SHAWNEE COUNTY RESOLUTION NO. 2001-68

CITY OF TOPEKA ORDINANCE NO. 17656

A JOINT SHAWNEE COUNTY RESOLUTION AND CITY OF TOPEKA ORDINANCE
introduced by Mayor Wagonn pertaining to an amendment to the text and map of
the Topeka-Shawnee County Comprehensive Metropolitan Plan.

BE IT RESOLVED by the Board of County Commissioners of the County of
Shawnee, Kansas, on this 9th day of April, 2001;

BE IT ORDAINED by the Council of the City of Topeka, Kansas, on this 6th
day of March, 2001;

Section 1. The Topeka-Shawnee County Metropolitan Planning Commission
is responsible for preparation of a Comprehensive Metropolitan Plan for the physical
development and redevelopment of the Topeka-Shawnee County Metropolitan Area.

Section 2. The Historic Preservation Plan is a policy framework to guide the
revitalization, stabilization, preservation, development and redevelopment of historic
properties in Topeka and Shawnee County. The Historic Preservation Plan sets forth a
25 year vision, goals, policies, and action steps related to the strategic investment of
historical, housing, infrastructure, economic, and environmental resources in a
comprehensive manner that recognizes the desire to ensure a high level of health for
historic properties in Topeka and Shawnee County.

Section 3. A cross section of stakeholders, primarily represented by a
Topeka-Shawnee County Landmarks Commission, developed, reviewed, and submitted
the Historic Preservation Plan to the Topeka-Shawnee County Metropolitan Planning
Commission for consideration.
Section 4. Pursuant to Kansas Statutes, the Topeka-Shawnee County Metropolitan Planning Commission held a public hearing on December 18, 2000 and received testimony on the Historic Preservation Plan as an amendment to the Comprehensive Metropolitan Plan. The Planning Commission voted 14-0-0-0 in favor of recommending the Historic Preservation Plan as a part of the Comprehensive Metropolitan Plan.

Section 5. The Topeka-Shawnee County Comprehensive Metropolitan Plan is hereby amended to include the Historic Preservation Plan attached hereto labeled Exhibit A.

Section 6. This resolution/ordinance shall take effect and be in force from and after its passage, approval and publication in the official City and County newspaper.

PASSED and APPROVED by the City Council

[Signature]
Joan Wagner, Mayor

ATTEST:

[Signature]
Iris E. Walker, City Clerk

SHAWNEE COUNTY, KANSAS

[Signature]
Vic Miller, Chair

[Signature]
Marice Kane, Member

Approved as to Legality
and Form: Date 4-9-01
ATTEST:

Cynthia Beck, Clerk
HISTORIC PRESERVATION PLAN
For
Topeka and Shawnee County, Kansas

Governor's Mansion 1901-1963 (Ghost)

Topeka-Shawnee County Landmarks Commission
Topeka-Shawnee County Metropolitan Planning Commission
2000
PREFACE

In 1998, the governing bodies of Topeka and Shawnee County, Kansas established a Landmarks Program, to provide a mechanism for identifying and managing the area's historic properties. The Landmarks Commission was established in that process, and charged with implementing the provisions of the joint City Ordinance and County Resolution. A critical element of that joint action is to develop this implementation plan, to provide organization and context for the program.

The Historic Preservation Plan is intended to reflect the provisions of that joint action, and as such has some administrative elements that are specific to this area. The purpose of this Plan is to provide a framework for implementing the law, and for helping the whole community both in identifying and in maintaining its historic and cultural heritage. The Historic Preservation Plan encompasses the entire County and City. For that reason, residential properties will constitute its primary focus. Historic properties and structures are located throughout the City and County, in both commercial and residential areas, and may include commercial structures, archaeological sites, as well as bridges, barns or other structures. Any property owner who elects to participate in the program will be subject to the legal obligations inherent in preserving a historic property, but may also be eligible for an incentive in the form of some consideration with regard to code compliance and grant eligibility.

In the larger scheme of things, the Historic Preservation Plan is an element of the Comprehensive Plan 2025. The Comprehensive Plan consists of several individual plans, each considering a separate topic, and each integrated with the others. For example, the Historic Preservation Plan considers a historic interpretation trail connecting the Ritchie House and the Brown v. Board of Education National Historic Site, using the abandoned Missouri-Pacific Railroad right-of-way. That trail project is also reflected in the Trails and Greenways Plan, the Downtown Topeka Redevelopment Plan, the Parks and Open Space Plan, and the Transportation Plan. The Historic Preservation Plan also considers redevelopment of residential properties in concert with the Neighborhood Element of the Comprehensive Plan, and compliments the Downtown Topeka Redevelopment Plan, which considers many related issues in a commercial context.

The Historic Preservation Plan reflects City and County policy "that the identification, designation, protection, enhancement, preservation and use of historic resources is a public necessity and is required in the interest of the culture, prosperity, education and welfare of the public." [Sec. 80-1.] The Plan, with its design guidelines and their underlying principles, represents one avenue to encourage quality design that addresses that policy statement, enhances our quality of life, and in the process makes this a more desirable community in the world market.
HISTORIC PRESERVATION PLAN

for

Topeka and Shawnee County, Kansas

Old Topeka Country Club (Ghost)

Topeka-Shawnee County Landmarks Commission
Topeka-Shawnee County Metropolitan Planning Commission
2000
ACKNOWLEDGMENTS

Topeka and Shawnee County's first historic preservation plan represents the culmination of many years of effort by many individuals. The establishment of a Landmarks Commission in 1998 began a process that is intended to provide protection to the buildings that remind us of the community's heritage, but also to support the neighborhoods that shelter them. Assistance from the Kansas State Historical Society, the Shawnee County Historical Society, Historic Topeka, Inc, and the Topeka-Shawnee County Library is gratefully acknowledged. Special thanks are due to Vance Kelley, who directed the development of the design guidelines, and provided illustrations for them. Thanks also to Don Chubb and Douglas Wallace, whose historical research formed the basis for much of this document. The landmarks Commission also wishes to thank Robert Beardsley who served as the primary staff member supporting the development of this plan.

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HISTORIC PRESERVATION PLAN

for

Topeka and Shawnee County, Kansas

2000

I. Background ~ Why preserve historic sites and landmarks? 1

II. A Brief History of Shawnee County 2

III. Summary of Historic Preservation Efforts, Past & Present 13

IV. Designating Resources and Landmarks 21

V. Historic Preservation as a Tool for Economic Development and Growth Management 24

VI. Public Sector Responsibilities Toward Publicly-Owned Historic Resources 26

VII. Incentives 27

VIII. Historic Preservation and Community Education 29

IX. Design & Project Review 33

X. Program Analysis ~ Identifying Issues and Setting Priorities 36

XI. Goals ~ An Agenda for Future Action 41

XII. Appendices 50

A. Listed Properties in Topeka & Shawnee County
B. Maps
C. Additional Resources
D. Proposed Program Budget
E. Design Guidelines
HISTORIC PRESERVATION PLAN
for
Topeka and Shawnee County, Kansas
2000

A country without a past has the emptiness of a barren continent, and a city without old buildings is like a man without a memory.
~ Graeme Shankland, British Architect and Planner.

I. Background ~ Why preserve historic sites and landmarks?

Over the course of our nation’s history, expansion and progress have been the watchwords steering its course. The original colonists on the eastern seaboard had precious little to begin with, and preserved what they had out of necessity. Hence the Amish saying, “Use it up, wear it out, make it do, or do without.”

As industry developed, the borders extended west, and wealth accumulated, people began replacing what they had with something better. That habit came to define the American version of “progress,” measured by increasing wealth and the expectation that tomorrow will be better than today.

Economic realities, ecological considerations, and political necessities all contribute to developing a preservation ethic, but the primary reasons are social: maintaining familiar physical environment for social interplay is very much like maintaining the stage for a theatrical production. In this case, however, the stage is our community, the cast is our neighbors (and ourselves), and the play is the story of our lives together.

At the beginning of the year 2000, an internet discussion developed among preservation professionals to consider the question, “Why do we do what we do?” None of the respondents cited financial reward, although several were architects and contractors. One writer considered that, “We ‘preservationeers’ are people of the ‘we’ not the ‘I,’ and actually believe that community is a worthwhile thing.” An architect likened preservationists to Medieval monks, preserving buildings in today’s “dark ages of architectural design.” A contractor referred readers to Proverbs 22:28, recalling his daughter’s visit to a friend’s wonderful new house, and her complaint, “but, Daddy, the house is made of plastic!” And he ended his note with an anonymous quote, “Therefore, when we build, let it not be for our present use alone….Let it be such work as our descendants will thank us for and say, ‘See! This our fathers did for us!’”
II. A Brief History of Shawnee County

It used to be said that a steamer trunk covered in destination stickers had “distinction.” The term recognized the trunk’s travels, and the indelible mark each escapee tattooed on its skin. The character of a community also grows over time. Scars and experience redefine its appearance and reflect the desires (or lack thereof) in the community at large, although often expressed by only a few of its inhabitants.

The historic character of Topeka and Shawnee County evolved together, and together they reflect the expansion of the United States into the Western prairies, the abolition of slavery and supremacy of federal control, as well as populist politics and agricultural developments over the past century.¹

Shawnee County

Shawnee County, named for the Shawnee Indians, originally stretched from the Kansas (Kaw) River south to a line just below present-day Burlingame. In Territorial days, the area was described as prairie land of good quality and valuable for farming, stock-raising and orchards. On February 23, 1860, the Legislature changed these boundaries, granting some nine miles on the south side to Osage County and shifting the northern limit approximately four miles north of the river. This change placed the new county seat of Topeka more centrally in the county, and in February 1868 the present northern line was established.

The actual settlement of Shawnee County by Europeans began in 1854, although there is evidence of white men residing in the area before then. Frederick Choteau conducted a trading post from Mission Creek as early as 1830, the same year Rev. William Johnson began his missionary efforts among the Kaws. In 1835, a government farm was established in the valley of Mission Creek for the benefit of the Indians, with Major Daniel Boone (grandson of the famous Kentuckian) as the instructor of farming. The Pappan brothers – Joseph, Ahean and Louis – arrived in 1840, and later were joined by another brother, Euberie. They started the first ferry across the Kansas River in 1842, to meet the travel demands between Ft. Leavenworth and pioneers heading west.

The Territorial Legislature of 1855 designated Tecumseh the Shawnee County seat, but when the Free-State element came to power it made provisions for the site to be put to a popular vote. The election was held on October 4, 1858, between Tecumseh, Topeka, Auburn, and

¹ Pappan’s Ferry by Samuel Reader (KSHS)
Burlingame (later ceded to Osage County). The election resulted in a narrow victory for Topeka, and the other contestants subsequently lapsed into bucolic hamlets of only local renown.

The first subdivision of Shawnee County into municipal townships was made in 1855. Numerous changes took place in their number and arrangement, until their present status was settled: Rossville, Grove, Silver Lake, Menoken and Soldier north of the river, with Dover, Mission, Topeka, Tecumseh, Auburn, Williamsport and Monmouth to the south.

Auburn Township is located in the southwest corner of the county. It was initially established as Brownsville Township in 1856, in honor of John W. Brown, the first white settler, but the name was changed to Auburn because another Brownsville Post office already existed in another part of the Territory. Auburn is one of the oldest towns in the state, but despite its early prosperity the loss of the county seat signaled a halt to the town’s growth. Later, the location of the Atchison, Topeka and Santa Fe railroad some seven miles to the east further stunted Auburn’s development.

Dover Township, established in 1867, was originally part of Auburn Township. It is located immediately north of Auburn Township on the Wabaunsee County Line, and extends north to the Kansas River. The history of the Township dates to the year 1848, when a trading post was established on its northern boundary, and a small settlement sprang up known as Uniontown. The post was later abandoned, and the site reverted to farmland. The first actual settlers were Alfred and John Sage, who started farms in 1856. In 1870, the town of Dover was established in the southwestern corner of the township. The name Dover came from Dover, New Hampshire, the former residence of the Haskell family, which came to the township in 1856. Since its founding, Dover has served the area as a farming community.

Grove Township is the youngest township in the county, established in 1918. Created from the northern portion of Silver Lake Township, it is the only township formed in the 20th century. The hamlet of Grove was the only community of any size within the township, but virtually nothing remains today of the town, founded in 1905 on a side track of the newly-completed Union Pacific branch line to Marysville. Activity in Grove peaked around 1920, when it could boast a depot, store, grange and township hall, and the Grove State Bank.
Menoken Township was established in 1879, excised from Silver Lake Township, and is located in the center of the northern half of the county. The community of Menoken was one of several strung along the main line of the Kansas Pacific (now Union Pacific) railroad, which built a side track and depot there in 1876 or 1877. In those days, it served as an important shipping point for grain and livestock, with a peak area population of 900, but today the only remaining evidence of the town is a schoolhouse.

Mission Township is located in the center of the county, extending both north and south of the Kansas River. This area belonged to the Pottawatomie Indian Reservation in Territorial days, and later was part of Dover and Topeka Townships, until 1871. Jonas Lykins was the first white settler, coming from Osawatomie in 1847, and building the first Baptist mission in the county. Mission Township was wholly an agricultural township then, with no towns within its borders and only the Mission Center Post Office as a neighborhood settlement of any kind. The town of Wannamaker, then five miles west of Topeka, was founded in 1888, but accumulated only a post office and a few houses in its early years. This area now constitutes the Wannamaker Corridor, the busiest retail shopping district in the area.

Monmouth Township was separated from Tecumseh Township in 1860, and now lies directly south of Tecumseh, in the southeastern corner of the county. Charles Matney was the first settler, arriving in 1854 with 66 head of oxen to break prairie land for farming. The Missouri Pacific Railroad crossed the southwestern part of the township, and Richland (the principle station) was established as a post office in 1856. Perhaps Richland's most notable resident was Georgia Neese Clark Gray, who served as U.S. Treasurer under President Harry S. Truman. The town had a population of 250, with a bank, general store and newspaper, but was abandoned with the construction of Clinton Reservoir. Berryton, a relatively young hamlet, got its start in 1888, when George Washington Berry opened the first store in the area.

Rossville Township, named for W. W. Ross, a Pottawatomie Indian agent in 1862, lies in the extreme northwest corner of the county. It was carved from Silver Lake Township in 1871. The Kansas River forms the township's southern boundary, and Cross Creek runs through the township from north to south. The Union Pacific Railroad runs across the southwestern corner of the township, and the town of Rossville is located thereon. The town was established in 1871, originally known as Edna, but changed early on to correspond with the name of the township. The 100-acre town site was purchased by Anthony Navarre, a Mormon preacher, and his Indian wife, So-na-ne-qua.

Silver Lake Township is located north of the Kansas River, directly east of Rossville Township, and extends north to the Jackson County line. Soldier Creek runs through the township from the northwest to the southeast corner. The township was detached from Soldier Township on March 16, 1868, and the Union Pacific Railroad and the Kansas River lie along its southern boundary. The first white settlers were men employed as instructors for the Kaw Indians. Major Robert W. Cummings and Thomas Huffaker were residents as early as 1835, but there was no settlement of consequence until 1847. The Pottawatomie Indians owned much of the land then, and descendants of the Tribe still reside in the township. Silver Lake is the
principle town, and was platted in 1868. It lies on the railroad at a point where a bend in the river formed an oxbow lake, from which the name derives. Kingsville was another railroad station in the township, and did a considerable amount of cattle shipping.

Soldier Township was established in 1860 from territory added to Shawnee County on the north side of the river. One purpose of the addition of land was to preserve Topeka as the county seat by making it a more central point in the county. The new territory was taken from Calhoun (now Jackson) County, most of which was Kaw Indian land. The towns of Indianola and Delaware City (later Rochester) were started in the township around 1854. One of the first school houses in the county was built in the latter, and near it was one of the depots of the famous “underground railroad.” Rochester was too close to Indianola to thrive, and Indianola was ultimately starved for trade when the railroad located three miles away. The Goodyear Tire Plant now occupies much of the site that was once Indianola. The Union Pacific Railroad runs along the southern boundary of the township; the Burlington Northern / Santa Fe crosses the southeastern corner; the old Chicago, Rock Island & Pacific right-of-way extended across the western part of the township, north of Topeka. The towns of Shorey and Elmont sat along the rail lines.

Tecumseh Township comprised all of the territory in Shawnee County lying north of the Wakarusa River in 1855. Subsequent subdivisions reduced it to a tract about six miles square, with Topeka on the west, Monmouth on the south, the Kansas River on its north and Douglas County on the east. At that time, it was unsurpassed in the state as an agricultural and fruit growing area. Col. Thomas N. Stinson was the first white man to settle in the township, and the town of Tecumseh is the oldest in the county, once the seat of the county government, the scene
of many important events in the state’s history and a strong candidate for the state capital. The name perpetuates that of the noted Shawnee Indian chief, who led his braves in the battle of Tippacanoe, and met his death in the Battle of the Thames. The Tecumseh townsite covered 80 acres, taken from the Stinson farm, and 240 acres pre-empted for town purposes. As the county seat, the town had hoped for the first legislature to hold its session there, but it was held in Pawnee because of its abolitionist proclivities. That decision was a serious blow to Tecumseh in the matter of becoming the state capital, and for her future progress. The majority of Shawnee County residents held free-state sentiments, and in 1858 Tecumseh was a formidable rival of Topeka in politics and trade, so Topeka was designated County seat in a close election.

Williamsport Township derived its name from Williamsport, Pennsylvania. It lies in the southern part of the county, with Monmouth on the east and Auburn on the west, and the southern limit extending to the Osage County line. The Wakarusa River and Six-Mile Creek provide water in the southern and western parts of the township. The Burlington Northern / Santa Fe Railway runs through the township north and south, and the old Missouri Pacific right-of-way cuts across the northeastern corner. Williamsport became a separate township in 1860, after being detached from Auburn Township. Wakarusa and Pauline, which both lie on the railroad, are the only towns in the township. Wakarusa was platted in 1868 by Mills & Smith of Topeka, and was called Kingstown, in honor of Zenas King, of Topeka, who was one of the original promoters. Pauline, now little more than a suburb of Topeka, was once a thriving center of Williamsport Township, but the advent of the automobile brought about its decline. In 1942, however, the town was revitalized when Forbes Airfield was established on the east edge of Pauline, and continued to expand for the next three decades, until Forbes’ military personnel were reduced in 1974.

In 1855, Topeka Township was part of Yokum Township, which then included all the territory in the county lying south of the Wakarusa River. The name Yokum was dropped in 1857 when the county was subdivided into five townships, Topeka being one of them. Additional territory and later subdivisions evolved into its present boundaries, from the Kansas River on the north (opposite Soldier Township) south to Williamsport, and with Tecumseh on the east and Mission on the west. Clement Shattio, a Frenchman, was the first white settler in the

Knox (now Columbian) Building (NRHP)
township, coming from Uniontown in 1852. He purchased a farm on the south bank of the river, one mile west of the early city of Topeka.

**Topeka**

The City of Topeka, the county seat and capital city of Kansas, is located in Topeka Township. No other city or town has ever been successfully erected in the township — every attempt having proved a failure, or resulted in adding a suburb to the city, as in the cases of Oakland, Seabrook, Auburndale, Highland Park, South Topeka and Potwin Place. Of the towns projected near Topeka in more recent eras, many have suffered that same fate or have long since faded from sight. The Topeka’s City Fathers were attracted by the opening of a new county to settlement, and the opportunities presented for young man to engage in business. In the cases of some, at least, there was the natural American love of adventure and a patriotic desire to assist in making Kansas a free state. Most of them came through the offices of the New England Emigrant Aid Society, of which Charles Robinson was the agent, with headquarters in Lawrence. On December 5, 1854, nine men made the wintry trek from the tent city of Lawrence to a small log cabin on the banks of the Kansas River. Huddled in the cold before a smoky fire, this group of men founded a town which was to play a major role in the "Bleeding Kansas" territory and later become the new state's capital.

The site of Topeka was not an accidental one. The Pappan brothers had been operating a ferry across the Kansas River there for several years, catering to the wagon trains heading westward to Oregon and California. Topeka was becoming an early day crossroads. It would eventually develop into a railroad and highway transportation center. One of the grandsons of these pioneer ferry operators, Charles Curtis, grew up to become vice-president of the United States, the only vice-president to be of Native American descent.

By the following spring, Topeka was on the move. The Farnsworth brothers built the first two-story masonry building. Before the walls were even plastered, it was home to the free-state legislature which met there to draft a constitution. The pro-slavery forces were then in control of the territory and the Topeka assembly was dispersed by federal troops. Soon the building housed a grocery store, a printing office, law offices, and a meeting room where Topeka's first churches were organized. Portions of Constitution Hall still stand in the 400 block of South Kansas Avenue.

"Bleeding Kansas" in the 1850's has been called a prelude to the Civil War which would follow in the next decade. Topekan's such as John Ritchie battled for the abolition of slavery as Kansas approached statehood. Ritchie's south Topeka home became a meeting place for the free-state faction and a station on the underground railroad. Ritchie's wife, Mary Jane, served as the leader of Kansas' early women's suffrage movement, hosting Susan B. Anthony and Elizabeth Cady Stanton. Ritchie's first home, at 1116 South Madison, is noted as Topeka's oldest house still extant.
Education has played an important role in Topeka from the beginning. The Episcopal Church established the College of the Sisters of Bethany in 1860. If it didn't become the "Wellsley of the West," as advertised, it at least provided an excellent education for young ladies when such opportunities were rare.

Washburn University, was opened in 1865 as Lincoln College, a Congregational institution. Social proprieties in those early days were strictly enforced. One story tells of the rule forbidding male and female students to walk together without a chaperone. The one exception was evening visits to the college library. Men were allowed to escort coeds home from the library for the ladies' safety. Students soon remembered that there is no direction in a circle. So many couples walked in circles around the Washburn library that the circle was eventually made a paved sidewalk. On nice evenings dozens of students could be seen walking circles on their way home. Washburn became a municipal university in 1940. Much of the physical plant was destroyed in Topeka's tornado in 1966 and has been rebuilt as a modern facility.

Businesses have come and gone in the past century and a half. Topeka's automobile, the Great Smith, is found only in museums. The A.K. Longren Airplane Company has long ceased production. The packing plants and mills that once dotted the river have moved on.

Ethnic Communities
The area now known as Topeka and Shawnee County had been a crossroads for generations before any Europeans arrived on the scene. The earliest historical inhabitants were the Kansa (or Kaw) Indians, who provided the name for both the river and the state. Their range extended across the eastern half of modern Kansas, but were crowded out of their ancestral homeland as eastern tribes were relocated west of the Mississippi River. Of three Kansa villages in the area, the largest consisted of some 800 souls, and lay about six miles west of the mouth of Soldier Creek, north of the river. On January 14, 1846, the Kansa ceded to the United States government "two million acres of land on the east part of their country." There was a subsequent influx of settlers, both European and Tribal, although the "half-breed" Kaws had each been granted a section of land apiece along the northern shore of the river, part of which now constitutes North Topeka. By 1872, faced with a declining population and increasing poverty, many Kansa made the trek to Oklahoma.

By 1872, the Pottawatomie represented the largest Tribal element remaining in Kansas, and still retain Tribal lands north of Topeka. The Sac and Fox, Kickapoo and Iowa Tribes also maintain reservations in northeastern Kansas. The Pottawatomie were served by the Baptist Mission, located at what is now the Kansas History Center. Chief Abram Burnett, of the Pottawatomies, was important in the early days of Topeka, and Charles Curtis is the only Native American to serve as Vice president of the United States to date. The Shawnee reservation once covered much of the southern part of the county, and Tecumseh was named for a famous Shawnee Chief.

European settlers to the area began in earnest after the Kansas-Nebraska Act became law. Several towns were established in 1854, led by Leavenworth. The "Jayhawkers" and the "Border Ruffians" made Kansas bleed right through the Civil War, but had no single ethnic
identity. By the 1870s, though, the mid-century wave of Irish immigration was supplemented by refugees from the continent. Germans were especially well represented, particularly those from Russia. Mennonite Germans first came to Topeka in 1874, bringing their Turkey Red wheat, and Catholic Germans followed the next year. They brought their traditions to the area, and St. Joseph’s “the German Church” still stands. The Topeka Turn Verein once stood at First and Harrison, and provided a social focus for the German community, as well as for many non-Germans. The Turners declined at the end of the century, and after the hall burned in 1911 the Turners disbanded.

Although not as numerous as German or British immigrants, the Swedes have been a real presence in Topeka and Shawnee County. They first arrived in mid-century, but those 122 Swedes numbered 17,096 by 1890. After 1865, the end of the Civil War coincided with economic and religious problems in Sweden, and made America a haven, and Kansas provided an opportunity for large groups to settle together and establish communities that maintained their cultural identity. By the mid-1870s, Swedish stonemasons were being brought to Topeka to work on the Kansas Statehouse, settling alongside the Germans, south of the river. The Swedish Beneficial Society was established at 218 West First Street by 1885. The Scandinavian Hall was in a brewery that had belonged to Gus Herboldsheimer, but in 1892, part of the Hall was destroyed by fire, and no remains are extant. Swedish settlement centered on or near their first churches, with the neighborhood bounded by 1st, 6th, Taylor and Buchanan Streets constituting the heart of their community.

Perhaps the earliest Black resident of this area was Baptiste Patchurute, a “free Negro” from St. Louis who had been living among the Kaw for a number of years and had a Kaw wife. He died of tuberculosis at the home of Frederick Chouteau, just west of today’s Topeka, in 1846. Other residents of note include Miss Lutie Lytle, the first Black woman admitted to the Kansas Bar, and Nick Chiles, a publisher of the Plaindealer who came to Topeka from South Carolina.

Slavery was not unknown in Kansas territory, though, and Indianola and Tecumseh were both pro-slavery towns. Other slaveholders brought slaves from border states or the deep south.
Emancipation to Integration
Topeka and the Road to Freedom

The Underground Railroad

Prior to the Civil War, Kansas became a haven for abolitionists and escaped slaves. Through a network of safehouses, slaves made their way across the south to freedom. These "Exodusters," as they were called, established communities, such as Nicodemus in western Kansas, and Tennessee Town here in Topeka.

Several buildings remain in Topeka that evoke that time. The John Ritchie House (above left) was home to that famed abolitionist. In North Topeka, the Asbury Methodist Church (above) was founded by ex-slaves. The Free State Capitol (left) once stood at 427 S. Kansas, and was besieged by Federal forces on order of pro-slavery President Pierce.

Brown vs. Board of Education

The landmark Brown vs. Board of Education case defined how civil rights legislation would be applied to education. In the wake of this Supreme Court decision, the doctrine of "separate but equal" was discarded, and segregation in the classroom ceased to be the norm.

The three buildings that symbolize this decision are Monroe School (above), Sumner School (right) and the Federal Courthouse where the case was originally heard (below). The schools have been declared National Landmarks.
Judge Rush Elmore, of the Kansas territorial Supreme Court, brought fourteen slaves from Alabama to Lecompton. He moved them to the site of his new home a mile south of Tecumseh. Even “Free Staters” included their share of racists, however, and on the eve of the Civil War an attempt was made to exclude free Negroes from coming into the Territory.

Once the Civil War began, Blacks poured into Kansas, and especially into free-state towns, such as Leavenworth, Lawrence and Topeka. All of those towns still have sizable Black populations, but Topeka in particular. The “underground railroad” ran to Topeka and beyond, while the commercial railroads also carried their share of immigrants. Originally, Black immigrants settled south of the River in “The Bottoms,” on 4th Street. In North Topeka, the immigrants established Redmondsville, while “Mud Town” was located near 15th and Adams in the Shunganunga Bottoms. The Kansas Colored State Emigration Bureau was established in 1879, to look after the community’s interests. These permanent residents wanted to distinguish themselves from the itinerant Exodusters, who they looked upon as vagrants in much the same way as Gypsies or other transient groups. By 1879, the Kansas Freedmen’s Relief Association was also founded to help those who were now free, but found themselves taken even worse advantage of than when in captivity, essentially due to an ignorance of their basic legal rights.

Shiloh Baptist Church and Asbury Chapel represent the strong thread of religion in the community, and both still stand. The former, in Tennessee Town, incorporated on April 5, 1880, stands at 12th and Buchanan. Asbury Chapel was begun by the North Topeka Methodist Episcopalians in 1874, and was known as the “Flat-Top Church” for a number of years, since it consisted simply of a roofed basement for a number of years. In 1880, the Asbury Methodist Episcopalians bought the church and completed it.

Topeka’s Mexican community existed from Topeka’s beginning, due in part to the Santa Fe Trail. The early years of the 20th century saw the community become a substantial part of the population. The Santa Fe Railroad brought many laborers to build their tracks, and their engines. So many immigrated to Topeka from Sialo, in Guanajuato, Mexico, that it was said to have been nearly emptied. Esteban Toto was a Santa Fe fireman, and one of the first to arrive. Originally, many lived in a “shanty town,” consisting of tents and a shed, at the end of Hancock Street and Klein Avenue. By 1910, the official population had reached 284, and they were moved to a new location at 6th Street and Shunganunga Creek. This aggregation of boxcar houses, barns and sheds was known as “Little Mexico,” and survived until 1939. By then, many families had
settled in Oakland, a process that had begun in 1909, and began to be accepted into the broader
Topeka community. In 1920, a group of young men established the El Diamante Club, similar in
scope to the German Turn Verein. Initially, they rented a hall located at 1st and Jefferson, but
when it was rented for a pool hall, Jose Munoz offered his house at 124 N.E. Madison. Our
Lady of Guadalupe Catholic Church (1008 Atchison Street) and the Mexican Baptist Church
(231 Hancock Street, now gone) also served as social hubs. The Fiesta Mexicana has been an
annual event for the Our Lady of Guadalupe Parish for over 65 years, attracting over 75,000
people annually.

Our Lady of Guadalupe ~ Oakland

Other ethnic groups also made their marks on Topeka. Even today, Little Russia remains
a separate enclave, and Porbusky's a favorite lunch spot. Scots, French, Moravians and Irish all
added their ingredients to the "Olla Topeka," and many had their own newspapers. It was even
noted in the Emporia News that, "Saturday afternoon the Emporia Cricket Club [a Welsh
community] played the Topeka Eleven at Soden's Grove [in Emporia]," Harry Hobson being
Topeka's premier "bowler."
III. Summary of Historic Preservation Efforts, Past & Present

There is a great deal of interest in preservation in certain parts of the community, both in Topeka and in the county. There is, however, a need to bring these interests together into a comprehensive effort. Certain districts, such as Potwin Place, Holliday Park, College Hill and Elmhurst, have a great deal of support for preservation, due in large part to the quality of the housing in those areas and the size of the investments that the owners need to protect. Recently, families have discovered the advantages of living in the county's smaller towns as well, and homes in Rossville and Silver Lake have seen their values rise accordingly.

Status of Topeka's Historic Resources

As the capital of Kansas, Topeka-Shawnee County has responsibilities to preserve its heritage that extends beyond its corporate limits. Until recently, the lack of cooperation between the City, County and private individuals has hampered preservation efforts in Topeka. However, in 1998, the City Council and County Commission adopted a Landmarks Ordinance, which created a Landmarks Commission to plan for, designate and oversee historic sites in the city and county. The precise wording of the Ordinance precludes the Commission from participating fully in the State's Certified Local Governments Program, and limits its review authority. However, the establishment of a Commission is generally considered an important first step in developing a vital preservation program.

Preservation efforts have been under way in neighborhoods for some time, particularly west of Downtown. The property owners are motivated to preserve their homes and the neighborhoods surrounding them. In areas of disinvestment, however, the loss of historic fabric has been noteworthy. The Governor's Mansion (at 8th and Buchanan Streets) was demolished some years ago, and a medical office erected on the site. A similar fate befell the Shawnee County Courthouse. Meanwhile, the mansions that once lined Topeka Boulevard have been replaced for the most part, and the Boulevard has seen the subsequent development of a number of commercial establishments. While the orderly succession of land uses is part of the normal growth of any city, one function of the Landmarks Commission will be to provide some perspective on growth and an assessment of its affects on our heritage, both at the community and state level.

At present, there is only one Historic District in Topeka. Potwin Place was listed in the National Register of Historic Places (NRHP) in 1980, and is comprised of family homes and mansions dating primarily from the end of the 19th Century.
State Level – Public Uses

The National Historic Preservation Act of 1966 required states to establish preservation programs, so that the federal law could be implemented. The Kansas Historic Preservation Office was established in 1969, under the aegis of the Kansas State Historical Society (KSHS). The KSHS was established in 1875 by the Kansas Editors' and Publishers' Association, in order to save the state’s records. In 1914 the collections were moved to the grand and newly constructed Memorial Building in Downtown Topeka.

The Kansas State Historical Society operates both as a nonprofit membership organization and as a specially recognized society supported by state appropriations. More than a half million individuals benefit from its programs and services each year. All activities and programs are conducted by the private organization and the Society’s six divisions, Administration, Cultural Resources, Education/Outreach, Historic Sites, Kansas Museum of History, and Library and Archives.

Kansas State Law (K.S.A. 75-2724) requires that the State Historic Preservation Officer (SHPO) be notified of any projects that may “encroach upon, damage or destroy any historic property included in the national register of historic places or the state register of historic places or the environs of such property....” Whenever rezoning, building, demolition or other permit is required within those environs (i.e., 500 feet within corporate city limits or 1,000 feet in rural areas), the project is reviewed by the SHPO. SHPO staff then apply the Secretary of the Interior’s Standards for Rehabilitation, and the State Historic Preservation officer makes a determination regarding whether or how a project may proceed.

State level – Private

The Kansas Preservation Alliance, Inc., is a private, not-for-profit corporation organized to further the work of historic preservation throughout Kansas through communication, education and advocacy. Since 1981, the Kansas Preservation Alliance has given annual Awards for Excellence in recognition of outstanding accomplishments in historic preservation.
Local Level – Public Uses

Locally, Shawnee County Resolution No. 98-206 and City of Topeka Ordinance No. 17292 (referred to below as “the ordinance”) jointly establish the Landmarks Commission, the policies it is intended to implement, its scope of duties, and general procedures for implementing the program. In 1998, the Topeka City Council and Shawnee County Commission passed the Landmarks Ordinance, declaring that “the identification, designation, protection, enhancement, preservation and use of historic resources is a public necessity and is required in the interest of the culture, prosperity, education and welfare of the public.” The Landmarks Commission was established by the ordinance with the responsibility to “advise the City Council and County Commissioners on historic resources, and to safeguard the architectural and cultural heritage of the community through the preservation of historic landmarks and historic districts.”

The adopted ordinance states that “the identification, designation, protection, enhancement, preservation and use of historic resources is a public necessity and is required in the interest of the culture, prosperity, education and welfare of the public” (Section 1). Furthermore, historic preservation is an important element of the Comprehensive Plan, as well as of several of its constituent parts. It is logical to presume that the identification of historic properties provides information that can be used when planning or development efforts may effect them, but only if they are known.

The legal basis for land use regulation in general is essentially the same as for other land use regulations under the Constitution. Specifically, the National Historic Preservation Act of 1966, as amended, established a system for identifying, evaluating, registering and protecting historic resources. Moreover, in order to receive federal funding or necessary approval for a project, the applicant will need to comply with the provisions of that and any number of additional federal laws. These laws are intended to protect identified resources from federal encroachments.

In practice, Federal laws are administered at the state level, through state agencies. Additional state protections are articulated in K. S. A. 75- 2715 ~ 75-2725, and implemented through a process detailed in K. A. R. 118-3-1 ~ 118-3-16. The Kansas State Historic Preservation Officer (SHPO) is responsible for ensuring that the terms of the state and federal laws are carried out within the state. The SHPO staff also manages a Certified Local
Government (CLG) program, which provides administrative tools and technical advice to qualifying local jurisdictions. In its present form, the local ordinance does not meet the standards for CLG participation, so that only locally designated historic resources lie within its jurisdiction. Reviews for state or nationally listed properties must be reviewed and approved by the SHPO.

The Commission consists of nine members, both lay and professional, who have demonstrated special knowledge, or training in fields closely related to historic preservation, such as architecture, history, landscape architecture, architectural history, planning, archaeology, urban design, geography, real estate, law, finance, building trades or related areas. Thus far, its activities have taken place in the absence of any strategic plan to integrate them, and this document is intended to fill that void.

The Landmarks Commission, through the Planning Department, also maintains a current inventory of historic resources and identifies sites and areas that may be eligible for some level of designation. The identification of potential historical sites is accomplished through historic sites surveys, funded through Historic Preservation Planning Grants administered by the Kansas State Historical Society.

Generally, areas of particular concern are those threatened by development and urbanization. Development usually is preceded by applications for construction or demolition permits, or for platting and subdivision of rural land. By this time, however, development is often far advanced and many historic resources have already been destroyed. While review of such applications lies beyond the scope of the Commission, providing an accurate listing of historic resources helps developers, review bodies and the general public assess likely development impacts and then plan accordingly.

Public efforts in Topeka are enhanced by the presence of the Brown v. Board of Education National Historic Site, which is managed by the National Park Service (NPS). NPS plans are to have the Monroe School open for the 50th anniversary of the Supreme Court decision, in 2004. In addition to the school, NPS planners have developed a redevelopment plan and guidelines for the surrounding neighborhood. The Monroe School is jointly listed in the NRHP with Sumner School, which the NPS would also like to redevelop, but for which Congress has not allocated funding. Integrating NPS plans with the City's redevelopment efforts in its core area provides an opportunity for collaborative development, and for the City to reap the benefits of NPS promotion and marketing of this important historic site.

Local Level - Private

Private efforts in Topeka and Shawnee County have largely consisted of ad hoc efforts, with some notable exceptions. The Shawnee County Historical Society has been instrumental in preserving both the history of the area and some of the more important sites where that history occurred. Historic Topeka, Inc. has been actively preserving buildings and lobbying for programs and similar activities to elected officials. Recently, Historic North Topeka has become an example of public/private coordination to revitalize and area by using preservation principles.
To a great extent, the distress on property in the Central Business District (CBD) stems from the lack of an indigenous population. By using the present interest in redeveloping the area, using the Downtown Topeka Design Framework and the Historic North Topeka Redevelopment Plan as guides, revitalization efforts in the Central Business District should be able to proceed with a firm, healthy, mixed-use base. Redevelopment efforts are spearheaded by the Business Improvement District (BID) and Downtown Topeka, Inc. The Commission has no authority to create or review commercial historic districts, but does have a mandate to consider individual properties, and coordination between public and private sectors will be crucial to successful redevelopment efforts.

Presently, the charm of Historic North Topeka is largely hidden. There are, however, a number of businesses in the area that are quite successful and indicate the district's potential. The redevelopment plan that was outlined by the redevelopment team in August of 1999 provides a basis for discussions. The plan's key concepts include:

- A pedestrian promenade along North Kansas Avenue that retains the existing brick pavers, accommodates local vehicles and "walkable" tree-shaded sidewalks with benches and distinctive street lighting and furniture.

- Conveniently-located parking behind shops and restaurants, with through-block access to Kansas Avenue. This is an early-action project initiated by the City and by the property owners.

- A combination city and farmers' market. This tenant mix provides a rich mixture of produce ranging from fresh fruit, flowers and vegetables sold from the backs of pick-up trucks to processed foods: meats, fish, breads, wines, fast-food counters, as well as arts and crafts. They attract lunch-hour as well as home-based trade.

- An expanded Great Overland Station Transportation Museum located at the rehabilitated station, and accommodating existing and high-traffic rail track.

- Design guidelines for infill development and the adaptive reuse of the existing buildings, and a strong signage and environmental graphics program to create a distinct district identity.
Efforts are also underway to revitalize Historic North Topeka as a commercial and entertainment district, and to accommodate existing uses in the surrounding area. These efforts are finding that they are on increasingly sound economic footing. The present economic situation can be expected to foster expansion in the construction/realty market, and by properly managing rehabilitation efforts, with infrastructure support from the city, developers could reap the benefits of revitalization and broaden the city-county tax base at the same time. Over 2.5 million people reside within 100 miles of Topeka, and that represents a substantial market that this area can target.

Private efforts in Topeka have been characterized by local groups who have specific areas of concern. The Historic Holliday Park Neighborhood Improvement Association, for example, surveyed the south-east quarter of that district, and the Historic Topeka, Inc. is responsible for redeveloping the Ross Row Houses. Such groups show promise, but the lack of a larger resource pool from which to draw is a limiting factor. At present, the Holliday Park group is working on a historic district nomination for their area, and their future looks brighter than before.

*Dover IOOF Hall ~ c. 1889*
The illustration at right is taken from the *Historic North Topeka Revitalization Plan*, and illustrates the proposed development plan for Historic North Topeka. It centers around the Union Pacific Depot, newly dubbed "The Great Overland Station." The mixed-use proposal will capitalize on the ambience of the area to attract both commercial and residential development, anchored by the Station's railroad museum. The project is funded virtually in its entirety through private sources.

The Historic North Topeka project is one example of the possible approaches to redevelopment that may come from the private sector. Regardless of the proposed development, however, it is important that the City be prepared to provide the necessary infra-structure to allow the proposal to proceed. By assuring that adequate services, street repairs and other basic amenities are in place and up to the demands of the project, the City can best aid in its successful financing and completion.
IV. Designating Resources & Landmarks

The process of identifying and listing a local landmark is established by the Historic Preservation Ordinance. Properties may be identified as historic "resources," or they may be formally listed as "landmarks," both of which include provisions for owner notification and concurrence. Listing as a landmark results in the application of an "overlay zone" on the property. An overlay zone simply states that, in addition to the general zoning that applies to a property, a set of special provisions also apply. Those provisions may reduce the number of parking spaces a business must provide, or allow a particular activity. An overlay zone allows the community to maintain the historic character of property that the community and the property owners agree are important.

Resources are designated by the Landmarks Commission and/or staff, without review by other bodies. Resource designation has two effects: first, it allows certain flexibility in applying building codes, and, second, it provides for a possible delay in moving or demolishing buildings until other options have been discussed. Should a property be nominated for landmark status, the application is reviewed by the Landmarks Commission, which passes its recommendation on to the Planning Commission. Once approved by the Planning Commission, the nomination is forwarded to the City Council or the County Commission, depending on whether it lies in the City or County, where an ordinance or resolution, respectively, is passed to designate the new zoning.

Briefly, the historic landmark designation process consists of five steps:

1. The owner of the property, or designee, requests designation by submitting a nomination form to the Landmarks staff at the Metropolitan Planning Department,
2. Eligibility is determined by the Landmarks Commission according to certain criteria.
3. Their recommendation is reviewed by the Topeka-Shawnee County Planning Commission (TSCPC),
4. public hearings are held by the TSCPC as for any zoning case, and
5. the City Council or County Commission, as appropriate, votes on the designation request.

The nomination of a property for listing begins with the submission of a nomination form, accompanied by the following information:
1. A description of the specific historic resource nominated as a historic landmark or a list of specific residential historic resources located within the proposed district boundaries, and a description of the importance or value of each historic resource, including:
   a. Approximate date of construction, and dates of major alterations, if known;
   b. Builder and/or architect, if known;
   c. Architectural style;
   d. Primary building materials;
   e. Current owner of record;
   f. Legal description of each property.

2. A map showing the boundaries of the proposed historic district and the location of each contributing structure, identified by a number or letter designation;
3. Sufficient photographs of each historic property or contributing structure.
4. Written consent to the nomination by all of the owners of record of the proposed historic landmark;
5. For a residential historic district, 65% of the owners within the proposed district must provide written consent.

Property owners within newly designated districts may elect to exempt their property from the district requirements, but the property reverts to the historic overlay zoning upon sale of the property.
Landmark designation may also make a property eligible for additional programs or considerations, but also includes design review by the Landmarks Commission. Listing a property as a landmark constitutes a "historic overlay zone," in addition to the underlying zoning for the property. Normally, properties must be at least fifty years old to be nominated for landmark designation, although extremely important properties of fewer years may also be eligible for listing. In addition, properties must meet one or more of the following criteria:

1. Is associated with events that have made a significant contribution to the broad pattern of history of the city, county, state or nation;
2. Is associated with a significant person or group of persons in the history of the city, county, state or nation;
3. Embodies distinctive characteristics of a type, period, or method of construction; represents the work of a master builder/architect; possesses high artistic values; or represents a distinguishable entity whose components may lack individual distinction;
4. Yields or is likely to yield information important in prehistory or history; or
5. Possesses integrity of location, design, setting, materials and workmanship.

Landmark Districts must meet virtually the same criteria as individual landmarks, although they must be designated so that at least 75% of the properties within their boundaries "are of architectural, historical, archaeological, or cultural importance or value as determined by the landmarks commission." (Sec. 80-6) Designation of a landmark or landmark district is actually accomplished by the City Council or County Commission, according to which jurisdiction in which they lie.
V. Historic Preservation as a Tool for Economic Development and Growth Management

Background

The economic benefits of preservation activities are evident wherever a comprehensive plan has been developed and implemented. While particular destinations like Colonial Williamsburg, VA immediately come to mind, more modest programs are typical. Across Kansas, communities develop their historic resources to boost local economies, whether to attract tourists or simply to improve their own lives. Lindsborg and Peabody have both capitalized on their histories, for example, Lindsborg by its ethnic heritage and Peabody with its restored Downtown.

Economics

In the wake of World War II, the exodus of populations from city cores to suburbia in city after city led to the decline of core areas, first in terms of residents’ incomes, and later in terms of commercial activity. Alexander Reichl has examined development trends since those days, and a recent article is summarized in the next two paragraphs.

By the 1970s, young, educated, middle-class professionals began forging new housing opportunities in marginal neighborhoods, buoyed by the provisions of the National Historic Preservation Act of 1966 and by Community Development Block Grants (CDBG) and Urban Development Action Grants (UDAG). In response to urban renewal conflicts, many cities enacted landmarks laws to protect historic structures.

"Lest it seem that historic preservation is an impediment to economic development, the realities reveal otherwise. By the 1970s, the potential of historic preservation as a strategy for commercial development was apparent. Government studies justified preservation as an economic strategy for local officials by providing evidence of increased property values and tax
revenues in revitalized historic districts and by emphasizing its potential for reducing local political conflict. vi

The South Carolina department of Archives and History recently released a report entitled *Historic Districts are Good for Your Pocketbook*, vii which examines the economic benefits of historic designation. The results indicate that the added protection offered by local district status results in higher rates of return in investments in those areas. In Columbia, house prices increased 26% per year faster in historic districts than the market as a whole. Other communities saw comparative increases on the order of 11% to 36%.

In addition to establishing higher benchmark prices for buildings in historic districts, the rehabilitation of older buildings provides highly paid jobs for skilled labor and craftspeople. Moreover, since the costs of rehabilitation are mainly embodied in labor, the money paid out stays in the community. When new materials are required, they may be purchased locally, but the supplier in turn buys the materials from somewhere else. And very few materials needed in the construction trades are manufactured in Topeka. The money spent to buy those materials ultimately goes out of town, and out of the local economy. For example, in Virginia, every $1 million spent on historic rehabilitation creates 3.4 more local jobs than does the same amount spent on new construction. vii

Finance

In contrast to the economics of rehabilitation, the finance is more tricky. While the benefit to the economy may be demonstrated in long-term trends, the financial capacity to undertake a specific project may rely on a number of pieces coming together properly. Determining whether or not a project is financially feasible relies on accurate estimations and experience. Most successful large-scale rehabilitation projects could not have been accomplished without some public support. Providing support for development is nothing new, and communities commonly underwrite infrastructural improvements for new subdivisions. Often, making the financing work involves a marginal assist, such as providing low-interest loans or guarantees to a lending institution.

In simple terms, the economic value of a rehabilitated building may be $X, while the appraised value may be only 80% of $X. Since the infrastructure is generally already in place, community support is supplied by closing the gap between economic values and the appraised values used to justify loans. The gap may be closed in a number of ways apart from those mentioned above. When owned by the community, properties may be donated with covenants that bind the recipient to make specific repairs within a specified time. When owned by individuals, a non-profit organization may step in with interim financing. Each project is unique in some respects, and each financial package will reflect those unique qualities.
VI. Public Sector Responsibilities Toward Publicly-owned Historic Resources

Governmental agencies at all levels have responsibilities to act in the best interest of the governed. By establishing the importance of historic preservation in policy statements, the intention to preserve and protect historic resources is clearly articulated. Without adequate oversight, bureaucracies tend to gravitate toward the most expedient solution, rather than toward the best.

At the same time, the literature is filled with examples of governmental agencies that are aware of the relevance of preservation to people's lives, and to the responsibility that those agencies have to the citizenry. The preservation element of San Francisco's City and County Master Plan includes provisions to "assure that municipal regulatory policies are conducive to preservation."

Local governments may exert great influence, when they choose to do so. Federal and state laws are limited in their scope, and the administration of local land use controls is a formidable tool. The city and county governments must recognize that they act as stewards of the local and national heritage found in Topeka and Shawnee County. Acting through the Planning and Landmarks Commissions, and guided by the Comprehensive Plan, policies articulated in the City Ordinance and County Resolution must be implemented by the municipality if they are to be implemented successfully in the community. The rehabilitation of the Topeka Center for the Performing Arts garnered an award from the Kansas Preservation Alliance, as well as enticing performers to appear in Topeka who might not otherwise do so. This project represents a successful public-private collaboration, primarily financed with private contributions.
VII. Incentives

Very little development occurs in this country without some sort of incentive from a local government. Rehabilitating homes and neighborhoods is no less deserving a task than platting a new subdivision, and often has more potential for long-term benefit to the community. Incentives serve three functions:

1. **Incentives may help offset any additional costs incurred by property owners to comply with the preservation ordinance and its design standards.** Whether through design assistance, tax considerations or direct funding, small boosts can often make the difference between good design and a cost-effective compromise.

2. **Rehabilitated historic properties often serve as a catalyst for neighborhood revitalization, and incentives can support those efforts.** Especially by rehabilitating the worst house on the block, targeted efforts can provide the confidence that neighbors and lenders need for financing. Such efforts also make it easier to find funding for general improvements, such as pedestrian street lights.

3. **There are instances in which denial of a Certificate of Appropriateness permit (see Section IX) could be considered an unconstitutional taking, and incentives may help mitigate any economic hardships that could constitute a taking.** Although rare, such legal issues must always be considered when denying a particular use of property by its owner. Just as with any zoning regulation, property owners must retain fair use of their property, and must be allowed due process in the event of any disputes.

A variety of incentives are available for investors who intend to rehabilitate older buildings. Most incentives available in Topeka and Shawnee County reduce the effective taxes paid by applicants. Federal income tax incentives provide for a 10% tax credit, based on the costs incurred by rehabilitation that complies with the Secretary of the Interior’s Standards for Rehabilitation, and for a 20% credit if the property is either listed in the National Register of Historic Places (NRHP) or certified as eligible for listing.

The Façade Improvement Program was recently initiated in Topeka, and represents one practical approach to helping individuals. The program provides some technical assistance, in addition to a matching grant, to enable business owners to rehabilitate their storefronts.
Applying the Neighborhood Revitalization Act to homes also helps owners meet the costs of correcting deferred maintenance … which may have been deferred for decades.

A major potential for assistance to historic properties is of a particularly direct nature. The literal application of modern building codes to older buildings may require drastic demolition and reconstruction. In some cases, they simply may not apply because they do not rate older materials. While code issues are discussed in more detail below, it should be noted here that many creative design solutions are possible that do not decrease safety, but allow the retention of historic elements. In Washington, D.C., many Georgetown restaurants and shops are situated in historic buildings that can only be reached by stairs, but both the codes and the Americans with Disabilities Act (ADA) allows such entryways, so long as accommodations can be made when necessary. Everyone concurs that the buildings are historic, and that those steps are as well.

Code compliance generally may be effected by “historic” designation. If the owner concurs, and there is a consensus of informed opinion that a property is a historic resource, then elements of a building may be eligible for repair rather than replacement. Generally, historic buildings may be repaired rather than rebuilt, so long as they are made no less safe. More specific detail may be found on page 33, under Code Compliance.

The Neighborhood Revitalization Act (NRA) provides for property tax rebates when a rehabilitated property lies within a target area. Applicants may be eligible for up to a 95% rebate on property taxes, based on the cost of the improvements, for 10 years, and up to 100% if the property is listed in the National Register. One may also add to the calculations the fact that properties located historic districts appreciate more quickly than others. They are, after all, the prototype “traditional neighborhood,” as are currently being constructed in many of the more expensive of the nation’s suburbs.

An array of technical assistance is available for owners of designated properties, including advice regarding design, materials, zoning compliance and so forth. In addition to a number of technical briefs made available through the National Park Service, and to materials available through the National Trust for Historic Preservation, local experts may be available to answer specific questions.
VIII. Historic Preservation and Community Education

Historic preservation encompasses many aspects of our lives, from the homes in which we live to the lives that filled them before us. That combination of heritage and continuity create communities, just as clusters of homes and families create neighborhoods. Educating individuals in the community to see and appreciate their neighborhood connections, and how they developed, provides them with tools for maintaining their communities.

Activities that celebrate our heritage in Topeka and Shawnee County provide an avenue for bringing people together. Railroad Days, Fiesta Mexicana Week, and the Topeka Jazz Festival are examples of local events, and each provides an opportunity to educate the public. Moreover, Historic Preservation Week is held nationally during the second week in May each year, providing an opportunity for groups across the country to celebrate the places in which they live.

During the process of developing a comprehensive plan, the Metropolitan Planning Department has continually sponsored public meetings and solicited input. Those meetings have served to educate the staff about community needs as much as they have to educate the people in the community. In an ongoing program of discovery and education, the Shawnee County Historical Society has published a series of monographs over the course of several decades. The Kansas State Historical Society is also located in Topeka, and has its own series of educational program, as well as a wealth of history about this immediate area. Designing a method for sharing that research and community history should be a collaborative priority for the Landmarks Commission and the Historical Societies.

Survey of Historic Resources
No management or planning effort can begin until an inventory of possible resources is made to clarify the number and extent of resources needing consideration. That statement is as true for developing historic and cultural resources as it is for improving manufacturing processes or streamlining administrative procedures. The basic tool used to inventory for historic resources is the field survey. Field surveys provide the raw data that establish the presence or absence of resources in any given area, and thereby guide planning by making those results known.
Surveying is an excellent medium for instilling awareness in the community. By organizing a survey in a neighborhood, surveyors gain information that is vital to managing the community's historic resources. At the same time, residents begin to think about their neighborhood, and to appreciate their built environment. Preferably, volunteers in each neighborhood to be surveyed can be trained to conduct surveys, since they are most familiar with the area and their neighbors. Supervision and review of their efforts by the Landmarks Commission and staff will ensure that the quality of work meets established standards. Occasionally consultants can be used to conduct these surveys, when funding is available.

From the 1942 Comprehensive Plan

According to the National Park Service, "a survey includes a field survey, the physical search for and recording of historic resources on the ground, and planning and background research before the field survey begins." It results in an inventory of historic sites, and some evaluation of their significance. Those properties that meet the evaluative criteria for landmark listing are noted, and an inventory of historic resources is created. Preparation of a survey includes four steps:

1) Planning the survey,
2) Conducting the survey,
3) Review and organization of the survey data, and
4) Use of the survey data in planning.

Surveys are conducted in a variety of ways, all of which have several common components. First, a survey area is defined. The boundaries of a survey area should be specifically defined, although they may change as a result of the survey research. It is important to perform a systematic and inclusive sweep to minimize the possibility of gaps or overlapping surveys. Second, maps are used to relate buildings to one another, and to the neighborhood. It is important to key reference materials to locations on a map so that errors in tabulation can be caught, and so that misplaced materials can be reassigned with their rightful properties. Third, forms are completed for each property, usually including a photograph. The forms contain information about current and former owners, structure type and condition, and other information necessary in evaluating the property. Fourth, a report that describes the survey methodology and results is a fundamental part of the survey documentation. The report takes all of the data
collected in the field and from archival sources, and synthesizes it all to describe the “context” of the survey area, which is basic to determining landmark eligibility.

Surveys are of two general types: “reconnaissance” (or “windshield”) and “intensive.” The Kansas State Historic Preservation Office publishes guidelines for conducting historic resource surveys, and specifies the requirements for each type, so that the survey documentation meet their standards. Both types may include more or less comprehensive data, when compared to similar surveys of their types, but can be generally characterized as follows:

**Reconnaissance Survey** – A systematic accounting of all potential resources in an area, providing general information on locations, conditions and apparent historic resources in the survey area. Reconnaissance surveys are not comprehensive, but serve to help determine whether or not an intensive survey is warranted.

**Intensive Survey** – Intensive surveys often grow out of reconnaissance surveys, but also are often initiated at the start. Intensive surveys require more documentation, and usually include as complete a listing of previous owners as can be assembled. They also require more detailed information on the buildings themselves, including descriptions of the original structure and subsequent alterations, with their dates. The data collected in an intensive survey is often adequate to serve as the basis for nominations for listing properties in the National Register of Historic Places.

Surveys may also be “thematic” in nature. For example, surveys have been conducted that only consider bridges, that work of a single architect, resources relating to the Civil War, or elements of the Underground Railroad. Regardless of the survey type or approach ultimately chosen, it is important to draft a plan that ensures all potential landmarks or districts are considered. While “the crisis approach” is often unavoidable, establishing a survey program and keeping it current is the best insurance against “salvage surveys” that may amount to little more than a catalog of memories, illustrated by photos of ghosts.

Regardless of type, surveys need to be scheduled according to an overall plan. Once survey areas are identified, priorities must be established, and a schedule drawn up to cover several years. Systematically and annually conducting surveys of 1,000 or so buildings establishes a database that can be used for general planning efforts, as well as providing a record of the identification process for the preservation program prior to designation of historic resources.

Survey efforts should concentrate on the area inside the 1950 city limits. This area defines the extent of Topeka's city limits that will include properties 50 or more years of age. The information provided is of interest to historians and homeowners alike, and often serves as a basis for nominations to one or more historic registers. By continuing these surveys, and following up with nominations, protection is not only provided to newly designated landmarks, but to ancillary structures as well. Through the efforts of the survey teams, the idea of historic preservation is communicated to the general public, and by answering survey questions residents often fill in blank pages of city history.
Generally, the areas to be surveyed are determined by neighborhood or subdivision boundaries, considered in conjunction with current assessments of the imminent danger posed to the various areas. A list of likely survey projects is presented in Table 1.

<table>
<thead>
<tr>
<th>Table 1: POSSIBLE HISTORIC SURVEY AREAS</th>
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<tbody>
<tr>
<td>Each Township</td>
</tr>
<tr>
<td>Auburndale</td>
</tr>
<tr>
<td>Barns (Thematic)</td>
</tr>
<tr>
<td>Bridges (Thematic)</td>
</tr>
<tr>
<td>Brookfield Woods</td>
</tr>
<tr>
<td>Chesney Park</td>
</tr>
<tr>
<td>College Hill</td>
</tr>
<tr>
<td>Collins Park</td>
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<tr>
<td>East End</td>
</tr>
<tr>
<td>East Topeka</td>
</tr>
<tr>
<td>Ellenwond</td>
</tr>
<tr>
<td>Hi-Crest</td>
</tr>
<tr>
<td>Highland Park</td>
</tr>
<tr>
<td>Country Schools</td>
</tr>
<tr>
<td>Railroads (stations, rolling stock, shops)</td>
</tr>
<tr>
<td>Cemeteries</td>
</tr>
<tr>
<td>Elmhurst</td>
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<tr>
<td>Jefferson Square</td>
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</tbody>
</table>
IX. Design and Project Review

Design

Investment in design typically pays dividends, evident in the sums spent annually on storefront facelifts and similar "updates." Simply spending large sums on a project does not guarantee good design, however, nor a successful project. By establishing a basis for design review and clear, basic performance standards for applicants to meet, both the permitting process and the final product can be positive experiences.

One of the primary functions of the Landmarks Commission is to oversee the maintenance of the landmarks and districts under its jurisdiction. This task is accomplished through the Certificate of Appropriateness Review Process, through which an application for specific projects and/or repairs are evaluated. The applicant files an application for the project in question, the Commission reviews the application and accompanying documents and oral presentations. The Landmarks Commission then makes a recommendation to the City Council (or County Commission, as appropriate) to approve or deny the application, with or without special considerations, and the Certificate of Appropriateness is issued to reflect the governing body’s decision.

Developing a design for a particular building should always be guided by its location. Residential buildings cluster in neighborhoods, while businesses cluster in commercial districts. Zoning laws are intended to reinforce those types of clusters by limiting their overlap, and by providing guidance for treating those places where they come into contact. Zoning itself rarely considers the design of individual buildings in a particular district, although they will indicate where on a lot the building should be placed. Additionally, many modern zoning ordinances contain design standards or guidelines governing construction in addition to health and safety codes. Establishing design standards ensures investors of a certain level of quality in subsequent development, increasing their comfort level with their investment in the area.

There are four general items that normally define good building designs that are compatible with their surroundings: roof shape, envelope, openings and surface materials. By relating those elements to the surrounding buildings, development can provide a "gift to the street" rather than an insult.
**Roof Shape:** In residential neighborhoods, flat roofs are generally incompatible. Apart from a very few Art Deco or International Style examples, residential homes in Topeka almost universally have gabled roofs. The pitch of the roof may also be important, as would be such features as turrets or towers.

**Envelope:** The envelope or massing of a building should be similar in scale to those surrounding it. A three-story apartment building amid a block filled with small ranch-style homes is simply out of scale. Extensive additions may also be too ambitious for the scale of the target home.

**Openings:** Windows and doors provide a rhythm to a building. The spacing and size of openings should be proportionate to the building wall in which they are placed. The orientation of windows is especially important, since historic neighborhoods normally have tall windows intended to let in light, rather than wide narrow windows intended to conserve energy.

**Surface Materials:** The “skin” of a building both protects its basic structure from the elements and displays the design talents of its owner. Traditional sheathing materials are generally preferred on historic buildings, rather than synthetics such as vinyl and Dry-vit.

**Zoning**

Coordinating preservation activities with the underlying zoning is most easily accomplished by making designated historic districts official zoning districts. In Topeka, that designation would be made with an “overlay” district, which simply overlays the historic district zoning over the designated zoning for that property. The result of an overlay is to allow existing uses to continue, but with the added requirements of the overlay.

Since it is created by a legislative action, the details of the overlay designation can be specific to the district. For example, if the overlay district is a late 19th Century neighborhood of large Queen Anne homes, such as in Potwin, the enabling ordinance may encourage homes of similar design, while discouraging modern, ranch-style homes. In rural areas, the designation may carry the requirement that the land be retained as a wheat field or as undeveloped riverfront.

The process for reviewing development projects varies in detail from place to place, but the basic steps remain the same. Preferably after a preliminary discussion with staff, a preliminary design is reviewed by the applicant with staff members. Any necessary changes are made, and the proposal moves on to the Landmarks Commission. That body may approve, disapprove or recommend additional changes to the proposal within thirty days, at which point the application is passed along to the Planning Commission, then to the City Council or County Commission, as appropriate. Once approved, a Certificate of Appropriateness is issued and permits can be issued, so long as all other code requirements have been met. Any appeals are referred to the City Council or County Commission.

**Code Compliance**

Many of the issues considered by the Landmarks Commission that involve rehabilitative work on older buildings will also require consideration for life and safety code compliance. Older buildings are often constructed with “archaic materials” that are seldom used in
construction today, such as plaster walls and load-bearing masonry. The standard for new construction in Topeka is the Uniform Building Code (UBC), and for older buildings the Uniform Code for Building Conservation (UCBC) probably applies. Buildings that are identified as “historic” may find some relief under both codes, and may find alternative solutions to fire code requirements. The key issue in applying any code to historic buildings is to not make the building less safe than it was before. Alterations that enhance safety and preserve historic features ultimately also enhance the quality of the improvements.

Code provisions may either be based on specification type provisions or performance based provisions. Specification provisions are most common, and describe standards for construction. Performance codes, however, specify the level of performance required of a structure or one of its elements. Due to the difficulty of evaluating equivalencies, though, performance standards are the more difficult to administer of the two types.

Code requirements also reflect the occupancy or use classification and the construction classification given to a given building. Taken together, these classifications reflect the building’s degree of “risk hazard.” Occupancy or use classifications describe the purpose or role that the building serves. The construction classification categorizes buildings according to their fire resistance characteristics. Modifications to codes occur on a regular basis, as new construction techniques are developed and old ones abandoned, with the result that most buildings become non-compliant in some respect within a few years of construction. Bridging the gap between compliance and existing conditions therefore is often difficult, and consensus becomes the rule rather than the exception.

All codes compliance and review procedures include provisions for appeals. Known in the City Ordinance as “variances” they are more correctly thought of as “compliance alternatives.” They are professionally reviewed and may be granted if the compromise solution is determined to be equally safe. The determination may be influenced to some extent if it is made in support of some other public purpose, such as historic preservation. Requests for alternative compliance, based on another set of professional guidelines, provide an opportunity for a direct comparison of goals and the design approaches meant to achieve them, within the overall process of code compliance. Coordinating efficient review procedures between the code compliance and design review programs is therefore critical to customer satisfaction. Therefore, finding compliance solutions for historic buildings requires a sharing of ideas through open communication, and a willingness to collaborate with the common goal of reclaiming resource buildings in constant view.
X. Program Analysis ~ Identifying Issues and Setting Priorities

The purpose of producing a historic resources plan is to ensure that buildings and places important to our heritage are identified and preserved for future generations to the extent practical. The need for such a plan is demonstrated by an acknowledgement of the resources that have been lost, and the recognition that the larger community has an interest in making sure that they are thoughtfully preserved, rehabilitated and reused. Unless that plan is implemented, however, the losses may be irretrievable.

In “A Self-Assessment Guide for Community Preservation Organizations,” Katherine Adams identifies five Common Traits of Effective Organizations. While directed primarily to private organizations, the list reflects common-sense principles.

- **Mission**: The mission is a clear and succinct articulation of the purpose of the organization, supported by its programs, products and services. It is communicated equally to members, constituents and the community.

- **Leadership**: Leaders have a firm grasp of the organization’s mission, the ability to clearly articulate a vision and to effectively marshal human and financial resources to achieve that vision.

- **Political Savvy**: Political savvy encompasses both understanding of the political process – who makes decisions, based on what information, in what timeframe – and a willingness to act upon that knowledge by affirming or interceding in the process.

- **Resources**: Adequate resources are available to support the mission, including a broad and diverse base of community support with access to the necessary human, financial and technical resources.

- **Property**: Direct involvement with or influence on property-related issues can be achieved in a variety of ways, including ownership, control and planning for the protection and preservation of historic resources. Property-related activities range from house museum ownership and maintenance to easement programs, revolving funds, or steering decisions of local historic district or zoning commissions.

One method of assessing the current status of an organization, and gaining some objective perspective, is termed “SWOT Analysis.” SWOT stands for Strengths, Weaknesses, Opportunities and Threats. For the present discussion, the last term is replaced by “Constraints,” better reflecting the status of the Landmarks program. In addition, the categories “Issues” and “Priorities” have been added, which provide a current assessment when taken together.
HERITAGE TOURISM

Tourism is one of the fastest growing industries in the country, and touring historic sites is the fastest growing segment of that industry. "Heritage tourism," as it is called, builds on that interest in an organized and systematic way. By marketing to travelers who are interested in our heritage, communities have found a clean industry that, in part:

1. Provides an infusion of new dollars into local economies, creating business opportunities and jobs,
2. Provides a framework for the redevelopment of older, "problem" properties,
3. Provides amenities that are available to local residents year-round.

Topeka's Heritage – A National Treasure

Topeka, as the capital of Kansas, occupies a unique position in U.S. history. As a way-point on the Oregon Trail, it provided a respite while waiting to cross the Kaw (Kansas River). After the passage of the Kansas-Nebraska Act, Topeka and the surrounding countryside became embroiled in the murder and mayhem known to history as "Bleeding Kansas," which led directly to the Civil War. The development of the railway system opened the West to immigrants, and the Atchison, Topeka & Santa Fe Railroad was as instrumental as it was legendary in that movement. More recently, the dedication of Monroe School as the Brown vs. Board of Education National Historic Site represents, in many respects, a signal event in the development of Civil Rights in this country that began in 1854.

Charles Curtis, Cyrus K. Holliday, Carrie Nation, Alf Landon, Karl Menninger, and Coleman Hawkins are but a handful of notables who called Topeka home at some time in their lives. Their

Downtown Topeka hosts several historic sites that are popular with visitors. The Senate Hotel provides ambience in a refurbished 1926 apartment building. Monroe School (left) figured prominently in the Brown vs. Board of Education desegregation case, and is maintained as a National Historic Site by the National Park Service. Other sites, such as the Capitol and the Ritchie House, make Downtown attractive to tourists.
contributions to American society are undeniable, and Topeka is fortunate to be an ideal venue to tell their stories.

5 Principles of Heritage Tourism

1. Focus on authenticity and quality – As a general rule, people will not travel to see a fake. Our history is rich enough without having to perpetuate stereotypes. Foreign visitors in particular come to this area in order to experience the real American West, and they are very unlikely to return or recommend a destination that failed the test.

2. Preserve and protect resources – Old buildings and other artifacts from the past are non-renewable resources, as well as the initial attraction. Without their historic context, however, their value as a tourist attraction is enormously diminished.

3. Make sites come alive – A building that just stands there, with no activity surrounding it nor explanation of its use or importance, conveys little to visitors. But by using docents, and developing interpretational exhibits, visitors can feel that they have a connection to their past, and had an experience well worth repeating.

4. Find the fit between your community and tourism – Some cities are destinations in themselves, New York or Paris for example. Topeka, however, must develop a market. Through market analysis and targeted promotions, a base can be built, though. Bus tours, for example, provide an avenue for making

Topeka’s attractions available to visitors from around the world.

5. Collaborate – Very few great achievements are accomplished by individuals with no help at all. Even more so, developing an industry takes collaboration and coordination between many people. The Convention and Visitors Bureau, in particular, can provide important marketing tools. Also important, however, is developing a plan to create and perpetuate an image that will attract visitors, enhance Topeka’s image, and provide improvements that benefit all of the region’s residents all year-round.

In Knoxville, Tenn., an ambitious riverfront park makes the Tennessee River accessible to visitors. A similar approach could help to tell Topeka’s story.
**Strengths**

**State Capital:** As the Capital of Kansas, thousands of people visit the area annually to conduct business, meet with Legislators, or simply soak up history. Moreover, the Legislature has a critical role in developing policies that will define the future of the State’s historic resources.

**Downtown Core:** A traditional downtown exists within the shadow of the Capitol, including a number of NRHP properties, and as many more that are likely eligible for listing. Extensive streetscape improvements and a recent commitment by the State government to consolidate within the district emphasize its importance and its role in the community.

**Important to Kansas & U. S. History:** The area has been fundamentally involved in Kansas’ history, as well as the Nation’s. The Santa Fe and other trails, Bleeding Kansas, Brown v. Board, railroads (and especially the Santa Fe Railroad), the Capper Foundation, and Menninger’s are examples of national and international themes that call this area home.

**Active Community Organizations:** Several “booster” organizations are helping raise the quality of life by actively organizing and promoting events and programs around the area. Apart from the Chamber of Commerce and Convention and Visitors Bureau, Neighborhood Improvement Associations provide a direct link to neighborhoods, while foundations, lodges and service organizations provide more issue-oriented support. Additionally, the Shawnee County Historical Society and Historic Topeka, Inc. publish original research and sponsor activities.

**Location:** The area is quite close to Kansas City and several Regents’ Universities, and only two hours from Wichita, providing an excellent population pool from which to draw visitors (over 2.5 million people within 100 miles). Additionally, weekend trips from Omaha, Little Rock or Oklahoma City are feasible,

**Transportation:** Links exist that connect the area by roadway, railway and airway, providing access to markets outside the region. While scheduling remains somewhat problematic, the area has access to mass transportation systems that could be further utilized.

**Education:** Apart from the public school districts in the county, Washburn University represents a resource in both terms of professional expertise and research material. Kansas State University and the University of Kansas are also in the immediate vicinity. Virtually every conceivable field of study is represented by these institutions, and smaller schools such as Baker University and Haskell Indian Nations University also provide valuable perspectives.

**Weaknesses**

**Lack of planning and coordination:** Several independent organizations exist that are dedicated to preservation issues, but they are often focused on a specific historic resource. Consequently, programs may not be mutually supportive and may actually be in conflict. Historic resource surveys have been spotty.
Lack of organization: No acknowledged single-source for information on properties, events, assistance, etc. exists, although Historic Topeka, Inc. lists such support as it is able. Moreover, there is no networking between existing groups, making coordinated activities difficult.

Lack of financial support: Whether from governmental or foundational sources, funding for programs throughout the area is low, limiting potential assistance for preservation projects.

Isolated resources: Many resources in Topeka and Shawnee County stand alone, and access to them is often comparatively difficult. Appreciation and interpretation of those resources by the public is consequently impaired. No single source of information is available that shows the area’s historic resources as a related system of sites, and better demonstrate their relationship to the area’s land use and development patterns.

Apathy: With no pervasive tradition of preservation activities in the area, rallying supporters for those activities is often difficult. Local apathy contributes to other Weaknesses, and outreach activities can help to make the community aware of the Landmarks program’s potential.

Opportunities

Neighborhood revitalization efforts: Using the Neighborhood Reinvestment Act’s tax rebate provisions (and similar provisions of other programs), the attractiveness of investing in older neighborhoods has rarely been better.

Community focused on redevelopment in Topeka’s oldest core: In addition to residential neighborhoods, an appreciation of the benefits of locating Downtown (both to businesses and the community as a whole) is coming to light. Historic North Topeka also provides opportunities for redevelopment in a different market niche, and infrastructural improvements in the area stand to benefit the entire community.

Heritage Tourism: The many historic sites in the area, as well as its larger historic context, make Topeka and Shawnee County a potential tourist destination, also providing easy access to attractions throughout Northeast Kansas. National Landmarks (such as Monroe School), museums, historic parks and regional attractions provide a mix of activities that could be packaged and marketed across the nation and around the world. The “American Pathways 2000” program stresses themes from U.S. history as part of a marketing package, and similar programs could be developed that include Kansas, and this area in particular. The Great Overland Station railroad museum will also bring people to North Topeka, and while it cannot do the job alone, it represents a real destination attraction for the region.

Quality of Life: Despite development pressures, Topeka has largely retained its traditional neighborhoods, with their sidewalks and other amenities. Small corner stores might serve as foci for redevelopment efforts (providing services such as dry cleaners, druggists, specialty shops, etc.), improving the convenience factor for local residents. Similarly, outlying towns in the County provide a small-town environment with access to the amenities that the City can provide. Additionally, there is a great deal of opportunity for in-fill housing to develop that reinforces the
community’s ambiance; using traditional housing styles provides new residents the option of building new homes that reinforce traditional neighborhoods. As long commute times increase and other convenience factors degrade the perceived quality of life, the demand for “close-in” housing options is likely to increase.

**Constraints**

**Funding:** Limited funding is available for the Landmarks program, and additional or alternate sources of funding have yet to be identified.

**Personnel:** Staffing for the program is limited, and no volunteer or internship program has been developed.

**Legal / Political:** The goal of establishing a Landmarks Commission has long been nurtured by some elements of the community, but has not been entirely embraced by all community leaders.

**Issues**

**Resource Identification (Individual & Districts):** The process and funding of historic resource surveys needs to be considered, survey areas need to be defined, and a priority ranking for conducting surveys in those areas outlined.

**Design Review:** Evaluation of proposed alterations to historic properties is critical to their preservation and retention, as well as potential tax considerations for the owner. Much of this review is conducted under the aegis of the SHPO, but the local Landmarks Commission should provide input prior to that review. Defining the guidelines to be applied, and the procedure for applying them, needs careful consideration.

**Long-range Planning:** Rather than simply react to events, a Landmarks Preservation Plan must be developed to ensure that the goals, programs and responsibilities of the Commission are broadly known. At a minimum, the plan should provide an overview of activities in the City and County to date, define public sector responsibilities, outline both constraints and incentives that may apply to landmarked properties, and propose goals and supportive strategies that constitute an agenda for the program in the future.

**Code Enforcement / Application:** Alterations to historic resources often require the application of a variety of health and safety codes, in addition to any applicable historic preservation guidelines. The implementation of a procedure for joint review of proposed projects, and collaboration between the Landmarks program and code enforcement officials, should be considered. Particularly in historic areas, existing housing stock is often unique and helps to define the character of this area. Development and code enforcement regulations and procedures should be developed that both encourage the rehabilitation of existing housing stock and the construction of housing that is compatible with that neighborhood in terms of design and scale.
Priorities

- Establish a Design Review Committee to develop criteria against which historic resources are judged, and provide expertise to property owners.

- Develop a schedule for conducting historic resource surveys in Topeka and Shawnee County.

- Determine the level of interest in Topeka / Shawnee County in becoming a Certified Local Government (CLG), as outlined in the National Historic Preservation Amendments Act of 1980, and pursue such designation by the Kansas State Historic Preservation officer (SHPO).

- Develop a training program for Landmarks Commissioners, and other interested parties.

- Develop a training program specifically for code enforcement officials, and a procedure for mutual project review.

- Develop "outreach" activities / programs to heighten public awareness and support for the Landmarks program and its goals.

- Identify funding sources for specific projects or broader programs, and outline the materials and/or information needed to qualify for those funds.

- Develop a collaborative relationship with the State government's facilities management personnel.
XI. Goals – An Agenda for Future Action

The legal documents that created the Topeka-Shawnee County Landmarks Commission provide a basis for a local historic preservation program. The Statement of Policy that begins the ordinance (Ord. No. 17292, §§ 1--17, adopted July 28, 1998) clearly articulates the intention of the governing bodies.

“The city council and county commissioners find and declare as a matter of public policy that the identification, designation, protection, enhancement, preservation and use of historic resources is a public necessity and is required in the interest of the culture, prosperity, education and welfare of the public. Preservation of historic resources will:

(1) Protect, enhance and perpetuate historic, distinctive and important elements of the city and county's cultural, social, economic, political, archaeological and architectural history;
(2) Safeguard the city and county's historic and cultural heritage as embodied and reflected in such historic resources;
(3) Stabilize and improve property values in such locations of historic resources and thus strengthen the economy of the city and county;
(4) Promote and encourage restoration, rehabilitation, and maintenance of historic properties, neighborhoods and districts and thus combat blight and decay;
(5) Foster civic pride in the beauty and noble accomplishments of the past;
(6) Protect and enhance the city and county's attractions to tourists and visitors and provide support and stimulus to business and industry; and
(7) Promote the use and adaptive reuse of historic resources for the culture, education, enjoyment and economic welfare of the city and county's citizens and visitors.” (Ord. No. 17292, § 1, 7-28-98)

Thus, the Ordinance articulates a set of goals and identifies historic preservation as a vehicle for attaining them. As the planning process evolves in Topeka and Shawnee County, the relationship between the historic preservation program and community development is likely to become increasingly apparent. Taken together, the policy statement in the Ordinance is refined by the planning process, then implemented through a variety of mechanisms. The mechanisms that implement the preservation plan may include governmental actions (such as amending the Zoning Ordinance, recognizing historic properties as "landmarks," or delineating redevelopment
areas), private-sector activities (such as adaptive reuse projects, heritage tourism marketing, or Neighborhood Reinvestment Act (NRA) activities), or public-private partnerships (which may include all of the above).

The goals and strategies listed below outline a program for preserving our history and heritage, and for educating the local community about them, within the context of a broader plan. Once put into final form, and adopted or approved by the appropriate authorities, they will provide a framework for groups and individuals to use in considering their support for these efforts. The Landmarks Commission, in conjunction with the Topeka – Shawnee County Metropolitan Planning Department (TSCMPD), will continue to develop these goals and recommendations in cooperation with the community they serve.

IDENTIFICATION AND DOCUMENTATION

**Goal - Identify all historic resources within the City of Topeka and Shawnee County.**

**Strategies:**

1. Conduct windshield survey of the areas of the City and County not already surveyed.

2. Use existing files and databases to help determine present conditions and base information.

3. Maintain a Geographic Information System (GIS) database of historic resources within the county.

4. Reach out to property owners and encourage their participation in the program.

**Goal - Complete proposed historic resource inventory projects schedule as defined in Table #1 of the preservation plan.**

**Strategies:**

1. Seek annual Kansas State Historical Society grant funds to complete proposed surveys.

2. Seek and train neighborhood volunteers in proposed survey areas to participate in survey projects.

3. Retain copies of all historic resource survey project forms in TSCMPD.

**Goal - Create a complete historic building resource file in TSCMPD.**

**Strategies:**

1. Secure and train volunteers to organize complete library of historic resource information.
2. Create computer database of historic building information, including relevant economic development information.

EVALUATION - RESOURCES

Goal - Develop and implement preservation guidelines to maintain the historic fabric and character of individual resources, and to determine which should be preserved.

Strategies: 1. Use established criteria, based on the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings, applied to Topeka's historic context and adapted to our special needs, as a basis for developing local guidelines and standards.

2. Publish the local guidelines and make them widely available, through printed media, public talks and workshops, and via the internet.

Goal - Evaluate all of Topeka's historic resources to determine which should be preserved, to what extent, and under what circumstances.

Strategy: Complete historic resource survey projects proposed in Table #; evaluate resources according to accepted criteria and make recommendations based on findings.

EVALUATION – PROGRAM

Goal – Program revisions to fine-tune the services the Landmarks Commission provides to the community, and how they are provided, based on community needs.

Strategies: 1. Annually review and summarize program goals, and identify activities that led to accomplishments or weaknesses.

2. Solicit input from the community regarding the program and its direction.

Goal – Periodically review the historic preservation ordinance, and evaluate it based on the direction of the program and the needs of the community.

Strategies: 1. Hold joint workshops to clarify issues regarding the ordinance.

2. Secure approval of ordinance revisions by Planning Commission, City Council and County Commission.

3. Provide public information of amendments.
DESIGNATION

Goal - Nominate and designate known historic resources that meet designation criteria for historic landmarks, historic districts or conservation districts.


2. Evaluate all historic resources from each survey project, defining a) individually significant historic resources, b) historic districts, and c) conservation districts.

3. Develop education program to encourage public participation in the survey and designation processes.

4. Set up a nomination/designation program for historic landmarks and historic districts.

LANDMARK PROTECTION

Goal - Implement certificate of appropriateness program.

Strategies: 1. Develop procedural regulations.

2. Develop certificate of appropriateness application form; include more specific directions on materials that need to be submitted and more specific processing procedures.

3. Compose and actively distribute brochure describing "Local and State Review Requirements for Historic Preservation."

Goal - Establish the use of guidelines for historic districts and individual landmarks as a matter of course.

Strategies: 1. Use guidelines established for specific areas to indicate acceptable materials, colors, and stylistic characterizations for Certificate of Appropriateness applicants to follow when making alterations to historic structures.

2. Integrate implementation of the guidelines with inspection and review processes already defined by City Ordinance.

Goal - Encourage reuse of buildings in the City and County.
Strategies: 1. Recycle derelict houses using the Neighborhood Reinvestment Act through local programs.

2. Facilitate the redevelopment of commercial buildings through support of coordinated efforts, targeted at specific areas, such as by the North Topeka Redevelopment Plan.

3. Cooperate with local non-profits and similar organizations to provide financial and administrative incentives to rehabilitate commercial structures.

4. Cooperate with local non-profits and similar organizations to develop and maintain a Web page that catalogs historic properties available for redevelopment.

Goal - Establish support base of decision-makers who have substantial influence on city land use policies.

Strategies: 1. Seek and take advantage of opportunities to present accurate historic preservation information to other departments, boards, and commissions, as well as County Commission and the City Council.

2. Involve the Neighborhood Initiative Associations (NIAs) in discussions concerning historic preservation matters.

3. Collaborate with civic organizations and event sponsors to demonstrate the appeal of preservation activities for the community at large.

Goal - Implement strict and effective federal Section 106 review compliance procedure for all local and public agency departments.


2. Develop procedure of Section 106 review to be administered through the TSCMPD.

3. Seek to identify regular funding for administrative support of review functions.

EDUCATION

Goal - Provide on-going education program to contractors, realtors, other building trade persons and the general public concerning preservation issues and techniques.
Strategies:

1. Develop and market slide and/or video presentation of design review process, what is important to protect, design guidelines, historic and contemporary contexts and economic aspects of the preservation process.

2. Initiate "Architectural Awareness Program" to communicate the benefits of good design.

3. Develop educational packets on various topics of interest or concern, such as finance, neighborhood organizations, architecture in the area, activities, tour map, etc.

4. Produce historic preservation news releases for distribution to the public; provide to City staff and City leaders.

5. Co-sponsor periodic conferences and workshops that focus on timely redevelopment issues, in association with professional and community organizations.

**Goal - Increase public awareness of historic preservation in general.**

Strategies:

1. Encourage local non-profit organizations in efforts to improve its newsletter and expand its circulation.

2. Develop regular preservation story ideas that the media can write about, such as adaptive use projects, tax credits, etc.

4. Develop and write a newspaper series on preservation topics or themes to run over a period of time.

5. Arrange for television/radio public service announcements.

6. Develop a logo and/or slogan.
7. Involve the school system in preservation projects, possibly using established programs from the Kansas State Historical Society and/or Washburn University and the State Universities.

8. Indicate districts and landmarks with appropriately designed signs, plaques or other distinguishing features.

PROGRAM IMPLEMENTATION & DEVELOPMENT

Goal - Seek to have appropriate Preservation Plan goals, recommendations and strategies adopted as elements of the Comprehensive Plan.

Strategies:
1. Identify specific geographical areas and recommend preservation techniques through land use and intensity, map and text, in the Comprehensive Plan.

2. Support traditional, historic land uses and linkages by working with transportation and parks planning staff to integrate a variety of transportation mode options into development plans for their respective systems.

Goal - Maintain a high state of awareness of current techniques and best practices relating to preservation and redevelopment activities.

Strategies:
1. Identify educational opportunities for Commission members and staff, both recurring and ad hoc, including conferences, workshops and specialized sessions.

2. Identify funding to underwrite the costs to Commissioners and/or staff to attend training and educational activities, including conferences, workshops and specialized sessions.

ORGANIZATION

Goal - Expand the preservation staff.

Strategy: Recruit and train volunteers and interns, especially from state universities.

Goal - Develop a good working relationship with community organizations.

Strategies:
1. Use existing organizations as a base from which to draw community talent that will support the Commission and its work.

2. Aid organizations in those neighborhoods that are inadequately surveyed or otherwise represented.
3. Develop framework for inclusion of business and other interests in discussions of preservation and redevelopment issues.

4. Join and support the Kansas statewide non-profit and similar organizations.

PROMOTION AND TOURISM

Goal - Coordinate efforts with the tourist industry in the region to establish our historic districts as tourist and commercial attractions.

Strategies:

1. Identify potential marketing partners (e.g., NPS, Chamber of Commerce, and Historic Topeka, Inc., Downtown Topeka, Inc., tour directors), and their needs and problems.

2. Determine products that are legitimate travel industry draws, and those that may be a stop while the visitor is at a particular destination (i.e., major and minor attractions).

3. Refine existing tourism products and develop new products.

4. Coordinate preservation activities with the tourist information people, including having representatives of both sit together on Boards.

5. Encourage joint marketing and planning sessions with regional tour and attraction providers, the Kansas Travel and Tourism Division and the Topeka Area Convention and Visitors' Bureau.

6. Encourage and facilitate international tourism through brochures, Sister Cities programs, and guides in other languages.

7. Coordinate effort with other regional attractions, such as Lecompton, Fort Riley, Lawrence, Leavenworth, Wamego, etc.

8. Develop an interactive CD-ROM version of the preservation plan, including selected information about designated sites and gleaned from surveys.

ZONING AND HEALTH & SAFETY CODES

Goal - Use zoning and code standards to support preservation and rehabilitation efforts.

Strategies:

1. Evaluate present zoning in historic areas and its reflection of both historic and current land uses.
2. Examine the zoning ordinance to determine the effect of the present zoning on individual landmarks and for each district.

3. Analyze the implications of applying revised zoning regulations to preservation activities.

4. Evaluate the applicability of landmark designation to neighborhood revitalization.

5. Evaluate the applicability of preservation techniques to code compliance issues and procedures.

**Goal:** *Coordinate efforts with other units of government.*

**Strategies:**
1. Maintain avenues of communication with the health and safety code inspectors, the National Park Service, the State of Kansas, Public Works, the Housing Authority, etc.
2. Work with the other cities in the county to delineate and accomplish common goals.
3. Coordinate preservation activities with neighboring counties.

*Gage Park Gate ~ 1910*
XI. Appendices

A. NATIONAL- AND STATE-LISTED PROPERTIES IN TOPEKA & SHAWNEE COUNTY

B. MAPS

C. RESOURCES

D. PROPOSED PROGRAM BUDGET

E. RESIDENTIAL DESIGN GUIDELINES
When the Jayhawk Theatre opened in August 1926, it was the first “air-refrigerated” theater in Topeka. It was designed by Kansas City’s Boller Brothers, working for Thomas Williamson, who designed Topeka High School. It was the first of their theaters designed from the start to accommodate both films and stage presentations.

This jewel of theater construction was designated the State Theater of Kansas in 1993. Plaster sunflowers and Jayhawks line the proscenium arch, while the Goddess of Agriculture gazes over the assembled crowd.

Plans for the theater’s rehabilitation include new lighting and sound systems, as well as a replacement pipe organ. Computer link-ups are planned as well, since the theater is also to be used for joint sessions of the Kansas Legislature.

Once the multi-million dollar renovation is completed, the auditorium will seat nearly 1,000, and provide space for lectures, conventions and meetings, cultural events, and cinematic endeavors, past and present.

*Photos and text courtesy of Historic Jayhawk Theatre, Inc. and the Kansas State Historical Society.*
Appendix A

NATIONAL- AND STATE-LISTED PROPERTIES IN TOPEKA & SHAWNEE COUNTY
# Historic Properties - Topeka and Shawnee County, Kansas

## National Register of Historic Places & Register of Historic Kansas Places

<table>
<thead>
<tr>
<th>ID #</th>
<th>Property Name</th>
<th>Address</th>
<th>Current Use</th>
<th>Original Use</th>
<th>Listing Date</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Anton-Woodring House</td>
<td>1011 Cambridge Ave., SW</td>
<td>Private Residence</td>
<td>Private Residence</td>
<td>8/23/91</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Bethany Place</td>
<td>833 Polk, SW</td>
<td>Bishop's Residence</td>
<td>College Bldg.</td>
<td>2/21/79</td>
<td>RHKP only</td>
</tr>
<tr>
<td>3</td>
<td>Carnegie Library Building</td>
<td>Washburn University</td>
<td>Library</td>
<td>Library</td>
<td>6/25/87</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Cedar Crest</td>
<td>222 Cedar Crest Road</td>
<td>Governor's Mansion</td>
<td>Private Residence</td>
<td>5/6/82</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Central Motor &amp; Finance Corp. Bldg.</td>
<td>Topeka, 7th, SW</td>
<td>7th, SW</td>
<td>Offices</td>
<td>2/13/82</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Central National Bank</td>
<td>701 Kansas Ave, S</td>
<td>Bank</td>
<td>Bank</td>
<td>7/19/76</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Crawford Building</td>
<td>501 Jackson, SW</td>
<td>Office Building</td>
<td>Office Building</td>
<td>6/3/75</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Curtis (Charles) House</td>
<td>1101 Topeka, Blvd, SW</td>
<td>Offices</td>
<td>Private Residence</td>
<td>1/25/73</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Davies Building</td>
<td>725 Kansas Ave, S</td>
<td>Offices</td>
<td>Private Residence</td>
<td>9/15/77</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>Ellis (John E.) House</td>
<td>635 Western Ave, SW</td>
<td>Office</td>
<td>Private Residence</td>
<td>1974</td>
<td>RHKP only</td>
</tr>
<tr>
<td>11</td>
<td>(Old) German-American State Bank</td>
<td>575 Kansas Ave, S</td>
<td>Office</td>
<td>Private Residence</td>
<td>4/5/80</td>
<td>RHKP only</td>
</tr>
<tr>
<td>12</td>
<td>Giles-Nelis House</td>
<td>915 Munson Ave, SW</td>
<td>Bed &amp; Breakfast Inn</td>
<td>Private Residence</td>
<td>4/28/62</td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>Hicks Block</td>
<td>600 6th St, SW</td>
<td>Apartments</td>
<td>Apartments</td>
<td>11/8/77</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>Jayhawk Hotel, Theater &amp; Walk</td>
<td>700 Jackson Ave, SW</td>
<td>Office Building</td>
<td>Hotel / Theater</td>
<td>3/11/82</td>
<td></td>
</tr>
<tr>
<td>15</td>
<td>Columbia / Knox Building</td>
<td>912 6th St, SW</td>
<td>Office Building</td>
<td>Office Building</td>
<td>5/22/72</td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>Memorial Building</td>
<td>120 10th St, SW</td>
<td>State Offices</td>
<td>State Offices</td>
<td>7/17/75</td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>Menninger Clinic Building</td>
<td>3555 6th St, SW</td>
<td>Office Building</td>
<td>Institutional</td>
<td>3/13/75</td>
<td></td>
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<tr>
<td>18</td>
<td>Monroe Elementary School</td>
<td>1515 Monroe St, SE</td>
<td>Vacant (Storage)</td>
<td>Elementary School</td>
<td>11/8/71</td>
<td>National Historic Landmark</td>
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<tr>
<td>19</td>
<td>Potwin Place Historic District</td>
<td>Potwin Area</td>
<td>Residences</td>
<td>Residences</td>
<td>5/1/80</td>
<td>Historic District</td>
</tr>
<tr>
<td>20</td>
<td>John Ritchie House</td>
<td>1116 Madison St, SE</td>
<td>House Museum</td>
<td>Private Residence</td>
<td>8/87</td>
<td>RHKP only</td>
</tr>
<tr>
<td>21</td>
<td>Ross Row Houses</td>
<td>515-521 Van Buren, SW</td>
<td>Vacant</td>
<td>Private Residences</td>
<td>2/20/93</td>
<td>RHKP only</td>
</tr>
<tr>
<td>22</td>
<td>Sargent (John) House</td>
<td>226 Clay St, SW</td>
<td>Private Residence</td>
<td>Private Residence</td>
<td>7/26/85</td>
<td></td>
</tr>
<tr>
<td>23</td>
<td>St. John's Lutheran School</td>
<td>315 4th St, SW</td>
<td>Apartments</td>
<td>Elementary School</td>
<td>1/3/85</td>
<td></td>
</tr>
<tr>
<td>24</td>
<td>St. Joseph's Catholic Church</td>
<td>235 Van Buren, SW</td>
<td>Church</td>
<td>Church</td>
<td>2/24/71</td>
<td></td>
</tr>
<tr>
<td>25</td>
<td>State Capitol Building</td>
<td>6th &amp; Harrison Streets, SW</td>
<td>State Capitol</td>
<td>State Capitol</td>
<td>9/3/71</td>
<td></td>
</tr>
<tr>
<td>26</td>
<td>Summer Elementary School</td>
<td>330 Western Ave., SW</td>
<td>Vacant (Storage)</td>
<td>Elementary School</td>
<td>5/18/77</td>
<td>National Historic Landmark</td>
</tr>
<tr>
<td>27</td>
<td>Thacher Building</td>
<td>110 8th St, SE</td>
<td>Nightclub</td>
<td>Commercial</td>
<td>3/31/75</td>
<td></td>
</tr>
<tr>
<td>28</td>
<td>Union Pacific Depot</td>
<td>Jackson &amp; Railroad St, NW</td>
<td>Vacant</td>
<td>Railroad Station</td>
<td>6/30/79</td>
<td>RHKP only, NRHP eligible</td>
</tr>
<tr>
<td>29</td>
<td>Ward-Melick House</td>
<td>124 Fillmore St, NW</td>
<td>Historic Park</td>
<td>Private Residence</td>
<td>11/19/75</td>
<td></td>
</tr>
<tr>
<td>30</td>
<td>Willis House</td>
<td>1035 9th St, SW</td>
<td>Bed &amp; Breakfast Inn</td>
<td>Private Residence</td>
<td>8/2/97</td>
<td></td>
</tr>
<tr>
<td>31</td>
<td>Women's Club Building</td>
<td>420 9th St, SW</td>
<td>State Offices</td>
<td>Woman's Club</td>
<td>2/19/82</td>
<td></td>
</tr>
<tr>
<td>32</td>
<td>Woodward (Chester B.) House</td>
<td>1272 Filmore St., SW</td>
<td>Bed &amp; Breakfast Inn</td>
<td>Private Residence</td>
<td>8/25/92</td>
<td></td>
</tr>
</tbody>
</table>

## Shawnee County

<table>
<thead>
<tr>
<th>ID #</th>
<th>Property Name</th>
<th>Address</th>
<th>Use</th>
<th>Type</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Blacksmith Creek Bridge</td>
<td>S3491T11S/R14E</td>
<td>Bridge</td>
<td>Bridge</td>
</tr>
<tr>
<td>2</td>
<td>England Farm</td>
<td>4019 SE 37th St</td>
<td>Residence</td>
<td>Farm</td>
</tr>
<tr>
<td>3</td>
<td>Lyons (Horace G.) House</td>
<td>4831 SE 61st St</td>
<td>Residence</td>
<td>Residence</td>
</tr>
<tr>
<td>4</td>
<td>Oakwood Farm</td>
<td>NESE St141T11/R16E</td>
<td>Residence</td>
<td>Farm</td>
</tr>
<tr>
<td>5</td>
<td>Pottawatomie Baptist Mission Site</td>
<td>SW 10th St &amp; SW Urish Rd</td>
<td>Museum/Office</td>
<td>School</td>
</tr>
<tr>
<td>6</td>
<td>Sage Inn</td>
<td>NW corner, SW 57th St &amp; Douglas Rd</td>
<td>Bed &amp; Breakfast</td>
<td>Residence</td>
</tr>
<tr>
<td>7</td>
<td>Stallard Mound</td>
<td>4S4321 (S30T11S/R14E)</td>
<td>Burial</td>
<td>Burial</td>
</tr>
<tr>
<td>8</td>
<td>Thomas Arch Bridge</td>
<td>NW S33, T13S, R15E</td>
<td>Bridge</td>
<td>Bridge</td>
</tr>
<tr>
<td>9</td>
<td>Wakarusa Hotel</td>
<td>Main St, Wakarusa</td>
<td>Hotel/ Theater</td>
<td>Hotel/ Theater</td>
</tr>
</tbody>
</table>
National & State Register Sites in Topeka & Shawnee County
Appendix B

MAPS

1. Brown v. Board of Education Sites

2. State Historic Preservation Office Core Area Review Zones
Sites in Topeka Related to the Court Case

Brown v. Board of Education Sites
State Historic Review Zones Downtown (500 ft.)

- Historic Parcels
- Parcels
- Historic Review Zone
Appendix C

RESOURCES

1. Organizations and Agencies

National
Advisory Council on Historic Preservation
1100 Pennsylvania Avenue, NW, Suite 809
Old Post Office Building
Washington, DC 20004
Phone: (202) 606-8503
www.achp.gov

National Park Service
Brown v. Board of Education National Historic Site
424 S. Kansas Avenue, Suite 220
Topeka, KS 66603
http://www.nps.gov/brvb/

National Trust for Historic Preservation
National Office
1785 Massachusetts Avenue, NW
Washington, DC 20036
(202) 588-6296
Mountain/Plains Office
Suite 1100
910 16th Street
Denver, CO 80202
(303) 623-1504
www.nthp.org

State
Kansas State Historic Preservation Office
6425 SW Sixth Avenue
Topeka, KS 66615-1099
(785) 272-8681
www.kshs.org

Kansas Preservation Alliance
112 W. 7th Street, Suite D
Topeka, KS 66603
(785) 235-6163
www.kpalliance.org

Local
City of Topeka
Metropolitan Planning Department
515 S. Kansas
Topeka, KS 66603
(785) 368-3728
www.topeka.org

Shawnee County
Metropolitan Planning Department
515 S. Kansas
Topeka, KS 66603
(785) 368-3728
http://www.co.shawnee.ks.us/

Historic Preservation Desk
Metropolitan Planning Department
515 S. Kansas Avenue, Suite 404
Topeka, KS 66603
(785) 368-3728
www.topeka.org

Historic Topeka, Inc.
3127 SW Huntoon
Topeka KS 66604
(785) 354-8982
Vinewood Park — c. 1900
3. Publications

Books


----------, with Mike Stringer and Max Movsovitz. *Historic Resources of the Central City.* 1996.


Periodicals


*Old House Journal.* PO Box 420235, Palm Coast, FL 32142-0235. $33.97 / yr.

*Preservation.* 1785 Massachusetts Avenue, NW, Washington, DC 20036. $5 / yr.

Shawnee County Historical Society Bulletins:

#24: North Topeka, 1955
#26: Highland Park, 1956
#29: Tecumseh, 1957
#31: Auburn, Dover & Wakarusa Townships
#38: College Hill, 1962
#40: Topeka Boulevard, 1963
#45: Potwin Place, 1968
#51: 19th Century Homes, 1974
#53: Shawnee County History, 1976
#56: Santa Fe Railway, 1979
#64: Oakland, 1987
#67: Topeka Schools, 1990
#70: Country Schools, 1993
#71: Topeka Houses, 1994
#74: Shawnee County Historic Farmsteads, 1997
#75: Downtown Topeka, 1998

*Traditional Building Magazine*, 69A Seventh Avenue, Brooklyn, New York 11217. $19.95 / yr.

**Government Documents**

great collections of thought-provoking articles about preservation philosophy and
practice.

U.S. National Park Service, *The Secretary of the Interior's Standards for the Treatment of
Historic Properties with Illustrated Guidelines for Preserving, Rehabilitating, Restoring,
stock number: 024-005-01157-9. $13.00 per copy.

on-going series of pamphlets addressing specific preservation topics for buildings, sites,
landscapes. [http://www2.cr.nps.gov/tps/briefs/presbhom.htm](http://www2.cr.nps.gov/tps/briefs/presbhom.htm)

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**4. Internet**
Cyburbia: [http://www.ap.buffalo.edu/pairc/](http://www.ap.buffalo.edu/pairc/)
Design Guidelines: [http://www.sed.uga.edu/owens/indexdg.htm](http://www.sed.uga.edu/owens/indexdg.htm)
Electronic Rehab: an online course on the Secretary of the Interiors Standards for Rehabilitation.
NPS. [http://www2.cr.nps.gov/e-rehab/welcome_index.htm](http://www2.cr.nps.gov/e-rehab/welcome_index.htm)
Heritage Preservation Services (National Park Service): [http://www2.cr.nps.gov/](http://www2.cr.nps.gov/)
Historic Landscape Initiative: [http://www2.cr.nps.gov/hti/hti_l.htm](http://www2.cr.nps.gov/hti/hti_l.htm)
Kansas Preservation Alliance: [http://raven.cc.ukans.edu/kansas/kpa/mainpage.html](http://raven.cc.ukans.edu/kansas/kpa/mainpage.html)
Landmarks Commission / Metropolitan Planning Department: [http://www.topeka.org/](http://www.topeka.org/)
National Archives: [http://monitor.nara.gov/](http://monitor.nara.gov/)
National Trust for Historic Preservation: http://www.nthp.org/
Old House Journal: http://www.oldhousejournal.com/
Pikes Peak Ocean-to-Ocean Highway: http://www.prairienet.org/us36/
Planning Commissioners Journal: http://www.plannersweb.com/
Preservation Briefs (NPS): http://www2.cr.nps.gov/tps/briefs/presbhom.htm
Preservation Trades Network: http://www.ptn.org/
Preserve-Net: http://www.preservenet.cornell.edu/pnetman2.htm
Society of Architectural Historians: http://www.sah.org/
Traditional Building Magazine: http://www.traditional-building.com/
Urban Land Institute: http://www.uli.org/
Appendix D

PROPOSED PROGRAM BUDGET

**Historic Preservation Resources**

- Secretary of the Interior's Standards & Guidelines ($13 – Illustrated; for Library & Distribution) $2,000
- Develop a Design / Technical Library $1,000
- *A Field Guide to American Homes* (30 copies) $600
- Total $3,600

**Commission / Staff Development**

- Annual Training Workshop $2,000
- Attend Regional & National Seminars and Conferences $3,500
- Memberships: National Trust for Historic Preservation Forum; National Alliance of Historic Preservation Commissions; Shawnee County Historical Society $200
- Total $5,755

**Operational Expenses**

- Film & Processing $1,000
- Postage $500
- Office Supplies $750
- Mileage (for Specialists, Survey personnel, etc.) $1,500
- Total $3,750

**Community Education**

*Historic Preservation Week Activities*

- Water Bill Inserts $2,250
- Topeka Capital-Journal Display Ad $650

*Workshops for Public*

- Speaker expenses, facility rental, printing, etc. $3,500

*Fall Activities*

- Water Bill Inserts $2,250
- Topeka Capital-Journal Display Ad $650

*Workshops for Public (Speaker expenses, facility rental, printing, etc.)* $2,200

- Total $11,500

**Staffing**

- Interns and *ad hoc* program assistance $27,000
- Total $27,000

**Total Request** $51,550
ENDNOTES

i Most of this historical material was found in a report entitled Shawnee County: Then, Now and In the Future. It is a socio-economic profile of the area, completed in 1995 by Melissa Miller and Lyle Hornbaker, graduate students in Regional and Community Planning at Kansas State University. The balance was gleaned from a variety of sources, including interviews.


iii http://www.kshs.org/welcome/history.htm

iv http://www.kpalliance.org/index.html


vi South Carolina Department of Archives and History. Historic Districts are Good for Your Pocketbook: The Impact of Local Historic Districts on House Prices in South Carolina. January 2000.


Appendix E

RESIDENTIAL DESIGN GUIDELINES
Recommended Design Criteria

As Required by
Shawnee County Resolution No. 98-206
City of Topeka Ordinance No. 17292

Because there are five different types of "historic designations" of properties that may come before the Topeka-Shawnee County Landmarks Commission for a Certificate of Appropriateness, the Design Committee recommends the following Design Criteria be adopted. The following is a hierarchy of those designations based on the most significant property, with complete historic documentation, to the least significant, with little if any historic documentation. Corresponding to this is the Design Criteria that is listed from most stringent to least stringent. It should also be noted that this joint Resolution/Ordinance has excluded historic commercial landmark districts.

<table>
<thead>
<tr>
<th>Historic Designations</th>
<th>Standards and Guidelines For Review</th>
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<tbody>
<tr>
<td>1. National Landmark Property (NL)</td>
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<tr>
<td>Individual Commercial Landmarks</td>
<td>The Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings</td>
</tr>
<tr>
<td>Individual Residential Landmarks</td>
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</tr>
<tr>
<td>Residential Landmark Districts</td>
<td>The types of permits issued by the City or County might include demolition permits, moving permits, site development permits, exterior construction permits, and interior construction permits.</td>
</tr>
<tr>
<td>2. National Register Property (NR)</td>
<td></td>
</tr>
<tr>
<td>Individual Commercial NR Property</td>
<td>The Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings</td>
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<td>Individual Residential NR Property</td>
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</tr>
<tr>
<td>Residential NR Historic Districts</td>
<td>The types of permits issued by the City or County might include demolition permits, moving permits, site development permits, exterior construction permits, and interior construction permits.</td>
</tr>
<tr>
<td>Historic Designations</td>
<td>Standards and Guidelines For Review</td>
</tr>
<tr>
<td>-----------------------</td>
<td>------------------------------------</td>
</tr>
<tr>
<td>3. Register of Historic Kansas Places (SR)</td>
<td>The Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings</td>
</tr>
<tr>
<td>Individual Commercial SR Property</td>
<td>The types of permits issued by the City or County might include demolition permits, moving permits, site development permits, exterior construction permits, and interior construction permits.</td>
</tr>
<tr>
<td>Individual Residential SR Property</td>
<td></td>
</tr>
<tr>
<td>Residential SR Historic Districts</td>
<td></td>
</tr>
<tr>
<td>4. Local Landmark Property (LL)</td>
<td>The Secretary of the Interior’s Standards for Rehabilitation</td>
</tr>
<tr>
<td>Individual Commercial Landmarks</td>
<td>The SOI’s Standards will then be supplemented and modified by the following Local Landmark Guidelines: Roof, Envelope, Openings, and Skin.</td>
</tr>
<tr>
<td>Individual Residential Landmarks</td>
<td>The types of permits issued by the City or County might include demolition permits, moving permits, site development permits, exterior construction permits, and interior construction permits.</td>
</tr>
<tr>
<td>Residential Landmark Districts</td>
<td></td>
</tr>
<tr>
<td>5. Local Resource (LR)</td>
<td>The Secretary of the Interior’s Standards for Rehabilitation</td>
</tr>
<tr>
<td>Individual Commercial Resources</td>
<td>For this historic designation, the types of permits issued by the City or County might include demolition permits and moving permits.</td>
</tr>
<tr>
<td>Individual Residential Resources</td>
<td></td>
</tr>
</tbody>
</table>

The “permit” process through the City and County typically triggers reviews for the issuance a Certificate of Appropriateness. In the case of historic districts, the Commission can comment on all elements listed in the historic district’s individually adopted Design Standards and Guidelines in addition to those listed above.

The State Preservation Statute includes an “environs” review for projects within 500 feet of listed historic property. The local ordinance does not authorize such a review.

STANDARDS FOR REHABILITATION

Rehabilitation is defined as “the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.”

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

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

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

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

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

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

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

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

10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.
Secretary of the Interior’s Guidelines
For Rehabilitating Historic Buildings

Reference Available Copies
Local Landmark Design Guidelines

August 31, 2000

The Topeka-Shawnee County Landmarks Commission should consider the following four factors when they complete their reviews for Certificates of Appropriateness for those properties listed as a Local Landmark:

1. Roof
   Shape
   Material

2. Envelope
   Building Setback
   Height
   Scale and Massing

3. Openings
   Windows
   Doors
   Location/Spacing/Orientation

4. Skin
   Compatible Material
ROOF GUIDELINES
For Historic Landmarks and Contributing Structures within Historic Districts
(Excluding National or State Register Properties)

September 14, 2000

Modifications to Historic Structures:

The historic roof, with its shape, slope, features, and materials is an important character-defining feature in terms of defining the overall form and architectural style of any historic structure and therefore should be preserved.

Shape

Recommended:

It is recommended that the historic roof shape be preserved.

Not Recommended:

It is not recommended to change the historic roof shape to another roof shape. For example, changing an historic side-gabled roof to another roof shape such as a front-gabled roof, hipped roof, shed roof, flat roof or gambrel roof shape is not recommended.

Slope

Recommended:

It is recommended that the historic roof slope be preserved.

Not Recommended:

It is not recommended to change the historic roof slope to another roof slope. For example, changing an historic sloping roof to a flat roof or a flat roof to a sloping roof is not recommended. Changing a low sloping roof to a steeply sloping roof or a steeply sloping roof to a low sloping roof is not recommended.
Features

Recommended:

It is recommended that historic roof features such as cresting, dormers, cupolas, and chimneys be preserved. Some modifications, however, may be allowed. The extent of the features removed or the size, scale, design, and location of proposed new changes shall be taken into account as part of the review. Fewer changes should be made to the primary façade(s) than to the secondary façade(s).

For example, the removal of a single small historic dormer or the addition of a single small new dormer on the primary façade may not greatly impact the integrity of the historic structure and may be allowed. The removal of a single larger or multiple historic dormers or the addition of a single larger or multiple new dormers on a secondary façade may not greatly impact the overall integrity of the historic structure and may be allowed.

Not Recommended:

It is not recommended that historic character defining historic roof features be heavily modified or completely removed. The key is that the proposed changes not entirely remove important character defining features or overpower the historic roof with new features.

Materials

Recommended:

The historic integrity and historic character of a property is often the result of how much and what type of historic material(s) still exists. Therefore, it is recommended that historic roofing material be preserved. For example, it is recommended that unique and special roofing materials such as clay tile, slate, and terne metal be preserved when at all possible.

If changes to the historic material are required because of the level of deterioration or damage, then the replacement material should match the historic material when possible. If substitute materials are the only option, they should have a similar appearance and profile to the historic material.

Not Recommended:

Stripping the roof of sound historic material such as slate, clay tile, wood, and architectural metal is not recommended. Using a substitute material that does not convey the visual appearance of the historic material is not recommended.
Additions to Historic Structures:

The roof of a new addition should be designed so that it is compatible with the historic structure. This does not mean the roof is required to "exactly match" the historic roof shape, slope, features, or materials. However, it does mean the roof of the new addition is a key element in developing a compatible addition.

Recommended:

Relating the roof of the new addition to those found on the historic building is recommended. Although not entirely necessary, duplication of the existing or traditional roof shapes, slopes, and materials on the new addition is one way of making a new addition more visually compatible.

Not Recommended:

Introducing roof shapes, slopes, features, or materials not traditionally found on the historic structure or on similar structures of its type or style.

New Construction within Historic Districts:

The roof shape, slope, features, and materials within a Historic District help define the character of the district. Therefore, the roof of any proposed new construction should be designed to be compatible with the district.

Recommended:

Relating the roof of new buildings to those found within the historic district is recommended. Although not entirely necessary, duplication of the existing or traditional roof shapes, slopes, and materials on the new construction is one way of making a new addition more visually compatible.

Not Recommended:

Introducing roof shapes, slopes, features, or materials not traditionally found within the historic district or on similar structures of its type or style.
ENVELOPE GUIDELINES
For Historic Landmarks and Contributing Structures within Historic Districts
(Excluding National or State Register Properties)

For review purposes, the envelope of any historic structure is made up of three key elements. They are 1) the Building Setback, 2) the Height, 3) the Scale/Massing. These three elements all contribute to the character of individual properties or the character of historic districts. Therefore, each item shall be reviewed.

Building Setback

Modifications to Historic Structures:
The building setback was often prescribed by planning regulations at the time of construction of the historic property or was a reflection of the values and/or culture and practices of the people of the time.

Recommended:

It is recommended that the historic structure follow the historic setbacks of the period of significance for the landmark.

Not Recommended:

It is not recommended to change the setback relationship of the historic structure to the historic property lines.

Additions to Historic Structures:

New additions should respect the historic setback relationships. This is especially true on the primary façade(s). If a structure sits on a corner lot, it is assumed that the building has two primary facades unless otherwise noted in the nomination.

Recommended:

Maintaining the historic façade lines of the streetscapes by locating the front of new additions and modifications in the same plane as the facades of adjacent buildings is
recommended. For example, if a small-scale addition such as a new porch is proposed on the primary façade of a historic structure, the setback line of porches on adjacent historic properties could affect the size of the porch. Larger additions might be allowed on secondary facades as long as they do not greatly encroach upon the historic side and rear yard setbacks.

Not Recommended:

Violating the existing setback pattern by placing new additions and modifications in front of or behind the historic façade line is not recommended. Avoid placing new additions at odd angles to the street or other adjacent historic properties, unless in an area were diverse configurations already exists, even if proper setbacks are maintained.

New Construction within Historic Districts:

The historic setback lines that have been established in historic districts are typically important character defining elements. In addition to this, the location of the “front façade” or “front door” is equally important.

Recommended:

Maintaining the historic façade lines of streetscapes by locating the front of new buildings in the same plane as the facades of adjacent buildings is recommended. If exceptions are made, buildings should be set slightly back towards the rear of the lot rather than closer to the street. If existing setbacks vary, new buildings should conform to the average setback patterns established within their block, on the same side of the street. The location of the front façade and front door on the new construction should match the surrounding historic properties within the block and on the same side of the street.

Not Recommended:

Violating the existing setback pattern by placing new buildings in front of or behind the historic façade line is not recommended. Avoid placing new construction at odd angles to the street and adjacent properties, unless in an area were diverse sitting already exists, even if property setbacks are maintained. Avoid locating the front façade or front door in a location that is not typical with the surrounding historic properties within the block and on the same side of the street.
**Height**

**Modifications to Historic Structures:**

The height of an historic structure is considered an important character-defining feature.

**Recommended:**

It is recommended that the height of the historic structure be preserved.

**Not Recommended:**

It is not recommended to change the overall height of the building by raising or lowering the building or by eliminating or modifying major elements that affect the appearance of the overall height of the building.

**Additions to Historic Structures:**

The height of new additions to historic structures can greatly affect the overall appearance of the historic property. Therefore, it is important that the height of new additions be compatible with the historic structure. The historic form should be dominant.

**Recommended:**

Relating the overall height of the new addition to that of the historic structure is recommended. As a general rule, construct new additions to a height roughly equal to the average height of the existing building. It should be noted that smaller or shorter additions typically encroach upon the historic building less than larger or taller additions.

**Not Recommended:**

New construction that greatly varies in height (too high or too low) from the historic structure is not recommended. This does not, however, eliminate all “tower type additions” or “small scale additions” where appropriate or compatible.
New Construction within Historic Districts:

The height of structures within the historic district is typically one of the factors that help new buildings be compatible with the character of the district.

Recommended:

Relating the overall height of the new construction to that of adjacent structures is recommended. As a general rule, construct new buildings to a height roughly equal to the average height of the existing structures from the historic period of significance on the block and on the same side of the street.

Not Recommended:

New construction that greatly varies in height (too high or too low) from the existing buildings from the historic period of significance on the block and on the same side of the street is not recommended.

Scale and Massing

Modifications to Historic Structures:

The scale and massing of the historic structure is considered an important character-defining feature.

Recommended:

It is recommended that the scale and massing of the historic structure be preserved.

Not Recommended:

It is not recommended to change the overall scale or massing of the historic structure by removing or modifying significant portions of the historic structure.

Additions to Historic Structures:

It is important that new additions to historic structures be designed to be compatible with the scale and massing of the historic structure.
Recommended:

Relating the size and proportions of new additions to the scale and massing of the historic structure is recommended. This may require breaking up larger additions into smaller, varied masses that are common on the historic structure. Variation of form and massing are essential in keeping additions in scale with historic structures.

Not Recommended:

Additions that in height, width, or massing dominate the existing scale and massing of the historic structure are not recommended.

New Construction within Historic Districts:

The overall scale and massing of structures within the historic district is typically one of the factors that should be identified and studied as part of the design process.

Recommended:

Relating the size and proportions of new buildings to the scale of adjacent buildings is recommended. This may require breaking up larger structures into small, varied masses that are common within the historic district. Variety of form and massing are elements essential in keeping new construction compatible with the scale of the historic structures within the district.

Not Recommended:

New buildings that in height, width, or massing dominate the existing scale and massing of the historic buildings within the historic district is not recommended. New buildings should not disrupt the overall scale and rhythm of the streetscape and be compatible with the façade articulation found within the historic district.
OPENINGS GUIDELINES

For Historic Landmarks and Contributing Structures within Historic Districts
(Excluding National or State Register Properties)

September 14, 2000

As one of the few elements of a structure that serves as both an interior and exterior feature, openings are nearly always an important part of the historic character of an historic structure. For review purposes, openings may include both windows and doors. The review should include analyzing their size, location, spacing, orientation, and design.

Windows

Modifications to Historic Structures:

Historic windows, with their size, shape, features, materials, and design are an important character-defining feature of any historic structure and therefore should be preserved. The primary or street front facades of the historic structure are more critical than the secondary facades.

Recommended:

It is recommended that the historic windows be retained and preserved. Their location, spacing, size, orientation, and design can contribute to the historic character of the historic structure. Historic windows can be made more energy efficient by adding weather stripping or by adding interior or exterior storm windows. Storm windows are considered "reversible" and typically can be easily removed in the future. In addition to this, storm windows can potentially protect the historic windows.

Not Recommended:

Removing or radically changing the number, location, size, orientation, or glazing pattern of historic windows that are important in defining the historic character of a structure so that, as a result, the character of the structure is substantially altered.
Additions to Historic Structures:

The locations, size, shape, and design features of new windows are important elements in creating compatible new additions to historic properties. The primary or street front facades of the new additions are more critical than the secondary facades.

Recommended:

It is recommended that new additions be designed with compatible “rhythm of the openings,” the recurrent alternation of wall areas with window elements represented on historic façades, or be compatible with the style of the historic structure. In addition to this, the width-to-height ratio relating to the size and orientation of new windows should be compatible with the window elements in the historic façade or compatible with the style of the historic structure.

Not Recommended:

Introducing incompatible façade patterns that greatly upset the rhythm of openings established on the historic structure or is not compatible with the style of the historic structure.

New Construction within Historic Districts:

The location, size, shape, and design features of new windows are important elements in creating compatible new construction within historic districts. The primary or street front facades of the new construction are more critical than the secondary facades.

Recommended:

It is recommended that new construction be designed with compatible “rhythm of the openings” or the recurrent alternation of wall areas with window elements represented on the historic façades of historic structures located within the immediate area of the historic district. In addition to this, the width-to-height ratio of windows should be compatible with the window elements in the historic façades of historic structures located within the immediate area of the historic district.

Not Recommended:

Introducing incompatible façade patterns that are completely out of character with the historic structures located within the immediate area of the historic district.
Doors

Modifications to Historic Structures:

Historic doors, with their size, shape, features, materials, and design are an important character-defining feature of any historic structure and therefore should be preserved. The primary or street front facades of the historic structure are more critical than the secondary facades.

Recommended:

It is recommended that historic doors be retained and preserved. Their location, spacing, size, orientation, and design can contribute to the historic character of the structure. Historic doors can be made more energy efficient by adding weather stripping or by adding exterior storm doors. Storm doors are considered “reversible” and typically can be easily removed in the future. In addition to this, storm doors can potentially protect the historic doors.

Not Recommended:

Removing or radically changing the number, location, size, or glazing pattern of historic doors that are important in defining the historic character of a structure so that, as a result, the character of the structure is substantially altered.

Additions to Historic Structures:

The location, size, and design of new doors are important when creating compatible new additions to historic properties. Both modern interpretations of historic designs or designs that match the style of architecture on the historic structure are acceptable design solutions and should be considered compatible. The primary or street front facades of the new additions are more critical than the secondary facades.

Recommended:

It is recommended that new additions be designed so that the location, size and design of the doors in new additions are compatible with the location, size, and design of doors represented on historic façades. New doors should be compatible with the style of the historic structure.

Not Recommended:

Introducing incompatible façade patterns that are not compatible with the style of the historic structure are not recommended.
New Construction within Historic Districts:

The location, size, and design of new doors are important when creating compatible new construction within historic districts. Both modern interpretations of historic designs or designs that replicate or are compatible with the style of architecture within the historic district are acceptable design solutions and should be considered compatible. The primary or street front facades of the new construction are more critical than the secondary facades.

Recommended:

It is recommended that new construction be designed so that the location, size and design of the new doors are compatible with the location, size, and design of doors on contributing properties represented within the historic district.

Not Recommended:

Introducing incompatible façade patterns that are not compatible with the architectural style of the historic district is not recommended.
<table>
<thead>
<tr>
<th>Door Surrounds</th>
<th>Rectangular light or light anthem</th>
<th>Adamesque detail on surround or light</th>
</tr>
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<tbody>
<tr>
<td>Common</td>
<td>Common</td>
<td>Very common</td>
</tr>
<tr>
<td>Semi-circular fanlight only</td>
<td>Common</td>
<td>Very common</td>
</tr>
<tr>
<td>Semi-circular fanlight with sashlights</td>
<td>Very common</td>
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<tr>
<td>Sashlight</td>
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<tr>
<td>Pellet</td>
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Door Surround & Entry Porch Variants
SKIN GUIDELINES
For Historic Landmarks and Contributing Structures within Historic Districts
(Excluding National or State Register Properties)

September 14, 2000

Modifications to Historic Structures:

The historic skin or siding material, with its size, shape, texture, features, and design is an important character-defining feature of any historic structure and therefore should be preserved.

Recommended:

The historic integrity and historic character of a property is often the result of how much and what type of historic material still exists. Therefore, it is recommended that the historic skin or siding material and features be preserved.

If changes to the historic material are required because of the level of deterioration or damage, then the replacement material should match the historic material when possible. If substitute materials are the only option, they should have a similar appearance and profile to the historic material.

Not Recommended:

Stripping the structure of sound historic material is not recommended. Using a substitute material that does not convey the visual appearance of the historic material is not recommended.

Additions to Historic Structures:

The skin of a new addition should be designed so that it is compatible with the historic structure. This does not mean the skin material is required to “exactly match” the historic structure. However, it does mean the skin of the new addition is a key element in developing a compatible addition. The primary or street front facades of the new addition on the historic structure are more critical than the secondary facades.
Recommended:

Relating the skin of the new addition to those found on the historic building is recommended. Although not entirely necessary, duplication of the existing or traditional skin on the new addition is one way of making a new addition more visually compatible.

Not Recommended:

Introducing new skin materials or designs not traditionally found on the historic structure or on similar structures of its architectural type or style.

**New Construction within Historic Districts:**

The skin material and design typically found within a Historic District help define the character of the district. Therefore, the skin of any proposed new construction should be designed to be compatible with the district’s contributing properties. The primary or street front facades of the new construction are more critical than the secondary facades.

Recommended:

Relating the skin of new buildings to that of the contributing properties within the district is recommended. Although not entirely necessary, duplication of the existing or traditional skin on the new construction is one way of making a new construction more visually compatible.

Not Recommended:

Introducing new skin materials or designs not traditionally found within the historic district or on similar architectural styles of structures within the historic district.