

United States Department of the Interior  
National Park Service**National Register of Historic Places Registration Form****1. Name of Property**Historic name: Dayton City HallOther names/site number: Independent Order of Odd Fellows Hall

Name of related multiple property listing:

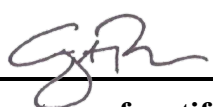
N/A**2. Location**Street & number: 635 Dayton AvenueCity or town: Dayton State: Kentucky County: CampbellNot For Publication: ☐ Vicinity: ☐**3. State/Federal Agency Certification**

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this X nomination     request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.In my opinion, the property X meets     does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:    national     statewide X local

Applicable National Register Criteria:

X A     B     C     D

	Executive Director & SHPO	12/13/2021
Signature of certifying official/Title:		Date
<u>Kentucky Heritage Council</u>		
State or Federal agency/bureau or Tribal Government		

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

Signature of commenting official:		Date
Title :		State or Federal agency/bureau or Tribal Government

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#### 4. National Park Service Certification

I hereby certify that this property is:

- ☐ entered in the National Register  
☐ determined eligible for the National Register  
☐ determined not eligible for the National Register  
☐ removed from the National Register  
☐ other (explain:) \_\_\_\_\_

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Signature of the Keeper

Date of Action

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#### 5. Classification

##### Ownership of Property

- Private: ☒
- Public – Local ☐
- Public – State ☐
- Public – Federal ☐

##### Category of Property

- Building(s) ☒
- District ☐
- Site ☐
- Structure ☐
- Object ☐

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**Number of Resources within Property**

<u>Contributing</u> <u>1</u>	<u>Noncontributing</u> <u>0</u>	buildings
<u>0</u>	<u>0</u>	sites
<u>0</u>	<u>0</u>	structures
<u>0</u>	<u>0</u>	objects
<u>1</u>	<u>0</u>	Total

Number of contributing resources previously listed in the National Register 0

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**6. Function or Use**

**Historic Functions**

GOVERNMENT: city hall

GOVERNMENT: correctional facility

GOVERNMENT: government office

COMMERCE/TRADE: business

SOCIAL: meeting hall

\_\_\_\_\_

**Current Functions**

COMMERCE/TRADE: business

DOMESTIC: multiple dwelling

\_\_\_\_\_

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## 7. Description

### Architectural Classification

LATE VICTORIAN: Italianate

OTHER: Late 19<sup>th</sup> Century Commercial

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### Materials:

Principal exterior materials of the property: Brick, Cast-Iron, Glass, and Limestone

## Narrative Description

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### Summary Paragraph

The building at 635 6<sup>th</sup> Avenue, hereafter referred to as Dayton City Hall or City Hall (CPD-6), is a three-to-four story brick Italianate style commercial/institutional building, constructed circa 1880 with a full basement. The building is situated in an urban commercial corridor in the eastern section of Dayton's Central Business District (CBD), at the northwest corner of 6<sup>th</sup> Avenue (State Route 8), formerly known as Madison Avenue/Fairfield Avenue, and Berry Street (**Figure 1**). The property measures less than a quarter of an acre (approximately .132 acre). There are no additional contributing or non-contributing buildings, structures, or objects situated within the area proposed for listing.



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*Figure 1. 635 6<sup>th</sup> Avenue, Dayton City Hall, Contextual view. (Image from GoogleEarth.com)*

## Narrative Description

### Property Setting and Site Characteristics

Dayton City Hall is located at the northwest corner of 6<sup>th</sup> Avenue and Berry Street in the Central Business District of Dayton, Kentucky, along the State Route 8 corridor. The surrounding buildings are primarily commercial and residential use, most of which date from circa 1880 to circa 1910.

The City of Dayton is located within Campbell County, which is considered part of Kentucky's Bluegrass Cultural Landscape region but most distinctly in the Ohio River Town Subregion, as defined by the Kentucky Heritage Council/State Historic Preservation Office (KHC/SHPO) (Figure 2). Situated on the southern bank of the Ohio River, Dayton is one of the northernmost communities in Kentucky, across the Ohio River to the south of Cincinnati and Hamilton County. In 2010 the Dayton had a population of 5,338 and the United Census Bureau estimates the population in 2019 to be 5,609.<sup>1</sup> Dayton was founded in 1867 when the towns of Jamestown (1848) and Brooklyn (1849) merged due to their "similar interests, mutual problems and united social life."<sup>2</sup> As will be discussed in the Statement of Significance, Dayton developed into an

<sup>1</sup> United States Census Bureau, <https://www.census.gov/quickfacts/daytoncitykentucky>, Accessed July 2021.

<sup>2</sup> Centennial Jubilee Committee, *Dayton, Kentucky Centennial Jubilee: 1849-1974*, (Dayton: Centennial Jubilee Committee), 1974.

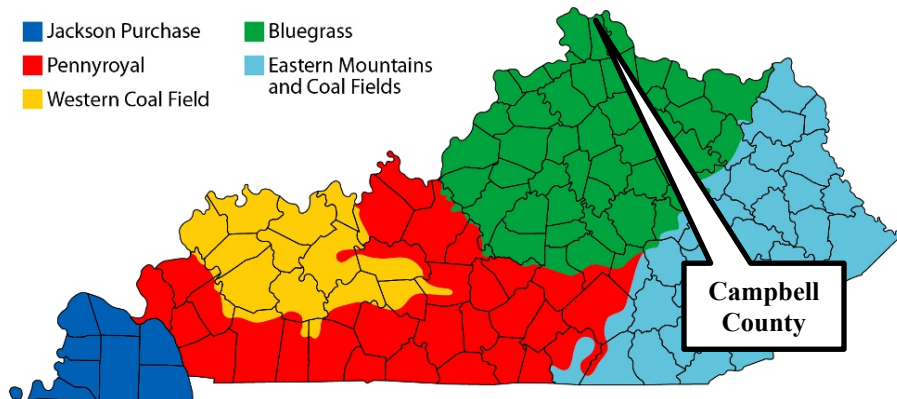
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important commercial center in the Northern Kentucky region in the late-nineteenth and early twentieth centuries.



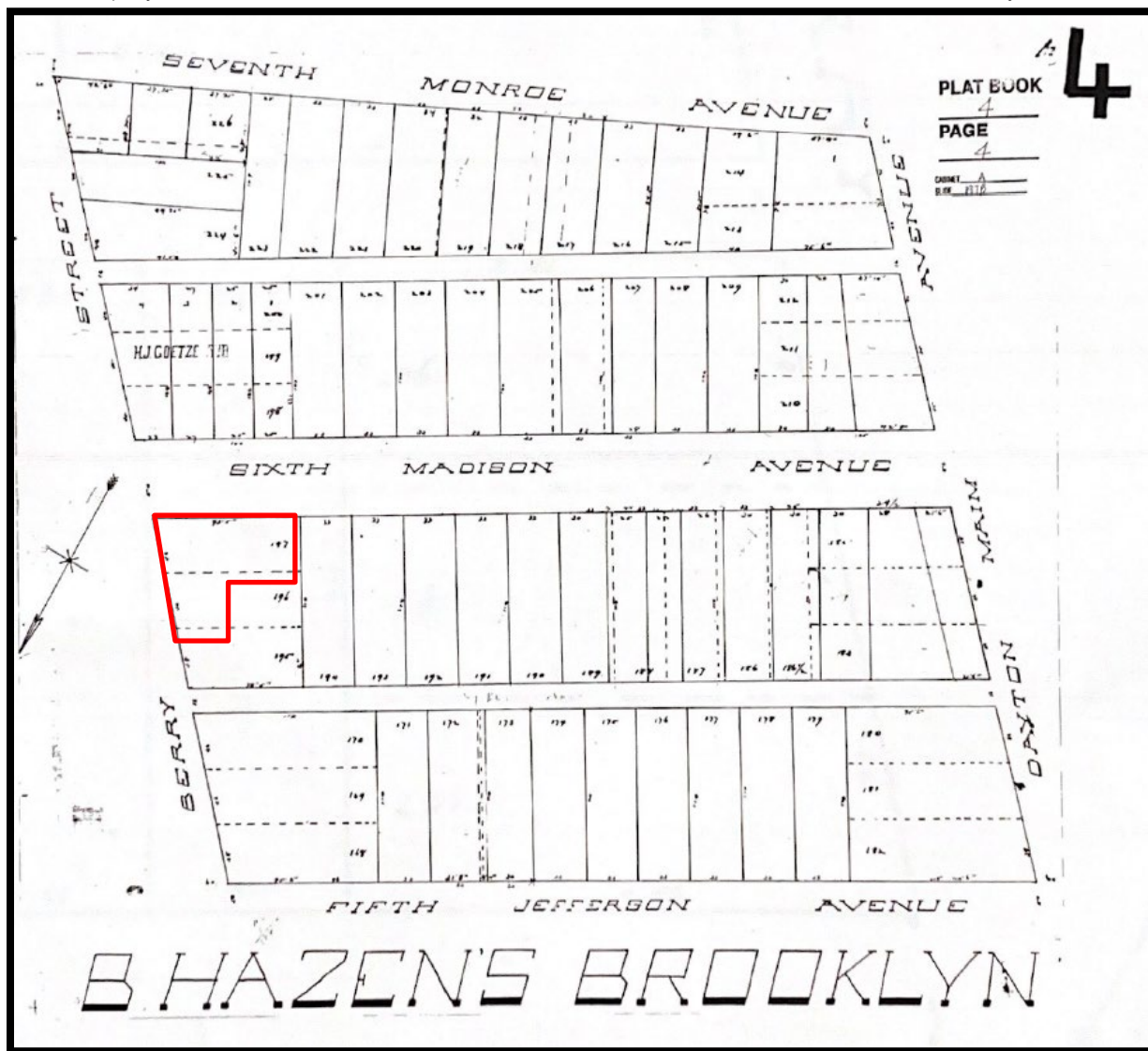
*Figure 2. Kentucky Cultural Landscape Region map*

### Property Description-Exterior

Dayton City Hall was constructed as a multi-purpose building circa 1880 within the Burton Hazen's Brooklyn Subdivision on lots 197 and sections of lots 196 and 195, at the northwest corner of 6<sup>th</sup> Avenue and Berry Street (**Figure 3** and **Figure 4**). The building retained that basic footprint until the mid-1920s when a small single-story garage/storefront addition was appended to the west elevation.

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*Figure 3. Plat of the southern section of the Burton Hazen's Brooklyn Subdivision, circa 1927. The building's current property lines are highlighted in red.<sup>3</sup>*

<sup>3</sup> Campbell County Clerk's Office. City Plat Books for Dayton, Kentucky. On file, Alexandria, Kentucky. Book 4, Plat 4.



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**Figure 4.** Historic Sanborn Maps. Left: 1886 Sanborn Fire Insurance Map. Center: 1910 Sanborn Fire Insurance Map. Right: 1950, revised to 1953 Sanborn Fire Insurance Map. Note the circa 1927 single-story storefront on the west elevation depicted on the 1950, revised to 1953 edition of the map.<sup>4</sup>

The Dayton City Hall building rests on a continuous limestone foundation and its brick exterior walls are laid in a common bond. Its cross-gabled roof has rolled asphalt roof covering. The building primarily has wood two-over-two windows that appear mostly intact on the interior, but are covered by vinyl siding on the exterior.<sup>5</sup> Dayton City Hall is defined by two spaces, the first-floor commercial space and the upper levels, which feature offices and two-story meeting space (**Figure 5**). Research suggests this building was initially constructed circa 1880 by the Independent Order of Odd Fellows (IOOF) of Dayton, Kentucky for their new meeting space.<sup>6</sup> The IOOF typically constructed buildings for their use but maintained active rental spaces to help fund their activities. The building contained Dayton's City Hall from its date of construction to circa 1927.

<sup>4</sup> Sanborn Map Company., *Insurance Maps for Newport, Kentucky*, 1886, 1910, 1950 revised to 1953.

<sup>5</sup> Demolition of modern materials will need to occur to understand the number and condition of older windows that remain in situ, but interior inspections indicate that there are many more than anticipated.

<sup>6</sup> The circa 1880 construction date was determined because 1884 is the date of the first listing of this property in the *Williams' Directory for the City of Dayton, KY*. Also, this property is first depicted on the map of Dayton, KY within the *1883 Atlas of Boone, Kenton and Campbell Counties, Kentucky*. Plus, deed research of the property revealed the property was purchased by the Bond Lodge No. 219, Independent Order of the Odd Fellows in August, 1880 and then purchased by the Odd Fellows Association of Dayton, Kentucky in June, 1881.

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**Figure 5.** Dayton City Hall. Left: Circa 1915. Right: Present day. Primary and secondary facades, looking northwest

The building's primary façade (east elevation) is divided into two sections, of which the southern section is three stories in height and the northern section contains four stories (**Figure 6**). An Italianate-style tower, situated off-center, divides the north and south sections of this elevation. This tower is a single-bay, four stories in height with sets of segmental-arched windows and a large prominent main entry, framed by double brick corbeled brackets and a segmental keystone arch. The main entrance provides access to the grand staircase which leads to the second-floor meeting space and upper-level office space. An older cast-iron awing with a decorative rail and cresting tops the central entrance and is present on the 1898 image of this building (**Figure 7-Figure 8**). A metal fire escape stair, which appears to have been installed in the mid-1940s, is located directly south of the tower on this elevation. Research indicates that just before WWII, building code began requiring fire escapes on buildings over two stories in height.<sup>7</sup> The roofline of the façade's four-story tower is capped with an open pedimented cornice, supported by paired brick brackets. Below this feature is a round attic window with keystones. A decorative stem and fleur-de-lis motif are present within the soffit of the cornice (**Figure 9**). The southern portion of this elevation, which is to the south of an Italianate-style tower, has a fenestration pattern that matches the secondary façade in window height and spacing, although the windows are not placed in pairs. The northern section of this elevation is four stories in height and features sets of paired windows, which are smaller in dimensions to accommodate symmetry on this elevation.

<sup>7</sup> "New State Housing Act Modifies Nearly All Provisions Of Existing Housing Laws," *Building and Engineering News*, 1923, No. 26, 8.



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**Figure 6.** 635 6<sup>th</sup> Avenue, I.O.O.F. Hall/City Building, Primary facade, looking west.



**Figure 7.** 635 6<sup>th</sup> Avenue, I.O.O.F. Hall/City Building, Primary façade, decorative brick surround, and cast-iron awning. Left: looking west, right: looking southwest.

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**Figure 8.** 635 6<sup>th</sup> Avenue, I.O.O.F. Hall/City Building, 1898 image depicting east elevations double entry with cast iron awning frame with decorative cresting/rail (red arrow).

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**Figure 9.** 635 6<sup>th</sup> Avenue, Dayton City Hall, Window and cornice details, East elevation, looking west.

The building's secondary façade (south elevation) is three stories in height and is defined by its first-story commercial space. This elevation is divided into three bays. The three separate storefronts have cast-iron storefront surrounds which consist of large fluted pilasters with decorative detailing on their caps. These larger pilasters flank sets of more narrow pilasters, similar in design. According to the 1998 KHC/SHPO survey form, the cast-iron elements were produced by the Walton Firm of Akron, Ohio.<sup>8</sup> The central and left bay storefront entrances maintain their original recessed design, but the right bay storefront entrance has been reconfigured to a flush left entry. All of the storefront transoms and bulkheads have been enclosed with either wood panels or wire mesh with a stucco veneer, but may be intact on the interior. Most of the storefront display window openings have either been enclosed or reduced with wood panels as well but appear to remain intact on the interior. The right (east) bay storefront wraps the corner of the primary façade. Like the other storefront openings, this section's storefront transoms, bulkheads, and display window openings have also been enclosed or partially enclosed, but the cast-iron detailing remains visible from the exterior. See **Figure 10** and **Figure 11** below.

<sup>8</sup> Margo Warminski, "CPD-6, Dayton Oddfellows Lodge and City Hall," Kentucky Heritage Council Individual Survey Form (91-1), August 18, 1998.



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*Figure 10. 635 6<sup>th</sup> Avenue, City Hall, Primary (east) and secondary (south) facade and, looking northwest.*



*Figure 11. 635 6<sup>th</sup> Avenue, City Hall. Storefront detailing, looking northwest.*

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The secondary façade's upper two stories are separated into three bays with sets of paired vertically stacked windows. The bays are separated by brick pilasters which begin at the upper level of the second story and terminate at the building's corbeled and bracketed brick cornice. The sandstone sills and brick segmental-arched keystone lintels remain intact but the windows, except for the second-story right bay window, are enclosed with vinyl siding on the exterior. The original wood sash windows with two-over-two glazing patterns and pivoting transom are present within the openings but have been covered by vinyl siding over wood panels (**Figure 12**). The second-story windows are elongated, allowing for ample light for upper-story meeting spaces. A continuous brick course is present between the lintels of the upper-level windows. This window fenestration pattern and detailing are present throughout the secondary façade and a portion of the primary facade.



*Figure 12. 635 6<sup>th</sup> Avenue, Dayton City Hall. Upper-level windows fenestration and detailing. Secondary façade looking north.*

The north and west elevations lack the architectural detailing and features present on the primary and secondary facades. This lack of decorative ornamentation and window openings is common on non-primary elevations of urban buildings during this time frame. Typically, these elevations would have limited visibility and were utilized for service functions. The north elevation, which faces an adjacent building and an unnamed alleyway, is intended to be the rear of the building. The building's L-shaped form is apparent on this elevation with a projecting gable-end facing north, while the eave side extends along 6<sup>th</sup> Avenue. The projecting gable on the north elevation has no window openings. The rear of the long (eave) side of this elevation has paired window openings that have been enclosed by wood panels or have vinyl replacement widows within the



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openings (**Figure 13**). The west elevation can be viewed from 6<sup>th</sup> Avenue and includes the side of the small one-story storefront addition appended in the 1920s. This shed-roofed addition is constructed of brick and has decorative wood shake at its cornice line. There are no window or door openings on the one-story portion of this elevation. Windows on the 1880s portion of the west elevation are enclosed with vinyl siding and are topped with brick segmental arches with stone sills (**Figure 14**).



*Figure 13. 635 6<sup>th</sup> Avenue, Dayton City Hall, North elevation, looking south.*

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*Figure 14. 635 6<sup>th</sup> Avenue, I.O.O.F. Hall/City Building, Façade and west elevation, looking northeast.*

### Property Description-Interior

The Dayton City Hall Building contains approximately 13,330 square feet of commercial/office/residential/meeting space, divided between all floors. The interior space is supported by brick and frame walls, structural steel columns and beams, and frame ceilings. The ceiling height varies from space to space. The first-floor commercial units are approximately twelve feet in height, while the second-floor meeting area is approximately twenty feet in height. The second, third, and fourth-floor office areas are approximately twelve feet in height, and the fourth-floor meeting space/theater room is approximately fifteen-feet in height. Fluorescent lighting is present throughout all floors of the building. A visual inspection of the interior revealed that a majority of the original windows appear to be intact and are within their original window openings. Other alterations to the interior of this building appear to be minimal and are discussed below.

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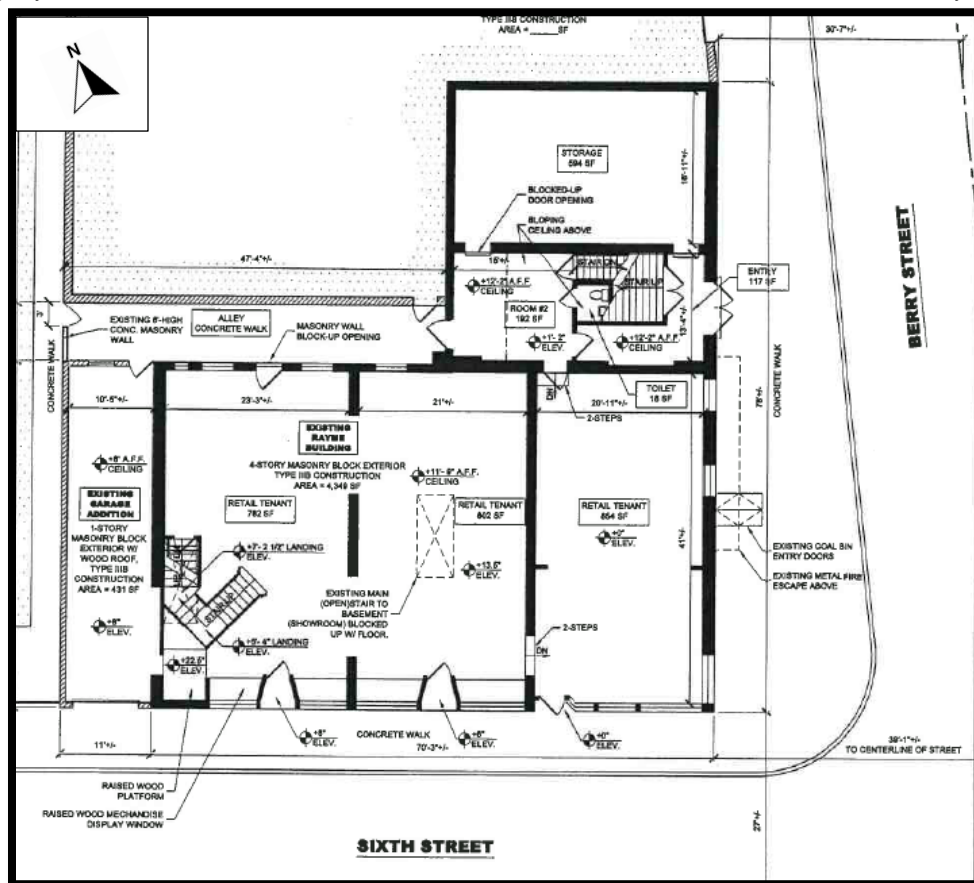


Figure 15. 635 6<sup>th</sup> Avenue, City Hall, First Floor

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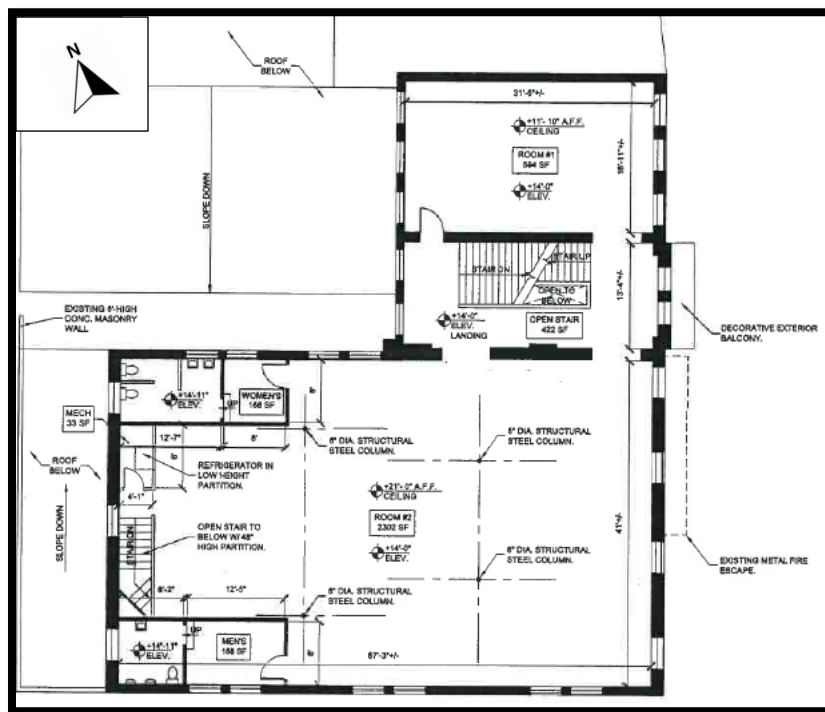


Figure 16. 635 6<sup>th</sup> Avenue, City Hall, Second Floor

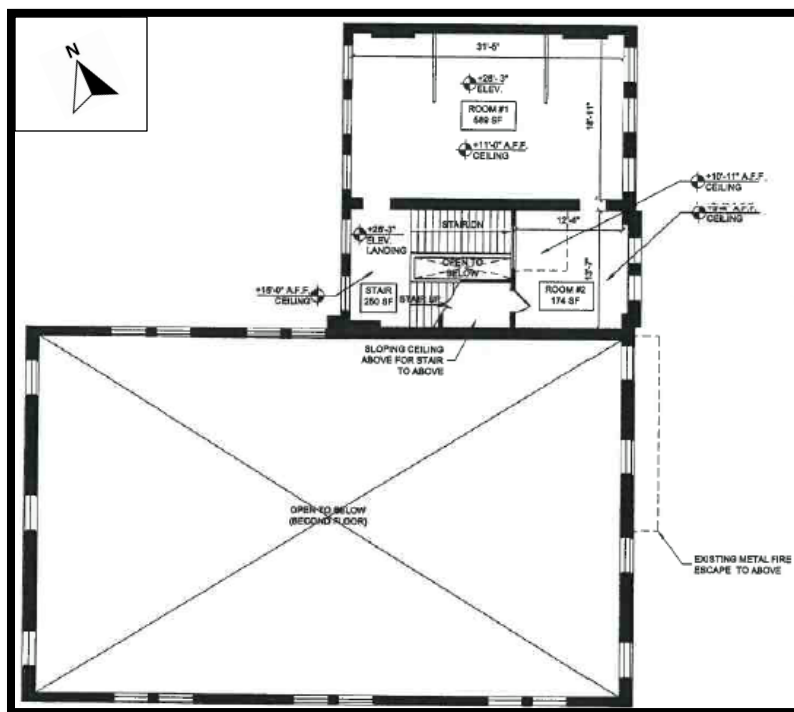


Figure 17. 635 6<sup>th</sup> Avenue, City Hall, Third Floor



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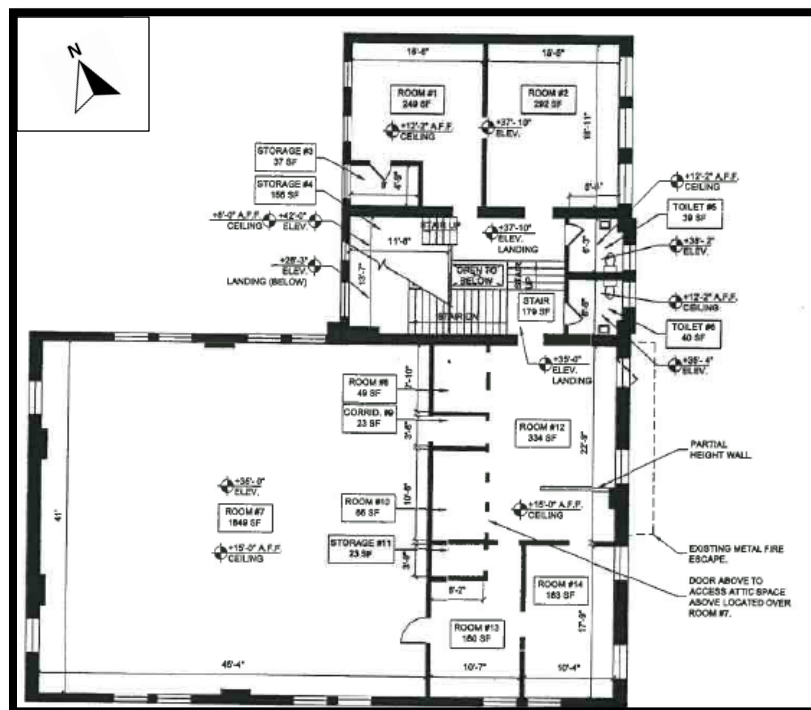


Figure 18. 635 6<sup>th</sup> Avenue, City Hall, Fourth Floor

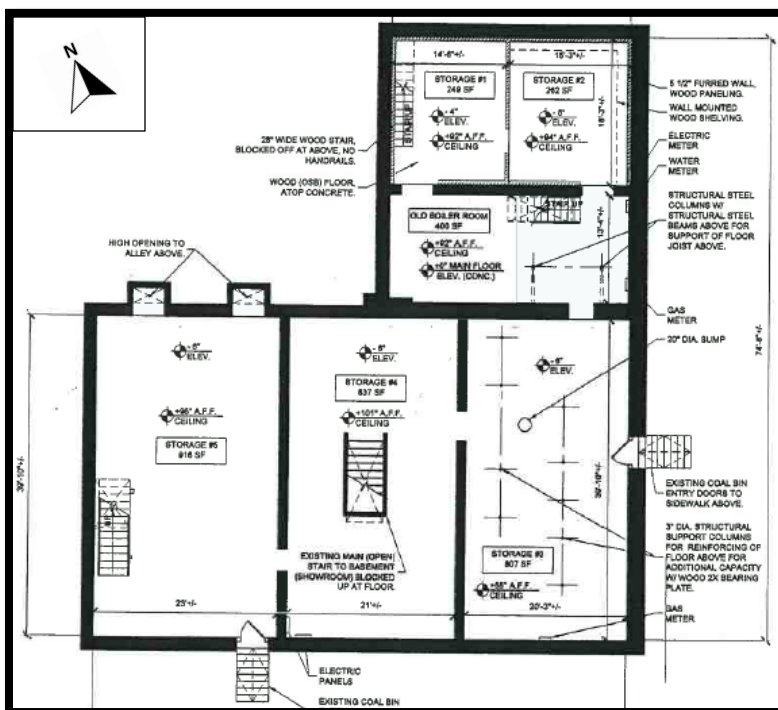


Figure 19. 635 6<sup>th</sup> Avenue, City Hall, Basement Floor Plan

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### Interior-First Floor

All three first-floor commercial units have open floor plans with no partitions or curtain walls, except for the brick interior walls which separate these spaces. Most of the original glazed wooden entry doors remain intact. The storefront for the eastern commercial unit remains largely intact but the entrance has been reconfigured from a central entry to a side entry. The eastern exterior wall of this space is exposed brick and features the original segmental-arched two-over-two wood sash windows, which are boarded on the exterior. The remaining interior walls have the original lath and plaster wall treatments. The southern half of this space maintains original hardwood floors and the northern half has been carpeted. (See **Figure 15** and **Figure 20 - Figure 22**).



**Figure 20.** 635 6<sup>th</sup> Avenue, City Hall, Interior view eastern commercial unit, looking southwest.

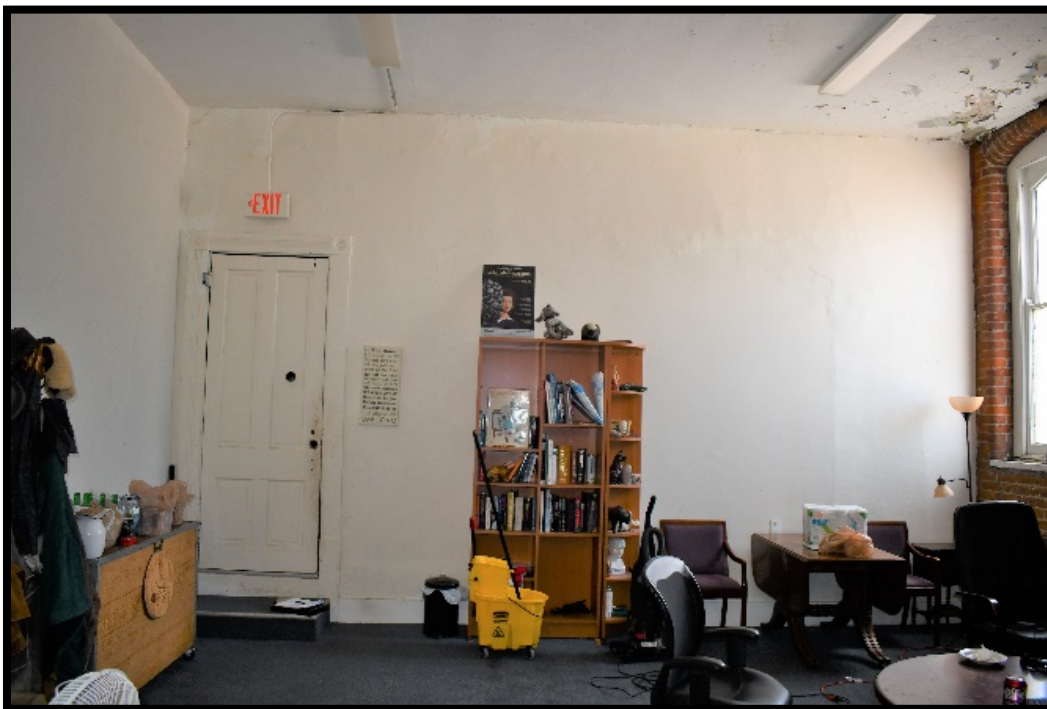


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**Figure 21.** 635 6<sup>th</sup> Avenue, City Hall, Interior view of eastern commercial unit, looking northeast. Note the original windows within the window openings.



**Figure 22.** 635 6<sup>th</sup> Avenue, City Hall, Interior view of eastern commercial unit, looking north.

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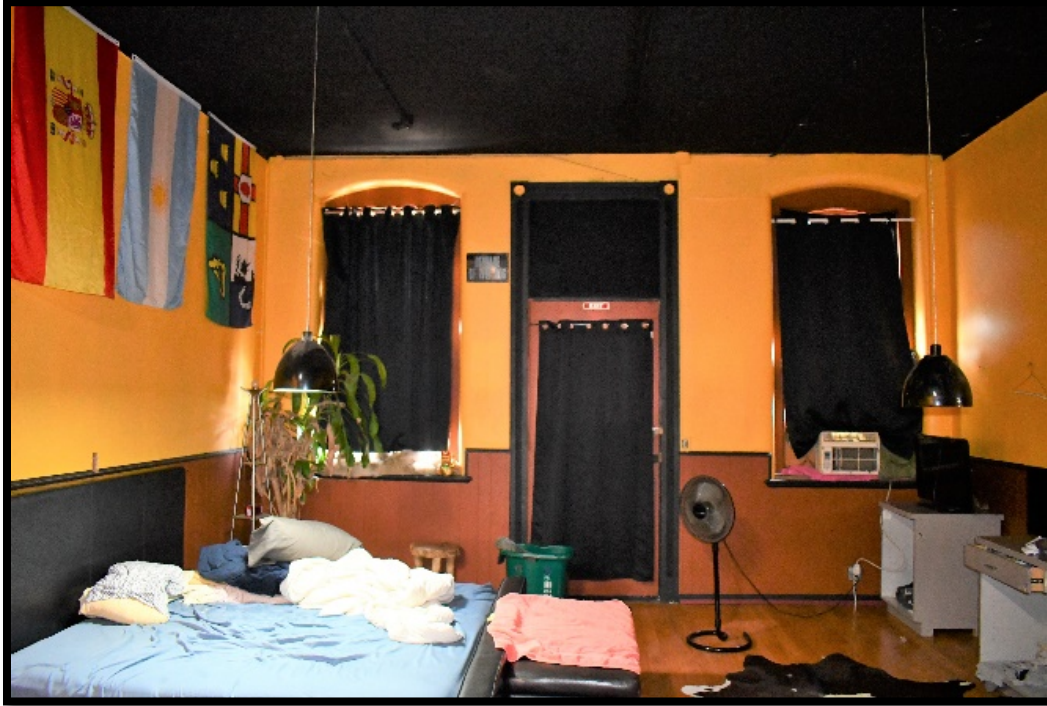
A kitchen (**Figure 23**) and a bedroom (**Figure 24**), which was previously used as a secondary commercial unit, are located behind the eastern commercial unit. These spaces retain their original doors and windows.



*Figure 23. 635 6<sup>th</sup> Avenue, City Hall, Kitchen, looking northwest.*

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*Figure 24. 635 6<sup>th</sup> Avenue, City Hall, Interior view of secondary, northern, first-story commercial unit fronting Berry Street, looking east.*

The central commercial unit (**Figure 25** and **Figure 26**), like the eastern unit, has an open floorplan. The western interior wall has the original lath and plaster treatment and the northern and eastern walls are of exposed brick. The interior form and design of the storefront, including the original door, remain intact with relatively little alteration. The floors have vinyl tile covering. It is unknown if the original floors are present below this covering.



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**Figure 25.** 635 6<sup>th</sup> Avenue, City Hall, Interior view of the central commercial unit, looking southeast.



**Figure 26.** 635 6<sup>th</sup> Avenue, City Hall, Interior view of the central commercial unit, looking northeast

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The western commercial unit (**Figure 27** and **Figure 28**) also has an open floor plan, and like the central commercial space, it has enclosed windows openings. A door leading to the rear alleyway is present on the northern wall. The interior walls have the original plaster on brick or lath treatment. Also, like the central commercial unit, the interior form, and design of the storefront, including the original door, remains intact with relatively little alteration. Vinyl tile flooring is present. It is unknown if the original floors are present below this modern treatment. An enclosed staircase is located in the southwest corner of the room. Access to the single-story circa 1927 garage addition (**Figure 29**) is located in the southwest corner of this space. The garage addition is unfinished and is primarily used for storage.



*Figure 27. 635 6<sup>th</sup> Avenue, City Hall, Interior view of the western commercial unit, looking south.*

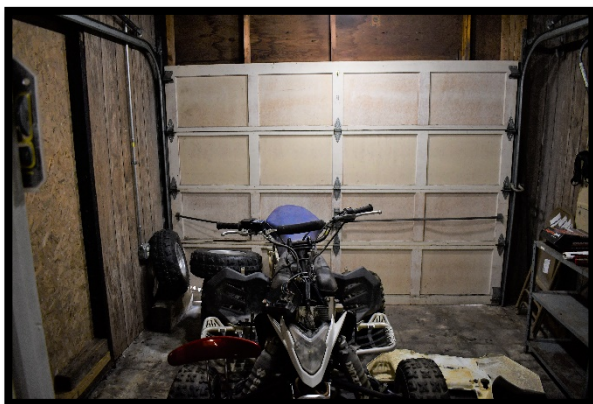


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*Figure 28. 635 6<sup>th</sup> Avenue, City Hall, Interior view of the western commercial unit, looking north.*



*Figure 29. 635 6<sup>th</sup> Avenue, City Hall, Interior view of the circa 1927 concrete block and frame garage/commercial space addition. Left: looking south. Right: looking north.*

### Interior – Grand Staircase

East of the kitchen is the location of the grand staircase (**Figure 30** and **Figure 31**). This space would have originally been accessible from Berry Street through the main entrance located at the base of the east elevation's tower. At present, the original entry doors are not in situ, but it seems likely they remain on the property in the attic space. The transom above the doors is boarded on the interior as well as the exterior but may be present underneath this modern treatment. The grand staircase retains its original form and design but has received cosmetic modifications. The

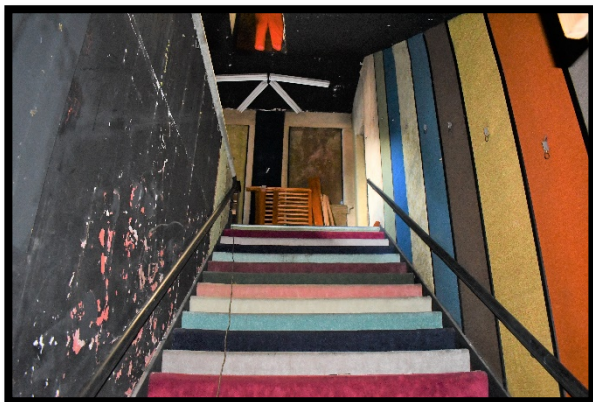
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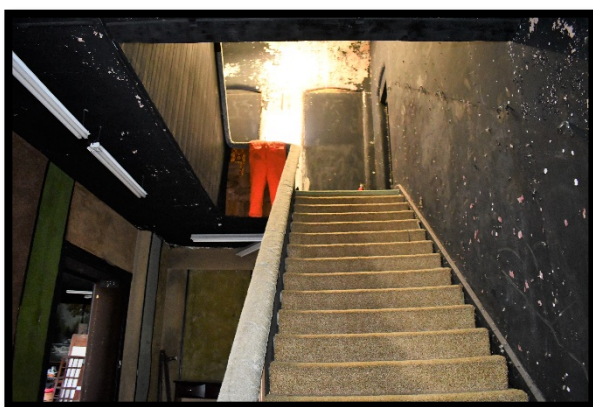
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staircase and associated walls have been covered in carpet and/or cedar shake. The handrails and the second-story newel post remain intact, but the spindles have either been removed or are encased by beadboard, carpet, and wood shakes. This staircase provides access to all four floors of the building.



*Figure 30. 635 6<sup>th</sup> Avenue, City Hall, Staircase leading from the first floor to the second floor.*



*Figure 31. 635 6<sup>th</sup> Avenue, City Hall, Staircase. Left: From second-story landing to the third floor. Right: From the third-floor landing to the fourth floor.*

Interior – Second Floor

The main space on the second floor is the meeting hall, intended for the IOOF and the Order of Knights of Pythias when they occupied the building (**Figure 16** and **Figure 32** through **Figure 35**). This large two-story room occupies the entire southern section of the second floor and is approximately 2,300 square feet in size. This space has original hardwood floors and is in relatively good condition. The window openings contain their original two-over-two wood sash windows and pivoting transoms. Also, the original wood sills are present. Historically, wallpaper covered the wall and ceilings, and remnants of this treatment are still present within the room. A partially demolished wood frame dropped ceiling had been installed at some point. Anchoring the center of the room are four steel support columns. These columns appear to be original to the space and feature simple decorative caps. Although this room retains much of its architectural



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integrity and character, it has sustained some alterations, such as modern bathrooms and partition walls. Fortunately, many of these alterations are reversible.



*Figure 32. 635 6<sup>th</sup> Avenue, City Hall, Meeting Hall, looking southwest.*



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*Figure 33. 635 6<sup>th</sup> Avenue, City Hall, Meeting Hall, looking southeast.*



*Figure 34. 635 6<sup>th</sup> Avenue, City Hall, Meeting Hall, Typical ceiling conditions.*

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*Figure 35. 635 6<sup>th</sup> Avenue./City Hall, Meeting Hall windows, looking south.*

To the north of the meeting hall is a room that was originally used as the Dayton City Council Chamber Room. Historic photographic evidence also shows this room was used by the School Board (**Figure 36** and **Figure 37**). This room is approximately 600 square feet in size and features three full-length window openings on its east and west walls. It is unknown if the original windows are within the openings on the east wall, but the others appear intact. The walls of this room are partially covered by wood paneling, but areas where this is missing display the original lath and plaster treatment. The original baseboards remain intact, but the original floor and window/door casings have been covered or removed.



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**Figure 36.** 635 6<sup>th</sup> Avenue, City Hall, City Council Chamber Room, looking east.



**Figure 37.** 635 6<sup>th</sup> Avenue, City Hall, 1898 photos of the City Council Chamber Room. Note the caption in the photos stating the Dayton City Council and the School Board met in this room. Images compliments of the Dayton Heritage Museum.

### Interior – Third Floor

The third floor is only present within the northern section of the building, due to the double-height meeting hall. This section of the building consists of two rooms, a larger room which is approximately 600 square feet in size, and a smaller utility room approximately 175 square feet in size (**Figure 17** and **Figure 38**). Access to the utility room is off the southeast corner of the

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main room. The historic use of these rooms is unknown, but it appears likely that they were used as offices by the City of Dayton. Currently, this room is used as a bedroom and two half partition walls divide the room into three parts. The window openings in this room have been enclosed and are covered with wood paneling and cedar shakes, but some of the sills remain exposed. The original four-panel wood doors are present within the door openings and some of the original door surrounds and baseboards are present. The floor of this room is covered in carpet.



*Figure 38. 635 6<sup>th</sup> Avenue, City Hall, Third-floor room, looking northeast.*

Interior – Fourth Floor

The fourth floor of the building consists of seven rooms. The southern section of this floor consists of a large room and two office spaces that are accessible from a room that served as a lobby or waiting room. The largest of the three rooms is approximately 1,850 square feet in size (**Figure 18** and **Figure 39**). The original use of this room is unknown, but it was likely used by the city as offices. Physical evidence in the form of chairs, coat closets, and projector room within the surrounding rooms suggest this was a theater at some point. The ceilings are fifteen in height and feature a decorative pressed tin ceiling and crown molding. The floor is wood and in poor condition; none of the original baseboards remain. The original window openings are present on the north, south, and west walls. Only the north window openings have not been enclosed with wood paneling and vinyl siding on the exterior. The interior walls have their original lath and plaster treatment and the original door surrounds remain intact.



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*Figure 39. 635 6<sup>th</sup> Avenue,/City Hall, Theater Room, looking east.*

The lobby/waiting room can be accessed from the meeting/theater room (**Figure 40**). This room also has fifteen-foot ceilings and the floors are wood. A single partition wall is present in this space. The walls of this room are covered in cedar shakes, and the window openings have been enclosed, except for one, which provides access to the primary façade's exterior fire escape. The main features of this room are the open closets/coatrooms. These spaces include the original wood surrounds, baseboards, and bulls-eye corner blocks. Two offices are located to the south of this room and two more offices are located to its north, across the hallway and stair landing. Above the left closet/coatroom space is an access door for the projection room (**Figure 41**), which overlooks the meeting room/theater and attic (**Figure 42**).

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**Figure 40.** 635 6<sup>th</sup> Avenue, I.O.O.F. Hall/City Building, Meeting Hall, Lobby/Waiting Room, looking southwest.



**Figure 41.** 635 6<sup>th</sup> Avenue, City Hall, Projection Room, looking southwest. Note the hatch which overlooks the meeting room/theater.



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*Figure 42. 635 6<sup>th</sup> Avenue, City Hall, Attic, looking east. Note the salvaged doors, transom, and window sashes.*

#### Interior – Basement

The building's full basement consists of five rooms in total, is located beneath the entire floor plan, and is accessible from the first-floor kitchen or an exterior hatch fronting Berry Street (**Figure 19** and **Figure 43-Figure 44**). The second 6<sup>th</sup> Avenue hatch has been enclosed. The exterior walls are limestone and the interior walls are brick. The floor is poured concrete and there is very little evidence of water intrusion. Four stairs provided access to the space, but two have been closed off and one has been removed. Modern wood and steel support beams and columns have been installed to ensure the stability of the building.

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*Figure 43 . 635 6<sup>th</sup> Avenue, City Hall, Basement, looking southwest.*



*Figure 44. 635 6th Avenue, City Hall, Basement, looking south.*



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## Current Rehabilitation Plans

Orleans Development of Covington, Kentucky is intending to rehabilitate the building into market-rate, loft-style apartments. The lofts will range in size from studio space to one-bedroom units. The developer will utilize both the state and federal historic preservation tax credits to successfully rehabilitate this under-utilized former commercial and professional office building.

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## 8. Statement of Significance

### Applicable National Register Criteria

- ☒ A. Property is associated with events that have made a significant contribution to the broad patterns of our history.
- ☐ B. Property is associated with the lives of persons significant in our past.
- ☐ C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- ☐ D. Property has yielded, or is likely to yield, information important in prehistory or history.

### Criteria Considerations

- ☐ A. Owned by a religious institution or used for religious purposes
- ☐ B. Removed from its original location
- ☐ C. A birthplace or grave
- ☐ D. A cemetery
- ☐ E. A reconstructed building, object, or structure
- ☐ F. A commemorative property
- ☐ G. Less than 50 years old or achieving significance within the past 50 years

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**Areas of Significance**

POLITICS /GOVERNMENT

**Period of Significance**

1880 - 1927

**Significant Dates**

Ca. 1880, Ca. 1927

**Significant Person**

N/A

**Cultural Affiliation**

N/A

**Architect/Builder**

N/A

**Statement of Significance Summary Paragraph**

The Dayton City Hall (CPD-6) is recommended eligible under Criterion A for its significant association with Dayton's early governance (Politics and Government). The building is significant at the local level. As one of the largest buildings in town, the City Hall building served as a center of municipal government; meeting spaces for the fraternal organizations of the Independent Order of Odd Fellows (I.O.O.F.) and the Knights of Pythias; and retail and office space for local businesses. The period of significance for the property is from circa 1880 to 1927 the approximate dates the building housed Dayton's City Hall and associated offices.

**Narrative Statement of Significance**

Strategically located at the corner of 6<sup>th</sup> Avenue and Berry Street, the Dayton City Hall was well-positioned, due to its proximity to the Ohio River adjacent to the Berry Street Wharf and the streetcar line along 6<sup>th</sup> Avenue. This symbiotic placement helped the building's occupants have maximum visibility and thus an active customer base while ensuring this building's location in the heart of early Dayton. The Dayton City Hall building represents a period of significant growth as Dayton developed into a small, albeit prosperous river town on the Ohio River.

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The Ohio River played an important role in the establishment of the towns of Brooklyn and Jamestown, which would eventually merge to become the town of Dayton in 1867. Many residents worked on the river or in industries associated with river traffic. In 1868, the Newport and Dayton Street Railway was established. The line ran along 6<sup>th</sup> Avenue and terminated at the Street Railroad Stables across the street from the subject property.<sup>9</sup> This streetcar line was the first in Northern Kentucky, established to connect residents from Dayton to Newport, Kentucky. Initially, the streetcar line consisted of a single-car steam vehicle that traveled at five miles per hour, but it was soon replaced by horse-drawn vehicles. The horse drawn car system was replaced by electric cars in 1891.<sup>10</sup>

In 1849, speculative developers Burton Hagen [Hazen], Lewis Hazen, William Camerom, Abraham Taylor, Ambrose M. Bryson, and James Berry established the town of Brooklyn, Kentucky along the Ohio River southeast of Cincinnati, Ohio, and adjacent to the town of Jamestown, Kentucky, which was established one year earlier.<sup>11</sup> During the heyday of the steamboat era during the 1840s and 1850s, Cincinnati-resident Burton Hazen constructed steamships and sailing ships in the small town of Fulton, Ohio. Fulton was eventually annexed to Cincinnati in 1854. Fulton was known as Cincinnati's shipyard for steamships and ocean-going vessels and named for Robert Fulton, who developed these early steamships.<sup>12</sup> At the height of Hazen's financial success, he made \$500,000 in one year. Due to his financial achievements, he purchased real estate in Northern Kentucky in 1847 to 1849 across the river from Fulton as part of the development of Brooklyn; however, his real estate investments led to his eventual financial undoing.<sup>13</sup>

The towns of Brooklyn and Jamestown developed simultaneously with Berry Street serving as the boundary between the two towns. Brooklyn obtained a post office first, but Jamestown was unable to establish one because another town in Kentucky had the same name. In 1853, Jamestown paid \$3,960.78 to construct a ferry called the *John Hastings* to connect Berry Street with the town to Fulton. The ferry operated until 1890, taking workers from Dayton to their jobs at the shipyards located in Fulton.<sup>14</sup> The citizens of Jamestown and Brooklyn had similar interests, problems, and interacted socially, and thus, in 1867 they voted to merge the two towns, re-naming it Dayton. Also in 1867, bonds were issued for \$134,000 to construct a wharf between Berry and Clay Street to further cement the town's connection to the river.<sup>15</sup>

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<sup>9</sup> D.J. Lake & Co., *An Atlas of Boone, Kenton and Campbell Counties Kentucky* (Philadelphia, PA 1883); Charles Tharp and Deanna Beineke, *Images of America Dayton* (Charleston SC: Arcadia, 2007), 7- 8.

<sup>10</sup> Ibid.

<sup>11</sup> "Brooklyn Established Chapter 579," accessed June 30, 2021, [www.nkyviews.com/campbell/text/brooklyn\\_1849.html](http://www.nkyviews.com/campbell/text/brooklyn_1849.html); Tharp and Beineke 2007, 7-8.

<sup>12</sup> Greg Hand, "From Bucktown to Vanceville: Cincinnati's Lot 19<sup>th</sup> Century Neighborhoods," *Cincinnati Magazine*, November 20, 2021. <https://www.cincinnati-magazine.com/citywiseblog/bucktown-vanceville-cincinnati-lost-19th-century-neighborhoods/>, accessed July 8, 2021.

<sup>13</sup> Conteur, "Cincinnati Before the Days of Modern Building," *The Cincinnati Enquirer*, October 21, 1923, 72. [www.newspapers.com](http://www.newspapers.com), accessed July 2, 2021.

<sup>14</sup> Tharp and Beineke 2007, 7-8.

<sup>15</sup> *Dayton, Kentucky Centennial Jubilee 1849-1974*, On file, Kenton County Kentucky Public Library.



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As Dayton's industry prospered, the town grew in terms of population and in the number of buildings to serve the new resident's needs. From an 1870 population of 1,749 inhabitants, the town contained 6,104 persons in 1900 - a growth rate of approximately 249 percent.<sup>16</sup> The leading industry in Dayton in the late nineteenth century was the production of rope. Farmers grew hemp on the hillsides around Dayton to supply local factories with the required raw material.<sup>17</sup> At one time, there were nine ropemaking, also called ropewalks, or cordage factories in Dayton.<sup>18</sup> Other industries in the town included sawmills, grist mills, planing mills, and brick manufacturing. The Maddux Bros. Distillery, also known as the Winchester L.O. Maddux Distilling Co., was located on the river on the eastern side of town.<sup>19</sup> The Wadsworth Watch Case Company was the largest watch case manufacturing company in the world and produced products used by leading watch companies. It employed approximately 1,000 people during its heyday in the early twentieth century.<sup>20</sup>

Dayton also had a thriving regional tourism industry due to the fine clean sand and 1000 feet of beachfront that is shared with the adjacent town of Bellevue. Several hotels were located at the waterfront. Beach house pavilions provided concessions, dining rooms, lockers, and boat rentals. Tourists flocked by steamboat to Dayton, for its famous beaches and was called the "Atlantic City of the West."<sup>21</sup> As dams were built and pollution dumped into the river, the white sandy beaches were lost. By 1930, Tacoma Beach, at the foot of Clark Street, was the only small beach still intact. A flood wall constructed in 1982, protected the city from dangerous floods but also separated the town from its beaches.<sup>22</sup>

### *Politics and Government*

The Dayton City Hall was significant to the town's early days of governance as it housed the city's seat of government from circa 1880 to circa 1927.<sup>23</sup> Before this, Dayton's City Hall met at various locations as local citizens made space available.<sup>24</sup>

The I.O.O.F. purchased the land in 1880 and probably began the building's construction soon after the sale.<sup>25</sup> Dayton's City Hall and city offices began meeting at the building sometime between 1880 to 1884 when it was included in William's City Directory.<sup>26</sup> The directory listed the City Clerk's Office with W.R. Taliaferro as a clerk, Henry C. Havlin as the marshal for the City Marshal's Office, and the City Treasurer's office with August Wueller as treasurer. It also included the "Odd Fellows Hall," the office of real estate and insurance agents Taliaferro &

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<sup>16</sup> US Census Bureau, "Decennial Census of Population and Housing," Accessed online in July 2021 at: <https://www.census.gov/programs-surveys/decennial-census.html>

<sup>17</sup> *Keepsake Program Centennial Dayton, Kentucky 1849-1949*, On file, Kenton County Kentucky Public Library, 30.

<sup>18</sup> Tenkotte and Claypool 2009, 258.

<sup>19</sup> D.J. Lake 1883.

<sup>20</sup> *Keepsake Program Centennial Dayton, Kentucky 1849-1949*, 31.

<sup>21</sup> Tharp and Beineke 2007, 104.

<sup>22</sup> Tharp and Beineke 2007, 8, 104.

<sup>23</sup> Williams Directory Company 1884-1885, 1922-1923, and 1928-1929.

<sup>24</sup> *Dayton, Kentucky Centennial Jubilee 1849-1974*.

<sup>25</sup> See note 11.

<sup>26</sup> Williams Directory Company 1884-1885.

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Wueller, and the druggist, Goetze Bros. It appears that some of the same members of city government also chose to operate their businesses in the same building. According to the Sanborn Map from 1886, the Council Chamber or City Hall occupied the second floor while the Post Office operated at the corner retail space on the first floor. On the 6<sup>th</sup> Avenue side of the building was a barbershop next to the Post Office and an unnamed store. The I.O.O.F. Hall was on the second/third floor of the building.<sup>27</sup> By 1886, additional offices residing in the building included the Chief of Police, the City Assessor's Office, the City's Engineer's Office, the City Treasurer's Office, and the Attorneys Hounshell & Helm.<sup>28</sup> The Police Judge's Office, the City Attorney's Office, the National of Hartford Insurance Company, the tailor, Herman Herbers, and the Kroger grocery were located at the building by 1900.<sup>29</sup> In 1907, the I.O.O.F. sold the property to Guiding Star Lodge No. 45, Knights of Pythias [Pythias] of Kentucky for \$9,000.<sup>30</sup> Although the ownership changed, the city's offices continued to be located at the building through circa 1927. In 1910, the City Attorney's Office was located at Old Dayton City Hall.<sup>31</sup>

As early as 1898, Dayton's citizens debated the need for a new dedicated City Hall building, apart from other retail endeavors. Debates focused on the need for such a building and where it should be located, but consensus could not be reached. Questions regarding the cost and the need would usually terminate any progress about the proposed project. The Dayton School Board offered the old school building at 514 6<sup>th</sup> Avenue in 1898 in exchange for a new school, but the City Officials rejected the offer. Around 1928 or 1929, the City of Dayton relocated to the building at the southwest corner of 5<sup>th</sup> Avenue and Berry Street, which was also used as the location of the Dayton, Kentucky chapter of the Fraternal Order of Eagles (F.O.E.).<sup>32</sup> Finally, in 1932, the city permanently moved into the old school building at 514 6<sup>th</sup> Avenue with plans to build a firehouse addition. Fire damaged the second story of that building in 1957 and again in 1978 causing the building to be rebuilt. City Hall remains at 514 6<sup>th</sup> Avenue to the present day.<sup>33</sup>

### *Property History*

In August of 1866, Burton Hazen and his wife paid \$1,000 towards the mortgages held by Walker and Winston on several lots in the town of Brooklyn. Three of those lots were numbered 195, 196, and 197, upon which 635 6<sup>th</sup> Avenue would later be constructed. The property was part of the Burton Hazen Subdivision in the town of Brooklyn consisting of four blocks between 7<sup>th</sup> Street to 5<sup>th</sup> Street and in between Berry Avenue, presently called Berry Street, to Dayton Avenue.<sup>34</sup> In that same month of 1866, Burton Hazen conveyed lots 195, 196, and 197 to William and Frederika Zimmerman for \$413.<sup>35</sup>

<sup>27</sup> Sanborn Map Co. 1886.

<sup>28</sup> Williams Directory Company 1886-1887.

<sup>29</sup> Williams Directory Company 1900-1901.

<sup>30</sup> Campbell County Clerk's Office. Deed Book 98, page 355.

<sup>31</sup> Williams Directory Company 1910-1911, 1923-1924.

<sup>32</sup> Williams Directory Company. *Williams' Newport (Campbell County, Ky.) City Directory*. 1926-1927.

<sup>33</sup> Jim Reis, "Dayton's City building a true 'work in progress'," *The Kentucky Post*, April 23, 2001.

<sup>34</sup> Campbell County Clerk's Office. Alexandria, Kentucky. Deed Book 4, page 117; Campbell Co Clerk, Plat Book 4.

<sup>35</sup> \_\_\_\_\_ Deed Book 5, page 116.

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In 1880, the Zimmermans sold the subject property to Bond Lodge No. 219 Independent Order of Odd Fellows (I.O.O.F.) for \$2,000. The I.O.O.F. constructed the four-story brick multi-use building, which to this day is one of the largest commercial buildings in Dayton.<sup>36</sup> The I.O.O.F. had the foresight to envision the need for a large commercial multi-purpose building in Dayton and strategically located it between two major routes of transportation, thus ensuring its success. The 1883 *Atlas of Boone Kenton and Campbell Counties* illustrated the subject property as an L-shaped building at the corner of Berry Street and Fairfield Avenue, presently known as 6th Avenue.<sup>37</sup> Originally a fraternal organization from Great Britain, the I.O.O.F. was chartered in North America in 1819 and had a strong presence in northern Kentucky during the nineteenth century. It was considered “odd” in its early days for giving charity without expecting anything in return. Members received sickness, death, and other benefits for their dues payments, and they contributed to widows and orphans’ charities, the Booth Memorial Hospital, and other charities. Members were required to practice religious tolerance but had to believe in a supreme being. It began as a men’s only institution with a ladies’ auxiliary called the Daughters of Rebekah but later, the organization accepted men and women.<sup>38</sup> The I.O.O.F. sold 635 6th Avenue to Guiding Star Lodge No. 45, Knights of Pythias of Kentucky in 1907 for \$9,000.<sup>39</sup>

The Knights of Pythias owned Old Dayton City Hall from 1907 to 1973, occupying the second and third floor of the building.<sup>40</sup> The Order of Knights of Pythias was founded in 1864 by Justus H. Rathbone as a non-sectarian fraternal order whose objective was to morally uplift and purify society. The organization supported the U.S. Military and sponsored charitable work. Numerous buildings were built across the country called Pythian Castles or Temples.<sup>41</sup> During the Knights of Pythias period of ownership, the building continued to house the city offices and businesses. On the first floor, the Kroger Grocery & Baking Co. included a bakery within the store by 1910.<sup>42</sup> Established in Cincinnati in 1883, the Kroger Grocery store chain had expanded to over 40 stores throughout the Cincinnati area by 1902.<sup>43</sup> A billiard room owned by Joseph Sebastian and a notary public was located in the first-floor storefronts on the 6<sup>th</sup> Avenue side of the building in the 1920s.<sup>44</sup> By the late 1920s, a millinery and a tailor occupied the first-floor storefronts and the City offices had left, moving into the Eagle’s Home building.<sup>45</sup> In 1973, the Knights of Pythias sold the building to Howard L. Barber, David L. Kaiser, and Ronald Schumacher for \$16,000.<sup>46</sup>

<sup>36</sup> \_\_\_\_\_ Deed Book 26, page 117.

<sup>37</sup> D.J. Lake 1883.

<sup>38</sup> Paul A. Tenkotte and James C. Claypool, ed., *The Encyclopedia of Northern Kentucky* (Lexington: The University Press of Kentucky, 2009), 477-478.

<sup>39</sup> Campbell County Clerk’s Office. Deed Book 98, page 355.

<sup>40</sup> Campbell County Clerk’s Office. Deed Book 98, page 355 and Deed Book 406, page 747; Sanborn Map Company, *Sanborn Fire Insurance Map from Newport Campbell County, Kentucky*, 1910.

<sup>41</sup> “History,” The Pythians: The Order of Knights of Pythias, accessed July 14, 2021, <https://www.pythias.org/supreme/history>

<sup>42</sup> Williams Directory Company, *Williams’ Covington and Newport Directory: Including Bellevue, Bromley, Clifton, Dayton, Fort Mitchell, Fort Thomas, Ingalls Park, Ludlow, Southgate and Woodlawn Kentucky; Also a Cincinnati Classified Business Directory* (Cincinnati, 1910-1911).

<sup>43</sup> Robert Lewis, “Kroger Co.,” Britannica, accessed July 14, 2021, <https://www.britannica.com/topic/Kroger-Co>.

<sup>44</sup> Williams Directory Company 1920-1921.

<sup>45</sup> Williams Directory Company 1928-1929.

<sup>46</sup> Campbell County Clerk’s Office. Deed Book 406, page 747.



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## Evaluating the Significance of the Dayton City Hall under the Theme of Politics/Government

The Dayton City Hall is an important example of a multi-purpose building constructed and designed to serve the growing community of Dayton in the late nineteenth century and early twentieth centuries. As demonstrated in the context section above, Dayton grew from two separate small communities into a single thriving town with its economic focus on commerce associated with the Ohio River. The City Hall building was constructed at the strategic intersection of Berry Avenue and 6<sup>th</sup> Avenue, just blocks from the Ohio River and directly adjacent to the streetcar line, to take advantage of this community's prosperity. Further, the building served as the center of city governance during its infancy up to the permanent move to 514 6<sup>th</sup> Avenue in the late 1920s. The builders were well aware that this location would offer the best prospects for tenancy that they needed to fund their activities. Therefore, the Dayton City Hall/Commercial Building/IOOF Hall is locally significant under Criterion A, associated with the growth and development of the town of Dayton, as well as for its role in the early governance of the town.

## Integrity Considerations

The Dayton City Hall building has retained integrity of location, setting, design, materials, workmanship, feeling, and association to convey its significance for listing in the NRHP. The building is situated in its original **location** at the corner of 6<sup>th</sup> Avenue and Berry Street in Dayton. It has not been moved. The building is surrounded by the town of Dayton, which looks very much as it did in the late nineteenth and early twentieth century at this location. The original street grid layout of small lots with one-to-two-story buildings has been maintained. As a large three-to-four-story building, the Old Dayton City Hall was always considerably larger than the surrounding residential and commercial buildings and has retained that status within the town. Thus, the building retains integrity of **setting**.

As discussed in Section 7, the building retains integrity of **design, materials, and workmanship**. Dayton City Hall retains the same footprint and brick four-story construction, as it did at the close of the period of significance, circa 1927. The circa 1927 addition on the secondary façade is diminutive in size and of a complementary design to the main building. It does not detract from the building's significance. Although the upstairs windows and storefront windows are covered, many of the original two-over-two wood windows are intact behind this treatment and several of the original windows are located in the attic of the building. Original wood panel doors have also been found in the attic. The only replaced windows appear to be on the rear elevation, facing an alleyway, and are not street-visible. The building retains the brickwork detailing, the metal cornice, window and store openings, decorative entry awning, and fluted cast-iron columns. The Dayton City Hall retains the integrity of **feeling** and **association** of a late nineteenth-century commercial building in a small Ohio River town. For these reasons, the building retains sufficient integrity to convey its significance.

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## 9. Major Bibliographical References

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### Verbal Boundary Description

The area proposed for listing is a single parcel and portions or two other parcels of land that contain a total of .132 acres. The parcels are recorded in Campbell County, Kentucky land records as PIDN: 999-99-09-585.00. These records were recorded in Deed Book D791, pages 442-444 in the Campbell County Clerk's Office. The property is graphically displayed in Figure 45 below.



Figure 45. 635 6<sup>th</sup> Avenue, City Hall (CPD-6). Property, Land Survey graphic.

### Boundary Justification

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## 11. Form Prepared By

name/title: Christopher Harris, Sonja Lengel, and Rachel M. Kennedy, Architectural Historians

organization: Cardno Inc.

street & number: 10420 Bluegrass Parkway

city or town: Louisville state: KY zip code: 40299

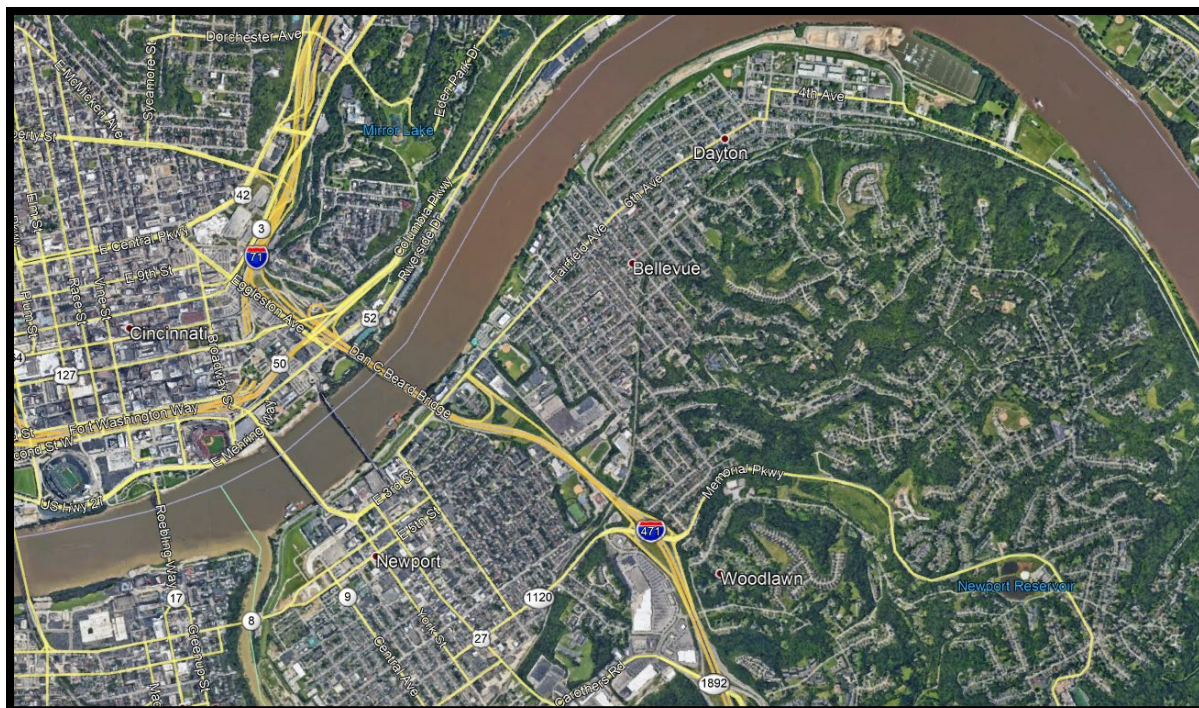
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telephone: 513-515-1691 (Chris Harris)

date: July 29, 2021

## Additional Documentation

### Maps:



*Figure 46. 635 6<sup>th</sup> Avenue, Dayton City Hall, Contextual view. (Image from GoogleEarth.com)*



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## Photographs

### Photo Log

Name of Property: Dayton City Hall

City or Vicinity: Dayton

County: Campbell

State: Kentucky

Photographer: Christopher Harris

Date Photographed: July 2021

- 1 of 17. Setting photograph, northeast corner of 6<sup>th</sup> Avenue and Berry Street, looking southwest.
- 2 of 17. Setting photograph, northeast corner of 6<sup>th</sup> Avenue and Berry Street, looking southeast.
- 3 of 17. Primary and secondary façades, looking northwest.
- 4 of 17. Primary façade, looking west/northwest.
- 5 of 17. Secondary façade, looking north.
- 6 of 17. Secondary façade and west elevation, looking northeast.
- 7 of 17. North elevation, looking south.
- 8 of 17. Double entry and metal awning, first floor of primary facade's central bay, looking west.
- 9 of 17. Upper levels and roof cornice, first floor of primary facade's central bay, looking west.
- 10 of 17. Interior view, first-floor central bay commercial unit, looking south.
- 11 of 17. Interior view, second-floor meeting room, looking southeast.
- 12 of 17. Paired window openings with original windows, second-floor meeting room, looking south.
- 13 of 17. Second-floor office space, looking southeast.
- 14 of 17. Fourth-floor meeting space/theater room, looking northeast.
- 15 of 17. Fourth-floor lobby/coatroom, looking northwest.
- 16 of 17. Fourth-floor projection room within the lobby/coatroom, looking northwest.
- 17 of 17. Newel post and handrail located on the steps of the second-floor landing, looking southeast.

###