U.S. Department
of the Interior

Heritage Conservation
and Recreation Service

Lockport, Illinois

An HCRS Project Report

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U.S. Department of the Interior
Heritage Conservation and Recreation Service

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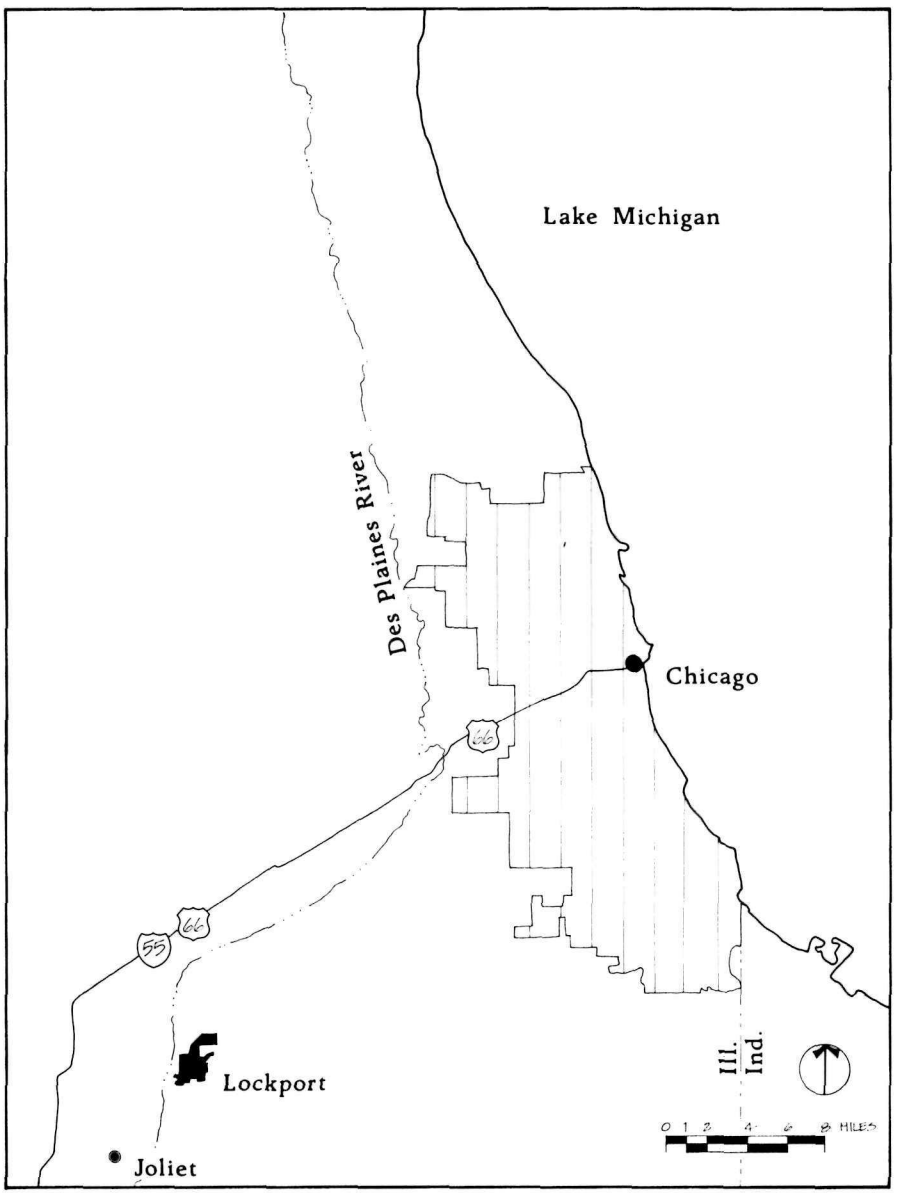
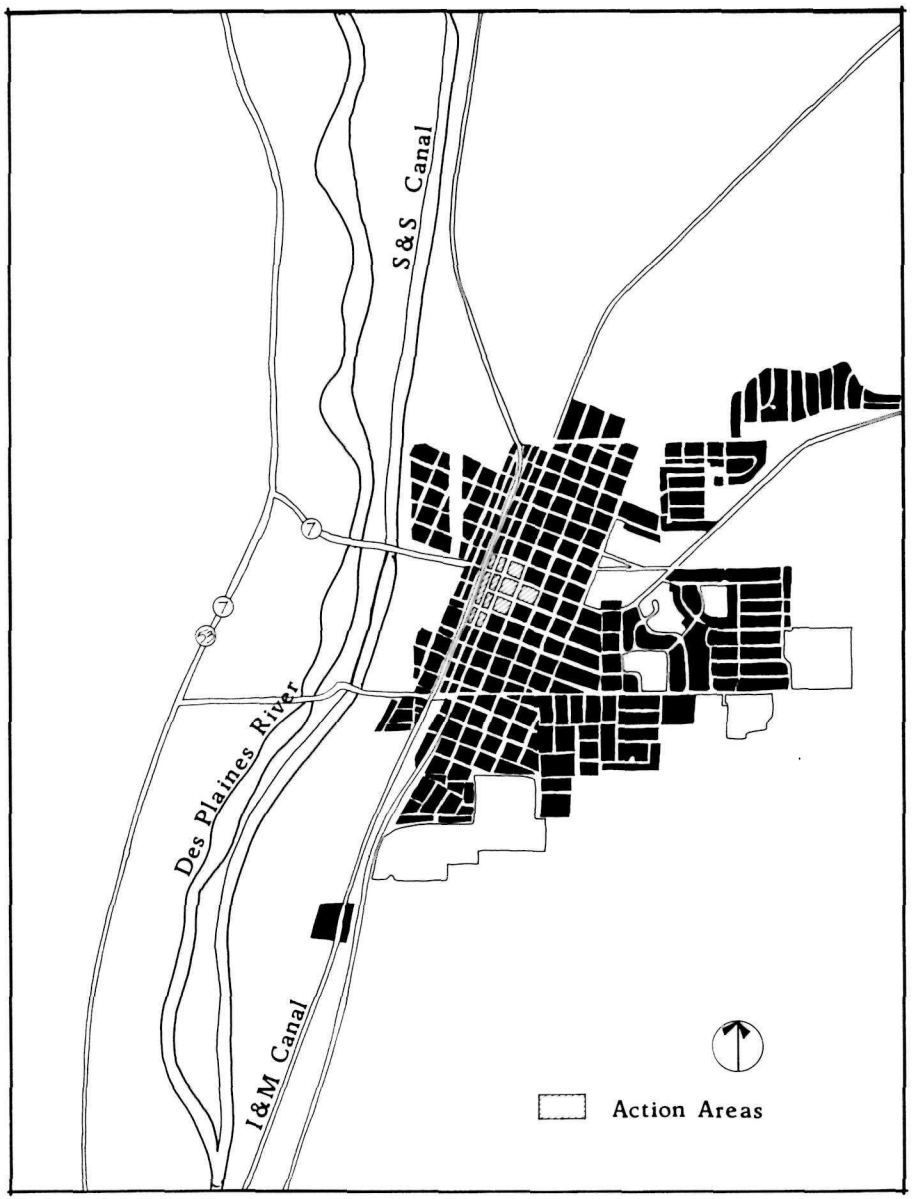
Early photograph of the I&M north of Lockport. Courtesy of the Will County Historical society.

Preface

During the summer of 1979, a team of 8 student and professional historians, architects, and planners, under the supervision of the HCRS staff, worked for 12 weeks in Lockport, Illinois to develop historic preservation and recreation opportunities and options and to develop ways in which these opportunities and options could be implemented. Some of the recommendations can be implemented immediately; others may suggest additional considerations, which will require further study. Although all decisions regarding HCRS suggestions rest with the citizens of Lockport, HCRS firmly believes its suggestions provide sound planning advice for the effective use of Lockport's historic resources.





LOCATION MAP

Introduction

The continued prosperity of many American small towns depends on their ability to keep pace with shifting economic trends and to maintain a level of activity that reflects an awareness of those trends. In recent years, commercial strip developments, shopping malls, and convenience stores have taken away much of the business from historic commercial downtown areas. New commercial development outside historic districts often results not only in a gradual decline in commercial activity in the district, but also in a hurried attempt to modernize the district in order to attract patrons.

More often than not the historic built environment of these small towns suffers with ill-planned modernization. The historic streetscape takes on an entirely different visual appearance, which says little about the town, its people, or its history. Although a town may modernize its image, there is no guarantee that fiscal prosperity will follow. After altering the historic appearance of the town to keep pace with new commercial pressure, many towns discover their efforts have been in vain. New developments continue to prosper and historic districts continue to decline.

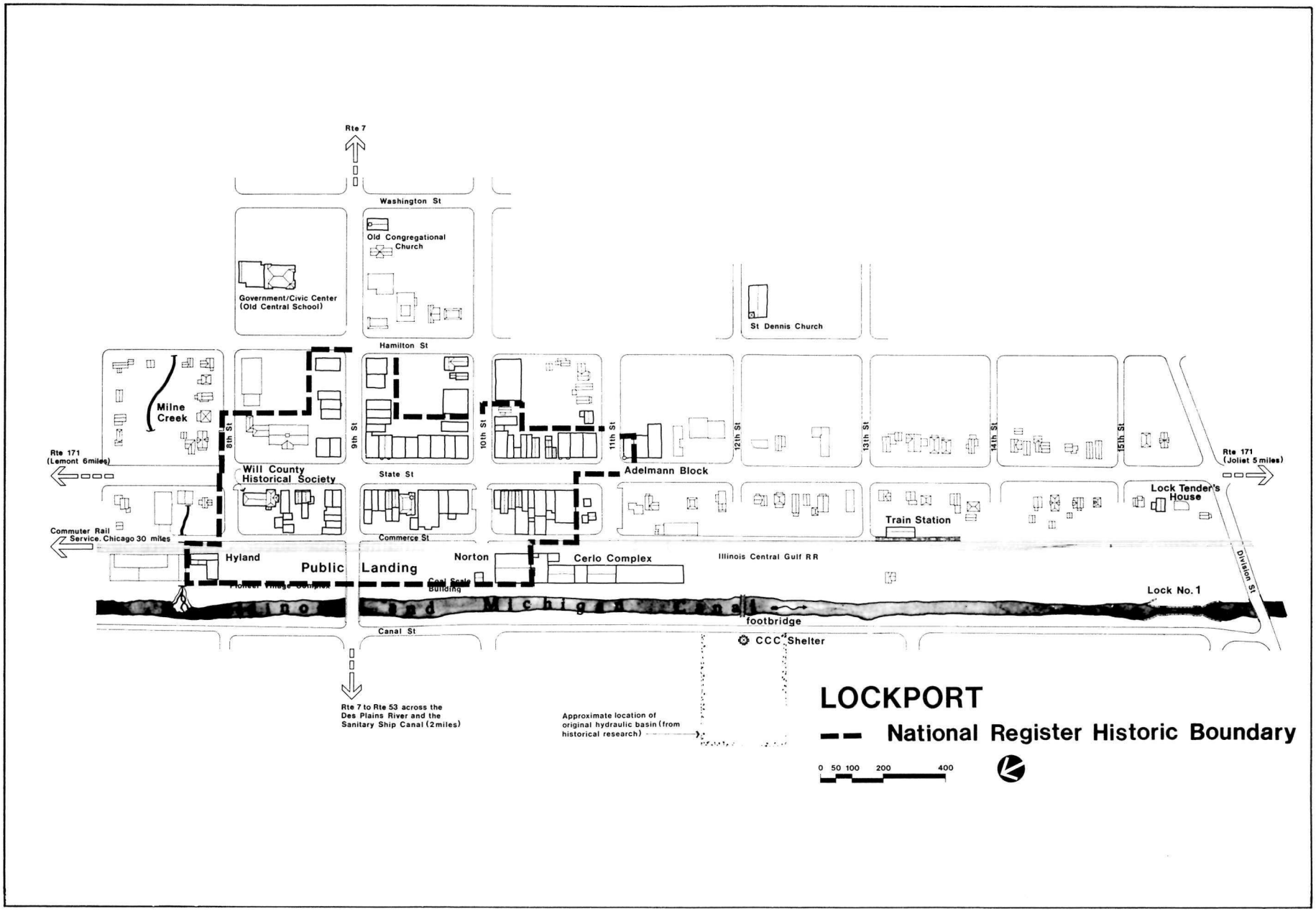
There are towns, however, that have been able to revitalize their historic districts by rehabilitating and reusing their historic resources. Such effective rehabilitation and reuse often result from careful planning and a concerted community effort. Realizing that economic competition from outside developments will increase, these towns have capitalized upon their history to provide a unique environment that can be an important contributor to economic revitalization.

Lockport, Illinois, a small town some 30 miles south of Chicago, offers an excellent case study for historic preservation and urban recreation within the context of economic revitalization. Faced with a declining historic commercial district, community leaders and the local government initiated long-range proposals, which would effectively reverse the decline. In the summer of 1979, Lockport invited a Rehabilitation Action Team from the Heritage Conservation and Recreation Service (HCRS) to study the historic built environment and to develop an integrated preservation/recreation plan that would find new uses for Lockport's underused or unnoticed historic resources. Building on work that had gone on before, the project was an examination of Lockport's historic and natural features, which could be integrated into an overall strategy for interpreting its heritage and for revitalizing the historic commercial district.

This aerial view, looking northwest toward the Chicago Ship Canal, shows the relationship of Lockport's historic downtown and public landing to the I&M. The landing, which appears as open space at the center of the photograph, is bounded on the north by the Hyland Building, and on the south by the Norton Building. The I&M is visible just beyond the first row of trees, running parallel to the public landing. The historic commercial/retail area is located one block east of the public landing and can be seen in the lower part of the photograph.

The strategy developed by the project focuses on the Lockport historic district, an area which includes the commercial sector between 7th and 11th Streets, as well as the Illinois and Michigan Canal and public landing. By concentrating on the National Register historic district, the study took advantage of historic preservation legislation, which affords a measure of protection to sites and structures within the district. From a financial perspective, planning in the historic district offers distinct advantages for potential rehabilitation not available for nonhistoric sites and structures. Structures in the district are eligible for preservation grants-in-aid, and if substantial rehabilitation is projected, owners can qualify for tax benefits under the Tax Reform Act of 1976. This planning proposal includes two examples of how the Tax Reform Act benefits might be used in Lockport.

To facilitate the research and planning process, the team divided the National Register district into five areas—the public landing, State Street, Commerce Street, the Hamilton Street courtyards, and a trail system centered on the Illinois and Michigan Canal. The historic relationship of these areas and the current potential for their redevelopment are central to the plan. By reinforcing and strengthening the relationship of these areas, the pattern of decline in the historic district may be effectively curtailed. Equally significant, by integrating the recreational opportunities of the historic canal and prairie areas with downtown activity, the project seeks to recreate a more balanced quality of life in a small urban area.


Rte 7
Washington St
Old Congregational Church
Government/Civic Center (Old Central School)
St Dennis Church
Hamilton St
Milne Creek
8th St
9th St
10th St
11th St
12th St
13th St
14th St
15th St
Rte 171 (Lemont 6miles)
Rte 171 (Joliet 5 miles)
Will County Historical Society
State St
Adelmann Block
Lock Tender's House
Train Station
Commuter Rail Service. Chicago 30 miles
Commerce St
Hyland
Public
Landing
Norton
Cerlo Complex
Illinois Central Gulf RR
Division St
Lock No. 1
Canal St
footbridge
CCC Shelter
Rte 7 to Rte 53 across the Des Plains River and the Sanitary Ship Canal (2miles)
Approximate location of original hydraulic basin (from historical research)
LOCKPORT
National Register Historic Boundary
0 50 100 200 400

Development of a Canal Town

Early History 1830–1860

The early history of the Lockport area was suggested by a 19-century article in the *Will County Gazeteer*.

> From the observations of the first white settlers in this vicinity, it is evident that what is now Lockport has long been a favorite resort of the Indian tribes which had occupied this section of the country. The spreading oaks, the clear running brooks, the rapid river, all made this one of the brightest spots in this paradise of the red man. Here their graves are found, their caches, or places for hiding their corn, etc., and arrow-heads, stone hatchets and other evidences of their having lived and died here. Even after the settlements by the whites commenced, the Indians often came here to spend the hunting and fishing season. Another reason why this became an important stopping place for them was that here was the best ford across the Des Plaines River, and crossing could be affected here in consequence of the rapid fall and numerous channels into which the river was divided in extreme high water, when it could nowhere else.

Lockport was platted by the surveyors of the Illinois and Michigan Canal (I&M) in 1836 to serve as their corporate field headquarters. Archer Road, the main supply route, stretched along the length of the canal path and was used to supply equipment and goods to those working on the canal construction; by 1839 it connected Lockport with Chicago. Construction of the I&M brought with it wild land speculation spurred on by the concurrent growth of Chicago as the midwestern crossroads of commerce.

Township of Lockport as it appeared in the Illustrated Atlas of Will County, *1873.*

Some of the names associated with the earliest businesses and industries of Lockport are Dr. J. F. Daggett, C. E. Boyer, Armstead Runyon, Hiram Norton, George Gaylord, and George Martin. Many of these men earned their wealth from quarrying limestone in the Des Plaines River Valley. The potential of this resource was first realized during the construction of the I&M. Limestone flagging and block was used in laying the canal bed and constructing locks. The report of the Illinois and Michigan Canal Board of Commissioners in December 1838 stated that

> good stone conveniently situated and carefully tested has been found in sufficient abundance; and water lime or Roman cement of the most superior quality lies in inexhaustible beds scattered along the line from Lockport to the Little Vermillion River.

With the completion of the canal in 1848, the stone quarry industry became one of the largest businesses in Lockport. The canal provided a convenient and inexpensive means of transporting stone to the developing towns along its banks.

The potential of the canal to supply waterpower and to provide excellent transportation facilities also made Lockport a grain center for northern Illinois. One alteration on the canal at Lockport gave the village the greatest waterpower potential of any point along the canal. On June 1, 1848, a contract was signed by George Barnett and the canal commissioners to construct the Hydraulic Basin on the west side of the canal. This 370-foot by 260-foot basin provided a 21-foot fall of water. Soon after its completion, Hiram Norton and Company obtained exclusive waterpower rights to the basin (1853) and constructed a flouring mill on its western edge. His firm became one of the largest milling operations in the state. In the same year, a second grain merchant, Colonel George B. Martin, established himself at Lockport. Colonel Martin commenced his business in the stone warehouse (built by the state in 1837) at the north end of the Public Landing.

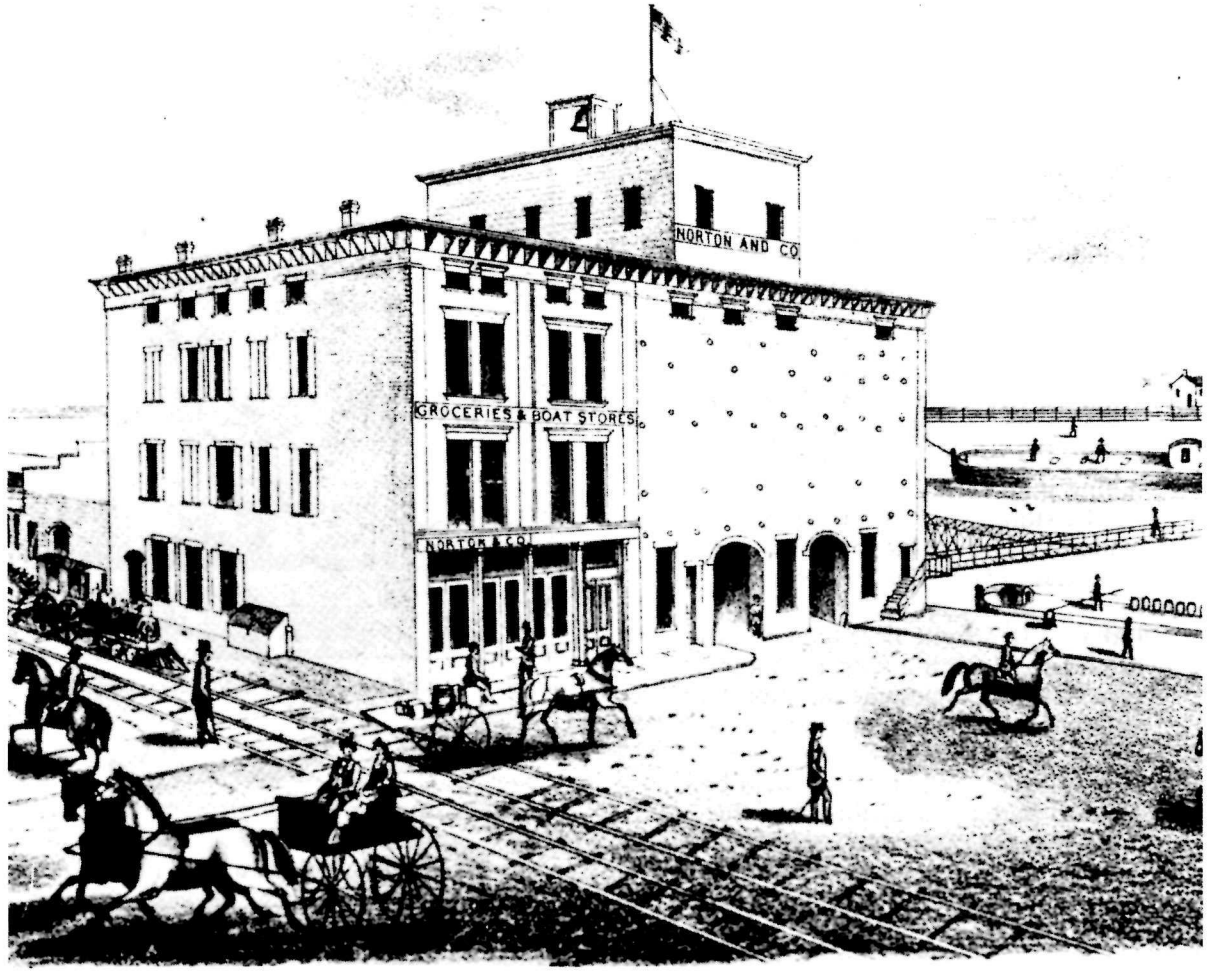
By 1850 the population of the township had grown to 1,657, and Lockport was the leading grain exporter on the canal. In an account of grain transport compiled by the canal commissioners for the first half of 1851, it was found that the towns of Joliet and Morris were running a poor second to Lockport in volume of grain exports.

In order to efficiently move grain from the outlying farm lands to the west, a plank toll road was constructed. In the early 1850s, toll roads were often referred to as the farmer's railroads. In September 1851 the County Board of Supervisors granted a right-of-way over the public highway between Lockport and Plainfield to the Plainfield and Yorkville Plank Road Company. Hiram Norton was acting president of the company when the road was completed in 1855.

Boat building was also important in the development of Lockport since at the opening of the canal in 1848 there were only 16 boats ready for service. This shortage prompted the establishment of canal boat shops in at least three places in Lockport. The I&M boat house located south of 11th Street was built to accommodate the needs of the state and to serve as a storage area and repair shop for boats owned by the trustees.

As early as 1853, the village minute book recorded petitions by private individuals to lease space on the public landing for the purpose of boat building. However, no permanent boat building company was organized until 1854, when O. D. Brooks was given permission by the canal commissioners and the village to "occupy a portion of Fourth Street for the purpose of construction and putting down ways to draw out and repair canal boats." By 1856 business was prospering, and it looked as though Lockport had become the hub of boat construction on the canal.

The goods shipped into Lockport via the canal also a significant factor in the town's development. In 1848 large quantities of pine and cedar lumber from the northern forests were shipped in, reducing the price of lumber to about half that of the preceding year when the supply was received from markets in St. Louis and Pittsburgh. Agricultural products from the South, such as sugar, molasses, coffee, and other tropical products from the New Orleans and St. Louis markets, were carried to Lockport via the canal. Manufactured goods from the East also became readily available to Lockport citizens. In a list of compiled toll rates upon the I&M, 150 separate items were given, including general items such as machinery and hides, as well as specific items such as broom handles, tobacco, and ginseng. The volume of goods transported on the canal quadrupled in a 3-year period ending in 1850.



This c. 1875 photograph of Norton and Company's granary and general store shows commercial activity at the public landing. Courtesy of Bruce Cheadle.

The earliest merchants to sell these goods were located in three areas: Commerce Street, State Street, and on either end of the public landing. Dry goods and grocery stores were often associated with the grain business in the 19th-century Midwest. Farmers bringing their harvest into town would sell it to a granary and receive a credit slip. Hiram Norton and Colonel Martin, whose granaries were located off the end of the public landing, had a grocery and supply store adjacent to their warehouses, where farmers could purchase goods equal in value to their credit slip. Farmers from the outlying regions represented a large segment of Lockport's daily business and individual retailers attempted to gain the largest share possible.

Thus, by the early 1850s, Lockport was a thriving community, and in February 1853 it incorporated. The village charter included provisions for the annual election of officers to the board, an organized system for collecting taxes, the power to grant railroad rights-of-way, and the construction and maintenance of streets and sidewalks.

One of the village board's first duties was to order sidewalk construction along both sides of State Street between 8th and 11th Streets. Individual shop owners on the street were ordered to comply with the statute by August of 1853. Sidewalk specifications called for either 2-inch pine planks or stone flagging. The following year limestone sidewalks were laid along the length of 9th, 10th and 11th streets from the public landing eastward to Hamilton Street.

The board also appointed a special committee to administer a program for planting shade trees along State Street. The committee, however, experienced community resistance to the program. In a meeting held on June 4, 1855, seven property owners were named for refusing to pay their share of the cost of shade trees. To cover that deficit, the committee was left no other alternative than to draw from the village's newly established treasury.

The most significant motion enacted by the village board in this early period was granting a right-of-way to the Chicago, Alton, and St. Louis Railroad on March 3, 1856. That permission had been long awaited by the industries, businessmen, and citizens of Lockport. The village had been in competition with Joliet, its neighbor 4 miles to the south, since its beginning. Although Joliet was the county seat, the excitement generated by the I&M at Lockport kept the rate of population growth at these two sites equal during the late 1840s and early 1850s. In fact, the population of Joliet decreased in 1851. This trend, however, was reversed when Joliet obtained a charter with the newly organized Chicago and Rock Island Railroad. Construction of the line between Chicago and Joliet began in 1851 and was completed in October 1852. A second charter was drawn up with the Chicago, Alton, and St. Louis Railroad in 1852. That road, connecting Joliet with St. Louis, was completed in 1854. By the end of 1854 Joliet had rail connections with Chicago, with the Trans-Mississippi West over the Rock Island, and with the South by way of the St. Louis gateway over the Alton line.

By 1855 Joliet had taken prominence over Lockport. The I&M transport and Lockport's importance in canal affairs continued to increase, but the main railroad bypassed the village on its way to Joliet. A comment, published in reference to the development of Joliet's railroads and her rivalry with Lockport, briefly stated, "Lockport was left out in the cold." With the March 1856 charter, the citizens of Lockport hoped the development and importance of their village would once again take the lead. Among the incorporators of the Alton extension were prominent Lockport businessmen, such as Hiram Norton, Joel Manning, and William Gooding.

The contract for the construction of the Chicago, Alton, and St. Louis extension was let in June 1857 to C. E. Boyer and Company of Lockport. The line was completed from Joliet to Lockport in November 1857, and to Chicago in the early spring of 1858. The opening of the railroad was celebrated in true mid-century fashion, with an excursion to Chicago.

With the opening of the railroad, the competition for transporting goods in the region began in earnest. The railroad easily took from the canal the passenger traffic, which had assumed considerable proportions. For 6 years the canal and river route had been a popular one with western travelers. An excellent line of packet boats operated between Chicago and LaSalle and an equally good packet service was provided for the river trip from LaSalle to St. Louis. But within a few months after the opening of the railroad, practically all the passenger business deserted the canal for the speedier mode of travel. The contest for the transportation of agricultural goods was a longer and more closely matched struggle. In the early years, the terminal-facilities for handling freight on the two routes were not very different; indeed, whatever advantage existed may have favored the canal. Warehouses for the receipt, storage, and shipment of grain and merchandise were established on its banks. Mills and factories were largely dependent on the canal for both power and transportation facilities. As the years passed, and railway facilities improved and those of the canal did not, the owners of warehouses and manufacturing establishments, grain shippers, and others began to transfer their business to the

railroad. Where business establishments were kept on the canal, the railroad usually constructed spur lines to them and became a competitor for business on the very banks of the canal itself. In spite of this, the slower canal successfully competed with the railroad for many years as transportation rates on the waterway remained considerably lower. In the end, however, the railroad secured most of this traffic.

A Prosperous Industrial Center 1860–1890

During the early 1860s, Lockport's quarrying and grain industries continued to dominate the commercial life of the village. The United States Industrial Census of 1860 indicated that two major quarries were associated with Lockport. George Gaylord (who also owned a dry goods store on State Street) ran a quarry business that annually produced over $10,000 worth of stone. It operated 8 months of the year and employed 40 men. The largest quarry in Lockport that year, however, was owned by the firm of Sanger and Casey. Their operation, which employed 100 men for 8 months of the year, extracted and sold $30,448 worth of stone in 1860. The quarries located in Lemont and Joliet also continued to be important in Lockport's development as many of the owners and workers lived in the village.

One significant business in Lockport directly associated with grain processing was John Fiddyment's distillery. Annually, his business produced 1,700 barrels of corn whiskey, 200 barrels of rye whiskey, and 350 barrels of scotch. Associated with this business was a cooperage shop, which annually turned out 3,000 whiskey barrels. The distillery and cooperage employed 13 men for the entire year, and Fiddyment's gross for the year ending June 1, 1860, amounted to $27,000.

Grain processing and transporting, however, became the largest business in Lockport during these prosperous years. In 1863 George Gaylord leased a parcel of land along the canal at Eighth Street and erected a 60,000-bushel grain elevator. By the end of that decade he was handling an annual volume of 200,000 bushels. Colonel George B. Martin, active in the business since 1851, had a large warehouse and grain elevators on the north end of the public landing. The capacity of his elevators was 250,000 bushels and it was reported he handled 500,000 bushels per year.

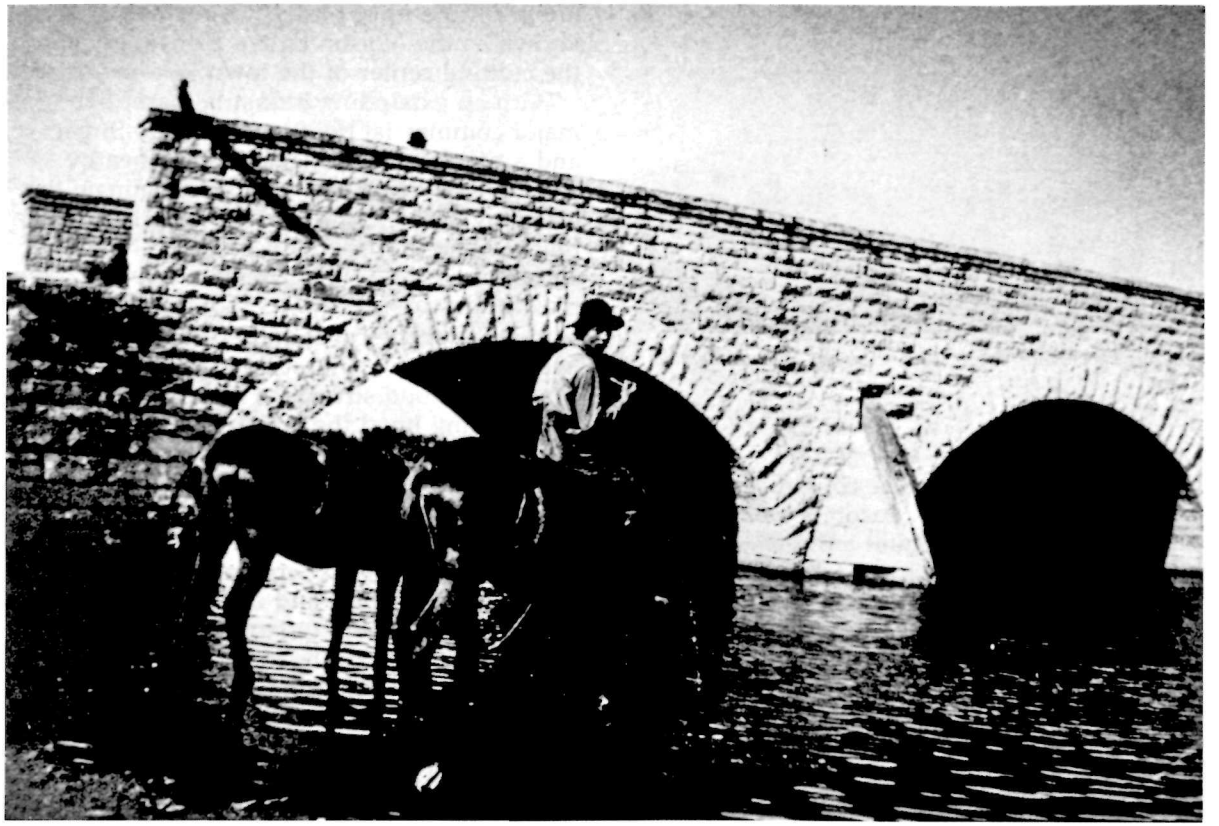
The most successful grain merchant in Lockport was Norton and Company. Their operation was systematic and covered all aspects of the grain business, from purchasing the raw materials to marketing the finished product. The company's warehouse, the largest in Lockport, was located on the south end of the public landing. West of the canal, at the hydraulic basin, stood Norton's flouring mill, which processed 100,000 bushels of wheat and 20,000 bushels of corn annually. In conjunction with the flouring mill was a sawmill and cooperage. Besides these mills, Norton and Company owned a lime kiln and a shingle mill. The assessed value of Norton and Company's production for the year ending June 1, 1860, was recorded well in excess of $150,000.

By the end of the 1860s, Lockport was well on its way to becoming dependent on one industry for its livelihood. The town's commitment to grain processing and transportation, closely linked to the canal and dependent upon waterpower, would set a narrow horizon for the village by limiting its options and restricting growth. By the 1870s that trend was even more defined as the village became solely dependent on one company—Norton and Company—for its future development.

During the 1860s a number of public improvements occurred in the village. The first of these was the construction of a freight and passenger depot at 13th Street on the east side of the Chicago, Alton, and St. Louis maintrack. The railroad's request that the station be built directly next to their tracks placed it in the center of Commerce Street, effectively terminating the street at this point. Later in the decade unsuccessful attempts were made to have the station moved to a more convenient location near 9th or 10th streets.

Improvements were also made in Lockport's main east-west highway. In April 1868, the highway commissioners for the township of Lockport approved the construction of a seven-arch stone bridge to run westward from Ninth Street across the Des Plaines River.

Major developments in transportation, industry, and village growth began early in the 1870s. In July 1870, the village board granted a right-of-way to the Chicago and Rock Island Railroad, and in 1873 the Chicago, Alton, and St. Louis Railroad, located on the east side of the canal, also sought an expansion of its service through Lockport. Included in the expansion was a request to construct an additional set of tracks along the east edge of their present main track. In order to accommodate expansion, over one-third of Commerce Street was to be sacrificed. Merchants and citizens were opposed to the addition. Opposition was so resolute that some individuals attempted to physically block construction efforts on the tracks. The importance of the railroad to the development of the town could not, however, be



The original 9th Street Bridge across the Des Plaines River. Courtesy of Bruce Cheadle.

overlooked by the village board. Like the town of Joliet, which to the chagrin of its citizens gave a right-of-way to the Rock Island Railroad directly through its public square, the village board of Lockport acceded to the wishes of the Chicago, Alton, and St. Louis line.

With the completion of those tracks, Commerce Street became unnavigable to commercial traffic. Wagons hauling goods could no longer pass each other, and access to Norton and Company and the public landing became difficult and even dangerous, and the tracks were laid across the intersections of town without smooth crossing points for wagons, horses or pedestrians. Finally, an ordinance was enacted to place a maximum speed limit of 6 miles per hour for trains passing through the village. Although this alleviated the danger associated with the railroad, it failed to alter the problem of commercial access to the area. Eventually, all commercial and retail activity shifted to State Street.

Lockport's major development of the decade occurred on the I&M. The 1837 engineering specifications had called for the canal to be dug to an equal depth between Lockport and Chicago, but because of inadequate funding, specifications were not met. Consequently, canal transportation and industries dependent upon waterpower were restricted by low water levels during the drier months. As early as 1866 a plan was announced for deepening the channel of the I&M and thereby reversing the flow of the Chicago River. Referred to as the "deep cut," the project was to provide the canal with an inexhaustible flow of water directly from Lake Michigan. Upon its completion early in 1872, water levels increased and stabilized. This asset had one objectionable feature, the inhabitants of Lockport quickly realized the "deep cut" was also an expedient means for the city of Chicago to solve its growing sewage problem. However, the increase in water volume on the canal meant an equal increase in the wealth of the Lockport community.

The industrial advantages gained by the "deep cut" fell to the interest of one company in Lockport—Norton and Company. Having gained all waterpower leases on the canal at Lockport as early as 1853, Norton and Company negotiated an addendum in 1866 to gain sole access to the increased hydraulic potential of the "deep cut." Work on the canal was completed on February 12, 1872, when a butterfly dam at the summit level was opened, allowing the waters of Lake Michigan to flow freely for the 33 miles to Lockport. Three days later the industries of Norton and Company started operations, confident that

their turbine would never again falter for lack of water.

In that same year Norton and Company converted their sawmill and wood machine shop, located on the hydraulic basin, to a paper mill. The paper mill used straw as its raw material, and produced a rough quality paper board product. By 1874 the Lockport Paper Mill employed 35 workers and was turning out 5 tons of straw board paper per day.

With the increase in hydraulic power, the flour milling operations increased from 9 runs of stone to 11 in 1874, and to 30 by 1880. With the reopening of the canal in 1872, the mills began operating around the clock. In 1874 the mill was producing 300 barrels of flour and 500 barrels of cornmeal in a 24-hour period. By 1880 the daily production of flour and cornmeal had increased to 550 barrels of flour and 11,000 pounds of cornmeal. To meet the increased demand for flour barrels the cooperage also stepped up its productivity. By 1874 the shop produced 120,000 barrels annually and employed 40–50 men.

The increased industrial capacity and financial success of Norton and Company directly affected the development of the village. Between 1871 and 1876 no fewer than 47 new businesses appeared along State Street. One of those new businesses was directly associated with Norton and Company. George B. Norton (half brother of John L. Norton) opened one of the largest dry goods departments on State Street. Located on the corner of 10th and State streets, the business handled fancy and staple dry good, notions, ready-made clothing, jewelry, hats and caps, carpets, etc. On the second floor was a millinery and ladies' furnishings department, a dressmaking room, and a men's tailoring department.

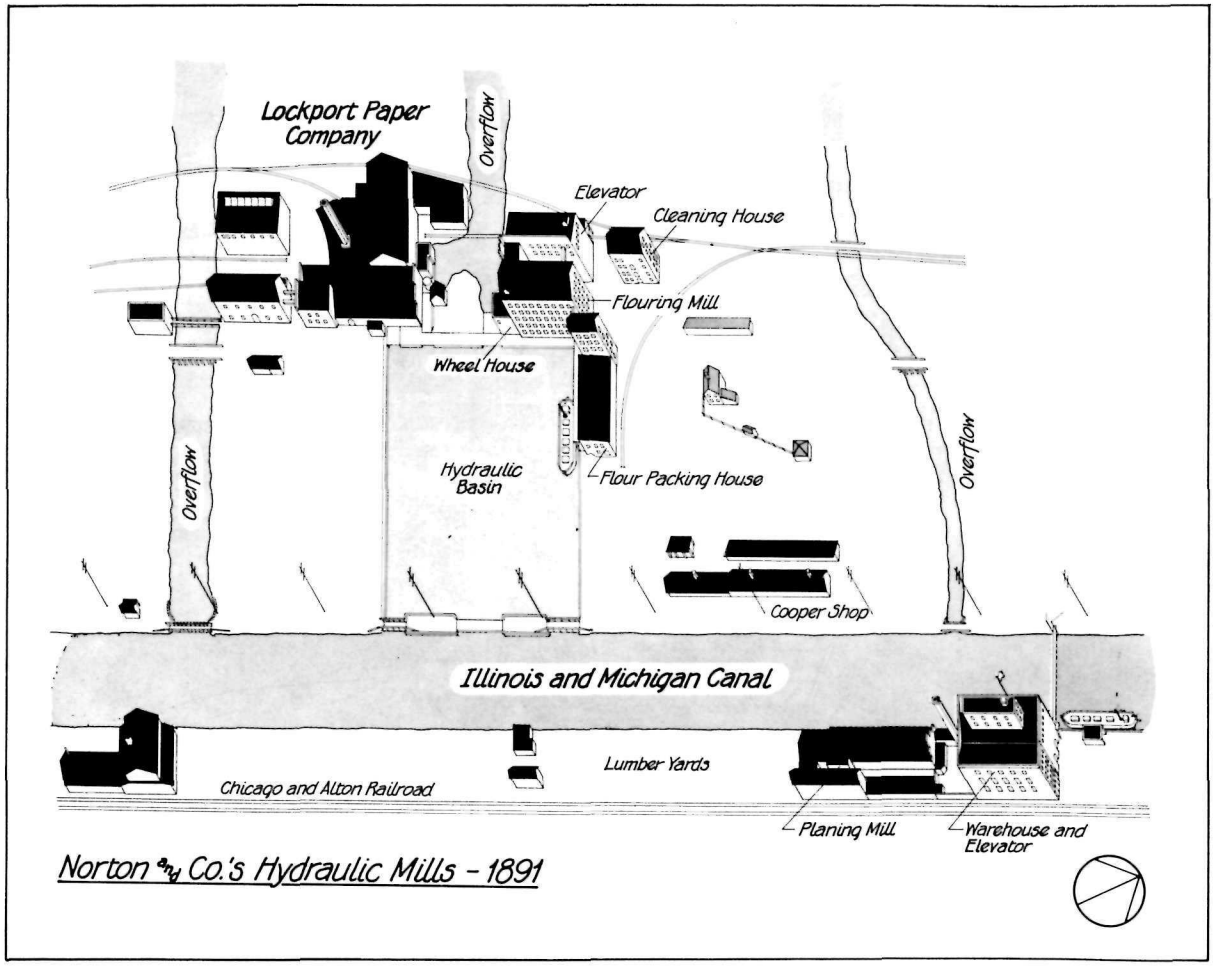
Lockport Paper Mills in the 1890s. Courtesy of Bruce Cheadle.

During the mid-1870s, several new commercial structures were constructed on State Street. In 1876 Dr. Bacon, a well-known physician in Lockport, built a three-story brick building in the 900 block of State Street. At the commercial level he operated a drug store reported to be the finest in the village. Sometime after 1878, Norton and Company moved their grocery store and office facilities, originally located off the public landing, to State Street. The Italianate structure is located on the northeast corner of State and 10th streets, directly across from the Norton Dry Goods Store. The general store was situated on the commercial level, while office space was provided on the second floor. It is significant to note that Norton and Company's move was important in defining State Street as the central business district of Lockport.

In 1881 George B. Norton requested the village board to approve his request to demolish his wood-frame dry goods store on the southeast corner of 10th and State streets to build a three-story limestone structure. When completed, the 42-foot by 84-foot structure was used as an expanded dry goods store on the street level; and as an opera house on the upper levels. The building, known as the Norton Opera House, became the cultural center of the town.

With an expanding industrial base, two major commercial buildings on State Street, and a number of smaller buildings nearby, Norton and Company began to dominate the economy of Lockport. During the 1880s that reliance had a positive effect as the Norton Mills experienced its greatest period of growth and prosperity. Its industries lined both sides of the canal and encircled the hydraulic basin. At least three large multistory stone and wood structures associated with flour milling lined the northwest side of the basin. The first of these buildings, a 48-foot-high stone structure, was the cleaning house where wheat was prepared for milling. The machinery associated with the cleaning house included five grain separators, four scourers, two cockle machines and eight dust collectors. Thirty feet to the south stood two of the largest structures in the village, a grain elevator, and the flouring mill. These 60-foot-high buildings dominated Lockport's skyline. The five-story flour mill was situated directly alongside the hydraulic basin, with a wheel house adjacent to it. The wheel house provided power to turn 100 sets of rolls, 30 scalping reels, and 46 purifiers. The flour packing house, a seven-story stone and wood structure, stood on the north edge of the basin and housed nine mechanically operated flour packers.

To the south of the basin was the equally large Lockport Paper Company, also owned by Norton and Company. At least six structures were associated with the plant, all of which were one or two stories high. The paper mill, which produced six million pounds of paper in 1880, was powered by two water wheels and five steam boilers, which



generated approximately 340 horsepower.

Norton and Company's holdings had also expanded beyond Lockport. By the mid-1880s the firm owned a flour mill in Chicago, a paper mill in Wilmington, Illinois, and was investing heavily in a hydro project and paper mill in Niagara, New York.

Norton's influence on the municipal responsibilities of Lockport was also growing. Because the company operated the most powerful water pumps in the area, the village leased a share of that pressure for its small hydrant and fire protection system. Street sprinkling, a necessity for keeping down the dust along State Street, was also provided by Norton's water wagon. By 1892 an electric street lighting system was installed along State Street. The electricity needed to light those lamps was leased from Norton and Company, at an annual cost to the village of $1,750.

During these years of prosperity, Lockport's central business district became well defined. The 1886 Sanborn-Perris maps indicate a solid block of commercial buildings on the west side of State Street between 9th and 10th. The east side of the block was less defined; the map shows a number of buildings that appear to be one- or two-story wood-frame structures. Although the east side is not a solid unit of storefronts, all the structures served a commercial function. Directly south of 10th Street, Norton's Opera House dominated the northeast corner of the block. Southward from there, on both sides of State, the street breaks up into small one- and two-story commercial and residential buildings.

The 1880s saw other interesting developments in Lockport's growth. As early as 1880 a telephone line was installed by the Illinois and Michigan Canal Commissioners at its central office in Lockport. The line, which paralleled a section of the canal, represented one of the first rural telephone lines in Illinois. An extension of that cable was completed in 1882 and noted in the Commissioners' Report.

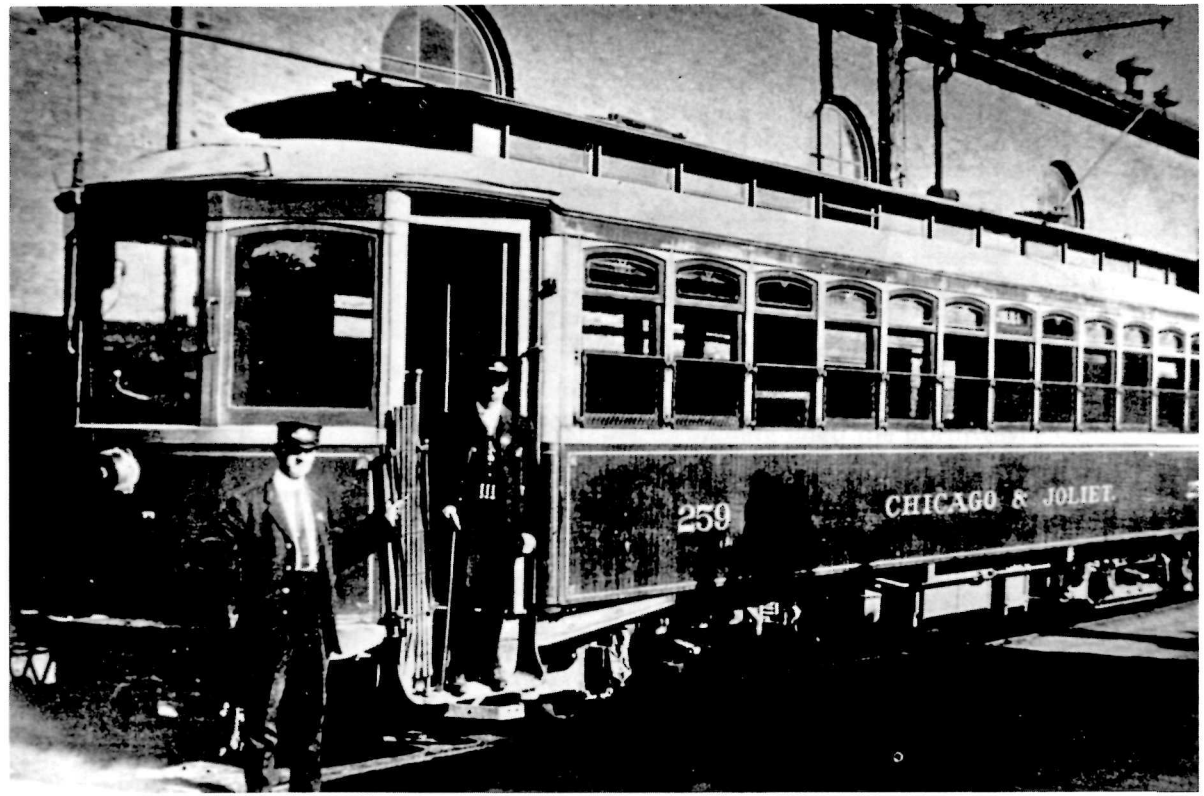
A second access road over the canal and Des Plaines River Valley was constructed in 1887. The road connected Division Street, the south corporate line of the village of Lockport, with Bluff Road on the west side of the Des Plaines River Valley. A highway commissioners' report in June 1887 outlined the survey line for the new road.

Another important development in the progress of public transportation occurred in

the late 1880s. Three men from Joliet, representing a streetcar company, requested that the Township Highway Commissioner grant a right-of-way along the main road from Joliet to Lockport. On July 29, 1889, they received permission to build, operate, and maintain a street railway to run from the south township line northward to the south corporate line. This line would connect with the northern terminus of Joliet's streetcar system, thus making streetcar service available between Joliet and Division Street. The line extended from the southern boundary of Lockport into the village in 1904.

The Struggle Against Economic Decline 1890–1920

The early 1890s was an era of continued growth for Lockport; many of the largest commercial structures on State Street were built. One of the centers of commercial development occurred on the west side of State Street between 9th and 10th streets. In 1890 a large brick structure known as the Ward Block was built on the northwest corner of State and 10th and occupied almost one-third of the commercial frontage on the streets. The Ward Block was initially a three-story hotel with the commercial level divided into three separate bays: saloon, dining room and hotel lobby, and a bank and a dry goods store. Adjacent to the block was a two-story brick structure, built in 1890, with similar architectural detailing. At the opposite end of the street a two-story brick building was constructed next to Dr. Bacon's office and drug store. With the completion of those commercial buildings, both ends of the block presented a solid commercial façade onto State Street. The central one-third of the block remained undeveloped; several one- and two-story frame structures occupied the space.



Chicago and Joliet Railroad provided regular rail service to Lockport. Courtesy of the Adelmann family.

Foundations for two sizable stone commercial structures were laid in 1891. The first, a two-story brick structure known as the Farrell Block, was completed in 1892 on the northeast corner of State and 11th streets; the second structure, the George W. Adelmann livery, completed in 1891, was located near the southeast corner. Three years later an equally large addition was built directly on the corner of State and 11th streets. The Adelmann Block was one of the largest commercial blocks in the village. Built and owned by George Adelmann, it represented an important shift in the wealth of Lockport. Up until the 1890s the wealth of the community had been held by New Yorkers and New Englanders. Beginning in 1890 more of Lockport's wealth passed into the control of first and second generation immigrants.

Despite the air of prosperity in Lockport, hard times would soon impose fiscal constraints. The panic of 1893 and the ensuing depression brought about a staggering number of failures in national businesses and

financial institutions and significantly affected Lockport. A serious depression in farm prices accompanied the panic, which in turn affected the flour production of Norton and Company. In January 1894 it was announced that the Lockport Paper Mill was reducing its wages for common laborers. A record drop in traffic on the canal also occurred. In 1893 receipts from tolls were $11,000 less than any previous year.

Municipal services in the village were cut in the board's attempt to trim the already slim budget. When the board received notice that an increase in electricity rates would be levied by Norton and Company, it found it impossible to pay. In the first years of street lighting, Norton and Company charged the village $1,750 annually. In October 1894 Norton indicated the fee would be increased to $2,000 for the following year. The village board, having no alternative power source, approved the rate increase knowing that money was unavailable to cover it. The lack of municipal funds and the decline in village services turned State Street into a second-class commercial district, and residents began shopping in other cities. The streetcar line provided an easy link with Joliet's larger, more complete shopping district and frequent railroad service into Chicago provided an equally convenient means of spending a day in the city. In 1894 a long and heated debate began over the installation of an adequate fire protection system in Lockport. The ensuing hydrant system consisted of a single 3-inch water main originating in Norton and Company's warehouse. From there it ran up to State Street and branched off to service the three blocks of commercial buildings on either side. An extension also ran up 10th Street and then northward to the public school. Realizing the system was inadequate, the village board investigated a more extensive system. After months of deliberation, construction for a new waterworks was slated to begin in late summer 1895.

That summer was one of the hottest and driest on record in Illinois. In the first days of August temperatures rose into the 100° range in northern Illinois. On the morning of August 10, a fire was accidentally started on the roof of the McDonald printing office on 10th Street, near the corner of 10th and State. The fire quickly engulfed the roof of the

C. 1915 photograph of Ward's Block on State Street. Courtesy of Bruce Cheadle.

Corner of 9th and State streets after the fire. Courtesy of Miller family.

building and the strong wind fanned the flames into a fierce blaze almost before the alarm could be sounded. The sparks and burning embers were carried to adjoining buildings by a strong southerly wind. The hydrant system proved inadequate, as predicted, and the fire spread steadily northward along State Street. Store after store ignited until the entire block fronting on State Street between 9th and 10th streets was ablaze.

The only building on the east side of State Street that was saved from the fire was the grocery and hardware store owned by Norton and Company, which was given a huge dousing of water from an interior sprinkler linked into the town's hydrant system. The merchants and mill workers fighting the blaze with buckets could do little more than prevent the flames from spreading to the west side of State Street.

At 11 o'clock the Chicago Fire Department was telegraphed for assistance. After all the buildings on State Street between 9th and 10th were in flames, the fire spread to the north side of 9th Street, consuming the post office, a shoe shop, and meetinghall. Anticipating the spread of the fire, postal employees had bagged all the mail and removed it from the building. The Joliet Fire Department tried to save the public school, located on the town square, but their efforts were unsuccessful.

While the citizens of Lockport were battling the blaze, with the assistance of the Joliet and Lemont Fire Departments, the Chicago Fire Department loaded a special train with the latest fire fighting equipment. Two pumping engines, a hose cart and two crews of 10 men each composed the relief party. They took with them 1,000 feet of extra hose. The train loaded at Harrison Street, secured the necessary dispatches for an emergency right-of-way and started on its way. By 11:40 p.m., when the Chicago train arrived, most of the block bounded by State, 9th, Hamilton, and 10th streets had burned and the fire had spread to the north side of 9th. The Chicago steam-driven fire pumps were placed along the canal; in a very few minutes, two powerful streams of dirty water were sent onto the flames. The firemen wasted no time trying to save doomed buildings but instead directed their efforts to containing the fire.

With their belongings littering the streets, citizens estimated their loss at $250,000. In spite of this tragedy, those who suffered severe losses felt the most optimistic about the town's recovery. Shop owners, united in their determination, announced their intention to rebuild. Almost all the buildings were covered by fire insurance. With the settlement of these claims, construction began immediately. By the autumn of 1895 the entire block had been rebuilt. Two- and three-story brick buildings, housing 'modern' and expanded commercial space, lined State and Ninth streets.

By the turn of the century, saloons represented the most common commercial interest in the central business district. Courtesy of the Adelmann family.

Lockport had just recovered from the fire when, beginning in 1896, it experienced a new series of financial disasters. By the mid-1890s the I&M was suffering serious financial problems: (a) the canal was becoming obsolete as greater capacity canal boats demanded a larger and deeper waterway; (b) the railroad had gained most of the transportation business, with the exception of stone which was still moved on the canal; and (c) the I&M was being threatened by the construction of a second canal paralleling its route. Plans for the Sanitary and Ship Canal were presented by the Chicago Sanitary District Board in the early 1890s,and contruction began in the mid-1890s. The I&M never regained its importance as a commercial transportation route, and when the sanitary and ship canal opened in 1900, shipping on the I&M dropped dramatically. With the completion of the Calumet Sag Channel in 1907, the I&M was cut in two between Lockport and Chicago. This effectively terminated any transportation between those two points, which guaranteed the demise of the whole canal. Three years later, all waterpower leases at Lockport were terminated by the canal commissioners.

Perhaps the most shocking financial disaster to affect Lockport was the failure of Norton and Company in 1896. Norton suffered from a series of losses. Newspaper reports indicate large stock investments made in the 1880s were lost in the panic of 1893. A major investment in a hydro plant and paper mill in Niagara, New York, also turned into a significant loss in the mid-1890s. With the failure of the Illinois State Bank in 1896, Norton's major line of credit, Norton and Company declared itself unable to pay its debts. With Norton's failure, production at the

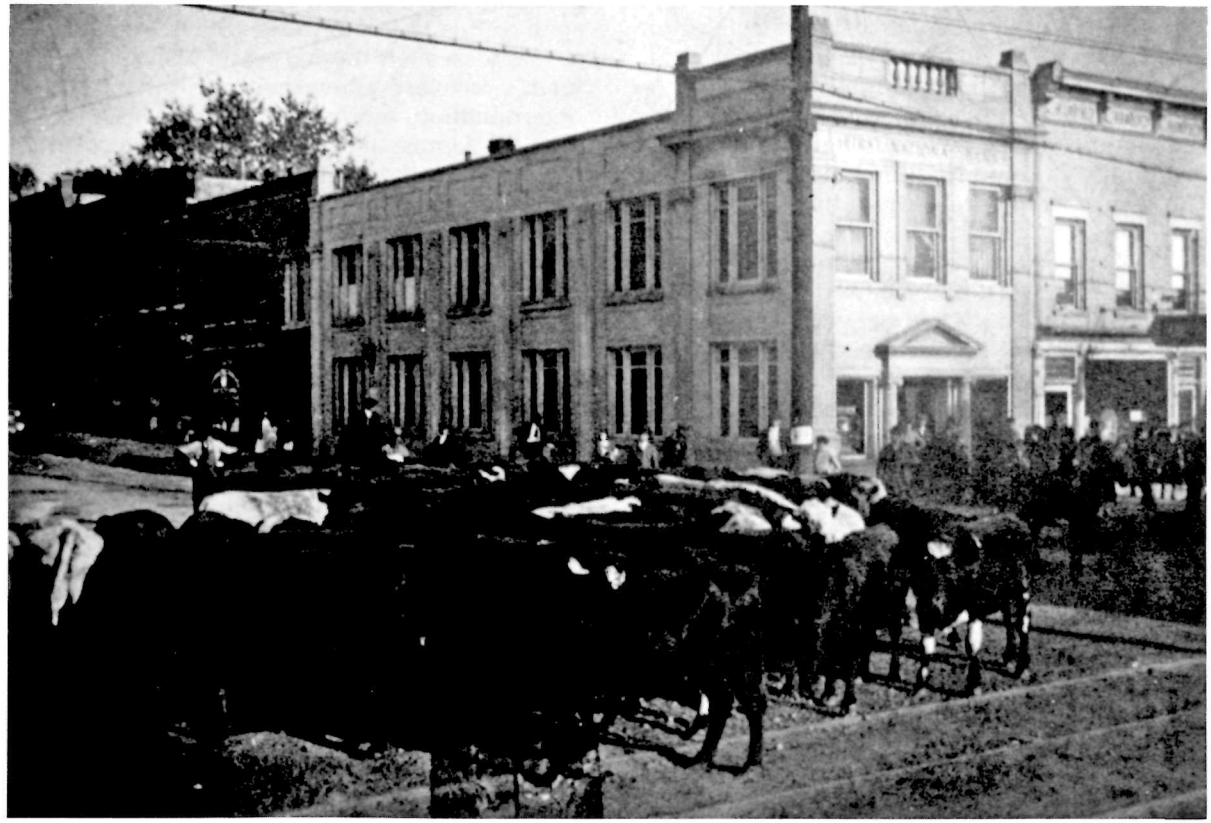
mills was halted for a short time, but employment was not threatened. The receiver, Chicago Title and Trust, declared that all investments were to be held until the company could repay its creditors and froze the savings accounts on deposit with Norton and Company.

During its years in receivership, Norton and Company experienced a steady deterioration in business. Like the I&M, it was becoming obsolete as gigantic modern grain milling operations developed in Minnesota. On February 14, 1907, with its financial losses never fully regained, Norton and Company permanently ceased its operations at Lockport. At the time of its final collapse, Norton's stock was given a redeemable value of one percent.

One final financial disaster affecting Lockport during the turn of the century concerns the failure of the locally organized Exchange Bank. In order to offset the frozen capital held under receivership with Norton and Company after 1896, a small bank was organized in 1900 by wealthy local merchants and professional men. The Exchange Bank represented the last active and available capital in Lockport. Its president at the time of opening was Dr. J. L. Bacon, one of the most trusted men in the community; the treasurer was Andrew Butler. Shortly after the final collapse of Norton and Company, the bank also succumbed. In the subsequent investigation, it was revealed that Andrew Butler had illegally and unsuccessfully speculated with the holdings of the bank.

Despite these financial problems, positive change occurred in Lockport. In 1904 the village officially became a city. One of the city's first actions was to approve a right-of-way for the Chicago and Joliet Electric Railway (C&JER) to pass through Lockport via State Street. This line eventually ran northward through Lemont and on to Chicago. Soon after its completion, the C&JER chose Lockport as its location for an amusement park. Known as Dellwood Park, it became one of the major attractions in northeastern Illinois. Dancing and boating, among other attractions, brought thousands of people to Dellwood Park on streetcars that stopped alongside the park. It was not unusual for more than 10,000 people to visit the grounds on a summer weekend. The park was occasionally leased to the large businesses in Chicago, such as, Sears and Roebuck, for private events. Religious societies and social clubs also used the park for summer meetings. In addition to these activities, the park held a regular schedule of events, including 'Lockport Nite.' Every Tuesday and Friday citizens of Lockport could come to the park free of charge. Dancing seemed to have been the favorite activity on these nights and music was provided by "Sweets Orchestra," the city's most popular group.

The new city government continued to function under the financial burdens of the



Cattle transported to market were regularly driven through the streets as late as 1917. Courtesy of the Miller family.

old village board. Although a new enthusiasm was present in the city council, the absence of industrial and commercial development in the city kept tax revenues at a dangerously low level. In April 1908 the city announced that it was $30,000 in debt.

Because of the deficit, basic municipal improvements were either neglected or poorly done in anticipation of a better day. Street improvements appeared to be the most neglected problem in the city. At a time when more 'progressive' cities were paving their streets with brick, Lockport's main street was still a dirt track. Constant attempts by the public to have State Street paved or at least upgraded were met with disappointment. A newspaper report of a 1908 city council meeting finally announced plans for improving State Street.

Despite the continued financial problems, new industries were beginning to move into the area by 1908. One of the first of these was a coke production plant for the Illinois Steel Company, and by September the first coke was becoming available. The coke was then shipped to Joliet where it fired the mills of the Illinois Steel Company.

In 1911 the warehouse and mills of Norton and Company were reopened by the Northern Illinois Cereal Company. Although operations were on a much smaller scale, the company offered jobs to Lockport's residents. The Barrows Lock Company, situated at the north end of the public landing since 1890, also experienced a period of expansion. A major addition was made to the stone warehouse and a two-story foundry was constructed at the rear of the plant.

In early 1909 the Texas Company (Texaco) announced its intention to build a new plant, to produce gasoline, kerosene, and fuel oil, just north of the city. Lockport's proximity to Chicago and its water and rail facilities were sufficient for the company's needs. Land was purchased on both sides of the old I&M. In December 1911 the first units of the plant went "on steam." The refinery was officially opened in early January 1912. During that year the Lockport Works functioned primarily as a topping plant having a "throughput" capacity of from 2,500 to 3,000 barrels of crude oil in a 24-hour period. In 1913 a steam stilling capacity and a lubrication oil compounding plant were added. Crude oil from Oklahoma and Kansas arrived by rail; gasoline and kerosene were shipped out by tanker on the Sanitary and Ship Canal to distribution points throughout the Midwest.

In 1922 a 6-inch-diameter pipeline was constructed from Lockport to the Texaco crude oil depot in Houston. Six Holmes-Manely vertical cracking stills were also installed, making the Lockport Works the second largest refinery in the Texaco holdings.

As a result of the new industry Lockport prospered. For the first time in years, the city council balanced the budget and made needed municipal improvements, such as paving streets and laying sewers. The new wealth was also reflected in the character of State Street's retail shops and service centers. The wages earned at local industries were reinvested in the local economy, resulting in a gradual return to stability and security.

The physical appearance of downtown Lockport has changed little during the last 50 years. Despite the growing expansion of areas immediately outside the city, downtown has remained a relatively small commercial district that serves the needs of city and rural residents. The absence of significant growth throughout the last 50 years has resulted in the preservation of Lockport's 19th-century appearance. It is this well-preserved district that is the focus of the HCRS rehabilitation action project.

Market Considerations

A study of Lockport's present and potential market characteristics was conducted in order to develop possible reuses for selected buildings. Before undertaking large-scale redevelopment, Lockport should undertake a detailed analysis as well as an evaluation of the current retail mix. Such a detailed study would help the Economic Development Council formulate a long-term strategy for strengthening the downtown's retail trade.

Lockport's primary and secondary trade areas consist of Will County and portions of Cook, DuPage, Kane, and Kendall counties. The primary trade area includes households within an approximate 10-mile radius, or a 15-minute drive from downtown Lockport. The trade area encompasses the communities of Bolingbrook, Romeoville, Lemont, Joliet, and Plainfield. These towns are serviced by central business district convenience centers and regional shopping centers. The secondary trade area extends to those areas from 10 to 20 miles away and is further defined by newspaper circulation and the location of regional shopping centers. The loop area in Chicago, with its vast range of shopping and entertainment opportunities, is within a one-hour drive from Lockport.

The population of Lockport's trade area now stands at approximately 224,300 people. This figure represents a growth rate of 20 percent since 1970, a rate slightly less than that between 1960 and 1970. Signs of expansion in the regional economy are apparent. Per capita income throughout the area has increased at a pace above the annual inflation rate for the same period. Forecasts indicate an increase in the area's population in the next 20 years, although the percent of this increase is expected to decline considerably. In the housing sector, new development in and around Lockport is ongoing with a large demand for single and multifamily housing. Coupled with the growth in housing starts has been the recent construction of regional shopping centers in the area, a sign of economic growth.

In spite of the strength of the local and regional market, Lockport's ability to capture retail sales is weak. Total retail sales within the city are estimated to be 52 percent of the total disposable income of the city's population. A capture rate of 65–80 percent of disposable income would be considered normal for a small town such as Lockport. This relatively low figure indicates that much income is spent outside the city. Another indicator, the comparison of total retail sales to effective buying income, confirms that there is a flow of trade dollars away from Lockport.

Some of central Lockport's retail competition includes commercial strips within the city itself, such as the Lockport shopping center and the new K-Mart complex on Route 7. Virtually all new commercial construction within the town has been located along this commercial strip, in proximity to new and proposed housing developments. The strength lies in their role as convenience shopping areas.

There are indications that neighboring towns, Joliet in particular, draw a large percentage of the region's retail dollars. Further, trade dollars flow away from Lockport and its primary trade area because of its proximity to Chicago, which ranks second in the nation for buying power potential. Chicago's drawing power is so strong that it is difficult to conceive of Lockport, or any other town in the region, as being able to reverse this flow. However, the potential exists for Lockport to siphon off some regional retail sales dollars.

The potential for expanding the restaurant market also exists. In the "eating and drinking away from home" category, retail sales for Lockport in 1976 were 10 percent of the city's total retail sales. This rate favorably compares with surrounding municipalities; only New Lenox, Romeoville, and Shorewood show a higher percentage of their total retail sales in this category. Surveys conducted by HCRS indicate that most respondents would like to see more restaurants in Lockport. With only four dining establishments on State Street, there is little strong competition.

In summary, Lockport's competitive strength in the regional retail market depends on the town's ability to create a convenient and distinctive marketplace. Convenience for the shopper can be improved by easing traffic and parking problems downtown. Its attraction as a shopping area can be further reinforced by improving the physical appearance of State Street. Minor cleanup of some structures and major renovation of others can work to create a positive area image. By capitalizing on the architectural qualities of downtown and by offering a range of shoppers' goods, Lockport can recapture a portion of the retail dollars presently being spent elsewhere.

Growth Directions for Lockport

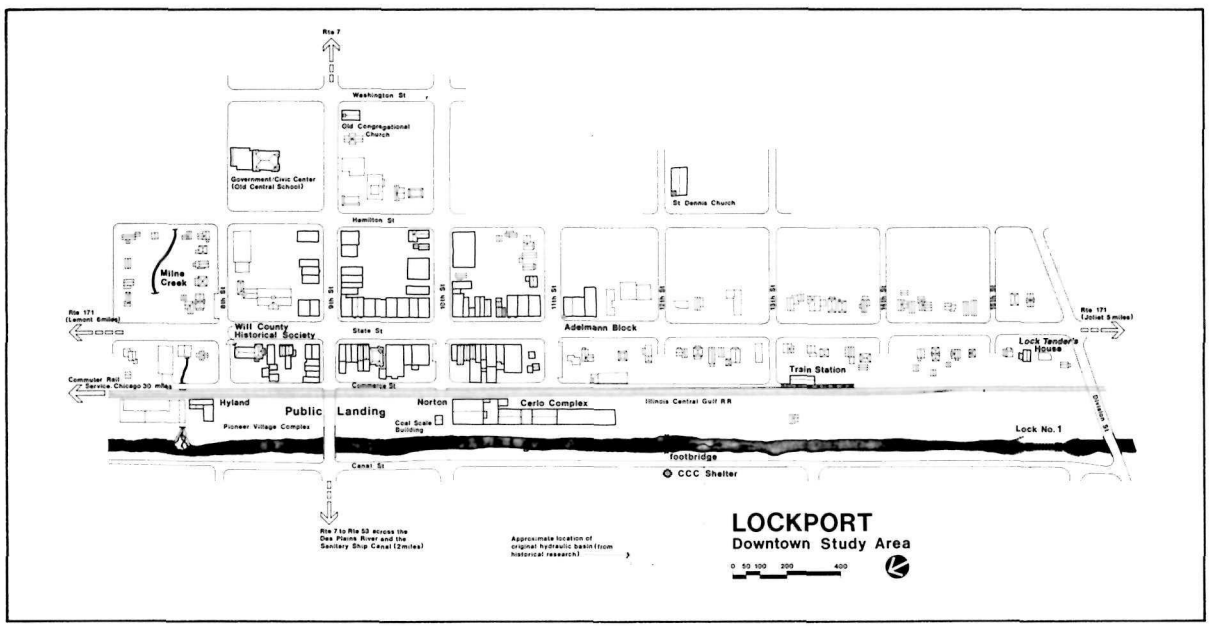
With the history of Lockport as its starting point and constant reference, the project then turned to a cooperative network of local, state, and regional agencies, as well as to private enterprises. The goal was to insure that any plans developed by the project team be fully and effectively integrated with preservation work already underway. One such study of special importance was the *Historic District Preservation Plan for Lockport, Illinois*, completed in 1978 by Preservation Urban Design, Inc. This study addressed the historic district, specifically the commercial area along State Street, and included specific treatments for commercial façades, signs, lighting, public improvements, circulation, and parking. The HCRS team found these recommendations useful and worked to insure their implementation. In fact, the HCRS study enhances the State Street plan by defining trail loops and examining the prairie and the public landing in more detail. To demonstrate the practical application of the Tax Reform Act of 1976, design proposals meeting the *Secretary of the Interior's Standards for Rehabilitation* were developed for representative buildings.

The objectives of the plan are:

- revitalization of the commercial sector;
- restoration of the public landing as an open space with active functions;
- development of the I&M for recreational purposes.

To accomplish these objectives, the Lockport study area was divided into "action areas"—public landing, State Street, Commerce Street, the Hamilton Street courtyards, and the I&M. Analyses of the history and the existing conditions in each of these study areas were conducted as background for the recommendations. The results, presented in this report, are general recommendations for each of the action areas, reuse programs for specific structures in the area and suggestions for further study.

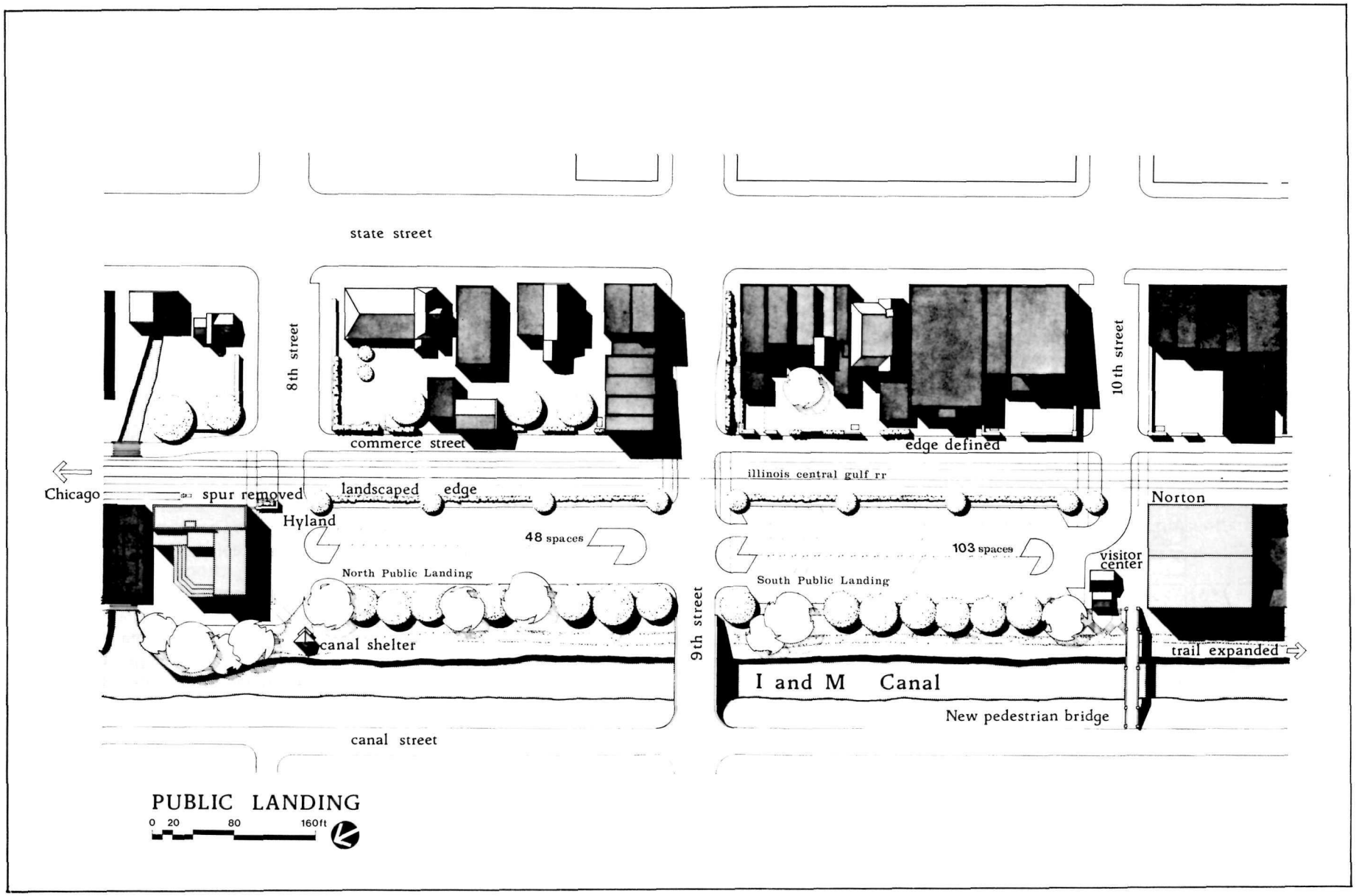
The plan is based on Lockport's strengths—a retail market capable of expansion, structures suitable for rehabilitation, and unique historic and natural features, which can become important recreational attractions. A decisive strategy for improvement can help overcome whatever weaknesses downtown may currently exhibit. The revitalization effort will require staging. The plans for each of the action areas are not necessarily intended to be undertaken simultaneously. The concepts presented here should be used to stimulate thought and action and can be incorporated into the city's capital programming as time and funding dictate.



Public Landing

In 1836, when Lockport was platted, a strip of land along the proposed I&M was marked off for a public landing. This area occupies a location in the plan of the village. The public landing was designed to provide a central open area for commercial and public traffic, while insuring a breathing space for the community.

Today the two-block area is intersected by Ninth Street. The north portion is used by the Will County Historical Society as the setting for Pioneer Village, a collection of historic buildings. The southern portion is a parking area for commuters and visitors to downtown.


state street
8th street
commerce street
10th street
edge defined
illinois central gulf rr
Chicago
spur removed
landscaped edge
Hyland
48 spaces
North Public Landing
canal shelter
9th street
103 spaces
South Public Landing
Norton
visitor center
trail expanded
I and M Canal
New pedestrian bridge
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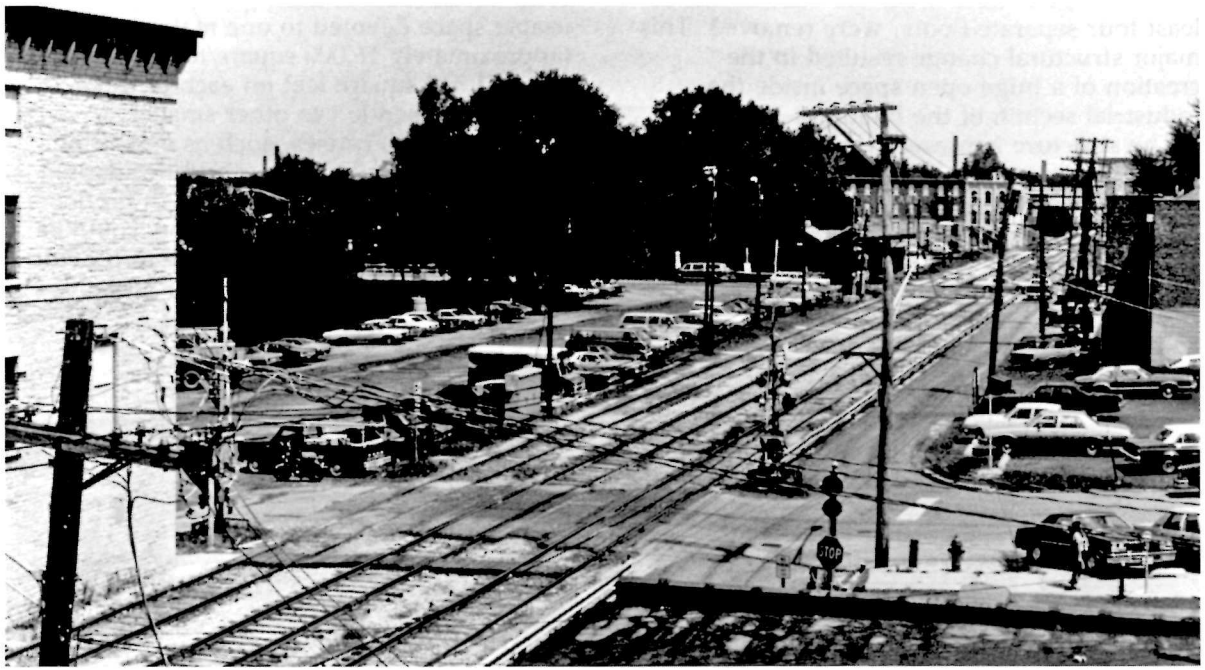


The public landing between 8th and 10th streets. The southern half in the foreground is currently used for parking and the northern half is the site of the Will County Pioneer Village.

At either end of the landing are structures, which assume important roles in the revitalization of downtown Lockport. To the south are the Norton Building and the adjacent Coal Scale Building. Across the landing at its northern end, is the Hyland Building. Plans for the rehabilitation and reuse of these structures are presented later in this report.

A significant feature of the landing is its definition of an area free of permanent structures. Pioneer village, located on the northern half of the landing, is a useful interpretive site for Will County history, but in its present location, it does not contribute to a site specific understanding of the historic functions of the landing. For pioneer village to be more singularly representative of Will County history and to allow for future expansion, HCRS suggests that it be moved to the former hydraulic basin site across the canal. Here it would also provide an easily accessible attraction to users of the proposed I&M trail. By moving pioneer village to a more appropriate setting, Lockport could then recapture the historic quality of the landing and reestablish it as an area of commerce.

To begin the cycle of preservation and revitalization at the landing, site improvements must be made. Existing pedestrian pathways need to be strengthened and traffic flow and access must be controlled. It is recommended that parking for 151 cars be developed on the site. Sensitive use of paving materials and landscaping can make the space adaptable for a wide range of activities in addition to vehicle parking, recreation and events associated with Canal Days.

The public landing is conducive to small-scale retail development. It is near the commercial core of downtown, and parking is available on the site. There is room for 65 cars on the south half of the landing, and the space can be expanded to accommodate 103. With the removal of the pioneer village to the hydraulic basin site, there would be room for 48 cars on the north public landing. The Norton Building and the Hyland Building, located at opposite ends of the landing, are in good condition and are suitable for rehabilitation and reuse. Analyses of Lockport's retail market and local resident surveys indicate that redevelopment of these two structures on the public landing is feasible.

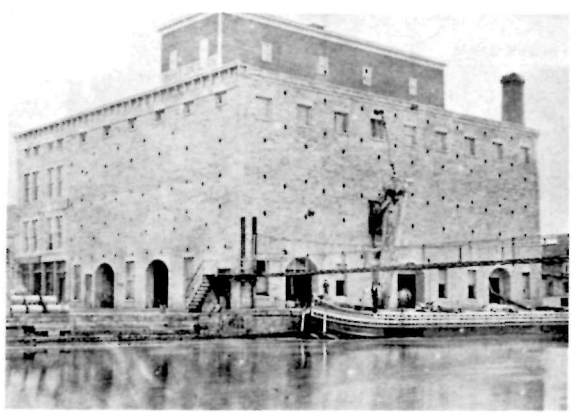
Will County Pioneer Village.

Norton Building

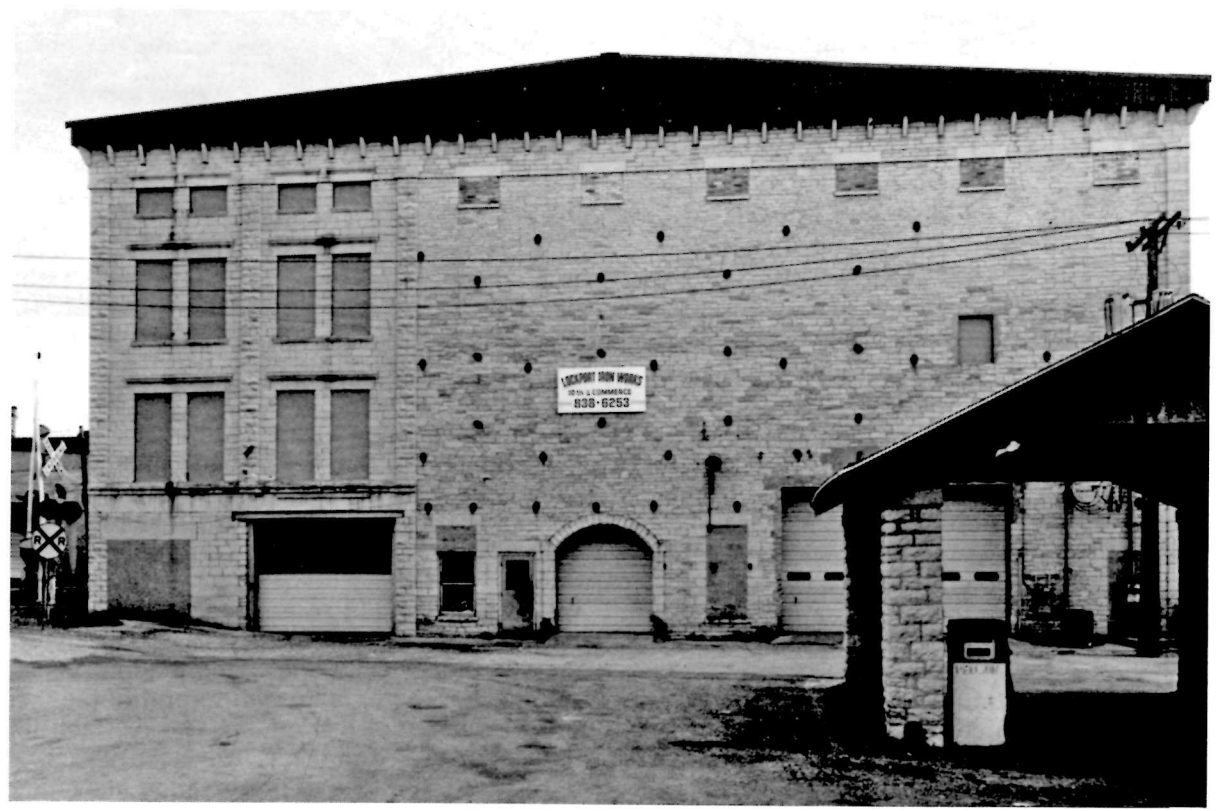
During the 50-year heyday of the I&M, Norton and Company functioned as Lockport's major employer and established the town as an important agricultural processing center. Today the Norton Building stands as the last remaining industrial structure of the once vast holdings of Norton and Company. Constructed of indigenous limestone, the building stands three stories tall with an additional half-story attic space. Its enormous mass, 100 feet square, has dominated the southern end of the public landing since its construction in the mid-1800s.

Initially, the Norton Building housed industrial and commercial uses. The industrial section functioned as a warehouse, while the commercial space was originally a grocery and canal supplies store. With the demise of both the I&M and Norton and Company in the early 1900s, the Norton Building underwent ownership and structural changes. A major change occurred in the 1950s when the timber floor joists, which divided the interior into at least four separate floors, were removed. This major structural change resulted in the creation of a huge open space inside the industrial section of the building.

The structure is presently used by a metal fabricating company. While this use is not incompatible with the plans for the public landing or with the structure itself, there are a variety of suitable alternatives for its use. HCRS explored the reuse of the structure as a commercial retail anchor with a majority of usable space devoted to one major retailer (approximately 16,000 square feet). Other space (1,512 square feet on each of three floors) has been left to other smaller commercial enterprises, such as a sporting goods store. The building could be adapted easily to these new uses. Although no floors presently exist, two hanging floors could be reintroduced into this large space to provide the necessary floor area. Shopper access



An early view of Norton and Company's granary and general store taken from the Illustrated Atlas of Will County, *1873.*



The Norton Building as it exists today. The Coal Scale Building on the right would serve as a visitor's center.

Proposed use of the Norton Building as commercial retail anchor.

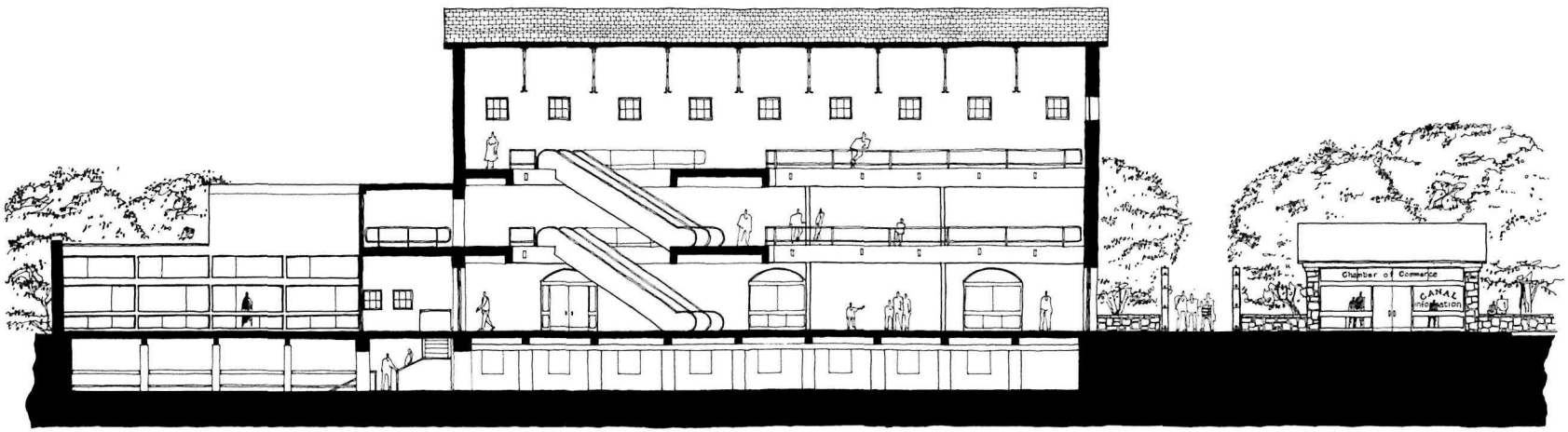
would be principally from the south public landing and from 10th Street. Additional access can be provided directly off the canal walkway.

Between the rear of the Norton Building and the Cerlo Manufacturing Company is an area that could be developed as a special activities center. An ice-skating rink in this space could serve as an open marketplace in the summer months. A sculpture garden nearby would complement this use and would attract visitors to the canal and public landing.

Adjacent to the ice-skating rink, one floor down and visible through a glass wall, is a space that could be developed as a small cafe. The original turbines are visible here and could be integrated into the design of the cafe.

Coal Scale Building

The old Coal Scale Building, adjacent to the Norton Building, once served as a drive-through scale for weighing coal. The building's small size and location on the public landing make it well suited for reuse as a visitor center. The existing masonry portion of the building could be developed as public restrooms, while the drive-through scales shelter could be enclosed in glass to serve as the visitor center. A permanent graphic display, visible through the glass, as well as an information desk staffed during business hours, could be provided for visitor information.



Outdoor terrace

Retail sales

New pedestrian bridge over canal

Coal Scale Building: Visitor Center

SECTION A-A

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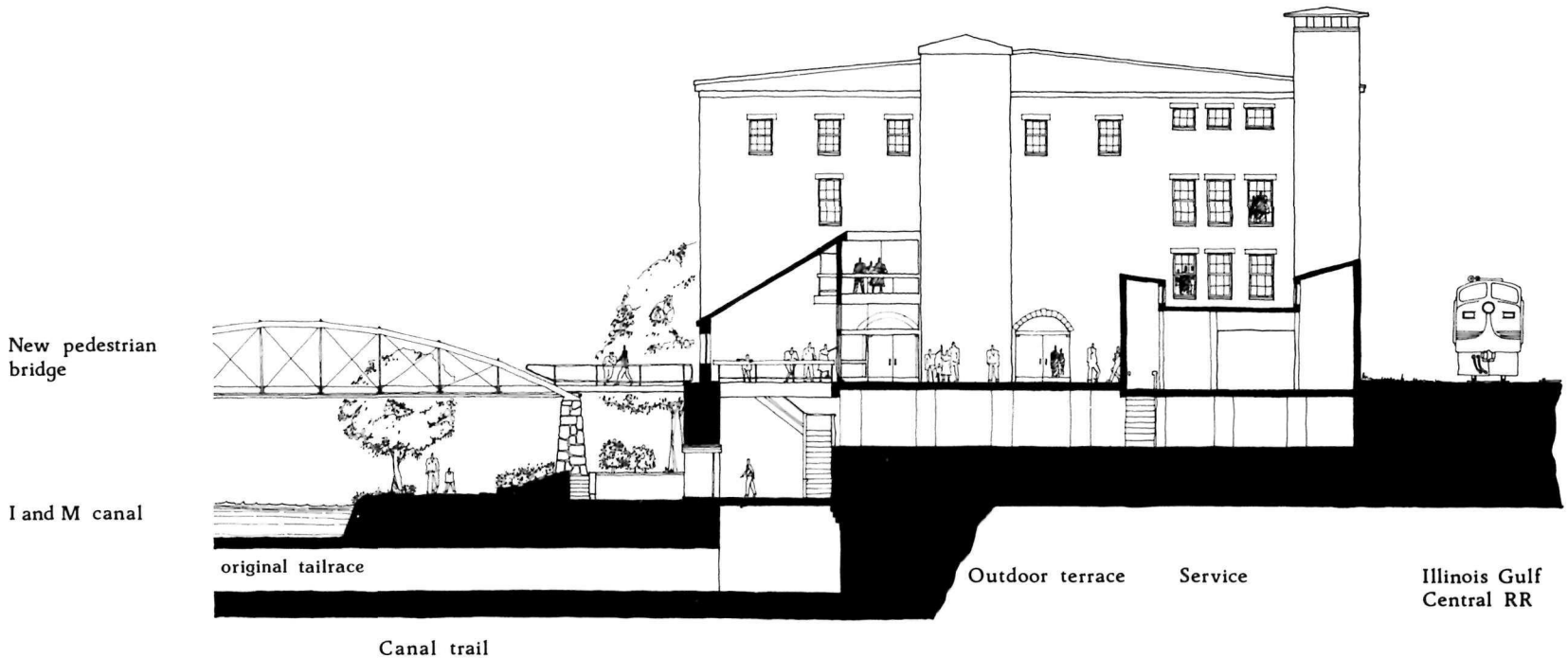
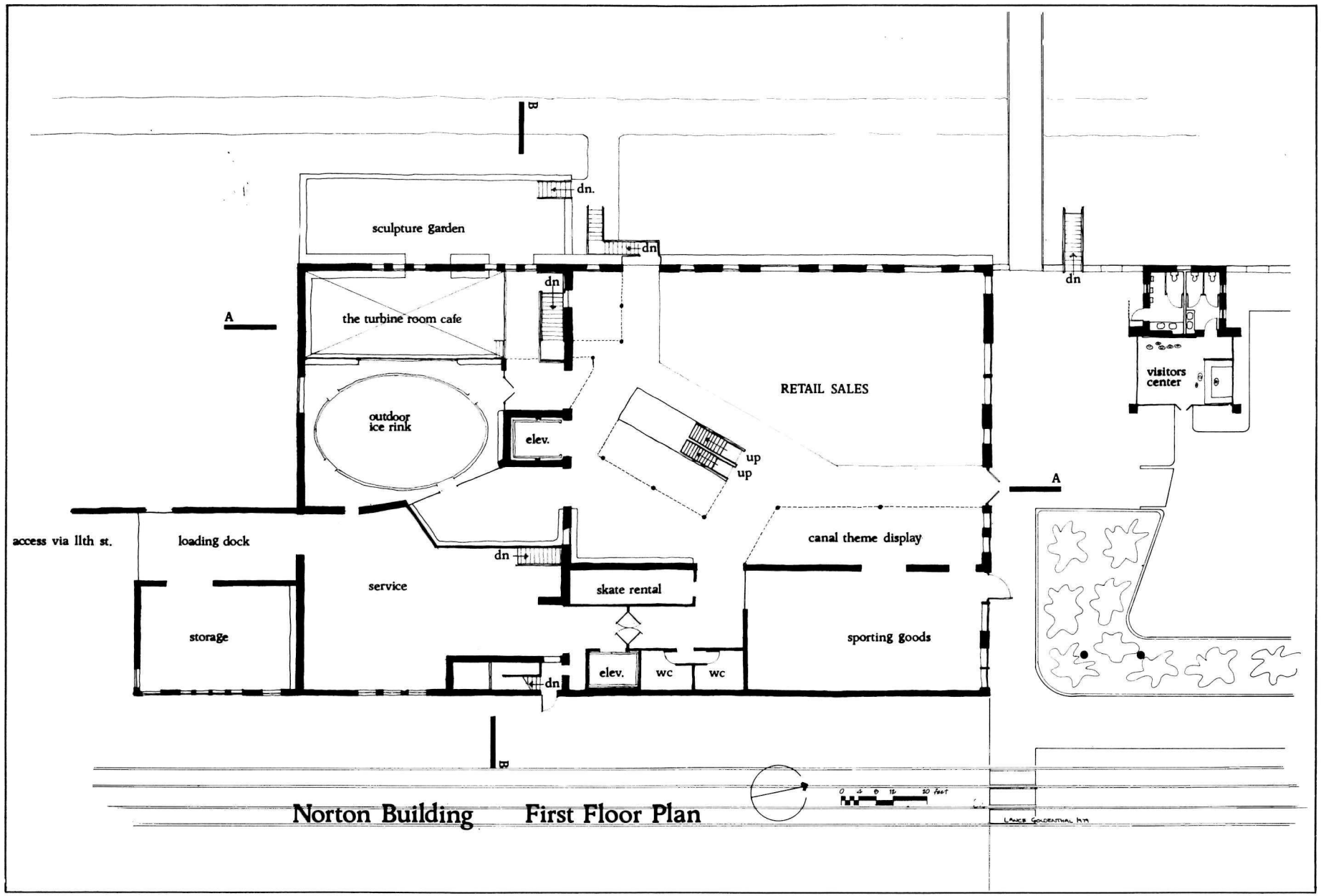
Section of the Norton Building



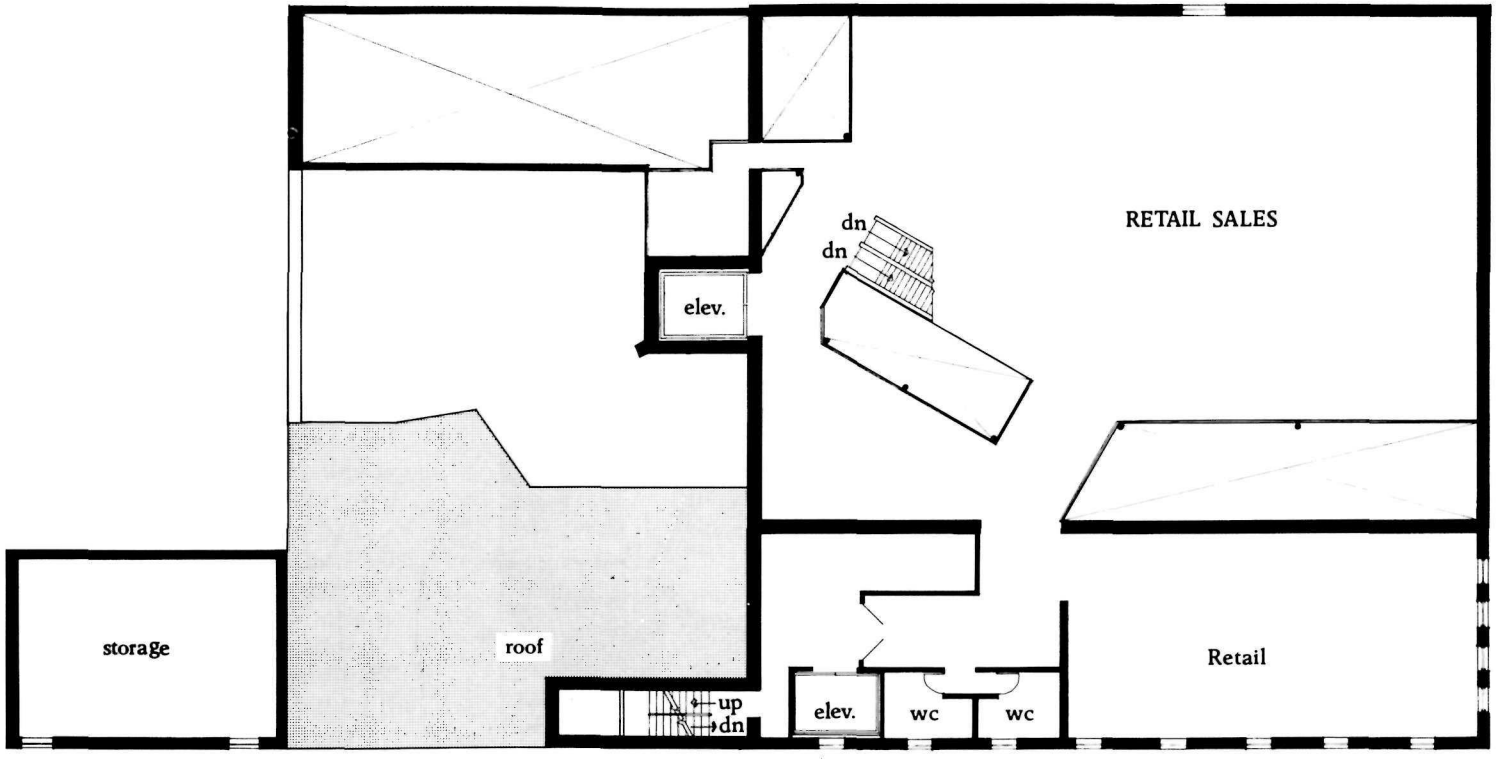
SECTION B-B

0 5 10 30ft

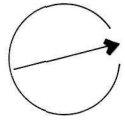
Section of the Norton Building.

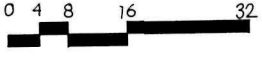


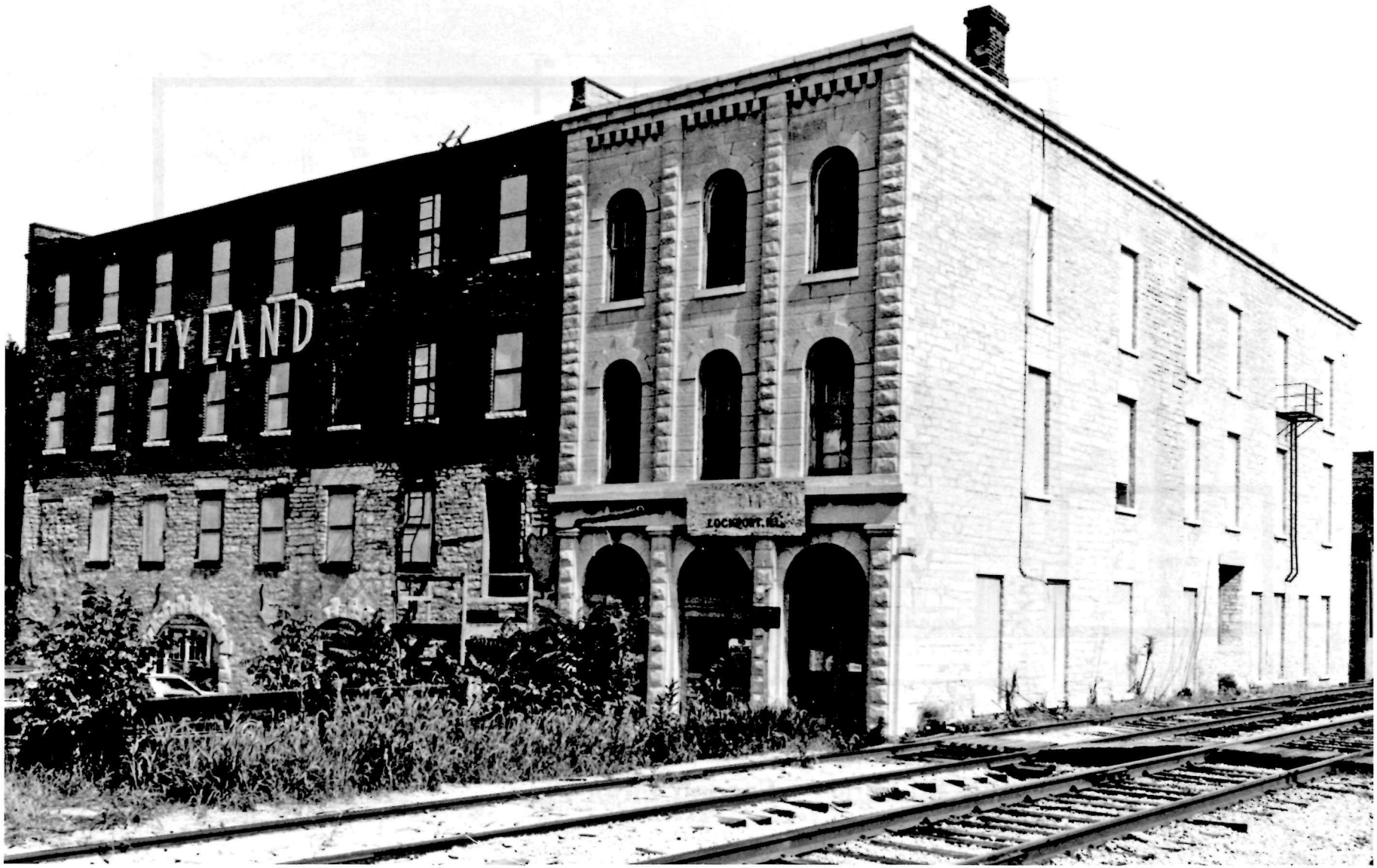
Norton Building First Floor Plan



Norton Building Second Floor Plan







View of the Hyland Building looking northwest

Hyland Building

Across the landing, on a visual axis with the Norton Building, stands the Hyland Building. Since its construction, this structure has played a significant role in the commerce of Lockport. Built in three major sections, the physical alterations and additions added over time directly reflect the changing use and ownership of the structure.

The earliest section was constructed as a central depot for equipment used in the construction of the I&M. Built as a 1½-story limestone warehouse and mule barn, it still features four large arched portals, two of which face the landing. The west end, built in the Greek Revival style, functioned as a shipping dock for boats bringing supplies for the construction of the I&M. In the early 1860s, an addition was built on the east end of the original stone structure. This three-story stone structure served as sales and business offices and included a dry goods storage area on the upper floor. Changes to the original structure and to the boat house and barn associated with it occurred during the 1890s. In 1902, a two-story brick addition that spanned the entire south face of the original canal commissioner's building was added.

The structure remains in good condition. HCRS recommends that it be adapted by the Will County Historical Society as a canal museum/archives/office complex with 4,484 square feet of the old warehouse and mule barn leased for restaurant use. A canal exhibit on the first floor of the former general store would also serve as a lobby space for the historical society's archives with office space on the second and third floors. The old warehouse section of the structure would feature dining facilities and kitchen space on the first floor, dancing and entertainment on the mezzanine level, and offices on the second and third floors.

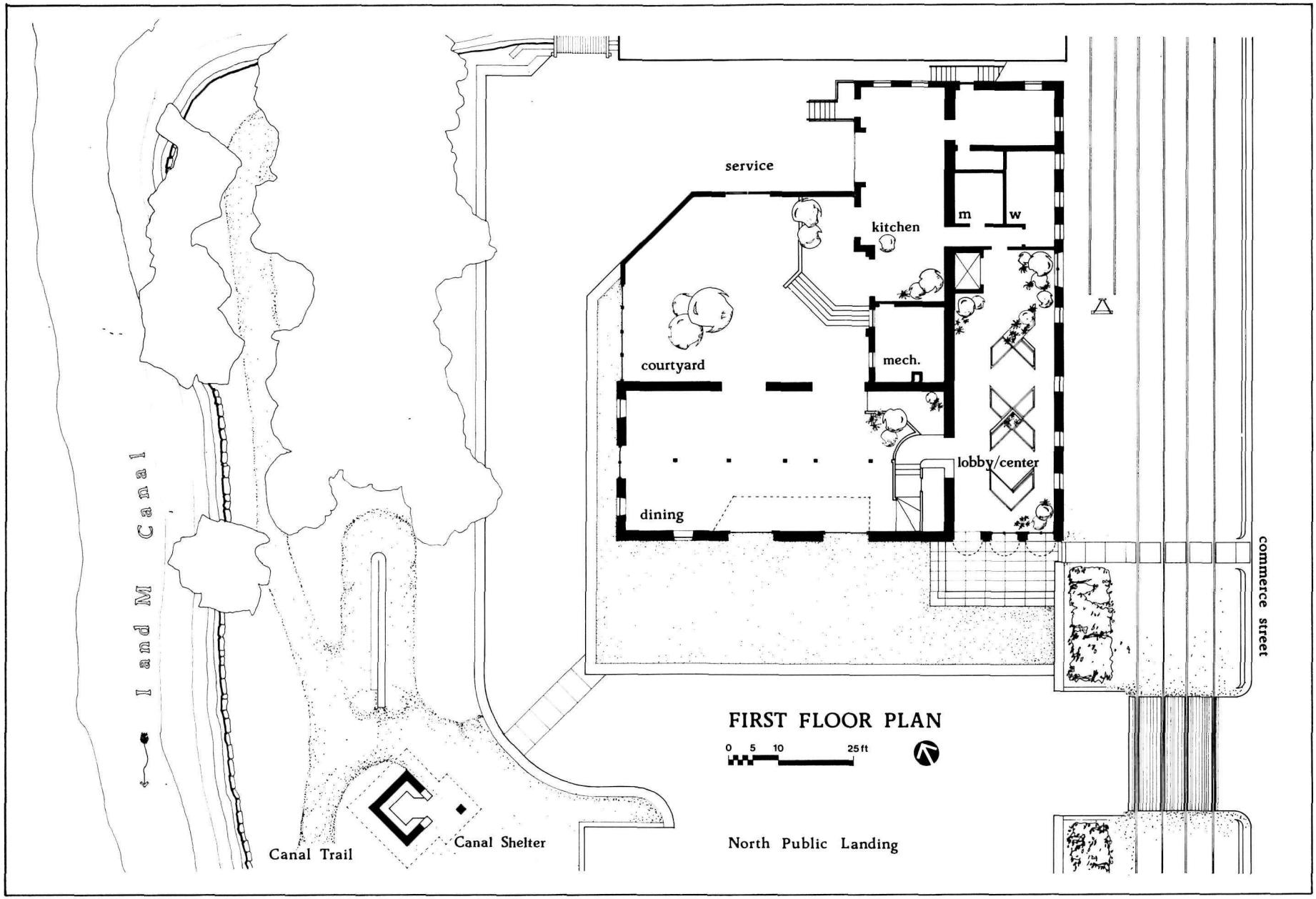
Proposed changes to the exterior of the Hyland Building follow the Secretary of the Interior's Standards for Rehabilitation.

The public landing represents a critical element in Lockport's revitalization plan. Bringing the landing back into the public focus can generate new activities and uses on and around the canal, thus creating a new level of economic vitality beneficial to commerce and the community.

Recommendations

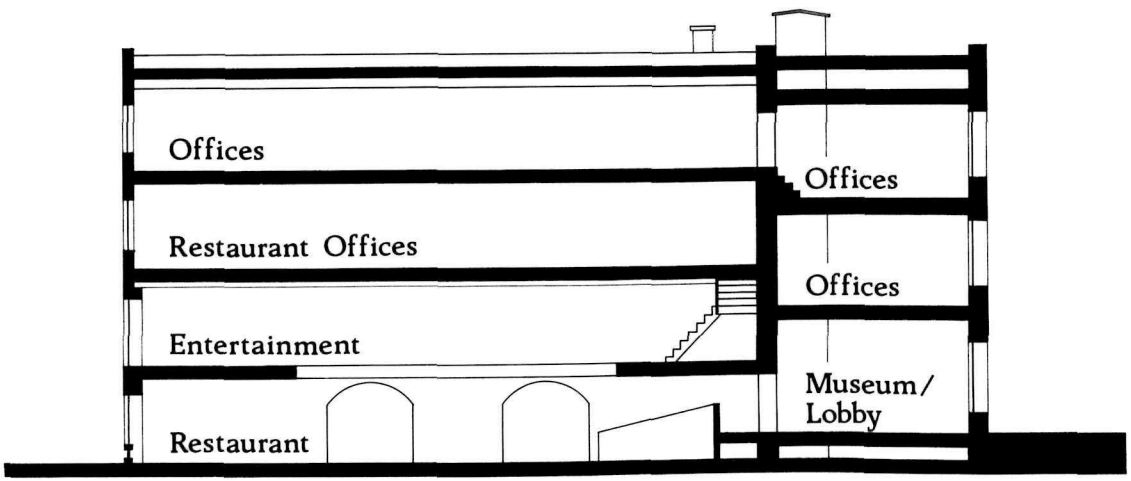
The team recommended that the city of Lockport take the following steps to develop the public landing:

- enter into a long-term lease agreement with the state of Illinois for the south public landing;
- develop the south public landing for efficiently designed parking, making use of paving materials and landscaping, which encourage a variety of uses other than parking;
- develop the north end of the public landing as an efficiently designed and landscaped parking area;
- relocate the pioneer village buildings

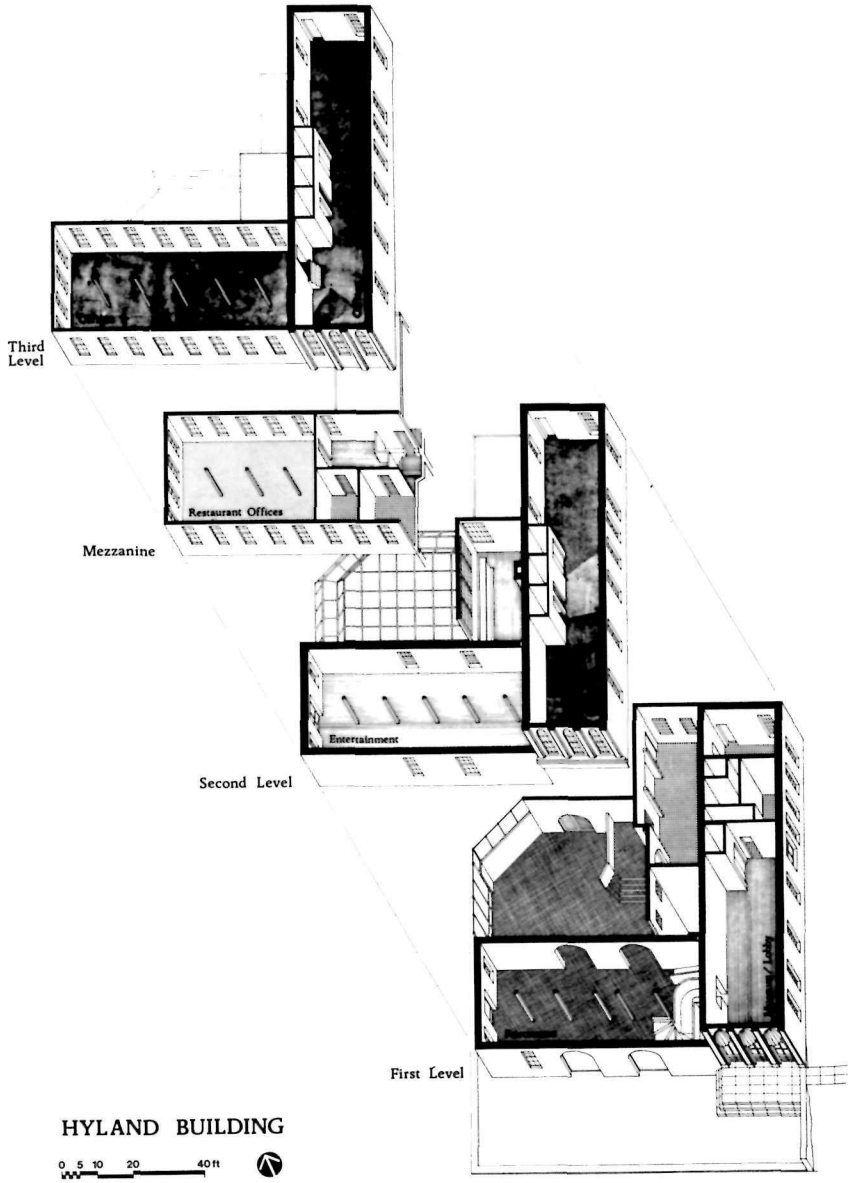

I and M Canal
Canal Trail
Canal Shelter
North Public Landing
commerce street
FIRST FLOOR PLAN
0 5 10 25 ft
service
kitchen
m
w
courtyard
mech.
lobby/center
dining

from the public landing to the Hydraulic basin site;

- develop the Coal Scale Building as a chamber of commerce information center;
- develop the Norton Building for retail use;
- rehabilitate the Hyland Building as museum, restaurant, and office space;
- request the Illinois Department of Transportation and Illinois Central Gulf Railroad to remove the signal wires, poles, and the abandoned switching track adjacent to the public landing.



HYLAND BUILDING SECTION



Axonometric of the Hyland Building.

Hyland Building

Pro-Forma Analysis

Hyland Building developed by owner who has held property for long period.

Restaurant	3,484 Gross Sq. Ft. @ $25.00/Sq. Ft.	$ 87,100.00
Kitchen	1,100 Gross Sq. Ft. @ $30.00/Sq. Ft.	$ 30,000.00
Offices	8,255 Gross Sq. Ft. @ $22.00/Sq. Ft.	$181,610.00
Total Gross Footage Construction Costs		$298,710.00
Developers Contingency @ 10%		29,871.00
Construction Costs		**$328,581.00**
Architect & Engineer Fees @ 8% of Construction Cost		26,286.48
Insurance @ 2%		6,571.62
Taxes @ $7.90/$100 assessed value of $23,400.00		1,385.57
Developers overhead at 10% (marketing, legal, etc.)		32,858.10
Non-Construction Costs		**$ 67,101.78**
Finance (3.00% service charge & 12.00% interest for 9 months)		**$ 39,429.72**
Total Development Costs		**$435,112.56**

Project Costs = $435,112.56/12,739 Sq. Ft. = $34.16/Sq. Ft.

Before Tax Cash Flow Projections

Restaurant	4,484 Sq. Ft. @ $6.00/Sq. Ft.	$ 26,904.00
Offices	8,255 Sq. Ft. @ $6.00/Sq. Ft.	$ 49,530.00
Annual Gross Rents		**$ 76,434.00**
Less Vacancies at 5%		3,821.70
Net Rents		**$ 72,612.30**
Less Real Estate Taxes @ $7.90/$100 assessed value		15,790.00
Less Operating Expenses @ 25% of Gross Rents		19,108.50
Less management leasing, promotion, etc. @ 5% of gross rent		3,821.70
Annual Net Income		**$ 33,892.09**
Capitalized @ 11.00% = $308,109.94		
Loan @ 80.00%	246,487	
Less Debt Service (12.00% for 25 yrs.) (annual payment is 12.75% of loan)		31,427.20
Before Tax Cash Flow		**$ 2,464.89**

Annual Gross Rents/Net Leasable Area = $6.00 Average Rent/Sq. Ft.

Tax Savings Without Tax Reform Act Benefits

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Before Tax Cash Flow	2,465	2,465	2,465	2,465	2,465	2,465
Plus Mortgage/Amortization	1,849	2,070	2,319	2,597	2,909	3,258
Less Depreciation	19,243	19,243	19,243	19,243	19,243	19,243
Taxable Income	0	0	0	0	0	0
Less Taxes @ 48%	0	0	0	0	0	0
After Tax Cash Flow	2,465	2,465	2,465	2,465	2,465	2,465
Additional Income Sheltered	14,930	14,708	14,460	14,181	13,870	13,521
Total Tax Free Income	17,395	17,173	16,925	16,646	16,335	15,986
Total Taxes Saved @ 48%	8,350	8,243	8,124	7,990	7,841	7,673

Tax Savings Using Substantial Rehab Provision of Tax Reform Act (150% Accelerated Depreciation on Adjusted Basis After Construction)

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Before Tax Cash Flow	2,465	2,465	2,465	2,465	2,465	2,465
Plus Mortgage/Amortization	1,849	2,070	2,319	2,597	2,909	3,258
Less Depreciation	28,865	26,518	24,362	22,381	20,561	18,889
Taxable Income	0	0	0	0	0	0
Less Taxes @ 48%	0	0	0	0	0	0
After Tax Cash Flow	2,465	2,465	2,465	2,465	2,465	2,465
Additional Income Sheltered	24,552	21,983	19,578	17,319	15,187	13,166
Total Tax Free Income	27,017	24,448	22,043	19,784	17,652	15,631
Total Taxes Saved @ 48%	12,968	11,735	10,581	9,496	8,473	7,503

Tax Savings Using 5-Yr Write-Off Provision of Tax Reform Act

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Before Tax Cash Flow	2,465	2,465	2,465	2,465	2,465	2,465
Plus Mortgage/Amortization	1,849	2,070	2,319	2,597	2,909	3,258
Less Improvement Amortization	**64,999**	**64,999**	**64,999**	**64,999**	**64,999**	**0**
Less Depreciation	**1,579**	**1,579**	**1,579**	**1,579**	**1,579**	**1,579**
Taxable Income	0	0	0	0	0	4,144
Less Taxes @ 48%	0	0	0	0	0	1,989
After Tax Cash Flow	2,465	2,465	2,465	2,465	2,465	2,155
Additional Income Sheltered	62,265	62,043	61,794	61,516	61,204	0
Total Tax Free Income	64,730	64,508	64,259	63,981	63,669	2,155
Total Taxes Saved @ 48%	31,070	30,964	30,844	30,711	30,561	1,034

Mortgage amortization is separate from, and should not be confused with, the amortization of Section 2124 of the Tax Reform Act of 1976. In the annual income stream table the total debt service (interest and principle of the mortgage) is subtracted from the annual net income to find the before-tax cash flow. For income tax purposes only the interest is deductible. As more of the mortgage is retired each year, this amortization figure increases.

As the tax aspects of Section 2124 of the Tax Reform Act are complex individuals should consult legal counsel, tax advisors, or a local Internal Revenue Service office for assistance in determining the tax consequences of any development project. Descriptions of tax benefits in this demonstration are for general information purposes only.

State Street

State Street has traditionally been the core of retail activity in Lockport and many of the businesses operating there are housed in structures dating from the late 1800s. Some of these structures are frame or brick, but most are built of native limestone. A rich variety of architectural details such as pressed-metal cornices and windows, cast-iron detailing, and decorative brickwork, embellish these structures. Other characteristic elements interwoven throughout the area include raised sidewalks, limestone paving, basement entrances off the sidewalk, and second-story apartments above commercial establishments.

To highlight these historic resources and to realize State Street's full potential as a commercial area, three things must happen: downtown must be made to function more effectively, its appearance must be upgraded, and the mix of goods and services must be strengthened.

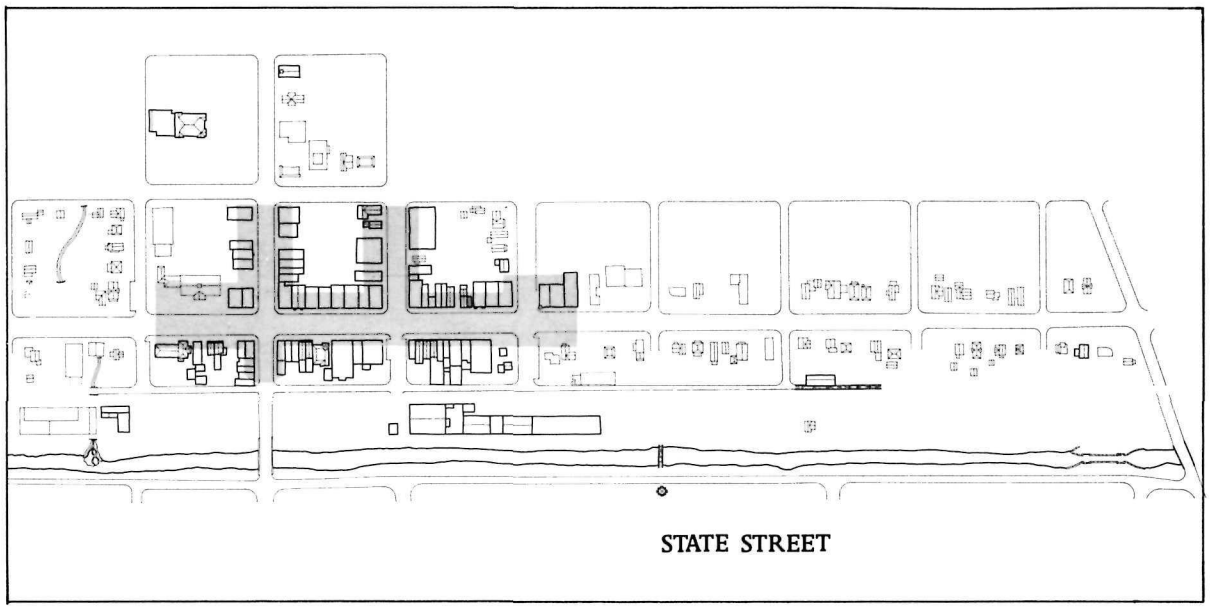
To enhance the way Lockport's downtown functions, pedestrian and vehicular circulation can be improved. Repairing and maintaining existing sidewalks and perserving old limestone sidewalks are initial steps. Recently discovered walkways such as the one along the south side of City Hall leading to Commerce Street can also be highlighted. Identifying untapped pedestrian ways and insuring their maintenance will strengthen the links between State Street and other downtown areas.

Lockport has a severe traffic problem for its size, particularly at the intersection of routes 7 and 171 (State Street). This intersection is used by approximately 27,000 vehicles each day. The resulting confusion and high noise are distracting to pedestrians and automobile users in the downtown area. Measures to cut down the noise and to create a setting, which is visually appealing, are important if downtown is to function properly. As a partial solution, rerouting trucks, altering signal lights, and legislating a noise ordinance can be undertaken immediately. To study the problem in more depth, the city of Lockport can cooperate with the Chicago Office of the Environmental Protection Agency, Noise Division, through the Quiet Communities Act.

A common perception in Lockport is that parking in downtown is limited and difficult to find. Contrary to that perception, HCRS located an adequate supply of parking, but it is not used effectively. An inventory of existing parking spaces concluded that there are four major public parking areas downtown

View looking south along State Street.

The use of awnings on building façades along State Street would be historically accurate, and such a decorative and functional detail would add color and variety to the streetscape. Courtesy of Clarence Woock.



with a total of 209 spaces. Including additional on-street parking spaces, a total of 399 spaces are available for public parking in the downtown district. Major business parking areas provide an additional 197 spaces. Based on an Illinois Department of Governmental Affairs formula, 500 parking spaces are currently needed to meet the parking demand. Not only does the existing number of spaces meet this demand, but with the development of more efficiently designed and used parking areas, the number of spaces could exceed 700.

Ways to alleviate parking pressure and the confusion of locating parking space downtown include installing uniform signs to direct drivers to available spaces amd making all downtown lots and on-street parking spaces free. Maintenance of these lots would become the responsibility of the city, which in turn would bill the merchants in the district for this service.

To open up parking spaces for shoppers, employees of businesses in the district can be required to park in specified lots during working hours. Lockport's visual image can be improved immediately through basic cosmetic considerations. Although such actions are not directed toward the more complex revitalization issues, they are a beginning. The entry to State Street has traditionally been reinforced by a canopy of trees along the street. Through the years some trees have been lost, resulting in gaps in this entryway. To reinforce the entry effect, trees appropriate in type and size should be planted to fill in the gaps. Storefront awnings along State Street have traditionally served as canopies for pedestrians, and through color and design they have also served as trademarks to identify businesses. Awnings can easily be reintroduced to the buildings and if consistent in character, will add color and variety to State Street. Owners can also improve building façades through painting and cleaning.

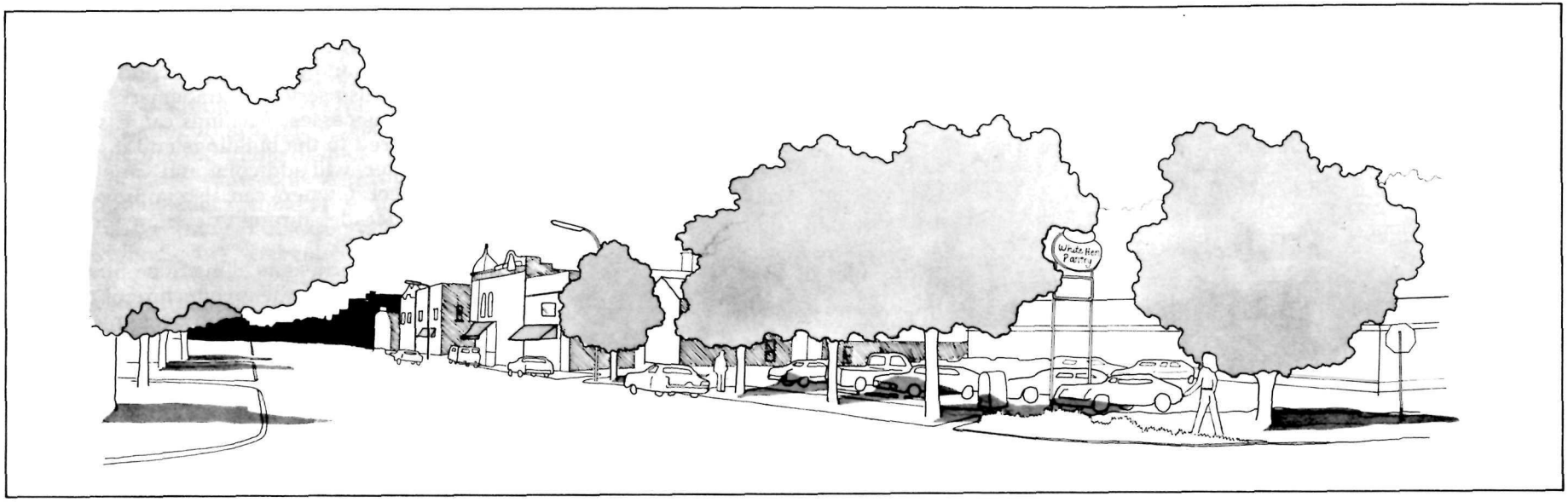
Many modern signs along State Street are incompatible with the architecture of the area. A coordinated sign program detailing style, size, material, and message can offer an effective guide to merchants and store owners in their choice of signs. A city sign ordinance could reinforce a sign program.

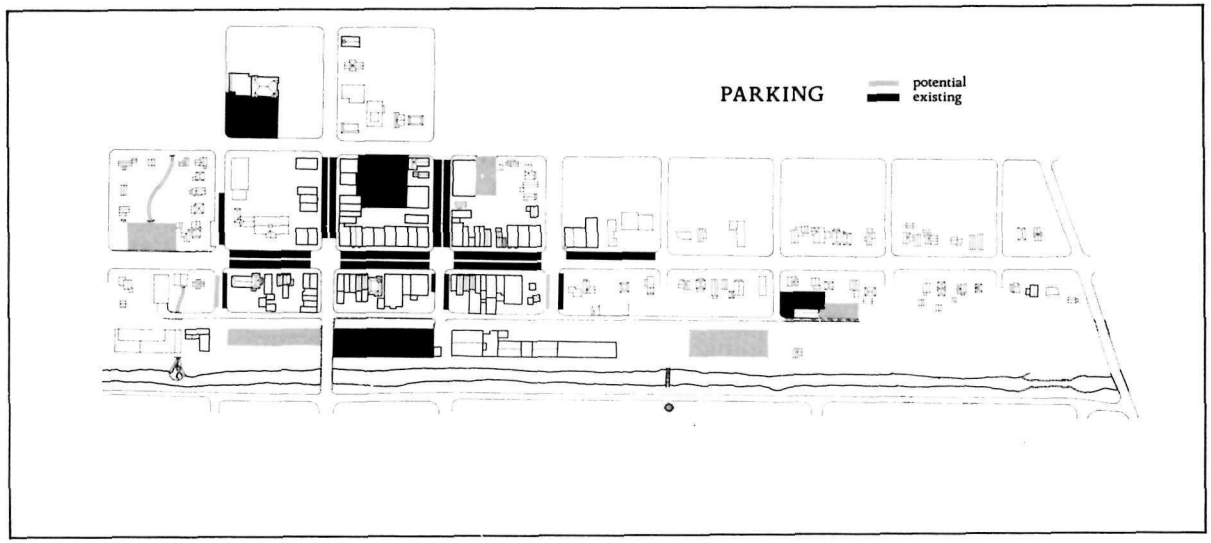
On a more comprehensive level, major rehabilitation and reuse of commercial structures on State Street can improve the appearance of the street and draw shoppers to the district.

Recommendations

To initiate the rehabilitation and revitalization of the historic district, the HCRS plan suggested that the city take the following action:

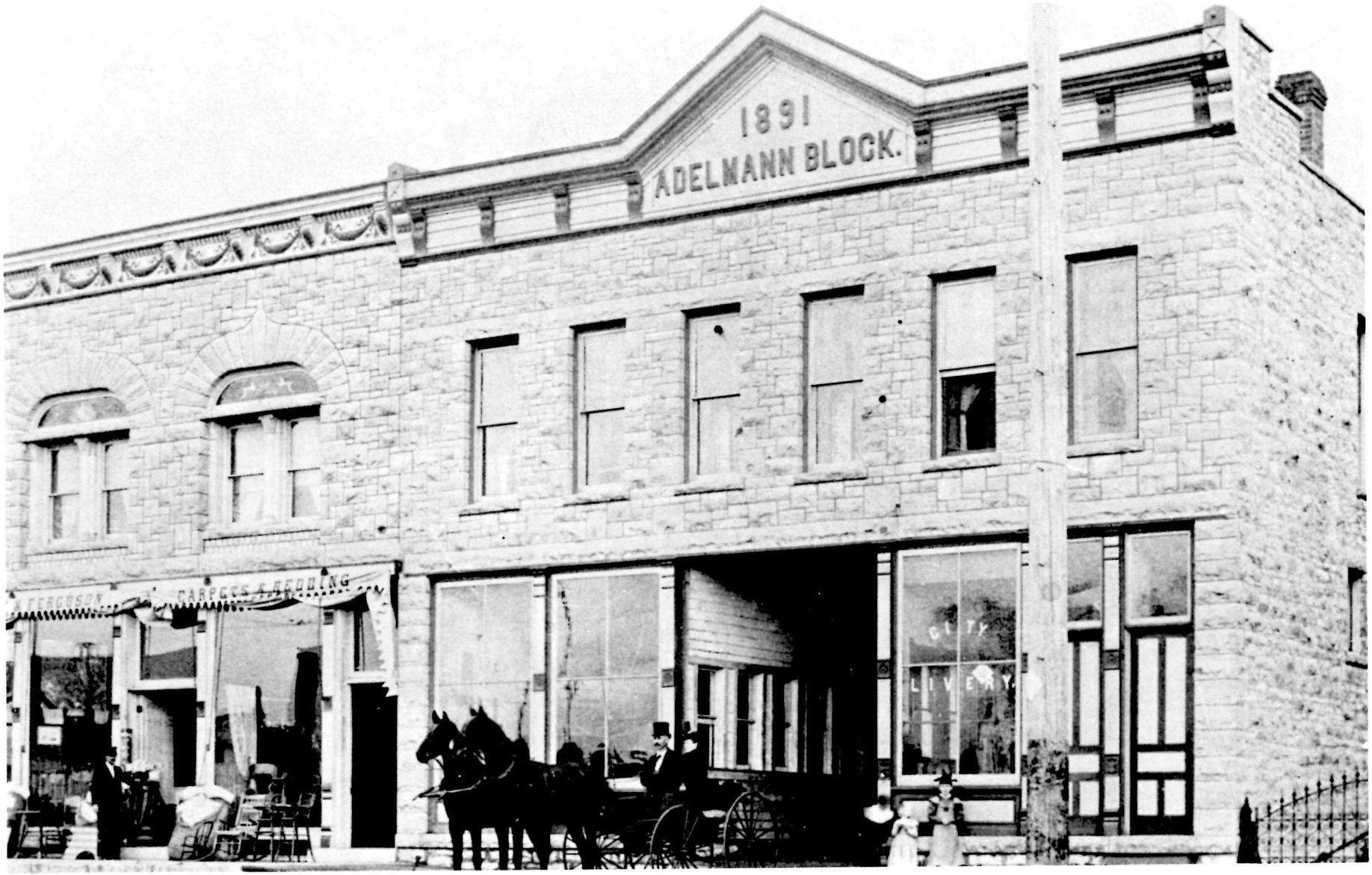
- cooperate with the Historic Preservation Council in passing an improved historic district ordinance;
- develop and enforce sign ordinance addressing color, lettering, style, and the relationship of the sign to the building architecture;
- insure that building codes are enforced downtown;
- develop and enact a minimum building maintenance ordinance;
- study traffic noise and develop methods for its control;





- install traffic signals that are compatible with the character of downtown;
- develop a comprehensive downtown parking plan;
- make all parking in the historic district free, develop uniform signs to direct traffic to parking spaces, and have the city maintain lots and bill building owners in the district.

The rich variety of architectural details embellish the building façades on State Street.



Historic view of the Adelmann Building in use as a livery. Courtesy of the Adelmann family.

Adelmann Building

To illustrate the potential for rehabilitation, HCRS examined the reuse potential of the Adelmann Building. Plans were prepared for the structure based on its architectural features and the market needs of Lockport.

The Adelmann Building, located on the southeast corner of State and 11th streets, marks the southern entrance to the business district. One of the most striking buildings in the area, it was constructed in two segments for George W. Adelmann in 1891 and 1895. The earlier structure was built as a livery stable with space on the upper level to provide a seven-room dwelling for the Adelmann family. The 1894 two-story addition served commercial, professional, and residential uses.

In 1902, the 1894 addition was converted to serve as an undertaking establishment, a business traditionally associated with cabinet makers or livery owners. This use continued until the early 1920s when automobile sales and repair provided a logical transition from the livery business. By 1926 the livery was converted into a garage with a storage capacity for 90 cars and the town's fire truck. The automobile dealership continued in the building until 1961. Owership of the property remained in the Adelmann family until 1970 when it was sold to its present owner.

Today, the Adelmann Building is only partially used, but it is an example of the potential for rehabilitating and reusing a historic structure on State Street. The unused portion of the building can be developed for restaurant, entertainment, and retail uses. The HCRS design calls for 5,024 square feet of restaurant and bar space. A small retail space, 200 square feet, is envisioned as a specialty shop, such as a coffee store. In keeping with the State Street tradition, apartments would remain on the second floor. Parking for residents and customers would be at the rear of the buildings.

The Adelmann Building, constructed of indigenous limestone, was used as a livery, furniture store, and funeral parlor.

The Adelmann Building, with its impressive architectural detailing, clearly defines the southern edge of the State Street commercial district.

Adelmann Building

Pro-Forma Analysis

Developed by owner who purchased structure within last two years. (Basis of property $28,000 before rehabilitation)

Restaurant	1,620 Gross Sq. Ft. @ $20.00/Sq. Ft.	$ 32,400.00
Bar	2,612 Gross Sq. Ft. @ $20.00/Sq. Ft.	$ 52,240.00
Kitchen	792 Gross Sq. Ft. @ $30.00/Sq. Ft.	$ 23,760.00
Retail	200 Gross Sq. Ft. @ $25.00/Sq. Ft.	$ 5,000.00
Total Gross Footage Construction Costs		113,400.00
Developers Contingency @ 10%		11,340.00
Construction Costs		**$124,740.00**
Architect & Engineer Fees @ 8% of Construction costs		9,979.20
Insurance @ 2%		2,494.80
Taxes @ $7.90/$100 assessed value of $26,000.00		1,539.53
Developers overhead at 10% (marketing, legal, etc.)		12,474.00
Non-Construction Costs		**$ 26,487.53**
Finance (3.00% service charge & 12.00% interest for 9 months)		**$ 14,968.80**
Total Development Costs		**$166,196.34**

Project costs = $166,196.34/5,224 Sq. Ft. = $31.81/Sq. Ft.

Before Tax Cash Flow Projections

Restaurant	2,410 Sq. Ft. @ $6.00/Sq. Ft.	$ 14,460.00
Bar	2,612 Sq. Ft. @ $6.00/Sq. Ft.	15,672.00
Retail	200 Sq. Ft. @ $7.00/Sq. Ft.	1,400.00
Annual Gross Rents		**$ 31,532.00**
Less Vacancies At 5%		1,576.60
Net Rents		**$ 29,955.40**
Less Real Estate Taxes @ $7.90/$100 assessed value		3,947.50
Less Operating Expenses @ 25% of Gross Rents		7,883.00
Less Management, Leasing, Promotion, etc. @ 5% of gross rent		1,576.60
Annual Net Income		**$ 16,548.30**
Capitalized @ 11.00% = $150,439.06		
Loan @ 80.00%	120,351.25	
Less Debt Service (12.00% for 25 yrs) (Annual payment is 12.75% of loan)		$ 15,344.78
Before Tax Cash Flow		**$ 1,203.52**

Annual Gross Rents/Net Leasable Area = $6.04 Average Rent/Sq. Ft.

Tax Savings Without Tax Reform Act Benefits

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Before Tax Cash Flow	1,204	1,204	1,204	1,204	1,204	1,204
Plus Mortgage/Amortization	903	1,011	1,132	1,268	1,420	1,591
Less Depreciation	**8,136**	**8,136**	**8,136**	**8,136**	**8,136**	**8,136**
Taxable Income	0	0	0	0	0	0
Less Taxes @ 48%	0	0	0	0	0	0
After Tax Cash Flow	1,204	1,204	1,204	1,204	1,204	1,204
Additional Income Sheltered	6,030	5,921	5,800	5,664	5,512	5,342
Total Tax Free Income	7,234	7,125	7,004	6,868	6,716	6,546
Total Taxes Saved @ 48%	3,472	3,420	3,362	3,297	3,224	3,142

Tax Savings Using Substantial Rehab Provision of Tax Reform Act (150% Accelerated Depreciation on Adjusted Basis After Construction)

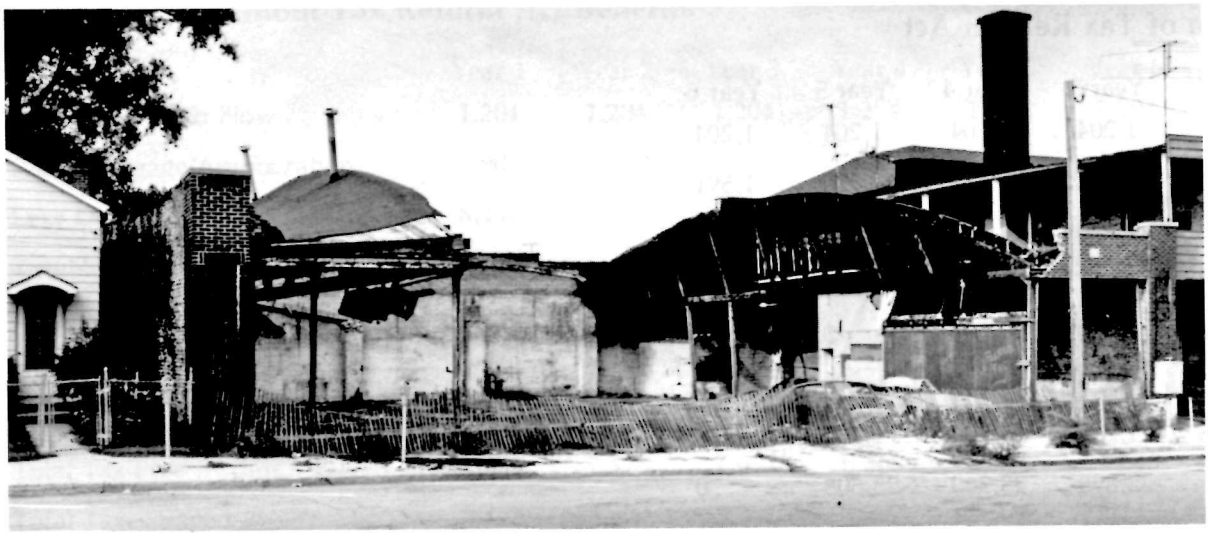
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Before Tax Cash Flow	1,204	1,204	1,204	1,204	1,204	1,204
Plus Mortgage/Amortization	903	1,011	1,132	1,268	1,420	1,591
Less Depreciation	**12,204**	**11,220**	**10,316**	**9,484**	**8,719**	**8,016**
Taxable Income	0	0	0	0	0	0
Less Taxes @ 48%	0	0	0	0	0	0
After Tax Cash Flow	1,204	1,204	1,204	1,204	1,204	1,204
Additional Income Sheltered	10,098	9,006	7,980	7,012	6,096	5,222
Total Tax Free Income	11,302	10,210	9,184	8,216	7,300	6,426
Total Taxes Saved @ 48%	5,425	4,901	4,408	3,944	3,504	3,084

Tax Savings Using 5-Yr Write-Off Provision of Tax Reform Act

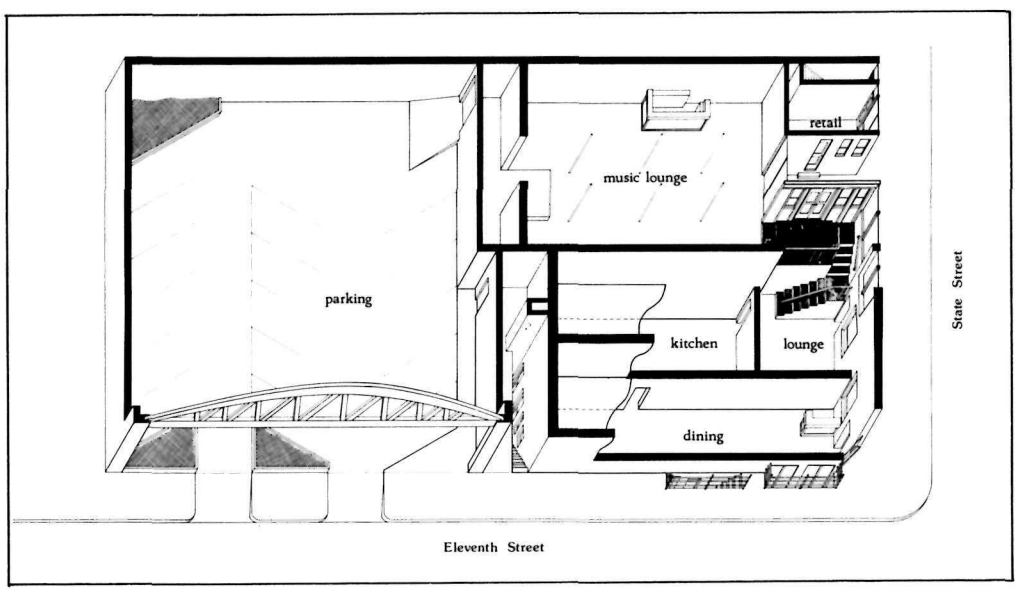
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Before Tax Cash Flow	1,204	1,204	1,204	1,204	1,204	1,204
Plus Mortgage/Amortization	903	1,011	1,132	1,268	1,420	1,591
Less Improvement Amortization	**24,676**	**24,676**	**24,676**	**24,676**	**24,676**	**0**
Less Depreciation	**1,556**	**1,556**	**1,556**	**1,556**	**1,556**	**1,556**
Taxable Income	0	0	0	0	0	1,239
Less Taxes @ 48%	0	0	0	0	0	595
After Tax Cash Flow	1,204	1,204	1,204	1,204	1,204	1,204
Additional Income Sheltered	24,125	24,017	23,896	23,760	23,608	0
Total Tax Free Income	25,329	25,221	25,100	24,964	24,812	0
Total Taxes Saved @ 48%	12,158	12,106	12,048	11,983	11,910	0

Mortgage amortization is separate from, and should not be confused with, the amortization of Section 2124 of the Tax Reform Act of 1976. In the annual income stream table the total debt service (interest and principle of the mortgage) is subtracted from the annual net income to find the before-tax cash flow. For income tax purposes only the interest is deductible. As more of the mortgage is retired each year, this amortization figure increases.

As the tax aspects of Section 2124 of the Tax Reform Act are complex, individuals should consult legal counsel, tax advisors, or a local Internal Revenue Service office for assistance in determining the tax consequence of any development project. Descriptions of tax benefits in this demonstration are for general information purposes only.



The vacant area at the eastern end of the Adelmann Building could accommodate 14 parking spaces.



This floor plan of the Adelmann Building shows the proposed restaurant in the basement and retail and entertainment space in the presently unused portion of the first floor.

Commerce Street

As mentioned in the history, in 1873 the railroad constructed an additional set of tracks through Lockport along the eastern edge of their main track, sacrificing over one-third of Commerce Street. Although merchants and citizens opposed the addition of tracks at the expense of the street, the importance of the railroad to the development of Lockport could not be overlooked. With the completion of those tracks, Commerce Street became difficult for traffic. Within a few years, the width of the street prohibited wagons from passing each other. Because of these traffic problems, all commercial and retail activity shifted to State Street.

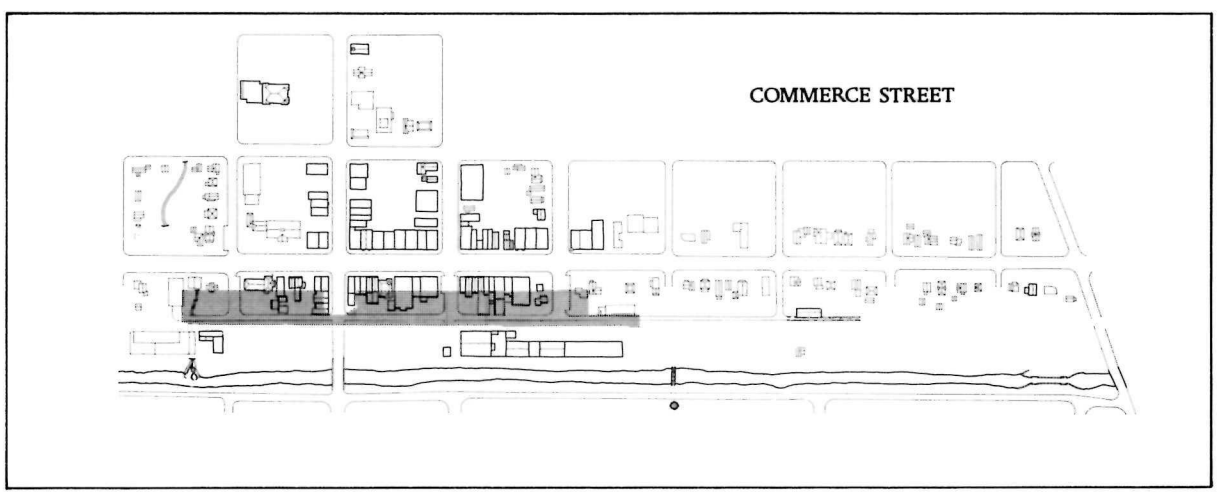
With few of the original structures remaining on Commerce Street, the streetscape now consists of garages, open spaces, and the rear façades of the structures facing State Street. The open spaces behind the structures are generally vacant or used for parking. Unsightliness is caused in some areas by trash, junk cars, railroad signal poles, and wires.

The general appearance of Commerce Street can be improved by cleaning up and landscaping. Enforcing existing litter and junk car ordinances and screening private spaces with walls and vegetation would create a stronger edge and a more ordered appearance to the street and would encourage greater pedestrian use.

Recommendations

The HCRS team suggested that Lockport implement the following preliminary improvements for Commerce Street:

- enforce existing litter and junk car ordinances;
- develop a city-coordinated garbage collection system;
- construct a low wall at the corner of Ninth and Commerce streets to reinforce the pedestrian walkway there.



Hamilton Street Courtyards

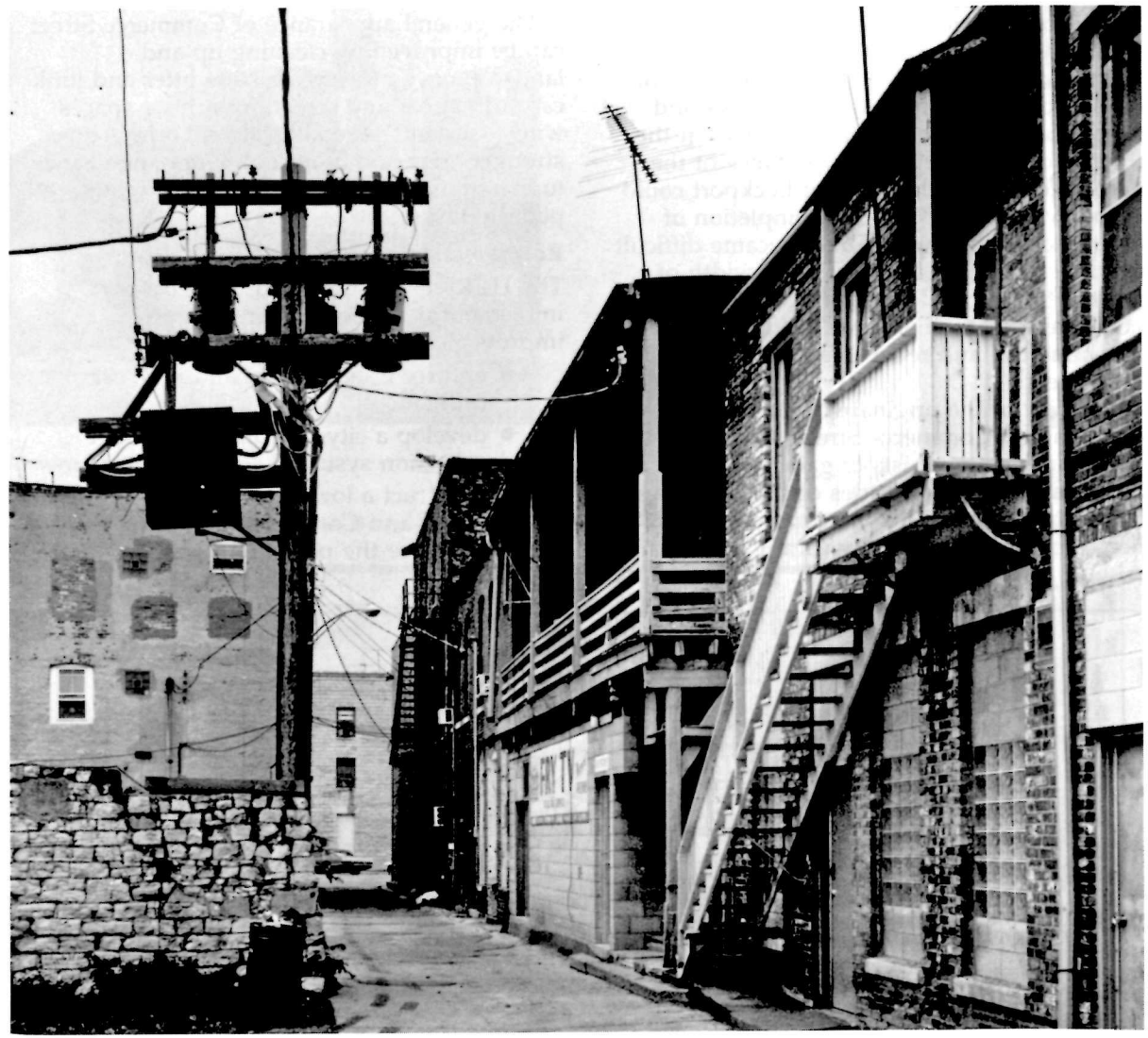
Hamilton Street, one block east of State Street, offers a transition between downtown Lockport and its residential neighborhoods. Opening up to Hamilton Street are small courtyards, created by the commercial buildings on State Street and 8th, 9th, 10th, and 11th streets. Narrow alleys pass through the blocks but receive little use. If cleaned up, designed, and landscaped properly, these spaces can provide relaxing courtyards for residents, as well as parking spaces for customers and tenants.

Overlooking these courtyards are second-story apartments above the stores facing State Street. Throughout Lockport's history these upper-story units have been occupied and maintained. The low vacancy rate of the 110 units located there suggests a present demand for downtown living accommodations. The presence of people living in the area adds vitality to the commercial district and aids security during off-hours. But overcrowding, increasing turnover, noise, and litter threaten to destroy the traditional character of these residential units. Landlords and downtown merchants must maintain and manage their properties to insure their continued use.

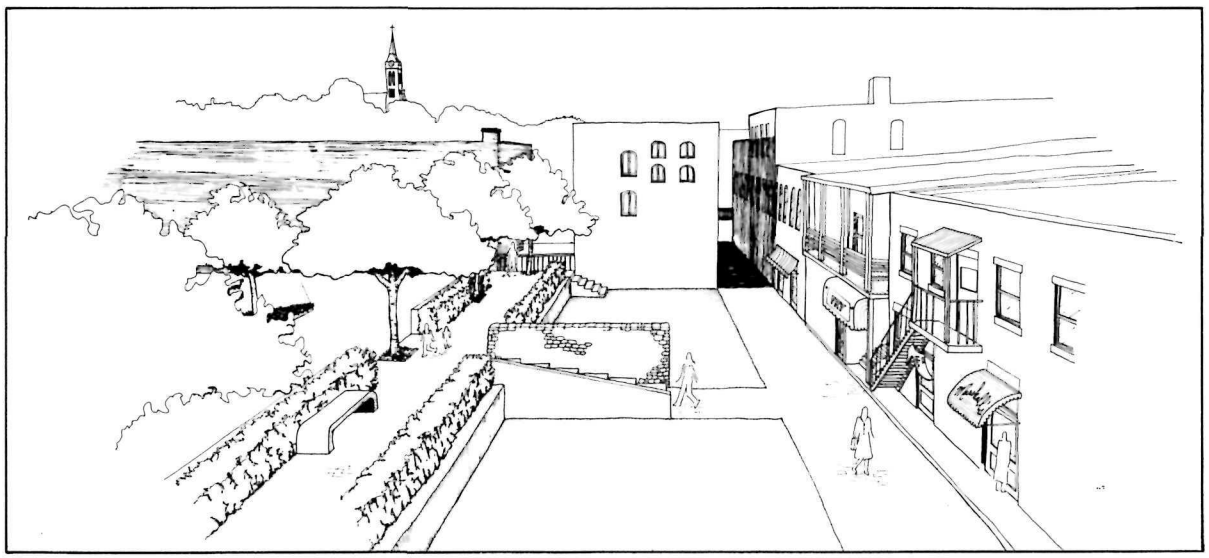
Recommendations

HCRS recommended that the city of Lockport adopt one the the following options:

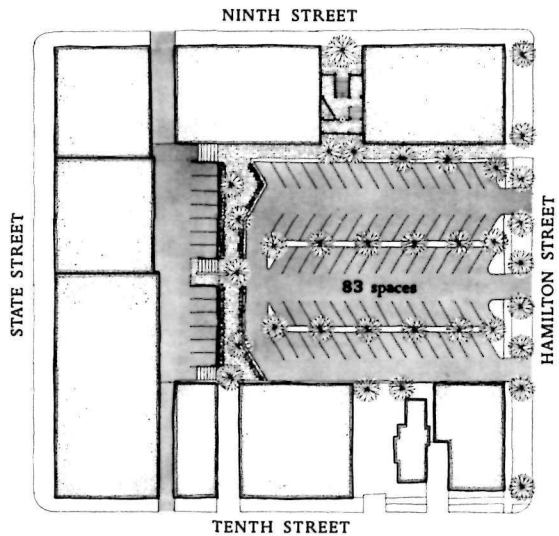
- maintain the alleys in the historic district by acquiring easements or;
- maintain and repair alleys and charge the district property owners on a percent of square-foot basis.



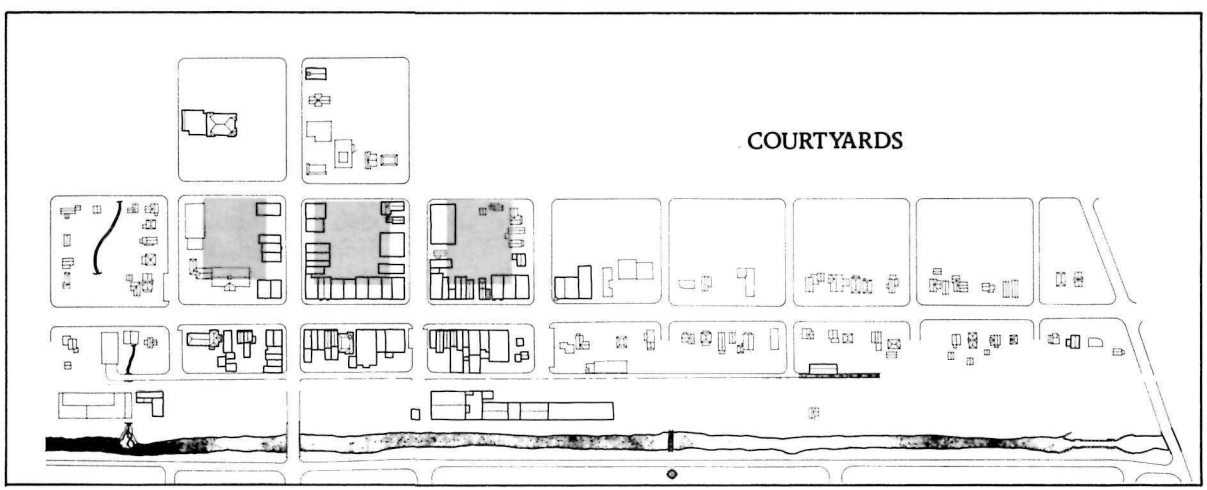
Hamilton Street courtyards.

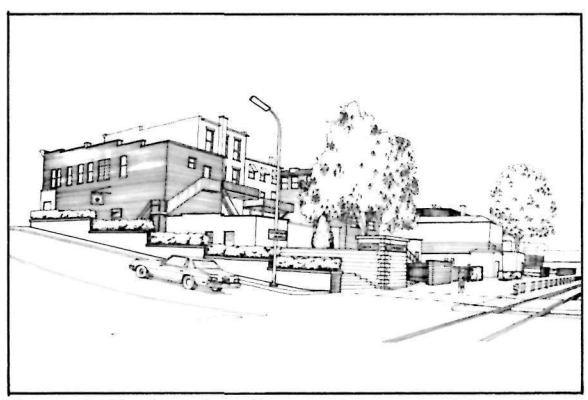


The Hamilton Street courtyards offer a contrast to the noise and activity on State Street. This view of the courtyards between 9th and 10th streets shows proposed landscaping, defined parking areas, and sidewalks.

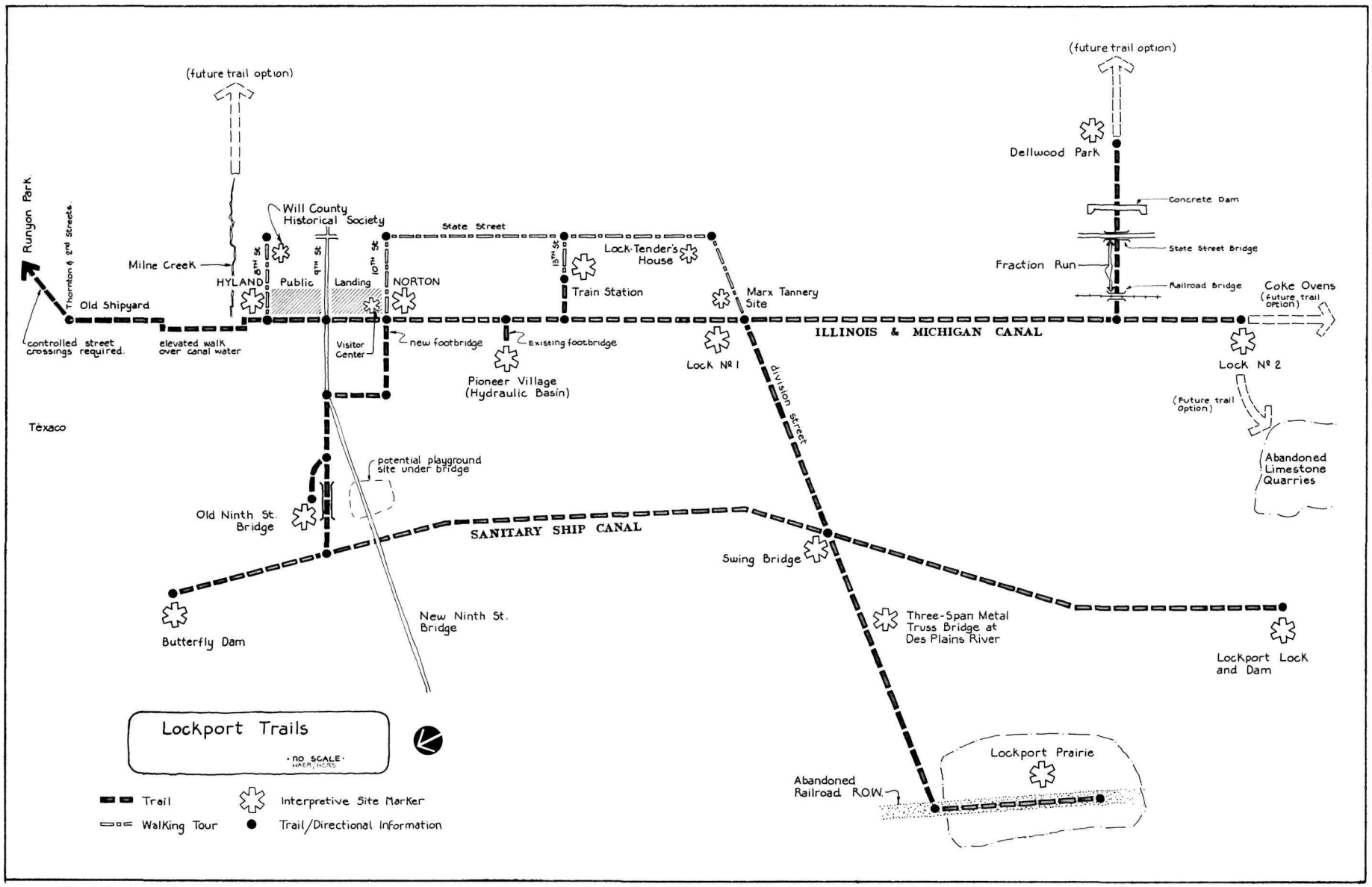


Up to 83 spaces could be developed in the courtyard between 9th and 10th streets.





The south side of 9th Street between Commerce and State Streets is visually weak. A low limestone wall, softened with plantings, would help define the pedestrian way there, and would create a more attractive entry to the area.



This trail system provides access to a wide variety of historic and natural sites.

Trail System

Lockport contains significant historic, industrial, and natural features in proximity to one another. Although there is presently little access to, or connection among, these resources, the potential to link them does exist. Recognizing this potential, this study proposes a trail system based on the I&M. Previously considered important for its commercial and industrial use, the canal is now recognized as a potential recreation resource. A trail system focusing on the canal will link the sites and enhance the opportunities for urban recreation in Lockport.

Existing and proposed trails can make up the trail system. At the present time, a 0.3-mile trail runs along the east bank of the canal below the public landing. This trail section is used, but beyond the Ninth Street bridge it falls off considerably because of trail conditions and the absence of directional and interpretive signs. Cleanup and maintenance of this section can make it the core of the proposed system. New trails fanning out from points along this trail can lead to the old canal locks, the Lockport prairie, the Sanitary and Ship Canal, and Runyon and Dellwood parks. At strategic points along the trails, directional signs can guide the visitor to the various trail options while interpretive signs or displays at appropriate locations can describe the history and functions of sites in more detail.

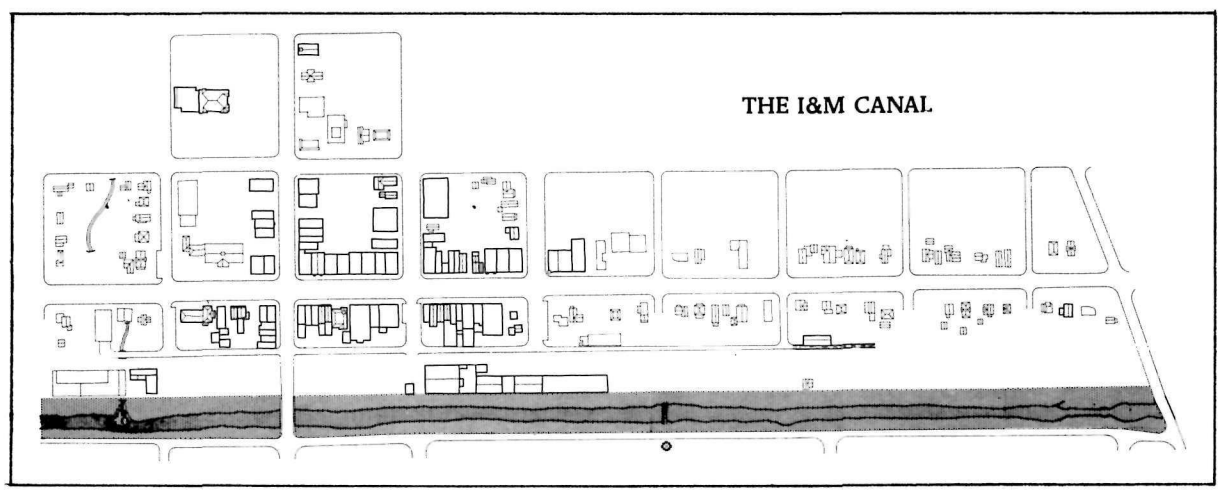
The public landing is the starting point for the trail system. This open space between the central business district and the I&M offers easy access from both areas. It can serve as a landscaped central parking facility where trail users can park and begin their visit. An interpretive center with restrooms proposed for the Coal Scale Building can direct visitors to the trail system. A map of the trails would be visible through the glass windows even when the building is closed. If the Coal Scale Building is not developed as an information center, a small open shelter containing a trail map and canal history can be erected near the south public landing parking area.

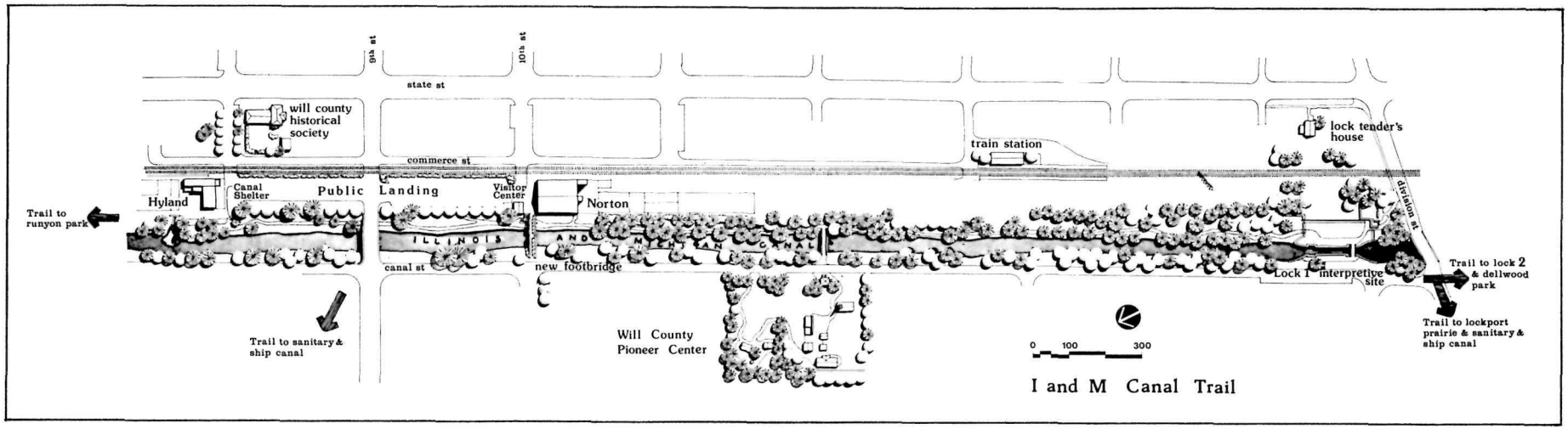
Access to the trail system from the north end of the landing is afforded by a grade level trail from the parking lot. From the southern end, access steps near 10th Street should be constructed. A gently sloping ramp from there to the trail would also be necessary to provide handicap access.

A footbridge across the canal between the proposed visitor center and the canal is another necessary improvement. It must be placed so that access is available from the foot of 10th Street at the level of the parking lot near the front entrance of the Norton Building. The local National Guard has agreed to install this bridge as a community service project.

I&M Trail

The I&M Trail begins at the public landing and follows the canal south to Lock 1. From the landing, the trail continues south about one-quarter mile to an existing wooden footbridge, which crosses the canal and leads to a public shelter located on the site of the old hydraulic basin. The bridge is in good condition and can be used to carry visitors across the canal to the Will County Pioneer Village, which would be relocated there. This new location for the village will not only provide an attraction for trail users, but it will offer a more conducive setting for the outdoor museum. At the hydraulic basin site, the structures composing pioneer village could be arranged in a larger area than is available at the present site and could be grouped into a representative farmstead and village setting. The site will offer a quiet enclave covered by natural vegetation similar in character to that of an early-19th-century farm village. Visitors



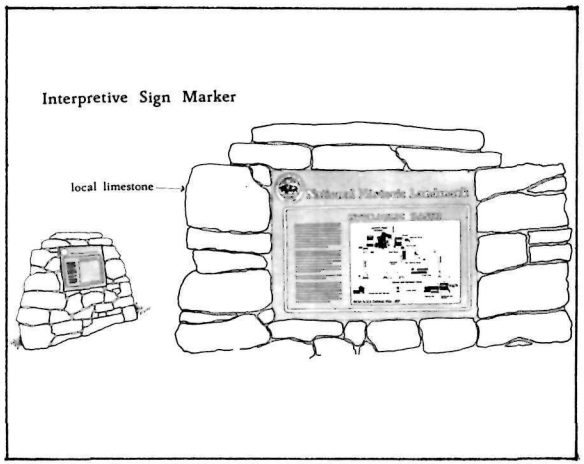


Lock 1 is the first attraction on the Lock Trail and gives the hiker a sense of the canal's history.

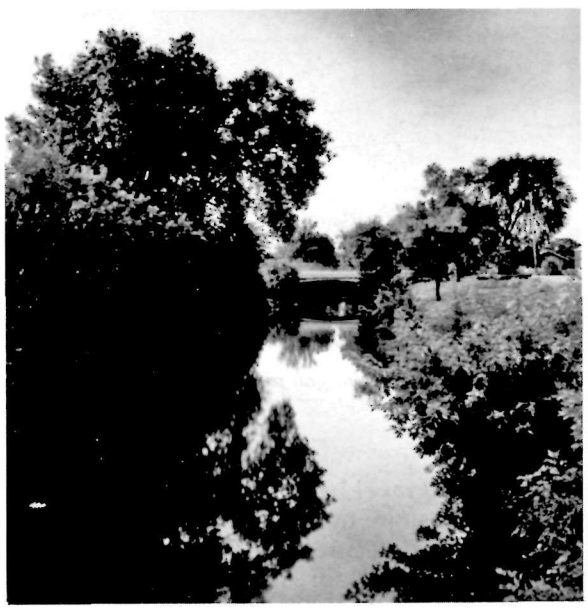
to the area would also learn about the history of the old hydraulic basin. The public shelter at the basin site is in good condition and with a little repair can be used by trail visitors.

After stopping at the pioneer village, visitors would recross the footbridge and return to the trail. At this point, they have the option of either continuing to Lock 1 or returning to downtown Lockport by way of the Lockport train depot. This second option would necessitate a connecting trail between the I&M and the depot. A wall display at the depot can explain the trail system for visitors who come by train.

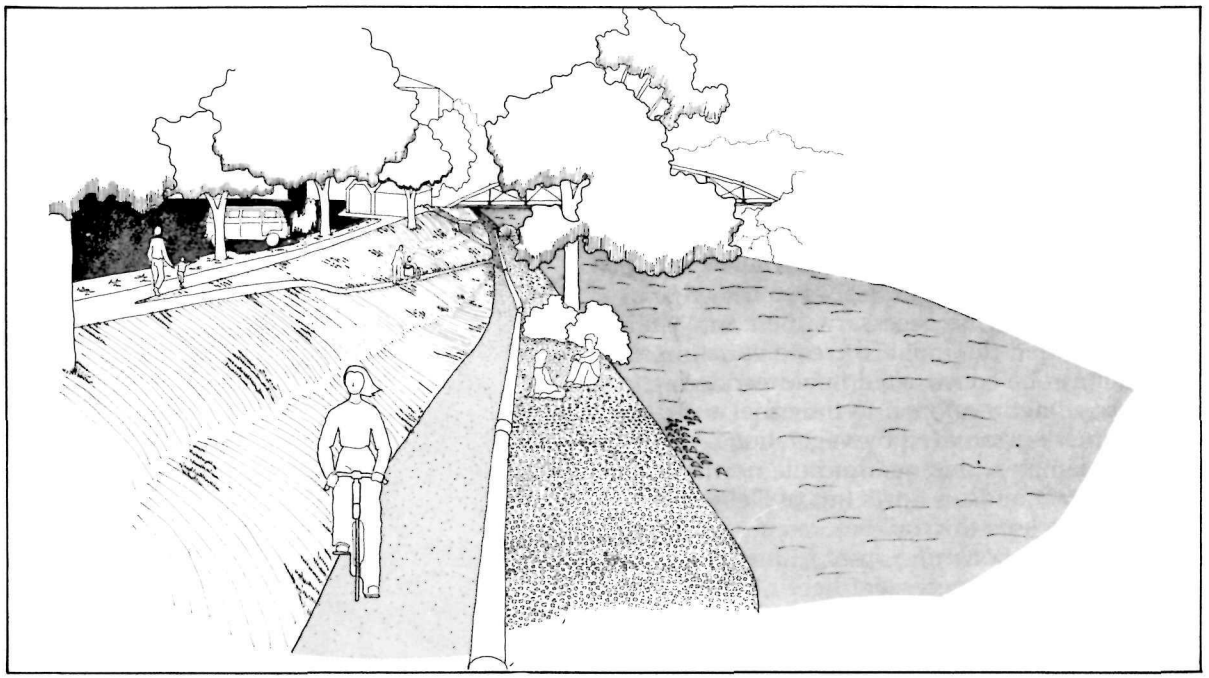
For those continuing to Lock 1, the trail extends southward from the footbridge offering a shaded, quiet natural setting and a variety of wild flowers, ground cover, shrubs,



Suggested design for interpretive sign markers.



The canal, a national historic landmark, provides a scenic green space and water resource. A variety of wildflowers, ground cover, and grasses, shrubs, and trees line its banks.



The I&M Trail below the public landing provides an entry point to the trail system.

and trees lining both canal banks. In the future, removal of the vegetation along the trail should be kept to a minimum to take advantage of natural clearings, which open up to a view of the canal. Leaving the natural growth cover intact will also lessen noise from nearby trains.

As the trail approaches Lock 1, the woods open up to a grassy field, with a rest and picnic area. At the lock, which is to be reconditioned by the state, the trail would guide visitors to the top of the limestone lock wall on the east side. A large viewing area running the length of the wall on both sides would allow visitors to look into the lock chamber. An interpretive exhibit at the site would explain the operation of the locks and describe the connections to other portions of the trail system. A short footbridge spanning the lock chamber would allow visitors easy access to the Canal Street side of the lock.

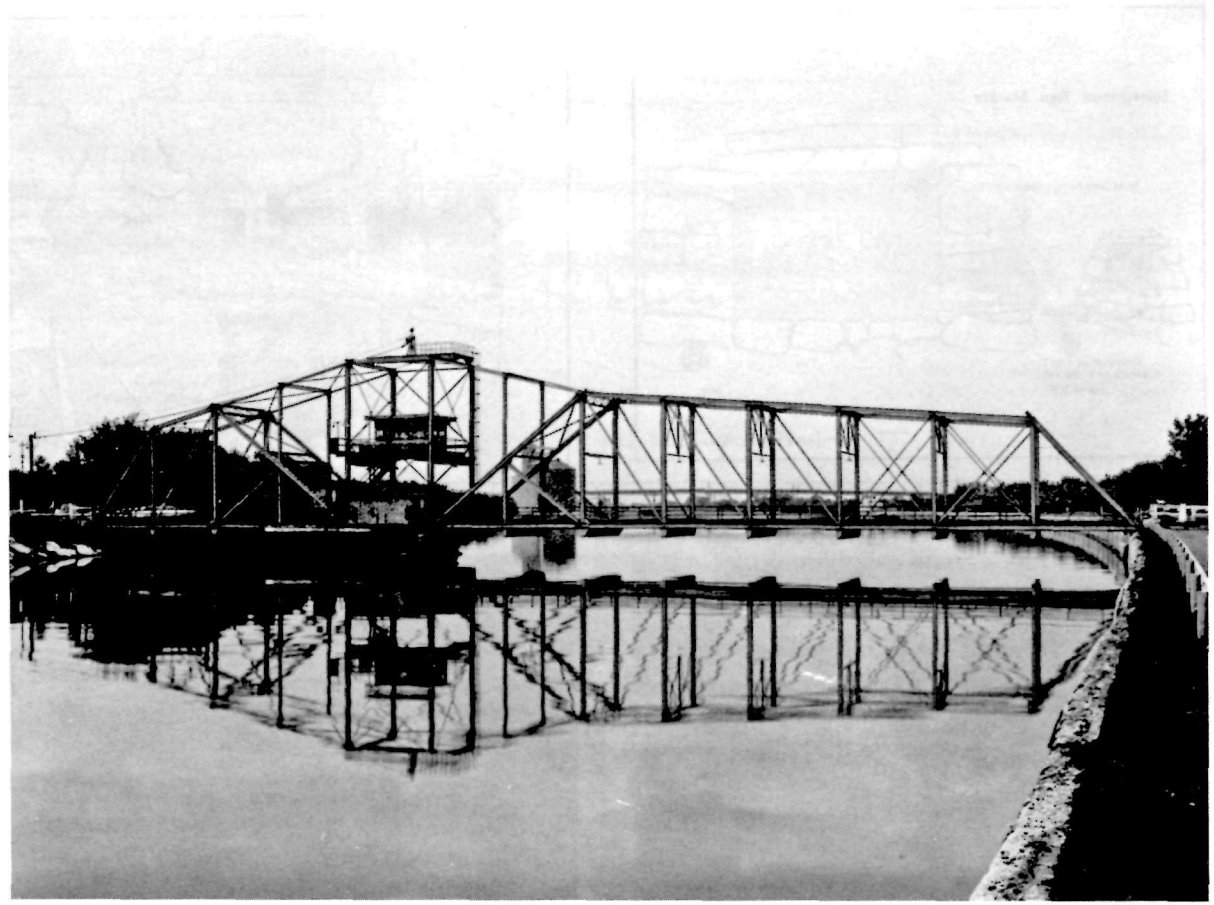
From Lock 1, the trail emerges on Division Street. The choices available to the trail user at this point include: 1) return to downtown along State Street, after a stop at the Lock Tender's House; 2) return to public landing by following the trail back along the canal; 3) return to the landing via Canal Road, which runs along the west side of the canal; 4) continue on to Lock 2 on the Lock Trail; or 5) proceed to the Lockport prairie on the Prairie Trail.

Lock Trail

The Lock Trail originates at Lock 1 and takes the visitor to Lock 2 with the option of stopping at Dellwood Park. From Lock 1, the trail crosses Division Street near the railroad tracks, where the elevation is most level, and continues south along the east side of the canal, passing through a wooded area. The trail right-of-way is narrow and where the slope of the railroad grade goes to the edge of the canal, it may be necessary to cut into the slope to widen the trail. To create variation, the trail can be constructed in a meandering fashion, sometimes open to the canal and other times surrounded by vegetation.

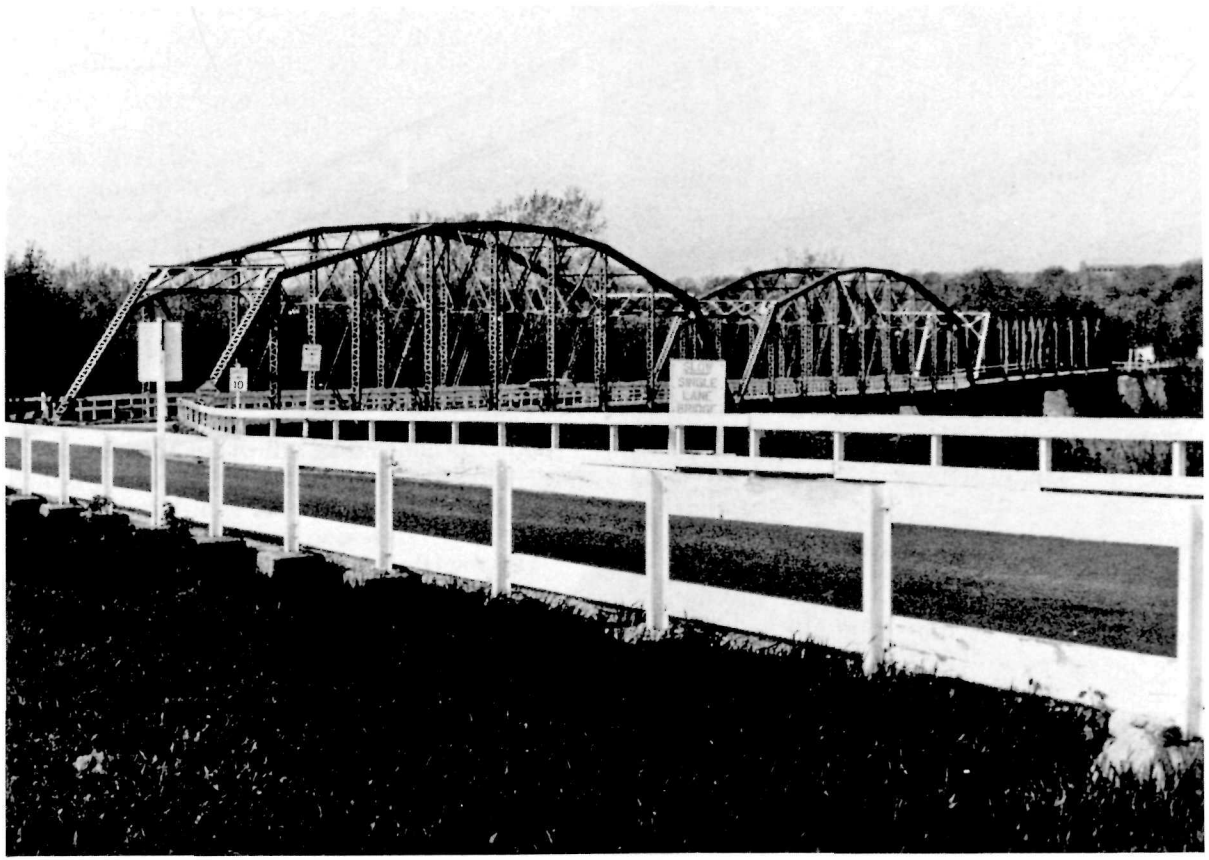
Approximately one-quarter mile north of Lock 2, Fraction Run flows out of Dellwood Park and crosses the trail before emptying into the canal. The construction of a small footbridge will be necessary here. At this point, visitors have the option of continuing to Lock 2 or entering Dellwood Park. Trail access to the park can follow the stream bed of Fraction Run and continue under the railroad bridge, under the State Street bridge, and through a passageway in the old dam. Headroom should pose no problem at the bridges, but the opening in the dam must be enlarged to provide enough space to walk through. A stable walkway surface, preferably concrete, can be built under the dam to prevent the trail from washing out in high water.

Continuing on to Lock 2 from Fraction Run, one will travel a short distance beyond the footbridge to the lock. In contrast to Lock 1, which has been restored, Lock 2 is to be stabilized in its present condition. Small, simple interpretive exhibits could illustrate the structural differences between the two locks and the deterioration of the lock since operations on the canal ceased.



The swing bridge over the Sanitary and Ship Canal opens to permit river traffic and is itself an integral part of the trail system.

The trail ends at Lock 2, but several alternatives are available for either returning to the public landing or visiting other sites in the vicinity. Visitors wishing to return to their starting point may follow the trail back along the east bank of the canal or they may continue south for approximately 100 feet to a shallow crossing where it is possible to cross the canal on gravel bars. After stopping to visit the limestone quarry, visitors can then return to Division Street by going north on the gravel Canal Road. Although this road does not have a smooth surface, it is adequate for hikers, joggers, and bicyclists. As an alternative, users could continue south on the dirt road to an abandoned coke ovens site.



The metal truss bridge could be used by pedestrians and bicyclists for access to the Lockport Prairie Trail.

Lockport Prairie Trail

The Lockport Prairie Trail, a spur from the I&M Trail, originates at Lock 1 and eventually takes the user to the Lockport Prairie. From Lock 1, the trail proceeds west along Division Street for about two city blocks to the swing bridge approach. The approach and three subsequent bridges, which must be crossed, have been constructed for vehicular traffic only, but this should not pose a major problem for hikers or bicyclists, since neither the road nor the bridges are heavily used.

The bridge approach, which is approximately 250 feet long, 20 feet wide, and has a 6 percent to 8 percent grade change leading up to the first bridge, is hard surfaced, with an unmaintained shoulder on each side, flanked by wooden guard rails. The approach leads to a 20-foot-wide, hard-surfaced bridge spanning the Sante Fe Railroad and the old Des Plaines River channel. This bridge affords a good view up and down the original channel of the Des Plaines River, a fact that should be indicated to trail users by a sign on the bridge.

Crossing the bridge, visitors watch the panorama open to a broad view up and down the Sanitary and Ship Canal as they approach the swing bridge, which itself is an item of interest when in operation. The structure rests on a caisson pivot point and is opened and closed by a massive gear system underneath. The bridge deck is of steel grating, which should pose no problem to bicycle or pedestrian traffic. Upstream one can see a grain storage plant, the highway bridge, the old Butterfly Bridge, and various industrial complexes in the distance. Downstream, Lockport Lock and Dam is visible and can be reached by walking a short distance south on the Lockport Lock and Dam Trail.

Walking a short distance farther, visitors come upon the final bridge, a three-span, metal-truss structure across the shallow Des Plaines River. The bridge leads to the open prairie, a large relatively undisturbed area of several hundred acres. A variety of wildlife and indigenous plant species including some rare prairie plants typifies this landscape.

A hiking-cycling trail through the prairie area can be created along the top of an abandoned railroad bed. This built-up area is 8–10 feet above the surrounding area, so it affords extensive views of the prairie. The Will County Forest Preserve has expressed interest in developing a trail system here.

If visitors choose only to view the prairie, they may return to Lock 1 where a variety of trails offer alternative routes to the public landing.

Lockport Lock and Dam Trail

An off-shoot of the Prairie Trail would run south along the east side of the ship canal to the Lockport Lock and Dam. This half-mile trail can parallel an existing two-lane asphalt road that butts against the canal wall. The area is owned by the Corps of Engineers and maintenance of a trail here would be no problem. Visitors can take advantage of pleasant views across the old river channel and can relax beneath shade trees along the east side of the canal.

At the lock, the public can watch the lock procedure. At present, there are no interpretive devices to explain the mechanics of the locks, but the Corps of Engineers Chicago District Office plans to install interpretive signs depicting the lock operation. After viewing the lock operation, visitors can return to the swing bridge where the two trail options are: 1) return to the public landing by the Sanitary and Ship Canal Trail; or 2) follow Division Street to Lock 1 and the I&M Trail.

Sanitary and Ship Canal Trail

Visitors to the Sanitary and Ship Canal Trail start at the public landing and cross the I&M at the new pedestrian bridge to be located between the Coal Scale Building and the Norton Building at 10th Street. The walkway from here would be well delineated by interpretive signs, landscaping, and a distinctive walk surface such as brick.

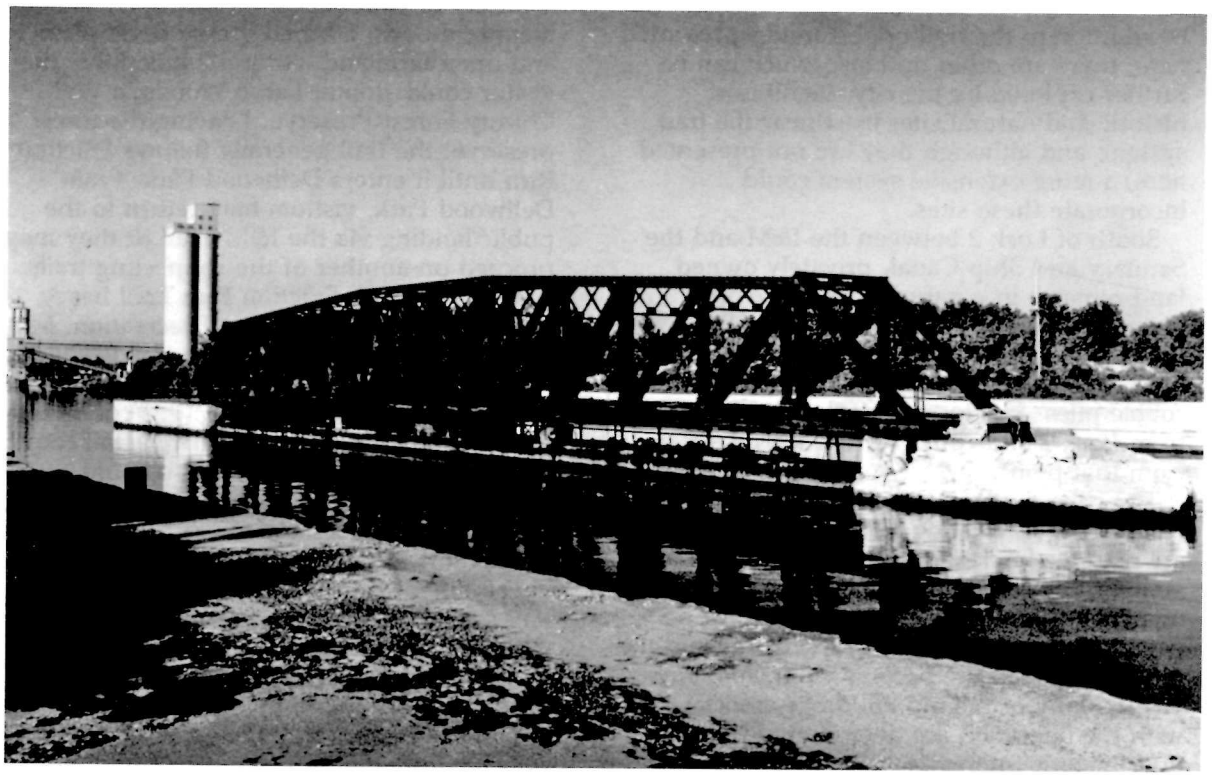
From the bridge, the walkway would first wind its way down 10th Street, then proceed along the west side of Davis Street where benches and landscaping offer a resting place, and finally would turn west along the south side of old 9th Street to the Santa Fe Railroad

Trail users may be interested in stopping at the 9th Street Bridge to look at the fine stonework of the supporting arches.

tracks. After crossing the tracks, the trail would start up again west of the railroad and proceed through a mowed area between the street trees and bridge piers. Arriving at the old 9th Street Bridge, visitors may choose, before proceeding, to stop for a closer view of the arches and stonework of the bridge. There is a 10-foot grade separation at this viewing point, so steps up to the embankment would be necessary for access to the bridge approach to continue the walk. An alternative to this trail design would be to continue the trail across the approach with a connection to the bridge viewing site below.

From this point to the ship canal, the trail would use an existing surface. At the old Ninth Street Bridge and its approach, an incline of 5–6 percent is necessary to reach the level of the canal. The bridge, however, is closed to vehicular traffic so there will be no conflict with trail use. The view up and down the old river channel from the bridge is attractive and in itself worth a walk to this area. The panorama of this large waterway suddenly opens up both to the north and to the south. The view down the canal is toward the Division Street Swing Bridge about one-half mile away while the view up the canal is of the old Butterfly Bridge and distant industrial complexes.

Visitors may choose to go either direction here along a 16-foot-wide concrete apron. To the north, they may go a short distance past the Butterfly Dam, to a point where further access is blocked by Texaco's refinery. To the south, the trail passes two large active grain elevators on the opposite bank, and goes under the new elevated Ninth Street bridge before proceeding to the Division Street Swing Bridge. The trail in this area would be designed to meander slightly to take advantage of the views of the canal and the old river channel.



Butterfly Bridge.

At the swing bridge, visitors may: 1) continue south along the Lockport Lock and Dam Trail; 2) follow the Lockport Prairie Trail to the open prairie; 3) retrace the Sanitary and Ship Canal Trail back to the public landing; or 4) follow Division Street to Lock 1.

Canal Trail Extension to Runyon Park

The Downtown Canal Trail can be extended north from the public landing to the Milne Creek outlet. A small wooded site on the banks of this creek outlet is ideal as a resting place and requires minimal cleaning. From here, the trail would continue as an elevated walkway over the canal water adjacent to Georgia Pacific property, meet the east banks again, pass the old shipyard site, and terminate at Texaco Park. This 20-acre wooded area offers picnicking, a chance to stroll through a historic cemetery, and a view of Fiddyment Creek.

Future Trail Options

In addition to the trail opportunities presented here, there are other options, which can be further explored by the city. Significant historic and natural sites exist near the trail system, and although they are not presented here, a more extensive system could incorporate these sites.

South of Lock 2 between the I&M and the Sanitary and Ship Canal, privately owned land remains in a natural state. The only disturbance to this area has been at the limestone quarry, which is still quite scenic with lakes, limestone bluffs, and limestone rubble piles. It is located only a short distance from Lock 2 and could be reached by a trail from that point.

The coke ovens south of Lock 2 can be reached by an existing dirt road. The ovens are massive brick structures laid out in a straight line for almost a mile. The present owners are removing the brick from the ovens, but given the size of the ovens and the rate of removal, the process will take many years. Many of the old buildings associated with the operation are deteriorated but they offer historic interest.

On a larger scale, a trail that loops around the eastern edge of Lockport, follows Milne Creek and Fraction Run, and eventually connects to the canal trail is a possibility. Since this trail would pass through public as well as private property, conservation easements and defined access points are necessary.

Departing from the public landing, visitors could walk north along State Street and gain access to Milne Creek from a stairway next to Bozo's Hot Dog Stand. Turning east, the visitor would follow a short boardwalk through a wooded ravine and then emerge on the trail near the Lockport Public Library. From this point, the trail would pass through a variety of landscapes, including residential neighborhoods, a broad grassy flood plain, and open farmland. After a 2-mile hike, the visitor could stop at Lamb Woods, a Will County Forest Preserve. Leaving the forest preserve, the trail generally follows Fraction Run until it enters Dellwood Park. From Dellwood Park, visitors may return to the public landing via the I&M Trail or they may proceed on another of the connecting trails.

A Milne Creek-Fraction Run Trail has implications beyond those of recreation. Much of the property crossed by the trail is still in its natural state, but as Lockport continues to grow and expand to the east, this condition will be jeopardized. A designated trail could preserve the two streams, and it could maintain a natural landscape feature in an area of future development.

Lockport has a rich potential for recreational development. The objective of the proposed trail system is to encourage this potential while highlighting the underused historic, natural, and industrial sites in the area. The I&M, the canal locks, the Sanitary and Ship Canal, the public landing and all the other sites incorporated into the plan could once again be used and appreciated.

Recommendations

The I&M Trail Plan calls for the following actions by the city:

- enter into a long-term lease agreement with the Lockport Township Park District, the Will County Historical Society, and the state of Illinois for the Lockport reach of the I&M;
- construct pedestrian bridges across the canal at appropriate locations;
- relocate existing pioneer buildings from the public landing and develop a pioneer village at the site of the hydraulic basin;
- request the state to conduct preliminary archeological work at Lock 1 and the hydraulic basin site to prepare the way for future trail development;
- request the state to conduct archeological work at the coke ovens and develop the area into an industrial archeology site.

Conclusion

The physical aspects of Lockport's heyday—the downtown commercial and industrial buildings, the canal, and the public landing—have changed little since the turn of the century. The HCRS team focused on reviving the strong relationship that once existed between the canal, public landing, and downtown district. By bringing together business, recreation, entertainment, and government, the plan promises a balanced, active downtown district for this small town.

To encourage citizens to participate in preserving the town and to create an awareness of the potential of these historic resources, HCRS sponsored and participated in many local events directly related to the Lockport project. With the assistance of the local government, HCRS sponsored a canal clean-up day to draw attention to the canal's recreation potential. The team also organized a cooperative effort with the Boy Scouts and local merchants to sponsor a film festival at the vacant historic Roxy Theater. The success of the film festival renewed interest in the Roxy as a cultural and entertainment center in Lockport. By promoting such activities as an integral part of its project, HCRS was able to cultivate a sense of community importance to underused and unnoticed resources.

Appendixes

A–1 Guide for Decision Makers

At the end of the summer, the team developed this brief guide to their recommendations and to those agencies that could be of assistance in implementing the recommendations. While each community must use elements of the recommendations to satisfy its specific needs, this guide is included to demonstrate how and by whom these recommendations can be achieved. We recognize this guide may be out of date for Lockport by the time this material is published, but the direction and sequence it suggests remains valid for other communities.

Recommendations	Funding Sources	Contacts	Resources
Work in conjunction with the Historic Preservation Council to pass a new and effective Historic District Ordinance. The new ordinance should insure the following actions: 1. Delineate the state authority for historic preservation. 2. Define the purpose of the preservation ordinance. 3. Establish an historic preservation council structure, its composition, and outline its powers. 4. Set criteria for designation of historic structures and/or districts. 5. Form a process for designation of historic structures and/or districts. 6. Address special problems (signs, infill development, limestone sidewalks, etc.). 7. Define the types of construction or alteration actions that merit commission review. 8. Set standards and criteria for review of construction and alteration actions. 9. Establish procedural provisions (notice, review, appeals, etc.).		Historic Preservation Council Holly Fiala National Trust for Historic Preservation 407 South Dearborn Chicago, Ill 60605 (312) 353-3419 Richard Roddewig Shlaes and Company 1 IBM Plaza (312) 467-1000	*Design Review in Historic Districts: A Handbook for Virginia Review Boards* contains example ordinances Ill Dept of Conservation-State Historic Preservation Office
Negotiate with the Kure brothers and the chamber of commerce to rehabilitate the Lock Iron Works office and establish an information center therein. Operated in conjunction with the chamber of commerce, the center could distribute brochures and pamphlets as well as information regarding Canal Days, events, etc.	Office of Tourism matching grants for advertising, brochures, etc. LAWCON funds	Sandy Guettle Office of Tourism Ill Dept of Business and Economic Development Springfield, Ill 62706 (217) 782-7500	*Communication Handbook,* Ill Dept of Business and Development, Office of Tourism 1977 Lockport-HCRS Report

Recommendations	Funding Sources	Contacts	Resources
		Mr. J. Kure 425 Table Street Lockport, Ill	
		Dale Hench Grants Program Ill Dept of Conservation Springfield, Ill 62706 (217) 782-7481	
		Randy Donley, President N.W. Tourism Council (815) 923-2214	
Work in conjunction with the Rapid Transit Authority to undertake a joint effort to promote additional commuter ridership in Lockport, rehabilitate and use the existing station to provide shelter for commuters, and develop sufficient parking to meet commuter needs.	Urban Mass Transit Administration funds RTA Historic Preservation Grants	Louise Stanton-Maston RTA Office-Marina Towers 600 N. State Street Chicago, Ill (312) 836-4007 National Trust for Historic Preservation Midwest Regional Office 407 South Dearborn Chicago, Ill 60605 (312) 353-3419	Lockport-HCRS Report *Recycling Historic Railroad Stations: A Citizen's Manual*, US Dept. of Transportation, 1978 *Recycling Historic Railroad Stations: A Citizen's Manual: A Technical Supplement to the Citizen's Manual*, US Dept. of Transportation, 1978
Negotiate and obtain a long-term lease of the south public landing from the Illinois Department of Conservation.	Minimum rent/ ($1.00 yearly)	Ron Chezen Property Management Ill Dept of Conservation 405½ East Washington Street Springfield, Ill 62706 (217) 782-1693	Lockport-HCRS Report
		Historic Preservation Council	

Recommendations	Funding Sources	Contacts	Resources
Develop the south public landing for 100 parking spaces and provide for the landscaping needs to enhance the visual environment.	Special Services Area	Landscape architecture firm Historical Preservation Organization Parking Commission	Lockport-HCRS Report *Parking Lot Landscaping*, Margaret A. Corwin, ASPO, Planning Advisory Service Report No. 335 *Financing Local Improvements By Special Service Area Taxation*, Patrick A. Lucansky
Parking in the historic district should be available free. Uniform signs should be developed and displayed to direct drivers to available spaces. Use a variety of spaces for expanded parking facilities. Specific spaces include: —Bozo's lot —South of Norton for commuter parking —North side of Eighth Street (west side of State Street) —A portion of the Central School lot for public parking —Inner lots for public parking in conjunction with courtyard design proposals and appropriate landscaping —Eleventh Street, north and south to the west of State Street	City will maintain parking lots and bill building owners based on their square footage. Taxes on private property used for public parking should be waived.	Property owners Graphic designers Parking Commission	Lockport-HCRS Report
Work with IDOT and ICG railroad to include a removal of signal poles and wires, as well as abandoned spur track, in project to improve Ninth Street crossing.	U.S Department of Transportation funding	Ed Gillen Ill Dept of Transportation 1000 Plaza Drive Schaumburg, Ill 60196 (312) 884-4256 Roger Skinner Illinois Central and Gulf Railroad Chicago, Ill (312) 565-1600 ext. 2447	Lockport-HCRS Report

Recommendations	Funding Sources	Contacts	Resources
When the need arises, install appropriate traffic signal lights that respect and reinforce the character of the historic district. This includes the scale, form, and color of the structures that support the signal lights.	Illinois Highway Transportation funds	Private designers and architects Division of Streets and Storm Sewers Public Works Department Joliet, Ill (815) 740-2360 Bob Francis Highway Division Ill Dept of Transportation Schaumburg, Ill (312) 884-4420	
Permanently establish free parking in downtown business districts and remove existing parking meters.	Funds from fines	Parking Commission	
Study the issue of street noise and its control. This involves working with the Federal Environmental Protection Agency to study: 1. Rerouting truck traffic 2. Altering signal lights to provide smoother passage through the intersection at Ninth and State Street 3. Legislate a noise ordinance	Quiet Communities Act Grant	Gale Hruska EPA Noise Program 5 AM WM, 230 South Dearborn Chicago, Ill 60604 (312) 353-2022 Jim Reid State EPA, Noise Field Operations Springfield, Ill (217) 732-9469	*Noise*, EPA, Office of Noise Abatement and Control, April 1979

A–2 Organization and Funding

To provide an atmosphere conducive to improving downtown, several approaches to organization and funding can be useful to Lockport's revitalization program.

A. **Economic Development Council:** The first step would be to form an Economic Development Council. The council would be broad in its representation, with individuals from all interested sectors of the community. Plans include a 28-member council consisting of seven committees, which would address finance, business establishments and industries, historic preservation, public relations, governmental services, education/ fine arts, and recreation/human services. This nonprofit group would participate in community development, stimulating private enterprise to use government loans and grants for rehabilitation.

B. **Shared Private Financing:** The participation of local financial institutions is vital to commiting funds at below-market interest rates for rehabilitation projects. A consortium approach has been used successfully in other cities. Banks pool their resources to underwrite large projects such as the public landing proposals.

C. **Government Funds:** Lockport does not have all the independent funds necessary to take responsibility for downtown revitalization. Some funding must come from state and federal programs to promote community and economic development through financing techniques and grants.

One method of financing redevelopment projects is to issue municipal **commercial bonds** on behalf of a private business for acquisition, construction, or rehabilitation. This technique was successfully used in the K-Mart development in Lockport, and the potential exists for using this method for redeveloping the Norton and Hyland buildings.

A second financing technique used successfully in several Illinois communities is **special service area financing**. This is the levy of an additional tax in a limited area of the community designed to provide special services, not available to the entire town. Such improvements include street landscaping, planters, benches, lighting, and new sidewalks.

Another method of stimulating the rehabilitation of historic commercial and income-producing buildings is the use of the Tax Reform Act of 1976. The provisions of the act allow owners to take favorable tax breaks for rehabilitation work consistent with the *Secretary of the Interior's Standards for Rehabilitation*.

There are several grants administered through the state that could be used in Lockport: 1) Historic Preservation Fund grants provide funds to stabilize, rehabilitate, restore, or reconstruct a property listed on the National Register; 2) Land and Water Conservation Fund grants provide money to help acquire and develop land for recreational use; and 3) Tourism grants fund advertisements, brochures, trade shows, etc., to promote community activities.

A–3 The Revenue Act of 1978

The Revenue Act of 1978 provides a new tax incentive—a 10% investment tax credit—to encourage the rehabilitation of older buildings. The new incentive contains the following provisions:

1. The building must have been in use for 20 years or more and 75% or more of the existing external walls must remain in place as external walls after the rehabilitation.
2. The credit applies to buildings used for industrial or commercial purposes including factories, shops, and hotels, but it cannot be used in connection with rehabilitation of residential rental properties such as apartment houses.
3. The tax credit applies to expenses made after October 31, 1978. Acquisition costs do not contribute to the amount on which the credit is figured. The rehabilitation improvements must have a life of 5 years or more.
4. If the tax credit is to be used for a certified historic structure, the taxpayer must have the rehabilitation certified by the Department of the Interior. This certification requirement applies to individually listed National Register buildings and buildings within National Register and state and locally designated districts (when the statute creating the district has been certified) that have already been certified for significance.
5. The investment tax credit cannot be used with the historic preservation amortization provision (Sec. 191); however, it can be used with the historic preservation accelerated depreciation provision (Sec. 167(o)).
6. An investment tax credit can be used by certain lessees as long as the owner of the property consents to the use of the tax credit by the lessee. Lessees of government-owned buildings are not eligible for the tax credit.

Unlike the tax incentives of Section 2124 of the Tax Reform Act of 1976, which are deductions from gross income to reach taxable income before figuring actual taxes owned, the investment tax credit is figured as 10% of qualified rehabilitation expenses and deducted directly from the taxes owned by the taxpayer. The attractiveness of the investment tax credit as compared with that of the Section 2124

provisions will depend entirely upon the taxpayer's individual situation.

As tax aspects of Section 2124 of the Tax Reform Act and the Revenue Act are complex, individuals should consult legal counsel or the appropriate local Internal Revenue Service office for assistance in determining the tax consequences of the provisions described above. Descriptions of tax consequences in this fact sheet are for general informational purposes only; regulations governing these provisions are being prepared by the Departments of the Treasury and Interior.

A–4 The Tax Reform Act of 1976

Important tax incentives for the preservation and rehabilitation of historic structures were established by Section 2124 of the Tax Reform Act of 1976 (Public Law 94–455). Signed into law October 4, 1976, the act amended the Federal Income Tax Code with provisions to

> **stimulate preservation of historic commercial and income-producing structures by allowing favorable tax treatments for rehabilitations; and discourage destruction of historic buildings by reducing tax incentives both for demolition of historic structures and for new construction on the site of demolished historic buildings.**

These preservation provisions permit owners of certain depreciable properties to amortize the costs of a rehabilitation over a five-year period or to depreciate the costs of a substantially rehabilitated structure at an accelerated rate.

To qualify for the tax incentives, property owners must complete a two-part *Historic Preservation Certification Application* and secure certifications from the Secretary of the Interior regarding

> **the historic character of a structure, and the quality of the rehabilitation work performed on a structure.**

Owners of properties listed in the National Register of Historic Places (a listing maintained by the Department of the Interior) either individually or within districts are eligible to apply for certifications. Owners of properties located in state or local districts, which are not listed in the National Register may also apply for certifications if the statutes under which the districts were established have been certified by the Secretary of the Interior. *Historic Preservation Certification Applications* are available from the appropriate State Historic Preservation Officer (SHPO).

Definitions of terms used in the act and the procedures for obtaining certifications are outlined below.

Historic Structures and Rehabilitations Affected by the Tax Reform Act

Preservation tax incentives are available for any project, which the Secretary designates as a *certified rehabilitation of a certified historic structure.*

A certified historic structure is any structure, subject to depreciation as defined by the Internal Revenue Code, which is

> **listed individually in the National Register of Historic Places; or located in a National Register Historic District and certified by the Secretary of the Interior as being of historic significance to the district; or located in an historic district designated under a statute of the appropriate state or local government if the statute is certified by the Secretary of the Interior.**

A *certified rehabilitation* is

> **any rehabilitation of a certified historic structure that the Secretary of the Interior has determined is consistent with the historic character of the property and/or the district in which the property is located.**

The Internal Revenue Code limits depreciation deductions to structures used in a trade or business or held for the production of income, such as commercial or residential rental properties.

Certification of Historic District Statutes

A property located in a state or local, rather than National Register, historic district can qualify for the benefits of the tax incentives in the act if the statute or ordinance creating the district has been certified by the Secretary of the Interior and if the property is certified as contributing to the significance of the district. To be eligible for certification, statutes establishing a district or districts must contain criteria, which substantially achieve the purpose of preserving and rehabilitating buildings of historic significance to the district. At a minimum the statute should provide for a duly designated review body, such as a board or commission, with the power to review proposed alterations to structures within the designated districts.

The request for certification of a state or local statute must be made to the appropriate SHPO by an authorized representative of the governmental body that enacted the law. Documentation for the application must include copies of the statute and, in the case of local historic district statutes, copies of applicable state enabling legislation. The SHPO reviews the documentation and forwards it with a recommendation to the National Register Division of the Department of the Interior. Notification of certification by the National Register Division is sent directly to the authorized representative.

Certification of Properties Individually Listed on the National Register

All individually listed National Register properties are considered *certified historic structures* if they are subject to depreciation. Owners of these properties do not have to complete Part 1 of the *Historic Preservation Certification Application*. To determine whether or not a property is individually listed in the National Register, a property owner should first consult the cumulative listing of National Register properties in the *Federal Register*, which may be found in most large libraries. This list is published the first Tuesday of each February and is updated the first Tuesday of every month. If the *Federal Register* is unavailable, the owner should consult the appropriate SHPO.

Certification of Properties within Registered Historic Districts

To obtain *certified historic structure* designation for a structure within a *registered historic district*, the property owner must complete Part 1 of the *Historic Preservation Certification Application*. *A registered historic district*, as defined by the Department of the Interior, is either listed on the National Register of Historic Places or designated under a certified state or local statute.

The application is submitted to the SHPO, who reviews the historic significance of the building to the district in which it is located and forwards the application with a recommendation to the National Register Division for final evaluation. Notification of certification by the National Register Division is sent directly to the property owner.

Property owners may also request certification that a structure is not significant to a historic district by following the same process.

The significance of structures within historic districts is evaluated by the SHPO and the National Register Division in accordance with the *Standards for Evaluating Structures within Registered Historic Districts*.

Certification of Rehabilitation Work

A property owner seeking *certification of rehabilitation work* involving a *certified historic structure* must complete Part 2 of the *Historic Preservation Certification Application*. Part 2 may be completed at any time during the course of the rehabilitation work, although owners are strongly encouraged to submit proposed work for approval prior to construction. The application must be signed by the property owner and submitted to the SHPO who reviews the information and forwards it with a recommendation to the Technical Preservation Services Division of the Department of the Interior.

Notice of approval of proposed work or certification of completed work is sent directly to the property owner.

All rehabilitation projects, which owners wish certified for purposes of the Tax Reform Act, are reviewed and evaluated in accordance with the Secretary of the Interior's *Standards for Rehabilitation*. These ten standards are broadly worded to guide the rehabilitation of all historic buildings, such as industrial complexes, warehouses, schools, commercial buildings, residences, and other structures. The underlying concern articulated in the standards is preservation of these significant historical and architectural characteristics of a structure in the process of rehabilitation.

Tax Incentives

The Tax Reform Act allows an owner of a *certified historic structure* to amortize the costs of a *certified rehabilitation* over a five year period, even if the expected life of the improvement exceeds five years.

The amortization provision applies to rehabilitation expenses incurred after June 14, 1976, and before June 15, 1981.

If a property qualifies as a *substantially rehabilitated historic property*, the owner instead may take accelerated depreciation by depreciating the adjusted basis of the entire rehabilitated structure at a faster rate than he otherwise would be allowed to use. A *substantially rehabilitated historic property* is any *certified historic structure* for which the cost of *certified rehabilitation* (during a 24-month period ending on the last day of any taxable year, less any amounts allowed as depreciation or amortization during this period) exceeds either $5,000 or the adjusted basis of the property, whichever is greater. The adjusted basis is generally the owner's initial cost of the property plus the cost of prior improvements less amounts previously allowed to the owner as depreciation. The accelerated depreciation provision of the act applies to expenses incurred after June 30, 1976, and before July 1, 1981.

Demolition Provisions

The Tax Reform Act provides that an owner or lessee of a *certified historic structure* cannot deduct expenditures or losses resulting from demolition of the structure. For the purpose of the provision regarding demolition costs, any structure located in a *registered historic district* will be treated as a *certified historic structure* unless the Secretary of the Interior has determined, prior to the demolition of the structure, that it is not of historic significance to the district. This provision of the act applies to demolitions beginning after June 30, 1976, and before January 1, 1981.

The act also prohibits the use of accelerated depreciation for any structure in whole or in part constructed, reconstructed, erected, or used on a site that was occupied by a *certified historic structure* that has been demolished or substantially altered other than by a *certified rehabilitation*. The provision concerning denial of accelerated depreciation applies to expenditures on construction, reconstruction, or erection of a structure after December 31, 1975, and before January 1, 1981.

The Secretary of the Interior's Standards for Evaluating Structures within Registered Historic Districts

(a) A structure contributing to the historic significance of a district is one, which by location, design, setting, materials, workmanship, feeling and association adds to the district's sense of time and place and historic development.

(b) A structure not contributing to the historic significance of a district is one, which detracts from the district's sense of time and place and historic development intrinsically; or when the integrity of the original design or individual architectural features or spaces have been irretrievably lost.

(c) Ordinarily structures that have been built within the past 50 years shall not be considered eligible unless a strong justification concerning their historical or architectural merit is given or the historical attributes of the district are considered to be less than 50 years old.

The Secretary of the Interior's Standards for Rehabilitation

1. Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building, structure, or site and its environment, or to use a property for its originally intended purpose.

2. The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.

3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.

4. Changes that may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

5. Distinctive stylistic features or examples of skilled craftsmanship, which characterize a building, structure, or site shall be treated with sensitivity.

6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to, any project.

9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material, and such design is compatible with the size, scale, color, material, and character of the property, neighborhood or environment.

10. Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

As the Nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to insure the wise use of all these resources. The Department also has major responsibility for American Indian reservation communities and for people who live in island territories under US administration.

The Heritage Conservation and Recreation Service, a non-land managing agency within the Department, is responsible for assuring the identification, protection, and beneficial use of our important cultural, natural, and recreational resources. The Service offers grant assistance, technical information, and guidance to those in the public and private sectors involved in conservation or recreation projects.

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