



INDIANA COURTHOUSE PRESERVATION ADVISORY COMMISSION

# Indiana's Historic Courthouses

RE-INVESTING IN COMMUNITY TREASURES

AUGUST 2011



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A REPORT TO THE INDIANA GENERAL ASSEMBLY

AUGUST 2011

RATIO ARCHITECTS, INC., REPORT CONSULTANT

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Finally, the Commission is grateful to Indiana Landmarks for financial support to produce this report.



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# Foreword

## The Courthouse as a Centerpiece

Even amidst the hectic pace of change we experience in the twenty-first century, there stands a place that serves as the reliable centerpiece of community life – the county courthouse.

The courthouse and its surroundings represent “the place where we live,” and the monumental architecture featured in Indiana’s historic courthouses reflects the aspirations of our ancestors and our own hope for the future. So it has been since the nineteenth century, when county seats featured three substantial structures. The churches reflected the faith which had brought pioneers across the mountains to new homes. The grain elevators demonstrated the push toward agricultural and commercial prosperity. The courthouses declared our collective commitment to the cause of justice and to effective civil administration.

Even as activities like retailing and manufacturing have gravitated toward the edge of town in most places, the substantial investment in the center of cities, in the courthouses and their surrounds, remain the focal point of law, administration, and civic discourse.

Notwithstanding their continued importance to our daily lives, finding the money, the expertise, and the will to maintain our state’s historic courthouses has been a growing challenge. Hoping to find new ways of doing that, the Indiana General Assembly created the Courthouse Preservation Advisory Commission, with the charge of assessing the state of county courthouses and identifying strategies to improve our stewardship and use of them. It called to service on the Commission representatives of county and state government and the courts, and of the non-profit world, as well as experts in architecture and history and historic preservation.

This report reflects our examination of the state of courthouses, based largely on evaluations from county officers, and our evaluation of approaches that might protect and refresh these special buildings for effective use in the generations ahead. Unsurprisingly, the state of maintenance ranges along a continuum from thoughtfully well-kept to neglected nearly to the point of demolition by neglect. The number of immediate crises may be small, but the long-term picture is not what it needs to be.

Aside from the continuing issue of finance, we conclude that Indiana’s counties confront a special problem in procuring the right professional expertise when the moment for repair or rehabilitation is at hand. Put more bluntly, it is all too easy to spend money on renovations that actually make the courthouse less secure and useful. Both state government and the private sector need to do more to help county officials sort out the best approaches. Courthouse preservation is a matter of expertise and civic will and respect for the high ideals of our forebears.

These beautiful structures reflect our better selves, and they should be saved, renewed, and honored. We hope this report will serve as a roadmap for all who are committed to the preservation and effective use of these great treasures of Indiana life.

For the Commission,

**Randall T. Shepard, Chair**  
Chief Justice of Indiana

(1)



(5)



(1)



(4)



(5)



(1)



(4)



(5)



(1)



# Executive Summary

In 2008, the Indiana General Assembly adopted Public Law 85-2008, creating the Courthouse Preservation Advisory Commission. The Commission was charged over its four-year life with providing information, advice, and recommendations to county officials on the rehabilitation and preservation of the State's 83 historic courthouses in county use and with making a report to the General Assembly in 2011 with findings and recommendations on the following topics:

- 1. Make an assessment concerning the importance of preserving historic courthouses to the history and identity of county seats and counties.**
- 2. Make an assessment of the importance of preserving historic courthouses to the economic revitalization of county seats and counties.**
- 3. Study the condition of historic courthouses.**
- 4. Investigate the need for rehabilitation, restoration, and maintenance of historic courthouses.**
- 5. Study the needs of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses.**
- 6. Provide county officials with information concerning funding sources for courthouse preservation projects.**

The Commission has found in its two years of gathering information and communicating with county officials that historic courthouses are widely seen as important community landmarks and symbols of county history and identity. Through its surveys, the Commission was struck by the rich variety of

architectural and artistic expression that each historic courthouse provides its community. The Commission has also found that courthouses hold and attract jobs and help stimulate economic investment in the downtowns of county seat communities. The Commission learned that overall most historic courthouses are structurally sound, but many face the need for significant investment by their counties. Although some counties have engaged in studies to establish priorities for rehabilitation and restoration before undertaking renovation projects, many lack information on how to go about planning and carrying out appropriate maintenance, rehabilitation, restoration, and preservation measures for their courthouses.

The Commission distributed surveys about the condition, special features, and needs for rehabilitation to county commissioners, county building superintendents, and county judges. In addition, the staff of Indiana Landmarks made site visits to 80 of the historic courthouses and completed survey forms on historic features and conditions of each building. Based on the results of the four surveys, the Commission has concluded that the historic courthouses of the State contribute significantly to the identity of county seat communities and have the potential to enhance economic revitalization efforts in those cities and towns. The Commission also found that although some counties have been able to maintain and rehabilitate their historic courthouses following high standards of preservation, many face the consequences of years of deferred maintenance and limited funding. Based on its findings, the Commission would offer the following recommendations to the General Assembly on the following pages.

## Based on its findings, the Commission would offer the following recommendations to the General Assembly

- The Indiana General Assembly should recognize historic courthouses as key elements of Indiana's identity and of the identities of the counties in which courthouses are located through a resolution designating Indiana's historic courthouses as official symbols of Indiana identity and heritage.
- The General Assembly should consider commissioning a traveling exhibit that tells the story of Indiana's courthouses and their importance to their counties and to the State as a whole.
- The Indiana Division of Tourism should consider acknowledging and promoting the obvious, natural attraction of historic courthouses and their squares for tourists and other visitors through a statewide tourism campaign.
- The Indiana Economic Development Corporation and the Indiana Office of Community and Rural Affairs should consider using courthouse squares as part of the branding and marketing campaigns that they develop to lure businesses and manufacturers to rural Indiana.

- The General Assembly should establish a matching grant program to assist counties in paying for the cost of professional feasibility studies, historic structure reports, or preservation plans for the rehabilitation, restoration, and maintenance of historic courthouses.
- The General Assembly should define the rehabilitation, restoration, and maintenance of historic county courthouses as economic development projects, allowing counties to use revenues from the County Economic Development Income Tax (CEDIT) and County Adjusted Gross Income Tax (CAGIT) for such projects.
- The General Assembly should establish a low interest loan program under which counties may borrow up to 60 percent of the cost of projects involving the rehabilitation, restoration, and maintenance of historic county courthouses and repay the loans using revenues received from their CEDIT or CAGIT assessments.
- The Indiana Department of Natural Resources' Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, the Indiana Association of County Commissioners, and the Indiana Judicial Conference should sponsor seminars for county officials on making decisions about the rehabilitation, restoration, and maintenance of historic courthouses, providing additions or annexes, and caring for historic landscape design and objects on courthouse grounds.
- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should continue to provide a program of technical assistance to county officials upon request regarding sources of deterioration in courthouses and appropriate responses.
- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, the Indiana Association of County Commissioners and the Indiana Judicial Conference, should sponsor workshops for county officials on how counties have successfully financed rehabilitation of historic courthouses.
- In cooperation with Indiana Landmarks, AIA Indiana, the Indiana Chapter of the American Society of Civil Engineers, the Indiana Chapter of the American Society of Landscape Architects, and the Indiana Chapter of the American Society of Interior Designers, the Division of Historic Preservation and Archaeology should offer continuing education courses or seminars for design professionals on the rehabilitation and restoration of historic structures, designing additions, and maintaining and rehabilitating landscape features and historic objects on courthouse grounds.
- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should consider preparing a manual on the maintenance, rehabilitation, and restoration of historic courthouses.
- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, the Indiana Association of County Commissioners and the Indiana Judicial Conference, should maintain a listing of current funding sources that counties may use for courthouse preservation projects.
- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should continue and add to the website established by the Courthouse Preservation Advisory Commission (<http://www.in.gov/dnr/historic>), providing information for county officials and the public on historic courthouses and their maintenance and rehabilitation and economic development strategies involving courthouse squares.



# Introduction

“Indiana’s historic county courthouses are symbols of community prosperity, as strategic economic development investments, and a legacy for future generations.”

Indiana’s historic county courthouses form one of the State’s most distinctive and varied architectural legacies. They were built by Hoosier citizens and leaders to express their patriotism, optimism, civic pride, and confidence in the American justice system. County residents also saw them as symbols of community prosperity, strategic economic development investments, and a legacy for future generations. Courthouses embody the dreams, values, craftsmanship and hard work of generations of Hoosiers. Over time, they have become an essential part of the identity of both the counties in which they are located and of the State as a whole.

**As of 2011, 83 historic county courthouses remained in county government use in Indiana.**<sup>1</sup> Almost all remain the single most recognizable building in their respective counties. Some have been well maintained and carefully restored; others are in need of repair. All continue to serve the citizens of their respective counties, remaining active centers of local government and justice.

Courthouses were built in each of Indiana’s 92 counties between 1816 and 1860. Many of the early courthouses were replaced after the Civil War by larger and more elaborate buildings as their counties enjoyed increased prosperity, needed more space, and desired a governmental building that symbolized the importance of the administration of justice and the civic pride that citizens felt in each county. In the years following the Second World War, many courthouses became neglected. Some were judged to be out-of-date and not adequate for current needs. Monumental buildings of stone or brick masonry, often with elaborate decorative details, seemed old-fashioned and out-of-step with the Modern architecture favored for public buildings in the postwar period. Between 1957 and 1979, eight nineteenth century courthouses were demolished and replaced with new buildings. As citizens across the state re-discovered the special qualities of their pre-1940 courthouses in the

<sup>1</sup> For the purpose of this study, “historic” is used to refer to a building, structure, feature, or landscape design that is eligible for, or listed in, the National Register of Historic Places and the Indiana Register of Historic Sites and Structures. All pre-1960 courthouses currently in use are listed in the National and State Registers or are considered eligible. In this report, “historic courthouses” refers to the pre-1960 buildings still in county use.



MADISON [4]



MARION [4]

**The Madison (demolished 1972) and Marion (demolished 1962) County Courthouses were among Indiana's eight historic county courthouses demolished between 1957 and 1979.**

1970s and 1980s, many county governments made new investments in their buildings. In turn, rehabilitation of several historic courthouses during the 1980s and 1990s sparked reinvestment in many downtowns, creating jobs and stimulating the local and regional economies.

Despite the trend toward acceptance and appreciation of historic courthouses, in 2005 the Randolph County Courthouse at Winchester was faced with demolition.

The impending threat to the Randolph County Courthouse generated renewed interest across the state in the importance of preserving the State's historic courthouses.

Historic Landmarks Foundation of Indiana, now Indiana Landmarks, created a Courthouse Task Force to draw public attention to the value of historic courthouses. Composed of elected officials, preservationists, community leaders and architects, the task force investigated protective legislative action and encouraged county commissioners to embrace preservation and restoration of these landmarks.<sup>2</sup> The task force developed educational materials, provided guidance to local elected officials and lobbied for the creation of a state Courthouse Preservation Advisory Commission.

On April 24, 2008, Governor Mitch Daniels signed Senate Bill 176, creating the Courthouse Preservation Advisory Commission. The Commission was created to advise county officials and the Indiana General Assembly on the preservation of Indiana's historic county courthouses. The Commission formed technical assistance and education-communication committees in 2009, and over the next two years the Technical Assistance Committee provided advice to county officials with questions about emergencies or challenges faced in their courthouses. The Education-Communication Committee spoke about the value of historic courthouses and the assistance available from the Commission at meetings of county commissioners, county judges, and community foundations and created a website with helpful information for counties. In 2010 the Commission conducted the State's first comprehensive surveys of the condition, need for rehabilitation, and historic features of county courthouses in Indiana, in preparation for writing this report to the Indiana General Assembly.

The surveys for county commissioners, building maintenance superintendents, and county judges were developed by both the Technical Assistance and Education-Communication Committees of the commission in cooperation with the staff of the Indiana Division of Historic Preservation and Archaeology. The

<sup>2</sup> Tina Connor, with Colleen Steffen, "Courthouse task force focuses on iconic landmarks," *Indiana Preservationist*, November 2006, 8.

**“The Jefferson County Commissioners were unaware of the State Courthouse Preservation Advisory Commission at the time of the fire. We became familiar with them very quickly as they mobilized a team to help us make critical decisions in saving and restoring our building”**

## The Jefferson County Courthouse

The Jefferson County Courthouse at Madison was severely damaged by a fire in May 2009. The building, built during 1854-1855, had been restored after a fire in 1859. The 2009 fire broke out near the end of renovation work preceding the City of Madison’s bicentennial celebration. This fire destroyed the building’s roof and its iconic gold-domed cupola. The roof collapsed into the third-floor courtrooms and all parts of the building suffered water damage. County officials immediately announced their intent to restore the courthouse to its pre-fire condition. An \$8 million restoration was completed in August 2011. This included reconstruction of the roof and cupola, restoration of the building’s remaining historic wood windows, and a complete interior rehabilitation. The interior rehabilitation gave the county an opportunity to undo 1960s-era alterations to the building’s interior. Long-hidden plaster moldings damaged by the fire and water were restored by a master craftsman. The restored Jefferson County Courthouse remains the centerpiece of Madison’s historic downtown and will serve the citizens of Jefferson County for decades to come. Jefferson County Commissioner Julie Berry notes: “The Jefferson County Commissioners were unaware of the State Courthouse Preservation Advisory Commission at the time of the fire. We became familiar with them very quickly as they mobilized a team to help us make critical decisions in saving and restoring our building. Our community places a great value on historic preservation. Our Courthouse is the most important building in town. Thankfully we were well-insured and able to save our Courthouse for future generations.”



“Indiana’s historic county courthouses embody the dreams, values, craftsmanship and hard work of generations of Hoosiers, providing a legacy for future generations to build upon.”



goal of these surveys was to seek information on the courthouses and the needs for the future from those most knowledgeable about them: the officials charged with their care, the judges who occupy the buildings, and those who make decisions about their future. At the same time, Indiana Landmarks prepared a survey form for use by its regional staff in assessing the historic features of the courthouses. Some questions in the four surveys overlapped in subject, providing the Commission with different perspectives from county commissioners, building superintendents, county judges, and regional preservation staff members of Indiana Landmarks. The survey responses helped give the Commission a much clearer understanding of the current features, condition, and needs of each structure.

The surveys were sent out to county officials in the late spring of 2010, and final responses were received by March 1, 2011. The field survey visits by Indiana Landmarks were conducted in May and June 2010. Survey results were tabulated and developed into a database for the Commission as a donated service by Arsee Engineers, Inc. In 2010, the Commission hired RATIO Architects, Inc., to analyze the survey data and prepare a report addressing each of the six mandates in the Commission's statute.

**This report, advising the General Assembly of the value and condition of the state's historic courthouses and the needs for long-term stewardship addresses six charges set for the Commission by its statute:**

1. **Make an assessment concerning the importance of preserving historic courthouses to the history and identity of county seats and counties.**
2. **Make an assessment of the importance of preserving historic courthouses to the economic revitalization of county seats and counties.**
3. **Study the condition of historic courthouses.**
4. **Investigate the need for rehabilitation, restoration, and maintenance of historic courthouses.**
5. **Study the needs of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses.**
6. **Provide county officials with information concerning funding sources for courthouse preservation projects.**



RANDOLPH 121



RANDOLPH 121

Threatened with demolition in 2005, the Randolph County Courthouse, focal point of downtown Winchester, generated renewed interest in the importance of preserving Indiana's historic county courthouses. Widespread local and statewide support for preserving the building led to its rehabilitation in 2011.

#### **METHODOLOGY**

The data on the State's courthouses used in this report came from the four surveys conducted by the Commission. The first survey was sent to all 92 boards of county commissioners in the state and asked overall questions about the condition of each courthouse, challenges and needs faced, and funding available. Responses were received from 49 boards of commissioners. The second survey, directed to the courthouse or building maintenance superintendent for each county, asked technical questions about the construction, mechanical, electrical, and plumbing systems, building safety systems, availability of planning documents, site conditions, etc. Forty-nine surveys were also received from building superintendents. The third survey was sent to all the county judges in the state and asked questions about historic features, courtroom



DEARBORN (1)



WELLS (1)

condition and needs, and overall courthouse needs and issues. Surveys were received from 130 judges representing all 92 counties. The fourth survey was conducted by the professional staff members in Indiana Landmarks' nine regional and field offices around the state and provided information on the historic features of the exterior and interior of all historic courthouses

and overall assessments of condition. Landmarks staff visited 80 historic courthouses still in county use.<sup>3</sup> The survey forms used in the four surveys are provided in Appendix E.

Some questions in the surveys completed by county commissioners and by county judges were subjective in nature, such as those regarding the importance of a courthouse's historic features. Others, especially those completed by the building superintendents or maintenance staff, requested objective data, such as the date of the last roof replacement or the most recent rehabilitation of mechanical and electrical systems. When analyzed and brought together, the survey data provided one of the first comprehensive indications of the condition and need for rehabilitation, restoration, preservation, and maintenance of Indiana's historic county courthouses.

As with any survey, there are limitations to the data. Complete survey data was not available from every county, but the 60 percent response rate from county commissioners and building superintendents far exceeded the response rate for most surveys and provided substantial information.<sup>4</sup>

Through this report, the Courthouse Preservation Advisory Commission offers the General Assembly with the following information: (1) a briefing on the importance of historic courthouses to the identity and economic revitalization of county seat communities, (2) data and findings about the current condition, need for rehabilitation, restoration, and maintenance of historic courthouses in the State, and need of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses, and (3) recommendations for assisting counties to continue their stewardship of Indiana's historic courthouses.

The information in the report is presented in six sections corresponding to the topics set forth by the Commission's statute. The first two sections—the importance of preserving historic courthouses to history and identity of county seats and counties and to the economic revitalization of county seats and

<sup>3</sup> Indiana Landmarks staff visited all historic county courthouses in county seats. They did not visit the historic branch courthouses in Gary (Lake County) and in Michigan City (La Porte County).

<sup>4</sup> The counties from which survey responses were received from boards of county commissioners and building superintendents were distributed across the state, with somewhat higher concentrations of surveys from the northeast, southeast, and southwest regions. Percentages reported from each survey represent the percentage of respondents from that particular survey question. Figures and percentages were rounded up in instances of 0.50 or higher and down in instances of 0.49 or lower.

counties—are based on research conducted by the report’s consultant. Data concerning the condition of historic courthouses and on the need for rehabilitation, restoration, and maintenance of historic courthouses is derived from the four surveys conducted by the Commission. Information regarding the needs of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses is based on the responses received from county commissioners, county building superintendents, and county judges through the Commission’s surveys. Finally, information on funding sources for courthouse preservation projects was provided through research by the consultant. The Commission provided the findings and recommendations for the report.

“Through its surveys, the Commission was struck by the rich variety of architectural and artistic expression that each historic courthouse provides its community.”

The Commission has found in its two years of gathering information and communicating with county officials that historic courthouses are widely seen as important community landmarks and symbols of county history and identity. Through its surveys, the Commission was struck by the rich variety of architectural and artistic expression that each historic courthouse provides its community. The Commission has also found that courthouses hold and attract jobs and help stimulate economic investment in the downtowns of county seats. The Commission learned that overall most historic courthouses are structurally sound, but many face the need for significant investment by their counties due to deferred maintenance. Although some counties have engaged in studies to establish priorities for rehabilitation and restoration before undertaking renovation projects, many lack information on how to go about planning and carrying out appropriate maintenance, rehabilitation, restoration, and preservation measures for their courthouses.

In its recommendations, the Commission seeks to provide the General Assembly with proposals that could assist counties in exercising stewardship for their historic courthouses that can extend the useful lives of these buildings long into the future. Some recommendations are aimed at continuing educational efforts begun by the Commission to offer authoritative information and advice on the maintenance, rehabilitation, and restoration of courthouses. Others are aimed at providing county officials with more options for planning appropriate maintenance and rehabilitation measures for their historic courthouses and funding such measures.



TIPTON (1)



FOUNTAIN (1)



# The Importance of Preserving Historic Courthouses to the History and Identity of County Seats and Counties

“Indiana still has one of the finest assemblages of nineteenth-century courthouses in the Midwest, and they vividly express a variety of architectural concepts.”

## BACKGROUND AND SETTING

Indiana’s 92 counties were organized between 1790 and 1860, the first being created within the Northwest Territory and Indiana Territory prior to the admission of Indiana as the nineteenth state in 1816.<sup>5</sup> Although the location of county governments occasionally changed in the nineteenth century, all county seats but one have remained in the same city or town since 1896.<sup>6</sup> Most of Indiana’s county seats are located near the geographic center of their respective counties, except for those located along major rivers.<sup>7</sup>

This report addresses primarily the 83 buildings designed originally as courthouses that are still in county use.<sup>8</sup> Additional historic courthouses survive but are no longer in county government use, several having passed to other owners. The oldest courthouse currently in government use is that of Ohio County in Rising Sun, built in 1844. The most recent historic courthouses covered in this report are the Fountain, Howard and Shelby County Courthouses, all built between 1936 and 1937.<sup>9</sup> Courthouses completed after 1960 are not covered by this study.<sup>10</sup>

## CONSTRUCTION OF THE COUNTY COURTHOUSE

Indiana counties had a variety of options for funding courthouse construction in the nineteenth century. Some counties sold bonds while others levied special property taxes or used accumulated tax surpluses. According to Indiana courthouse author John Dilts, state law “allowed commissioners to appropriate any funds in the county treasury,

5 David R. Hermansen, “Indiana Courthouses of the Nineteenth and Early Twentieth Century.” [Unpublished manuscript, Ball State University, 1985] 1.

6 Jon Dilts, *The Magnificent 92: Indiana Courthouses* [Bloomington, Indiana: Rose Bud Press, 1991] 6. The seat of Perry County moved from Cannelton to Tell City in 1994.

7 Hermansen [1985] 1.

8 Of Indiana’s 92 counties, 79 have at least one historic courthouse still in county use. Some counties retain several buildings designed as courthouses, some continuing in county use and some not. Dearborn, Harrison, Lake, LaPorte, Perry, St. Joseph and Wayne Counties each retain two or more historic buildings designed as courthouses, but no longer used by their counties. Lake and LaPorte Counties both have

historic branch courthouses outside the county seat, the former at Gary and the latter at Michigan City. Courthouse buildings no longer owned by the county remain in the former county seats of Dearborn and Wayne Counties. The former Vanderburgh County Courthouse in Evansville is not included in the count of 81 historic courthouses in county use; it is not currently occupied by its county, although there are currently proposals for use of some space within it for county functions. Harrison County retains the 1814-16 Harrison County Courthouse/First Indiana State House, now a museum property. St. Joseph County retains two historic courthouses that are still in use by the county. The oldest surviving courthouse structure in the state appears to be the 1811 Wayne County Courthouse, a log building disassembled and rebuilt several times, most recently at Centerville. The 1814-16 Harrison County Courthouse/First Indiana State House appears to be the oldest county courthouse in Indiana still on its original site.

9 No courthouses were built during the 1940s and only one was built during the 1950s. The Crawford County Courthouse at English [1957, Lester W. Rountt & Associates] was abandoned in 2004 and is not included in this report.

10 The City-County Building at New Albany in Floyd County [1959-61, Walker, Applegate, Oakes & Ritz] and the City-County Building at Indianapolis in Marion County [1960-62, Allied Architects & Engineers] were both designed during the late-1950s and have both reached the 50 year mark for consideration as historic buildings. Both are notable Modern buildings within their respective local contexts and are associated with postwar trends in the design of municipal buildings. The City-County Building at Indianapolis also retains a significant and substantially unaltered Modern plaza dating from 1962.

to borrow up to one percent of all appraised real and personal property without an election and to levy and collect whatever taxes were necessary to build a courthouse whenever the commissioners thought such a building was necessary.”<sup>11</sup>

In a study of American county courthouses, historian Paul K. Goeldner observed: “Because Indiana law encouraged generous expenditures for courthouse construction, many Indiana courthouses exhibit remarkable grandeur.”<sup>12</sup> These buildings have been fittingly termed “palaces of justice.”

#### COURTHOUSES AS WORKS OF ARCHITECTURE

Indiana’s historic courthouses were built over a span of nearly 100 years, reflecting a wide variety of architectural styles. The earliest courthouses followed the influences of the Federal and Greek Revival styles. A few Gothic Revival courthouses were built in the mid-nineteenth century but none survive today. The majority of Indiana’s courthouses built during the last half of the nineteenth century reflect the stylistic freedom and eclectic tastes of that period. Elements from various styles were combined in creative and distinctive ways. Several courthouses reflect the Italianate style popular from about 1850 to 1890, and some display elements of Renaissance and Baroque design. Between the 1860s and 1880s many counties favored the French Second Empire style, featuring tall mansard roofs and dormer windows. The Romanesque Revival style, with rock-faced stone masonry and round arches, was popular for courthouses in the late 1880s and into the 1890s. Neo-Classical designs inspired by ancient Greek and Roman architecture dominated the early twentieth century. During the 1920s and 1930s, some courthouses were designed in the Art Deco and Art Moderne styles, showing a shift from traditional historical sources for design. The period of approximately 1870-1900 saw the construction of the state’s largest and grandest courthouses, although architecturally significant examples are found both before and after this period. Indiana courthouse expert David R. Hermansen noted in 1968 that:

**“Indiana still has one of the finest assemblages of nineteenth-century courthouses in the Midwest, and they vividly express a variety of architectural concepts. They express the architectural skills and aspirations of America in the nineteenth century... They are tangible and can continue to afford us a rich architectural stimulus and experience for many decades.”<sup>13</sup>**

#### THE IMPORTANCE OF THE COURTHOUSE

Historic courthouses in Indiana are, with few exceptions, the most significant and recognizable landmarks in their county seats and their counties as a whole. They exhibit a substantial investment, skilled craftsmanship, and high artistic quality. These buildings are physical embodiments the patriotism and optimism of local citizens, reflecting confidence in a more prosperous and satisfying future. Courthouses are also places associated with deeply personal memories. In his 1992 study of Indiana courthouses, John Dilts notes that these landmarks tell “the story of Hoosier places where marriages and births and wars and deaths and home-made entertainment are all linked to the courthouse square.”<sup>14</sup> Economist Donovan D. Rypkema observes that we value these historic buildings because “in a very tangible way they help us understand who we are.”<sup>15</sup>

“These buildings are physical embodiments of the patriotism and optimism of local citizens, reflecting confidence in a more prosperous and satisfying future.”

<sup>11</sup> Dilts 98.

<sup>12</sup> Paul K. Goeldner, “Temples of Justice: Nineteenth Century Courthouses in the Midwest and Texas” [Ph.D. diss., Columbia University, 1970] 259.

<sup>13</sup> David R. Hermansen, *Indiana County Courthouses of the Nineteenth Century* (Muncie: Ball State University, 1968) 25.

<sup>14</sup> Dilts 7.

<sup>15</sup> Donovan D. Rypkema, *The Economics of Historic Preservation: A Community Leader's Guide* (Washington, D.C.: National Trust for Historic Preservation: 1994) 3.

County residents appreciate the architectural grandeur and inspiring artistic qualities of their courthouses when they visit them or pass by during everyday errands. Residents of both the county seat and the county at large gain an increased sense of civic pride when they enter these buildings.<sup>16</sup> The courthouses are a place where residents of all walks of life and backgrounds come together.

During the nineteenth and early twentieth centuries, construction of courthouses served as a form of economic development for Indiana counties. John Dilts observes that “prominent buildings advertised the success of a community and attracted new businesses to the local economy,” and counties “seemed to compete with one another for splendor and expense.”<sup>17</sup> The monumental size of most courthouses, careful proportions of their details, fine decorative features, and lavish use of costly building materials conveyed that the citizens of each county aspired to the best. The courthouses also expressed the patriotism and desire for architectural grandeur of their counties. Murals, sculptures, paintings, and stained glass communicated the ideals of the American system of self-government and justice and often depicted scenes in American, state, and local history. Writing in the early-1970s, Indiana preservationist Robert C. Braun reminded Hoosiers:

**“It was the working men of your community – the laborers, the farmers, the early guild union craftsmen – that made your present monumental courthouse a legacy available for future generations. They built your courthouse well, using their muscle and talents so that you and your children would always have a visual reminder of your great past.”<sup>18</sup>**

#### THE COURTHOUSE SQUARE

Nearly all of Indiana’s courthouses stand in the public square of the county seat, forming an identifiable center of the downtown and of the county as a whole. Of the state’s 92 courthouses, 82 are located in the public square. Courthouses in squares are found most frequently in the Midwest states of Indiana, Illinois, Iowa, and Missouri, as well as in the Southern states of Kentucky, Tennessee, Georgia and Texas.



OHIO (1)

The Ohio County Courthouse (1844) is the oldest historic courthouse still in use in Indiana.



SHELBY (1)

The Shelby County Courthouse (1936-37) is among the most recent of the historic courthouses covered in this study.

The courthouse square often serves as the most prestigious public space in the county seat community, where festivals and important public events are held. It is also a place where the people of the county have constructed monuments and memorials to veterans and other honored individuals who have special meaning to everyone in the county. As the center of the community, the courthouse square attracted the leading retail stores and professional services businesses, such as attorneys and title companies. The retailers benefited from the square’s central location, while the attorneys and title companies found it convenient to be near the courthouse itself.<sup>19</sup>

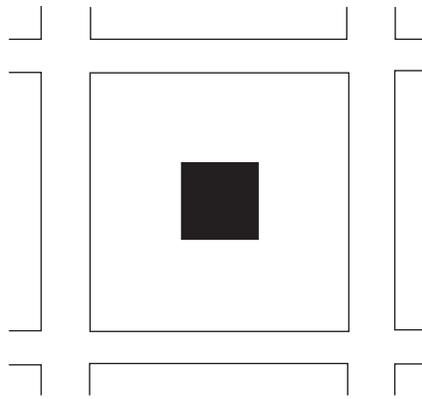
<sup>16</sup> Price 142.

<sup>17</sup> Dilts 6, 5.

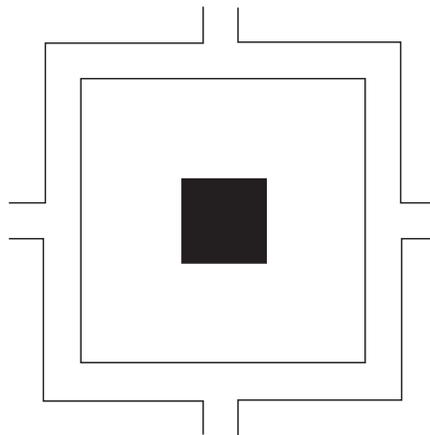
<sup>18</sup> “Preservationists Lose Courthouse Battle: Madison County Demolishes Bunting’s Work,” *Historic Landmarks News*, Vol. III, No. 1 (1972) 2.

<sup>19</sup> Edward T. Price, “The Central Courthouse Square in the American County Seat” (1968), reprinted in Dell Upton and John Michael Vlach, ed., *Common Places: Readings in American Vernacular Architecture* (Athens, Georgia: University of Georgia Press, 1986) 125.

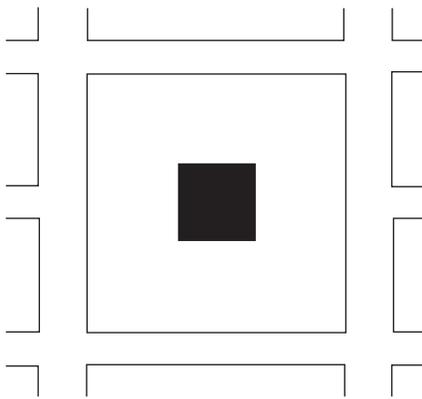
<sup>20</sup> See also Edward T. Price, “The Central Courthouse Square in the American County Seat” (1968), reprinted in Dell Upton and John Michael Vlach, ed., *Common Places: Readings in American Vernacular Architecture* (Athens, Georgia: University of Georgia Press, 1986) 131-136.



Shelbyville Square



Lancaster Square



Harrisonburg Square

Indiana's courthouse squares reflect three typical public square plans: Shelbyville, Lancaster and Harrisonburg.

There are three typical public square plans in Indiana.<sup>20</sup> The most common is the block or Shelbyville Square (named for Shelbyville, Tennessee), where the square is typical block selected for use from a gridiron, or checkerboard city plan. Seventy-seven of Indiana's counties feature a Shelbyville Square, and 76 of the Shelbyville Squares contain the courthouse.<sup>21</sup> Less common is the Philadelphia or Lancaster Square, where streets intersect at the middle of each side of the courthouse square.<sup>22</sup> Squares of this type are found in five Indiana counties. Three of these squares contain the courthouse while two do not.<sup>23</sup> The Harrisonburg Square, a combination of the first two forms, is found in three Indiana counties.<sup>24</sup> Six Indiana county seats have no courthouse square, with the courthouses sited on a quarter block located at a major intersection.<sup>25</sup>

**LESSONS FROM OTHER STATES**

A look at several other states underscores the growing importance of historic courthouses in other areas of the country. A study of Ohio's county courthouses reports that they "are an essential part of [Ohio's] landscape and history."<sup>26</sup> A study from Texas highlights the importance of historic courthouses to the state's identity, noting that "among the most significant and historic structures in Texas are the state's county courthouses."<sup>27</sup> The report concludes that "their preservation and restoration is one of the great civic responsibilities of our time."<sup>28</sup> A study of historic local government properties in Wisconsin notes: "Much of Wisconsin's legacy is revealed in the publically owned, historic buildings located in the heart of the towns and villages across the state."<sup>29</sup>

**GROWING APPRECIATION FOR INDIANA COURTHOUSES**

Appreciation for the significance of Indiana's county courthouses, as demonstrated by the nomination of courthouses to the National Register of Historic Places, has grown rapidly since the 1960s.

In 1970 the Old Vanderburgh County Courthouse and the Second St. Joseph County Courthouse became the first Indiana courthouses to be listed in the National Register of Historic Places. These two listings marked the beginning of a steady flow of applications for listing. By 1980, twenty-six of Indiana's historic courthouses had

21 Hermansen [1985], Figure 7.  
 22 Dubois, Orange, Shelby, Steuben, and Washington Counties feature Philadelphia or Lancaster plan squares; Hermansen [1985], Figure 8.  
 23 The three courthouses located in Philadelphia or Lancaster plan squares are found in the contiguous southern counties of Washington, Orange, and Dubois. The successive plat dates of the respective county seats of Salem [1814], Paoli [1816], and Jasper [1829] suggest that the form was introduced at Salem and moved westward. The two Philadelphia squares not containing courthouses

are those in Shelby and Steuben Counties.  
 24 Johnson, Lake, and Vanderburgh Counties feature Harrisonburg squares; Hermansen [1985], Figure 9.  
 25 Martin, Montgomery, Ohio, Perry, Warren, and Wells Counties have no square; Hermansen [1985], Figure 10.  
 26 Susan W. Thrane, *County Courthouses of Ohio* (Bloomington, Indiana: Indiana University Press, 2000) 10.  
 27 Michael Andrews, *Historic Texas Courthouses* (Albany, Texas: Bright Sky Press, 2006) 20.

28 Andrews 23.  
 29 Mathis and Van Erem 41.  
 30 Hermansen [1985] 1; Todd Zeiger, "Excuses, Excuses: Century-Old Demolition Debate Continues," *Indiana Preservationist*, January-February 1994, 13.

been listed in the National Register of Historic Places, and by 1994 that number had risen to fifty.<sup>30</sup> As of 2011, 80 of the 83 historic courthouses still in county use have been listed in the National Register, with nominations for two more underway.

“As time passes, the county seats that retain their historic courthouses keep positive elements of identity, pride, and attractiveness for investment, while those without such structures do not.”

#### THE EFFECT OF DEMOLITION ON COMMUNITY IDENTITY

Fortunately, people in counties across the State seem inclined currently to retain their historic courthouses. However, since the topic of razing or abandoning a courthouse still comes up occasionally, it seems appropriate to consider the effect demolition can have on community identity. Destruction of a historic courthouse can leave a physical void: the loss of the primary visual landmark of the county, the centerpiece of the downtown. It can also leave a void in the identity of the county and county seat: the loss of a primary symbol of local history and culture, a monumental work of architecture, a unifying symbol. Future generations lose access to a collective heritage, irreplaceable works of art, courtrooms and other spaces with important memories for the community, a tangible connection with past generations. The sense of place contributed by a historic courthouse to a downtown business district is removed by a demolition and can have far-reaching impacts on the local economy (see Section 2). As time passes, the county seats that retain their historic courthouses keep positive elements of identity, pride, and attractiveness for investment, while those without such structures do not.



ST. JOSEPH (1)



VANDERBURGH (2)

In 1970, the Second St. Joseph County Courthouse (1853-55 / Top) and the Old Vanderburgh County Courthouse (1887-90 / Above) became the first Indiana county courthouses to be listed in the National Register of Historic Places.

## Special Features

### EXTERIOR FEATURES

Indiana's historic courthouses were designed to last for generations. Their masonry exteriors were constructed of durable materials that have lasted in some buildings for thousands of years in many parts of the world. The facades of many courthouses feature Indiana limestone from Lawrence or Monroe Counties while others feature brick made from local clay. Local and regional stone cutters, masons, and bricklayers utilized expertise and high standards that ensured a high quality product.

The entrances to courthouses often are given a grand, monumental treatment that calls attention to them and makes access easy to find. Of the 49 county building superintendents responding to the Commission's survey, 14 percent indicated that their historic courthouses have a portico or other major columned feature sheltering or standing above at least one entrance to the building.

Most historic courthouses in Indiana were designed to dominate the skyline of their community: 88 percent of the building superintendents responding stated that their courthouses feature a tower, cupola, belfry, dome, ornamental iron cresting, or a combination of these elements. These distinctive features frequently became symbols of the courthouse and the whole city or town, partially because they could be seen from a distance. Twentieth century remodelings removed mansard roofs, towers, or both from at least six (7 percent) of the State's historic courthouses. In some cases the lost features were taken down because it was assumed that rehabilitation of deteriorated details would be expensive and unjustifiable. In others, assumptions of structural weaknesses were made that were not always confirmed by professional analysis. Such removals can decrease the visual prominence of courthouses and detract from the sense of place found in the courthouse square. In some counties, movements have been made to replace the missing features, and the courthouses have resumed their monumental appearance.

The facades of historic courthouses frequently contain statues and statuary groups containing allegorical figures from Classical mythology representing American ideals. These works, often carved from Indiana limestone, are impressive figures that add to the majesty of the courthouse appearance. Many facades also contain decorative carvings or bas relief sculptures, ornamental surrounds for entrances and windows, and projecting decorative cornices, all of which add to the visual interest of the buildings.



MONTGOMERY [4]



DEARBORN [1]



GRANT [1]

**The Montgomery, Dearborn and Grant County Courthouses have covered porticos at their entrances.**

Towers of the Clinton, Henry, Decatur (with the famous tree) County Courthouses; cupolas of the (1855) St. Joseph and Steuben County Courthouses. Indiana's historic county courthouses contribute to the distinctive skyline of each county seat.

CLINTON (4)



HENRY (1)



ST. JOSEPH (1)



STEBUEN (1)



DECATUR (1)



PORTER (6)



BENTON (6)



GRANT (6)



MONTGOMERY (4)



RANDOLPH (6)



The towers of the Porter, Benton, Montgomery, Grant, and Randolph County Courthouses were removed during the twentieth century. In some counties, there have been movements to replace these lost features to restore the visual prominence of the courthouse.



HOWARD [1]



VIGO [1]

**ABOVE:** The rotunda of the Vigo County Courthouse and the atrium of the Howard County Courthouse both serve as grand central public spaces.

**RIGHT:** The monumental staircases of the Rush, Jay, and Daviess County Courhouses.

**INTERIOR SPACES**

Many courthouses feature grand interior spaces adorned with fine decorative elements and materials. These impressive rotundas, atriums, corridors, and stairwells also contain significant artworks (see below). The reports from the 49 building superintendents show that 42 percent of their courthouses feature a multi-story rotunda or atrium space, while 72 percent have monumental staircases.



RUSH [1]



JAY [1]



DAVIESS [1]

### ARTISTIC FEATURES

Indiana's historic county courthouses contain an extensive collection of public art. These artistic features include decorative painting, murals, and stenciling; tile and mosaics; ornamental plasterwork, woodwork and carving; etched, leaded, beveled, stained and art glass; and exterior and interior statuary and sculpture. In many cases, these works of art were created by Indiana artists and often feature allegorical or historical scenes relating the history of a particular county and of the state in general. When considered as a whole, this collection is extensive and provides a rare cultural asset for local citizens and for Hoosiers at large.

### DECORATIVE PAINTING, MURALS, AND STENCILING

Thirty-six percent of the courthouses included in the building superintendents' survey contain visible decorative or faux painting (including graining and marbled finishes), murals, or stenciling. These works appear on plaster, canvas, or other material. In several cases these works were hidden under layers of paint, behind partitions, or above suspended ceilings, only to be rediscovered during later rehabilitation projects. It is likely that a large number of courthouses contain decorative or faux painting, murals, or stenciling that is not currently visible.

**TOP: Murals in the Marshall, DeKalb and Fountain County Courthouses represent a range of periods and artistic styles.**

**RIGHT: The rotunda of the Jay County Courthouse features extensive decorative painting. The original faux stone painted finishes of the Tippecanoe County Courthouse's corridors were recreated during the building's restoration. Rehabilitation of the Fayette County Courthouse uncovered decorative painting on the courtroom ceiling.**

MARSHALL (1)



DEKALB (1)



FOUNTAIN (1)



JAY (1)



TIPPECANOE (4)



FAYETTE (4)





TIPPECANOE / BEFORE (4)



TIPPECANOE / AFTER (1)

**HISTORIC PAINT COLORS**

In addition to uncovering decorative painting, stenciling, and murals, rehabilitation and restoration projects often reveal long forgotten color schemes. Where there is now a single subdued paint color, once there may be multi-colored hues, chosen to highlight decorative details. A space that today appears dim and gloomy may have once been painted in light colors. Paint analysis and research can determine the original color scheme of a space and can guide choices during a restoration or rehabilitation project.



TIPPECANOE / BEFORE (4)



TIPPECANOE / AFTER (4)



VANDERBURGH (12)



VANDERBURGH (12)

**TOP:** The original 1885 paint colors of the Tippecanoe County Courthouse had been hidden from view for decades prior to the building's restoration.

**BOTTOM:** Prior to restoration, the Superior Court of the Old Vanderburgh County Courthouse gave little indication of its historic grandeur. Paint analysis uncovered the room's historic color scheme.



VANDERBURGH (12)

### ART GLASS

Courthouses built between roughly 1870 and 1940 often were adorned with art glass domes, skylights, windows and glass doors. The term art glass includes stained, painted, etched, leaded, and beveled glass. The 49 building superintendents responding to their survey reported art glass features in 24 percent of their courthouses. In addition, etched, leaded and beveled glass elements are found in several buildings. At least two courthouses feature sections of translucent glass flooring. It is possible that additional art glass elements exist in courthouses that are not currently visible.

### LIGHT FIXTURES

Historic light fixtures or accurate reproductions are often artworks in their own right and help to define the character of the space. These may be major features of an interior room or space, such as chandeliers, sconces, or fixtures atop a stairway newel post. In some cases, historic fixtures were removed and replaced with linear fluorescent lighting. In these cases, the original fixtures may have been placed in storage and forgotten. Restoring historic fixtures in storage can return elegance to the interior at a cost often comparable to replacing with new fixtures. Historic fixtures can usually be supplemented by discreet recessed downtlights in the ceiling to supplement the historic light fixture.

**TOP:** Art glass in the Dubois, Carroll, and Howard County Courthouses. Etched glass in the Kosciusko County Courthouse.

**BOTTOM:** Historic and reproduction light fixtures in the Knox, Tippecanoe, and Harrison County Courthouses. The photo at center shows the addition of discreet recessed downtlights in the ceiling to supplement the historic light fixture.



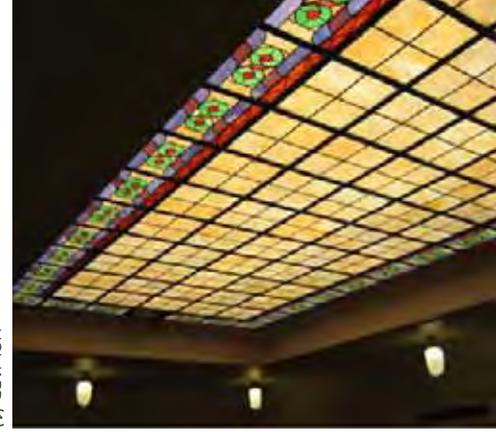
DUBOIS (1)



CARROLL (1)



KNOX (1)



HOWARD (1)



KOSCIUSKO (1)



TIPPECANOE (4)



HARRISON (1)



CARROLL (1)

CLINTON (4)



HUNTINGTON (1)

MONTGOMERY (1)



**ABOVE:** The rotundas of the Carroll and Huntington County Courthouses feature elaborate tile mosaics.

**RIGHT:** The Clinton County Courthouse has encaustic tile floors in a variety of patterns and colors on each floor. The Montgomery County Courthouse features patterned marble tile floors.

**FLOORING AND MOSAICS**

Courthouses often feature patterned marble or encaustic tile floors, tile mosaics, or terrazzo flooring. Indiana Landmarks staff reported that 29 percent of the historic courthouses had marble tile flooring, 20 percent had tile flooring (including 4 percent with encaustic tile), 14 percent had terrazzo flooring, and five percent had mosaic tile flooring. These materials were used because of their beauty, artistic character, durability, and fire resistance. In some buildings these flooring materials have been concealed by carpet, vinyl composition tile (VCT) or other materials.

**ORNAMENTAL PLASTER, WOODWORK, AND METALWORK**

Plaster ornamentation, carved woodwork, and decorative metal features are all found in most historic courthouses. Plaster formed into decorative patterns on the ceilings and cornices of public spaces are major artistic features in many buildings. Other courthouses include ceilings made of pressed metal and with ornamental details.

Several courthouses contain wainscoting of polished hardwoods along corridors, stairways and in courtrooms. Hardwood is also employed for stair balustrades and newel posts in many buildings. Late nineteenth century courthouses often contain cast-iron staircases.

In some courthouses, elaborate plaster or metal ceilings are concealed by suspended ceilings and may have been hidden from view for decades. Woodwork may have been covered, painted, or placed in storage and forgotten. Uncovering and restoring these hidden features can dramatically change the appearance of the courthouse and its spaces, enhancing the experience of visiting and using the building and increasing public appreciation for the building.



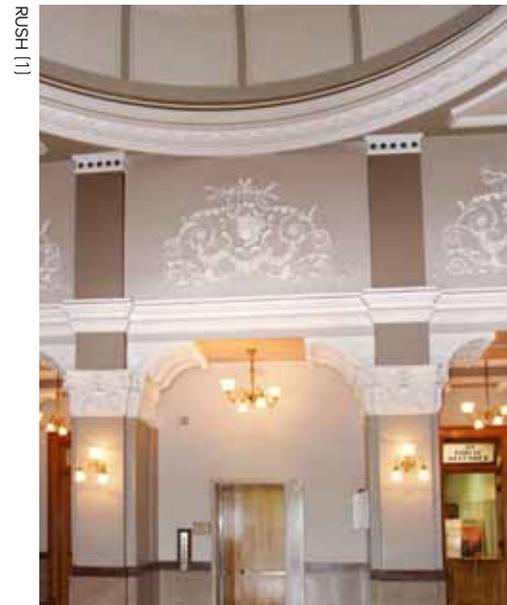
SULLIVAN (1)



ST. JOSEPH (1)



VERMILLION (1)



RUSH (1)



MONTGOMERY (1)



VANDEBURGH (2)

**TOP:** Ornamental plasterwork ornaments the ceilings of courtrooms in the Sullivan and 1897 St. Joseph County Courthouses.

**CENTER:** Decorative plasterwork in the Vermillion and Rush County Courthouses.

**ABOVE & RIGHT:** Many historic courthouses retain significant features and artworks that remain hidden above suspended ceilings or behind partitions or paneling. Woodwork, light fixtures, and other components removed during past alterations may be found in storage.



HENRY (2)



BARTHOLOMEW (4)



MONTGOMERY (4)



KNOX (1)



HENRY (1)



MONROE (1)

**SITE**

Most historic courthouses stand in a rectangular property that also contains other historic features. The lawn and walks may have been designed or laid out before 1960 and thus contribute to the sense of history on the square. The courthouse property also often serves as a county's primary memorial and commemorative space. Since the Civil War, monuments and memorials to the veterans of the county and other objects of historical or cultural importance have been placed on the lawns of courthouses. Frequently there are memorials commemorating the sacrifice of veterans during the Mexican-American War, the Civil War, the Spanish-American War, World War I, World War II, the Korean War, the Vietnam War, Desert Storm, the War in Iraq, and other conflicts. Some courthouse squares contain statues of notable local citizens who have played roles in the history of the county, the state, or the nation. According to the surveys returned by building superintendents, significant monuments and statuary are present on the grounds of 76 percent of the historic courthouses reporting.

Thirty-eight percent of the surveys completed by county building superintendents reported special landscape features on the courthouse grounds, including ornamental fences, fountains, paved plazas, and decorative plantings. Twenty-four percent of counties reported other historic buildings located either on the square proper or on an adjacent site, including former or current county jails or former county jails with attached sheriff's residences. In 18 percent of the surveys, non-historic buildings were reported on the square or a contiguous site. The lawn or landscape design, if historic, may include mature trees, ornamental plantings or flower beds, fountains, or historic light fixtures.

**TOP: Historic veterans' memorials on the courthouse squares in Henry and Montgomery Counties. A contemporary veterans' memorial on the courthouse square in Bartholomew County.**

**LEFT: Allegorical statuary and decorative sculpture adorn the exteriors of the Knox, Henry, and Monroe County Courthouses.**

## FINDINGS BY THE COMMISSION

### The Importance of Preserving Historic Courthouses to the History and Identity of County Seats and Counties

1. Historic courthouses are typically the most important element of physical identity for Indiana's county seat communities.
2. Historic courthouses provide a visual and psychological focus to courthouse squares, which in most county seats are the symbolic and economic centers of the community.
3. Indiana's historic courthouses are the most monumental and elaborate works of architecture in most counties and across the State—they help define Indiana's identity as well as that of their host communities.
4. Historic courthouses and the grounds around them house some of the State's finest displays of public art and decorative and ornamental design. These collections of paintings, murals, sculptures, monuments and memorials, and decorative reflection to county residents and of considerable interest to visitors.



SHELBY (1)

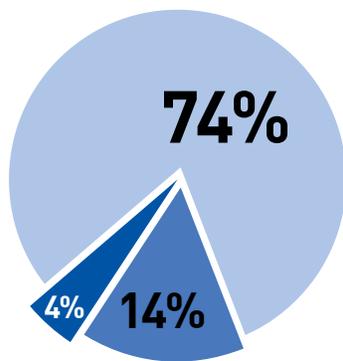


PARKE (4)

Special landscape features on courthouse grounds, may include ornamental fences, fountains, historic light fixtures, paved plazas, mature trees, and decorative plantings.



# The Importance of Preserving Historic Courthouses to the Economic Revitalization of County Seats and Counties



On a scale of one to five (with one being central and five having no connection), 74 percent of the courthouses covered in the County Commissioner survey were ranked in the range of one to two for connection to the county seat's commercial district. Fourteen percent were ranked in the range of three to four, and only four percent were ranked as having no connection with the county seat's commercial district.

In the past, Indiana's county leaders, like those in other states, recognized the importance of their courthouses to the local economy and to future economic development. They invested in stylish courthouses as symbols of pride and justice, but also saw them as demonstrations of prosperity for would-be investors. The costly materials, ornate embellishments, and imposing designs expressed confidence in the future.<sup>31</sup> Today, there is a growing awareness that courthouses still can play important roles in attracting economic investment in the downtowns of county seat communities.

## LOCATION

The central location of historic courthouses provides the most convenient location for access by all of the users of county offices. In larger Indiana county seat cities, downtown locations are near bus lines and nearly all courthouse squares are located on major highways, allowing citizens to find and reach county offices easily. In smaller county seats, some residents can walk to the courthouse. With the growth of regional trails, bicyclists can travel conveniently to many courthouse squares. Citizens visiting county offices often also patronize downtown businesses. There are also close relationships between professional service providers, such as attorneys and title companies, and the county offices. If county functions are moved to locations outside of the downtown, travel time can be increased for some residents. Such moves may make accessing the courthouse less convenient for pedestrians, public transportation users, or cyclists. Re-location may also pull away from the courthouse square the professional services businesses that rely on proximity to the courthouse for their own convenience and that of their customers.

Retaining county functions in historic courthouses situated amid the established downtown commercial district ensures that a core group of businesses will remain in the downtown area. A recent study of local government buildings in Wisconsin concluded, "These community landmarks

31 Kelsey and Dyal, xvi.

serve as anchors to historic downtowns, providing jobs and services that many other businesses rely on for survival.”<sup>32</sup> The continued use of historic county courthouses can encourage private development of properties on the courthouse square and adjacent streets. More investment downtown can help maintain a density of business traffic that boosts the local economy.<sup>33</sup>

#### SENSE OF PLACE

Indiana courthouses and their courthouse squares also serve as critical landmarks in providing a sense of place and orientation within county seat. The courthouse often serves as the primary visual indicator for visitors or new residents of the location of the downtown business district. The sense of place imparted by a historic courthouse can have far-reaching impacts on civic pride, community identity, and the local economy. On a scale of 1-5 (with 1 being central and 5 having no connection), 74 percent of the courthouses covered in the survey of county commissioners were ranked in the range of 1-2 for connection to the county seat’s commercial district. Fourteen percent were ranked in the range of 3-4, and only 4% were ranked as having no connection with the county seat’s commercial district.<sup>34</sup>

A 2010 report on the preservation of historic municipal buildings in Wisconsin notes:

**Individually and collectively, our municipal buildings create a marketable sense of place... A community’s identity is critical in a competitive development market. Preservation, particularly of municipal buildings, can help create a sense of place that makes a community stand out. Many communities have used their unique identity to forge a strong brand image that generates heritage tourism, attracts visitors, and helps fuel their economy.**<sup>35</sup>

The same observations could be made about Indiana’s historic courthouses, which more than historic city halls or other municipal structures, project a strong sense of identity for their communities.



DECATUR (1)

**Historic courthouses project a strong sense of identity for their communities. The Decatur County Courthouse is known for the tree that has grown from its tower since 1870.**



FRANKLIN (7)

**County Courthouses may also attract investors to rehabilitate buildings on or near the courthouse square due to the marketability of buildings near a place with a sense of history and character.**

<sup>32</sup> Mathis and Van Erem, 41.

<sup>33</sup> Mathis and Van Erem, 4.

<sup>34</sup> There appeared to be several cases where the 1-5 scale was misinterpreted by survey respondents who regarded 5 as central and 1 as having no connection. These instances were corrected where possible. 6% of respondents did not answer this question..

<sup>35</sup> Mathis and Van Erem, 6.

These buildings act as anchors for businesses that are tied to county services or customers who use the courthouse. They may also attract investors to rehabilitate buildings on or near the courthouse square due to the marketability of buildings near a place with a sense of history and character. As an example, former California resident Monna Goforth in 2003 and 2006 purchased and rehabilitated two historic buildings near the Randolph County Courthouse Square because she was impressed with the sense of place provided by the courthouse and its square and with the affordability of buildings in Winchester. In Rising Sun, harp makers William and Pamela Rees decided they could cut their operating costs and work on a Main Street with a small town atmosphere by relocating their harp business, Rees Harps Inc., near both the historic courthouse and a historic church building with a spire similar to the towers on many courthouses.

What draws investors, businesses, and new residents to historic commercial buildings near a courthouse and to homes in downtown neighborhoods is the uniqueness of civic buildings, public squares, street patterns, building styles, and mix of people that are found in that particular county seat community. Economist Donovan Rypkema observes that while another city or town that is competing for new businesses may duplicate a county seat's offerings with respect to water lines, industrial parks, tax rates, or permitting processes, no one else can duplicate the uniqueness of its historic buildings, downtown district, or neighborhoods.<sup>36</sup>

The Advisory Council on Historic Preservation has identified a number of community benefits from historic preservation projects, including new businesses formed; private investment stimulated; tourism stimulated; increased property values; enhanced quality of life, sense of neighborhood, and community pride; new jobs created; increased property and sales taxes; and pockets of deterioration and poverty diluted.

#### **ECONOMIC DEVELOPMENT**

The Wisconsin report on the preservation of historic municipal buildings examined numerous case-studies and found a strong correlation between investment in

these buildings and local economic development. A strategic investment in a prominent local government structure attracts the attention of private investors and begins momentum toward the revitalization of nearby depressed downtowns and neighborhoods. The Wisconsin study reported that when compared to new construction, "older and historic buildings, once renovated, tend to enjoy longer life spans and hold their value longer, thereby generating more leverage that stabilizes and enhances property values."<sup>37</sup>

**“The preservation and appropriate maintenance of a major historic landmark like a county courthouse can also have a significant impact on the value of nearby private property.”**

After the restoration of the Tippecanoe County (Indiana) Courthouse was completed in 1992, County Commissioner Nola Gentry observed: "All three of the commissioners are proud of the restoration, as are our constituents... Our courthouse is the crown jewel of Tippecanoe County."<sup>38</sup> Gentry continued: "I've had fiscally conservative constituents approach me and say it's about time we spent our money on something worthwhile... It was well worth the money. Our public investment in the courthouse has been an economic boom for downtown, and we've even seen other buildings restored as a result."<sup>39</sup> The restoration of the Tippecanoe County Courthouse served as a catalyst for reinvestment in downtown Lafayette, leading to the rehabilitation of countless historic buildings over the following decade, drawing new residents and businesses to the downtown.

<sup>36</sup> Rypkema 24.

<sup>37</sup> Mathis and Van Erem, 3-4.

<sup>38</sup> Mark Dollase, "Courthouse Updates Require Ingenuity," *Indiana Preservationist*, January-February 1994, 10.

<sup>39</sup> Dollase, 11.

The preservation and appropriate maintenance of a major historic landmark like a county courthouse can also have a significant impact on the value of nearby private property. In contrast, the demolition or abandonment of a historic courthouse would eliminate major economic development opportunities for both the county and the county seat community.

The Wisconsin study concluded that rehabilitation of historic local government structures creates a “win-win situation for the entire community.” Rehabilitation and adaptation for new county uses creates jobs, retains more money in the community, increases the property tax base, avoids the need at outlying locations for new infrastructure to accompany new county buildings, attracts tourists with outside spending, and helps make the historic core of the community viable long term.<sup>40</sup> Reuse of these buildings utilizes existing urban infrastructure, avoiding the costs associated with development on previously undeveloped land. This approach also helps preserve property values in the center of the community, providing a stable base for funding public services.

#### NEW CONSTRUCTION VERSUS REHABILITATION COSTS

New construction is often said to be less expensive than rehabilitating an existing building for a comparable use. The perceived cost savings of new construction may be substantially lessened by the shorter life expectancy of many new buildings. Most buildings constructed today are anticipated to be useable for approximately 30–40 years, giving a smaller return on investment than the average rehabilitated building.<sup>41</sup> When compared to new construction, older buildings, after rehabilitation, tend to last longer and hold their value longer. Sustained value of the county courthouse can in turn help stabilize and increase property values in the downtown district around it.<sup>42</sup>

#### REHABILITATION AND OPERATING COSTS

Case studies over the past 40 years have shown that many historic buildings can be rehabilitated economically while retaining their historic character. A study prepared by the U.S. Department of Defense, owner of a large number of buildings of various types

and ages, found that negative effects associated with its historic buildings were generally “the result of poor planning, rather than a condition caused by the resource itself.”<sup>43</sup> There is also sometimes a misconception that historic buildings are more expensive to operate than new buildings. However, a study of historic federal buildings found that “the overall operating costs per rentable square foot for historic buildings were 10 percent less than for non historic buildings. Cleaning costs were 9 percent less, maintenance costs were 10 percent less, and utility costs were 27 percent less.”<sup>44</sup>

#### REHABILITATION COST AND JOB CREATION

Unlike most new construction projects, rehabilitation of historic buildings like courthouses requires skilled local labor. Economist Rypkema notes that “historic preservation is one of the highest job-generating economic development options available.”<sup>45</sup> Rehabilitation projects can spend up to 70 percent of project costs on skilled labor, often hired locally, keeping this money within the community.<sup>46</sup> The 2010 report on the preservation of historic municipal buildings in Wisconsin notes:

**Investment in preservation also creates more jobs than comparable expenditures in new construction. Because rehabilitation is more labor intensive and less material intensive, it tends to generate more jobs per million dollars expended. Those jobs will be skilled local construction trades. Studies show that rehabilitation involves purchases from local suppliers and retailers, keeping both labor and materials dollars circulating within the community. Demolition, on the other hand, has little economic advantage.**<sup>47</sup>

Studies of the economic impact of historic preservation in other states have reached similar conclusions. For example, in New Jersey, \$1 million spent rehabilitating non-residential buildings was found to generate 38.3 jobs in the national construction supply chain and 19.3 jobs in the state and local economies. In contrast, \$1 million in new non-residential construction generated 36.1 jobs in the national economy and 16.7 jobs in the state and local economies.<sup>48</sup>

<sup>40</sup> Mathis and Van Erem, 6.

<sup>41</sup> Federal Heritage Buildings Review Office Code of Practice, quoted in Rypkema 48.

<sup>42</sup> Mathis and Van Erem, 3–4.

<sup>43</sup> The Benefits of Cultural Resource Conservation, quoted in Rypkema 49.

<sup>44</sup> “The Economics of Preserving Historic Federal Buildings,” Forum News, quoted in Rypkema 50.

<sup>45</sup> Rypkema 11. The study further notes: “In Michigan, \$1 million in building rehabilitation creates 12 more jobs than does manufacturing \$1 million worth of cars... In Oklahoma \$1 million of rehabilitation creates 29 more jobs than pumping \$1 million worth of oil... In South Dakota \$1 million of rehabilitation creates 17 more jobs than growing \$1 million worth of agricultural products,” 11–12.

<sup>46</sup> *The Economic Benefits of Historic Preservation in Colorado*, quoted in Rypkema 11.

<sup>47</sup> Mathis and Van Erem, 4.

<sup>48</sup> “Economic Impacts of Preservation in New Jersey and Texas,” *Forum Journal*, quoted in Rypkema 12.

## **Economic Benefits of the Historic County Courthouse**

The continued use of historic county courthouses can influence private development of surrounding properties and can encourage a density of users who are beneficial to the local economy.

Appendix B contains additional information on the economic impact of historic courthouse restoration and rehabilitation in Texas

The Advisory Council on Historic Preservation has identified a number of community benefits from historic preservation projects, including:

- **New businesses formed**
- **Private investment stimulated**
- **Tourism stimulated**
- **Increased property values**
- **Enhanced quality of life, sense of neighborhood, and community pride**
- **New Jobs Created**
- **Increased Property and Sales Taxes**
- **Pockets of Deterioration and Poverty Diluted\***

A 2005 University of Wisconsin Extension Service study found that downtowns with county courthouses and government centers realize the following advantages over downtowns without these functions:

- **8.4 percent more business**
- **7.4 percent more retail businesses**
- **25 percent more professional, technical, and scientific businesses, including a greater number of law offices**
- **53 percent more traveler accommodations**

\* Rypkema 13

### ECONOMIC IMPACTS OF CONTINUED COURTHOUSE USE

In addition to the economic benefits that come from the preservation and rehabilitation of historic courthouses, the continued use of these structures has a marked impact on the economy of the county seat. A 2010 study of the Hendricks County Courthouse in Danville, prepared by the Center for Urban Policy and the Environment, Indiana University Public Policy Institute, examined the economic impact of a downtown courthouse on the local economy. The study found that the courthouse performs in a similar manner to an anchor store, “attracting individuals who might not otherwise visit downtown to shop, dine, and contribute to the downtown’s vibrancy.” The courthouse also contributes the spending of its employees to the downtown economy, estimated to be between \$2,500 and \$3,000 per year.<sup>49</sup>

A 2005 University of Wisconsin Extension Service study found that downtowns with county courthouses and government centers realize the following advantages over downtowns without these functions:<sup>50</sup>

- 8.4 percent more business
- 7.4 percent more retail businesses
- 25.0 percent more professional, technical, and scientific businesses, including a greater number of law offices
- 53.0 percent more traveler accommodations

The 2010 Danville courthouse study also looked at the downside of a courthouse moving from the downtown and pulling with it professional services who rely on access to the courthouse for much of their income. The study concluded that there was a “non-quantifiable risk” involved to the local economy if such professional services relocated from the downtown.<sup>51</sup> A 2003 study done for Planning Commissioners Journal found that when a public facility migrated even a few blocks from downtown, local merchants reported a noticeable decline in their business. On the other hand, when government functions were moved to downtown, existing businesses seemed to experience an increase in their income and new businesses startups increased.<sup>52</sup>



HENDRICKS (1)

**A 2010 study of the Hendricks County Courthouse in Danville, Indiana, prepared by the Center for Urban Policy and the Environment, Indiana University Public Policy Institute found that the courthouse performs in a similar manner to an anchor store, “attracting individuals who might not otherwise visit downtown to shop, dine, and contribute to the downtown’s vibrancy.”**



TIPPECANOE (4)

**The restoration of the Tippecanoe County Courthouse served as a catalyst for reinvestment in downtown Lafayette, leading to the rehabilitation of countless historic buildings over the following decade, drawing new residents and businesses to the downtown.**

<sup>49</sup> Philip Langdon, “Public Buildings Keep Town Centers Alive” in *Planning Commissioners Journal* 49 (2003) 2; Center for Urban Policy and the Environment, *The Contributions of the Courthouse in Downtown Danville* (Indianapolis: Center for Urban Policy and the Environment, 2010) 1..

<sup>50</sup> Ryan Zigelbauer, Bill Ryan and Steve Grabow, *The Importance of Government Facilities in Downtowns: An Analysis of Business Establishments in Wisconsin’s County Seats* (University of Wisconsin Extension, 2005) 12.

<sup>51</sup> *The Contributions of the Courthouse in Downtown Danville* 1.

<sup>52</sup> Philip Langdon, “Public Buildings Keep Town Centers Alive” in *Planning Commissioners Journal* 49 (2003) 1-7, cited in *The Contributions of the Courthouse in Downtown Danville* 2.

A 2000 study of Snohomish County, Washington, found that “relocating county offices from downtown caused a direct loss of business to downtown shops and services.” The authors also noted a loss of customers who came downtown to do business at the county offices. Of respondents to a counter survey, 79 percent indicated that they “always or occasionally combine trips to the county facilities with other business downtown.”<sup>53</sup>

#### **TEXAS AND THE ECONOMIC IMPACT OF REHABILITATING HISTORIC COURTHOUSES**

One state has begun to capitalize on the economic development potential of statewide courthouse restoration and rehabilitation. In 1999, the State of Texas created the Texas Historic Courthouse Preservation Program (THCPP) within the Texas Historical Commission. Through this program, the State launched the largest preservation grant program ever initiated by a state government. As of 2009, the THCPP had allocated \$207 million in partial matching grants to 68 counties for restoration of their historic courthouses. Analysis of this funding and the resulting projects determined that construction activity related to the THCPP had generated more than 7,750 jobs and nearly \$17 million in local taxes within 10 years.<sup>54</sup>

Appendix A contains information on how nine Indiana counties have funded rehabilitations of their historic courthouses.

## **FINDINGS BY THE COMMISSION**

### **The Importance of Preserving Historic Courthouses to the Economic Revitalization of County Seats and Counties**

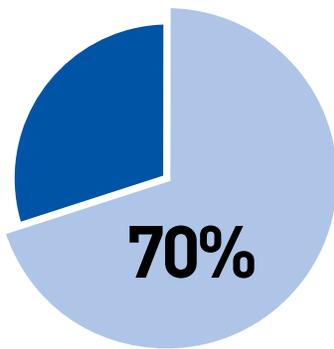
1. As centers for providing county services, Indiana’s historic courthouses help support a critical mass of commercial activity in county seat downtowns. This activity includes service businesses related to the functions of county offices and retail businesses that draw a range of customers to the downtown.
2. Historic courthouses attract the attention and interest of visitors, together with the courthouse squares and downtowns surrounding them. The courthouses, courthouse squares and surrounding downtown areas are natural attractions for tourism and have the potential to bring significant economic impact for the county seats through increased tourism spending.
3. Growing numbers of investors and small business owners from outside the State are attracted to the small town feeling and architectural character of rural communities. Especially attractive are the county seats of Indiana, with their public squares composed of historic courthouse, surrounding grounds, and nineteenth and twentieth century architecture facing the streets bordering the squares. Such investors, small businesses, and their employees are looking for a sense of time and place in the communities where they work and live and are willing to invest in downtown buildings and residences.

<sup>53</sup> The Contributions of the Courthouse in Downtown Danville 2.

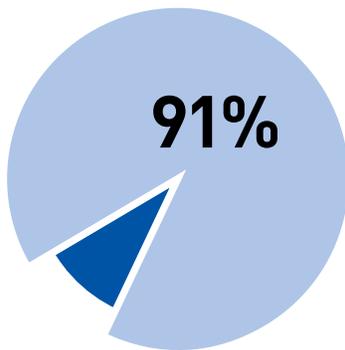
<sup>54</sup> “Texas Historic Courthouse Preservation Program Sparks Downtown Revitalization,” Forum News [July-August 2009] 3; Courthouse Cornerstones: An Update of the Texas Historic Courthouse Preservation Program (Austin: Texas Historical Commission, 2009) 12.



# The Condition of Indiana's Historic Courthouses



Eighty-two percent of counties responding reported that their courthouse retained 70 percent or greater of its historic integrity or character.



Ninety-one percent of counties reporting reported that the historic features of the courthouse were "important."

The present condition of Indiana's historic courthouses varies considerably. Some have received regular, appropriate maintenance and been rehabilitated according to historic preservation guidelines, remaining in excellent overall condition. Others have been remodeled in a piecemeal fashion, suffered from deferred or inappropriate maintenance, or have been altered in ways that are not sympathetic to the original designs. Some Indiana courthouses exhibit a combination of good and inappropriate practices. Overall, most of Indiana's historic courthouses remain in stable condition. However, many courthouses require repair of building features, updates of building systems, and other rehabilitation. Lack of regular maintenance, due to limited funding, leads to deterioration. Deferred or improper maintenance remain the greatest challenges for historic courthouses in the years to come.

Proper, regular maintenance can significantly reduce the need for restoration or rehabilitation by preventing damage and addressing problems before they spread or worsen. In the Commission's survey of county judges, 47 percent reported that their courthouse has some sort of annual program of preventative maintenance, while 38 percent said that their building did not have a regular maintenance program in place.<sup>55</sup>

## INTEGRITY/CHARACTER

Of the county commissioners responding to the Commission's survey, 82 percent reported that the courthouse retained 70 percent or greater of its historic integrity or character. Less than 1 percent reported a courthouse with less than 50 percent of its historic integrity. On a scale of 1-10 (with 1 being original and 10 being extensively altered), 74 percent were ranked as retaining the historic character of their original finishes in the range of 1-3, 22 percent were ranked in the range of 4-5, and only 4 percent were ranked in the range of 6-10.<sup>56</sup> Ninety-one percent of the 49 boards of county commissioners responding reported that the historic features of their courthouses were "important."

<sup>55</sup> 15 percent of respondents were uncertain or did not answer this question.

<sup>56</sup> There appeared to be several cases where the 1-10 scale was misinterpreted by survey respondents who regarded 10 as original and 1 as extensively altered. These instances were corrected where possible.



NOBLE (1)

Commissioners responding reported persistent exterior problems, including masonry issues

#### MAJOR SOURCES OF DETERIORATION: EXTERIOR

Surveys completed by the county commissioners and building maintenance staff indicate that water intrusion due to deferred maintenance and improper maintenance appears to be the most frequent source of exterior deterioration in Indiana's historic courthouses. These factors contribute to the deterioration of masonry and other exterior building materials: 34 percent of commissioners responding reported persistent exterior problems, including masonry issues (6 percent). When left untreated or when improperly repaired, water infiltration can damage both the interior and exterior of the building. Proper maintenance and prompt attention to exterior problems can significantly reduce the damage and the subsequent costs of repairs. Repairs must be made in an appropriate manner to ensure long-lasting and effective resolution. Improper repairs can lead to additional damage and increased cost for future repairs.



VANDERBURGH (2)



WARREN (1)

Most interior issues appeared to be related to moisture problems caused by deferred or improper maintenance of the building exterior.

#### MAJOR SOURCES OF DETERIORATION: INTERIOR

The building superintendents' survey found that 30 percent of the historic courthouses reporting had persistent problems with deterioration of interior finishing materials—walls, floors, ceilings, etc. Most issues appeared to be related to moisture problems caused by deferred or improper maintenance of the building exterior. These moisture-related problems included damage from roof and external wall leaks, typically leading to plaster deterioration and peeling paint. Deferred maintenance and improper maintenance procedures have contributed to the moisture issues in many cases. The Indiana Landmarks surveys observed plaster damage in the public areas of four courthouses. In one courthouse structural issues were believed to have caused damage to decorative plaster details and murals.



PARKE (4)

Water or moisture penetration from the courthouse exterior can cause damage to the plaster beneath the decorative treatments and then to the treatments themselves.

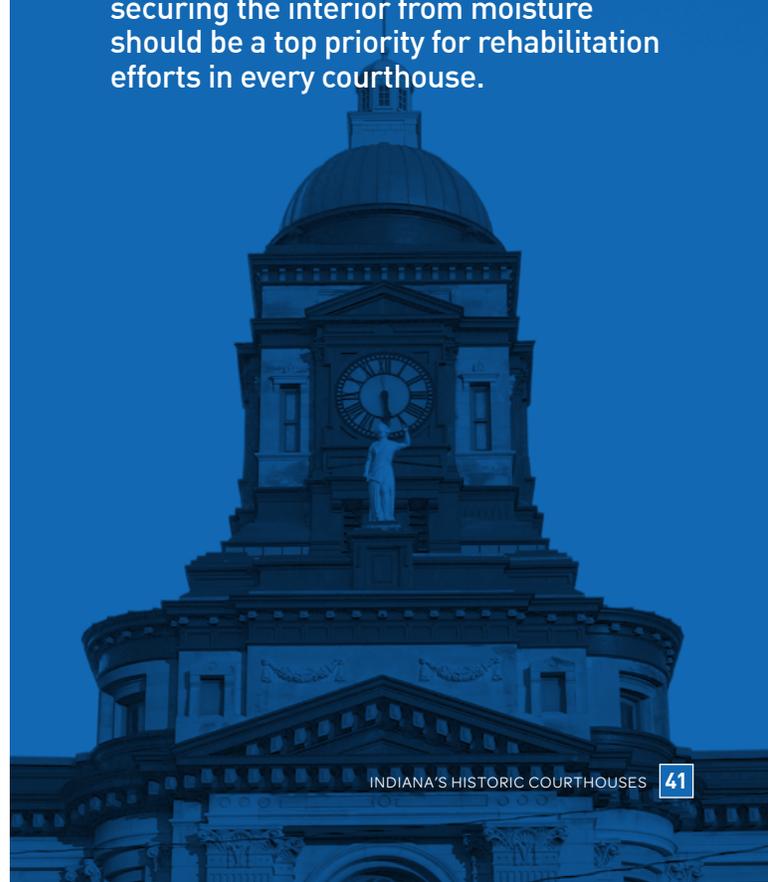
#### SECONDARY CONDITION ISSUES

Indiana's historic courthouses contain large numbers of artworks and decorative features that require careful and appropriate stewardship. The Indiana Landmarks surveys found that 36 percent of historic courthouses contain decorative or faux painting (including graining and marbled finishes) on interior walls or ceilings, murals painted or mounted on walls in corridors, stairwells, or courtrooms, or stenciling on walls or ceilings. Water or moisture penetration from the exterior can cause damage to the plaster beneath the decorative treatments and then to the treatments themselves. The decorative plaster ornamentation on ceilings and walls is susceptible to damage from water penetration and improper repair procedures. Art glass windows and skylights require proper maintenance and repair procedures to prevent damage or deterioration. Marble, mosaic and encaustic tile floors all can suffer from the effects of water, but also require regular maintenance to address the effects of regular use.

## FINDINGS BY THE COMMISSION

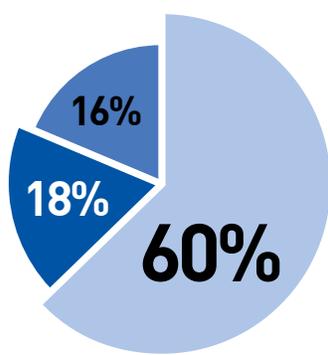
### The Condition of Indiana's Historic Courthouses

1. Overall, most of Indiana's historic courthouses are in stable condition.
2. Many historic courthouses suffer in both their exteriors and interiors from water and moisture infiltration, usually due to deferred maintenance or improper maintenance and repair techniques and unanticipated effects of changes in building operating systems.
3. The large numbers of artworks and decorative features in historic courthouses require careful stewardship and appropriate conservation techniques. Water and moisture penetration from the exterior can damage or destroy the artistic heritage of the courthouses and stopping such penetration and securing the interior from moisture should be a top priority for rehabilitation efforts in every courthouse.





# The Need for Rehabilitation, Restoration, and Maintenance of Historic Courthouses



Sixty percent of 50 courthouses reporting have been renovated 1 to 3 times, while a reported 18 percent have been renovated 4 or more times. Sixteen percent of courthouses were reported to have never undergone a major renovation.

All buildings require periodic rehabilitation to remain in service for an extended period of time. Indiana’s historic courthouses have served their respective counties for many decades and require periodic maintenance and upgrades to extend their useful lives into the future. Studies show that older and historic buildings that have been rehabilitated tend to enjoy longer life spans compared with new construction, providing the greatest long-term return on investment.<sup>57</sup> Spending funds on appropriate, regular maintenance activities, periodic rehabilitation of deteriorated features and adaptation of obsolete spaces or features for new uses is a strategic investment in the long-term future of historic courthouses.

## Past Remodelings or Rehabilitations

Forty-four of the 49 survey questionnaires returned by county building superintendents provided the year in which the last remodeling or rehabilitation was carried out at the courthouse. Of those, 17 indicated that their courthouse had been remodeled or rehabilitated within the last 10 years (since 2001). Of the remaining 26 responses, four stated that their courthouse had last been remodeled or rehabilitated prior to 1967, four indicated that their building had been given such treatment between 1980 and 1989, and nine that their courthouse had been remodeled or rehabilitated between 1990 and 1999. The average year of renovation for the historic courthouses reporting was 1995. The scope of the remodelings or rehabilitations varied widely; some involved comprehensive systems updates and exterior or interior rehabilitation, while others were limited to one part or feature of the courthouse. According to the building superintendents’ survey, 60 percent of the courthouses reporting have been renovated one to three times, while 18 percent have been renovated four or more times. Sixteen percent of the historic courthouses covered by the superintendents’ responses have never undergone a major renovation.

<sup>57</sup> Federal Heritage Buildings Review Office Code of Practice, quoted in Rypkema 48; Mathis and Van Erem, 3-4.

<sup>58</sup> Some courthouses have more than one material used in their floor and ceiling assemblies.

## Need for Structural Rehabilitation

The 49 surveys returned by county building superintendents indicated that 75 percent of all interior walls for the reporting courthouses were of masonry load-bearing construction, 24.5 percent were of frame construction, and 10 percent of reinforced concrete construction or other materials. Some buildings have multiple wall types. Fifty-seven percent of floor and ceiling assemblies were reported to be of reinforced concrete construction, 29 percent of masonry vault construction, and 18 percent of frame construction.<sup>58</sup> Sixty percent of the reporting courthouses have extensive built-in light construction (suspended ceilings, frame partitions, etc.). Fifteen percent of courthouses were indicated as requiring structural repairs of some nature. Whenever a change in use occurs, the floor structure should be evaluated to verify its loading capacity. This is particularly important where high-density filing cabinets and other large weights introduce heavily concentrated loads.

## Need for Exterior Rehabilitation

The exterior envelope of any building is its first line of defense against the effects of weather: rain, snow, ice, and wind. Exterior damage to the building envelope can result from deferred maintenance and improper maintenance methods. Water penetrating through damaged exterior features is responsible in turn for much of the interior deterioration found in Indiana's historic courthouses. A regular inspection and maintenance schedule using appropriate methods can prevent the penetration of moisture, and prompt attention can prevent small leaks from causing larger, more expensive issues.

### ROOFS

Maintaining a watertight roof is the most fundamental step in preventing the water and moisture penetration that causes most deterioration and maintenance problems. Eighteen courthouses of those reporting from the building superintendent surveys have seen roof replacements during the past 10 years, while 12 of the 49 courthouses reporting had roof replacements in the 1990s, and five had replacements in the 1980s. The average date of the last roof replacement for Indiana courthouses is 1998. Roofing materials may include the original materials, such as slate, metal, or tile, or modern materials, such as rubber, asphalt, or other materials. Often, original and modern materials are used in combination. Inspection, maintenance, and repair or replacement of roof materials, roof drains, downspouts, and gutters are critical measures that every county should undertake regularly. Deferral or neglect of these duties can lead to extensive and costly maintenance or rehabilitation issues.



HAMILTON / BEFORE (1)



HAMILTON / AFTER (4)

The dormers and chimneys of the Hamilton County Courthouse had been removed during a 1937 remodeling. They were recreated during the building's exterior restoration in 1993.

**MASONRY**

In the courthouses on which building superintendents reported, the superintendents identified 34 percent as having persistent exterior problems, including 6 percent having issues involving the exterior masonry. Masonry issues should be addressed through appropriate maintenance measures, such as tuck-pointing with compatible mortars. Appropriate, gentle cleaning methods should be used to remove soiling while avoiding damage to the masonry. Some methods often attempted can cause permanent damage to the building, such as the use of incompatible mortar to tuck-point a wall constructed with soft lime putty mortar, the application of some surface sealants, and the sandblasting of brick or stone. Such methods often accelerate deterioration of existing materials, compounding and increasing problems rather than solving them.

**WINDOWS AND DOORS**

According to the responses received from county building superintendents, 32 percent of the 49 courthouses reporting retain their historic windows, and 44 percent retain their historic entrance doors. The remaining 68 percent of the courthouses reporting had replacement windows of wood (24 percent), metal, (65 percent), vinyl (9 percent), or other materials. Some of the 49 courthouses have insulated glass windows (64 percent), others have single-glazed windows with storm windows (14 percent), and some have single-pane glazing (18 percent). Of those courthouses with insulated glass in their windows, at least some appear to have retained their historic wood or metal sashes, with the glass installed in the sashes. Nine building superintendents



UNION (1)



PARKE (1)

The Union and Parke County Courthouses retain their historic entry doors.



(2)



(4)



(2)

TOP: Appropriate replacement windows at the Parke and Switzerland County Courthouses fill the entire opening and match the appearance of the historic windows. ABOVE: Inappropriate replacement windows downsize the opening or include infill panels.

reported that their exterior windows were drafty or loose, two reported rotted windows, and two reported at least some windows were inoperable.

Periodic maintenance of the historic windows and doors, including refinishing or repainting with appropriate materials and methods, can extend the useful life of these building components far into the future. Drafty or loose windows can be caulked and weather-stripped. Inoperable windows can be made operable. Historic wood and metal windows can outlast new replacement windows, if properly maintained. Wherever possible, historic windows should be retained and restored.<sup>59</sup>

Retaining and rehabilitating historic windows not only preserves the overall design and character of the each courthouse, but is usually a more cost effective approach long term. Most current replacement windows, made of vinyl or other common replacement materials, have life spans of between 15 and 45 years and will need to be replaced at the end of their expected lives.<sup>60</sup> Without proper maintenance, such replacement windows may require replacement even before the end of their projected life spans, while properly maintained old-growth wood window sashes may survive hundreds of years.<sup>61</sup>

### Need for Interior Rehabilitation

According to the county commissioners completing survey forms on 49 courthouses, the chief needs for rehabilitation of historic courthouse interiors involved interior leaks and plumbing failures, plaster deterioration, condition of interior ceilings or walls, and condition of flooring materials. Also cited were deteriorated murals, light fixtures, door hardware, and wiring. Of the building superintendents submitting surveys, 30 percent reported that they face persistent problems with interior materials covering the walls, ceilings, and floors in their courthouses. Of the issues mentioned in the surveys, most appear to be related to moisture problems caused by deferred or improper maintenance of the building exterior. These moisture-related problems included damage from roof leaks, typically

leading to plaster deterioration, peeling paint, cracks in mosaic floors, and separation of canvas murals from their substrate. Plumbing failures can cause immediate water damage to interior materials and finishes.

From site visits by Courthouse Preservation Advisory Commission members, it appears that many historic courthouses over the past 60-70 years have been updated or remodeled in a piecemeal fashion, often without adequate consideration of the long-term impact of the changes on the building, its users, and its operating costs. Short term “fixes” can contribute to long-term problems and significantly larger repair costs in the future. In addition, many long-term rehabilitation expenses can be avoided by a regular program of maintenance measures following historic preservation guidelines.

### Need for Space

The surveys returned by the building superintendents indicated that 44 percent of the 49 courthouses reporting housed 70 percent or more of the county’s services, 20 percent housed 50 percent to 70 percent of services, and 32 percent housed less than 50 percent of services.<sup>62</sup> Of the 49 boards of county commissioners responding, 71 percent reported that their courthouse required additional space:

- Records storage (26 percent)
- Office space (24 percent)
- Additional courtrooms (21 percent)
- Conference or meeting rooms (9 percent).  
County judges responding to the Commission’s survey identified the following needs for space in their courthouses:
- Conference rooms or additional conference room space (46 percent)
- Larger courtrooms (42 percent)
- More space for law libraries (41 percent)
- Additional space for support staff (37 percent)
- Additional jury rooms or space for juries (28 percent)
- Additional judge’s chambers or space (12 percent).

<sup>59</sup> See Preservation Brief 9: *The Repair of Historic Wooden Windows*, and Preservation Brief 13: *The Repair and Thermal Upgrading of Historic Steel Windows* (National Park Service, U.S. Department of the Interior) for more details: <http://www.nps.gov/hps/tps/briefs/presbhom.htm>

<sup>60</sup> M. Asif, A. Davidson, and T. Muneer, *Life Cycle of Window Materials—A Comparative Assessment* (Edinburgh, Scotland: Napier University School of Engineering, n.d.), 10.

<sup>61</sup> Craig Sims and Andrew Powter, “Repair or Replace Windows in

Historic Buildings: Arriving at a Sustainable Solution,” *Heritage Canada* (Summer 2006, Vol. IX, No. 3).

<sup>62</sup> Four percent of respondents did not answer this question.



## SPACE:

# 44%

of courthouses were identified as housing 70 percent or more of the county's services. 20 percent housed 50 percent to 70 percent of services, and 32 percent housed less than 50 percent of services.

# 71%

of courthouses were identified by commissioners as facilities requiring additional space. These needs ranged from records storage (26 percent) to office space (24 percent) to additional courtrooms (21 percent) to conference or meeting rooms (9 percent).

# 46%

of Judges identified a need for additional conference space in the courthouse, followed by the need for courtrooms (42 percent), law library space (41 percent), support spaces (37 percent), jury space (28 percent), and judge's chambers (12 percent).

Courthouse basements were reported to be used as archival storage (50 percent), mechanical space (36 percent), or occupied space (30 percent). Ten percent of courthouses reporting have a basement that is not currently utilized. Courthouse attics were reported to be used as mechanical space (52 percent), archival storage (22 percent), or occupied space (6 percent). Twenty-eight percent of courthouses were reported as having attic space that is not currently utilized.

In many cases, additional needs for space can be met by adapting the basements or attics of courthouses for new uses. Of the county commissioners responding, 50 percent reported that their courthouse basements were used for storing archival records, 36 percent stated that their basements were being used to provide space for mechanical systems, and 30 percent reported that their basements were being occupied for offices or work areas. Ten percent indicated that their courthouse basements were not being currently used. Fifty-two percent of the commissioners reported that their courthouse attics were used as mechanical space, 22 percent stated that their attics were used for archival storage, and 6 percent indicated use for offices or work areas. Twenty-eight percent of the commissioners reported that their courthouses had attic space that is not currently used.

#### **COURTHOUSE ANNEXES**

Many counties have accommodated the need for more space by relocating some services to an annex. Ninety-four percent of county commissioners responding reported some services located in one or more annexes. Of 49 boards of commissioners reporting, 31 indicated that their county is currently using a nearby building as an annex. Only three indicated that they were not using a nearby annex. Asked if there was a nearby building that could be used as an annex, 12 reported that there was such a building close to the courthouse. Six reported that nearby additional space was limited, and 10 indicated that there were no such buildings with space available.

As documented through the surveys, many Indiana county seats contain large existing commercial buildings facing the courthouse square or located less than two blocks from the courthouse. These existing buildings can often be renovated at a lower cost than new construction and offer the potential to house county services within a single, centralized area of the community. As indicated in Section 2, using existing,

nearby buildings, which are often historic structures, also benefits the county seat economically by helping to stimulate additional private investment in the center of town. In addition, many of these downtown buildings were built for fraternal lodge organizations and contain large meeting halls in the second or third floors that could be adapted for use as courtrooms. Six of the county commissioners responding stated that their county needed one or more additional courtrooms. Of the 130 county judges responding to the judges' survey, representing all 92 counties, 55 believed that there is a current need to expand their court system.

Other buildings close to the courthouse square contain one or more floors of office space. Almost all of the pre-World War II downtown buildings in county seats were designed to provide retail space on the first floor. Leasing this first floor space to retailers or other commercial tenants as can provide a source of income to help offset some of the maintenance and costs of the building while also attracting more people to the courthouse square and increasing business activity.

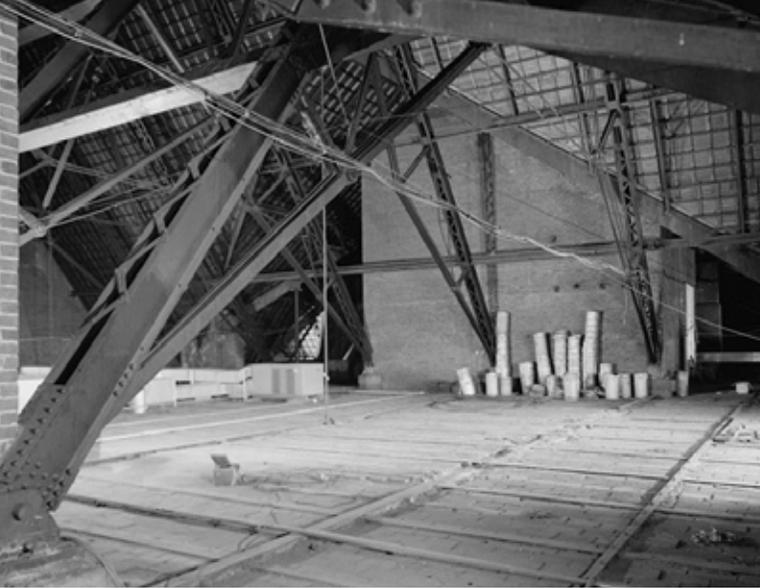
Several examples of Indiana counties who have renovated existing buildings near the courthouse for additional space illustrate the benefits of such an approach. In the 1990s, Howard County purchased and rehabilitated two historic commercial buildings located one block from the county courthouse in downtown Kokomo to provide additional office space.<sup>63</sup> In 1997, Tippecanoe County renovated a vacant department store building on the courthouse square in Lafayette to create additional office space. In 2001 Henry County rehabilitated the historic Masonic Hall building on the courthouse square in New Castle as the Henry County Office Building. In 2006, Franklin County rehabilitated the historic Brookville High School, then abandoned, to serve as an annex for most non-judicial county offices.<sup>64</sup>

Relocating county services to newer areas outside downtown may appear to provide cost savings over expanding downtown and rehabilitating a nearby

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<sup>63</sup> Saving Indiana's County Courthouses [Indianapolis: Historic Landmarks Foundation of Indiana, 2007] n.p.

<sup>64</sup> Saving Indiana's County Courthouses n.p.



Many historic courthouses have large attics that could provide additional office, storage or mechanical space within the building. (HABS)

WAYNE (3)



A 1989-92 rehabilitation of the Tippecanoe County Courthouse provided an additional floor of office space by renovating the attic level that had previously been used for storage. A former department store building on the courthouse square was renovated as an annex in 1997, providing additional office space adjacent to the courthouse.

TIPPECANOE (4)



The historic Masonic Hall building (1892) on the courthouse square in New Castle was rehabilitated as the Henry County Office Building. This project reused a large historic building and maintained county services in a central location.

HENRY (2)

building, but having county offices at two locations separated by more than a few blocks can create confusion for citizens in knowing where to go for specific services. Such division will also cost the county in added travel time and expense for county employees who need to be present at more than one location. Moving workers to annexes sizeable distances from the courthouse also reduces the daytime population of the central business district of the county seat and may decrease patronage at downtown businesses, reducing economic activity downtown. Keeping county offices close to the courthouse helps to reinforce the economic benefits for the county of having all of its operations in a single location and for citizens of having “one-stop shopping” for county services. Providing a critical mass of employees and citizens visiting the square daily provides increased economic activity in the downtown.

### Need for Rehabilitation of Building Systems

#### MECHANICAL, ELECTRICAL AND PLUMBING SYSTEMS

Mechanical, electrical and plumbing (MEP) systems for any building must be periodically updated or adapted to current needs. According to the surveys returned by county commissioners, 9 percent of the 49 courthouses reporting require replacement or adaptation of their MEP systems. Historic county courthouses can be provided with contemporary MEP systems without compromising the historic character of the building. However, careful planning is required to determine the most efficient and appropriate approach to take for MEP upgrades. Inadequate planning for alterations to accommodate MEP changes can damage historic features of a courthouse and lead later to additional expenditures to restore such damage.

Thirty-eight percent of the 49 boards of commissioners responding identified the need for upgrades to the heating, ventilation, and air conditioning (HVAC) and weatherization of their courthouses. Of the 130 judges



FOUNTAIN [4]



PUTNAM [1]

Skylights in the Fountain and Putnam County Courthouses bring daylight deep into the buildings' interiors and reduce the demand for electric lighting during normal operating hours.



HUNTINGTON [1]



HENDRICKS [1]

Art glass skylights in the Huntington, Hendricks, and Monroe County Courthouses have been roofed over and are currently lit by electric light during daylight hours.



MONROE [1]



TIPPECANOE [4]



TIPPECANOE [4]

The skylights of the Tippecanoe County Courthouse had been covered over during World War II and several of the light wells had been floored over, darkening the interior of the building. During the 1989-92 restoration, the skylights and light wells were reopened, bringing ample daylight into the building's interior and reducing the need for electric light during operating hours.

replying to the county judge survey, 28 percent reported problems with heating and cooling in their facilities. Some courthouses have received comprehensive MEP upgrades within the last 20 years, often as part of a larger renovation project. The average year in which the HVAC systems in the courthouses reporting were renovated was 1997. The superintendents' surveys indicated that 16 percent of the courthouses involved rely on mechanical systems of unknown date, while 8 percent of these courthouses are reportedly still using their original heating system. Seven percent of courthouses rely on mechanical systems installed prior to 1990. Mechanical equipment more than 20 years old is frequently approaching the end of its functional life and may require replacement in the near future. Some older systems can be upgraded with new controls to improve their efficiency and operation.

HVAC systems used in the 49 courthouses on which the building superintendents reported include radiant (32 percent), split-tube (10 percent), forced-air (42 percent), and 4-pipe hydronic systems (two percent). Eighty-six percent of these systems have zoned controls or multiple systems. Eight percent of the courthouse MEP systems are reported to co-generate electricity or otherwise integrate energy systems.

Plumbing is another key part of each courthouse's systems and must be upgraded periodically. The superintendents' surveys indicated that 64 percent of the reporting courthouses have received a comprehensive plumbing update. Of the dates provided for plumbing updates, the average year was 1991. Seventy percent of the 38 courthouses reporting have undergone a comprehensive electrical update. Of the dates provided for electrical updates, the average year was 1989.

#### **FIRE PROTECTION**

The building superintendents responding reported that 38 percent of their courthouses have enclosed fire egress paths, and 40 percent have sprinklers or other fire suppression systems. Experience with rehabilitation of courthouses and many other public and commercial historic buildings over the past 40 years has shown that

code-compliant fire egress paths and fire suppression systems can be installed in such structures without compromising the historic integrity and character of the building. Careful planning and evaluation are necessary in order to decide on the most appropriate and effective means of fire protection for a historic courthouse. In many cases, it may be possible to bring a building up to contemporary codes without needing to make significant alterations. A proper assessment of what current building codes require can avoid constructing intrusive partitions and separations not required by code and thereby preserve more of the historic character of the interior spaces of the courthouse.

#### **Need for Rehabilitation to Enhance Energy Performance**

Historic courthouses and other major public buildings constructed before World War II contain huge amounts of embodied energy. This is the amount of energy that was required to construct the building, fabricate all of its components and materials, transport them to the site, and put them all together. This immense investment is lost forever if a building is demolished.<sup>65</sup> Rehabilitation and continued use of a historic courthouse prevents the waste of this embodied energy and significantly reduces the expenditure of new energy in construction.<sup>66</sup> It is therefore often the most "green" solution in an environmental sense when a county is considering how to meet its building needs for the future.

Historic courthouses can be updated to meet current energy standards, performing as well as new buildings. These improvements can be made without detracting from the historic character of the buildings and be designed to be efficient and unobtrusive. The rehabilitation of historic county courthouses to increase their energy performance can also have a significant positive impact on operating costs for the county.

Pre-World War II historic courthouses were designed to utilize daylight for interior lighting and thermal mass to moderate temperature swings. Operable windows and vertical chases provided passive ventilation, by which fresh air and heated air were circulated. These

<sup>65</sup> Insured values of historic courthouses do not typically reflect the vast investment manifested as embodied energy.

<sup>66</sup> Mathis and Van Erem, 4.

features make historic courthouses more adaptable to contemporary energy-efficient systems and practices than many buildings built within the last 60 years.<sup>67</sup> Many historic courthouses include skylights over rotundas, atriums, or light wells to bring daylight deep into the interior of the building. In many cases skylights have been covered over as part of remodeling, but can be reopened. Restoring the daylight and passive ventilation features in many courthouses can reduce operating costs and provide better interior light, views of previously lost historic features, and cleaner air.

#### ENERGY EFFICIENCY IN WINDOWS

Adding storm windows to historic windows can provide as much energy efficiency as most replacement windows. Storm windows can insulate window openings and can be nearly invisible when sized and installed correctly. Insulated glass panes with various tints or coatings can be installed in the sashes of the original windows to improve energy efficiency.<sup>68</sup>

Sometimes, historic windows have deteriorated too much to be repaired economically and replacement windows are needed. If replacement windows are installed, they should always fill the entire opening and should match the style and appearance of the historic windows. Downsizing windows—installing a smaller window and filling in part of the opening around it—can dramatically decrease the energy efficiency of the window opening by providing more opportunities for air infiltration. This treatment also mars the exterior appearance of the building. Historic courthouses were designed to utilize daylight, and the size of window openings is critical to maximizing usable daylight within the building interior. Retaining the original size of windows can reduce the energy load for electric lighting during daylight hours and promote increased productivity of employees and improved health for all building users.<sup>69</sup>

The building superintendents' survey indicated some courthouses have had tests made of thermal efficiency or measures taken to improve it. Six percent reported that their courthouse had undergone a thermal performance analysis through a blower door test, and 8 percent that their building had been analyzed

through infrared thermography. From the building superintendents' survey responses, in 26 percent of the 49 courthouses reporting an interior thermal envelope has been effectively isolated from exterior spaces or unconditioned spaces. Ten percent of the superintendents reported that their counties have participated in the National Association of Counties' (NACo) Green Government Initiative (GGI) or other program for evaluating the resource performance of the courthouse.

#### LEED CERTIFICATION FOR REHABILITATED COURTHOUSES

Many government construction projects are now pursuing certification under the Leadership in Energy and Environmental Design (LEED®) Green Building Rating System of the U.S. Green Building Council. The U.S. General Services Administration, which operates most of the buildings owned by the federal government, utilizes LEED® as a baseline of design for all federal construction projects. A 2010 policy statement notes: "GSA is committed to incorporating principles of sustainable design and energy efficiency into all of its building projects. The result is an optimal balance of cost, environmental, societal and human benefits while meeting the mission and function of the intended facility."<sup>70</sup>

The LEED Reference Guide for Green Building Design and Construction notes that building reuse "is a very effective strategy for reducing the overall environmental impact of construction." Reuse of existing buildings reduces significantly the energy loss resulting from demolition, as well as producing less construction waste. Reuse also reduces environmental impacts from extracting new building materials, manufacturing new building components, and transporting construction materials to a new building site.<sup>71</sup> Reuse also reduces emissions from demolition and construction and preserves open space.<sup>72</sup>

Other energy analysis, life-cycle cost/assessment and life-cycle management/maintenance systems are available, including the Department of Energy's Energy Star® program for buildings and the Green Globes rating system. Additional tools including

<sup>67</sup> Mathis and Van Erem, 5.

<sup>68</sup> Walter Sedovic and Jill H. Gotthelf, "What Replacement Windows Can't Replace," *APT Bulletin* [Vol. 36, No. 4, 2005], p. 28.

<sup>69</sup> Heschang Mahone Group, *Daylighting in Schools: An Investigation into the Relationship Between Daylight and Human Performance* [Fair Oaks, CA, 1999]; Heschang Mahone Group Re-Analysis Report, *Daylighting in Schools, for the California Energy Commission* [New Buildings Institute, 2001].

<sup>70</sup> "GSA Sustainable Design Program," last modified November 18, 2010, <http://www.gsa.gov/portal/content/104462>

<sup>71</sup> *LEED Reference Guide for Green Building Design and Construction* [Washington, D.C.: U.S. Green Building Council, 2009] 348.

<sup>72</sup> *LEED Reference Guide for Green Building Design and Construction*, 352.

Building for Environmental and Economic Sustainability (BEES)<sup>®</sup> can provide opportunities for evaluation and assessment.

Refer to Appendix C for examples of LEED certified rehabilitations of historic federal, state and county government buildings.

## Need for Rehabilitation to Address Security, Technology and Accessibility

### SECURITY

Security measures are important to provide a safe environment for the administration of justice and county business. Of the 49 county commissioners responding, 44 percent indicated that their courthouses required upgrades of their building security systems. Fifty-two percent of the 130 judges returning surveys reported that their current facilities have inadequate security.<sup>73</sup> Many Indiana counties restrict courthouse access to one or two secure entrances where metal detectors and other security devices are provided to monitor incoming persons. This equipment is necessary to prevent the introduction of weapons, bombs, incendiary devices, or other illegal items into the building. Some security concerns may be addressed by transient or mobile technology, such as metal detectors and other equipment that will likely be replaced at regular intervals. Provision for adequate security staffing may be needed to address security concerns in any building, regardless of the building's specific security technologies or design features. Some judges noted that security technology was sufficient, but adequate security staffing was needed.

It is important that the secure entrance be accessible and located in a position conducive to efficient circulation within the building. Wherever possible, these entrances should be located in close proximity to the building's visible historic entrance, clearly visible from the street, to avoid confusion of building users. Many courthouses have secure entrances in obscure or concealed locations, creating confusion and potentially unsafe conditions.

Exterior security measures may be necessary at key locations, including building entrances. The addition of security bollards, planters, or other barriers may be required at grade-level entrances. These features have been added to many Indiana courthouses as a result of an attempted bombing of the Tippecanoe County Courthouse in 1998.<sup>74</sup> Adequate exterior lighting and surveillance can deter undesirable activities on courthouse grounds. Many historic courthouses are illuminated by streetlights or accent lighting. Plantings around the courthouse should be maintained to prevent large, concealed areas along the building exterior or near entrances.

### TECHNOLOGY

County courts and county offices have varying information technology (IT) and audio-visual (AV) needs. Twenty-two percent of judges responding reported that their current facilities lack adequate technology. Contemporary courtrooms typically require some sort of public address (PA) system, along with capacity for projection or video display. PA systems can be integrated into the floor, walls, and furniture of a courtroom, minimizing their visual impact while maintaining the historic character of the space. Projection and video display needs can usually be accommodated by a retractable projection screen and a portable or ceiling-mounted projector.

Specific areas within a courthouse can have different IT and AV needs. Offices typically require high-speed internet connections, either via a hard-wired system or through a reliable wireless network. In public areas, wireless networks may also be desirable for the convenience of building users. Wireless routers and other such devices should be located so that signals can be received and transmitted. In most courthouses, large solid masses of masonry may block wireless signals. Telephone lines and other cable services can often be placed in existing building chases, providing easy access with minimal visual impact. If existing chases are not available, it may be possible to insert new chases in strategic locations to provide optimum service with a minimum of alterations and expenditure. Surveying the needs of all of the building users and considering

<sup>73</sup> Some respondents noted that insufficient security staffing was a problem.

<sup>74</sup> On August 2, 1998, a burning pickup truck loaded with explosives was driven through the east grade-level entrance of the Tippecanoe County Courthouse. Firefighters were able to extinguish the truck fire before the flammable materials and explosives ignited. The grade-level entrance was cut through the courthouse steps during a 1960s remodeling, providing a clear path for a vehicle from the street into the building. Security barriers were added to the entrance following the attack.



WHITLEY (1)



CLINTON (1)



CARROLL (1)

Exterior ramp at the Carroll County Courthouses.



TIPPECANOE (4)

Historic elevators such as this one at the Tippecanoe County Courthouse have been restored and continue to provide service to building users.



TIPPECANOE (1)

TOP LEFT: Monumental steps to the first floor of the Whitley County Courthouse with basement entrance below.

TOP RIGHT: The monumental entrance steps of the Clinton County Courthouse were entirely removed in a past remodeling, with new basement entrances provided in their location.

ABOVE: Basement entrances were cut out of the center of the monumental steps of the Tippecanoe County Courthouse during a 1960s renovation.

how to accommodate those needs while maintaining the historic character of the courthouse can result in a satisfactory solution for all concerned.

**ACCESSIBILITY**

Of the 49 courthouses with reports from county commissioners, 44 percent require upgrades to provide access for users with disabilities. Twenty-two percent of the judges responding reported that their current facilities have inadequate access for users with disabilities. While this may seem like a daunting challenge, historic courthouses can provide access for users with disabilities in a cost effective manner and without compromising the historic integrity of the building.<sup>75</sup> However, inserting an accessible entrance into a historic courthouse requires careful planning and design to

<sup>75</sup> Mathis and Van Erem, 41.

achieve a sympathetic, appropriate, and cost-effective solution.

Several of Indiana's historic courthouses have a main floor at or near grade, requiring only slight re-grading of sidewalks to provide an accessible entrance. Many historic courthouses have a full-height basement or ground floor at grade level with the first floor a full story above grade. It is often possible to insert an accessible entrance into these grade-level basements without significant alteration to the building. In other historic courthouses, the first floor is located above a raised basement, with neither the first floor nor the basement level at grade. These buildings present the most challenge in providing an accessible entrance.

**“At least 30 of Indiana’s 83 historic courthouses now in county use have an exterior entrance ramp, with 14 of those leading to the first floor level, and 16 leading to the basement level.”**

At least 30 of Indiana's 83 historic courthouses now in county use have an exterior entrance ramp, with 14 of those leading to the first floor level, and 16 leading to the basement level. These installations have produced varied results. Some are designed to minimize visual changes in the courthouse's character and provide suitable entrances for all users. Other approaches may appear awkward, unwelcoming, or confusing to building users, or inharmonious with the building's design. Unwelcoming or confusing accessible entrances may also be safety concerns, providing limited visibility or confined paths of travel.

Historic courthouses often contain three or more floor levels, requiring an elevator to provide access to all floors. Most nineteenth and early twentieth century courthouses were built without elevators. During the twentieth century, elevators were added to many historic courthouses. Some early twentieth century elevators have become historic features in their own right and are worthy of preservation. When one or more new elevators are needed for additional access in a historic courthouse, finding a location that is both convenient and unobtrusive is important. A careful study of the building is helpful in achieving a desirable result.

### Need for Rehabilitation of Special Architectural, Artistic or Ornamental Features

The priceless public art and distinctive architectural features contained within Indiana's historic courthouses require proper maintenance and repair to prevent damage or deterioration. Proper conservation, repair, and restoration of decorative or faux painting (including graining and marbled finishes), murals, or stenciling will ensure that these artworks remain in good condition for future generations. Likewise, art glass, marble, bronze, mosaic and encaustic tile flooring, decorative plasterwork, and woodwork require appropriate maintenance, repair, and restoration to maintain the building's artistic, cultural, and historic integrity. Expert professionals and craftspeople familiar with these items and experienced in their maintenance and restoration should be retained. Work conducted by persons unfamiliar with the proper restoration techniques for the type of historic features involved can cause significant damage to the artistic heritage of a courthouse, incurring additional costs to repair damaged or altered features or risking the permanent loss of some features.

### Need for Site Rehabilitation

Many historic courthouses are surrounded by other historic features on their respective sites. The grounds surrounding the courthouse often serve as the primary memorial and commemorative space in the county. War memorials, monuments to honor veterans, trees and ornamental plantings, fountains and paved seating areas, ornamental light poles, and decorative fences are found on the lawns of many courthouses. Some of these features were added in a single project, following a landscape design. Others were created gradually, as people in the county proposed specific features and raised funds to install them. Over time, many of these additions to the courthouse property can become culturally and historically important to county residents.

The surveys returned by the county building superintendents indicated that at 12 of the 49 courthouses reporting, there are other historic buildings beside the courthouse on the courthouse property. Among these additional buildings are former sheriff's residences and jails. Thirty-eight of the 49 courthouse properties were reported to have significant monuments or statuary. Fourteen have special landscape features or challenges. At nine properties, the superintendents reported at least one non-historic building on the grounds.



[4]

**Topping and other inappropriate forms of trimming can damage or compromise a tree, leading to unsightly and potentially unsafe conditions.**

An inventory of important landscape elements, memorials, and other significant features on the grounds should be compiled before any comprehensive rehabilitation of the site around a courthouse is attempted. Often a list of important site features is found in the application to the National Register of Historic Places for the courthouse property.<sup>76</sup> If there is a master plan for the courthouse grounds or a historic landscape design plan, such plans should be consulted as guides for the rehabilitation of existing features or for siting new elements.<sup>77</sup> Rehabilitation of statuary and memorials should follow the National Park Service's *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*.

Current site landscape features should be maintained in a manner consistent with the overall planting design for the courthouse property. For example, shrubs should not be trimmed down to individual shapes if they were intended to grow together. Care should be taken to avoid plantings that may lead to maintenance problems, such as ivy on the courthouse walls or plants with roots that may grow into foundation walls or buckle walks on the grounds. Mature trees are often an integral part of the historic character of the courthouse grounds. Such trees should be appropriately maintained and trimmed, avoiding topping or other measures that can damage or kill a tree or give it an unattractive appearance. A professional arborist should be consulted with questions

about how to prune a tree or treat it if it appears diseased. The use of invasive or noxious plants, such as Bush Honeysuckle and Purple Loosestrife, should be avoided. If such plants are present, they should be removed. Native plants or non-invasive plants adapted to Indiana's climate should be used wherever possible to reduce maintenance costs and need for irrigation.

#### **WILDLIFE ON THE GROUNDS**

Thirty-four percent of the building superintendents responding reported facing issues with wildlife in or around the courthouse, including birds, bats, and moles. Birds, particularly pigeons and starlings, have been a long-term problem for public buildings in Indiana. Some communities have taken measures to discourage these birds from roosting in and around public buildings, including noise deterrents, visual deterrents (predator decoys), and the use of natural predators such as falcons.

#### **Need for Maintenance Programs**

Lack of maintenance, deferred maintenance, and improper maintenance methods have caused problems for many Indiana courthouses over the past 175 years. Proper, regular maintenance measures can significantly reduce the need for restoration or rehabilitation by preventing damage and addressing problems before they spread or worsen. In all cases, repairs should be made with consideration of their long-term durability. A good way to ensure that maintenance occurs regularly is for a maintenance plan or schedule to be drawn up and followed by the county. Such schedules list all of the measures needed and note the dates on which each needs to occur. Of the 130 county judges responding to the judges' survey, 47 percent reported that their courthouse has some sort of annual program of preventative maintenance, while 38 percent did not have a regular maintenance program in place.<sup>78</sup>

#### **EXTERIOR MAINTENANCE**

Regular exterior maintenance should include inspection of roofing, gutters, downspouts or roof drains, masonry, wooden features, metal features, windows, doors, exterior steps and ramps, and light fixtures. Particular

<sup>76</sup> Copies of National Register applications can be obtained from the Indiana Division of Historic Preservation and Archaeology, [dhpa@dnr.in.gov](mailto:dhpa@dnr.in.gov).

<sup>77</sup> See Preservation Brief # 36, "Protecting Cultural Landscapes" National Park Service Technical Preservation Services, [www.cr.nps.gov/hps/briefs/presbham.html](http://www.cr.nps.gov/hps/briefs/presbham.html)

<sup>78</sup> Fifteen percent of respondents were uncertain or did not answer this question.

attention should be paid to detecting and stopping water infiltration. Items exhibiting signs of problems or deterioration should be repaired using appropriate materials and methods. Repairs should be made in an appropriate manner to ensure long-lasting and effective results. As already noted, the use of inappropriate materials or repair methods can worsen existing issues or create new problems.

#### **INTERIOR MAINTENANCE**

Regular interior maintenance measures should include inspection of wall, floor and ceiling surfaces; windows and doors; staircases; elevators; light fixtures; and mechanical, electrical, and plumbing (MEP) systems. Particular attention should be paid to any moisture-related issues. All such problems should be thoroughly investigated to determine the source of moisture and the deterioration. Historic features that show signs of failure or deterioration should be repaired using appropriate materials and methods. Repairs should be made in an appropriate manner to ensure long-lasting and effective results. As with the exterior, the use of inappropriate materials or repair methods can worsen existing issues or create new problems.

#### **GROUNDS MAINTENANCE**

A regular grounds maintenance program should include inspection of existing curbs, retaining walls, plantings, monuments, memorials, fountains, sidewalks, ramps, steps, railings, light fixtures, and other features. Damaged or deteriorated items should be repaired using appropriate materials and methods. Repairs should be made in an appropriate manner to ensure long-lasting and effective results. As with repairs to the exterior and interior of the courthouse, the use of inappropriate materials or repair methods in grounds maintenance can worsen existing issues or create new problems. Trees should be appropriately maintained and trimmed, avoiding topping or other measures that damage or compromise the tree, leading to unsafe and unsightly conditions. Site plantings should be maintained in a manner consistent with the planting design.

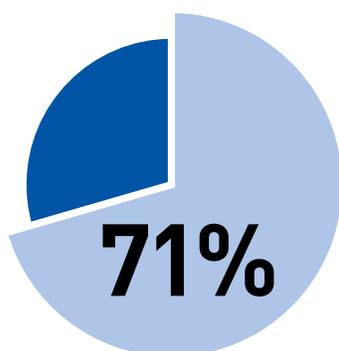
## **FINDINGS BY THE COMMISSION**

### **The Need for Rehabilitation, Restoration, and Maintenance**

- 1. There is a need for reliable, factual information easily available to county officials on how to make comparisons between the economics of rehabilitation vs. the economics of new construction, to facilitate decisions on the continued use of courthouses and other county-owned historic buildings.**
- 2. County officials would benefit from guidance on how to assess the need for rehabilitation of a historic courthouse, choose appropriate options, and hire qualified design professionals and contractors to carry out a rehabilitation project.**
- 3. There is a need for reliable information on the options available to county officials in rehabilitating each aspect of a historic courthouse, including masonry repair, roof replacement, window treatments, disability access, mechanical, electrical, and plumbing system, artistic/decorative features. Information is especially needed on how to address moisture penetration.**
- 4. There is a need for reliable information for county officials on options available in most communities for providing additional space through additions to courthouses or annexes.**
- 5. Guidance for county officials would also be helpful on best practices for the regular maintenance of historic courthouses and their site.**



## Needs Identified by County Commissioners and Judges



Seventy-one percent of county commissioners noted the need for additional space within their courthouse facilities

County commissioners and judges responding to the Courthouse Commission's surveys identified a range of existing problems and current needs for their facilities. These can be divided into the following categories: general maintenance, building systems (mechanical, electrical and plumbing), building safety systems (fire protection and security), building envelope issues (roofs, masonry, windows, doors), interior finish issues (plaster, painting, decorative features, artworks), technology (information technology, audio-visual equipment, communications systems), security (security technology, security staffing), accessibility, space needs, and funding for maintenance and repairs. Almost all of the issues identified by commissioners and judges are related to deferred maintenance, often attributed in the survey responses to a lack of funding for maintenance and rehabilitation work. These needs are not unique to historic buildings and are typical of any building that has received insufficient maintenance or piecemeal repairs over time.

The needs expressed in the commissioners' and judges' surveys were not quantified or prioritized, but data provided in other parts of those surveys and in the building superintendents' surveys provide some indication of the extent of need and which needs require immediate attention. According to the responses received from the superintendents, the average year of the last substantial courthouse rehabilitation was 1995, indicating that many courthouses are overdue for rehabilitation or will require work in the near future. Of the 49 courthouses covered by the responses from county commissioners, 15 percent were identified as requiring structural repairs. The commissioners' survey did not ask for details on structural issues, so clarification would be needed to determine whether these problems are structural or surface conditions that may appear to be structural. Of the courthouses covered in the superintendents' surveys, 34 percent had persistent exterior problems, including masonry issues (6 percent). Thirty percent were reported to have persistent problems with interior materials. In the surveys returned by commissioners, 71 percent noted the need for additional space in their facilities, while 46 percent of the judges responding indicated such a need. According to the commissioners' surveys, 94 percent of the 49 counties responding currently house some services in one or more annexes.



CLAY (1)

commissioners responding, 47 percent (23) identified lack of funding as a challenge faced in adapting the courthouse to current needs, while 37 percent (16) reported having funding to address anticipated needs.

### Planning by County Officials to Respond to Needs

The successful restoration, rehabilitation, and maintenance of historic county courthouses requires careful planning in order for counties to exercise the most effective stewardship of the buildings themselves and of the public funds used for their upkeep. Work undertaken without a view of larger long-term requirements for rehabilitation, restoration, and maintenance will be piecemeal at best. Fragmentary projects can lead to unnecessary duplication of work and may create problems that will interfere with future projects and needs. A comprehensive plan based on a thorough investigation of existing conditions can address needs both in the short term and long term and help break down large projects into more manageable, prioritized phases. Qualified design professionals can help develop effective maintenance plans, budgets and schedules.



CLAY (1)

A 1997 preservation plan for the Clay County Courthouse identified and prioritized several phases of renovation work. This allowed the county to address immediate needs while preparing for future phases.

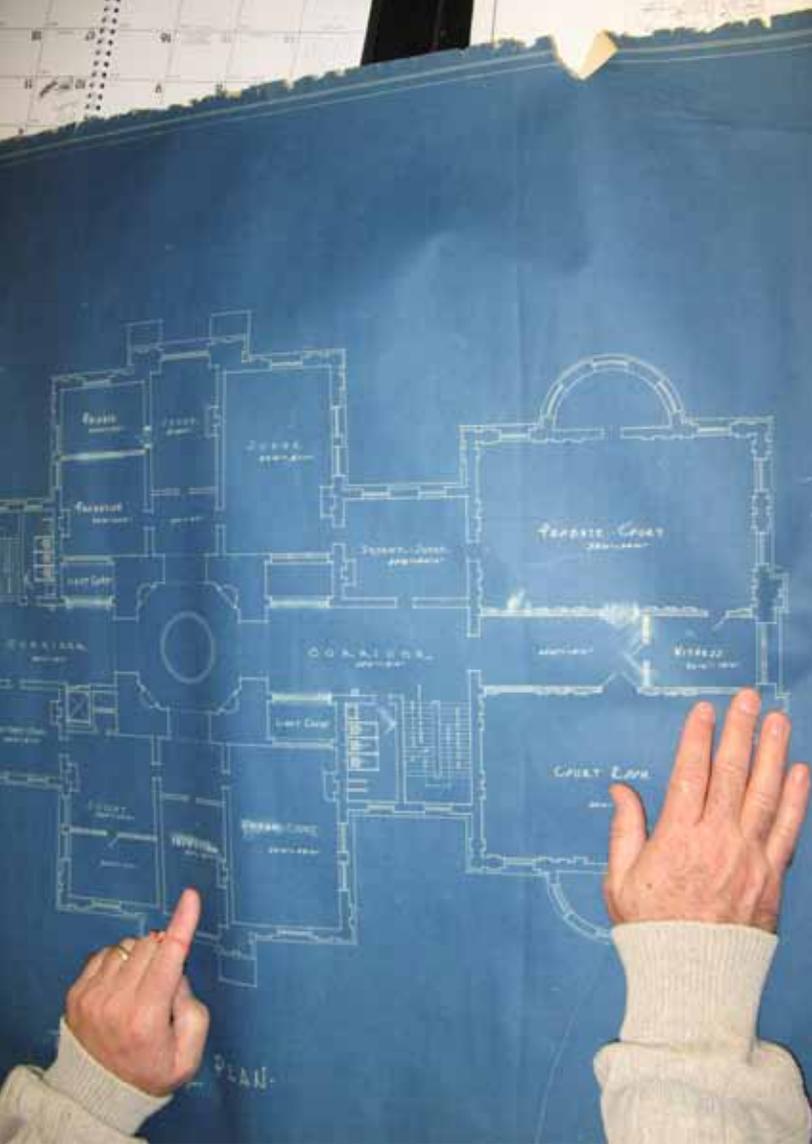
Nine percent of the commissioners reporting noted challenges in their courthouses with mechanical, electrical and plumbing systems, while 28 percent of the judges reported problems with heating and cooling. According to the superintendents' surveys, 36 percent of the courthouses reporting have not had a comprehensive update of their plumbing systems, while 26 percent have not been given a comprehensive electrical update. The superintendents responding indicated that 47 percent of their courthouses do not have sprinklers or other fire suppression systems. Forty-four percent of commissioners and 52 percent of judges indicated that their current facilities require security upgrades. Forty-four percent of courthouses were reported to be in need of upgrades to provide access for users with disabilities.

Lack of funding for adequate maintenance and rehabilitation appears to have contributed to most, if not all, of the problems identified in the survey responses from county officials. Of the 49 boards of county

“Design professionals familiar with the designs, materials, and construction methods of historic buildings can provide guidance and recommendations suited to the needs of historic courthouses.”

### DOCUMENTS AND PROFESSIONAL SERVICES

According to the building superintendents' surveys, 76 percent of counties have some form of architectural or engineering plans related to the original construction of the courthouse or to subsequent alterations and additions. Twenty-eight percent have other planning documents available to guide current and future work, such as a historic structure report, preservation plan,



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Existing and historic construction documents are useful in planning for restoration, rehabilitation and maintenance projects.

or feasibility study. Of the county commissioners reporting, 38 percent indicated that they were aware of funding sources for feasibility studies or other planning documents, while 62 percent were not aware of potential funding sources. More detail on potential funding sources can be found in Section 6.

Twenty-four percent of the building superintendents responding reported that they have an architect or engineer on staff or retainer for regular consultation about facility management. Design professionals who are familiar with the designs, materials, and construction methods of historic buildings can provide helpful

guidance and recommendations suited to the needs of historic courthouses. The training and experience of architects and engineers who specialize in historic preservation projects helps to provide clients with results that are efficient and cost effective. Such professionals can provide assistance in preparing realistic and accurate planning documents, often by examining several different options. Likewise, counties can obtain more cost effective results by employing contractors who are experienced in the rehabilitation of historic buildings. A guide published by the National Trust for Historic Preservation on the rehabilitation of historic local government buildings in Wisconsin recommends use of “architects and contractors who understand historic buildings to help prevent inflated project cost estimates and cost overruns due to inaccurate assumptions.”<sup>79</sup> Design professionals who lack experience with historic buildings may be less familiar with the needs, materials, methods, and options available when working with these buildings. Contractors who are not familiar with historic materials and construction methods can inadvertently damage existing materials or complicate existing problems by using incompatible methods or materials.

#### CONSIDERING OPTIONS

When approaching restoration or rehabilitation projects, it is important to evaluate all options. County officials should be prepared to question statements about rehabilitation approaches and costs that are not supported by hard data. Reviewing case studies of rehabilitation projects involving other Indiana courthouses, available through the Courthouse Preservation Advisory Commission or Indiana Landmarks, can be helpful in establishing the most cost effective options and those that best preserve the historic character of a courthouse.

In debates over the best approach to take in rehabilitation of a public building, the statement is sometimes made that it is cheaper to replace the building or historic features on such a structure with a new building or modern component. In such cases, it is wise to investigate the rehabilitation option and obtain cost estimates through design professionals experienced with rehabilitation of

<sup>79</sup> Mathis and Van Erem, 29.

historic structures, in order to allow for a balanced comparison between the costs of rehabilitation and new construction or replacement.

Case studies involving both historic courthouses and other public buildings in Indiana have demonstrated that, in many instances, rehabilitation of a historic building can be equal in cost or less expensive than a comparable new construction or replacement option. A 1989 renovation and expansion of the Ohio County Courthouse, Indiana's oldest courthouse still in use, was undertaken because the county found rehabilitation to offer a significant cost savings over the construction of an entirely new building.<sup>80</sup> Faced with the need for more space in 2002, the county again found that an addition was more cost effective than demolition and new construction.<sup>81</sup> Scott County reached a similar conclusion in 1997, determining that it was more cost effective to renovate and expand its historic courthouse, keeping all county offices under one roof.<sup>82</sup>

#### **INSURED VALUE VERSUS COST OF FULL REPLACEMENT**

Of the county commissioners responding to the commissioner survey, 82 percent provided an approximate insured or appraised value for the courthouse building in today's dollars. The average value of the courthouses reporting was \$21,862,200. In almost all cases, the insured value would be insufficient to fund a full in-kind replacement for the historic courthouse. Current insured values in the counties reporting might be sufficient to fund construction of a new judicial building equivalent in square footage to the existing courthouse, but would be unlikely to cover the quality of construction materials, the quality of finishing materials in the interior, artistic elements, or fixtures found in the current, historic courthouse. Some commissioners noted that their historic courthouse is a priceless resource and that a specific monetary value could not be assigned to it.

#### **PRIORITIZING REHABILITATION / RESTORATION NEEDS**

A team of design professionals familiar with historic buildings, materials, and construction methods can help to prioritize the rehabilitation and restoration needs of a historic courthouse building. Such an

analysis is usually provided through a **maintenance and preservation plan, historic structure report, feasibility study, or a set of construction documents.**

Through an analysis of existing conditions, current needs, available funding, and other factors, the rehabilitation team can develop prioritized phases of work to ensure that all improvements move the project toward its long-term goals in an efficient manner. This type of planning helps to avoid the duplication and inefficiency of fragmented repair and upgrade projects. Prioritizing phases of work also helps to ensure that critical repairs and upgrades are made when required to prevent damage from deferred maintenance.

#### **PREPARING A COURTHOUSE MAINTENANCE AND PRESERVATION PLAN**

A planning document that outlines routine maintenance procedures can serve as a valuable guide to facilities management staff and local officials. A document of this type provides guidance to county commissioners and facilities managers in preventing, identifying, and resolving maintenance issues before they become larger and more expensive problems. The documents can also outline prioritized phases of work that allow for gradual, coordinated upgrades as funding becomes available. A document of this type can also be useful for building support for appropriating county funds and for seeking outside grant funds, providing a roadmap toward larger project goals by outlining tangible phases of work to be done.

#### **OBTAINING COMMUNITY INPUT**

In planning a successful courthouse rehabilitation project, it is important to determine public opinion about proposed restoration or rehabilitation projects. Vocal opponents or supporters of a project may represent only a small minority despite being more visible than a silent majority.<sup>83</sup>

Increasing public awareness of the needs, issues, and potential benefits of a restoration or rehabilitation project can help build community support. Public meetings, open houses, newspaper articles, e-newsletters, and other forms of communication

<sup>80</sup> Dollase 10-11.

<sup>81</sup> *Saving Indiana's County Courthouses* n.p.

<sup>82</sup> *Saving Indiana's County Courthouses* n.p.

<sup>83</sup> Mathis and Van Erem, 9.

help to keep the public informed and involved. Working with the local media to keep the project in the public eye can help raise awareness and support. The residents of the county will be more likely to support a project if they understand the project's benefits. Keeping the public up to date on the progress of a project is essential, even if the project is moving slowly.<sup>84</sup> Public support is crucial both for using county funds and in seeking outside grants. Increasing community awareness and appreciation for a historic courthouse at the time of a rehabilitation project can help reinforce the need to maintain the building in the future.<sup>85</sup>

Restoration or rehabilitation of a historic public building like a county courthouse can create a sense of community pride and accomplishment. These projects can also generate positive publicity for the county and the county seat community through media coverage.<sup>86</sup> The rehabilitation of courthouses in Jefferson, Jennings, and Tippecanoe Counties, among others, have resulted in favorable publicity for the community. These projects have not only increased public appreciation locally of the historic courthouses, but added greater awareness of potential visitors to the county of the courthouses and surrounding downtown areas as visitation points.

<sup>84</sup> Mathis and Van Erem, 15, 21.

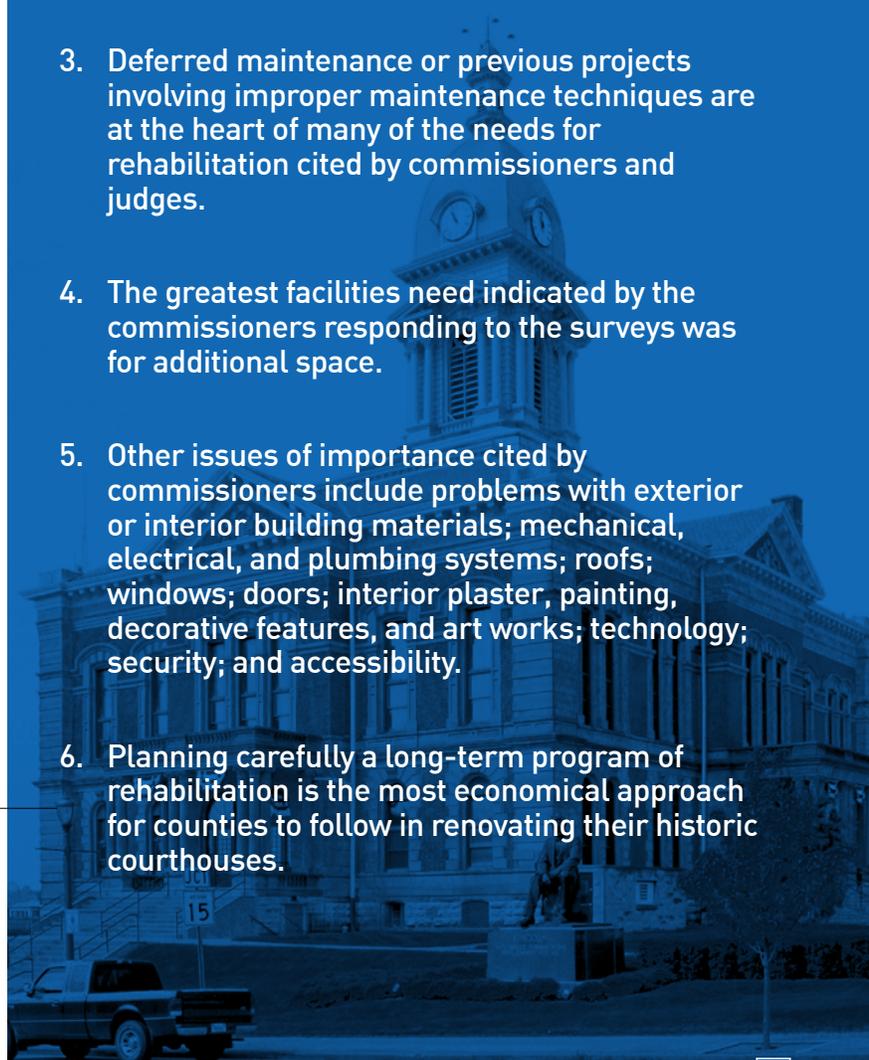
<sup>85</sup> Mathis and Van Erem, 15.

<sup>86</sup> Mathis and Van Erem, 15.

## FINDINGS BY THE COMMISSION

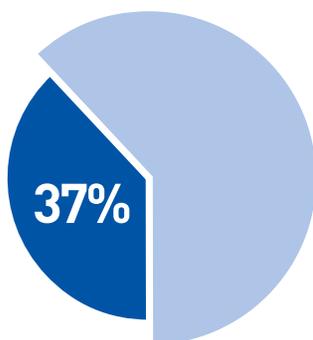
### Needs Identified by County Commissioners and Judges

1. The county commissioners and county judges responding to the Courthouse Commission's surveys saw funding as the top challenge they face in planning for the long-term use of their historic courthouses.
2. County funds in many counties are not sufficient to pay for a full rehabilitation of a courthouse and its site and for construction of an addition or rehabilitation of a nearby annex for county offices or judicial center.
3. Deferred maintenance or previous projects involving improper maintenance techniques are at the heart of many of the needs for rehabilitation cited by commissioners and judges.
4. The greatest facilities need indicated by the commissioners responding to the surveys was for additional space.
5. Other issues of importance cited by commissioners include problems with exterior or interior building materials; mechanical, electrical, and plumbing systems; roofs; windows; doors; interior plaster, painting, decorative features, and art works; technology; security; and accessibility.
6. Planning carefully a long-term program of rehabilitation is the most economical approach for counties to follow in renovating their historic courthouses.





# Funding Sources for Courthouse Preservation Projects



Only 37 percent of county commissioners reported having enough funding available to address anticipated needs.

## IDENTIFYING SOURCES OF FUNDING

The survey responses from county commissioners highlighted the critical need for outside funding sources to supplement county funds. Forty-seven percent of the boards of county commissioners responding to the Commission's survey identified lack of funding as a challenge faced in adapting the courthouse to current needs. Only 37 percent reported having enough funding available to address anticipated needs. Thirty-one percent of commissioners responding reported having limited or very limited funding, and 14 percent reported no funding for anticipated needs. Thirty-one percent of commissioners reported that they were aware of funding sources for feasibility studies or other planning documents, while 51 percent were not aware of potential funding sources.

There are many sources of potential funding that can help supplement local funds available for courthouse rehabilitation and restoration projects. The following section summarizes potential funding sources that could be utilized for historic courthouse preservation projects. Schedules and general requirements for acquiring the funds should be confirmed with the funding agency as these items tend to change from year to year. This is a basic overview; the process of obtaining loans and grants can be complicated and space does not permit a detailed description of each opportunity. Appendix A provides nine examples of funding sources and amounts received in Indiana historic courthouse rehabilitation projects undertaken since 1990.

## National Park Service (NPS)

### SAVE AMERICA'S TREASURES

The Federal Save America's Treasures program is one of the largest and most successful grant programs for the protection of our nation's endangered and irreplaceable cultural heritage. Grants are available for preservation and/or conservation work on nationally significant intellectual and cultural artifacts and historic structures and sites. Intellectual and cultural artifacts include artifacts, collections, documents, sculpture, and works of art. Historic structures and sites include historic districts, sites, buildings, structures, and objects.

Grants are awarded to Federal, state, local, and tribal government entities, and non-profit organizations through a competitive matching-grant program, administered by the National Park Service in partnership with the National Endowment for the Arts, the National Endowment for the Humanities, the Institute of Museum and Library Services and the President's Committee on the Arts and the Humanities.

For additional information, visit the program website at [www.saveamericastreasures.org](http://www.saveamericastreasures.org).

#### **PRESERVE AMERICA**

Preserve America grants support planning, development, and implementation of innovative activities and programs in heritage tourism such as surveying and documenting historic resources, interpreting historic sites, planning, marketing, and training. Successful applicants will emphasize creative projects that promote and preserve the community's cultural resources. Successful projects will involve public-private partnerships and serve as models to communities nationwide for heritage tourism, education, and economic development.

For additional information, visit the program website at [www.preserveamerica.gov](http://www.preserveamerica.gov).<sup>87</sup>

## **U.S. Department of Agriculture – Rural Development (USDA)**

#### **COMMUNITY FACILITIES LOANS AND GRANTS PROGRAMS**

Public facilities, such as city halls, courthouses, community centers, libraries, and museums are essential to the quality of life in any rural community. Through its Community Facilities Loans and Grants Programs, USDA Rural Development is striving to ensure that such facilities are readily available to all rural Americans. The commitment of USDA to this effort is at the core of its mission and its promise to help build stronger, more vibrant rural communities across the nation. Rural Development can make and guarantee loans and grants to develop essential community facilities in rural areas and towns of up to 20,000 in population. Funds may

be used to construct, enlarge, or improve community facilities for health care, public safety, and public services. This can include costs to acquire land needed for a facility, pay necessary professional fees, and purchase equipment required for its operation.

For additional information, visit the program website at [www.rurdev.usda.gov](http://www.rurdev.usda.gov).

## **U.S. Department of Energy (DOE)**

#### **ENERGY EFFICIENCY AND RENEWABLE ENERGY GRANTS**

The Office of Energy Efficiency and Renewable Energy's (EERE's) primary funding vehicle for businesses, industries, universities and others is a grant. Most Energy Efficiency and Renewable Energy Grants are awarded on a competitive basis. As such, EERE solicits applications in specific EERE program areas and selects from the submissions based on merit. EERE financial assistance opportunities are listed in the financial opportunities database and on Grants.gov, the government's Web site of all federal grant opportunities. In certain cases, financial assistance may be awarded through other processes. To learn more, see the noncompetitive grants and unsolicited proposals sections.

For additional information, visit the program website at [www.eere.energy.gov](http://www.eere.energy.gov).

## **National Trust for Historic Preservation (NTHP)**

#### **NATIONAL TRUST PRESERVATION FUND**

The National Trust Preservation Fund includes funds that provide two types of assistance to nonprofit organizations and public agencies: 1) matching grants from \$500 to \$5,000 for preservation planning and educational efforts, and 2) intervention funds for preservation emergencies. Matching grant funds may be used to obtain professional expertise in areas such as architecture, archeology, engineering, preservation planning, land-use planning, fund raising, organizational development and law as well as to provide preservation education activities to educate the public.

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<sup>87</sup> At the time the report was prepared, future funding for both Save America's Treasures and Preserve America grants was in doubt.

For additional information, visit the program website at [www.preservationnation.org](http://www.preservationnation.org).

#### **HART FAMILY FUND FOR SMALL TOWNS**

The Hart Family Fund for Small Towns assists small town preservation and revitalization initiatives around the country, with a focus on towns with populations of 5,000 or less. Provides non-profit organizations and public agencies matching grants from \$5,000 – \$10,000 for preservation planning and education efforts. Funds may be used to obtain professional expertise in areas such as architecture, archeology, engineering, preservation planning, land-use planning, fund raising, organizational development and law as well as education activities.

For additional information, visit the program website at [www.preservationnation.org](http://www.preservationnation.org).

#### **JEFFRIS HEARTLAND FUND**

The Jeffris Heartland Fund was established by the Jeffris Family Foundation to support the development of important historic preservation projects in the states of Iowa, Illinois, Indiana, Michigan, Minnesota, Missouri, and Ohio. The fund makes grants in the range of \$5,000 to \$50,000 for Historic Structure Reports and other advanced planning studies. Funds must be matched dollar-for-dollar with cash from sources unrelated to the National Trust and the Jeffris Family Foundation. Established 501(c)(3) non-profit organizations or government agencies in partnership with a 501(c)(3) organization are eligible to apply. Applicants must be able to demonstrate the viability of their project through the submittal of planning studies, and must be ready for the preparation of a Historic Structure Report, or other planning studies, leading toward a capital fund drive.

For additional information, visit the program website at [www.preservationnation.org](http://www.preservationnation.org).

#### **JOHANNA FAVROT FUND FOR HISTORIC PRESERVATION**

The Johanna Favrot Fund for Historic Preservation provides nonprofit organizations and public agencies grants ranging from \$2,500 to \$10,000 for projects that contribute to the preservation or the recapture of an authentic sense of place. Individuals and for-profit businesses may apply only if the project for which funding is requested involves a National Historic Landmark. Funds may be used for professional advice, conferences, workshops and education programs.

For additional information, visit the program website at [www.preservationnation.org](http://www.preservationnation.org).

#### **CYNTHIA WOODS MITCHELL FUND FOR HISTORIC INTERIORS**

The Cynthia Woods Mitchell Fund for Historic Interiors provides nonprofit organizations and public agencies grants ranging from \$2,500 to \$10,000 to assist in the preservation, restoration, and interpretation of historic interiors. Individuals and for-profit businesses may apply only if the project for which funding is requested involves a National Historic Landmark. Funds may be used for professional expertise, print and video communications materials, and education programs.

For additional information, visit the program website at [www.preservationnation.org](http://www.preservationnation.org).

#### **NATIONAL TRUST LOAN FUND**

This program provides below-market rate loans of up to \$150,000 to non-profit organizations and public agencies to help preserve properties listed in or eligible for the National Register of Historic Places. Funds may be used to create or expand local and statewide preservation revolving funds, for site acquisition, or rehabilitation work. This year priority will be given to projects that (1) increase the capacity of state and local preservation organizations, (2) assist properties damaged in natural disasters and (3) are included in the National Trusts' list of 11 Most Endangered Historic Places.

For additional information, visit the program website at [www.preservationnation.org](http://www.preservationnation.org).

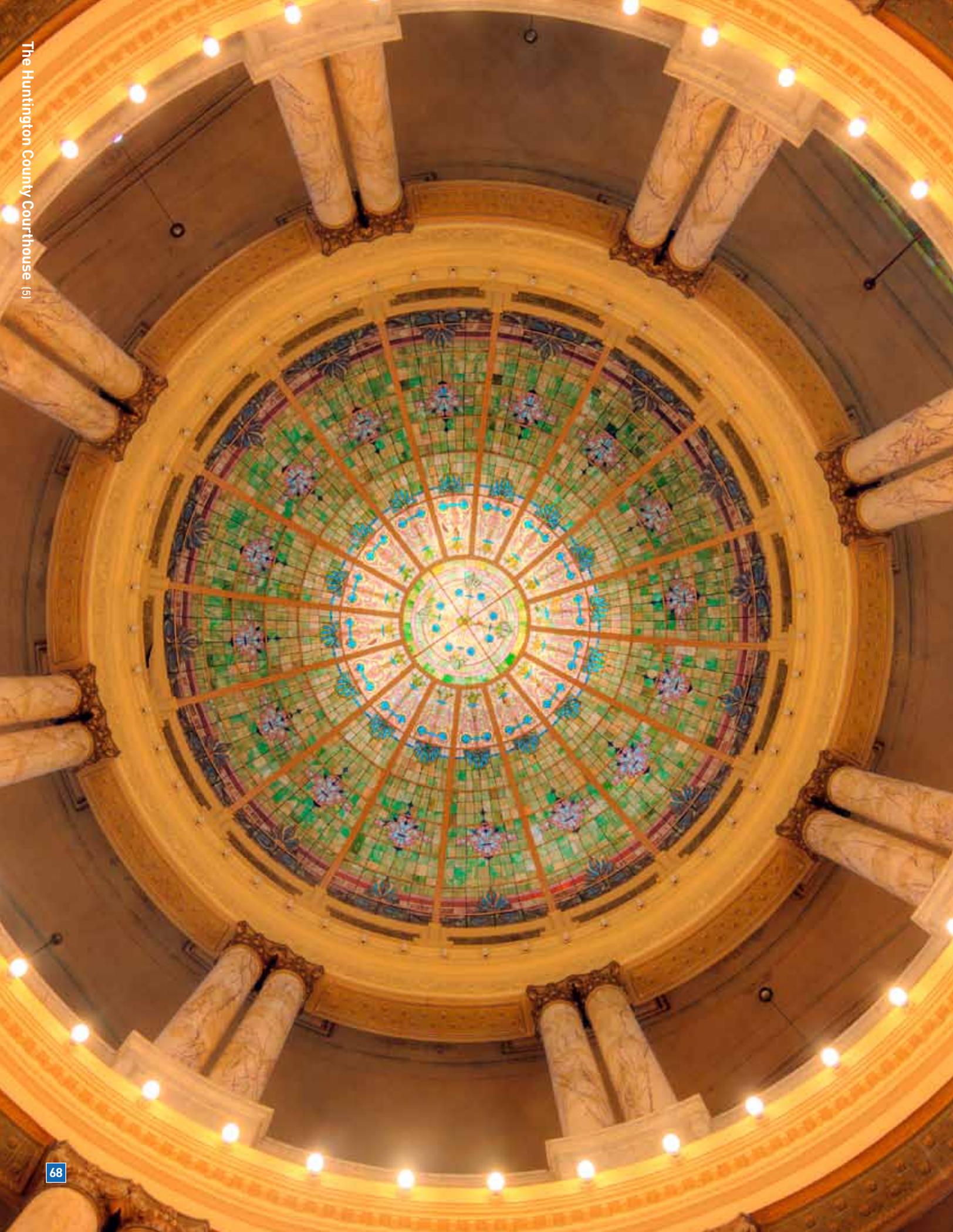
#### **PRESERVATION SERVICES FUND**

This program provides matching grants ranging from \$500 to \$5,000 to non-profit organizations, universities and public agencies to initiate preservation projects. Funds may be used to support consultants with professional expertise in areas such as architecture, law, planning, economics, and graphic design; conferences that address subjects of architectural importance to historic preservation; and curriculum development in preservation directed toward select audiences.

For additional information, visit the program website at [www.preservationnation.org](http://www.preservationnation.org).

### **Indiana Bond Bank**

General Obligation Bonds - The Indiana Bond Bank was created by the General Assembly in 1984 and is a self-supporting quasi-governmental entity. A seven member board of directors governs the Bond Bank. The Bond Bank operates as a financing conduit by purchasing



bonds and notes from communities. The Bond Bank pools these issues together and in turn, then issues its own obligations to the open market. The pooling process allows communities to realize savings that are achieved through the sharing of fixed costs and economies of scale. Communities may also benefit from certain bonds supported by the “moral obligation” of the state.

For additional information, visit the program website at [www.in.gov/tos/bond](http://www.in.gov/tos/bond).

## Indiana Department of Transportation (INDOT)

### TRANSPORTATION ENHANCEMENT (TE) PROGRAM

INDOT’s Transportation Enhancement (TE) program is a federal program designed to fund alternative types of transportation projects, broadening the focus on transportation from highway construction to funding aimed at community and quality of life enhancement by addressing open space, traffic congestion and air quality concerns. The program requires creativity and innovation in planning, design and partnership development. Congress created this program in the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA), and then provided an additional \$3.8 billion for program for the years 1998 through 2003. For Indiana, that translates into approximately \$16.2 million per year. As of the end of FY01, Indiana had approximately \$108 million worth of enhancement projects programmed and under various stages of development.

For additional information, visit the program website at [www.in.gov/indot](http://www.in.gov/indot).

## Indiana Finance Authority (IFA)

### INDIANA BROWNFIELDS PROGRAM

An environmental program of the Indiana Finance Authority (IFA), the Indiana Brownfields Program offers educational, financial, legal, and technical assistance and works in partnership with the U.S. Environmental Protection Agency (U.S. EPA) and other Indiana agencies to assist communities in making productive use of their brownfield properties. The program works with public and private sector stakeholders through a variety of financial incentives.

The program can assist with funding Phase I/II environmental site assessments, asbestos-containing

material and lead-based paint surveys, remediation work plan development, limited demolition, and controlling access/site security activities.

For additional information, visit the program website at [www.in.gov/ifa/brownfields](http://www.in.gov/ifa/brownfields).

## Indiana Office of Community and Rural Affairs (OCRA)

The Community Development Division receives both federal and state funds and distributes these funds to municipalities, and in some cases non-profit organizations. While the acquisition, construction or rehabilitation of buildings for the general conduct of government, i.e. a county courthouse, is a non-eligible activity, CFF grants can be utilized for the installation of elevators and other disabilities improvements.

### COMMUNITY FOCUS FUND PLANNING GRANT (CFFPG)

The federally funded planning grants assist municipalities to prepare for proceeding with a Community Focus Fund project. Eligible projects include: economic development plans, downtown revitalization plans, historic preservation plans and individual project plans or feasibility studies. Maximum amount granted per application is \$50,000. A match of 10 percent is required by the recipient.

For additional information, visit the program website at [www.in.gov/ocra](http://www.in.gov/ocra).

### COMMUNITY FOCUS FUND (CFF)

The purpose of this federally funded grant is to provide financial assistance to complete projects which improve the quality of life and increase the local economic capacity of Indiana communities. A match of 10 percent is required by the recipient with a maximum limit of \$50,000. In-kind donations for 50 percent of the match, or \$25,000 worth of donations and/or services, whichever is less, may be used. No other federal funding may be used for the match. Maximum amount granted per application is \$500,000.

For additional information, visit the program website at [www.in.gov/ocra](http://www.in.gov/ocra).

### COMMUNITY ECONOMIC DEVELOPMENT FUND (CEDF)

CEDF Grants are funded with Federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). Most economic development activities are undertaken

for the purpose of job creation or retention. Most job creation or retention activities are classified as eligible under one of several economic development-oriented eligibility categories.

For additional information, visit the program website at [www.IN.gov/ocra](http://www.IN.gov/ocra).

#### **DOWNTOWN ENHANCEMENT GRANT**

This grant supports and promotes community-based planning, marketing, and restoration efforts in Indiana Main Street communities. Projects that may qualify for funding include promotional campaigns, program branding, façade renovations or rehabilitations, and other initiatives related to Indiana Main Street communities' downtowns.

For additional information, visit the program website at [www.IN.gov/ocra](http://www.IN.gov/ocra).

## **Indiana Division of Historic Preservation & Archaeology (DHPA)**

#### **HISTORIC PRESERVATION FUND (HPF)**

Local governments and non-profit organizations can apply to the Division for financial assistance for planning, documentation and material rehabilitation of historic properties. The Division, through the State Historic Preservation Review Board, awards matching grants of federal funding each January. Amounts available for feasibility studies, repairs and other projects vary. Typically, the DHPA can match 50-50 with projects costing from \$4,000 to \$100,000. The Division makes grant applications available in July-August and complete applications are due in October. The Indiana Historic Preservation Review Board makes the final award of grant funds based on staff recommendations at their January meeting annually.

For additional information, visit the program website at [www.IN.gov/dnr/historic](http://www.IN.gov/dnr/historic).

#### **CERTIFIED LOCAL GOVERNMENT GRANT PROGRAM (CLG)**

This program is available only to the local governments designated by the DHPA as having certified local preservation planning programs. A CLG is a city or town that has decided to have an intensive local preservation program that enacts a special historic preservation ordinance, enforces that ordinance through a local preservation commission and meets minimum standards for CLG's as determined by the DHPA.

A financial benefit of becoming a CLG is a special pool of competitive grant funds from federal allocations to the DHPA. At least 10 percent of the federal allocation goes to the CLG program every year. The CLG grants are awarded for survey work, planning and for education.

For additional information, visit the program website at [www.IN.gov/dnr/historic](http://www.IN.gov/dnr/historic).

## **Indiana Landmarks (formerly Historic Landmarks Foundation of Indiana)**

#### **INDIANA PRESERVATION GRANTS FUND**

Community preservation groups and nonprofit organizations can apply to Indiana Landmarks for matching grants to fund professional architectural and engineering feasibility studies and other preservation consulting services, as well as organizational development and fundraising projects. The money from this fund may not be used to fund actual construction. Indiana Landmarks makes Indiana Preservation Grants on a four-to-one matching basis, with four dollars from us matching each local cash dollar. They will fund 80 percent of the total project cost up to \$2,500.

For additional information, visit the program website at [www.HistoricLandmarks.org](http://www.HistoricLandmarks.org).

## **Indiana Community Foundations**

Community Foundations are nonprofit, tax-exempt, publicly-supported grantmaking organizations. These foundations are public charities, since they develop broad support from many unrelated donors with a wide range of charitable interests in a specific community. A community foundation has an independent board that is broadly representative of the public interest and it maintains a diverse grants program that is not limited in scope. Their competitive grants enable not-for-profit organizations and governmental agencies to provide effective programs, complete projects and respond to the needs of people in the neighborhoods and communities throughout Indiana. In addition to making grants, these foundations often play a leadership role in their communities, serve as a resource for grant information and broker training and technical assistance for local nonprofits.

For additional information, visit the program website at [www.InCommunityFoundations.org](http://www.InCommunityFoundations.org).

## Guaranteed Energy Savings Contracts

A guaranteed energy savings contract is an agreement between a qualified provider and a building owner to reduce the energy and operating costs of a building, or a group of buildings, by a specified amount. The main advantage of these agreements is that the building owner can participate in the project without a large upfront investment of capital. The energy cost savings are used to pay for the investment. If the guaranteed savings are not achieved, the provider must reimburse the building owner for the difference between the guaranteed and cost savings.

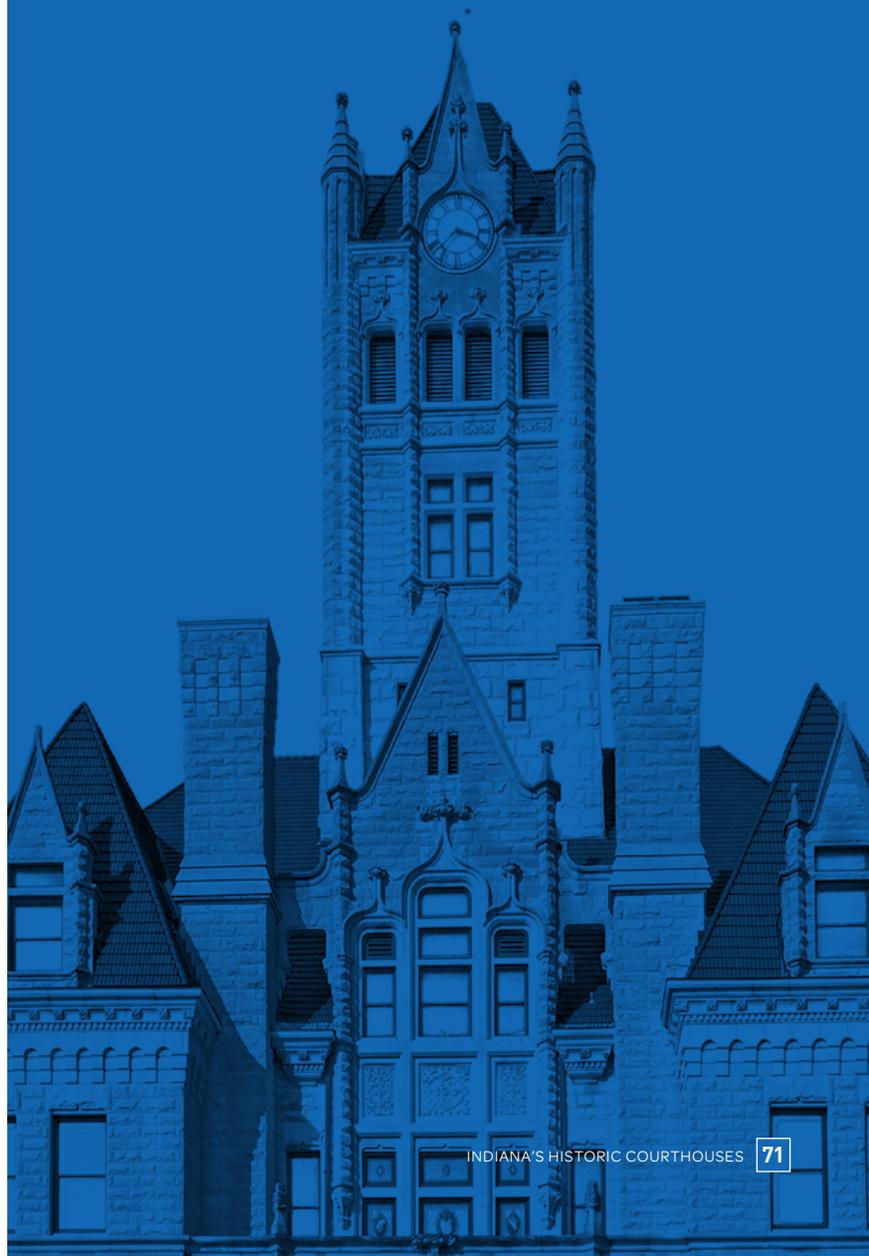
Providers generally offer packaged services which include an energy audit, improvements in operation and maintenance procedures, capital modifications, design and engineering work, installation, monitoring and reporting of savings, maintenance, and training. The provider may also arrange the financing needed for the project. Many providers will assist in securing financing from the facility's choice of financial institutions.

For additional information, visit the program website at [www.IN.gov/oed](http://www.IN.gov/oed).

## FINDINGS BY THE COMMISSION

### Funding Sources for Courthouse Preservation Projects

1. There are a range of grant programs available to assist counties in the planning and rehabilitation of historic courthouses from federal, State, and non-profit sources.
2. More funding options are needed to meet the total need for addressing deferred maintenance backlogs and rehabilitation requirements for historic courthouses.



### 1. The Importance of Preserving Historic Courthouses to the History and Identity of County Seats and Counties

1. Historic courthouses are typically the most important element of physical identity for Indiana’s county seat communities.
2. Historic courthouses provide a visual and psychological focus to courthouse squares, which in most county seats are the symbolic and economic centers of the community.
3. Indiana’s historic courthouses are the most monumental and elaborate works of architecture in most counties and across the State—they help define Indiana’s identity as well as that of their host communities.
4. Historic courthouses and the grounds around them house some of the State’s finest displays of public art and decorative and ornamental design. These collections of paintings, murals, sculptures, monuments and memorials, and decorative reflection to county residents and of considerable interest to visitors.

### 2. The Importance of Preserving Historic Courthouses to the Economic Revitalization of County Seats and Counties

1. As centers for providing county services, Indiana’s historic courthouses help support a critical mass of commercial activity in county seat downtowns. This activity includes service businesses related to the functions of county offices and retail businesses that draw a range of customers to the downtown.

2. Historic courthouses attract the attention and interest of visitors, together with the courthouse squares and downtowns surrounding them. The courthouses, courthouse squares and surrounding downtown areas are natural attractions for tourism and have the potential to bring significant economic impact for the county seats through increased tourism spending.
3. Growing numbers of investors and small business owners from outside the State are attracted to the small town feeling and architectural character of rural communities. Especially attractive are the county seats of Indiana, with their public squares composed of historic courthouse, surrounding grounds, and nineteenth and twentieth century architecture facing the streets bordering the squares. Such investors, small businesses, and their employees are looking for a sense of time and place in the communities where they work and live and are willing to invest in downtown buildings and residences.

### 3. The Condition of Indiana’s Historic Courthouses

1. Overall, most of Indiana’s historic courthouses are in stable condition.
2. Many historic courthouses suffer in both their exteriors and interiors from water and moisture infiltration, usually due to deferred maintenance or improper maintenance and repair techniques and unanticipated effects of changes in building operating systems.
3. The large numbers of artworks and decorative features in historic courthouses require careful

stewardship and appropriate conservation techniques. Water and moisture penetration from the exterior can damage or destroy the artistic heritage of the courthouses and stopping such penetration and securing the interior from moisture should be a top priority for rehabilitation efforts in every courthouse.

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#### **4. The Need for Rehabilitation, Restoration, and Maintenance**

1. There is a need for reliable, factual information easily available to county officials on how to make comparisons between the economics of rehabilitation vs. the economics of new construction, to facilitate decisions on the continued use of courthouses and other county-owned historic buildings.
2. County officials would benefit from guidance on how to assess the need for rehabilitation of a historic courthouse, choose appropriate options, and hire qualified design professionals and contractors to carry out a rehabilitation project.
3. There is a need for reliable information on the options available to county officials in rehabilitating each aspect of a historic courthouse, including masonry repair, roof replacement, window treatments, disability access, mechanical, electrical, and plumbing system, artistic/decorative features. Information

is especially needed on how to address moisture penetration.

4. There is a need for reliable information for county officials on options available in most communities for providing additional space through additions to courthouses or annexes.
  5. Guidance for county officials would also be helpful on best practices for the regular maintenance of historic courthouses and their site.
- 

#### **5. Needs Identified by County Commissioners and Judges**

1. The county commissioners and county judges responding to the Courthouse Commission's surveys saw funding as the top challenge they face in planning for the long-term use of their historic courthouses.
2. County funds in many counties are not sufficient to pay for a full rehabilitation of a courthouse and its site and for construction of an addition or rehabilitation of a nearby annex for county offices or judicial center.
3. Deferred maintenance or previous projects involving improper maintenance techniques are at the heart of many of the needs for rehabilitation cited by commissioners and judges.
4. The greatest facilities need indicated by the commissioners

responding to the surveys was for additional space.

5. Other issues of importance cited by commissioners include problems with exterior or interior building materials; mechanical, electrical, and plumbing systems; roofs; windows; doors; interior plaster, painting, decorative features, and art works; technology; security; and accessibility.
  6. Planning carefully a long-term program of rehabilitation is the most economical approach for counties to follow in renovating their historic courthouses.
- 

#### **6. Funding Sources for Courthouse Preservation Projects**

1. There are a range of grant programs available to assist counties in the planning and rehabilitation of historic courthouses from federal, State, and non-profit sources.
2. More funding options are needed to meet the total need for addressing deferred maintenance backlogs and rehabilitation requirements for historic courthouses.

**1. Make an assessment concerning the importance of preserving historic courthouses to the history and identity of county seats and counties.**

- The Indiana General Assembly should recognize historic courthouses as key elements of Indiana's identity and of the identities of the counties in which courthouses are located. One way to provide recognition and promote public appreciation for the courthouses would be for the Assembly to adopt a resolution designating Indiana's historic courthouses as official symbols of Indiana identity and heritage.
  - The General Assembly could commission a traveling exhibit that tells the story of the importance of Indiana's courthouses to their counties and to the State as a whole.
- 

**2. Make an assessment of the importance of preserving historic courthouses to the economic revitalization of county seats and counties.**

- The Indiana Division of Tourism should consider acknowledging and promoting the obvious, natural attraction of historic courthouses and their squares for tourists and other visitors. One way to do this would be through a statewide tourism campaign on the magic of Indiana's courthouse squares, using restored courthouses, squares with special businesses and restaurants, community festivals centered on squares, nearby museums, beds and breakfasts, visual and performing arts events, walking tours of community history and architecture, and trails that connect the rural countryside to county seats.
  - The State should consider promoting the economic development potential of historic courthouses and their squares. For example, the Indiana Economic Development Corporation and the Indiana Office of Community and Rural Affairs could use courthouse squares as part of the branding and marketing campaigns that they develop to lure businesses and manufacturers to rural Indiana.
- 

**3. Study the condition of historic courthouses.**

- Counties should undertake feasibility studies, preservation plans, historic structure reports, or other architectural and engineering studies by qualified professionals to identify the sources of all deterioration noted in their courthouses.
- 

**4. Investigate the need for rehabilitation, restoration, and maintenance of Indiana's historic county courthouses.**

- The Indiana Department of Natural Resources' Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, the Indiana Association of County Commissioners, and the Indiana Judicial Conference should sponsor regular seminars for county officials on making decisions about the rehabilitation, restoration, and maintenance of historic courthouses, providing for additional space through additions or annexes, and the stewardship of landscape design and historic objects on courthouse grounds.

- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should continue to provide a program of technical assistance to county officials upon request regarding sources of deterioration in courthouses and appropriate responses.
  - In cooperation with Indiana Landmarks, AIA Indiana, the Indiana Chapter of the American Society of Civil Engineers, the Indiana Chapter of the American Society of Landscape Architects, and the Indiana Chapter of the American Society of Interior Designers, the Division of Historic Preservation and Archaeology should offer continuing education courses or seminars for design professionals on the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings and the National Park Service's Preservation Briefs series of guides on specific issues in the rehabilitation and restoration of historic structures, designing additions, and maintaining and rehabilitating landscape features and historic objects on courthouse grounds.
  - The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should consider preparing a manual on the maintenance, rehabilitation, and restoration of historic courthouses.
  - The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should continue and add to the website established by the Courthouse Preservation Advisory Commission (<http://www.in.gov/dnr/historic>), providing information on the history, architecture, art, and landscape features of Indiana's historic courthouses, information for county officials on original plans and specifications for such courthouses, information on funding options, guidelines for rehabilitation, restoration, and maintenance of historic courthouses, and economic development strategies involving courthouse squares.
- 

## **5. Study the needs of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses.**

- The Indiana General Assembly should establish a matching grant program to assist counties in paying for the cost of professional feasibility studies, historic structure reports, or preservation plans for the rehabilitation of historic courthouses.
  - The General Assembly should define the rehabilitation, restoration, and maintenance of historic county courthouses as economic development projects, allowing Counties to use revenues from the County Economic Development Income Tax (CEDIT) and County Adjusted Gross Income Tax (CAGIT) for such projects.
  - The General Assembly should establish a low interest loan program under which Counties may borrow up to 60 percent of the cost of projects involving the rehabilitation, restoration, and maintenance of historic county courthouses and repay the loans using revenues received from their CEDIT or CAGIT assessments.
  - The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, the Indiana Association of County Commissioners and the Indiana Judicial Conference, should sponsor workshops for county officials on how counties have successfully financed rehabilitation of historic courthouses.
- 

## **6. Provide County Officials with Information Concerning Funding Sources for Courthouse Preservation Projects.**

- Counties should undertake feasibility studies, preservation plans, historic structure reports, or other architectural and engineering studies by qualified professionals to identify the sources of all deterioration noted in their courthouses.



# Appendices

## APPENDIX A:

### Funding Precedents

Courthouse restoration and rehabilitation projects in Indiana have been funded in a variety of ways. It is important to pursue a variety of funding sources and to engage in strategic fundraising practices when approaching a project of this type. The following list identifies project cost and funding for several restoration and rehabilitation projects completed since 1990, illustrating some funding sources and combinations that have been successful:

- **ALLEN COUNTY COURTHOUSE**  
(interior restoration and site improvements)  
Completed: 2002  
Cost: \$8.6 million  
Funding: Build Indiana Fund grants, donations from individuals, corporations and foundations
- **TIPPECANOE COUNTY COURTHOUSE**  
(exterior and interior restoration)  
Completed: 1992  
Cost: \$8 million  
Funding: Local bond issue and county's cumulative capital fund
- **DECATUR COUNTY COURTHOUSE**  
(restoration and addition)  
Completed: 1994  
Cost: \$7 million  
Funding: County's building fund
- **HANCOCK COUNTY COURTHOUSE**  
(interior restoration and construction of an annex)  
Completed: 2006  
Cost: \$6 million  
Funding: Bond issue
- **VIGO COUNTY COURTHOUSE**  
(interior restoration)  
Completed: 2007  
Cost: \$5.5 million  
Funding: Mortgage bond issue
- **VIGO COUNTY COURTHOUSE**  
(exterior restoration)  
Completed: 1994  
Cost: \$1.5 million
- **HOWARD COUNTY COURTHOUSE**  
(rehabilitation)  
Completed: 2002  
Cost: \$4 million  
Funding: County's cumulative capital fund
- **SWITZERLAND COUNTY COURTHOUSE**  
(restoration and addition)  
Completed: 2005  
Funding: County's building fund and revenue from riverboat casino
- **UNION COUNTY COURTHOUSE**  
(interior restoration and mechanical system update)  
Completed: 2006  
Cost: \$4 million  
Funding: Community Focus Fund (CFF) grant, grant from the Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology (DNR-DHPA), lease-purchase bonds
- **POSEY COUNTY COURTHOUSE**  
(rehabilitation)  
Completed: 2006  
Cost: \$1.4 million  
Funding: 20-year public bond issue

## APPENDIX B:

### The Impact of Preserving Historic Courthouses in Texas

More than 200 of Texas' 254 counties retain their historic county courthouses.<sup>88</sup> Inadequate maintenance, inappropriate alterations, and weather-related damage led to the listing of Texas's county courthouses in the National Trust for Historic Preservation's list of 11 Most Endangered Places in 1998.<sup>89</sup> The State of Texas responded in 1999 by creating the Texas Historic Courthouse Preservation Program (THCPP) within the Texas Historical Commission. This comprises the largest preservation grant program ever initiated by a state government. As of 2009, the State of Texas had allocated \$207 million in partial matching grants to 68 counties for restoration of their historic courthouses.<sup>90</sup>

A 2009 report on the preservation of historic county courthouses in Texas, prepared by the Texas Historical Commission, highlights the benefits from courthouse restoration and rehabilitation realized by counties and communities throughout the state. During the preparation of the report, the commission contacted representatives from counties that had undertaken courthouse preservation projects: "The overwhelming consensus was their courthouse restorations played a crucial role in the resurrection of their downtowns and often acted as the primary impetus for economic renewal of the business districts adjacent to the historic courthouse square."<sup>91</sup>

A representative from Bee County, Texas (population 32,000), reported that the county's courthouse restoration project, completed in 2006, had far-reaching effects: "It was a catalyst that really helped redevelop downtown... The courthouse restoration was the basis of a long-range plan for the revitalization of the downtown area and resulted in a reinvestment of \$9 million in a two-year period."<sup>92</sup> Marshall, Texas, the seat of Harrison County (population 62,000), suffered from downtown vacancy and a deteriorating courthouse in the 1980s. "[T]he courthouse restoration instilled confidence in developers, who invested in downtown properties after construction began... Since then, Marshall has become one of the state's most vibrant historic downtowns and

continues to support new restaurants, shops and loft apartments on and around the courthouse square." A city official noted that the courthouse restoration was integral to the success of the downtown: "Instead of a deteriorating building contributing to blight, the Harrison County Courthouse is once again a beautiful centerpiece for our downtown area."<sup>93</sup>

Wharton County, Texas (population 41,000) considered plans to demolish its historic courthouse and relocate county offices outside of downtown. A report prepared for the county's Economic Development Council advised the city to make the most of its existing resources, particularly its neglected 1889 courthouse and courthouse square. The county undertook an extensive restoration of the building, completed in 2007. The chair of the Wharton County Courthouse Committee reported: "the courthouse restoration brought a lot of new businesses to the town center. [It] literally brought the town back from the dead."<sup>94</sup>

**"As downtown centerpieces... historic county courthouses have enormous potential to promote prosperity within a community... restoration of these magnificent historic structures... has sparked a revitalization of historic downtowns across the state..." The report also notes that "a restored and well-maintained historic county courthouse serves as the anchor of a vibrant town center."**<sup>95</sup>

## APPENDIX C:

### LEED Certification of Historic Government Buildings

#### HOWARD M. METZENBAUM U.S. COURTHOUSE, CLEVELAND, OHIO

The Howard M. Metzenbaum U.S. Courthouse in Cleveland, Ohio, built 1903-10, achieved LEED certification following a 2005 renovation. The federal courthouse, listed in the National Register of Historic Places in 1974, contains statuary, murals, original light fixtures, marble, and other historic features. A renovation during 2002-05 included restoration of the public spaces and upgrades to the existing mechanical systems. Reuse of the historic building contributed to

88 Andrews 22.

89 "Texas Historic Courthouse Preservation Program Sparks Downtown Revitalization," 3.

90 "Texas Historic Courthouse Preservation Program Sparks Downtown Revitalization," 3.

91 "Courthouse Cornerstones: An Update of the Texas Historic Courthouse Preservation Program" (Austin: Texas Historical Commission, 2009) 2.

92 "Courthouse Cornerstones" 2.

93 "Courthouse Cornerstones" 2.

94 "Courthouse Cornerstones" 3.

95 "Courthouse Cornerstones" 2.

several of the criteria for LEED certification:

- The existing urban site's high development density
- Access to bus lines within ¼ mile of the building
- Reuse of more than 95 percent of the existing building shell
- Reuse of more than 58 percent of the building's interior elements and finishes
- Retention of existing mature trees eliminated the need for irrigation

Upgrades to outdated building systems realized additional benefits:

- Water consumption reduced by more than 32 percent
- Energy use was reduced by 15 percent
- 24 percent of new materials were sourced from local and regional manufacturers
- Use of low-VOC (volatile organic compound) adhesives, sealants, and carpets to reduce indoor air contamination
- Green cleaning program: Harsh chemicals have been eliminated from cleaning procedures, improving indoor air quality and occupant health and comfort<sup>96</sup>

#### **COLORADO STATE CAPITOL, DENVER, COLORADO**

The Colorado State Capitol, completed in 1894, became the first LEED certified state capitol building in the United States following a 2008 renovation. The building achieved LEED certification under the Existing Building: Operations & Maintenance (LEED EB O&M) rating system. Utilizing the LEED guidelines, the project team identified a number of steps to achieve the certification:

- Green cleaning program: Harsh chemicals have been eliminated from cleaning procedures, improving indoor air quality and occupant health and comfort
- On-site recycling program
- Plumbing fixture upgrades: low-flow toilets, urinals, and faucets were installed, reducing water consumption
- Lighting retrofit: compact fluorescent (CFL) bulbs replaced existing incandescent and halogen bulbs, resulting in significant and immediate energy savings

- Landscape and grounds maintenance: the use of native and regionally adapted plants helped to reduce irrigation needs, corn-based snowmelt was used to reduce or avoid the harm to vegetation and groundwater caused by salt use.
- Updated purchasing policy: the Colorado State Capitol Complex adopted policy to source products that are manufactured, packaged, and transported with consideration of environmental impact. This policy encourages the use of products with recycled content and the use of low-VOC paints, carpets, and other products to reduce indoor air contamination.<sup>97</sup>

The project has yielded immediate benefits, including:

- A projected \$1 million annual reduction in energy costs for the State Capitol Complex
- Annual energy savings from the lighting retrofit equal to the power used by 32 homes and reduction in CO2 equal to removing 68 cars from the road
- Green cleaning and sustainable purchasing programs utilizing non-toxic products and low-VOC materials improve occupant health and comfort.

Colorado Governor Bill Ritter, Jr., notes:

**“Even with historic structures as old as our Capitol, we have become a leader in energy reduction and energy efficiency. Not only does this benefit the environment, but we will save taxpayers \$1 million a year on reduced and avoided energy costs.”<sup>98</sup>**

#### **BOULDER COUNTY COURTHOUSE ANNEX, BOULDER, COLORADO**

The Boulder County Courthouse Annex, built in 1904, achieved LEED Gold certification, the second-highest possible level of certification under the Existing Buildings: Operations & Maintenance system. Upgrades and repairs to mechanical systems, changes to purchasing practices, and waste diversion and recycling programs implemented during 2007-08 contributed to the certification. These measures also allowed the Boulder County Courthouse Annex to meet the requirements of the U.S. Department of Energy's Energy Star® rating for

<sup>96</sup> "Howard M. Metzenbaum U.S. Courthouse," last modified October 28, 2010 <http://www.gsa.gov/portal/content/102314>

<sup>97</sup> Governor's Energy Office, State of Colorado, "Leading By Example: Colorado State Capitol LEED® Certification Case Study," accessed April 8, 2011, <http://rechargecolorado.com/images/uploads/pdfs/26820583442114897ee3bd565fb4b82d.pdf>

<sup>98</sup> Governor's Energy Office, State of Colorado, "Leading By Example: Colorado State Capitol LEED® Certification Case Study," accessed April 8, 2011,

electrical and gas use. The energy savings realized in the project are estimated to exceed \$7,000 annually.<sup>99</sup>

## APPENDIX D: Additional References

### **SECRETARY OF THE INTERIOR'S STANDARDS FOR THE TREATMENT OF HISTORIC PROPERTIES**

This document provides the basic outline of responsible historic preservation practices of the preservation, rehabilitation, restoration, and reconstruction of historic properties. The guidelines provide a framework for making decisions within a preservation project and serve as the national standards for historic preservation projects.

<http://www.cr.nps.gov/hps/tps/standguide/>

### **NATIONAL PARK SERVICE PRESERVATION BRIEFS**

The National Park Service Preservation Briefs provide guidance on detailed aspects of preserving, rehabilitating and restoring historic buildings. These documents provide technical information on best practices for dealing with particular building components, materials and procedures.

<http://www.nps.gov/hps/tps/briefs/presbhom.htm>

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<sup>99</sup> "Boulder County Building Earns Rare Energy/Environmental Design Certification," press release, June 18, 2008, [http://listserv.co.boulder.co.us/scripts/wa.exe?A3=ind0806&L=BCPRESSRELEASE&E=quot ed-printable&P=1678814&B=-----\\_%3D\\_NextPart\\_001\\_01C8D15C.100C08D2&T=text%2Fplain;%20charset=us-ascii](http://listserv.co.boulder.co.us/scripts/wa.exe?A3=ind0806&L=BCPRESSRELEASE&E=quot ed-printable&P=1678814&B=-----_%3D_NextPart_001_01C8D15C.100C08D2&T=text%2Fplain;%20charset=us-ascii)

**APPENDIX E:**  
**Survey Forms**

**Indiana**  
**CPAC - Courthouse Preservation Advisory Commission**  
**County Courthouse Questionnaire, part-1**

The following questions are to be answered by one or more County Commissioner:

1. Are there historic features of your Courthouse that need repair/restoration?
2. What approximate percentage of historic integrity/character does the courthouse retain?  
  
- How important are the historic features of your courthouse?
3. What issues does the Courthouse have with overall maintenance?
4. What challenges do the commissioners face in adapting the courthouse to current needs?
5. What needs for additional space does the courthouse **NOT** meet?
6. Do you currently utilize a nearby building as an annex? If not, is there a nearby building that could be used as an annex?
7. Is there funding for anticipated needs?
8. Are you aware of funding sources for feasibility studies or actual construction costs for the Courthouse?
9. In today's dollars, what do you think your courthouse is worth? (insured value/appraisal)
10. What other needs, in your opinion, does your courthouse currently have?  
\_\_\_\_\_ Structural  
\_\_\_\_\_ Security  
\_\_\_\_\_ Space  
\_\_\_\_\_ Disability Access  
\_\_\_\_\_ HVAC/Weatherization  
\_\_\_\_\_ Other (briefly explain/list below)

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

Please return completed forms to: CPAC, C/O DNR-DHPA, 402 West Washington ST., RM # W274, Indianapolis, IN 46204

## Indiana CPAC - Courthouse Preservation Advisory Commission County Courthouse Questionnaire, part-2

The following questions are to be answered by the person most directly in charge of building operations.  
Please circle pertinent responses and/or fill in blanks.  
If specific dates are not available, estimates are acceptable:

### General Facility Management

Is there an engineer or architect on staff or retainer for regular consultation about facility management?

Yes                  No

Are there historical plans of the original building and/or subsequent alterations and additions available to aid future planning?

Yes                  No

Are planning documents such as Historic Structure Report, Preservation Plan, or Feasibility Study already available for the building?

Yes                  No

On a scale of 1-10, how would you rate the historical character of the building (with 1 being original and 10 being extensively altered by remodeling)?

1 - 2 - 3 - 4 - 5 - 6 - 7 - 8 - 9 - 10

How many times has the original building been significantly altered by remodeling or addition?

# \_\_\_\_\_

When was the last major remodeling?

Year \_\_\_\_\_

Approximately what percent of county services continue to be administered at the courthouse building?

\_\_\_\_\_ %

How many County annex offices are presently operated at other locations?

# \_\_\_\_\_

What standards or guidelines are regularly employed in maintenance and operating decisions?

Whole Building Design Guide

Sect. of the Interiors Standards for Historic Bldgs

Other \_\_\_\_\_

### Building Construction

What is the building type of the Courthouses?

Frame - Masonry Bearing Wall

Reinforced Concrete - Other \_\_\_\_\_

Has the building demonstrated significant differential settling?

Yes                  No

Does the Courthouse have a Portico or other major covered outdoor space?

Yes                  No

Does the Courthouse have a multi-story Rotunda or atrium space?

Yes                  No

Does the Courthouse have monumental stairway(s)?

Yes                  No

Does the Courthouse have enclosed fire egress paths?

Yes                  No

Does the Courthouse have sprinklers or other fire suppression systems?

Yes (type: \_\_\_\_\_ ) No

### Roofing and Roof Structure(s)

What roofing profiles are present?

(All that apply)

Flat - Gabled - Hip - Dome - Dormer

Other \_\_\_\_\_

What roofing Materials are present?

(All that apply)

Metal - Slate - Tile - Rubber - Asphalt

Other \_\_\_\_\_

When was the last major roofing rehabilitation?

Year \_\_\_\_\_

Does the Courthouse have significant ornamental roofing features such as:

Belfry - Cupola - Flag-pole - Clock - Cresting

Other \_\_\_\_\_

### Facades and Shell Structures

What are the principal exterior cladding materials?

Stone - Brick - Glazed Terra-Cotta - Metal

Wood - Other \_\_\_\_\_

What are the principal materials in exterior finish details?

Wood - Metal - Other \_\_\_\_\_

Are there persistent problems with the exterior material?

Yes (describe: \_\_\_\_\_ ) No

Are the principal exterior doors original or historical?

Yes                  No

Are the windows original or historical?

Yes                  No

If windows have been replaced, when?

Year \_\_\_\_\_

What is the material or type of the present windows?

Wood - Metal - Vinyl - Other \_\_\_\_\_

Are the current windows thermally optimized by:  
Insulated Glass – Storm Windows - Coatings  
Single Pane (not optimized)  
Do the current windows have evident performance issues?  
Loose – Rot/Deterioration  
Drafty – Frost - Inoperable

**Interior Structure(s)**

What are the principal interior walls constructed of?  
Frame – Masonry Bearing Wall  
Reinforced Concrete - Other  
What are the principal interior floor/ceiling assemblies constructed of?  
Frame - Masonry Vault - Reinforced Concrete  
Other \_\_\_\_\_

On a scale of 1-10 how would you rate the historical character of the interior finishes (with 1 being original and 10 being extensively altered by remodeling)?  
1 – 2- 3 – 4 – 5 - 6 – 7 – 8 – 9 – 10

Is there extensive built-in light construction (i.e. suspended ceilings, frame partitions, etc.)  
Yes No

Does the building have isolated special needs spaces such as computer-server rooms?  
Yes No

Are there persistent problems with the interior material?  
Yes (describe: \_\_\_\_\_) No

Does the Building have special artistic features such as:  
Murals – Art-Glass - Sculpture(s)  
Other \_\_\_\_\_

**Ancillary Spaces**

How is the basement or cellar utilized?  
None - Occupied – Archival storage  
Mechanical only

How is the attic utilized?  
None - Occupied – Archival storage  
Mechanical only

**Climate control and Other Systems**

Has the thermal performance of the Courthouse been analyzed by:  
Blower door test – Infra-red thermography  
Other \_\_\_\_\_

Has the interior thermal envelope of the tempered space been effectively isolated from untempered ancillary spaces?  
Yes No

Does the Courthouse still utilize its historical heating system?  
Yes No

When was the last major HVAC system change?  
Year \_\_\_\_\_

What is the type of the current heating system?  
Radiant – Split-tube – Forced-air  
Other \_\_\_\_\_

Does the HVAC system have zoned controls or multiple systems?  
Yes No

Do Courthouse systems co-generate electricity or otherwise integrate energy systems?  
Yes No

Has the County participated in the NACO Green Government Initiative or other program for evaluating resource performance of the Courthouse?  
Yes No

Has the plumbing system been comprehensively updated?  
Yes (when \_\_\_\_\_) No

Has the electrical system been comprehensively updated?  
Yes (when \_\_\_\_\_) No

**Site**

On a scale of 1-5 how closely connected is the Courthouse to the County seat's commercial district (with 1 being central and 5 having no connection)?  
1 – 2- 3 – 4 – 5

Are there other historical buildings on the same contiguous site?  
Yes (describe: \_\_\_\_\_) No

Are there non-historical buildings on the contiguous site?  
Yes (describe: \_\_\_\_\_) No

Are there significant monuments or statuary on the site?  
Yes No

Does the site have other special landscape features or challenges?  
Yes (describe: \_\_\_\_\_) No

Does the building or site have wildlife issues (e.g. birds)?  
Yes (describe: \_\_\_\_\_) No

Signature \_\_\_\_\_

Date \_\_\_\_\_

Please return completed forms to: CPAC, C/O DNR-DHPA, 402 West Washington ST., RM # W274, Indianapolis, IN 46204

**COURTHOUSE PRESERVATION ADVISORY COMMISSION SURVEY**

**FOR JUDGES**

**I.**

The Indiana Legislature created the Courthouse Preservation Advisory Commission to study the current status of historic courthouses in Indiana with the thought that a better understanding of these structures and their condition needs would better enable communities across Indiana to preserve these important structures. The Commission is instructed to develop strategies to offer technical assistance to counties who request such assistance on current projects, as well as develop a report to the Legislature by 2011 regarding the preservation needs of these structures. The information requested below is vital to the Commission so that its dual purposes of providing technical assistance to counties and developing a report to the Legislature can be achieved. Please take the next few minutes and complete the following survey.

**II.**

County Name: \_\_\_\_\_  
Court: \_\_\_\_\_

In what year was your current courthouse constructed? \_\_\_\_\_

In what year was your Court created? \_\_\_\_\_

Are your Court facilities a. original to the courthouse  
or  
b. constructed at a later date

Has your courthouse been renovated  
in any significant way since its  
original construction? Yes No

If renovated, when was the last renovation? \_\_\_\_\_

Have any prominent architectural features been lost  
or significantly altered by renovation? Yes No

Of what material is your roof system constructed? \_\_\_\_\_

When was the roof system last updated? \_\_\_\_\_

Are your current court facilities adequate to meet current caseload concerns including,

Security	Yes	No
Disability access	Yes	No
Public Seating	Yes	No
Acoustics	Yes	No
Visibility	Yes	No
Technology	Yes	No
Jury space	Yes	No
Judge's chambers	Yes	No
Support staff space	Yes	No
Conference space	Yes	No
Law Library	Yes	No
Heating	Yes	No
Cooling	Yes	No
Parking	Yes	No

Is there a current need to expand your court system? Yes No

If expanded, could your current courthouse handle the expansion without the need for major renovation? Yes No

Are there any aspects of your courthouse which might present a hazard to the general public? Yes No

Are there current discussions regarding renovation or replacement of your courthouse? Yes No

Does your county have an annual program of preventative maintenance for your courthouse? Yes No

Please describe any other concerns you would like to raise to the Commission regarding any aspect of you historic courthouse. (Please use attachments if needed)

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**J. Steven Cox, Member**

J. Steven Cox is a resident of Brookville, Indiana and was first elected Judge of the 37<sup>th</sup> Judicial Circuit of Indiana in 1994. He is a 1987 graduate of Indiana University where he majored in Forensic Science with areas in Political Science, Psychology, Sociology, and Religion. He received his Juris Doctor Degree from Valparaiso University School of Law in 1990. He became a graduate of the Indiana Judicial College in 1995. He is currently a member of the American Judges Association, American Judicature Society, Association of Trial Lawyers of America, Indiana Judges Association, Indiana State Bar Association, Indiana Council of Juvenile and Family Court Judges, Franklin County Citizens for Historic Preservation, Franklin County Historical Society, and Board of Directors, Richmond Art Museum.

**Indiana Courthouse Preservation Advisory Commission**  
*Field Report / Basic Condition Assessment*

County: \_\_\_\_\_

Date of Assessment: \_\_\_\_\_

Name of Field Assessor: \_\_\_\_\_

Architectural Style: \_\_\_\_\_

Date of Construction: \_\_\_\_\_

**EXTERIOR**

Number of stories \_\_\_\_\_

Materials of the following:	<u>Status</u>	<u>Notes</u>
1. Roof:	Historic? Yes No	_____
2. Walls	Historic? Yes No	_____
3. Windows	Historic? Yes No	_____
4. Foundation	Historic? Yes No	_____
5. Additions (if applicable)	Historic? Yes No	_____

On a scale of 1-10 **with 10 being best**, rate the overall condition of the following elements:

1. Roof \_\_\_\_\_
2. Walls \_\_\_\_\_
3. Windows \_\_\_\_\_
4. Entrances \_\_\_\_\_
5. Foundation \_\_\_\_\_
6. Additions \_\_\_\_\_
7. Architectural features (columns, cornices, window hoods, cresting, chimneys, etc.) List and rate condition:  
Feature #1 \_\_\_\_\_  
Feature #2 \_\_\_\_\_  
Feature #3 \_\_\_\_\_  
Feature #4 \_\_\_\_\_

Using your best approximation, what percentage of the courthouse is historic including any additions \_\_\_\_\_ %

**INTERIOR**

1. Briefly describe the plan of the main floor (Greek Cross around a rotunda, double loaded corridor, etc.).
  
  
  
  
  
  
  
  
  
  
2. Briefly describe the materials, features, condition of the main floor public spaces.
  
  
  
  
  
  
  
  
  
  
3. If you can gain access to or look into the courtroom(s), has the space been altered (dropped ceilings, paneling, re-arrangement of the judge's bench, witness stand, jury box? Describe.
  
  
  
  
  
  
  
  
  
  
4. List and describe any obvious condition issues in the public areas (water damage, obvious structural failures, need for repair) ?

(attach several photographs demonstrating the overall condition of the courthouse)

APPENDIX F:  
INDIANA'S HISTORIC COUNTY COURTHOUSES



Adams County Courthouse (1)  
Decatur, IN



Allen County Courthouse (1)  
Fort Wayne, IN



Bartholomew County Courthouse (4)  
Columbus, IN



Benton County Courthouse (1)  
Fowler, IN



Blackford County Courthouse (1)  
Hartford City, IN



Boone County Courthouse (1)  
Lebanon, IN



Brown County Courthouse (7)  
Nashville, IN



Carroll County Courthouse (1)  
Delphi, IN



Clay County Courthouse (1)  
Brazil, IN



Clinton County Courthouse (4)  
Frankfort, IN



Davies County Courthouse (1)  
Washington, IN



Dearborn County Courthouse (1)  
Lawrenceburg, IN



Decatur County Courthouse (1)  
Greensburg, IN



DeKalb County Courthouse (1)  
Auburn, IN



Dubois County Courthouse (1)  
Jasper, IN



Elkhart County Courthouse (1)  
Goshen, IN



Fayette County Courthouse (1)  
Connersville, IN



Fountain County Courthouse (4)  
Covington, IN



Franklin County Courthouse (7)  
Brookville, IN



Fulton County Courthouse (1)  
Rochester, IN



Gibson County Courthouse (1)  
Princeton, IN



Grant County Courthouse (1)  
Marion, IN



Greene County Courthouse (4)  
Bloomfield, IN



Hamilton County Courthouse (4)  
Noblesville, IN



Hancock County Courthouse (4)  
Greenfield, IN



Harrison County Courthouse (1)  
Corydon, IN



Hendricks County Courthouse (1)  
Danville, IN



Henry County Courthouse (2)  
New Castle, IN



Howard County Courthouse (1)  
Kokomo, IN



Huntington County Courthouse (1)  
Huntington, IN



Jackson County Courthouse (1)  
Brownstown, IN



Jasper County Courthouse (7)  
Rensselaer, IN



Jay County Courthouse (1)  
Portland, IN



Jefferson County Courthouse (4)  
Madison, IN



Jennings County Courthouse (2)  
Vernon, IN



Johnson County Courthouse (1)  
Franklin, IN



Knox County Courthouse (4)  
Vincennes, IN



Kosciusko County Courthouse (1)  
Warsaw, IN



LaGrange County Courthouse (1)  
LaGrange, IN



Lake County Superior Courthouse (1)  
Gary, IN



LaPorte County Courthouse (7)  
LaPorte, IN



LaPorte Co. Superior Courthouse (4)  
Michigan City, IN



Lawrence County Courthouse (7)  
Bedford, IN



Marshall County Courthouse (1)  
Plymouth, IN



Miami County Courthouse (1)  
Peru, IN



Monroe County Courthouse (1)  
Bloomington, IN



Montgomery County Courthouse (4)  
Crawfordsville, IN



Morgan County Courthouse (1)  
Martinsville, IN



Newton County Courthouse (7)  
Kentland, IN



Noble County Courthouse (1)  
Albion, IN



Ohio County Courthouse (1)  
Rising Sun, IN



Orange County Courthouse (7)  
Paoli, IN



Owen County Courthouse (1)  
Spencer, IN



Parke County Courthouse (4)  
Rockville, IN



Pike County Courthouse (1)  
Petersburg, IN



Porter County Courthouse (4)  
Valparasio, IN



Posey County Courthouse (4)  
Mount Vernon, IN



Pulaski County Courthouse (1)  
Winamac, IN



Putnam County Courthouse (1)  
Greencastle, IN



Randolph County Courthouse (2)  
Winchester, IN



Ripley County Courthouse (1)  
Versailles, IN



Rush County Courthouse (2)  
Rushville, IN



St. Joseph County Courthouse (1)  
South Bend, IN



St. Joseph County Courthouse (1)  
South Bend, IN



Scott County Courthouse (7)  
Scottsburg, IN



Shelby County Courthouse (1)  
Shelbyville, IN



Spencer County Courthouse (1)  
Rockport, IN



Starke County Courthouse (1)  
Knox, IN



Stuben County Courthouse (1)  
Angola, IN



Sullivan County Courthouse (1)  
Sullivan, IN



Switzerland County Courthouse (7)  
Vevay, IN



Tippecanoe County Courthouse (1)  
Lafayette, IN



Tipton County Courthouse (4)  
Tipton, IN



Union County Courthouse (1)  
Liberty, IN



Vermillion County Courthouse (1)  
Newport, IN



Vigo County Courthouse (1)  
Terre Haute, IN



Wabash County Courthouse (1)  
Wabash, IN



Warren County Courthouse (1)  
Williamsport, IN



Warrick County Courthouse (1)  
Boonville, IN



Washington County Courthouse (1)  
Salem, IN



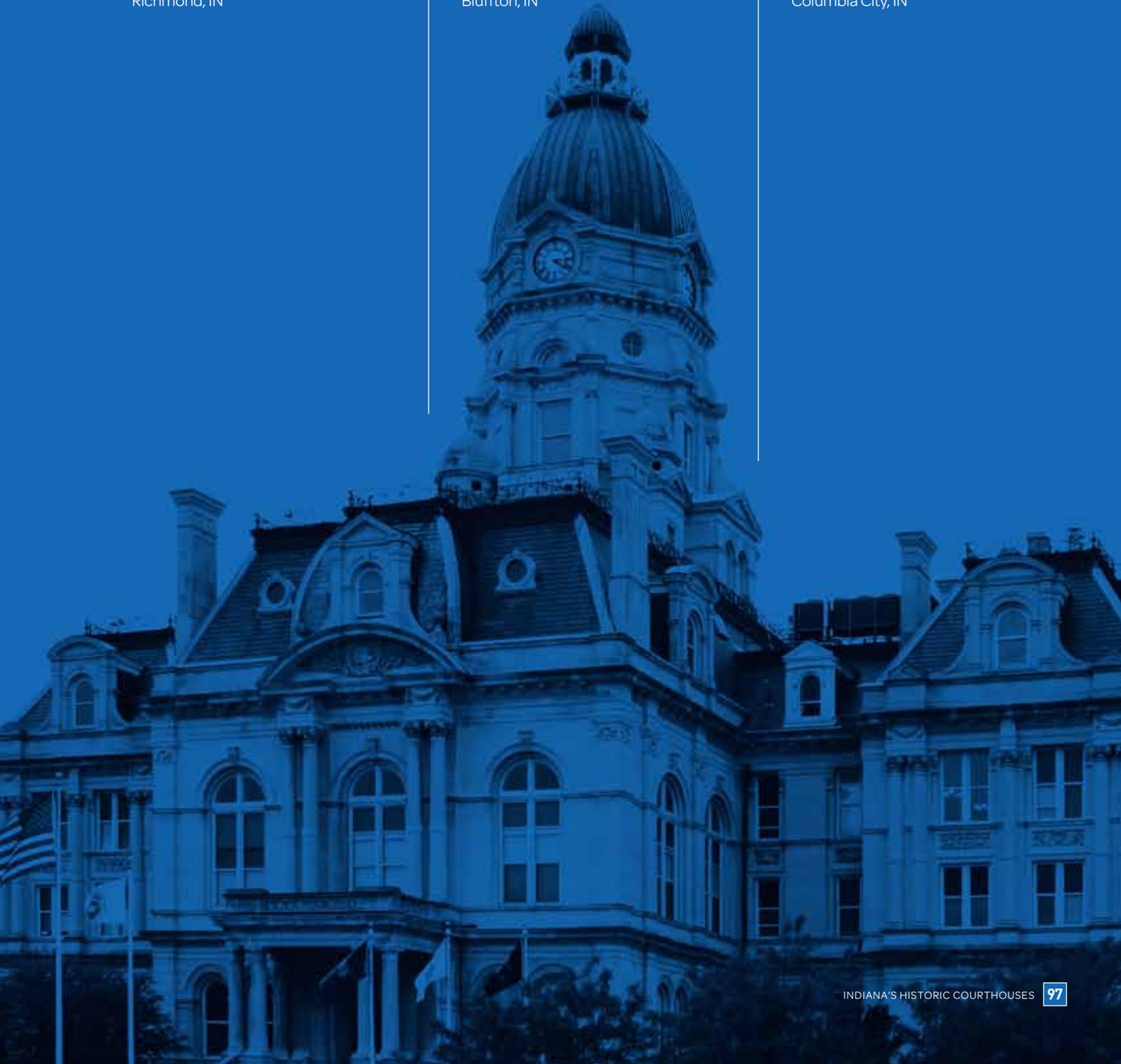
Wayne County Courthouse (4)  
Richmond, IN



Wells County Courthouse (1)  
Bluffton, IN



Whitley County Courthouse (1)  
Columbia City, IN



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