINING

Preservation of Kentucky's significant historic buildings requires craftsmen with knowledge of suitable building material treatments. This knowledge can only be attained through educational efforts performed by skilled craftspeople who have knowledge of the *Secretary of the Interior's Standards for the Treatment of Historic Properties* and experience utilizing the *Technical Preservation Briefs*.



The Pine Mountain School for Practical Historic Preservation celebrated its eighth year in 2009. Exceptional instructors and the Heritage Council's close partnership with the Settlement School have made this a very successful program. Pictured above: a 2009 mortar & repointing workshop.

Several preservation organizations, Certified Local Governments, and trades schools offer preservation skills training in Kentucky. Since 2002, the Kentucky Heritage Council and the Pine Mountain Settlement School, a National Historic Landmark property located in Harlan County, have partnered to present an annual series of hands-on training workshops. This program, known as the Pine Mountain School for Practical Historic Preservation, offers, on average, three annual workshops for adults that are intense but fun hands-on sessions that focus on the skills needed to properly care for and repair historic buildings. Traditional construction methods are taught, but practicality is

also emphasized. To quote one student, "you have taught me methods to work on my building but more importantly, you have given me the confidence that I can do the work".

Preservation Rendezvous 2009

In July 2009, the Kentucky Heritage Council, in partnership with the Frankfort Department of Parks and the Frankfort-Franklin County Tourism Office, hosted a Preservation Rendezvous—a union of Preservation Trades Network and Timber Framers Guild members to demonstrate and teach traditional building skills. They, along with members of the National Slate Roof Contractors Association, built a 12' X 20' white oak timber frame shelter with a slate roof at River View Park in Frankfort. The group camped at nearby Cove Springs Park where they held Phase I of a two phase restoration workshop on a ca. 1830 log smoke house. The Rendezvous brought together many craftsmen who, through demonstrations and workshops, taught traditional building skills to new members, area contractors, and homeowners. Most importantly, the public was introduced to various preservation trades.



Preservation Rendezvous 2009, Frankfort. Pictured above: construction of the timber frame picnic shelter and cutting slate for the roof.

KENTUCKY STATE HISTORIC PRESERVATION CONFERENCE

Since 1986, the Kentucky Heritage Council has coordinated a biennial statewide conference, along with Preservation Kentucky, Inc., the Kentucky Main Street and Renaissance communities, Certified Local Governments, and other partners, to focus attention on historic preservation efforts throughout Kentucky and to provide technical assistance and training to preservation commissions, elected officials, non-profits, and individuals. This conference has taken place in various communities across Kentucky. Historic places, some successful rehabilitated properties, have served as lecture, workshop, and entertainment venues to highlight preservation accomplishments and issues. The 2006 Kentucky State Historic Preservation Conference, *The Art of Preservation*, took place in Covington. The 2008 conference, *Preserving the Spirit of Home*, was held in Bardstown.

IDA LEE WILLIS AWARDS

The Ida Lee Willis Memorial Preservation Awards Program is sponsored by the Ida Lee Willis Foundation in partnership with the Kentucky Heritage Council. This program consists of an annual statewide preservation awards contest and presentation ceremony and reception. The awards recognize those who have demonstrated an understanding of and appreciation for the value of preserving and reusing Kentucky's historic and prehistoric resources, whether through the rehabilitation of a significant resource, successful advocacy project,

or a lifetime commitment to promoting historic preservation. The awards are named for the first Kentucky State Historic Preservation Officer and Executive Director of the Kentucky Heritage Commission (now the Kentucky Heritage Council). The award ceremony takes place every May to celebrate National Historic Preservation Month.

STUDENT PHOTO ESSAY COMPETITION

Since 1999, Preservation Kentucky, Inc. has partnered with the Kentucky Heritage Council to engage students in historic preservation through the annual Student Preservation Photo-Essay Competition. Students are required to submit a short essay on a preservation theme and specific cultural resource, along with a photograph of the resource. First, second, and third place essays are chosen from three categories—Elementary (grades 1-5), Middle School (grades 6-8), and Senior High (grades 9-12). Students are also required to submit a copy of their essay to at least one local decision maker (a mayor, city council member or commissioner, county judge/executive, magistrate, etc.). For more information about the competition and to read past essays, see <http://www.preservationkentucky.org/photoessay2009.html>.

Excerpt from a student essay written by Mason Miller, second place winner of the 2009 Student Essay Contest, Grades 1-5 category. Mason writes about the Harlan County Courthouse.

"... the old courthouse continues its responsibility to the people of Harlan. Its unique spirit is alive with memories of all that have passed through its doors. Its preservation will provide jobs and services to the people of Harlan for generations to come."

STUDENT HISTORIC PRESERVATION EDUCATION

Perhaps what is most often heard within the preservation community is “start educating early”—that is, teach children and young adults about historic preservation and incorporate preservation education into the classroom. It is the students of today who will be the preservationists of tomorrow. Just as environmentalists started teaching nature conservation 30 years ago, preservationists are now focusing on conveying a strong preservation ethic to young people.

In the past, preservationists have worked with educators to incorporate Kentucky’s historic places into the classroom as teaching resources. Tangible historic places located in a student’s own community often make a stronger connection to history for students than other far-away historic places mentioned in text books. Utilizing historic resources within the state often motivates students to learn more about their own communities. These places inspire investigations that enable students to develop a variety of higher-order thinking skills. They learn to observe and scrutinize their surroundings, gather facts, compare and contrast, synthesize and analyze, evaluate sources of evidence, develop and test hypotheses, and draw conclusions. Because places can be utilized to teach hands-on skills (observation, survey, etc.) as well as informational content, they are well-suited to help teachers meet both state and national curriculum standards in social studies, history, geography, civics, art, and other subjects. Lessons that incorporate historic preservation

teach students to recognize and appreciate the rich heritage that surrounds them.

During the past five years, Kentucky Historical Society, sometimes in partnership with the Kentucky Heritage Council, has presented summer professional development workshops for Kentucky educators. The agency has also worked with the Letcher County School Board to establish the Documenting American Democracy project, a professional development program for teachers in southeast Kentucky, which was funded by a Teaching American History Grant.

There must be a more-dedicated concentration on historic preservation education for young people during the next five years. The Student Photo Essay Contest should be updated and advertised more extensively. For example, students could be given the option to submit essays in a different media, such as video. Historic preservation lesson plans that involve architectural resources must be produced and made available to educators. Kentucky Archaeological Survey currently provides exceptional archaeological lesson plans and hands-on learning opportunities for students. This instruction is very important and desperately needed. However, additional lessons should be written that concern other preservation-related topics, such as the identification of historic architectural types common to Kentucky, survey of historic properties, preservation law, preservation and community planning, etc. The use of the Teaching with Historic Places Program, a tool launched in 1991 by the National Park Service, should be encouraged. More partnerships with

Kentucky schools are necessary. New preservation lesson plans and other preservation information should be disseminated at teachers' conferences and workshops, and additional summer teacher training opportunities should be offered.

Since funding for educational programming is almost nonexistent, preservationists can rely more heavily on partnerships and solid working relationships with elementary, middle, and high schools throughout the state, non-profit organizations, Kentucky Certified Local Governments, Main Street programs, state agencies, such as the Kentucky Heritage Council, Kentucky State Parks, Department for Local Government, Transportation Cabinet, and the Kentucky Historical Society. The Kentucky Community Scholars Program is offered by the Folklife Program, a division of the Kentucky Historical Society. This twelve-week training program is designed for individuals interested in documenting and promoting community culture, folklife, and traditional arts. Through coursework and training sessions, adult participants become familiar with folklife documentation techniques, research methods, presentation of cultural resources, grant writing, and project development. The Kentucky Heritage Council plans to pursue a partnership with the Folklife Program to integrate a possible resource identification, survey, and/or historic preservation planning component in this program.

Additional partnerships with institutions of higher learning should also be established. There are undergraduate and graduate level programs in

Kentucky that offer training in architectural and archaeological field study, research, theory, law, advocacy, hands-on preservation training, and urban planning. The many programs offered include: the University of Kentucky's Historic Preservation Program & Anthropology Program, Western Kentucky University's Folklife Program, University of Louisville's Urban Planning Graduate Program, Morehead State University's Public History undergraduate program, and the Center for Excellence in the Study of Kentucky African Americans (CESKAA) at Kentucky State University. Northern Kentucky University also offers archaeology and historic preservation classes.

KENTUCKY ARCHAEOLOGICAL SURVEY

The Kentucky Archaeological Survey (KAS) was formed as a partnership between the Kentucky Heritage Council and the Department of Anthropology at the University of Kentucky. The objective was to reduce costs and meet the service and educational requirements of both entities. As part of this formal agreement, the Kentucky Heritage Council provides partial funding for three permanent staff members who are employed by the University of Kentucky. The University of Kentucky, Department of Anthropology, provides laboratory, storage, and office space as well as administrative assistance.



Kentucky Archaeological Survey undertakes archaeological investigations in advance of state

construction projects and conducts other studies to identify sites on state-owned and other municipal lands. KAS also works with local governments, non-profit organizations, and private organizations on a variety of projects, including hands-on educational archaeology programs that involve grade school children. Over the last five years, more than 20,000 students have participated in these programs. In rare instances, KAS has donated staff time and travel to conduct archaeological investigations for private property owners who do not have the means to pay for services.

Kentucky Archaeological Survey public education efforts include a series of educational booklets that describe the results of prehistoric and historic archaeological research in a nontechnical format and a video series that includes four documentaries produced by Voyageur Media. These programs blend interviews, rare archival images, and artifacts to highlight archaeological investigations conducted throughout Kentucky.

**SIGNIFICANT KAS PROJECTS
(2005-2009)**

Living Archaeology Weekend

Living Archaeology Weekend is a two-day public outreach event that is co-organized by the Kentucky Archaeological Survey, Kentucky Organization of Professional Archaeologists, Kentucky Heritage Council, and the U.S. Forest Service. It offers school children, teachers, and the general public a variety of educational activities targeting American Indian lifeways, archaeological interpretation, and archaeological site preservation.

The event, which began in 1989, is held annually in September at Gladie Creek in the Red River Gorge, a part of Daniel Boone National Forest. Visitors are given opportunities to interact closely with demonstrators and to participate in hands-on activities (e.g. atlatl/spear throwing, blow guns, native cooking, native fire building, basket making and weaving, hide tanning, flint knapping, and pottery making). It is designed to promote an understanding of the technologies that Native Americans used in the Red River Gorge, and to encourage appreciation and protection of Kentucky's fragile archaeological sites. In 2008, this celebrated educational program won a Southeastern Archaeological Conference Public Outreach Grant.



In 2009, Living Archaeology Weekend celebrated its 20th year. This important educational program serves 2,000-3,000 participants annually and offers presentations delivered by 15-20 demonstrators.

Archaeological Educational Booklets

The Prehistoric Farmers of Boone County, Kentucky (published in 2006) presents what we currently understand about how the Fort Ancient people lived and how their way of life endured and changed over more than 700 years. The booklet was funded, in part, by a grant from the National Park Service and by funds provided by the Federal Highway Administration through the Kentucky Transportation Cabinet. It was designed to be used along with a series of lessons for high school teachers.

Adena: Woodland Period Moundbuilders of the Bluegrass (published in 2007) presents archaeologists' current ideas about Adena lifeways, ritual sites, and burial practices. The Adena were groups of prehistoric hunter-gatherer-gardeners, who lived in central and eastern Kentucky from 500 B.C. to A.D. 200. No other prehistoric groups who lived in Kentucky's Bluegrass Region ever matched the Adena peoples' burial practices for complexity or their tombs for intricacy. Funding was provided by a grant from the Institute of Museum and Library Services and by the Federal Highway Administration. This booklet was designed to be used along with lessons developed for intermediate and middle school social studies teachers.

For more information regarding these booklets and other KAS archaeological publications and educational videos, see <http://heritage.ky.gov/kas/pubsvids/>

Old Frankfort Cemetery

In 2002, the Kentucky Transportation Cabinet (KYTC) began construction on a new central administration building in Frankfort. At the beginning of this project, it was not known that a large cemetery with unmarked graves was located on the property to be developed. Construction around the cemetery area, starting in the 1870s and continuing into the 20th century, had effectively removed the cemetery from public memory. Once the graves were rediscovered, KAS was asked to conduct what has become one of the largest historic cemetery studies ever completed in the state.

Based on the artifacts recovered, such as coffin hardware and personal items, the 242 individuals interred in the Old Frankfort Cemetery died sometime between ca. 1815 and 1860. Almost two-thirds of the individuals were of African-American heritage, with the remaining third being of European or mixed heritage. Although there was not a great deal of archival information about the Old Frankfort Cemetery, analysis of the skeletal remains and associated artifacts indicate that it was an integrated cemetery primarily used by poor and lower middle class African-Americans (both enslaved and free) and Euro-Americans. Fieldwork took place in 2002 with the remains being reinterred in Frankfort in 2006.

As a component of the archaeological documentation, KAS commissioned a forensic artist to create 3-D facial reconstructions of three individuals—an adult male, an adult female, and a female child. The “faces” will become part of a public museum exhibit, which

will be installed at the Capital City Museum in Frankfort. The archaeological report for the project and an educational booklet are scheduled to be published in December 2009.



A facial reconstruction of skeletal remains discovered in Burial 192C at the Old Frankfort Cemetery, those of a woman of western African heritage. At the time of her death, she was 5'3", 125 lbs. and in her early 30s. An examination of her remains indicated that she suffered from arthritis in her back, reflecting a lifetime of heavy labor.

A video segment concerning the cemetery study has been produced as part of a longer film about historic archaeology in the state. Volume III of the Kentucky Archaeology Video Series, *Historic Archaeology: Beneath Kentucky's Fields and Streets*, will be available for public viewing in January 2010. **See** <http://heritage.ky.gov/kas/pubsvids/VolumeThree.htm> for more information about this important film.

The Prather Farmstead Site at Raven Run Nature Sanctuary

In 2005, the Kentucky Archaeological Survey received a request from the Lexington Fayette Urban County Government (LFUCG) to conduct a

study at Raven Run Nature Sanctuary, a 734-acre nature preserve owned by the LFUCG Division of Parks. The purpose of KAS's investigation was to determine if unmarked slave burials were situated near the Prather House, an early 19th-century farm site owned by Baruch Prather, a Revolutionary War veteran. KAS archaeologists utilized ground-penetrating radar (GPR) to search for grave shafts. Their investigations did not identify an unmarked slave cemetery in the vicinity of the house, but additional burials marked with field stones and below-ground features (possible additions to the house and remains of outbuildings) were identified.

The Prather farm site is comprised of a stone house foundation (ca. 1800), the remains of outbuildings, and two cemeteries—the Prather Family Cemetery and King Family Cemetery. Since available historic sources do not provide much information about the people who once lived and worked on the Prather Farm, LFUCG Division of Parks initiated a cooperative project with KAS in 2009 to conduct additional archaeological research at this site and to develop a public education program, *Hidden Histories: Digging Into the Past at Raven Run Nature Sanctuary*. Kentucky teachers and their students participated in the archaeological study; a one-day teacher workshop was held; and the general public was invited to participate in site research

Archaeology at Ashland

In the Summer of 2000, KAS initiated a long-term research and education program aimed at better understanding the layout of Ashland, the Henry Clay Estate in Lexington, and to learn more

about what life was like at this urban plantation. To date, KAS has collected information on the locations of barns, slave quarters, and privies.

The research especially targeted the lives of the slaves at Ashland and how their experience compared to slaves who lived on more rural plantations.

The research has been supported, in part, by Federal Highway Administration (FHWA) Transportation Enhancement (TE) funds. This research also will be highlighted in *Historic Archaeology: Beneath Kentucky's Fields and Streets*.

Over 500 students assisted annually in this research. Students learned about the process of archaeology and how to use artifacts to interpret the past. They also learned about the history of the Ashland Estate. KAS developed a set of classroom activities for teachers based on the archaeological work at Ashland. Past experience has shown that students who have completed these activities have a far better learning experience than those who have not. For instance, they have greater interaction with the archaeologists and a better understanding of archaeological concepts.

Portland Wharf Archaeology and Education Project

Louisville Metro Parks entered into an agreement with the Kentucky Archaeological Survey to conduct archaeological investigations at Portland Wharf Park, a 56-acre natural oasis within Louisville's urban landscape. They focused their research in two areas: a house lot located at 124 33rd Street and a commercial lot located at the corner of 34th Street and Florida Alley. At the house lot, they uncovered

the footprint of a shotgun house built during the late 1800s, as well as the remains of a small shed and several outhouse pits. Evidence of a building constructed in 1856 and demolished in the late 1880s was uncovered at the commercial lot.

Many people from the Louisville area, including Portland neighborhood residents and University of Louisville students, volunteered in the field and the laboratory. Through archaeology, neighborhood residents were given the opportunity to participate first-hand in the process of discovering Portland's history. As with the Old Frankfort Cemetery and Ashland, this research will be highlighted in *Historic Archaeology: Beneath Kentucky's Fields and Streets*.

The Kentucky Archaeological Survey webpages were updated in January 2010. A comprehensive overview of archaeology in Kentucky is available, as well as descriptions of other KAS projects and educational material for teachers. View them at <http://heritage.ky.gov/kas/kvarchynew/>

KAS CHALLENGES

Over the last five years, the Kentucky Archaeological Survey has increased its educational programming, continued to serve state agencies and local governments, and made significant contributions to our understanding of Kentucky's past. During this period, salaries and other expenses have increased, but there has been a decline in state funding. This decline has resulted in the necessity of generating larger portions of staff salaries with

project-specific funds, which in turn, has greatly restricted staffs' ability to respond to requests from communities and the public. As staff is forced to spend more time generating funds to pay their salaries, it will no longer be possible to develop cooperative programs with educators throughout the state. KAS may also be forced to cut back or cancel existing educational programming. Finally, as interest in Kentucky archaeology and preserving the archaeological record continues to grow, without additional state funding it will become increasingly difficult for KAS to respond to this interest in a timely manner.

PUBLIC COMMISSIONS

The mission of the Kentucky Heritage Council is to partner with Kentuckians to strengthen preservation networks so that our historic places are valued, protected, and used to enhance the quality and economy of our communities. To that end, the agency supports and administers three state commissions—the Native American Heritage Commission, the African American Heritage Commission, and the Military Heritage Commission.

Native American Heritage Commission

The Kentucky Native American Heritage Commission (NAHC) was established in 1996 (KRS 171.820-171.822) to recognize and promote Native American contributions to Kentucky's history and culture. The commission has 17 members (the Tourism, Arts and Heritage Cabinet Secretary or designee, plus 16 appointed by the Governor, eight of whom are to be of Native

American descent). The Commission also includes representatives from institutions of higher learning, the field of archaeology, and the Native American arts.

NAHC's mission: All Kentuckians will recognize, appreciate and understand the significant contributions Native Americans have made to Kentucky's rich cultural heritage. Through education and increased awareness, the people of Kentucky will understand the histories, cultures and matters of concern to Native American peoples.

The educational initiatives and sponsored activities developed by the Native American Heritage Commission include: Native American Heritage Month activities, planning for a Kentucky Native American Arts and Cultural Center, proposing new Native American state legislation, and Living Archaeology Weekend at Red River Gorge.

Significant Accomplishments, Native American Heritage Commission (2005-2009)

2005

- Worked in conjunction with the Kentucky Chapter of the Trail of Tears Association to list Mantle Rock in the National Register for Historic Places.
- Produced a KNAHC informational brochure.

2007-2008

- Indian Head Rock (Archaeological site originally located in the Ohio River)
 - Voted on November 1, 2007 for a resolution condemning the removal

of Indian Head Rock, a violation of the Archaeological Resources Protection Act, and insisted on its return to its original location.

- Participated in a multi-agency discussion and press conference on May 28, 2008 in the Capitol Rotunda with archaeologists and legal agencies discussing Kentucky's stance on the illegal removal of Indian Head Rock from the Ohio River.
- The criminal case was dismissed in 2009, but the KNAHC continues to support the civil case against those who removed the site.
- Native American Heritage Day Celebrations at the State Capitol
- Conducted a survey of commission members and the public concerning the commission, its duties and the concerns of Indian people
- Provided Native American educational programming at schools & events for various civic organizations
- Conducted a contest for designing a Kentucky Native American License Plate
- Provided a small grant for Living Archaeology Weekend – 2008

2009

- Drafted a resolution to state legislators to request revision of the Kentucky Antiquities Act to make it more comparable with

the federal Archaeological Resources Protection Act.

The Native American Heritage Commission collaborated with Western Kentucky University, the South Carolina Commission for Minority Affairs, the Louisiana Governor's Office of Indian Affairs, and the American Indian Mothers of North Carolina to present the first two-day Southeastern Native American Education Summit in November 2009. Plans for the Kentucky Center for Native American Arts and Culture are also on-going.

African American Heritage Commission

The African American Heritage Commission (AAHC) was also established through state law (KRS. 171.800) to identify and promote awareness of significant African American influences on the history and culture of Kentucky and to support and encourage the preservation of Kentucky African American heritage and historic sites. The AAHC has 19 members who are appointed by the governor, including representatives from universities, state agencies, community preservation organizations, and interested citizens.

Significant Accomplishments, African American Heritage Commission (2005-2009)

From 2005 - 2009 there have been project grants to 14 organizations, totaling \$71,763. Grant projects included restoration work on privately-owned African American sites, research, and educational programming.

2004 1 grant - total of \$10,763
 2005 NO GRANTS AWARDED
 2006 9 grants - total of \$41,000
 2007 4 grants - total of \$20,000
 2008-2009 NO GRANTS AWARDED
 In 2008, the KAAHC received a \$60,000 grant from the Kentucky Abraham Lincoln Bicentennial Commission for Abraham Lincoln-associated events.

Challenges for the Native American Heritage Commission and African American Heritage Commission

Both the Kentucky Native American Heritage Commission (KNAHC) and African American Heritage Commission (KAAHC) are in need of funding. The KAAHC's annual budget is \$4,000, and the KNAHC's budget is \$3,600. With commissioners traveling from all areas of the state, the majority of each budget is spent on travel reimbursement, sometimes as much as \$1,200 for one meeting. Some members of the KNAHC have decided not to request reimbursement for travel in an effort to lessen the strain on the budget. With so much of the funding needed for travel, very little remains for printing educational material, brochures, etc., and the Kentucky Heritage Council can offer little support for projects except time and professional expertise. The KNAHC has formed partnerships with a variety of public and private organizations in order to accomplish goals. An increase in funding would mean that the KNAHC could produce additional lesson plans and other educational material for schools and the general public, as well as provide workshops and/or training for state and local government workers. Additional funds for the KAAHC would allow the commission to provide educational

material and grant opportunities for preservation projects

The workload for the KNAHC has always been heavy, but with the added push to create new educational material and provide those materials to teachers, it has increasingly become more difficult to manage. The KAAHC workload has decreased due to the lack of funds for grants; therefore, less time and effort are used to oversee those projects. During recent years, many of the regularly-scheduled African American Heritage Commission meetings have resulted in not having enough commissioners in attendance to make quorum. Therefore, no business has been accomplished.

Another challenge is simply that many state and local agencies and individuals do not know of the existence of either commission or understand what they do. Each commission should be recognized as the "go to" organization that deals with preservation and protection of African American and Native American cultural resources and provides educational material, direction, and advice for the care and treatment of cultural resources.

Military Heritage Commission

In 2002, the Kentucky Military Heritage Commission was created as an independent state agency through KRS 171.782. This group is administered and supported by the Kentucky Heritage Council. The commission consists of the Adjutant General, the State Historic Preservation Officer, the Director of the Kentucky Historical Society, the Director of the Commission on Military Affairs,

and the Commissioner of the Department of Veteran's Affairs.

As a means of protecting military heritage sites throughout the state, the commission is charged with maintaining a registry of sites and objects significant to the military history of the Commonwealth. The commission accepts requests from the public for designation of military heritage sites and objects – including buildings, monuments and other community resources – that represent all eras of Kentucky's military history. Most sites registered by the commission are military monuments and memorials, but the legislation gives the commission some latitude as to what may be considered for recognition. Once accepted to the registry, these sites and objects cannot be damaged, destroyed, removed, or significantly altered without the written consent of the commission. Failure to do so is a Class A misdemeanor for the first offense and a Class D felony for each subsequent offense.

KENTUCKY LINCOLN HERITAGE TRAIL (2008-2010)

One of the most visible projects presented during the last five years has been the development of the Kentucky Lincoln Heritage Trail, a partnership between the Kentucky Heritage Council, Kentucky Historical Society, Kentucky Abraham Lincoln Bicentennial Commission, Kentucky Department of Tourism, the Kentucky Transportation Cabinet, and the Abraham Lincoln Birthplace National Historical Park, as well as Main Street communities and local municipalities.

The Lincoln Heritage Trail is a scenic route highlighting historic places throughout central Kentucky that were important in the life of Abraham Lincoln. The initiation of the Trail program was supported by a \$250,000 Transportation Enhancement grant, the application for which was written by Heritage Council staff. Several projects have developed from the Trail program, including the Kentucky Lincoln Heritage Trail Passport Program, a heritage tourism initiative designed to encourage travel along the Trail.

In 2007-2009, the Kentucky Heritage Council was authorized to allocate grants funded through the Kentucky Abraham Lincoln Bicentennial Commission. The largest grant was awarded for the acquisition of the Joseph Holt House in Breckinridge County.



Judge Joseph Holt House (ca. 1870), Breckinridge County. On August 15, 2009, Breckinridge County sponsored a public open house and community celebration at the Holt House. More than 1,500 visitors toured the house and grounds. Judge Holt (1807-1894) served as Secretary of War under President James Buchanan and was appointed the nation's first Judge Advocate General by President Lincoln. In this role, he presided over the trial of the Lincoln assassination conspirators. Photo courtesy of the Kentucky Heritage Council.

Kentucky Abraham Lincoln Bicentennial Historic Preservation Grants

Judge Joseph Holt House, Breckinridge County	\$158,000
Mary Todd Lincoln House, Lexington	\$18,441
Oldham County (Gatewood Plantation-Henry Bibb Oldham Co. History Center, archaeological survey)	\$12,030
Washington County (repair/restoration of historic Washington County Courthouse)	\$75,000
Lincoln Museum, Hodgenville (3 historic highway markers)	\$2,538
Historic Russellville, Inc., Logan County (General Burbridge slave/soldier exhibit)	\$5,000
Shelby County Historical Society (identify & preserve burial site of the "Simpsonville Slaughter", prep for National Register nomination)	\$5,000
Camp Nelson Civil War Historical Park (National Historic Landmark nomination)	\$2,000
RHDI (Washington & Marion Counties survey), matching funds for Preserve America Grant	\$15,000
RHDI pilot program, matching funds for W.K. Kellogg Foundation grant through the National Trust	\$22,500
Farmington, Historic Homes Foundation, Louisville	\$8,912

EASEMENTS

Owners of historic properties devote considerable time, effort, and expense to maintaining the architectural details and historic character of their properties. For property owners looking to permanently protect their historic properties, one of the most effective legal tools available is the preservation easement. Once established, an easement binds both the current owner and future owners to protect the historic

character of the property subject to an easement.

What is an easement?

An easement is a private legal right given by a property owner to a qualified nonprofit organization or governmental entity for the purpose of protecting a property's conservation and preservation values. Easements are used to protect land that has outdoor recreational value, natural environmental value, open space (including farmland, forest land, and land with scenic value), or *land that has historic, architectural, or archaeological significance*.

An easement is considered a "partial interest" in real property—the property owner continues to own the property but transfers the specific set of rights represented by the easement to the easement-holding organization. Typically, a preservation easement protects against changes to a property that would be inconsistent with the preservation of the property, such as inappropriate use or alterations, demolition of historic buildings or natural resources, or subdivision of land. The easement may also protect against deterioration by imposing maintenance obligations.

Property owners who donate easements may be eligible for a charitable contribution deduction from their federal income taxes for the value of the historic preservation easement, provided that the contribution meets the standards of the Internal Revenue Service (IRS).



Camp Nelson, a Civil War site in Jessamine County. The original camp covered 4,000 acres with some 300 buildings and fortifications. All of the buildings, save an officers' quarters (pictured above), were dismantled and sold following the closure of the base. The Kentucky Heritage Council holds an easement on this property, as well as 45 other historic places in the state. Photo courtesy of Peggy Guier.

PRESERVATION LAW AND THE ENVIRONMENTAL REVIEW PROCESS

The laws and regulations that govern the protection of our cultural heritage slowly developed over the course of the 20th century, beginning with the protection of cultural sites located on federal lands. Today, several of these laws are broadly applicable, such as the Antiquities Act, the National Historic Preservation Act (NHPA), the National Environmental Policy Act (NEPA), and Section 4(f) of the National Transportation Act, while others apply to specific lands or resource types. For detailed information regarding these and other federal preservation laws, see <http://www.nps.gov/history/laws.htm#tran>.

The National Historic Preservation Act

As outlined in Section 106 of the National Historic Preservation Act and the Advisory Council on Historic

Preservation's Rules and Regulations for the Protection of Historic Properties (36 CFR, Part 800), federal agencies are required to consider the effects of their activities on properties listed in or determined eligible for listing in the National Register of Historic Places. An activity or "undertaking" consists of any project utilizing federal funds, permits, or licenses. This includes projects that involve federal preservation grants, like Preserve America or Save America's Treasures, or a permit issued by the U.S. Army Corps of Engineers. In many instances, the federal agency delegates responsibilities to the applicant (e.g., the state agency, city, utility, or developer who is receiving the federal funds or applying for the permit).

The Section 106 Review Process

The Section 106 review process requires that the Kentucky State Historic Preservation Office (Kentucky Heritage Council) review undertakings. The Site Protection Division of the SHPO, which is comprised of a team of qualified archaeologists, architectural historians, and historians, determines potential effects on historic properties and archaeological sites in Kentucky. During the review process, SHPO staff work in partnership with other state and federal agencies, the Advisory Council on Historic Preservation, and consulting parties, such as federally-recognized Native American tribes, local governments, owners of significant properties that may be adversely affected by the undertaking, and other interested parties.

Although the law does not guarantee historic properties will not be impacted, it does provide the opportunity to

consider potential adverse effects and evaluate alternatives to avoid or minimize them. It should be noted that the consultation process is one of compromise.

The three main goals of the Section 106 review process are:

1. To identify historic properties listed in or eligible for listing in the National Register of Historic Places that may be adversely affected by a project. This is accomplished by a review of site inventories and undertaking archaeological and historic structure surveys;
2. To identify the effect an undertaking will have on historic properties located within an Area of Potential Effect. The project could have:

No historic properties affected: the undertaking will not affect historic properties;

No adverse effect: the undertaking will affect one or more significant historic properties, but the effect will not be harmful;

Adverse effect: the undertaking will harm one or more significant historic properties.

3. To find ways to avoid or minimize adverse effects on significant historic properties. If this cannot be accomplished through consultation with all involved parties, Kentucky Heritage Council staff works with the agency, applicant, and other

consulting parties to develop a Memorandum of Agreement (MOA) that outlines how adverse effects will be addressed.

Far-reaching Mitigation Efforts (2005-2009)

Federal Communications Commission

In 2004, the construction of a telecommunications tower in Taylor County, which required a license from the Federal Communications Commission (FCC), led to an adverse effect to historic resources within a ½ mile radius of the proposed tower site. The cell tower company agreed to contribute funds to complete a National Register nomination for the Campbellsville Residential Historic District, which was listed in the National Register in 2007.

Federal Highways Administration

Between 1996 and 1997, Wilbur Smith Associates conducted a Phase III archaeological study on a late 18th century to early 19th century farmstead in Logan County named the John Arnold Farmstead (Site 15Lo168). The study was done as mitigation for a direct adverse effect caused by the proposed relocation of US Route 431.

More than 60 cultural features were identified, including four chimney bases associated with two houses that were constructed by Arnold when he first settled the 400 acre farm during the 1790s. Through careful evaluation of the contents of cultural features, combined with archival records and the history of the Arnold family and “family” of slaves who Arnold owned, new information regarding the social and

economic activities of early pioneers was discovered. The Arnold family owned and operated the farm until 1838. The short term nature of the Arnold occupation offers a snapshot of life during Kentucky's transition from frontier to settlement and complements the relatively limited records from this era. The study report was published in 2004.⁴⁶

In 2005-2006, the construction of a state transportation project resulted in the demolition of a Sears house, a contributing feature of a historic property located in western Kentucky that was determined eligible for National Register listing. The Federal Highways Administration and the Kentucky Transportation Cabinet agreed to contribute funds to develop a historic context focused on prefabricated housing in the Jackson Purchase Region. The subsequent study and context report, *House in a Box: Prefabricated Housing in the Jackson Purchase Cultural Landscape Region, 1900 to 1960*, was produced in 2006.

U.S. Department of Education

In 1999, the National Underground Railroad Freedom Center (NURFC) proposed to use a grant from the Department of Education to disassemble, move, and reassemble a historic early 19th century log building purported to be a former slave holding pen. The NURFC planned to use the building, which was located in Mason County, as an interpretive exhibit. Since

the slave pen was eligible to be included in the National Register of Historic Places and the building was being removed from its original context, thereby diminishing the historic integrity of the resource, there was an adverse effect to the site. The Kentucky Heritage Council worked in tandem with the NURFC, the Department of Education, and consulting parties to mitigate the effects of the project. A Memorandum of Agreement was signed in 2002. The Department of Education agreed to hire a consultant to create and implement a mitigation plan for the documentation of the site, which included archaeological investigation, as well as architectural survey, provisions for dismantling the building, building material storage requirements, and careful reconstruction and partial restoration of the building at the museum. A video documentary of the Mason County Slave Pen Project was produced and presented as a part of the exhibit. The archaeological report, *"Among Your Friends and Acquaintances:" the Anderson Slave Pen and the Business of Slavery*, was finalized in 2004. The slave holding pen was successfully reconstructed, and the exhibit was ready for public viewing when the Freedom Center opened in August 2004. Since that time, nearly 900,000 people from all 50 states and dozens of nations around the world have visited the NURFC and toured the museum exhibits.

Natural Resources Conservation Services

The ice storm and flooding of 2009 caused substantial damage to the remaining 1 ½ mile portion of the original alignment of the Old Salt River Road, an excellent example of an 18th

⁴⁶ See *The Necessary, Durable, Useful, and Ornamental...": Archaeology of a Transitional Frontier Farmstead, Site 15Lo168* for more information about the John Arnold farmstead archaeological study, which is housed at the Kentucky Heritage Council.

century transportation system in Boyle County. This section of road is listed in the National Register of Historic Places as a part of the Historic and Architectural Resources of Boyle County Multiple Property Listing. For much of its length, it is bordered with dry-laid stone walls, and it is surrounded by the historic, agricultural landscape of rural, north-central Boyle County. A section of stone wall collapsed and part of the road bed was in danger of being swept away by the rushing flood waters. The county applied for emergency federal funds to help stabilize the road. The USDA Natural Resources Conservation Services (NRCS) responded. Since the Salt River Road is listed in the National Register, NRCS consulted with the Kentucky State Historic Preservation Office. To maintain the scenic and historic integrity of the old road and surrounding landscape, Section 106 staff recommended that any repairs be in keeping with the original roadway. NRCS, Boyle County, and the Kentucky Heritage Council have all worked together in an effort to stabilize, repair, and maintain the historic integrity of this very significant resource.

Kentucky State Law

The following state statutes directly or indirectly affect the protection and management of cultural resources in the Commonwealth of Kentucky.

- **Kentucky Antiquities Act:** KRS 164.705 – KRS 164.735; KRS 164.990
- **Kentucky Heritage Council:** KRS 171.3801 – 171.395
- **Kentucky Cave Protection Act:** KRS 433.871 – 433.885
- **Desecration of Venerated Objects:** KRS 525.110
- **Violating Graves:** KRS 525.115
- **Abuse of a Corpse:** KRS 525.120

- **Notification of Discovery of Human Remains:** KRS 72.020

For a more-detailed explanation of specific state preservation laws, see http://www.as.uky.edu/academics/departments_programs/Anthropology/Anthropology/ArchaeologyServiceUnits/OSA/Documents/KY-Laws.pdf

Environmental Review Challenges

As state agencies and local communities are awarded federal stimulus dollars, more and more projects will be sent to the SHPO for review. Completing the sheer volume of projects for review has already posed a challenge. Projects that are more-complicated or fall short of "shovel-ready" status require very careful evaluation. Reviewing routine projects quickly with prompt responses is essential. However, the current amount of review requests far outweigh the usual heavy workload of staff, and it is difficult to complete reviews within the usual 30-day review period.

In 2008, the Kentucky Heritage Council entered into an agreement with the Kentucky Transportation Cabinet (KYTC) to establish two, new Section 106 reviewer positions, one archaeologist and an architectural historian. Both were funded by KYTC, Office of Local Programs. This has expedited the review process considerably for transportation projects and shortened review time. The agreement was renewed in 2009 with plans to add a third transportation project reviewer position. This agreement has benefitted both state agencies considerably.

The Kentucky Historic Resources Inventory Database and the Kentucky Archaeological Inventory Database were initially funded in the late 1990s through Transportation Enhancement (TE) grants, but funding is regularly needed to maintain and update these very important, essential tools, which are utilized daily by consultants, state agency staff, local governments, and the general public. Without the existence of the databases, several preservation programs, including National Register, Survey, Environmental Review, and Historic Tax Credits, would suffer. Fees are charged for information site checks, but the money generated in this fashion does not cover staff time to complete this work. Discovering ways to fund the upkeep of the databases is always a challenge.

Ignorance about federal and state preservation laws pose a challenge for the review process. During the last five years, there seems to have been a general rise in education about the National Historic Preservation Act and other regulatory processes set forth in law; however, more education is needed.

KENTUCKY HERITAGE COUNCIL

As the primary historic preservation agency in the state and the Kentucky State Historic Preservation Office, the Kentucky Heritage Council (KHC) is often the first place partners go to obtain crucial information regarding cultural resources and their care.

Whether identifying surveyed properties, learning about federal or state tax incentive programs, or understanding

basic maintenance or stewardship procedures, individuals, non-profit organizations, municipalities, staff from other state departments, federal agencies, and others consult with the Kentucky Heritage Council throughout the development of preservation projects.

This small state agency is required to provide specific programs and services in accordance with the National Historic Preservation Act. According to federal law, the Kentucky Heritage Council is required to perform the following:

1. Designate a State Historic Preservation Officer who is appointed by the Governor to administer a state historic preservation program in accordance with the National Historic Preservation Act and provide for the employment of professionally-qualified staff as may be necessary for such purposes.
2. Direct a comprehensive statewide survey of historic properties and maintain an inventory of such properties in cooperation with federal and state agencies, local governments, organizations, and individuals.
3. Identify and nominate eligible properties to the National Register of Historic Places and otherwise administer applications for listing historic properties in the National Register, and provide for a qualified state historic preservation review board to

review and approve National Register nominations.

4. Prepare, implement, and periodically update a comprehensive statewide historic preservation plan.
5. Administer the state program of federal assistance for historic preservation (Historic Rehabilitation Tax Credit Program).
6. Advise and assist, as appropriate, federal and state agencies and local governments in carrying out their historic preservation responsibilities.
7. Cooperate with the Secretary of the Interior, the Advisory Council on Historic Preservation, and other federal and state agencies, local governments, and organizations and individuals to ensure that historic properties are taken into consideration at all levels of planning and development.
8. Provide public information, education, training, and technical assistance in historic preservation.
9. Cooperate with local governments in the development of local historic preservation programs and assist local governments in becoming certified (Certified Local Governments).

10. Consult with the appropriate federal agencies in accordance with this Act on:

- federal undertakings that may affect historic properties (Section 106 review);
- the content and sufficiency of any plans developed to protect, manage, or to reduce or mitigate harm to such properties;
- advise and assist in the evaluation of proposals for rehabilitation projects that may qualify for federal assistance.

CHAPTER 6: A FIVE-YEAR VISION FOR HISTORIC PRESERVATION IN KENTUCKY

Historic preservation planning is most effective when we (1) gather public comments and recommendations, (2) closely examine current trends that have the power to positively or negatively influence historic preservation projects and help community leaders understand issues within a broader context (3) understand the nature and condition of our cultural and historic resources, and (4) scrutinize existing preservation programs, successful preservation partnerships and projects, and state and federal laws.

The preceding chapters attempt to supply this crucial information. With these factors in mind, we can turn our attention to forming a new vision for the future and devising a set of goals that will help address future needs of the state's cultural resources and the practice of preservation. The vision statement solidifies a direction for the next five years and generates strategies and action items.

Vision Statement

Kentucky's cultural places are irreplaceable resources essential to the economic, environmental, social, and cultural sustainability of our communities. The state's unique heritage resources are integral to our identity and sense of place. State and federal agencies, neighborhoods, municipalities, non-profit organizations, Certified Local Governments, Main Street programs, and individuals will work in partnership to protect, preserve, and use our resources to build thriving local economies, provide jobs, create affordable housing, conserve natural resources, encourage tourism, and adopt a greater understanding and appreciation of our shared heritage. Kentuckians will be empowered with the knowledge, legal and financial tools, technical skills, and political will to support a balance between economic stability and appropriate development, as communities plan for inevitable change. Together, we will build a preservation culture that incorporates education and stewardship, as we plan for the future.

2010-2014 HISTORIC PRESERVATION GOALS

Goal 1: Funding & Legislation **Page 131**
Strengthen existing and create new state funding mechanisms and legislation to sufficiently meet historic preservation needs throughout the state.

Goal 2: Education **Page 133**
Increase understanding, awareness, and involvement in historic preservation through educational programming and technical training.

Goal 3: Identification & Assessment **Page 137**
Intensify efforts to locate and assess Kentucky's significant historic and cultural places through identification, survey, research, evaluation, and registration.

Goal 4: Planning **Page 139**
Integrate historic preservation planning into comprehensive planning efforts for effective community growth and development.

2010-2014 Goals, Strategies, and Action Items

Goal I: Strengthen existing or create new state funding mechanisms and legislation to sufficiently meet historic preservation needs throughout the state.

Strategy 1: Provide relative, up-to-date information regarding the economic benefits of historic preservation.

Action 1: Develop informational material that demonstrates the economic benefits of historic preservation in the state.

Action 2: Update information presented in Donovan Rypkema's 1991 study, "Historic Preservation and the Economy of the Commonwealth: Kentucky's Past at Work for Kentucky's Future."

Action 3: Publicize specific case studies of successful Kentucky historic preservation projects that demonstrate economic sustainability. Disseminate this information.

- a. Identify noteworthy "best practices" projects and develop well-designed fact sheets that highlight these projects.
- b. Identify individual rehabilitation projects as well as city and county-wide preservation efforts.
- c. Utilize Main Street Program & Kentucky Department of Travel statistics to note the benefits of preservation projects on job growth, tourism development, Main Street business profits, etc.

Action 4: Provide educational information regarding the long-term benefits of developing local financial incentives for private historic rehabilitation projects and general maintenance or repair of buildings in local historic districts (tax moratoriums, small grant programs, etc.).

Strategy 2: Expand the use of the federal and state historic preservation tax credit programs, alone or in conjunction with other federal incentive programs.

Action 1: Develop partnerships to complete historic tax credit projects.

- Action 2: Compile additional data that demonstrates the substantial impact of the state historic state credit on Kentucky's economy.
- Action 3: Develop state legislation that increases or completely removes the cap on the Kentucky State Historic Preservation Tax Credit to make this successful program even more effective.
- Action 4: Develop educational programming that outlines the process of applying for the federal and state historic tax credits.

Strategy 3: Strengthen existing grant programs to carry out private and public preservation projects.

- Action 1: Expand the use of federal grant opportunities [e.g. Transportation Enhancement (TE), Community Development Block Grant (CDBG) Program, Land and Water Conservation Fund, Recreation Trails Program, American Battlefield Protection Program (ABPP), Preserve America, Save America's Treasures, and Urban Park & Recreation Recovery] and state grant opportunities [Local Government Economic Development Fund, Local Government Economic Assistance Fund, and Cemetery Preservation Fund] for "bricks and mortar" preservation projects.
- Action 2: Publicize the Preserve America Program.
- Action 3: Market the Kentucky Preservation Fund Grant, which is available to public agencies and nonprofit organizations for historic preservation planning efforts, heritage education programs, or critical feasibility studies or structural assessments of endangered properties.

Strategy 4: Develop and implement an ongoing state grant program, funded annually, for the Kentucky Main Street/Renaissance on Main Programs.

- Action 1: Allocate funds specifically to sustain a Main Street/Renaissance on Main Grant Program for historic downtown revitalization efforts.

Strategy 5: Revise existing state legislation or create new state legislation that would fund a Kentucky state matching historic preservation grant program, especially for "bricks and mortar" projects.

Action 1: Examine the feasibility of creating a funding mechanism for private and public preservation and/or rehabilitation projects by taking a percentage of demolition permit application fees or a portion of real estate transfer fees and applying the funds to a state historic preservation grant program, which would be administered by the Kentucky Heritage Council.

Strategy 6: Develop closer relationships between the preservation community and local governments, neighborhood associations, private companies, and financial institutions to complete successful rehabilitation projects.

Action 1: Provide information regarding the economic benefits of preservation to private industry organizations that influence or conduct historic preservation projects (e.g. bankers associations, realtor's boards, homebuilder's associations, housing organizations, or neighborhood associations).
a. Develop presentations with in-depth, statistical information regarding the economic impact of historic preservation.
b. Partner with these organizations to give presentations at annual meetings and/or conferences.

Strategy 7: Revise existing state legislation or create new state legislation that addresses preservation of cultural resources.

Action 1: Revise the Kentucky Antiquities Act to better protect archaeological sites and make this state law more compatible with the federal Archaeological Resources Protection Act.

Action 2: Adopt new state legislation that would require an environmental review process for projects that are funded strictly with state funds.

Goal 2: Increase understanding, awareness, and involvement in historic preservation through educational programming and technical training.

Strategy 1: Provide vocational training in practical historic rehabilitation skills.

Action 1: Offer craftsman training workshops through the Pine Mountain Settlement School for Practical Historic Preservation Program.

- Action 2: Present the 14th annual International Preservation Trades Workshop in Frankfort in 2010.
- Action 3: Provide “house doctor” workshops in communities across the state.
- Action 4: Offer outreach training opportunities that explain and promote appropriate treatments for properties within historic districts.
- Action 5: Develop an Annual Practical Preservation State Workshop in partnership with the Kentucky Heritage Council, Kentucky State Parks and other state agencies, local governments, and non-profit organizations that own and maintain sensitive cultural, recreational resources.
- Action 6: Develop and disseminate educational material concerning energy efficiency, the integration of new energy efficient products into historic buildings, and the inherent energy efficiency of historic buildings.

Strategy 2: Provide educational programs concerning archaeology and the preservation of archaeological sites.

- Action 1: Present Living Archaeology Weekend every year.
- Action 2: Develop, publish, and promote archaeology lesson plans, booklets, videos, other educational material, and public hands-on learning opportunities.
- Action 3: Initiate a statewide Kentucky Archaeology Week, sponsored by the Kentucky Heritage Council, in partnership with Kentucky Archaeological Survey, Kentucky universities, and other professional archaeologists.

Strategy 3: Present the biennial Kentucky State Historic Preservation Conference.

- Action 1: Plan, organize, sponsor, and present the Kentucky State Historic Preservation Conference as a partnership among Kentucky preservation organizations, Main Street communities, Certified Local Governments, individuals, and the Kentucky Heritage Council.

- Action 2: Market the conference earlier. Target groups not traditionally within the state preservation network (teachers, realtors, planners, local decision makers).
- Action 3: Include Student Photo-Essay Contest winners to promote the Student-Essay Contest.
- Action 4: Design a conference session specifically for teachers that concerns integrating historic preservation into the classroom and utilizing hp and archaeology lesson plans.

Strategy 4: Present the annual Kentucky State Archaeology Conference.

- Action 1: Plan, organize, sponsor, and present the Kentucky State Archaeology Conference as a partnership among archaeological organizations, the Office of State Archaeology, universities, professional archaeologists, and Kentucky Archaeology Survey.

Strategy 5: Integrate historic preservation into the classroom.

- Action 1: Develop historic preservation lesson plans according to Kentucky educational learning standards [Kentucky Education Reform Act (KERA) standards] and Kentucky's learning goals and academic expectations.
- Action 2: Develop an architectural survey unit for students. Promote the unit to Kentucky educators.
- Action 3: Expand the use of the Teaching with Historic Places Program.

Strategy 6: Provide historic preservation public outreach opportunities through partnerships among state agencies, local governments, agricultural extension offices, Girl and Boy Scout regional offices, Area Development Districts, and community planning and economic development offices.

- Action 1: Offer a summer teachers' historic preservation workshop.
- Action 2: Add new preservation components to existing heritage programs, such as the Kentucky Historical Society's Community Scholars Program or Junior Historians Program.
- Action 3: Develop a historic preservation Scout badge or a preservation 4-H program.

Action 4: Integrate historic preservation, archaeology, and architectural history into the Kentucky Governor's Scholars Program and the Governor's School for the Arts.

Action 5: Develop an online course through e-Learning Kentucky to instruct teachers how to incorporate historic preservation into different subjects OR offer annual teacher workshops for teacher PD (professional development) credit.

Strategy 7: Present events during National Historic Preservation Month.

Action 1: Plan, organize, and present local preservation activities.

Action 2: Plan, organize, and present the annual Ida Lee Willis Award Contest and Ceremony.

Action 3: Plan, organize, and present the annual Student Photo/Essay Contest. A more-concerted effort will be made to promote this program earlier by contacting schools and presenting the information via teacher listserves and/or blogs. Expand the submission requirements to accept essays produced in different media.

Strategy 8: Offer Section 106 training opportunities for consultants, state and local government agency staff, and other interested individuals.

Goal 3: Intensify efforts to locate and assess Kentucky's significant historic and cultural places through identification, survey, research, evaluation, and registration.

Strategy 1: Maintain and update the Kentucky Historic Resource Inventory, Kentucky Archaeological Inventory, survey files, and survey reports.

Action 1: Digitize the archival collection of paper survey forms, files, and reports housed at the Kentucky Heritage Council and the Office of State Archaeology.

Action 2: Develop a new reporting process that incorporates digital survey forms.

Action 3: Establish an ongoing, stable funding mechanism to maintain and regularly update the Kentucky Historic Resource Inventory database and the Kentucky Archaeological Inventory database.

Action 4: Define priority survey areas and resource types by producing and publicizing an annual summary of architectural resources surveyed to date and surveyed during each calendar year.

Action 5: Establish partnerships among state agencies, local historical societies and other organizations to encourage survey efforts in counties and regions that remain undocumented or need updated survey.

Action 6: Provide opportunities for university and college students to complete survey work and expand historic site inventories.

Strategy 2: Increase National Register nomination efforts.

Action 1: Establish partnerships among state agencies, Main Street communities, Certified Local Governments, teachers, local historical societies and other organizations to encourage National Register nomination efforts.

Action 2: Promote the value of the process of identification, research, and National Register nomination as a community planning tool.

Action 3: Provide technical expertise and grant-writing assistance, if grants are available, to communities interested in completing National Register nominations.

Action 4: Update the state National Register database.

Action 5: Digitize the remaining National Register files, photographs, and maps.

Action 6: Evaluate African American cultural resources listed in the survey database for National Register eligibility.

Action 7: Identify National Register listed properties that are no longer extant and begin the process of delisting these properties.

Action 8: Present training sessions or a tool kit addressing how to develop a sound Statement of Significance for those who complete National Register work.

Strategy 3: Develop additional historic contexts, which could involve such themes as agriculture, historic Kentucky industries, or transportation.

Action 1: Finalize the Agricultural Historic Context in collaboration with the Kentucky Transportation Cabinet and the University of Kentucky, Department of Historic Preservation.

Action 2: Develop historic contexts of the remaining three cultural landscapes—the Eastern Mountains, Jackson Purchase, and Northern Cities.

Strategy 4: Evaluate and protect historic properties utilizing processes outlined in state and federal environmental laws.

Action 1: Improve communication between state and federal agencies throughout the Section 106 review process.

Action 2: Produce a basic environmental review toolkit or PowerPoint presentation that explains the Section 106 process.

Goal 4: Integrate historic preservation planning into comprehensive planning efforts for effective community growth and development.

Strategy 1: Incorporate best-practice preservation standards and procedures into other state agency plans.

Action 1: Clearly identify the projects that most adversely impact cultural resources and attempt to address them through research, publications, and inter-agency meetings.

Strategy 2: Develop and periodically update local historic preservation plans that are incorporated into comprehensive planning efforts or local government office procedures.

Action 1: Identify Kentucky communities that have produced and adopted historic preservation and/or cultural resource management plans.

Action 2: Protect and preserve cultural resources through a combination of preservation planning tools that are specific to local needs, such as establishing local historic preservation ordinances or resolutions, conducting survey of cultural resources, maintaining cultural resource inventories, using mixed use zoning and demolition moratoria, and establishing Main Street programs, local economic incentives for rehabilitation, and heritage tourism initiatives.

Action 3: Familiarize local community planners with historic preservation planning and highlight its benefits by giving presentations at meetings and conferences held by the Kentucky Chapter of the American Planning Association (KAPA), Area Development Districts, the Kentucky Long-Term Research Policy Center (KLTRPC), Northern Kentucky Area Planning Commission, Kentucky League of Cities, and the Kentucky Association of Counties (KACO).

Strategy 3: Expand the Kentucky Certified Local Government Program.

Action 1: Promote awareness of this important program, its benefits, and preservation planning objectives. Informational material describing the Certified Local Government Program and CLG grant opportunity must be produced and distributed at planning conferences, educational training sessions, and other public events.

Action 2: Secure adequate staff support for the Kentucky CLG Program.

Action 3: Establish Kentucky state certification credentials for local preservation commission members similar to those required for Main Street certification.

Action 4: Provide additional training that is specifically geared to issues and difficult decisions faced by local preservation commissions.

Action 5: Host additional sessions of CAMP (Commission Assistance Mentoring Program, a workshop presented by the National Alliance of Preservation Commissions.

Action 6: Emphasize the use of CLG funding on survey and resurvey of historic properties, National Register nominations, the development or update of local historic preservation plans, and educational opportunities.

Action 7: Establish new locally-designated historic districts and expand existing districts.

Strategy 4: Maintain and strengthen the Kentucky Main Street Program.

Action 1: Secure an adequate number of staff to manage this program. The ideal Main Street team would include a Main Street Coordinator, along with four additional staff people,

each focusing on one of the four main points of the program (Organization, Design, Promotion, & Economic Restructuring).

- Action 2: Establish an ongoing funding source for the Kentucky Main Street/Renaissance on Main Grant Program.
- Action 3: Revise the Main Street Program certification criteria.
- Action 4: Revise the process for annually collecting data from the Main Street managers to provide a more accurate picture of the program's economic impact on Kentucky.

Strategy 5: Concentrate efforts to protect and preserve cultural resources in rural areas and rural cultural landscapes in Kentucky.

- Action 1: Reutilize the organizational framework [marketing, local business development, agritourism, and heritage education] established by the Rural Heritage Development Initiative by incorporating it into other rural communities throughout the state.
- Action 2: Offer professional guidance to Kentucky communities to establish scenic byways and promote the National Heritage Area Program.
- Action 3: Establish and monitor historic preservation easements in Kentucky.
- Action 4: Create a preservation easement toolkit for property owners. Demonstrate the effectiveness of Kentucky easement programs, such as the PACE (Purchase of Agricultural Conservation Easements) Program, the Kentucky Trust for Historic Preservation Easement Program, and the Nature Conservancy Easement Program.
- Action 5: Establish purchase or transfer of development rights programs to protect historic properties.

Strategy 6: Strengthen relationships with the Area Development Districts (ADDs), extension agents, and regional and local planning offices to promote historic preservation planning efforts.

- Action 1: Advocate for a historic preservation planner within each ADD and local planning office.

Action 2: Offer historic preservation planning presentations at ADD and planning meetings and conferences.

Action 3: Develop a historic preservation planning online course through the through the Kentucky Virtual Campus (KYVC) designed by the Kentucky Council on Postsecondary Education (CPE).

Action 4: Provide preservation planning presentations through the district and county extension offices.

Strategy 6: Strengthen coordination among state and federal government agencies and public policy makers to ensure that preservation is a concerted priority.

Action 1: Develop a state environmental review process that is similar to the Section 106 review process, which would allow the Kentucky Heritage Council to make recommendations on state undertakings.

Action 2: Incorporate preservation Standards and Guidelines in new state facility planning.

Action 3: Strengthen the capabilities of state agencies to be effective stewards of state-owned historic and prehistoric properties.

Action 4: Ensure protection of cultural resources is a central focus in heritage tourism initiatives.

Strategy 7: Update the Kentucky State Historic Preservation Plan.

Action 1: Initiate the update of the 2015-2019 State Plan no later than October 2013, and submit the final draft of to the National Park Service no later than November 15, 2014.

Conclusion

Like other limited resources, our historic places are vulnerable to society's complex pressures and demands. Frequently, the preservation of cultural resources is seen as conflicting with a community's immediate needs, like economic revitalization, new jobs, affordable housing, and education. However, historic preservation actually combats the challenges that confront community planners and decision makers by stimulating private investment, drawing residents and businesses back to historic downtowns, attracting tourists, stabilizing or increasing property values, and providing employment opportunities. Historic preservation has the power to help a community maintain and regenerate growth and prosperity.

Inadequate land use planning, in many cases, has contributed to the adverse environmental, economic, and social impacts associated with growth. Conserving our heritage helps build more sustainable local economies and maintains a rich quality of life for all Kentuckians.

"...the only possible guarantee of the future is responsible behavior in the present."
Wendell Berry, *The Unsettling of America*, 1977