

North End Community Economic Development Plan

A Road Map For The Future

Table Of Contents

North End Community Economic Development Plan

Executive Summary.....	4
Section One: Framework.....	14
Demography.....	14
Historical Summary.....	20
Past Planning Efforts.....	20
Purpose and Vision.....	23
Section Two: Plan Components.....	24
Land Use.....	24
Housing.....	28
Economic Development.....	35
Education.....	43
Public Infrastructure/Transit.....	47
Community Spaces.....	50
Section Three: Target Areas.....	52
Target Area 1: Sixth and Bowman.....	52
Target Area 2: Woodland Avenue.....	53
Target Area 3: Longview Avenue.....	54
Target Area 4: Fourth Street Corridor.....	55
Target Area 5: North Main Street Corridor....	57
Section Four: Implementation Plan.....	58
Section Five: Community Participation.....	61
Section Six: Appendix- <i>A History Of Mansfield</i>	62

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North End Comprehensive Plan: Executive Summary

In 2008, the North End Community Improvement Collaborative completed a four year strategic plan, which identified as a primary goal the creation of a community economic development “campaign” that builds upon the organization’s existing work and addresses the complex and intersecting housing, jobs and business development opportunities and challenges on the North End.

Over the course of 2008 and early 2009, a series of community conversations were held to gather input on the types of revitalization activities residents and stakeholders felt were needed to improve the North End. The results of these conversations were used to construct a comprehensive plan for the North End. The document serves a number of purposes: to convey the shared values of the community, to document its history, to illustrate the area’s opportunities and challenges, and finally, to guide and direct all future redevelopment efforts occurring on the North End.

The North End Community Economic Development Plan is structured using five sections:

Section One: Framework

The North End region is bordered by Trimble Road on its west, North Main Street on its east, Park Avenue West on its south, and Longview Avenue on its north. NECIC recognizes that a number of distinct neighborhoods exist within the region; however, the term “North End” is used to define the entire geographic area.

To provide a contextual framework for the plan, a historical summary was prepared and a demographic profile generated using census tracts six and seven as the basis for the data. A brief review of past planning efforts is also included to illustrate how past efforts align or do not align with the community’s vision for the North End.

The plan is guided by asset-based, community economic development (CED) principles, which are essentially the practice of defining, creating and implementing community driven strategies and projects that promote economically sustainable communities. CED practitioners

**NECIC’S MISSION IS TO
IMPROVE THE QUALITY OF
LIFE FOR NORTH END
RESIDENTS BY
IDENTIFYING, SUPPORTING,
AND CONNECTING LOCAL
ASSETS AND BY ADVANCING
COMMUNITY ECONOMIC
DEVELOPMENT IN
MANSFIELD’S NORTH END.**

recognize that community development by itself is not sustainable, as it often lacks the financial resources to sustain its activities. Economic development on the other hand, cannot sustain itself if without community support. Thus, community economic development is the marriage of the two.

Section Two: Plan Components

The plan's six component areas include land use, housing, economic development, education, public infrastructure and community spaces.

Land Use

Zoning codes that govern an area or parcel, define the character and possibilities for any given community. Land use on the North End is varied and includes low density residential, commercial and industrial uses. In some cases, industrial uses are directly adjacent to housing, creating potential environmental and health issues. Commercial uses are typically found along major transit corridors, but can also be found in residential districts.

Three primary recommendations emerged in this section:

- Prevent and mitigate the results of incompatible land uses.
- Change zoning codes to allow for increased economic activity where appropriate, including allowing live/work units in residential areas.
- Include all stakeholders, including residents, in conversations regarding potential zoning code changes. This should include convening meetings prior to the formal public notification period.





Housing

The aging housing stock on the North End has been declining for many years, with the number of vacant, boarded and abandoned homes continuing to increase. Census tracts six and seven have the highest number of foreclosed properties in the city. Additionally, 61% of all housing units are in poor or lower condition as defined by the City of Mansfield's Consolidated Plan. This translates to 61% of all North End residents living in or adjacent to substandard housing. This also translates to health disparities among North End residents (e.g., lead poisoning and respiratory diseases resulting from black mold).

The North End does however, have well maintained properties, a historic district, ample opportunities for the renovation of existing properties and the availability of land for the construction of new units, side yard expansions and public green space.

Housing recommendations focus on:

- Eliminate blight through demolitions, enforcement of housing codes and implementing a rental licensing program.
- Improve the housing stock and encourage wealth building opportunities for families by developing programs and innovative financial mechanisms for long-term affordable ownership.
- Pursue the creation of artist housing, including live/work units.
- Pursue the development of senior housing to allow North End elders to remain in the community.
- Implement strategies to reduce speculation.
- Preserve existing housing whenever possible.
- Promote deconstruction and recycling of building materials during all housing demolitions.
- Pursue resources to support rental property owners in making repairs to address health and safety issues.

Economic Development

Contrary to what many assume to be an area with little economic activity, there are over 400 active businesses in operation on the North End. However, the number has decreased over the last several years due to the declining economy.

To sustain and build upon the economic base of the North End strategies are needed to develop and encourage local ownership, infuse new capital, develop new enterprises and promote individual wealth creation. Accomplishing these strategies will require working within the for-profit and non-profit sectors.

Economic Development recommendations emerging in this section include:

- Implement workforce development programs, such as YouthBuild and the Manchester-Bidwell model.
- Establish a micro-enterprise program.
- Use the arts as an economic development engine.
- Establish green technology facilities.
- Work with the private sector to increase financial services and lending products to encourage small business development.
- Create incentives for residents to shop local. Doing so will keep financial resources within the community.
- Explore the feasibility of developing programs that can leverage Community Development Financial Institution funding through the state and federal governments.



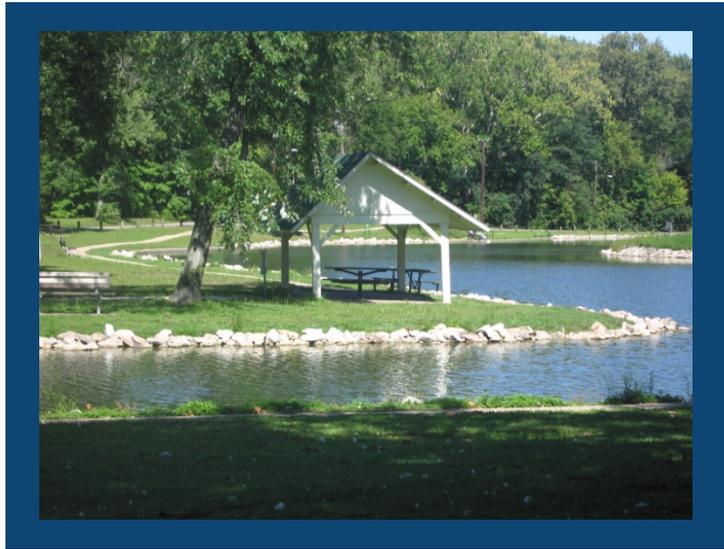
Education

The educational attainment levels in the Mansfield City School District have lagged behind state performance standards for many years. As a result, youth are not adequately prepared to enter the job market, especially as employment opportunities that require minimal education continue to decline. The racial disparities in performance and the decision to close all elementary and middle schools on the North End have disproportionately impacted the youth and families residing in census tracts six and seven.

Education recommendations include:

- Minimize the impact of school closings on neighborhoods by developing re-use plans for the school facility.
- Re-utilize John Simpson Middle school as a community center.
- Align after school programs with content that reinforces what is being learned during the school day.
- Increase the diversity and cultural competency of school administrators and educators at the elementary, middle and high school levels and within institutions of higher learning.
- Promote post secondary educational opportunities in partnership with North Central State's *Urban Higher Education Center*.





Public Infrastructure/Transit

To encourage redevelopment and eliminate the symptoms of blight, the infrastructure including public utilities, streets and sidewalks, transit systems, open space and other city owned land must be well maintained.

Recommendations include:

- Target funding in areas where redevelopment is occurring or will most likely occur.
- Leverage state and federal funding to clean up brown field sites and implement flood mitigation strategies.
- Explore city managed curb side trash collection to eliminate the unsightly appearance and potential health impacts of the current trash collection system. Work with existing trash collection businesses to bid out sections of the city, allowing for

the greater efficiency of their operations.

- Develop public/non-profit partnerships to leverage resources in order to maintain public spaces.

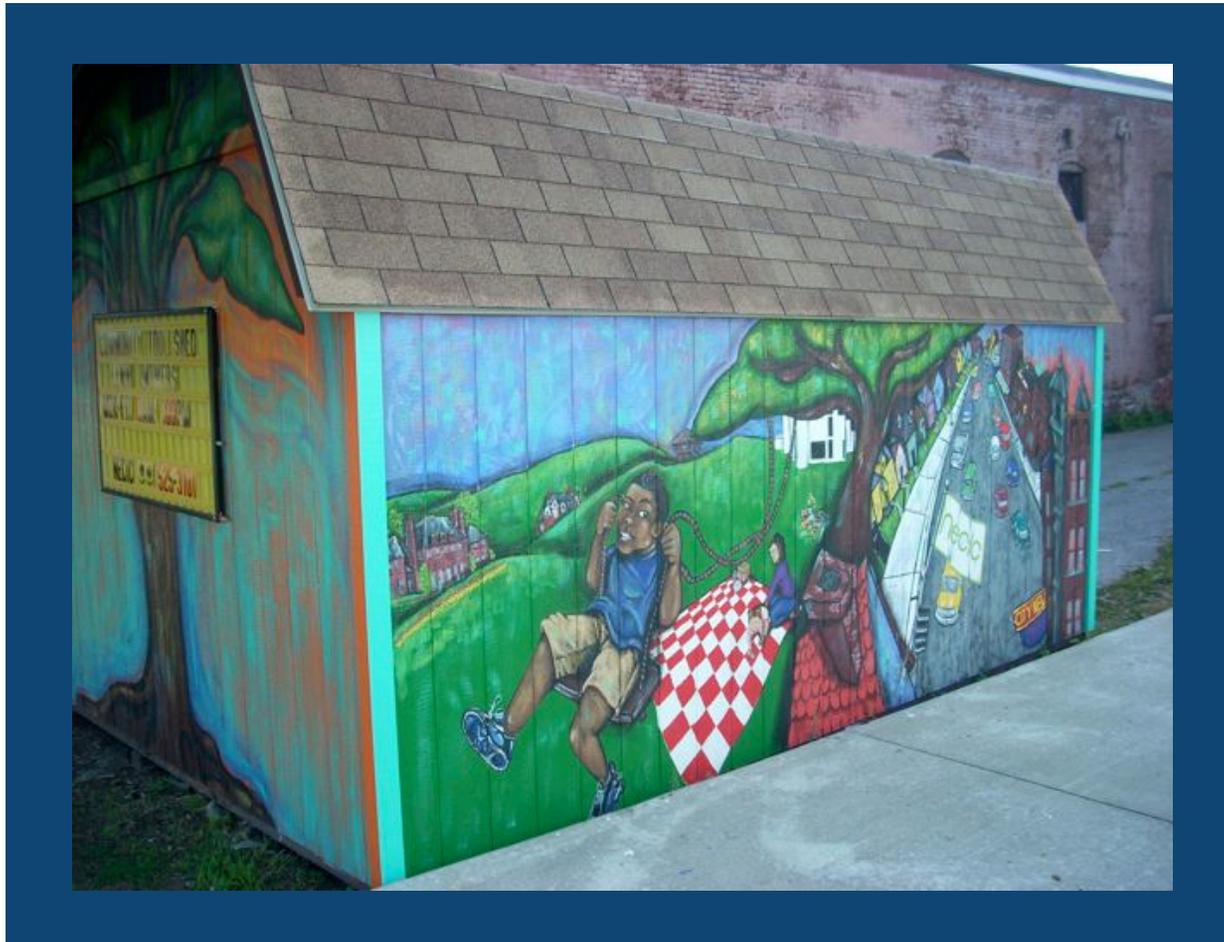
Community Spaces

A community is not merely comprised of the homes, businesses and institutions that exist within its boundaries. Community spaces can create opportunities for people to gather and recreate. They can beautify, instill a sense of belonging, establish a distinct identity of a neighborhood and most importantly promote increased investment.

Recommendations for improving community spaces include:

- Maintain parks and bike/walk trails.
- Use location specific design elements to maintain the individual and historic character of neighborhoods.

- Create community centers in vacant, publicly owned buildings.
- Promote public art (e.g., murals, sculptures) to express the arts and cultural assets of the city.
- Work with local businesses and artists to create gateway projects into sections of the North End.



Section Three: Target Areas

This plan defines the locations and specific redevelopment efforts for five target areas as defined by NECIC, residents and stakeholders participating in community conversations. The strategies defined in this plan present new ideas for catalyzing redevelopment within the target areas, and will work to spur future development in other sections of the North End.

Target Area 1- Sixth and Bowman

The borders of target area one are the Norfolk & Southern Railroad tracks to the north, Sheridan Avenue to the south, the western edge of the Gorman-Rupp property on the west and the eastern border is one block east of Sixth Street. Redevelopment in this area will focus on workforce development and training facilities. There also exists a potential for new industry, including green technology enterprises.

Target Area 2- Woodland Avenue

The borders of target area two are: Bulkley Avenue on the north, Harker Street on the south, Stocking/Louise Avenues on the west and Johns Avenue on the east.

This area has a high number of boarded and vacant properties in need of demolition; however, there are also a number of new homes constructed by the Central City Economic Development Council (CCEDC). Removing the blighted properties will increase the value of the stable housing stock and could make way for the construction of senior and other affordable housing.

Target Area 3- Longview Avenue

The approximate borders of target area three are: Crestline Avenue/State Route 30 on the north, the south side of Longview Avenue on the south, Bowman Street to the west and North Main Street to the east.

The area has a number of abandoned warehouses that are prime locations for new construction of commercial, mixed use housing and new industry. Redevelopment will require attention to the compatibility of land uses and the elimination of brown field sites.

NECIC's vision is "as a result of our efforts over the last 20 years, the North End in 2028 is a community of significant prosperity and innovation. While in 2008, we were considered a drain on the local economy, today we are the leading engine of economic vitality, arts, and positive youth and civic engagement within the city of Mansfield."

Target Area 4-Fourth Street Corridor

The boundaries are both sides of West Fourth Street between Sycamore Street in the west and North Main Street in the east. Commercial redevelopment is targeted for the former E&B Market site. Additional redevelopment efforts focus on the creation of artist housing, including live/work units and the reuse of the Simpson School site for a workforce development and community arts center. Zoning codes may need revisions to allow for these uses.

Target Area 5-North Main Street Corridor

The approximate boundaries of Target Area 5 are North Main Street between Longview Avenue on the north and Park Avenue West on the south. Additionally, the target area includes the blocks of Harker, Raymond, Lily and Daisy Streets. Land uses in the target area include heavy/light industrial, low density residential and commercial/business.

North Main Street acts as a gateway into the city and the North End, however, in its current state, much of the corridor between Longview Avenue and West Fifth Street does not portray a positive image. Further, there is a large concentration of vacant and/or boarded residential properties that create livability issues and decrease the property values of adjacent parcels. To improve the aesthetics and livability of the target area, the following recommendations must be implemented: enforce zoning codes, including requiring property owners to remove inoperable vehicles, overgrown brush and trash; demolish condemned residential properties, with priority given to homes that have sustained significant fire damage; implement beautification and street scape projects; create permanent buffers between industrial and residential uses.

Section Four: Implementation Plan

Plans of this magnitude will take many years to fully implement, however, a timeline that identifies short, mid and long term strategies is being established. Partnerships between residents, local non-profit organizations, institutions, private businesses and investors are needed, as well as the cooperation of the City of Mansfield in allocating resources and adhering to the guidelines laid out in the plan. The timeline and its benchmarks are merely a guide to keep the plan-and its partners on track.

“Never doubt that a small group of thoughtful committed citizens can change the world. Indeed, it is the only thing that ever has.”

-MARGARET MEAD

Section Five: Community Participation

In keeping with the principles of community economic development, citizen engagement and input led to the initial goals and recommendations of the Plan. Community participation was structured in three phases:

Phase I

- Four community meetings were held in each of the four quadrants on the North End.
- Presentation to the NECIC Faith-based Advisory Group and local churches.
- One to one conversations with area residents.

Phase II

The initial draft was reviewed and input gathered by over 300 individuals through the following venues:

- Large group meetings with public officials and city/county department representatives, business and community leaders.
- Presentations to the NECIC Faith Based Advisory Council, Elder Program, Youth Corp and to various blocks watch groups.

Phase III

As a result of Phase I and II, The North End Community Economic Development Plan will be formalized. Ultimately, NECIC will work with City officials, including the Mayor and City Council members, to formally adopt this document as a comprehensive plan for the North End. As a result, future zoning code changes, housing and business redevelopment and the allocation of state and federal funds targeted to the North End will be directed to support its implementation.



Figure 1.1: Historical Population of the North End, Mansfield and Richland County

Area	1970	1980	1990	2000
Census Tract Six	6,369	5,591	5,015	4,515
Census Tract Seven	5,536	4,285	3,697	3,493
North End Total	11,905	9,876	8,712	8,008
Mansfield	55,047	53,927	50,627	49,346
Richland County	129,997	131,205	126,137	128,852

Race/Ethnicity

The North End is much more diverse racially and ethnically than Mansfield and Richland County as a whole. According to the 2000 Census, 50.3% of the North End’s population was white, 45.3% was Black/African American, and only about 4% of the population was comprised of other races. This is in sharp contrast with the rest of Richland County in which 88.2% of the population was white, 9.4% was Black/African American, and 2.4% was another race. Only a very small proportion of the population is of Hispanic origin, 1.3% in the North End, 1.2% in Mansfield and 0.9% in Richland County.

Figure 1.2: Percentage of Population by Race and Hispanic Origin, 2000

Characteristic	Census Tract Six	Census Tract Seven	North End Total	Mansfield	Richland County
White	55.7%	43.5%	50.3%	76.8%	88.2%
Black/African American	39.0%	53.3%	45.3%	19.6%	9.4%
American Indian/Alaskan Native	0.5%	0.1%	0.4%	0.3%	0.2%
Asian	0.4%	0.1%	0.3%	0.6%	0.5%
Hawaiian/Pacific Islander	0.0%	0.1%	0.06%	0.0%	0.0%
Some other race	0.7%	0.7%	0.7%	0.6%	0.4%
Two or more races	3.7%	2.2%	3.0%	2.1%	1.3%
Hispanic of any race	1.4%	1.2%	1.3%	1.2%	0.9%

The population age distribution of the North End, Mansfield and in Richland County in 2000 is shown in figure 1.3. The age distribution in the prime working years between ages 25 and 64 and among senior citizens ages 65 and over is similar in the North End, Mansfield and the County. However, the North End has a larger portion of its population in the early and adolescent years under 24 years old (43% in the North End compared to 33.2% in Mansfield and Richland County). NECIC recognizes and utilizes the energy and perspective of these young people as an important resource in community transformation. We strive to incorporate the assets of our youth in all aspects of our work.

Figure 1.3: Population by Age, 2000

Age Range	North End: Number In Age Group	North End: % In Age Group	Mansfield: Number In Age Group	Mansfield: % In Age Group	Richland County: Number In Age Group	Richland County: % In Age Group
Under 5	798	10.1%	3,553	7.2%	8,242	6.4%
5 to 14	1,474	18.4%	6,450	13.1%	18,051	14.0%
15 to 19	591	7.4%	3,014	6.1%	9,001	7.0%
20 to 24	572	7.1%	3,368	6.8%	7,487	5.8%
25 to 44	2,273	28.4%	14,644	29.7%	36,802	29.0%
45 to 64	1,563	19.5%	10,684	21.7%	31,026	24.1%
65 to 84	683	8.5%	6,664	13.5%	16,285	13.0%
85 and over	54	0.7%	969	2.0%	1,958	1.5%
Total	8,008	100.0%	49,346	100.0%	128,852	100.0%

As demonstrated in figure 1.4, income levels on the North End are lower than the city as a whole while the percentage of residents living in poverty is substantially higher. In fact, between 68-75% of residents are considered low-moderate income. Keeping this in mind, a large majority of the population of the North End has or is likely to experience housing related challenges.

Figure 1.4: Income and Poverty Levels, 2000 (City Of Mansfield, 2003)

Mansfield and North End Income and Poverty Levels		
Location	Median Income	% In Poverty
Mansfield	\$30,176	16%
Census Tract Six	\$23,564	29%
Census Tract Seven	\$19,658	35%

Education

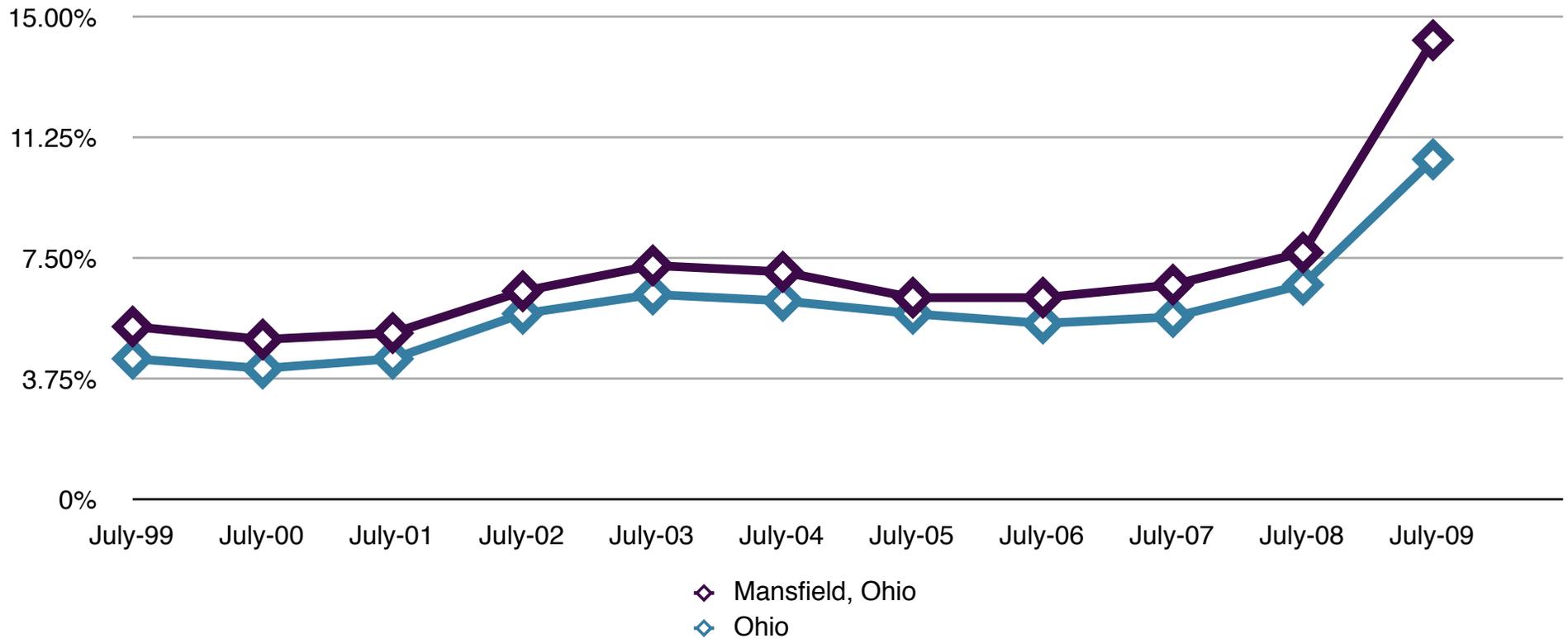
In a trend that is commonly seen nationwide, household income levels are often closely correlated with education levels. As figure 1.5 indicates, educational attainment levels in the North End are not as high as those seen in the County as a whole. 12.6% of Richland County residents ages 25 years and older have a Bachelor's degree or higher degree, as compared to only 4.2% in the North End. Deindustrialization has meant a lowering of educational levels. In Mansfield's industrial past a high paying job could be had with no more education than a high school diploma, while today's high paying occupations demand a college education at the very least. This lack of education on the part of many residents is hampering the community's ability to grow new jobs.

Figure 1.5: Educational Attainment Levels (Percentage Of Population 25 Years Or Older), 2000

Area	Less than 9th Grade	9th to 12th Grade, No Diploma	High School Graduate	Some College, No Degree	Associate's Degree	Bachelor's Degree	Graduate or Professional Degree
Census Tract Six	5.8%	27.2%	35.2%	22.1%	5.7%	2.2%	1.8%
Census Tract Seven	9.0%	21.8%	47.9%	11.7%	5.2%	2.6%	1.8%
North End	7.2%	24.9%	40.6%	17.6%	5.5%	2.4%	1.8%
Mansfield	6.1%	16.2%	40.0%	18.5%	5.8%	8.8%	4.6%
Richland County	5.5%	14.3%	42.9%	18.5%	6.1%	8.7%	3.9%

Mansfield's unemployment rate has steadily increased since 2000, with the July 2000 unemployment rate at 5.0%. In July 2009, the unemployment rate in Mansfield was alarmingly high at 14.3%, as opposed to the State's rate of 10.6% (U.S Department of Labor Bureau of Labor Statistics, 2009).

Figure 1.6: Historical Unemployment Rate, Mansfield vs. Ohio (U.S Department of Labor Bureau of Labor Statistics, 2009)



*Historical Summary**

Mansfield, Ohio was founded in 1808, a European settlement carved out of Indian territories. The site for the nascent city was chosen due to its proximity to an abundance of natural resources like fresh water and fertile farmland. In the peace following the War of 1812, Mansfield developed into an important agricultural center. Over time, Mansfield gradually shifted from agriculture to industry becoming a hub of railroad travel and a center for the manufacture of a wide variety of items from farm machinery and implements, to stoves and appliances, to beer and cigars. It was the rapid growth of the city's industries that led to the development of neighborhoods like the North End, which provided housing for the necessary workforce. By the 1950's, industry in Mansfield reached its peak and the last half of the twentieth century was a period of gradual decline resulting in a deterioration of many portions of the city including the North End. Despite this period of decline, post-industrial Mansfield still retains many of the assets that made it such an enticing location for industry in the past. Mansfield is centrally located between two major cities (Cleveland and Columbus) and boasts an extensive highway system, an airport, a railroad system, an eager workforce, and a wide range of nationally recognized cultural, educational and recreational opportunities. It is up to us, the heirs of Mansfield's rich history to work together, to foster creativity and innovation toward utilizing these existing assets for the future prosperity of the North End and Mansfield as a whole. This plan represents a small step in that direction. * For a more thorough and detailed presentation of the history of Mansfield and the North End see Appendix A of this plan.

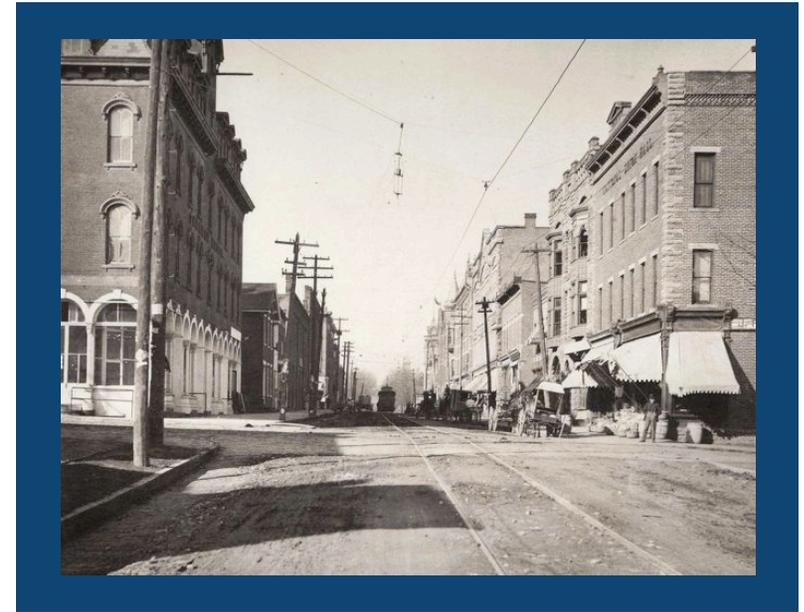
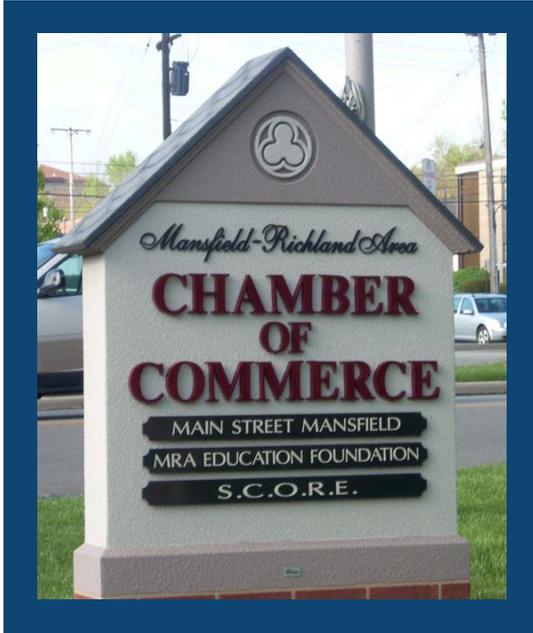


Figure 1.7: West Fourth Street Facing West

Past Planning Efforts

It should be noted here that there have been several community development efforts by the City of Mansfield and its citizens over the years. Unfortunately for the purposes of this plan, many of them are not well documented. However, evidence exists that indicates the downtown area, Lexington Avenue (south side) and Park Avenue (west side) have benefited substantially as a result of these efforts. New builds and renovations have occurred in these areas. With rare exceptions, no new build projects have occurred in the North End since the late seventies, early eighties. Further, community development efforts that are evident in the downtown, southern and western areas of the city stopped there. No expansion of these beautification, upgrade, renovation or new build efforts occurred in other neighborhoods. The following are examples of past planning efforts.



1. **City of Mansfield Neighborhood Revitalization Plan (2005-2006):** Identified the Chamber District as a target area for redevelopment. **The Chamber District** consists of two sections of census tract six: between Fifth St. and Third St. (north and south), Bowman St. and Mulberry St. (west and east) and between Fifth St. and Third St. (north and south) and Penn Ave. and Bowman St. (west and east). This area is noteworthy because our Fourth St. corridor target area (see section three) is partially located in this region. The following is an excerpt from the city’s plan:

“This neighborhood was under consideration as the site planned for construction of an elaborate Civic Center...However, after spending a large amount of time, effort, and money exploring the possibility of this project, (including the purchase of several parcels of land in the neighborhood by the Civic Center Group in anticipation of making the project a reality), those plans were abandoned a couple of years ago.

The Civic Center plan was initiated with a feasibility study conducted in 1985 by the Mansfield Chamber of Commerce. The plan seemed feasible, so a Civic Center Task Force was created and it began to purchase properties for the project, using tax monies. The Task Force ran into problems as it attempted to purchase all of the parcels in the Civic Center neighborhood, which would have been necessary to acquire to allow for the project to proceed. Not surprisingly, as word got out about the project, land speculators moved into the neighborhood to try and profit from the effort.

Speculators and residents asked for higher prices for their properties, knowing that the Task Force needed to buy the properties to make the plan-work. However, this strategy backfired, since so many people raised their prices that the estimated costs for acquiring all of the necessary properties rose to a level that rendered the project economically infeasible. The project was abandoned, and speculators were left owning properties that they did not wish to actually maintain and live in or rent. Therefore, many of the properties were simply abandoned. Since a large number of these properties were in poor shape to begin with, they were not easy to sell once it became evident that the project was halted. Landlords known-throughout the city to be not particularly diligent about making repairs to their rental bought some properties. Many of the other properties still sit-vacant today.”

2. **Mansfield, Ohio Five-Year Consolidated Plan (2004-2009):** Identified **The Chamber District** as a Mansfield Neighborhood Revitalization Action Area. Goals included: the creation of safe, sanitary housing options and increased home ownership opportunities to attract young professionals to the area.
3. In late 2001 the City of Mansfield hired **the Danter Company** (a real estate research firm) “To evaluate the market potential for residential development in the downtown area.” The Danter Co. utilized field surveys, interviews with local human resources personnel, a

telephone survey, and case studies of comparable communities. In this way, they projected an overall support for some 30 to 50 new downtown, market rate and subsidized rental units per year. The following is an excerpt:

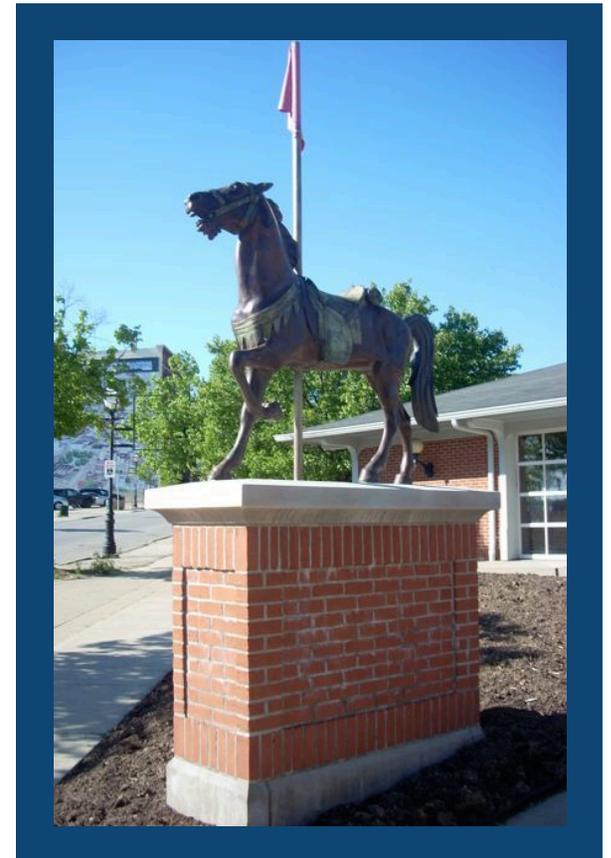
Positives articulated in the Danter Company study:

- Mansfield enjoys a stable employment base.
- Area apartment vacancy rates are low.
- One-third of survey respondents identified downtown first with the Carrousel and then the Square.
- Public transportation is provided throughout the downtown area.
- All important community services are proximate to downtown.
- Similarly sized communities (Lima, Findlay, and Marion) have supported market rate rentals downtown.
- Nearly one-third of the residents surveyed would consider living downtown if the housing they preferred were made available.

Negatives

- There is a very low owner-occupied ratio downtown.
- Market rate developments comprise less than 15% of the rental units built in Mansfield in the last five years.
- Median rents are low throughout the 'effective market area'.
- The median value of a home in or near downtown is one-third that of the city as a whole.
- 22% of survey respondents identified downtown first with a need for revitalization

“The Danter Company arrived at the 30-50-unit support level by applying conservative turnover and retention rates to the relevant renter household base. Based upon median household income levels, the resulting unit demand was then stratified by



affordable gross rent to arrive at potential annual demand in each of six income categories. Approximately half of the projected demand was forecast to be for subsidized units. Note should be made however, that in arriving at a final support level for units renting for \$627 per month or more, the company projected that downtown would capture only ten percent of projected demand. This conservatism may be attributable in part to the fact that no significant downtown market rate developments have been undertaken as yet in Mansfield.”

4. Artspace Projects Inc. Survey of Artists’ Space Needs and Preferences Report: In August 2009, Artspace released a feasibility report commissioned by the Mansfield Art Center, Downtown Mansfield, Inc. and the Renaissance Performing Arts Center. The study, which surveyed 157 artists (both local and statewide) concluded that the area could support the creation of 25 units of artist housing. A large majority of the respondents reported household incomes at or below 80% of Area Median Income, suggesting that any housing developed should be targeted at this income level. Further, there was a preference for rental over ownership housing, however, a large majority of surveyed artists would be interested in a lease to purchase model.

Purpose and Vision

The North End Community Economic Development Plan (CEDP) acts as a blue print for rebuilding the social and economic infrastructure of community. Using community economic development principals, resident-driven community development efforts are linked with economic activities to create sustainable change.

The plan takes the saying “*if you build it they will come*” one step further by ensuring that what is being built is designed in partnership with the community; and those who make financial investments to build it can be assured that “they will come.” Additionally, those who appropriate funding and regulate what can be built must be willing partners in its development.

To this end, the primary purpose of the North End CEDP is to identify opportunities for redevelopment and to create cohesive strategies for their implementation. Recommendations and subsequent actions are guided by a common vision established throughout the planning process.

In the North End Community, we envision a thriving commerce and commercial sector that provides local services to those who live, work and worship in the community; housing that is safe, affordable and architecturally cohesive; employment opportunities that are available for all skill levels, cultural and recreational assets that are accessible to all residents; and systems that are in place to holistically support the needs of residents during each stage of their lives.

Section Two: Plan Components

Land Use

Land use within the North End is varied, ranging from parcels zoned low density residential to heavy industrial. In most cases, the Mansfield Codified Ordinances mandate building standards to protect residents from incompatible land uses and dictate design standards to ensure consistency with past/current architecture (e.g. building heights). However, to respond to changes in the city's demographics, housing needs and employment trends, flexibility will be required.

Land Use Recommendations

Housing Density

Currently, the housing stock on the North End is primarily low density residential (R1-R2), with multi-family accounting for only a small portion of the housing stock. There are concentrations of parcels in the northeast quadrant that are currently zoned multi-family, although the current housing stock is primarily single family.

With the population of the city gradually declining over the past several years (with this trend expected to continue) and the number of vacant parcels increasing, an opportunity exists to decrease housing density. Current residential zoning classification should limit new multi-unit developments to eight to twelve units and increase the square footage requirements for “build-able” lot size. As with all zoning codes, there should be opportunities for variances in cases where the ordinance prevents development consistent with neighborhood plans.

Mixed Use Districts

Retail uses within residential districts are currently limited to home-based businesses with minimal customer traffic. With the need for small business creation to bolster the local economy, ordinances that define the types of business uses within residential districts should be



Figure 2.1: Newly Constructed (2010) Grain Silo On Lily Street

evaluated. Specifically, in residential districts adjacent to business districts, zoning should allow mixed housing/commercial. The Fourth Street corridor from Bowman to Walnut is an example of an area that will support this type of use.

Commercial Uses

In sections of the neighborhood that are primarily residential, automobile repair/body shops and other uses that could create harmful environmental issues should be prohibited.

Industrial Uses

Industry provides much needed employment for area residents and strengthens the tax base; however, industrial uses located adjacent to residential property should be limited. Any permits for the expansion of existing industrial facilities should mandate that the buffer between the uses be of a distance to prevent noise and environmental pollution, high traffic volume and other factors that impact the livability of adjacent residents.

The heavy industrial zoned parcels along Longview Avenue from Bowman Street to North Main Street should be down zoned from I-2 to I-1. This will limit any negative impacts to the residential uses along Bowman Street while encouraging future light industrial growth.

Land Use from Parcel Files

- Recreation & Conservation
- Public & Quasi-Public
- Water
- Agriculture
- Industrial
- Commercial
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Unknown

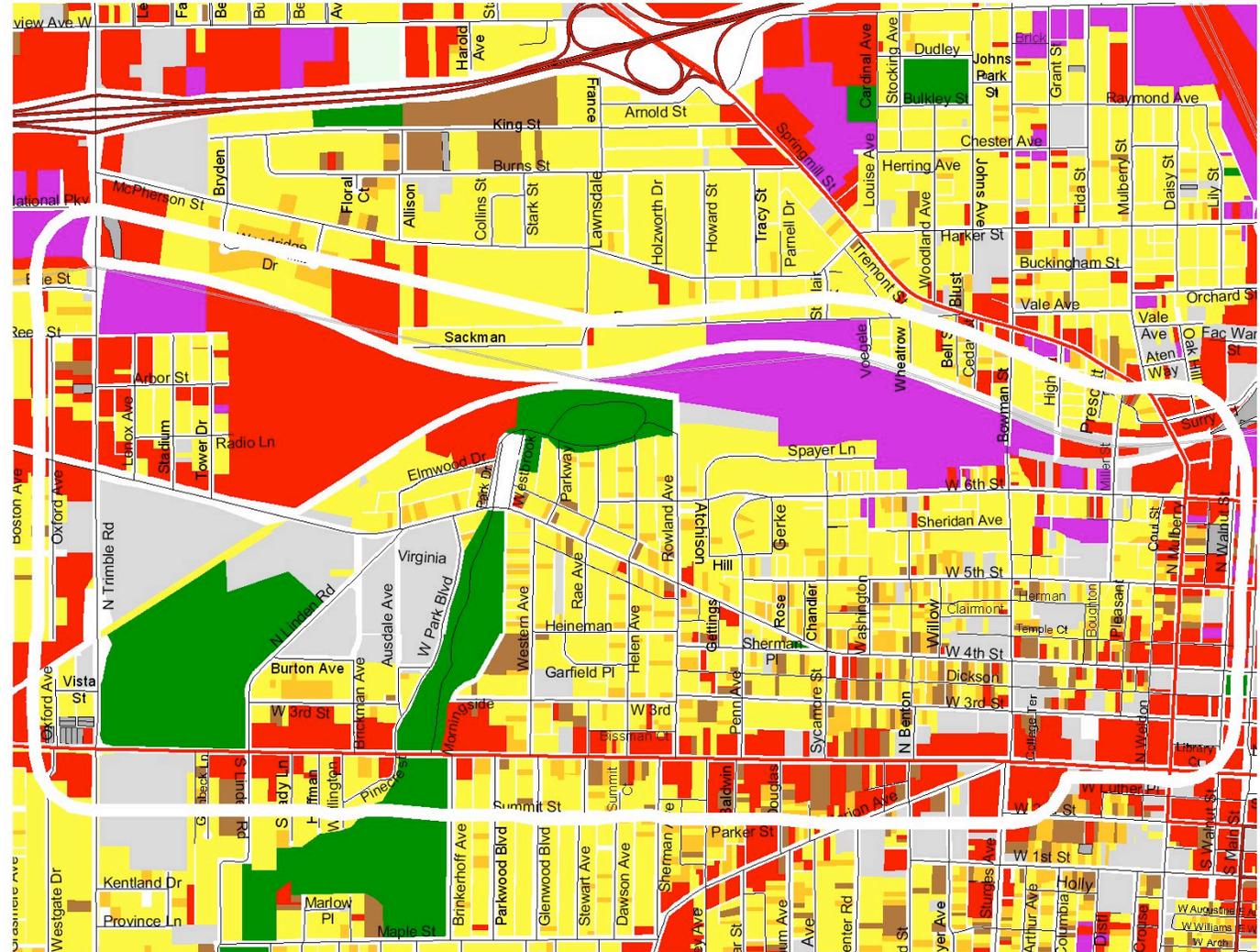


Figure 2.2: Census Tract Six Land Use Map (Map Courtesy Of Richland County Regional Planning Commission, 2010)

Housing

There are over 3,600 housing units on the North End, with 2,087 in census tract six and 1,541 in census tract seven. The housing stock is comprised of primarily one and two unit dwellings, with 78.1 % and 81.4% respectively falling in this category (U.S. Census Bureau 2000).

The North End has an aging housing stock, with 88.4% in census tract six and 68.6% in census tract seven constructed prior to 1941 (U.S. Census Bureau 2000). There is a historic district, Sherman Estates, located in census tract seven.

At the time of the 2000 census, 20.6% of householders in census tract six and 30% of householders in census tract seven moved into their homes prior to 1979. Conversely, 21.7% and 18.7 % of North End householders moved into their homes during 1999-2000, suggesting both a stable and transient resident base.

In 2000, 54.8% and 68.6 % of North End homes were valued at \$50,000 or less. Given the declining value of residential property nation-wide, it is likely that property values have further declined. The low property values are inherently linked to the condition of the housing stock, with over 61% of the total housing units on the North End in poor or lower condition as defined by the County Assessor's Office (City Of Mansfield 2004-2009 Consolidated Plan, 2003).

The U.S. Census estimates that 12.8% of the city's 22,399 housing units are vacant. In comparison, 17.9% of the units in census tract six and 15.8% of the units in census tract seven were vacant. In terms of the **rental vacancy rate**, census tract six was at 16.9%, with census tract seven even higher at 18.2%. The absorption rate in Richland County shows an annual downward progression, illustrating the over-supply of residential properties. (Information at the census tract level was not available. Sales prices on the North End, as reflected by median housing values, have historically been substantially lower during this time.)

Figure 2.4: Active Richland County Ohio Residential Property Listings (Mansfield, Ohio Board Of Realtors)

Yearly Midpoint	6/30/2005	6/30/2006	6/30/2007	6/30/2008	6/30/2009
Total # Of Active Listings	396	382	610	910	978
# Properties Sold	1,296	1,175	967	857	398
Average Selling Price	\$112,383	\$106,856	\$106,392	\$84,669	\$80,318

Affordable Housing Issues in Mansfield

Ohio has a high homeownership rate at approximately 70%. In comparison, Mansfield’s homeownership rate is 58.8%, an 11.2% difference. North End homeownership rates vary significantly from the state and more moderately from the city. Census tract six shows the greatest disparity at 44.9%, while census tract seven has a homeownership rate of 55.4% (City Of Mansfield 2004-2009 Consolidated Plan, 2003). If the state’s rates of homeownership among households of color hold true for the North End, there is likely a greater disparity in ownership rates among households of color (Based on U.S. Census Bureau American Community Survey, retrieved from www.freddiemac.com).

Figure 2.5: Ohio Homeownership Rates By Race And Ethnicity, 2006

Homeownership Rate By Race and Ethnicity	Homeownership Rate in 2006	Gap Relative To All Households
All Households	70.0	--
White, Non-Hispanic	75.0	5.0
Black	40.8	-29.2
Hispanic	45.6	-24.4
Asian, Pacific Islander	55.1	-14.9

Housing Foreclosures

In the period between 2002 and 2009, there were 673 foreclosures on the North End, which equates to over 18% of the housing units (City Of Mansfield 2004-2009 Consolidated Plan, 2003). It is estimated that in 2009, 20% of mortgages in census tract 6 and 30% of mortgages in census tract 7 have begun the foreclosure process or have been seriously delinquent in the last 2 years. In the city as a whole, 1,000 property foreclosures occurred during 2009 (US Department of Housing and Urban Development).

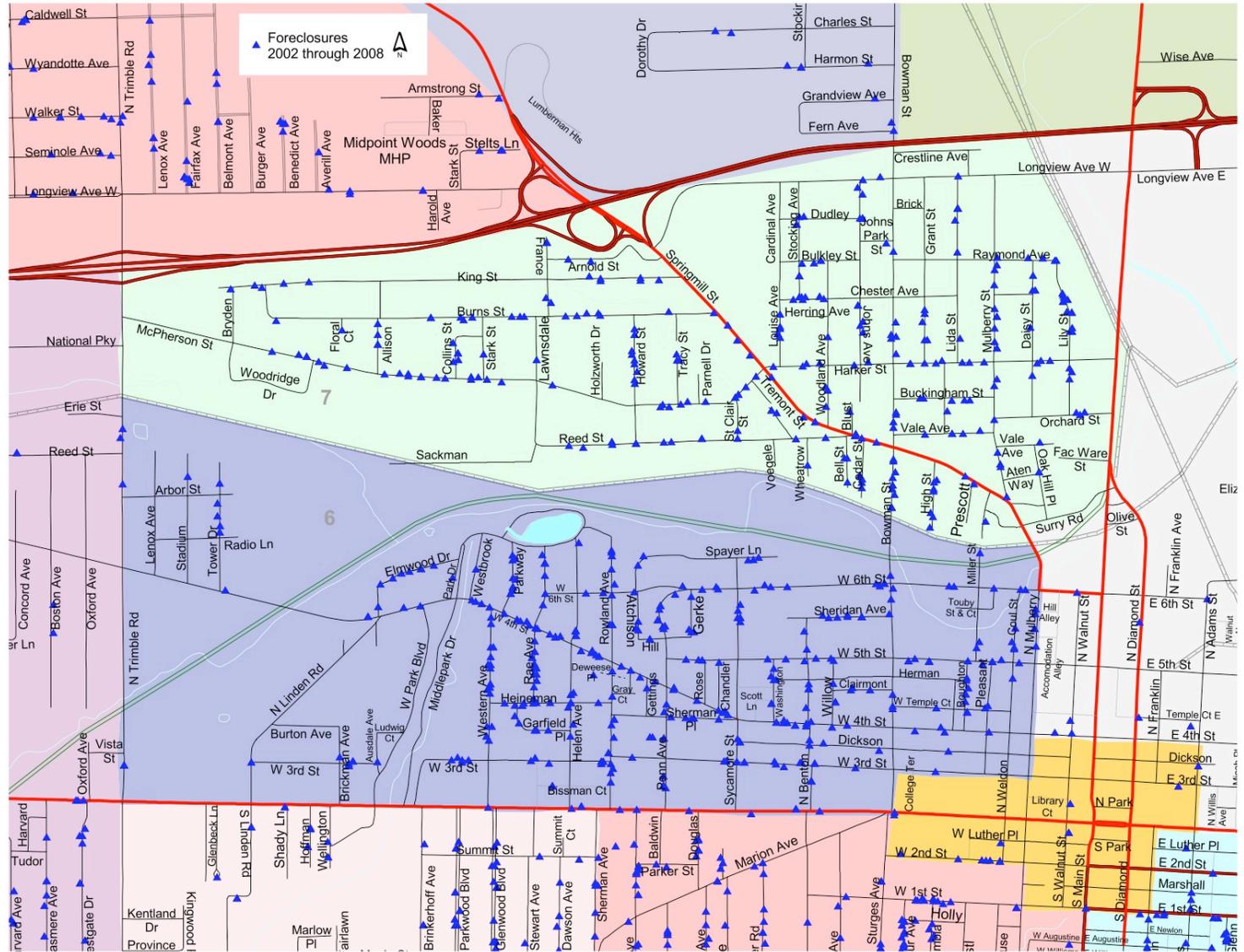


Figure 2.6: North End Foreclosures 2002-2008 (Map Courtesy Of Richland County Regional Planning Commission, 2010)

Affordability

In Richland County, a household would need to earn \$24,000 annually to afford a two-bedroom apartment at fair market rate (Warrip, K., Pelletiere, D., & Crowley, S. (2009) Out of Reach 2009: Persistent Problem New Challenges for Renters. Washington, D.C. National Low Income Housing Coalition). As mentioned earlier, the AMI in census tracts six and seven were \$23,564 and \$19,658 respectively, thus the average individual would be unable to afford market rate rent. In fact, data suggests that many households on the North End are paying more than 30% of their income on housing related expenses. More specifically, 34% of owners with a mortgage, 18% of owners without a mortgage and 45.6% of renters are considered cost burdened, spending more than 30% of their incomes on housing (U.S. Census Bureau, 2009).

North End Housing Assessment

Methodology

In January 2010, a property by property survey was conducted to document property conditions and to gather current information on the number and location of vacant lots and vacant and/or boarded properties. An assessment tool developed by the University of Minnesota's Neighborhood Planning for Community Revitalization Department was used as a framework for collecting the information. Using data provided by Richland County Regional Planning's GIS Department, the North End was divided into twelve sections. Four groups of young adults from the community were assigned sections and provided with cameras, maps, address lists and input forms to collect the data. Each property was given a condition rating of good, fair, poor or deteriorated. If the land/property was vacant, a photograph was taken. While the methodology used was not without its flaws, information on over 3,500 properties has been cataloged. To verify addresses and check inconsistencies in the data, a sample of each of the twelve sections was reviewed by NECIC staff.

Results

Overall, the majority of the housing stock on the North End was found to be in fair or lower condition. Of the 3,153 properties given a condition rating (In a number of cases, mixed use and commercial property were given condition ratings.), 2,193 or 69.5% were in the fair, poor or deteriorated condition. Of the total, 27% or 852 were in poor or lower condition. Interestingly, 2000 County Assessor data varies

Figure 2.7: Cost Burdened Households In Mansfield, 2009

Housing Arrangement	Percentage Cost Burdened
Owners w/ Mortgage	34%
Owners w/o Mortgage	18%
Renters	45.6%



significantly from the North End Assessment, with 61% in poor or deteriorated condition. While the County Assessor's evaluation methods differ (adjacent properties are also taken into account in determining the condition rating), the variance does suggest that young adults living on the North End view their community and its housing stock differently. In many cases, what appears to be in poor condition to the Assessor's office is in fair condition to the young adults conducting the housing assessment.

Anecdotally however, there was a consistent theme emerging from the Assessment. Each of the four groups found a significant amount of trash, debris and overgrown brush on properties with structures and on vacant lots. The observations are in line with feedback provided in forums attended by community elders, block watch groups and members of the business community.

The North End Housing Assessment also documented vacancy status. Of the 3,651 properties surveyed, there were 294 vacant and 156 vacant and unsecured properties, representing a 12.3% vacancy rate. As with property condition ratings, there are variances between neighborhood gathered and County gathered data. As reported in the City of Mansfield's 2005-2009 Consolidated Plan, there were 619 vacant units in census tract six and seven, a vacancy rate of 17.1%. It is important to note that the North End Assessment counted addresses, while the County numbers were based on actual units. Despite the differences, if housing foreclosures continue to rise as mentioned above, the North End vacancy rate will continue to grow.

Housing Recommendations

The poor condition of the housing stock has reduced property values, weakened the tax base, diminished the quality of life for residents and increased the need for government intervention. In response, a number of strategies must be implemented.

Housing Code Enforcement

Code enforcement, a basic service that must be provided, is an effective tool to prevent housing deterioration and hold owners accountable for the condition of their properties. Given the magnitude of properties with code violations, resources need to be increased to build the City's capacity to provide the service. Developing a rental licensing program will create a 'business line' that generates revenue to support increased enforcement of the housing codes. Further, rental licensing will reduce the number of renter's living in substandard housing.

Land Speculation Reduction

Each time a tax forfeited or foreclosed property is sold at auction for less than the value of the land, it reduces adjacent property values and often times results in properties remaining vacant and deteriorated for long periods of time. This creates safety issues, reduces the tax base and discourages future investment. The City should dedicate resources to attend auctions and place bids on properties that equal the value of the land. Long term, policies need to be established by local government to prevent speculation.

Affordable Housing Development

Public/non-profit and for-profit partnerships must be established to address the affordable housing needs of residents. There are several groups that need special consideration including (but not limited to) seniors, single parent families, artists, residents in need of supportive housing and youth aging out of the foster care system.

To this end, additional affordable housing models, both rental and ownership, must be implemented. Shared equity housing, including Community Land Trusts and Limited Equity Cooperatives, hold the most promise for sustainable homeownership. New housing development must align with the architectural style of existing properties.

Targeted Demolitions

With the large number of properties that have seen the end of their useful life, a comprehensive strategy must be developed to select and prioritize which properties to demolish. Resources must be directed towards "pockets" of blight rather than using a scattered site approach. The targeted demolitions, as well as any housing development projects should be focused on specific areas, with corridor streets receiving priority.

Preservation/Rehabilitation

One of the community's assets is its architecturally significant housing stock. With the population of the North End unlikely to increase to a level where a large number of new units will be needed, the rehabilitation of the existing housing stock is the most practical option. Pursuing preservation over new construction will also prevent an increase in density. Further, grant and loan funds must be made available to existing homeowners and landlords to engage in rehabilitation activities.

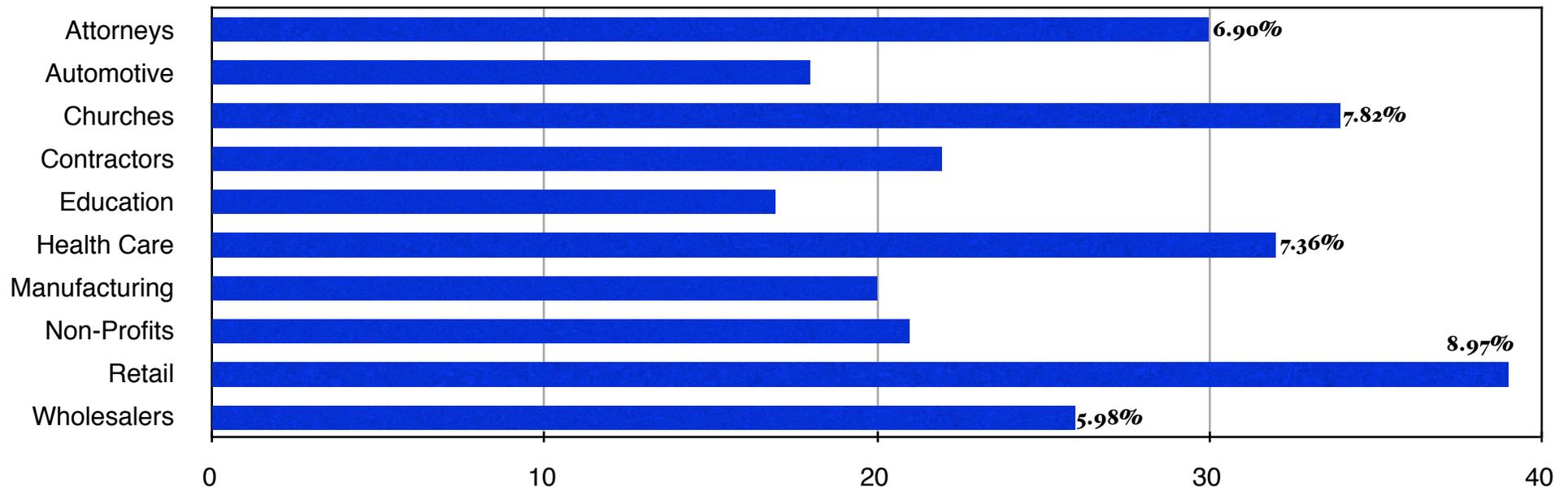
Education

The low home ownership rates, high foreclosure rates, large number of renters living in unhealthy, substandard housing and the volume of properties in disrepair suggests a lack of knowledge around financial literacy, buyer readiness, foreclosure prevention, home maintenance and tenants rights. Increased educational resources must be made available for residents, especially as it relates to the health implications of substandard housing. Further, trainings on affordable housing programs for community based organizations will increase the community's capacity to address housing challenges on the North End.

Economic Development

According to NECIC's 2007 *Economic Base Assessment*, there were 405 confirmed active businesses operating on the North End. It should be noted that for our purpose the term "business" is meant in a very general sense and includes physicians, lawyers, churches, non-profit organizations, associations, and clergy along with the more traditional retailers, manufacturers, and service providers. As noted in the assessment, one sector of the North End's economy is extremely difficult to quantify and record and therefore the informal, black market economy remains unaccounted for.

Figure 2.7: Top Ten North End Businesses By Type (2007)



As illustrated by figure 2.7, the most prevalent type of North End business is classified as retail; 8.97% of North End businesses are retailers. For our purpose, retailers are defined as businesses, which are open to the public and provide for sale a wide variety of goods and services. Of the thirty-nine total North End retailers, the most common (12.82%) sells beer, wine, and ale. The second most common North End retailers are tied at 5.13% respectively and include: auto parts stores, bakeries, hobby stores, locksmiths, and video rental stores. Overall, one type of retail business noticeably absent from the North End is a pharmacy/drug store.

The second most prevalent type of North End business is churches and clergy. Of the thirty-four businesses in this category, six are members of the clergy and twenty-eight are actual churches. Churches and clergy account for 7.82% of North End businesses.

The third most prevalent type of North End business is classified as health care providers. Health care providers account for 7.36% of North End businesses. In this case, health care includes physicians, dentists, optometrists, medical laboratories, ambulance services, and counselors among others. Of the thirty-two total North End businesses classified as health care providers, the most common (21.88%) are physicians, followed by dentists at 18.75%, and ambulance services at 9.38%.

The fourth most prevalent type of North End business is classified as attorneys. 6.90% of North End businesses are attorneys or law firms. It should be noted that the large number of attorneys identified is due to the location of several prominent office buildings positioned on the North End border area of downtown Mansfield. For example, 53.33% of those attorneys listed are located in the Richland Bank Building at 3 N. Main Street. Similarly, 13.33% of those attorneys listed are located at 24 W. 3rd Street.

The fifth most prevalent type of North End business is classified as wholesalers. Wholesalers account for 5.98% of North End businesses. Overall, North End wholesalers deal in a wide variety of products and services ranging from building materials, pumps, restaurant equipment and supplies, heating and cooling equipment and systems, to beer and ale.

Figure 2.8: North End Businesses By Sales Volume (2007)

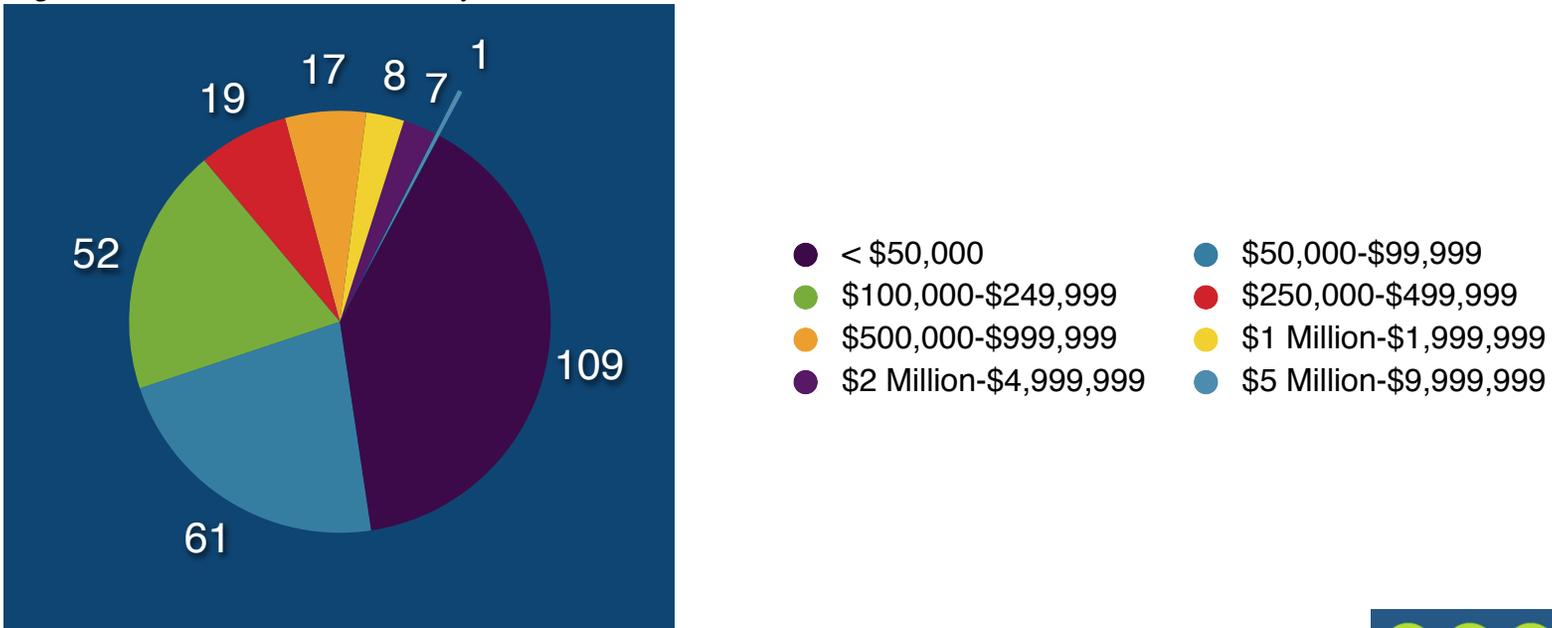


Figure 2.8 illustrates the annual sales volumes of those 274 North End businesses listed by city directory. Of the 274 North End businesses that listed their annual sales volume, 39.78% (109) reported annual sales of less than fifty thousand dollars. 22.26% (61) of North End businesses reported annual sales between fifty and one hundred thousand dollars. 18.98% (52) of North End businesses reported annual sales between one hundred and two hundred and fifty thousand dollars. 6.93% (19) of North End businesses reported annual sales between two hundred and fifty and five hundred thousand dollars. 6.20% (17) of North End businesses reported annual sales between five hundred thousand and one million dollars. 2.92% (8) of North End businesses reported annual sales between one and two million dollars. 2.55% (7) of North End businesses reported annual sales between two and five million dollars and 0.36% (1) of North End businesses reported annual sales between five and ten million dollars. It should be noted that city directory had no annual sales data for 71 North End businesses otherwise listed in their directory.

North End Business Inventory (2007)

In the fall of 2007 all identified North End businesses were mailed a uniform questionnaire (note: churches were mailed a separate more faith-based specific questionnaire not accounted for here). The questionnaire or “North End Business Inventory” was comprised of sixty-six questions divided into six sections: general contact information, company history, market, staffing, community, and sales and advertising. 371 questionnaires were mass mailed in November 2007. As of January 2008, 32 questionnaires have been returned, a response rate of 8.63%. The following is an excerpt from a summary of those responses.

Figure 2.9: North End Businesses By Years In Business (2007)

North End Business	Years In Business
Mount Vernon Nazarene University	1
Mid-Ohio Conference Center	2
U-CAN (University and College Access Network of Richland County)	5
Neurobehavioral Associates Ltd.	6
Werner Funeral Home	10.5

North End Business	Years In Business
Rainbow Mortgage Inc.	11
Third Street Family Health Services	13
Harmony House	17
Richland Carousel Park Inc.	17
City of Mansfield Department of Regional Community Advancement	>20

Figure 2.9: North End Businesses By Years In Business (2007) Continued...

North End Business	Years In Business
Richland County Information Line	21
Bay Carts	22
Engwiller Properties	22-24
Mansfield City Schools Adult Education	>25
Orsini Inc. dba Servpro of Richland and Ashland County	27
Rod Staker DDS Inc.	28
Jo's Pub	30
Vita-View Associates LLC	32
Ohio District 5 Area Agency On Aging, Inc.	33
Dennis Caldwell Demolition Service	40
Crossroads Center For Change	42

North End Business	Years In Business
Weidle's Meats and Delicatessen Inc.	51
Rable Machine Inc.	60
Richland Screw Machine Products Inc.	61
Jones' Potato Chip Co.	62
United Steelworkers Local 169	65
Ohio Housing Authorities Conference (OHAC)	68
MKC Associates Inc.	81
Charles Ritter Co.	136
Richland County Clerk of Courts	Not Provided
Richland County Clerk of Courts (Auto Title Division)	Not Provided
AutoZone	Not Provided

Figures 2.8 and 2.9 clearly demonstrate the existence of a well established business community located on the North End and furthermore the existence of a substantial tax base.

Of the 32 businesses that responded to our survey, 12 (37.5%) indicated an estimated annual sales volume. The majority of those businesses that responded reported an annual sales volume between one hundred and two hundred and fifty thousand dollars, followed by those, which reported an annual sales volume between two and five million dollars.

Of those that responded, the top five North End employers are a diverse group. Topping the list with 92 employees is a non-profit social service organization (Ohio District 5 Area Agency on Aging, Inc.), followed by a manufacturer with 67 employees (Rable Machine Inc.), a health care provider/clinic with 65 employees (Third Street Family Health Services), an architecture firm with 64 employees (MKC Associates Inc.), and a wholesaler with 40 employees (Charles Ritter Co.). It is noteworthy that of the top five types of North End businesses identified in Section I only two: health care providers and wholesalers top the list of North End employers. This trend might be explained by the lack of responses from retailers as well as the exclusion of churches from this second phase of the assessment.

Of the 32 businesses that responded to our survey, 29 (90.63%) provided us with information regarding their company's primary market. 44.83% (13) of those North End businesses serve a local market; 34.48% (10) serve a regional market, 13.79% (4) serve both a local and a regional market, and 3.45% (1) serve an international market.

Of the 32 businesses that responded to our survey, 28 (87.50%) provided us with information regarding the current status of their business—whether their business is stable, growing, or declining. 50% (14) of those North End businesses said their business is stable, 39.29% (11) said their business is growing, and 7.14% (2) said their business is declining.

Of the 32 businesses that responded to our survey, 22 (68.75%) provided us with information regarding the current status of their industry as a whole—whether their industry is stable, growing, or declining. 31.82% (7) of those North End businesses said their industry is stable, 50% (11) said their industry is growing, and 18.18% (4) said their industry is declining.

Of the 32 businesses that responded to our survey, 23 (71.88%) provided us with information regarding the current status of their primary market—whether their market is stable, growing, or shrinking. 30.43% (7) of those North End businesses reported their market is stable, 60.87% (14) reported their market is growing, and 8.70% (2) said their market is shrinking.

As noted in the ***Economic Base Assessment***, analysis of the North End economy is an ongoing process.

The economic base of the city is intrinsically tied to the livability of the neighborhoods. Strengthening this base will improve the housing stock, attract new residents, increase school success, reduce crime and contribute to the health of children and families.

As the City moves beyond its history as the major industrial hub of mid-Ohio, new strategies for increased economic development are emerging. From small businesses to green technology related industry, increased resources are becoming available to support growth in these sectors. Through collaboration among community economic development organizations and the public and private sectors, the city can once again become a hub of economic activity within the region.

Fortunately, the North End of the city is rich in assets, both social and economic. Leadership from the non-profit sector, elders, faith-based groups and our community's young adults have begun the process of devising community driven strategies that connect with economic development opportunities. Collectively, a number of recommendations have emerged to ensure the economic growth of the neighborhoods and city as a whole.

Economic Development Recommendations

Land/Building Reutilization

Along Main Street and Longview Avenue, as well as in the central areas of the North End, multiple buildings are available for redevelopment. Uses could include retro-fitting industrial properties to accommodate green technology businesses; locating work force development projects

The **Manchester Bidwell Corporation** of Pittsburgh, Pennsylvania is an excellent example of strategic workforce development. Their Bidwell training center is precisely the type of workforce development model sorely needed in Mansfield and the vacant factories at Sixth and Bowman (Target Area 1) is an ideal location for such an initiative. What makes Bidwell so unique and so successful is their ability to foster partnerships with local employers: corporations, organizations and agencies. Bidwell and their community partners work together to develop market-relevant career training programs that lead directly to entry-level employment. In this way, Bidwell graduates are prepared for careers in growing fields where jobs are literally waiting for trained applicants. It would be ideal if Mansfield could attract a Manchester Bidwell Corporation replicate program to locate at the Sixth and Bowman site. However, in the event that this is impossible, the community must be prepared to create its own training facility utilizing best practices of the Manchester Bidwell model. It is important to remember that Bill Strickland, the founder of Manchester Bidwell started with a vision, a dream, and a program ran out of a small, donated house in an extremely depressed neighborhood of Pittsburgh.

and creating small business incubators. Vacant commercial spaces can also accommodate new business endeavors. In their current condition however, many of the vacant buildings are deteriorated and ill-maintained. Targeted code enforcement, neighborhood clean ups and “adopt a vacant store front” activities would make the properties more attractive to potential investors.

Small Business Creation

Small businesses account for a significant portion of economic activity and employment. With the decline of large industry, the small businesses sector provides an alternative for economic growth. To promote the growth of small businesses and capture the entrepreneurial spirit of local residents, business development and micro enterprise programs should be developed in partnership with North Central State, the Small Business Administration and the private sector. Efforts must be undertaken to increase the number of minority owned businesses, potentially through the use of new market tax credits.

Micro-lending and other financial services will also need to be made available to support small business efforts. Additional sources of funding can be leveraged through Community Development Financial Institution programs through the State and Federal government. Dedicating resources to promote small business ownership will support the local economy and ensure that money spent in the community-stays in the community.

Economic Development through the Arts

The city is uniquely positioned to use the arts as an economic development engine (in the immediate future) if resources are directed to target such initiatives. This market “niche” will benefit from the creation of live/work spaces located near downtown. The North End has properties along the Fourth Street Corridor that can easily accommodate both the housing and retail space required to support this form of economic development.

Only \$14 out of every \$100 spent at a chain store stays in a local community - when that same \$100 is spent in a local business, \$45 stays there.

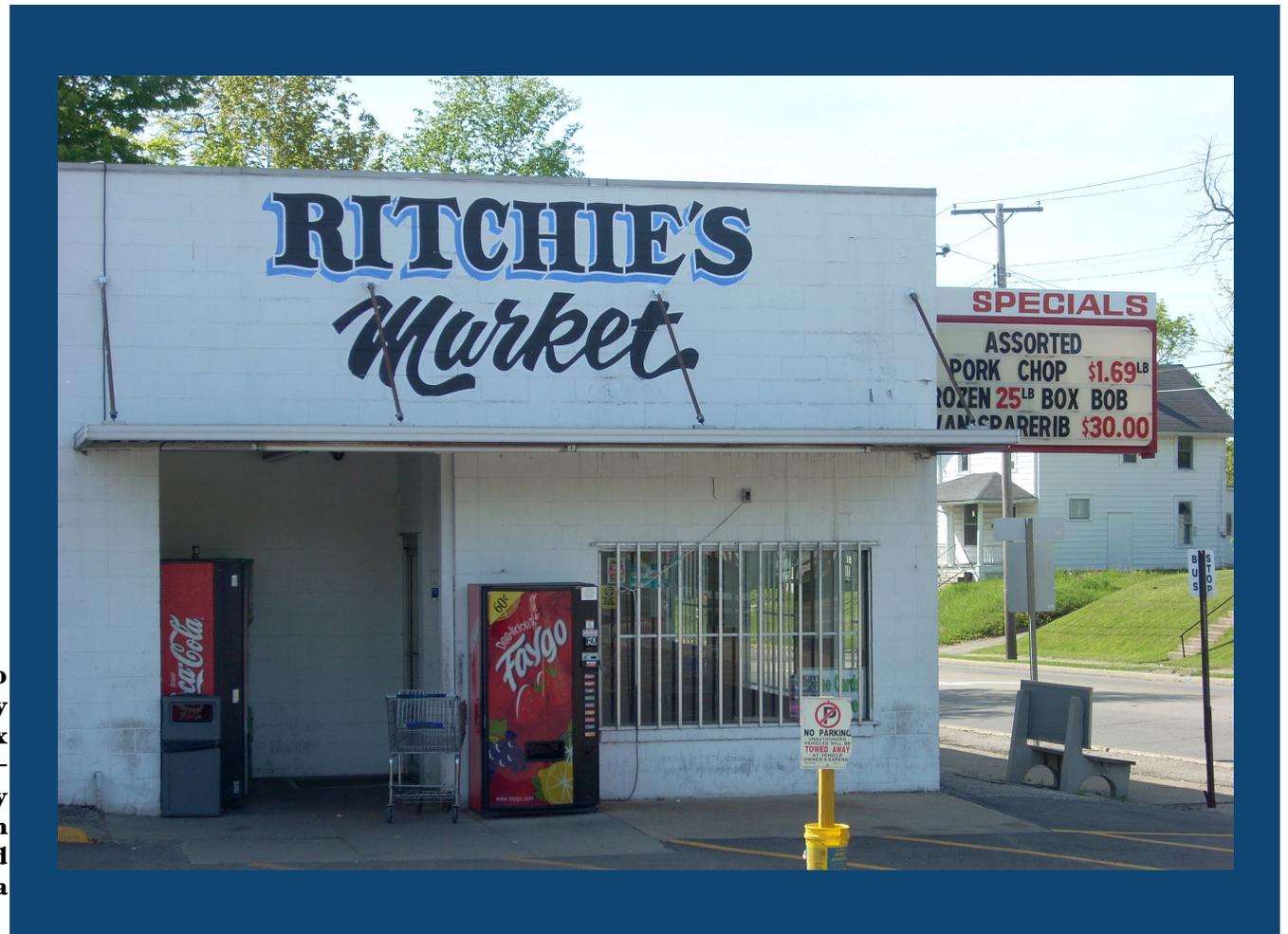
(Source: Civic Economics, Local Merchants vs. Chain Retailers. Livable City, 2002).

Further, a social enterprise should be located in downtown Mansfield to showcase the artistic talents of the community's youth while generating revenue for future arts programming, building upon existing arts and entertainment venues and filling the void of youth activities.

Commercial Nodes

Currently, commercial nodes are situated along the perimeter of the North End. There are however, vacant commercial buildings and lots at well-traveled intersections, which could support increased economic activity. Besides the target areas articulated in this plan, the intersection of Springmill and Bowman Streets is an example of a prime location for redevelopment. Efforts should be taken to incorporate pedestrian friendly design elements to encourage residents to shop locally.

Figure 2.10: Ritchie's Market (600 Springmill St.) the last remaining locally owned supermarket in census tracts six and seven is an example of a community-focused business. Not only do they support local non-profits with donations, they hire North End residents and provide locals with a central hub to pay their bills.



Education

At the core of any healthy community is the quality of its educational system. As referenced in the demographic section, the educational attainment levels in the city, based upon census data, are relatively low. The Ohio Department of Education's Report Card for the Mansfield City School District further paints an alarming picture. For the last several years, the district has received an Academic Watch designation, which means that the schools are not meeting the required performance indicators. Of the 30 possible indicators, the district met only 7 or 23.3% for the 2008-2009 school year. Further, in all but the 10th and 11th grades, test achievement scores were well below the state's requirement of 75%. Figure 2.10 demonstrates the challenges faced by youth attending city schools. More striking are the racial disparities that exist between black and white students.

Figure 2.11: Mansfield City Schools 2008-2009 Proficiency Test Results by Race

		Black, Non-Hispanic	Multiracial	White, Non-Hispanic
		Proficient %	Proficient %	Proficient %
Grade	Subject			
3rd Grade	Reading	54.9%	68.2%	70.6%
	Mathematics	59.3%	86.4%	77.0%
4th Grade	Reading	53.6%	57.6%	67.9%
	Writing	69.0%	75.8%	66.7%
	Mathematics	38.1%	57.6%	55.7%
5th Grade	Reading	25.9%	37.5%	44.4%
	Mathematics	21.0%	29.2%	38.6%
	Social Studies	12.3%	20.8%	32.7%
	Science	22.2%	37.5%	47.7%

Figure 2.11: Mansfield City Schools 2008-2009 Proficiency Test Results by Race Continued...

		Black, Non-Hispanic	Multiracial	White, Non-Hispanic
		Proficient %	Proficient %	Proficient %
Grade	Subject			
6th Grade	Reading	49.4%	68.0%	69.3%
	Mathematics	41.5%	60.0%	52.1%
7th Grade	Reading	40.5%	52.9%	47.7%
	Writing	44.1%	76.5%	52.3%
	Mathematics	26.4%	41.2%	48.1%
8th Grade	Reading	34.6%	73.7%	45.8%
	Mathematics	20.0%	63.2%	34.4%
	Social Studies	9.5%	38.9%	13.8%
	Science	13.3%	36.8%	32.1%
10th Grade	Reading	66.7%	85.7%	81.3%
	Writing	82.6%	85.7%	85.0%
	Mathematics	62.4%	78.6%	80.5%
	Social Studies	63.4%	78.6%	79.7%
	Science	45.7%	78.6%	78.0%

Figure 2.II: Mansfield City Schools 2008-2009 Proficiency Test Results by Race Continued...

		Black, Non-Hispanic	Multiracial	White, Non-Hispanic
		Proficient %	Proficient %	Proficient %
Grade	Subject			
11th Grade	Reading	85.1%	92.3%	90.3%
	Writing	86.6%	84.6%	85.5%
	Mathematics	80.6%	84.6%	89.5%
	Social Studies	79.1%	84.6%	88.7%
	Science	53.7%	69.2%	81.5%
12th Grade	Reading	92.2%	--	91.8%
	Writing	96.7%	--	91.0%
	Mathematics	84.4%	--	88.1%
	Social Studies	83.3%	--	85.8%
	Science	75.6%	--	83.6%

While no formal studies have been conducted, the closure of eight schools over the last several decades, six of which were on the north side of Park Avenue, located in lower income communities and primarily elementary schools, the correlation could be made between poor school performance (especially in the primary grades) and the closure of neighborhood schools. Further, the closures have created livability challenges as community gathering spaces have been eliminated and vacant building have contributed to blight. Further, high unemployment rates and other economic challenges facing the region may continue unless young people in the community are prepared for the increasing technology-based job market.

Education Recommendations

School officials and the City must work together to minimize the impact of schools closing on the surrounding neighborhood. If a school closure is recommended, there should be a plan for the immediate re-use of the facility or the demolition of the building.

Within census tracts six, seven and the surrounding areas, John Simpson Middle School along with several elementary school buildings have been closed over the last three decades (Empire, Roseland, Stadium, Creveling, West Fifth, Rebecca Grubaugh, Springmill, etc.). In other parts of Mansfield where there have been far fewer closures, the buildings were immediately purchased or demolished.

Explore the use of John Simpson as a community center with other interested agencies. Amenities in the facility are conducive to it becoming a community gathering venue for movie viewing and live performances in its auditorium, a gymnasium for recreation and significant classroom space, as well as spaces for music and arts programming.

After school programs are currently operating out of the Ocie Hill Neighborhood Center, the Friendly House and Culliver Reading Center. Programs should leverage their assets by streamlining programs and working closely with the schools to align programming with what youth are learning during the school day. Additionally, several North End churches with teachers in their congregations can be tapped to assist in program development. Social studies programming should be a focus in terms of ensuring future civic engagement.

Post Secondary Education

North Central State College (NCSC) is currently planning to open the *Urban Higher Education Center* at a downtown location bordering the North End. NCSC has indicated a desire to increase its minority and North End student enrollment. The college should ensure that there is emphasis on recruiting a diverse and culturally competent staff and faculty, and that small business development and entrepreneurial programming will lead to job growth and wealth creation for minorities and other North End residents. An indicator of success for this initiative is the future economic viability of the North End.



Figure 2.12: North Central State College's Urban Higher Education Center.



Public Infrastructure/Transit

The built environment is only as good as its foundation. Well maintained streets, sidewalks, public utilities, transportation routes and public right of ways are the building blocks for sustainable development. The natural environment that supports the foundation must also be in good health to promote sustainable growth.

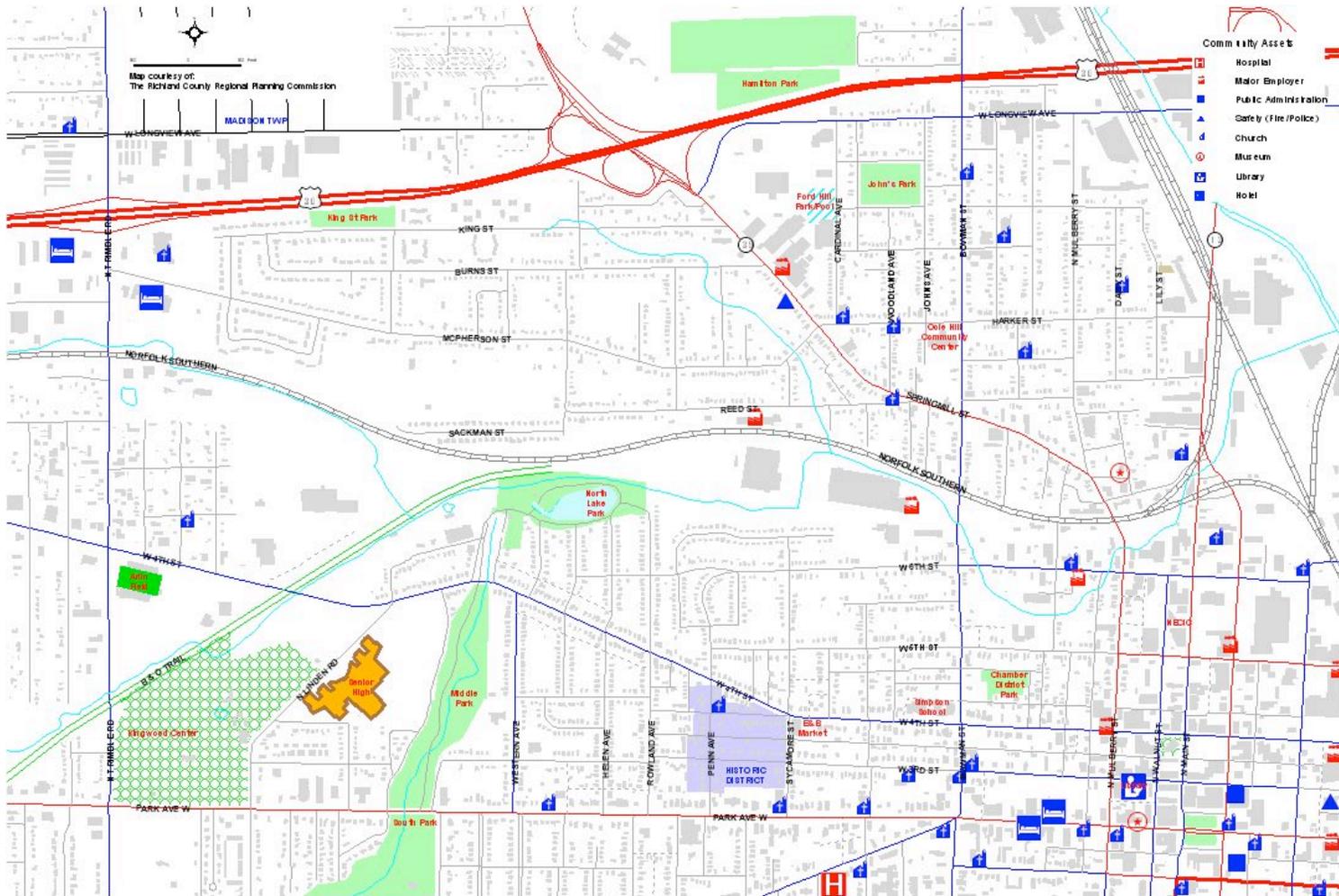


Figure 2.13: North End Community Assets Map (Map Courtesy Of Richland County Regional Planning Commission, 2010)

Public Infrastructure/Transit Recommendations

Street and Sidewalk Maintenance

While the city streets in Mansfield as a whole are fairly well maintained, the sidewalks have fallen into disrepair. This creates safety hazards and adds to blighted conditions, especially on the North End. Public resources, although limited, must be used to improve the condition of the streets and sidewalks. Special consideration should be given to creating handicap accessible sidewalks, especially in the areas of greatest need, including the Ocie Hill Neighborhood Center and other locations where elderly and persons with disabilities frequent.

Public Utilities

The sewer system on the North End is aging, decreasing livability standards and potentially creating health issues. Sewer systems, especially in areas of new development, must be replaced.

Pedestrian/Bike Considerations

Initiatives to increase non-motorized forms of transportation are underway in most communities throughout the United States. To increase the number of residents walking and biking, a number of measures should be undertaken, including adding bike lanes as a component of road reconstruction projects (where applicable), increasing the width of sidewalks to create a greater separation between pedestrians and automobiles and improve street crossings through the use of inexpensive crosswalk markings.

Public Transportation

Fortunately, the North End is served by a number of bus routes operated by Richland County Transit (RCT). However, the transit system in the county as a whole does not adequately provide for the needs of low income residents. Certain employment hubs including the Mansfield Industrial Park are not served by RCT. Further, the limited hours of operation create barriers for individuals not working first shift jobs. To promote increased ridership, service should be expanded both in terms of geography and hours of operation. Additional improvements to increase ridership including bus shelters and benches should be installed at major transit stops.

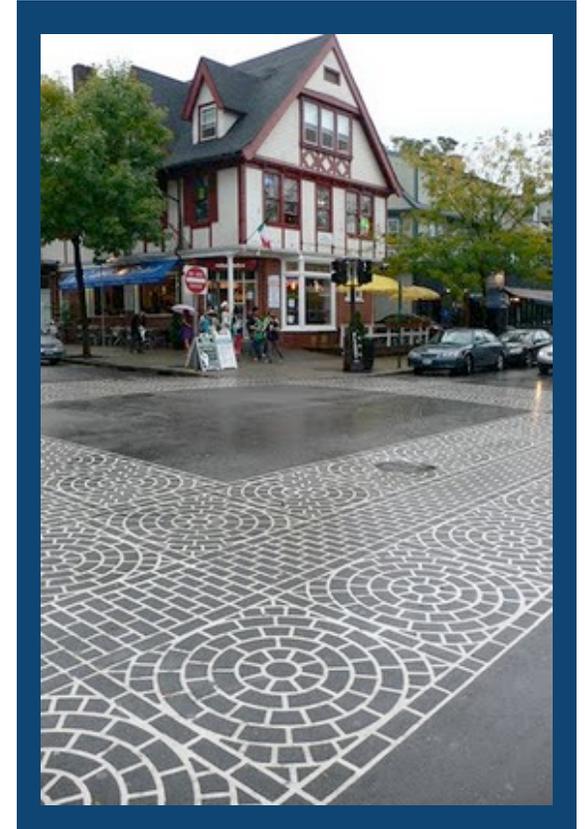


Figure 2.14: An Example Of Cross Walks As Public Art

Flood Mitigation

A large portion of the north east quadrant of the North End is located within a flood plain. Flooding during the last five years caused millions of dollars in property damages and created environmental health issues. Further, the flood plain prevents future redevelopment in areas that could benefit from highway and rail transportation. Flood mitigation planning should begin immediately, with funding sought to implement the strategies defined in the planning process.

Brownfield Remediation

It is likely that a number of former industrial sites are contaminated and will need remediation to allow for future redevelopment. Federal and State resources should be sought to encourage business growth, with the City of Mansfield taking the lead to ensure this activity occurs.

Public Education

Residents and community stakeholders are positioned to support the City of Mansfield's efforts to maintain the public infrastructure. To effectively partner, accurate information and open communication must occur regarding available programs, legal processes and the process of allocating city and state resources.

Community Spaces

The spaces in which residents gather, whether it is a park, business district or community center define the character of an area and create a sense of belonging among people who may not normally interact. On the North End, a wealth of assets exist for citizens to take advantage of, including Johns, North and Middle parks, Kingwood Center, the public library, historic downtown and the Ocie Hill Neighborhood Center. There are also opportunities available to re-utilize the Simpson Middle School building and vacant lots for additional communal and recreational spaces.

Community Spaces Recommendations

Maintain the Natural Environment

The parks and trails offer ample space for families to gather and individuals to engage in physical activities. The natural environment is a “valued added” for the neighborhood and should be promoted to keep current and attract new residents to the area. Keeping the parks free of litter and debris and repairing the access points into Middle park (i.e. the stairs at the Third Street entrance) will ensure the parks continue to be a resource for the community. The Friends of Mansfield Parks and local youth groups can be involved in maintaining these areas.

Public Art

Given the thriving arts community in the city, using the arts as a means to improve the aesthetics of community spaces and highlight the cultural and historic character of neighborhoods within the North End is a logical next step in improving the public realm. Sculpture, mosaics, murals and other art mediums can be used as incentives for people to take advantage of open spaces and re-utilize vacant lots. The Mansfield Art Center, along with the business community should collaborate on gateway projects and public art installations in various locations in the North End.

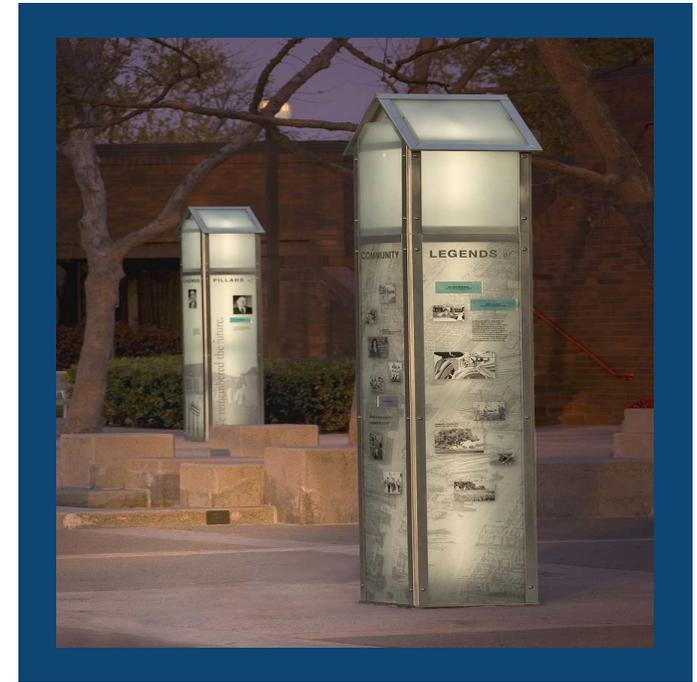
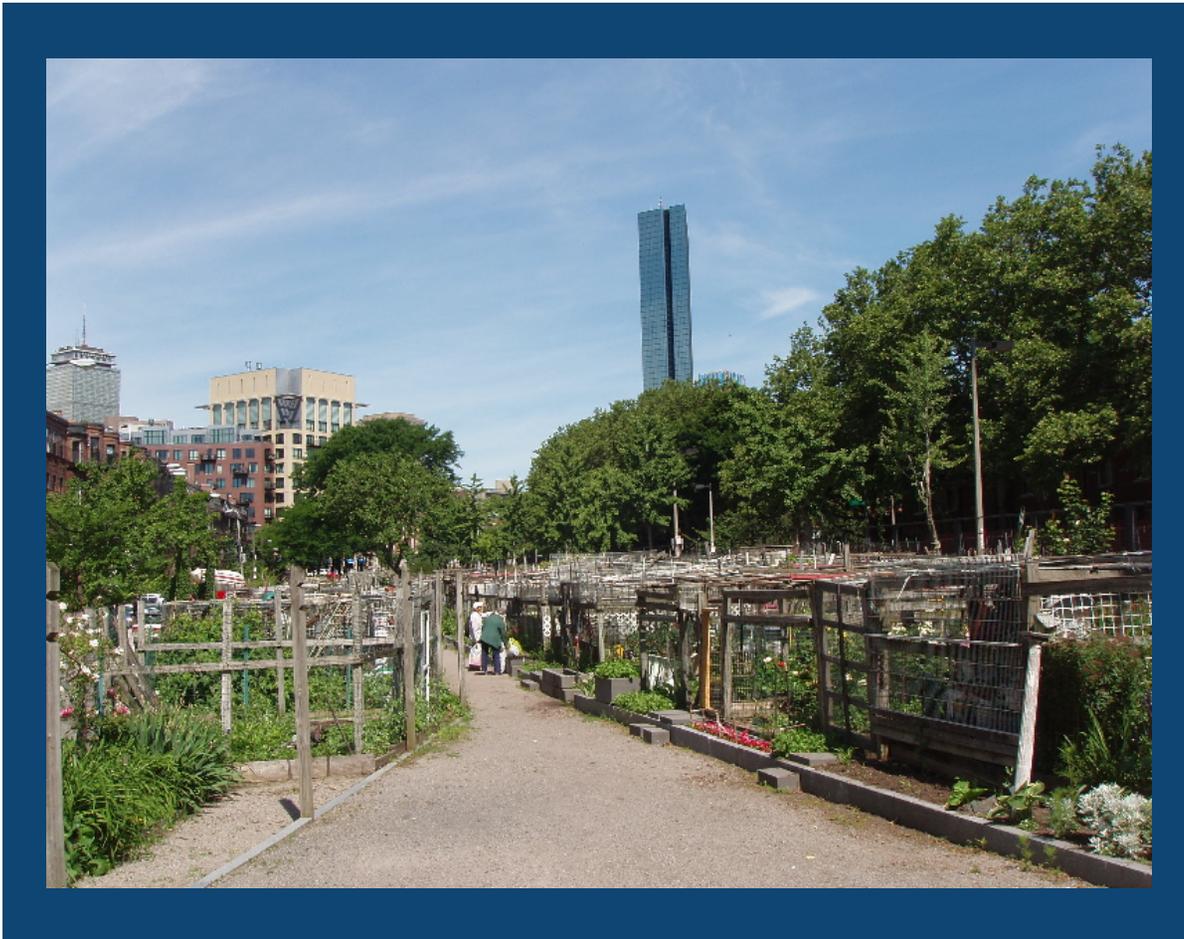


Figure 2.15: Community History Pylons As Public Art

Community Centers

In addition to the community centers at Ocie Hill and Friendly House as well as pavilions at North Lake and Johns park, the Simpson Middle School building offers a wealth of opportunities for community programs. Ample space for performances, recreation, and arts related activities is available. The project, if collaborative in nature, could serve hundred's of youth and families each year, with offering to suit a wide variety of community interests.

Figure 2.16: A Community Garden In Boston, MA.



Beautification

The entrances into and corridor streets on the North End are lacking in character and are often filled with weeds and trash. This fuels the perception that the area is blighted. Planting trees, shrubs and flowers along North Main Street, using large flower planters at major intersections and outside of commercial building and locating trash receptacles throughout the neighborhood will provide visual reminders that the North End is going through a process of redevelopment. Reutilizing vacant lots and unused space in alleys and along narrow streets as community gardens are one example of community beautification.

Section Three: Target Areas

Target Area 1 - Sixth and Bowman

The borders of target area one are the Norfolk & Southern Railroad tracks to the north, Sheridan Avenue to the south, the western edge of the Gorman-Rupp property (the larger building foot prints south of the railroad tracks) on the west and the eastern border is one block east of Sixth Street. The Sixth and Bowman target area is primarily low density residential in the southern portion, with light industrial (The GIS parcel data files did not capture the light industrial uses between the rail corridors) concentrated in the northern portion.

Overall, the condition of the properties are varied, however, few properties are vacant or classified as deteriorated, suggesting that targeted investments through rehabilitation grants or loans has the potential to arrest further decline.

Encouraging investments by providing tax incentives for new industry in vacant commercial and industrial buildings, including the vacant factory at Bowman Street and the Norfolk Southern rail line, will result in increased jobs and stable market values. Special attention should be paid to the compatibility of any new industry adjacent to residential land use.

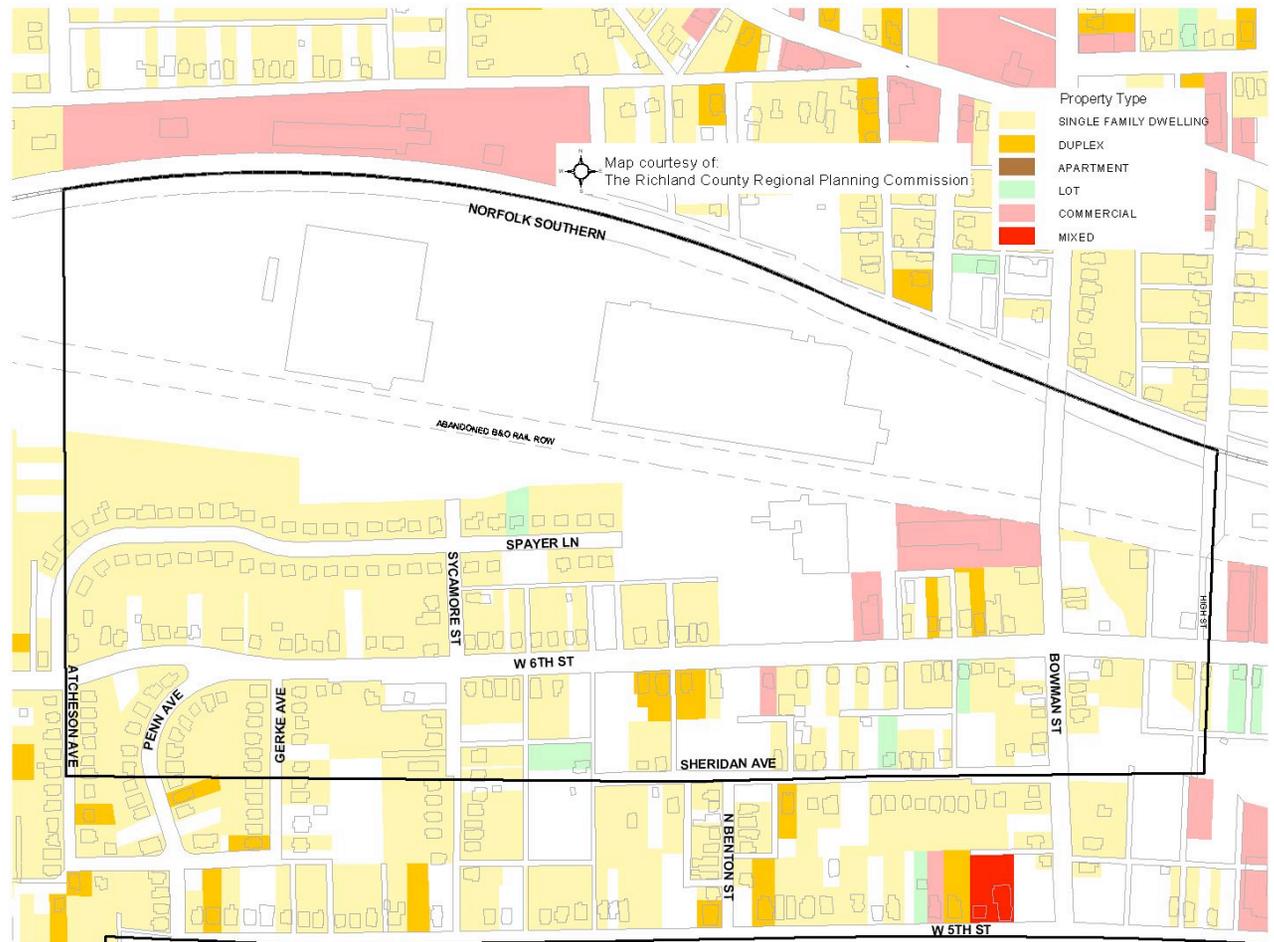


Figure 3.1: Sixth and Bowman Property Type. (Map Courtesy Of Richland County Regional Planning Commission, 2010)

Target Area 2 - Woodland Avenue

The borders of the target area are Bulkley Avenue on the north, Harker Street on the south, Stocking/Louise Avenues on the west and Johns Avenue on the east. The area, commonly held as the neighborhood's "true" North End, is adjacent to a large park and a community swimming pool. The land use is predominantly single family residential, with the condition of the housing stock eroding at an alarming rate. A number of the parcels in good condition are new single family homes built within the last ten years. Unless strategies are put in place to arrest the decline of adjacent properties, this investment could be lost.

The influx of federal funds in 2009 through the Neighborhood Stabilization Program were not allocated for redevelopment activities in the Woodland Avenue target area, thus any future federal, state and local investment must be prioritized for this section of the North End.

Contiguous vacant and /or vacant and boarded properties along Chester Avenue, Herring Street and Woodland Avenue are prime locations for redevelopment. Assembling these and adjacent properties in poor condition will create opportunities for new housing development.

A community planning process identified the lack of and need for senior housing options on the North End. Targeting the Woodland Avenue area for senior housing will address an identified housing need and improve the property values of remaining residential units.

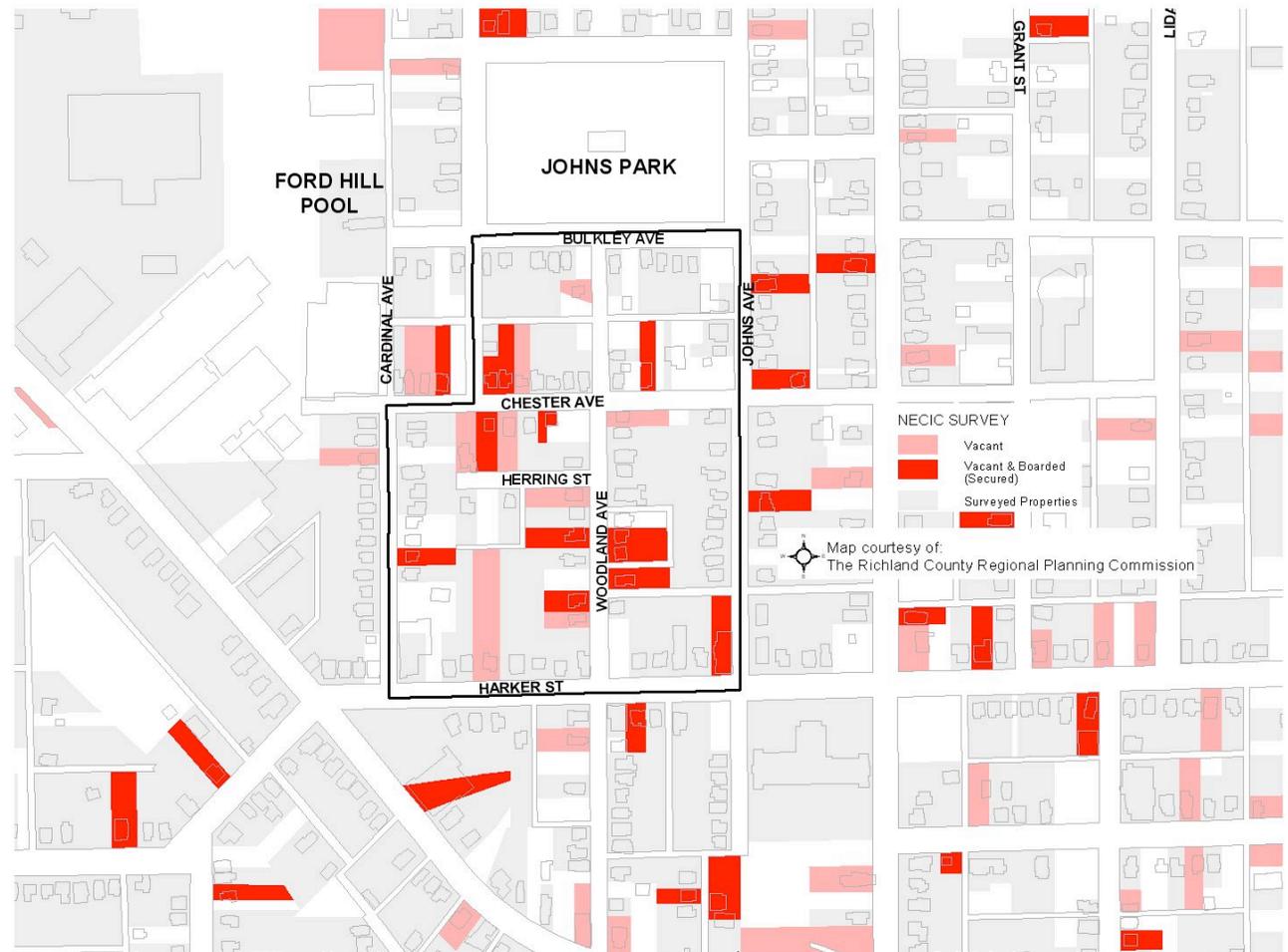


Figure 3.2: Woodland Avenue Vacant Properties. (Map Courtesy Of Richland County Regional Planning Commission, 2010)

Target Area 3 - Longview Avenue

The approximate borders of target area four are: Crestline Avenue/State Route 30 on the north, the south side of Longview Avenue on the south, Bowman Street to the west and North Main Street to the east.

Overwhelmingly, the land use is commercial and industrial, with very few residential uses located along Bowman Street.

Once a major hub of industrial activity, the target area currently has a number of vacant and/or abandoned warehouses with several of the properties potentially brownfield sites. Despite the current property conditions and potential environmental concerns, Longview Avenue holds promise for new light industrial development. Access to both rail and highway transportation will attract new industry and allow current businesses to expand. Tax incentives, workforce development funding and brownfield restoration resources must be leveraged to encourage redevelopment.

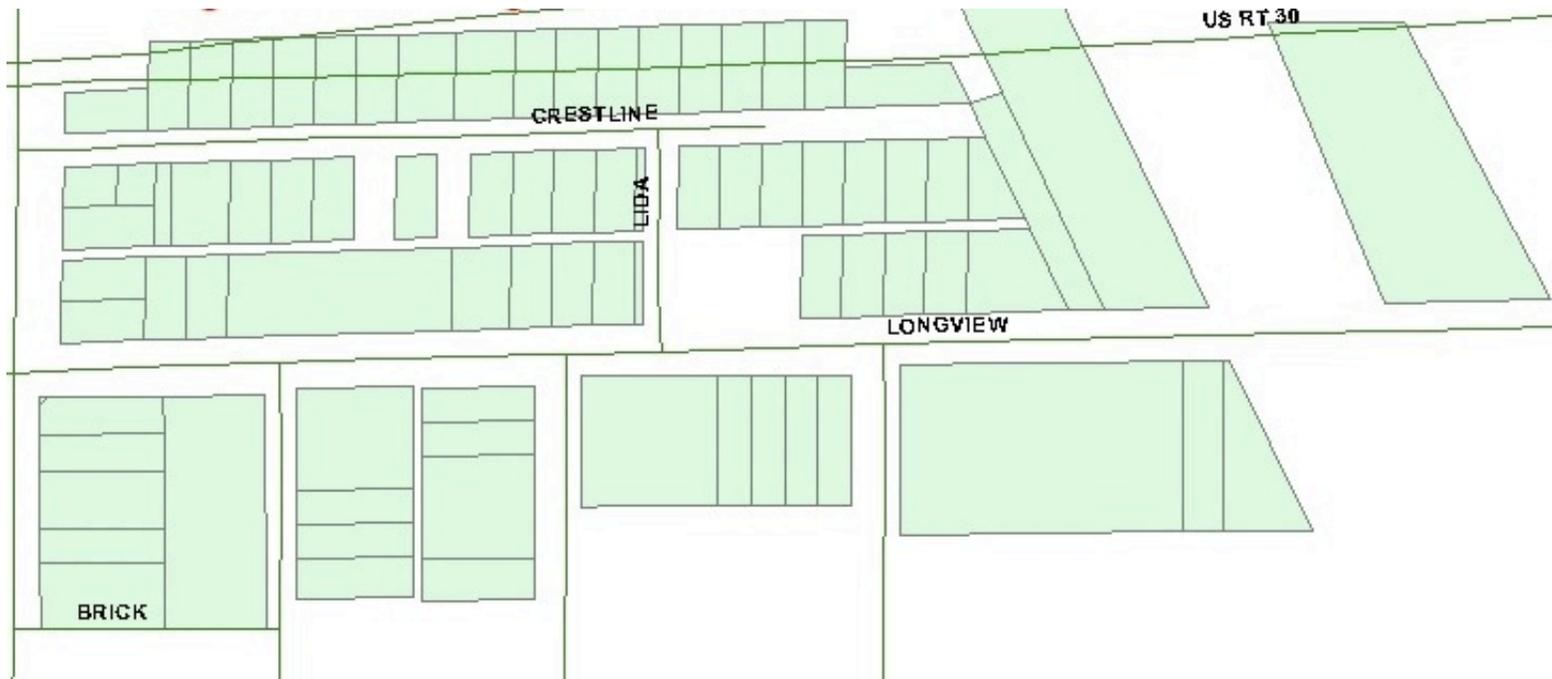


Figure 3.3: Longview Avenue Parcels Between Bowman and North Main Streets

Target Area 4 - Fourth Street Corridor

The boundaries are both sides of West Fourth Street between Sycamore Street in the west and North Main Street in the east. Comprised of a mix of land uses, the Fourth Street Corridor's western boundary to Bowman Street is primarily low density residential, with the eastern portion transitioning from residential to commercial from Bowman Street to North Main Street. There are three moderately traveled arterial streets; Fourth, Bowman and North Main Streets that connect traffic to major arterial streets and highways.

Located adjacent to downtown and within three miles of a major employment hub, the target area has the potential to attract new investment.

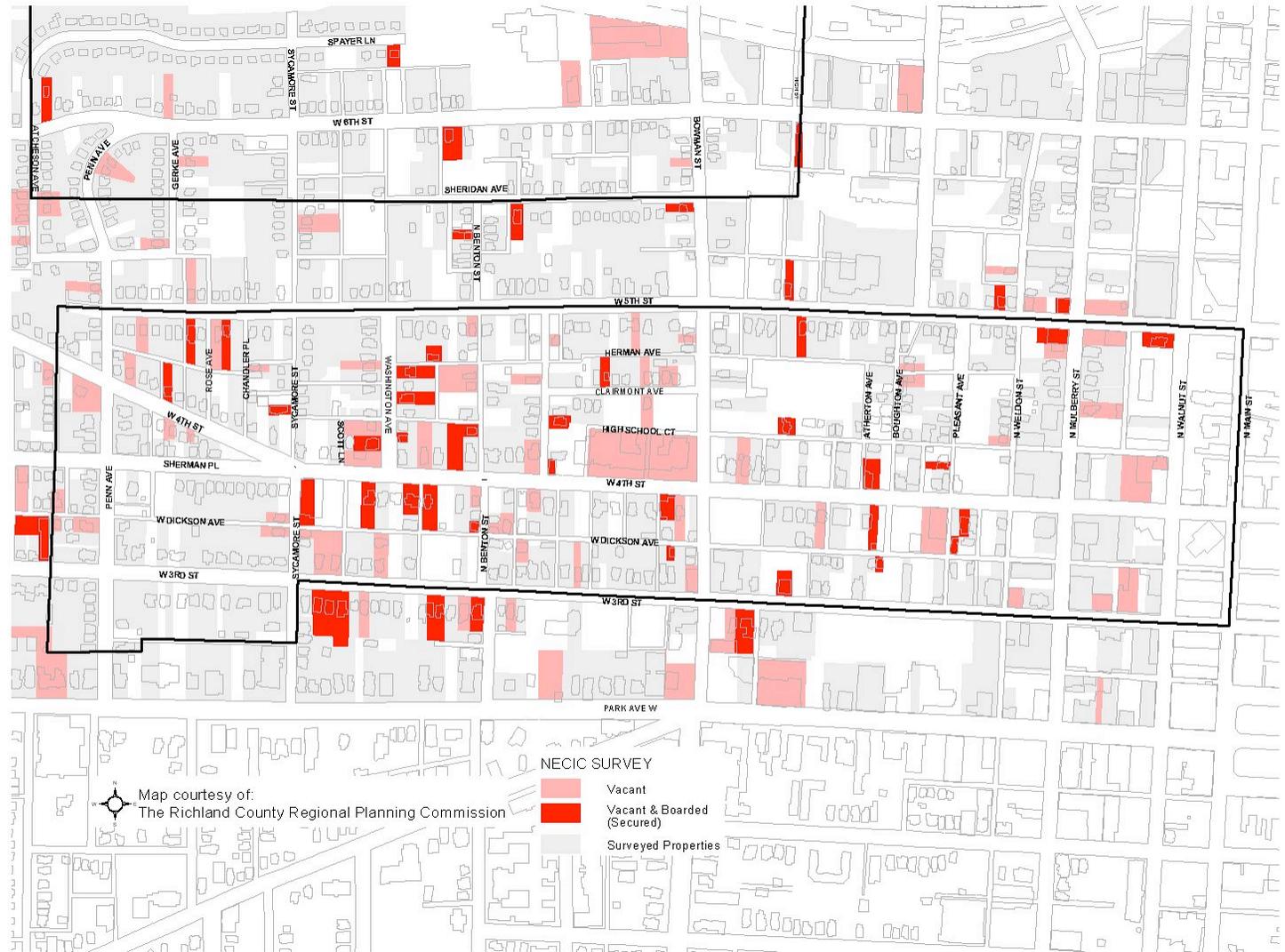


Figure 3.4: Fourth Street Vacant Properties (Map Courtesy Of Richland County Regional Planning Commission, 2010)

Currently, the Fourth Street Corridor has over 80 vacant properties, including architecturally significant homes (the Sherman Estates Historic District is located in the western portion of the target area), small commercial properties and the vacant Simpson Middle School site (figure 3.5).

A community planning process identified artist housing as a priority for redeveloping the housing stock. This and other housing redevelopment should be targeted along the east/west corridors. Additional redevelopment opportunities include re-purposing the Simpson School site as a community center or workforce development facility and attracting a new grocery store to the former E&B Market site.



Figure 3.5: The Vacant Simpson Middle School

Target Area 5 - North Main Street Corridor

The approximate boundaries of Target Area 5 are North Main Street between Longview Avenue on the north and Park Avenue West on the south. Additionally, the target area includes the blocks of Harker, Raymond, Lily and Daisy Streets.

North Main Street is a critical point of access into the city and North End and is often the first impression people have of the community. Unfortunately, North Main Street between State Route 30 and downtown is aesthetically an eyesore, with properties on the adjacent blocks in ill-repair or in need of targeted code enforcement. To retain the existing investment in the area, attract new investment and improve the quality of life for residents within the target area, a number of activities must occur.

Recommendations:

Code Enforcement/Demolitions

The first step in addressing the signs of blight must be to enforce the zoning codes, with priority given to properties that have excess vehicles, overgrown brush and trash. Residential properties that are condemned on Lily and Daisy streets should immediately be demolished by the City of Mansfield.

Beautification/Streetscapes

Working in partnership, residents, artists, business and civic leaders should take steps to implement beautification and streetscape projects that as an “introduction” to the city and the North End. An option could include holding a North Main Street Corridor design competition, with the winning design funded through public, private and philanthropic sources.

Incompatible Land Use Mitigation

A formal buffer between the Town and Country Co-op grain silos (figure 2.1) and residential properties must be designed and built to mitigate the harmful (yet unintentional) effects created by having heavy industrial and low density residential located next to one other.

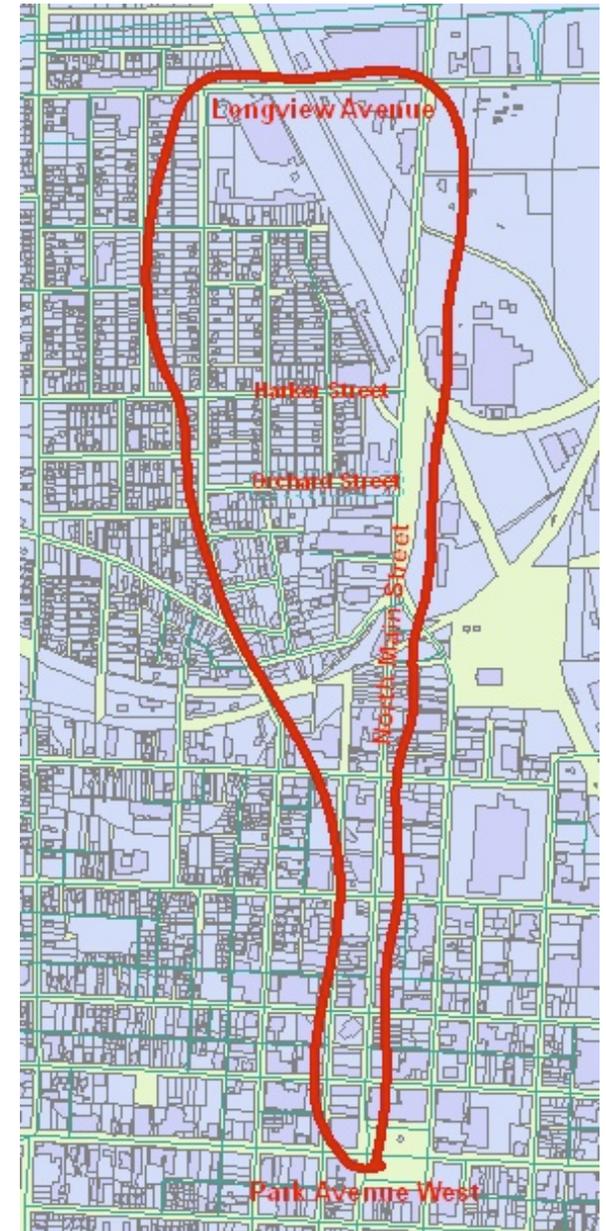


Figure 3.6: Target Area 5 The North Main Street Corridor

Section Four: Implementation Plan

Plans of this magnitude will take many years to fully implement, however, a timeline that identifies short, mid and long term strategies has been established. Partnerships between residents, local non-profit organizations, institutions, private businesses and investors are needed, as well as the cooperation of the City of Mansfield in allocating resources and adhering to the guidelines laid out in the Plan. Although the timeline is aggressive in certain categories, immediate actions must occur to eliminate blight and arrest the further decline of the North End.

Short Term Improvements (Year 1)	Lead Organization/Partners
Exterior Housing Code Enforcement	City of Mansfield
Targeted Demolitions	City of Mansfield, NECIC, Community Development Organizations
Vacant Lot Clean Ups	NECIC, City of Mansfield
Home Improvement Grant Program Implementation	NECIC, City of Mansfield, Ground Level Solutions, Area Agency on Aging
Public Art Projects	Mansfield Art Center, Business and Neighborhood Groups, North Central State College, The Ohio State University
Youth Workforce Development Planning Committee Formed	NECIC Youth Development Committee, Business Groups
Formal New Industry Planning Task Force Formed	Richland Community Development Group, NECIC, Richland County Regional Planning Commission, City of Mansfield, Community Development Organizations
Neighborhood Beautification Projects	NECIC, Business Owners, City of Mansfield
Public Infrastructure/Public Realm Planning and Implementation	City of Mansfield, Friends of Mansfield Parks, NECIC
Youth Arts Social Enterprise Planning	Mansfield Art Center, NECIC Youth Development
Financial Literacy, Foreclosure Prevention and Homebuyer Education Programs Expanded	NECIC, Catholic Charities, City of Mansfield, Lenders

Medium Term Improvements	Lead Organization/Partners
Rental Licensing Program Planning and Implementation	City of Mansfield
Youth Arts Social Enterprise Implementation	Mansfield Art Center, NECIC Youth Development Committee and other Youth Groups and Organizations
Artist Housing Development Implementation	Arts Organizations, For and Non-Profit Developers, NECIC, Downtown Mansfield, City of Mansfield
Senior Housing Development Market Study	Local Developers, NECIC Elder Program, NECIC Community Development Committee
Public Infrastructure/Public Realm Project Implementation	City of Mansfield, NECIC, Friends of Mansfield Parks, Mansfield Art Center, Youth Groups
Small Business Incubator and Investment Activities Planning and Implementation	North Central State, Small Business Administration, Braintree, NECIC, Local Banks, S.C.O.R.E., Richland Community Development Group
Formal New Industry Plan Finalized	Richland Community Development Group, NECIC, Richland County Regional Planning Commission, City of Mansfield, Community Development Organizations
Simpson Middle School Re-Utilization Planning	NECIC, Arts Groups, Youth Groups, City of Mansfield, Mansfield City Schools, Local Churches

Long Term (Years 3-5)	Lead Organization/Partners
Senior Housing Constructed	For and Non-Profit Developers
Mixed Use (Housing/Retail) Developments Constructed	For and Non-Profit Developers, NECIC, City of Mansfield, Richland Community Development Group, Arts Organizations, Downtown Mansfield
Simpson Middle School Re-Utilization Project Implementation	NECIC, Arts Groups, City of Mansfield, Mansfield City Schools
Investment Secured for New Industrial Facilities	Richland Community Development Group, State of Ohio, City of Mansfield

Section Five: Community Participation

Residents and community stakeholders were involved in crafting the North End Community Economic Development Plan. A three phase planning and community approval process was launched in late 2008 and completed in the spring of 2010. During the process, the plan went through a number of iterations, which ultimately resulted in a document that fully represents the collective voice of the community.

Phase I
Three primary methods were used to gather input, including convening community meetings in four distinct quadrants of the North End (to represent the different neighborhoods), presentations to the NECIC Faith-Based Advisory Group and local churches and conducting one to one conversations with residents and stakeholders. Based upon the feedback gathered during Phase I, an initial draft was developed and brought before the NECIC Board of Directors.

Phase II
To succinctly capture the overall content of the Plan, and Executive Summary was compiled and a video produced, with the material presented to over 300 residents and stakeholders. Audiences included the NECIC Elder Program, Faith-Based Advisory Group, Youth Corps and at large community stakeholder meetings.

Information was also gathered by conducting a housing assessment and literature drop at over 3,000 properties on the North End. The assessment and information packets were conducted by a group of 28 young adults who participated in the NECIC Summer Youth Corps Program. The activity succeeded in reaching out to the entire community, as well as providing the young adults with the opportunity to take a critical look at the condition of the neighborhoods on the North End. A group discussion was then held to discuss the plan and how they could individually and collectively work to implement strategies relating to the plan.

Phase III
NECIC's organizational by-laws mandate that the organization follow a 45-day public review process after the Board of Directors approves a draft of the plan. Once approved, the document will be brought before the Mansfield City Council to be formally adopted as part of the City's Comprehensive Plan.

Appendix: A History Of Mansfield And The North End

Beginnings

The story of the North End is inextricably tied to the history of Ohio, Richland County and the city of Mansfield. Between 100 B.C. and 500 A.D. the region today known as Ohio was the home of the Adena and Hopewell tribes, the so-called “mound builders.” Following their demise, Ohio became home to a wide range of other Native American groups including Wyandots, Hurons, Mohicans, Mohawks, Munsees, Mingos, Senecas, Delawares, Eries, Caughnawagas, Shawnees, and others. By the 18th century these native groups began witnessing a slow but steady influx of English and French traders, soldiers, and missionaries who were destined to change Ohio’s future forever.

On August 3, 1795 the U.S. government and a coalition of Native Ohio tribes signed the treaty of Greenville at Fort Greenville (present day Greenville, Ohio). By way of this treaty, the U.S. exchanged approximately \$20,000 in trade goods for 25,000 square miles of Indian lands including large portions of modern Ohio. This treaty led to a period of relative peace in the region that lasted until 1811. It was this combination of newly acquired territory and relative peace, which ultimately opened up the Ohio region to European settlement. Included in this territory were the future sites of Richland County and the city of Mansfield.

In the spring of 1807, Jacob Newman the first permanent European settler in Richland County constructed a cabin on the bank of the Rocky-Fork River three miles southeast of present day Mansfield. On June 11, 1808, it was Newman who assisted surveyors James Hedges and Joseph H. Larwill in laying out the location for the city of Mansfield. The site was chosen due to its proximity to the “Big Spring” which provided settlers with a source of fresh water. Hedges and Larwill named the new town Mansfield after Surveyor General Jared Mansfield who had commissioned their work.

Did You Know..



One of Mansfield’s most famous characters from the pioneer period was John Chapman, better known as the legendary **Johnny Appleseed**. Much of what we know about Chapman comes to us via accounts of people who knew the man, as Johnny Appleseed left no writings of his own. According to legend, Appleseed was a Swedenborgian Missionary and most famously a planter of apple orchards for the use of his fellow pioneers. In Mansfield, Johnny is probably most famous for his run for reinforcements during the War of 1812. On August 13, 1812 Native Americans killed Levi Jones at the foot of North Main Street hill sending waves of panic through the community. It was Appleseed who made his way through the wilderness to Mt. Vernon in neighboring Knox County to rally troops that were stationed there to help defend Mansfield’s population.

The original plat of Mansfield (Figure A1) consisted of 276 lots bounded by Adams, Fourth, Mulberry, and First streets. By the start of the War of 1812 there were twelve families living in the Mansfield settlement and during the course of the war settlement ground to a halt.

In 1812, two blockhouses were constructed on Mansfield's public square to provide a safe haven for settlers in the event of an Indian attack (Figure A2). These blockhouses also provided Mansfield with public spaces serving as courthouse (1813-1816), jail, and schoolhouse and often as a makeshift church. The public square was also the location of Mansfield's first post office. More of a public meeting space than an office; in those early days a large white-oak log located on the public square served as a locale for the pickup and distribution of local mail as well as for news from abroad. At that time, a Mr. Facer and a Mr. Hatfield delivered the mail from Cleveland and Sandusky City to Mansfield, Mount Vernon, and Columbus. Early settlers eagerly awaited the arrival of Facer or Hatfield to hear the news of the world, which was often read aloud to a crowd from atop the great white-oak log.

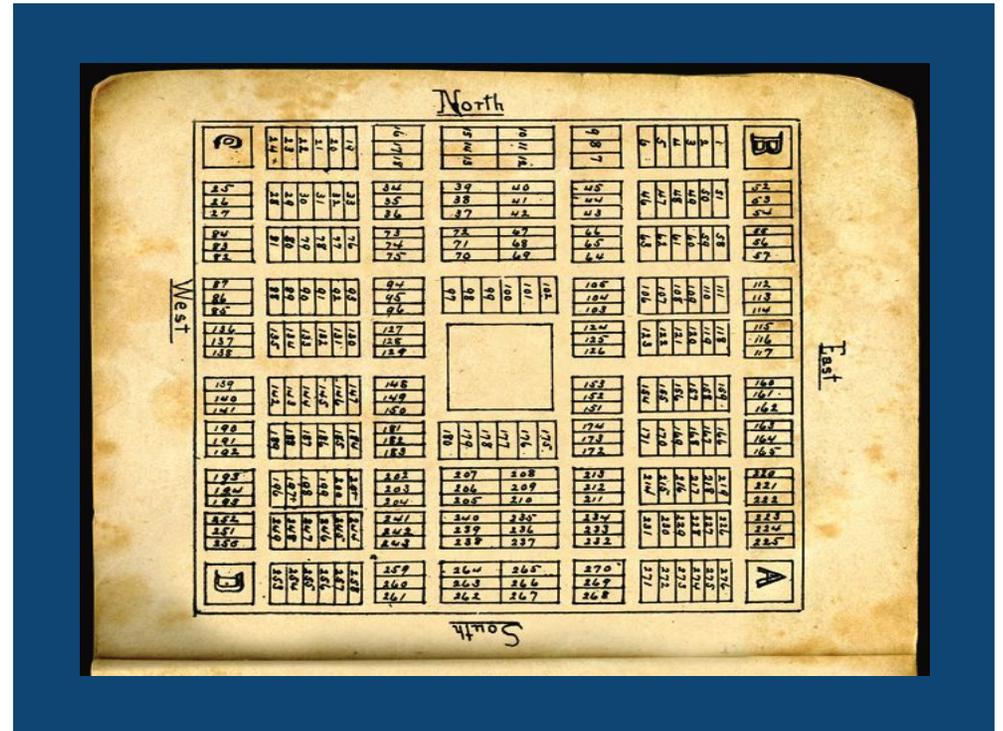


Figure A1: Original Plat Map Of Mansfield

Did You Know...



Touby's or **Toby's Run** is a creek that runs through the heart of the North End. It was named after a Native American fisherman of the Huron tribe who had traveled to Mansfield to meet his niece a survivor of the Greentown Massacre. Soldiers pursued the pair and on their way out of town and they shot Toby dead in a creek bed. From that point on the creek came to be called Toby's Run. It is noteworthy that at some point the German influenced spelling of Touby came to be used interchangeably with the more traditional spelling.



Figure A2: Artist's Rendering Of A Blockhouse On Mansfield's Public Square

until 1853. This event also necessitated the construction of the first grain depot at the foot of the Walnut Street hill. In the period between 1846 and 1870 a variety of Ohio railroad companies established new routes, all the while expanding and improving existing routes. In this way, Mansfield became a centralized hub of railroad travel with ever expanding connections to all points of the compass. The arrival of the railroads would gradually change Mansfield from a center of agricultural innovation and prosperity to a center of industry. It was this industrialization and the events of Civil War that mark the beginning of North End development.

Did You Know...



The North End is home to one of Mansfield's architectural and historical landmarks: **Oak Hill Cottage**. John Robinson a Superintendent of the Sandusky City and Mansfield Railroad constructed Oak Hill Cottage in 1847 on a hill overlooking the city and the adjacent railroad tracks. Built in the Gothic Revival style, the cottage still stands today and is a registered historical landmark. Through the years some have speculated that a secret tunnel, which linked the basement of the home with the hill below, was used as a stop on the Underground Railroad. However, to this day no evidence has ever surfaced that would indicate that the tunnel was ever used for such a purpose.

In 1817, the construction of the first road into Mansfield allowed settlers much greater access to the region and facilitated the rapid settlement of Mansfield and Richland County. By 1820 the population of Richland County was 9,816 and by 1830 it reached 24,007.

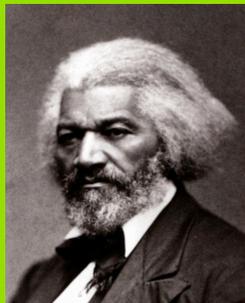
By the 1830's, Mansfield's public square was the center of economic activity with a farmer's hay market and the first store/emporium/saloon at the corner of North Park Street and Main Street (the site of the old Reed's building). During this period the first stagecoach line opened moving people and goods from Sandusky to Norwalk to New Haven to Mansfield to Mount Vernon to Delaware, making a round trip once a week. In 1831 Neal Morr & Co. opened a daily stagecoach line and further increased access to Mansfield. Likewise, the decade between 1836 and 1846 witnessed a revolution in transportation, as the first Ohio railroads were being chartered and constructed during this period.

On June 19, 1846 the first passenger train arrived in Mansfield from Sandusky. With the opening of this vital route to Lake Erie, Mansfield established a monopoly on the grain trade, which lasted

Before the Civil War, the area now called the North End was largely undeveloped forest interspersed with farmland. Maps from that period show large sections of the area divided into “additions” like Johns Addition named after the land’s owners, in this case the Johns family. In 1861, President Abraham Lincoln called for the enlistment of men to fight the Confederacy in the Civil War. Several thousand men from throughout Richland County came to Mansfield to sign on for service. Recruits were enlisted on the public square while the city’s north side became home to a series of military camps to house the influx of recruits.

Of these camps, Camp Buckingham was located in the area we call the North End today. By November 9, 1861 there were 1,713 men stationed there providing enterprising locals with a captive market for a wide variety of goods and services including food and firewood. On December 17th and 18th, 1861, under the command of John Sherman, the aptly named Sherman Brigade (Figure A3), which consisted of the sixty fourth and sixty fifth regiment and battery marched to the local train depot, boarded a series of trains and left Mansfield’s North End to fight on the side of the Union in the Civil War. Many familiar North End street names like Grant St., named after General Ulysses S. Grant and Harker St. named after Colonel Charles Garrison Harker originate from this period (Figure A5).

Did You Know...



In the period before the Civil War many Mansfield residents supported the abolition of slavery on moral and religious grounds. In 1857 former slave, noted orator, and abolitionist leader **Frederick Douglass** stopped in Mansfield for a speaking engagement. Douglass was registered at the Wiler House Hotel located on North Main Street in the North End. In the period between 1820 and 1940 Douglass was the only African American ever permitted to stay at the Wiler House.

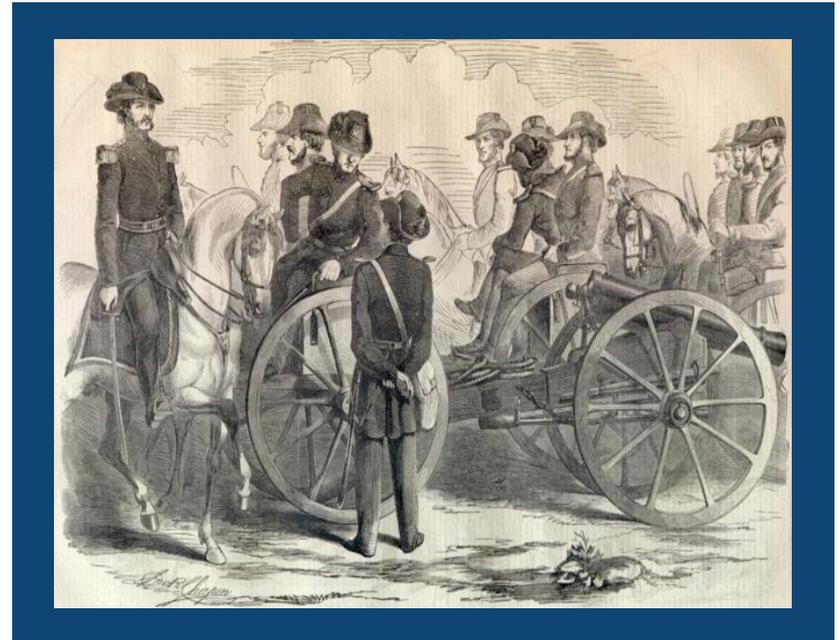


Figure A3: Illustration From Harper's Weekly (1861) Depicting Sherman's Battery Of Light Artillery.

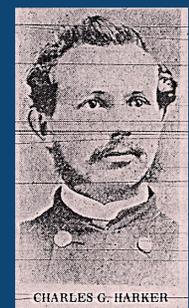
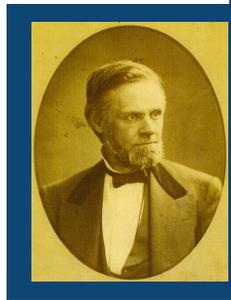


Figure A4: John Sherman (Left) and Col. Charles G. Harker (Right)

Figure A5: Source Of North End Street Names

North End Street	Source Of Name
Blust Avenue	Named after the founder of a North End Churn Factory (c.1880's).
Bowman Street	Named after Civil War, 2 nd Company Captain George Bowman.
Buckingham Street	Named after Civil War Adjutant General C.P. Buckingham.
Grant Street	Named after Civil War General-in-Chief Ulysses S. Grant, 18 th President of The United States.
Harker Street	Named after Civil War Colonel (later Brigadier General) Charles Garrison Harker (Figure A4).
Heineman Boulevard	Named after prominent Mansfield A.J. Heineman who along with John Sherman donated large tracts of land in the North End for Sherman-Heineman Park.
Johns Avenue	Named after the Johns family who owned a large portion of the North End in the late 1800's i.e. Johns Addition.
Park Avenue (Market Street)	Originally called Market Street due to the old public market formerly located on the square. Following the formation of Sherman-Heineman Park on the city's western border, the name was changed to Park Avenue to indicate its access to the newly formed parks.
Sherman Avenue/Sherman Place	Named after former North End resident, Republican Senator John Sherman (Figure A4).
Springmill Street	So named because it was initially the direct route to Shelby and Spring Mills (located about midway between Mansfield and Shelby).
Stocking Avenue	Named after the Z.S. Stocking family, which owned a large portion of the North End.
Trimble Road	Named after William S. Trimble who mysteriously disappeared in 1865. Trimble's body was subsequently discovered in 1882 near the Spring Mill. He had wandered five miles from his home and committed suicide.
Touby Court	Named after "Touby" of Touby's Run fame.

The industrialization of Mansfield began with the railroads and continued through the Civil War era. As early as 1840 the Mansfield Machine Works was manufacturing steam engines, mill machinery, saws, pumps and other items (Figure A6). In the 1850's Blymyer, Day & Co. operated the first major factory in Mansfield producing machinery, farm implements, tools, and in 1858 Cook's Sugar Evaporator (Figure A7) which was used to process maple syrup and to process sugar from sorghum.

In the era following the Civil War, Mansfield experienced a period of increasingly rapid industrialization. Because most of Mansfield's railroad tracks were situated north of the city particularly in an area known as the flats, much of Mansfield's industry followed suit and located their factories in close proximity to the railroads. It is important to note that while much of this industry was located outside the technical boundaries of the North End, it is ultimately the North End's close proximity to these industrial sites that would drive future North End development.

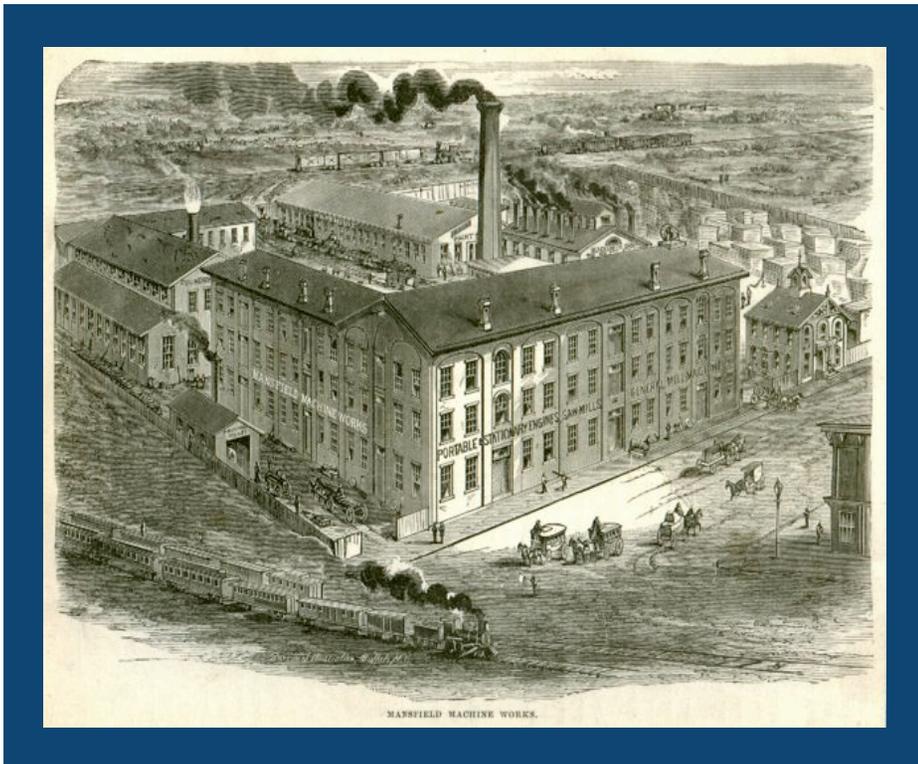


Figure A6: Mansfield Machine Works

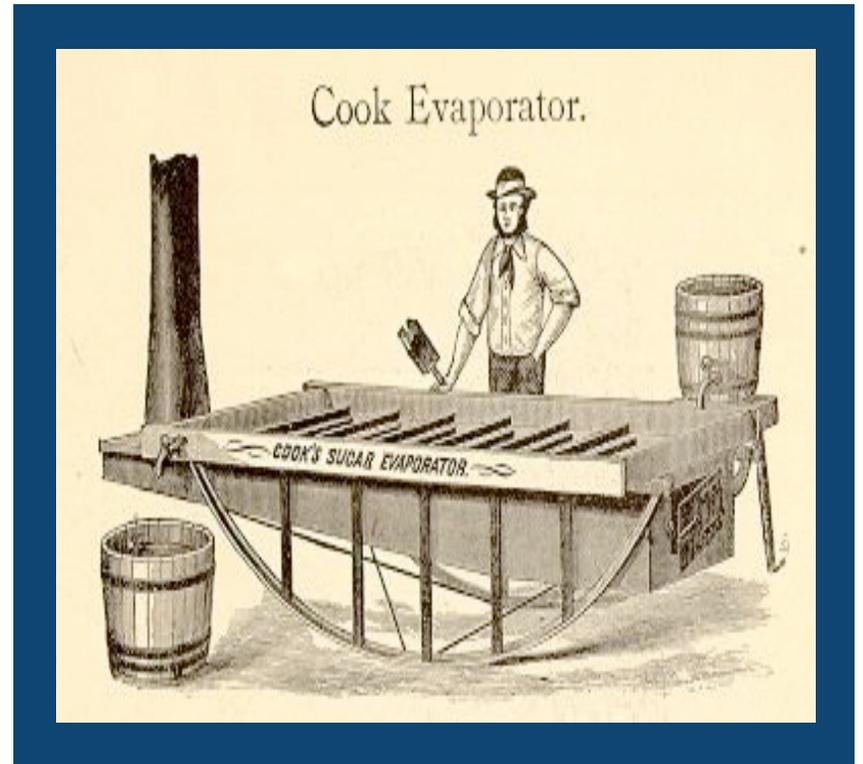


Figure A7: Cook's Sugar Evaporator

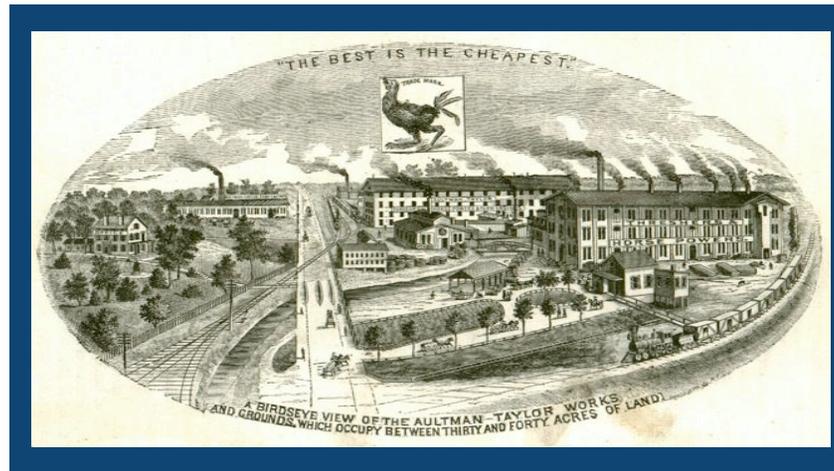


Figure A8: The Aultman Taylor Factory

One significant example of early North End industry is the Aultman, Taylor & Co. factory whose expansive plant spanned acres of the North End and the adjacent flats (Figure A8). Aultman, Taylor manufactured steam engines, threshers and a wide variety of other farm machinery. According to Richland County historian A.A. Graham, Mr. Aultman and Mr. Taylor weighed the advantages and disadvantages of a wide number of sites for their factory and finally chose Mansfield due to its central location, its proximity to abundant quality lumber, its railroad facilities representing the three biggest railroad companies of the time, and its proximity to various railroad depots that facilitated the loading and unloading of freight on the factory site. By 1914 Aultman, Taylor employed 900 workers and was a national player in the farm machine industry. Another example of early North End industry was Hicks, Brown & Co. a major flourmill that specialized in the manufacture of “new-process” flour (Figure A9). At its peak in the late nineteenth century, Hicks, Brown was a nationally known company, which supplied huge quantities of flour to many east coast urban centers including Boston and Philadelphia.

Did You Know...



In the nineteenth century, Mansfield was right in the center of **Underground Railroad** activity in Ohio. According to one estimate more than 40,000 run away slaves managed to escape bondage through Ohio’s Underground Railroad system. Several of the most frequently used routes passed directly through Mansfield. For example one Ohio route ran from Portsmouth to Columbus, Delaware, Mt. Gilead, Iberia, Mansfield, Greenwich, Norwalk, Oberlin and ended in Sandusky. In Richland County there are three confirmed stations on the Underground Railroad: the Beer Farm formerly the farm of John P. Finney, the farm of James R. Gass, and the farm of Matthias Day Jr.

North End Development

Although it is difficult to say exactly when settlement of the North End began, it is clear that by the 1850's people were settling in this portion of the city. With the exception of some of the larger North End farms, most North End development was centered along the region's eastern boundary North Main Street and somewhat later along the North End's southern boundary Park Avenue West (West Market Street). It should also be noted that the western portion of the North End was developed much later than the eastern portion. In fact, by the 1920's Mansfield residents raised concerns that the proposed site for the Mansfield Senior High School building at West Park Boulevard (adjacent to the school's present site) was too far on the outskirts of town for students to attend classes there. It is safe to say that despite the advent of streetcars in the 1880's, which moved people along the city's main thoroughfares (Main Street, Market Street, Fourth Street etc.) (Figure A10). Mansfield at the turn of the twentieth century was a very compact city where residents both rich and poor chose to live in very close proximity to their places of employment.

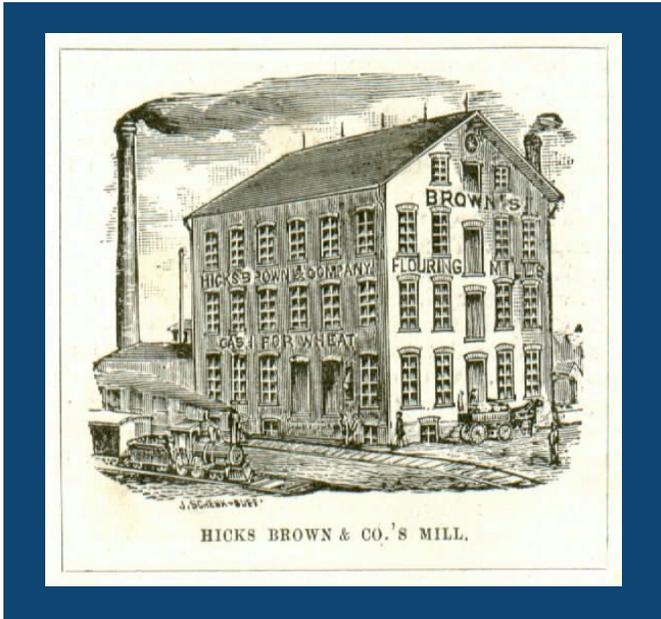


Figure A9: The Hicks Brown Mill

During the course of Mansfield's industrialization many of the city's most prominent citizens occupied the North End's southernmost border Park Avenue West then known as West Market Street. U.S. Senator John Sherman lived and worked on his estate, which was demolished and divided up for residential development following his death in October 1900 (Figure 10). This area is now known as the historic Sherman Estate district of the North End. It was Senator Sherman and A.J. Heineman another prominent Mansfield resident who in 1887 donated approximately 80 acres of land to the city to form what was then known as Sherman-Heineman park. Since then Sherman-Heineman park was divided into three adjacent parks now known as South Park, Middle Park, and North Lake Park. It was around this time that West Market Street was extended and renamed Park Avenue West to correspond with this development on the city's western border. Another prominent Mansfield resident who settled on the southwestern border of the North End was Charles Kelley King. King amassed his fortune working as an electrical engineer for the Ohio Brass Company and in 1926 constructed a 47-acre estate and gardens now known as Kingwood Center. Following King's death Kingwood Center was opened as a public garden in 1953 and has since become a world-renowned tourist attraction.

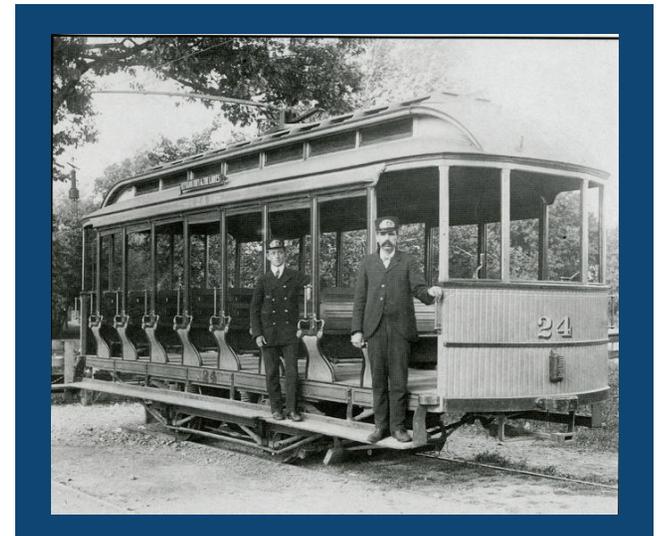


Figure A10: Trolley Car At Casino Park (North Lake Park) c. 1900

In sharp contrast to famous Mansfield residents like Sherman and King the average Mansfield resident left behind little in the way of public records particularly for the earliest portion of the city's history. Demographically speaking the earliest inhabitants of Mansfield were primarily Anglo-Saxon farmers. By the 1830's German carpenters, stonemasons, and ironworkers also began to settle in the region. The early decades of the twentieth century brought African Americans and southern and eastern Europeans, Italians, Greeks, Yugoslavs and others to Mansfield most often in search of new employment opportunities.

Industrialization changed Mansfield into a commercial center and the resultant influx of commercial activity required a bevy of new businesses to provide goods and services to traders from near and far. This meant the growth of hotels, restaurants, saloons and entertainment venues and in many cases it was these service industries and the railroads that provided new employment opportunities to African Americans who were faced with

the tyranny of racial discrimination. With few exceptions, the earliest African American's to settle in Mansfield were employed in support roles as domestics and unskilled laborers. Black men were often employed as freight and baggage handlers on the railroads or in the local hotels while black women labored as cooks and maids. When World War I erupted in 1914 the resultant labor shortage opened some manufacturing jobs to blacks. However, most blacks and other more recent immigrants were very often assigned to the most dangerous and unpleasant tasks in their respective factories. The first notable company in Mansfield that recruited, housed and maintained black workers was the Davey Brothers Co. owners and operators of the Mansfield Sheet and Tin Plate Co. Due to rampant housing discrimination some of Mansfield's earliest black neighborhoods were organized by companies like the Davey Brothers on the outskirts of town near the borders of the North End. "The Company Line," "the Camps" and "the Watchworks" are all examples of Mansfield's earliest African American neighborhoods. Despite evidence of gradual and limited integration of blacks throughout the city of Mansfield, many of the descendants of these early communities eventually settled on the North End an area in close proximity to Mansfield industry and jobs.

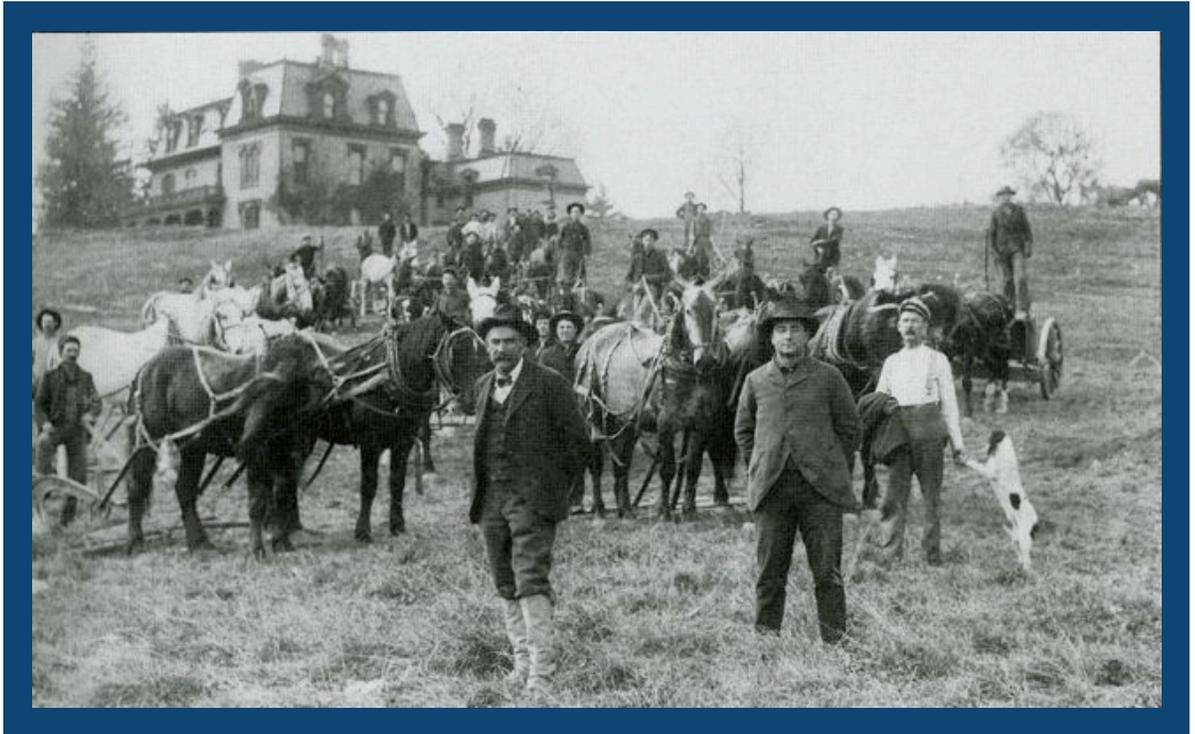


Figure A11: A Work Crew Prepares To Begin Cutting West Third St. Through Between Sycamore And Penn. By The End Of The Year (1903) John Sherman's Mansion In The Background Will Be Torn Down.

It should be noted that unlike in the south where segregation and “Jim Crow” laws explicitly and legally defined former African American slaves and their descendants as second class citizens, racism and segregation in northern cities like Mansfield was more subtle and less overt. One Mansfield historian described it as “silent segregation” by which Mansfield’s African American residents faced discriminatory employment practices, segregated schools, and housing discrimination. One excellent example of overt racism is an article dated November 1917 from the Cleveland Advocate in which white residents of Mansfield’s north side “suggested that the city planning commission set aside a section of the city for the Colored folks to live and that they be prevented from living elsewhere in the city” (Figure 11). In the period between 1910 and 1930 Mansfield’s African American population had risen from 105 in 1910 to about 900 in 1930. By 1930 color lines existed in all Mansfield restaurants, theaters, and other public accommodations.

Did You Know...



The North End was home to one of Mansfield’s first institutions of higher learning. The **Mansfield Female College** a Methodist seminary for young women was opened on November 7, 1855. The short lived college was a four-story brick building located on a two-acre lot on Park Avenue West, between Park Avenue and Third Street adjacent to the present site of the Renaissance Theatre. Despite the fact that 113 students were enrolled in the first year, by 1860 the Mansfield Female College was closed due to financial difficulties. The building was subsequently used as a boarding house and has since been demolished.

RACE IN MANSFIELD FIGHTS SEGREGATION

MANSFIELD, O.—The recent sale of a residence property in the north part of the city of Mansfield to a Colored man precipitated an agitation on the part of some of the residents in that section and a meeting was held to protest. It was suggested that the city planning commission set aside a section of the city for the Colored folks to live and that they be prevented from living elsewhere in the city.

The Mansfield Colored people held an indignation meeting in the lodge room of the Colored Knights of Pythias. One of the speakers declared that the supreme court has held that the law of segregation is unconstitutional. A committee of 10 Colored people was appointed to meet with the city planning commission and hear the opinion of the members of that body as to what the zoning of the city really means.

Figure 11: Cleveland Advocate, November 17, 1917

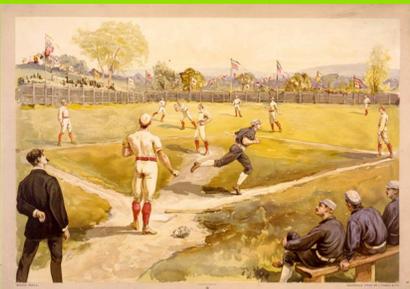
Peak And Decline

The period between 1930 and 1950 was arguably the pinnacle of Mansfield's industrial growth. Although much of the industry that came to define the city's economic prosperity was located outside the borders of the North End, the neighborhood's growth was directly related to the growth of many of the neighboring factories that provided employment for North End residents. Companies like the Tappan Stove Co., Ohio Brass, Westinghouse, Mansfield Tire and Rubber, the Gorman-Rupp Co., Empire Detroit Steel, and others all contributed to Mansfield's overall prosperity and provided many Mansfield residents with good paying jobs. Take Westinghouse for example, in 1919 the Mansfield factory employed 600 workers, at its peak during World War II Westinghouse employed 8,000 workers, and by the 1950's Westinghouse employed 7,500 workers.

Like the railroads before, the advent of the automobile changed Mansfield and the rest of the country in ways that were previously unimaginable. Just as the railroads had driven Mansfield's industrial development toward the flats and the areas, which provided quick and easy access to train depots, the automobile slowly changed Mansfield from a compact city with a vibrant and bustling downtown and Main street corridor to a microcosm of urban sprawl.

However, the automobile is only one part of the story. By the 1950's and 1960's economic changes, globalization coupled with geopolitical and technological shifts began to deemphasize the spatial attributes of Mansfield away from a centralized downtown and surrounding neighborhoods like the North End. This shift is exemplified in two coincident trends: 1) a reduction in industrial employment needs due to increased automation of jobs and 2) the emergence of cheaper locations to set up factories, which involved the movement of industry and commerce from cities to suburbs, from region to region, and from the U.S to other nations. For Mansfield in the period between 1960 and 2000 this meant the growth of suburbs like Lexington and Ontario while downtown Mansfield and the surrounding neighborhoods slowly decayed.

Did You Know...



According to some, the North End was the site of the **first professional baseball game** ever played. On June 1, 1869, the Mansfield Independents faced the Cincinnati Red Stockings on a field located south west of North Lake Park. The Cincinnati Red Stockings prevailed and went undefeated for an amazing 154 consecutive games. When the National League was formed in 1876 all of the small town teams including the Independents became the minor leagues. The independents later changed their name to the Haymakers and once listed Hall Of Fame left fielder Ed Delahanty on its roster

Mansfield like other postindustrial cities is now suffering the long-term costs of deindustrialization. The result of a failure to shift from a manufacturing based economy to a more diverse economy. The city's reliance upon heavy manufacturing has left a twofold legacy for today's planners to overcome. First, deindustrialization has meant a lowering of educational levels. In Mansfield's industrial past a high paying job could be had with no more education than a high school diploma, while today's high paying occupations demand a college education at the very least. This lack of education on the part of many residents is hampering the community's ability to grow new jobs. The second legacy of deindustrialization is environmental. The northeastern portion of Mansfield (the area east of and adjacent to the North End neighborhood) is littered with contaminated industrial brownfields, which are impeded by financial and regulatory restrictions to redevelopment (Figure A12). These brownfields create a ripple effect on adjacent portions of the city discouraging new investment, devaluing the downtown and proximate neighborhoods, and suppressing property values.



Figure A12: Longview Avenue Brownfield

Did You Know...



Louis Bromfield (1896-1956) Pulitzer Prize winning author, conservationist, and scientific agriculturist was born and raised in Mansfield and resided for a time on West Third Street in the North End. Bromfield's childhood memories of playing at the Oak Hill Cottage provided the inspiration for "Shane's Castle" in his 1924 novel *The Green Bay Tree*. Besides Bromfield's literary achievements, his most enduring legacy is his six-hundred-acre Malabar Farm State Park that was his home until his death in 1956. In 1945 Malabar Farm hosted the wedding of Bromfield's close friends Humphrey Bogart and Lauren Bacall. Today Malabar Farm continues Bromfield's legacy pursuing sustainable farming techniques and playing host to hundreds of visitors every year.

Did You Know...



The Ocie Hill Neighborhood Center has a long and storied history. In 1886, a four-room schoolhouse known as the Bowman Street School was constructed at the corner of Bowman and Harker Streets. Through the years the school was modified and added to many times, becoming larger and more modernized through the years. In 1951 the building was renamed the H.L. Creveling Elementary School after its former principal. Following the buildings closure as a school it became the MOIC building only to be renamed the Ocie Hill Neighborhood Center following Mr. Hill's death in 1997. Ocie Hill was a prominent member of Mansfield's African American community and was among other things the first African American elected to Mansfield's City Council where he served an unprecedented fifteen terms.

Improvement

The future of the North End and the city of Mansfield is wide open and improvement is right around the bend. Planners and residents are moving forward to address and correct harmful policies, and to step from the shadows of deindustrialization and its legacy described above with earnest creativity and a desire to work together to affect change in our neighborhoods and throughout the city of Mansfield. In this way citizens are recognizing the value of their communities as places for civic, economic, and cultural interchange, for connection and growth, and for building the kind of society that recognizes the worth and value of all individuals.

This Plan represents one small step taken to improve the North End community: an articulated summary of the type of place we want to create for our children, our neighbors and ourselves. Working together, it is possible to enhance and support what is working, to correct what is not, and to build a framework that will help us make our place a better place to live in, visit, and enjoy.

Did You Know...



The original route of the first transcontinental highway from New York to San Francisco passed directly through Mansfield's North End. In 1913, the **Lincoln Highway** was completed addressing the nations dire need for an improved system of roads and serving as the first national memorial to president Abraham Lincoln. The official route of the Lincoln Highway underwent many revisions and changes throughout the years and the portion that ran through Mansfield was no exception. Originally the route ran the length of Fourth Street until in 1928 it was shifted south to Park Avenue West to Western Avenue where it reunited with Fourth Street and continued on to Crestline and points further west. Today the Lincoln Highway is associated with U.S. Route 30, which runs along the northern border of the city.

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“Of the man-made things, the works of engineering and architecture and town plan are the heaviest and biggest part of what we experience. They lie underneath, they loom around, as the prepared place of our activity.

Economically, they have the greatest amount of past human labor frozen into them, as streets and highways, houses and bridges, and physical plant. Against this background we do our work and strive towards our ideals, or just live out our habits; yet because it is background, it tends to become taken for granted and to be unnoticed.

A child accepts the man-made background itself as the inevitable nature of things; he does not realize that somebody once drew some lines on a piece of paper who might have drawn otherwise. But now, as engineer and architect, once drew, people have to walk and live.”

- Paul and Percival Goodman
Communitas, 1960