

# **PRESERVATION PLAN**

St. Joseph, MO

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# **Preservation Plan for the City of St. Joseph**

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## INTRODUCTION

Since the day that Joseph Robidoux built his small trading post on the shores of the Missouri River in the 1820s, the history of St. Joseph has been expressed in its buildings. The Gold Rush of the late 1840s brought great wealth to the City and despite a slight set back during the Civil War, that prosperity continued until the First World War. The “golden age” of St. Joseph, beginning in 1880, resulted in the construction of fabulous residential and commercial buildings, many of which are still standing. The economic prosperity of the era also resulted in the construction of a large number of more modest, but equally important, structures. The economic downturn which began in the mid-20<sup>th</sup> century put many of the historic structures of the city under threat and that threat remains.

As the City of St. Joseph works through a period of self-examination and increased focus on the need to make changes in order to facilitate economic growth, this is an appropriate time to create a new Historic Preservation Plan for the City. This is done with the clear understanding that the protection of our historic assets is vital to our community well-being, sense of identity, and economic growth.

The economic reality of the world is rapidly changing. Technology has created a workforce that can live where they choose, not necessarily “where the job is.” Where the skilled workers want to live, the businesses and industries that employ them will follow. Quality of Life has become a central economic force. This represents both a challenge and an opportunity for small to mid-sized cities such as St. Joseph. St. Joe will never be able to compete with major regional metropolitan areas such as Kansas City and Omaha in terms of the scale and number of amenities; however, we are more than competitive when it comes to creating the unique “sense of place” that many skilled and creative workers are seeking. St. Joseph is blessed with a virtually unequalled inventory of historic buildings and neighborhoods. Preservation of our historic assets will be a major tool that can be utilized to encourage economic growth and vitality in the city.

For too long Historic Preservation Planning in St. Joseph has been essentially reactive rather than proactive. The staff and policies have reacted to crises and challenges as they arose rather than taking a long-term planned approach. Historic Preservation Planning is much more than reaction to crises and challenges; it is a long-term planning approach that puts in place a clear set of achievable goals and a timeline by which they will be accomplished.

*According to the National Park Service, “Historic preservation has proven economic, environmental, and social benefits. Studies show that historic districts maintain higher property values, less population decline, more walkability and greater sense of community.”*

## Purpose

The City is losing its historic building stock at an alarming rate due to fire, neglect, and insensitive development. Preservation efforts in St. Joseph are hampered by changes in public support and cuts in funding on the federal and state levels; by individuals who advocate for property rights, and promote private interests over the public good; and even by negative social media posts that bemoan current conditions. These, and other threats, impede further advancement in preservation programs unless real steps are taken to educate the community concerning the possibilities and the benefits of historic preservation.

The goals of developing a preservation plan for the City of St. Joseph include promoting historic preservation as a tool for: revitalizing neighborhoods and commercial districts; enhancing tourism and cultural arts activities; creating new jobs and businesses; and managing effectively the overall design and development of areas and districts within the city. The plan focuses on St. Joseph's significant assets including buildings, neighborhoods, streetscapes, historic sites, national trails, monuments, and archaeological sites.

Specific plan objectives include:

- To clearly state the goals of historic preservation in the community;
- To let current and future property owners and residents know in advance how the community intends to grow and what the community wishes to protect;
- To clarify the purpose, meaning, and content of the existing local historic preservation ordinances;
- To strengthen the legal basis of the existing historic preservation ordinances;
- To ensure consistency among various local government policies that affect the community's historic resources;
- To educate and inform citizens about their heritage and its value to the community;
- To create an agenda for future preservation activities and to create a way to measure progress in protecting historic resources;
- To comprehensively address issues relating to tourism, zoning, traffic patterns, development patterns, and design that affect historic resources;
- To encourage economic development through the preservation of historic resources; and
- To foster the political understanding of and support for historic preservation policies.

This Historic Preservation Plan will set out a clear way forward for the City in order to preserve our historic assets for future generations.

This plan contains five primary components:

1. Assessment of preservation efforts in the city to date and summary of the programs and policies that are currently in place;
2. Identification of those historic assets that are most important for preservation;
3. Identification of the threats to the future of those resources;
4. Strategy for how those resources can be protected; and
5. Delineation of Action Items for implementation.

These components are woven through the entirety of the text and the Action Items will be summarized with a suggested timeline for implementation at the end of the document.

This plan is intended to provide a basis of discussion for the city government and local citizens in establishing an effective historic preservation approach for St. Joseph. This plan outlines goals, policies, and implementation strategies designed to identify, evaluate, and protect the cultural resources of the city. It aims to create opportunities to identify potentially historic buildings, districts, and sites as well as to enhance the places already deemed historic.

The preservation of our historic assets is an important step toward ensuring that St. Joseph provides livable, sustainable neighborhoods and prosperous commercial corridors.

While this plan is being produced as a stand-alone document, its success is ultimately dependent on the extent to which it does not stand alone. It is important that the strategies set out in this plan are incorporated at all levels of planning and decision making for the city of St. Joseph. It is also important that the community be educated about this plan and the significance of historic preservation to the future of the city.

## History of St. Joseph

St. Joseph began as a small trading post along the Missouri River in the 1820s. The first European to put down permanent roots here was Joseph Robidoux, a fur-trader who – like most of the men in that profession – had an eye for a money-making scheme. Joe realized that a trading post in the Blacksnake Hills would likely be a profitable venture. His ruthless approach to business led him to expand his trade as far as the Rocky Mountains. Joe's small trading post began to attract further settlement. With the Platte Purchase in 1837, the State of Missouri annexed the territory around Joe's little town. Seeing the potential for future growth, Robidoux incorporated his town as St. Joseph in 1843.

Robidoux's timing could not have been better. When gold was discovered at Sutter's Mill, California in 1848 the stage was set for St. Joseph's emergence on to the national stage. The new city's position as the westernmost terminus for rail travel as well as its convenient position on the Missouri River meant that the city developed rapidly as jumping-off point for westward expansion. It is no fluke that the Pony Express was developed here.

Canny businessmen in the mold of Joseph Robidoux made huge fortunes selling goods to the thousands of westward bound settlers who passed through the city on their way to new lives. This influx of people was the spark that was needed to spur innovation that led to great wealth: Frank Sommer developed the premium saltine cracker in his bakery at the foot of Francis Street close to the Missouri River crossing; the Wyeth family became immensely wealthy as their hardware company grew supplying the needs of the settlers; others made fortunes in the dry goods industry.

In the decade and a half before the outbreak of the Civil War, St. Joseph was growing and developing a robust commercial base. It attracted people from all over the world to come to the emerging boomtown and work to make their fortune. This influx of people and business increased after the railroad arrived in 1859. As the commercial enterprises grew, the number of workers needed also grew. Those workers needed housing and the city experienced a housing boom; small houses sprung up in what is now the historic core of the City, many in the Museum Hill neighborhood.

The Civil War was a particularly challenging period for the growing city. In many ways St. Joseph embodied the brother-against-brother nature of the conflict. Though most people in the city were southern sympathizers, Missouri remained in the Union. For much of the war, St. Joseph was occupied by Union troops and life in the city became very limited as the citizens waited for the war to end.

Following the war and the period of recovery, St. Joseph continued to grow and thrive, though the violent legacy of the Civil War continued to cast its shadow. The notorious outlaw Jesse James who began his criminal career as a member of Quantrill's guerilla forces, was shot and killed here in 1882.

That economic growth led to the replacement of much of the pre-war building stock. Today, there are few antebellum buildings left. Neighborhoods such as Hall Street

developed and spectacular mansions began to dot the streetscape of the city, many of which remain. The period between 1880 and about 1910 is often referred to as the “golden age” of St. Joseph history and enterprising businessmen began to shape the city into a national center for the wholesaling and livestock industries.

As the 19<sup>th</sup> century came to a close, St. Joseph was emerging as one of the country’s leading livestock centers. The stockyards and the associated packinghouses that grew up in South St. Joseph generated great wealth for the city. As a symbol of that prosperity the decision was made to have noted local architect E.J. Eckel design the Livestock Exchange Building on Illinois Avenue (listed on the National Register of Historic Places in 2004).

Until the mid-20<sup>th</sup> century, the St. Joseph economy was thriving and largely based on the livestock and manufacturing industries based here. But as the world economy shifted so too did the fortunes of the city. In the 1960s many of the manufacturing enterprises began to shut down and those that continued employed fewer people. The packinghouses left the Southside putting thousands out of work. Almost as a symbol of what was happening, in the 1970s city officials embraced a policy of Urban Renewal and many historic buildings were demolished in the hope for of a future prosperity that did not materialize.

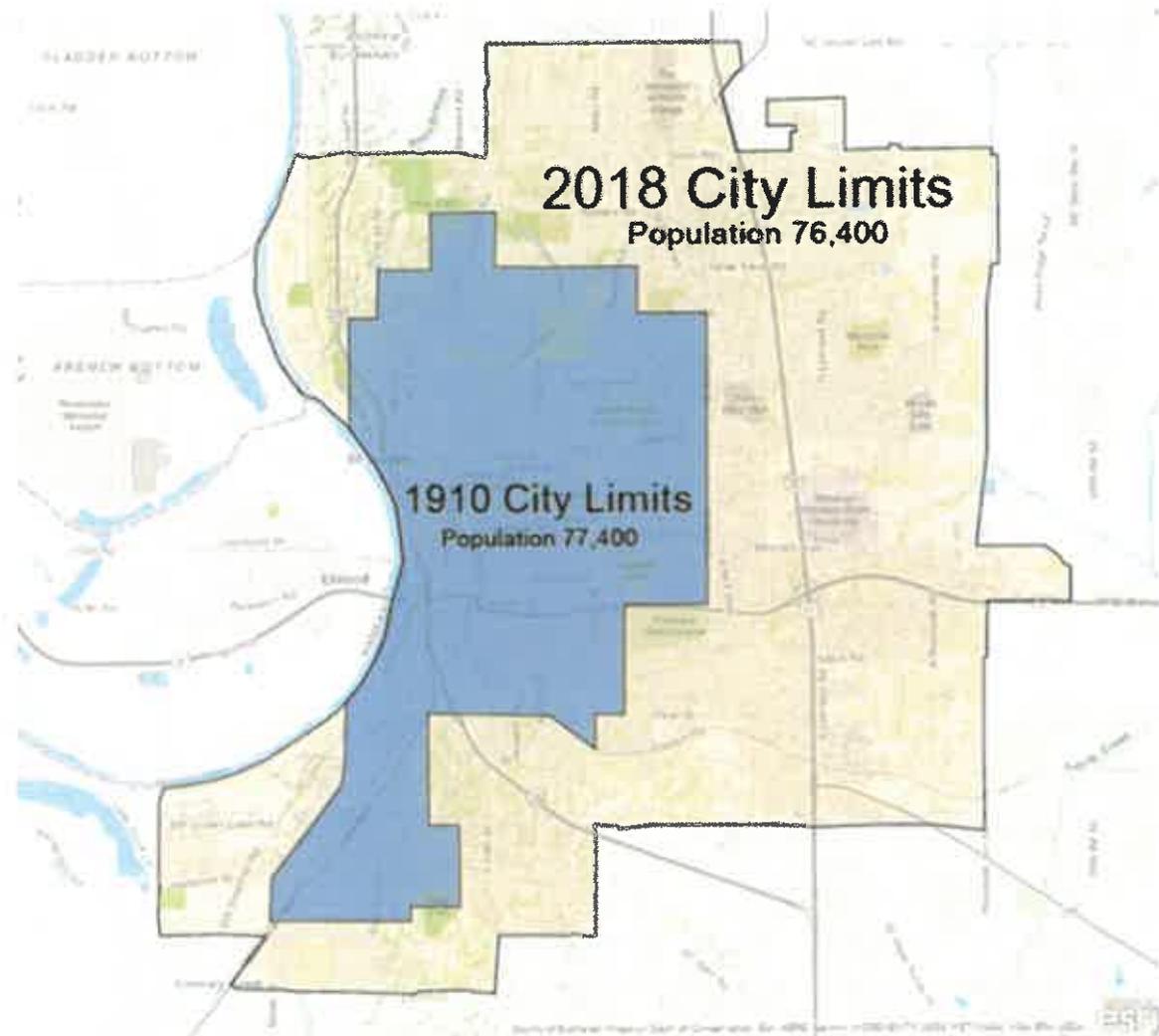
For several decades after that disastrous decision, the historic core of the city was a sad derelict reminder of the good old days.

But in the last two decades the tide has begun to turn. New industries have arrived, and the city has emerged as a national leader in the life sciences field. Missouri Western State University attracts an international student body. St. Joseph’s downtown and historic neighborhoods are experiencing a revitalization. What began as an essentially lawless frontier settlement and evolved into a wealthy city is now a growing community that boasts a nearly unrivaled collection of historic architecture. Though much has been lost, and much is threatened, there is much that remains intact and must be protected.

As St. Joseph looks to the future it is vital that it remembers that our past holds the key to our future prosperity. The city has a unique story to tell; that story and the historic structures that are the brick and mortar expression of it contribute in a significant way to the quality of life in St. Joseph. As St. Joe looks to attract a skilled workforce and the businesses that employ them, preservation of its historic assets is a major component in the tool kit.

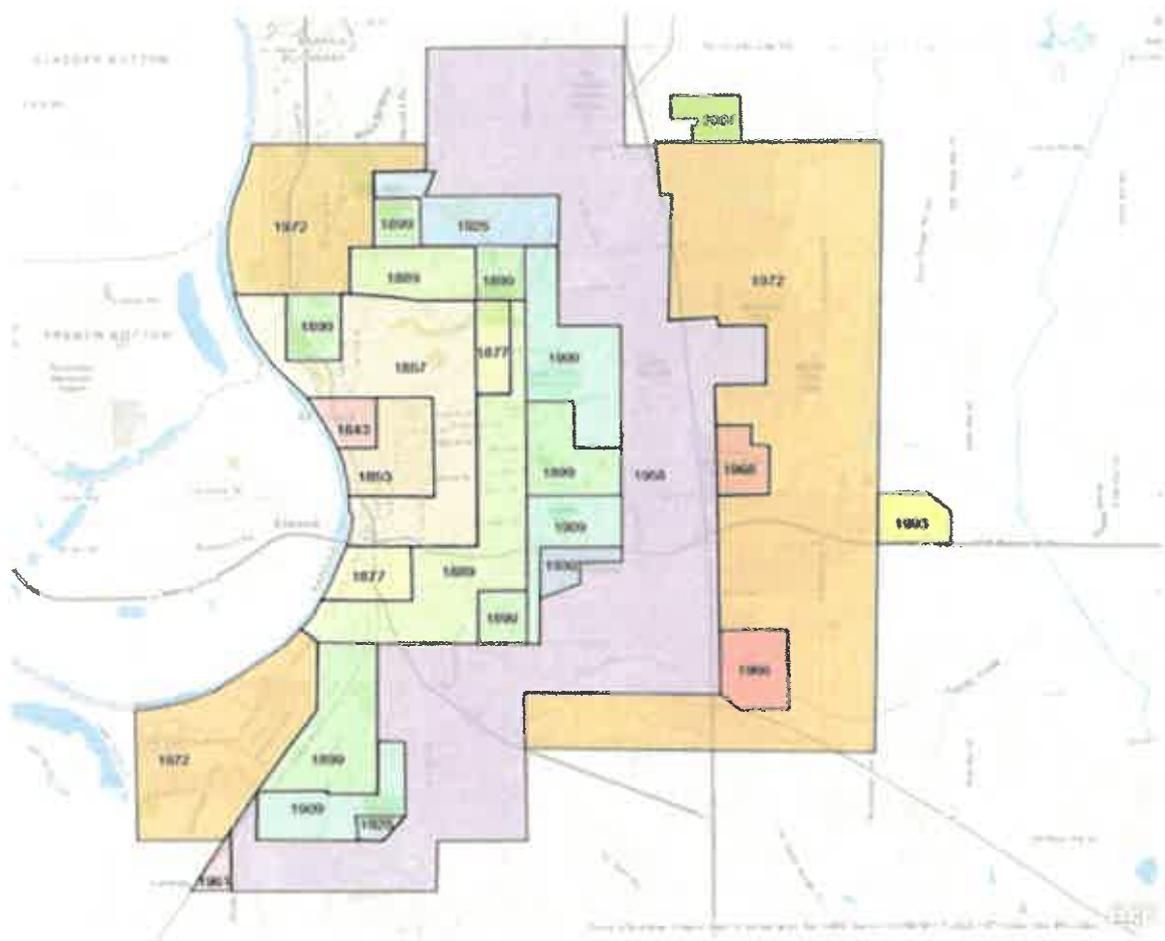
## History of Urban Geography in St. Joseph

by Lauren Manning [edited by Kim Schutte]

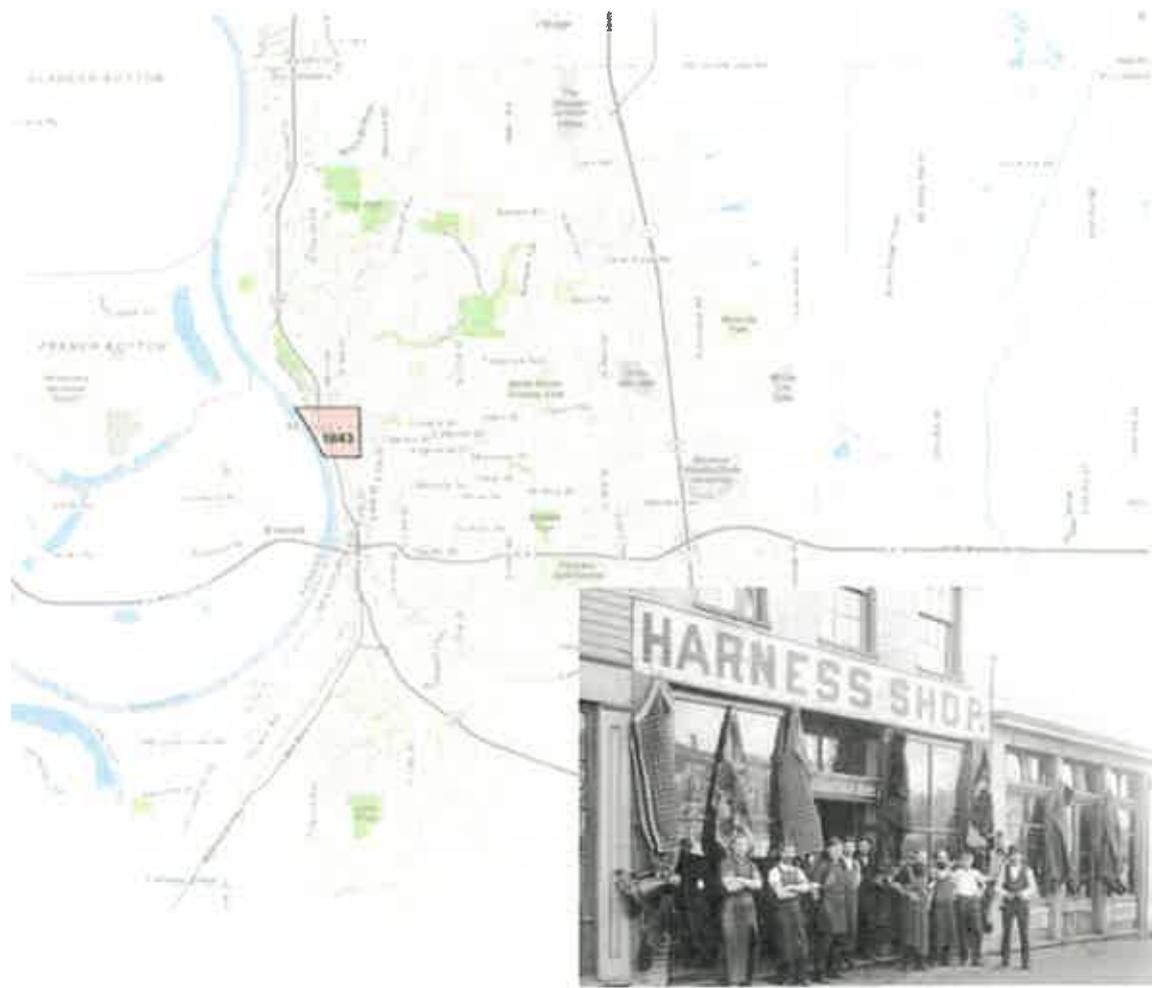


The map above shows clearly a dominant trend in St. Joseph's growth over the past century: the geographic footprint has more than doubled, with growth primarily toward the North and East, while the population numbers have remained largely unchanged. This growth pattern has had adverse consequences. Suburban sprawl produces stress on services such as police, fire, and schools while also increasing costs for infrastructure and utilities. It costs more to extend services like roads, water, sewer, electricity, and gas. This type of growth also creates a "ghost town" effect at the historic urban core.

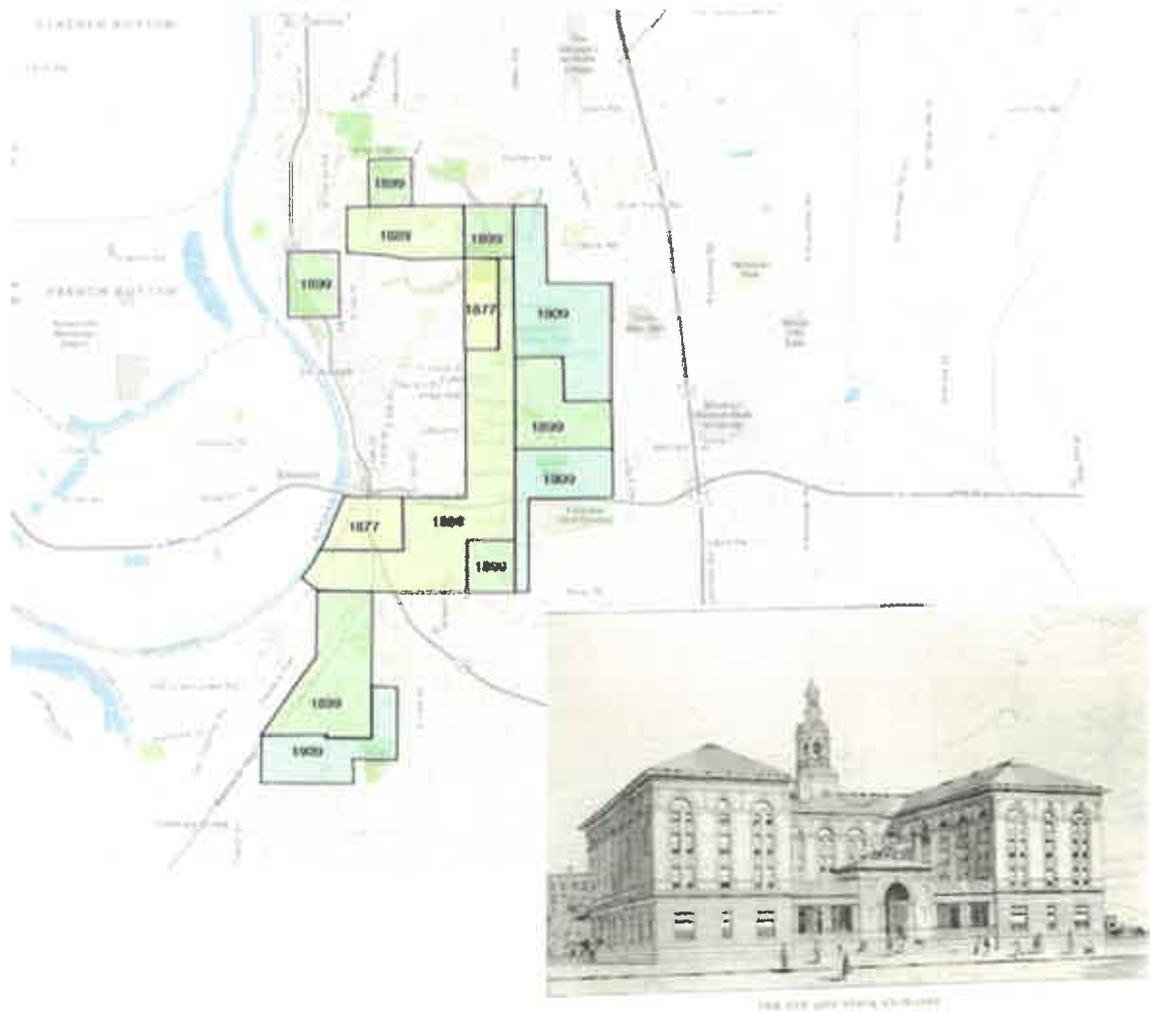
The following images illustrate the changes over time.



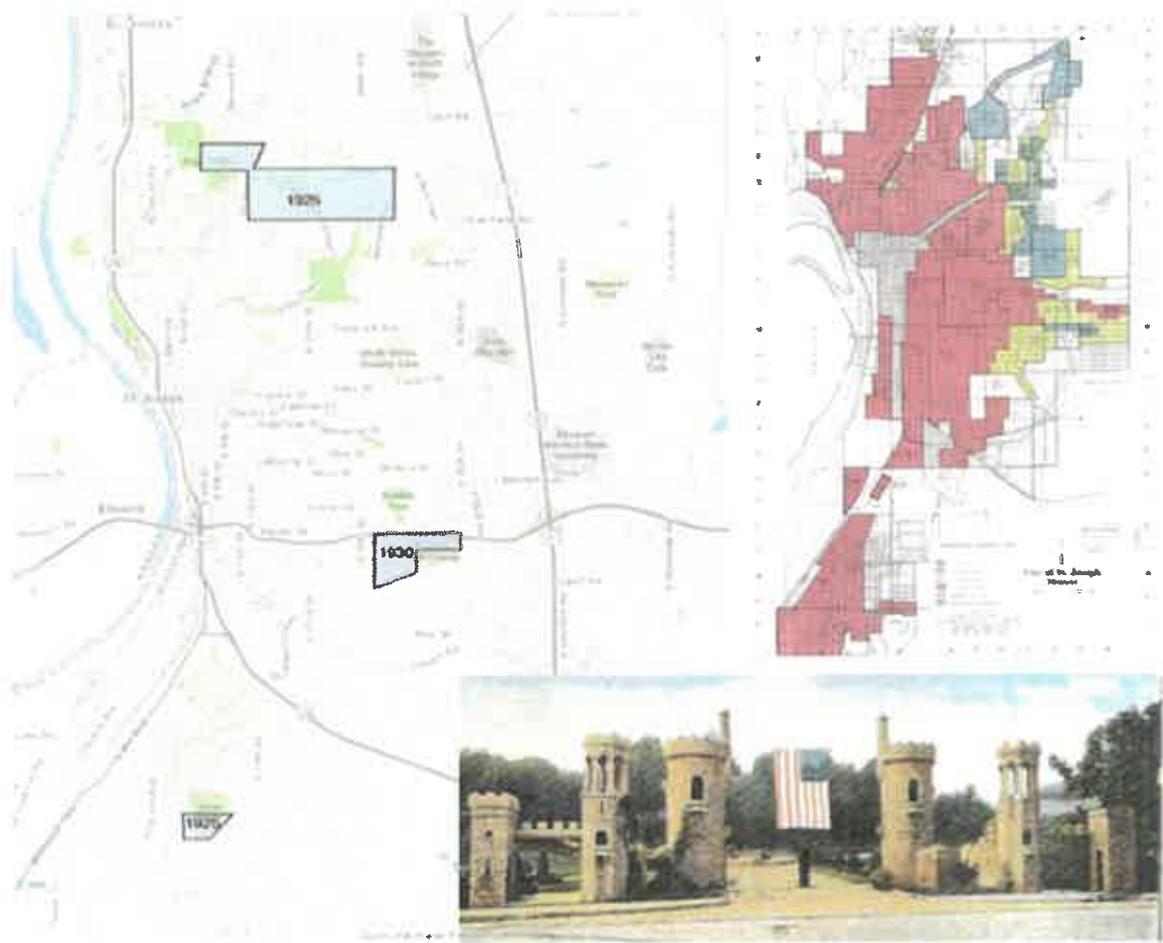
St. Joseph's annexations by year clearly show the city's expansion to the east.



St. Joseph's original town boundaries were from Robidoux to Messanie and the riverfront to Sixth Street. After Joseph Robidoux's fur trading enterprise began to decline he started selling lots and allowing families to lodge in his purpose-built "apartment house" (now known as Robidoux Row) until their homes were ready for occupancy. Some of the city's earliest settlers came during this period to make their fortunes supplying the travelers heading west. After the discovery of gold, St. Joseph became the main "jumping off point" and the town experienced an influx of more than 200,000 people coming through between 1843 and 1869. Some of those travelers decided to remain and the population began to grow.



St. Joseph continued to grow after the period of westward expansion had slowed and the disruptions caused by the Civil War had passed. The United States entered what has been termed the Gilded Age between c. 1870 and c. 1900. This was a period of rapid economic growth and for those who were fortunate enough to come out on top, a period in which astronomical fortunes were made. The nation experienced the rise of the middle class, an influx of European immigration, and a vast increase in industrialization that was facilitated by the rapid growth of the railroad system that was now stretching from coast-to-coast. In St. Joseph, fortunes were being made by those who were supplying the needs of the western settlements and those investing in the livestock industry to supply the needs of people closer to home. This economic prosperity left a profound mark on the architecture of the city as spectacular mansions and commercial buildings were built.



During the interwar period that St. Joseph adopted another national trend – redlining. Redlining refers to the designation of certain parts of a city as “dangerous” for investment. This resulted in the refusal of banks to lend for mortgages, the flight of commerce, and the loss of industry. In St. Joseph, redlining exacerbated the trend toward growth in the north and east and sentenced the historic commercial core and long-established residential neighborhoods to decline. The areas highlighted in red in the image above were the parts of the city deemed to be “hazardous” to investment in 1937.



Following World War Two, St. Joseph saw a dramatic rise in suburban development. Returning soldiers were able to purchase homes thanks to the GI bill, but since banks were unwilling to loan on homes in the redlined areas, the move away from downtown escalated. Areas such as the “Belt Highway” were transformed from a country by-way to a major thoroughfare through the new commercial center of the city. The East Hills Mall was constructed in 1965 and several downtown department stores and businesses moved to the area of the Belt chasing their customer base. This led to widespread vacancies in the historic downtown.

These vacancies and the lack of maintenance given to the old commercial structures in downtown left St. Joseph vulnerable to the allure of the Urban Renewal movement that had cut a swath through historic districts across the nation. In its beginnings, Urban Renewal was seen as a strategy to draw people back to downtowns by demolishing the “unsightly” and “blighted” old structures and replacing them with new construction. In St. Joseph a large number of downtown buildings were demolished, but the promise of new construction remained largely unfulfilled, and the policy resulted in further abandonment of the historic core. In the period from the 1980s to the 2000s, the city continued to expand into the suburbs and manufacturing and warehousing spread into the vacancies in the urban core.

In the last decade, the rise of the New Urbanism movement has resulted in a slow but steady return of residents and businesses to the historic downtown and urban core of St. Joseph.

## **PRESERVATION APPROACH**

St. Joseph's identity is largely expressed in its stock of historic resources. The city is lucky to have a significant collection of individual buildings, historic neighborhoods, and streetscapes that differentiate it from other mid-sized cities. St. Joseph's history is one that most cities would envy: from the mid-19<sup>th</sup> century many of the most important national stories led through St. Joseph. It was an important center for the fur trade and relations with indigenous peoples; it was a primary jumping off point for westward expansion; it personified the brother-against-brother nature of the Civil War; it embodied the excesses of the Gilded Age; it embraced both the City Beautiful movement and its antithesis – Urban Renewal. Few places can boast a history that includes characters such as Joseph Robidoux and Jeffrey Deroin, the Pony Express, Jesse James, and diverse immigrant communities. This rich history is still visible in the bricks and mortar that make up our historic building stock.

It was not until the 1970s as the shock of the destruction of Urban Renewal set in that St. Joseph began to become serious about historic preservation. Figures such as Mary Boder and Barbara Ide utilized their significant social and financial capital in attempts to save important buildings from the wrecking ball. In some cases, they were successful: the Buchanan County Courthouse, the Missouri Theater, and Robidoux Row all stand because of the efforts of such people. Unfortunately, in many cases they were not successful: the most notable loss was the demolition of the iconic Hotel Robidoux. These early efforts tended to center on the preservation of individual buildings, many of which are now museums.

In the last two decades the emphasis has shifted slightly away from a focus on individual structures to the surveying, designation, and preservation of entire neighborhoods and districts. Neighborhoods such as Robidoux Hill, Cathedral Hill, Patee Town, and Harris-Kemper have all been listed on the National Register. Museum Hill and Hall Street have been designated both as National and Local Districts providing the structures in those neighborhoods with the added protection of being subject to Design Guidelines administered by the Landmark Commission. These neighborhoods and districts provide a true flavor of the development of St. Joseph and its citizens over its history and are thus a significant asset.

### **Goals for Historic Preservation**

Preservation efforts in St. Joseph began as a response to the devastating loss of historic buildings as a part of the Urban Renewal program of the 1970s. Since that time the loss of historic buildings has continued. The demolition rate in our historic urban core is far too high, a situation that has emerged largely due to a lack of maintenance. Fire, particularly in vacant buildings (of which there are far too many), has also taken an inordinate toll on the historic building stock of the city. A strong and creative historic preservation plan is an important step toward slowing the loss of our historic structures.

Below are goals that, taken as a whole, are expressive of the importance of preservation for the future development of St. Joseph.

**Identity:** It is important that St. Joseph's historic buildings, neighborhoods, and streetscapes are understood to be central to its community identity.

A strong, individual/unique, community identity is central to making a city attractive to businesses and a skilled, educated workforce. Studies consistently show that businesses are more likely to locate in communities that offer the amenities that their employees want. Increasingly highly skilled employees are attracted to places with a unique identity and a robust, vibrant, and walkable urban core. The rehabilitation efforts that are occurring in Downtown, along the Frederick Avenue corridor, and in the Junction area of Southside as well as in the historic neighborhoods that are adjacent to these areas are providing this type of living environment.

Groups dedicated to the well-being and development of these areas have made great strides. It is vital that the city assist those groups in their efforts and to engage in partnerships to help revitalize the many areas of the city that have yet to experience this resurgence.

**Research:** A deeper understanding of the entire scope of the history of St. Joseph and the many groups who have lived here over the years will promote an increased appreciation for our heritage and for the built environment that reflects that heritage. The city also needs a comprehensive history written in accordance with best scholarly practices. This research should be translated into a coherent and robust public history program.

Partnerships between the City of St. Joseph and entities such as the St. Joseph Public Library, St. Joseph Museums Inc., Missouri Western State University, and the Northwest Missouri Genealogical Society will facilitate this research. An important component of this work is the development of a database of existing archival resources and the digitization of as much historic material as is possible.

Staff in the Historic Preservation Planner's Office should be responsible for the preservation and interpretation of the city's past and placing that history into a regional and national context. To that end the Historic Preservation Planner (HPP) would undertake activities such as 1) research, writing, and publication; 2) public presentations and teaching; 3) assisting with historic preservation efforts; 4) heritage tourism promotion; and 5) grant writing.

**Survey & Designation:** An ongoing program of survey and identification is vital to the protection of our historic building stock. After a flurry of designation activity in the late 1970s and 1980s, relatively little has been done in this regard. The National Register Surveys that were done 40 years ago need to be updated as many of the buildings that were listed as non-contributing are now eligible for listing and, unfortunately, many of the buildings that were listed no longer exist.

The California State Parks Office of Historic Preservation provides a cogent summation of the purpose and importance of Historic Resource Surveys: “Historic resource surveys are performed to identify, record, and evaluate historic properties within a community, neighborhood, project area, or region. Surveys provide information needed to make informed planning decisions, prioritize preservation goals and objectives, develop and implement land use policies, perform environmental reviews. . . , develop adaptive reuse and heritage tourism initiatives, educate the public and increase the understanding of and appreciation for the built environment as a tangible reminder of the community’s history. Surveys also assist in the identification of resources worthy of designation in a local register of historic resources. . . or the National Register of Historic Places, as well as properties potentially eligible for federal tax benefits or other state and local preservation incentives.”

This survey process should focus on the designation of neighborhoods and districts and a particular emphasis should be placed on designating buildings as Local Landmarks and neighborhoods as Local Historic Districts so that they are afforded that additional protection.

Survey data can be used for a variety of purposes that help further the development of the city. This includes:

- Identification of historic characteristics that can be utilized in planning initiatives;
- Understanding the potential impact of proposed developments while still in the planning stage;
- Helping in neighborhood revitalization programs; and
- Developing education material to be used for presentations and heritage tourism plans.

The staff of the Historic Preservation Planner’s office should work to facilitate the survey efforts and work with local property owners to get their historic properties designated as Local Landmarks. It is critical that HPP staff take it upon themselves to reach out to neighborhood groups and individuals to get the survey/designation process underway rather than simply wait to be approached. Historic Preservation Fund grants available through the Missouri State Historic Preservation Office should be utilized to help offset the cost of survey efforts.

A number of contexts have been developed for St. Joseph as districts and structures went through the nomination process for inclusion on the National Register of Historic Places. Those contexts should be reviewed, and additional historic contexts developed. Preservation goals for each of the contexts should be developed.

The Secretary of the Interior Standards defines Historic Context as “a unit created for planning purposes that groups information about historic properties based on a shared theme, specific time period and geographical area.” The Standards further state: “[d]ecisions about the identification, evaluation, registration and treatment of historic properties are most reliably made when the relationship of individual properties to other similar properties is understood. Information about historic properties representing aspects

of history, architecture, archeology, engineering and culture must be collected and organized to define these relationships. This organizational framework is called a 'historic context.' The historic context organizes information based on a cultural theme and its geographical and chronological limits. Contexts describe the significant broad patterns of development in an area that may be represented by historic properties. The development of historic contexts is the foundation for decisions about identification, evaluation, registration and treatment of historic properties." "A series of preservation goals is systematically developed for each historic context to ensure that the range of properties representing the important aspects of each historic context is identified, evaluated and treated. Then priorities are set for all goals identified for each historic context. The goals with assigned priorities established for each context are integrated to produce a comprehensive and consistent set of goals and priorities for all historic contexts in the geographical area of a planning effort."

**Education & Outreach:** The City of St. Joseph should work to ensure that city officials and citizens are educated about the importance of historic preservation to the wellbeing of the city. Particularly, citizen review boards such as the Planning Commission and the Downtown Review Board should work closely with the office of the Historic Preservation Planner and with the Landmark Commission to effectively identify and protect historic assets that may be affected by policy decisions.

A strong, multi-pronged educational and outreach program should be developed. Programs that are appropriate for differing audiences should be developed and kept up-to-date and staff from the Historic Preservation Planner's office should reach out to schools, neighborhood groups, and service organizations to schedule talks. Technology should be used appropriately.

The Historic Preservation Planner's Office should work with the Convention and Visitors Bureau to promote heritage tourism (see discussion of heritage tourism below).

The Historic Preservation page on the City of St. Joseph's website should be utilized to communicate with all stakeholders and to emphasize the importance of preservation and to point to best-practices resources. Social media should be utilized to engage with the public.

**Universality:** Staff from the Historic Preservation Planner's office should meet frequently with representatives of all other city departments to ensure that they are aware of preservation best practices. Preservation planning should not simply exist in the documents produced by the HPP's office, but rather, be woven into the fabric of all city planning.

**Adaptive Reuse:** The goal of adaptive reuse is central to historic preservation theory and practice. Over time it becomes clear that an historic building may no longer be suited for the use for which it was designed or that use may no longer exist at all. As buildings are no longer suited to their original functions, they often fall victim to the wrecking ball, either immediately or due to neglect. It is important that the city work with private capital to make adaptive reuse economically feasible. The city should provide potential developers

with general information concerning historic tax credits and recommend that they seek professional assistance in utilizing those credits to make adaptive reuse projects economically feasible.

**Suggestions:** Often for adaptive reuse to be feasible concessions need to be made in the Zoning Ordinances and/or in the Building Codes (see Zoning and Building Code below). Additionally, incentives and regulations should be developed that encourage adaptive reuse.

An example of this is the current debate over the future of St. Joseph's three high schools. There are real arguments on the side of those who state that the historic Central, Lafayette, and Benton High Schools no longer serve current educational needs. The responsibility of the community then becomes finding an appropriate adaptive reuse for these historic structures. The current debate should serve as a wakeup call to the city, even if the decision right now is to maintain the three buildings, in the future the question will arise again. A plan should be in place now for the adaptive reuse of these large buildings. That plan should include a number of possible uses (this should be updated as new possibilities arise) and the financial incentive package should be developed so that it is ready when the time comes. Again, the need here is for the city to be proactive in its approach.

## **Contextual Approach**

This preservation plan has at its heart an understanding that historic preservation in St. Joseph will work best if historic buildings are understood within the context of the surrounding historic neighborhoods. Emphasis needs to be placed on preserving the character-defining attributes of the entire neighborhood and streetscape rather than simply preserving individual buildings as "islands."

The historic neighborhoods and districts of St. Joseph are expressive of the many stages of our history and of the wide variety of people who have called the city home. These neighborhoods and districts provide important insight into the development of the city.

## **Environmental Sustainability**

Historic preservation is an important factor in environmentally sustainable development. With growing awareness of how local conditions fit into larger environmental issues, recognition of the importance of natural resources and of the embodied energy and carbon that is contained in the built environment, the importance of historic preservation in sustainability plans becomes increasingly evident. Historic preservation practices are tools for better stewardship of older buildings, neighborhoods, and rural landscapes. The conservation and improvement of our existing built resources, including the reuse and improvement of historic structures, is central to our community's overall plan for environmental stewardship and sustainable development.

## Principles of Preservation

The approach to historic preservation in St. Joseph is guided by the best practices in the professional field and it is expected that as those practices change, so too will the practices in St. Joseph. In all planning that pertains to historic preservation, the city shall adhere to the standards as set out in *The Secretary of the Interior's Standards for the Treatment of Historic Properties*. These standards are the fundamental guiding principles for historic preservation:

**STANDARD 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.*

**STANDARD 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.*

**STANDARD 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.*

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

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

**STANDARD 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.*

**STANDARD 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.*

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

**STANDARD 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 shall 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.*

**STANDARD 10** – *New additions and adjacent or related new construction will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

The professional field of historic preservation uses a number of specific terms to describe the treatment of historic buildings. Frequently used, and often misunderstood terms include (the definitions below come from *The Secretary of the Interior's Standards and Guidelines*):

**Preservation:** “the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.”

**Reconstruction:** “the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.”

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

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

# **HISTORIC PRESERVATION PLANNING OFFICE, CITY COMMISSIONS, & BOARDS**

The City of St. Joseph supports historic preservation through a number of initiatives that are largely housed at City Hall.

## **Historic Preservation Planning Office**

St. Joseph has employed an Historic Preservation Planner (HPP) since 1986 through Federal community Development Block Grant (CDBG) funding. With federal funding, however, a significant portion of workload for staff involves Section 106 reviews. On average, nearly 60 reviews are required annually, which greatly reduces the time available for other preservation related tasks.

This emphasis on the Section 106 requirements that stem from the relatively large number of demolitions undertaken by the City has resulted in a reactive atmosphere in the HPP office. Currently the City spends a substantial amount of its HUD funding on demolition. Changes in approach would permit those funds to be used in a more positive manner to create tangible benefits for the citizens of St. Joseph. In order to be an effective preservation tool, the office needs to become far more proactive.

## **St. Joseph as a Certified Local Government**

Certified Local Government was a designation created by the National Historic Preservation Act of 1966. CLG status is awarded by the State Historic Preservation Office (SHPO). The minimum requirements for a CLG are:

1. Having a local preservation ordinance;
2. Having a preservation commission (the Landmark Commission);
3. Actively maintaining a survey of local historic resources; and
4. Facilitation of public participation in local preservation, including participation in the National Register listing process;

Additionally, Missouri requires that a CLG:

5. Conduct public outreach and education.

Requirements 3-5 remain a challenge for St. Joseph.

St. Joseph's status as a Certified Local Government is extremely important. This status provides demonstrable proof of the City's commitment to the preservation of our historic resources. It also carries tangible benefits including:

- Funding – CLG's have greater access to grant funding from the Federal Historic Preservation Fund.
- Assistance – CLG's have direct access to SHPO staff for assistance in preservation projects.
- Training – Both SHPO and National Park Service offer regular training for CLGs.

**Demolition Reduction:** The HPP should actively work to reduce demolitions. To this end, the City of St. Joseph passed a Demolition Delay Ordinance in June 2021. Under this ordinance the HPP reviews all applications for demolition permits. If the structure to be demolished was built prior to 1900, the applicant is required to list the property for sale at a reasonable price for 60 days. At the end of that period, if the property has not sold, the demolition permit will be issued.

## **Commissions & Boards**

The City of St. Joseph has, by ordinance, a number of commissions and boards whose work is related to historic preservation.

### **Landmark Commission**

The Landmark Commission of St. Joseph was created in 1970 as an advisory body. In 1984, the Zoning Ordinance for the city was amended to include historic preservation and the role of the Landmark Commission was delineated in that document. The Landmark Commission is a requirement for St. Joseph's status as a Certified Local Government.

The commission has nine members, each serving a three-year term. Each member is appointed by a member of the City Council and each must possess competence concerning historic preservation. Every effort is made to include members who possess relevant professional expertise and representatives from the Local Historic Districts.

The Landmark Commission is charged with enforcing the Design Guidelines in the Local Historic Districts: Hall Street and Museum Hill and for individual structures that have Local Landmark status.

The Landmark Commission has duties set out by Ordinance. The HPP needs to work with the Landmark Commissioners to fulfill these important tasks.

By Ordinance (Sec. 31-170ff), the Landmark Commission is to:

- Prepare or cause to be prepared and updated as necessary, a comprehensive inventory of local historic resources;
- Develop a preservation plan and participate in development of any preservation component of a comprehensive plan. Recommend the adoption of such plans or other policy documents to the City Council;
- Develop and adopt appropriate policies and rules of procedure to define the processes required by ordinance;
- After having held public hearings, make recommendations to the City Council concerning the adoption of ordinances for designation of historic landmarks and districts and the adoption of design guidelines or other restrictions for the purposes of historic preservation;
- Hold public hearings and decide upon applications for certificates of appropriateness;

- Evaluate and forward the commission’s comments to the City Council concerning decisions by other public agencies which affect the physical development and land use patterns of the city;
- Participate in zoning, variance, and other city activities which may affect historic resources which are designated under this ordinance or listed in the National Register of Historic Places;
- Recommend to the City Council, the purchase of an essential structure where private preservation is not feasible;
- Fully document any recommendations forwarded to the City Council as to the criteria on which such recommendations are based and the application of the criteria to the facts involved;
- With the approval of the City Council, accept the donation of any property, fee simple or other interest, for the purposes of preservation. No costs related to accepting the property or any other expenses related to the property will be incurred or expended without the approval of the City Council;
- Make recommendations to the City Council concerning the procurement and utilization of grants from federal and state agencies, private groups and individuals and the utilization of budgetary appropriations to promote the preservation of historic landmarks or historic districts;
- Carry out such activities that may be delegated by the Missouri State Historic Preservation Officer, including but not limited to Section 106 of the National Historic Preservation Act in such instruments as a programmatic agreement or memorandum of agreement;
- Endeavor to increase public awareness of the value of historic, architectural and cultural preservation by developing and participating in public information programs.

The Landmark Commission will be most effective if:<sup>1</sup>

1. Guidelines for property owners are clearly written and illustrated;
2. Decisions by the Commission are firm and consistent;
3. City Staff is available to confer with property owners prior to the owner’s appearance before the Commission; and
4. Educational outreach from the Commission to property owners, banking and real estate professionals, construction and development companies, and community activists is ongoing and substantive.

In order to fulfill the CLG requirements and to effectively promote historic preservation, the Landmark Commission should undertake several initiatives:

**Maintain the Design Guidelines** and set a schedule for ongoing updates:

One of the most important tools for the preservation of the integrity of local historic districts is the Design Guidelines document. Not only should this document guide the decisions of the Landmark Commission when considering Certificate of Appropriateness

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<sup>1</sup> Donovan Rypkema & Caroline Cheong, *Heritage Conservation in America: An Introduction*, pg. 15.

applications for the Local Historic Districts, it should be an invaluable resource for all historic preservation planning in St. Joseph. To that end:

- **Regular Updates:** New building materials and technologies emerge and grow in popularity thus increasing the likelihood that developers and property owners will consider utilizing them in historic restoration/rehabilitation projects. The Landmark Commission and the staff of the HPP office need to work with construction professionals to evaluate these new materials and technologies to determine their appropriateness for use on historic structures. The Design Guidelines should be revised to permit the use of those deemed appropriate. Particular attention should be paid to evaluating sustainable technologies and materials. A report setting out the materials and technologies that were examined and the rationale behind the decisions made concerning their use should be prepared and made publicly available on the Historic Preservation Planner's web page.
- **Availability:** The Design Guidelines document should be readily available on the HPP web page.

**Survey and Designation:** Working with the office of the HPP, the Landmark Commission should set up a systematic plan for the documentation of St. Joseph's Historic Resources. This plan should include the following:

- **Reconnaissance-Level Survey of the City:** A comprehensive "windshield" survey of the city should be completed. This will serve to identify potential Historic Districts and Individual Landmarks. It will also facilitate the creation of the distressed properties inventory.
- **Create Historic Neighborhood Character Studies:** Neighborhood character studies should be developed in which the important built, natural, and historic features are identified and placed in context. These studies will help facilitate neighborhood pride and also help to guide appropriate development and planning.
- **Update Surveys:** Create a schedule to examine existing National Register surveys and make needed updates, with particular attention being paid to those structures that were not eligible for inclusion at the time of the survey, but that are now 50 or more years old.

**Infill Housing:** One of the challenges to St. Joseph's historic neighborhoods is the large number of empty lots and some insensitive infill housing. The Landmark Commission and the Land Bank should work together to create a program to encourage developers to build affordable, design-appropriate infill housing on the lots. This infill should be constructed in accordance with the Design Guidelines and the architectural plans for the houses should be approved by the Landmark Commission prior to the commencement of construction. St. Joseph should encourage quality new infill construction in older neighborhoods and commercial hubs. It must also create appropriate transition areas and buffer zones between historic districts, institutions, downtown and commercial corridors, such as major thoroughfares and alleyways and landscape features.

**Suggestions:**

- Review the duties of the Landmark Commission with the members of the commission on a yearly basis and develop an annual plan in order to meet those duties.
- Allocate to the Landmark Commission a budget of \$10,000 annually to promote Educational Outreach. A systematic plan needs to be developed for the use of those funds.
- Ensure that the required annual training for Landmark Commissioners takes place and that said training is pertinent and of high quality.
- If a member of the Landmark Commission votes to approve a COA that has been determined to be noncompliant with the Design Guidelines he/she must provide a written justification of their vote in order for it to be considered a valid vote. Conversely, if a member of the Landmark Commission votes to deny a COA that has been determined to be compliant with the Design Guidelines he/she must provide a written justification of their vote in order for it to be considered a valid vote. If a majority of Commissioners have cast such votes, action on the COA will be postponed until the written explanations are submitted.
- After the Landmark Commission has made a decision concerning a Certificate of Appropriateness (particularly if the application has been amended or denied), there should be follow-up on the issue after 30 days. This follow-up should determine if the orders of the Commission are being followed. If they are not, a citation should be issued to the property owner.
- The Landmark Commission – and the HPP office – should exercise its power to issue and enforce Stop Work orders on work being done in local historic districts that have not applied for and received Certificates of Appropriateness.

**Downtown Review Board**

Vision Statement: “Downtown St. Joseph desires to establish a thriving atmosphere of arts, culture, and entertainment, by embracing its unique history and preserving its historic architecture. The momentum of this redevelopment must be driven by vibrant businesses, entertainment, and neighborhoods.”

The Downtown Review Board is charged with the enforcement of the regulations found in the Downtown Precise Plan. The Review Board is comprised of nine members appointed by the Mayor and City Council and who serve three-year terms. No less than seven of the members must own property in the downtown precise plan area. The members should possess a demonstrated interest in downtown revitalization and every effort is made to include members who possess appropriate professional knowledge.

The board reviews all proposals for alterations to the exterior of buildings within the boundaries of the Downtown Precise Plan. These include, but are not limited to, site or

building improvements, renovations, restorations, demolitions, off-site infrastructure, and all proposed new construction within the plan area.

### **Downtown Precise Plan**

In its Introduction, the purpose of the Downtown Precise Plan is stated: “The Plan establishes a unified vision and guiding principles that are supported by various strategies recommendations, and actions that will address existing challenges. The purpose of this document is to establish a plan, which will help guide the revitalization process and desired vision of downtown.”

The Downtown Precise Plan calls for:

- A downtown that has a sense of place;
- The city to provide needed infrastructure and streetscape improvements;
- The encouragement of a mixed-use downtown district; and
- New construction and historic rehabilitation to be done in accordance with the highest professional standards.

**Downtown Precise Plan Boundaries**



**DOWNTOWN BOUNDARIES**  
*The boundaries of the plan shall generally follow 10<sup>th</sup> Street to the East, The Missouri River to the West, Charley Street to the South, and Robidoux Street to the North*

The Downtown Precise Plan includes very specific Design Guidelines and Standards that are to be enforced by the members of the Downtown Review Board.

The Downtown Precise Plan is available online and was most recently updated in 2018.

### **Suggestions:**

- Members of the Downtown Review Board should undergo yearly training similar to that of the members of the Landmark Commission.
- Written justification for the decisions of the Board should be provided and that justification must show how those decisions are in compliance with the Downtown Precise Plan.

## **Land Bank Board**

In 2019, St. Joseph created its Land Bank.. The Board has seven commissioners: five appointed by the Mayor, one appointed by Buchanan County, and one appointed by the St. Joseph School Districts. All members serve four-year terms.

The purpose of the Land Bank Board is to aid in returning unproductive properties to responsible private ownership. As the Land Bank is new and as of this writing has not yet become fully functional it is uncertain what its impact on historic preservation efforts in the city will be.

## **Planning Commission & Zoning Board of Adjustment**

The Planning Commission is a nine (9) member board that meets monthly to consider all zoning and subdivision ordinances and amendments.

The Zoning Board of Adjustment decides whether variances and exceptions to the Zoning Code should be granted.

At times both groups are called upon to hear cases that have preservation implications.

## **Policies and Procedures**

Economic development, land use, and property management issues are the focus of a number of different city departments. By incorporating preservation practices in such a way that assures they become part of the day-to-day program administration, the City of St. Joseph can develop formalized policies and procedures which further historic preservation in the city.

### **Suggestions:**

- Establish official procedures for the Landmark Commission and/or historic preservation staff to review and comment on citywide planning activities.
- Facilitate the incorporation of the development review process and the building permitting process with the design review process.

# CITY FUNDING SOURCES FOR PRESERVATION

The City of St. Joseph has local grant programs that promote historic preservation in the City. These include:

## **Save Our Heritage Grant (SOHG)**

The City of St. Joseph established the SOHG program in 2002 using Gaming Funds from the local casino. Its purpose is to encourage investment in St. Joseph's historic infrastructure. Since 2002, the SOHG budget was generally set at \$100,000 with few exceptions. The SOHG is a matching fund grant with the property owner providing at 1-to-1 match. The SOHG has guidelines to ensure the rehabilitation and restoration complies with the Secretary of the Interior's Guidelines. This program has helped to save dozens of properties. Funding for this program was increased to \$150,000 by the City Council on July 1, 2018 but has since been reduced.

## **Facade Improvement Grant**

Grant funds to improve the facades of commercial structures are available through the Planning and Community Development Department. It is subject to Davis/Bacon prevailing wage.

## **Suggestions:**

- A public outreach program needs to be developed to increase awareness of the grant funding that is available. Creative use of social media would be helpful. Staff presentations to local service organizations in historic areas would also help to increase awareness.
- Reinstate the Save Our Heritage Grant for Neighborhood and the Emergency Building Stabilization Grant.
- Reinstate funding for public education and outreach by the Landmark Commission and for Landmark Commissioner training.
- Staff of the HPP office, members of the Landmark Commission, the Downtown Review Board, and the Land Bank should take a proactive approach to these funds by identifying projects that could benefit from them and contacting property owners to make sure that they are aware of the programs and offering assistance if needed.
- A long-term systematic plan should be developed for both Public Education and Landmark Commissioner Training.

## **PRESERVATION PARTNERSHIPS**

Historic preservation success in St. Joseph depends on the smooth functioning of partnerships at all levels: federal, state, and local.

Many of the nation's preservation programs are part of a partnership between federal, state, and local governments. The National Historic Preservation Act of 1966 created the framework for the National Register of Historic Places, the Advisory Council on Historic Preservation, and authorized matching grants-in-aid to states. By October 1966 the Secretary of the Interior asked the governor of each state to appoint an individual to help accomplish the directives of the National Historic Preservation Act including the review and allocation of matching grants-in-aid. In 1980, the National Park Service created the Certified Local Government program to formalize the partnership between the national Park Service, acting on behalf of the Federal Government, and the State Historic Preservation Office (SHPO), acting on behalf of the state and local governments.

Federal laws affect preservation in several ways: they authorize federal support for national, state, and local preservation programs; they define procedures for the identification, evaluation, and protection of cultural resources; and they provide incentives to protect resources, and mandate procedures to review the impact of federal undertakings on significant cultural resources.

Among the most successful preservation incentives are the 20 percent rehabilitation tax credit for income-producing properties listed individually or as contributing to a district in the National Register of Historic Places and the low-income housing credit that can be combined with the rehabilitation credit.

Each state administers federal preservation programs as well as programs established by the state. The Missouri Legislature passed a 25 percent tax credit for rehabilitation of income-producing and residential properties listed individually or as contributing to a district in the National Register of Historic Places. The program uses the same criteria as the federal rehabilitation tax credit program and is designed to work in connection with the federal tax credits.

By design, the strongest element of the federal, state, and local government preservation partnership is at the local level. The City of St. Joseph was designated as a Certified Local Government in 1986. This status indicates a partnership in compliance with federal guidelines for local government historic preservation programs. The St. Joseph Planning Department administers the program assisted by the Landmark Commission. The regulatory framework for preservation in the city is in place through the Design Guidelines for St. Joseph, Missouri Historic Districts adopted by the Landmark commission in Fall 2001. The City of St. Joseph also has an agreement with the SHPO to conduct reviews required by the State Preservation Law.

In 2018, the St. Joseph Chamber of Commerce and the St. Joseph United Way partnered to sponsor the Imagine St. Joseph 2040 initiative. The futurist Rebecca Ryan was brought

to the city on several occasions to meet with stakeholders and to facilitate large meetings of interested citizens – more than 1,000 participated. Out of this multi-month effort came a plan that had a three-part focus: Invest in People, Create a Better Place, and Grow Prosperity. In many of the discussions that lead to the creation of this plan, historic preservation was a key component. The Community Alliance of St. Joseph, housed in the Chamber of Commerce, is tasked with the implementation of the Imagine St. Joseph 2040 plan.

St. Joseph has a number of local groups and institutions that have historic preservation as at least part of their mission. These include the Historic St. Joseph Foundation, the St. Joseph Historical Society, the Northwest Missouri Genealogical Library, the Public Library, and the neighborhood associations in the historic neighborhoods. The work of these groups is vital to the success of preservation efforts in St. Joseph.

Examples of projects and partnerships currently underway:

- Historic St. Joseph Emporium: partnership between the City and Historic St. Joseph Foundation
- Hall Street Kallacky Park: partnership between Historic St. Joseph Foundation and the Old Town North Neighborhood Association
- Imagine Cathedral Hill 2040: partnership between the City, the Chamber of Commerce, Historic St. Joseph Foundation, and the Old Town North Neighborhood Association

## ST. JOSEPH'S HISTORIC RESOURCES

One only has to walk the streets of the historic core of St. Joseph to realize that the city possesses an amazing inventory of historic architecture. These buildings are the brick-and-mortar expression of the identity and history of the city.

In the 1980s, St. Joseph experienced a flurry of designation activity when a great deal of effort went in to surveying and designating structures and districts for inclusion on the National Register. Much of the survey work at that time was done by Susan Ide Symington. There had been some designations done prior to that time and there have been a few since.

### National Register Properties and Districts

- Benton Club, 402 N. 7<sup>th</sup> St.
- Buchanan County Courthouse,
- Buchanan County Infirmary, 3500 N. Village Dr.
- Charles A. and Annie Buddy House, 424 S. 9<sup>th</sup> St.
- Burnside-Sandusky Gothic House, 720 S. 10<sup>th</sup>
- Cathedral Hill Historic District
- Central-North Commercial Historic District
- Central Police Station, 701 Messanie St.
- Century Apartments, 627 N. 25<sup>th</sup> St.
- Christian Sachau Saloon, 1615 Frederick Ave.
- City Hose Company, No. 9, 2217 Frederick Ave.
- Corby-Forsee Building, 5<sup>th</sup> and Felix Sts.
- Dewey Avenue-West Rosine Historic District
- Everett School, 826 S. 14<sup>h</sup> St.
- Dr. Jacob Geiger House-Maud Wyeth Painter House, 2501 Frederick Ave.
- German-American Bank Building, 624 Felix St.
- Hall School, 2509 Duncan St.
- Hall Street Historic District
- Harris Addition Historic District
- Alois Herbert Double House, 620 S. 10<sup>th</sup> St.
- Jesse James House, 12<sup>th</sup> and Mitchell Ave.
- Kelley and Browne Flats, 1208-1216 Frederick Ave.
- Kemper Addition Historic District
- King Hill Archaeological Site
- Krug Park Place Historic District
- Lawlor Motor Company Building, 1224 Frederick Ave.
- Livestock Exchange Building, 601 Illinois Avenue
- John Sublett Jr. and Caroline Ashton Logan House, 1906 N. 22<sup>nd</sup> St.
- Maple Grove, 2100 N. 11<sup>th</sup> St.
- McIntyre-Burri House, 808 N. 24<sup>th</sup> St.
- Isaac Miller House, 3003 Ashland Ave.
- Miller-Porter-Lacy House, 2912 Frederick Blvd.

- Missouri Theater and Missouri Theater Building, 112-128 S. 8<sup>th</sup> St. and 713-721 Edmond St.
- Missouri Valley Trust Company Historic District, Felix and 4<sup>th</sup> Sts.
- Mount Mora Cemetery, 824 Mount Mora Rd.
- Museum Hill Historic District
- Neely Elementary School, 1909 S. 12<sup>th</sup> St.
- Nelson-Pettis Farmsteads Historic District, 4401 Ajax Rd., 3412 Pettis Rd.
- Patee Town Historic District
- John Patee House, 12<sup>th</sup> and Penn Sts.
- Pony Express Stables, 914 Penn St.
- John D. Richardson Dry Goods Company, 300 N. 3<sup>rd</sup> St.
- Robidoux Hill Historic District
- Robidoux Row, 219-225 E. Poulin
- Robidoux School, 201 S. 10<sup>th</sup> St.
- Ryan Block, 1137-1141 Frederick Ave.
- St. Joseph City Hall, Frederick Ave. at 11<sup>th</sup> St.
- St. Joseph Park and Parkway System
- St. Joseph Public Library, 10<sup>th</sup> and Felix
- St. Joseph Public Library – Carnegie Branch, 316 Massachusetts St.
- St. Joseph’s Commerce and Banking Historic District
- South Fourth Street Commercial Historic District
- Thompson-Brown-Sandusky House, 207 E. Cliff St.
- Virginia Flats, 516-518 and 520-528 N. 10<sup>th</sup> St.
- Western Tablet and Stationery Company, Building No. 2, 1300 S. 12<sup>th</sup> St.
- Wholesale Row
- Wyeth Flats, 1015-1031 Faraon St.

St. Joseph has many additional structures and districts that would be eligible for National Register inclusion.

### **Suggestions:**

- Undertake an inventory to identify buildings and districts that are eligible for registration but that have not yet been registered. Particular effort should be given to identifying appropriate buildings and sites in underrepresented portions of the city such as Southside.
- Update the district nomination forms that were done decades ago to reflect the buildings that have been lost and most importantly, those that are now eligible for inclusion that were not when the original survey was done.

## Local Landmarks

If one looks at the brochures created by the Landmark Commission in the 1980s one would think that St. Joseph has a robust Local Landmark program. One would be mistaken. The vast majority of the properties listed in the “Local Landmark” brochures are simply buildings of historic note, but they are not official Local Landmarks. There is a great deal of local confusion over this as many of the anecdotally designated structures even have plaques identifying them as Local Landmarks.

In order for a property to be officially designated a Local Landmark an application needs to be submitted to the HPP providing the information as set out in the Local Landmark Ordinance. Once HPP has determined that the application is complete, it will be forwarded to the Landmark Commission with the staff recommendation for either acceptance or denial. If the Landmark Commission agrees to the designation, that recommendation is then sent to the City Council for final approval. Once that approval is given, the Recorder of Deeds is notified of the change in status for the building and that change is noted on the deed and in the City code of ordinances.

Designation as a Local Landmark places a structure under the jurisdiction of the Landmark Commission and it is subject to *Design Guidelines*.

Local Landmark designation provides an important level of protection for historic structures and the number of Local Landmark designations should be increased.

## Officially Designated Local Landmarks

- Frank L. Goetz Residence, 2902 Frederick Avenue
- Nelson/Pettis Farmstead, 4401 Ajax Road
- Second Presbyterian Church, 1122 S. 12<sup>th</sup> St.
- Albert and Flora Goetz Residence, 2603 Francis St.
- Charles A. and Annie Buddy House, 424 S. 9<sup>th</sup> St.
- Lewis Burnes House, 1923 Francis
- Ogden Mansion (Shakespeare Chateau), 809 Hall St.
- The McNeely House, 701 S. 11<sup>th</sup> St.
- First Baptist, Mt. Union Church, 4604 King Hill Ave.

### **Suggestions:**

- Identify the buildings that are commonly thought to be Local Landmarks (many of which even have the plaque stating that they are so designated) but have not gone through the official process and work with the owners to get the structures officially designated. If the owners will not do so, then mandate the removal of the plaques.
- HPP staff should proactively reach out to the owners of buildings that are appropriate for designation as Local Landmarks and encourage them to have their building designated. HPP staff should provide assistance in the process.
- Buildings that are officially Local Landmarks should be listed on the HPP page on the city website. Additionally, new brochures giving information about the designated properties should be created and distributed to the CVB and other tourist locations. Plaques need to be designed and placed on the facades of the designated structures.
- Important civic structures such as the Buchanan County Courthouse and St. Joseph City Hall should be designated.
- The City should consider providing tax incentives to encourage property owners to pursue designation as a Local Landmark.

### **Local District Designation**

Currently St. Joseph has two locally designated historic districts: Museum Hill and Hall Street.

Getting a district designated as a Local Historic District can be more challenging than getting an individual structure listed as it requires a far more extensive survey and the consent of property owners in the proposed district. It is worth the additional effort, however.

Designating an area as a Local Historic District makes strong economic sense. After a district has been designated, properties within the district become more attractive to investors who are interested in preservation and adaptive reuse. District designation offers such investors security that their investment will not be compromised by insensitive demolition or construction on nearby properties. The preservation of the historic streetscape increases property values in the district and preserved districts are tourist attractions [See Heritage Tourism below].

### **Archives and Histories**

St. Joseph is a city with a rich and long history, only parts of which have received much attention. This lack of a good city history needs to be addressed. Throughout the city there are archival deposits, many of which are essentially unknown.

## **Suggestions:**

- Create an inventory of existing historic archival and pictorial collections that exist throughout the city. This inventory should include an Index/Finding Guide created in accordance with best practices.
- Work with the Local History librarians at the St. Joseph Public Library and the History department at Missouri Western State University to collect and archive oral histories.
- Create and implement a digitization plan for as many historic documents and photographs as possible. This should include an Index/Finding Guide created in accordance with best practices.
- Commission a new City History that would be written in accordance with the professional standards of the American Historical Association. Ideally this would be a thesis-driven monograph, but it would also be possible to create an edited volume of essays that would cover the full scope of St. Joseph history.

## **Historic Contexts**

The Secretary of the Interior's Standards define Historic context as a document "created for planning purposes that groups information about historic properties based on a shared theme, specific time period and geographical area."

The historic contexts that have been developed for St. Joseph are:

- Exploration and Fur Trading in St. Joseph, 1799-1826
- Early Settlement and Trading in St. Joseph, 1826-1843
- Western Outfitting in St. Joseph, 1843-1865
  - Vernacular Greek Revival Residences
- Queen City of the West: Commerce in St. Joseph, ca. 1865- ca. 1945
- Wholesale Distribution in St. Joseph, 1866-1914
  - Residences of Wholesale Company Owners & Investors
  - Victorian Style Single-Family Residences
  - Duplex Residential Structures
  - Multiple Family Residential Structures
  - Vernacular Residential Structures
- Suburban Growth in St. Joseph, 1900-1950
  - Popular Style Houses
  - Revival Style Houses
- Meat Packing and Agricultural Processing in St. Joseph, 1846-1930's
- Religious Development in St. Joseph, 1844-1930
- Institutional & Educational Development in St. Joseph, 1857-1930
- The Jewels of St. Joseph: The Park and Parkway System, 1910-1943
- Residential Development in St. Joseph, 1843- c. 1966

There is a need for the development of additional contexts. Perhaps the most striking need is for one that encompasses post-World War II.

## HISTORIC NEIGHBORHOODS

Like many historic cities, St. Joseph is a city of neighborhoods. Many of the historic neighborhoods have distinctive characteristics that are reflective of the earliest inhabitants. Preservation of these neighborhoods and their intact streetscapes is an important part of this preservation plan.

Our historic neighborhoods are among our most valuable resources. As St. Joseph looks to attract a skilled, educated, and creative work force attention needs to be paid to understanding the kinds of places those workers want to live. Increasingly, young skilled professionals want to live in urban neighborhoods that have a unique sense of identity. St. Joseph has a remarkable number of those neighborhoods, but they have not been maintained as they should.

Many of the historic neighborhoods are National Register Historic Districts and two are also Local Historic Districts. The two that are fortunate enough to have the added protection of local designation are Museum Hill and Hall Street. [See Appendix for Maps]

Although many of the neighborhoods have been listed on the National Register, many that are eligible are not. For some this is because when the flurry of registration activity was happening in the 1970s and 1980s they had not yet achieved the 50-year mark necessary; for others, they were simply not surveyed. Those that have not yet been listed include (but certainly not limited to): Stonecrest, the Faraon and Jules Street corridor, and Mitchell Avenue.

Preservation of historic neighborhoods has at its root the cultivation of pride of place. As noted previously in this plan, St. Joseph is home to a substantial inventory of historic American architecture including examples from periods that span the pre-Civil War era (1843-1860) through the age of economic prosperity (1870-1920) and beyond. The inventory includes commercial buildings and affordable housing built for the thriving working class and emerging middle class. Some of our historic neighborhoods feature spectacular examples of gilded age mansion homes and churches, others with more modest housing are equally historic and worthy of care and preservation. Taken together, this range and diversity of architectural styles imparts a unique identity to St. Joseph and gives us a heritage worth protecting.

A means to instill the pride of place that our historic neighborhoods deserve is through targeted neighborhood revitalization. A pilot program, Imagine Cathedral Hill 2040, began in 2019 and is continuing as of this writing. It is being spearheaded by the Community Alliance of St. Joseph housed at the Chamber of Commerce. This effort has brought together stakeholders from the community as well as city staff and is taking a systematic and targeted approach to the revitalization of a portion of the Cathedral Hill Historic District. The intention is that this will provide a template that can be applied – with adjustments for unique circumstances – to other historic neighborhoods throughout the city.

Many of our historic neighborhoods have a large number of rental properties. The tenants of those properties tend to be transient and thus take little pride in where they live. This lack of pride is frequently translated into poor maintenance of the house, the yard, and the surrounding neighborhood. Many of the landlords do not live in the neighborhood where their rental units are located, and many do less than the code-required minimum in upkeep to their properties.

In 2019, the City of St. Joseph passed a rental inspection ordinance that is being implemented in phases and is aimed at ensuring that landlords maintain their properties in compliance with city code. Some historic neighborhoods are creating renter education programs to dovetail with the rental inspection program with the goal of ensuring that people have safe housing. It is too early to tell for certain, but it seems likely that these programs will result in a greater sense of pride of place and greater interest in maintaining the historic integrity of the neighborhoods.

Also in 2019, the City of St. Joseph established a Land Bank. The Land Bank is tasked with the acquisition and rehabilitation of derelict properties. [For more information on the Land Bank see Historic Preservation Planning Office/ City Commissions & Boards]

While there is no doubt that the rental inspection policy and the Land Bank are steps in the right direction, this plan recommends several more strategies:

- **Individual Neighborhood Preservation Plans** – Each of the historic neighborhoods is unique in character and need. Individually targeted preservation plans should be created for each of the neighborhoods that address the specific needs and goals of the neighborhood and the people that live there.
- **Targeted Neighborhood Revitalization** – This plan recommends the identification of neighborhoods that would benefit from a targeted, planned approach to revitalization and the development of a systematic, thoughtful plan to undertake the effort. This revitalization would draw on the skills of several city departments to assist owners and residents in the target neighborhood to improve the quality of life.
  - A pilot program entitled Imagine Cathedral Hill 2040 began in 2019 under the leadership of the Community Alliance. It has brought together a variety of stakeholders to develop a plan for the revitalization of a portion of the Cathedral Hill neighborhood. If this plan is successful, it should be utilized as a template to be applied to other neighborhoods.
  - A systematic investigation as to what other small to mid-sized cities are doing to revitalize their historic neighborhoods and incorporate those lessons into the evolving Neighborhood Revitalization Plan that should be developed by the City of St Joseph.

- Work to identify “neighborhoods” and facilitate the creation of neighborhood associations where they do not exist and assist the efforts of those who do.
  - Establish a Neighborhood Advisory Council to help the neighborhood organizations to work together and to avoid duplication of effort. The Council should be made up of at least one representative from each neighborhood association as well as appropriate members of City Staff. This Council should meet regularly. The city should provide funding to cover administrative needs.
  - Reinstate the Save Our Heritage Neighborhood Grant Program and ensure that the program is well publicized. City Staff should be proactive in suggesting potential projects that could be funded and assist in the preparation of the applications.
  - Create an annual State of Our Neighborhoods report. This report should focus on what is happening in individual neighborhoods as well as an assessment of city-wide trends. This report should be prepared in partnership with neighborhood associations and provided to City Council and made public on the City’s website.
  - Strengthen the Neighborhood Services department of the City. The staff currently employed in this department should not be utilized to “fill gaps” in other departments and the city should make increased staffing a priority.
  - Develop ‘neighborhood design guidelines’ to address architectural styles appropriate for infill housing so that streetscapes can be preserved, restored, and maintained to reflect the identity and context of the neighborhood.
  - Research and submit applications for grant programs that are available for neighborhood revitalization initiatives.
  
- **Survey and Designation** – this plan recommends the creation of a strategic, long-term plan of surveying and nominating historic neighborhoods for inclusion as Local Historic Districts. This survey work should be a core component to overall neighborhood planning.
  - Following professional best standards and practices undertake surveys of the historic resources of identified neighborhoods. These surveys should include (but not be limited to): identification of building types, architectural styles, and condition. The surveys will identify and map historic structures and include that information in the City’s Building Blocks platform and on Buchanan County’s GIS.
  - Undertake historical research on each neighborhood. This research should make use of all available sources and provide an account of the individual buildings, streetscapes, and occupants/owners of the neighborhood over the period of its existence. This research shall be conducted in accordance with best practices as set out by the

American Historical Association. The written histories shall be deposited with the Public Library and the Genealogical Library of Northwest Missouri. The histories shall also be available online.

- Prepare and submit nominations to designate neighborhoods as Local Historic Districts.
- 
- **Property Maintenance** – The most important step toward the preservation of our historic neighborhoods is the encouragement of robust and proactive property maintenance. Enforcement of city code will go a long way toward combating the plague of “demolition by neglect” that is happening in our neighborhoods and will reduce the tendency to see demolition as an effective means of blight control. By cleaning up and maintaining the neighborhoods they will become more desirable places to live and will attract responsible owner/occupants. This will increase property values and thus the city tax base. The city is taking strong steps in this direction with the creation of the vacant building registration program, increasing the fines for code violations, the rental inspection program, and the creation of the Land Bank. However other steps need to be taken:
    - Code enforcement needs to move away from a “complaint driven” system to a more proactive approach. In collaboration with neighborhood associations and appropriate city departments, city staff should work to identify properties that are in violation and determine best approach to the problem on a property-by-property basis.
    - Creation of a low/no-interest loan program to assist property owners to maintain their properties.
    - Create easily available guidelines and resources to assist property owners in maintenance efforts. This should include advice on best practices for such items as roof and window repair. The city should also maintain a directory of contractors and craftspeople who are qualified to undertake the work on historic buildings.
    - Create a best-practices guidance for the maintenance of historic properties. This should include things such as the care and repair of historic windows.
    - The city should increase the number of inspectors and staff members in the Property Maintenance Department.
    - Property Maintenance extends to the parts of the neighborhood that the city maintains. Sidewalks, curbs, street lighting, signage, storm sewer intakes, and alleyways need to be maintained, repaired, and upgraded in an historically sensitive manner.

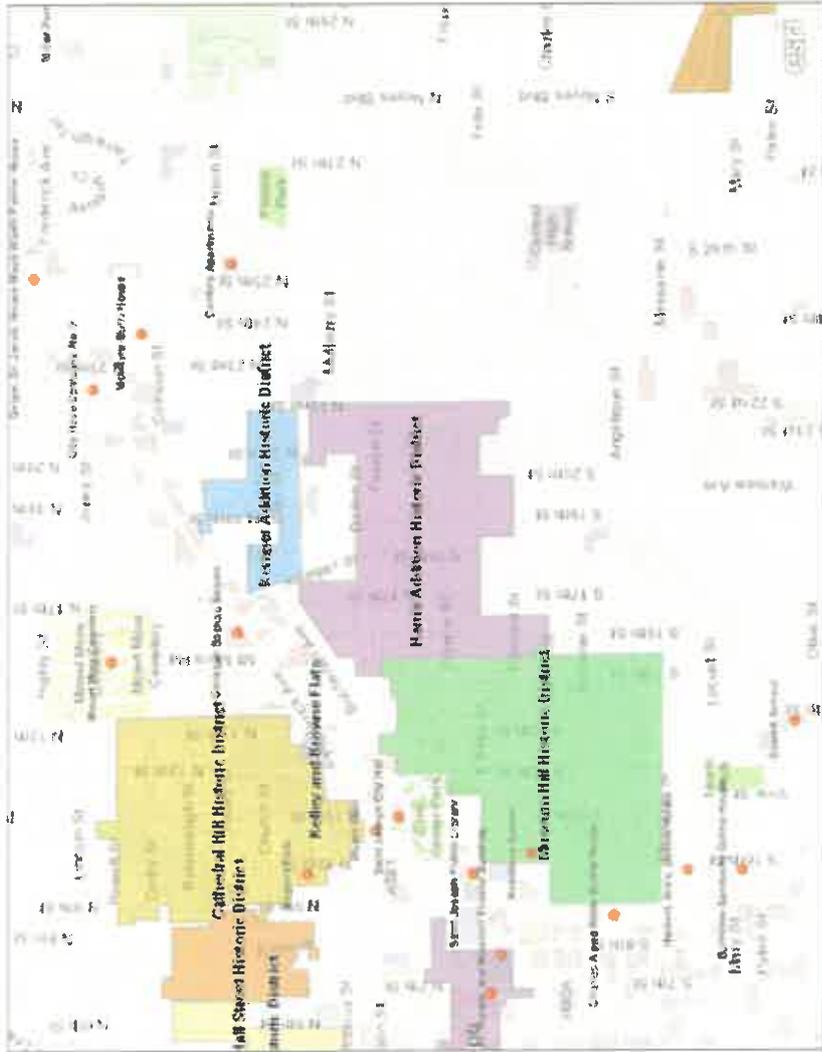
# Historic Districts

## Historic Places



## Historic Districts

-  Cathedral Hill Historic District
-  Central-North Commercial Historic District
-  Dewey Avenue-West Rosine Historic District
-  Hal Street Historic District
-  Harris Addition Historic District
-  Kelley and Browne Flats
-  Kemper Addition Historic District
-  Krug Park Place Historic District
-  Market Square Historic District
-  Missouri Valley Trust District
-  Museum Hill Historic District
-  Nelson-Pettis Farmsteads Historic District



Map of historic places and districts in St. Joseph.

County of Buchanan, Missouri Dept. of Conservation, Esri, HERE, HERE, INCREMENT P, USGS, METI/NASA, EPA, USDA

## **DOWNTOWN AND THE COMMERCIAL AVENUES**

Heritage and Cultural Tourism to St. Joseph is a major economic force. A primary destination for many of these tourists is the historic downtown and commercial avenues.

In the past decade enormous strides have been made in the revitalization of St. Joseph's historic downtown. Much of this redevelopment is regulated by the Downtown Precise Plan overseen by the Downtown Review Board [See Historic Preservation Planning Office/ City Commissions and Boards for more information]. A creative and energetic organization of downtown business owners and residents has done a great deal to bring life and energy back to the downtown. The city should work with this group to further their efforts and to utilize their success as a template for other historic commercial corridors in the city.

The Mo-Kan Regional Council is in the early stages of implementing a Main Street Program for Downtown.

As tourists travel between St. Joseph's relatively widely spaced historic tourist attractions they travel along our commercial corridors, most notably Frederick Avenue, Illinois Avenue, and St. Joseph Avenue. Many of these corridors are in significant need of revitalization. Revitalization of both major and minor commercial corridors will provide tourists and residents with more appealing dining and shopping experiences and encourage them to visit portions of the city that are relatively neglected.

First steps toward the revitalization of the Frederick Avenue corridor are being taken. A resurvey and blight study of the corridor have been completed.

Nearly a decade ago, the Southside Development Corporation (SSDC) undertook a master planning initiative for the portion of the Southside known as The Junction, this included properties located along Illinois Avenue. The plan did not receive needed city support and SSDC has been working independently to attempt to implement portions of the plan.

The City of St. Joseph has façade enhancement grants available and Southside Development Corporation has instituted a similar program for South St. Joseph.

### **Suggestions:**

- Identify and designate commercial corridors that are 75 years or older and that retain a significant amount of their historic building stock.
- Work with individual corridors to create a "brand" for the look of the corridor, including signage and awnings. Assist each corridor in the improvement of their streetscape. The aim is to create individual identities for each.
- Enforce the requirements of the Downtown Precise Plan and expand the guidelines to identified historic commercial corridors.
- Work with SSDC to implement the Master Plan for the Junction.

- Create wayfinding signage pointing to “Historic Downtown” and other “Historic” corridors.
- Create a protocol to protect historic assets within the Downtown Precise Plan and along each historic corridor.

## ENDANGERED AND THREATENED PROPERTIES

Historic properties in St. Joseph face a variety of threats and it is important that the city recognize those threats and work to mitigate them. The most significant source of threat in St. Joseph is simple neglect. Many historic properties suffer from a pronounced level of deferred maintenance and thus are subject to “demolition by neglect.” Additional threats include insensitive alterations, fire, and vandalism.

Currently, the Historic Preservation Planner and Landmark Commission oversee the process for conducting surveys and inventories of neighborhoods and districts within the city limits of St. Joseph. Overall, the Landmark Commission and the HPP are responsible for historic preservation activities in an area of 45 square miles. Significant issues, challenges, and opportunities regarding surveying and designating historic resources so they can be protected and preserved include:

- **Neighborhood/District Erosion** – Real estate speculation, development pressures, insensitive alterations, and “demolition by neglect” are eroding the character of neighborhood historic districts and resources. Furthermore, the overall volume of historic resources facing threats from demolition is significant and needs to be addressed through new, comprehensive approaches to code enforcement, education, intervention with property owners and developers, and financial tools and resources.
- **Property Maintenance Code Enforcement** -- The City is not currently devoting adequate resources to property maintenance code enforcement. There are not enough inspectors to adequately cover the whole of the city. This inability to provide consistent code enforcement has led to an increase in blight in the historic neighborhoods.
- **Designation Process Complexity** – The process for designating individual landmarks and districts is lengthy and time consuming. Owner consent provisions also hamper the efforts of neighborhood groups in designating districts.
- **Relevance** – Over the years, a number of neighborhoods and districts within the city have been surveyed and inventoried. In many cases, these resource surveys were conducted mostly at a reconnaissance level and in collaboration with various organizations, as well as with paid interns and volunteers. Several of these existing resource surveys need to be updated to better reflect current conditions.
- **Gaps** – There are areas of the city that have historic contexts still in need of exploration and documentation, especially what can be considered “Modern/Recent Past” building resources that are just now approaching 50 years old.
- **Availability** – The dissemination and overall accessibility of survey and historic district information to the general public is also a critical issue identified by key stakeholders, especially by those who are actively trying to improve their districts or create new ones. For instance, there is an extensive amount of survey and historic district information posted on the State Historic Preservation Office’s current website. The question remains whether such information can be organized more effectively and made more accessible.

- Staffing – Additionally, the city of St. Joseph currently does not have on staff a city architect nor a historic preservation planner experienced with larger neighborhood context and development planning. The office of historic preservation also has limited staff resources to provide direct design assistance on a proactive basis to individual COA applicants who would like to rehabilitate their residential and commercial buildings. Preservation efforts would be enhanced by the employment of a full-time grant writer for the city.

One of the great challenges of historic preservation in St. Joseph is that so often efforts to save a threatened building do not happen until it is an emergency and salvation is nearly impossible. It is important that the city move away from this tendency to lurch from crisis to crisis and develop a proactive and strategic approach to dealing with the distressed historic properties in the city.

### **Create and Maintain a Distressed Properties List**

A list of distressed properties should be created and made available on the HPP page on the city web site. This list should be updated constantly so as to reflect current conditions. The list can be compiled from:

- A reconnaissance survey of the city,
- Reports from the public and groups such as neighborhood associations,
- Properties that have a large number of code violations.

Efforts should be made to contact owners of distressed properties in order to determine what challenges they face that have contributed to the condition of the structure and to develop an intervention strategy.

### **Develop Intervention Strategies for Distressed Properties**

The properties listed on the Distressed Properties List should be graded in terms of condition and viability of intervention. Appropriate interventions will be determined by:

- Property significance: Questions to be asked in assessing a property's significance include: is the property itself historically important? Is it listed on the National Register either as an individual property or as part of an historic district? Will its loss do damage to other historic properties in the area?
- Property condition: How significant is the distress? What interventions would be required to stabilize the structure?
- Nature of the threat: Does the structure suffer from neglect? If so, why? Does the owner lack the means or the will to maintain the structure? Is the structure threatened by vagrants or vandalism? Is it a fire hazard? Does it need to be secured more effectively?

#### **Intervention Strategies may include:**

- Land Bank taking possession
- Information for owners on financial assistance
- Design or technical assistance to owners

## **Discourage Demolition without Permits**

In order to discourage property owners from taking the “ask for forgiveness rather than permission” strategy, it is important that there be significant penalties for demolition without proper permitting and permissions. The following penalties should be considered by the City for inclusion in the Code of Ordinances of the City of St. Joseph in Sec. 7-380ff.

- **Require Mitigation** – if an historic building (defined as being 100 years or older) is demolished without proper permits and permission the owner shall be required to fund a preservation project in the city. The project will be determined by the HPP office. The property owner will not be permitted to sell or develop the property on which the demolished structure stood until the mitigation project is successfully completed and paid for.
- **Reconstruction of the Building Envelope** – Requiring a property owner who demolished a building without proper permits or permissions to reconstruct the building envelope so as to match the previous structure would be a significant deterrent to unpermitted demolitions and would be a strong step toward the protection of the integrity of historic neighborhoods. The property owner will not be permitted to sell or develop the property on which the demolished structure stood until the rebuilt envelope is successfully completed and paid for.
- **Delay of Building Permits** – A delay of no less than five years shall be put in place on any building permits for a property where a structure was demolished without proper permits or permissions.
- **Fines** – Under the terms of Sec. 7-389 of the Code of Ordinances of the City of St. Joseph, anyone who demolishes a structure without securing and adhering to a city issued demolition permit is subject to substantial fines. The proceeds from these fines should be placed in an account to fund preservation related activities.

## **Historic Churches**

St. Joseph is home to a wonderful collection of historic churches. These range from the small neighborhood churches that can hold congregations of 100 or less to the very large and grand downtown churches that are architecturally significant in their own right and can hold much larger congregations. What nearly all of these historic churches have in common is that they have dwindling and aging congregations. As congregations shrink so do the financial resources available to maintain the structure.

At the same time as congregations and resources decrease, upkeep and maintenance demands escalate as the buildings continue to age. Many of our historic churches suffer from delayed maintenance. We must also face the fact that within the next few decades many of these churches will no longer have viable congregations and may be abandoned. These buildings are particularly challenging because of their scale – plans for adaptive reuse must be more creative than what is necessary for smaller buildings.

A proactive plan for dealing with St. Joseph's historic churches needs to be developed before the emergency deepens

- Create a commission tasked with creating the plan.
- Develop a file of adaptive reuse ideas for buildings on this scale. Watch for examples of uses.
- Work with congregations to ensure that routine property maintenance continues.
- Make churches aware of grant possibilities.

### **Proactive Approach to Endangered Properties**

As is discussed in the section above on Historic Churches, St. Joseph is home to some amazing, large-scale, historic structures that may be approaching the end of their usefulness in terms of their original uses. In addition to the churches, the future of the three historic high schools has been recently under discussion. As of this writing, no decision to abandon those buildings in favor of a new structure has been taken, but it is likely in the years to come (certainly the number of abandoned elementary schools that dot the city are a clear indication that structures of this scale pose particular reuse challenges). Buildings such as the Masonic Temple on North 6<sup>th</sup> Street are showing their age and are facing shrinking memberships.

Thus, it will be no surprise when these buildings are abandoned by their current users. The city should have strategies in place to encourage the adaptive reuse of these large-scale structures by public or private developers.

### **Suggestions:**

- Work with the Fire and Police Departments to develop a plan to reduce the level of fires and vandalism in the historic neighborhoods.
- Revisit city code concerning the securing of vacant properties and ensure that it is in line with most recent best practices.
- Work with social service agencies to reduce the threat of vagrants to the properties and neighborhoods.
- Create an Historic Preservation Revolving Fund: The city should create a fund that purchases distressed historic properties, stabilizes them, and then resells them to owners committed to their preservation. The proceeds from the sales would then be put back into the fund to enable further purchases
- Funding for programs to preserve historic churches could come in part from fines assessed for unpermitted demolition (see above).

## **Historic Cemeteries**

St. Joseph is home to more than 20 historic cemeteries. Some of these, most notably Mount Mora, have active support organizations and strong funding for preservation and maintenance. Others, for example Adath Joseph, lay seemingly forgotten and neglected.

These cemeteries are an important part of our built environment and need to be preserved.

### **Suggestions:**

- Undertake surveys of the cemeteries utilizing the forms and protocols available through the State Historic Preservation Office website.
- Raise awareness of and visitation to the cemeteries through the use of social media, the HPP website, and public presentations.
- Compile and make available information concerning the best practices for cemetery conservation.

## **Archeological Site(s)**

The King Hill Archeological Site is one of the oldest National Register Districts in St. Joseph. It was the site of archeological investigation several decades ago and little has been done in the intervening years. The documentation and information concerning the site should be reviewed to ensure that the understanding and protection of the site is in compliance with the current Secretary of the Interior's guidelines.

## EDUCATION AND OUTREACH

Ensuring the future of the historic assets of St. Joseph ultimately rests on the implementation of an effective, flexible, and innovative education program aimed at a wide range of audiences. People need to know both why and how: why historic preservation is important and how historic preservation needs to be implemented.

There are some innovative and exciting programs in place throughout the city that focus on the history of St. Joseph and historic preservation topics. The film department at Missouri Western State University has begun *Old Saint Jo* – a YouTube series focusing on the history of the city. The downtown branch of the Public Library presents a monthly speaker series, *History Speaks*, and has recently begun the *History Happy Hour*. The Tuesday Night Talks at the Pony Express Museum during the winter have long been a popular draw for those interested in the city's history. The Historic St. Joseph Foundation has launched *The Historic St. Joseph Emporium*, a digital tool designed to market historic properties by telling their stories.

Ultimately the success of preservation efforts in St. Joseph is largely in the hands of the owners of historic properties. Unfortunately, many of those individuals are not well informed about preservation regulations and procedures. An easy first step toward rectifying this would be the creation of a brochure that includes information about the Landmark Commission and Design Guidelines, Historic Districts (both national and local), and where property owners can turn for guidance. Several of the historic districts have active neighborhood associations and working with these established groups is a good way to disseminate information about the importance of historic preservation and the responsibilities of property owners.

In the past the Historic Preservation Office has produced a Ten Most Endangered Properties List as well as awarding Preservation Awards. Both of these are important outreach tools and should be revived.

### **Suggestions:**

- Work with the Chamber of Commerce and local educational providers to create an historic building trades apprenticeship/academy. This academy would provide the basis for a series of hands-on preservation workshops on topics such as historic window repair and masonry repointing. A good model for this program is one that is being operated out of Dumfries House, Scotland.
- Develop a series of presentations on issues concerning the importance of historic preservation appropriate for delivery to service organizations and neighborhood groups. Topics could include: the economic benefits of preservation, preservation best practices, the importance of retaining historic windows,
- Work with the St. Joseph School District and Private and Home School groups to create a local history curriculum unit that teaches the importance of historic preservation and age-appropriate steps that children can take.
- Ensure that the Landmark Commissioners receive the mandated education on a regular basis and that that education is of high quality and relevant.

- Create a presentation appropriate for delivery at a City Council work session that covers the impact and importance of historic preservation in St. Joseph. This presentation should be updated annually.
- Utilize technology in an appropriate way to deliver ongoing education: the HPP should have an active and engaging social media presence; the HPP page on the City website should contain a great deal of educational material and links to resources and should be updated on a regular basis; existing apps like Clio and Brickstory should be utilized in a creative way to document our historic assets and to deliver educational information.
- The HPP office should partner with other groups in the city to develop and host a podcast series focused on preservation and historic issues.
- Frequent realtor training workshops should be provided in which realtors are educated on the city's historic districts, the role of the Landmark Commission, preservation procedures, as well as available financial incentives and assistance for those who purchase historic properties.

# PUBLIC HISTORY AND HERITAGE TOURISM

Few cities are as blessed with rich and engaging history to the extent that St. Joseph is. Its history begins with the Indigenous Peoples and continues to include the fur trade, westward expansion, the Pony Express, the Civil War, the Gilded Age, Spanish Flu, Prohibition & Suffrage, Route 66, Civil Rights, and more. We have done a fairly good job of telling parts of our story, the relatively large number of museums is testament to that; however, much of our story remains untold. We do not do a good job of conveying the history of the African American, the Jewish, the Hispanic, and the Eastern European communities that played such a significant role in the development of the city, nor of the recent immigrant communities that have made an impact in the last 25 years. Doing a better job of telling our entire history is a good way both to engage citizens and to encourage tourism.

## What is Heritage Tourism?

The National Trust for Historic Preservation defines Heritage Tourism as “traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present. It includes visitation to cultural, historic, and natural resources.”

Preserved neighborhoods and commercial areas attract visitors. Heritage tourism is a huge business. This plan encourages the City of St. Joseph to use existing historic resources to present methods of developing new heritage tourism programs that promote local and regional partnerships, allowing our city to capitalize on our historic resources.

Heritage tourism is a multi-million-dollar industry in the state of Missouri; it is one of the fastest growing segments of the expanding tourism industry. Studies clearly show that heritage tourists are significantly different from other types of visitors, and those differences are good for the bottom line:

- Heritage tourists on average stay longer, visit more attractions and spend more per day than do other types of tourists.
- When heritage tourists travel to visit an historic site, only 8 to 12% of their expenditure is at the site itself. The rest of their spend is at hotels, restaurants, retail shops, and on transportation. Thus, their economic impact is felt throughout the community.<sup>2</sup>

St. Joseph needs to do a much better job of attracting heritage/cultural tourists and of providing for them when they do visit the city.

- St. Joseph’s program of public history is woefully inadequate. There is little signage throughout the historic core that identifies historic sites or places the history of the city in context. We are lacking something as absolutely simple – and needed – as signs on the highway exits into the city pointing to “Historic Downtown St. Joseph.”

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<sup>2</sup> Donovan Rypkema & Caroline Cheong, *Heritage Conservation in America: An Introduction*, pg. 25.

## **Suggestions:**

- The creation of a widespread, “branded,” program of Public History. Cities with good programs, such as Memphis, TN, should be used as models. The topics covered by the public history installations should cover the full gamut of St. Joseph history and should make particular efforts to tell the stories of ethnic and immigrant communities. The work should be done in accordance with the best practices set out by the National Council on Public History.
- Creation of a Heritage Tourism Plan and a commission dedicated to its implementation. This plan and commission should be created and staffed by representatives from the Historic Preservation Planning Office of the City of St. Joseph, the Convention & Visitors Bureau, the Tourism Commission, and local museums. The commission should have as part of its duties assisting businesses and lodgings in the historic portions of the city to more effectively attract and cater to heritage tourists. Cities that have particularly successful heritage tourism programs such as Hannibal, MO and Red Cloud, NE should be used as examples.
- Work with developers to build an appropriate downtown hotel.
- Update and redesign wayfinding signage.
- Work with tourist attractions (defined very broadly) to have engaging and appropriate materials available at the CVB as well as at local hotels and restaurants in order to attract visitors to the sites.
- Work with the Clio app ([theclio.com](http://theclio.com)) to create a significant number of entries and tours for historic St. Joseph.
- Ensure that the National Trails project begun by the National Park Service is implemented and completed.
- Create a series of walking and driving tours that focus on historic neighborhoods, explore historic themes, and architectural features.
- Develop a public history signage program.

## ECONOMICS OF PRESERVATION

Historic Preservation is not simply an aesthetic or a cultural amenity, studies clearly show that it makes good economic sense.

The most successful urban and neighborhood revitalization efforts in the nation have utilized historic rehabilitation and preservation as the core of their revival tactics. Throughout the country, successful models of preservation programs demonstrate positive economic impacts that have occurred when historic preservation was used as a tool for planned revitalization. Revitalized neighborhoods offer a constant population, a larger tax base, higher job retention, and less drain on city services.

Two important measures of economic impact are job creation and increased household income. Utilizing these two measures, there are few activities that have more local impact than historic preservation.

As a rule of thumb, in new construction half of the budget will be spent on materials and half on labor. The half spent on materials often has little local impact (purchased from large chain stores, sourced from well outside of the local area) but labor generally has a much bigger local impact. In historic preservation projects up to 70% of a budget is spent on labor; thus, a much larger local impact.<sup>3</sup>

Often economic development studies use manufacturing to provide the baseline numbers. In a Midwestern state such as Iowa the average manufacturing concern creates 10.7 jobs for every \$1 million in production. In the construction industry, every \$1 million spent on new construction creates 19.8 jobs. In historic preservation, every \$1 million spent on the rehabilitation of an historic building creates 21.1 jobs.<sup>4</sup>

Historic preservation has a bigger impact on household income as well. Again, using Iowa as a typical case, \$1 million in manufacturing output will add an average of \$406,000 to local household incomes. Those same dollars spent on new construction yield a \$622,000 increase. Historic preservation provides the biggest impact: \$1 million spent on rehabilitation adds an average of \$682,000 to local household income.<sup>5</sup>

And the impact does not end when the rehab project is complete. Rehabilitated historic buildings are significant capital assets whose economic impact increases as they are put to renewed productive use.<sup>6</sup> Restored buildings are significant tourism draws [See Public History and Heritage Tourism]. Intact historic neighborhoods are desirable places to live and thus contribute to the local tax base.

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<sup>3</sup> Donovan Rypkema & Caroline Cheong, *Heritage Conservation in America: An Introduction*, pg. 24.

<sup>4</sup> Donovan Rypkema & Caroline Cheong, *Heritage Conservation in America: An Introduction*, pg. 24.

<sup>5</sup> Donovan Rypkema & Caroline Cheong, *Heritage Conservation in America: An Introduction*, pg. 24.

<sup>6</sup> Donovan Rypkema & Caroline Cheong, *Heritage Conservation in America: An Introduction*, pg. 24.

Thus, studies clearly show that Historic Preservation is an economically viable approach and there are many tools to help make it more profitable. The HPP office needs to keep apprised concerning these strategies and develop a set of resources to help current and potential property owners to take advantage of the economic benefits that accrue from preservation.

One of the great challenges to the preservation of St. Joseph's historic neighborhoods is the relatively low property values; houses and lots sell for far too little. This low cost encourages out-of-town owners to acquire properties and often these are not well maintained. In order to improve that situation real efforts need to be made to market the properties in the historic core to buyers who have the means and desire to maintain them. Young professionals increasingly are interested in living in traditional urban neighborhoods rather than in the suburbs that were so attractive to their grandparents and parents. They are looking for places with unique character, walkability, and a sense of place. Marketing historic properties to these buyers can help the neighborhoods improve.

Historic preservation should receive an equal or comparable consideration to other concerns in all city-driven economic development initiatives. Furthermore, implementing historic preservation-based economic development initiatives should be high priorities for revitalizing the city's inner-core neighborhoods and commercial districts, because these initiatives are proven to help achieve revitalization.

**By increasing public awareness, historic preservation can contribute to the city's economic development.**

Existing city-sponsored initiatives that encourage historic preservation-based economic development should be expanded and enhanced. One such initiative is the Save Our Heritage Grant. Expanded effort in heritage and cultural tourism is another way to utilize historic preservation in the service of economic development. Historic preservation activities should be incorporated in priority reinvestment planning areas that have been designated by the city's Planning and Development Services Department.

### **Economic Tools for Preservation**

In addition to the local grants such as Save Our Heritage that are outlined elsewhere in this plan, there are other financial tools that aid in historic preservation. These include:

- Federal Historic Tax Credits
- State Historic Tax Credits
- Opportunity Zones
- Tax Abatement Programs
- CID Programs

All of these are quite complex and require professional assistance. The city should maintain a list of qualified consultants to assist in their use.

Historic Tax Credits have been shown to be a powerful economic tool that not only makes large-scale preservation projects feasible, but also makes a significant contribution to overall economic growth. In Missouri the federal tax credits can be combined with state tax credits to aid in the rehabilitation of income-producing properties.

Another way to boost economic development in our historic areas is to create new preservation initiatives that facilitate rehabilitation and reuse of historic resources. This could include revitalization of neighborhoods and commercial districts as well as the creation of new jobs and small businesses. Consideration should be given to assisting local neighborhood associations, housing groups, and development corporations in undertaking self-initiated building rehabilitation and reuse projects. Such assistance can include providing gap financing or in assembling the financing package needed to make a development deal viable. Potential partnerships with housing development groups should also be explored. Individuals who express interest in adaptive reuse of an historic building should be supported and encouraged and offered assistance whenever possible.

### **Suggestions:**

- The city should work with local banks to encourage lending at reasonable interest rates in the historic core of the city. Local banks should be encouraged to – either singly or as a consortium – develop a financial “package” of loans etc. that will assist in preservation efforts. Banks should be encouraged to give more favorable treatment to properties that are designated as either Local Landmarks or listed in the National Register of Historic Places.
- The HPP office needs to actively pursue grant funding for preservation projects. Where appropriate, the HPP should bring grants to the attention of those who could utilize them, and the city should provide some assistance in the preparation of grant applications.
- Much of the historic core of St. Joseph has been designated as an Opportunity Zone. The city should work with a consultant that has experience in marketing Opportunity Zones to take advantage of this designation.
- The city should create more property tax incentives designed to encourage widespread historic preservation efforts.
- The HPP should develop a presentation on the economic benefits of historic preservation. This presentation should then be given to as wide a variety of local service organizations, boards, and commissions as possible. The information in the presentation needs to be updated at least annually.
- Work with the Chamber of Commerce to market historic properties to incoming skilled workers. A plan should be created to let businesses that are considering moving to St. Joseph as well as those that are already here know about the opportunities in the historic neighborhoods. The *Historic St. Joseph Emporium* should be utilized as a marketing tool to assist in this effort.

## ZONING AND BUILDING CODE ENFORCEMENT

Zoning regulations are a key preservation tool as they contribute to patterns of neighborhood change and investment as well as disinvestment. A creative and flexible approach to zoning should be utilized to facilitate historic preservation. Considerations should be given to the option of creating conservation districts as an alternative protection tool. Conservation districts established by overlay zoning can be a successful mechanism for creating buffer zones surrounding historic districts. They can strategically address design standards for new construction and remodeling in areas that have a “sense of place” but do not meet the criteria for Local, State or National Register designation. Conservation districts can also be implemented to protect potentially significant resources that are not yet fifty years of age and therefore ineligible for local, state, or national designation. They can also be used to protect and stabilize areas that, with the use of incentives, may be elevated to meet National Register, State Register, and local historic district designation criteria. Design guidelines for conservation districts may be tailored to promote the desired visual character and allowable special land uses of specific geographical areas in a case-by-case situation.

In addition to the local city design review process for designated properties and districts, there are a number of federal and state programs that require review to determine the impact of projected work on historic resources. Conflict over private and public institutional development needs and surrounding commercial and/or residential neighborhood needs is most successfully addressed by the establishment of processes that include a defined public participation component to establish when, where, and what type of city jurisdiction is applicable. The city can play an important role in initiating the establishment of such processes, particularly in the context of the development of neighborhood, sector, or special area plans.

### **Suggestions:**

- Review and update existing city zoning to be compatible with existing or desired land use that promotes the preservation of intact residential neighborhoods and commercial centers that have historical, architectural, and physical integrity. Among the issues to be considered are:
  - Consistency between overlay zoning and base land use zoning among contiguous properties.
  - Allowance of innovative preservation alternatives and adaptive reuses, such as additional or specialty uses including bed and breakfasts, restaurants, studios, offices, and other professional uses.
  - Appropriate design guidelines and site development controls to encourage quality rehabilitation and compatible new construction worthy of preservation in the future.
  - Call for new growth in traditional areas of the city that utilizes designs that complement adjacent streetscapes.

- Work with Police and Fire Departments to implement a rehabilitation code to address building code and fire code requirements in historic structures, and to make allowances for features, characteristics, and design elements that may not be code-compliant but contribute to the historic building's integrity.
- Work with the City's Planning department to ensure that current zoning regulations operate to the benefit of historic preservation and to develop regulations/ordinances that are preservation friendly.
- Identify other cities where the zoning regulations are beneficial to historic preservation and apply those lessons.
- Alter zoning regulations in order to dis-incentivize demolition and to encourage adaptive reuse of historic structures.

St. Augustine, Florida has taken a proactive approach to ensuring that their zoning regulations are preservation friendly. Their document states:

“Based on the City Code, the purposes of Historic Preservation zoning regulations are:

1. To safeguard the heritage of the city by preserving the district(s) which reflect noteworthy elements of the cultural, educational, social, economic, political and/or architectural history.
2. To educate the citizen to realize, understand, and appreciate the city's rich heritage.
3. To stimulate a greater awareness and sense of pride in the founding of the city and the contributions it has made to the state and nation.
4. To develop an atmosphere and feeling of old, historic St. Augustine by encouraging the preservation and restoration of historic structures within the districts.
5. To improve the environmental quality and overall livability of the historic section of St. Augustine.
6. To stabilize and improve property values in the district and to allow uses that encourage the restoration and conservation of historic sites and structures.
7. To promote the use and preservation of the district for the education, welfare and pleasure of residents of St. Augustine and St. John's County, and of the state and nation as well.
8. That these aforementioned goals and objectives of the historic district be achieved and implemented through the establishment of and enforcement of the general district guidelines and specific district regulations.”

St. Joseph should examine its zoning regulations and work to develop a strategy that is in line with the St. Augustine approach.

Zoning in the historic areas of the city should be revised to be consistent with Neighborhood Character: New construction in historic neighborhoods should be planned so as to preserve the historic assets of the neighborhood. New construction should be appropriate to the neighborhood in terms of design and scale. City code should require that all new construction in historic neighborhoods be approved by the Landmark Commission.

Zoning should encourage adaptive reuse of historic structures. As neighborhoods change, often it is no longer viable for a building to fulfill its original use. Zoning regulations need to permit appropriate reuse. Zoning incentives that encourage adaptive reuse include rezoning, easing setback and lot restrictions.

- Rezoning can facilitate the preservation of an historic building whose original use is no longer viable by allowing for the structure to be adapted for a new use. For example, a warehouse that was originally zoned for industrial use could be rezoned to permit its development into loft apartments.
- Zoning can be adapted to allow for a reduction in mandated setbacks.

If a property owner receives zoning incentives, she/he must be compelled to protect the historic character of the building by placing the building under the jurisdiction of the Landmark Commission and making it subject to design guidelines.

Instead of demolition, zoning opportunities to incentivize adaptive reuse of an historic building in a way that is respectful of the historic fabric and financially viable for the owner should be identified.

## **Building Code**

The Building Code regulations need to be altered to include an understanding that historic structures should not be held to the same standards as new construction.

### **Suggestions:**

- Implement consistent and systematic building and maintenance code enforcement.
- Require historic preservation elements as part of comprehensive, watershed or sub-basin, sector, neighborhood, and special area plans.
- Require review of new development for impact on historic resources and historic preservation efforts.
- Develop arrangements regarding development policies for federal, state, public and private institutions such as Mosaic, Missouri Western State University, St. Joseph School District, rural areas, and other institutions which are located near historic areas. Such agreements should include community expectations, a public participation process, and development requirements, including expansion boundaries.
- Develop Neighborhood Zoning Workbooks (follow the example of St. Augustine, FL) to “provide both information and tools to equip property owners to identify local needs and goals within the context of historic preservation. The Workbooks provide a starting point to evaluate current zoning with respect to historical development and future needs.”

## **SUGGESTIONS AND ACTION STEPS**

Throughout the Plan above suggestions are made to facilitate historic preservation efforts in St. Joseph. In this section, those suggestions are summarized and prioritized. More detail can be found in the Plan.

Most of what follows here can be summed up with one word: proactive. The Historic Preservation Planning Office must take proactive steps immediately to slow or stop the erosion of St. Joseph's historic assets. The HPP must work proactively to create a culture and mindset of preservation in St. Joseph.

### **Implementation**

Any plan is only as good as its implementation. None of this does any good if it is simply a document in a binder in the Planning Office. In order to avoid this, the HPP office needs to evaluate the Suggestions and Action Steps outlined above and throughout the plan and develop a timetable for implementation. It is important that this timetable be achievable and that it includes concrete steps for the implementation of each item. The timetable should be divided as follows: Implementation within:

1. Immediate
2. Two years of Plan adoption
3. Two to Five years of Plan adoption
4. Five to Ten years of Plan adoption
5. Ongoing

### **Action Steps and Implementation Timeline:**

#### **Ongoing**

- Hold civic and public buildings to a higher standard to set a precedent for preservation of the historic structures in St. Joseph.
- When hiring new city officials, give preference to those candidates that have experience working in historic cities.
- Continually update the Historic Preservation Page on the City of St. Joseph website to reflect up-to-date resources for current and potential historic home and building owners.
- Identify and develop a plan to protect historic architectural elements within the city such as gate entrances, historic street signs, historic stone walls, and fountains.
- Form stronger partnerships between the City Council, Downtown Review Board, Planning Commission, City Council and all other interested parties.
- Actively seek out and apply for appropriate grants to facilitate preservation in the city. Make preservation groups in the city aware of grant opportunities.
- Maintain a file of creative adaptive reuse strategies.

## **Immediate**

- Shift the operations of the HPP office from being reactive to being proactive. City staff should immediately begin to implement several proactive strategies such as:
  - Identifying projects that could benefit from city initiatives such as the Save Our Heritage grant and contact the property owners to ensure that they are aware of the program.
  - Assemble a “welcome” informational packet to provide to new property owners in historic neighborhoods and districts. This should include contacts and resources, information about grant programs and applicable design guidelines.
  - Create a number of presentations on preservation-related topics to present to citizen groups.

## **Within Two Years of Plan Adoption:**

- **Integrate** historic preservation concerns throughout all aspects of city government. Ensure that all citizen boards and commissions are aware of the importance of preservation considerations, and that the Landmark Commission is a resource available to them to inform their decision-making.
- **Partnerships:**  
The Historic Preservation Planning Office needs to actively seek out partnerships with preservation-minded groups in the city. This category should be defined very broadly so as to include not just the obvious historic preservation groups; but also, neighborhood associations, Downtown First, and historic churches. Staff from HPP should attend at least one meeting of each of these groups annually and ensure that there is an open line of communication
- **Main Street:**  
Work with entities such as MoKan Regional Council to implement the Main Street program for St. Joseph.
- **Training:**  
There is in place a requirement that members of the Landmark Commission undergo annual training. Commissioners should be encouraged to avail themselves of the annual CLG training offered by the Missouri State Historic Preservation Office. This training requirement should be expanded to members of the Land Bank Board and the Downtown Review Board. Complete the development of the training manual for Landmark Commissioners.

Establish an educational center (this could be either digital or physical) for the purpose of educating city officials, commissions, historic homeowners, future preservationists, and artisans to help with understanding hands-on preservation, funding sources, and assistance with design guidelines and policy issues.

Hold regular meetings with city departments to ensure that each department knows standards of preservation and to work together to combat citywide issues. The HPP office should be cognizant of what each department's projects and goals are and how the HPP can help to achieve them.

Develop a systematic approach to realtor training. Work with the Board of Realtors to ensure that every realtor in the city understands the responsibility to convey design guidelines and other preservation information to clients considering a purchase in a historic district or of a designated building.

Additionally, members of the HPP staff must remain up to date on developments in the field. It is vital that they attend conferences (either in-person or digitally), present at conferences, read appropriate professional literature (articles, books, etc.), and contribute to the field by writing for publication. HPP staff should complete a yearly self-evaluation in which these things are documented.

- **Survey & Designation:**

Initiate an active historic resource survey process to identify important resources to be considered in all city planning processes. St. Joseph needs to determine if there are individual properties and neighborhoods not yet recognized that could have important roles in defining historic contexts of the city and the surrounding region. Identify and survey commercial corridors. Many properties have achieved historic significance from the 50-year mark established by the National Park Service though they have yet to be designated as such.

Launch a continuing effort to survey and designate new local historic districts in the city to protect historic resources.

Identify and evaluate properties that are 50 years or older that will be affected by development proposals such as demolition, rezoning, platting, development plans, conditional use permits, and use permitted upon review permits during the development process. When properties are identified as historic, an assessment of historic integrity should be completed. If the identified property is eligible for designation, protection measures should be evaluated.

Establish an initiative to encourage the private sector to list as many eligible properties in the National Register as possible, enabling property owners to utilize the federal and state rehabilitation tax credits.

Compile an inventory in order to draw awareness to and further protect historic features and structures that contribute to the local landscape. These could be historic signs, historic entrances to neighborhoods, tiled street names installed in sidewalks, brick sidewalks, stone retaining walls, historic streetlamps, fountains, murals, and gates.

Develop an initiative to increase the number of properties that are designated as Local Landmarks. Part of this initiative should be to convert properties that are anecdotal landmarks into official landmarks.

Identify remaining E.J. Eckel structures and designate as many as possible as Local Landmarks.

Identify remaining Harvey Ellis structures and designate as many as possible as Local Landmarks.

Develop new historic contexts.

Develop and implement a plan for surveying historic cemeteries.

Review the survey for the King Hill Archeological Site and revise as needed in order to best preserve the site in compliance with the Secretary of the Interior's Standards.

- **Distressed Properties List**

Create and maintain a distressed properties list with intervention strategies

Publish an annual “Most Endangered Properties” list.

- **Boards & Commissions:**

Work with existing city boards and commissions to ensure that the duties as enumerated are preservation friendly and then ensure that the members of the bodies are familiar with those duties and how they impact preservation efforts. Create a manual for each board and commission to educate newly appointed members.

- **Heritage Tourism & Public History:**

Work with the Convention and Visitors Bureau, the Tourism Commission, local museums and other stakeholders to create a comprehensive heritage tourism plan.

Update outdated way-finding signage to historic tourist destinations and install public history signage on historic buildings and sites to provide an historical context to historic districts. Create a “branded” look for individual historic neighborhoods and commercial corridors.

Utilize Clio (theclio.com) to create entries on the historic architecture of St. Joseph. These entries should include a tour of existing E.J. Eckel structures.

Create a widespread, “branded,” program of Public History

- **Outreach and Education:**

Develop a social media presence for the HPP office and affiliated city boards and commissions.

Develop a systematic, long-term education/outreach plan utilizing the funds available to the Landmark Commission.

Create a series of presentations appropriate to a variety of audiences on topics such as the economic impact of preservation, best practices, and St. Joseph history etc. These presentations should be updated and augmented on a regular basis.

Utilize existing tools such as the *Historic St. Joseph Emporium* to market historic properties nationally.

Hold annual preservation awards.

Include information about the city's historic and archeological resources on the HPP webpage and social media platforms.

Partner with preservation-oriented groups to create a pod cast series.

- **Increase enforcement authority of the Landmark Commission**

Recommend changes to city code to give Landmark Commission authority to recommend citations when unapproved changes are made to buildings in local districts or that are individually designated.

### **Within Two to Five Years of Plan Adoption:**

- **Architectural Salvage:**

The City should work with other groups in St. Joseph to create and staff an architectural salvage store. This will not only provide funds for preservation efforts but will safeguard local architectural elements.

- **Education and Outreach:**

Communication activities that promote historic preservation's economic impact to the public at large should be undertaken.

Hold regular meetings with numerous city-wide organizations such as the School District, Habitat for Humanity, Mo-Kan Regional Council, and InterServ.

- **Archiving and Research:**

Work with local museums, the Northwest Missouri Genealogical Library, the St. Joseph Public Library, and other interested groups to develop a database of historic photos and resources.

- **Design Guidelines:**  
Research and update new techniques, materials, and systems that can aid in modern enhancements of quality of life while still being appropriate and complementary of historic architecture.
- **National Historic Trails:**  
Work with the National Park Service to further advance the development of a historic trails experience within St. Joseph regarding the Lewis & Clark, California, and Pony Express National Historic Trails.
- **Preservation in the Schools and University:**  
Work with the SJSD and MWSU to incorporate historic preservation into the curriculum. Help develop a program to teach historic trades such as re-building historic roofs, historic window restoration, and historic masonry repairs.
- **Endangered Structures Planning:**  
Create a commission(s) to plan for the upcoming challenges facing historic churches and other large-scale civic buildings such as the historic high schools, the downtown post office, and City Hall.
- **Code Evaluation:**  
Evaluate existing zoning and building codes to determine their impact on historic preservation efforts and take creative steps toward making them preservation friendly.  
  
Restructure code enforcement to a more proactive approach.  
  
Create Neighborhood Zoning Workbooks
- **Neighborhood Revitalization:**  
Take the template developed by the Imagine Cathedral Hill 2040 initiative and apply it to other neighborhoods.  
  
Determine revitalization best-practices

### **Within Five to Ten Years of Plan Adoption:**

- **Financial Tools:**  
Work with local banks on funding options for historic home and building owners such as low-interest restoration loans.  
  
Create a Historic Preservation Revolving Fund.  
  
Develop and implement a plan to market St. Joseph's Opportunity Zones.

- **Infill Housing:**  
Create a program to encourage the building of appropriate affordable infill housing
  
- **Create a Historic Building Trades Academy**  
Work with the school district, the Chamber of Commerce, and Hillyard Technical School to create a Historic Building Trades Academy that would provide a credential upon successful completion.
  
- **Archives and Histories:**  
Identify and catalog local archival holdings and make the information available to the public.  
  
Commission a new city history  
  
Create a digitization plan for historic documents and photographs
  
- **Work with Developers** to create an appealing downtown hotel.

This Preservation Plan should be reviewed and updated at least every five years.

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