PRESERVATION



Connecting Cleveland 2020 Citywide Plan

PRESERVATION

OVERVIEW

Preservation pays. Between 1995 and 2006 more than 541 million dollars in investment in the city was generated by the historic rehabilitation tax credit. This figure does not include the large investments made through low interest loans, the Storefront Renovation Program, or other financial incentives available to property owners. Throughout Cleveland, investment in historic neighborhoods has resulted in tangible physical improvements, the preservation of irreplaceable landmarks, and a stronger sense of neighborhood identity. But it is also an understanding of historic and architectural significance that gives true meaning to preservation. Whether it be an individual house, commercial building, or neighborhood, economic incentives and a strong landmarks ordinance are only meaningful if we recognize the rich heritage and architectural qualities that they are designed to protect. This chapter seeks to outline ways in which we must recognize historic preservation as a vital component of city-wide planning in Cleveland in the 21st century.

Cleveland's first buildings were log cabins, and among them was the house of Rebecca and Lorenzo Carter, the city's first permanent residents, built in 1797. The Carter log cabin was probably long gone by the time Cleveland's oldest standing downtown buildings were built in the 1850s: the Hilliard Block on West 9th Street and Old Stone Church on Public Square. There are buildings like the Dunham Tavern on Euclid Avenue, the West House in West Park, and the Rodolphus Edwards House on Buckeye Road that date from the first half of the 19th century, but it is the period of 1870 to 1930 from which most of the city's existing rich and remarkable building stock dates. And as we proceed into the 21st century, more and more buildings and building types of the recent past will become eligible for designation and preservation.



A panoramic view of Public Square, looking east, taken c. 1912

In July of 1796, Moses Cleaveland and his band of surveyors landed on the east bank of the river the local Indian tribes called *cuyahoga* ("crooked"), blazing trees to mark off the village green and the major thoroughfares of this would-be capital of Connecticut's Western Reserve. The downtown street pattern and the public square reflect the typical town plan found throughout New England.

The settlement grew slowly until the opening of the Ohio and Erie Canal in 1832, when, situated as it was at the northern terminus of the canal, it found itself advantageously positioned to capitalize on the soon booming two-way commerce, expanding rapidly over the next couple of decades as a trans-shipment center. This era was the origin of the commercial warehouses that would line the Flats and the high ground immediately east of the river we now know as the Warehouse District. The Irish and Germans who came to work on the canal settled into the neighborhoods in walking

distance of their jobs, adding their folkways and cultures to those of the original Yankee population. As the village continued to grow, another settlement on the west side of the Cuyahoga, known as Ohio City, also prospered. When it was annexed to Cleveland in 1854, the population of the city mushroomed overnight to more than 20,000 people.

The opening of the Soo Canal in upper Michigan in 1856 made iron ore from the north readily available in the lower Great Lakes region. Once again, Cleveland's location was ripe—this time for the development of steel manufacture. With access to both the southern Ohio and West Virginia coal fields, and to the iron ore of the Mesabi Range on the northern shore of Lake Superior, Cleveland was poised for opportunity—and seized it. The first steel mill, the Cleveland Rolling Mill, was opened in 1857 in the Newburgh neighborhood centered around Miles Park on the city's southeast side.

The city's industrial growth continued during and after the Civil War, when the discovery of oil in Western Pennsylvania led to the founding in 1870 of the Standard Oil Company. Cleveland quickly became the center of the nation's oil industry, and one of the most diversified of the nation's industrial cities.

Industrial growth spurred the development of wealth, and a growing population of Eastern Europeans, Southern Europeans and African-Americans from the South flooded into Cleveland in waves to fill the jobs being created. The Victorian-era homes that today give Ohio City, Franklin-West Clinton, Prospect Avenue, Ingleside, Brooklyn Centre, and Broadway much of their distinctive character were built during this prosperous era. Tremont and Little Italy are still chock-a-block with the dwellings of immigrants who worked in the city's factories. Commercial districts also developed to meet the needs of the growing population, stretching out along the streetcar lines that served Lorain, Broadway, and St. Clair Avenues, and around Lorain Station and Gordon Square.

As the 20th approached and the city experienced the growing pressures of economic, population, and industrial growth, civic leaders sought a new great vision for Cleveland, one that strived to improve the social, governmental, and aesthetic conditions of the city. Inspired by the Columbian Exposition in Chicago in 1893, they enlisted a Group Plan Commission, including the planner and architect Daniel Burnham, in 1903 to plan what would become the city's Mall and new civic center. Over the next 30 years it would become one of the most completely realized expressions of the national movement known as the City Beautiful. The City Beautiful Movement also left its mark on park and parkway development throughout the city: East Boulevard was planned as a connection



West Boulevard was planned as a parkway between Lake Erie and Brookside Park as part of the City Beautiful Movement in the early 1900s.

between Lake Erie and Garfield Park; West Boulevard as a parkway between Lake Erie and Brookside Park. Notable for their planning and landscaping, the boulevards (and Martin Luther King Jr. Drive) are still lined today with notable residential architecture from the early 1900s. The cultural grouping of buildings known as University Circle also came out of this era. The Cleveland Museum of Art, Severance Hall, and many of the Case Western Reserve University buildings were built with fortunes made in Cleveland industry.

The city continued rapid industrial and population growth through the first two decades of the 20th century. The city also continued to grow through annexation, notably adding the villages of Glenville, Collinwood, and West Park during this period. Cleveland saw an explosive growth of commercial office space in the downtown area. The Terminal Tower, completed in 1930, was a ground-breaking development that included commercial retail, hotel, offices, and a railway station. When it opened, it was the tallest building outside of New York City. Its developers, Oris and Mantis Van Sweringen, were also responsible for the residential development of Shaker Heights and Shaker Square. Building and population growth slowed dramatically during the Depression and World War II.



The Cleveland Union Terminal, which was the tallest building outside of New York City when it was completed in 1930, was a ground-breaking development that included commercial retail, hotel, offices, and a railway station.

After World War II, urban renewal, a national movement that sought to revitalize America's urban areas, produced in Cleveland plans like Erieview which envisioned a new modern office center for the downtown. It was also a period of intensive expansion of the interstate highway system, which resulted in better transportation connections. Both aspects of this movement. however, produced effects which were less auspicious. Urban renewal justified the demolition of blighted areas of the city, ignoring buildings and neighborhoods with historic significance. Interstate highways caused the elimination of older neighborhoods or split and isolated neighborhoods like Tremont. The continuing rise of the automobile and the growth of suburbs and suburban shopping malls all had an impact on the character of commercial streets.

Growing concern for the loss of historic buildings nationally resulted in passage of the National Historic Preservation Act in 1966. In Cleveland, the early 1970s saw the establishment of the Cleveland Restoration Society and the creation of an historic preservation board within City government, the Cleveland Landmarks Commission.

Even during Cleveland's civic renaissance in the 1980s and 90s, preservation was often a central issue. Projects like the Sohio Building, Tower City, the Gateway sports complex, and construction of the Society Tower and Marriot Hotel raised concerns about the loss or potential loss of historic fabric. New commercial shopping strips and the growth of new neighborhood drug stores in the 1980s and 1990s meant the loss of many historic buildings that characterized Cleveland's urban commercial nodes.

In recent years there has been an explosion of downtown housing and the restoration and adaptive reuse of historic buildings throughout the city. The Union Gospel Press Apartments in Tremont is an exciting residential re-use of a unique complex of buildings long awaiting a deserving resurrection. The restoration and expansion of Park Lane Villa Apartments is the fitting renewal of a stately residential hotel.

Today, as suburban developers attempt to create "life-style centers" and cul-de-sacs lined with neo-Victorian houses, we are reminded that the vision they are seeking to create derives from the elements that have grown from and define the city: real Victorian neighborhoods like Ohio City, truly urban shopping areas like Shaker Square, and the historic architecture that reflects the heritage of a still great city. It is the historic and architectural resources already found in the city that give Cleveland neighborhoods their identity and appeal, and which we must continue to preserve.

TRENDS

Several trends have been noted in recent years that have shaped current attitudes about historic and older buildings and that have implications for the preservation and rehabilitation of Cleveland's architectural legacy:

- The Changing Focus of Historic Preservation: Over the past three decades, the Historic Preservation Movement has moved from its original focus on the preservation of architectural masterpieces and buildings of historical significance to a growing interest in preserving the architectural character of "Main Street" America—the community schools and churches that link neighborhood residents with their historic roots and provide a sense of continuity and neighborhood identity; the obsolete but architecturally interesting commercial, industrial or institutional structures; and, last but not least, the vintage homes that give a neighborhood much of its distinctive character.
- Outward Migration: As the phenomenon known as "urban sprawl" continues to erode the tax base and the economic viability of cities, like Cleveland, that anchor whole regions and provide amenities and a host of opportunities that small communities cannot, the city's housing stock, a valuable commodity, is being lost to vandals and the wrecking ball. Some of it is, of course, beyond repair; but much of it still constitutes a potential asset that, properly refurbished and strategically marketed, could be key to reversing the population drain and building a new, vibrant future for Cleveland and its neighborhoods. The mistakes of Urban Renewal, the well-meaning, but short-sighted, national movement that gutted Cleveland and so many other cities of irreplaceable architectural assets (and part of their history) in the 1960s and early '70s destroyed the integrity of many urban neighborhoods.
- The Growing Demand for Decent, Affordable Housing: As the cost of living (and owning or renting a dwelling) continues to climb in other parts of the country, one of Cleveland's strongest assets remains its affordable housing. Indeed, as a result of stepped-up new housing development and concerted efforts at rehabilitation of older homes, the median value of housing in the city's neighborhoods is rising at a faster rate that the county-wide rate.
- **Rehab vs. New Construction:** There is a growing realization here that rehabbing is often significantly less costly than demolition and new construction. This is true of many school buildings built in another era, often with high quality materials and rich architectural details. A stunning example is John Hay High School, which has been lovingly restored to its former glory and renovated to meet contemporary needs and school building codes. In

a precedent-setting move, the Cleveland Municipal School District (CMSD) agreed to consider rethinking its Master



Plan calling for the demolition of 24 school buildings eligible for listing on the National Register of Historic Places if an analysis of four schools by a team of experienced professionals recruited by the Cleveland Restoration Society showed they could be renovated at a substantial savings. If even some of these 49 historic buildings can be rehabilitated, the savings to CMSD and taxpayers could be significant.

In a very real sense, Cleveland's interesting past is beginning to be seen by many as an important component for its future, a collection of valuable assets that by 2020 could be playing a powerful role in the city's and region's competitiveness and "livability"—two things a city will have to be about in the 21st century.

ASSETS

Cleveland has a number of important assets in the area of Preservation that can be built upon:

HISTORIC BUILDING STOCK

Cleveland has 22 local landmark historic districts and 234 individual landmarks, together representing more than 3,500 buildings. (Map of local landmark sites and districts) In addition, there are currently 167 individual buildings and 29 historic districts listed on the National Register

of Historic Places, many of which are also designated as Cleveland landmarks. (Access GIS browser map of historic districts here) The city's neighborhoods contain an unusually large stock of older homes exemplifying architectural styles favored in earlier periods of Cleveland's, and the nation's, history. Neighborhoods such as Tremont and Ohio City have built their successful comebacks in large part on the distinctive character of many of the homes that line their streets. Excellent examples of distinguished, high style architecture can be found throughout the city. Styles such as Italianate, Queen Anne, Stick, Colonial Revival, Tudor, Classical, and Craftsman can be found in neighborhoods as diverse as Ohio City, Brooklyn Centre, East and West Boulevards, and Tremont. In



Cleveland's neighborhoods, such as Jay Avenue, in Ohio City, contain many older homes that exemplify classic architectural styles, which were popular in earlier periods of Cleveland's, and the nation's history.

addition to high style architecture, Cleveland has an abundance of significant vernacular housing types. Homesteads, American Foursquares, and whole streets and neighborhoods of Cleveland

Doubles are among types that define the character and history of the city. Often accompanied by an eclectic mix of stylistic elements and materials, these vernacular types are important resources in their own right.

Cleveland's neighborhoods are also characterized by significant examples of churches, libraries, commercial buildings, large-scale industrial buildings, and public schools. As much as housing, these building types help to define the nature of "neighborhood," and ultimately give neighborhoods their sense of vitality and diversity.

Cleveland's long industrial heritage is reflected in a significant number of industrial buildings and structures. Unique large and small scale industrial complexes can be found throughout the city, from the Flats to Collinwood to Detroit-Shoreway. Cleveland's amazing variety of significant bridges and bridge types are perhaps the most prominent reflection of the city's industrial character and history.

OHIO & ERIE CANAL NATIONAL HERITAGE CORRIDOR

The Ohio and Erie Canal National Heritage Corridor was established in 1996 by the United States Congress. Heritage corridors are eligible for assistance through the U.S. Department of Interior and are established to help local entities protect and use historical, cultural and recreational resources for community benefit while raising awareness of their importance. The Ohio and Erie National Heritage Corridor is centered on the Cuyahoga Valley and is focused on telling the story of the Ohio and Erie Canal's importance to the growth of Cleveland and the early national economy. Other major themes of the Corridor's story are the area's natural setting, its use as a transportation route and the histories of the communities drawn to it.

GOVERNMENT AGENCIES

The Cleveland Landmarks Commission is an 11member board of preservation-minded individuals consisting of architects, historians, property owners, attorneys, Cleveland City Council representatives, the Director of City Planning and the Commissioner of Architecture. It is responsible for determining whether buildings, sites or historic districts are eligible for designation as landmarks. Following criteria listed in the City's Landmarks Ordinance and the Secretary of the Interior's Standards for Rehabilitation, the Commission reviews building and demolition permits for Designated Cleveland Landmarks and Districts and issues Certificates of Appropriateness where warranted. Local Design Review committees act as advisory committees to the Landmarks Commission. The Commission also conducts a continuing survey of historic properties within the City for the purposes of designation as a Cleveland Landmark and/or listing on the National Register of Historic Places: informs citizens about the architectural and historical heritage of Cleveland;



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and, as a certified local government agency, acts in coordination with the Ohio Historic

Preservation Office in cases involving Section 106/Environmental Reviews and National Register of Historic Places designations.

ORGANIZATIONAL EXPERTISE

The Cleveland Restoration Society (CRS) is a nonprofit community organization that strives to develop economically viable solutions to preservation challenges in order to preserve and enhance the architectural heritage of our region. Founded in 1972, CRS is a Local Partner of the National Trust for Historic Preservation and is the primary local historic preservation organization in Northeastern Ohio. The mission of the Cleveland Restoration Society is to advance the preservation of Greater Cleveland's historic resources through creative initiatives aimed at assisting property owners with the preservation of historic properties; skillful and well-placed advocacy for significant and threatened landmarks; programs designed to educate property owners and the public, and to foster increased interest in the quality of Greater Cleveland's built environment.

Nationally recognized, CRS uses tools such as historic preservation easements; housing receivership statutes to save historic homes threatened with demolition; and the Heritage Home Loan Program (see Financial Resources below). It runs one of only 10 Sacred Landmarks assistance programs in the country that provide technical assistance to religious institutions. Through its Neighborhood Preservation Program, one of the nation's largest, CRS has assisted more than 900 property owners with projects representing nearly \$16 million in neighborhood investment by providing technical assistance and information regarding the conservation of building materials, the appropriate repair and replacement of deteriorated or missing architectural features, and general maintenance issues common to older homes. Exterior rehabilitation is emphasized in order to create a visible, positive impact in each neighborhood.

• The Preservation Resource Center of Northeast Ohio (PRC), established in 1999 and operated by CRS, provides professional technical assistance and expert advice to private individuals, organizations, and local governments in Cuyahoga and six surrounding counties dealing with preservation issues and/or projects.

PRIVATE SECTOR EXPERTISE

 Cleveland is home to several architectural firms with considerable experience and awardwinning track records in historic preservation and adaptive reuse; private contractors with experience in historic restoration; and historic preservation consultants proficient in historical research, architectural assessment, and the uses of the historic tax credit.

FINANCIAL RESOURCES

• The City of Cleveland <u>Department of Community Development</u> offers many programs to assist homeowners and commercial property owners through the Division of Neighborhood Services, the Division of Neighborhood Development, and the Storefront Renovation Program. For more information go to:

The Cuyahoga County Treasurer's Heritage Home Loan Program, created in partnership with the Cleveland Restoration Society (CRS) and KeyBank, offers technical assistance and/or low-interest loans to property owners in participating cities within the county for the restoration and improvement of historic and older homes. Since the latter is defined, using the criteria of the National Register of Historic Places, as 50 years of age or older, much if not most of Cleveland's housing stock potentially qualifies. Houses built before 1956, including rental properties up to a three-family structure, that have no vinyl or aluminum siding are eligible for both exterior and interior projects ranging from new roofs or additions to painting, landscaping, porch or widow repair, driveways, storm window installation, and kitchen/bath renovations.



Sandstone details accent window openings and corners on William Cullen Bryant Elementary School, built in 1930.

HHLP staff also provides assistance on household maintenance issues, design guidelines, use of historical colors and

appropriate materials, custom construction specifications and locating qualified contractors (the choice of which is entirely up to the home owner). There is no out-of-pocket cost for the loan, no closing cost and no points. There are also no income restrictions and interest from the loan is tax deductible.

• The federal government's <u>Historic Preservation Tax Incentives Program</u> has been a key tool in the preservation and renewal of many of Cleveland's historic buildings and neighborhoods. Between 1995 and 2006 this program generated more than 541 million dollars in investment in the city.

CHALLENGES

Cleveland faces a number of specific challenges in the area of Historic Preservation, which need to be addressed:

- **Public Education on the Benefits of Preservation:** Despite the recognized economic benefits of historic preservation, there remains a continuing and urgent need to ensure the preservation of the city's most significant neighborhood buildings in addition to preserving the overall character of residential and commercial historic districts. The challenge lies in the need to convey to property owners, developers, architects, contractors, and all citizens the ways in which these tangible links to our past are important to the quality of life in Cleveland today, and for our future--how they represent who we are and what we value as a city and a community.
- Use of Synthetic Replacement Materials: With growing pressure from property owners to use synthetic materials such as vinyl windows and siding, there is a need to educate the public about the advantages, financial as well as less tangible, of maintaining original materials and design elements. As building technologies and economic realities change, there is also

- a need on the part of the preservation community to develop a more sophisticated approach to the uses, methods, and application of synthetic materials.
- Adaptive Reuse of Historic Buildings: Though Cleveland has witnessed a significant amount of adaptive reuse of historic buildings in the recent past, the need will continue for creative ways to find new uses for buildings that have lost their original function. Whether it is a warehouse, a church, a school, or other building type that speaks to the quality of life and vitality of a neighborhood, renewed efforts will be required to find economically feasible and historically sensitive ways to preserve them.
- **People's Changing Expectations:** As we move into the 21st century, people's expectations about their living, working, and educational needs, especially their expectations about housing, will continue to evolve. The desire to incorporate more convenient amenities, less maintenance, more security, and modern elements in their houses will be reflected in new construction and the way in which historic housing stock is renovated. Attached garages, use of synthetic materials, nearby parking, larger more efficient interiors, and new in-fill housing are some of the pressures that will require guidelines if historic neighborhoods and buildings are to retain the elements, both large and small, that give them their unique character. People will continue to desire modern residences, state-of-the-art facilities, and convenient amenities for their changing lifestyles. The feeling that "new is better than old" must be challenged by an equally strong assertion that modern, cutting-edge 21st century amenities can be found in the creative and economically feasible reuse of historic buildings.
- New Construction and Public Amenities: Equally important to the preservation of our historic neighborhoods is an approach to new in-fill construction that respects both the reality of new construction methods and the overall character of the existing historic context. Review of new design should respect contemporary methods and materials, but emphasize characteristics that define any given historic neighborhood, including large issues like scale, massing, and porch configuration, and design details like railings and window surrounds. There must be an expectation of high quality in design that respects, without imitating, the historic context. Equally important are the retention of public elements that contribute to the character and quality of life in historic neighborhoods. Streetscape elements, parks, curb cuts, and landscaping are elements which also contribute to the nature of the buildings they are intended to complement and enhance.

POLICIES & STRATEGIES

In light of the fact that a sense of history and the architectural character of an area's buildings, monuments and public spaces are an important part of what makes urban neighborhoods, and older cities, attractive to residents and businesses, Cleveland's overriding goal in this area of activity should be to foster preservation of historically and architecturally significant buildings and districts in the city of Cleveland. The Connecting Cleveland 2020 Plan therefore puts forth a comprehensive set of economic development policies, each addressing a specific issue—along with specific strategies—aimed at making the most of these unique assets:

- **Marketing.** Capitalize on the presence of architecturally and historically significant buildings in promoting and marketing Cleveland's older neighborhoods as competitive places to live and visit.
 - a. Make improvements to the Cleveland Landmarks Commission website to highlight locally designated buildings and historic districts. Include design guidelines, an

- improved list of individual landmarks and historic districts with photographs, and use examples from Cleveland to illustrate various architectural styles. Complete the file on important architects in Cleveland's history, and continue distribution and development of brochures describing the city's historic districts.
- b. Support the efforts of the Ohio Canal Corridor organization to tell the story of the Ohio and Erie Canal National Heritage Corridor.
- c. Develop brochures highlighting the distinctive character of individual neighborhoods and their historic architecture, and bring material and ideas to in-flight magazines, out-of-town papers, and publications aimed at young, mobile, creative individuals and other sought-after housing markets.
- **Economic Re-Use.** Identify and pursue opportunities for economically viable re-use of significant structures threatened by neglect and possible demolition.
 - a. Complete National Register nominations for other areas of the city that qualify for National Register status. The National Register designation provides historic tax credit for major rehabilitation.
- **Design Standards.** Establish design review standards that are effective and reasonable in protecting historic structures and in ensuring that new development complements the character of historic districts.
 - a. Issue complete citywide design guidelines for historic properties, developed by the Cleveland Landmarks Commission, both in printed form and on the internet at the City's website. These guidelines will address residential, commercial and religious properties that have been designated locally or are located within locally designated historic districts. They will also outline the process for seeking approval from the Landmarks Commission and the Design Review committees.
- **4) Designation.** Protect historic buildings and districts through designation as local landmarks and through listing on the National Register of Historic Places.
 - a. Designate additional local historic districts and properties eligible to be listed in the National Register of Historic Places. Projected Cleveland Landmark historic districts include Gordon Square, Franklin-West Clinton, and Lorain Avenue Variety Theater Historic Districts.
 - b. Complete National Register nominations for additional areas that are eligible for listing.
 - c. Update the Landmarks Commission ordinance to reflect changes in law regarding notification of property owners and the county recorder.
 - d. Update zoning maps to include designated local landmarks in addition to the local historic districts currently indicated on the zoning map.
- **Education.** Increase public awareness of the history and architecture of Cleveland and its neighborhoods, and of the value of historic preservation.

- a. Work with organizations like the Cleveland Restoration Society, Cleveland media, the Cleveland Visitors & Convention Bureau, CityProwl, and Cool Cleveland to organize neighborhood and historic architecture walks, and Lolly the Trolley motor tours, featuring open houses, knowledgeable speakers and docents drawn from Ursuline College, local architecture firms specializing in historic restoration, Cleveland State University, Cuyahoga Community College, and the Kent State University Northeast Ohio Design Collaborative.
- b. Where possible, schedule neighborhood walks to coincide with community street festivals, art fairs, outdoor (or indoor) concerts and cultural events organized around historic anniversaries and figures important to a neighborhood and its identity.
- c. Collaborate with local entities, including neighborhood-based community development corporations (CDCs), to develop brochures highlighting the distinctive character of individual neighborhoods and their historic architecture, and bring material and ideas to in-flight magazines, out-of-town papers, and publications aimed at young, mobile, creative individuals and other sought-after housing markets.
- d. Work with the local print and electronic media to explore the benefits of preserving, restoring or finding creative re-uses for vintage or historic structures—both in Cleveland and elsewhere around the country where such efforts have paid off.
- e. Encourage property owners to investigate the history of their neighborhood and building, especially through use of the resources listed in the Cleveland Public Library's "A Checklist for Property Research in Cleveland and Cuyahoga County."
- **Technical Assistance.** Provide property owners with technical assistance in maintaining and rehabilitating historic buildings.
 - a. Continue to provide technical assistance through Landmarks Commission staff to property owners, design review committee members, and the Landmarks Commission itself regarding Certificates of Appropriateness.
- **7) Preventative Maintenance.** Adopt and enforce laws that require preventative maintenance of historic buildings and structures.
 - a. Expand use of the minimum maintenance provisions of the Landmarks Commission ordinance.
 - b. Review the condition of local landmarks, and of properties within historic districts.
 - c. Work with design review committees on strategies to deal with problem properties.
- **Funding.** Retain and expand funding for historic preservation at all levels of government, including tax credits for rehabilitation.
 - a. Pursue additional funding opportunities available through grants, the State Historic Preservation Office and the National Park Service.