City of Excelsior Springs

Historic Preservation and Revitalization Plan

June 21, 2010

The City of Excelsior Springs Missouri

This publication is partially funded by a grant from the Missouri Department of Natural Resources, State Historic Preservation Office and the National Park Service, U.S. Department of the Interior. Grant awards do not imply an endorsement of contents by the grantor. This program receives Federal financial assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, as amended, the U.S. Department of the Interior prohibits discrimination on the basis of race, color, national origin, disability or age in its federally assisted programs. If you believe you have been discriminated against in any program activity, described above, or if you desire further information, please write to: Office of Equal Opportunity, National Park Service, 1849 C Street, N.W., Washington, D.C. 20240.

Credits

City of Excelsior Springs, Missouri

Mayor
Carolyn Schutte

Mayor Pro-Tem
Ambrose Buckman

City Councilmen
R.D. “Sonny” Parker, Ken Fousek, and James C. Nelson

City Manager
David Haugland

Historic Preservation Commission

Chairman: Nile Brown
Vice Chairman: Darryl Couts
Secretary-Treasurer: James Bowman
Commissioners: Betty Bissell, Earl McElwee, Sonya Morgan and Jim Nelson (Council Liaison)

Planning and Zoning Department

Nick Pappas, Planning and Zoning Director
Kathy Twitchell, Administrative Assistant

Special Thanks to:

A special thank you to all the residents, property owners, tenants and interested persons who participated in the workshops and public hearings during the preservation plan process.

Photograph Credits:

The historic photographs in this plan are from the Excelsior Springs Museum and Archives. Several recent photographs are used courtesy of the Excelsior Springs Historic Preservation Commission. Other recent photographs, as noted in the plan, are used with the permission of Kevin Morgan. All other photographs are from Winter & Company circa 2009 to 2010. Many of these photographs are used throughout the plan to show the character and historic resources of Excelsior Springs, and do not have captions.

Prepared by:

Winter & Company
1265 Yellow Pine Avenue
Boulder, CO 80304
303.440.8445
www.winterandcompany.net

Table of Contents

Introduction Intro-1

A. Overview Intro-1
B. The Role of the Plan Intro-4

I. Historic Preservation 1-1

A. What is Historic Preservation? 1-1
B. Benefits of Historic Preservation 1-2
C. The Vision for Preservation in Excelsior Springs 1-6

II. Preservation in Excelsior Springs 2-1

A. Overview of History and Historic Preservation in Excelsior Springs 2-1
B. Preservation Partners 2-7
C. Preservation Program Tools 2-15

III. Implementation 3-1

A. Goals & Actions 3-2
B. Implementation Priorities 3-14

Appendix Appx-1

A. The Secretary of the Interior's Standards for the Treatment of Historic Properties Appx-1
B. Historic Preservation Briefs & Tech Notes Appx-3
C. A Heritage Tourism Plan for Excelsior Springs Appx-5

Introduction

A. Overview

This *Historic Preservation and Revitalization Plan* provides a strategy for using heritage properties in the City of Excelsior Springs to enhance the quality of life for the community and promote revitalization of its downtown and older residential neighborhoods. These resources can be important components of community development. However, there are challenges that must be addressed for the potential benefits to be fully realized. This document sets forth a plan of action that will help place historic resources in the forefront of the health and well-being of the City.

In This Chapter:

A. Overview Intro-1
B. The Role of the Plan Intro-4

As reflected by a City survey published as a community Report Card in November 2008, the citizens of Excelsior Springs value the community's historic resources. (Photograph courtesy of Kevin Morgan)

The Community Survey and Historic Resources

Citizens of Excelsior Springs value the community's historic resources. This is reflected in a survey, which the City published as a community Report Card in November 2008. That report expresses public opinion about a wide range of topics, from community services to neighborhood development. In an initial question, citizens were asked to rank their degree of satisfaction for each of 50 different factors that make up the City. Respondents placed historic resources as the City's 10th highest asset.

At the same time, the survey reflects concerns about the appearance of the community, a lack of maintenance and the quality of the downtown. Those topics are in the lowest 25% of the variables surveyed, in terms of satisfaction. This relates to the lack of maintenance that exists for many historic properties, and the underutilization of many in a challenging economy.

Other themes appear in the survey that are relevant to the preservation program. These include concerns about the lack of jobs, and the absence of amenities for youth. Downtown is discussed frequently in a variety of ways, with a general sense of the historic value of the place, but a concern that it still needs more work, in terms of rehabilitation, and more businesses that serve the community.

In response, in part to this survey, and as a statement of values expressed in meetings related to this plan, some specific opportunities for revitalization involving historic resources should be considered.

Economic Development Opportunities Through Historic Preservation

Creating jobs is a challenge for the current economy nationally, and this is also true for Excelsior Springs. Rehabilitating historic buildings is a means of creating jobs quickly in the City, and it also can yield long-term benefits.

Rehabilitation Jobs

Workers in construction trades that offer the skills to renovate buildings using appropriate procedures are needed in Excelsior Springs. As a market for renovation grows, this is an opportunity to create jobs in the community. An ideal approach is to develop local job training programs. Establishing summer jobs for high school students should be a part of this program as well, and could be a part of the Technology High School.

An Ideal Place for Knowledge-based Businesses

Across the nation, small communities with distinctive character and natural amenities are attracting knowledge-based businesses. These are companies whose owners choose to live in special places, for the quality of life that is available there. They typically operate nationally, and even internationally. The owners often choose small communities that are located in close proximity of major metropolitan areas and their airports. The types of businesses include professional consulting services, specialized manufacturing and unique retail niches, which are marketed over the internet. Excelsior Springs offers a location that fits this profile and it could be appealing to knowledge-based business leaders when the quality of the historic building stock and community services improve.

Increasing the Downtown Population

Increasing the number of people living downtown is an essential step. This will establish a stronger market to support more businesses downtown, and assure their high quality. Housing options should include apartments in upper floors of historic commercial buildings, adapting historic guest houses and hotels into apartments and constructing new, compatible residential projects on vacant lands in the downtown area.

The means of building on these opportunities is addressed in this plan.

B. The Role of the Plan

This Preservation and Revitalization Plan coordinates the City's preservation goals, policies and actions, and provides a framework for other groups and organizations engaged in community-based initiatives with interests in protecting and experiencing cultural resources. The plan's primary goal is the preservation and active use of cultural resources to enhance the City's quality of life, economic vibrancy and environmental sustainability.

The Preservation Plan works in harmony with the City's Master Plan and preservation ordinance, as well as related federal, state and local regulatory programs. It guides decision-making for public policy makers, preservation agencies, private investors and property owners in Excelsior Springs. In this respect, the plan places preservation objectives in the context of broader community policies. It recognizes preservation as a planning tool and outlines its relationship to other community planning initiatives.

The plan's primary goal is the preservation and active use of cultural resources to enhance the City's quality of life, economic vibrancy and environmental sustainability. (Photograph courtesy of the Excelsior Springs Historic District Commission.)

Plan Organization

The Preservation Plan covers a range of strategies and objectives which approach historic preservation as an integral element of community development. It also presents program-specific actions. Many require strategic use of financial and human resources and collaboration among others who see the benefits of heritage conservation.

Plan Chapters

The plan is organized into the following sections:

Part 1: Historic Preservation

This section provides an overview of what historic preservation means, discusses the benefits of historic preservation and outlines the goals for historic preservation in Excelsior Springs.

Part 2: Preservation in Excelsior Springs

This section provides a background on the history of preservation in Excelsior Springs and a general overview of its historic resources. It then briefly describes best practices in historic preservation and existing conditions in Excelsior Springs. This discussion is based on the following six components:

- Administration
- Resource Identification
- Management Tools
- Incentives & Benefits
- Education
- Advocacy

Part 3: Implementation

This section sets forth goals for historic preservation, grouped into the components identified in Part 2 of the plan. Next, specific actions are identified to accomplish each goal. It then establishes a strategy for executing individual actions in a sequence that will be most effective. The actions are again grouped by the plan themes, and priorities for their execution and the key players to be involved are indicated. Charts summarize priorities for action. These should be updated as needed.

Appendix

The appendices includes references for national publications on historic preservation.

A. The Secretary of the Interior's Standards for the Treatment of Historic Properties
B. Historic Preservation Briefs & Tech Notes
C. A Heritage Tourism Plan for Excelsior Springs

I. Historic Preservation

A. What is Historic Preservation?

Preservation means keeping properties and places of historic and cultural value in active use and accommodating appropriate improvements to sustain their viability while maintaining the key, character-defining features which contribute to their significance as cultural resources. Preservation also means keeping cultural resources intact for the benefit of future generations. That is, while maintaining properties in active use is the immediate objective, this is in part a means of assuring that these resources are available for others in the future. Historic preservation is also an integral component of initiatives in neighborhood livability, sustainability, economic development and culture.

Balancing Interests

Because preservation is a part of many community interests, including housing, sustainability, livability and economic development, the program inherently seeks to balance broader community objectives while achieving the program's core mission of preserving cultural resources. For this reason, the process of identifying and managing cultural resources occurs in the context of other planning work.

Historic preservation is integral to many community interests, including housing, sustainability, livability and economic development.

In This Chapter:

A. What is Historic Preservation? 1-1
B. Benefits of Historic Preservation 1-2
C. The Vision for Preservation in Excelsior Springs 1-6

Historic preservation includes keeping cultural resources intact for the benefit of future generations. (Photograph courtesy of the Excelsior Springs Historic Preservation Commission.)

The adaptability of historic structures is recognized as one of the benefits of historic preservation. The Hiawatha Hotel and Well Site, for example, was built between 1905 and 1909 as a boarding home, and is now a private residence. (Photograph courtesy of the Excelsior Springs Historic Preservation Commission.)

B. Benefits of Historic Preservation

Excelsior Springs' historic resources are essential components of the City's identity. They enhance quality of life, economic vitality, and environmental sustainability. Investment in these assets ensures that the social, cultural, and economic attraction of the City is maintained and enhanced.

Livability and Quality of Life

The distinct character of Excelsior Springs reinforces the City's identity and sense of community. When historic buildings occur on a block, they create a street scene that is "pedestrian friendly," which encourages walking and neighborly interaction. Decorative architectural features also contribute to a sense of identity that is difficult to achieve in newer areas of the City. This sense of place also reinforces desirable community social patterns and contributes to a sense of security.

Construction Quality

Often the quality of early construction was higher than it is today. Lumber came from mature trees, was properly seasoned and typically milled to "full dimensions," providing stronger framing and construction. Buildings also were thoughtfully detailed and the finishes were generally of high quality—characteristics that owners today appreciate. The quality of construction in earlier buildings is therefore an asset which is impossible to replace.

Adaptability

Owners also recognize that the floor plans of many historic properties easily accommodate changing needs. Rooms in both historic homes and commercial buildings are frequently large, permitting a variety of uses while retaining the overall historic character.

Economic Benefits

The economic benefits of investing in historic properties is well-documented. Because historic properties are finite and cannot be replaced, they can be precious commodities. Preservation therefore adds value to property. Other benefits center on rehabilitation projects and on the income generated by heritage tourism.

Historic Rehabilitation Projects

Direct and indirect economic benefits accrue from rehabilitation projects. Direct impact refers to the actual purchases of labor and materials, while indirect impact can be defined as expenditures associated with the project, such as manufacturing labor. These can be added to create the "total" impact. Preservation projects are generally more labor intensive, with up to 70% of the total project budget being spent on labor, as opposed to 50% when compared to new construction. This means that more of the money invested in the project will stay in the local economy and not be used towards materials and other costs manufactured or sourced outside the community. Furthermore, a rehabilitation project will provide functional, distinctive, and affordable space for new and existing small businesses. This is especially relevant to the local economy where many local businesses operate in historic buildings.

Heritage Tourism

Heritage tourism is another benefit of investment in historic preservation, as people are attracted to the cultural heritage sites within an area. These resources provide visitors a glimpse into Excelsior Springs' history and its contribution to state and national history. Cultural heritage tourism means traveling to experience the places that authentically represent the stories and people of the past and present. It includes cultural, historic, and natural resources. Heritage tourists spend more dollars on travel than other tourists. Heritage tourism also stimulates employment in hotels, bed and breakfasts, motels, retail stores, restaurants, and other service businesses.

The City has an opportunity to build this segment of the economy. However, it must make substantial improvements to the historic building stock and expand interpretive programs to do so.

Heritage tourism is another benefit of investment in historic preservation, as people are attracted to the cultural heritage sites within an area.

Preserving and adapting a historic structure is sound environmental policy in all respects. In this example, the adaptive reuse of the Oaks Hotel preserves the building, including the energy and resources invested in its construction, and reintroduces housing downtown.

Environmental Benefits

Sustainable development and the conservation of resources are inherent central principles of historic preservation. Sensitive stewardship of the existing building stock reduces our environmental impact. Preserving and adapting a historic structure is sound environmental policy in all respects. In basic terms, reusing a building preserves the energy and resources invested in its construction, and removes the need for producing new construction materials.

Embodied Energy

Embodied energy is defined as the amount of energy included to create the original building and its components. Preserving a historic structure retains this energy. Investment studies confirm that the loss of embodied energy associated with the replacement of an existing, unimproved building would take three decades or more to recoup from the reduced operating energy costs in a new building. Wood, stone, brick, and glass all manifest the energy investment of their creation and the energy invested in building construction. If demolished, this investment in embodied energy is lost and significant new energy demands are required to replace it. In addition, according to the EPA, building debris constitutes around a third of all waste generated in the country. This can be reduced significantly if historic structures are retained rather than demolished.

Sustainable Building Materials

Historic building construction with the durable traditional materials of wood, stone, and brick were built for longevity, in a manner that allows for repairs to be conducted easily.

The sustainable nature of historic construction is best illustrated by the design and construction of a window. Historic windows can be repaired through reglazing and the patching and splicing of wood elements. Contemporary windows are often difficult to repair, with replacement as the only option. If a seal is disturbed in a vinyl window the best approach is to replace that particular window, rather then repair the part, as is the case for a historic wood window. Older windows were built with well seasoned wood from stronger, durable, weather resistant old growth forests.

Building Energy Savings

Energy savings are not usually achieved by replacing original building fabric with contemporary alternatives. Repair and weatherstripping or insulation of the original elements is more energy efficient and much less expensive. As much as 50% of the energy lost from a house is from air infiltration through the attic, uninsulated walls, and around the windows and door cavities, and not through the glazing of windows and doors. Proper caulking and insulation around windows and doors, combined with adding insulation in attic space, will save energy at a higher rate than by replacing single paned wood windows with double or tripled paned alternatives.

As cities across the country develop more focused sustainability programs, the environmental benefits of preserving historic building materials will become even more important. This applies to Excelsior Springs. It is essential that preservation advocates actively participate in policy development along these lines.

A priority: Promote rehabilitation and adaptive reuse in the Hall of Waters Historic District.

C. The Vision for Preservation in Excelsior Springs

As the preservation plan is implemented, results will be seen in a more vital City with an active downtown and well-kept older neighborhoods. This is reflected in a vision for the future, in 2020. The community vision for historic resources and the preservation program is described in a series of qualitative statements:

Historic resources are integral to life in Excelsior Springs.

In the future, historic preservation in Excelsior Springs is a vital part of broader community development policies and objectives. It serves as an important tool in economic development, public health, sustainability, housing and cultural enrichment. In this respect, it embraces a holistic approach to planning and development.

Historic resources convey the humanity of the City.

They provide links to heritage and enable people to feel a sense of connection with their past and with the community as a whole. Historic resources provide opportunities to interpret the history of the community, to comment on events that have shaped it, and build an understanding of our culture.

A network of individuals and organizations supports Historic Preservation throughout the community.

In the future, the preservation program remains community-based, inviting different organizations to share in its activities. It links official City preservation components with conservation-related activities of other groups and individuals.

Historic Preservation is solution oriented.

The program helps owners find solutions for maintaining historic resources in active and appropriate uses. This includes the City permitting process.

Historic Preservation looks forward while valuing the past.

The program seeks ways in which historic resources help maintain the vitality of the City. It is forward looking, helping the community meet its aspirations for the future in ways that make best use of its older built resources.

Historic Preservation is "horizontally integrated" in planning efforts.

Many departments and agencies in the community recognize the value of historic resources and employ strategies which support Historic Preservation as they seek to achieve their individual missions.

The City's Historic Preservation program is readily accessible.

Program components are easy to understand. Lay people as well as professionals can participate in the system at a variety of levels. They can engage in researching and nominating resources for designation. They also can easily comment on City preservation activities and they can anticipate the potential outcomes of properties that are managed by preservation tools.

The preservation program provides guidance for treatment of historic resources.

Historic resources are identified and described in a manner that helps people understand their significance and interpret their association with the community. They are then listed, or designated, as appropriate in a manner that helps facilitate informed management of the properties. A set of tools is then applied, including regulations, incentives and benefits, which are coordinated with this evaluation and designation system, providing the appropriate degree of benefits and restrictions.

Historic resources are key to the City's sustainability initiatives.

Preserving historic resources is a fundamental part of a comprehensive approach to sustainability. Keeping historic properties in use conserves the energy embodied in their creation. Historic structures also can operate in energy conserving ways, and compatible retrofits for energy conservation are encouraged.

II. Preservation in Excelsior Springs

A. Overview of History and Historic Preservation in Excelsior Springs

In This Chapter:

A. Overview of History and Historic Preservation in Excelsior Springs 2-1
B. Preservation Partners 2-7
C. Preservation Program Tools 2-15

The History of Excelsior Springs

The following section is a brief history of the historic context for Excelsior Springs as quoted in the City's historic survey completed in July of 1991. It draws upon material prepared by Deon Wolfenbarger of Three Gables Preservation.

Prior to its "discovery" in 1880, the area around Excelsior Springs was familiar to Native Americans and early white settlers. However, the rough terrain, rocky hills, and heavy growth made it a difficult site for settlement, although timber owners were able to utilize some of the natural resources. However, the resources for which the town would eventually become famous, its waters, were first treated with suspicion. After all, the overflow of one of the springs was colored an iron-rust red.

In 1880, a nearby farmer whose daughter was afflicted with scrofula turned to the waters in desperation for treatment. When a rapid recovery occurred, and other ailments were "tested" and "cured", the word quickly spread of the healing qualities of the waters. The owner of the spring, A. W. Wyman, realized the potential for developing his land. Along with the Rev. Flack of nearby Missouri City, he had the land platted, the water analyzed by St. Louis chemists, and started promoting its curative qualities. Dr. Flack built a home here, opened the first dry goods store, founded the first church, and then turned his preaching abilities to the merits of the waters, which he carried to a number of Midwestern states.

For more information on the City's history and historic resources please visit the City of Excelsior Springs Historic Preservation Commission's web site at:

www.eshpc.org

The original town site covered 40 acres, and was platted on September 1, 1880. Within a year, 200 houses were built on the hillsides and valleys surrounding the original spring, while hundreds of other visitors had to camp in tents or covered wagons. In 1881, Excelsior Springs became first a village (in February), and later a City of the fourth class (in July).

As the "Excelsior" (later Siloam) spring became famous, people started noticing the numerous other springs in the area. The promotion and development around these other springs quickly followed, with the most prominent being the "Empire" (later the Regent), Relief, Superior and Saratoga springs. The springs were popular gathering places for the locals and visitors alike. Forty separate springs or wells were eventually discovered, releasing four distinct varieties of water.

In only a short time, small boarding and rooming houses were built to accommodate the throng of visitors. As early as March 1881, the first hotel with 25 rooms was constructed and soon filled with out-of-town travelers. Although rail lines passed nearby to Excelsior Springs, in the early days the community was somewhat isolated. Stage lines had to be brought into operation from nearby railway points, such as Liberty, Missouri City, Kearney and Lawson. When the Chicago, Milwaukee and St. Paul railroad opened up a line between Chicago and Kansas City via Excelsior Springs in 1887, the town truly exploded with development. By the next year, the first Elms Hotel was constructed with rooms for 250 guests.

In combination with its now relatively easy access, the City of Excelsior Springs owed a good deal of its development growth at this time to the Relief Springs and Land Company, later the Excelsior Springs Company. It was founded by H.C. Fish, who had interested a group of Kansas City capitalists in investing in the community. They eventually acquired 1,000 acres within a radius one mile west and south of Fishing River, including Siloam, Regent and Relief Springs. They built the Elms Hotel; platted Central Park, Forest Park and Beacon Hill additions; erected the Music Hall; graded Dunbar, Old Orchard and St. Louis Avenues; laid the first trunkline sewer; and donated lots to many church congregations and the first public school, among other things. The company was also responsible for discovering the saline water when drilling for a gas well. This water was also heavily promoted, as it was much rarer than other mineral waters.

Recognition of the waters at the Chicago World's Fair in 1893, the increasing use of the City as a convention center, and additional train facilities were among the many factors which spread the fame of the City. The community responded with an ambitious program of municipal improvements. Gas, water, and electric franchises were granted; miles of concrete and macadam roads were laid, as were concrete sidewalks; a parks system and 36-hole golf course were developed; and many large public use buildings were constructed. The Interurban Electric line gave easy access to Kansas City, and later bus lines made access even more available for the nearby metropolitan area.

Downtown Excelsior Springs (2010).

Although the town had a resort and vacation town atmosphere, it was the healing aspects of the waters which were always promoted. That is the reason that the depression did not hurt Excelsior Springs as much as other communities. Although people were not able to afford the luxury of vacationing during this period, they still required "cures" for their various ailments. Although some of the smaller businesses were somewhat hurt in the 1930s, the bigger clinics, such as the Ball, McCleary-Thornton Hospital, and the Excelsior Clinic survived, as did the larger hotels. Also, two large WPA projects -- the Hall of Waters and the expansion of the VA Hospital -- helped the local economy.

Until the early 1960s then, the town prospered solely on the fame of its waters. However, legislation was passed in 1963 which prohibited the clinics from advertising cures with their treatment of conditions such as arthritis and rheumatism. In addition, unfavorable articles began appearing about mineral water clinics. In 1967, the Hall of Waters closed for repairs, and in 1971, the state health agency ordered the City to stop bottling mineral water.

Even though operations of the springs ceased as a health industry, the City moved quickly to recognize its historic resources, focusing on those associated with the resort era. The City established the Historic Preservation Commission in 1978. The City's first preservation ordinance established a program for identifying and protecting historic resources and placed the Historic Preservation Commission at the forefront of administering the ordinance. (The ordinance was recently updated, in 2005.) The City then designated the heart of the downtown and its associated properties related to healing waters as the "Hall of Waters Historic District" in 2007 under its local ordinance.

The City of Excelsior Springs, Missouri was designated a Certified Local Government (CLG) by the US Department of the Interior, National Park Service, on February 14, 1991. Today, an

The mineral water system as a whole, including the wells, are noteworthy historic resources in Excelsior Springs.

ongoing interest in preserving historic resources appears in the activities of the City's Historic Preservation Commission along with several organizations that promote understanding and appreciation of historic resources.

The historic resources of the resort era now offer opportunities for economic development, housing and heritage tourism in the twenty-first century. More recently, a new business, involving bottling and distribution of waters from Excelsior Springs has begun operations, demonstrating that the mineral waters themselves may take a new form in the City's economy. It is on this history of an evolving community that the Excelsior Springs preservation plan relies.

The Historic Resources of Excelsior Springs

Excelsior Springs boasts a diversity of historic resources. Many represent the boom era related to mineral waters and spas that operated in the City during the early twentieth century. These include properties specifically designed for serving mineral waters and the accommodations provided for visitors. Other resources reflect the supporting economic and cultural systems, including the commercial district downtown and nearby neighborhoods.

Some noteworthy resources are:

- The Hall of Waters
- The park system (designed by George Kessler in 1890)
- The hotels and boarding houses associated with the mineral water spa era
- The mineral water system as a whole, including the wells
- The historic commercial buildings in the downtown historic district
- The Elms Hotel
- The historic Elms neighborhood associated with the Elms Hotel
- Many surrounding residential neighborhoods
- Various churches, schools and other institutional facilities

Many of the City's individual noteworthy buildings contribute to the City's identity. The Elms Hotel and the Hall of Waters are examples. Residents recognize that these historic buildings contribute to the quality of life in the community, giving it a distinct character that is different from other small towns nearby. And for some who have long-established family roots in Excelsior Springs, there is a personal sense of connection with the past.

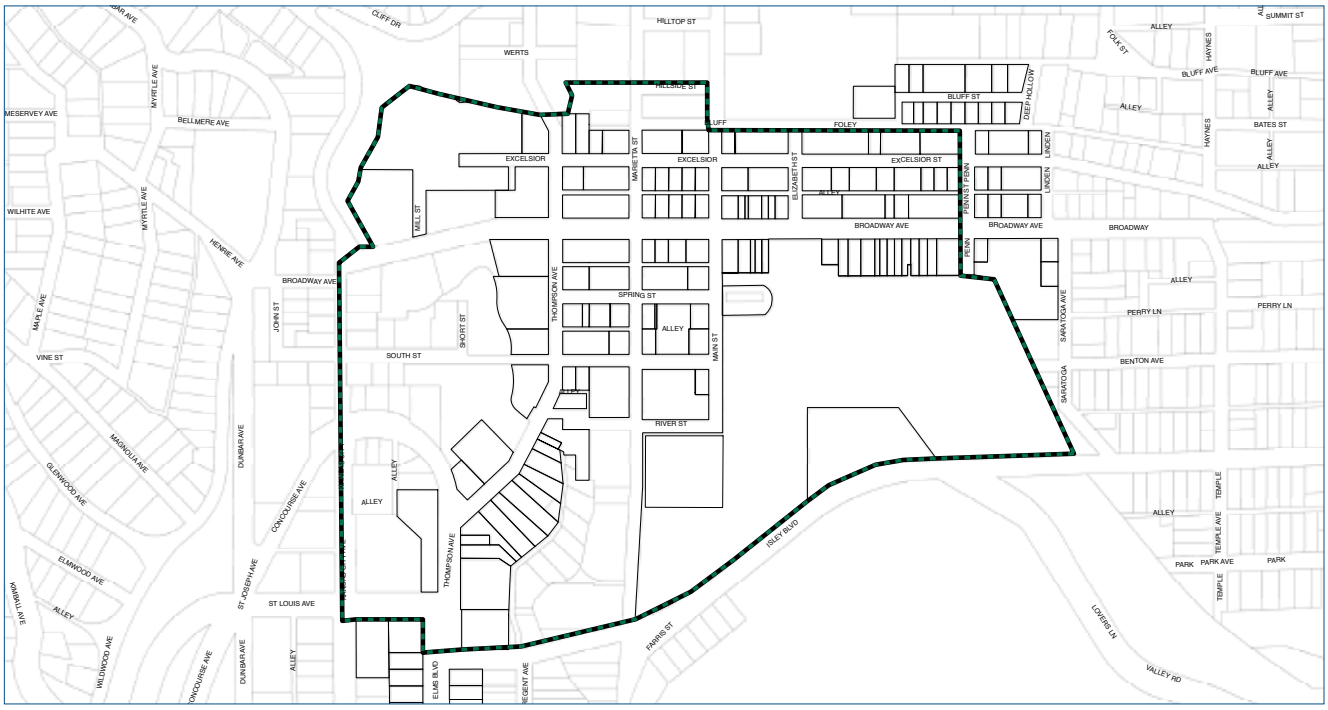
Hall of Waters Historic District

The Hall of Waters Historic District incorporates two National Register districts that had been listed in 1999 and also includes the Fishing River Linear Park. A total of 106 properties lie within the district, of which only fourteen are “non-historic.” The focal point is the Hall of Waters itself, which was constructed as a WPA project in 1935. A variety of hotels, apartments and boarding houses dating from the resort era are included as well, along with many commercial buildings, and a few churches and other civic structures. Numerous mineral water structures also lie within the district.

The Hall of Waters Historic District incorporates two National Register districts, with the Hall of Waters itself as the focal point of the district.

Issues/Needs

The historic resources of the Hall of Waters Historic District are remarkable in the number of properties that retain their integrity and the consistency with which the resources can convey the historic period of significance. However, many have been altered and others have deteriorated features. For some, the future uses are uncertain.



Hall of Waters Historic District boundaries.

Sites related to the collection and distribution of mineral waters abound throughout Excelsior Springs and together convey an important aspect of that historic period.

Mineral Water Resources

Sites related to the collection and distribution of mineral waters abound throughout Excelsior Springs and together convey an important aspect of that historic period. A design guidelines document for the Hall of Waters also includes a map that documents the locations of thirty-seven sites related to the healthful water era. These include springs and wells along with pavilions where waters could be purchased.

Issues/Needs

These sites are promoted in historic tours, but they are not as actively visited as they could be. Many structures at these sites are in need of repair. Others lack any interpretive materials or markers on site that convey their significance. This limits the potential for featuring these resources in a heritage tourism campaign.

Map by Sonya Morgan, adapted from "A History of the Mineral Water Springs and Wells," Published 1968, Excelsior Springs Historical Museum and Archives

B. Preservation Partners

While the City leads a number of preservation program components, other players are also active. These include local non-profit groups specifically established to promote historic preservation and others who see the benefits of using historic resources in accomplishing their individual missions. This section lists the key players in preservation in Excelsior Springs.

Key Preservation Partners

The Excelsior Springs Historic Preservation Commission

The City established a Historic Preservation Commission in 1978, when it adopted its first ordinance related to historic resources. The commission has continued to operate as the key organization for preservation in the community since then. The Historic Preservation Commission (HPC) assists the City in the administration of its preservation ordinance. Commissioners include people with experience in architecture, engineering and construction, as well as related real estate and finance fields. Others are historians and residents interested in preservation in the community. The commission considers nominations of properties to be listed as historic resources under the provisions of the City's preservation ordinance, and conducts reviews of proposed work involving properties that are so listed. Based on these reviews they then make recommendations to the Planning and Zoning Commission, City Council, and Building Inspector. The HPC also promotes awareness of historic resources and facilitates assistance programs that may be available from time to time.

Local Partners

A variety of local groups and organizations have a direct stake in preservation and development in Excelsior Springs. For some, they are interested in the connection with local heritage. Others see preservation as supporting economic development and housing programs. Each can make an important contribution. These groups and organizations have varying roles. Some are actively engaged in preserving properties. Others contribute to the information base that is essential for education and outreach programs. Others recognize historic preservation as a complement to their core activities. Some key players are:

The Clay County Bank, built in 1906, now houses the Excelsior Springs Museum and Archives. (Above photo, circa 1908, lower photograph courtesy of the Excelsior Springs Historic Preservation Commission.)

Downtown Excelsior Partnership (DEP)

DEP is a membership-based organization consisting of downtown businesses, residents, organizations and supporting businesses, established with the mission to create a vibrant downtown. DEP follows the National Main Street four committee approach to downtown revitalization: Organization, Promotion, Economic Restructuring and Design. Through these committees, DEP promotes events downtown, helps rehabilitate buildings, recruits and supports businesses downtown and ensures the historic character of the community's history. For more information see: www.visitesprings.com

The Elms Hotel

The Elms Hotel provides a historic setting for many private and public gatherings. They proudly advertise their heritage and contribute to the public's awareness and education about the community's history. For more information see: www.elmshotel.com

Excelsior Springs Museum and Archives

The museum focuses on preserving the unique history of Excelsior Springs though a wide variety of preeminent and changing exhibits, educational programs and special events. The museum building is a historic resource in itself, but also houses a vast collection of artifacts from historic Excelsior Springs reflecting the mineral water and health industry, hotels, pre-history, and more. For more information see: www.exsmo.com/museum/

Chamber of Commerce

The Excelsior Springs Chamber of Commerce plays an important preservation advocacy role by providing several informational resources on the history of Excelsior Springs. The Chamber also supports programs, such as their beautification committee, which enhance the downtown environment and promote heritage tourism. For more information see: http://exspgschamber.com

City Government

Planning and Zoning Department

The Planning and Zoning Department staff are the primary administrators of the preservation program. Planning and Zoning staff are responsible for the preservation regulations, including the preservation ordinance and preservation design guidelines. They provide support to the Historic Preservation Commission, and provide assistance to the public and other government agencies regarding historic preservation issues.

Parks & Recreation Department
The Parks and Recreation Department is responsible for upkeep of the City parks and walking trails. This includes the maintenance of many of the City's historic landscapes.

Public Works
The Public Works Department is responsible for construction and maintenance of public use areas, such as streets, water and sewer systems. This includes the maintenance of historic bridges, streets and several of the City's historic stone retaining walls.

Code Enforcement & Inspection Department
The Building Inspector has the authority to grant, deny or condition Certificates of Appropriateness.

Economic Development
Historic preservation has significant economic benefits both by supporting local construction trades and by creating a draw for heritage tourism. The City's Economic Development staff should include preservation in economic development strategies and plans.

Excelsior Springs' downtown business owners contribute to historic preservation efforts by supporting downtown economic vitality, providing maintenance of historic buildings and enhancing heritage tourism.

Downtown Business Owners
Excelsior Springs' downtown business owners contribute to historic preservation efforts by supporting the downtown economic vitality, providing maintenance of historic buildings and enhancing heritage tourism.

Elms Boulevard Neighborhood Association
Elms Boulevard consists primarily of two-story structures, with one multi-family residential building and the Elms Resort Hotel serving as the focal point of the Boulevard. The Elms Boulevard Neighborhood Association is dedicated to historic preservation efforts to protect and preserve the neighborhood. For more information see: http://www.elmsblvd.com/

The Idle Hour
The Idle Hour website features information on, and photographs of historic Excelsior Springs as well as information on local historic families. This site is one of Excelsior Springs' local partners which contribute to the public's awareness and education about the community's history. For more information see: http://theidlehour.com/

(Photograph courtesy of Kevin Morgan)

Potential Local Preservation Partners

Many, primarily local, groups and organizations may not be directly involved in preservation efforts but have goals that relate to historic preservation efforts. Potential partners for historic preservation efforts in these terms include:

- The Excelsior Springs Standard (newspaper)
- The Oaks Apartments
- Local crafts people
- Job Corps Center
- Local schools (Tech. classes at the high school)
- George E. Kessler Society of Kansas City

State and Regional Preservation Partners

An early hillside cottage

Beyond the local level, a variety of state and regional and national organizations provide support for historic preservation efforts. Key state and regional partners include:

Missouri State Historic Preservation Office

The State Historic Preservation Office (SHPO) in the Missouri Department of Natural Resources is responsible, in partnership with the U.S. Department of the Interior's National Park Service and local governments, in carrying out the mandates of the National Historic Preservation Act in Missouri. The SHPO works with citizens and groups throughout the state to identify, evaluate and protect Missouri's diverse range of historic, architectural and archaeological resources. The SHPO funds and coordinates surveys to identify historic, architectural and archaeological resources throughout the state. The SHPO is also responsible for Section 106 review of federally funded or assisted projects to ensure compliance with federal preservation legislation. For more information contact the Historic Preservation Office, PO Box 176, Jefferson City, MO 65102, phone: (573) 751-7858; fax: (573) 522-6262; email: moshpo@dnr.mo.gov; http://www.dnr.mo.gov/shpo/

Missouri Advisory Council on Historic Preservation

The Missouri Advisory Council on Historic Preservation reviews the National Register of Historic Places nominations, reviews and provides advice on the state's Historic Preservation Plan, and provides guidance and advice to the State Historic Preservation Officer. For more information contact the Historic Preservation Office, PO Box 176, Jefferson City, MO 65102, phone: (573) 751-7858; fax: (573) 522-6262; email: moshpo@dnr.mo.gov; http://www.dnr.mo.gov/shpo/moachp.htm

D·R·E·A·M Initiative

The Downtown Revitalization Economic Assistance for Missouri (DREAM) initiative is a comprehensive, streamlined approach to downtown revitalization that provides a one-stop shop of technical and financial assistance for select communities to more efficiently and effectively engage in the downtown revitalization process. For more information contact Missouri Department of Economic Development, Business & Community Services Division, 301 W. High Street, P.O. Box 118, Jefferson City, MO 65102; 1-800-523-1434; 573-522-5033 (fax); email: dream@ded.mo.gov.

The Maples Apartments

Missouri Alliance for Historic Preservation (Missouri Preservation)

Missouri Preservation is Missouri's only statewide, non-profit organization dedicated to promoting, supporting, and coordinating historic preservation activities throughout the state. The organization plays an educational role for the state through an annual conference, educational workshops, newsletters and their web site. They also host an annual awards program to celebrate preservation success stories throughout Missouri. The organization has played an advocacy role in promoting the establishment and continued use of the Missouri Rehabilitation Tax Credit. For more information contact: www.preservemo.org

Missouri State Parks and Historic Sites

For more information contact: Missouri Department of Natural Resources, Division of State Parks, P.O. Box 176, Jefferson City, MO 65102; 800-334-6946; moparks@dnr.mo.gov.

Historical and Cultural Society of Clay County

The Clay County Historical Society recently merged with the Heritage-Hjemkomst Interpretive Center to form a new organization, the Historical and Cultural Society of Clay County. For more information see: http://www.info.co.clay.mn.us/history/

Ray County Historical Society

The Ray County Historical Society was established in the 1950s with the mission to collect, preserve and present the history and culture of the people of Ray County, Missouri and the families who pioneered the area to make it the County it is today. For more information see: http://www.raycountyhistoricalsociety.com/

Missouri Archaeological Society

The Missouri Archaeological Society (MAS) was founded in the 1930s as a nonprofit organization dedicated exclusively to educational and charitable purposes. Their goals include promotion of the study, investigation, and interpretation of prehistoric and historic remains of Missouri. For more information see: http://associations.missouristate.edu/mas/

National Partners

National organizations that provide support for historic preservation efforts include:

The Shelton Apartments

The National Trust for Historic Preservation

The National Trust for Historic Preservation (NTHP) is a private non-profit organization that was established to support history and preservation projects on a national level. Although much of the effort of the Trust is directed towards historic properties and sites of its own, the Trust regularly supports heritage tourism and preservation organizations and initiatives around the country.

The Midwest Office of the National Trust for Historic Preservation, located in downtown Chicago serves communities in Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Ohio, and Wisconsin. For further information, contact them at 53 West Jackson Boulevard, Suite 350, Chicago, Illinois 60604; 312-939-5547; 312-939-5651(fax); email: mwro@nthp.org; www.preservationnation.org/midwest

National Park Service, U.S. Department of the Interior

The National Park Service (NPS) is the principal federal agency responsible for preservation laws and activities. The NPS maintains the National Register of Historic Places and administers the certification program for federal tax incentives. For information, contact the Dept. of the Interior at 202/343-1100; http://www.cr.nps.gov.

National Alliance of Preservation Commissions

The NAPC is the only organization devoted solely to representing the nation's preservation design review commissions. NAPC provides technical support and manages an information network to help local commissions accomplish their preservation objectives. The Alliance also serves as an advocate at federal, state and local levels of government to promote policies and programs that support preservation commission efforts. For information, contact the NAPC, P.O. Box 1605, Athens, GA 30603; 706/542-0169; 706/583-0320 (fax); email: napc@uga.edu.

National Preservation Institute

The National Preservation Institute (NPI) is a nonprofit organization offering specialized information, continuing education, and professional training to those involved in the management, preservation, and stewardship of our cultural heritage. Founded in 1980, NPI offers seminars in historic preservation and cultural resource management. For information, contact NPI, P.O. Box 1702, Alexandria, VA 22313; 703/765-0100; info@npi.org.

The Postmaster's Residence

National Center for Preservation Technology and Training

NCPTT advances the application of science and technology to historic preservation. Working in the fields of archeology, architecture, landscape architecture and materials conservation, the Center accomplishes its mission through training, education, research, technology transfer and partnerships. For information, contact National Center for Preservation Technology & Training, 645 University Parkway, Natchitoches, LA 71457; 318/356-7444; 318/356-9119 (fax); email: ncptt@nps.gov.

Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation is an independent federal agency that advises the President and Congress on preservation policy. The council also reviews proposed federal undertakings, including federal funding or permits, in order to evaluate and mitigate potential effects on historic properties. For information, contact the Advisory Council on Historic Preservation, 1100 Pennsylvania Avenue, NW, Suite 809, Washington, DC 20004; 202/786-0503; http://www.achp.gov.

Alliance for Historic Landscape Preservation

This organization addresses historic landscape issues and provides preservationists with the skills needed to begin the preservation process. For information, contact the Alliance for Historic Landscape Preservation, 294 W. Franklin Street, Holyoke, MA 01040; 413/536-8987; 413/532-0841 (fax).

National Association of Tribal Historic Preservation Officers

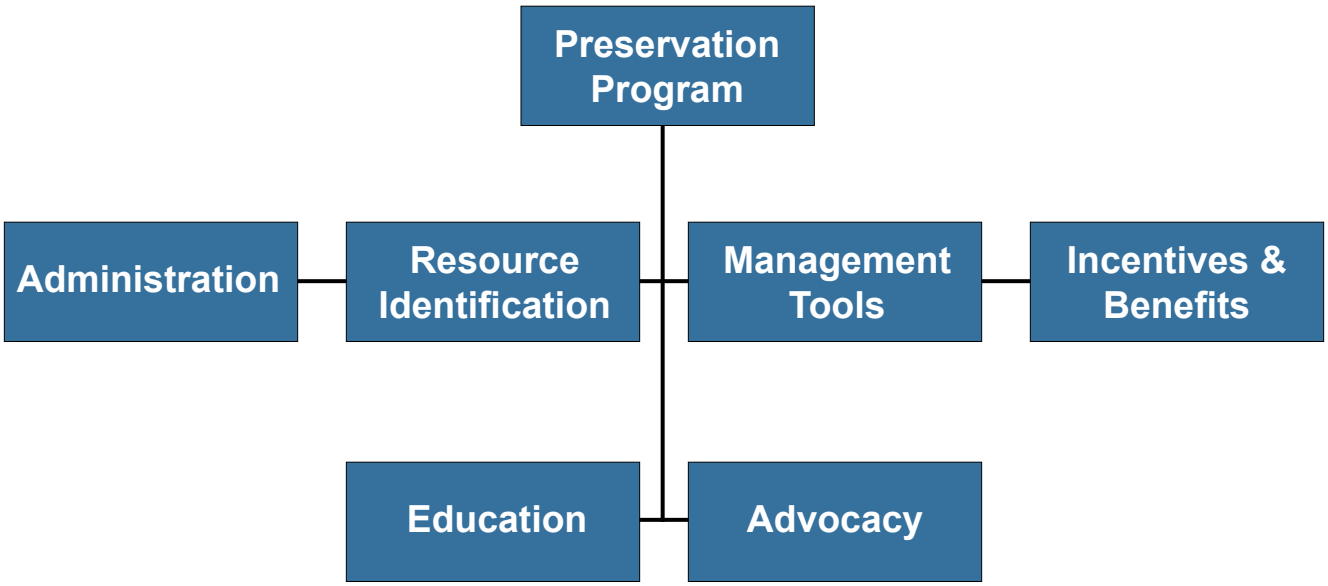
The National Association of Tribal Historic Preservation Officers (NATHPO) is a national non-profit membership organization of Tribal government officials who implement federal and tribal preservation laws. NATHPO's over arching purpose is to support the preservation, maintenance and revitalization of the culture and traditions of Native peoples of the United States. For more information contact NATHPO at P.O. Box 19189, Washington, D.C. 20036 (mailing address); 1625 K St., NW, Washington D.C. 20006 (street address) (202)628-8476; (202) 628-2241 (fax); email: info@nathpo.org.

C. Preservation Program Tools

Preservation groups use a range of strategies and tools to form the essential components of a preservation program. This section evaluates the existing historic preservation tools in Excelsior Springs, in the following program component categories:

- **Administration** – The framework for operating the preservation program
- **Resource Identification** – Surveying and identifying properties of cultural or historic significance
- **Management Tools** – The specific mechanisms for protecting historic resources
- **Incentives & Benefits** – The specific benefits available to assist property owners and support preservation
- **Education** – Building awareness and strengthening skills to support preservation policies
- **Advocacy** – Promoting policies and partnerships that support preservation

Preservation Program Components



Excelsior Springs' preservation program contains six essential components. The City is directly active in four of these, which are illustrated on the middle line of the diagram above. These are: (1) Administration, (2) Resource Identification, (3) Management Tools, and (4) Incentives & Benefits. The lower line includes two additional components: (5) Education and (6) Advocacy. These are activities in which preservation partners often lead, and the City provides support.

Effective administration is essential to a successful preservation program.

Administration

Effective administration is essential to a successful preservation program. The administrative structure includes overall organization, roles of City departments, staffing and the administrative procedures that work to assure effective operation of the program. These are some key elements:

Operating Procedures

The details of the steps to identify, designate, and then protect historic resources are specified in the City's operating procedures. The Excelsior Springs preservation program operating procedures are defined by the Historic Preservation Overlay District Zoning Ordinance.

Program Monitoring & Reporting

Enforcement and compliance requires a supportive working relationship between planning staff, the preservation commission and code enforcement staff. It also requires clear documentation of what has been approved. Annual CLG reports are compiled summarizing preservation activities, local designations, national register nominations and reviews of projects involving historic resources. This report is prepared annually and provides a concise description of the City's actions related to preservation. The report is also distributed to the City Council to include in their planning of work programs.

The commission does not engage in an annual work session, however, in which the public would have the opportunity to comment on work program priorities.

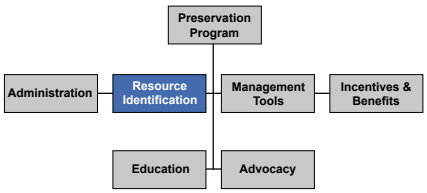
Training Sessions

The commission participates in an annual training session that is organized by the State Historic Preservation Office. These training sessions are very important in maintaining effective procedures for the commission.

Administration Issues/Needs:

- More preservation staff is needed to administer the program.
- Specific staff roles and preservation subcommittees are not identified.
- A limited amount of information is provided in commissioners' packets to help orient members.
- Preservation goals are not regularly discussed among City departments.

Resource Identification



An essential part of a preservation program is knowing which properties are of value, in terms of their historic significance. Resource identification is the process of determining which properties are of cultural value and historically significant. This includes establishing a background of historical information in which to make those evaluations. Historic surveys and contexts, as well as data management tools, are key elements of this component of Excelsior Springs' preservation program.

Historic Themes and Contexts

Historic contexts serve to group information related to existing historic resources based on a subject, specific time period or geographic area. The relative importance of specific historic resources is better understood by determining how they fit these contexts. Individual historic resources may relate to more than one theme.

St. Luke's Episcopal Church, built in 1932, was designed by noted Kansas City architect George M. Siemens in the Gothic Revival style. St. Luke's is listed on the Local Landmarks Register. (Photograph courtesy of the Excelsior Springs Historic Preservation Commission.)

A major theme for historic resources in Excelsior Springs is that of the mineral water springs. However, this can include sub-themes relating to the overall development context including:

- Doctors' homes
- Boarding houses
- Hotels and Resorts
- Parks and Golf Course
- Historic Landscapes
- Pre-history

Surveys

Cultural resource surveys identify which properties have historic or archeological significance, and those that do not. They use adopted criteria for determining significance and can cover both districts and individual resources. A survey should include a listing of all of the properties researched, indicating the significance of each of the resources and, where applicable, should also include a description of the general character of the district.

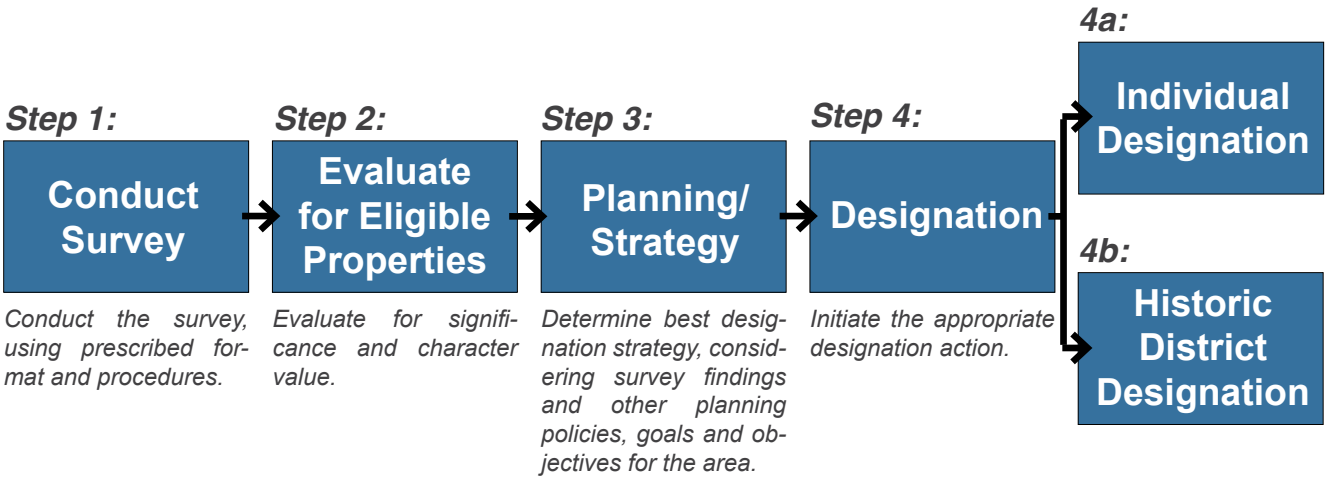
The survey process includes a field inspection, collecting historic information about the physical and cultural history of the property and documenting it in photographs, drawings and maps. The survey should include a definition of the key characteristics of individual properties as well as the defining characteristics of groups of neighborhoods or groups of buildings.

Survey information then is used for nominations to list properties as historic resources. After that, information in the survey is used in the design review process. For this reason, it is important that a clear description be provided of key features that exist for each property. With that information, owners will have a clearer understanding of those elements that should be preserved.

Survey Process Chart

The process for identifying and then designating properties and districts of historic significance consists of four steps. This orderly sequence provides for reasoned consideration of the significance of properties, and of the best approach to designation that will meet objectives for the resource.

Survey Process Chart



Excelsior Springs Resource Surveys

Existing surveys were conducted in the early 1990s. These surveys covered approximately 10 to 15 percent of the City. The information gathered was at a "windshield" level, with just basic information collected.

The Elms Neighborhood is waiting for an update of its survey as a step toward potential historic district designation. Preliminary boundaries have been proposed, based on the existing survey. The Elms Neighborhood has indicated an eagerness to pursue designation, which would be supported by an updated survey. A potential district, the Boarding House District, has also been identified using the existing survey information. Finalizing these survey efforts is a current issue.

Resources Designation

A community's inventory of historic resources lists those properties that have been specifically designated as properties with historic significance. Not all surveyed properties will be eligible for historic designation and some properties that are determined to be eligible may not be officially designated. In general, properties that are not officially designated historic resources will not appear on an inventory of historic resources even if they are eligible for designation.

Historic resources in Excelsior Springs may be listed on the Excelsior Springs Local Landmarks Register, the Missouri Cultural Resources Inventory, or the National Register of Historic Places. Properties may be listed on multiple registers with each listing relating to specific benefits and requirements.

Excelsior Springs Local Landmarks Register

The Landmarks Register includes individual Landmarks as well as Historic Districts. Properties designated as Landmarks, or located within or adjacent to a Historic District may be subject to the Historic Preservation Overlay District Regulations. (See the following section for more information).

Missouri Cultural Resource Inventory

Overall, the Missouri State Historic Preservation Office has collected data on more than 104,000 significant cultural resources: 63,000 historic buildings, 24,000 historic bridges and 17,500 archaeological sites. Information gathered on these resources is housed in the SHPO's Missouri Cultural Resource Inventory. For more information please see: http://www.dnr.mo.gov/shpo/cultresinv.htm

The Power of Designation as an Economic Development Strategy

Designating individual properties and districts to the National Register and the local register provides protection and offers incentives that will encourage investment in these properties. For this reason, the designation process is an important economic development tool. Those who invest in properties located within a historic district are confident that properties nearby will be improved to the same standards.

National Register of Historic Places

The National Register of Historic Places is the official list of the nation's historic and archeological resources worthy of preservation. It contains buildings, districts, historic and prehistoric sites, structures and objects which are significant on a national, state, and local level.

The National Register is administered by the National Park Service under the Secretary of the Interior. In each state, a state preservation office, guided by a State Historic Preservation Officer (SHPO), conducts the program and related preservation activities.

The National Register is intended primarily for use as a planning tool to encourage preservation without restraint upon private property interests. Listing a property does not impose any responsibilities upon the private property owner for maintenance or restoration.

Excelsior Springs has seven listings in the National Register including:

- Elms Hotel
- Hall of Waters
- Watkins Mill
- Wyman School
- First Methodist Church
- Excelsior Springs Hall of Waters Commercial East Historic District
- Excelsior Springs Hall of Waters Commercial West Historic District

The Elms Hotel is listed on the National Register of Historic Places. (Photograph courtesy of the Excelsior Springs Historic Preservation Commission.)

Resource Identification Issues/Needs:

- A more formal historic context for the mineral water era is needed.
- Surveys do not include detailed information on significant features of a property.
- Complete survey information is not readily available to the public.

The Rowell House, constructed between 1909 and 1910, is located in the Elms Boulevard Neighborhood, and is listed on the Local Landmarks Register. (Photograph courtesy of the Excelsior Springs Historic Preservation Commission.)

Current incomplete surveys:

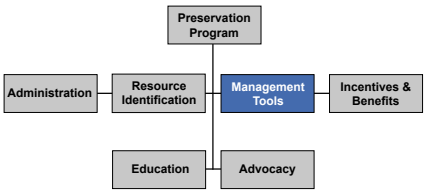
- Elms Boulevard Neighborhood
- Individual resources not within districts.
- Boarding House District

Outlying resources not surveyed:

- Individual buildings
- Historic landscapes
- Springs/wells

Homes in the potential Elms Boulevard Historic District

Historic Elms Boulevard



Excelsior Springs has several primary management tools that guide historic preservation efforts including ordinances and the design review process and design guidelines that manage treatment of the City's historic resources.

Management Tools

The Management Tools component is made up of the specific tools that establish the mechanisms for protecting and managing historic resources. Excelsior Springs' primary management tools include the ordinances that guide historic preservation efforts as well as the design review process and design guidelines that manage treatment of the City's historic resources. This section describes some of the basic management tools used in Excelsior Springs' preservation program.

Excelsior Springs Master Plan

Preservation programs work within the framework of broader community policies. These begin with the policies set forth in the master plan. Such policies promote an overall vision for the community and inform Citywide planning efforts. The May 2009 draft of the Excelsior Springs Master Plan includes policy statements which provide a solid basis for preservation.

The introduction to the draft of the City's Master Plan begins with this part of a vision statement:
"Excelsior Springs is a vibrant, historic community in a strategic location for future growth."

With respect to downtown, the plan also includes a vision to:
"…improve the district's already historic environment… and to improve the functioning and financial success of the district."
This statement acknowledges a connection between economic vitality and historic resources.

Policies in the Master Plan related to Growth and Land Use refer to other measures that relate to historic preservation, including these statements:
"Balance development between new development on the edges of the City and reinvestment in older portions of the City."

"Establish incentives for the conservation of established neighborhoods."

"Reuse the old high school building and other underused structures of community importance."

The Master Plan also includes several goals for downtown development and tourism which feature the City's historic resources prominently.

Zoning Code

The basic regulations that shape development throughout the City are part of the zoning code. Such regulations include permitted uses, densities and heights. Many of the same regulations apply to both historic and non-historic properties.

Many of the same code regulations that shape development throughout the City apply to both historic and non-historic properties. However, some sections allow for flexibility for historic structures.

Building Code

The application of the Building Code and the operation and coordination of building inspections with the special requirements of historic buildings can facilitate or hinder the implementation of effective preservation policy.

The City of Excelsior Springs utilizes the following standard codes:

- 2003 International Building Code
- 2003 International Residential Code
- 2003 International Plumbing Code
- 2003 International Mechanical Code
- 2003 International Fuel Code
- 2002 National Electrical Code
- 2003 International Fire Code

The 2003 International Building Code includes sections for existing buildings which allow for greater flexibility to meet the codes while allowing for compatible design solutions.

Code Issues/Needs:

- Lack of understanding among property owners about the flexibility that is available in the building code.
- Need to review the zoning ordinance to remove barriers to adaptive reuse.

The Preservation Ordinance is the primary mechanism for protection of the community's varied historic resources.

Historic Preservation Ordinance

As a part of the municipal code, the Preservation Ordinance is the primary mechanism for protection of the community's historic resources. The Preservation Ordinance sets out the purpose of the City's goals and responsibilities to promote preservation, enhance awareness and protect the finite resources which help to define the community. The ordinance establishes the Excelsior Springs Historic Preservation Commission (HPC) as well as their powers and duties. Criteria for the designation of buildings and districts, as well as policies and review procedures for their treatment are also included.

The Excelsior Springs Preservation Ordinance

The original preservation ordinance dates from 1978 and contains updates adopted in 2005.

Purpose of the Ordinance

The ordinance defines the City's key objectives for the preservation program:

1. Providing a mechanism to identify and preserve the distinctive historic and architectural characteristics of Excelsior Springs, which represent elements of the City's cultural, social, economic, political and architectural history.

2. Fostering civic pride in the beauty and noble accomplishments of the past as represented in Excelsior Springs Landmarks and Historic Districts.

3. Conserving and improving the value of property designated as landmarks or within historic districts.

4. Protecting and enhancing the attractiveness of the City to home buyers, tourists, visitors and shoppers, and thereby supporting and promoting business, commerce, industry, and providing economic benefit to the City.

5. Fostering and encouraging preservation, restoration and rehabilitation of structures, areas and neighborhoods and thereby preventing future urban blight.

Ordinance Issues/Needs:

- Lack of a minimum maintenance clause.
- No reference to the role of preservation in promoting sustainability.

Design Review

A well organized design review process helps protect a community's historic character and resources. It is a management tool that applies in addition to zoning and other regulations to provide context-sensitive guidance for projects directly or indirectly affecting historic resources.

A well organized design review process helps protect a community's historic character and resources.

In Excelsior Springs, historic preservation design review is required for individual properties and districts designated with a Historic Preservation Overlay District. A Certificate of Appropriateness (COA) is required for work affecting the exterior architectural appearance of such a property. These projects are reviewed by the HPC and the Building Inspector, who has the ultimate authority to grant, deny or condition the COA. The proposed project is reviewed based on the City's design guidelines.

Design Guidelines

Design guidelines provide objective criteria for determining the appropriateness of proposed work affecting historic resources. Guidelines help inform a property owner in advance of the criteria on which their designs will be judged, and are later applied by City staff and boards in permitting. Effective guidelines provide clear examples of appropriate and inappropriate design treatments using local properties. They also define the range of flexibility that may be available for alterations and additions. They can help to identify which features are significant and should be preserved, and conversely, which features are less critical to the integrity of a historic resource, thereby indicating where greater flexibility may be afforded. Such guidelines are especially important for administrative reviews related to recent past properties.

The preservation ordinance includes design guidelines which are minimum standards based on the Secretary of the Interior's Standards for Rehabilitation. These are not illustrated. The ordinance also includes standards for review which include provisions for cleaning methods, and the treatment of individual building features.

Hall of Waters Historic District Design Guidelines

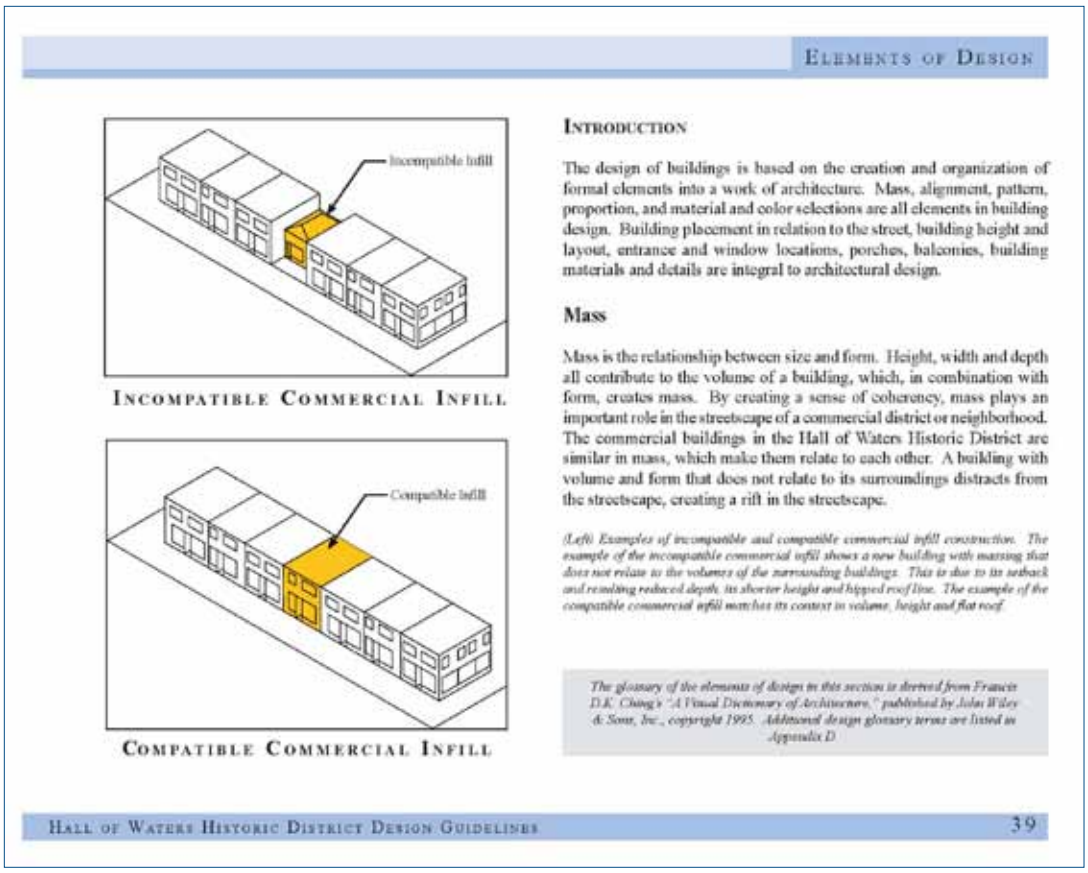
In February 2010, the City adopted illustrated design guidelines for the Hall of Waters Historic District. That document is extensively illustrated and provides helpful information for property owners who seek to make improvements to historic properties or to effect other construction within the historic district.

Guidelines Issues/Needs:

Some areas needing more information in the guidelines:

- Streetscapes
- Signs
- Service Areas
- Mechanical Equipment
- New Construction
- Sustainability

Hall of Waters Historic District



ELEMENTS OF DESIGN

INCOMPATIBLE COMMERCIAL INFILL

COMPATIBLE COMMERCIAL INFILL

INTRODUCTION

The design of buildings is based on the creation and organization of formal elements into a work of architecture. Mass, alignment, pattern, proportion, and material and color selections are all elements in building design. Building placement in relation to the street, building height and layout, entrance and window locations, porches, balconies, building materials and details are integral to architectural design.

Mass

Mass is the relationship between size and form. Height, width and depth all contribute to the volume of a building, which, in combination with form, creates mass. By creating a sense of coherency, mass plays an important role in the streetscape of a commercial district or neighborhood. The commercial buildings in the Hall of Waters Historic District are similar in mass, which make them relate to each other. A building with volume and form that does not relate to its surroundings distracts from the streetscape, creating a rift in the streetscape.

(Left) Examples of incompatible and compatible commercial infill construction. The example of the incompatible commercial infill shows a new building with massing that does not relate to the volumes of the surrounding buildings. This is due to its setback and resulting reduced depth, its shorter height and hipped roof line. The example of the compatible commercial infill matches its context in volume, height and flat roof.

The glossary of the elements of design in this section is derived from Francis D.K. Ching's "A Visual Dictionary of Architecture," published by John Wiley & Sons, Inc., copyright 1995. Additional design glossary terms are listed in Appendix D.

HALL OF WATERS HISTORIC DISTRICT DESIGN GUIDELINES 39

ARCHITECTURAL STYLES - COMMERCIAL, CIVIC AND RELIGIOUS

(left) 109-115 East Broadway (c. 1908). An example of a Two-Part Commercial Block.

VICTORIAN COMMERCIAL STYLE: 1900-1920

HALL OF WATERS HISTORIC DISTRICT DESIGN GUIDELINES 21

Sample pages from the Hall of Waters Design Guidelines

Management Tools Issues/Needs:

- The preservation ordinance does not address sustainability.
- The preservation ordinance refers to minimum maintenance standards, but does not include a specific section for this.
- Increased cooperation among departments/agencies is-necessary.
- Need information on building conditions (i.e. Hall of Waters).
- While the guidelines cover many of the categories of work that typically arise in the district, some areas are not addressed, or at least are not covered as specifically as they should be.
- Need Design Guidelines for use Citywide.

Historic Downtown Excelsior Springs

Incentives & Benefits

The Incentives & Benefits component includes the specific benefits available to historic property owners. Effective preservation programs offer special benefits to stimulate investment in historic properties, encourage property owners to follow appropriate rehabilitation procedures, and assist those with limited budgets. This may include financial assistance, tax relief, technical assistance or regulatory relief such as streamlined review processes and special flexibility in building codes.

Many historic properties in Excelsior Springs are potentially eligible for State and Federal incentives such as the Federal Historic Rehabilitation Tax Credit and the Missouri State Historic Preservation Tax Credit. These tax credits have been essential to several recent rehabilitation projects in the City. However, while it does make some allowances for historic properties, the City itself has no local incentive programs specifically for historic properties.

Many historic properties in Excelsior Springs are potentially eligible for State and Federal incentives such as the Federal Historic Rehabilitation Tax Credit and the Missouri State Historic Preservation Tax Credit.

Local Incentives & Benefits

The City allows for some flexibility in meeting building codes for historic properties through the adoption and use of the 2003 International Building Code, including the existing buildings sections.

State Incentives & Benefits

Missouri Historic Preservation Tax Credit Program

Missouri law provides an investment tax credit equal to 25 percent of approved costs associated with qualified rehabilitation. To be eligible for the state credits, a building must qualify as “historic” by:

- Listing in the National Register of Historic Places, or
- Contributing to a historic district listed in the National Register of Historic Places, or
- Contributing to a Local Historic District that substantially meets National Register criteria.

The rehabilitation must also meet a minimum investment threshold, and follow the Secretary of the Interior’s Standards for Rehabilitation. Homeowners, as well as commercial developers, can qualify for the state credit. The state credits are administered by the Community Development Division in the Missouri Department of Economic Development. The State Historic Preservation Office is responsible for reviewing and approving rehabilitation work for the state credits. For more information see: http://www.dnr.mo.gov/shpo/TaxCrdts.htm

Many historic properties in Excelsior Springs are potentially eligible for State and Federal incentives such as the Federal Historic Rehabilitation Tax Credit and the Missouri State Historic Preservation Tax Credit.

Recently, the commission members and City officials have presented information to state legislators that urges retaining the existing tax credit program.

The Missouri Heritage Properties Program

The Missouri Heritage Properties Program provides grants for the preservation of important National Register-listed or National Register-eligible properties that currently cannot benefit from other development tools such as the state and federal tax credits. The program is administered by the Missouri Department of Natural Resources' State Historic Preservation Program and funded with monies from the Missouri Historic Preservation Revolving Fund. The program gives priority to county courthouses, which serve as the center for political and governmental life. For more information see: http://www.dnr.mo.gov/shpo/heritagegrants.htm

National Incentives & Benefits

Federal Historic Rehabilitation Tax Credit Program (HRTC)

The Historic Rehabilitation Tax Credit Program is a one-time federal income tax credit for the costs associated with rehabilitation of historic buildings. The credit applies only to income-producing properties, such as commercial or residential rental properties, and does not apply to owner-occupied residences that do not produce rental income. The National Park Service and the IRS jointly administer the program.

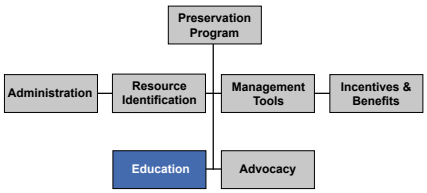
Incentives & Benefits Issues/Needs:

Incentive and benefit programs are lacking for the following:

- Technical assistance programs for historic property owners
- Incentives to rehabilitate apartment buildings, and potentially for convert to single-family uses
- Revolving Loan Program
- Insurance programs for historic properties

The need for adaptive reuse and rehabilitation of buildings in the downtown extends to the abutting residential areas as well as the commercial core. Visitors perceive this as a collection of buildings.

Education



The Education component is made up of strategies to build awareness and strengthen skills to support preservation policies. Helping property owners learn how to maintain their historic properties as active, viable assets is a key part of a successful preservation program. Many property owners willingly comply with appropriate rehabilitation procedures and develop compatible designs for new construction when they are well informed about preservation objectives. Education and outreach efforts also help ensure that the importance of historic preservation is well understood within the community.

Many property owners willingly comply with appropriate rehabilitation procedures when they are well informed about preservation objectives.

Existing Perceptions

The existing public perception of historic resources is mixed. A small group appears to recognize the value of the City's historic resources, and support preservation efforts. Another group appears indifferent, simply accepting older buildings as a part of the City's character, but not appreciating the value of historic properties. A third group may perceive older buildings in a negative light, primarily because many are deteriorated and may be associated with undesirable uses or an earlier time of declined economy. In a survey of the community, published in 2008, citizens ranked approximately 50 variables, in terms of their satisfaction with them. Of those listed, Historic Preservation ranked in the ninth highest position.

Heritage Tourism

Heritage tourism is an under-realized economic resource for Excelsior Springs. The evolution of the City reflects its heritage in the richness of its architecture, and the character of its commercial core and residential neighborhoods.

What attracts people from elsewhere in the nation for vacation time will also attract business and residential relocation to Excelsior Springs. Greater understanding, coordination and marketing of preservation is required.

The potential for increasing Heritage Tourism in Excelsior Springs is influenced by the character and condition of all buildings in the downtown.

The Classical Revival Style Carnegie Library was built in 1916 by Bales, Cook and Wilson with a $10,000 grant from the Carnegie Foundation. The Carnegie Library is listed on the Local Landmarks Register. (Photograph courtesy of the Excelsior Springs Historic Preservation Commission.)

Educational Programs

The Excelsior Springs Historic Preservation Commission web site is a key education tool for providing information about culture and history. A number of other organizations, such as the Downtown Excelsior Partnership and the Chamber of Commerce, provide additional education and outreach programs that help broaden awareness of history and preservation efforts in the City.

Though the City itself has a limited education and outreach role, many of its preservation partners play key roles. For example, in 2009, commissioners worked with the Downtown Excelsior Partnership to publish a self-guided walking tour of mineral well sites. The educational roles of several of the City's most important preservation partners are summarized in Section B: Preservation Partners.

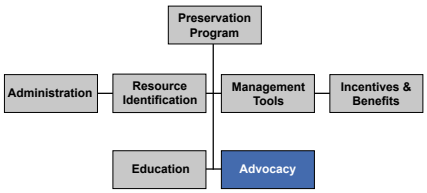
Existing educational programs include:

- Museum programs: The Excelsior Springs Museum and Archives hosts many events and exhibits on the City's history.
- Walking tours: Walking tour maps of Excelsior Springs historic springs and historic structures are available at the Excelsior Springs Museum and Archives.
- Gatsby Days: An annual celebration of the City's roaring 20s heritage put on by the Excelsior Springs Cultural Guild.
- Art Crawls: The second Friday of each month a regular 'art crawl' brings people into the downtown.
- Girl's Night Out: A monthly event which brings people downtown with shops and restaurants offering discounts, food and wine samples and specials all evening long.
- History Mystery Contest: A program run in the Excelsior Springs Standard presenting a historic photograph and challenges readers to identify it; the winner and history of the photograph are announced the following week.

Education Issues/Needs:

- No committee exists to provide overall direction for preservation education efforts.
- Existing and potential preservation partners are not always included in education program efforts.
- Increased coordination with preservation partners, including DEP, is needed.
- Need more partnerships (health, police/fire, energy companies, etc.)
- Packet for Historic Preservation Commissioners is limited in scope and provides only minimal educational resources.
- Former school program is now inactive.
- Minimal programs exist which target heritage tourists.
- Need a formal Heritage Tourism Plan.

Advocacy



The Advocacy component is made up of strategies for the promotion of policies, programs and partnerships that support preservation. Advocacy programs work to expand the base of preservation and engage partners in collaborative preservation programs.

An essential ingredient is a group that is not a part of City government that can speak for preservation programs, urge adoption of a new supportive ordinance, and campaign for new incentives.

Advocacy Issues/ Needs:

- Many preservation partners exist, but there is a need for a group that has this as a primary objective. Typically, this is a non-profit, preservation-based organization with a Citywide interest.

While many preservation partners exist, there is a need for a group that makes preservation its primary objective. This group would work to help support and expand preservation efforts in Excelsior Springs.

III. Implementation

Achieving the vision for historic preservation in Excelsior Springs requires the coordinated participation of many individuals and organizations. This chapter describes the goals and actions that will help to realize the vision for historic preservation in Excelsior Springs. It is organized in the six program components described in Part 2, as well as an overall goals component. Priorities for the implementation of all actions appear in Section B of this chapter. This information is presented in a series of spread sheets, which list the actions. The chart indicates the preferred timing, and also identifies the key players for each action.

In This Chapter:

A. Goals & Actions 3-2
B. Implementation Priorities 3-14

During (left), and after (right) rehabilitation work on a downtown Excelsior Springs commercial building.

Goal A: Leverage historic resources as economic development assets.

A. Goals & Actions

The plan's primary vision is for the preservation and active use of cultural resources to enhance the City's quality of life, economic vibrancy and environmental sustainability. This section presents the specific goals and actions needed to realize that vision. It incorporates issues and needs identified in the preceding section as specific action items.

The Overall Program in the Community Planning Context

Historic preservation should be an integral part of planning for Excelsior Springs' future. These goals and actions are:

Goal A: Leverage historic resources as economic development assets.

Action 1: Develop a formal heritage tourism initiative.
This will require assessing the character and value of the assets in the community, and creating a process for promoting and interpreting them. Cooperative initiatives with downtown organizations, the Chamber of Commerce and others who can support this program will be needed as well. This should be defined in a Heritage Tourism Plan (See Appendix C).

Action 2: Continue to support downtown programs and events that highlight the historic resources found there.
This includes featuring key assets, such as the Hall of Waters. Making the water bar more accessible for events should be a part of this initiative. Improvements to the historical museum should be planned as well.

Expand on the use of the Hall of Waters as a venue for special events.

Goal B: Strengthen the market for re-using historic properties.

Action 1: Promote the re-sale of historic properties through the City's preservation web site.

Action 2: Combine the various incentive and assistance programs described in this plan into a "package" and promote this in publications and on the preservation web site.

Promoting the adaptive reuse of historic structures, especially larger hotels and boarding houses, is a high priority.

Goal C: Establish preservation as a key component of sustainability strategies for the community.

Action 1: Convene a workshop with groups and organizations interested in promoting sustainability to discuss the role of historic resources in this initiative.

Goal D: Promote the reuse of historic buildings to increase the downtown residential population.

Action 1: Develop a cooperative arrangement with the City's housing programs to facilitate reuse of historic buildings for residential use.

The Wyman School, built between 1912 and 1915, presents an opportunity for adaptive reuse.

Administration

A successful preservation program requires the ongoing efforts and commitment of the City government. Overall administration of the plan will be through the planning department, but interdepartmental cooperation is essential for full realization of the plan objectives.

Goal E: Enhance the Level of Administrative Support for the Preservation Program.

Action 1: Establish a Preservation Planner Position.
This initially could be a part-time employee or summer intern until the program can expand sufficiently to support a full-time position.

Action 2: Update the Historic Preservation Commission Packets.
Expand on the Information in HPC Packets. This would provide more educational materials on preservation to new commissioners and support those continuing as commissioners in their work as well.

Goal F: Clarify Staff Roles and Establish Committees to Promote Preservation.

Action 1: Continue the City liaison to the Downtown Excelsior Springs Partnership.
This person would attend meetings and share information related to preservation.

Action 2: Establish an Education Committee.
This committee should organize public outreach, and school programming. It may be composed of commission members and supported by others interested in this activity.

Goal G: Promote collaboration between City departments, boards and commissions.

Action 1: Conduct an annual interdepartmental work session related to historic resources.
Include all City departments and agencies involved in development review and planning in a collaborative session to familiarize members with philosophies and priorities of the preservation program and to identify how the preservation program can help achieve other departments' objectives.

Identification

Historic resources should be identified and described in a manner that helps people understand their significance and interpret their association with the community. Resource identification should also be completed in a manner which facilitates the management of historic properties.

Many downtown buildings retain a high degree of integrity as historic resources.

Goal H: Expand the Existing Survey Program.

Action 1: Update Existing Survey Forms.
The update should re-evaluate properties that may have changed. More details describing key features also should be added.

Action 2: Complete the Survey of the Elms Boulevard Neighborhood.
Then, follow up with designation of the district.

Action 3: Complete the Survey of boarding houses.
Establish a boundary for, and complete the survey of the Boarding House Historic area. Then, proceed with an appropriate level of designation for these resources.

Action 4: Survey and designate the network of springs and wells in the City.
Develop a more formal survey of all resources related to the mineral water industry, focusing on springs and wells. Then, use this information to designate resources as is determined appropriate, and in expanded interpretive programs.

Individual properties not located within potential historic districts should be surveyed. The Inn at Crescent Lake is an example of an outlying property that may have historic significance.

Action 5: Identify individually significant properties which are not located within a potential historic district.
This list should then serve as a starting point to survey these properties.

Action 6: Survey individual properties not located within potential historic districts.
The Inn at Crescent Lake is an example of an outlying property that may have significance. These would be listed as local landmarks.

Action 7: Develop a Historic Context for the mineral water era.

Goal I: Enhance public access to survey information.

Action 1: Publish more of the existing survey information on the Historic Preservation web site.
Some of the forms have been digitized, but many remain to be posted to the web site. This information builds awareness and also helps property owners determine best treatment for their resources.

A priority: Survey completion and designation of the Elms Boulevard Neighborhood as a Historic District.

Management Tools

A diverse assortment of preservation tools should be used to serve Excelsior Springs' needs. These should be based on national standards and best practices, but should be tailored to Excelsior Springs.

A minimum maintenance clause in the City's preservation ordinance would provide the ability to enforce repairs to key character-defining features that otherwise could be lost.

Goal J: Promote better maintenance of historic resources.

Action 1: Establish minimum maintenance requirements for landmark properties.

A minimum maintenance clause should be inserted into the City's preservation ordinance. This would provide for the ability to enforce repairs to key character-defining features that otherwise could be lost. This clause activates earlier than the provisions for maintenance related to health and safety in the building code or in the housing code.

Action 2: Complete an Engineering report for the Hall of Waters.

This will help to more clearly define the scope of repairs that is needed. Then, this information can be used in further funding programs to complete necessary repairs to the property.

Goal K: Improve guidance to property owners.

Action 1: Develop a supplement to the guidelines for the Hall of Waters Historic District.

This will provide more guidance for streetscapes, mechanical equipment and signs as well as sustainability.

Action 2: Develop General Guidelines for Historic Properties.

These would apply Citywide, and would address treatment of individually listed historic resources of all property types. They also would apply to any other districts that may be designated. General Preservation Guidelines should also incorporate strategies for sustainability.

Action 3: Make the Preservation Ordinance accessible to the public on the City web site.

Easy access to regulating documents, including the Preservation Ordinance as well as the Municipal Code of Ordinances, would increase property owner's awareness of those policies.

Additional guidance for preservation of streetscapes is needed.

Goal L: Refine City Policies and Regulations to further support preservation.

Action 1: Adopt additional flexibility in the municipal code for landmarked properties.

While the building code already offers flexibility for older buildings, additional flexibility in permitted uses, parking requirements or other regulations would help support their preservation.

Action 2: Address zoning issues related to single family uses.

Review the zoning code for updates which would facilitate single family uses in the downtown area. Also study the potential to accommodate live-work uses in projects in the downtown.

Action 3: Update the City's Preservation Ordinance.

Updates to the preservation ordinance should be consistent with state enabling legislation. Include these items:

- Add "sustainability" as a purpose for preservation.
- Add a minimum maintenance clause (as described in Goal J).
- Add the ability to adopt other guidelines, beyond those in the ordinance itself (such as the Hall of Waters Historic District Guidelines).

Action 4: Establish a program for the purchase of threatened historic properties to prevent their loss.

The purpose is to be able to acquire a building that is threatened and then find an appropriate owner. In an emergency response fund, initial funding could come from grants and contributions by corporations and foundations, as well as individuals. These would be received by a private, non-profit corporation and donations would then qualify for tax benefits. An endangered property would be acquired, and then an appropriate buyer would be secured, to whom the property would be sold. The funds would then be returned to the fund for other emergency acquisitions.

Action 5: Update preservation language in the Master Plan.

While the Master Plan includes many statements that recognize the assets of the City's historic resources, some of the concepts set forth in this Historic Preservation and Revitalization Plan should be introduced in the Master Plan. An example is the relationship of historic buildings to sustainability and housing programs.

Incentives & Benefits

An effective preservation program offers some special benefits to stimulate investment in historic properties, encourages property owners to follow appropriate rehabilitation procedures, and even assists those with limited budgets. This may include financial assistance, tax breaks, technical assistance or regulatory relief such as streamlined review processes and special flexibility in building codes.

An effective preservation program offers some special benefits to stimulate investment in historic properties, encourages property owners to follow appropriate rehabilitation procedures, and even assists those with limited budgets.

Goal M: Promote expanded use of existing incentive programs.

Action 1: Continue publishing materials about the existing tax incentives.

The existing tax credits programs offered at the state and federal levels have been essential to recent rehabilitation projects.

Action 2: Facilitate use of the existing tax incentives programs.

Provide technical assistance to help property owners make use of the tax credits.

Goal N: Promote development of new incentive programs.

Incentive programs should be consistent with state enabling legislation.

Action 1: Study the feasibility of initiating local tax incentives for rehabilitation of housing in historic properties.

Consider how this tool may help to promote home ownership as well. For example, a sales tax rebate on construction materials purchased in town may be used.

Action 2: Establish a Revolving Loan program for historic property owners.

A revolving loan program makes low-interest loans available to property owners for rehabilitation projects. A variety of approaches have been used successfully across the country. Initial funds come from grants, donations and City allocations. Qualifying projects receive loan assistance. The loans are repaid, thus replenishing the fund.

A Revolving Loan fund already exists in the Hall of Waters Historic District, and this model could be extended to other areas or property types. Neighborhood Housing Services also has experience in revolving loan funds, and could be a partner in this effort.

Action 3: Facilitate acquisition of property insurance for historic properties by their owners.

Review and provide a link on the City's website to materials provided on the National Trust for Historic Preservation's website on historic property insurance.

Action 4: Study the feasibility of adopting a special half-cent sales tax to assist in funding preservation programs.

As a part of a strategy for the sales tax, a marketing plan should be prepared.

Education

Education should take a prominent role in preservation and work to build the constituency for historic preservation. Helping property owners and other interested citizens learn how to maintain historic properties as active, viable assets is a key part of a successful preservation program.

Education and outreach activities are often functions of partner organizations that promote preservation and history, but the City's staff should help coordinate efforts by Excelsior Springs' preservation partners.

A building rehabilitation skills training program could focus on basic repairs to windows, weatherization, and treatment of building details.

Goal O: Expand local skills and knowledge related to good stewardship of historic resources.

Action 1: Work with the Jobs Corps to establish a training program in building rehabilitation skills.

One option is to establish a certificate program for construction skills related to rehabilitation of historic buildings. This could focus on basic repairs to windows, weatherization and appropriate treatment of building details. Another option would be to provide training in environmental abatement procedures related to historic buildings, such as the treatment of asbestos and lead paints.

Action 2: Establish training programs with the real estate and financial communities.

These should be offered annually, and should focus on the advantages of historic properties, how to solve basic problems, and how to work constructively within the City's preservation program.

Action 3: Establish a partnership with local schools.

Build on existing programs that have been successful in the past.

Action 4: Promote preservation to other local organizations.

Provide information and presentations to groups who may have an interest in reusing existing building stock in ways that help to accomplish their own missions.

Action 5: Promote preservation with neighborhood associations and historic district associations.

Goal P: Expand visitor awareness of Excelsior Springs' history and its historic resources.

Goal P: Expand visitor awareness of Excelsior Springs' history and its historic resources.

Action 1: Develop a digital walking tour guide of the City's springs/wells.

Action 2: Expand the system of interpretive markers in the City.

Helping property owners learn how to maintain their historic properties as active, viable assets is a key part of a successful preservation program.

Advocacy

Advocacy programs are essential to promote historic preservation efforts. They work to expand the base of preservation and engage partners in collaborative preservation programs. While the City's Planning Department will act as coordinator, advocacy efforts should be shared across a broad base of independent community organizations and City departments. Community organizations should be the primary advocates for historic preservation in Excelsior Springs with the City's preservation staff providing support.

Advocacy programs are essential to promote historic preservation efforts.

Goal Q: Engage Preservation Partners in coordinated advocacy efforts.

Action 1: Establish a Public Relations Liaison.

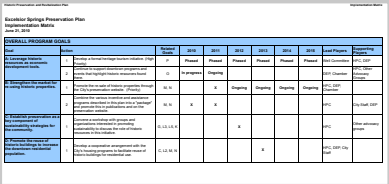
Designate a member of the Historic Preservation Commission as a public relations liaison to promote understanding of preservation and preservation efforts within the community.

Action 2: Coordinate advocacy efforts.

Involve all preservation partners in an annual strategy session, in which they can share their work plans and set priorities for action.

Advocacy programs which work to expand the base of preservation and engage partners in collaborative preservation programs are essential to historic preservation in Excelsior Springs.

Preservation Plan Implementation Matrix Status



Historic Preservation and Revitalization Plan — Implementation Matrix

Excelsior Springs Preservation Plan
Implementation Matrix
June 21, 2010

OVERALL PROGRAM GOALS

Goal	Action	Related Goals	2010	2011	2012	2013	2014	2015	Lead Players	Supporting Players
A. Leverage historic resources as economic development tools.	1 Develop a formal heritage tourism initiative. (High Priority)	P	Present	Present	Present	Present	Present	Present	Hist Committee	HPC, DEP
	2 Initiate an expanded downtown programs and assess their topologic tourism resources (Lead Tourism)	Q	In progress	Ongoing					DEP, Chamber	HPC, Other Relevant Groups
B. Strengthen the market for its rating historic properties.	1 Promote the re-sale of historic properties through the City's preservation website. (Priority)	M, N		X	Ongoing	Ongoing	Ongoing	Ongoing	HPC, DEP, Chamber	
	2 Improve the various incentives and assistance programs described in this plan into a "package" and promote them to prospectives and on the preservation website.	M, N	X	X					HPC	City Staff, DEP
C. Establish preservation as a tool to improve the sustainability strategies for the community.	1 Convene a workshop with groups and organizations interested in promoting sustainability to discuss the role of historic resources in this initiative.	D, L3, L4, K			X				HPC	Other advisory groups
D. Promote the reuse of historic buildings to increase the downtown residential population.	1 Develop a cooperative arrangement with the City's housing programs to facilitate reuse of historic buildings for residential use.	C, L2, M, N				X			HPC, DEP, City Staff	

The original preservation plan implementation matrix is in Microsoft Excel format so that it may be easily modified and updated throughout the plan implementation period. The table on the following pages is current as of March 10, 2010. For the most up to date version of the implementation table, visit the City of Excelsior planning department web site at:

www.Cityofesmo.com/planning.html

B. Implementation Priorities

Preservation Plan Implementation Matrix

The following table establishes a ten-year, prioritized strategy for the development and implementation of the preservation and revitalization plan. As an interactive review and monitoring tool, it is designed to be easily updated as needed throughout plan implementation.

Implementation Actions

The first column in the table lists the actions previously described in the Goals Section. The actions are organized by category, goal and policy with overall categories distinguished by different colors. Where an action relates to additional policies, they are listed in the "related policies" column.

Implementation Phasing

The table columns to the right of Actions and Related Policies outline the ten-year implementation period for the plan and indicate the suggested timing for each action. While some actions may be implemented during a one-year period, most will take several years. Some actions will be ongoing over the full ten-year implementation period.

Phasing Criteria

Implementing the Preservation and Revitalization Plan will be an ongoing process. Because of limited financial and human resources, priorities must be carefully established. The list of criteria that follows should be used in determining priorities for implementation. Priority should be given to those projects that meet a significant number of these criteria.

1. Cost-effectiveness

The project can be implemented for minimum cost, may be coordinated with other projects within the organization to share costs, or costs can be shared with other organizations and individuals.

Projects that engage other groups and agencies in projects that accomplish mutually-shared objectives receive high priority. For example, if Public Works has scheduled street improvements in an area, then joining that work with repair of historic streetscape features, or perhaps installing interpretive markers, would be cost-effective. Adding a workshop to an established neighborhood event is another example.

2. Broad Benefits

The project will serve a mix of user groups and will benefit the most people.

For example, enhancing technical assistance programs to serve a broader number of people would have broad benefits. On-going education and training programs that market to certain organizations or interest groups, but also are useful for the general public, will have broad benefits as well.

3. Connection with Other Projects

The project will help to complete a work item that is already well established and may be easily completed as a part of it, and it is in the appropriate sequence of related projects.

For example, educational programs which have the potential to embrace many interest groups would be an example that fits this criterion. Conducting a survey of historic resources that completes previous work of a related nature is also an example. Or when a neighborhood is advocating to be designated a historic district, then completing a survey of the area would be a connection that merits priority. Many actions in the plan are linked to other projects, and each should be executed in the appropriate sequence.

4. Exceptional Project

The project will provide an exceptional educational, aesthetic, or cultural experience.

Working to preserve a noteworthy building that is considered of special value to the community is an example.

5. Emergency Response

The project will prevent imminent loss of character or demolition of a cultural resource.

Developing the tools to be able to respond to such emergencies would be a high priority. Other projects in town may eliminate an important cultural or historical feature of Excelsior Springs, and emergency preservation projects would, therefore, have priority. Working to establish a new historic preservation district is another example.

Key Players and Supporting Partners

The columns at the right of the table indicate the key players responsible for implementation of each action. In many cases, supporting partners are also identified.

Appendix

In This Chapter:

A. The Secretary of the Interior's Standards for the Treatment of Historic Properties Appx-1

B. Historic Preservation Briefs & Tech Notes Appx-3

C. A Heritage Tourism Plan for Excelsior Springs Appx-5

A. The Secretary of the Interior's Standards for the Treatment of Historic Properties

The Secretary of the Interior's Standards for the Rehabilitation of Historic Buildings are general rehabilitation guidelines established by the National Park Service. These standards are policies that serve as a basis for the design principles presented in this document. The Secretary's Standards state that:

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

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

3. Each property shall 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, shall not be undertaken.

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

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

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

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

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

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

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

    Design for alterations and additions to existing properties should not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material. Such design should be compatible with the size, scale, color, material and character of the property, neighborhood and environment.

B. Historic Preservation Briefs & Tech Notes

The Cultural Resources Department of the National Park Service, in the U.S. Department of the Interior, started a program in 1975 in which it has continued to publish a series of technical reports regarding proper preservation techniques. This series, *Preservation Briefs*, is a mainstay for many preservationists in the field. When considering a preservation project on any historic property these resources should be sought out. For more information please visit: http://www.nps.gov/history/hps/tps/publications.htm.

Brief 1. The Cleaning and Waterproof Coating of Masonry Buildings.

Brief 2. Repointing Mortar Joints in Historic Brick.

Brief 3. Conserving Energy in Historic Buildings.

Brief 4. Roofing for Historic Buildings.

Brief 5. Preservation of Historic Adobe Buildings.

Brief 6. Dangers of Abrasive Cleaning to Historic Buildings.

Brief 7. The Preservation of Historic Glazed Architectural Terra-Cotta.

Brief 8. Aluminum and Vinyl Siding on Historic Buildings.

Brief 9. The Repair of Historic Wooden Windows.

Brief 10. Exterior Paint Problems on Historic Woodwork.

Brief 11. Rehabilitating Historic Storefronts.

Brief 12. The Preservation of Historic Pigmented Structural Glass.

Brief 13. The Repair and Thermal Upgrading of Historic Steel Windows.

Brief 14. New Exterior Additions to Historic Buildings: Preservation Concerns.

Brief 15. Preservation of Historic Concrete: Problems and General Approaches.

Brief 16. The Use of Substitute Materials on Historic Building Exteriors.

Brief 17. Architectural Character: Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving Their Character.

Brief 18. Rehabilitating Interiors in Historic Buildings.

Brief 19. The Repair and Replacement of Historic Wooden Shingle Roofs.

Brief 20. The Preservation of Historic Barns.

Brief 21. Repairing Historic Flat Plaster—Walls and Ceilings. Washington, D.C.: U.S. Government Printing Office, 1989.

Brief 22. The Preservation and Repair of Historic Stucco. Washington, D.C.: U.S. Government Printing Office, 1990.

Brief 23. Preserving Historic Ornamental Plaster.

Brief 24. Heating, Ventilating, and Cooling Historic Buildings: Problems and Recommended Approaches.

Brief 25. The Preservation of Historic Signs.

Brief 26. The Preservation and Repair of Historic Log Buildings.

Brief 27. The Maintenance and Repair of Architectural Cast Iron.

Brief 28. Painting Historic Interiors.

Brief 29. The Repair, Replacement, and Maintenance of Historic Slate Roofs.

Brief 30. The Preservation and Repair of Historic Clay Tile Roofs.

Brief 31. Mothballing Historic Buildings.

Brief 32. Making Historic Properties Accessible.

Brief 33. The Preservation and Repair of Historic Stained and Leaded Glass.

Brief 34. Applied Decoration for Historic Interiors: Preserving Composition Ornament.

Brief 35. Understanding Old Buildings: The Process of Architectural Investigation.

Brief 36. Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes.

Brief 37. Appropriate Methods for Reducing Lead Paint Hazards in Historic Housing.

Brief 38. Removing Graffiti from Historic Masonry.

Brief 39. Holding the Line: Controlling Unwanted Moisture in Historic Buildings.

Brief 40. Preserving Historic Ceramic Tile Floors.

Brief 41. The Seismic Retrofit of Historic Buildings.

Brief 42. The Maintenance, Repair and Replacement of Cast Stone.

Brief 43. The Preparation and Use of Historic Structures Report.

Brief 44. The Use of Awnings on Historic Buildings Repair, Replacement & New Design.

Brief 45. Preserving Historic Wooden Porches.

Brief 46. The Preservation and Reuse of Historic Gas Stations.

Brief 47. Maintaining the Exterior of Small and Medium Size Historic Buildings

C. A Heritage Tourism Plan for Excelsior Springs

As Excelsior Springs works to build the heritage tourism industry in the City, it will need to closely coordinate physical improvements with planning for events and other experiences that visitors will enjoy as part of a complete experience. This requires a clear understanding of the assets that are available, and the needs for improvements that are required before a major heritage tourism initiative can succeed. It also will require careful development of venues, events and other cultural engagements that contribute to the visitor experience. Authenticity is paramount. The experience should be one that is honest in the story it tells.

And, while a full-scale campaign is the long-term goal, a heritage tourism strategy also should identify interim steps that will be successful. Because many historic properties in Excelsior Springs are in need of repair that may ultimately be part of a heritage tourism experience, it will be premature to feature some of these resources in an early stage. A phased plan is therefore needed, in which a few, high quality resources are featured in the short term, along with other “virtual” interpretive tools that help to tell the full story of the City’s heritage.

A heritage tourism program also seeks to provide a diversity of educational, entertainment, dining and shopping opportunities. This means that a comprehensive “infrastructure” of businesses, venues, and programming needs to be in place.

Similarly, it is important to assure that well-trained personnel are on hand to interpret the heritage of the community authentically. This includes those guiding formal tours but should extend to sales people in shops and other citizens who will encounter visitors in daily life.

In terms of physical assets, the plan should identify those cultural resources that are to be part of the experience, assess their conditions, and set forth a schedule for improving them and otherwise preparing them to be a part of the visitor experience. Some of these will be properties that are accessible to the public, including retail establishments and civic buildings. Others will be hotels and cultural venues that also are used by the public at large. But other properties will be private residences and businesses that are not normally part of formal tours, but nonetheless need to be improved because they form part of the setting that is experienced by visitors. For this reason, adaptive reuse and rehabilitation of many residential structures in and near the downtown should be a part of a heritage tourism plan.

A Typical Heritage Tourism Plan Outline

Basic components of a heritage tourism plan are:

1. Physical Plan Component

This includes:

- An assessment of existing assets, including buildings, parks and springs
- A map of interpretive areas and routes (including short term and long term)
- Strategies for improving assets and reusing them (incorporating some of the tools set forth in this Preservation and Revitalization Plan)
- Strategies for accommodating visitors, including transportation, parking and accommodations

2. Cultural Experience Component

This includes:

- A precise description of the “story” to tell
- A menu of cultural experiences that will be available, from historic tours to concerts, recreational opportunities, shopping, and dining
- A description of the role of local residents, institutions and businesses in sharing the culture of the community
- Training programs for interpreters and others engaged in tourism

3. Promotion Component

This includes:

- Marketing strategies
- Identifying specific market segments to attract visitors
- Developing marketing materials and executing them
- An events calendar with promotional activities

4. Interpretation Component

This includes:

- Electronic/digital information
- Printed tour materials
- On-site markers
- Wayfinding signs and landmarks

5. Economic Opportunity Component

This includes:

- A projection of the economic benefits to the City, as a return on investment in heritage tourism
- Feasibility studies for adaptive reuse of prototype buildings
- An overview of the different market segments that can be attracted to Excelsior Springs
- An overview of opportunities to develop businesses related to mineral waters that patrons can experience on site

6. Implementation Strategy

This includes:

- Assignments to heritage tourism team members
- Schedules for action
- Funding mechanisms