



Perry's Victory and International Peace Memorial

Cultural Landscape Treatment Plan and Environmental Assessment

DRAFT

February 2018



Cultural Resources
Midwest Region

Perry's Victory and International Peace Memorial

Put-In-Bay, Ohio

Cultural Landscape Treatment Plan

And Environmental Assessment

DRAFT

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About the front cover: View toward the Perry's Victory Memorial obelisk from the intersection of Toledo Avenue and Delaware Avenue. October 2016.

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Chapter 1: Introduction

Background

This cultural landscape treatment plan is an update to the treatment guidelines provided in the cultural landscape report (CLR) for Perry's Victory and International Peace Memorial (PEVI), completed by the National Park Service (NPS) in 1994.¹ An update was needed because: 1) the 1994 CLR is over twenty years old and its treatment guidelines are no longer consistent with the park's goals and objectives; 2) the CLR was completed prior to approval of the current standards for the treatment of cultural landscapes; and 3) the park has accrued features from both planned and ad hoc decisions during the twentieth century, and guidance is needed regarding on intentional preservation or rehabilitation of the designed landscape.²

This update addresses the entirety of the park, including the 14.5 acres of the National Register of Historic Places-listed (NRHP) historic site of Perry's Victory and International Peace Memorial, referred to in this report as the "historic core," as well as the surrounding lands acquired by the NPS for the park, for a total of 25 acres.

Methodology

Work on the update began with documentary research on the evolution of the park since 1994, gathered from the 1994 CLR, the 2014 NRHP *Perry's Victory and International Peace Memorial Additional Documentation* (2014 NRHP Additional Documentation), and other resources, including maps and photographs gathered from the park and other collections.³

Research was followed by fieldwork, conducted in 2016-17 to confirm and/or update conditions recorded in the 1994 CLR and the 2014 NRHP Additional Documentation.

Next, the project team compared the integrity evaluations from the 1994 CLR and the 2014 NRHP Additional Documentation, noted which evaluations still accurately reflected current conditions, and updated incorrect or outdated information. The team also evaluated changes to the park outside the historic core since the end of the period of significance (1911-1963), noted how those changes affected its historical integrity, and identified features outside the historic core that may merit special attention in the treatment plan. This comparative analysis, presented in Chapter 2,

1 Sherda K. Williams and Susan Calafate Boyle, *Perry's Victory and International Peace Memorial Put-in-Bay, Ohio: Cultural Landscape Report* (Omaha NE: National Park Service, 1994).

2 Current standards for the treatment of cultural landscapes are published in Charles A. Birnbaum and Christine Capella Peters' *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* (Washington DC: National Park Service, 1996).

3 Deborah E. Harvey, *National Register of Historic Places Additional Documentation for Perry's Victory and International Peace Memorial*, (2014). "Additional documentation" is the NRHP name for a revision to the first NRHP nomination for a historic property. Additional documentation can range from the addition of a single resource to a historic district to what is essentially a complete replacement of the earlier nomination.

Introduction

1 is organized by landscape feature so that it can be
2 used in conjunction with the treatment plan.

3 The treatment plan, presented in Chapter 3, was
4 based on the comparative analysis, and input from
5 the park and the public, and offers guidance and
6 support for the long-term management and
7 interpretation of the park and its resources,
8 organized by management zone, and based on the
9 guidelines for the rehabilitation of cultural
10 landscapes as outlined by the Secretary of the
11 Interior.⁴ The plan is illustrated by two alternative
12 plans for treatment, including the addition of new
13 circulation features, open event pavilions,
14 plantings, and interpretive and contemplative
15 waysides and nodes.

16 The final chapter, Chapter 4, presents an
17 environmental assessment that evaluates the two
18 alternatives proposed in the treatment plan, along
19 with a “no-action” alternative, identifies the
20 “preferred alternative,” and assesses the potential
21 impacts and effects of that proposed action in
22 accordance with the National Environmental
23 Policy Act (NEPA) of 1969.

4 Birnbaum and Peters, 1996.

Chapter 2: Integrity Assessment

1 Introduction

2 This chapter presents an evaluation of the
3 contributing and noncontributing features of the
4 historic core of Perry's Victory and International
5 Peace Memorial (PEVI). The historic core is that
6 part of PEVI that comprises the original 14.5-acres
7 site set aside for the construction of the Memorial
8 in 1911 (Figure 2-1). The historic core is the same
9 as the historic site identified in the 2014 National
10 Register of Historic Places (NRHP) Additional
11 Documentation, an update to the 1976 NRHP
12 nomination, which had previously listed the site as
13 12.1 acres.¹ The 2014 NRHP Additional
14 documentation also extended the period of
15 significance from 1913-1931 to 1911-1963, and
16 updated the integrity assessment provided by the
17 earlier nomination, as well as that of the 1994 PEVI
18 cultural landscape report (CLR).²

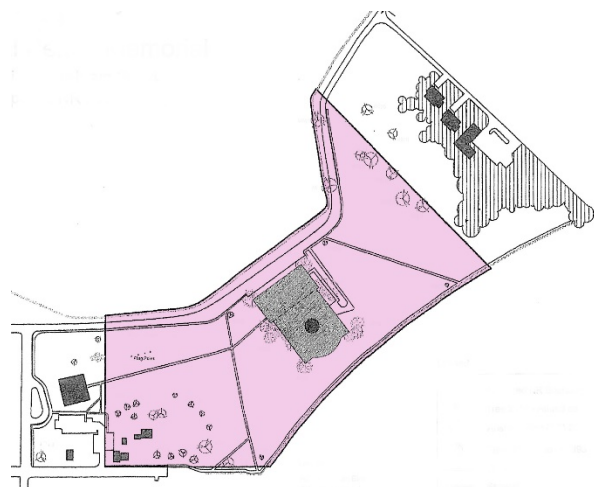


Figure 2-1: 2014 Perry's Victory and International Peace Memorial historic site National Register of Historic Places boundary.

19 This integrity assessment updates those provided
20 in the 1994 CLR and the 2014 NRHP Additional
21 Documentation regarding the historic core. Both
22 are evaluated because, although the 2014 NRHP
23 Additional Documentation is more recent, the
24 1994 CLR provides a more detailed assessment of
25 cultural landscape features. Details of the
26 Memorial building were described in more detail
27 in the 2014 NRHP Additional Documentation, but
28 for the purposes of this report, only the assessment
29 of the paving conditions of the upper and lower
30 plazas will be discussed.

31 Starting with a general overview and update of the
32 two previous integrity assessments, this chapter
33 then presents an updated assessment, identifying
34 changes to integrity noted during fieldwork
35 conducted at the site by Commonwealth in 2016-
36 2017. The updated integrity assessment is
37 organized by landscape characteristic per NPS
38 guidelines.³ Although most of the discussion
39 addresses features within the historic core, the
40 final section addresses features outside the
41 boundary, but within the park, that may affect the
42 integrity of the historic core.

43 The locations of the discussed features are
44 indicated on Figure 2-2, which illustrates the
45 existing conditions at Perry's Victory and
46 International Peace Memorial, and Figure 2-3,
47 which illustrates the contributing features of the
48 historic core.

1 Harvey, "Perry's Victory and International Peace Memorial Additional Documentation;" Busch, "Perry's Victory and International Peace Memorial."

2 Williams, *Cultural Landscape Report*.

3 Page, Gilbert, and Dolan, *A Guide to Cultural Landscape Reports*, 53.

Previous Integrity Assessments

This section presents a review of the conclusions made regarding the historical integrity and contributing/noncontributing features of Perry's Victory and International Peace Memorial as put forth in the 1994 CLR and the 2014 NRHP Additional Documentation.

1994 Perry's Victory Cultural Landscape Report

In its integrity assessment, the 1994 CLR discussed landscape features within the historic core, the overall park, and within adjacent properties as the setting of this landscape. The CLR concluded that the landscape characteristics of topography and drainage, circulation systems, structures and buildings, and small-scale features all exhibited a high level of integrity to the period of significance. However, because of the loss of most ornamental vegetation planted before 1931, vegetative features exhibited only a medium level of integrity. The loss of large shade trees and barberry hedges along the east and west sides of the historic core also weakened its boundary definition and led to patterns of spatial organization meriting only a medium level of integrity. Properties adjacent to the historic site were considered important as its setting, but the loss of the modestly scaled wood houses in the adjacent neighborhood to the west led to the low integrity rating of the character of adjoining properties and affected the overall historical integrity of the historic site.⁴

- *Update:* This assessment was completed before the removal of Chapman Avenue and the construction of the PEVI visitor center in 2002, and other, more minor, changes implemented since 1994. As described in more detail below, the removal of the historic street and its street trees around 2002 contributed to

the loss of boundary definition along the west edge of the historic core.

2014 National Register of Historic Places Additional Documentation

The Additional Documentation states that the most significant changes to the historic site after 1963 were associated with rehabilitation campaigns in the late 1970s and early 1980s, including the reconstruction of the seawalls, the construction of additional retaining walls and sidewalks, and the replacement of the original sandstone pavement on the Memorial plazas with granite. It also mentions the changes to the setting of the historic site with additions to park acreage in the mid-1900s, the construction of the maintenance facility and staff housing to the east in 1992, and the construction of the new visitor center in 2002. The nomination concludes that “[a]lthough this construction has negatively impacted the appearance of the perimeter of the site, in general the original portion of the site [the nominated 14.5 acres] retains its historic integrity.”

The 2014 Additional Documentation goes on to say that the historic site is nationally significant under Criterion A in the areas of Social History, Politics, and Government; under Criterion C in the areas of Architecture and Engineering; and under Criterion Consideration F: Commemorative Properties for its age, design, and symbolic value.⁵

- *Update:* Unfortunately, the Additional Documentation reported that “[t]he historic portion of the site has changed little between 1936 and the present,” overlooking the addition in 1951 of the residence and garage for the Superintendent's House (now the Men's Dormitory). Further, its conclusion also erroneously omits the site's significance under Criterion C in the area of landscape

4 Williams, *Cultural Landscape Report*, 74-100, 139-140.

5 Harvey, “Perry's Victory and International Peace Memorial Additional Documentation,” 8-96 and 8-97.

**Cultural Landscape
Treatment Plan and
Environmental Assessment**

for

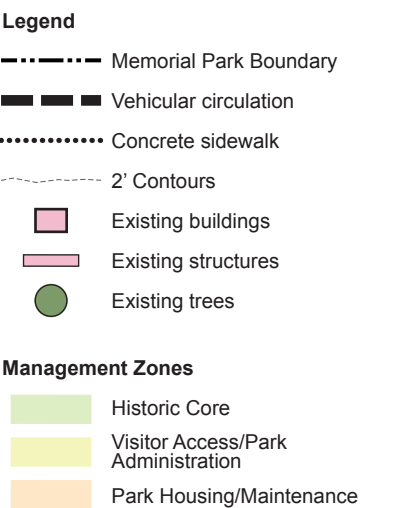
**Perry's Victory and
International Peace
Memorial**

February 2018



This drawing was prepared to illustrate the Environmental Assessment for Perry's Victory and International Peace Memorial in 2018. This drawing is provided to illustrate potential treatment alternatives, and is not intended to serve as a design or construction document.

DRAFT



Black powder magazine
Dumpster
Camper pad

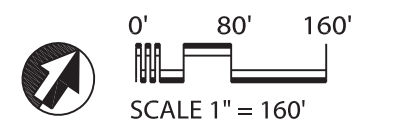


Figure 2-2
Existing Conditions

Data Sources: Base map based on GIS shapefiles provided to the authors by NPS and supplemented through with aerial photography and other NPS maps

Perry's Victory and International Peace Memorial

Figure 2-3 Contributing Features

Data Sources: Base map based on GIS shapefiles provided to the authors by NPS and supplemented through with aerial photography and other NPS maps

architecture, although this is described earlier in Section 8 of the document.⁶

2017 Integrity Assessment

This assessment is organized by landscape characteristic: topography and grading, spatial organization, circulation, vegetation, buildings and structures, views and vistas, and small-scale features. An additional category, setting, is provided at the end to describe the character of adjacent lands and their effect on the historical integrity of the historic core.

Where an adequate assessment of the integrity of a landscape characteristic was provided in the 2014 NRHP Additional Documentation, the update addresses that document only; if not, the update addresses the assessment provided in the 1994 CLR. The update for each characteristic is followed by a summary of contributing, noncontributing, and missing features from the period of significance, 1911-1963. Figure numbers have been added in brackets.

Topography and Grading

The 1994 CLR provides an excellent and comprehensive description of the topography and grading of the park. It concludes that the integrity of the level topography of the Memorial's grounds as "the first of three horizontal planes that accentuate and balance the verticality of the column (the plazas being the other two planes)" is unchanged from the period of significance. It also concludes that the earthen berms that fall from the upper and lower plazas to this level plane maintain their integrity and contribute to the historic character of park. Finally, although part of the eastern side of the earthen berm below the upper plaza was removed for the construction of the restrooms in the 1950s, the CLR concludes that the 1984-85 addition of granite retaining walls to stabilize its slopes met a functional need, and the

area remains visually compatible with the historic character of the park.⁷

Update: As of 2016, these conditions have changed little, although it should be noted that the earthen berm is eroding where bare earth is exposed underneath the pines (Figure 2-4). Overall, however, the topography and grading within the historic core continue to contribute to its integrity.

Contributing: Level topography, earthen berm around Memorial plazas.

Noncontributing: Granite retaining walls added in 1984-85.

Missing: Earthen berm on the eastern side of the Memorial.



Figure 2-4: Area of erosion of the earthen berm under the Austrian pines. CHG

Spatial Organization

As described in the 1994 CLR, the historic core has an open character created by the horizontal plane of open lawn to each side of the column and the flat planes of the Memorial's plazas, which together emphasize the column's verticality

⁶ Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 8-81.

⁷ Williams, Cultural Landscape Report, 81-82. Note: the 2014 Additional Documentation overlooks the importance of the berms in contributing to the overall historic character of the site.

1 (Figure 2-5).⁸ During the monument's
2 construction, utility lines that once crossed the
3 property were buried underground, further
4 contributing to the open character of the historic
5 core.⁹

6 Groups of trees at the eastern and western edges
7 of the historic core were preserved and
8 supplemented by Freedlander to enclose the edges
9 of the Memorial grounds and further enhance the
10 verticality of the column. The 1994 CLR
11 comments that the loss of large trees at the east
12 and west boundary of the historic core (more on
13 the east), which once served to frame the
14 composition and provide a visual boundary, has
15 weakened the integrity of spatial organization.¹⁰

16 The boundaries of the historic core to the east,
17 west, and south were originally further delineated
18 with a double row of barberry hedges, which
19 defined a balanced spread of lawn to each side of



Figure 2-5. View of the Perry's Victory and International Peace Memorial in the late 1920s, showing the flat, open lawn of the site, framed by large trees to the east and west. NPS

8 Williams, *Cultural Landscape Report*, 81. This is typical of the Beaux-Arts approach that became influential in American design starting in the 1870s. The Beaux-Arts is a neo-classical design style that re-interpreted ideas from French classical monumental architecture, landscape architecture, and urban planning. Versailles is an example of a French classical composition of architecture and landscape design that influenced American designers like L'Enfant, who designed the first plan for Washington, DC. Characteristics of the Beaux-Arts style in landscape design included balanced, usually symmetrical, arrangements of components, axial avenues, grand vistas, and monuments that created a dramatic visual experience.

20 the Memorial building, a spatial balance typical of
21 the Beaux-Arts style (Figures 2-6 through 2-8).
22 The 1994 CLR states that, even with the loss of the
23 hedges, this symmetry remains intact as a
24 contributing feature of the historic core.¹¹

25 Update: The park has begun to replace those large
26 trees that were gradually lost over time, and
27 although those trees are replacements, the
28 restoration of this pattern of vegetation
29 strengthens the historic character of the historic
30 core. There are no plans to replace the barberry
31 hedges.

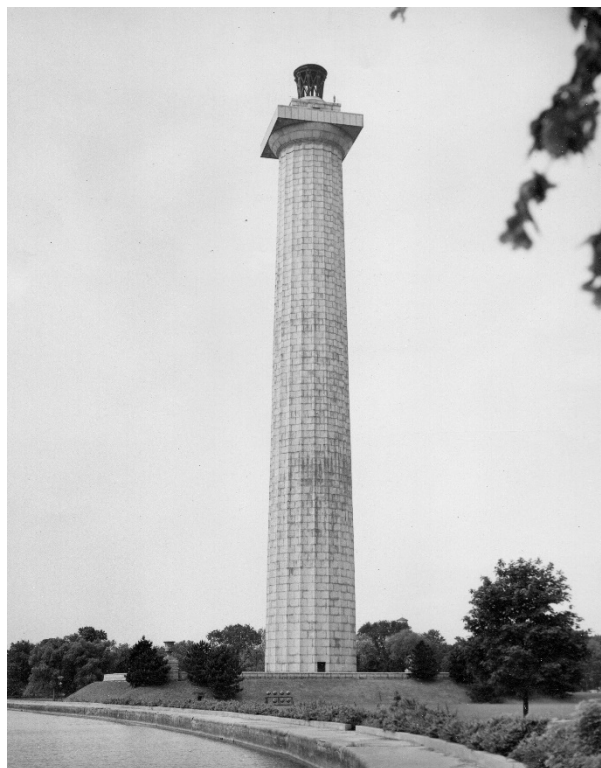


Figure 2-6: View of the Memorial column from the south seawall, showing the barberry hedge ca. 1945. NPS

9 Williams, *Cultural Landscape Report*, 95.
10 Williams, *Cultural Landscape Report*, 97.
11 Williams, *Cultural Landscape Report*, 97.

- 1 **Contributing:** Open lawn, flat planes of Memorial
 2 plazas, lack of utility lines, pattern of large trees
 3 framing the Memorial composition.
- 4 **Noncontributing:** New trees.
- 5 **Missing:** Several original large trees and barberry
 6 hedges that marked the boundaries of the original
 7 Memorial site.

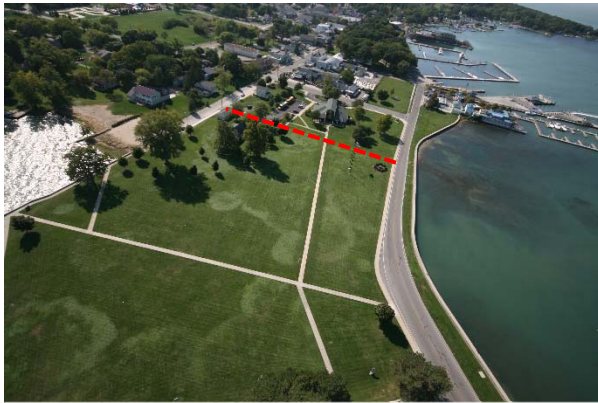


Figure 2-7: View west from the observation deck, annotated to show location of original west boundary. CHG



Figure 2-8: View east from the observation deck, annotated to show location of original east boundary. CHG

8 Circulation

- 9 The circulation system within the historic core
 10 comprises roads, a parking lot, and sidewalks. The
 11 roads include Bayview Avenue (State Highway
 12 357), which passes through the park on its
 13 northern edge, and Delaware Avenue on the

- 14 southwest, both of which were in place before the
 15 construction of the Memorial. The parking lot on
 16 the north side of the lower plaza was constructed
 17 in 1915 and remains in its historic location.
 18 Although the roads and the parking lot have been
 19 repaved since they were constructed, the 2014
 20 NRHP Additional Documentation considers them
 21 to be contributing features of the historic core.

- 22 Chapman Avenue, which once marked the
 23 western boundary of the historic core of the park,
 24 was removed for the construction of the visitor
 25 center in 2002. The visitor center parking lot
 26 entrance drive was constructed in 2002 on top of
 27 the southern end Chapman Avenue and the old
 28 street's trace can still be perceived in the slight dip
 29 in the landscape, a remnant of its streetside
 30 drainage ditch (Figure 2-9). Although traces
 31 remain, the loss of Chapman Avenue, as stated in
 32 the 2014 NRHP Additional Documentation,
 33 "impairs understanding of the western boundary
 34 of the original site."¹²

- 35 For pedestrian circulation, Freedlander's original
 36 1924 design proposed two parallel sidewalks
 37 flanking the Memorial from the parking area to the
 38 south seawall (Figure 2-10).¹³ However, it was the
 39 Memorial Commission's Building Committee that
 40 proposed the two diagonal sidewalks from the
 41 Memorial's lower plaza to the sea wall that were
 42 constructed in 1925, at the same time as the



Figure 2-9: View along the old trace of Chapman Avenue. The dip that marks the location of its roadside ditch is marked by the red dashed line. CHG

12 Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 7-14.

13 Freedlander, "Reservation Showing Parking of Grounds."

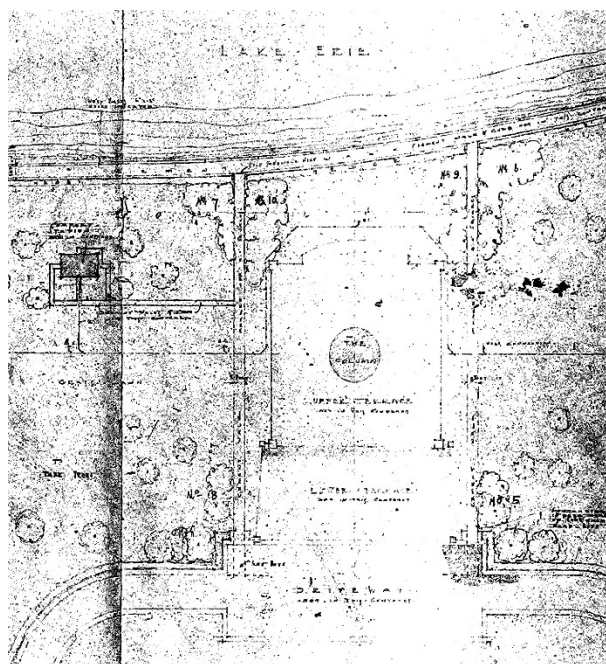


Figure 2-10: Freedlander's 1924 plan, "Reservation Showing Parking of Grounds," showing the two proposed parallel walkways flanking the Memorial building. NPS

sidewalk along Bayview Avenue, the south seawall sidewalk, the short sidewalk that leads to the side stairs of the lower plaza, the side stairs, and the stairs that lead to the lower plaza at the front side.¹⁴ The two sets of stairs, originally wood, were reconstructed in concrete later during the period of significance. All these sidewalks were reconstructed in the 1970s "in kind," that is, of concrete in the same dimensions as the originals. In addition, although the south sidewalk was rebuilt when the south seawall was reconstructed and extended in 1977–1978, the general idea of a sidewalk along the south seawall dates to the period of significance.

The sidewalk and stairs that provide access to the Memorial restrooms from the lower plaza, along

with the plaza outside the restrooms, were installed in the 1950s and are considered contributing features since the period of significance was expanded to 1963 through the 2014 NRHP Additional Documentation. The parallel sidewalk that is used for park utility vehicles was installed in the 1970s. The short, diagonal concrete sidewalk that connects the west diagonal walk to the south seawall sidewalk was built during the 1977-78 seawall reconstruction project to replace a wood boardwalk there that dated to the early 1970s. The wood boardwalk had been constructed to traverse the marsh that had re-established itself in that area.¹⁵

Update: The diagonal sidewalk that was built in 2002 to connect the visitor center to the Memorial is not mentioned in the 2014 NRHP Additional Documentation. Although placed on axis between the centerline of the visitor center and the Memorial column, the walkway does not define two balanced or symmetrical spaces per the Beaux-Arts ideal, and leads to only a side stair to the lower plaza (Figure 2-11).

Contributing: Bayview Avenue, Delaware Avenue, trace of Chapman Avenue, two main diagonal sidewalks, restroom access sidewalk and stairs, and sidewalk to the lower plaza stairs, as well as both sets of stairs to the lower plaza.

Noncontributing: Short, diagonal sidewalk that replaced the wood boardwalk in the 1970s, park utility sidewalk, and sidewalk between the visitor center and the memorial.

Missing: Wood stairs that preceded the concrete stairs to the lower plaza and original south seawall sidewalk.

¹⁴ Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 8-84 and 8-85. The diagonal walk extending from a central point, called a "patte d'oie" (goose foot) in French, was a regular feature of the French classical garden and the idea was imported into the neoclassical Beaux-Arts site plan. It may have been the intent of the Building Committee to create a similar effect with these diagonal walks.

¹⁵ Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 8-94.



Figure 2-11: Diagonal walkway that connects the visitor center to the side stair of the Memorial's lower plaza. CHG

Vegetation

Lawn

Vegetation has been used as an essential element of the design of the memorial since its inception. When construction on the Memorial began in 1912, most existing vegetation was cleared to make way for the filling and grading required to create the flat, horizontal base from which the plaza and column would rise. The most important vegetation feature, therefore, is the maintained lawn into which the Memorial was set. It provides, as stated in the 2014 NRHP Additional Documentation, "a visual counter to the verticality of the Memorial column [that is] integral to the original design concept [and] exists today essentially as designed," and contributes to the historical integrity of design, scale, feeling, and association of the historic site.¹⁶

¹⁶ Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 7-11.

¹⁷ Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 7-12.

¹⁹ Update: The park continues to maintain the lawn as a manicured lawn.

²¹ Contributing: Manicured lawn.

²² Noncontributing: n/a

²³ Missing: n/a

Large Trees

²⁵ During the 1912 site preparation phase, several
²⁶ large trees were preserved on the east and west
²⁷ boundaries of the property (see Figure 2-5).
²⁸ Freedlander intended to leave these trees standing
²⁹ and supplement them with additional trees to help
³⁰ frame the Memorial column and provide a
³¹ transition from the formal symmetry of the
³² Memorial grounds to its more informal setting. A
³³ few of the larger trees that stand along the eastern
³⁴ and western boundaries of the historic core today
³⁵ may be mature enough to predate 1912, especially
³⁶ the large maple standing in the northeast corner of
³⁷ the historic core. At least two of the large street
³⁸ trees that once stood along Chapman Avenue, as
³⁹ recorded in the 1994 CLR, were removed in 2002
⁴⁰ when the street was demolished and the new
⁴¹ visitor center constructed. The loss of these trees
⁴² has a negative effect on the integrity of the historic
⁴³ core because they contributed to the delineation
⁴⁴ of its western boundary.¹⁷

⁴⁵ During the 1924–1926 construction period, four
⁴⁶ Norway maples were planted at each end of the
⁴⁷ two diagonal sidewalks. These have since been
⁴⁸ replaced in kind with new Norway maples.
⁴⁹ Another Norway maple was also planted in the
⁵⁰ 1920s at the intersection of the sidewalk to the
⁵¹ lower plaza west steps and the western diagonal
⁵² sidewalk. That tree blew over in a storm in the
⁵³ 1970s and has not been replaced.¹⁸

⁵⁴ Update: The park continues to plant new trees to
⁵⁵ replace those lost along the east and west sides of
⁵⁶ the historic core and this pattern of vegetation

¹⁸ Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 7-12.

1 continues to contribute to the historical integrity
2 of the historic core. The four replacement Norway
3 maples continue as a pattern of vegetation to
4 contribute to the integrity of the historic core.

5 Contributing: Patterns of large tree massing on the
6 east and west boundaries of the historic core, and
7 four Norway maples.

8 Noncontributing: n/a

9 Missing: Trees protected and planted during the
10 1924-26 planting campaign, including trees along
11 Chapman Avenue, and Norway maple at the
12 intersection of the west diagonal sidewalk and the
13 sidewalk leading to the west lower plaza stairs.

14 **Austrian Pines**

15 The most eye-catching trees growing within the
16 historic core today are the fifteen Austrian pines
17 (*Pinus nigra*) that stand on the earthen berms
18 around the upper and lower plazas. These survive
19 from the original group of “40 Large Clipped
20 Austrian Pines” that were planted in 1925,
21 presumably at Freedlander’s and/or the
22 Commission’s direction (Figure 2-12).¹⁹ Only nine
23 years later, though, in 1934, eleven of the pines
24 were removed at the direction of the
25 Commssioners because they blocked the
26 floodlights’ beams that illuminated the column. It
27 appears that these pines were transplanted to
28 other locations in the park or off-site.

29 As summarized by the 2014 NRHP Additional
30 Documentation, the remaining Austrian pines
31 have outgrown the scale and clipped, conical
32 shape that Freedlander intended. Although
33 historically significant features and with integrity
34 of location, they lack integrity of design and their
35 effect as structural elements in the landscape
36 (Figure 2-13).²⁰



Figure 2-12: Detail from photograph of the Memorial from the late 1920s after the Austrian pines were planted, showing their conical forms. NPS



Figure 2-13: Photograph of the Austrian pines in 2016, showing their current form. CHG

37 Update: Only fifteen of the Austrian pines remain
38 today.

39 Contributing: Remaining Austrian pines.

19 One characteristic of the French classical garden, which also became part of the Beaux-Arts style was the clipped evergreen used as a sculptural form in the landscape, often playing a secondary role in defining space.

20 Harvey, “Perry’s Victory and International Peace Memorial Additional Documentation,” 7-12.

1 Noncontributing: Shape and scale of remaining
2 Austrian pines.

3 Missing: Twenty-five Austrian pines.

4 **Barberries**

5 Plantings completed in 1924–1926 also included
6 double rows of barberry hedges that were installed
7 along the boundaries of the historic site and in the
8 planters on the upper plaza (Figure 2-14 and see
9 Figure 2-6). Because these hedges had to be
10 replaced several times over the next ten years, they
11 were eventually removed. As stated above, the
12 barberry hedges formed a clear boundary for the
13 historic core and contributed to the formal Beaux-
14 Arts style of the Memorial grounds.

15 Update: There are no remaining specimens of the
16 original barberry plants installed at the Memorial.
17 Because of the high cost of maintaining a lengthy,
18 continuous hedge, the park has no intention of
19 replacing the boundary hedges. It also has no
20 intention of replacing the barberries that were
21 planted on the upper plaza because they were not
22 part of the original Freedlander planting concept.

23 Contributing: n/a

24 Noncontributing: n/a

25 Missing: Barberry hedges around the historic core
26 and barberries in the upper plaza planters.



Figure 2-14: Photograph taken of the ticket booth ca. 1929 to 1934, showing the barberry plantings in the Memorial's upper plaza planters. *NPS*

27 **Grass Panels**

28 Although originally specified by Freedlander as
29 “grass panels,” the plaza planters were planted
30 with barberries in 1924–1926; the shrubs remained
31 there until 1933. Since then, the NPS has restored
32 the planters to grass, except for the two small
33 north panels, which have been occasionally
34 planted by the NPS in annuals. The 1994 CLR
35 argues that because they no longer hold barberry,
36 the panels have lost some integrity (Figure 2-15).

37 Update: The park maintains the planters as grass
38 panels.

39 Contributing: n/a

40 Noncontributing: Grass panels in the upper plaza
41 planters.

42 Missing: Barberries in the upper plaza planters.



Figure 2-15: Planters on the upper plaza are maintained in turf. Also visible is one of the granite benches and a low path light. *CHG*

43 **Buildings and Structures**

44 The 2014 NRHP Additional Documentation
45 confirms that the buildings and structures
46 considered as contributing to the historic site
47 include the Memorial building, with its column
48 and two plazas, and the Superintendent's
49 Residence (now the Men's Dormitory).
50 Noncontributing buildings and structures include
51 both the north and south seawalls, the Ranger
52 Operations Center, and a storage building that

1 replaced the Superintendent's Residence garage
2 between 1994 and 2014.²¹

3 **The Perry's Victory Memorial²²**

4 Although the Memorial column and plazas were
5 mostly finished by 1914, the surfaces of the upper
6 and lower plazas of the Memorial building were
7 not paved until the mid-1920s. Until then, the
8 plazas were maintained in gravel held in place by
9 granite coping until funding could be found to
10 install a hard surface.

11 Freedlander had originally intended that the
12 plazas would both be paved in granite. Although
13 his original 1912 proposal has been lost, historian
14 David Henderson argues that Freedlander's design
15 intent was clear:

16 He and his fellow architects worked in an age
17 of monuments, when the grandeur of the
18 architectural design concept demanded
19 execution in materials of suitably high
20 quality...and granite was a material "for the
21 ages," entirely appropriate for use as plaza
22 paving where great durability and dignity
23 would be required.²³

24 Freedlander explained this in a letter to F. E.
25 Whitehouse of the NPS in 1938, saying that
26 "paving of native sandstone was intended as a
27 temporary one only and was to be replaced in the
28 near future, by a permanent paving of granite, in

29 conjunction with the completion of the
30 Memorial."²⁴

31 However, in 1914, Freedlander was forced to
32 substitute local sandstone as a temporary cost-
33 saving measure until funding for granite could be
34 found. The lower-cost materials Freedlander
35 specified in the 1914 construction documents
36 were Berea sandstone, with granite, bluestone, and
37 brick accents:

38 The main coping around "The Plaza A" [upper
39 plaza], the steps, the benches[,] and pedestals
40 of [the lower plaza] shall be pink Milford
41 granite. The coping and the step of [the lower
42 plaza] shall be gray Milford [g]ranite. All other
43 paving and coping shall be gray sandstone,
44 except mosaic around "The Column," which
45 shall be either buff sandstone or bluestone. The
46 sandstone shall be of the Cleveland Stone
47 Co....Where paving brick is shown on the
48 drawing it shall be a red standard size beveled
49 edge vitrified brick.²⁵

50 The construction plan for the plazas showed the
51 upper plaza as having a body of sandstone, with
52 two concentric rings of a "Harlequin" patterned
53 mosaic of "dark stone" with a lighter stone,
54 separated by a ring of "vitrified brick laid on edge
55 breaking joints," surrounding the column. Four
56 panels of vitrified brick provided accents at four
57 corners.²⁶ As described in the 2014 NRHP
58 Additional Documentation, the overall effect
59 would read as a patriotic combination of red
60 (brick), white (granite), and blue (granite),

21 Harvey, "Perry's Victory and International Peace
Memorial Additional Documentation," 7-7.

22 This discussion is limited to the upper and lower plaza
paving; it provides historical context and an assessment
of integrity as background for paving recommendations.
Guidance regarding other aspects of the Memorial
building is being provided through other, concurrent,
projects: Wiss, Janney, Elstner Associates, Inc. (WJE),
Perry's Victory and International Peace Memorial (PEVI)
Value Analysis Study for Determining Necessary Repairs
to Restore Failing Upper Plaza (Denver CO: Denver
Service Center, National Park Service, 2015); WJE, PEVI
Repointing and Cleaning Trials, 2016; and WJE, PEVI
Condition Assessment of Seawalls (Denver CO: Denver
Service Center, National Park Service, 2016 draft.

23 Henderson, "Proposed Repaving of the Memorial
Plazas," 15.

24 Henderson, "Proposed Repaving of the Memorial
Plazas," 18.

25 Mongin, "A Construction History of the Perry's Victory
and International Peace Memorial," 348-350.

26 It is common to use a vitrified brick laid on edge for
high-traffic areas; the vitrifying process strengthens the
brick; laying it on edge reduces the possibility of
breakage. "Breaking joints" simply indicates installation
of a running bond with care taken not to align any of the
joints of the concentric rings of brick.

1 appropriate to the patriotic motif of the
2 Memorial.”²⁷

3 Unfortunately, the sandstone deteriorated in the
4 extreme weather of the site. During an extensive
5 rehabilitation of the Memorial building in 1980-82,
6 the bricks and sandstone pavers were removed
7 and discarded. In 1981-82, the sandstone on the
8 lower plaza was replaced with granite pavers by
9 the NPS, and in 1983-84, the sandstone on the
10 upper plaza replaced by the same (Figure 2-16).
11 The pavers were chosen to match Freedlander’s
12 1914 design, installed in the 1920s.²⁸



Figure 2-16: Granite pavers installed by the NPS in 1983–1984. To the left is the scored concrete band installed to replace the brick in 2012. *CHG*

13 During the 1983–1984 rehabilitation campaign, the
14 original red brick panels were also replaced, but
15 with hollow core bricks instead of the vitrified
16 bricks specified by Freedlander. The hollow-core
17 bricks quickly deteriorated in the extreme climate
18 of the site, and in the fall of 2012, they were all
19 removed, along with most of the granite pavers, so
20 that waterproofing could be repaired. A ring of
21 concrete was poured to replace the ring of bricks
22 as a temporary measure to provide safe public
23 access around the column during the park’s 2013

24 Bicentennial celebration. The rest of the work area
25 was covered with river rock ballast to discourage
26 visitors from walking in the area.²⁹ Today,
27 freestanding signs are positioned in these areas to
28 warn visitors of the danger of walking on the
29 uneven surface of the pebbles.

30 Update: The structure of the upper plaza is failing
31 and will be replaced within the next decade. When
32 this project is completed, the paving surface of the
33 upper plaza will also be replaced. The treatment
34 plan included in this report provides a concept for
35 this paving.

36 Contributing: Granite coping around the plazas
37 and the planters.

38 Noncontributing: Granite pavers, concrete band
39 that replaced brick, replacement brick in brick
40 accents, and river gravel.

41 Missing: Berea sandstone pavers.

42 **Superintendent’s Residence (Men’s** 43 **Dormitory)**

44 The Neo-Colonial Revival-style Superintendent’s
45 Residence, now the Men’s Dormitory for seasonal
46 employees, has been modified only slightly since it
47 was built in 1951. It remains in its original location
48 and continues to function in its historic use as a
49 residence; it is considered contributing to the
50 integrity of the historic site.³⁰

51 Constructed along with the Superintendent’s
52 Residence in 1951 was a small garage building. It
53 was demolished after the end of the period of
54 significance and a storage building was assembled
55 in its place in 2012.

27 Harvey, “Perry’s Victory and International Peace Memorial Additional Documentation,” 7-16.

28 Williams, *Cultural Landscape Report*, 85-86.

29 “Basis of Design,” Sept. 14, 2015, memorandum from Wiss, Janney, Elstner Associates, Inc., to Rick Rampi, NPS Denver Service Center. Memorandum is a document associated with the Perry’s Victory and International Peace Memorial Value Analysis Study for Determining Necessary Repairs to Restore Failing Upper Plaza, 3.

30 Harvey, “Perry’s Victory and International Peace Memorial Additional Documentation,” 7-26.

1 Update: These buildings remain in the condition as
2 recorded in the 2014 NRHP Additional
3 Documentation.

4 Contributing: Superintendent's Residence (Men's
5 Dormitory)

6 Noncontributing: Storage building

7 Missing: Superintendent's Residence garage

8 **Ranger Operations Center (former Public** 9 **Restroom, then Park Headquarters)**

10 The Ranger Operations Center (ROC) was
11 originally built in 1929 as a public restroom
12 building. Although not a part of the original design
13 for the Memorial, its presence reflects the need for
14 public facilities at the time. After the public
15 restrooms were added under the Memorial's
16 upper plaza, the building was remodeled to house
17 park headquarters, including the addition of the
18 large window next to the front entrance on
19 Delaware Street. An addition to the building was
20 made in 1988, which doubled the size of the
21 building. It is because of these changes that the
22 building is not considered a contributing to the
23 historical integrity of the site.³¹

24 Update: In 2017, the exterior wall shingles of the
25 ROC were replaced with fiberglass shingles to
26 match the originals. However, because of the
27 previous additions, the ROC is still considered
28 noncontributing.

29 Contributing: n/a

30 Noncontributing: Ranger Operations Center

31 Missing: Original form of building, fenestration,
32 and shingles.

33 **North and South Seawalls**

34 The north and south seawalls were originally
35 constructed in 1916. The north seawall was

36 reconstructed in 1934-35 as a federal public works
37 project, and it was expanded in height and length
38 in 1977. The south seawall was demolished in 1977
39 and complete rebuilt, with its eastern end angled
40 further into the lake than the original to prevent
41 erosion. Both seawalls are important features in
42 the cultural landscape of the park because they
43 mark the approximate boundary of the original
44 historic site. However, because they were both
45 reconstructed, they lack integrity to the period of
46 significance and are considered noncontributing.³²

47 Update: Plans are underway to replace both
48 seawalls.

49 Contributing: General locations of seawalls.

50 Noncontributing: North and south seawalls.

51 Missing: Original form of north seawall and
52 original south seawall.

53 **Views and Viewsheds**

54 The Perry's Victory International Peace Memorial,
55 including its formal grounds, was designed to be
56 viewed principally upon approach on Put-in-Bay
57 from the north, particularly from Gibraltar Island
58 (see Figure 2-5). From there, one is presented with
59 the illusion of the Memorial column rising directly
60 from water surface and framed by masses of trees
61 on the east and west. The open water on the Lake
62 Erie side provides an unobstructed backdrop for
63 this view. This view, as described in the 2014
64 NRHP Additional Documentation, maintains
65 integrity of location, design, setting, feeling and
66 association.³³

67 The designed view afforded by the observation
68 platform near the top of the Memorial column to
69 the location of the Battle of Lake Erie is an
70 essential feature of the historic core. However, as
71 described in the 2014 NRHP Additional
72 Documentation, although the construction of new
73 docks in Put-in-Bay to the west has somewhat

31 Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 7-26.

32 Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 7-14.

33 Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 7-10, citing Williams, *Cultural Landscape Report*, 96.

impaired the foreground view, the overall intent to provide an overlook of the battle site is still discernable (Figure 2-17).³⁴

Update: When the visitor center was constructed in 2002, the designers placed it out of the historic views to the Memorial from both Delaware and Bayview avenues. Although its orientation is different than the historic orthogonal pattern of streets and buildings in that part of Put-in-Bay, its location does not diminish the integrity of the historic core.

Contributing: View from Gibraltar Island, view from the observation platform.

Noncontributing: n/a

Missing: Clear view from the observation platform prior to the construction of new docks in Put-in-Bay.



Figure 2-17: View of the western side of the battle area in Put-in-Bay, showing the intrusion of modern docks into the viewshed. CHG

Small-Scale Features

Small-scale features within the historic section of the park that survive from the period of significance with high integrity include the original granite benches and granite urns on the plazas, c. 1925. In addition, the placement of flagpoles in their current location is also a contributing characteristic of the historic core. One of the three

flagpoles, erected to hold the American flag, was installed in front of the Memorial in 1942, but in 1959, it was relocated to its approximate general location. It was joined by a second flagpole erected for the Canadian flag in 1975.³⁵

In 1928, the Memorial column was illuminated using three groups of eight floodlights each, attached to a single metal structure. Today's floodlights are single units set on large concrete footings in approximately the same location as the old lights; although these units are modern and not designed to look like the originals, their location is a contributing characteristic of the historic core.

The cylindrical brass lights on the plaza appear to have been placed there sometime between 1974 and 1994. Their simple form and materials are compatible with the Memorial, but, as the 1994 CLR points out, they do not reflect the level of workmanship shown in the original Memorial details.

A bronze pipe guardrail was installed in 1983-84 on top of the east wall of the upper plaza to protect the public from falling approximately fifteen feet to the restroom plaza. Two brass drinking fountains installed after 1963 are attached to the east retaining wall of the Memorial near the restrooms. Modern metal and plastic cylinder lights, also installed after 1963, are also mounted to the retaining wall. As determined by the 2014 NRHP Additional Documentation, all these features are non-historic.³⁶

Electrical utility boxes located in the historic core are also distracting elements in the historic landscape. One set is clustered on the east side of the memorial adjacent to the east retaining wall at the restroom plaza. While screened somewhat on the north side by the wall, this set of boxes and conduits distracts from the historic character of the Memorial when viewed from the east side. In addition, there are two free-standing sets of utility switch and control boxes located within the

³⁴ Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 7-11.

³⁵ Williams, *Cultural Landscape Report*, 51.

³⁶ Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 7-17 and 7-18.

1 historic core: one stands at the northeast corner of
 2 the historic core, and the second stands between
 3 the flag poles and Bayview Avenue. Attempts have
 4 been made to mitigate their appearance by
 5 screening them with shrubs; however, the shrubs
 6 are rigorously clipped and supplemented with
 7 annual flowers, which only serves to draw
 8 attention to the utility boxes (Figure 2-18).

9 Update: In 2008, flagpoles for the American and
 10 Canadian flags were replaced with taller units, and
 11 the third added for the British flag. The British flag
 12 was flown at the park for the first time in 2009.³⁷
 13 Trash containers placed in the historic portion of
 14 the park, including on the Memorial's upper plaza
 15 and right next to the south door of the column, are
 16 either double containers with one side for recycled
 17 materials, or large, square boxes with exposed
 18 aggregate sides, neither compatible with the
 19 historic character of the Memorial (Figure 2-19).
 20 In addition, the upper plaza of the Memorial is
 21 cluttered with 10-12 small signs mounted on
 22 concrete bases that warn the public about the
 23 instability of the gravel that was placed where
 24 there had been damaged sandstone pavers. These
 25 signs are a distracting element in the historic
 26 landscape but will be removed when the walking
 27 surface is stabilized after the reconstruction of the
 28 plaza in the coming years.

29 Contributing: Granite benches and granite urns on
 30 the upper plaza, and general location of flagpoles
 31 and floodlights.

32 Noncontributing: Trash cans, bike racks, signs,
 33 replacement floodlights, other lights, utility boxes,
 34 and 2008 flagpoles.

35 Missing: Original flagpoles and original floodlights.



Figure 2-18: Utility boxes surrounded by clipped shrubs, roses, and annual flowers. CHG



Figure 2-19: Trash and recycling receptacles located at the northwest corner of the Memorial's lower plaza. CHG

37 Setting

38 While not contained within the boundary of the
 39 historic site, the character of properties adjacent to
 40 the site is important as the setting for the
 41 Memorial. As described in the 1994 CLR, because
 42 of the removal of the wood frame houses and trees
 43 that stood in the block between Chapman and
 44 Toledo avenues, the historic spatial relationship
 45 between that block as a boundary and the historic
 46 core are no longer discernible.³⁸

47 The 2014 NRHP Additional Documentation
 48 comments that the loss of Chapman Avenue
 49 contributed to this issue.³⁹ It also determined that
 50 the new visitor center, while essential to the
 51 function of the park and not located within the

37 Personal communication from PEVI Maintenance Chief, Rodney Karr, 2017.

38 Williams, *Cultural Landscape Report*, 97-98.

39 Harvey, "Perry's Victory and International Peace Memorial Additional Documentation," 8-9.

1 historic core, is considered noncontributing to the
 2 historic site, and “especially with the loss of
 3 Chapman Avenue, impairs understanding of the
 4 original Memorial setting.”⁴⁰ Although the block
 5 between Chapman and Toledo avenues was
 6 considered for inclusion in the historic site,
 7 because of the removal of historic features and
 8 construction of new features that “obliterated the
 9 earlier configuration,” it was eliminated from
 10 consideration.⁴¹

11 The 2014 NRHP Additional Documentation also
 12 describes the new staff housing the maintenance
 13 facility on the east side of the park, constructed in
 14 the 1990s, as “stylistically incompatible with the
 15 Beaux-Arts design of the Memorial.”⁴² However, it
 16 was the intention of the designers of that complex
 17 to make them visually compatible instead with the
 18 adjacent neighborhood. In addition, the trees that
 19 mark the general area of the east boundary are still
 20 standing, and the housing and maintenance
 21 development has little effect on the integrity of the
 22 historic core.

23 Update: It is the intent of this cultural landscape
 24 treatment plan to address issues that inhibit an
 25 understanding of the original Memorial setting
 26 through the conceptual redesign of the visitor
 27 approach and through adding groupings of trees
 28 to replace those that once marked the boundaries
 29 of the historic core.

30 Contributing: Trees that mark the general area of
 31 the east boundary.

32 Noncontributing: Visitor center and associated
 33 features.

34 Missing: Wood frame houses and trees between
 35 Chapman and Toledo avenues, and Chapman
 36 Avenue, itself.

40 Harvey, “Perry’s Victory and International Peace
 Memorial Additional Documentation,” 8-95.

41 Harvey, “Perry’s Victory and International Peace
 Memorial Additional Documentation,” 8-95.

42 Harvey, “Perry’s Victory and International Peace
 Memorial Additional Documentation,” 7-9.

Chapter 3: Treatment Plan

1 Introduction

This treatment plan has been prepared to provide the Perry's Victory and International Peace Memorial (PEVI) staff and management team with an overall vision, along with guidance and support for long-term management and interpretation of the park and its resources. The plan is divided into five primary sections:

- 1) **Management Issues, Goals, and Objectives** describes the issues raised by the staff of Perry's Victory and International Peace Memorial for consideration within the treatment plan.
- 2) **Recommended Treatment Approach**, presents the four approaches recognized by the Secretary of the Interior for treating historic properties, and recommends an approach for the park that considers the overall vision for the property conveyed by park staff, stakeholders, and residents of South Bass Island.
- 3) **General Treatment Guidelines and Recommendations**, outlines an approach and method for addressing management issues and the implementation of treatment throughout the project area.
- 4) **Treatment Recommendations by Management Zones**, provide more specific, resource-based goals, arranged by management zone, which were delineated based on levels of historical integrity within the park landscape.

33 Management Goals

This cultural landscape treatment plan focuses on addressing specific management goals identified by PEVI staff and the National Park Service (NPS) in the project scope of work:

- Update treatment from a preservation approach to a rehabilitation approach that addresses current and future visitor needs;
- Guide replacement of the current temporary surface on the plazas and examine how to provide wheelchair access to the plazas;
- Direct vegetation replacement at the site, specifically the over mature Austrian Pines at the base of the Monument [Memorial building];
- Provide better integration of sidewalks and social trails within and connecting the designed landscape to the surrounding community;
- Examine methods to achieve sustainability goals for lighting and landscape maintenance;
- Increase understanding of the original commemorative design, and how the National Park Service has added interpretive and visitor amenities over time;
- Broaden the analysis of the Freedlander design within the context of Beaux Arts Movement; and
- Apply a consistent and intentional approach to design and maintenance, given that the site

presents inconsistent application of materials such as concrete, brass, and vegetation.

In addition, based on meetings with PEVI staff and members of the public, additional goals are:

- Develop conceptual alternatives for the Peace Garden and pedestrian circulation that connects it to the visitor center and Memorial.
- Ensure that new vehicular and pedestrian circulation features promote intuitive wayfinding and a clear hierarchy of movement for the visitor, particularly first-time visitors, from arrival, through the visitor center, to the Memorial;
- Accommodate visitor use within the historic core of the park, while complying with the Secretary of the Interior's Standards for Rehabilitation with Guidelines for the Treatment of Cultural Landscapes.
- Incorporate new visitor circulation features that preserve and enhance the Beaux-Arts design characteristics of the historic core while complying with the Architectural Barriers Act Accessibility Guidelines (ABAAS);
- Determine the appropriate materials for the renovation of the Memorial's upper plaza grass panels.
- Identify locations for programmable event spaces that offer an alternative to turf.
- Develop of a comprehensive approach to parking for both vehicles and golf carts.

Recommended Treatment Approach

The Secretary of the Interior currently recognizes four appropriate treatment alternatives for historic landscapes: preservation, rehabilitation, restoration, and reconstruction. These are defined and discussed in the NPS guidance document, Director's Order #28: *Cultural Resource Management Guidelines*, as well as The Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*, as follows:¹

Preservation: the act or process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property. Includes stabilization work, where necessary, as well as ongoing preservation maintenance and repair of historic materials and features.

Rehabilitation: the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features that convey its historical, cultural, or architectural values.

Restoration: the act or process of accurately depicting the form, features, and character of the property as it appeared at a particular period of time by removing features from other periods in its history and reconstructing missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

Reconstruction: the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object

¹ Birnbaum and Peters, eds. *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*. Washington, DC: National Park Service, 1996.

for the purpose of replicating its appearance at a specific period of time and in its historic location.

Based on the park's need to meet current and projected-future functional, maintenance, and management goals, **rehabilitation** is recommended as the overarching approach to resource management at Perry's Victory and International Peace Memorial. Because rehabilitation is defined as "the act or process of making possible a compatible use for a property," this approach will allow for the expansion of visitor circulation and use areas, replacement of historic landscape features, addition of features to enhance accessibility, and enhancement of interpretive opportunities, with care taken to preserve and protect the character-defining features of the historic core.

Rehabilitation also includes stabilization, protection, and preservation of historic resources. As part of the treatment recommendations, those resources and systems at PEVI that are particularly sensitive to change and disturbance, and well-suited to stabilization, protection, and preservation are noted.

The ten basic principles that comprise the Secretary of the Interior's *Standards for Rehabilitation* are intended to help preserve the distinctive character of a site, while also allowing for reasonable change to meet new needs. The standards create a baseline of guidance to which intended changes to the historic landscape must be compared. These standards are neither technical nor prescriptive, but promote responsible preservation practices, as follows:

- A property will be used as it was historically, or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
- The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

Changes to a property that have acquired historic significance in their own right will be retained and preserved.

Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic

property and its environment would be unimpaired.²

Treatment Guidelines and Recommendations

These recommendations and guidelines are arranged into two sections. The first, Site-Wide Recommendations, sets out general guidelines that apply to the entire park property and is arranged by categories that address overall issues and concerns. The second section, Treatment Recommendations by Management Zone, is organized by the management zones as defined below.

Site-Wide Recommendations

The overarching treatment recommendations and guidelines that follow pertain to the park as a whole and should be referenced when planning for any future landscape change. They are intended to support all landscape treatments proposed in this report and should be considered in conjunction with any project or treatment alternative undertaken within the park.

Land Use

- Consider equally the effect on both cultural and natural features in treatment and land-use decisions;
- Monitor and regulate current use of the landscape to minimize any long-term damage to cultural and archeological resources;
- Avoid introducing land-use activities, either permanent or temporary, that threaten or impair known or potential archeological resources; and
- Limit, monitor, and control access to areas that are susceptible to damage from human access or use, particularly vulnerable

ecological areas, including the shoreline of the park and the ends of the seawalls.

Buildings and Structures

- Remove non-contributing buildings and structures only if they have a negative impact on the historic character and integrity of the park landscape, or are in poor condition and cannot be reasonably repaired;
- Document thoroughly all buildings and structures before removal in photographs, drawings, and narrative description; and
- Retain the integrity and form of the Beaux-Arts design for the Memorial building and grounds, and evaluate the adaptability and compatibility of additions to structures.

Circulation

- Minimize the visual impacts of new vehicular and pedestrian access systems, including roads, drives, parking areas, and walkways, considering the potential impact on historic views to the Memorial;
- Conduct archeological research and investigations prior to any sidewalk or plaza construction to mitigate its potential effect on sub-surface resources;
- Encourage pedestrian access from the village center and throughout the park site as an alternative to golf carts. Work with village officials to create off-site overflow vehicular and golf cart parking for special events; and
- Retain the integrity and form of the formal, Beaux-Arts design for the Memorial building and grounds, and evaluate the adaptability and compatibility of additions or changes to pedestrian or vehicular circulation systems.

² Birnbaum, 49.

Rare, Threatened, and Endangered Plant and Animal Species

- Contact the U.S. Fish and Wildlife Service, Ohio Field Office to verify the presence of any rare, threatened, and endangered plant and animal species in the park, and its ecological context of Lake Erie and Put-in-Bay;
- Evaluate recommendations affecting endangered or threatened plant or animal species prior to undertaking any construction or vegetation removal project.³
- Avoid disturbing existing vegetation communities and water resources known to support populations of endangered or threatened species.
- Minimize areas of ground disturbance, earth grading and compaction, and drainage pattern alteration in the vicinities of populations of endangered or threatened species.
- Limit, monitor, and control access to vulnerable ecological areas that are susceptible to damage from human access or use.
- Encourage best management practices for vegetative land cover, pest control, and erosion control measures in all maintenance and management practices, to minimize water pollution and degradation of natural systems for the protection of vulnerable species.

Sustainability

- Institute cultural and natural resource treatment and maintenance methods that are environmentally and culturally sensitive, and sustainable over the long term.
- Minimize grading, soil compaction, and alterations to natural drainage patterns.

- Promote biodiversity through use of native and/or naturalized, non-invasive plant species in new plantings.
- Consider life-cycle costs of materials for new designs, including long-term wearing capacity and maintenance. Use materials that are non-toxic, durable, and low-maintenance.

Topography

- Minimize soil disturbance and grading in areas of high historical integrity, unless absolutely necessary, and only after an archeological investigation has been conducted.
- Preserve existing landforms and natural drainage patterns to the greatest extent possible.
- Avoid attempts to reconstruct or restore historic grades unless supported by clear documentary evidence showing how they appeared at a specific period or as intended by an original constructed design.

Small-Scale Features

- Develop a site furnishings guide that identifies appropriate, compatible designs for benches, trash receptacles, and all sign types to be used consistently throughout the park. Furnishings would be compatible within all management zones of the park. Their design and materials would not distract from the character of the historic core and would not diminish its integrity. Bench example shown below is constructed of wood and aluminum (Figure 3-1). The wood would fade to pewter gray over time and not require maintenance. The trash receptacle is aluminum and unobtrusive (Figure 3-2). Products are available through Land Form outdoor furniture.

³ Evaluation of the treatment alternatives in the environmental assessment will include impact analysis for rare, threatened, or endangered plant and animal populations.



Figure 3-1: Benches would be compatible within all areas of the park.



Figure 3-2: Trash receptacle is not visually intrusive and is compatible through the park.

Vegetation Management

- Develop a landscape preservation maintenance plan that preserves the historic character of the park by identifying a planting and replacement policy for trees and shrubs that contribute to the significance of its historic core. Identify the goals for tree and shrub plantings so that species substitutions can be made should conditions change, and a list of appropriate native and/or naturalized, non-invasive tree species to be used for planning and replacement to meet the goals identified. Appropriate species are those that can be maintained in current and anticipated future climate and soil conditions.
- Identify as closely as possible the historic character of areas under consideration for

new development before removing any vegetation, to ensure that its removal and/or replacement is consistent with an accurate portrayal of historic conditions.

- Remove, when necessary, existing trees, using methods that minimizes the potential impacts on known and potential cultural and archeological resources. Undertake tree removal from areas with known or potential cultural and archeological resource under the guidance of an archeologist.
- Consider the impact on topography and soil stabilization if vegetation is removed, including what protection the vegetation may provide to buildings, structures, and other sensitive resources.
- Remove dead trees and shrubs, and those identified as potentially hazardous to individuals or resources due to their health or condition and replace as recommended.
- Consult with a natural resource specialist prior to removing any vegetation to determine the value or role of the vegetation in protecting existing landforms, providing habitat for rare, threatened, or endangered plants or wildlife. Consider the effect that removal may have on storm impacts.

- Remove invasive plant species using ecologically-sound removal techniques.

New Design and Construction

- Avoid adding new features or altering existing features in ways that adversely affect the landscape's historic character. New construction should be limited to those alterations and additions that are necessary for ABAAS-compliant accessibility, and the comfort and safety of visitors to the park. Changes affecting historic features should be implemented based on the Secretary of the Interior's *Guidelines for Rehabilitation*, while allowing for accessibility and safety.

- Undertake sufficient study and recordation of landscape features requiring modification, repair, or replacement before work is performed, to protect research values.
- Retain the integrity and form of the formal, Beaux-Arts design for the Memorial and grounds and evaluate adaptability and compatibility of additions or changes to historic structures and the cultural landscape.

Role of Preservation Specialists

- Undertake all treatment projects under the direction of appropriate specialists, including historical landscape architects, historical architects, archeologists, natural resource management specialists, and qualified technicians and artisans.

Documentation

- Document, through drawings, photographs, and notes, all changes and treatments. Maintain records of treatments and preserve documentation according to professional archival standards.

Treatment Recommendations by Management Zone

This section provides a resource-driven approach to the treatment of each of three management zones, with specific recommendations that respond to the management goals identified above. The management zones are sub-areas of the site that encompass groups of features with similar levels of historical significance and integrity, and specific land uses. The recommendations for each management zone provide a specific framework, approach, or strategy for treatment for each distinct sub-area. Graphics, including treatment plans and photographs that illustrate the recommendations for each management zone, are referenced in the text as appropriate.

Zone 1: Historic Core

Refer to Figure 3-3: Management Zone 1

This management zone constitutes the historic core of Perry's Victory and International Peace Memorial, which contains all the contributing features of the park. The historic core is defined as that area contained within the NRHP site portion of the park, or, the original 14.5 acres. It exhibits high integrity, and its protection and use require coordinated management with the changing landscapes in Zones 2 and 3.

The vision for the treatment of this zone is to preserve and enhance its historic character to best communicate to visitors the commemorative story of the park and its mission of international peace. The treatment recommendations include preserving contributing landscape features; replacing missing features; and repairing, restoring, or enhancing contributing landscape characteristics that have been negatively impacted by erosion or loss. In addition, the vision also includes removing incompatible noncontributing features and, if necessary, installing replacements that are visually compatible.

The contributing landscape features in the historic core, as discussed in Chapter 2 include:

- Level topography of the ground plane;
- Raised upper and lower plazas;
- Sloping berms that support the plazas;
- Beaux-Arts style design of the Memorial and grounds around the single focal point of the column and the axial symmetry of the composition;
- Expanse of open turf on either side of the Memorial building that focuses visual attention on the column;
- Clusters of vegetation east and west of the Memorial that frame the Memorial building and grounds composition;

Treatment Plan

- 1 ■ Bayview and Delaware avenues, and the trace
- 2 of Chapman Avenue;
- 3 ■ Diagonal sidewalks that transverse the historic
- 4 grounds, the short sidewalk connecting the
- 5 west diagonal walk to the lower plaza, the
- 6 sidewalk along Bayview Avenue, the sidewalk
- 7 from the lower plaza to the restroom plaza;
- 8 and the stairs to the lower plaza;
- 9 ■ Mature trees, which predate 1912, on the
- 10 eastern boundary of the historic core, and the
- 11 locations of the four replacement Norway
- 12 maples;
- 13 ■ Austrian pines around the Memorial and
- 14 sloped plazas;
- 15 ■ Memorial building, including the upper and
- 16 lower plazas, and the Memorial column;
- 17 ■ Superintendent's Residence, still used as a
- 18 dwelling;
- 19 ■ Locations of north and south seawalls;
- 20 ■ Views to the column from the lake on the
- 21 north and from Gibraltar Island and from the
- 22 column's observation platform to the location
- 23 of the 1813 Battle of Lake Erie;
- 24 ■ Planters on the upper plaza;
- 25 ■ Granite urns on the plazas (4);
- 26 ■ Granite benches (9); and
- 27 ■ General location of flagpoles and floodlights.
- 28 Specific objectives for rehabilitation of the historic
- 29 core are to
- 30 ■ Preserve and enhance the character of the
- 31 form and fabric of the formal Beaux-Arts
- 32 design of the Memorial building and its
- 33 associated landscape;
- 34 ■ Manage and maintain vegetation in a way that
- 35 protects the historic character of Perry's
- 36 Victory and International Peace Memorial;

- 37 ■ Preserve, repair, restore, and conserve granite
- 38 and other hard materials associated with the
- 39 Memorial building and grounds, including its
- 40 plazas, urns, benches, sidewalks, and other
- 41 features; and
- 42 ■ Enhance the visitor experience, emphasizing
- 43 and integrating the landscape into the
- 44 interpretation of the park, affording a deeper
- 45 understanding of its significance.

46 The recommendations presented below by
47 landscape characteristic help support these
48 objectives.

49 Natural Systems

- 50 ■ Control stormwater run-off from any new
- 51 impervious surfaces introduced into the
- 52 historic core, directing run-off into low-use
- 53 areas away from historic resources.
- 54 ■ Protect all water resources adjacent to the
- 55 historic core, especially Lake Erie and Put-in-
- 56 Bay, from any chemical pollution or siltation
- 57 associated with changes to the site.

58 Land Use

- 59 ■ Manage and maintain the historic core as a
- 60 cultural resource.
- 61 ■ Manage and maintain the historic core for
- 62 visitor use and experience including passive
- 63 recreation, interpretation, and contemplation.
- 64 ■ Avoid introducing new land uses within the
- 65 historic core.
- 66 ■ Restrict, except for the Superintendent's
- 67 Residence (Men's Dormitory) and the Ranger
- 68 Operations Center, residential and park
- 69 administration land uses to Zones 2 and 3.

70 Topography

- 71 ■ Minimize soil disturbance and grading as
- 72 much as possible when introducing new site
- 73 developments such as parking, pedestrian
- 74 circulation, and interpretive waysides into the
- 75 landscape;

**Environmental Assessment
and Cultural Landscape
Treatment Plan**

for

**Perry's Victory and
International Peace
Memorial**

February 2018

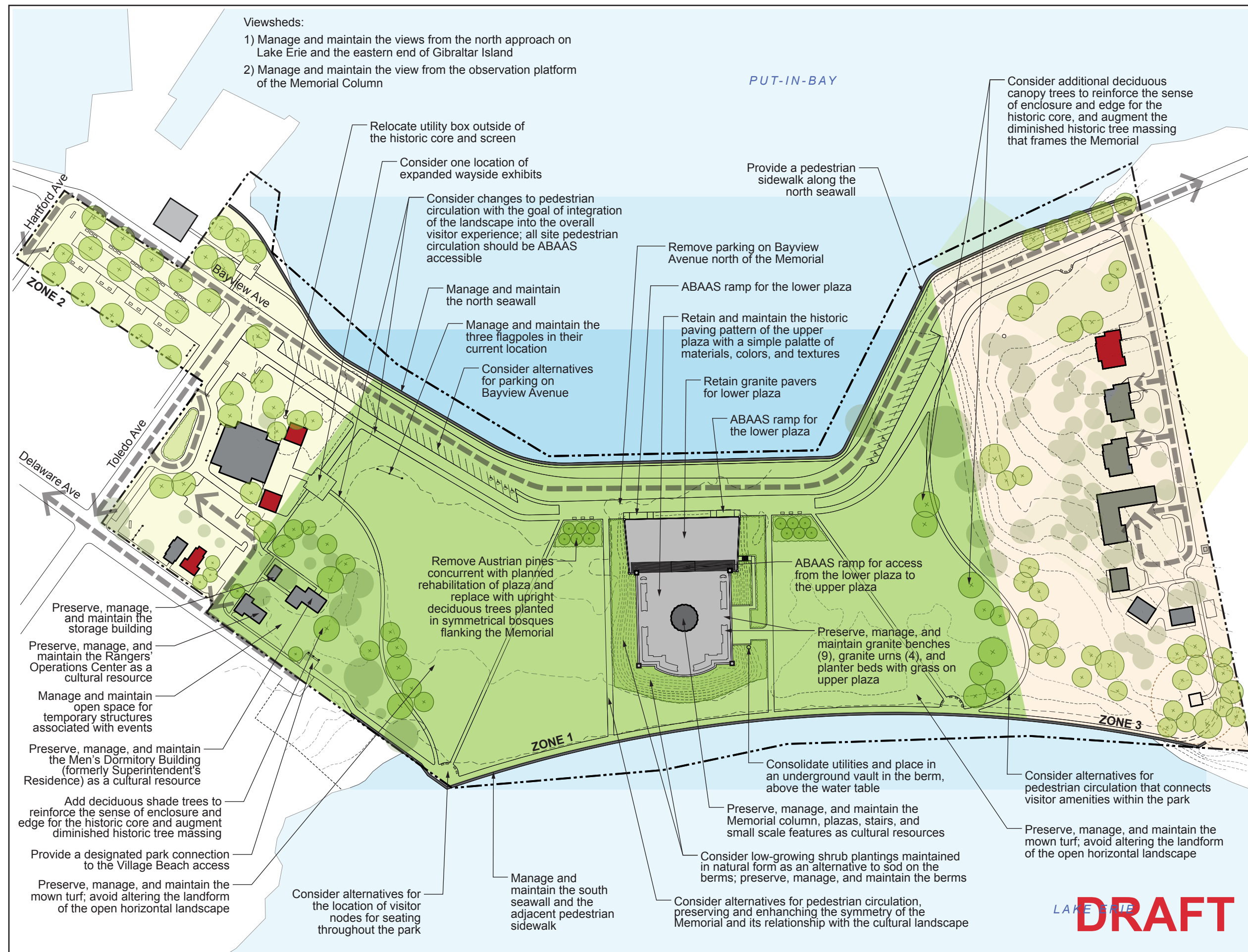


Figure 3-3
Treatment Plan
Management Zone 1
Historic Core

Data Sources: Base map based on GIS shapefiles provided to the authors by NPS and supplemented through with aerial photography and other NPS maps

- 1 ■ Avoid altering the flat landform of the historic
- 2 core;
- 3 ■ Preserve, manage, and maintain the berms
- 4 around the upper and lower plazas and
- 5 maintain under vegetative cover to prevent
- 6 erosion and damage from visitor activity. See
- 7 the section below concerning vegetation.

8 Spatial Organization

- 9 ■ Preserve, manage, and maintain the patterns of
- 10 open and enclosed space in the historic core,
- 11 defined by the flat topography, plazas, and
- 12 water surfaces to each side of the Memorial,
- 13 and by the enclosing vegetative masses on the
- 14 eastern and western edges of the Memorial
- 15 grounds.
- 16 ■ Preserve, manage, and maintain the balance of
- 17 spaces or features in the historic core,
- 18 specifically the balanced and symmetrical lawn
- 19 to each side of the Memorial. This balance is a
- 20 typical feature of the Beaux-Arts style.
- 21 ■ Strengthen the masses of trees on the eastern
- 22 and western edges of the Memorial grounds to
- 23 enhance their function as a frame for the
- 24 Memorial (Figure 3-4 and 3-5).

25 Views and Vistas

- 26 ■ Manage and maintain the views of the
- 27 Memorial column within the historic core by
- 28 keeping plantings in designated areas and
- 29 avoiding the addition of permanent structures
- 30 in the historic core.
- 31 ■ Manage and maintain the views of the historic
- 32 core from the approach on Lake Erie from the
- 33 north, Put-in-Bay from the south, and from
- 34 the eastern end of Gibraltar Island.
- 35 ■ Manage and maintain the view from the
- 36 observation deck of the Memorial column.
- 37 The view outward toward the site of the 1813
- 38 Battle of Lake Erie is critical for interpretation.
- 39 ■ Provide programmatic accessibility in
- 40 association with interpretation of the view
- 41 from the observation deck. Refer to NPS



Figure 3-4: Tree massing has diminished over time along the eastern edge of the historic core. CHG

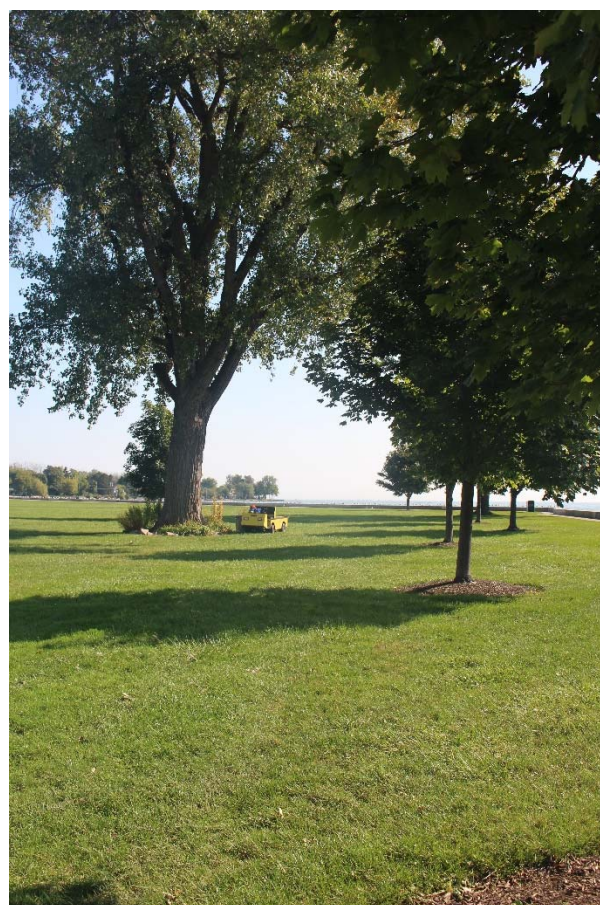


Figure 3-5: Tree massing would be augmented along the western edge of the historic core. CHG

42 Preservation Brief 32: “Making Historic

43 Properties Accessible.”

- 44 ■ Place above-ground utility box located east of
- 45 the Memorial in an underground vault, if
- 46 feasible, and the one located west of the
- 47 Memorial in a location outside the historic

Treatment Plan

viewshed, and screen, if necessary, using evergreen shrubs. Consolidate utility boxes on the east side of the Memorial and place in an underground vault in the berm, if feasible.

Circulation

Ensure for all visitors, equal access to the Memorial plaza by providing wheelchair access to the upper and lower plazas in compliance with ABAAS standards. For the lower plaza, construct two ramps on the north side, one east and one west, to retain the symmetry of the original design while allowing easy accessibility to the lower plaza from both directions. For the upper plaza, provide direct connection from the lower plaza via a ramp system centered on the upper plaza stairs. Refer to NPS Preservation Brief 32: “Making Historic Properties Accessible.”

Remove the parking area north of the Memorial and reuse the space as a pedestrian plaza and landing for the ramps to the lower plaza.

Construct new angled parking for vehicles and golf carts along Bayview Avenue east and west of the Memorial. Ensure that an appropriate number of these spaces are accessible and have walkways that lead to the Memorial and connect with existing pedestrian circulation within the historic core. Ensure that this parking and related pedestrian crossings do not impede the flow of traffic along Bayview Avenue.

Manage and maintain the existing diagonal sidewalks and the sidewalk adjacent to the south seawall (Figure 3-6 and 3-7).

Provide a pedestrian sidewalk along the north seawall. This walkway should continue along the seawall east and west in association with Zones 2 and 3 (Figure 3-8).

Consider changes to pedestrian circulation within the historic core with the goal of integrating the landscape into the overall visitor experience by providing interpretive



Figure 3-6: Diagonal sidewalks flanking the Memorial would remain, within a rectilinear circulation pattern. *CHG*



Figure 3-7: Sidewalk adjacent to the south seawall would remain. *CHG*



Figure 3-8: Sidewalk adjacent to the north sidewalk would be provided. *CHG*

waysides that offer opportunities for a more comprehensive understanding of the site and its history.

- Design the circulation system within the historic core to comply with ABAAS standards. Refer to NPS Preservation Brief 32: “Making Historic Properties Accessible.”
- Provide pedestrian connection to the town beach from the park with discreet signage and expansion of the sidewalk within the park to the edge of the beach property.

Vegetation

- Preserve, manage and maintain the mown turf that forms the setting for the Memorial and supports the integrity of the designed historic landscape (Figure 3-9).



Figure 3-9: Management of the large expanses of turf will continue with the current turf management and maintenance program. CHG

- Add native trees along the east and west boundaries of the historic core to reinforce the sense of spatial enclosure and create a permeable transitional edge compatible with the original design intent (Figure 3-10).⁴ The Lake Erie Islands Conservancy sells native trees that survive the island weather.

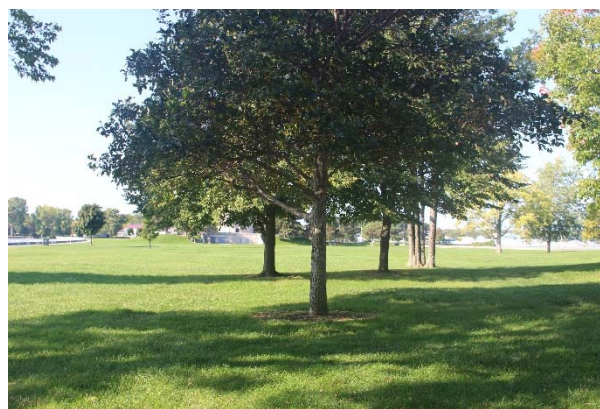


Figure 3-10: Additional trees would be provided along the western edge of the historic core to reinforce historic spatial organization. CHG

Recommended species from this list include: swamp white oak (*Quercus bicolor*), burr oak (*Q. macrocarpa*), chinquapin oak (*Q. muehlenbergii*), basswood (*Tulia americana*), common hackberry (*Celtis occidentalis*), black cherry (*Prunus serotina*), and cottonwood (*Populus deltoides*).⁵ An excellent source that lists native trees of South Bass Island is *Flora of the Erie Islands: Its Origin, History and Change* which identifies the Sugar Maple/Common Hackberry association of species as dominant on the island. This association includes, in addition to the species listed above, silver maple (*Acer saccharinum*), box elder (*A. negundo*), sugar maple (*A. saccharum*), shagbark hickory (*Carya ovata*), white ash (*Fraxinus americana*), green ash (*F. pennsylvanica*), blue ash (*F. quadrangulate*), honey locust (*Gleditsia triacanthos*), Kentucky coffee tree (*Gymnocladus dioica*), Eastern red cedar (*Juniperus virginiana*), black walnut (*Juglans nigra*), American hophornbeam (*Ostrya virginiana*), chokecherry (*Prunus virginiana*), hop tree (*Ptelea trifoliata*), white oak (*Quercus alba*),

⁴ For this area, Freedlander’s original design included a mixture of large deciduous trees and some flowering trees, but because of reduced construction funds, in the end, Freedlander had to rely on the preservation of certain large deciduous trees in both areas to accomplish his goal of enclosure.

⁵ “LEIC-BSC Native Tree & Plant Sale Order Form,” <http://lakeerieislandsconservancy.org/wp-content/uploads/2015/03/LEIC-BSC-Order-Form-Final-2015.pdf>; accessed February 12, 2018.

Treatment Plan

red oak (*Q. rubra*), American elm (*Ulmus americana*), and slippery elm (*U. rubra*).⁶

Retain and maintain, in consultation with an arborist or urban forester, the existing Austrian pines until their removal in conjunction with the rehabilitation of the Memorial plazas.

If desired, replace the Austrian pines, once the upper plaza rehabilitation project is complete, with the same species, maintained in a clipped, conical shape. Or, if an alternative is preferred, other trees with approximately the same size and habit include dwarf white spruce (*Picea glauca* 'North Star'), dwarf Alberta spruce (*P. glauca* 'Conica'), dwarf scotch pine (*Pinus sylvestris* 'Glaucia Nana'), and dwarf hemlock (*Tsuga canadensis*, 'Pendula' or 'Slenderella').

Consider planting low evergreen shrubs or hardy ground covers on the berms as an alternative to sod to prevent erosion and damage from visitor activity on the steep slopes. Shrubs and or groundcovers should be low growing and compact, easily maintained, adaptable to the unique challenges of the island environment and weather conditions, and available from regional plant nurseries. Recommended species that would protect the berm from erosion and damage include:

○ Sweetfern (*Comptonia peregrina*): This plant is neither sweet or a fern but hardy in Zone 6a. It is salt, wind, and cold tolerant and survives well in nutrient poor soils. If it gets too tall it can be clipped to size or even mown once in late winter.

○ Bearberry (*Arctostaphylos uva-ursi*): The plant is a low growing and glossy-leaved evergreen that forms a broad, thick mat and is sturdy and reliable.

○ Cotoneaster (*Cotoneaster dammeri*) 'Lowfast' or 'Moonbeam'. This is a simple and low evergreen cover with lustrous dark green leaves. It will cover a large area in a short period of time and is excellent on slopes and banks.

Retain planting beds on the upper plaza in turf, reflecting Freedlander's original specifications (Figure 3-11).



Figure 3-11: Planting beds on the upper plaza would be retained in turf. CHG

Restrict the planting of annual flowers, which were not part of the planting palette during the period of significance, to Zones 2 and 3.

Preserve trees within the historic core with a caliper equal to or greater than 3 inches as potential roosting habitat for the Indiana bat and the northern long-eared bat. If removal of trees this size or greater cannot be avoided, it should occur only between October 1 and March 31.

Buildings and Structures

Preserve, manage and maintain the Memorial column and its supporting plazas and stairs as cultural resources. Refer to ABAAS

⁶ Thomas Duncan and Ronald L. Stuckey, *Flora of the Erie Islands: Its Origin, History and Change* (n.p.: lulu.com, 2010); 102-103.

accessibility standards in the Circulation section.

- Replace the cameras that were once located at the top of the Memorial column and provided a 360-view of the lake and bay for programmatic accessibility from the visitor center.
- Rehabilitate the upper plaza paving in granite and brick, based on the original Freedlander colors, but replacing the Berea sandstone with granite that matches the approximate color. Refer to Chapter 2 for a complete description of the original color scheme.
- Preserve, manage, and maintain the Superintendent's Residence (now the Men's Dormitory) as a cultural resource (Figure 3-12).



Figure 3-12: Superintendent's Residence would be managed as a cultural resource. *CHG*

Small-Scale Features

- Preserve, maintain, and manage contributing small-scale features associated with the Memorial, including the nine granite benches, four large granite urns, and the general locations of the floodlights and flagpoles (Figures 3-13 through 3-15).
- Remove non-contributing trash containers, bicycle racks, and light fixtures on and close to the Memorial building. Replace trash containers and bicycle racks with those of compatible design and relocate them to the periphery of the main historic viewshed from



Figure 3-13: Four granite urns on the upper plaza corners would be managed and maintained as cultural resources and part of the Memorial structure. *CHG*

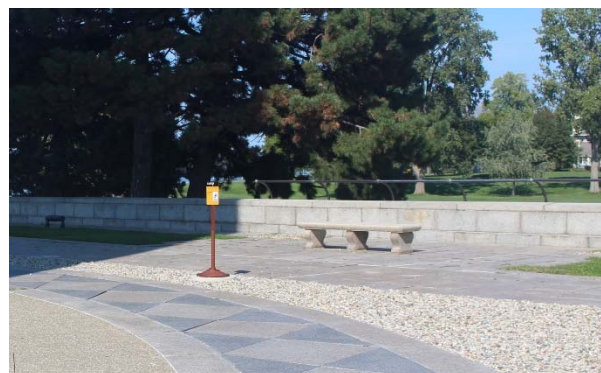


Figure 3-14: Granite benches on the upper plaza would be managed and maintained as cultural resources. *CHG*



Figure 3-15: Flagpoles would remain in their existing location. *CHG*

the north. If trash collection on the upper plaza is absolutely necessary, place trash containers on the south side of the Memorial column, out of the main viewshed.

Zone 2: Visitor Access and Park Administration

Refer to Figure 3-16: Management Zones 2 and 3

This management zone functions as the primary area for visitor services and park administration. It provides a transition between the town center and ferry dock on Put-In-Bay, and the historic core of the park. Local roads providing access to PEVI form the north, east, and west boundaries of this zone and it shares its east boundary with Zone 1. Zone 2 provides vehicular and pedestrian access to the park, including the visitor drop-off at the visitor center and a small amount of associated parking. One portion of this zone, set aside to become the new Peace Garden, extends northwest from Toledo Avenue to Hartford Avenue, providing access to PEVI from DeRivera Park in the town center and the Put-In-Bay dockmaster, accommodating visitors arriving by foot and by ferry and boat.

Features of this zone include the park visitor center with a vehicular drop-off and parking accessed from Delaware Avenue; park headquarters; sidewalks; park interpretation and identification signs; benches and trash/recycling receptacles; path and overhead lighting; scattered shade trees; planted beds of shrubs, annuals, and perennials; and HVAC equipment.

The vision for the treatment of this zone is to provide a gateway that will attract and accommodate visitors to the Memorial through inviting and intuitive wayfinding that emphasizes an approach to the Memorial through the visitor center. Visitors should be attracted to the site first by the view of the Memorial from afar, but as they approach the park, they should be drawn to explore the visitor center and learn about the Battle of Lake Erie and the construction of the Memorial before approaching the Memorial building and ascending to the observation deck.

The rehabilitation approach for these recommendations will accommodate improvements to visitor access to the park and visitor center, expanded interpretation, and new circulation patterns and waysides. The proposed

treatment includes the integration of the visitor experience and interpretation in the landscape of the Peace Garden as a welcoming transition area from the town center to the park. The Peace Garden will provide a sense of entry, and clear orientation and direction to the historic core.

Natural Systems

- Control stormwater run-off from any new impervious surfaces introduced into this zone. Use grass swales, planted filter strips, and other environmentally preferable means for reducing runoff and pollution and promoting stormwater infiltration on-site. Development of the Peace Garden creates an opportunity to utilize and display to the public innovated stormwater management best-management-practices (BMPs).
- Protect all water resources, especially Lake Erie and Put-in-Bay, adjacent to this zone, from any chemical pollution or siltation associated with changes to the site.
- Retain and protect the plant communities associated with the shoreline and the north seawall that provide critical bird and wildlife habitat.

Land Use

- Manage and maintain current land uses for park access, enhancement of the visitor experience, expanded interpretation, opportunities for contemplation, and park administration.
- Develop the open landscape between Hartford Avenue and Toledo Street as a Peace Garden, providing a transition to the park from the town center and the opportunity for expanded interpretation and contemplation for visitors (Figure 3-17).

Spatial Organization

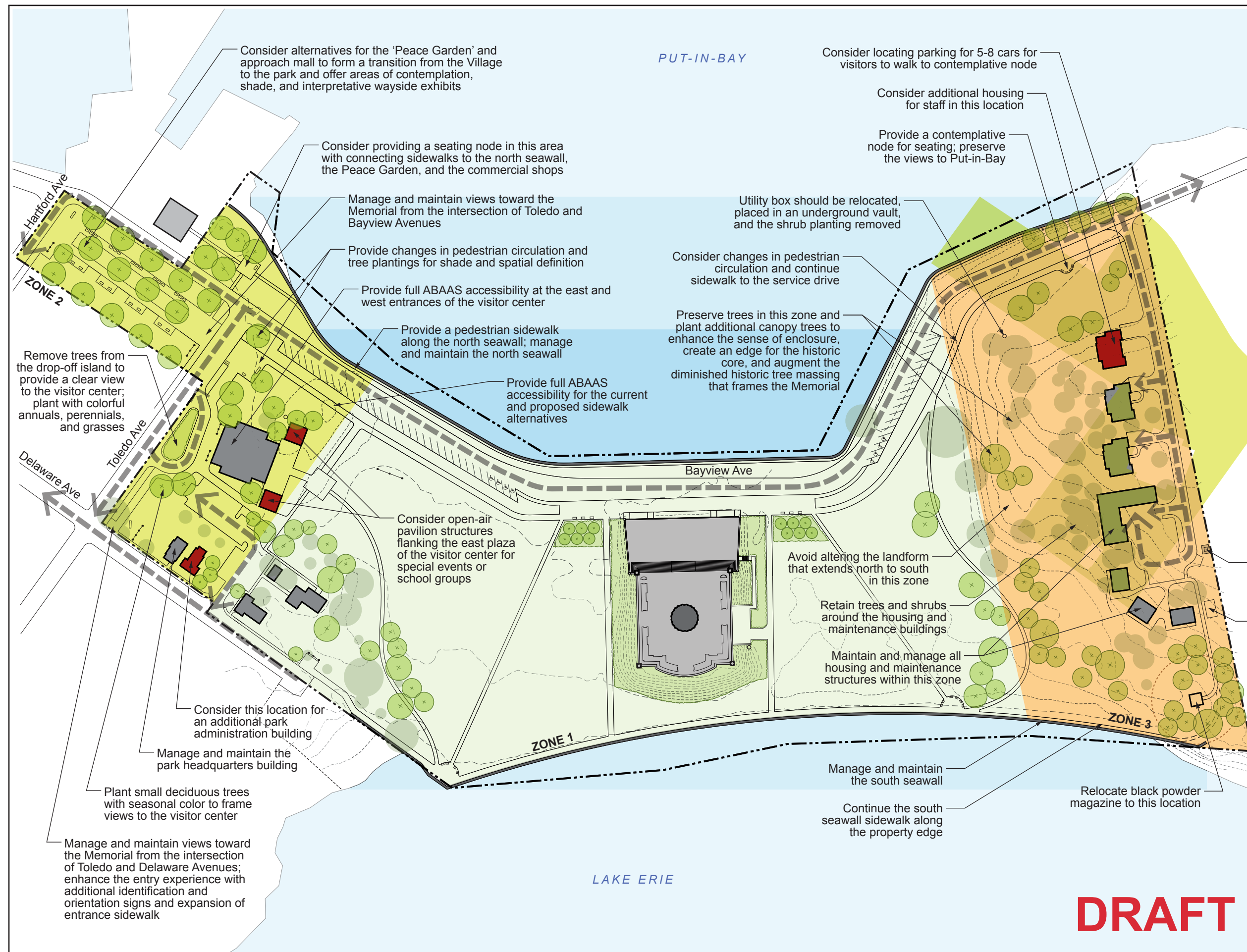
- Design the Peace Garden to function as a physical and visual connection from the edge of the town center at Hartford and Bayview, across Toledo Avenue, to the visitor center

Environmental Assessment
and Cultural Landscape
Treatment Plan

for

Perry's Victory and
International Peace
Memorial

February 2018



- Legend**
- Memorial Park Boundary
 - Vehicular circulation
 - 2' Contours
 - Existing buildings
 - Existing structures
 - Proposed buildings
 - Existing trees
- Management Zones**
- 1 Historic Core
 - 2 Visitor Access/Park Administration
 - 3 Park Housing/Maintenance

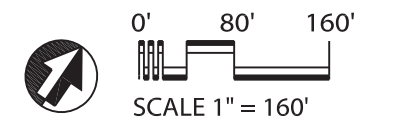


Figure 3-16
Treatment Plan
Management Zone 2
Visitor Access/Park Admin
and
Management Zone 3
Park Housing/Maintenance

Data Sources: Base map based on GIS shapefiles provided to the authors by NPS and supplemented through with aerial photography and other NPS maps



Figure 3-17: The open grass lot between Hartford and Toledo Avenues would be the location of the Peace Garden. *CHG*

and, eventually, to the historic core. The Peace Garden would be a designed open space that provides pedestrian access to the park, and opportunities for interpretation and contemplation. Orientation plazas would be incorporated in association with the visitor center as nodes for orientation and direction to the entrance of the visitor center (Figure 3-18).

- Incorporate the land owned by the park north of Bayview Avenue at the intersection with Toledo Avenue into the park experience. Provide pedestrian access and a shaded seating area adjacent to the Dairy Isle ice cream shop west of the park boundary.



Figure 3-18: The location of the Peace Garden would provide a visual and physical connection to the visitor center from Hartford Avenue. *CHG*

Views and Vistas

- Eliminate visual distractions that impair the view to the Memorial column by burying overhead utility lines along Bayview Avenue within the park. This is especially critical for the visitor experience when accessing the park through the proposed Peace Garden and for preserving the historic viewshed from Bayview Avenue.
- Manage and maintain views and vistas to the Memorial column from the intersection of Delaware and Toledo avenues for clear and intuitive wayfinding.
- Manage and maintain views and vistas to the Memorial from the Peace Garden to the intersection of Bayview and Toledo avenues and the expanded orientation plaza near the visitor center.

Circulation

- Provide ABAAS-compliant sidewalks throughout this management zone.
- Provide ABAAS-compliant parking that connects with accessible pedestrian circulation. Accessible parking should also be provided on Hartford Avenue near the entrance to the Peace Garden.
- Provide a pedestrian sidewalk along the north seawall within this zone, connecting to the seating node north of Bayview Avenue. This sidewalk should continue west along the seawall as it passes through Zones 1 and 3.
- Match, for new sidewalks, the finish of the existing sidewalks within the historic core.

Vegetation

- Remove the multi-trunked river birch trees in the turnaround island in front of the visitor center and replace with low plantings to allow the park sign and the front door of the visitor center to be fully visible (Figure 3-19).
- Renovate the evergreen shrubs around the visitor center so that they are allowed to grow



Figure 3-19: River birch trees would be removed to open the viewshed to the visitor center entrance.

CHG



Figure 3-20: Evergreen shrubs adjacent to the visitor center would not be sheared into geometric shapes.

CHG

in a natural style (Figure 3-20). The shrubs should be renovated by a trained horticulturist and maintenance staff trained in the proper way to prune. Do not shear.

- Install trees in association with the Peace Garden for shade and definition of nodes of interpretation and contemplation, along circulation routes throughout the zone to provide shade and frame vistas to both the visitor center and the Memorial, and in association with the visitor center to shade parking and define outdoor spaces. Refer to list of trees provided in the vegetation section for Zone 1. Tree selection and placement should be designed by a landscape architect, depending on the proposed location and function of the tree.

- Continue to follow management guidelines currently being used for the park's turf management plan.
- Preserve trees within this zone with DBH equal to or greater than 3 inches. These trees should be saved as potential roosting habitat for the Indiana bat and the northern long-eared bat. If removal of trees of this size or greater cannot be avoided, removal should occur only between October 1 and March 31.

Buildings and Structures

- Provide ABAAS-compliant access to and from the visitor center at all public entrances and exits (Figure 3-21).
- Provide at least one open-air pavilion for special event use and a place for gatherings as an alternative to events being held in turf areas, which must then be rehabilitated, and which may not be accessible to wheelchair users. The structure should have electricity for special permit events, such as weddings, graduations, and other reserved private events. Location should be sensitive to viewsheds and avoid intrusion into the historic core.
- Manage and maintain the park headquarters building and expand as recommended.
- Provide a new building for park administration adjacent to the park headquarters building and connect to the existing building as needed. For the new



Figure 3-21: West façade entrance to the visitor center is not compliant with ABAAS standards.

building, maintain architectural scale, design, and materials that reflect the character of the existing small buildings within the park and their surrounding town context.

- Manage and maintain the north and south seawalls until such time it is renovated or replaced.

Small-Scale Features

- Simplify the design and arrangement of small-scale features in the landscape around the visitor center, the drop-off, and associated parking, including bollard lights, tree stakes, trash and recycling containers, freestanding planting pots, and non-park-purpose-related memorials and signs, to reduce wayfinding confusion and clarify the hierarchy of circulation through the site (Figure 3-22).
- Replace bollard lights with low path lights spaced 10 to 15 feet apart, which create pools of light that guide the pedestrian from one point to the next. Consider staggering the lights on each side of the path to provide overlapping pools of light. Set the lights slightly back from the walkway and out of accessible routes, and ensure that the fixtures direct light toward the feet instead of upwards (Figure 3-23).
- Remove the monument to the Grand Lodge of Ohio from the turnaround island and display in the visitor center (Figure 3-24).
- Simplify and enhance the park entrance area along Toledo Avenue to direct visitors to the visitor center.

Zone 3: Park Housing and Maintenance

Refer to Figure 3-16: Management Zones 2 and 3

This management zone forms the eastern portion of the park and contains staff residences, storage associated with interpretation, the black powder



Figure 3-22: Small-scale features in the vicinity of the visitor center would be reduced and organized to prevent visual clutter. CHG



Figure 3-23: Bollard lights associated with the visitor center would be replaced with low path lights spaced 10 to 15 feet apart. CHG



Figure 3-24: The Grand Lodge of Ohio Monument would be displayed in the visitor center. CHG

1 magazine, collections, and a maintenance facility.⁷
 2 Most features in this zone are located on a plateau
 3 formed atop a small knoll that extends north to
 4 south at its western edge; the zone has the highest
 5 elevations within the park. There are numerous
 6 trees within this zone that continue to fulfill the
 7 goals for the landscape design of 1924, which
 8 included using masses of trees along the east
 9 boundary to create an enclosed space that framed
 10 the horizontal planes of the plazas and lawns.
 11 Although none of the trees date to the period of
 12 significance for the historic site, the pattern of
 13 masses of trees intended to frame the view of the
 14 Memorial remains somewhat discernable.

15 Features of this zone include the combined
 16 maintenance/collections/storage facility, one- and
 17 two-story residential structures to house staff, a
 18 centralized parking area, and a driveway that
 19 extends from Bayview Avenue. These features sit
 20 atop a low plateau that rises above the flat, open
 21 grounds of Zone 1. Structures include a low-
 22 walled concrete block structure used to store
 23 black powder for living history demonstrations, a
 24 dumpster with a wood screen, utility boxes, and a
 25 concrete pad for trailer parking. An expanse of
 26 mowed lawn with scattered trees extends from the
 27 building cluster. Associated with the residences
 28 are scattered ornamental trees and shrubs, and
 29 planted beds of annuals and perennials.

30 The vision for the treatment of this zone is to
 31 support staff needs for housing and efficient
 32 maintenance and management of the park. The
 33 rehabilitation approach will accommodate
 34 necessary improvements to existing facilities and
 35 or the addition of new structures for staff housing,
 36 interpretation storage, maintenance bays and
 37 storage, and black powder storage.

38 Overall management goals for this zone that
 39 support this vision include the addition of a
 40 separate structure for black powder storage
 41 located at least 75 feet from occupied buildings, a
 42 separate storage facility for interpretive equipment
 43 and tools, and additional staff housing. Other

44 management goals include the maintenance of the
 45 expanse of lawn that covers most of this zone and
 46 the stands of trees that contribute to the definition
 47 of the east boundary of Zone 1.

48 **Natural Systems**

- 49 ■ Control stormwater run-off from any new
 50 impervious surfaces introduced into this zone
 51 using grass swales, planted filter strips, and
 52 other environmentally preferable means for
 53 reducing runoff and pollution and promoting
 54 stormwater infiltration on-site.
- 55 ■ Protect all water resources, especially Lake
 56 Erie and Put-in-Bay, adjacent to this zone,
 57 from any chemical pollution or siltation
 58 associated with changes to the site.
- 59 ■ Retain and protect the plant communities
 60 associated with the shoreline and the north
 61 and south seawall which provide critical bird
 62 and wildlife habitat.

63 **Topography**

- 64 ■ Minimize soil disturbance and grading when
 65 introducing new site developments such as
 66 parking, pedestrian circulation, and new
 67 structures.
- 68 ■ Avoid altering the landform of the rolling
 69 landscape within this zone. Most features in
 70 this zone are located on a plateau formed atop
 71 a small knoll that extends north to south at the
 72 western edge of the management zone. The
 73 zone has the highest elevations within the park
 74 (Figure 3-25).

75 **Land Use**

- 76 ■ Manage and maintain land uses for
 77 maintenance, housing, storage, and large
 78 vehicle parking.

7 The park collections are to be moved to a mainland location in the future.

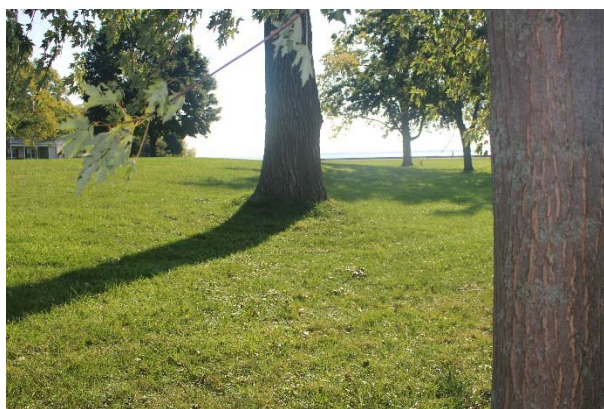


Figure 3-25: Plateau and changes in elevation are apparent in the landscape of this zone. *CHG*

1 **Spatial Organization**

- 2 ■ Preserve, manage and maintain the patterns of
3 open and enclosed space in this zone adjacent
4 to the historic core. The sense of openness in
5 the historic core is defined by patterns of
6 enclosing masses of trees at the western edge
7 of this zone.
- 8 ■ Plant additional trees in informal groupings
9 along the north/south topographical transition
10 within this zone to reinforce the sense of
11 spatial enclosure along the western edge and
12 enhance the openness of the historic core.

13 **Views and Vistas**

- 14 ■ Create an observation point at the top of the
15 knoll where there is a broad viewshed over
16 Put-in-Bay.
- 17 ■ Minimize impacts to the viewshed of the
18 neighbor to the east of the entrance driveway
19 to the Memorial and Put-in-Bay.
- 20 ■ Preserve, manage and maintain the viewshed
21 to the west from the staff residences toward
22 the Memorial and Put-in-Bay.

23 **Circulation**

- 24 ■ Provide a sidewalk from the service driveway
25 that runs parallel to Bayview Avenue and
26 connects this zone to Zone 1.
- 27 ■ Provide the observation point mentioned
28 above with shade, parking, and seating.

29 Provide limited parking on Bayview Avenue
30 and/or a small, 5-8-space parking area off the
31 service area driveway immediately south of
32 Bayview Avenue.

- 33 ■ Add a contemplative node along south
34 seawall.

35 **Vegetation**

- 36 ■ Plant additional trees along the western
37 boundary in informal groupings to reinforce
38 the sense of spatial enclosure and the
39 openness of Zone 1.
- 40 ■ Provide additional trees near proposed black
41 powder magazine to provide a loose screen.
- 42 ■ Continue to follow management guidelines
43 under use in the park's turf management plan.
- 44 ■ Preserve trees within this zone with DBH
45 equal to or greater than 3 inches. These trees
46 should be saved as potential roosting habitat
47 for the Indiana bat and the northern long-
48 eared bat. If removal of trees of this size or
49 greater cannot be avoided, removal should
50 occur only between October 1 and March 31
51 (Figure 3-26).



Figure 3-26: Large trees in this zone would be preserved. *CHG*

52 **Buildings and Structures**

- 53 ■ Provide a new black powder storage facility
54 with a 75-foot buffer from other buildings in
55 this zone.

Treatment Plan

- Convert the existing black powder storage facility into a storage shed for maintenance equipment and tools.
- Provide an additional single-family staff residence north of the maintenance complex that matches the existing single-family residences.

Small-scale Features

- Provide site furnishings, such as benches and a trash receptacle in the proposed contemplative node. Chose furnishings based on the site furnishings guide.

Design Concept Alternatives

Introduction

Using the treatment plan as the basis for an approach to resource management, the visitor experience, and interpretation at Perry's Victory and International Peace Memorial, this section illustrates design concepts for implementing treatment recommendations and program elements as defined through the goals and objectives of the park. This section begins with the identification of site opportunities and constraints that lay out the challenges presented by the site in considering conceptual design. This is followed by a description of the concept alternatives presented here and evaluated further in the attached environmental assessment.

Opportunities and Constraints

Opportunities

Following the rehabilitation approach recommended in the treatment plan, there is an opportunity to develop compatible uses throughout the park, including Zone 1, the historic core, through repair, alterations, and additions, while preserving those portions or features that convey its historical, cultural, or design values. Other opportunities include:

- Experience by visitors of a clear transition from the surrounding community to the park, including a distinct park entrance at Hartford

Avenue, and from the intersection of Delaware and Toledo avenues;

- Entrance for visitors through the Peace Garden, which would extend from Hartford Avenue to Toledo Avenue;

- Expanded cultural and natural resource interpretation, educational programs, and special events;

- Full ABAAS access for pedestrian circulation and parking throughout the park and access to all buildings and structures open to the public, including the Memorial plazas; and

- Visitor amenities within expanded circulation that integrate the cultural landscape into the visitor experience.

Constraints

- A high-water table exists throughout much of the landscape and would limit the extent and type of features or land use to be developed within the park;

- Due to the location of the park on South Bass Island, storms and subsequent flooding occasionally threaten the condition and integrity of contributing features;

- The existing visitor center lacks a strong identity and visual connection from the village as visitors approach the park on Delaware and Bayview avenues;

- Challenges to ABAAS compliance exist in the park, including lack of wheelchair access to the Memorial plazas or to the elevator that provides access to the view on the observation platform. In addition, the park needs updates to other facilities, particularly the visitor center and its exhibits, to realize the goal of universal accessibility; and

- There is limited parking for vehicles and golf carts within the park boundaries.

Concept Alternatives

Refer to Figure 3-27: Concept A and 3-28: Concept B

Based on recommendations presented above, two design concepts were developed. The concepts provide contrasting methods of implementation of similar treatment recommendations. Within a framework of rehabilitation, the concept alternatives possess several commonalities in approach. Significant characteristics of the historic landscape would be preserved while adapting the site to meet contemporary needs and park management objectives. Significant commonalities include:

Enhancement of the visitor experience by creating a sense of entrance and welcome to the park through the development of the Peace Garden, and additional opportunities for engagement with the park through interaction with, and interpretation of, both cultural and natural resources;

- Provisions of wheelchair access to the Memorial plazas, the visitor center, and the park-wide pedestrian circulation system;
- Facilitation of enhanced visitor experience of the park through the expansion of circulation options, a plaza and pavilions for expanded programming and events, visitor nodes for seating and enjoyment of viewsheds, and expanded interpretation of visitor center exhibits and strategically located wayside exhibits;
- Addition of new administrative building and staff housing;
- Addition of expanded parking along Bayview Avenue;
- Addition of a new black powder storage facility and access path; and
- Installation of new tree plantings along the east and west edges of the historic core boundary to augment existing trees, creating a

more defined enclosure of the historic core landscape.

Concept A

This concept focuses on preserving the spatial qualities of the historic Beaux-Arts style designed landscape, that is, the flat, open landscape punctuated with the vertical column of the Memorial, while introducing a new, curvilinear, pedestrian circulation system that maintains a strong, symmetrical pattern. Curvilinear paths have been used this way in many Beaux-Arts style landscapes to provide a transition between a formal centerpiece like the Memorial to the more informal landscape. The proposed path system would not retain any of the existing sidewalks except along the south seawall. This design has the advantage of delineating distinct landscape spaces for outdoor programs and passive recreational activities.

Concept B

This concept retains most features of the designed historic landscape of the historic core, with its strong expression of the Beaux-Arts style in the formal and symmetrical relationship of architecture to the landscape and its historic spatial character. It proposes the addition of two new walkways that parallel the Memorial terrace walls, which were part of the original Freedlander concept for the Memorial grounds. Curvilinear paths are proposed on the east and west boundaries of the historic core provide visitors with a more informal connection from the historic core to other park features and areas.

