HISTORIC PRESERVATION PLAN

FOR THE

City of Joplin, Missouri






Heritage Strategies, LLC

August, 2016

HISTORIC PRESERVATION PLAN

CITY OF JOPLIN

Joplin, Missouri

Prepared for the

Department of Planning, Development

and Neighborhood Services

City of Joplin

Prepared by

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CHAPTER 1 – INTRODUCTION AND OVERVIEW

The recommendations of this plan are intended to provide a potential long-term program for historic preservation and community enhancement for the City, stakeholders and organizations, and residents. No recommendations in this plan are mandatory. Some recommendations may be implemented, and some may not. Some may be changed, adapted, or refined. Most recommendations build upon existing programs and endeavors and are not intended to require extraordinary expenditures of resources. All of the recommendations selected for implementation may be phased-in as time and financial resources become available.

The City of Joplin has prepared a Historic Preservation Plan that replaces a previous preservation plan prepared in 1990 and builds on significant recent developments in city-wide planning and the implementation of new projects. The May 2011 tornado in Joplin was a major event in the City's history and led to recovery efforts that have reshaped the community. We are now marking the tornado's five-year anniversary. It is time to recommit the City of Joplin and community stakeholders to continued revitalization and recovery. This preservation plan builds on recovery efforts and offers a vision and program for the next five years and beyond, merging efforts within the tornado zone with revitalization of Joplin's historic core.

This Historic Preservation Plan strengthens Joplin's historic preservation program by recognizing its accomplishments over the past thirty years and identifying strategies and actions to consolidate its focus for the future. Most importantly, the plan emphasizes that Joplin's historic character is central to its identity and

should be strengthened and enhanced through a wide variety of programmatic initiatives that go beyond the traditional realms of historic preservation.

With that perspective and building upon Joplin's 2012 Comprehensive Plan, the preservation plan embraces new and ongoing strategies for downtown revitalization, neighborhood revitalization, the enhancement of commercial corridors, and community engagement.

1.1 THE PLANNING PROCESS

Preparation of this Historic Preservation Plan was undertaken with funding provided by the Missouri State Historic Preservation Office through its Certified Local Government Program. Joplin has been a beneficiary of multiple grants to undertake historic preservation projects since it qualified as a Certified Local Government in 1986. Additional funding and staff support was provided by the City. The project was organized and managed by Joplin's Department of Planning, Development and Neighborhood Services. The Historic Preservation Commission worked closely with city staff in the planning process.

The city's planning consultant, Heritage Strategies, LLC, was introduced to Joplin during an initial visit in August, 2015, prior to the beginning of work on the project. The consultants were given a tour of the city, explored its neighborhoods, and were introduced to a number of interested stakeholders.

Work on the preservation plan began in October, 2015, after approval by City Council. Heritage Strategies reviewed background material on Joplin's history, historical development, city programs, economy, and demographics. In late October, the consultants undertook an extensive visual survey of the city, becoming familiar with its neighborhoods and assessing the condition of its historic resources. The consultants met with city staff, the Historic Preservation Commission, and stakeholders.

Following a period of background review and assessment, in January 2016, a series of focus groups convened to review issues around three key areas of interest: (1) Joplin's economy with a special focus on downtown revitalization, (2) Joplin's historic neighborhoods, and (3) history, arts and culture within the city. Representatives of stakeholders involved in these three areas discussed existing conditions, issues, and potential directions for future action to which the preservation plan could contribute.

One-on-one meetings were held with other key stakeholders as well. Heritage Strategies presented an overview of its assessment of Joplin's historical development and historic preservation issues at a public workshop held in Joplin's new high school.

In March 2016, the focus groups were reconvened to review and discuss Heritage Strategies' preliminary recommendations for the plan. Recommendations were organized into the topical chapters:

- Joplin's Historic Preservation Program;
- Downtown Joplin;
- Joplin's Historic Neighborhoods;

- Commercial Corridors; and
- Joplin's Stories – Interpretation and Engagement.

Additional stakeholder meetings were held to discuss strategies and roles, and a second public workshop was conducted with facilitated discussion about the plan. Further discussions were held with representatives of the Missouri State Historic Preservation Office, Missouri Main Street, and others.

The full draft Historic Preservation Plan was completed in June and July 2016 and finalized in August. Throughout the planning process the goal has been to build upon recent preservation initiatives and accomplishments. The plan has emphasized engaging stakeholders throughout the city in different areas of interest and organizing their activities in preserving and enhancing Joplin's historic character.

1.2 FOUNDATION OF THE PLAN

The foundation for this Historic Preservation Plan rests upon Joplin's recent history of growth and development, its economic base for future prosperity, and the role that historic character plays in quality of life for Joplin's residents. Joplin's position as a regional economic and commercial center is a direct consequence of its historic role as a center of the Tri-State Mining Area of Missouri, Kansas, and Oklahoma. This position is the underpinning of its current economy and prospect for future growth and prosperity.

Significant strategies and actions have been developed and undertaken to strengthen Joplin's economic future, and the city's quality of life and ability to attract businesses, institutions, visitors, and residents is central to those strategies. Joplin's historic character is an important asset that contributes to local quality of life. This preservation plan embraces the city's economic strategies and demonstrates how to make the best use of Joplin's historic assets in their realization.

The City of Joplin

Joplin is the second largest city in southwest Missouri and the largest city within the historic Tri-State Mining Area. Joplin's economic reach includes the corner of southwest Missouri as well as areas of adjacent southeast Kansas, northeast Oklahoma, and northwest Arkansas. The City of Joplin has a resident population of approximately 51,000 people. However, Joplin's daytime population grows to about 250,000 because of the city's role as a regional commercial center. Many people living over a broad regional area outside of the city commute to Joplin to work, shop, and access services.

Joplin's population has grown slowly over the last century following the city's initial boom in the early mining era and has remained stable in the face of economic change. This history is in contrast to that of many other mining and industrial centers across the country. The strength of Joplin's manufacturing and its diversification over the years as a regional commercial center have enabled the city to maintain a relatively stable economy. Joplin has been fortunate in being able to use the prosperity derived from the mining era to build its urban

infrastructure and develop other sectors of its economy in order to accomplish a successful economic transition.

Today Joplin's leading economic sectors are manufacturing (12.2%), retail (14.1%), health care (18.0%), and visitor services (accommodations and food service – 10.0%). These are closely followed by educational (8.0%) and transportation/warehousing (5.7%) (Novogradac 2012:14). The city's overall economic condition is good; its unemployment rate in December 2015 was an impressive 3.3%, significantly below the state-wide average of 4.4%, which is below the national unemployment rate of 5.0% (US BLS 2016).[1]

The three pillars of Joplin's economy are viewed as small manufacturing, regional retail (including accommodations and food service), and health care (including related services). Higher education is an area of growth and importance and has received particular attention in recent years. The quality of Joplin's health care sector is spurring growth in higher education.

Joplin is a solidly middle class community, in part because of the strength of its manufacturing-based economy that developed in support of the mining industry over the past hundred years. Despite Joplin's role as the mining industry's commercial and transportation center, Carthage, as the legal and political center of Jasper County, historically attracted many of the mining region's higher income and professional services residents. Joplin has a strong faith community – there are many different types and sizes of churches, most Protestant, some non-traditional, and a number evangelical. Churches are everywhere. Volunteerism and community support services are high.

In 2010, Joplin's population was 88% white and 12% minority, including 4.5% Hispanic, 3.2% African American, 1.8% Native American, and 1.5% Asian. The city's age distribution is relatively even, without the concentration of older residents seen in many older industrial communities (Novogradac 2012:Addendum C).

Joplin's median household income between 2009 and 2013 was $37,912, which is lower than the state average of $47,380. The percentage of persons living below the poverty level was 19%, higher than the statewide average of 15.5% (US Census 2015). In part, these figures may be affected by a lower cost of living within the region than the cost of living in other more populated areas of the state.

Quality of life is an important factor in Joplin's economic strategy. With four times as many people visiting Joplin each day as live here, there is opportunity to attract new residents. The character and quality of Joplin's urban infrastructure and community life are important in attracting the doctors, medical professionals, students, faculty, and support personnel that populate its health care and educational sectors. The quality and diversity of Joplin's retail stores and restaurants and the overall quality of the experience of shopping along Joplin's commercial corridors are important in attracting shoppers from the larger region,

[1] Note: Between December 2015 and March 2016, Joplin's unemployment rate rose to 4.3%, while the national unemployment rate remained at 5.0%

especially as competing commercial areas develop in other communities. Thoughtful, far-reaching planning and implementation strategies that reinforce and enhance community character over time are important to Joplin's economic success.



Overview of Conditions 1990 to 2010

During the two decades prior to the 2011 tornado, the City of Joplin had solidified a pattern of slow but stable economic growth. Following the end of the mining era after World War II, there was great concern that the city's economy would be in decline. However, buoyed by its diverse manufacturing base and strengthened by its longstanding role as a regional commercial center (both direct consequences of the mining era), Joplin's population and economy remained steady. During the two decades from 1990 to 2010, the city began to slowly grow again as these two pillars of its economy matured. The third pillar, healthcare, developed dramatically and, along with education, has become a critical component of the city's economic base.

During this period, the physical growth that took place in Joplin was located primarily around the city's edges, in developing commercial corridors and suburban neighborhoods. Downtown Joplin and surrounding older, inner-city neighborhoods became somewhat neglected and increasingly challenged.

However, momentum was building aimed at the revitalization of Downtown Joplin. During the period of urban renewal from the late 1950s into the early 1970s, a great deal of urban fabric was lost to demolition. Many downtown commercial and business uses relocated to the surrounding commercial corridors. New projects were unable to fill the gap. Concern about building loss

and the future of Downtown Joplin came to a head in 1978 with the demolition of the historic Connor Hotel, a downtown landmark.

In 1986, Joplin adopted a historic preservation ordinance and became a Certified Local Government, a federal historic preservation program managed by the Missouri State Historic Preservation Office. In 1988, a comprehensive architectural survey was completed of Downtown Joplin. A city-wide historic preservation plan was prepared in 1990, and several important buildings were listed on the National Register of Historic Places.

During the early 2000s, Joplin began an ambitious downtown revitalization initiative. Downtown Joplin Revitalization Plan (discussed further in Chapter 5) was prepared in 2002. In 2004, Joplin's zoning code was updated, a downtown design review district was created, and a program of extensive streetscape improvements was begun. The City of Joplin itself made a significant investment by rehabilitating the historic Newman Brothers Building in the center of downtown as the new City Hall.

Between 2008 and 2011, five separate National Register historic districts were created for different portions of downtown as funding became available. These National Register designations made possible the use of federal and state historic preservation tax credits for the rehabilitation of historic buildings. A program modeled on the National Trust's successful Main Street program was created to support and encourage private sector investment. Façade improvements, public events, and other programs were undertaken to activate the downtown district. These initiatives helped attract local entrepreneurs and private sector projects, making significant progress in revitalizing the downtown core.

2011 Tornado and Recovery

On May 22, 2011, a tornado struck Joplin and ripped over a mile-wide swath of devastation through the city south of downtown. The tornado damaged over 7,500 homes, of which approximately 4,000 were destroyed. In addition to homes, 553 businesses were lost. Many of the damaged and destroyed homes and businesses were part of the historic Blendville and South Joplin neighborhoods.

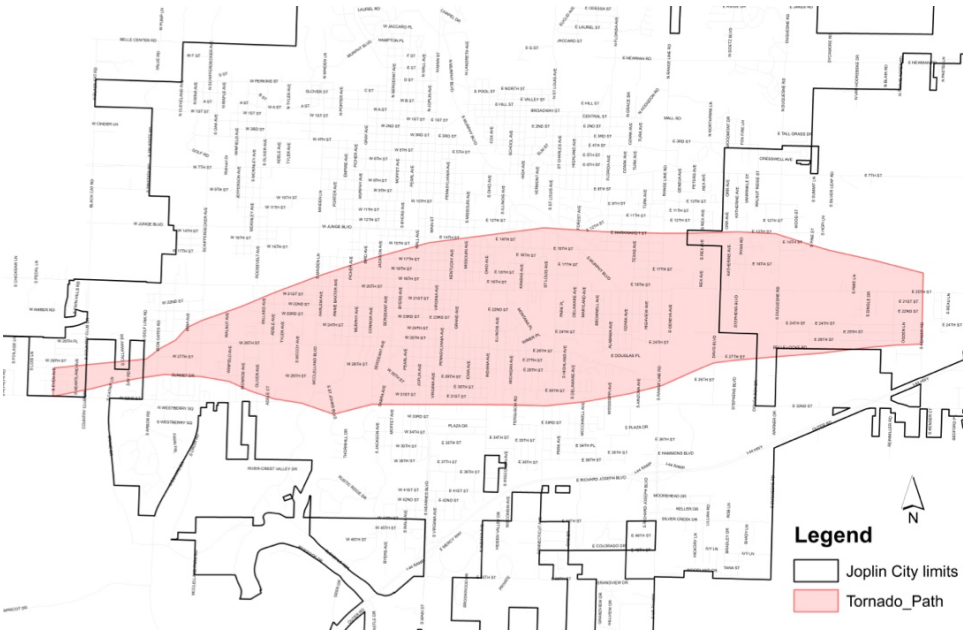
By early August 2011, debris in the areas of most extensive and catastrophic damage had been removed by federal contractors under the direction of the US Army Corps of Engineers. Most of the area of central Joplin between 20th/23rd Streets on the north and 28th Street on the south was left devoid of buildings and trees. Residents, businesses, organizations, and the City then began the long road to recovery. Many volunteers participated. With federal assistance, a citizen-based recovery effort was initiated with establishment of a Citizens Advisory Recovery Team (CART) through which a long-term recovery strategy was developed and is presently being implemented and adjusted on an on-going basis.

A series of recovery plans were prepared and programs were organized to implement various elements of the overall strategy. Over $158 million in federal funds was awarded to the City of Joplin through the US Department of Housing

and Urban Development for recovery projects that will be completed by 2019. Many of the projects, including new schools, infrastructure, parks, housing, and community support projects within the tornado recovery area, have already been completed. (City of Joplin 2015 Fact Sheet; 2014 Recovery & Resiliency Strategy)



Remaining vacant lot within the tornado zone with reconstructed homes behind.



Path of tornado devastation through Joplin's historic Blendville and South Joplin neighborhoods (City of Joplin).

2012 Comprehensive Plan

As part of the recovery effort and in direct response to recommendations of the Citizens Advisory Recovery Team, the City of Joplin updated its Comprehensive Plan in 2012. With community input, the planning process identified long-term goals and strategies for growth and development, especially related to the tornado recovery area. The Comprehensive Plan serves as the City's official policy guide for growth and development as well as the legal framework for its zoning and subdivision regulations. The Comprehensive Plan is the foundation of Joplin's plan for future growth. This Historic Preservation Plan embraces the Comprehensive Plan and builds on its concepts and strategies.

The 2012 Comprehensive Plan includes chapters on communitywide revitalization, transportation systems, future land use, and infrastructure. Its focus is on land use policy and recovery. The plan emphasizes three concepts:

- Mixed-use development corridors – encouraging new development along key streets with higher density mixed residential, commercial, and business uses and tying those corridors to existing adjacent neighborhoods.

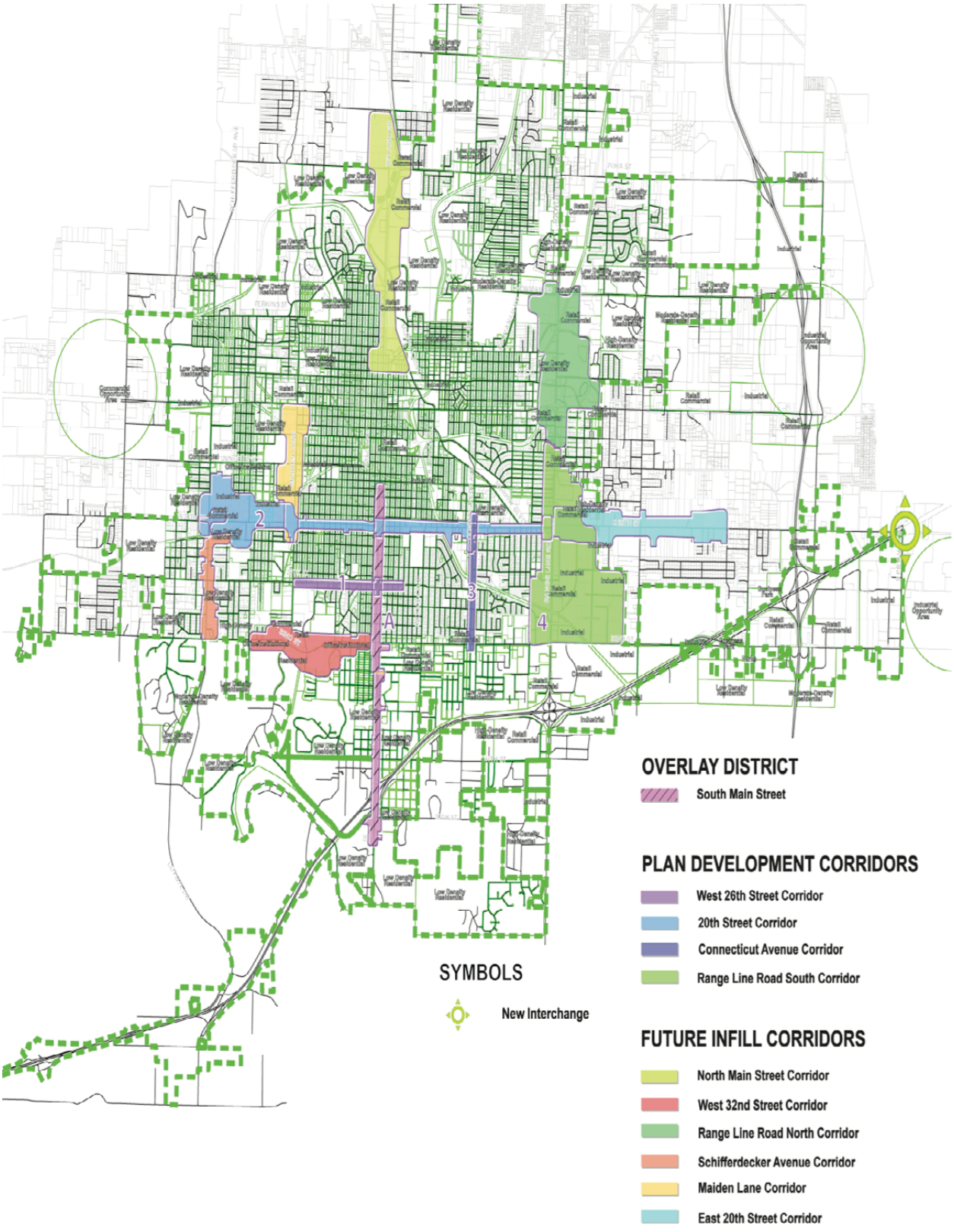
- Connectivity – creating automobile, pedestrian, and bicycle connections between neighborhoods, schools, parks, community facilities, and commercial areas. The plan embraces a 'complete streets' approach to Joplin's city streets.

- Development Standards – using high quality design and development standards for access, circulation, setbacks, and improvements to enhance new development and ensure design and land use compatibility with neighboring areas.

Three types of mixed-use development corridors have been adopted.

Overlay Districts have been identified in the Comprehensive Plan to encourage mixed-use development along primary road corridors. Specifically, a zoning Overlay District has been established along South Main Street in the tornado recovery area from the I-44 interchange north to 15th Street that encourages development projects with mixed retail/commercial, office/institutional, and moderate-density residential uses. These projects will be permitted by-right under the overlay zoning provisions within the zoning ordinance and will not require further rezoning. Site plans for new projects must meet established development standards for site access, circulation, and related site plan improvements. Projects must provide land uses that are compatible with adjacent neighboring uses.

The Overlay District promotes retail/commercial uses at the street level with higher density residential or office uses on second and third floors. New buildings should be sited directly adjacent to the Main Street sidewalk with on-street parking along Main Street and off-street parking areas behind the buildings. Landscaped buffer areas are to be provided to soften the relationships to adjacent residential neighborhoods.



2012 Comprehensive Plan Focusing on Mixed-Use Development Corridors.

Planned Development Corridors have been created in the recovery area to encourage reinvestment in locations where higher density and enhanced development standards are in the public interest. Within the designated Planned Development Corridors, developers may choose to implement projects under current zoning or may seek rezoning for Planned Development encompassing higher density mixed-use projects. In addition to the corridors themselves, higher density neighborhood residential projects may be proposed adjacent to but behind designated Planned Development Corridors.

The intent of Planned Development Corridors is to promote preferred mixed-use land development patterns and quality buildings along key corridors. Development standards established for the corridors accommodate needed private-market alternatives for developers while applying standards that promote compatible, high quality site planning and building design. The development standards are applied to projects under both current zoning and rezoning for Planned Development.

Planned Development Corridors for mixed residential, commercial, and office/institutional uses have been adopted along West 26th Street, 20th Street, and Connecticut Avenue within the recovery area. A Planned Development Corridor for commercial uses has been adopted along Range Line Road South.

Future Infill Corridors have been identified along designated linear corridors outside of the recovery area where infill development will occur over time in more standard patterns. The purpose of the Future Infill Corridor designation is to promote preferred infill and redevelopment of mixed-use and multi-use land development patterns and high quality building construction in key older, established corridors within the city. Developers may undertake projects under current zoning or may apply for rezoning for higher density Planned Development projects. Rezoning is limited to properties that are at least 180 feet in depth.

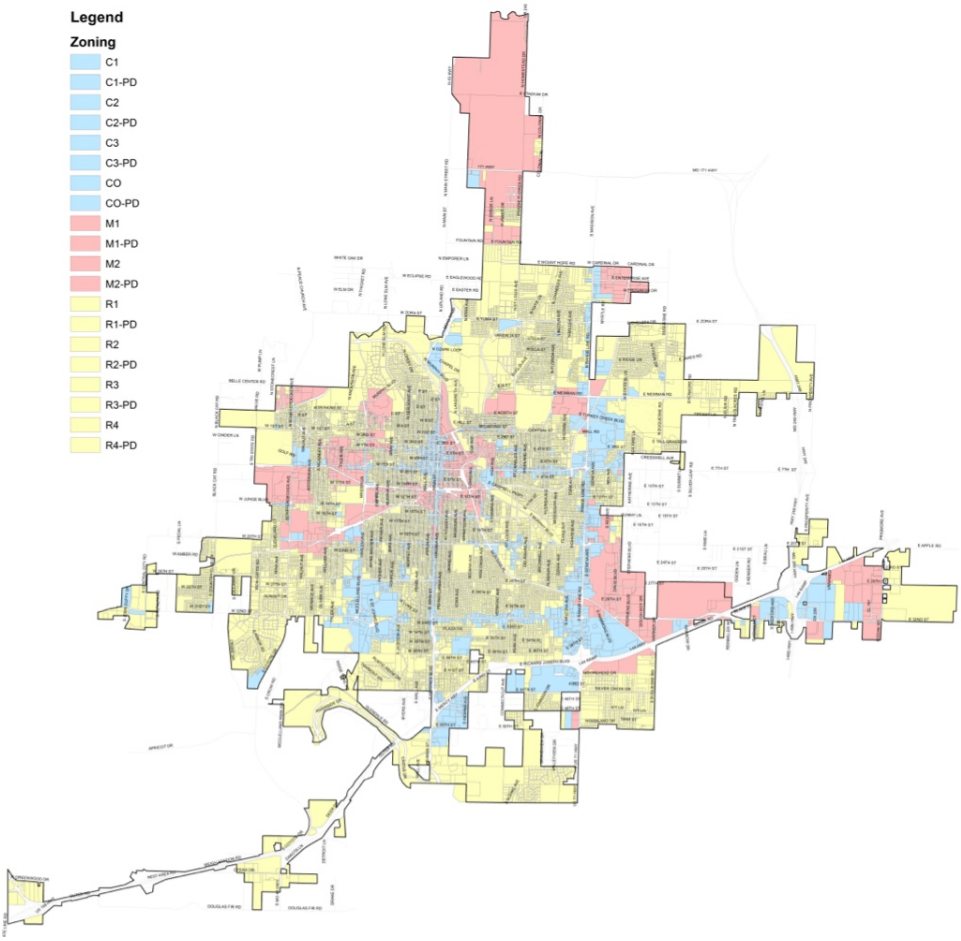
New development standards are applied along the infill corridors to assure higher quality projects. The development standards are intended to accommodate needed private-market alternatives for owners and developers along established and built-up principal streets while applying new standards that promote development compatible with what is already built.

Future Infill Corridors for multi-use residential, commercial, office/institutional projects have been designated along North Main Street and West 32nd Street. Future Infill Corridors for multi-use commercial projects have been designated along Range Line Road North, Schifferdecker Avenue, Maiden Lane, and East 20th Street (east of Range Line Road).

Comprehensive Plan and Additional Planning Documents

Joplin's 2012 Comprehensive Plan provides the foundation upon which this Historic Preservation Plan is based. As outlined in Chapter 3, Preservation Approach, the preservation plan is intended to fill out the Comprehensive Plan by focusing upon the revitalization of older residential neighborhoods, older commercial corridors, and Downtown Joplin within the framework and concepts provided by the Comprehensive Plan.

In addition, a number of other important planning documents developed by the City of Joplin and it stakeholders are important to the preservation plan. These include documents outlining the city's economic strategy, housing issues, neighborhood revitalization approach, heritage tourism program, trails and open space, and historic preservation initiatives, among others. These documents are discussed in the various relevant chapters below.



Commercial (blue), manufacturing (red), and residential (yellow) areas of Joplin (city of Joplin)

1.3 ORGANIZATION AND SUMMARY OF THE PLAN

The following paragraphs summarize the concepts and strategies presented in each chapter of the Historic Preservation Plan and serve as an executive summary of the plan.

Chapter 1 – Introduction and Overview

Chapter 1 provides a background, foundation, and summary of the Historic Preservation Plan. In particular, the chapter summarizes key concepts of Joplin's 2012 Comprehensive Plan upon which the preservation plan is based.

The foundation for this Historic Preservation Plan rests upon Joplin's recent history of growth and development, its economic base for future prosperity, and the role that historic character plays in quality of life for Joplin's residents. Joplin's historic character is an important asset that contributes to local quality of life. This preservation plan embraces the city's economic strategies and demonstrates how to make the best use of Joplin's historic assets in their realization.

The 2012 Comprehensive Plan emphasizes three concepts:

- Mixed-use development corridors;
- Connectivity; and
- Development Standards.

The Comprehensive Plan envisions an integrated and interconnected community with a high quality of life. Walkability, open space, and community character are emphasized. This preservation plan is intended to fill out the Comprehensive Plan by focusing upon the revitalization of older residential neighborhoods, older commercial corridors, and Downtown Joplin within the framework and concepts provided by the Comprehensive Plan.

Chapter 2 – Joplin's Historic Character

Chapter 2 reviews Joplin's history, historic resources, and historic character and how they contribute to life in Joplin today. Joplin is significant as the commercial center of the Tri-State Mining District encompassing portions of southwest Missouri, southeastern Kansas, and northeast Oklahoma. From its founding in the 1870s through World War II, Joplin has served as the marketing, commercial, and transportation hub of the mining district, providing a focus for an area well beyond its borders.

Since World War II, the city has continued to grow and evolve. Today, Joplin retains much of its historic character, particularly in its downtown core and surrounding residential neighborhoods. It is this historic character, its contributing features, and the quality of life that they provide that are the subject of the Historic Preservation Plan.

Chapter 3 – Preservation Approach

Chapter 3 presents a vision statement and nine goals for historic preservation in Joplin around the following topics:

1. Community Identity
2. Historical Research
3. Joplin's Economy and Quality of Life
4. Community Engagement
5. Historic Preservation
6. Downtown Joplin
7. Joplin's Neighborhoods
8. Joplin's Commercial Corridors
9. Community Programs

Historic resources play a prominent role in Joplin's community character and quality of life. Joplin's stable growth since its early boom years has resulted in the

presence of buildings, neighborhoods, and landscape resources surviving from every period of its development – especially in its residential neighborhoods and especially in those neighborhoods from its early periods. Joplin has an interesting story and a high degree of historical integrity. Joplin's strength is in the diversity and variety of its building types, forms, periods, and styles. No one type or style dominates; all are significant and all contribute.

The core idea of the preservation plan is to refocus on Joplin's historic downtown and residential neighborhoods by encouraging private sector interest and investment, especially home ownership. Public policy based upon concepts of the 2012 Comprehensive Plan can continue to encourage downtown projects, strengthen neighborhoods, and draw businesses and homeowners to livable places of great character.

Chapter 3 discusses the principles of historic preservation, especially the Secretary of the Interior's Standards for Rehabilitation, and how they relate to the appropriate treatment of historic buildings and landscapes. These principles should be applied to activities outlined in subsequent chapters of the plan.



Commercial buildings on South Main Street.

Chapter 4 – Joplin's Historic Preservation Program

Chapter 4 of the preservation plan outlines recommendations for strengthening Joplin's historic preservation program through the role of the Historic Preservation Commission. The plan seeks to broaden the city's preservation program by coordinating it with community development activities and applying it in new ways. The role of the Historic Preservation Commission is to monitor and help facilitate the program's use to the benefit of residents and property owners. The Historic Preservation Commission will promote recognition of the large

number of historic resources within the city and how they contribute to Joplin's quality of life.

Chapter 4 focuses on traditional historic preservation programs, tools, and methodologies. Its recommendations are based on six broad strategies:

- Strengthen Joplin's existing historic preservation program by continuing to creatively and effectively implement provisions of the Historic Preservation Ordinance;
- Continue to inventory and document Joplin's historic resources in coordination with neighborhood revitalization strategies;
- Monitor the condition of historic resources city-wide and how they are impacted by public and private activities;
- Provide information and guidance on historic resources and community character to city leaders, boards, commissions, stakeholders, and staff.
- Focus on ways to improve the treatment of historic properties by property owners city-wide; and
- Promote public interest in and appreciation of Joplin's history and historic resources through partnership programs with stakeholders.

Chapter 5 – Downtown Joplin

In the early-2000s, the city undertook an ambitious downtown revitalization initiative that had considerable success. Yet the sheer size of the downtown area has remained challenging. The 2011 tornado shifted the city's priorities to the recovery effort, and the momentum for downtown revitalization stalled. Nonetheless, entrepreneurs continue to invest in downtown buildings and programs.

Chapter 5 of the preservation plan recommends refocusing upon revitalization of Downtown Joplin and its surrounding historic neighborhoods as central components of the city's growth and development efforts. Revitalization should embrace the renewed sense of community that grew during the recovery and apply its energy to community revitalization and enhancement city-wide.

Chapter 5 supports concepts outlined in the 2012 Comprehensive Plan related to promoting mixed-use development, forging physical connections, and encouraging high quality development standards.

The Historic Preservation Plan embraces concepts and strategies outlined in the 2002 Downtown Joplin Revitalization Plan and proposes that they be revisited and refined. Recommendations for Downtown Joplin are organized under four topical headings:

- Planning for downtown – updating the 2002 Downtown Revitalization plan and coordinating various key partners in its implementation;
- Activating downtown Joplin – supporting the Downtown Joplin Alliance in developing and implementing a qualified Main Street program to benefit local businesses;

- Project support – working with stakeholders in implementation of key projects in the downtown area, one by one as resources and capabilities are available; and
- Facilitating adaptive reuse – emphasizing the preservation and adaptive reuse of historic buildings throughout downtown as economic assets.



Home in a historic residential neighborhood.

Chapter 6 – Joplin's Historic Neighborhoods

Joplin's neighborhoods are its strength as a community and desirable place to live. Growing outward from the downtown core, most of Joplin's neighborhoods date from the early twentieth century and have great appeal. They are the city's most significant historic resources.

The most important strategies for neighborhood revitalization are to encourage and support private sector home ownership while helping residents appreciate neighborhood character. Because Joplin's houses tend to be small, charming, and affordable, they have a natural market in young families, couples, singles, and seniors. The neighborhood attributes that attract such markets – walkability, public amenities such as parks and playgrounds, local schools, local churches, local shopping – are consistent with the mixed-use and community concepts of the city's 2012 Comprehensive Plan. These resources do not need to be built – they already exist in Joplin's historic neighborhoods.

This Historic Preservation Plan suggests that a comprehensive approach to neighborhood revitalization is good for Joplin's economy and will be good for historic preservation. Chapter 6 supports the city's Neighborhood Services initiative as a centerpiece of its preservation approach and a means through

which neighborhood revitalization can be achieved. Recommendations for Joplin's neighborhoods are organized under four topical headings:

- Neighborhood organization and engagement – helping local residents organize and implement neighborhood revitalization initiatives through their own grassroots action;
- Neighborhood planning – creating neighborhood plans that identify strengths, assess needs, outline strategies, and coordinate resources for revitalization in support of local goals;
- Targeted neighborhood revitalization – working with specific neighborhoods that demonstrate interest, commitment and capacity for implementation of revitalization programs; and
- Promoting good maintenance – providing the owners of historic homes the information, guidance and support for the appropriate maintenance and treatment of historic buildings and building fabric.



Historic commercial building on South Main Street.

Chapter 7 – Commercial Corridors

Joplin has extensive roadside commercial development that has grown since the beginning of the automobile era in the early twentieth century. Chapter 7 recommends that commercial corridors throughout Joplin be assessed for function and character and that long-term design improvements be planned to improve their character and appeal.

The plan recommends that older commercial and residential portions of the community be revitalized and enhanced as a fundamental strategy for future growth, building on concepts of the 2012 Comprehensive Plan and filling out its

recommendations beyond its focus on the tornado recovery area. The city should focus on strengthening existing commercial corridors and neighborhoods rather than promoting new development and construction around the community's edges.

Recommendations for Joplin's commercial corridors are organized under three topical headings:

- Joplin's commercial corridors – updating the 2012 Comprehensive Plan to include the revitalization of older commercial corridors within the city;
- Survey and preservation – identifying historic resources along the city's commercial corridors and working toward their preservation and rehabilitation; and
- Transportation and corridor enhancement – incorporating community character and historic preservation best practices into planning for transportation corridors.

Chapter 8 – Joplin's Stories – Interpretation and Engagement

Storytelling is way a to reach out to and engage residents about Joplin's character and special places. Interpretation can tell the stories of Joplin's natural and urban landscapes, bringing the city's places alive. Natural resources and context are an important part of the city's history and experience, especially the geology and natural systems that produced the ores of the mining district. Through interpretation, public awareness of Joplin's historic building and landscape resources can be enhanced and support for historic preservation can be increased.

Chapter 8 outlines a community-wide interpretive program for Joplin to engage residents and re-enforce community identity. Recommendations for interpretation and engagement are organized under three topical headings:

- Joplin's history – encouraging continued historical research and production of a new history of Joplin, telling its story in an engaging manner and bringing that story up to date;
- Community interpretation – implementing a community-wide interpretive program using public spaces and trails using exhibits, artifacts, places, and public art to tell Joplin's stories; and
- Education and events – supporting community-wide partners in organizing events and educational programing about Joplin and its people.

1.4 PRIORITIES FOR ACTION

The following is a summary of priority actions to be undertaken in the short-to-medium timeframe under the various topics as outlined in Chapters 4 through 8. Priority actions are focused on recommendations included in Chapters 5, 6 and 8 related to Downtown Joplin, historic neighborhoods, and community-wide interpretation and engagement.

Priorities for Joplin's Historic Preservation Program

Chapter 4 is focused on the role of the Historic Preservation Commission, the priorities of which should be to make sure they are continuing to perform their **duties and responsibilities** under the city's Historic Preservation Ordinance, outlined in Chapter 4's recommendations. This includes monitoring the status of historic resources throughout the city and providing guidance to City Council, boards, and commissions on policy and actions affecting historic resources.

Specifically with respect to the Historic Preservation Plan, the Historic Preservation Commission should take the lead in working with City Council for the plan's **adoption** as an amendment to the 2012 Comprehensive Plan and should **monitor and participate** in the short-term implementation of recommendations related to downtown revitalization, neighborhood revitalization, and community-wide interpretation and engagement.

Priorities for Downtown Joplin

First steps in the implementation of downtown revitalization strategies involves reconstituting a **Downtown Joplin Task Force** with a mandate for action from City Council as an integral part of the city's economic development strategy (Recommendation 5.1.A). The Task Force should identify short-term actions and initiatives that can be taken over the course of the next year to begin moving the revitalization effort forward. Longer term planning could then be undertaken.

Key among these would be supporting private and non-profit sector **projects** that seem likely to proceed. As the preservation plan was being completed, several private sector redevelopment projects were being discussed along with the Chamber's advanced technology manufacturing initiative and next steps for undertaking development of a Performing Arts Center. Coordinated efforts to support and move these projects would implement Recommendation 5.3.A.

At the core of Joplin's downtown revitalization initiative is working with local businesses and the Downtown Joplin Alliance to create and implement an accredited **Main Street program**. During the course of the project, discussions have been conducted with Missouri Main Street Connection, the state's official Main Street program, through which a grant may be available for training and development of an accredited program. Taking advantage of this opportunity would strengthen retail businesses along Joplin's Main Street corridor. Further discussion of this important step is included in Chapter 5.

Priorities for Joplin's Historic Neighborhoods

First steps in the implementation of a neighborhood revitalization program in Joplin have been underway as the Historic Preservation Plan project has been in progress. The city's Neighborhood Services Division has initiated a neighborhood **health assessment**, reached out to existing and potential **neighborhood groups**, and identified neighborhoods where **initial projects and programming** might be undertaken. These efforts are beginning to implement Recommendation 6.1.A and 6.1.B.

Based upon input from the neighborhood groups, a working process can be formalized that builds neighborhood **capacity**, identifies **needs and desires**, and coordinates **local action** as suggested in Recommendation 6.1.C. These beginnings lay the groundwork for more concerted **planning** efforts that can be undertaken over time, bringing city resources to bear in neighborhood revitalization as outlined in Recommendation 6.2.A and B and Recommendation 6.3.A through C.

Priorities for Commercial Corridors

Actions related to Joplin's commercial corridors as outlined in Chapter 7 are longer term in scope and involve the city's implementation of the 2012 Comprehensive Plan over time. In preparation, the Historic Preservation Commission should undertake the **survey** of historic resources along the city's older commercial corridors so that they can be incorporated into new development plans as they occur.

Priorities for Joplin's Stories – Interpretation and Engagement

Public engagement is an activity that should begin immediately. Many of the city's events and public programs already support recommendations for public programming. Planning should be undertaken for development of a **city-wide interpretive plan** as outlined in Recommendation 8.2.A, and the interpretive planning concept should be incorporated into trail and park planning and implementation projects.

The city and its partners are already experienced in implementing **public art projects**, which should be continued and incorporated into the interpretive panning process. Next steps should be planned as part of the broader concept. As the city's new library is completed, **public engagement programming** by the Post Foundation should be initiated, also coordinated with the broader concept of city-wide interpretation.



The revitalization of Downtown Joplin has been an important city initiative.



CHAPTER 2 – JOPLIN'S HISTORIC CHARACTER

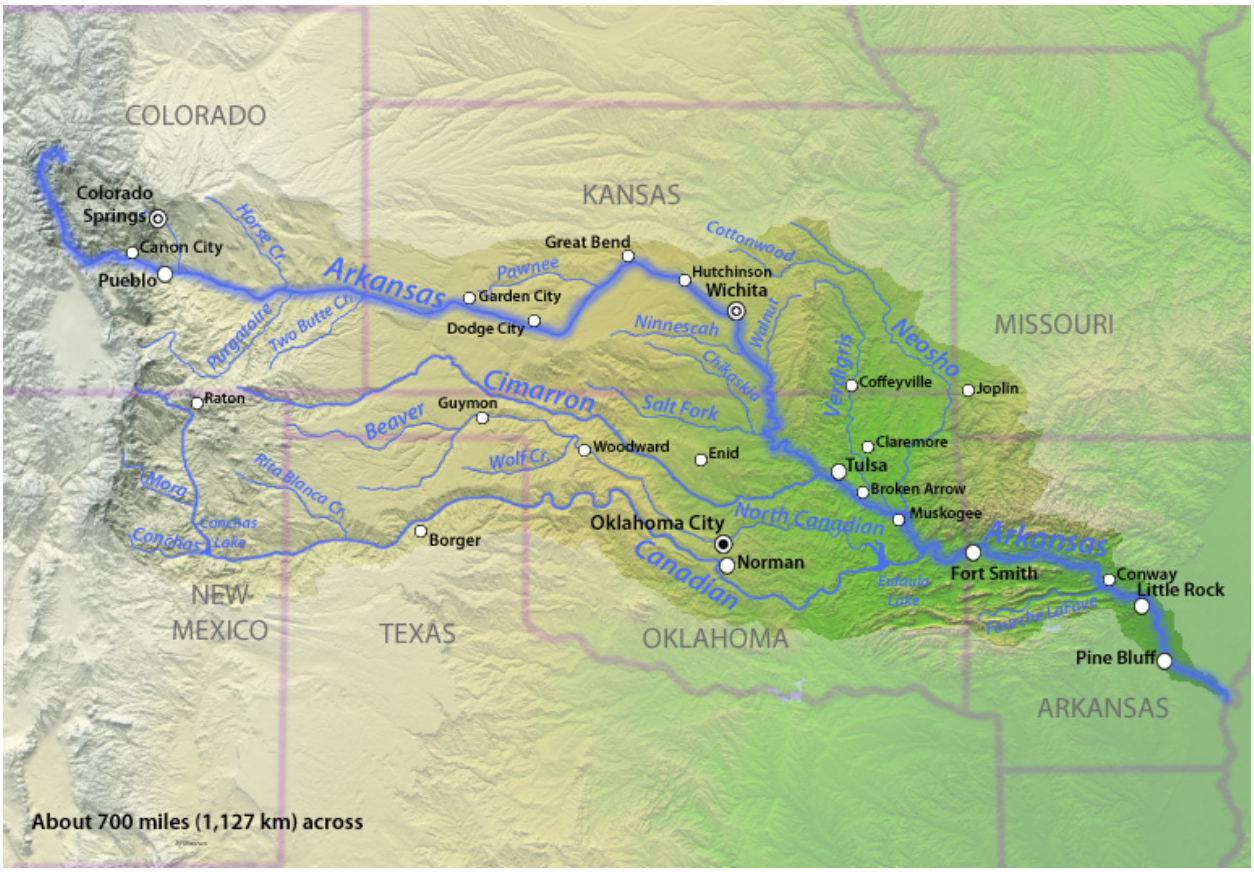
Joplin is significant as the commercial center of the Tri-State Mining District encompassing portions of southwest Missouri, southeastern Kansas, and northeast Oklahoma. From its founding in the 1870s through the mid-twentieth century, Joplin served as the marketing, commercial, and transportation hub of the mining district, providing a focus for a large area well beyond its borders.

After World War II lead and zinc mining within the region declined, yet Joplin has continued to grow and evolve. Today, Joplin retains much of its historic character, particularly in its downtown core and surrounding residential neighborhoods. It is this historic character, its contributing features, and the quality of life that they provide that are the subject of the Historic Preservation Plan.

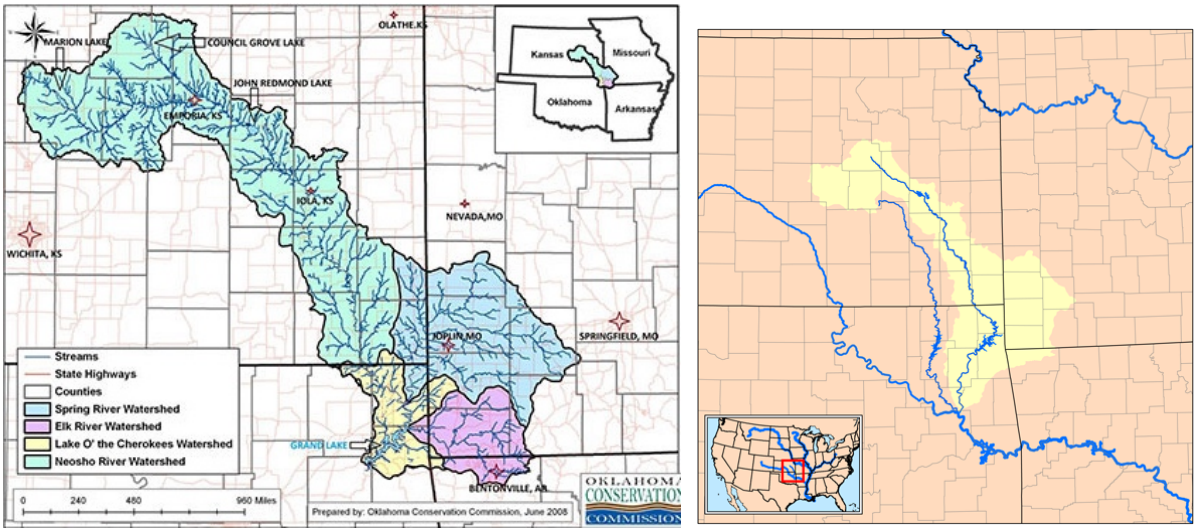
2.1 REGIONAL CONTEXT

Joplin is located within the watershed of the Spring River, a tributary of the Neosho River and the Arkansas River. Geographically, it is positioned at the northwest edge of the Springfield Plateau, a portion of the Ozark Highlands ecoregion.

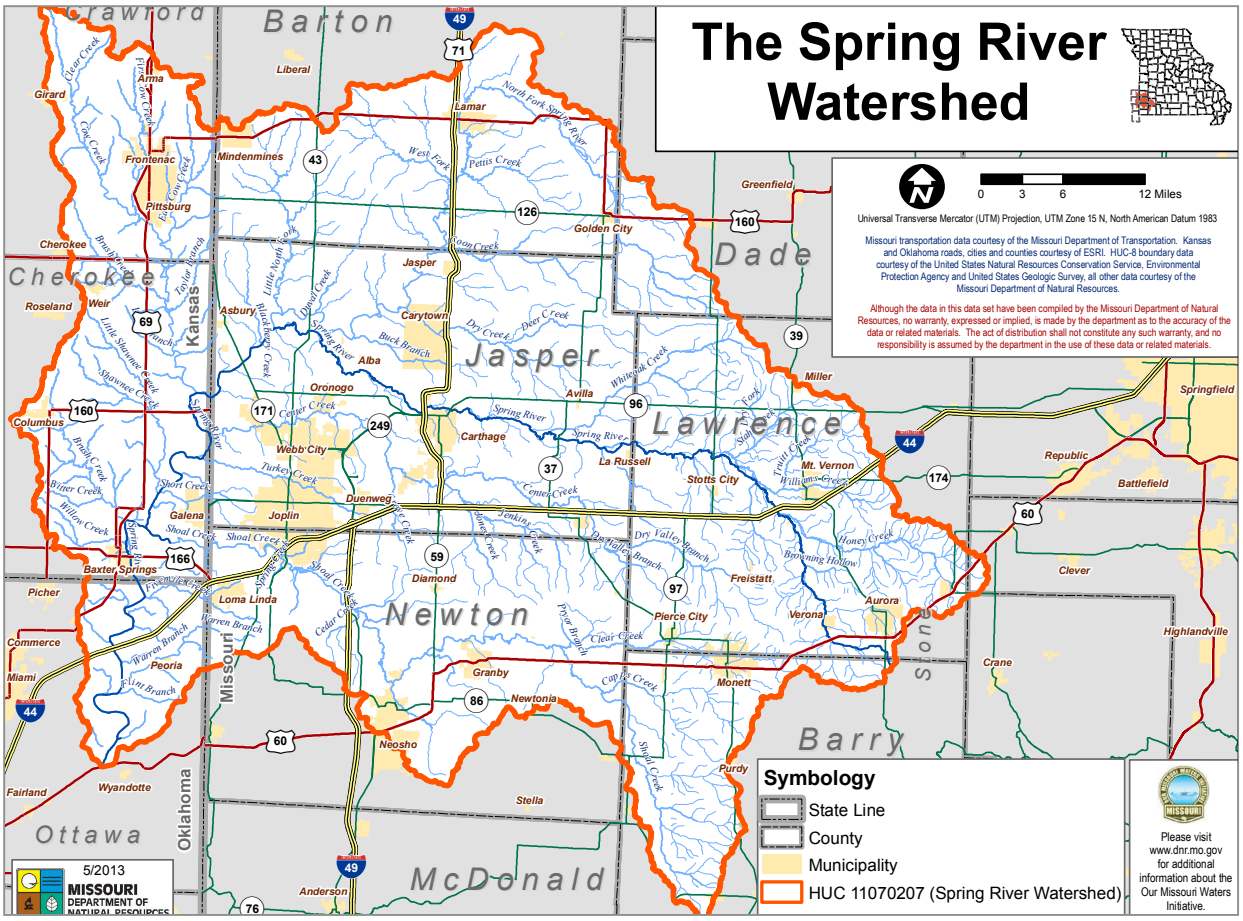
The Spring River originates near Aurora, Missouri and flows north and west toward the Missouri/Kansas border. About seventy-five percent of the river's watershed, 2,777 square miles, is within southwest Missouri. Once in Kansas, the river turns south, joining the Neosho River near Wyandotte in northeastern Oklahoma.



Arkansas River Watershed (Shanon1 2015).



Grand Lake and Neosho River Watersheds (Left: Kmussler 2015; Right: GLWAF 2015).



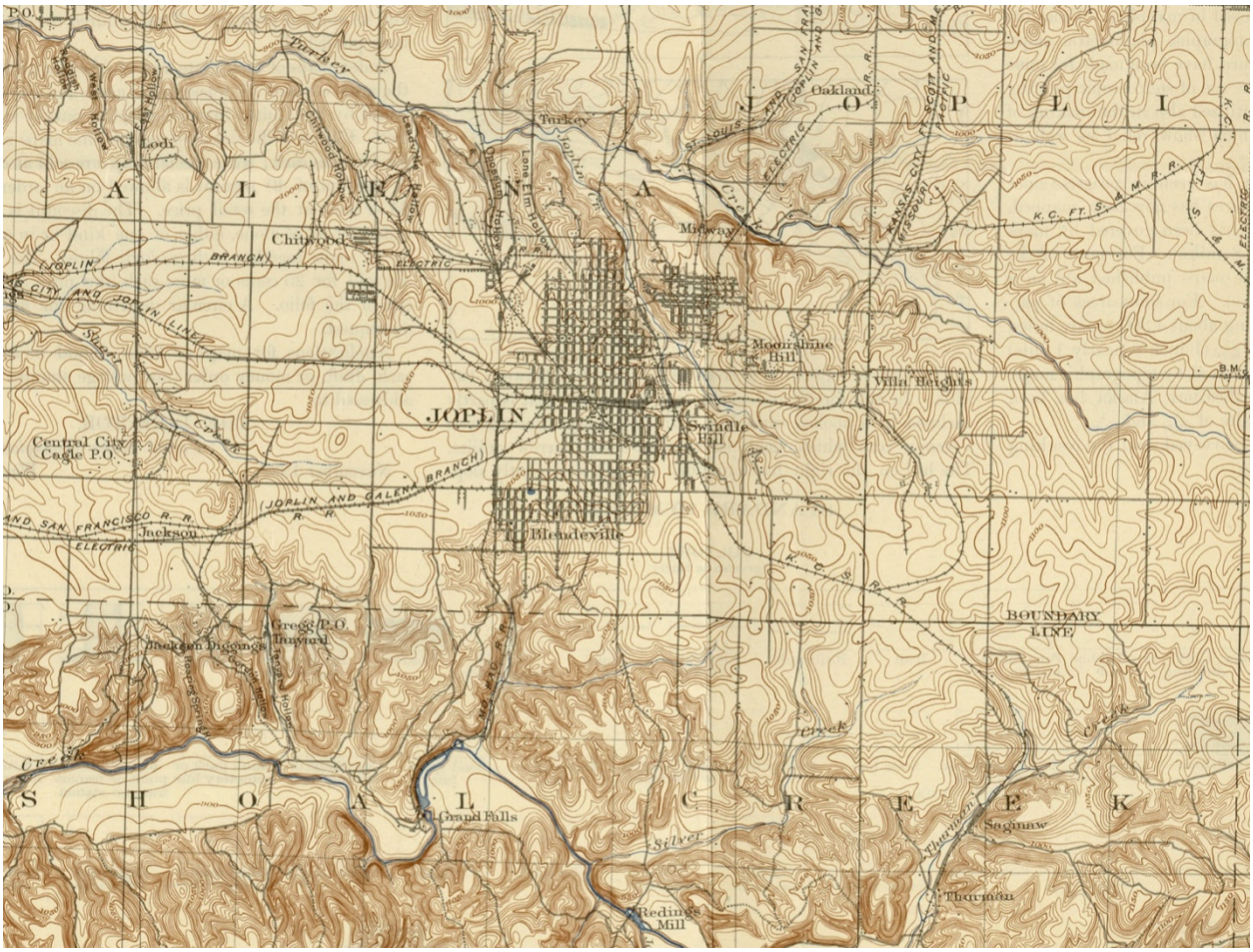
The Spring River Watershed (MO DNR).

Turkey Creek and Shoal Creek are tributaries of the Spring River and flow through Joplin. Turkey Creek is Joplin's primary watercourse. Its main channel flows east to west just north of the city, joining the Spring River at the Missouri/Kansas border.

Joplin Creek, a smaller tributary of Turkey Creek, flows diagonally southeast to northwest through the heart of the city. The City of Joplin was founded as two separate communities on either side of the valley of Joplin Creek. Between the two communities, on the east bank of the creek, was the location of a mine shaft sunk in August 1870 that struck a rich body of lead ore about thirty-five or forty feet below grade. This began the mining boom and led to Joplin's founding. The location of the discovery mine is believed to have been about 500 feet north of the old Broadway viaduct (Renner 1985:25).

In addition to mining activities, the valley of Joplin Creek provided level topography for development of an extensive railroad network that connected Joplin to the surrounding mines of the Tri-State Mining District and connected the Mining District to the nation. With the decline of mining after World War II and the subsequent removal of most of the railroads, the valley of Joplin Creek has become park land, Joplin's primary belt of open space and a valuable community resource.


JOPLIN
Webb City
Carterville
Duenweg
Oronogo
Galena
Empire City
Spring River
Shoal Creek
Turkey Creek
Center Creek
Short Creek
Joplin Creek
Buffalo Creek
Dry Fork
Cow Creek
Willow Branch
Lone Elm Creek
Prosperity
Zincite
Webb City and Carterville Electric Railway
Kansas City, Fort Scott and Memphis Railway
St. Louis and San Francisco Railroad
Missouri Pacific Railroad
Kansas City Southern Railway
Missouri and Kansas Interurban Railway
Joplin and Pittsburg Railway
Missouri, Kansas and Oklahoma Railroad
Frisco Railroad
Kansas City

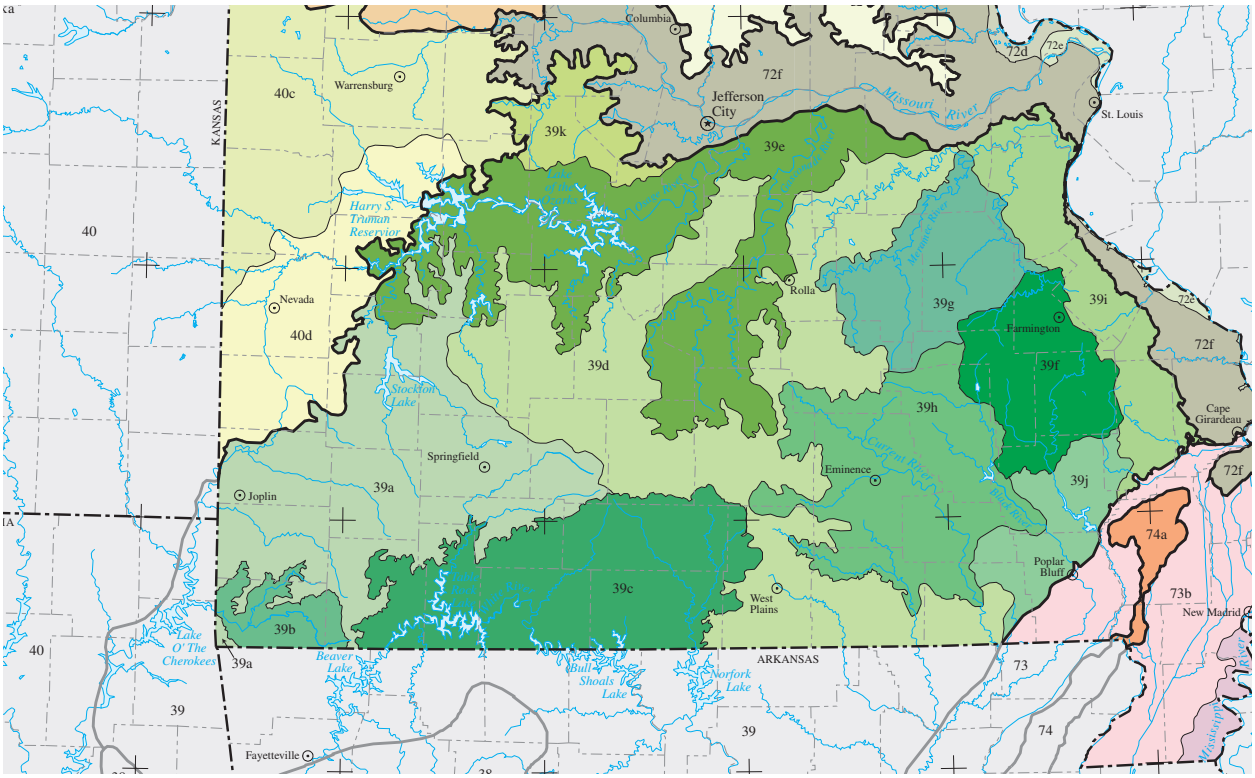


Joplin in 1900; detail of a USGS map of the Joplin District of Missouri and Kansas showing topography, creeks, roads, and railroads. A more complete view of the map is shown on the facing page. (U Texas 1900).

Shoal Creek flows east to west just south of Joplin and joins the Spring River just west of the Missouri/Kansas border. Larger than Turkey Creek, Shoal Creek has a wider, deeper valley known for its rock outcroppings, waterfalls, and wooded slopes. Shoal Creek has served as an important water source for Joplin as well as a recreational resource.

The Ozark Highlands is a large geographical area encompassing much of southern Missouri, northern Arkansas, and a portion of northeast Oklahoma and has been identified as a Level III ecoregion. Ecoregions denote areas of general similarity in ecosystems and in the type, quality, and quantity of environmental resources. Ecoregions are identified to serve as a framework for the research, assessment, management, and monitoring of ecosystems and ecosystem components (EPA 2014).

The Ozark Highlands is the most significant highland region in central North America due to its diverse topographic, geologic, soil, and hydrologic conditions supporting a broad range of habitat types. The Highlands are characterized by extreme biological diversity and the uniqueness of its species. Overall, its vegetation communities are dominated by open oak-hickory and shortleaf pine woodlands and forests (USGS 2009).



Ecoregions in southern Missouri – regions labeled 39 are part of the Ozark Highlands Ecoregion. The Springfield Plateau, labeled 39a, is a Level IV sub-region of the Ozark Highlands (US EPA 2002).

The Spring River watershed and Joplin are located within a sub-region of the Ozark Highlands known as the Springfield Plateau (also called the Springfield Plain). The Springfield Plateau is a broad dissected plain with less relief than neighboring, more rugged portions of the Ozark Highlands.

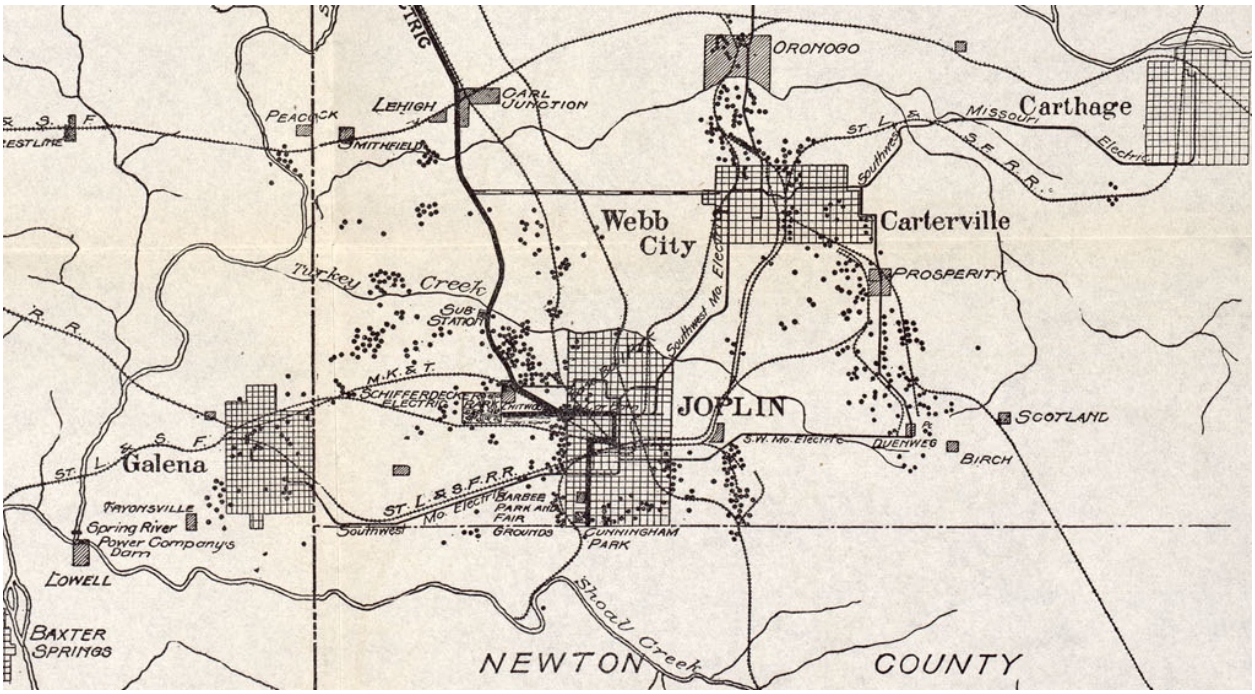
Geologically, the Springfield Plateau is largely underlain by the highly soluble and fractured limestone and chert of the Mississippi Boone Formation. Caves, sinkholes, and underground drainage occur, heavily influencing surface water availability, water temperature, and the potential for surface and groundwater pollution. Clear, cold, perennial spring-fed streams with gravel or bedrock bottoms are common. In addition, many small dry valleys occur where overland flow is entirely runoff-driven. Losing streams are common, which allows water to flow directly into the groundwater system through streambeds. During the summer dry period, springs and groundwater recharge sustain stream flows. Springs are a natural resurgence of groundwater, usually on a hillside or the valley floor. Soils are often cherty and have developed from carbonate rocks or interbedded chert, sandstone, and shale (GLWAF 2008:14; US EPA 2014).

Prior to the nineteenth century, uplands on the Springfield Plateau were dominated by oak-hickory forest with areas of savanna and tall grass prairie that were maintained by fire. The forests were particularly evident in dissected valleys such as that of Shoal Creek. Today, much of the forest, and nearly all of the prairie, have been replaced by pasture, hayland, and expanding residential areas (US EPA 2014; Teal 2013).

Lead and Zinc Ores

The limestone geology of the Springfield Plateau is particularly significant to the region's history due to its accumulation of lead and zinc ores. The sediments that solidified into the cherty limestone of the region were deposited at the bottom of an inland sea during the Mississippian period. They then became exposed at the surface and subjected to erosion. Over time, the softer limestone was leached from the beds, while the more resistant chert remained. Caves developed in some places, but in many places the removal of the limestone caused the beds to collapse. These collapsed beds contained mostly broken pieces of chert and were very porous and permeable. Later these beds became the sites of ore deposition.

Following this period of erosion, the seas returned and shale sediments were deposited on top of the Mississippian rocks. The lead and zinc ores found in the Tri-State Mining District are believed to have formed from hot, metal-bearing solutions that originated deep within the earth. These solutions probably rose along major faults and fractures until they reached the Mississippian beds. The shale that had been deposited over them (still evident in the northern portion of the watershed) acted as an impermeable barrier or cap to the rising metal-bearing solutions and forced them to migrate laterally. These solutions spread through the broken beds of chert and other porous and permeable layers in the Mississippian limestone, depositing the lead sulfide (galena), zinc sulfide (sphalerite), and other associated materials (KGS 2001:2). The presence of these rich lead and zinc ore deposits within the region are the basis for the Tri-State Mining District's development.

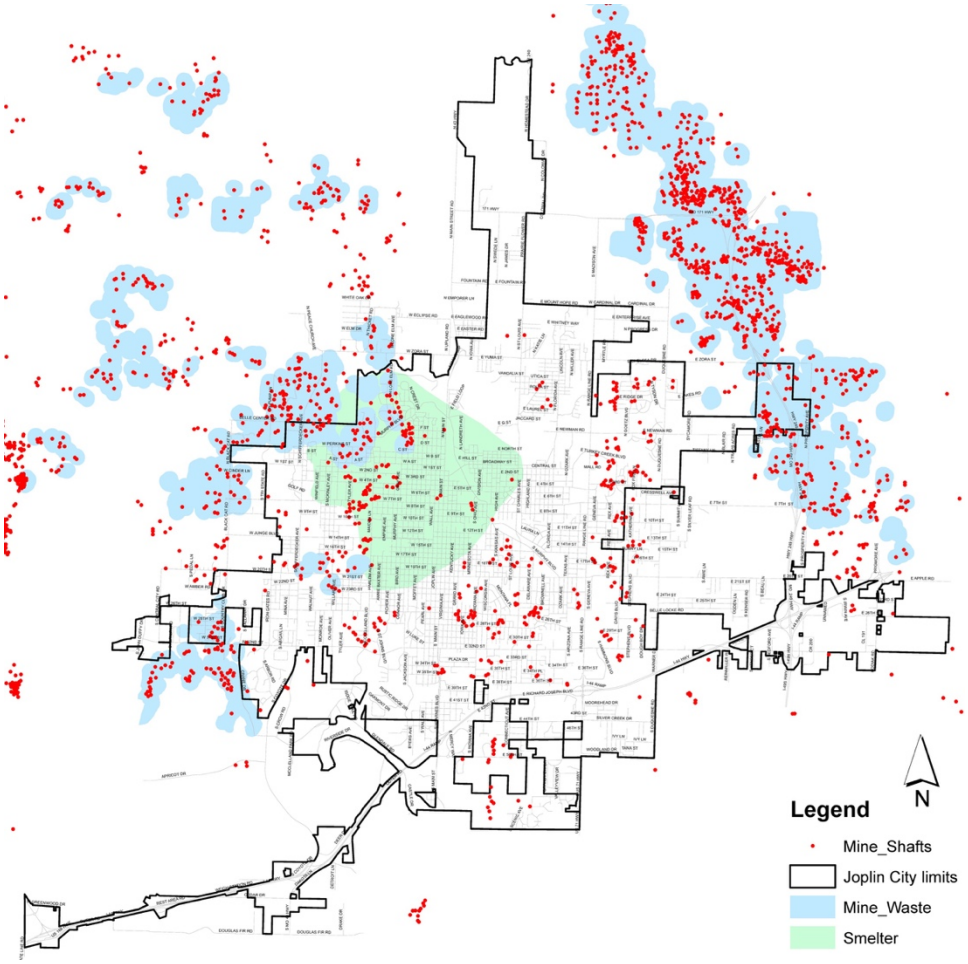


Railroad map from 1913 showing the distribution of mines in the vicinity around Joplin (U Texas 1913).

Environmental Legacy

The extensive mining operations undertaken in parts of the Tri-State Mining District and Spring River watershed from the mid-1800's to the mid-1900's had serious environmental consequences. The limestone and chert of the district contain moderately high concentrations of lead (Pb), zinc (Zn), cadmium (Cd), and other heavy metals that can be highly toxic, produce a number of detrimental health conditions, and tend to bioaccumulate in animal flesh with continued exposure.

As a result of the mining operations, large amounts of mine tailings (or "chat") were extracted from the ground and piled on the surface. Water flowing through ore-bearing rock at the surface, tailings, and abandoned mines below the surface leach heavy metals from the rocks into local water bodies. In addition, rocks and tailings exposed at the surface wash into local streams by overland erosion and are transported downstream in the form of metal-bearing stream deposits. These sediments contain heavy metal concentrations that far exceed the background soil conditions in the area (GLWAF 2008:21)



Distribution of mine shafts, mine waste, and smelter waste in and around Joplin (City of Joplin).

The problems with heavy metals are severe enough to have resulted in the listing of several Superfund sites within the Tri-State Mining District, including in Jasper

and Newton Counties in Missouri, the Cherokee County Superfund Site in southeast Kansas, and the Tar Creek Superfund Site in northeast Oklahoma.

Extensive areas of open mine tailings are located immediately north of Joplin. In the 1990s, lead contaminated soils in residential areas of Joplin, mostly in the central-west portion of the city, were remediated by soil removal and covering. Following the 2011 tornado, additional remediation of disturbed areas of soil was undertaken. Superfund cleanups continue within the region. Contamination with heavy metals remains the leading issue related to stream quality throughout the Spring River watershed and impacts the Neosho River and Grand Lakes downstream as well (GLWAF 2008:21; US EPA 2003 & 2015).

Landscape resources—geology, landforms, water, waterways, soils, plant communities, and wildlife—provide the context for the historical development of Joplin and the Tri-State Mining District. These resources are critical components of the city's cultural landscape.

2.2 WRITINGS ON JOPLIN'S HISTORY

A number of interesting books have been prepared on Joplin's history in recent years. All are illustrated histories that feature photographs of historic Joplin with background and commentary. Three of the illustrated histories were authored by Leslie Simpson of the Post Memorial Art Reference Library. One of her books features historic postcard images, and another features comparison then-vs-now photographs of lost buildings and their sites today (Simpson 1999, 2009 & 2011).

In 2013, Priscilla Purcell Brown completed work on an *Images of America* series paperback on Joplin featuring historic photographs from her personal collection and the collections of others. The Images of America series published by Acadia Publishing is one of the most widespread and important photographic records on American communities. They have helped make local history accessible to a broad public. It is good that Joplin is among them (Brown 2013).

Between 2005 and 2015, The Joplin Globe published three books in what hopefully is a continuing series on periods in Joplin's history. Books in 2005 and 2015 feature the images of Joplin photographer Murwin Moser. The 2015 book includes photographs specifically from the decade of the 1940s. Both books were authored by Brad Belk, Executive Director of the Joplin Historical & Mineral Museums Inc. The third book, published in 2014, is a collection of images contributed by residents representing Joplin history through 1969 to which Brad Belk contributed as well (Joplin Globe 2014 & 2015). These are all excellent books and help visitors and residents appreciate Joplin's history.

The most recent general history of Joplin is G.K. Renner's *Joplin, From Mining Town to Urban Center* published in 1985. Also described as an illustrated history, the book captures the broad history of Joplin through its successive periods of growth and development. Renner's book was published in recognition of Joplin's centennial. It is the best history available, but as Renner notes in his introduction, the book is a commemorative publication and very general and that a more thorough history of Joplin needs to be prepared.

The best overview of Joplin's physical development is in a 2008 Multiple Property Document Form prepared by Sally Schwenk Associates, Inc. for the Joplin Historic Preservation Commission through a Certified Local Government grant received through the Missouri State Historic Preservation Office. Though based on Renner and a limited number of other available source documents, The Multiple Property Document Form thoughtfully traces Joplin's physical development and relates it to national historic contexts. This document provides a basis for the future survey and documentation of Joplin's historic resources.

National Register nominations have been prepared for portions of Downtown Joplin and have focused on the commercial development of the city's downtown core. The histories included in these nominations are based primarily on the Multiple Property Documentation Form noted above and some of the references it cites. The nomination forms have begun citing each other, beginning a cycle of circular referencing that indicates a limit has been reached with the information available in existing secondary sources. New research needs to be undertaken using primary sources to better document and understand Joplin's history and historical development.

The Joplin Museum and Joplin Historical Society have been active in undertaking research on the city's history but have been limited by manpower and time. There is need for a new comprehensive, contemporary history of Joplin relating the city and its resources to regional, state and national contexts, which is discussed in Chapter 4 of this preservation plan.

2.3 JOPLIN'S HISTORIC RESOURCES

The Multiple Property Documentation Form prepared for Joplin in 2008, noted above, provides the background for understanding and documenting Joplin's historic resources (Schwenk 2008). This section of Chapter 2 summarizes and provides commentary on the information included in the Multiple Property Documentation Form and an extensive field review of the city's historic resources undertaken as part of this preservation plan.

The City of Joplin's 1990 Preservation Plan includes historical information, much of which has been incorporated into the historical overview in the Multiple Resource Documentation Form. The 1990 Preservation Plan also divides the city into survey areas based upon historic neighborhoods that were developed as the city expanded. Brief historical overviews of each historic neighborhood were prepared by Leslie Simpson of the Post Memorial Art Reference Library. Both the brief histories and the identified neighborhoods remain relevant and are a good starting point for understanding and working with Joplin's physical development. They have been incorporated into the discussion below (Casey/Hill 1990).

The Multiple Property Documentation Form identifies five historic contexts through which Joplin's historic resources are related and understood. Historic contexts are patterns, events, or trends in history that occurred within the time period for which a property is being evaluated. Historic contexts help to clarify the historical importance of a property by allowing it to be compared with other places that can be tied to the context. Historic contexts related to Joplin and its

historic resources span from pre-history to the present. The historic contexts identified in the Multiple Resource Documentation Form use 1960 as an end date and include:

- A Native Landscape: Pre-1830
- Early Settlement: 1830-1870
- Evolution of Joplin as a Regional Commercial and Industrial Center: 1871-1960
- Community Development Patterns in Joplin: 1871-1960
- Architectural Styles and Vernacular Property Types: 1830-1960

The first context, A Native Landscape, outlines the natural history and natural resources of the landscape over which the city developed, discussed at the beginning of this chapter. It also includes the human development of Native American cultures in Southwest Missouri prior to the region's settlement by people of European descent. Joplin's early settlement and historic resources are addressed in the Early Settlement historic context.

The last three historic contexts address the city's development from its founding in the 1870s, the beginning of the era of intensive mining and development, to 1960, by which time mining had ended. These three contexts address Joplin's commercial and industrial development, its neighborhood development, and how it's architecture relates to national trends. These historic contexts can be extended to the present and are in the discussion of historic resources in subsequent chapters of this preservation plan.

The Natural Landscape

The natural landscape outlined in the discussion of regional context above provides the background for Joplin's historical development. An understanding and appreciation of Joplin's historic resources begins with an appreciation of the city's natural resources, the basis for why settlement happened here and how geology, topography, water resources, and plant communities influenced the city's development over time.

Prehistoric aboriginal peoples occupied Southwest Missouri for thousands of years prior to the first documentation available in the historical record. Archeological investigations verify this documentation and begin to piece together how cultures and life-ways of these peoples evolved over time. The Osage tribe of native Americans dominated Missouri from the 1500s to 1825. Their hunting grounds and seasonal villages include the watersheds and tributaries of the Spring River and Shoal Creek.

While Joplin's historical development and mining activity have wiped out much of the physical record of their presence within the city limits, the river valleys of Turkey Creek, Joplin Creek, and Shoal Creek are the most likely locations where archeological evidence of their presence may remain. Much of this bottomland is now protected as floodplain and for water quality. A good portion of it is also park land. Continued awareness and protection with respect to its archeological significance and potential to yield information about Native American occupation and culture is also warranted.

The first Europeans to explore Southwest Missouri were French explorers and traders who arrived beginning about 1719 and interacted with the native Americans throughout the state, making contact and beginning to alter their culture. In 1808, the federal government purchased the territory of what is now Jasper County from the Osage Nation (Schwenk 2008:F-3,4).

Early Settlement

Most of the early history of the area is related to the early settlement of Jasper County. By the 1830s, Jasper County began to be settled with small, largely self-sufficient farms. Corn and hay were principal crops, though some cotton was grown for cloth and sheep were raised for wool. Cattle grazed on the abundant grass in the prairies. The Mexican War in the 1840s, the California Gold Rush in 1849, and the extension of cotton cultivation into the Mississippi Valley provided a growing market regionally for livestock—cattle, horses, and mules (Renner 1985:18).

Little information is provided on the settlement and physical development of the Joplin area specifically. Joplin's first settler is understood to have been John C. Cox from Tennessee, who scouted the area in 1836 and returned with his young family in 1838 to build a log cabin on Turkey Creek. In 1841, Cox constructed a more substantial log house at today's 615 Persimmon Street and a store nearby. Cox named the store and the post office associated with it Blytheville (Renner 1985:15).

Reverend Harris G. Joplin, a Methodist minister, settled here with his family on an eighty-acre farm in 1839 and built a cabin at a spring near the intersection of today's Fifth and Club Streets. Reverend Joplin moved away in 1844, but his name became attached to the spring and the creek which it fed about one-half mile to the west, ultimately providing the name for the community (Renner 1985:18).

Small deposits of lead ore had been discovered within the region as early as 1836. In 1839, a young slave owned by John Cox found a rock of lead ore by the bank of Joplin Creek. Cox rode to Springfield to have the section of land entered in his name (Casey/Hill 1990:3).

Serious development of ore bodies within the region did not begin until 1849 when an experienced miner found lead ore and developed a mine on a farm about two miles northwest of present-day Joplin. Ore was discovered and mines and mining camps were developed near Oronogo, north of Joplin, and on Shoal Creek near Granby, southeast of Joplin, by 1850. The arrival of professional miners signified a growing awareness that the deposits were extensive enough to support full-scale mining (Renner 1985:18-19).

Miners migrated into the area and joined local farmers who engaged in mining shallow deposits by hand. Despite this growth, large expanses of the county remained unsettled and the largest communities were small villages (Schwenk 2008:E-6; Renner 1985:19). By the outbreak of the Civil War in 1860, mining operations were well established at several locations in Newton and Jasper Counties. However, the dependency upon wagon transport limited the extent of mine development.

Mining activities were interrupted by the war, but afterward mining resumed and acted as a stimulus to attract settlers to the region. In 1867 the Granby Mining and Smelting Company began acquiring large tracts of land in the region which it leased to small miners. In 1870, with $500 obtained from a company prize for the most amount of lead produced in a four-month period, two Oronogo miners leased a ten-acre tract on Joplin Creek and began sinking a shaft on the creek's east bank. The mine, known as the "Discovery Shaft," was located about 500 feet north of the former Broadway viaduct. They discovered a rich body of ore at about the thirty-five or forty-foot level. News of their discovery sparked a sustained boom that led to the founding of Joplin and eventually made it the leading city of the Tri-State Mining District (Renner 1985:25).

Early Settlement Resources

Few historic resources remain from the period of Joplin's early settlement. Most significant and representative is the Cox Homestead north of the East Town neighborhood and East Persimmon Street.

In 1866, John Cox constructed a brick house north of his earlier log residence at 615 East Persimmon Street. The house and its surrounding property remain in the ownership of Cox family descendants today. A large property, the Cox Homestead still reflects the agricultural nature of the early settlement period. Its study as a cultural landscape could provide insight into the nineteenth century use of agricultural land in the Joplin area. The property includes the Cox family cemetery.



The Cox Homestead just north of the East Town neighborhood; The 1866 brick residence is just left of center. The Cox family cemetery is left of center at the top (Google Earth).

Information on other properties of the early settlement period have not been found in the limited secondary sources referenced for this preservation plan.

Early histories of Joplin and primary source documents could provide more information and should be a topic of future study.

Primarily agricultural in nature, Joplin's pre-mining history is closely related to the use of the natural landscape, such as proximity to springs for residences and barns, creek bottomlands for crops, upland prairie for pastureland, and woodlands for fuel and wood products. The layout and use of the Cox Homestead or Reverend Joplin's 80-acre farm as referenced in Renner is closely related to the natural resources available within the property boundaries.

Mapping property boundaries from this era; the known locations of buildings and farmsteads; early wagon roads; springs and watercourses; topography; and soils would help provide a picture of how the Joplin area appeared and developed in the decades before the mining boom. With the establishment of a store and a post office, clearly there was more here than has been referenced in recent secondary sources.

The Mining Landscape

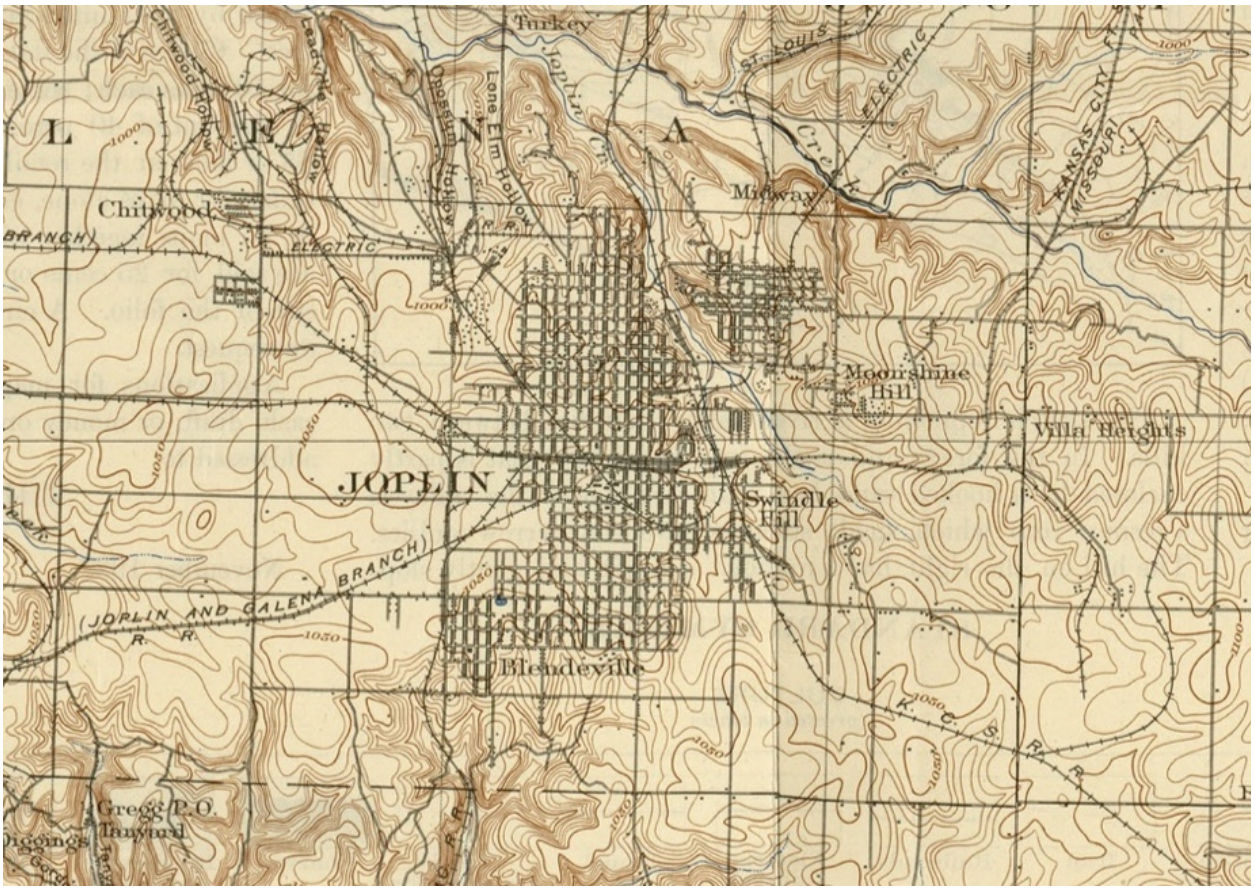
With the discovery of large, shallow deposits of lead within what would become the Joplin city limits, miners flocked to the area. By the summer of 1871, a year after the initial discovery, some 500 people had settled within the valley of Joplin Creek, creating a mining camp and living in tents, pole shelters covered with brush, and makeshift box houses. In the fall of 1871, investors organized the Joplin Mining and Smelting Company and purchased 120 acres of John Cox's land located in the valley north of today's 4th Street. Within a year, the area had increased to a population of 2000 (Renner 1985:25-26; Casey/Hill 1990:4).

The shallow deposits along Joplin Creek required only a shovel, pick, bucket, and windlass for hoisting the ore bucket out of the mine. The majority of early mines were small, each camp having its own smelter. The limitations of wagon transportation kept the initial camps small. Wagons carried the ore to the Spring River where it was loaded onto flatboats and floated west to the Grand River and on to the Arkansas and Mississippi Rivers, eventually reaching New Orleans (Schwenk 2008:E-14).

Wagon freighting connected the area to railheads that had been established within the region. Most heavy freight came by rail to Baxter Springs, thirteen miles due west, and then was teamed to Joplin, a route that involved fording both Spring River and Shoal Creek. The first railroad was completed into Joplin in 1877, connecting to Girard, Kansas. Others followed in the 1880s (Renner 1985:30).

Joplin's early boom lasted until 1877, when the city's shallow deposits of lead were nearly exhausted and important discoveries were made in other areas within the mining district. But with changes in the mining industry in the late nineteenth century, particularly mechanization driven first by steam power and then by electrically driven machines beginning in 1890, Joplin's deeper ore beds could be exploited. Mining activities spread across the Joplin landscape, organized through a leasing system in which land companies leased tracts to mine operators and provided them with services. Joplin experienced its most rapid growth between 1890 and 1910 (Renner 1985:37).

The landscape that resulted is difficult to see today. Maps produced in 1900 show the extent of mining activity that spread across the landscape. The USGS topographic survey prepared in 1900, reproduced below and earlier in this chapter, shows the extent of the city that had developed by that time along with the network of railroad lines that had been established.



Further enlargement of the 1900 USGS map showing extent of Joplin's physical development by that date.

Sanborn maps also produced in 1900 show the extent of mine development in more detail. Mining operations were spread across the city. A map reproduced earlier in this chapter shows the locations of mine shafts, mine waste, and smelter waste across Joplin. Mine shafts were located throughout the city with intense concentrations in the west and to the northeast.

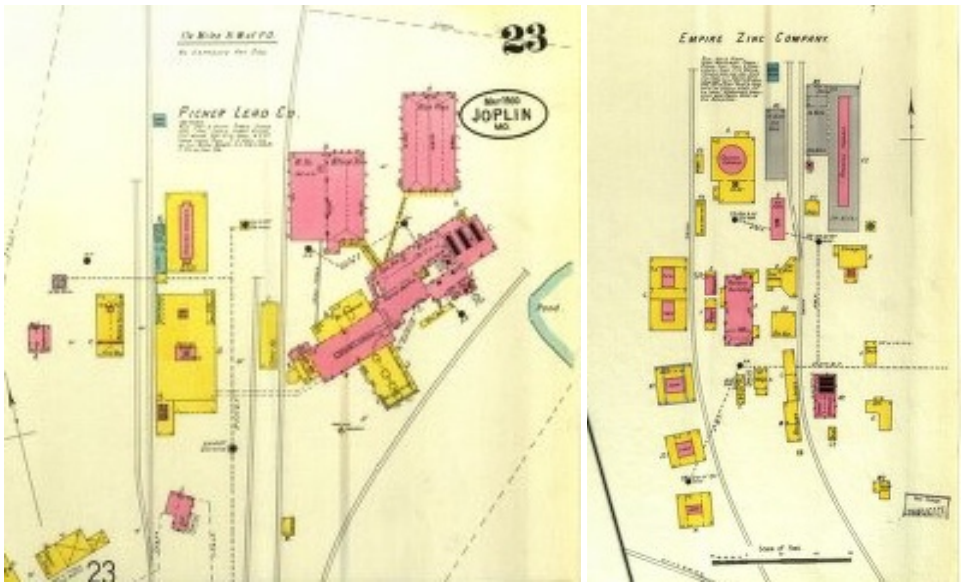
The Sanborn maps show each mining operation in detail, with its configuration of shafts, smelters, outbuildings, and waste ponds. Some mine operations were located within residential neighborhoods, with residential lots and houses around them. Others were located outside of the settled area. However, over time as the city has grown, these operations as well have been developed into today's residential neighborhoods.

Mining Landscape Resources

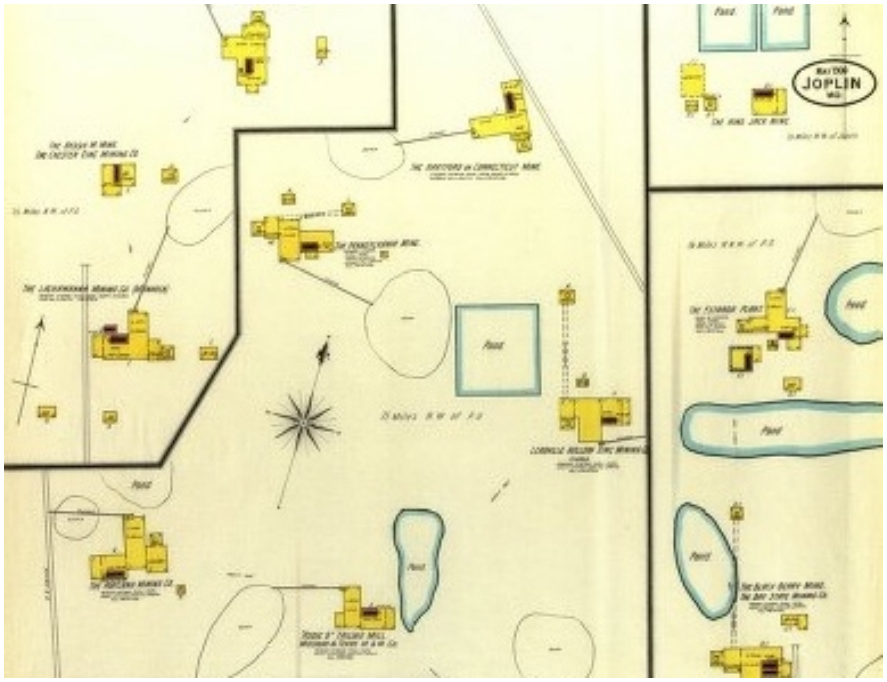
The mining landscape throughout Joplin was pervasive and complex. Today it is hard to appreciate because almost all of the mine structures have been removed. Mine operations included numerous buildings in a fully industrialized landscape.



Mining landscape of the Joplin district from a 1907 industry publication.



The detailed layouts of two larger operations within Joplin in 1900 (U MO 1900).



Sanborn map with examples of the many smaller mine operations located outside of the settled area of the city in 1900 but today within the city's boundaries (U MO 1900).



Portion of the North Heights neighborhood between C and D Streets in 1900 (left) and today (right); the Sanborn map shows a mine operation with mine shafts, buildings, and waste pond along a platted but unopened West D Street. Small residences are located on lots immediately to the south. Today this is a thriving neighborhood.

Mine operations included the shafts, smelters, support buildings, haul roads, railroad lines, tailing piles, waste ponds, electric lines, and other structures. Some operations were located within platted residential areas, with miners' housing developed around them. Networks of interconnected mine shafts followed the geology of the ore beds below the ground. Above ground, tailing piles accumulated and the areas were devoid of vegetation.

Today, the character and extent of the mining landscape within Joplin's city limits is difficult to see. The mining operations exist as a ghost image across today's community. Mine shafts have been closed and capped throughout the city. Structures have been removed. Mine operations that were located within residential neighborhoods have been cleaned away and developed into residential lots. Contaminated soils within residential areas have been remediated.

Residential areas have expanded over the decades and encompassed areas outside of the early settled area that were formerly mined. Remnant residential areas that had developed around mines that were further away now exist independently and have themselves grown after the mines have been removed. In some cases, odd configurations of open space, particularly in the western portion of the city, are a reminder of remaining waste sites. Abandoned railroad rights-of-way thread through the city showing the network that once existed. Large moonscape areas devoid of vegetation and with mountains of chat are located northwest, just outside the city boundaries.

Using the Sanborn maps from the early twentieth century Joplin's mining landscape could be studied in detail and interpreted. A long-term project of superimposing mine structures shown in the Sanborn maps into the city's GIS database would portray the physical layout of mining infrastructure across the city's landscape. Research into the individual operations would provide a detailed picture of how operations within the city evolved. How subsequent development occurred after mining ceased would be of interest.

Commercial Center of the Tri-State Mining District

In response to the influx of miners in 1871, John Cox platted seventeen acres for a town site on the hill on the east side of Joplin Creek centered at about today's Broadway and Cox Streets. He later platted an additional twenty-three acres for the town. On the west side of the creek, investors purchased forty acres of land from Oliver Picher and filed a plat for a new town centered at about today's 4th and Main Streets.

The two towns grew rapidly. On the west side, lead investors Patrick Murphy and William Davis built a miners supply store at 1st and Main Streets and, shortly after, a smelter. Lots were sold on liberal terms. Whereas John Cox sold land to others to develop, Murphy and Davis were themselves aggressive entrepreneurs. It was the west side of creek that would become the commercial center of the new community once the two towns were finally unified with the name of Joplin in 1873 (Renner 26-27).

By 1875, fifty-two mercantile establishments had already opened in the young city. A gas system with gas produced from coal was installed in 1877 for street lighting and houses. Joplin grew rapidly in the 1880s. A public water system pumping water from Shoal Creek four miles to the south was completed in 1881, the same year that telephones were introduced. The first street trolley, pulled by mules, was introduced in 1882. The first electric generating plant was built in 1887. That year, citizens voted in favor of becoming a third-class city, which opened the way for additional civic improvements such as street paving and the construction of sewer lines (Renner 1985:32-34).

Joplin experienced its most rapid growth between 1890 and 1910. The city's population in 1890 was 9,943 compared to about 2,000 in 1872. By 1900, Joplin's population was 26,023, and by 1910 it was 32,073. Joplin had grown from a remote mining camp to a significant city in less than thirty years (Renner 1885:37,40,46).

With this growth, Joplin emerged as the hub and leading city of the Tri-State Mining District. Reasons for its leading role include the development of significant railroad connections, dominance in the manufacturing of mining machinery, and importance in the financing and administration of mining. Located within a ten-mile radius of Joplin were eleven towns with an aggregate population of 80,000 by 1910. These towns became tied to Joplin by roads, railroads, and an extensive electric trolley system (Renner 1985:37,46).

By 1910, development of Joplin's railroad network was complete. The city's several railroads collaborated in the construction of Union Station in 1911. The

Frisco Railroad, however, did not participate and instead constructed its own eight-story depot and office at 6th and Main Streets in 1913, Joplin's first high-rise building, which still remains (Renner 1985:55).

As the region's railroad hub, the city became a center for warehousing, wholesale distribution, and factories. An important factor in Joplin's dominance of mining was its growing role in the manufacturing of mining machinery. The low-grade, scattered ore deposits characteristic of mines within the region stimulated the development of specialized machines that were invented and perfected locally. Many of these highly specialized machines that were designed, patented, and produced by Joplin firms then enjoyed a world-wide market (Renner 1985:39,55,57). Joplin's manufacturing industry lasted well into the twentieth century and was a factor in the city's economic transformation after the mining era ended.



Main Street in 1919 at the peak of its development; this is a featured photograph in The Joplin Globe's 2014 publication, *Joplin Memories, The Early Years*.

In the two decades between 1910 and 1930 Joplin's growth slowed, but expansion of the area's interurban trolley system and construction of a modern highway network continued to strengthen the city's central role within the region. As growth slowed and mining shifted away from Joplin's immediate environs, the city's population and economic base underwent a transformation into that of a more mature and urbanized center. The shift away from local mining caused the population to become less transitory and more stable, developing into a mix of trades people, laborers, merchants, and professionals (Renner 1985:49,59).

Ore production in the Joplin portion of the Tri-State District began to drop as early as 1906. However, discovery of the Picher field in nearby Oklahoma in 1914, the richest body of lead and zinc ever discovered within the District, increased regional production overall. District-wide production peaked in the years 1925 and 1926.

While no longer a center of production, Joplin maintained its role as the center of transportation, commerce, and manufacturing within the region. The city's businesses became more diversified and by 1925 included 141 manufacturing businesses as well as agriculture-related industries such as grain mills, feed processing plants, packing establishments, and creameries. Joplin's downtown shopping district included three large department stores as well as many smaller shops (Renner 1985:49,57). Linked throughout the region by the electric trolley system, Joplin was accessible to a large regional population. The trolley system peaked in use in 1918 before beginning its decline in the 1920s with the increased use of the automobile (Renner 1985:54).

As outlined above, Joplin grew from a mining town to a prominent city between 1871 and 1910. It then stabilized and matured over the next two decades. With the beginning of the Great Depression in 1929, the regional mining industry began to decline, its higher-grade lead and zinc deposits exhausted. The City of Joplin suffered under the Depression, but because of the increased diversity of its economy that had occurred since 1910, it fared better than other surrounding communities (Renner 1985:61). Joplin's challenge in the mid- and late-twentieth century was to complete the transformation of its economy away from mining to other sectors, which it was slowly able to accomplish.

Commercial and Industrial Resources

Joplin's rapid early twentieth century growth created an extensive downtown commercial and industrial core serving the entire Tri-State Mining District. Extending from the valley of Joplin Creek on the east nine blocks west to Byers Avenue and from 1st Street on the north to 10th Street on the south, Downtown Joplin was a regional center, considerably larger than the population of the city alone would normally support. This center is comprised of a rich variety of historic retail, office, institutional, industrial, warehouse, and residential buildings.

Geographically, Downtown Joplin is influenced by two primary factors. The valley of Joplin Creek serves as its eastern boundary and was the location of the first strike and initial mining activity in 1871 that led to the city's founding. Later, after the relatively shallow ore beds within the creek's bottomland were exhausted, the creek valley served as a natural location for the north-south railroad lines serving the city. Over time, this led to the predominance of industrial, manufacturing, and warehouse uses along the eastern side of downtown, where there was direct access to the railroads.

The other primary geographical factor was the north-south layout of Main Street on the heights west of the creek along with the grid of blocks and lots associated with it. Main Street became the primary commercial street in the city. While it started out in 1871 as a line of tents and shacks providing minimal accommodations for the initial businesses of the mining boom town, Main Street became fully developed as a regional urban center by 1910.

To the north, Main Street terminated about four blocks north of 1st Street at the steep bluff looking down over the diagonally trending creek. To the south, beyond the city's boundary, the extension of Main Street varied from the city's grid and wound its way down to Reddings Mill in the valley of Shoal Creek. Neither extension of Main Street was of transportation or economic significance. Main Street was thus an artificial creation intended solely as the town's commercial center.

The railroads and the electric trolley lines made Joplin into a regional center. Between 1878 and 1888 several railroads built lines connecting to Joplin. The 1910 map shows eight railroad lines radiating out from the city in all directions. While the valley of Joplin Creek became a primary north-south railroad corridor, the primary east-west corridor through the city was the rail yard at 10th Street, the de facto southern terminus of Downtown Joplin.

The railroads connected Joplin to the nation, and the electric trolley lines connected the communities of the Tri-State Mining District to Joplin. The first electric trolley line was introduced to Joplin in 1890, beginning the replacement of earlier mule-car lines. By 1907, an elaborate electric trolley system was in place that served most of the mining district. Approximately 90 percent of the system's business was miners, who could commute from their homes to mines located throughout the district. New residential suburbs were created along its routes. The system also linked smaller communities throughout the district to Downtown Joplin. As noted above, use of the trolley system peaked in 1918 and then declined through the 1920s as the automobile gained prominence (Renner 1985:52-54).

Joplin's railroads and trolley lines are lost historic landscape resources that had a significant impact on the physical development of the city. Traces of the trolley lines are almost entirely gone, though several roads and the layouts of some neighborhoods provide evidence of their existence.



Few remaining railroad-related buildings still exist in Joplin. The building at left is a rare remaining roundhouse.

Only a few active railroad lines remain in Joplin; most have been removed. However, the vacant rights-of-way of former lines are visible throughout the city, ghosts of the era of railroad dominance. Like Joplin's mining operations, which they served, these rights-of-way are elements of a lost landscape. Remaining resources include the rights-of-way themselves, spurs that served former mines and manufacturing operations, remnant infrastructure such as concrete culverts, and in some places metal rails under roads that have been paved over but cause cracking of pavement when they expand. Very few railroad-related buildings

remain along the railroad lines beyond downtown. Like those of the mining operations, most have been removed. Rights-of-way provide future locations for possible pedestrian trails throughout the city.



Remaining railroad infrastructure; most significant are the rights-of-way themselves. The steel rails of abandoned lines are still present beneath paved roads as in the center photograph here.

The structure of Downtown Joplin is comprised of three parts: (1) commercial uses along Main Street and some adjacent streets; (2) industrial, manufacturing, and warehouse uses to the east toward the railroad, and (3) predominantly institutional and residential uses to the west, blending into the surrounding neighborhoods.

A comprehensive survey of most of the downtown area was undertaken in 1988 and provides a valuable assessment of historic buildings existing at that time. Evaluations of buildings with respect to historic use and integrity were made which provide a basis for further assessment today. The 2008 Multiple Property Documentation Form for Joplin provides a framework for the evaluation of significance for historic buildings in Joplin in relation to the city's history and historic contexts. The 2008 study identifies historic building types to which most of Joplin's historic buildings relate.

Joplin has a wide range of historic commercial buildings along Main Street and on adjacent blocks. A significant number of historic buildings were lost to demolition during the period of urban renewal in the late 1950s into the 1970s. Downtown Joplin was fully developed by 1910 and continued to add new buildings into the 1920s. Commercial buildings along Main Street and on adjacent blocks range from older, traditional two- and three-story retail stores, high-rise offices and department stores, to later one-story automobile related businesses and showrooms.



Three of Downtown Joplin's prominent high-rise buildings; the center photograph is the eight-story Frisco Building at 6th and Main Streets constructed in 1913 to serve as a depot and offices for the Frisco Railroad.



Traditional two- and tree-story retail buildings in Downtown Joplin's commercial district



One-story commercial buildings like the two at the right date from the 1920s and are related to the increased use of the automobile. A number are found along South Main Street and on adjacent blocks. The building at right is the smallest on Main Street.

To the east of Main Street are many buildings used by businesses that needed access to the railroad lines in the valley of Joplin Creek. Many of these buildings are underutilized today and represent a long-term opportunity for revitalization and growth downtown. There are a significant number of open lots where buildings appear to have been lost as well, which provides an opportunity for new construction.



A range of manufacturing and industrial buildings on the east side of Downtown Joplin; the two buildings at right are immediately adjacent to the rail lines in the creek valley. The building at right is one block off of Main Street.



As a regional center, Joplin developed warehousing and wholesaling businesses that served the entire Tri-State Mining District. The three buildings above were all related to food distribution and are located immediately adjacent to the rail lines in Downtown Joplin. The building in the center has been rehabilitated and is a model project, noted in Chapter 3.

To the west of Main Street, the most prominent buildings were institutional in nature and represent the array of social entities that became established in larger communities. These buildings give way to residential neighborhoods to the west, north, and south. Included with them were a few large apartment buildings, unusual in a community known for its small miners' residences. These apartment buildings, other large buildings that could be rehabilitated, and additional open space that has resulted from demolition provide opportunities for residential development within the downtown core.



A Carnegie Library, a Masonic Temple, and a federal courthouse and post office are representative of the more prominent institutional uses located on the west side of Downtown Joplin. These are the community's most dignified and respected buildings.



Churches and schools, the centers of community life, are also located here. Churches located downtown were constructed by the denominations prevalent in the early twentieth century.



Large apartment buildings in and near Joplin's downtown core seem unusual in the community known for its neighborhoods of small homes. Yet they represent the city's historic role as a regional center and provide an opportunity for urban redevelopment.

Joplin's Neighborhoods

Joplin's residential neighborhoods spread outward from its downtown commercial core to the east, west, and south. The valley of Turkey Creek to the north acted as a barrier to easy expansion in that direction. With the rapid growth in population first in the 1870s and then between 1890 and 1910, land owners and investors took advantage of the persistent shortage of housing by platting new neighborhoods and selling lots. Numerous subdivisions were annexed into the city's boundaries in the twenty-year period ending in 1910 (Renner 1985:40).

Many of the early neighborhoods developed around active mines that were located close to the city center. As these mines played out in favor of richer ore beds further away, the large mining companies that controlled the land sold tracts to groups of investors who developed them as residential neighborhoods. The residential areas first grew westward, then southward. Small independent villages such as Blendville, a mile-and-a-half southwest of the city center, grew up around independent mining operations and were absorbed into the city. The Blendville area was annexed in 1892. By the early 1900s, real estate values were dramatically increasing as the city's rapid growth spread south across the open farmland.

The region's network of electric trolleys or streetcars, discussed above in its relation to Joplin's commercial connections within the Tri-State Mining District, linked the growing neighborhoods not only to the downtown center but also to other communities and mining operations throughout the district. As mining ended in the immediate vicinity of Joplin, miners living in the city could commute to other places for work. By 1930, most of the historic residential areas in Joplin that we know today were fully developed.

Joplin's residential neighborhoods are among the city's greatest assets. Today, the neighborhoods have matured into places of great charm. In part, this charm derives from the streetscapes of large deciduous canopy trees that shelter, shade, and provide scale to neighborhood residences. In part this charm also derives from the character of the residences themselves.

Joplin's residential neighborhoods are made up primarily of small homes in a great variety of different types and styles. Most neighborhoods were created to serve miners or related trades. Houses were small and affordable. Most were

wood-framed, though the scattering of small houses with stone exteriors is remarkable. Rarely are two side-by-side homes of the same type or style. Most of the houses are vernacular, but some very small houses were built in Tudor or other popular styles. Most have front porches, relating the homes to the streetscape. Alleyways in most early blocks service the homes from behind. Because the homes are small and mostly made of wood, they are easy to maintain. Today, these neighborhoods have great character and are attractive to special markets, such as young families, couples, singles, and empty nesters.

Joplin's 1990 Preservation Plan divided the core of the city into historic neighborhood areas that are useful in considering how the city expanded. The city's Neighborhood Services Division has identified functional neighborhoods within these historic areas that can be used for neighborhood engagement, planning, and revitalization (discussed in Chapter 6 of this plan).

To date, only two of Joplin's neighborhoods have been professionally surveyed with respect to historic preservation. The working class neighborhood in the southeast corner of Downtown Joplin was surveyed in 1988. The more affluent neighborhood of Murphysburg was surveyed in 2012. A portion of Murphysburg's surveyed area was listed on the National Register of Historic Places in 2015.

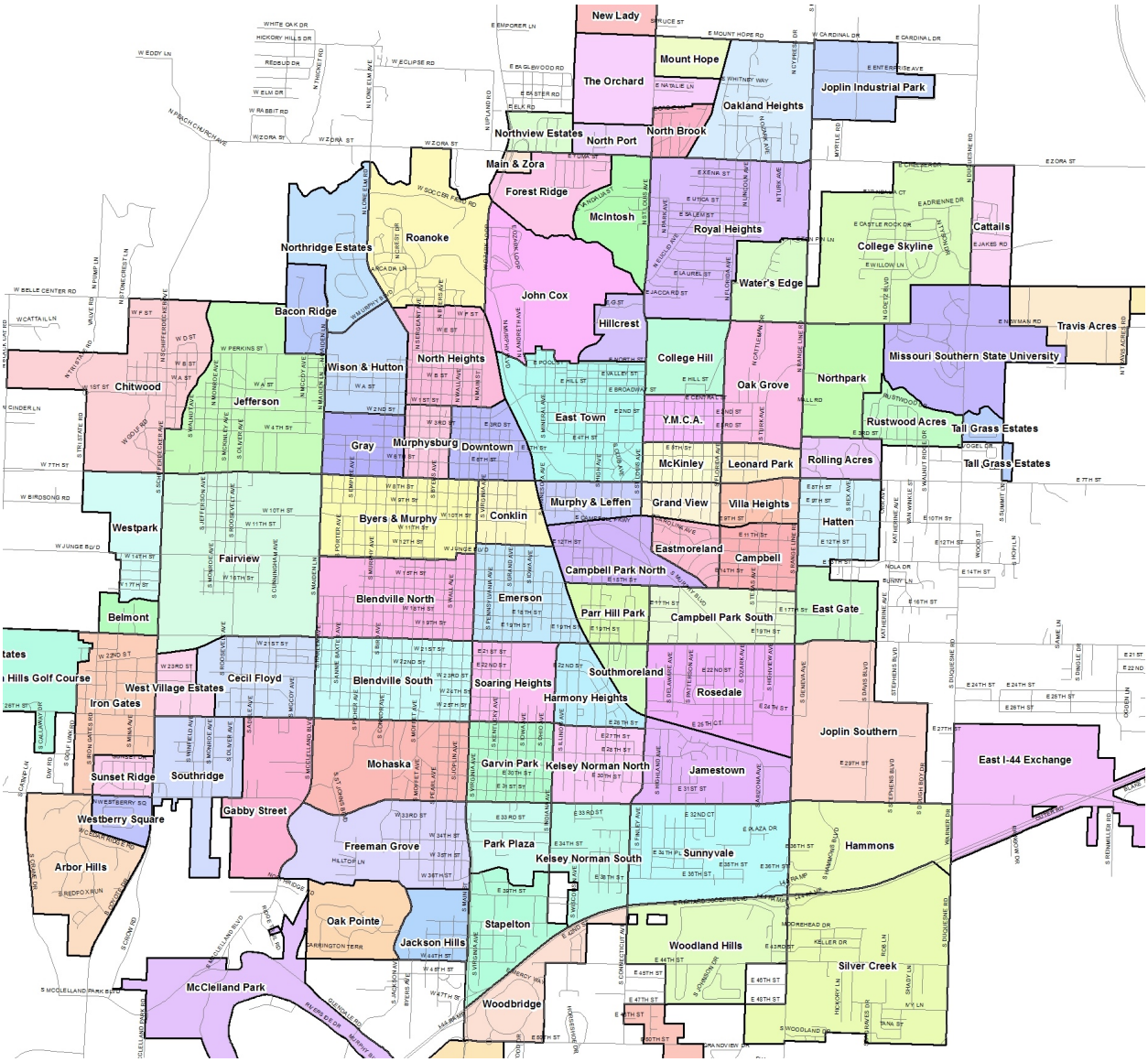
The long-term need to continue research and the survey of Joplin's residential neighborhoods is discussed in Chapter 4 and Chapter 6 of this plan. By studying the homes in existing neighborhoods, a better understanding of their history, development, and character can be obtained and can be used to support neighborhood engagement and revitalization.

The basis for the continued survey of neighborhoods is included in the 2008 Multiple Property Documentation Form prepared for Joplin (Schwenk 2008). This study includes a background summary of the city's growth and a discussion of the types of vernacular housing that make up most of Joplin's neighborhoods.

The historic neighborhood areas identified in the 1990 Preservation Plan include:

- Joplin City (today the East Town neighborhood);
- Murphysburg;
- North Heights;
- Roanoke;
- Blendville;
- South Joplin; and
- South Main Street.

Together, these areas include most of the city's historic neighborhoods that had developed by 1930. What they do not include are the neighborhood of Leonard Park that developed east of Joplin City (East Town), the trolley suburb of Royal Heights to the northeast, and the small mining neighborhoods of west Joplin that still survive. And of course, they do not include the suburban neighborhoods of the 1950s and 1960s, mostly to the south and southeast, that should now also be recognized for their distinctive character. The future detailed study of Joplin's neighborhoods envisioned by the Historic Preservation Commission and Neighborhood Services Division, discussed in Chapters 4 and 6, should include all of Joplin's neighborhoods.



Map of Joplin's neighborhoods with the historic neighborhood areas identified in the 1990 Preservation Plan superimposed.

Below are discussions of the historic neighborhood areas identified in the 1990 Preservation Plan with background on their history and character.

Joplin City (East Town)

Joplin City, located on the hilltop east of Joplin Creek, was the first settlement of Joplin and retains much of its original landscape character. Centered on Broadway Street, this area is known today as the East Town neighborhood. John Cox platted his new town in this location in 1871 soon after the discovery of a rich vein of lead ore on land he owned and leased to miners in the valley of Joplin Creek just to the west. The competing town of Murphysburg was being platted at the same time on the west side of the creek, and the two towns finally became joined as Joplin in 1873.

As the community west of the creek was growing faster with more business development, the Joplin City area remained predominantly residential. Perhaps because of its slow growth, the Joplin City area retains some of the best examples of construction from before and immediately after the Civil War. Its houses are predominantly wood frame, single story structures of early cottage and shot-gun styles. There are some stone and early brick buildings, most of which are of commercial or religious use.

Many of the area's commercial buildings are located along Broadway Street, which was one of the main roads into Joplin from the east and northeast. The Cox residence and cemetery are preserved in their original landscape setting to the north of the neighborhood.



Homes and a church in East Town, the original Joplin City

Throughout the early to mid-nineteenth century, as the neighborhoods in the northeast part of town declined due to suberbanization, African American presence in this area expanded, and the neighborhood became a center of Joplin's black community. As one of the first settlements of Joplin, this area contains remaining elements of the original community with churches, commercial properties, buildings associated with transportation, and city parks. Many buildings have been lost within this area, however, and a large number of vacant lots are available for future development (Casey/Hill 1990:15; Schwenk 2008:E-39,40).

Murphysburg

To the west of downtown is the residential neighborhood of Murphysburg. Named after the original town established west of Joplin Creek in 1871, this neighborhood was an extension of downtown and contained a mix of residences of different socio-economic groups dating from the boom years of the 1870s through well into the twentieth century.

The residences in the northern portion, particularly those bounded by West 1st and West 6th Streets north-south and Pearl and Jackson Streets east-west, were the homes of some of the city's prominent families, while the homes to the south housed the working class of Joplin. As the commercial downtown core spread west, many early houses close to downtown were demolished for institutional and commercial uses.

The Murphysburg neighborhood includes a broad mix of building styles and types related to its different economic groups. Many of the homes to the north are high style residences built by many of the prominent business leaders and families. Except for these few homes in Murphysburg, large high style residences are rare in Joplin. The homes to the south that housed working class families are predominantly vernacular and are more typical of Joplin.



High style residences in north Murphysburg's historic district above; workers' housing in the southern portion of the neighborhood below

Murphysburg is predominantly residential, mostly single family homes but also including a few multiple family residences. The homes vary in style from Queen Anne to vernacular with Foursquare, Two-door Miners' Cottages, and Bungalows mixed in. The historic integrity of the neighborhood is intact and very little modern construction or demolition has taken place.

Many of Joplin's founding families built homes in this area, and their wealth is reflected in the size and workmanship of the buildings, both the interior and exterior. The simplicity of the workers' housing reflects the stature and economic base of the majority of Joplin's residents (Casey/Hill 1990:23; Schwenk 2008:E-36).

The northern portion of the Murphysburg neighborhood has been listed as a historic district on the National Register of Historic Places and is also a local historic district.

North Heights

The land north and west of 1st and Main Streets was open prairie land at the time of the city's founding. During the 1870s and 1880s, it was mined extensively by the Granby Mining and Smelting Company, one of the largest mining landholders in the district. In 1891, a large portion of the land was sold to the City of Joplin, which soon began developing it for residential use. The North Heights addition, north of C Street, was one of the first developed. The following year, the school district erected Columbia School at the corner of E Street and Moffet Avenue establishing a distinct neighborhood. The city's streetcar lines provided transportation to and from North Heights.

Over the ensuing two decades the North Heights residential district grew, bounded by F Street on the north, Main Street on the east, B Street on the south, and Gray Avenue on the west. The area contains many of the homes of the city's founding fathers as well as individuals prominent in the city at the turn-of-the-century. The area also contains the houses of the middle class and the city's earliest purpose-built apartment buildings.



Range of residential buildings and one former commercial building developed in North Heights

North Heights is predominantly residential, ranging from single family homes to multiple family apartments. The homes vary in style from Queen Anne to vernacular with Foursquare, Cottages, and Bungalows mixed in. The historic integrity of the neighborhood is intact and has little modern construction or demolition. There are some commercial and institutional uses in the area. Many of the houses are reasonably maintained, but some are in need of rehabilitation work (Simpson in Casey/Hill 1990:28; Schwenk 2008:37).

Roanoke

In 1907, the Granby Mining and Smelting Company sold forty acres adjacent to North Heights to the Roanoke Realty Company for residential subdivision. The developers envisioned that the rolling topography adjoining North Heights would be filled in with fine homes in a few years. Scoffers thought it would never work;

the topography was rough, and its streets were too steep. In addition, the lots were being offered at $1000 each, an exorbitant amount at that time, and carried restrictions as to their use.

In spite of the naysayers, the Roanoke neighborhood quickly developed into an attractive subdivision for new, high style homes. The winding streets and varying lots are fine examples of the type of City Beautiful urban subdivision design being introduced in other large cities around the country. Located on the bluffs above Turkey Creek, the rolling topography and inaccessibility provided natural beauty, privacy, and exclusivity.

Often called "Snob Hill," Roanoke is the most concentrated neighborhood of high style housing in the city. Many different styles popular in the early twentieth century are represented: Tudor, Spanish, Colonial, Neoclassical, Bungalow, Shingle, Prairie, and others. The Roanoke neighborhood continued to be developed into the 1920s and 1930s. The homes in this area have been well maintained.



Affluent homes in the Roanoke neighborhood on the bluffs above Turkey Creek

The later Roanoke Crest subdivision continues to the north with Sergeant Avenue becoming Crestwood Drive. Some of the homes along this drive and to the west were built in the late 1930s. Others were built in the mid- and late-twentieth century (Simpson in Casey/Hill 1990:32).

Blendville

Blendville was an unincorporated mining community that sprang up in 1876 about a mile and a half southwest of the city center after several mines opened in the area. Blendville was typical of the small mining settlements that developed around Joplin, as miners clustered their homes around the mines where they worked. The village, originally called Cox Diggings, occupied 160 acres that today is bounded on the west by Maiden Lane and spreads southward from 20th Street to 26th Street. In 1880, the village was renamed Blendeville—blende is the common name for the zinc sulfide ore that was mined in the area. The "e" was later dropped from the name.

An important pioneer citizen, Thomas W. Cunningham, owned a 40-acre farm that became the nucleus of the residential section of Blendville. He laid out the farm into town lots and priced them low enough that miners could afford to buy them. He also donated lots for three churches and a school. In 1898, he donated a large piece of wooded land at 28th and Maiden Lane to the city for the city's first

park, Cunningham Park. Blendville was mostly residential and occupied by miners who worked in the nearby mines.

Many of the area's commercial buildings are gone, but a few plain brick structures remain. The city's Water Works Department, built in 1881, is located here. Its red brick buildings are ornamented with arched windows, a tower, and cut stonework. The area surrounding the Water Works is historically significant to Joplin because of its role in the rapid development of the city.



Views of the Blendville neighborhood around Cunningham Park, destroyed by the 2011 tornado

The 2011 tornado that struck Joplin ripped through the southern portion of Blendville and destroyed most of the homes south of 23rd Street. Most of the homes north of 23rd Street survived intact. These homes consist mostly of simple frame cottages, with some more ornate Victorian styles as well as Foursquares and Bungalows. The majority of surviving buildings are in good condition, although some are in need of maintenance and repair (Casey/Hill 1990:36).

South Joplin

South Joplin encompasses a narrow band extending from the 10th Street rail yards east of Main Street south to the rolling hills west of Main Street at 36th Street. As the city limits of Joplin grew southward from the early 1900s through the 1930s, a number of residential subdivisions of farmland occurred both before and after annexation. In 1900, the Missouri Lead and Zinc Company laid out a parcel of land for 350 shotgun houses between Missouri Avenue and the railroad to the east (Renner 1985:38).

John C. Cox Jr., son of Joplin founder John C. Cox, was one of the early residents of the area and owned a large farm and a house which stood at the intersection of 16th Street and Joplin Avenue. Cox and other landowners parceled off lots for development. The area was annexed as Cox's Addition to meet the city's critical need for new housing.



Appealing vernacular and styled housing in the northern portion of South Joplin, east of Main Street

In 1906, a popular ballpark with its grandstand and bleachers at 16th and Main Streets was demolished to make way for commercial and residential lots. The demand for these lots was so great that their value rose from $200 in 1908 to anywhere from $350 to $1550 by the end of the year.

The early twentieth century homes developed in the northern part of this area are typical of the small, wood-framed dwellings found elsewhere in Joplin. These homes vary in style from simple Queen Ann to many forms of vernacular. Houses at the south end were developed in the 1920s and 1930s and, though small, include English Cottage and Tudor styles, Spanish Mission, Colonial Revival, Bungalows, and American Foursquare. The later neighborhoods on the rolling hills south of 32nd Street are particularly appealing.



Highly styled but small homes from the 1920s and 1930s in the southern portion of Oak Ridge in South Joplin

The 2011 tornado severely impacted South Joplin, cutting directly though it and destroying most homes between 20th and 23rd Streets to the north and 28th Street to the south. The majority of surviving buildings both north and south of the tornado destruction are in good condition and are well maintained. Older houses closer to the rail yards in the northern portion of South Joplin are more likely to be in need of appropriate maintenance (Simpson in Casey/Hill 1990:40; Schwenk 2008:E-38).

The South Main Street Corridor

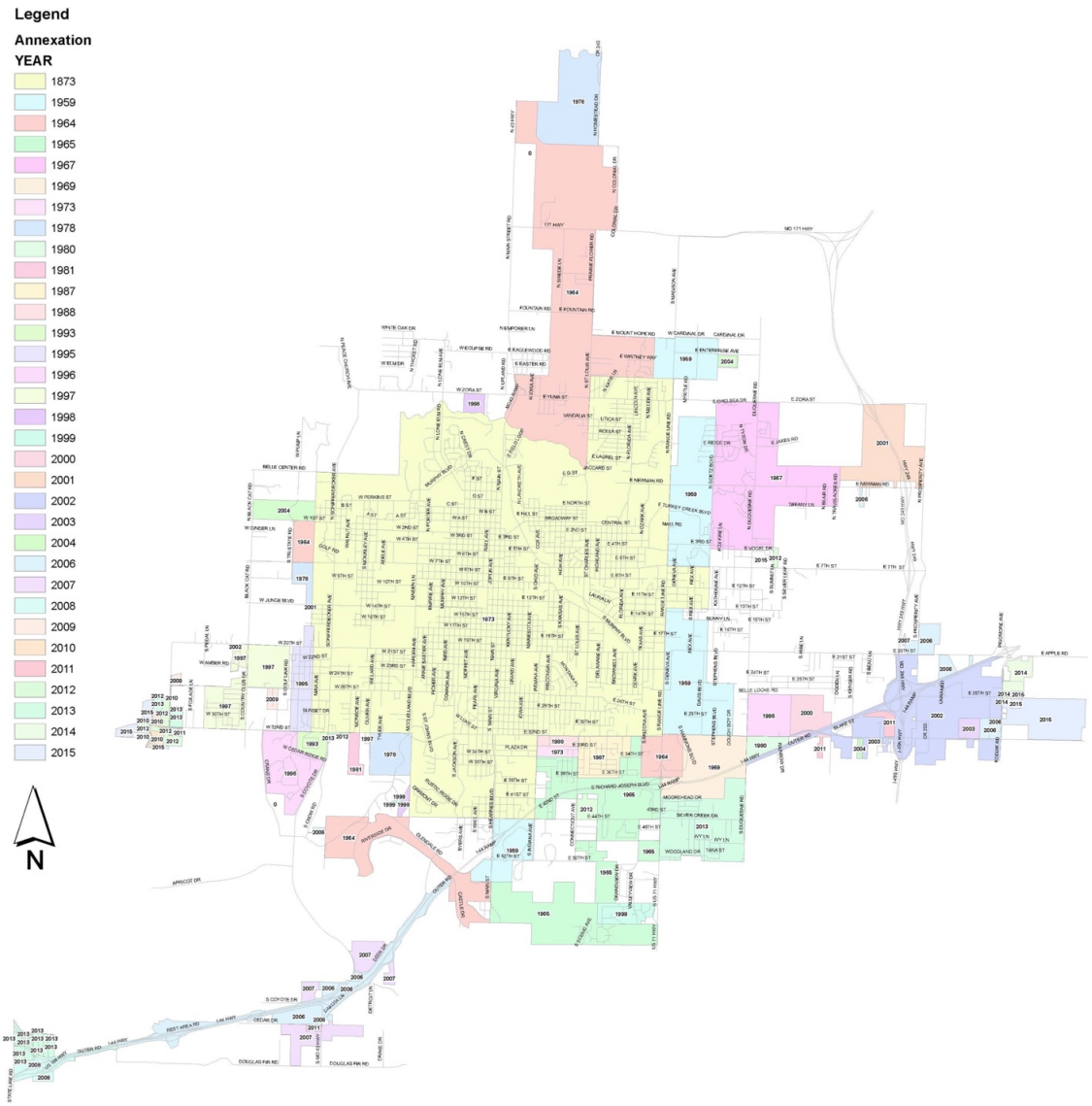
The South Main Street Corridor identified in the 1990 Preservation Plan extends from 10th Street to 26th Street; historic buildings can be found further south as well. 1906 was the pivotal year for Joplin's development southward from the city's downtown core.



View south down Main Street above the tornado damage (left); view north from 29th Street showing new commercial redevelopment within the area of tornado damage (center); surviving stone residence along Main Street at 29th Street (right).

That year the city spent $15,000 to extend Main Street four miles south to Reddings Mill on Shoal Creek, resulting in one of the state's longest main streets. Fifteen new additions were annexed into the city, many of which were in South Joplin. Real estate values increased 100% that year. Prices for lots on Main Street were highest due to their commercial value.

Many of the commercial buildings on Main Street south of 10th Street represent styles and types that were prominent throughout the nation from the 1880s to the 1940s and to the present. The 2011 tornado destroyed buildings along Main Street in an area bounded by 20th Street to the north through 29th Street to the south. Above 20th Street, the character and integrity of the commercial district remains intact. Below 20th Street new commercial and mixed-use development is being encouraged. A few one story stone residences along Main Street in the vicinity of 29th Street survived (Simpson in Casey/Hill 1990:44).



Annexation map of Joplin showing the city of the early twentieth century in yellow and additions that have been made since 1959 (City of Joplin; the date 1873 in the legend is incorrect)



CHAPTER 3 – PRESERVATION APPROACH

Historic resources play a prominent role in Joplin's community character and quality of life. Joplin's stable growth since its early boom years has resulted in the presence of buildings, neighborhoods, and landscape resources surviving from every period of its development – especially in its residential neighborhoods and especially in those neighborhoods from its early periods. Joplin has an interesting story and a high degree of historical integrity. Joplin's strength is in the diversity and variety of its building types, forms, periods, and styles. No one type or style dominates; all are significant and all contribute.

Great strides have been made in revitalizing Downtown Joplin through both public investment and private initiative. These efforts should continue and be reinforced. Progress may seem difficult or slow due to the large size of the downtown area and the incremental nature of change, but progress has been significant and recognizable. Joplin's historic residential neighborhoods are extensive and have great charm. They tend to be vernacular in type – simple, livable, affordable. They are Joplin's strongest asset.

The core idea of this preservation plan is to refocus on Joplin's historic downtown and residential neighborhoods by encouraging private sector interest and investment, especially home ownership. Public policy based upon concepts of the 2012 Comprehensive Plan can continue to encourage downtown projects, strengthen neighborhoods, and draw businesses and homeowners to Joplin's livable places of great character. The preservation plan promotes using clear

vision, selected initiatives, and incremental change to continue strengthening and enhancing the community over time.

3.1 VISION STATEMENT FOR HISTORIC PRESERVATION

The following vision statement has been developed to guide the preservation plan:

> *As residents of the City of Joplin, we recognize the rich heritage of our community and how the character of our historic neighborhoods and downtown contributes to our daily lives. We work together to build community spirit, awareness, and identity for the benefit of our children and future generations. Joplin's story is one of resilience, strength, and community. Our historic buildings and landscapes help to bring our enduring story alive.*

In part, this vision is based upon the stories of resilience and community spirit that have grown out of the experience of the 2011 tornado and its aftermath. Throughout the preparation of this preservation plan, stories of volunteerism, faith, support, assistance, and hard work have been shared by many project participants. This sense of community and shared experience helps forge identity and reinforces local commitment to building and rebuilding together for the future. This preservation plan embraces this spirit and hopes to help shape its continuing focus.

3.2 GOALS FOR HISTORIC PRESERVATION

Nine broad goals have been identified that together express the ways in which historic preservation can be incorporated into planning for Joplin's future. These goals have been expressed through the strategies and recommendations presented in Chapters 4 through 8 of this preservation plan. In the introduction to each chapter, the strategies that chapter emphasizes are noted.

Goal 1 – Community Identity:

Make Joplin's historic buildings and landscapes central to its community identity.

Community identity is an important component of economic development and community engagement. Businesses want to locate in places with high quality of life—places where their employees will want to be and to which they can attract the best talent. Communities with strong positive identity have a competitive advantage.

Joplin is known for its high level of volunteerism and community engagement, a characteristic that was highlighted and strengthened in the aftermath of the tornado. Joplin has become known nationwide for its recovery effort. A strong identity engenders pride of place and encourages residents to support each other.

Joplin's historic buildings, neighborhoods, and landscapes embody community character and identity. Today's sense of community is a continuum of generations

of work and life in this place. Strengthening community identity will help preserve historic buildings and engage residents in their surroundings.

Goal 1 is addressed in Chapters 5, 6, and 8. Chapter 5 focuses on strengthening Downtown Joplin's identity as the historic center of the community. Chapter 6 emphasizes residents' engagement with their own neighborhoods, recognizing and appreciating their character and character-defining features. Chapter 8 proposes a community-wide interpretive presentation with the intent of engaging residents and visitors with the stories of the community in the places where those stories happened.

Goal 2 – Research:

Deepen understanding and appreciation of Joplin's heritage and its related building and landscape resources through an ongoing program of research and investigation.

Joplin has had a small devoted corps of local historians who have studied local history and preserved historic information. The Joplin Museum has an outstanding collection on Joplin and the Tri-State Mining District. Chapters 2 and 3 discuss the need for a new comprehensive history of Joplin that will tell the city and regional story engagingly and professionally and can be used as the touchstone for interpretive initiatives city-wide.

An ongoing program of research is needed to explore the city's many stories. Every neighborhood should know its own story within the context of the city and regional history. An ongoing program of research is proposed in Chapter 3.



The degree to which Joplin's historic buildings and landscapes contribute to community identity, community engagement, and quality of life is a key concept of the preservation plan.

Goal 3 – Economy and Quality of Life:

Ensure that Joplin's historic resources and community character contribute visibly to the City's economy and quality of life.

Historic resources are assets that contribute to the economic vitality of Joplin. The adaptive reuse of historic buildings is a strategy for revitalization of historic city centers and commercial corridors that has proven successful across the country since the mid-1970s. Every part of Joplin has a role in the city's economic development strategy.

As outlined in Goal 1, community character and identity can help attract new businesses and keep existing businesses. The relationship between Joplin's economy and its historic resources is stressed in Chapter 5 on downtown revitalization and Chapter 6 on Joplin's historic neighborhoods. The economic importance of Downtown Joplin as a historic commercial center is obvious. By strengthening Joplin's historic neighborhoods, they will become increasingly attractive as places to live and the local housing market will be improved.

Goal 4 – Community Engagement:

Engage residents and visitors in as many ways as possible by presenting Joplin's story through the experience of its buildings and landscapes.

Community engagement is essential to strengthening community character. Neighborhoods are improved when local residents become involved and work together to get things done. Chapters 4, 5, 6, and 8 emphasize the importance of community engagement.

Chapter 4 outlines the role of the Historic Preservation Commission in supporting educational programming that helps residents appreciate where they live and provides guidance in the appropriate treatment of their historic buildings and landscapes. Chapter 5 discusses activating Downtown Joplin as a center for community performances, art, and culture—as well as shopping.

Chapter 6 emphasizes engaging residents with their neighborhoods to encourage grassroots action. The community-wide interpretive presentation in Chapter 8 is a means of engaging residents and visitors throughout the city.

Goal 5 – Preservation:

Proactively identify and preserve threatened historic resources.

Too many historic buildings and landscape features have been lost in Joplin over the decades. The urban renewal of the late 1950s an the 1960s in which blocks of historic buildings were demolished in downtowns led to the creation of a national historic preservation program. In Joplin, the loss led to the implementation of a local preservation program.

Chapter 4 notes the importance of the Historic Preservation Commission's role as watchdog over the city's historic resources. Resources being lost are always the most vulnerable. Strategies and actions must be developed to address threats to historic resources on an ongoing basis.

Goal 6 – Downtown Joplin:

Continue to strengthen Downtown Joplin's historic role as the commercial and community center of the City.

The role of Downtown Joplin in community identity and the city's economic development strategy are addressed in Chapter 5. Actions undertaken to revitalize Downtown Joplin in the early 2000s were impressive and yielded important results. Chapter 5 recommends ways to renew and refresh those efforts.

Goal 7 – Joplin's Neighborhoods:

Make healthy neighborhoods and neighborhood vitality central components of Joplin's growth and development strategy.

Encouraging and supporting healthy neighborhoods is a key historic preservation strategy in Joplin as well as an economic and community development strategy. Strengthening Joplin's historic neighborhoods is addressed in Chapter 6 and emphasizes the city's Neighborhood Services program. Local residents will be engaged to improve their neighborhoods, and the city will assist with focused planning, programming, and infrastructure initiatives.

Goal 8 – Joplin's Commercial Corridors:

Use evolving commercial corridors to reinforce existing community character and build upon that character for the future.

Joplin's commercial corridors are an important part of its economy. These commercial corridors will continue to evolve and change. The city needs a long-term strategy to keep the commercial corridors strong as regional centers, including using ongoing change to improve their physical and visual character. Preserving and adaptively reusing historic buildings along Joplin's older commercial corridors needs to be part of that strategy and is addressed in Chapter 7.

Goal 9 – Community Programs:

Ensure that public and private community development and related programs recognize, preserve, and reuse historic resources as valued community assets.

The core idea behind this Historic Preservation Plan is that Joplin's historic resources are central to its character and identity and that preservation and adaptive reuse strategies should be embedded in every program the city and its private partners undertake. Historic preservation is good for Joplin, its businesses, and its residents.

3.3 LANDSCAPE APPROACH

This preservation plan takes a landscape approach to historic preservation in Joplin, emphasizing the relationship of historic buildings to their surrounding neighborhood contexts. By strengthening neighborhoods, by recognizing and enhancing their character defining features—including buildings—historic preservation strategies and best practices will be embedded in grassroots initiatives to enhance the places in which people live. This preservation plan emphasizes engaging residents and encouraging private sector preservation initiatives.

The idea of highlighting Joplin's neighborhoods was incorporated in the city's 1990 preservation plan, which identified the city's historic neighborhoods and outlined their histories. The present plan builds upon that idea by suggesting a wide range of ways in which neighborhoods—including Downtown Joplin—can be strengthened.

Joplin's neighborhoods are cultural landscapes that have been shaped by natural characteristics and human actions since the city's founding in the late nineteenth century. Historic resources remain from all periods of the city's development and are valuable both as expressions of community character and the opportunities they provide as excellent places to live.

In the practice of historic preservation, cultural landscapes are defined as geographic areas including both natural and cultural resources associated with a historic event or activity, or exhibiting other cultural or aesthetic values. There are four general types of cultural landscapes, not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes (NPS 2015, Guidelines for the Treatment of Cultural Landscapes).

Joplin's historic neighborhoods are most appropriately considered as historic vernacular landscapes expressive of the Midwest, the Tri-State Mining District, and the people who lived and worked here.

Over the past thirty or forty years, historic preservation has taken an increasingly broader perspective in moving away from a concentration upon historic buildings as isolated objects toward a more holistic appreciation of buildings and related historic resources in their landscape context. Joplin's recognition of portions of Downtown Joplin as National Register and local historic districts is part of that broader perspective.

The National Park Service has led the recognition and study of cultural landscapes in the United States and has developed methodologies and guidelines for their identification, assessment, and treatment. These methodologies and guidelines can be useful in helping us to understand Joplin's neighborhoods as cultural landscapes that have developed over time. They provide a set of best practices that can help us recognize and preserve character defining features of the landscape significant to neighborhood character.

In general, the identification and analysis of landscape characteristics and features include the landscape's:

- Spatial organization and land patterns,
- Views and vistas,
- Topography,
- Natural systems and features,
- Vegetation,
- Circulation,
- Land use,
- Buildings and structures,
- Small-scale features, and
- Other special considerations.



Joplin's neighborhood streets with their large deciduous canopy trees are significant community landscapes and have great charm.

In Joplin, landscape character begins with the geology, topography, and patterns of streams and tributaries. As outlined in Chapter 2, geology predicated the city's founding, and access to locations of lead mineral deposits drove land use patterns.

Streams and tributaries give structure to the landscape, both the city as a whole as well as individual neighborhoods. Some tributaries have been channelized and some have been piped, but many can be seen in the layouts of blocks, streets, and lots. Topography influenced the pattern of early regional roads and the location of railroad lines, which sweep through the city along stream corridors and in broad arcs.

At the neighborhood level, blocks, streets, and lot configurations give structure to spatial organization and land use patterns. Views and vistas are often down streetscapes. Canopy trees provide spatial definition to the street and to adjacent homes and yards. Curbs, sidewalks, and low walls are familiar character defining features of the streetscape. Steel inlets and grates are historic artifacts installed in the early twentieth century. Brick walks and road remnants remain in some places.

Individual homes have yards with patterns of use—front yards for public sharing, rear yards for private activities, alleys for rear access—that together create consistency and rhythm. Streetscape features, especially large street trees, contribute greatly to creating pleasing neighborhood character.

Individual features in the landscape should never be viewed in isolation, but in relationship to the landscape as a whole. Each situation may vary, and some features may often be more important than others. Overall, it is the arrangement and the interrelationship of these character defining features that is most critical to consider. Landscape features should always be assessed as they relate to a neighborhood or a property as a whole.

Joplin's historic landscape is an important asset for community revitalization. The city's Comprehensive Plan recognizes the importance of landscape attributes and focuses upon their development and enhancement over time, emphasizing mixed uses, connectivity, and development standards.



Stone curbs, stone walls, brick and stone sidewalks, cast iron inlets, and steel fire hydrants are contributing features to the character of the streetscape.

3.4 LOCAL, STATE AND NATIONAL HISTORIC PRESERVATION PROGRAMS

Joplin's Historic Preservation Program is discussed in Chapter 4 of this plan, including guidance and recommendations for its ongoing implementation. Joplin's program is the most important part of an integrated local, state, and national structure for historic preservation. The preservation and adaptive reuse of historic buildings and landscapes is conducted primarily at the local level through the actions of private individuals, businesses, and community organizations, including local governmental entities. State and national preservation programs provide support and incentives for local actions.

Over the decades, the Federal government has established historic preservation programs in recognition of its responsibility to protect historic, cultural, and natural resources on federally owned lands and on other lands where federally sponsored activities are undertaken. Together, these programs have evolved into a comprehensive National Historic Preservation Program. Through example and through a network of nationwide partnerships, the Federal government provides leadership, encouragement, and support in the stewardship of historic resources associated with our nation's heritage.

The cornerstone of the national program is the *National Historic Preservation Act of 1966*. The National Historic Preservation Act establishes as Federal policy that the government will provide leadership in the preservation of historic resources and will administer a national preservation program in partnership with states, Indian tribes, and local governments. In addition, the act establishes that Federal policy should contribute to the preservation of non-federally owned historic resources and provide encouragement to organizations and individuals undertaking preservation by private means (ACHP 2008).

Missouri State Historic Preservation Program

The National Historic Preservation Act establishes a partnership through which State Historic Preservation Officers (SHPOs) in each state administer the National Historic Preservation Program at the state and local levels. In Missouri, the Director of the Missouri State Historic Preservation Office, a division within the Department of Natural Resources, is the Missouri SHPO. Federal funding is provided to support the work of the Missouri State Historic Preservation Office through the Historic Preservation Fund, a yearly allocation authorized by Congress in the federal budget and administered through the National Park Service.

Among the duties of the State Historic Preservation Office are to:

- Survey and maintain an inventory of historic resources;
- Manage the National Register process at the state and local levels;
- Prepare and implement a statewide historic preservation plan;
- Assist local governments in developing local historic preservation plans and in becoming Certified Local Governments;

- Administer Federal grant and other assistance programs for historic preservation;
- Review rehabilitation tax credit projects being administered by the Department of Economic Development for compliance with the Secretary of the Interior's Standards for Rehabilitation;
- Consult with Federal agencies in the Section 106 (environmental compliance) program;
- Provide public information, education, and training, and technical assistance in historic preservation; and
- Cooperate with all levels of government and the private sector to ensure that historic properties are taken into consideration at all levels of planning and development.

State Historic Preservation Offices are the backbone of the National Historic Preservation Program. They connect the national program to the local level and assure that it is customized to state and local circumstances and interests in accordance with established national standards.



Joplin's Union Depot is listed on the National Register of Historic Places.

Certified Local Government Program

The National Historic Preservation Act establishes a program through which local governments can become certified to participate in the National Historic Preservation Program. The Certified Local Government Program is a preservation partnership between local, state and national governments focused on promoting historic preservation at the grassroots level. In Missouri, the program is jointly administered by the National Park Service and the Missouri State Historic Preservation Office. Interested local communities work through a certification process to become recognized as a Certified Local Government (CLG).

Through CLG recognition a community demonstrates the commitment and capability to implement historic preservation planning at a professional level. As a CLG, a local government has access to Federal grants specifically designated to support local preservation planning as well as to technical assistance provided by the Missouri State Historic Preservation Office and National Park Service. Local governments have the opportunity to network with other CLGs through the National Alliance of Preservation Commissions and other programs such as the Main Street programs.

The City of Joplin has been a recognized CLG since 1986, and many of the city's historic preservation planning efforts (including this preservation plan) have been funded through CLG grants. Joplin's Historic Preservation Ordinance, an appendix to the municipal zoning ordinance, outlines the city's historic preservation and CLG program.

Projects have included historic resource surveys, National Register nominations, and other studies of Joplin's historic resources. As outlined further below, the designation of National Register Historic Districts in Joplin has enabled local business and property owners to receive tax credits as an incentive in support of rehabilitation and revitalization projects.

National Register of Historic Places

The National Historic Preservation Act authorizes the Secretary of the Interior to maintain the National Register of Historic Places composed of districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, engineering, and culture. The National Register is the nation's official list of historic resources that have been determined worthy of preservation. Resources may be significant at the local, state, or national level.

The National Register is administered by the National Park Service and supports the efforts of public agencies, private organizations, and individuals to identify, evaluate, and protect significant historic and archeological resources. The National Register lists over 90,000 properties representing 1.4 million individual resources (NPS 2016, National Register of Historic Places).

The National Register is the core designation program within the National Historic Preservation Program. ***Listing on the National Register is purely an honorary recognition.*** It recognizes the importance of a historic resource without placing any obligations or restrictions on the resource owner. Listing does not give the federal, state, or local government any ownership rights or regulatory controls with respect to a property.

Listed properties are recognized as having met professionally developed criteria for historical significance at the national, state, or local level. In addition, listing in the National Register:

- makes the resource eligible for rehabilitation tax credits;
- provides the resource with protection from federal actions under the Section 106 review process; and
- qualifies a resource for federal historic preservation grant programs.

In Missouri, National Register evaluations are undertaken by the National Park Service in partnership with Missouri State Historic Preservation Office, which guides the nomination process at the state and local levels.

Although a national program, the National Register is important on a local level because it identifies and evaluates resources according to uniform, professionally recognized standards. These criteria are specifically designed to help state and local governments, organizations, and individuals identify important historic and archeological resources worthy of preservation and consideration when making local planning and land development decisions.

Joplin has listings for fourteen individual buildings on the National Register of Historic Places along with five historic districts. Several of the individual listings and all five historic districts have contributed to the revitalization of Downtown Joplin by enabling the use of federal and state tax credits, discussed below, for the rehabilitation of historic buildings.

A Multiple Property Documentation Form study completed in 2008 and funded through a CLG grant has laid the groundwork for additional future National Register nominations by establishing the background and documentation for the designation of a wide range of historic buildings within the city. The Multiple Property Documentation Form is discussed in Chapter 2 of this plan.

Rehabilitation Tax Credits

Federal and Missouri state rehabilitation tax credits are available to assist property owners with the rehabilitation of historic buildings. Federal rehabilitation tax credits have been widely used for rehabilitation projects since 1976 and have been a primary factor in the revitalization of downtown areas nationwide. Many important rehabilitation projects would not have been financially viable without them. Missouri state rehabilitation tax credits have been available since 1998 and have been used throughout the state for commercial and residential projects.

In general, federal tax credits have been used for projects of larger size, and the review and approval process can be rigorous. State tax credits have been used for smaller projects as well, and the review process can be simpler. Both forms of tax credits have been important for the revitalization of historic buildings in Downtown Joplin.

Federal Rehabilitation Tax Credits

The Federal Historic Preservation Tax Incentives program, also known as rehabilitation tax credits, was established in 1976 to foster private sector investment in historic preservation projects and promote community revitalization. It is one of the nation's most successful and cost effective community revitalization programs. Federal rehabilitation tax credits have leveraged over $78 billion in private investment to preserve over 41,250 historic properties nationwide since its inception (NPS 2016, Federal Historic Preservation Tax Incentives Program).

Federal rehabilitation tax credits are targeted for income-producing properties and require that properties be rehabilitated in accordance with the *Secretary of*

the Interior's Standards, discussed below in this chapter. Eligible properties are those that are determined to be certified historic structures and include properties that are (a) National Historic Landmarks, (b) listed in the National Register of Historic Places, (c) contribute to a National Register Historic District, or (d) have been determined eligible for the National Register. In Downtown Joplin, all properties within the five National Historic Districts that have been designated that are listed as contributing to the historic districts are certified and eligible to use the federal tax credit program.



The Inter-State Grocer Company Building on South Main Street was rehabilitated into offices and commercial space using rehabilitation tax credits.

Federal rehabilitation tax credits are available to the owners of historic properties and may be taken as a federal income tax credit equal to 20 percent of the property owner's investment in their historic building's rehabilitation. The tax credit effectively lowers the amount of tax owed—in general, a dollar of tax credit reduces the amount of income tax owed by one dollar.

The tax credit is only available to properties that will be used for a business or other income-producing purpose. After rehabilitation, the building must remain income-producing for at least five years.

The application process for the federal rehabilitation tax credit is managed by staff of the Missouri State Historic Preservation Office in partnership with the National Park Service. Final decisions on meeting requirements of the Secretary of the Interior's Standards for a proposed project are made by the National Park Service.

Missouri State Rehabilitation Tax Credits

The Missouri state rehabilitation tax credit program was established in 1998 and is available for both residential and commercial buildings. As for federal tax credits, qualified buildings are those listed on the National Register of Historic Places or identified as contributing buildings within National Register Historic Districts.

The program provides state tax credits equal to 25% of eligible costs and expenses in the rehabilitation of qualified historic structures. The tax credits are available to owners of the historic properties but may be sold or transferred to others. The tax credits may be taken against state income tax, bank tax, insurance premium tax, or other financial institution tax. They may be carried back three years or forward ten years.

The application process for the state rehabilitation tax credit is managed by the Missouri Department of Economic Development in partnership with the Missouri State Historic Preservation Office. When a project is completed and expenses have been paid, a final application is submitted along with expense documentation and required application materials. After the final materials are received by Department of Economic Development, the State Historic Preservation Office performs a final review of the technical project work and Department of Economic Development performs an audit of the expenses. After approval of the project work and expenses and issuance fee payment, a tax credit certificate for 25% of qualified rehabilitation expenditures is issued and mailed to the applicant.

The state rehabilitation tax credit has been an important component in the financing of rehabilitation projects in Downtown Joplin. With the recent designation of the Murphysburg National Register Historic District in Joplin, the tax credit is now also available to residential homeowners there.



Federal and state rehabilitation tax credits help make commercial projects economically viable and support Main Street's revitalization.

3.5 PRESERVATION PRINCIPLES AND TREATMENTS

The strategies, recommendations, and actions included in Joplin's Historic Preservation Plan should be informed and guided by the principles of historic preservation that have been developed and honed by practitioners in the field over the years. Preservation is a practical discipline that can accommodate growth and change while continuing to preserve the characteristics that make a place special. The principles that have been developed in the field of historic preservation in general recognize the importance of preserving authentic historic fabric to the maximum extent possible.

Building uses come and go, but once lost, original historic fabric can never be recovered. The maintenance and preservation of original historic fabric, features, materials, and design elements, therefore, is central to a sound preservation approach. A key objective of Joplin's Historic Preservation Plan is to encourage and promote the preservation and maintenance of historic building and landscape fabric in as many ways as possible—whether in individual private projects or in larger city initiatives.

The principles of historic preservation are embodied in the topic of *Preservation Treatments* and in *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, both of which are discussed below.

The principles and thinking they convey should guide the actions undertaken as a result of this preservation plan. The extent to which the plan's strategies and actions succeed in implementing these principles in real projects within the community and help to make them widely known and appreciated should be a measure by which the strategies and actions are evaluated.

Preservation Treatments

The historic preservation field uses a variety of terms to describe the treatments that may be applied to historic building and landscapes. Although sometimes these terms are used loosely in discussion, they have specific meanings that are important to distinguish. The four key preservation treatments include: Preservation, Rehabilitation, Restoration, and Reconstruction.

Preservation is defined as the process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize features, generally focuses on the ongoing maintenance and repair of historic materials and features. Removals, extensive replacement, alterations, and new additions are not appropriate.

Preservation stresses protection, repair, and maintenance, and is a baseline approach for all historic resources. As the exclusive treatment for a historic property, preservation implies minimal or no change. It is therefore strictly applied only to buildings and resources of extraordinary significance that should not be altered.

Rehabilitation is defined as the process of creating a compatible use in a historic property through carefully planned minimal alterations and compatible additions. Often referred to as adaptive reuse, rehabilitation protects and

preserves the historic features, materials, elements, and spatial relationships that convey historical, cultural, and architectural values.

Rehabilitation acknowledges the need to alter or add to a property to meet continuing or new uses while retaining historic character. New, expanded, or upgraded facilities should be designed to avoid impacts to historic elements. They should also be constructed of compatible materials. Retention of original historic fabric should be a primary consideration in undertaking a program of rehabilitation and adaptive reuse.

Rehabilitation is perhaps the most important and widely used treatment in the field of historic preservation, particularly in communities that are revitalizing and adapting to new uses. *Rehabilitation is the appropriate treatment for most historic residential and commercial buildings throughout Joplin.*



Rehabilitation supports upgrading historic buildings, structures, and landscapes so they accommodate contemporary programs and needs while retaining historic character.

Restoration refers to returning a resource to its appearance at a specific previous period of its history. Restoration is the process of accurately depicting the form, features, and character of a property as it appeared at a particular time by means of removal of features from other periods in its history and the reconstruction of missing features from the restoration period.

In restoring a property to its appearance in a previous era, historic plans, documents, and photographs should be used to guide the work. Limited and sensitive upgrading of mechanical, electrical, and plumbing systems, as well as code-related work to make a property functional, are all appropriate within a restoration project.

Reconstruction is defined as the process of accurately depicting the form, features, and character of a non-surviving historic property using new construction for the purpose of replicating its appearance at a specific period of time and in its original location. A reconstruction is a new resource made to replace an historic resource that has been lost. Reconstruction is a rarely used preservation treatment applicable primarily in educational and interpretive contexts.

Of these four terms, *Preservation* requires retention of the greatest amount of historic fabric, features, and materials. *Rehabilitation* acknowledges the need to alter or add to a property to meet continuing or new uses while retaining historic character. *Restoration* allows for an accurate depiction of the property's appearance at a particular time in its history. *Reconstruction* establishes a framework for re-creating vanished historic elements with new materials. Preservation and Rehabilitation are the most appropriate and applicable treatments for most historic buildings and landscapes in Joplin.

Secretary of the Interior's Standards

The philosophy that guides the implementation of recommendations included in this Historic Preservation Plan is based on a set of guidelines entitled *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, commonly called the "Secretary of the Interior's Standards" or simply the "Standards."

The *Secretary of the Interior's Standards* were created by historic preservation professionals to provide guidance in the appropriate treatment of historic resources. The *Standards* were first established by the federal government in 1966 to provide guidelines for the appropriate treatment of buildings and resources impacted by federal projects. Because of their usefulness, they have been adopted throughout the field of historic preservation.

All federally funded and permitted activities affecting historic resources are evaluated with respect to these standards, including the use of rehabilitation tax credits. The *Standards* were developed specifically to prevent unintended damage to or loss of historic resources by federal actions, such as those that occurred as the result of the wholesale demolition of historic neighborhoods though urban renewal, discussed above in this chapter.

An individual set of standards was developed for each of the four preservation treatments noted above. Just as the treatment of Rehabilitation is appropriate for most projects, the ***Standards for Rehabilitation*** are applicable to most projects being undertaken for historic buildings and landscapes in Joplin.

In the language of community planners, *The Secretary of the Interior's Standards* are a list of "best practices" for historic preservation. They are a touchstone for all activities affecting historic buildings and landscapes and help ensure that important issues about the care of historic buildings and landscapes are not forgotten in the process of making decisions about other issues. When the *Standards* are used in the context of a new construction project involving an historic building, they provide a starting point for the discussion of proposed

changes to the building's historic character and fabric. They were developed to ensure that policies toward historic resources were applied uniformly, even if the end result may be different in every case.

All preservation activities, whether they are publicly or privately funded, can be informed and enhanced by understanding the *Secretary of the Interior's Standards*. Because the *Standards* outline a sensitive approach for assessing changes to historic properties, they are often included in design guidelines, preservation plans, ordinances, and regulations that govern activities affecting local historic districts. These *Standards* articulate basic principles that are fundamental to historic preservation. Although they have been modified over the years to accommodate changing views of historical significance and treatment options, their basic message has remained the same.

The durability of the *Standards* is testimony not only to their soundness, but also to the flexibility of their language. They provide a philosophy and approach to problem solving for those involved in managing the treatment of historic buildings, rather than a set of solutions to specific design issues. Following a balanced, reasonable, and disciplined process is often more important than the exact nature of the treatment option that is chosen. Instead of predetermining an outcome in favor of retaining or recreating historic features, the *Standards* help ensure that the critical issues are considered.

For federal projects and federal agencies, the language of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* is codified in 36 CFR Part 68 (the Code of Federal Regulations, Title 36, *Parks, Forests and Public Property*, Chapter 1 *National Park Service, Department of the Interior*, Part 68). A related federal regulation, 36 CFR Part 67, addresses the use of the *Standards* in the certification of projects receiving federal rehabilitation tax credits.

The *Standards* are published by the U.S. Department of the Interior, National Park Service, and are available online, including definitions for the four preservation treatments discussed above (NPS 2016).

The Secretary of the Interior's Standards for Rehabilitation are particularly useful when considering the appropriate maintenance of historic buildings; the alteration of older buildings as necessary for reuse, safety, and accessibility; and the construction of new buildings in an historic context. The ten standards that comprise the *Standards for Rehabilitation* are quoted below followed by a brief discussion of the implications of each. Additional discussion of the *Standards for Rehabilitation* may also be found online.

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

Standard 1 recommends compatible use in the context of adaptive reuse and changes to historic buildings and landscapes. This standard encourages property owners to find uses that retain and enhance historic character, not detract from it. The work involved in reuse projects should be carefully planned to minimize impacts on historic features, materials, and spaces. The destruction of character-defining features should be avoided.



Every preservation project should begin with the identification of a building's character-defining features, which should be preserved and appropriately treated.

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

Standard 2 recommends the retention and preservation of character-defining features. It emphasizes the importance of preserving integrity and as much existing historic fabric as possible. Alterations that repair or modify existing historic fabric are preferable to those that require total removal.

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

Standard 3 focuses on authenticity and discourages the conjectural restoration of an entire property, feature, or design. It also discourages combining and/or grafting historic features and elements from different properties, and constructing new buildings that appear to be historic. Literal restoration to an historic appearance should only be undertaken when detailed documentation is available and when the significance of the resource warrants restoration. Reconstruction of lost features should not be attempted without adequate documentation.

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

Standard 4 recognizes that buildings change, and that many of these changes contribute to a building's historical significance. Understanding a building's history and development is just as important as understanding its original design, appearance, and function. This point should be kept in mind when considering treatments for buildings that have undergone many changes.

Most historic buildings contain a visual record of their own evolution. This evolution can be identified, and changes that are significant to the history of the building should be retained. The opportunity to compare multiple periods of time in the same building lends interest to the structure and helps communicate changes that have occurred within the larger landscape and community context.

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

Standard 5 recommends preserving the distinctive historic components of a building or landscape that represent its historic character. Workmanship, materials, methods of construction, floor plans, and both ornate and typical details should be identified prior to undertaking work.



Repair of authentic historic building fabric is almost always preferred over replacement. Though in poor condition, the elements of this significant historic window can be repaired.

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

Standard 6 encourages property owners to repair historic character-defining features instead of replacing them when historic features are deteriorated or even missing. In cases where deterioration makes replacement necessary, new features should closely match historic conditions in all respects. Before any features are altered or removed, property owners are urged to document existing conditions with photography and notes. These records assist future choices that are appropriate to the property's historic character.

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

Standard 7 warns against using chemical and physical treatments that can permanently damage historic features. Many commercially available treatments are irreversibly damaging. Sandblasting and harsh chemical cleaning, in particular, are extremely harmful to wood and masonry surfaces because they destroy the material's basic physical properties and speed deterioration.

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

Standard 8 addresses the importance of below-ground prehistoric and historic features. This issue is of most importance when a construction project involves excavation. An assessment of a site's archeological potential prior to work is recommended. If archeological resources are present, some type of mitigation should be considered. Solutions should be developed that minimize the need for excavation of previously unexcavated sites.

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

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

Standards 9 and 10 are linked by issues of the compatibility and reversibility of additions, alterations, and new construction. Both standards are intended to 1) minimize the damage to historic fabric caused by building additions, and 2) ensure that new work will be different from, but compatible with, existing historic conditions. Following these standards will help to protect a building's historic integrity.

In conclusion, the basis for the *Standards* is the premise that historic resources are more than objects of aesthetic merit; they are repositories of historical information. It is important to reiterate that the *Standards* provide a framework for evaluating preservation activities and emphasize preservation of historic fabric, honesty of historical expression, and reversibility. All decisions should be made on a case-by- case basis. The level of craftsmanship, detailing, and quality of materials should be appropriate to the significance of the resource.



The Secretary of the Interior's Standards are best practices applicable to the treatment of any historic building.



CHAPTER 4 – JOPLIN'S HISTORIC PRESERVATION PROGRAM

Joplin has an active historic preservation program that has recognized the significance of the city's historic buildings and neighborhoods and supported downtown revitalization. Through a series of grants made available by participation in Missouri's Certified Local Government program, Joplin has documented historic resources and created National Register Historic Districts that have enabled the use of federal and state rehabilitation tax credits by building owners.

Chapter 4 of the preservation plan outlines recommendations for strengthening Joplin's historic preservation program through the role of the Historic Preservation Commission. The plan seeks to broaden the city's preservation program by coordinating it with community development activities and applying it in new ways.

The role of the Historic Preservation Commission is to monitor and help facilitate the city's historic preservation program's use to the benefit of residents and property owners. The Historic Preservation Commission promotes recognition of the large number of historic resources within the city and how they contribute to Joplin's quality of life.

Chapter 4 focuses on monitoring and coordinating all nine of the preservation plan's goals presented in *Chapter 3, Preservation Approach,* by applying traditional historic preservation programs, tools, and methodologies to their implementation where possible and appropriate. The chapter's

recommendations are based on six broad strategies, each of which is included in the recommendations that follow:

- Strengthen Joplin's existing historic preservation program by continuing to creatively and effectively implement provisions of the Historic Preservation Ordinance;
- Continue to inventory and document Joplin's historic resources in coordination with neighborhood revitalization strategies;
- Monitor the condition of historic resources city-wide and how they are impacted by public and private activities;
- Provide information and guidance on historic resources and community character to city leaders, boards, commissions, stakeholders, and staff;
- Focus on ways to improve the treatment of historic properties by property owners city-wide; and
- Promote public interest in and appreciation of Joplin's history and historic resources through partnership programs with stakeholders.

4.1 JOPLIN'S HISTORIC PRESERVATION COMMISSION

The City of Joplin initiated a city-wide historic preservation program in 1986 when it adopted a historic preservation ordinance and became a designated Certified Local Government (CLG). As outlined in Chapter 3, the CLG program is a federal program managed in Missouri by the Department of Natural Resources' State Historic Preservation Office in cooperation with the National Park Service. Established by Congress in 1980, the program is a preservation partnership between local, state and national governments focused on promoting historic preservation at the grassroots level.

The requirements for participation in the CLG program include enacting a historic preservation ordinance, appointing a preservation commission, conducting an ongoing survey and inventory of historic properties, and conducting public outreach and education. Benefits include access to federal grants specifically designated to support local preservation planning and access to technical assistance provided by the Missouri State Historic Preservation Office and National Park Service.

Implementing a historic preservation program at the local level is the best means of encouraging the preservation and appropriate treatment of historic resources within a community. Designation as a CLG recognizes that a community has demonstrated the commitment and capability to implement historic preservation planning at a professional level.

Through the local program, the community and its residents determine what is important and the nature and extent of the protection to be given to specific historic resources. Most important is the local program's ability to engage businesses and residents to broaden recognition of the importance of historic resources to community character and to encourage and support historic preservation through private sector initiatives.

The purpose of Joplin's Historic Preservation Ordinance is to promote the educational, cultural, economic, and general welfare of the community by:

- Providing a mechanism to **identify and preserve** the historic and architectural characteristics of Joplin representing elements of its history;
- Fostering **civic pride** in the beauty and accomplishments of the past as represented in Joplin's landmarks and historic districts;
- Conserving and improving the **value of property** designated as landmarks or within historic districts;
- 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; and
- Fostering and **encouraging preservation**, restoration, and rehabilitation of structures, areas, and neighborhoods and thereby preventing future urban blight.

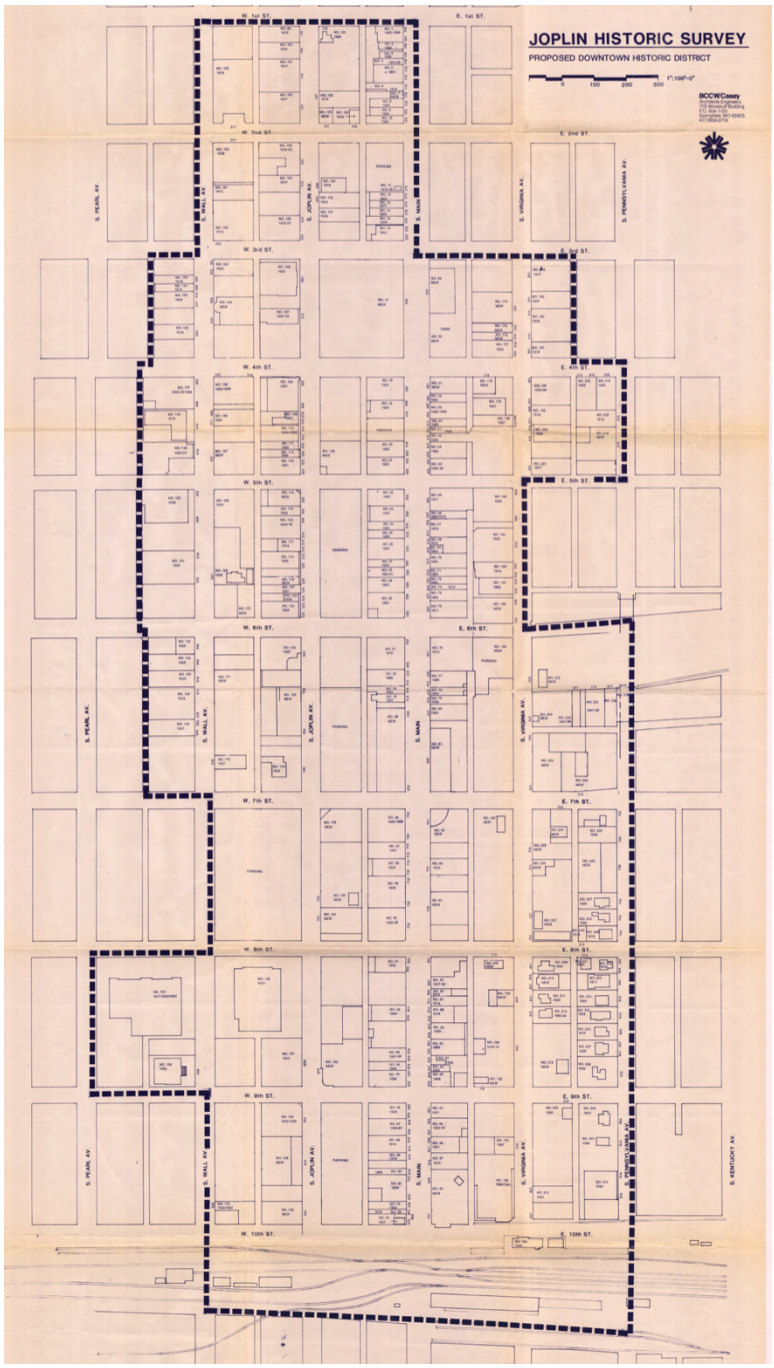
As evidenced in the 2008 Multiple Resource Documentation Form prepared for Joplin as well as in the city's 1990 Preservation Plan, the presence of historic building and landscape resources is extensive throughout the community. Practically every neighborhood over fifty years of age in Joplin is of significance to the city's historical development and could be recognized as a National Register or local historic district. Programs and concepts outlined in the Historic Preservation Ordinance could be applied to most residential and commercial neighborhoods, and most buildings and landscape features within neighborhoods would be considered contributing to its historic character.

The Historic Preservation Ordinance can therefore be considered applicable throughout Joplin and can provide a basis for city-wide community revitalization. Historic preservation revitalization strategies have already been applied to Downtown Joplin and are currently being applied to the historic Murphysburg neighborhood. Historic preservation strategies can be extended to other older neighborhoods as well, and the Historic Preservation Commission can play an important role in their revitalization.

Survey and Documentation

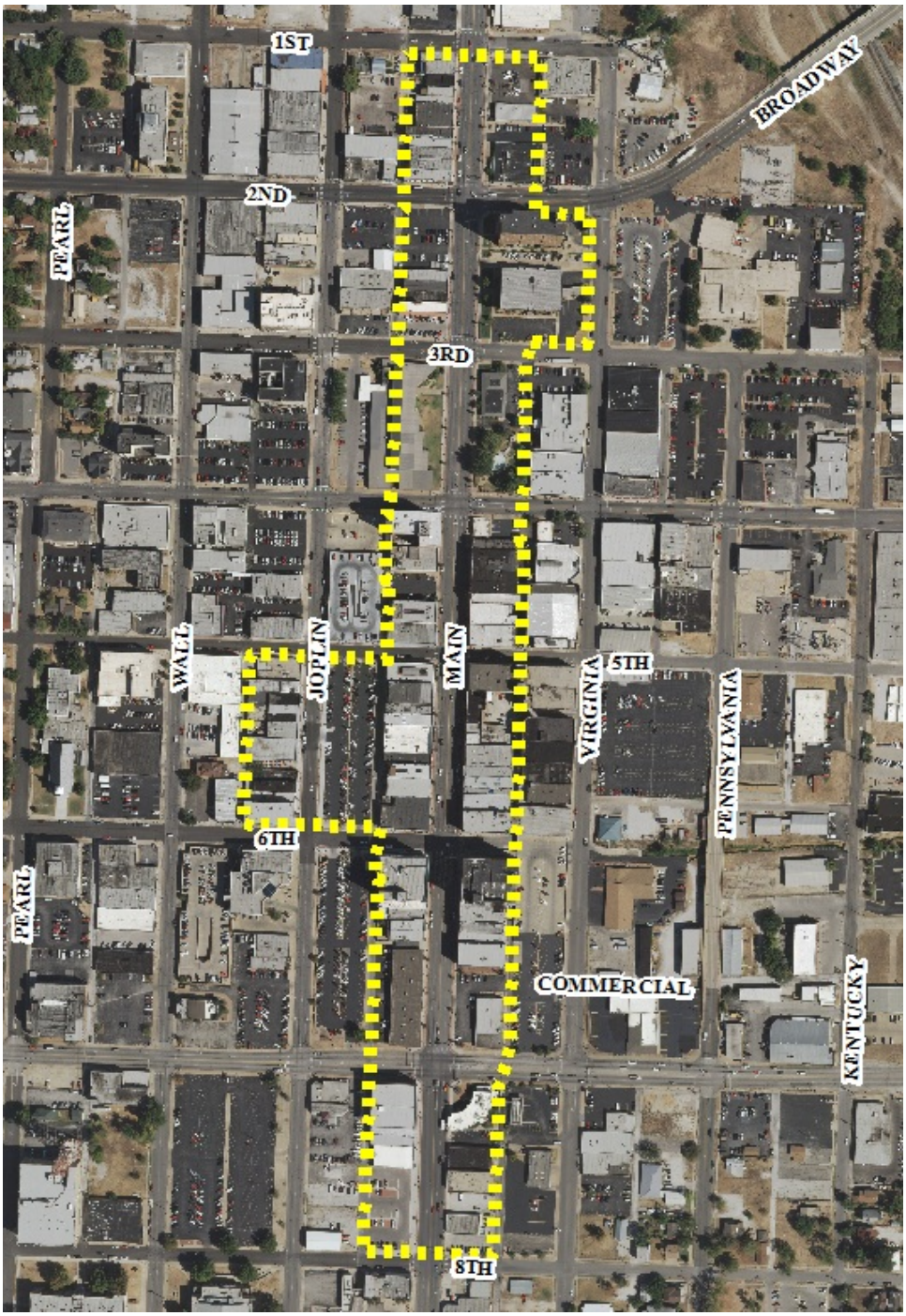
Since adoption of the Historic Preservation Ordinance in 1986, the City of Joplin has taken advantage of CLG grants to document and revitalize historic resources. In 1988, a comprehensive historic resource survey was undertaken of the city's downtown core, from Pennsylvania Avenue on the east to Wall Street on the west (four blocks wide) and from 1st Street on the north to 10th Street on the south (nine blocks long). The original intent was to create a National Register Historic District for the entire area. However, due to funding constraints, five separate smaller National Register Historic Districts were created between 2006 and 2011

for portions of the larger area to support downtown revitalization by qualifying for the use of rehabilitation tax credits by property owners.



Area of Downtown Joplin surveyed in 1988 (BCCW/Casey 1988).

In 2006, the core of the larger area along Main Street was designated as a Local Historic District, known as the Sunshine Lamp District. Proposed construction projects within the district undergo review by the Historic Preservation Commission in accordance with established design guidelines to preserve and enhance the historic character of Joplin's Main Street corridor.



Downtown Joplin's Sunshine Lamp District, a Local Historic District established as a zoning overlay through the city's Historic Preservation Ordinance (City of Joplin).

In 2008, a Multiple Property Documentation Form was prepared for the City of Joplin that is important in providing the historic context for recognition of the significance of Joplin's many historic buildings and neighborhoods. Almost any historic building in the city can find its place and identify its significance within the framework of the Multiple Property Documentation Form.

In 2012, a comprehensive historic preservation survey was undertaken for the Murphysburg residential neighborhood west of downtown. In 2015, a portion of the surveyed area was designated as a National Register Historic District. The area has also been designated as a Local Historic District. The City has also designated eleven significant individual buildings as local Landmarks.



Murphysburg National Register Historic District (Taylor & Taylor 2012).

The Difference between National Register and Local Historic Districts

National Register Historic Districts are different from Local Historic Districts. National Register Historic Districts are reviewed and designated upon request by the Missouri State Historic Preservation Office and National Park Service in accordance with a nationwide process as discussed in Chapter 3. Local Historic Districts are established by Joplin City Council through a process outlined in Joplin's Historic Preservation Ordinance.

Listing on the National Register is purely an honorary recognition and does not place any obligations or restrictions on the property owner. Designation as a National Register Historic District does not give the federal, state, or local government any ownership or regulatory controls with respect to a property.

However, designation as a National Register Historic District provides the benefit of enabling property owners to use federal and state rehabilitation tax credits for construction projects rehabilitating their historic buildings as outlined in Chapter 3. Rehabilitation tax credits can be an important financial incentive in facilitating community revitalization, as has been the case in Downtown Joplin.

In contrast, Local Historic Districts are created to promote historic preservation by allowing design review of proposed construction projects in accordance with established design guidelines. The design review process encourages the use of appropriate best practices for historic preservation to preserve and enhance the character of the district.



The designation of National Register and Local Historic Districts has been instrumental in the revitalization of Downtown Joplin.

Historic Preservation Commission Responsibilities

Joplin's Historic Preservation Commission has the responsibility to identify historic resources significant to the city's history and character and to encourage their preservation and appropriate treatment. The Commission accomplishes this by overseeing the implementation of the city's local historic preservation program outlined in this plan.

Joplin's Historic Preservation Ordinance created the Historic Preservation Commission and gives it the powers and duties necessary to create and implement the city's local historic preservation program, including:

- Conduct ongoing **surveys** to identify historically and architecturally significant properties, structures, and areas;
- Recommend the **designation of** properties or structures as **Landmarks**;
- Recommend the **designation of Local Historic Districts**;
- Make recommendations for the **marking** of streets and routes from one Landmark or Local Historic District to another;
- **Advise property owners** on the preservation, rehabilitation, and reuse of Landmarks and properties within Local Historic Districts;
- Nominate Landmarks and districts to the **National Register** of Historic Places;
- Inform and **educate** the citizens of Joplin on the history and architectural heritage of the city;
- Review and **approve applications** for work to be undertaken on Landmarks and properties within Local Historic Districts;
- Develop **design guidelines** for work to be undertaken on Landmarks or properties within Local Historic Districts;
- **Review zoning amendments of applications** for special use permits or zoning variances for Landmarks or properties within Local Historic Districts;
- Administer **property or easements** on behalf of the city;
- Testify before **boards and commissions** on matters affecting historically and architecturally significant properties;
- Confer **recognition** upon the owners of Landmarks or properties within Local Historic Districts;
- Develop a **preservation component** in the general plan of the city;
- Review the city's **zoning ordinance** and recommend amendments; and
- Undertake **any other action** or activity necessary or appropriate to the implementation of its powers and duties or to implement of the purpose of the ordinance.

The Historic Preservation Commission should participate actively in city government and be integral to city activities, policies, and programs. As an advisory body, the Historic Preservation Commission should make sure that other municipal entities have the information and guidance they need to make informed decisions about actions that may have an impact upon historic areas, buildings, structures, and sites.



The Historic Preservation Commission should be active in city planning initiatives. The city's abandoned historic railroad lines, for instance, have the potential to become a network of community trails through open space and trail planning.

The Historic Preservation Commission should work closely with City Council, the Planning and Zoning Commission, and any other board or department that is likely to have an impact on the physical character of the community. It should make recommendations to these bodies on issues related to historic preservation and advocate for the appropriate treatment of historic resources.

Based upon powers and duties listed above and the six strategies outlined at the beginning of this chapter, recommendations for Historic Preservation Commission activities are organized in this chapter under four topical headings:

- Inventory and Documentation;
- Monitoring Historic Resources;
- Designation of Historic Resources;
- Design Review;
- Information and Guidance to Boards and Commissions; and
- Public Outreach.

Recommendations for the operation of the Historic Preservation Commission in recognizing and addressing its roles and responsibilities are outlined here.

RECOMMENDATION 4.1.A: Clearly delineate the responsibilities of Historic Preservation Commission members.

- Prepare a **summary of the responsibilities** of members of the Historic Preservation Commission and expectations for their leadership and involvement in serving.

- Conduct **regular monthly meetings** of the Historic Preservation Commission to review ongoing issues and to determine courses of action when needed. Prepare an agenda that lists issues of concern organized by the city entity through which the issue is being addressed.

- Maintain a spreadsheet with a **running list of projects** and issues under consideration by city boards and commissions affecting historic resources. Include subdivision and land development projects under review by the Planning and Zoning Commission. Note the status of each project and dates by which action is required.

- Organize **assignments for members** for ongoing work of the Commission. Assign members to be liaisons to other city boards and commissions. Assign members to follow developments related to particular projects of interest or concern.

- Create **subcommittees** for special issues and ongoing projects that require sustained work over a period of time. Consider establishing subcommittees for inventory and documentation, monitoring of historic resource conditions, and public outreach.

- Expect Historic Preservation Commission members to **become informed** about the history of Joplin and the city's historic resources. Expect members to **become educated** about historic preservation best practices and to attend periodic training sessions. Expect members to **participate i**n the monitoring of historic resource issues and conditions, to **be engaged** in city affairs, and to **be effective ambassadors and advocates** for preservation and the appropriate treatment of the city's historic resources.

RECOMMENDATION 4.1.B: Organize the Historic Preservation Commission to engage city boards and commissions and be informed of city affairs.

- Maintain a list of **city boards and commissions**, their meeting times, current membership, and contact information. Confirm Historic Preservation Commission assignments as liaisons (discussed above). **Attend meetings** and **cultivate relationships** with the members of other boards and commissions.

- Retain a **professional consultant** experienced in historic preservation to be on call to advise the Historic Preservation Commission on issues as they arise as well as with respect to special projects.

- Have the Planning staff obtain the **agendas and minutes** of other boards and commissions, maintain them in files, and provide them to Historic Preservation Commission members on an ongoing basis.



Grants and technical assistance obtained through the Missouri State Historic Preservation Office have been used to survey historic buildings in Downtown Joplin.

RECOMMENDATION 4.1.C: Maintain an ongoing relationship with the Missouri State Historic Preservation Office as a Certified Local Government. Take advantage of State Historic Preservation Office programs and support implementation of the State Historic Preservation Plan.

- Continue to meet requirements of the **Missouri Certified Local Government Program**. Consult with State Historic Preservation Office staff responsible for the CLG program at least twice a year to review conditions and programs in Joplin. Take advantage of the technical assistance, advice, and support they provide.

- Review the Missouri Comprehensive State Historic Preservation Plan, ***Preservation Horizons: 2011-2017***. Be cognizant of state programs and issues. Identify areas in which Joplin can participate and help meet statewide goals. Participate actively in the updating of the State Historic Preservation Plan for 2018-2023.

- Consult with State Historic Preservation Office staff on **survey and mapping** of historic resources in Joplin. Review and obtain recommendations and support for new surveys to be undertaken.

- Participate as an interested party in **Section 106** and other state and federal environmental review processes in Joplin managed by the State Historic Preservation Office.

- Continue to apply for **Historic Preservation Grants** to support survey, documentation, planning, and other historic preservation projects in Joplin.

RECOMMENDATION 4.1.D: Undertake special projects to be completed over the long term as recommended in this preservation plan or as otherwise determined.

- Create a yearly **work plan** for projects to be undertaken or overseen by the Historic Preservation Commission. Prioritize projects with the assistance of Planning staff taking need, time limitations, and budget into consideration. Monitor progress on projects over the course of the year.

RECOMMENDATION 4.1.E: Prepare an annual report for City Council and the Planning and Zoning Commission reviewing the condition of historic resources in Joplin.

- Monitor the **progress of implementation** of this Historic Preservation Plan on an ongoing basis. Consult with other city boards, commissions, and staff involved in different aspects of its implementation. Work with local stakeholders and neighborhood groups in implementing aspects of the plan that relate to their interests and activities. Report on progress in the annual report to City Council.

4.2 INVENTORY AND DOCUMENTATION

The City of Joplin has undertaken historic preservation surveys of two large areas within the city, Downtown Joplin in 1988 and and the Murphysburg neighborhood in 2012. There is need to continue the surveying of historic neighborhoods as an ongoing, long-term initiative. Use the 2008 Joplin Multiple Property Documentation Form as a base for documentation and assessment. Survey of Joplin's historic neighborhoods should be coordinated as an aspect of neighborhood planning (see Chapter 6).

RECOMMENDATION 4.2.A: Continue to document and improve information on Joplin's historic resources. Coordinate with and make information accessible for neighborhood planning.

- Support local historians, students, and organizations such as the Joplin Museum in **undertaking research** on Joplin's history. Develop research contexts on topics of particular importance and interest within which more detailed studies could be undertaken. Organize, coordinate, and digitize research papers. Support publication.

- Continue to undertake and expand the **survey of historic resources** by neighborhood city-wide using Missouri State Historic Preservation Office survey forms and methodologies. Continue to use CLG grants and professional consultants to undertake historic resource surveys. In consultation with the State Historic Preservation Office, prioritize historic neighborhoods to be surveyed over time.

- Coach and support neighborhood associations and local neighborhood **volunteers** to undertake historic resource surveys as part of neighborhood planning and support initiatives.

- Include historic resource surveys as layers in Joplin's city **GIS database**. Identify individual historic properties in the GIS database. Work with Planning staff and State Historic Preservation Staff to assign attributes to the database that would be useful in neighborhood planning. Consider attributes such as building date, type, style, construction, integrity, and condition.



The large majority of Joplin's historic neighborhoods have not yet been surveyed or assessed. The monitoring of threatened buildings and resources needs to be an ongoing process.

4.3 MONITORING HISTORIC RESOURCES

The Historic Preservation Commission should undertake an ongoing, long-term program of monitoring the condition of historic resources throughout Joplin and identifying threats to their integrity. Monitoring involves both being aware of activities that are being undertaken throughout the city on an ongoing basis and undertaking a systematic process of review and documentation.

RECOMMENDATION 4.3.A: Maintain an ongoing awareness of activities that are being undertaken throughout Joplin that might negatively impact the preservation and integrity of historic resources.

- Maintain contact and communication with city **boards and commissions** as outlined in recommendations above. Be aware of issues and timeframes within which actions will be taken. Try to anticipate issues that may arise with respect to historic resources before events proceed too far along.

- Stay **informed of local affairs** by reading the local newspaper, joining local organizations, and receiving newsletters and publications.

- Attend meetings of **neighborhood associations** on a periodic basis. Maintain a list of contacts for neighborhood associations and cultivate relationships with their representatives.

- Be open to **contact with local residents** with concerns about historic resources. Be on call to speak with and meet residents who raise concerns.

RECOMMENDATION 4.3.B: Undertake a systematic, long-term program of monitoring the condition of historic resources throughout Joplin.

- Maintain a list of **historic resources that are threatened** due to vacancy, inappropriate use, lack of maintenance, or demolition by neglect. Monitor their condition on a regular basis.

- Identify **areas of increased potential threat** to historic resources. Monitor conditions of historic resources within each area of the city on a rotating basis covering all areas within a three-year period. Digitally photograph threatened resources in these areas from the public way and maintain photographs in the survey files of the Commission. Include areas to be monitored in a given year in the Commission's yearly work plan.

4.4 DESIGNATION OF HISTORIC RESOURCES

The Historic Preservation Ordinance authorizes the Commission to designate significant historic resources as Landmarks and significant historic areas as Local Historic Districts. Such designations should be promoted as an honor to be achieved due to the special significance, quality, and meaning of the resource to the city and the community.

The designation of additional Landmarks and Local Historic Districts is a long-term objective that can be achieved over time. Landmarks are individual properties of special significance to the community at large. Local Historic Districts are historic areas and neighborhoods that have achieved a particular level of identity and organization. Special programs and incentives should be developed to recognize and reward Landmarks and Local Historic Districts.



Joplin's Carnegie Library is a Landmark of particular community-wide significance.

RECOMMENDATION 4.4.A: Continue to designate significant historic properties as Landmarks in accordance with the city's Historic Preservation Ordinance.

- Prepare a list of **properties of city-wide public significance** that could be designated as Landmarks in Joplin. Focus on properties of public use and interest such as schools, social centers, theaters, historic churches, stores, and other sites that serve as public gathering places.

- Prepare a list of **properties of special historical significance** that merit designation as Landmarks. Such properties might include industrial, manufacturing, and transportation sites whose role and significance is no longer widely known and that might be threatened.

- **Prioritize** the lists and consult with property owners on the possibility of designation. **Work with owners** to recognize and designate properties over time.

- Create a program for the **recognition** of existing and potential Landmarks. Include public presentations and educational events on the history of specific properties and how they relate to larger themes of Joplin history. Include special tours of historic properties. Use the resources as the focus of ongoing research and public outreach.

RECOMMENDATION 4.4.B: Continue to designate significant historic neighborhoods as Local Historic Districts in accordance with the city's Historic Preservation Ordinance.

- Work with **neighborhood associations** and the city's Neighborhood Services Division as outlined in Chapter 6 to highlight and promote the history and historical significance of specific neighborhoods.

- Create a program for the **recognition** of historic neighborhoods. Include public presentations and educational events on the history and historical development of specific neighborhoods. Include special tours and events hosted and conducted by neighborhood associations for other residents of the city.

- **Promote designation** as a Local Historic District as an honor and special recognition to be achieved over the long term. Create special services to be provided to Local Historic Districts through the Neighborhood Services program.

RECOMMENDATION 4.4.C: Identify properties and historic districts that should be listed on the National Register of Historic Places as an ongoing, long-term initiative.

- Develop a prioritized list of potential National Register Historic Districts in Joplin. Following the completion of surveys of specific historic neighborhoods, consider the preparation of **National Register nominations** for the neighborhoods. Work with neighborhood associations and residents on the potential for nomination. The preparation of National Register nominations is valuable in providing information and professional level evaluations of significance whether or not the listing process is completed.

4.5 DESIGN REVIEW

Designation as a Landmark or Local Historic District includes the responsibility of undergoing design review for proposed construction projects. The purpose of the design review process is to promote change that preserves and enhances historic character. Design review of construction projects proposed for Landmarks and Local Historic Districts is performed as a task of the Historic Preservation Commission.

For Landmarks, design review helps ensure that resources of special public significance are preserved and appropriately treated. For Local Historic Districts, design review protects neighbors and neighboring properties from possible inappropriate changes that could negatively impact the historic character of the neighborhood as a whole.

Design review is particularly important in commercial areas and has been a successful component of downtown revitalization in Joplin's Sunshine Lamp District along Main Street. Design guidelines have been prepared for the Sunshine Lamp District for the benefit of both property owners and reviewers.

Design review should be a supportive process that engages property owners and designers in a positive way. Chapter 3 outlines the principles of historic preservation and design review as embodied in the *Secretary of the Interior's Guidelines for Rehabilitation.* Early consultation with Planning staff and the Historic Preservation Commission for projects undergoing design review is encouraged.



Design review in Joplin's Sunshine Lamp District has been an important component in support of downtown revitalization.

RECOMMENDATION 4.5.A: Use the design review process to strengthen the identity, historic character, and economic prosperity of commercial Local Historic Districts.

- Ask applicants to **identify** a building's historic fabric before beginning the design process.
- Emphasize the **preservation and appropriate treatment** of authentic historic building fabric in rehabilitation projects.
- **New construction** should be appropriate to the historic character of the building but should be contemporary in design.
- Emphasize **quality and creativity** in all aspects of rehabilitation projects in commercial Local Historic Districts.

RECOMMENDATION 4.5.B: Use the design review process to support neighborhood revitalization in residential Local Historic Districts.

- Help homeowners identify and appreciate the **character-defining features** of the particular form and style of their residences.
- Emphasize the **preservation and appropriate treatment** of authentic historic building fabric in rehabilitation projects.
- Encourage **repair rather than replacement** of historic features and materials, such as original windows and wood siding and detailing.
- Encourage **maintenance techniques** appropriate to the specific historic materials of a building as recommended in preservation literature.



Joplin's parks are historically significant landscapes and feature many historic resources. The Historic Preservation Commission should provide advice and support when appropriate.

4.6 INFORMATION AND GUIDANCE TO BOARDS AND COMMISSIONS

As discussed above, the Historic Preservation Commission should participate actively in local government and be integral to local government activities, policies, and programs. The Historic Preservation Commission is an advisory body to City Council and other city boards and commissions on issues affecting historic resources and community character. The Commission should make sure that other municipal entities have the information and guidance they need to make informed decisions about actions that may have an impact upon historic buildings, neighborhoods, and sites.



The preservation of Joplin's remaining brick sidewalks, stone curbs, and other historic neighborhood features needs to be coordinated through the Public Works Department, an example of the need to work with other boards, commissions, and city departments.

RECOMMENDATION 4.6.A: Provide information, guidance, and advice to City Council, boards, commission, committees, and departments in the City of Joplin on issues related to historic preservation and community character.

- Where a property involves historic resources, the Historic Preservation Commission should provide information and prepare **written recommendations** on historic preservation aspects of the project to the Planning and Zoning Commission or other body for their consideration. Historic Preservation Commission members should make a verbal presentation of their information and recommendations at Planning and Zoning Commission or other review meetings.

- For projects involving significant historic resources or difficult preservation issues, retain a professional **historic preservation consultant** to advise and assist the Historic Preservation Commission and

Planning and Zoning Commission in assembling information and making recommendations.

RECOMMENDATION 4.6.B: Take a cultural landscape approach to historic preservation interests city-wide. Focus not just on buildings but on the historic landscape and neighborhood character.

- Consider historic buildings within their **neighborhood contexts**. Work to enhance the overall character of neighborhood landscapes as a way to provide an appropriate setting for historic buildings, increase property values, and to encourage property owners to take good care of the historic buildings.

4.7 PUBLIC OUTREACH

Building public interest and support for historic preservation in Joplin is important to the mission of the Historic Preservation Commission. The Historic Preservation Ordinance states that the Commission's duty is "to inform and educate the citizens of Joplin concerning the historic and architectural heritage of the city by publishing appropriate maps, newsletters, brochures, and pamphlets, and by holding programs and seminars."

Engaging the public and helping residents learn about the places where they live is the best way to gain support for historic preservation, neighborhood revitalization, and enhancing community character.

Chapter 8 of this plan, *Joplin's Stories,* outlines recommendations for implementing a city-wide interpretive presentation for residents and visitors. The Historic Preservation Commission should be a lead partner in this endeavor. In addition, the Historic Preservation Commission should consider the following recommendations for public outreach focusing on building awareness and providing technical assistance to residents and local groups interested in historic preservation.

RECOMMENDATION 4.7.A: Collaborate with and support local organizations such as the Post Foundation, Joplin Museum, and Joplin Historical Society in undertaking research, producing publications, and offering programming related to Joplin's history.

- Maintain a **close working relationship** with the Post Foundation, Joplin Museum, and Joplin Historical Society. Develop a yearly calendar of projects, events, and activities in which each organization contributes within its interest and capabilities.

RECOMMENDATION 4.7.B: Provide information and technical assistance to residents on the maintenance and appropriate treatment of historic buildings and landscapes.

- Develop a page on the city's **website** that provides information on the history of Joplin, Joplin's historic resources. and the maintenance and treatment of historic buildings and landscapes. Feature the web page as

a resource for residents who own historic buildings. Include links to publications such as the 2008 Joplin Multiple Property Documentation Form, surveys, and National Register nominations.



Guidelines and technical assistance on home improvements and the appropriate treatment of historic building fabric can be provided through neighborhood engagement.

- Provide links on the website to resources such as **Preservation Briefs** published by the National Park Service through its online Technical Preservation Services with practical information on the appropriate maintenance and treatment of historic building fabric. Publish and promote the availability of the website.

- Establish relationships with **neighborhood associations** providing consultation, support, and technical assistance to residents on matters related to the appropriate treatment of historic buildings and landscapes. Identify local and regional contractors and consultants who are qualified to provide such technical assistance. Establish a small fund to reimburse qualified consultants for technical assistance services.

- Offer **workshops, programming, and consultation** for neighborhood associations and the owners of historic residences on the appropriate maintenance and treatment of historic building fabric.

- Partner with the Chamber of Commerce, qualified local contractors, and Missouri State Historic Preservation Office in offering **technical training**

to small contractors on the appropriate maintenance and treatment of historic building fabric. Include a listing of contractors that have successfully completed the training for access by the public.

- Present **annual awards** in historic preservation for work on historic buildings and landscapes and in community involvement with respect to historic preservation.



Joplin's history is a catalyst for neighborhood identity and engagement.



CHAPTER 5 – DOWNTOWN JOPLIN

Downtown Joplin developed rapidly as a prosperous commercial and transportation center for the Tri-State Mining District in the early twentieth century. By the 1920s, the downtown core was a large commercial and industrial area stretching from the railroad lines along Joplin Creek on the east to Pearl Avenue on the west and from 1st Street on the north to the rail yards at 10th Street on the south. The downtown area included buildings of many sizes and types: retail, hotel, office, commercial, religious, institutional, industrial, and warehouse. It was a mature urban center.

Because it was a commercial and transportation center for the entire Tri-State Mining District, Downtown Joplin was significantly larger than would be expected for the actual population of the city. This factor presented both advantages and disadvantages. On the one hand, the quality of the building stock is excellent both in design and construction. On the other hand, the City of Joplin does not have the level of population or economic activity on its own to keep the downtown core thriving.

With the decline of the mining industry following World War II and the subsequent shift of retail and business activity to suburban commercial corridors in the 1950s, Downtown Joplin experienced decline. Urban renewal from the late 1950s into the mid-1970s saw the demolition of whole city blocks leaving large open areas within the downtown core. The limited number of new construction projects that followed did not fill the gap, and many of the open areas remain today.

As a consequence, a number of blocks at the northeast corner of downtown and on the western side one block off of Main Street are vacant. Several new buildings were constructed in the northeast as well as along Main Street itself. On the positive side, these open areas provide space for parking that would not otherwise be available in a pre-automobile building pattern. And there is ample potential for future infill construction.

A backlash to demolition in part led to the creation of Joplin's historic preservation program in 1986. A comprehensive survey of existing historic buildings in the downtown area was completed in 1988.

In the early-2000s, the city undertook an ambitious downtown revitalization initiative. A Vision Joplin 20/20 Downtown Revitalization Task Force was created to mobilize leadership and coordinate revitalization efforts. A Downtown Joplin Revitalization Plan was prepared in 2002 creating a vision, strategies, and recommendations for implementation. Streetscape improvements were installed along Main Street. The city rehabilitated the Newman Brothers building in the center of downtown for its municipal offices in the heart of Downtown Joplin. Reinvestment was supported by the business community as well.

Joplin created the Sunshine Lamp District along Main Street as a local historic district and design review district to encourage the appropriate rehabilitation of historic downtown buildings. A local Main Street program, the Downtown Joplin Alliance, was created to attract and support retail uses and activate the Main Street corridor. Between 2006 and 2011, small National Register Historic Districts were created in portions of downtown to facilitate the rehabilitation of historic buildings using federal and state rehabilitation tax credits.

The efforts to revitalize Downtown Joplin have had considerable success. Yet the sheer size of the downtown area has remained challenging. Commercial, retail, and business activity has continued to favor sites along the city's expanding commercial corridors at the city's edges, east and south of downtown. The 2011 tornado shifted the city's priorities to the recovery effort, and the momentum for downtown revitalization paused. Nonetheless, private sector entrepreneurs have continued to invest in downtown buildings and programs.

Chapter 5 of the preservation plan recommends refocusing upon revitalization of Downtown Joplin and its surrounding historic neighborhoods as central components of the city's growth and development efforts. Revitalization should embrace the renewed sense of community that grew during the recovery and apply its energy to community revitalization and enhancement city-wide.

Chapter 5 emphasizes goals 1-Community Identity, 3-Economy and Quality of Life, and 6-Downtown Joplin presented in *Chapter 3, Preservation Approach*. It supports concepts outlined in the 2012 Comprehensive Plan related to promoting mixed-use development, forging physical connections, and encouraging high quality development standards. The Historic Preservation Plan embraces concepts and strategies outlined in the 2002 Downtown Joplin Revitalization Plan and proposes that they be revisited and refined.

Recommendations for Downtown Joplin are organized under four topical headings:

- Planning for Downtown;
- Activating Downtown Joplin;
- Project Support and Realization; and
- Facilitating Adaptive Reuse.



Downtown Joplin (Google Earth).

5.1 PLANNING FOR DOWNTOWN

Joplin has been implementing a successful program of downtown revitalization since 2002. However, efforts have been preempted by the tornado and the need for recovery. It is time to refocus on the whole of Joplin, combining recovery programs with revitalization of the entire city. Of central importance is the need to strengthen and solidify community identity in the wake of the recovery and the community spirit it engendered. Joplin is being reborn.

Concentration on the revitalization of Downtown Joplin should be renewed and reinvigorated based upon the experience of the past fifteen years, building upon current initiatives. Because of the large size of downtown—perhaps three times as large as the city's population would normally support—progress will be incremental and will take time. However, it is suggested that Joplin should focus future growth on the infill and revitalization of older portions of the city as opposed to continued growth around the edges as a fundamental concept of the Comprehensive Plan. This preservation plan suggests the reinvigorating planning activities for revitalizing Downtown Joplin.

The 2002 Downtown Joplin Revitalization Plan

The recommendations for Downtown Joplin developed over the course of preparation of this preservation plan reiterate and reinforce many of the recommendations that were made in the 2002 Downtown Joplin Revitalization Plan (city of Joplin 2002). (This preservation plan's recommendations were developed before the planning team had access to the 2002 plan.) The significant downtown revitalization steps that the city and its partners undertook prior to the 2011 tornado were largely based upon the 2002 plan, though they adapted to evolving conditions.

Implementation of the 2002 plan was coordinated by a Downtown Revitalization Task Force with participation by a variety of downtown stakeholders. That structure and recommendation are reiterated here. It is suggested that the Joplin Area Chamber of Commerce lead the Task Force and play a leading role in guiding implementation efforts.

Three reasons relate to this suggestion: (1) the Chamber's proven experience in working with, attracting, and retaining businesses in Joplin; (2) the Chamber's responsibility in implementing the city's overall economic development strategy; and (3) the focused role that the Chamber can play in facilitating projects and initiatives within the larger downtown area especially in the areas away from Main Street. The next section of this chapter, suggests that the Downtown Joplin Alliance (also a key member of the Task Force) have the primary responsibility for business support and development within the Sunshine Lamp District along the Main Street corridor.



Downtown Joplin's revitalization was initiated 2002.

It is important that downtown revitalization be an integrated component of the city's overall economic strategy. As part of the city's strategy, the Action Plan created for the 2002 Downtown Joplin Revitalization Plan includes a series of goals organized under three themes: Connection, Animation, and Renewal. Several of the 2002 goals that remain particularly relevant are discussed here.

Connection

- ***Improve the connection between Downtown and surrounding neighborhoods by improving the visual and physical transitions.*** —The importance of residential use to the economic viability of Downtown Joplin is recognized by this goal from the 2002 plan. Streetscape improvements and the revitalization of the historic Murphysburg neighborhood are steps toward its implementation.

- ***Promote Downtown connections through the use of distinct, clear signage and the promotion of easily identifiable gateways and landmarks.*** —Joplin has implemented a limited signage and wayfinding program that focuses on Downtown. However, signs are few in number and not necessarily strategically located. The preservation plan recommends a much more robust wayfinding initiative as part of the city's branding and identity. It should include not only street signage, but trail, bicycle, interpretive, and identity signage. This is discussed further below and in Chapter 8.

Animation

- ***Strengthen retail activities and opportunities for expansion and new commercial ventures in Downtown.*** —The Joplin Downtown Alliance was created to implement a Main Street program to support existing

retail businesses and attract new businesses. Revitalization of this program is discussed in the next section of this chapter.

- ***Support Downtown activities by increasing the Downtown population through promoting and supporting living opportunities.*** —This goal also recognizes the importance of residential use to the vitality of Downtown Joplin. Proposed actions in 2002 related to this goal included redevelopment of existing buildings for residential use as well as attracting new mixed-use development downtown, in concert with the 2012 Comprehensive Plan. These proposed actions remain relevant today.

  Entrepreneurs who have developed recent projects downtown have found a market for loft apartments and condominiums in downtown historic buildings. Attracting residential development to the downtown core, especially west of Main Street, is an important and reachable goal.

- ***Promote Downtown living by stabilizing existing neighborhoods within and surrounding Downtown.*** —The 2002 plan identifies the existing residential neighborhoods west of Byers Avenue and south of 10th Street as important to the downtown core. The recent initiative to revitalize Murphysburg west of downtown through its designation as both a National Register historic district and local historic district is an important step in implementing this goal. Signage, banners, and neighborhood organization and programming have reinforced Murphysburg's identity.

  The 2002 plan also recommends the creation and support of neighborhood associations, which is now being implemented through the city's Neighborhood Services program and is discussed in the next chapter.

- ***Support social service programs and charitable housing opportunities through the expansion and interrelationship of institutional uses and programs.*** —Several social service organizations are present at locations within the downtown core. The work of these organizations is extremely important in serving the homeless, the poor, the mentally disabled, and others facing difficulties. In addition to addressing the critical needs of these populations, their work can help mitigate and reduce conflicts with other downtown uses.

  In some instances, social service organizations occupy older, poorly maintained buildings that do not adequately serve their needs. It has been proposed that a central location be developed for these organizations with new, modern facilities that would better support their work. The older buildings would then be available for adaptive reuse and revitalization.

- ***Use landmarks and attractions to draw patrons to Downtown and increase Downtown activity.*** —The designation of the Sunshine Lamp District, a local historic district along Main Street, has implemented aspects of this goal, including the use of design guidelines and design

review downtown. A comprehensive interpretive initiative with Downtown Joplin as a focus area, as outlined in Chapter 8 of the preservation plan, would implement related recommendations from the 2002 plan.

- ***Develop a major activity/community center within Downtown.*** —The city and local stakeholders have begun staging public events at Memorial Hall, re-establishing the historic building as an activity center downtown. Outdoor events on Main Street and cultural events at the Spiva Center and elsewhere have had a similar effect.

  However, this recommendation of the 2002 plan would be fully addressed through implementation of the proposed Performing Arts Center and events park around Memorial Hall, a current initiative of Connect2Culture. The Performing Arts Center is an example of an initiative with backing and momentum that could have an important impact on Downtown Joplin and be of benefit to the community as a whole.

  The preservation plan also supports development of a new home for the Joplin Museum in proximity to the Performance Arts Center, which has been under discussion. This recommendation is addressed in Chapter 8 in relation to a city-wide interpretive presentation with Downtown Joplin as a key focus area.



Main Street has been activated through the rehabilitation of historic buildings.

Renewal

- ***Develop strategies and incentives for renewal based on land use and compatibility.*** —The 2002 plan divides Downtown Joplin into a set of mixed-use, entertainment, government, industrial, commercial, and residential districts, each with its own brief list of redevelopment strategies. This is an important concept that can help focus recruitment and revitalization efforts. The identified districts remain relevant, but should be revisited, rethought, and better defined based upon current markets, building types and resources, and the experience of the past fourteen years.

  As discussed throughout this chapter, because of the large size of Downtown Joplin, progress will be incremental and must focus on viable initiatives that have energy and support on a project-by-project basis. It will help to have an overall plan and strategy for each downtown district, with target areas and target projects that can make a difference over time. Consistent with concepts adopted in the 2012 Comprehensive Plan, the 2002 plan recommended the development of design standards, revitalization policies, and development incentives tailored to each downtown district.

  As a result of observations and discussions in preparing this preservation plan, it is suggested that new residential housing—both adaptive reuse and new construction—be a particular focus of the area west of Main Street from Joplin Avenue to Byers Avenue in addition to the office/institutional focus recommended in the 2002 plan. East of Main Street, from Virginia Avenue through Grand Avenue, an office/industrial/technology focus is suggested, which has also been an objective of the Joplin Area Chamber of Commerce.

- ***Create opportunities for redevelopment and infill as a means of stimulating reinvestment in Downtown.*** —The 2002 plan recommended identifying redevelopment opportunities both in terms of individual targeted buildings to which businesses and entrepreneurs could be attracted and as targeted areas for redevelopment as a coordinated public/private initiative.

  The recommendations of this chapter include the identification of target projects for marketing to businesses and entrepreneurs. The area of Main Street between 7th and 10th Streets is recommended as a targeted redevelopment area in conjunction with development of a Performing Arts Center on adjacent blocks to the west.

- ***Use financial incentives and programs to promote reinvestment and renewal in Downtown.*** —As a historic preservation plan, this document highlights the potential use of federal and state rehabilitation tax credits as financial incentives in support of private sector revitalization projects. Other state economic incentives might be available as well and are familiar to some local entrepreneurs. The City of Joplin should consider financial incentives that it could offer to help spur development, whether

through tax or other financial vehicles or through specific project-related actions. The reconstitution of the city's Tax Increment Financing program focusing on downtown revitalization is recommended when initiatives of the current program have been paid off.

- ***Improve the visual appearance and physical maintenance of public and private space within Downtown to improve the function and the overall success of Downtown.*** —The City of Joplin appears to have a very good program of cleaning and maintenance in Downtown Joplin, particularly along Main Street and adjacent streets and parking areas. Streetscape improvements implemented in conjunction with the Sunshine Lamp District enhance the character and appearance of Downtown. The implementation of a Commercial Improvement District for Downtown Joplin would support the maintenance and appearance of downtown as well as other possible initiatives and is discussed later in this chapter.



The Sunshine Lamp District, a local historic district, established a downtown identity.

Identity and Wayfinding

Identity and branding have been topics of interest for stakeholders during the preparation of this preservation plan. As development of this plan has been undertaken, the Joplin Convention and Visitors Bureau has been involved in a parallel process of strategic planning that has included the consideration of rebranding. Identity and branding are incorporated into a number of the recommendations outlined below and should be coordinated with all of the various related activities of the city and its partners.

Key concepts of this preservation plan are that Joplin's historic character is central to the city's identity and that promoting Joplin's identity will reinforce public

awareness of and appreciation for the city's historic resources. Community character and identity are important selling points in attracting new businesses, new residents, and visitors.

Ongoing work on identity and branding should incorporate initiatives that the city has already implemented—including the Sunshine Lamp District and the limited amount of wayfinding signage that has been installed along road corridors, all of which is of high design quality. Organizations that should be involved include the Joplin Area Chamber of Commerce, Joplin Convention and Visitors Bureau, Downtown Joplin Alliance, and others—all should be using the same branding and graphic identity on behalf of the city. Graphic identity all of the graphic formats used by the city and its partners in communicating with residents and visitors—logos, signage, publications, websites, promotional materials, etc. Joplin's arts organizations should also be involved in the initiative, providing support, advice, and creative content.

It is recommended that Joplin's wayfinding system be greatly expanded and that it be encountered by visitors immediately upon exiting the interstate and at other points of entry. Wayfinding signage is an important means of communicating the city's graphic identity and character. The Bicycle and Pedestrian Transportation Plan that the city is beginning to prepare should include implementation of an expanded wayfinding initiative for bicycle and pedestrian trails as well as for parks and public spaces making use of Joplin's graphic identity.

Chapter 8 outlines recommendations for implementing a city-wide interpretive presentation which would include use of a variety of exhibit and graphic formats. All should incorporate the city's graphic identity.



Main Street's Route 66 pocket park combines identity, art, and interpretation.

Below are recommendations on planning for the revitalization of Downtown Joplin, building on past initiatives and incorporating historic preservation concepts.

RECOMMENDATION 5.1.A: Reconstitute the Downtown Joplin Task Force under the leadership of the Joplin Area Chamber of Commerce to refocus, plan, and guide downtown revitalization efforts.

- Incorporate revitalization of Downtown Joplin as a core strategy in the city's long-term **economic plan**.

- Ask the **Joplin Area Chamber of Commerce** to coordinate the overall process in its role in implementing the city's economic plan. The Chamber's role is to encourage new businesses to locate in the downtown area, particularly in areas east and west of Main Street.

- Include other **key organizations** such as the Downtown Joplin Alliance, Connect2Culture, downtown businesses, and city institutions as members of the Task Force.

- Retain a professional financial and development **consultant** to help guide planning efforts.

RECOMMENDATION 5.1.B: Review and reinforce Joplin's identity and branding for use in public communication, economic development, and marketing.

- Undertake a **community visioning** process through which residents and organizations city-wide can be engaged in the identity and branding process. Cultivate community interest and buy-in using the process to build momentum toward implementation.

- Focus on **Downtown Joplin** as the center of community identity with connections and changing character city-wide.

- Create a **graphic identity** for Joplin perhaps using concepts and graphics that have already been successfully developed. Create guidelines for use of the graphic identity in signage, publications, online media, and other formats.

- Prepare a city-wide **wayfinding** plan to be implemented over time using the graphic identity. Build upon but significantly expand the wayfinding signage that has already been installed. Include parks, trails, and bikeways in the wayfinding system.

- Implement a **wayfinding** plan specifically for **Downtown Joplin**. Assess the existing wayfinding signage and related installations downtown for gaps and additional desired enhancements to be planned and implemented.

- Include implementation of designs for **gateways** to downtown as recommended in the 2002 Downtown Joplin Revitalization Plan. Design gateways for other entranceways to the city, such as at US I-44 interchanges.

- Prepare a phased **implementation plan** for use of the graphic identity in city-wide signage, publication, and media formats.

RECOMMENDATION 5.1.C: Review and update the 2002 Downtown Joplin Revitalization Plan based upon the progress and experience of the past decade.

- Review **progress and changes** in downtown revitalization that have taken place since preparation of the 2002 plan.

- **Assess strategies** and recommendations for business development, connection, animation, and renewal based upon experience.

- Assess the various **planning districts** and uses proposed in the 2002 plan. Revise concepts as appropriate.

- Actively support the development and promotion of **anchor attractions** downtown. Collaborate with each attraction in determining and promoting their roles in downtown as a destination. Include all organized programs for promoting Downtown Joplin. Provide visibility and support for projects as they seek funding for implementation.

- Identify **target projects** including both public projects that would enhance and key private projects that might serve as an anchor for future development.

- Focus on **mixed use** concepts as outlined in the 2012 Comprehensive plan. Strongly encourage residential projects and components of mixed-use projects especially on the west side of the downtown district.

- Identify **underutilized historic buildings** that could be adapted to new uses. Seek businesses and uses that could be appropriate for those buildings. Support entrepreneurs willing to undertake such projects.

- Focus on the **adaptive reuse** of historic buildings using federal and state tax credits.

- Prepare and begin implementing a **marketing strategy** and plan for cultivating and attracting businesses and residential developers to downtown.

RECOMMENDATION 5.1.D: Undertake preparation of a master plan for Main Street between 7th and 10th Streets and Virginia and Joplin Avenues.

- Prepare a **physical master plan** of the entire six-block area showing prospective uses, design options, and public improvements. Include cost estimates. Include both public and private lots, uses, and investment.

- Coordinate planning with master planning for the **Performing Arts Center** and Spiva Center being undertaken by Connect2Culture for the blocks around Memorial Hall.

- Work with **social service organizations** to consolidate operations in a location and facilities that are more conducive to their needs. Actively support the work of these organizations. Free existing historic buildings for appropriate redevelopment.

- Consult with **potential developers** with interest in projects in the area.

- Focus on **mixed use** development, physical connections, and development guidelines as outlined in the 2012 Comprehensive Plan.

- Focus on the **adaptive reuse** of historic buildings within the area.

- Include a phased **implementation plan**. Identify funding opportunities.

RECOMMENDATION 5.1.E: Consider reconstituting the city's Tax Increment Finance program to support investment in downtown revitalization when the current program is paid off.



Streetscape enhancements have significantly imporved the quality of Main Street.

5.2 ACTIVATING DOWNTOWN JOPLIN

A core strategy to the revitalization of Downtown Joplin is activating the downtown streetscape and making it a place that residents and visitors want to be. Downtown Joplin should be a regional visitor destination.

Ideas for activating Downtown Joplin were introduced in the 2002 Downtown Joplin Revitalization Plan, and began to be implemented in subsequent years. Revitalization efforts have grown and reached a point where Downtown Joplin has created an identity, attracted businesses, and is recognized as a distinctive place within the city. But downtown revitalization has yet to reach critical mass and fully realize its potential.

With a renewed focus on downtown revitalization, it is time to reassess and refresh the organizational and programmatic initiatives that have bred success in Joplin's downtown revitalization efforts so far. Among the most important tasks at hand are building organizational capacity, making sure that downtown businesses are engaged and enthusiastic, and making sure that the interests of downtown businesses and other stakeholders are effectively represented.

Downtown Joplin Alliance

The Downtown Joplin Alliance was created during the city's initial revitalization initiative in the mid-2000s with the idea of being a downtown business advocate implementing strategies of the Main Street Four-Point Approach. Its mission states that the Downtown Joplin Alliance is a not-for-profit organization dedicated to the revitalization of the downtown community as a thriving, safe and attractive center of art, history, enterprise, commerce, culture, residence, and entertainment.

In recent years, with the city's attention focused on tornado recovery and not on downtown revitalization, the Downtown Joplin Alliance has struggled with its mission and programming, not fully engaged with the National Main Street idea. With limited funding and a part-time staff, the Alliance has concentrated primarily on its Third Thursday public events, a street fair held downtown each Thursday evening from March through October. Third Thursday has been a public success, drawing residents downtown for music, food, and fun, and has raised Downtown Joplin's profile. It has been the Alliance's primary source of funding, and managing the event has severely limited the organization's ability to accomplish other goals.

Nonetheless, the Downtown Joplin Alliance is well-positioned to refocus its programming and be a principal advocate for revitalization of Downtown Joplin. As a key member of the reconstituted Downtown Joplin Task Force discussed in the previous section, the role of the Downtown Joplin Alliance should be to concentrate upon the success of the Main Street corridor—the Sunshine Lamp District—and its local businesses. In contrast, the Joplin Area Chamber of Commerce should focus on business recruitment, development, and revitalization in other areas of downtown. The Downtown Joplin Alliance should work under the guidance and supervision of the Task Force.

How to accomplish a transformation of the Downtown Joplin Alliance was a topic of discussion with the Alliance and other downtown stakeholders during the planning process. Key needs are to (1) become reconnected to specific strategies and techniques of the National Main Street Program, (2) fully engage with and become the representative of the downtown business community, (3) build staff capacity in order to be capable of implementing effective programming, and (4) rebuild the trust of city leaders and stakeholders through its actions.

In consultation with the Missouri Main Street Connection, it was determined that the best way begin would be to undertake training, mentoring, and outreach by implementing programming offered through a People Energizing Places Grant.

Main Street Training, Support, and Outreach

Missouri Main Street Connection, Inc. is the licensing partner and Main Street Coordinating Program for the State of Missouri with the National Main Street Center. The organization manages Missouri's official Main Street Program.

Missouri Main Street Connection's *People Energizing Places (PEP) Grant* is offered in partnership with the Missouri Department of Economic Development to assist Missouri communities in developing and implementing programs using the Main Street approach. Staff of Missouri Main Street Connection have been familiar with Joplin and its downtown revitalization initiative and have been in consultation with the Joplin Downtown Alliance.

PEP grants assist Main Street organizations with training and expert guidance to become more effective in their programming. The grant is a targeted two-year program that provides specialized training, focused initiatives for sustained revitalization, and technical expertise tailored to advance the Main Street organization's downtown development work. The grant program is the perfect vehicle to assist the Downtown Joplin Alliance with engagement, capacity building, and program development. The cost of the program over the two-year period is $38,425, 75% of which is provided by the grant and 25% ($9,600) is provided locally.

The Main Street Approach applies a historic preservation-based, *volunteer-driven* economic development strategy to grassroots organizations. The approach has decades of proven experience in yielding impressive results in communities of all sizes and in all places. The Main Street Approach advocates a return to community self-reliance and the redevelopment of Main Street program areas based on traditional community assets: personal service, local ownership, a unique physical environment, and a sense of community. It is an incremental, long-term, total community effort.[1]

Implementation of the PEP grant program involves undertaking an initial assessment and charrette with community stakeholders through which the downtown area's primary issues, goals, assets and opportunities are identified; current programs are evaluated, and the best course of action is determined. The

[1] People Energizing Places Grant Program and Application, Missouri Main Street Connection; 2.

assessment and charrette are a means of re-engaging with downtown businesses and stakeholders, involving them in the Main Street idea and helping to rebuild their relationship with the Alliance. Through outreach and engagement, stakeholder priorities for the two-year grant period are outlined. With stakeholder priorities established, a two-year action plan is developed to reach identified goals for downtown stakeholders, the Sunshine Lamp District, and the Downtown Joplin Alliance.

Over the two-year period, Missouri Main Street Connection provides ongoing guidance to the Downtown Joplin Alliance and downtown stakeholders in the implementation of the action plan. Technical visits are included to provide on-site assistance tailored to the needs and interests of Joplin's downtown district. Visits can be used in a variety of ways, such as providing consultation or training to staff and stakeholders related to retail/business consultation, event development/festival training, marketing, promotion, recruitment, historic preservation, or other subjects as needed. Training is available on the Main Street Approach for staff, stakeholders, and community leaders.

The goal of the two-year program is to assist the Downtown Joplin Alliance and its partners and stakeholders in implementing the Main Street Approach with measurable positive results for the Sunshine Lamp District and Downtown Joplin. The grant program will assist stakeholders and the Downtown Joplin Alliance in qualifying as an accredited community of the National Main Street Program. Through these efforts, local businesses will be engaged, the benefits of the approach will be realized by community leaders, and the role of the Downtown Joplin Alliance will be reinvigorated.

In realizing of these efforts, recommendations for activating Downtown Joplin include the following:

RECOMMENDATION 5.2.A: Support the mission of the Downtown Joplin Alliance in supporting and promoting businesses in Downtown Joplin.

- Use a **People Energizing Places Grant** from the Missouri Main Street Connection and Missouri Department of Economic Development to engage local stakeholders, undertake training, and assist the Downtown Joplin Alliance in building capacity and implementing a Main Street program.

- Fully **engage with local businesses** to identify their issues, needs, interests, and opportunities. Fully involve local businesses in the operation, management, and programming of the Downtown Joplin Alliance, using the Alliance to serve their interests.

- Aggressively **market and promote** Downtown Joplin as a regional destination. Expand the Downtown Joplin Alliance and City of Joplin websites to provide complete information, create linkages from other websites, and create printed pieces using the city's identity and brand that can be adapted as new businesses are introduced.

- As the entity responsible for implementation along Main Street and the Sunshine Lamp District, provide **Downtown Joplin Alliance** with the resources needed for successfully supporting and promoting businesses and the Sunshine Lamp District.

- Provide funding for **full-time staff** for the Downtown Joplin Alliance. Provide funding for marketing and implementation.

- Provide active ongoing strategic and marketing support to the Downtown Joplin Alliance through the **Downtown Joplin Task Force** and **Joplin Area Chamber of Commerce** as part of the city's economic development plan.

- Monitor and improve ongoing activities on a regular basis. Provide an annual report to City Council on progress, strategies, and resource needs.



The engagement of local businesses is key to successful downtown revitalization.

RECOMMENDATION 5.2.B: Use the Main Street Four-Point Approach for continued revitalization of the Sunshine Lamp District.

- Use the **People Energizing Places Grant** to obtain training, guidance, and support for the Downtown Joplin Alliance and downtown stakeholders in implementing the Main Street Four-Point Approach. Determine how the approach best applies to conditions in the Sunshine Lamp District and Downtown Joplin.

- Use the **Main Street** approach of organization, promotion, design, and economic restructuring in implementing the vision for Downtown Joplin. Downtown stakeholders have already taken substantial measures to embrace this approach. Incorporate historic preservation and adaptive

reuse as central components of that vision. Network with the Missouri Main Street Connection and other Main Street communities to find out what has worked for them.

Under the Main Street approach:

- **Organization** establishes consensus and cooperation by building partnerships among the various stakeholders within the downtown district. By getting stakeholders working toward common goals, the Downtown Joplin Alliance and its partners provide effective, ongoing management and advocacy for Joplin's downtown investment initiative.
- **Promotion** creates a positive image that builds community pride and improves consumer and investor confidence in downtown. Advertising, retail promotions, special events, and marketing campaigns help sell the identity and promise of Downtown Joplin to the community. Promotions communicate Downtown Joplin's unique characteristics, business establishments, and activities to residents, visitors, shoppers, investors, potential businesses, and property owners.
- **Design** involves creating a high quality environment for workers, residents, and visitors, taking advantage of the visual character of Downtown Joplin—including public and private buildings, storefronts, signs, public spaces, parking areas, street furniture, public art, landscaping, merchandising, window displays, and promotional materials. The Sunshine Lamp District's streetscape improvements implemented in the mid-2000s along Main Street have implemented this concept and convey a positive message about the downtown district and what it has to offer.

  Design activities also include assuring good maintenance practices in downtown, enhancing the district's physical appearance through the rehabilitation of historic buildings, encouraging appropriate new construction, developing sensitive design management systems, educating business and property owners about design quality, and long-term planning for phased physical improvements and connections to adjacent neighborhoods
- **Economic restructuring** strengthens Downtown Joplin's existing economic assets while diversifying its economic base. This is accomplished by retaining and expanding successful businesses to provide a balanced commercial mix, sharpening the competitiveness and merchandising skills of business owners, and attracting new businesses that the market can support. Converting unused or underused commercial space into economically productive property helps boost the profitability of the area. The goal is to build a downtown that responds to the interests and needs of Joplin's residents and visitors (National Main Street Center 2016).



Downtown Joplin is a center for quality dining, an important market for revitalization.

RECOMMENDATION 5.2.C: Focus on attracting new retail uses along Main Street.

- Create a coordinated approach to **attracting prospective businesses** downtown. Research successful businesses that could serve as anchors and occupy historic buildings. Develop incentive packages that will appeal to interested businesses and demonstrate the city's commitment and support. Organize city leaders and stakeholders to meet with and recruit interested businesses and entrepreneurs. Celebrate each new business that decides to locate downtown.

- Identify **appropriate uses** that tend to be successful in the downtown core.

- Work to **support and retain** existing businesses.

- **Actively recruit** prospective businesses that fit desired profiles.

- Seek sources of **funding support** such as low interest loans for small businesses.

RECOMMENDATION 5.2.D: Plan and implement a full program of weekly, monthly, and yearly community events city-wide and for Downtown Joplin.

- Expand the number and scope of **outdoor events** held downtown and in parks and public sites throughout Joplin. Create a city-wide effort. Ask the Joplin Convention and Visitors Bureau to lead the effort in coordination with the Joplin Downtown Alliance, Connect2Culture, and other

organizations. Provide funding to support these community events. Use the events to engage residents, maximize exposure, feature attractions, and draw visitors.

- As part of the city-wide initiative, support the **Downtown Joplin Alliance** in organizing a **full program of events** for Downtown Joplin. Build on the success of Third Thursday. Begin to add new themed events to attract varied audiences especially on weekends.

- Work with **Connect2Culture** to organize cultural events at various venues in Downtown Joplin, including outdoors, as part of the annual program.

- Support **private entrepreneurs** in organizing special events in Downtown Joplin.



Joplin uses art in creating its distinctive identity.

RECOMMENDATION 5.2.E: Continue to install public art throughout the Downtown Joplin.

- Support incorporation of high quality and engaging **interpretive elements** and **public art**. Use a coordinated city-wide interpretive plan as the basis for design and implementation of the planned interpretive enhancements. Feature downtown anchor attractions in the interpretive presentation.

- Work with the **Spiva Center** for the Arts, Connect2Culture, and the Chamber's Art in Public Spaces program to identify projects, funding

sources, and artists to undertake public art projects that enhance the quality and character of Downtown Joplin.

- Prepare a comprehensive **plan for public art** within the downtown area that can be implemented over time. Identify sites and themes that can be marketed to potential funding sources.

- Prepare an **interpretive plan** for Downtown Joplin that can be implemented over time. Include wayside interpretive exhibits, themed public art, publications, and other media. See Chapter 8.

RECOMMENDATION 5.2.F: Implement a Community Improvement District in Downtown Joplin to provide funding for organization, programming, and special projects.

- As the downtown revitalization program develops and begins to yield measurable results, **work with local businesses** throughout Downtown Joplin to create a Community Improvement District that can fund the work of the Downtown Joplin Alliance and downtown programs of benefit to businesses.



Downtown revitalization was initiated with the city's investment in the rehabilitation of the Newman Brothers Building on Main Street as the new Joplin City Hall.

5.3 PROJECT SUPPORT AND REALIZATION

During the course of preparing this Historic Presentation Plan, a number of potential projects were identified within Downtown Joplin. As noted, change downtown will continue to take time and will occur on an incremental basis, project by project, over the long term. Each potential project plays an important part in implementation of the overall strategy for Downtown Joplin.

The city and its partners should work together in planning for downtown revitalization by identifying the most important and viable projects to undertake and focusing coordinated efforts toward their realization as resources become available. A number of key projects being considered for Downtown Joplin are outlined below.

RECOMMENDATION 5.3.A: In planning for downtown revitalization, identify projects that have the most potential to be realized and to be catalysts for future growth and investment.

- Offer the Joplin Library site to **Missouri Southern State University** for development of its arts program if it is interested. This project has great potential to be a downtown anchor and to bring life to Main Street.

- Support Connect2Culture and the Spiva Center for the Arts in their efforts to develop a **Performing Arts Center** in the blocks adjacent to Memorial Hall. Coordinate planning and development with adjacent areas of Main Street. This project could be a major downtown attraction and realize the 2002 plan's recommendation for a downtown cultural center.

- Support the Joplin Area Chamber of Commerce in developing a **center for technology** and training in advanced manufacturing west of its downtown offices.

- Continue to support the **Newman Innovation Center** as an incubator for new business in Downtown Joplin.

- Identify a site for relocation of the **Joplin Museum** to Downtown Joplin, perhaps as part of a new master plan for Main Street between 7th and 10th Streets adjacent to the Performing Arts Center proposal. See Chapter 8 on planning for the museum.

- Work toward the stabilization of the **Union Station** structure as an open air venue for events in conjunction with enhancement of the public park and open space within the valley of Joplin Creek.

- Relocate the various **social service organizations** in the downtown area to a site with new buildings and facilities more appropriate to their needs and provide them support to better serve their clients. Relocation will free historic buildings they now occupy for development and adaptive reuse.

- Identify **key historic buildings** throughout downtown that are appropriate for commercial or residential rehabilitation and adaptive reuse and should be priorities for redevelopment. Focus on attracting developers for these sites.



This high quality historic building on the east side of Downtown Joplin is well suited for adaptive reuse for offices, residential, or other uses.

5.4 FACILITATING ADAPTIVE REUSE

The City of Joplin, Joplin Area Chamber of Commerce, Downtown Joplin Alliance, and community stakeholders should encourage and facilitate the adaptive reuse of historic buildings in Downtown Joplin by making private sector investment attractive, easy, and rewarding. Downtown Joplin's historic building stock should be a key selling point in attracting downtown investment.

Potential investors not familiar with the rehabilitation of historic buildings should have confidence that the rehabilitation process is not overly complex or costly. Investors who have experience working with historic buildings should know that the city and other stakeholders understand the rehabilitation process and have developed protocols to facilitate investment.

The use of federal and state rehabilitation tax credits is key to making many adaptive reuse projects financially viable and an attractive investment. The city and its partners should take concrete steps to take advantage of federal and state incentives to achieve public policy goals through private sector investment to the benefit of city businesses and residents.



Joplin has several vacant apartment buildings that can be rehabilitated to provide needed residential housing on the west side of downtown.

RECOMMENDATION 5.4.A: Encourage and facilitate the adaptive reuse of historic buildings in Downtown Joplin through private sector investment.

- Establish a **city policy** to encourage and facilitate the adaptive reuse of historic buildings. Coordinate city governmental departments in facilitation of the adaptive reuse policy.

- Make downtown's historic character and historic buildings the **centerpiece** of the downtown investment strategy by making Downtown Joplin an attraction for residents and visitors.

- Actively support **non-profit and private sector projects** focused on the rehabilitation and adaptive reuse of historic buildings in Downtown Joplin. Seek state and federal funding that can help leverage private sector investment in special cases. Use Community Development Block Grant funds strategically for public improvements that support qualified private and non-profit projects that are in the community interest.

- Prevent further **loss of historic buildings** in Downtown Joplin. Do not permit further demolitions. Enforce maintenance codes for vacant or underutilized buildings (see Chapter 6).

- Recruit small businesses and restaurants in **street level** commercial spaces. Encourage the adaptive reuse of the **upper floors** of historic

buildings in Downtown Joplin for residential use. Coordinate city governmental departments in facilitation of the adaptive reuse policy.

RECOMMENDATION 5.4.B: Expand the existing National Register Historic Districts in Downtown Joplin to include the entire downtown area encompassed in the 1986 survey of downtown.

- Consult with local **property owners** to outline the benefits of National Register designation and the use of federal and state rehabilitation tax credits. (See the discussion of National Register and local historic districts in Chapter 4.)

- Provide **technical assistance** to property owners and investors unfamiliar with the use of state and federal rehabilitation tax credits in the form of information, encouragement, and general guidance. Identify private sector consultants capable of advising investors and assisting with the rehabilitation tax credit process.

- Consult with the **Missouri State Historic Preservation Office** on the most efficient way to enlarge the downtown National Register Historic District.

- Use the 1988 survey and 2008 **Multiple Property Documentation Form** to facilitate preparation of the National Register nomination.

RECOMMENDATION 5.4.C: Create a protocol for building permit review processes for historic buildings in Downtown Joplin.

- Bring together representatives from code review, planning, the fire department, and other city offices as a **redevelopment review team** to work directly with property owners and developers on a case-by-case basis.

- Have the team meet with owners and developers onsite early in the planning process to identify and **address building code compliance issues** related to historic buildings. The team would be available to work with owners and their architects throughout the design process to find solutions to code compliance issues that adapt to building conditions and the Secretary of the Interior's *Standards* while protecting public safety.

RECOMMENDATION 5.4.D: Refine and further develop the façade improvement program for historic buildings downtown with technical assistance and matching grants.

- Create a **Design Review Committee** of local architects and designers familiar with historic preservation principles and the Secretary of the Interior's *Standards* to provide advice to property owners considering changes to their facades.

- Provide city funding for a modest façade improvement **grant program** available to property owners complying with downtown design

standards. (An existing city program using CDBG funds is said to be little used due to federal wage requirements.)

RECOMMENDATION 5.4.E: Work with local banks on special terms for loan packages for qualified investors to encourage the rehabilitation and adaptive reuse of historic buildings in Downtown Joplin.



Third Thursday attracts residents and visitors to bring Main Street alive.



CHAPTER 6 – JOPLIN'S HISTORIC NEIGHBORHOODS

Joplin's neighborhoods are the city's strength as a community and a desirable place to live. Growing outward from the downtown core, most of Joplin's neighborhoods date from the early twentieth century and have great appeal. Neighborhoods are the city's most significant historic resources.

The streetscape character of Joplin's neighborhoods is very appealing. Streets are developed in a neighborhood grid pattern with alleyways in the center of most blocks for rear access to residential lots. Concrete curbs and sidewalks are present in most places. Some streets retain brick sidewalks, and remnant brick street paving can be seen in some locations. Many lots have low stone retaining walls due to the sloping topography. Street trees have grown broad and tall, providing strong character, a sense of scale, and shade.

Joplin's neighborhoods feature a wide variety of housing types. Joplin's housing types and styles were studied in a 2008 National Register of Historic Places Multiple Property Documentation Form funded through the Missouri State Historic Preservation Office. The city's most prominent neighborhood, Murphysburg, was designated as a National Register Historic District in 2015. Even Murphysburg, however, has a wide variety of building styles, types, and sizes. Joplin's neighborhoods tend to be solidly middle class. Historically, the county's wealthy families tended to live in Carthage, the county seat.

Most neighborhoods, regardless of economic condition, tend to have residences that are small in scale. Some are very small, representative of Joplin's mining history and the city's working class residents of the early twentieth century.

Additions and modifications have been undertaken on many homes over the years, but a significant number retain their historic integrity. Small size means that homes tend to be affordable in today's markets, perhaps a reason for Joplin's low median home value in comparison to state averages.

Many residents do not consider their neighborhoods historic, but they are. Joplin's most important historic preservation goals can be achieved by addressing the appropriate treatment of neighborhoods. This can be undertaken using a variety of programs and means.

Neighborhoods make up the fabric of the city and blocks make up the fabric of a neighborhood. When the fabric is strong, the city or the neighborhood is strong. If the fabric becomes frayed, wears down and tears, the city or neighborhood becomes weak and susceptible to accelerated decline. The most successful strategies in neighborhood revitalization involve repairing and re-weaving neighborhood fabric, block by block. To do this, a neighborhood revitalization strategy must engage and empower residents while providing city action and support in strengthening neighborhood fabric. Through neighborhood planning, strengths should be reinforced; key assets and anchors should be identified and protected; and weaknesses should be isolated, addressed, and re-positioned as strengths.

The most important strategy for neighborhood revitalization is to encourage and support private sector home ownership while helping residents appreciate neighborhood character. Because Joplin's houses tend to be small, charming, and affordable, they have a natural market in young families, couples, singles, and seniors. Neighborhood attributes that attract such markets—walkability; public amenities such as parks, playgrounds, and trails; neighborhood schools; neighborhood churches; and neighborhood shopping—are key components of the mixed-use and community concepts of the city's 2012 Comprehensive Plan. These resources do not need to be built from scratch—they already exist in Joplin's historic neighborhoods.

Two reports undertaken in the wake of the 2011 tornado have studied Joplin's housing market in detail (Novovradac 2012; Bowen 2014). They note a range of neighborhood and housing issues typical of mid-sized cities, including high rental occupancy (45.4%) and high vacancy rates (13.7%). Of Joplin's 23,943 housing units, 15,637 (73.3%) are single family detached dwellings. Approximately 32.5% of the city's houses are reported to have been constructed before 1950, most in the early twentieth century.

Maintenance is an issue in almost every Joplin neighborhood. Houses that are well maintained sit next to neighbors that are neglected. It is not clear to what extent this is a rental maintenance issue vs an issue of low income or of mere neglect, but improving home maintenance will help improve the marketability of houses in historic neighborhoods. Appropriate maintenance for historic homes is an important historic preservation issue and is discussed in Chapter 3 in review of the Secretary of the Interior's *Standards*.

This Historic Preservation Plan suggests that a comprehensive approach to neighborhood revitalization is good for Joplin's economy and will be good for

historic preservation. Chapter 6 emphasizes goals 1-Community Identity, 3-Economy and Quality of Life, 4-Community Engagement, and 7-Neighborhood Revitalization presented in *Chapter 3, Preservation Approach*. The plan supports the city's Neighborhood Services initiative as a centerpiece of its preservation approach and a means through which neighborhood revitalization can be achieved. Recommendations for Joplin's neighborhoods are organized under four topical headings:

- Neighborhood Organization and Engagement;
- Neighborhood Planning;
- Targeted Neighborhood Revitalization; and
- Promoting Good Maintenance.



Joplin neighborhoods have a wide variety of historic homes.

6.1 NEIGHBORHOOD ORGANIZATION AND ENGAGEMENT

A primary strategy for the preservation of historic resources in Joplin is neighborhood revitalization led at the grassroots level by residents and home owners. Through neighborhood revitalization initiatives, home ownership will increase, property values will rise, and individual historic homes will be better appreciated and cared for.

The city's role is to do everything within its power to (1) improve the character and quality of neighborhoods, (2) empower homeowners to organize and collaborate in neighborhood improvement initiatives, and (3) attract markets to Joplin's neighborhoods. This work can be organized in part through the city's Neighborhood Services program in partnership with other city departments, local

organizations, and—most importantly—local homeowners themselves. The recommendation below address the organization and engagement of residents and homeowners in Joplin's neighborhoods.

RECOMMENDATION 6.1.A: Identify bounded neighborhoods throughout Joplin that are viable natural community units to which local residents feel an affinity and that can serve as an organizing structure for planning and grassroots action.

- Identify local **Individual Neighborhoods** throughout the city of Joplin which residents feel a part of and which can serve as cohesive units for homeowner interaction and collaboration. The Neighborhood Services Division has recently identified thirty-two individual neighborhoods for consideration. Work with local residents to confirm appropriate geographical boundaries, names, and possibilities.

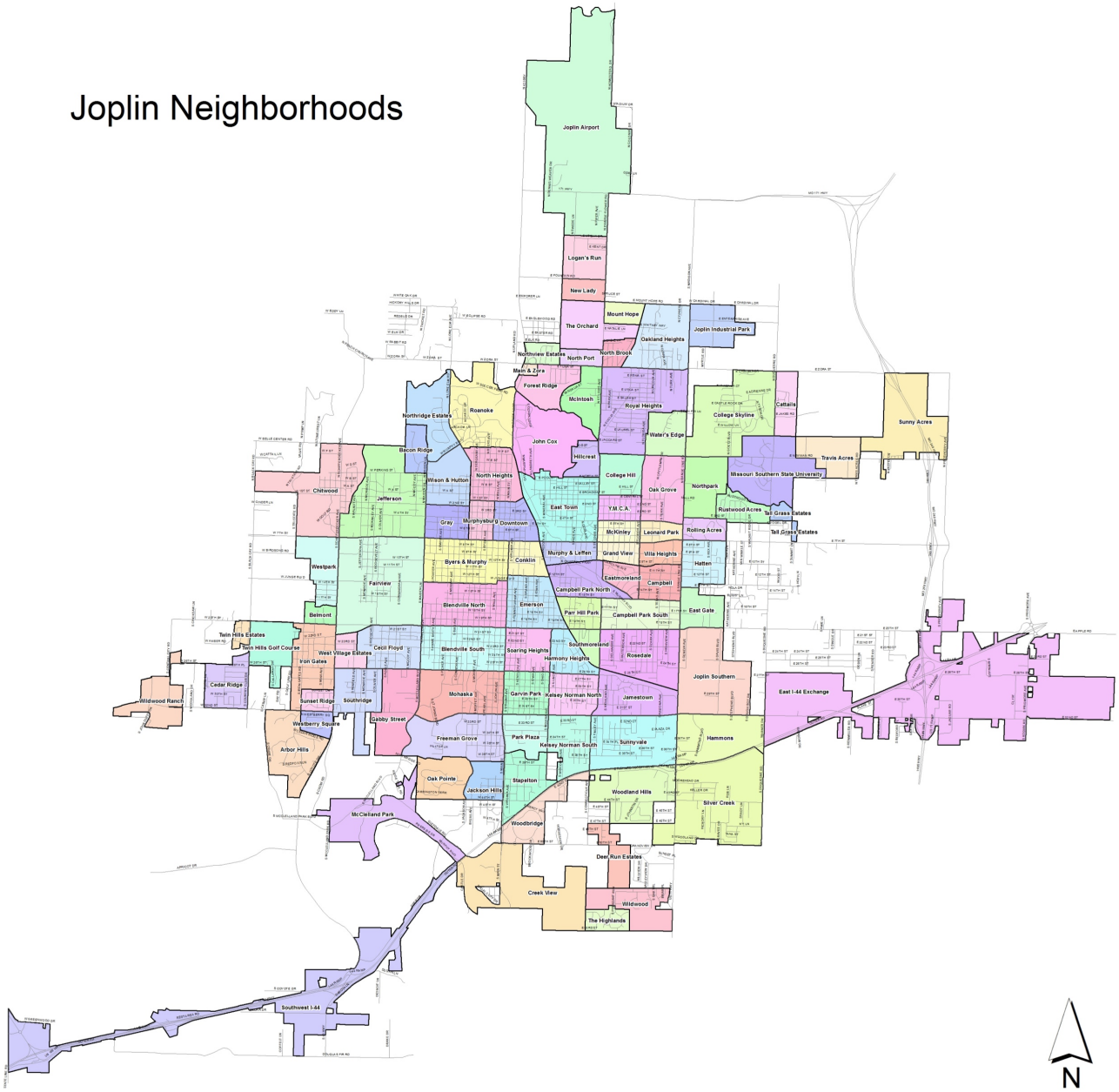
- For planning purpose, identify larger **Neighborhood Planning Areas** in Joplin that combine individual neighborhoods that are in proximity to each other; are connected; and share common character, attributes, amenities, and interests. Use Neighborhood Planning Areas to coordinate community planning initiatives and to encourage individual Neighborhood Associations to communicate and collaborate with each other.

RECOMMENDATION 6.1.B: Create a culture of neighborhoods in Joplin by supporting the establishment of Neighborhood Associations as forums for grassroots leadership in neighborhood and community revitalization.

- Support the establishment of **Neighborhood Associations** in the individual neighborhoods identified within Joplin. Provide a city-wide organizational structure through which they may work. Empower residents to form and grow effective Neighborhood Associations through which residents may be encouraged to identify and work on issues pertinent to their area.

- Establish a city-wide **Neighborhood Advisory Council** to serve as a leadership entity representing Neighborhood Associations throughout the city. Have the Council organize the Roundtable noted below, serve as an information conduit for Neighborhood Associations and residents, and advise the city on policy and planning matters.

- Provide organizational support for Neighborhood Associations through the **Neighborhood Services Division** of the Planning Department. Proactively encourage and assist Neighborhood Associations in becoming effective grassroots organizations. Provide staff assistance, guidance, and small amounts of funding to active Neighborhood Associations for basic administrative needs such as meeting organization and communication with residents.



Joplin neighborhoods identified by the city's Neighborhood Services Division.

- Establish a **single point of contact** within Neighborhood Services to be a liaison for Neighborhood Associations in communication with the city and coordination with city neighborhood revitalization and planning programs.

- Establish a guidebook and conduct local workshops to promote **best practices** for Neighborhood Associations that can be adapted to individual neighborhood circumstances.

- Establish a city-wide **Neighborhood Association Roundtable** through which Neighborhood Associations can network with each other. Conduct a series of three to four **yearly workshops** in which Neighborhood Associations gather to share information and experiences and participate in technical assistance programming.

- Create a network of **mentoring relationships** in which organizationally successful Neighborhood Associations advise and assist developing Neighborhood Associations. Coordinate the mentoring through the Neighborhood Advisory Council and Roundtable.

- Support a **Neighborhood Involvement Initiative** in organizing and conducting work and clean-up programs as a means of encouraging the involvement of local residents in their Neighborhood Associations.

- Create a program of **small grants** available to active Neighborhood Associations for special projects that support neighborhood revitalization goals.

- Create an **awards program** to recognize and publicize Neighborhood Associations' successes. Feature one of the annual Roundtable workshops noted above as an event to present the awards.



Many of Joplin's residences are small, some are tiny, like these two side-by-side homes. They have great character and are suited to particular markets.

RECOMMENDATION 6.1.C: Identify a range of possible programs and ideas that Neighborhood Associations can use to encourage grassroots participation and engagement.

- Consider using a system of **Block Captains** to organize residents block by block within a neighborhood and to serve as points of contact, conduits, or representatives for local residents. Each Block Captain could be in charge of a few blocks and help involve and engage residents in community activities.

- Implement an **adopt-a-neighborhood** program in which a neighborhood institution such as a church or school partners with residents for clean-up activities, events, and community service initiatives.

- Conduct annual **clean-up events** in which neighbors gather for a specific project or general clean-up in public areas.

- Implement a volunteer **neighbor-to-neighbor** program in which a dedicated corps of volunteers helps elderly or other neighbors to address smaller housing and yard maintenance issues—painting, porches, gutters, lawn care, etc.—that help maintain existing homes and prevent a broken window cycle of poor maintenance breeding poor maintenance.

- Implement a **homeowner recognition and appreciation** program to recognize residents who beautifully landscape or care for their houses or yards or who volunteer, provide leadership, or simply add character to a neighborhood.

- Create a **marketing initiative** for neighborhoods. Install entrance signs at neighborhood gateways or on city street signs. Identify and promote neighborhood assets that residents show off to others. Engage local realtors with information on neighborhood organization and character that can be provided to prospective home buyers. Include contact information for the local Neighborhood Association that prospective home buyers can use to learn more about the neighborhood.

- Create **neighborhood brochures** for current residents and **welcome packets** for new residents. Neighborhood brochures can tell the neighborhood's story, highlight its assets, and provide basic contact and other information. Welcome packets can include phone numbers and locations of the neighborhood schools, churches, businesses, community centers, parks, trails, and any other neighborhood assets and services. Neighborhood brochures and welcome packets can promote a sense of community and identity, educate new residents on neighborhood services, and encourage community involvement.

- Encourage neighborhood leaders to attend **educational and training sessions** on community engagement.

- Organize **neighborhood events** such as picnics in the park, children's playgroups, or block parties.

- Form a **neighborhood history** group. Install interpretive signage and artwork in public places within the neighborhood. Prepare an interpretive brochure and walking tour. Prepare and distribute histories of the neighborhood. Install interpretive wood or metal plaques with historic names and dates on historic homes or properties.



Planning can identify neighborhood conditions, opportunities, and strategies for revitalization.

6.2 NEIGHBORHOOD PLANNING

Neighborhood planning undertaken by the Planning Department with public participation should be a basic, ongoing tool for community revitalization and renewal.

RECOMMENDATION 6.2.A: Within the framework of the Comprehensive Plan, undertake a long-term program of neighborhood planning to study neighborhoods, identify issues and opportunities, and determine strategies and actions for neighborhood revitalization.

- Prepare **Neighborhood Plans** for the Neighborhood Planning Areas noted above as well as for Individual Neighborhoods as appropriate. Use Neighborhood Plans as a guide for coordinated implementation of the city's neighborhood revitalization programs. Begin with Planning Areas of need but also with the most possibility for success. Include a strong public

process to engage residents in the planning process. Neighborhood Plans should include:

Introduction and Purpose – background and purpose for the planning work, including any unique aspects of neighborhood character or organization.

Historical Overview – story of the neighborhood's physical development; use the neighborhood histories in the 1990 preservation plan and 2008 Multiple Property Documentation Form as points of reference.

Neighborhood Conditions and Assessment – description of general landscape character, health profile, land use and zoning, circulation patterns, housing profile and conditions, public infrastructure, public facilities and amenities, and public safety; prepare a summary of issues and opportunities.

Vision and Goals – vision, goals, and priorities for the neighborhood as derived through engagement and conversations with residents.

Neighborhood Revitalization Plan – strategies, recommendations, and actions for neighborhood revitalization organized by key topics that need to be addressed, including neighborhood identity, character, circulation, infrastructure, housing, amenities, and programming; identify specific target areas within the neighborhood where projects could be undertaken that could have a broader neighborhood-wide impact.

Implementation Plan – phasing, roles, responsibilities, and funding for implementation of the plan's strategies and actions.

RECOMMENDATION 6.2.B: Prepare Neighborhood Health Assessments on an annual basis as a means of tracking change, identifying need, and setting priorities.

- Use criteria associated with five to seven appropriate **health indicators** in preparing Neighborhood Health Assessments that rate each neighborhood in the city. Such indicators may be related to people, public safety, economic opportunity, housing, and livability.

- Devise a **scoring system** through which the health and condition of individual neighborhoods can be assessed. Use and adapt models established by other communities experienced in performing neighborhood health assessments.

- Use health assessments for individual neighborhoods in **neighborhood planning** as a means of measuring progress.

- Prepare an **annual summary and report** on neighborhood health, including information on individual neighborhoods and city-wide. Identify positive and negative trends. Provide the assessments to City Council and to Neighborhood Associations.



Street trees create neighborhood character. The city's urban forestry program is important to Joplin's quality of life.

- Use the annual reports to **inform the work** of Neighborhood Associations and to coordinate, calibrate, and adjust city planning priorities and activity.

RECOMMENDATION 6.2.C: Use historic preservation concepts and best practices as a core component of neighborhood planning with the goal of preserving and appropriately treating historic residences and enhancing neighborhood character.

- Undertake **historic resource surveys** of neighborhoods as part of the preparation of neighborhood plans. Identify building types, styles, integrity, condition. Identify and map historic residences and other buildings using electronic data collection, formats, and GIS mapping to be included as layers within the city's GIS database and mapping.

- Coordinate the neighborhood historic resource surveys with the standards and survey guidelines of the **Missouri State Historic Preservation Office**. Include an historical overview in each survey that establishes its context with respect to Joplin's historical development as outlined in the 2008 Multiple Property Documentation Form.

- Undertake neighborhood historic resource surveys under guidance of the **Historic Preservation Commission**. Certified Local Government grants may be used to undertake the neighborhood surveys (see Chapter 4).



New development in Joplin is in need of many more young trees for the future.

- Prepare **design guidelines** for residential buildings in Joplin that can be applicable within neighborhoods throughout the city. Include guidelines for the appropriate maintenance, repair, and replacement of historic building fabric; additions and alterations to historic buildings; and the construction of new homes in an existing historic context. Make the guidelines available to residents, builders, and developers. Encourage Neighborhood Associations to make the design guidelines widely available to their residents (see Recommendation 6.4.A below).

- Encourage use of the design guidelines in treatment decisions by residents for the **maintenance and rehabilitation** of historic housing and for the design of new infill housing in neighborhoods.

- Use the **Secretary of the Interior's Standards** for the Treatment of Historic Properties as the basis for the design guidelines (see Chapter 3).

- Prepare the design guidelines with input and oversight by the Historic Preservation Commission and Missouri State Historic Preservation Office. A **Certified Local Government** grant may be used to fund the preparation (see Chapter 4).

RECOMMENDATION 6.2.D: Use Neighborhood Conservation Districts to be developed through the Planning Department as a means through which Neighborhood Associations may guide change in a manner that supports and enhances neighborhood character.

- Develop an **ordinance and process** for the creation of Neighborhood Conservation Districts to establish standards and guidelines for improvements within neighborhoods where the ordinance is adopted. Only implement Neighborhood Conservation Districts upon the initiative of the residents of the individual neighborhoods where they are to be created.

- Work with Neighborhood Associations to identify **character defining features** and attributes of their neighborhoods which should be preserved.

- Upon request, work with Neighborhood Associations that are interested in adopting a Neighborhood Conservation District to guide and preserve neighborhood character. Organize a **neighborhood process** for creation and approval of a conservation district. Create standards and guidelines customized to the individual characteristics of the neighborhood and stated goals of residents.

- Encourage the **recognition of historic attributes** as a component of neighborhood character in neighborhood planning, the development of conservation districts, and the treatment of neighborhood landscapes. Use the Secretary of the Interior's *Guidelines for the Treatment of Cultural Landscapes* as a methodology for the analysis of character defining features in neighborhoods and as a philosophical basis for their treatment (National Park Service 2013). Analysis of landscape characteristics should include:
  - Spatial organization and land patterns,
  - Views and vistas,
  - Topography,
  - Natural systems and features,
  - Vegetation,
  - Circulation,
  - Buildings and structures,
  - Small-scale features, and
  - Special considerations.

RECOMMENDATION 6.2.E: Examine the city's Zoning Ordinance for provisions that have a negative impact on neighborhood character, health, and viability. Correct such provisions in the pending Zoning Ordinance update.

- In particular, look for provisions that encourage the **conversion** of single family residences to apartments. Such provisions may be the result of inappropriate zoning district designations or may be an unintended consequence of zoning or use provisions. This trend should be reversed.

6.3 TARGETED NEIGHBORHOOD REVITALIZATION

Joplin's city government includes a number of departments with differing responsibilities that together impact the character of neighborhoods and local quality of life. They include Fire, Health, Parks, Police, Public Works, Economic Development, Building, Neighborhood, and Community Development Departments and Divisions. In planning for Joplin's neighborhoods, the activities of all city departments can be used to help foster change. It is important that these city departments and their programs be coordinated in their potential impact upon neighborhood character and health.

This section recommends identifying targeted areas within neighborhoods where city projects and initiatives can be combined and focused to create positive change. The recommendations of this section should be coordinated with those related to neighborhood planning in section 6.2 above.

Potential focus areas should be identified through neighborhood planning and through dialogue with neighborhood residents. Existing conditions should be assessed, and locations where the most impact can be realized should be selected. A variety of programs and resources from different city departments and funding resources can then be brought to bear on those selected focus areas.

Projects and resources might include infrastructure improvements, tree planting, park maintenance and improvements, trails, home maintenance assistance, home rehabilitation, new infill housing, private sector financial incentives, community events, and others as appropriate. Private and non-profit projects and resources can be sought as well, particularly those of anchor institutions located within the neighborhood.



Local schools are neighborhood anchors and attract home buyers.

It is recommended that two neighborhoods be selected for concentrated planning and programming to be undertaken over a two-year period. Implementation projects would be phased and continue for longer as appropriate. After the first two-year period, a second pair of neighborhoods would be selected through a competitive application process to begin planning for a second two-year period, and so on, as more neighborhoods are engaged over time. Impacts can be assessed on a yearly basis, especially through annual neighborhood health assessments, and programs can be adjusted.

As outlined below, selected neighborhoods be should those that have strong local leadership in place capable of marshalling involvement and action from local residents. It is suggested that one low-income neighborhood and one moderate-income neighborhood be selected to participate within each two-year period. Selected neighborhoods should be those where efforts will make a difference and transformation is possible. Other neighborhoods should be made aware of the criteria and conditions for selection and should be assisted in working to meet those criteria and conditions through the Neighborhood Services program discussed in section 6.1 above.

Federal and State Assistance and Support

The federal Department of Housing and Urban Development (HUD) provides support to low income neighborhoods across the country, and Joplin neighborhoods have benefited from the city's participation in their programming. Joplin receives Community Development Block Grants (CDBG) that the city uses primarily for infrastructure improvements within designated low income neighborhoods. In 2016, the city received $390,701 for neighborhood revitalization activities.



Churches also strengthen neighborhoods and serve as anchors for neighborhoods.

Joplin also uses CDBG funding to support programs related to the homeless and for other public service activities. Funding also supports staffing in the city's planning department to enable work on neighborhood revitalization.

Funding received by the city through HUD's HOME program provides money for direct action in meeting Joplin's affordable housing needs. Programs undertaken in partnership with non-profit organizations include housing rehabilitation projects and the construction of new housing. Approximately $357,000 was spent on HOME projects in Joplin in 2016.

Finally, Missouri's Abandoned Housing Act, enacted in 1993, permits courts, upon petition, to transfer ownership of vacant, neglected, tax-delinquent properties to nonprofit organizations for rehabilitation, a mechanism used by communities to address unnecessary blight that is adversely affecting older neighborhoods. In order to be eligible, a property has to be vacant for six months, delinquent on taxes, and a nuisance to the community. Joplin has begun to use this state act to rehabilitate neglected houses in low income neighborhoods using a portion of its CDBG funding. Once complete, the rehabilitated house is sold back into the private sector, a material improvement in neighborhood revitalization.

City programs are important to the preservation and appropriate treatment of historic residences throughout Joplin and may be used for targeted action in specific neighborhoods. The resources available through city departments are important tools that can be marshalled to spark and provide momentum toward positive change.

RECOMMENDATION 6.3.A: Through the Planning, Development, and Neighborhood Services Department, select two to three neighborhoods every two years for targeted planning, projects, and support for revitalization.

- Select neighborhoods with current **active leadership** and community support for targeted action.
- Have the **Neighborhood Services Division** take the lead in day-to-day contact and communication with local leaders and residents.
- Work with local leaders to establish a strong and lasting **Neighborhood Association**.
- Include a strong **public participation** process to gather public input, empower residents, encourage participation, and emphasize local responsibility.
- Use the Neighborhood **Health Assessment criteria** and process to help determine needs and gauge success.
- Concentrate upon improving **private sector appeal and investment**. As primary goals, work toward conditions where home ownership is increased, property maintenance improves, real estate market interest increases, property values rise, infill housing is encouraged, and residents are engaged.

- For each two-year period, select at least one neighborhood that is on the **verge of success** and would benefit from added support and assistance.

- For each two-year period, select at least one neighborhood that is a **Neighborhood Improvement District** qualified for application of federal HUD and CDBG funding.

- Work with each neighborhood to determine **needs,** priorities, direction, and actions.



Vacant buildings of good quality are located in many Joplin neighborhoods.

- Prepare a **Neighborhood Plan** for each selected neighborhood as outlined in section 6.2 to assess existing conditions, develop programming, and guide the implementation of short, medium, and long-term projects.

- **Coordinate implementation** of Neighborhood Plans across city departments through the Neighborhood Working Group noted below. Use city infrastructure maintenance and capital improvement projects to directly support neighborhood revitalization.

- Use the **Secretary of the Interior's Standards** for the Treatment of Historic Properties to guide planning and treatment decisions for historic buildings and landscapes in neighborhood revitalization (see Chapter 3).

- Use **design guidelines** for Joplin's residential neighborhoods, discussed above, in neighborhood planning and implementation, including the implementation of infrastructure improvements; the treatment of historic houses; and planning related to the placement, form, character, and appearance of infill housing. The purpose of the use of design guidelines is to reinforce historic neighborhood development patterns and overall community character.

- Have the **Historic Preservation Commission** participate in neighborhood planning and the monitoring of rehabilitation treatments undertaken through neighborhood revitalization.

RECOMMENDATION 6.3.B: Coordinate the work of the various city departments that have an impact on neighborhood character both for targeted neighborhoods and city-wide. Use the services and resources of all of the departments in the development of neighborhood plans and their implementation.

- Create a **Neighborhood Working Group** under Joplin's Planning Director with representation from the various city departments and programs affecting neighborhoods. Define roles and responsibilities. Through the Working Group, involve the departments in neighborhood planning and project implementation.

- Make the Neighborhood Working Group responsible for **coordinating projects** and initiatives related to neighborhood revitalization.

- Use the city's Public Works programs to implement **targeted infrastructure improvements** identified in the city's Neighborhood Plans with the goal of encouraging private sector investment and revitalization (see Recommendation 6.3.C below).

- Use the city's **Community Development Block Grant** and **HOME** programs for targeted projects in lower income neighborhoods as part of the broader revitalization strategy.

- Develop a policy for identifying and preserving **historic streetscape infrastructure**, including brick streets and sidewalks, in locations where they are still present. Identify historic streetscape infrastructure components and character defining features in Neighborhood Plans. Include streets, sidewalks, curbs, inlets, alleys, retaining walls, street trees, signage, and other streetscape components. Involve all city departments planning for, maintaining, and undertaking projects where historic materials may be disturbed.

- Recognize the importance of mature street trees to the appealing character of historic neighborhoods. The role of the city's **Forestry Program** in maintaining existing street trees and planting new

replacement trees should be supported. Best practices for the urban landscape environment should be followed.

- Use **community policing** to establish connections between the Police Department and residents of neighborhoods in making neighborhoods safe. Engage Neighborhood Associations in policing forums with local residents. Identify problem areas within specific neighborhoods. Develop combined city/neighborhood approaches to addressing identified issues and areas. Consider developing neighborhood watch programs, if appropriate.



Poor maintenance impacts neighborhood character and lowers property values.

RECOMMENDATION 6.3.C: Use coordinated city infrastructure projects and other initiatives within specific selected Focus Areas to serve as a catalyst for neighborhood revitalization.

- Through Neighborhood Plans and work with targeted neighborhoods, identify specific **Focus Areas** where concentrated public investment has the potential to create a critical mass of improvements, to visibly transform, and to have impact in stimulating investment by adjacent property owners.

- Use targeted Focus Areas to help increase property values and **leverage positive change**.

- Identify potential Focus Areas for investment through **analysis, planning, and discussion** with residents. Emphasize needs identified by residents.

- Identify **anchors** within neighborhoods that provide solid points of support and contribute to a neighborhood's identity, health, and stability. Existing anchors may include community institutions; sites of long-term private investment; and neighborhood amenities that attract residents, serve as destinations, lend stability, and help make areas appropriate for residential investment. Anchors may include schools, churches, parks, trails, commercial areas, stable groupings of homes, etc.

- Identify areas within the neighborhood that are **strong**, stable, exhibit staying power, and have attracted recent investment.

- Identify **underachieving areas** that have the potential to become stronger given an appropriate stimulus.

- Identify **areas of weaknesses** with the highest concentrations of negative conditions such as low homeownership, poor maintenance, vacant/boarded houses, poverty, substandard infrastructure, and high crime.

- Identify strategies that will **dilute the concentration** of weak areas, giving surrounding areas a greater chance to revitalize on their own. The less concentrated that weak areas become, the fewer the social problems that develop and the less entrenched the weakness will be.

- Implement a coordinated package of **targeted public investment** in selected Focus Areas that have the potential to be transformed. Link these areas to adjacent anchors and areas of neighborhood strength. Address issues of need or weakness that, if changed, have the ability to allow the area to transform. Select areas and actions that will leverage private investment, attract homeowners, and provide benefit to the greatest number of people possible.

- Customize the plan to the neighborhood to meet the needs and possibilities of the specific Focus Area. **Concentrate the investments** to have a clear and visible impact. Avoid diluting the investments by spreading them too thin or over too wide an area. Each Focus Area may require a different combination of strategies, actions, and investments.

- Include the use of **Community Development Block Grant** funding for targeted infrastructure improvements in Focus Areas within low income neighborhoods to generate positive change.

- Use **HOME** funding to support non-profit organizations implement home **rehabilitation projects** for existing houses and new **infill housing** to fill gaps in neighborhoods in Focus Areas with low income pockets. Make sure that work is in accordance with design guidelines and the Secretary of the Interior's *Standards*, reinforcing existing neighborhood character.



Good maintenance makes properties appealing and saleable.

6.4 PROMOTING GOOD MAINTENANCE

Encouraging the appropriate maintenance of historic homes in Joplin's neighborhoods by private homeowners is the most important and effective way to preserve historic buildings and historic neighborhood character. Most historic residences in Joplin are small in size and relatively easy to maintain. By providing good information through a variety of forums, appropriate historic preservation principles and techniques can be made more common among the city's homeowners.

The poor maintenance of residential properties has been a problem in every historic neighborhood in Joplin. In some cases, maintenance issues are due to poverty, and in other cases to a culture of neglect by specific property owners. Poor maintenance has been a particular issue for rental properties, an especially frustrating circumstance for surrounding homeowners. That poor maintenance is an issue in every historic neighborhood is testament to the egalitarian and mixed-income nature of Joplin's neighborhoods, which is an asset.

Issues related to poor property maintenance need to be raised and addressed first by surrounding homeowners, and Neighborhood Associations should be a forum for addressing this issue. In some cases, neighbors have found that poor property maintenance on a specific property was a solvable issue at the neighborhood level, simply by working with the property owners or by providing assistance, such as to an elderly homeowner who was not capable of performing or paying for maintenance work.

Raising maintenance issues to the city level should be a last resort, but sometimes it is necessary. Poor property maintenance makes neighborhoods unattractive to

prospective buyers and lowers property values. Aside from appearance and economics, blight can be an issue of health and safety.

Joplin has a Housing Code that requires that residential properties be kept in good maintenance and repair.[1] The city also has a Dangerous Buildings ordinance that addresses buildings in all use categories that are a danger to public health and safety.[2] In both ordinances, the city has authorization as a last resort (after repeated notices and citations) to make needed repairs and to file a lien on the property to recover the costs. The Dangerous Buildings ordinance is under the jurisdiction of Joplin's Building Board.

An aggressive effort to enforce the Housing Code was made in 2007 but was resisted by the owners of rental properties. Since then, enforcement has been limited to the most dangerous and egregious situations. The experience was an impetus to initiate the city's neighborhood Services program, engaging residents at the grassroots level.



Neighborhood Associations should lead the effort to achieve compliance with housing maintenance standards and codes.

Going forward, it is important that property maintenance concerns be initiated by residents in local neighborhoods. Issues should be examined on a case-by-case basis, and efforts should be made to resolve them locally, if possible. Neighborhood Associations should be used as forums to raise and resolve problems using best practices for neighborhood engagement.

[1] Joplin Code of Ordinances, Chapter 26, Article XII; the Housing Code was adopted in 1971 and should be updated.

[2] Joplin Code of Ordinances, Chapter 26, Article IX.

When raised to the city level, local support is important in enabling effective action. Neighborhood Associations should play an important role here as well, identifying issues and organizing residents to speak up. An effective code enforcement policy supported by local residents is an important means of preventing the worst conditions that can adversely affect a neighborhood and lower property values.



Principles outlined in design guidelines can help homeowners make good home maintenance decisions.

RECOMMENDATION 6.4.A: Provide information and support to homeowners on the appropriate maintenance and treatment of historic residences and historic building fabric.

- Prepare **design guidelines** for residential buildings in Joplin as discussed above focused on the appropriate maintenance and treatment of historic building fabric. Include guidelines for the maintenance, repair, and replacement of historic building fabric; additions and alterations to historic homes; and the construction of new homes in an existing historic context. Make the design guidelines available online. Promote their use in a variety of forums. Encourage Neighborhood Associations to make the design guidelines widely available to their residents (see Recommendation 6.2.C above).

- Use **Neighborhood Associations** as a way to promote interest in the significance of historic residences and the appropriate maintenance and treatment of historic building fabric. Conduct programs and workshops in neighborhoods for the benefit of local residents.

- Through **Historic Preservation Commission programming**, discussed in Chapter 4, conduct **city-wide workshops** on the maintenance and treatment of historic building fabric. Provide forums where homeowners can consult craftsmen and obtain information and technical assistance on their specific issues.

- Provide **technical assistance** to selected Neighborhood Associations that have reached a level of achievement as a special service and recognition. Recruit architects and craftsmen to provide advice to individual homeowners within the neighborhoods on an organized volunteer basis.

RECOMMENDATION 6.4.B: With active neighborhood support, provide code enforcement services to require minimum standard levels of building maintenance and support neighborhood revitalization.

- Make the **code enforcement staff** a central part of the Neighborhood Working Group discussed above. Underscore the important role they play in preserving neighborhood character, stabilizing property values, and protecting public safety. Adapt policies and procedures to support the goals outlined in Neighborhood Plans.

- Have the code enforcement staff **participate** in the development of Neighborhood Plans, particularly in the identification of neighborhood issues and the assessment of building conditions.

- Engage **Neighborhood Associations** with demonstrated local support in requesting that code enforcement services be provided within their neighborhoods.

- Enforce the city's **Housing Code** that requires the maintenance of housing to basic minimum standards to prevent blight, maintain public safety, and preserve surrounding property values.

- Prepare **criteria and guidelines** for the maintenance and securing of vacant buildings in Joplin. Publicize the criteria and guidelines to landlords, realtors, contractors, Neighborhood Associations, and others. Use the criteria and guidelines in code enforcement.

- Review code enforcement procedures. Adopt **procedures** and provide the **resources** necessary to resolve code violations swiftly, consistently, and fairly.

- Adopt code inspection policies to emphasize **early intervention** and the stabilization, protection, and maintenance of threatened buildings with the goal of preventing the need for demolition. Be proactive.

- Create an **Intervention Fund** through the Planning Department that can be used to stabilize threatened buildings in residential neighborhoods either as a grant or code enforcement action.



An intervention fund can help stabilize threatened buildings worth saving.

RECOMMENDATION 6.4.C: In coordination with and with support from Neighborhood Associations, use regulatory means to support the interests of local residents in the maintenance and revitalization of their neighborhoods.

- Expand use of Missouri's **Abandoned Housing Act** to transfer the ownership of vacant, neglected, tax-delinquent properties to nonprofit organizations for rehabilitation, returning neglected properties to private ownership as homes that contribute to the character, quality, and life of the neighborhood.

- Establish a **rental license program** to register and inspect rental properties in single family residential zoning districts to ensure that properties comply with minimum city maintenance standards as established by code. Obtaining a rental license would be the responsibility of the property owner, be obtained on a yearly basis, and include a minimal yearly fee. Apply fees to code enforcement activities. Inspections of rental properties and rental units would be undertaken every three years by the city's code enforcement staff.

- Establish a yearly **vacancy fee** to apply to properties that remain vacant over an established period of time. Apply the fees collected to code enforcement activities.

- Adopt a **demolition-by-neglect ordinance** with funding for the abatement of code violations.

- Establish **permit fees for demolition** equivalent to the annual property tax due for the property being demolished. Assign revenues collected to the Intervention Fund. All buildings approved for demolition should be **documented** in drawings and photographs to standards to be established by the Historic Preservation Commission.



CHAPTER 7 – COMMERCIAL CORRIDORS

Joplin has extensive roadside commercial development that has grown and changed dramatically since the beginning of the automobile era in the early twentieth century. Joplin's commercial corridors remain an important part of the city's economy, community life, and community character.

Jasper County's growth as part of the Tri-State Mining District led to the early development of paved roads within the county. By 1900, the area was already well connected with an extensive network of national railroads and regional trolley lines. In the first decade of the twentieth century, a system of all-weather roads was constructed throughout Jasper County, in large part because of the ready availability of inexpensive mining chat for use in paving. This construction of local paved roads is much earlier than occurred in most other places. By 1906, the county had 380 miles of macadamized roads (Schwenk 2008:E-24).

Beginning in the second decade of the twentieth century, the Joplin Special Road District began construction of a network of eight concrete roads outside of Joplin proper. The National Highway Act, passed by Congress in 1925, called for an interstate highway from Chicago to Los Angles. Designated as Route 66, construction began in 1928, and Missouri's portion, passing through Joplin, was completed in 1932 (Schwenk 2008:E-25; Simpson 2011:88).

With the increased use of the automobile in the 1920s and 1930s, roadside architecture began to develop along the corridors leading into town. Joplin's illustrated histories feature postcards of tourist courts and small motels along East 7th Street and South Main Street. Gas stations, restaurants, automobile

dealerships, and other commercial businesses developed as well creating a unique set of period architectural resources.

As federal spending on highways continued during the New Deal, Joplin became the junction of two major national highways, Routes 66 and 71. With its local network of paved roads, highway connections, and intersection of railroads, Joplin became a transportation center with twenty major truck freight lines (Renner 1985:65). Warehousing and trucking continue to be important sectors of the local economy today.



East Broadway Street, the original Route 66, in Joplin's historic East Town neighborhood.

Eastmoreland Plaza, Joplin's first suburban shopping center—sixteen acres in area, was constructed on East 7th Street in 1956. Other neighborhood shopping centers soon followed on West 7th, 20th, and 32nd Streets. In the late 1950s, the construction of Interstate 44 began south of the city, connecting Route 71 (Range Line Road) with a turnpike constructed by the state of Oklahoma from the Missouri/Oklahoma state line to Tulsa. Interstate 44 was completed through Missouri and Oklahoma by the late 1960s and became a cornerstone of Joplin's continued prosperity. In anticipation of the interstate, Range Line Road was reconstructed as a four-lane thoroughfare in the late 1950s and attracted motels, restaurants, shopping centers, and other businesses (Renner 1985:78,85).

Joplin's commercial corridors are an important part of the city's history, yet this history has not yet been well studied. Over the decades, retail sites along Joplin's key commercial streets have been continuously redeveloped in response to changing economic forces such that their physical evolution is difficult to discern. Given the importance of the retail corridors to Joplin's economy, a vision for their continuing evolution, enhancing Joplin's regional market position, needs to be a key component of the city's economic strategy. Recognition of the commercial corridors' history and significance can be a part of that vision.

Remaining Resources and Approach

Joplin's older commercial corridors include East 7th Street and South Main Street, together designated today as Business Route 44. Both date in historical significance from the late 1920s into the mid- 1950s and were part of historic Route 66.

East 7th Street has continued to evolve over the years with a significant amount of new development. Few historic roadside commercial structures from the 1920s to 1950 era appear to remain, though an analysis and survey needs to be undertaken. Those that do remain have been dramatically altered. The presence and significance of commercial building and landscape resources from the mid-1950s to the present along East 7th Street needs to be assessed.

South Main Street between 10th and 20th Streets has a significant amount of historic building fabric remaining, including historic buildings from all of Joplin's roadside commercial periods. Most of these buildings have a high degree of historic integrity, even though some have been poorly treated and maintained. Many of the buildings are small in scale, widely spaced apart, close to the road, and may be difficult to reuse—lacking the size and density generally desired for contemporary businesses. However, this corridor is a significant future growth corridor with great character and great potential. Several significant historic buildings along South Main Street have been rehabilitated and reused and serve as models for future investment.

Below 20th Street, buildings along South Main Street were destroyed during the 2011 tornado. As an element of Joplin's tornado recovery, South Main Street within the tornado recovery area (north to 15th Street—the area's official northern edge) has been designated as a Mixed-Use Development Overlay District to be developed with new construction in accordance with design standards outlined in the 2012 Comprehensive Plan.



Historic commercial building along East Broadway Street.

Range Line Road is the king of Joplin's commercial corridors. Redesigned and rebuilt in the late 1950s and dramatically developed with the construction of U.S. I-44, Range Line Road is a regional commercial attraction, drawing shoppers from throughout the four-state area of southwest Missouri. Range Line Road's retail commercial infrastructure is much larger than could be supported economically solely by the local market. Its vibrancy is critical to the city's tax base as well as being a major employer.

New commercial development continues to be introduced along the corridor. The design quality of the streetscape experience, however, could be improved. South Range Line Road has been designated as a Planned Development Corridor for multi-use commercial development in the 2012 Comprehensive Plan as part of the tornado recovery program. The corridor's historical development since the late 1950s should be reviewed and assessed, and its vibrancy and diversity could be celebrated as part of a vision for the corridor's future.

The 2012 Comprehensive Plan is outlined in Chapter 1. The plan also designates 20th Street, 26th Street, and Connecticut Avenue as Planned Development Corridors for multi-use residential-commercial-office/institutional development.

Other roadside commercial areas are prominent in Joplin as well, such as West 7th Street and connected areas. The Comprehensive Plan designates some of these areas as Future Infill Corridors, where future development is expected to occur. Future Infill Corridors for multi-use residential-commercial-office/institutional projects have been designated along North Main Street and West 32nd Street. Future Infill Corridors for multi-use commercial projects along Range Line Road North, Schifferdecker Avenue, Maiden Lane, and East 20th Street (east of Range Line Road).

This Historic Preservation Plan embraces the concepts of mixed-use development and connectivity outlined in Joplin's 2012 Comprehensive Plan. However, the Comprehensive Plan addresses itself primarily to the tornado recovery area and does not speak adequately to earlier, more central and historic portions of the community.

This Historic Preservation Plan recommends that commercial corridors *throughout* Joplin be assessed for historical significance, current function, and potential character and that long-term design improvements be planned to improve their character and appeal. The preservation plan recommends that older commercial and residential portions of the community be revitalized and enhanced as a fundamental strategy for future growth, building on concepts of the 2012 Comprehensive Plan and filling out its recommendations beyond its focus on the tornado recovery area. The City of Joplin should focus on strengthening existing commercial corridors and neighborhoods rather than promoting new development and construction in yet undeveloped areas around the community's edges.

In outlining recommendations related to this strategy, Chapter 7 emphasizes the goals 1-Community Identity, 3-Economy and Quality of Life, and 8-Commercial Corridors presented in *Chapter 3, Preservation Approach*. Recommendations for Joplin's commercial corridors are organized under three topical headings:

- Joplin's Commercial Corridors;
- Survey and Preservation; and
- Transportation and Corridor Enhancement.



Early commercial building along East Broadway Street.

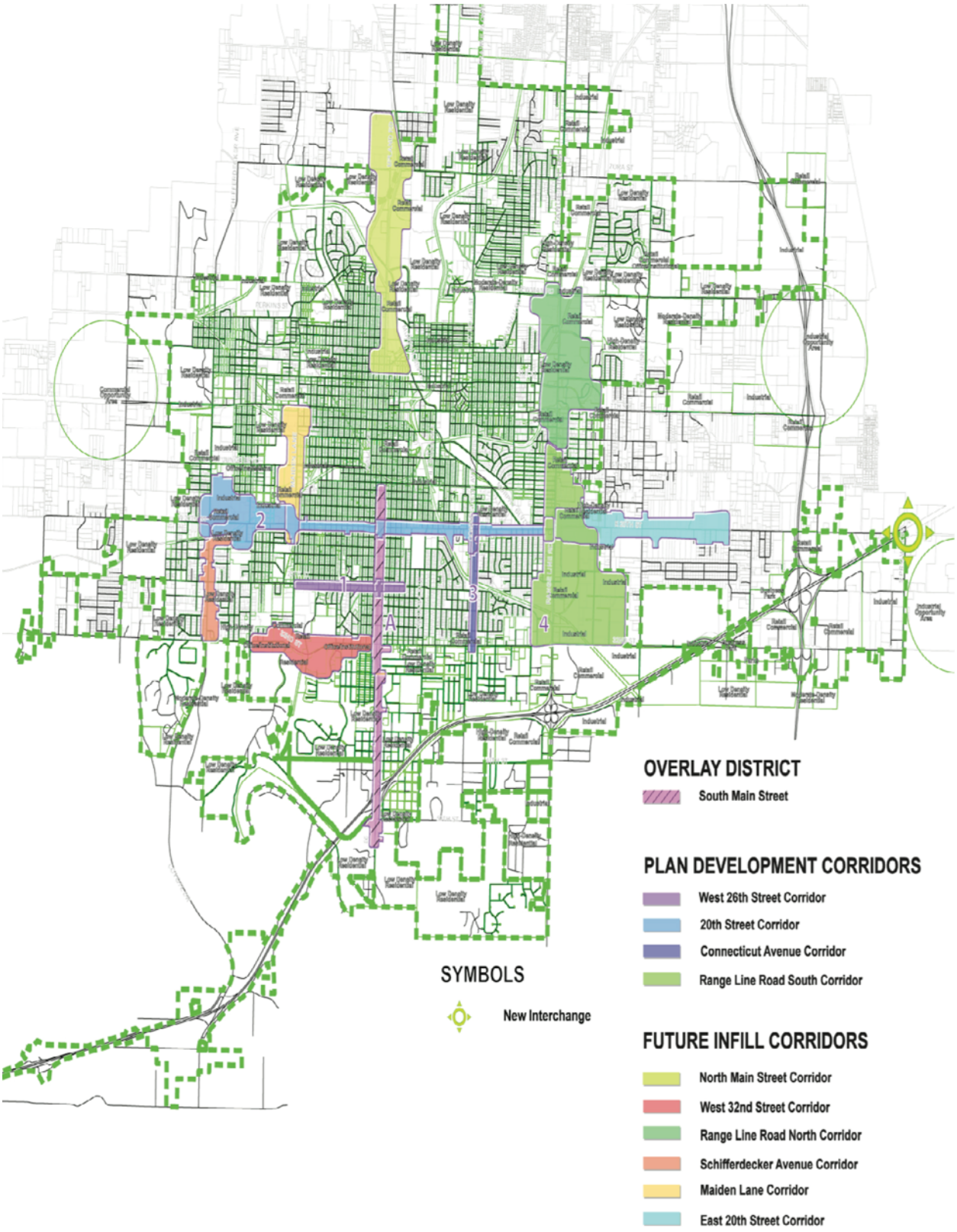
7.1 JOPLIN'S COMMERCIAL CORRIDORS

This Historic Preservation Plan embraces the mixed-use development and connectivity concepts of Joplin's 2012 Comprehensive Plan but recommends that these concepts be applied to older, historic commercial corridors within the city as well, not just to new development within the tornado recovery area and/or new growth around the city's edges.

The city's commercial corridors should be analyzed and planned with respect to their roles in the city's life and economy. These roles can be thought of as being of regional, city-wide, and neighborhood significance. Different long-term approaches should be developed for each in terms of markets to be served, businesses to be attracted, streetscape improvements, and experience. The 2012 Comprehensive Plan takes this general approach but limits its scope and vision, not embracing all of the city's commercial corridors and limiting its recommendations.

Regional Commercial Corridors

Regional commercial corridors are those that primarily serve the larger regional market and are key to the city's long-term economic strategy. They include Range Line Road for its retail commercial activity and the Hearnes Boulevard (southern extension of South Main Street) and West 32nd Street area in the vicinity of Mercy and Freeman Hospital for their regional healthcare services. Both areas are key to Joplin's economic health.



Development Corridors within the 2012 Comprehensive Plan.

Range Line Road has a long history of commercial development going back to the late 1950s. The corridor has continued to develop and change as retail formats have evolved. Because of its critical role in funding the city's administration and services, Range Line Road needs to be vibrant and competitive as a regional draw—it needs to be the regional leader in retail shopping.

This requires a long-term plan and strategic investment. Competing commercial areas are developing in other communities within the four-state region. Over time, these commercial areas could grow to the extent that they threaten Joplin's regional dominance. Range Line Road needs to stay at the top of its game to maintain its leadership over the long term.

While beyond the scope of a typical historic preservation plan, this discussion relates to historic preservation in Joplin because of Range Line Road's historic role in the city's commercial life dating back to the late 1950s. While much of the historic building and landscape fabric developed in the 1950s and 1960s is gone, the overall pattern of commercial activity has had consistency in character and use, and Range Line Road is of historical significance to Joplin's modern development.



Today's Range Line Road lacks appealing streetscape character.

A vision for the future of Range Line Road should celebrate its historical significance and highlight its continuing role. From a historic preservation perspective, the corridor's dynamic visual character should be emphasized. Historic patterns and any remaining historic commercial building resources that might remain should be identified. Continuing dynamic change should be embraced.

The physical design of the streetscape should be vibrant, dynamic, attractive, fun, and easy to understand from an automobile. While the historic character of the strip development from the 1950s to the present in general might be visually unattractive and unappealing, future planning should seek to create a more

appealing streetscape, making Joplin's primary commercial corridor more attractive.

The future of the Range Line Road streetscape should include an abundance of street trees, colorful and creative signage, landscape buffer areas, and an easy-to-navigate street system. Well thought-out design guidelines implemented as new development occurs could achieve this over time in combination with well designed public infrastructure improvements.

The Hearnes Boulevard and West 32nd Street area in the vicinity of Mercy and Freeman Hospital is in an ongoing process of redevelopment in the wake of reconstruction following the 2011 tornado. Mercy Hospital was destroyed in the tornado, while Freeman Hospital and other healthcare facilities were heavily damaged. All have been redeveloped as state-of-the–art facilities. This area focuses upon providing healthcare and related services to the regional market. While the two hospitals are the anchors, an array of supporting healthcare businesses and services are developing along Hearnes Boulevard and 32nd Street.

The character of this area is more business-like than retail oriented. While retail businesses are present, the streetscape character is more restrained than that along Range Line Road. Design guidelines for the corridor, outlined in the 2012 Comprehensive Plan, should be of the highest quality and should emphasize landscaping.

Range Line Road and Hearnes Boulevard should be fully connected by 32nd Street from a design perspective. Both interchanges with I-44 should serve as primary gateways to the city, with well-designed entrance landscapes and clear wayfinding signage that connects with all areas of the city.



Hearnes Boulevard within the tornado recovery area lacks trees and landscape buffers despite recent redevelopment.

City-wide Commercial Corridors

Other streets within Joplin serve as city-wide commercial corridors that provide service primarily to city-wide residents. Most prominent among these historically are East 7th Street and South Main Street, historic Route 66 and currently Business Route 44. As noted above, East 7th Street has been largely redeveloped over the decades, and few historic resources dating before the mid-1950s appear to remain. The character of the streetscape has not been of primary concern as this corridor has been redeveloped, and going forward the implementation of design guidelines as new development occurs would improve its character over time.

South Main Street between 10th and 20th Streets retains a significant number of historic resources, as noted above, and redevelopment over time can create an area of very interesting character, incorporating historic buildings and adjacent neighborhoods into new mixed-use development. While this area appears vacant and struggling today, as the city grows it will develop, and the corridor's historic resources should be preserved to be part of that new development.

West 7th Street, Schifferdecker Avenue, and other streets with commercial development also serve a city-wide market. Most of the development along these streets is recent, and few historic resources are present. Nonetheless, the implementation of high quality design guidelines along these corridors over time will improve their character and help integrate the corridors into the historic fabric of surrounding neighborhoods, enhancing overall quality of life.



South Main Street has many historic buildings of great character awaiting redevelopment and reuse.

Neighborhood Commercial Corridors

Localized areas of commercial development within the city can be identified as neighborhood commercial corridors, small areas that are closely tied within or adjacent to existing neighborhoods. In preparing this plan, we have not identified

such areas, which is closely related to the priorities and approaches outlined in Chapter 6, Joplin's Historic Neighborhoods.

The delineation of neighborhoods and neighborhood planning areas as outlined in Chapter 6 should include the identification of neighborhood commercial corridors. These areas are neighborhood anchors. The degree to which the physical and programmatic relationships these commercial areas have to their surrounding neighborhoods should be strengthened through the neighborhood planning discussed in Chapter 6.

The point of this discussion is that the 2012 Comprehensive Plan stopped short of looking at all of Joplin's commercial corridors together, organizing them into a coherent pattern, and planning holistically for their future. The general approach outlined in the Comprehensive Plan is good. It just needs to be expanded to understand and include all of the corridors and to incorporate historic resource values and methodologies into its planning and implementation.

RECOMMENDATION 7.1.A: Update the 2012 Comprehensive Plan to create a comprehensive, structured approach to the development of commercial corridors. Distinguish between regional, city-wide, and neighborhood commercial corridors. Emphasize the revitalization of older commercial corridors within Joplin's historic core.

- Analyze and assess existing commercial corridors and their roles within the city. Distinguish between **regional, city-wide, and neighborhood commercial corridors** and develop goals and strategies tailored to the opportunities, needs, and characteristics of each in concert with the city's broader economic strategy.
- Recognize Range Line Road and connected areas as a **regional commercial corridor** critical to Joplin's economy and the city's financial base. Develop strategies for its long-term viability in continuing to attract regional shoppers in the face of anticipated competition from growing commercial areas in other communities. Develop its interchange with I-44 as a southern gateway to Joplin.
- Recognize Hearnes Boulevard and West 32nd Street in the vicinity of Mercy Hospital and Freeman Hospital as a **regional commercial corridor** providing healthcare services to residents throughout the Tri-State Region. Emphasize West 32nd Street connecting Freeman Hospital and Hearnes Boulevard to Range Line Road as a Planned Development Corridor of regional commercial importance, linking the city's two regional commercial corridors and focusing on support services and businesses. Develop the Hearnes Boulevard interchange with I-44 as a southern gateway to Joplin.
- Recognize the other Planned Development Corridors and Future Infill Corridors as **city-wide commercial corridors** hosting businesses and services important primarily to city residents.
- Recognize East 7th Street and South Main Street (Business Route 44) as a city-wide commercial corridor of historical significance and economic

importance, worthy of special focus in Joplin's revitalization. Extend the **South Main Street Overlay District** from 15th Street to 10th Street to encourage mixed-use development that revitalizes the area and connects to Downtown Joplin. Develop guidelines for the overlay district that require the rehabilitation of historic buildings and their incorporation into mixed-use projects.

- Recognize West 7th Street and other commercial areas as city-wide or neighborhood commercial corridors as appropriate. Develop strategies, guidelines, and projects to **connect neighborhood commercial corridors** to adjacent residential neighborhoods both physically with sidewalks and trails and in terms of landscape character.



Historic residential buildings, some now used for business, along South Main Street near the tornado zone.

7.2 SURVEY AND PRESERVATION

Joplin has at least three periods of historical development of its commercial corridors—the pre-highway period of about 1900 through the mid-1920s, the state and national highway period of the late 1920s to about 1950, and the interstate and suburban development period from the mid-1950s to the present. As discussed above, because of the pace of change and redevelopment along Joplin's commercial corridors, few historic commercial buildings appear to remain except in a few specific areas.

The historical development of Joplin's commercial corridors has not been adequately studied and documented. The 2008 Multiple Property Documentation Form prepared for Joplin provides a framework for such study and outlines a structure and methodology for surveying Joplin's commercial buildings.

In continuing to survey the city's historic resources as recommended in Chapter 4, Joplin's Historic Preservation Program, buildings and landscapes along Joplin's commercial corridors should be grouped as a distinct topic for survey and documentation. In planning for its commercial corridors, the city should study the historical development of its commercial corridors, identify remaining historic

commercial buildings and landscape characteristics, and incorporate historic resources into future planning and development.



Historic gas station along South Main Street.

RECOMMENDATION 7.2.A: Undertake a historic resource survey of commercial buildings and landscape characteristics along Joplin's commercial corridors.

- Using Joplin's 2008 Multiple Property Documentation Form as a base, undertake a **survey of historic commercial buildings** along Joplin's historic commercial corridors. Include the routes of historic Route 66, other early state highways, East 7th Street, and South Main Street. Encompass historic commercial developments through the entire twentieth century, including the development of Range Line Road from the late 1950s.

- Use Missouri State Historic Preservation Office **methodologies** and formats in undertaking the survey. Include survey results in city and state GIS databases.

- In undertaking the surveys, note the level of **integrity** of identified historic resources with respect to changes that have occurred over time.

RECOMMENDATION 7.2.B: Prepare a history of Joplin's commercial corridors relating their development to the key historic contexts and themes of the city's growth and economy.

- Building on the Statement of Historic Contexts included in Joplin's 2008 Multiple Property Documentation Form, prepare a history of Joplin's **physical development of commercial corridors**. Relate the history to the story of Joplin's economy, the history of Route 66, Missouri's state and local roads, national highways and the interstate system.

RECOMMENDATION 7.2.C: Using the city's Development Guidelines, create strategies and guidelines for the rehabilitation of remaining historic commercial buildings and their incorporation into new development projects

- Depending upon the number, type, significance, and integrity of remaining historic commercial buildings and landscape features identified in the survey noted above, develop **design guidelines** for the preservation and incorporation of commercial historic resources into the city's Development Standards for commercial corridors. This certainly relates to historic buildings along South Main Street, as discussed above, but it also relates to as yet unidentified commercial historic resources along Joplin's other corridors.



Remodeled historic commercial storefronts along South Main Street.

7.3 TRANSPORTATION AND CORRIDOR ENHANCEMENT

As discussed above, Joplin's commercial corridors are critical to the city's economic future; Joplin's status as a regional retail center is one of three legs of its economic strategy. Other commercial areas are developing within the four-state region that could grow to compete with it. The character of city and neighborhood commercial corridors is important to local quality of life.

Joplin's Comprehensive Plan and recent regional transportation plan emphasize road corridors, connectedness, and multi-modal forms of movement as the focus of strategies creating the city's future urban fabric. The Historic Preservation Plan should recognize this planning and incorporate historic preservation values and interests into its planning and implementation. Streetscape enhancement along Joplin's commercial corridors should strengthen the city's historic character.

The Development Standards included in the 2012 Comprehensive Plan are an important start to streetscape enhancement and have led to new development with generally appealing streetscape character within the areas of Mercy and Freeman Hospitals. However, the existing Development Standards currently only apply to specific corridors identified in the Comprehensive Plan. Recommendation 7.1.A above suggests that the Comprehensive Plan be updated to include all of Joplin's commercial corridors and to create a comprehensive long-term approach to their development.

This approach should include the application of high-quality landscape and development standards to all of Joplin's commercial corridors. Current development standards should be expanded, improved, and made more rigorous with the goal of significantly improving streetscape character city-wide over time. Design standards should be customized to the character of each corridor. Illustrative master plans of specific areas should be prepared to demonstrate the level of quality and design anticipated. The city should work with developers to maximize the enhancement of commercial streets, coordinating public infrastructure improvements with private development improvements.



Historic commercial buildings along Joplin's streetscapes.

Improvement of the character and appearance of commercial streetscapes should be a primary goal. Development and design standards should apply not only to Overlay Districts, Planned Development Corridors, Future Infill Corridors as outlined in the 2012 plan but to all of the city's commercial corridors.

RECOMMENDATION 7.3.A: Incorporate community character and historic preservation best practices into planning for transportation corridors and quality of life.

- Emphasize planning for **sidewalks, trails, and public open space** as a network of community amenities and enhancements to support neighborhood revitalization, homeowner investment, and quality of life throughout Joplin.

- Include **historic preservation principles** and standards for the rehabilitation and enhancement of historic streetscapes and landscape corridors as outlined in Chapter 3 in transportation and community planning.

RECOMMENDATION 7.3.B: Develop, adopt, and implement high quality design guidelines and standards for Joplin's commercial corridors city-wide.

- Prepare **design guidelines and standards** for new commercial development along Joplin's commercial corridors city-wide that can be implemented over time as new development projects are undertaken.

- Create the design guidelines and standards to promote development of beautiful commercial streetscapes that will **enhance the experience** of shopping in Joplin and help maintain the city's leadership as a regional shopping destination.

- Make **streetscape enhancement** a central component of the city's visual identity. Emphasize large canopy trees, green space, and creative signage. Collaborate with retail owners in design and visibility. Over the long term, move utility lines away from primary streets by placing them underground or locating them to the rear of commercial lots.

- Include **customized** design guidelines and standards for different types of commercial corridors—regional, city-wide, and neighborhood commercial corridors as discussed in Recommendation 7.1.A above. For neighborhood commercial corridors, emphasize pedestrian connections and landscaping that blends with adjacent residential streetscapes.



Appealing gateway to the Range Line Retail District along East 4th Street.



CHAPTER 8 – JOPLIN'S STORIES: INTERPRETATION AND ENGAGEMENT

Joplin has a rich and interesting history associated with the Tri-State Mining District and national stories related to the mining industry and economic prosperity. The 2011 tornado is a special story unique to Joplin and its experience of community and recovery.

Storytelling is a way to reach out to and engage residents about Joplin's character and special places. Interpretation can tell the stories of Joplin's natural and urban landscapes, bringing the city's places alive. Natural resources and context are an important part of the city's history and experience, especially the geology and natural systems that produced the ores of the mining district. Through interpretation, public awareness of Joplin's historic building and landscape resources can be increased and support for historic preservation can be encouraged.

Historic preservation advocates recognize the need to build public recognition and support for historic preservation as a component of community character. Interpretation is a means to achieve that end. Heritage and cultural programming are therefore key long-term components of Joplin's historic preservation plan in achieving public outreach.

Heritage tourism can also contribute to Joplin's economic vitality. As a regional shopping destination and commercial center, Joplin is already attracting visitors

from throughout the Tri-State area. As a destination along the historic Route 66 byway, national and international visitors are already traveling through the city.

We need to enhance their experience and make a mark for the city by providing interpretive experiences and further improving Downtown Joplin. As an economic revitalization strategy, interpretation and events can help draw regional and national visitors to Downtown Joplin, extend their stays, and encourage them to come for new reasons. The Joplin Convention and Visitors Bureau is already well aware of and is working on theses strategies. Coordinated city-wide interpretation can help significantly.

Visitors who appreciate historic and cultural attractions also appreciate communities that value their historic character. Heritage visitors want to experience authentic places. They want to learn about the city's history and combine their visits to interpretive sites with interesting dining and shopping opportunities in historic commercial areas such as downtown. Heritage visitors want a complete experience, expect high quality, and are willing to spend more than other types of visitors. They like to linger in the restaurants and other places where residents tend to gather.

Chapter 8 emphasizes the goals 1-Community Identity, 3-Economy and Quality of Life, and 4-Community Engagement presented in *Chapter 3, Preservation Approach*. Recommendations for interpretation and engagement are organized under three topical headings:

- Joplin's History;
- Community Interpretation; and
- Education and Events.



Downtown Joplin can serve as an anchor and orientation point for a city-wide interpretive presentation.

8.1 JOPLIN'S HISTORY

The importance of the work of local historians in undertaking research on Joplin's history cannot be overstated. Local historians know the community well and understand where to look for the details that will illuminate historical subjects and events. The work of the local historians associated with Joplin Museum and Joplin Historical Society over the years has been outstanding, and their collections and research writings are extremely valuable to the community. This work should be encouraged and supported.

As outlined in Chapter 2, in recent years Joplin's historians have produced a series of excellent illustrated histories that use historic photographs to tell the city's story. These illustrated histories are particularly important in documenting the detailed personal and site-specific stories that the historic photographs record.

However, Joplin is in need of a comprehensive contemporary history that tells the history of the city and the Tri-State Mining District in a national context. The most recent history of Joplin that has been written is G.K. Renner's *Joplin, From Mining Town to Urban Center*, published in 1985 to commemorate Joplin's centennial. As recognized in the book's Preface, much of the city's story could not be included in this short volume, and "a rich opportunity awaits any writer who wants to dig deeper into Joplin's past."

Renner's book, though the best currently available, only touches briefly and lightly on many important topics. It obviously does not include developments over the past thirty years, including the seminal tornado of 2011 and its aftermath and recovery. Most importantly, the book does not relate Joplin's story to state and national contexts of settlement, mineral extraction, transportation, environment, society, and economic prosperity.

Like the illustrated histories noted above, Renner's book is engaging and charming and relates a number of local stories well, but it is time for preparation of a new comprehensive professional history of Joplin. Such a history would look at larger themes of the national story and relate in detail how Joplin developed and evolved through them.

RECOMMENDATION 8.1.A: Continue to produce illustrated histories of Joplin using historic photographs.

- Collect and preserve **archives** of historic photographs of Joplin. Collaborate with the owners of private collections to make sure that collections are recognized, recorded, and preserved.

- Encourage the **Joplin Globe** to continue to produce its series on historic photographs of Joplin. The most recent book featured the photographs of Murwin Mosler from the decade of the 1940s.

- Make sure that previous illustrated histories do not go **out of print**. Collect sufficient copies to archive, including copies of Renner's 1985 *Joplin, From Mining Town to Urban Center*, which has gone out of print.



The detailed and painstaking research of local historians is vital to the understanding of Joplin's historic places.

RECOMMENDATION 8.1.B: Produce a new, comprehensive contemporary history of Joplin.

- As a special five-year project, secure funding and produce a comprehensive **contemporary history** of Joplin to build upon and replace Renner's 1985 history.

- Research **examples** of histories of other communities and prepare an outline and summary of the new proposed history. Use the outline and summary to raise funding.

- Build on other histories of Missouri and the Untied States. Use **national themes** and contexts to which Joplin's history relates. Include the region's natural context, early settlement, and development of the Tri-State Mining District. Tell Joplin's early story of growth and city's evolution into today's regional commercial center. Include the story of the 2011 tornado.

- Include **good maps** and relate the history to the illustrated histories and their photographic record.

RECOMMENDATION 8.1.C: Document the history of the 2011 tornado that struck Joplin.

- Support the Joplin Museum in collecting **documentation** on the tornado and creating an archive on the tornado, its aftermath, and its recovery. Include photographs, documents, and other information with as broad a reach as possible.

- Implement an **oral history** initiative on the residents' experience of the tornado and its aftermath. Such an initiative could include school and faith-based support and assistance.

- Write a **history** of the tornado and the recovery through the first five years. Coordinate with other recent histories of the tornado that have been published,

RECOMMENDATION 8.1.D: Continue to undertake focused historical research on specific aspects of Joplin's history and produce papers and professional publications on that research.

- Support the Joplin Museum and **local historians** in research on specific topics of interest. Develop a list of topics that warrant research, filling gaps in Joplin's history and focusing on details of specific places, people, entities, and events. Focus particularly on the story of Joplin's role within the Tri-State Mining District.

- Through the Joplin Museum, Joplin Historical Society, and Post Foundation, seek out **and encourage residents** who might be interested in undertaking research on Joplin's history. Create a local historical research program. Focus on history buffs, retired residents, and students of all ages.





The valley of Joplin Creek near Union Station, now public open space, is the site of Joplin's first mine, around which the city was founded. Long term, Union Station can be developed into an outstanding outdoor interpretive and event site.

8.2 COMMUNITY INTERPRETATION

Interpretation is a means through which residents and visitors can be exposed to Joplin's heritage. It creates awareness about the themes and stories that convey the city's history and relates those themes and stories to authentic places. Through interpretation, residents learn about the places in which they spend their everyday lives and develop awareness and respect for historic and natural resources. Interpretation is a significant way to reach out to Joplin's residents to build long-term support for community enhancement and historic preservation. Interpretation will help build community pride.

Joplin has a fascinating history closely tied to its mining landscape and the historic downtown, neighborhood, building, and landscape resources discussed throughout this plan. A comprehensive city-wide interpretive presentation can be created over time through the interest, coordination, and cooperation of a variety of partners.

The interpretive presentation outlined here is envisioned primarily as an outdoor experience, oriented to residents but of appeal to visitors as well. Like Joplin's public art and mural program, it is anticipated that creative outdoor interpretive exhibits would be installed in many places throughout the city and would be coordinated by themes, storylines, and graphic formats. Residents would encounter the exhibits in neighborhoods, public spaces, and along trails. Visitors would get to know Joplin as a landscape to be explored. Public art would be a key element of the interpretive presentation throughout the city.

It is suggested that the centerpiece of the presentation be Downtown Joplin, the city's historic commercial center, public events center, and home to the city's primary attractions—downtown streetscape, Memorial Hall, a new Performing Arts Center, Spiva Center, and a new Joplin Museum. This suggestion builds on the idea of Downtown Joplin as the center of community identity as discussed in Chapter 5.





The streetscape and public sites in Downtown Joplin can serve as locations for interpretive exhibits.

Wayfinding signage from the city's entrances and gateways would lead visitors to Downtown Joplin, where parking, dining, shopping, and services are provided and where the city's overall interpretive context would be introduced.

Outdoor orientation exhibits located at strategic locations downtown and at other key locations throughout the city would illustrate the city-wide presentation and options for how it could be explored. Introductory exhibits would present Joplin's primary overarching themes and storylines. Interpretive exhibits and public art along the downtown streetscape would tell the story of Downtown Joplin and its role as the region's commercial center and transportation hub. The downtown interpretive experience would be incorporated into the open space planning for the new performing Arts Center and its public mall as well as into master planning for downtown revitalization.

Other sites around Joplin would be identified where different aspects of the city's story could be told. The park and public open space along Joplin Creek in the vicinity of Union Station would be an excellent place to tell the story of Joplin's first mine and founding. Union Station and the rail yards at South Main and 10th Streets would be good places to tell the railroad story. The Route 66 story can be told at a variety of locations in East Town and Downtown Joplin, including the existing Route 66 mural and pocket park on Main Street, which is an excellent example of the kind of interpretive exhibit envisioned.



The Route 66 pocket park on Main Street combines interpretation with public art.

Other locations would be identified where other storylines could be featured. The key is to identify publicly accessible sites where exhibits can be installed and accessed. Sites can be public or private, included in the network with an owner's permission. Most important is that sites should be *authentic places* where things happened that can convey larger themes and storylines illustrated using site-specific stories.

Another excellent example of a potential anchor site in the interpretive presentation is the Butterfly Garden and Overlook in Cunningham Park. Dedicated in May 2014, funded by the TKF Foundation and the Walmart Foundation and designed by students of Drury University in Springfield, the Butterfly Garden and Overlook is an outdoor exhibit featuring ghost structures of three homes lost in the 2011 tornado. Exhibits tell the story of the tornado, the people of Joplin, the volunteers who provided support, and community loss and renewal. The exhibit is of very high quality and is a valued community asset. It is

connected to a variety of open space resources that create a strong interpretive hub within the heart of the tornado zone.

Similar exhibits of varying scale and type can be implemented at other locations within Joplin and address other themes and stories. Important are stories related to mining, the lives of people associated with the mines, the environmental degradation caused by mining, the clean-up, and environmental stewardship going forward.



The Butterfly Garden and Overlook in Cunningham Park is an outstanding example of an anchor site for the city-wide interpretive presentation.

It is suggested that interpretive icons be created to mark various types of mining sites throughout the city. The icons would be artistic installations that would be recognizable as representing the locations of mine shafts, processing sites, and other types of mine related activities. People would see them throughout the city and become aware of the extent of the mining activity that once existed. Some icons could also incorporate interpretive content, telling the story of the particular site where the icon is located. Historic mine artifacts placed in public spaces can also be used to mark sites and tell the mining story. The location Joplin's manufacturing industry, a product of mining, is another important storyline.

Different aspects of Joplin's history can be told at a variety of potential anchor sites, public parks, historic neighborhoods, private sites, and other places. Joplin's city-wide trail system can link the sites together, including pedestrian, bicycle, and automobile options and components.

Individual historic neighborhoods can decide to participate in the presentation, telling their stories in parks, along the streetscape, and at private sites. Small-scale interpretive exhibits can be installed along trails to be encountered along

the route, providing linkages between sites. The interpretive presentation can be implemented piece by piece over time—some of the pieces are already in place.



Interpretive panels at the Butterfly Garden tell the story of the 2011 tornado and community loss and recovery.

Joplin Museum

The Joplin Museum, located in Schiffendecker Park on the west side of town, is an important community asset. As a community institution, the Joplin Museum dates back to the establishment of the Tri-State Mineral Museum in Schiffendecker Park in 1931 with funding from mine operators, a direct link to the city's mining organizations and heritage. The Tri-State Mineral Museum developed a unique and nationally significant collection of minerals, artifacts, and documents. The Dorothea B. Hoover Historical Museum, which tells the city's broader story, was founded in 1966 and later located in a wing adjacent to the Mineral Museum.

The two museums were reorganized in 1996 as the Joplin Historical Mineral Museums, Inc., an independent non-profit organization with professional staff. The Joplin Historical Society, a separate organization closely affiliated with the museums, is owner of two-thirds of the museums' valuable collection. In one form or another, the museums have served the residents and students of Joplin for over eighty years. In their current iteration, they have been supported primarily by the City of Joplin.

The need to revitalize the Joplin Museum has been under discussion by stakeholders as preparation for this preservation plan has been underway. It is recommended that a new and revitalized Joplin Museum be established in the vicinity of Downtown Joplin as part of the downtown revitalization initiative outlined in Chapter 5 of this plan. The goal is to establish Downtown Joplin as a regional cultural center to include Memorial Hall, a new Performing Arts Center, new home for the Spiva Center, a public events park, and a new home for the Joplin Museum.

Planning for a new Joplin Museum should be undertaken concurrently with planning for the new Performing Arts Center, Spiva Center, and public events park. It is suggested that the new Joplin Museum be the centerpiece of master

planning and redevelopment of Main Street between 7th and 10th Streets as recommended in Chapter 5. It would be most appropriate that the new museum be housed in an existing historic building on Main Street within this area.

Planning should be undertaken by the Joplin Downtown Task Force discussed in Chapter 5 with the involvement of all of the downtown partners, including the Joplin Area Chamber of Commerce, Downtown Joplin Alliance, Joplin Convention and Visitors Bureau, Connect-2-Culture, Spiva Center, Post Foundation, and downtown businesses in addition to the Joplin Museum and Joplin Historical Society.



The Joplin Museum has a nationally significant collection of minerals, artifacts, and documents. A reinevented and revitalized museum could be a centerpiece of a Downtown Joplin cultural district.

The initiative should involve not only physical planning but organizational development and fundraising. It is suggested that first steps include: (a) identification of programmatic needs for the museum complex to include archival, educational, interpretive, collections, and administrative spaces, and (b) strategic planning for the Joplin Museum and Joplin Historical Society organizations such that they can be reinvigorated and reborn as new, revitalized independent non-profit entities.

This work cannot be done by the Joplin Museum and Joplin Historical Society alone, but must be a broad-based, community-wide initiative. It is suggested that it be incorporated as part of downtown revitalization and a city-wide interpretive program with a goal of opening a new Joplin Museum upon the 150th anniversary of Joplin's founding in 2023. Interim steps can be planned and implemented leading up to that date.

Website and Published Materials

Joplin can support the city-wide interpretive presentation by developing a family of brochures, maps, and interpretive guides using the city's graphic identity discussed in Chapter 5.

It is suggested that these materials feature a high-quality fold-out map of Joplin showing interpretive sites, open space, trails, and public amenities. The map should include interpretive context that provides an overview of the city's history,

outlines primary themes and storylines, and identifies authentic historic sites that can be visited and explored where interpretive content is provided.

A set of simple brochures can be created to discuss individual themes, storylines, and specific sites in more detail. Together, the map and brochures should summarize the city-wide interpretive experience and help residents and visitors identify and appreciate all of the sites, trails, and opportunities available. The map and brochures should be made available online.

A vibrant interpretive website can be used to support interpretation as well. The website should be linked to the city, Joplin Conference and Visitors Bureau, Joplin Area Chamber of Commerce, Post Foundation, and partner websites. The website should include an overview of Joplin's history; introduction of the city's interpretive themes; and access to brochures, maps, and digital interpretive content that can be downloaded and used to explore Joplin and its sites.

Joplin's graphic identity should be used for the city-wide interpretive presentation. The city should develop a family of interpretive carriers such as kiosks, waysides, and markers of varying sizes that can be used by partners for interpretive exhibits at sites throughout the city. Graphic standards for the exhibit panels should help express the city's character and identity. The National Park Service has developed standards for interpretive carriers and kiosks that could be adopted for use by the city. National Park Service standards are recognizable by the public and acknowledged for their high quality and durability. The adoption of standard National Park Service carriers would be an economical and easily implementable option for the city-wide presentation.



Natural areas can be used to tell the story of the native landscape and Joplin's landscape context.

The Interpretive Planning Process

Preparation of a city-wide interpretive plan will provide a blueprint of how best to present an overview of Joplin's history and character to which residents and visitors can relate. It will describe key themes and storylines and provide a context for how the stories of individual sites fit into Joplin's overall history. It will identify how the stories related to individual sites can be woven together into a coordinated presentation and experience.

Development of a city-wide interpretive plan should be led by educators, interpreters, historians, and public program specialists experienced in public history and programming. All of Joplin's community stakeholders should be involved. Professional consultants may be engaged to help guide the planning and shape the type of experiences that are possible and that will be meaningful and appropriate to Joplin's audiences. Interpretive planning should include the following elements:

1. Introduction: Outline the background and purpose of the plan.
2. Themes and Storylines: Identify Joplin's key natural, historic, and cultural themes and storylines for interpretation. Interpretive themes are the big ideas that frame the city's historic development and relate it to state and national contexts. Storylines are threads of events that trace the city's historical development over time by topic.

   Every potential stakeholder and potential interpretive site should be able to find their place within the thematic structure, including schools, churches, businesses, historic neighborhoods, and others that may wish to participate.



Sites throughout Joplin can be used to tell aspects of the city's historical development.

3. Identify Potential Partners and Their Stories: identify partners and stakeholders that may wish to participate in the interpretive presentation. Identify the nature of their interest, interpretive themes to which they relate, stories they may have that illustrate those themes, and sites where their stories may be told.

   Assume that most interpretive experiences will be self-guided and that every site must be publicly accessible. Identify the resources and capabilities that potential partners and stakeholders can devote to the implementation and ongoing maintenance of the interpretive presentation.

4. Interpretation at Publicly Owned Sites: Identify publicly owned sites that would be appropriate for self-guided interpretive exhibits to establish the core of the city-wide presentation. Consider public parks and open space, public buildings, trails, bikeways, and streetscapes.

Use Downtown Joplin as a central location and anchor for the interpretive presentation. Feature Joplin's park and trail systems as the presentation's skeleton, reaching throughout the city. Invite historic neighborhoods to participate using local parks, streetscapes, and neighborhood institutions such as schools and churches as locations for storytelling. Use self-guided interpretative installations along trails, bikeways, walking routes, and driving routes to create linkages between sites.

Develop an exhibit format that can be used for installation of self-guided exhibits using a common graphic identity and coordinated with city-wide themes and storylines. Develop a maintenance protocol for the self-guided exhibits and sites.

5. Interpretation at Partnering Sites: Outline how sites controlled by private partners will participate in the city-wide presentation. Identify the stories that each participating site will present and how they relate to themes and stories of other sites. Select exhibit formats appropriate to each site. Determine how individual sites will work together to tailor their interpretation as part of the broader themes and storylines.

   Determine how support can be provided to assist sites in their presentations. Determine how participating sites can be provided with introductory content presenting city-wide context and relating sites to larger storylines.



Joplin's mining sites, today abandoned and unmarked, are central to the story.

6. Orientation to the City-wide Interpretive Presentation: Outline how the city-wide presentation will be introduced to residents and visitors and how visitors not familiar with Joplin will be oriented. Identify places where residents and visitors are most likely to first experience the

presentation, such as gateways, Downtown Joplin, parks, and shopping destinations.

Orientation should include an overview of themes and storylines, sites where they are presented, and suggested trails, routes, and itineraries linking sites. Consider using websites, interpretive maps and brochures, and introductory exhibits such as kiosks at key public locations.

Identify which storylines can be made visitor-ready quickly and which have gaps and will need longer-term development. Consult with partners and determine how best to phase in coordinated interpretation that presents the city-wide context and sets the stage for detailed interpretation at individual sites and attractions.

Several important interpretive exhibits are already in place, such as the Butterfly Garden in Cunningham Park, city-wide murals, and the Route 66 pocket park downtown. Exhibits should provide orientation information and direct visitors to other local interpretive sites. Use a common graphic identity and formatting for exhibits and publications.

7. Implementation: Prioritize the ideas and actions outlined above. Begin with those that are fundable and most likely to achieve results. Identify resources to support coordinated implementation over time.

Recommendations summarizing the proposed interpretive presentation are provided below.

RECOMMENDATION 8.2.A: Create a city-wide interpretive plan that can be implemented over time.

- Develop a **city-wide interpretive plan** under the leadership of the Joplin Convention and Visitors Bureau in cooperation with the Joplin Museum, Joplin Historical Society, Post Foundation, Joplin Area Chamber of Commerce, Downtown Joplin Alliance, and Parks and Recreation Department.

- Identify **interpretive themes and subjects** that characterize Joplin's history which interpretation can convey. Identify potential **sites** that can convey the city's interpretive themes. Create **storylines** around which themes can be developed.

- Engage a broad array of **partners** and interests in the interpretive plan's development. Work with private partners to determine how stories related to private sites might be included in the interpretive presentation.

- Create **common graphics** for the city-wide interpretive presentation using Joplin's graphic identity. Develop a family of interpretive carriers such as kiosks, waysides, and markers of varying sizes. Develop graphic standards for sign panels that express the city's character and identity. Adoption of standard National Park Service carriers would be appropriate and would be an economical and easily implementable option.

- Support the interpretive presentation with a **family of brochures and maps** using the common graphic identity. Include a high-quality **fold-out map** of Joplin with interpretive context to help residents and visitors identify and appreciate all of the sites, trails, and opportunities available. Make the map and brochures available online.

- Include interpretation on the **city's website** with links from the websites of the Downtown Joplin Alliance, Chamber of Commerce, and others. Include an overview of Joplin's history; introduction of interpretive themes; and access to brochures, maps, and interpretive content that can be downloaded and used to explore.

- Outline how the interpretive presentation may begin to be **implemented** in the short-term and may be further developed and enriched in phases over time.



Businesses and institutions can participate by telling their own stories illustrating aspects of city-wide themes.

RECOMMENDATION 8.2.B: Make a new Joplin Museum a centerpiece of community interpretation.

- Work with the Joplin Museum and Joplin Historical Society in developing a long-term vision, mission, and **strategy** for the organizations and their collections. Include planning for research, programming, community engagement, collections, organization and management, and fundraising.

- Collaborate with partners in plans to develop a **new museum** in Downtown Joplin in proximity to the proposed new Performing Arts Center. Use of a historic building along Main Street would be preferred.

- Include the new museum in **master planning** for Downtown Joplin as an attraction and community facility.

- Feature the museum in the **city-wide interpretive plan** as a location to provide detailed interpretive content and experiential exhibits.



City landmarks are iconic places with special stories and can be used as focal points for surrounding neighborhoods.

RECOMMENDATION 8.2.C: Implement Joplin's interpretive plan using trails, bikeways, public parks, neighborhoods, and Downtown Joplin.

- Use the interpretive plan to create a network of **self-guided outdoor interpretive exhibits** and experiences in public parks, along streetscapes, partnering private sites, and in other publicly accessible places. Include historic artifacts such as mining machinery as outdoor exhibits.

- Feature **trails and bikeways as linkages** between interpretive sites and destinations. Make these routes a central component of the interpretive experience. Create interpretive exhibits and experiences at locations along the routes for people to stop and see.

- Create interpretive anchors as destinations with exhibits and special experiences. The Butterfly Garden and Overlook in **Cunningham Park** commemorating the 2011 tornado is an outstanding example of an interpretive destination. Downtown Joplin, historic sites, landmarks, natural areas, and other special places are other potential destinations.

- Include Neighborhood Associations as special partners in planning for the interpretive plan. **Feature neighborhoods** as destinations interpreting their history, development, and special stories.

- Create a special iconography for Joplin's **historic mining sites** using public art. Place installations at the locations of historic mine shafts, processing plants, and other mining related sites throughout Joplin to provide visual markers of the number, locations, and types of sites across the city.

- Create **itineraries and tours** that can be downloaded online and made available through the map and brochures noted above as guides for the interpretive experience.

RECOMMENDATION 8.2.D: Coordinate interpretation with Joplin's program of public art.

- Feature **public art** as an interpretive medium along streetscapes, in public parks, at mining sites, and at other appropriate locations.

- Work with Connect-2-Culture, Spiva Center for the Arts, and Art in Public Spaces to **organize and implement** interpretation using public art and to establish guidelines, criteria, and processes.

- Engage private sector businesses and institutions to **sponsor and host** interpretive exhibits and public art at their sites.




Schools and students can be engaged in storytelling to help make them more aware of their community.

8.3 EDUCATION AND EVENTS

The City of Joplin is in the process of constructing a new community library in the tornado recovery area as part of its long-term recovery program. In moving to the new facility the Post Foundation is reinterpreting its mission and vision in conjunction with the library to emphasize public engagement and programming.

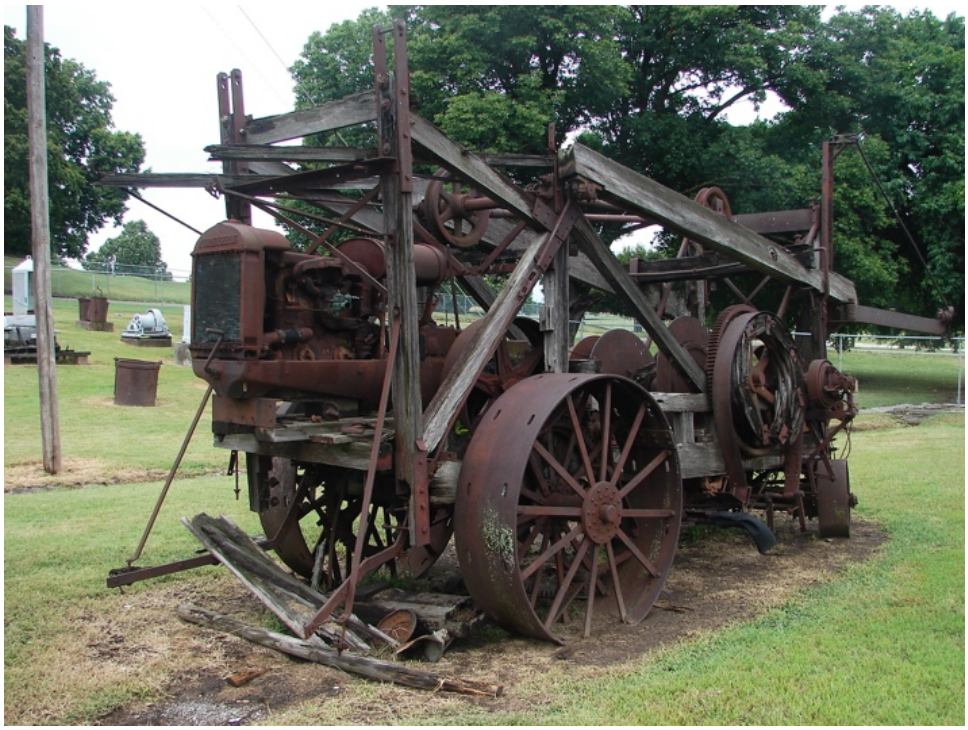
The Post Foundation's public programs should be recognized and integrated into the city-wide interpretive plan. Other partners involved in public programming and events should be recognized in the interpretive plan as well, including the Downtown Joplin Alliance, Spiva Center for the Arts, Connect-2-Culture, churches, and others.

RECOMMENDATION 8.3.A: Include the planned public programs of the Post Foundation and other partners as elements of the city-wide interpretive plan for public outreach.

- Include programming of the **Historic Preservation Commission** (see Chapter 4) and **Neighborhood Associations** (see Chapter 6) in the overall set of public programming for Joplin.

RECOMMENDATION 8.3.B: Create a city-wide calendar of public events throughout Joplin focused on promoting community engagement.

- Organize and **coordinate public event programming** through the Joplin Convention and Visitors Bureau. Include events led by the Convention and Visitors Bureau, Downtown Joplin Alliance, Connect2Culture, Parks and Recreation Department, private partners, and others as appropriate.



Historic artifacts can be placed in public parks to support interpretation.

APPENDIX A – REFERENCES

APPENDIX A ▪ REFERENCES

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APPENDIX B – CITY OF JOPLIN
HISTORIC PRESERVATION ORDINANCE

APPENDIX B

HISTORIC PRESERVATION

1. Purpose: The purpose of this ordinance [Appendix] is to promote the educational, cultural, economic, and general welfare of the community by:

   (1) Providing a mechanism to identify and preserve the historic and architectural characteristics of Joplin 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 Joplin's 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.

2. Definitions: Unless specifically defined below, words or phrases in the ordinance [Appendix] shall be interpreted so as to give them the same meaning as they have in common usage and so as to give this ordinance [Appendix] its most reasonable application.

   (A) *Alteration:* Any act or process that changes one or more of the exterior architectural features of a structure, including, but not limited to, the erection, construction, reconstruction, or removal of any structure.

   (B) *Area:* A specific geographic division of the City of Joplin.

   (C) *Certificate of appropriateness* A certificate issued by the Preservation Commission indicating its approval of plans for alteration, construction, removal, or demolition of a landmark or of a structure within a historic district.

   (D) Certificate of economic hardship: A certificate issued by the Preservation Commission authorizing an alteration, construction, removal, or demolition, even though a certificate of appropriateness has previously been denied.

   (E) Commissioners: Members of the Joplin Historic Preservation Commission.

(F) *Constructions:* The act of adding an addition to a structure or the erection of a new principal or accessory structure on a lot or property.

(G) *Council:* The City Council of the City of Joplin.

(H) *Demolition:* Any act or process that destroys in part or in whole a landmark or a structure within a historic district.

(I) *Design guidelines:* A standard of appropriate activity that will preserve the historic and architectural character of a structure or area.

(J) *Exterior architectural appearance:* The architectural character and general composition of the exterior of a structure, including but not limited to the kind, color, and texture of the building material and the type, design, and character of all windows, doors, light fixtures, signs, and appurtenant elements.

(K) *Historic district:* An area designated as a "historic district" by ordinance of the City Council and which may contain within definable geographic boundaries one or more landmarks and which may have within its boundaries other properties or structures that, while not of such historic and/or architectural significance to be designated as landmarks, nevertheless contribute to the overall visual characteristics of the landmark or landmarks located within the historic district.

(L) *Landmark:* A property or structure designated as a "landmark" by ordinance of the City Council, pursuant to procedures, prescribed herein, that is worthy of rehabilitation, restoration, and preservation because of its historic and/or architectural significance to the City of Joplin.

(M) *Owner of record:* The person, corporation, or other legal entity listed as owner on the records of the County Recorder of Deeds.

(N) *Preservation commission:* The Joplin Historic Preservation Commission.

(O) *Removal:* Any relocation of a structure on its site or to another site.

(P) *Repair:* Any change that is not construction, removal, or alteration.

(Q) *Structure:* Anything constructed or erected, the use of which requires permanent or temporary location on or in the ground, including, but without limiting the generality of the foregoing, buildings, fences, gazebos, advertising signs, billboards, backstops for tennis courts, radio and television antennae, including supporting towers, and swimming pools. (Ord. No. 86-31, ' 1, 3-17-86)

3. Composition of Historic Preservation Commission: The Joplin Historic Preservation Commission shall consist of seven (7) members, residents of Joplin, all of whom shall be appointed and approved by the City Council of the City of Joplin. The city council shall make every reasonable effort to appoint persons with a demonstrated interest in the history of architecture of the City of Joplin. (Ord. No. 86-31, ' 1, 3-17-86; Ord. No. 90-106, ' 1, 6-18-90)

4. Terms: The term of office of the members of the preservation commission shall be for five (5) years, excepting that the membership of the first preservation commission appointed shall serve respectively for terms of two (2) for one year; two (2) for two (2) years; two (2) for three (3) years; two (2) for four (4) years; and one for five (5) years. A member may serve only two (2) consecutive terms. Two (2) alternate members shall be appointed to serve in the absence of or the disqualification of the regular members. Vacancies shall be filled for the unexpired term only. Members may be removed for cause by the mayor and city council upon written charges and after public hearing. (Ord. No. 86-31, ' 1, 3-17-86; Ord. No. 91-63, ' 1, 6-17-91)

5. Officers: Officers shall consist of a chairman, a vice-chairman, and a secretary elected by the Preservation Commission who shall each serve a term of one year and shall be eligible for reelection; but no member shall serve as chairman for more than two (2) consecutive years. The chairman shall preside over meetings. In the absence of the chairman, the vice-chairman shall perform the duties of the chairman. If both are absent, a temporary chairman shall be elected by those present. The secretary to the Preservation Commission shall have the following duties:

   (A) Take minutes of each Preservation Commission meeting;

   (B) Be responsible for publication and distribution of copies of the minutes, reports, and decisions of the Preservation Commission to the members of the Preservation Commission;

   (C) Give notices as provided herein or by law for all public hearings conducted by the Preservation Commission;

   (D) Advise the mayor of vacancies on the Preservation Commission and expiring terms of members; and

   (E) Prepare and submit to the City Council a complete record of the proceedings before the Preservation Commission on any matter requiring council consideration. (Ord. No. 86-31, ' 1, 3-17-86)

6. Meetings: A quorum shall consist of a majority of the members. All decisions or actions of the Preservation Commission shall be made by a majority vote of those members present and voting at any meeting where a quorum exists. Meetings shall be held at regularly scheduled times to be established by resolution of the Preservation Commission at the beginning of each calendar year or at any time upon the call of the chairman. No member of the Preservation Commission shall

vote on any matter that may materially or apparently affect the property, income, or business interest of that member. No action shall be taken by the commission that could in any manner deprive or restrict the owner of a property in its use, modification, maintenance, disposition, or demolition until such owner shall first have had the opportunity to be heard at public meeting of the Preservation Commission, as provided herein. The chairman, and in his absence the acting chairman, may administer oaths and compel the attendance of witnesses. All meetings of the Preservation Commission shall be open to the public. The Preservation Commission shall keep minutes of its proceedings, showing the vote, indicating such fact, and shall keep records of its examinations and other official actions, all of which shall be immediately filed in the office of the Preservation Commission and shall be a public record. (Ord. No. 86-31, ' 1, 3-17-86)

7. Powers and duties: The Preservation Commission shall have the following powers and duties:

(A) To adopt its own procedural regulations;

(B) To conduct an ongoing survey to identify historically and architecturally significant properties, structures, and areas that exemplify the cultural, social, economic, political, or architectural history of the nation, state, or city;

(C) To investigate and recommend to the Planning and Zoning Commission and to the City Council the adoption of ordinances designating properties or structures having special historic, community, or architectural value as "landmarks."

(D) To investigate and recommend to the Planning and Zoning Commission and to the City Council the adoption of ordinances designating areas as having special historic, community, or architectural value as "historic districts";

(E) To keep a register of all properties and structures that have been designated as landmarks or historic districts, including all information required for each designation;

(F) To determine an appropriate system of markers and make recommendations for the design and implementation of specific markings of the streets and routes leading from one landmark or historic district to another;

(G) To advise and assist owners of landmarks and property or structures within historic districts on physical and financial aspects of preservation, renovation, rehabilitation, and reuse, and on procedures for inclusion on the National Register of Historic Places;

(H) To nominate landmarks and historic districts to the National Register of Historic Places, and to review and comment on any National Register nominations submitted to the Preservation Commission upon request of the Mayor or City Council;

(I) To inform and educate the citizens of Joplin, concerning the historic and architectural heritage of the city by publishing appropriate maps, newsletters, brochures, and pamphlets, and by holding programs and seminars;

(J) To hold public hearings and to review applications for construction, alteration, removal, or demolition affecting proposed or designated landmarks or structures within historic districts and issue or deny certificates of appropriateness for such actions. Applicants may be required to submit plans, drawings, elevations, specifications, and other information as may be necessary to make decisions;

(K) To consider applications for certificates of economic hardship that would allow the performance of work for which a certificate of appropriateness has been denied;

(L) To develop specific design guidelines for the alteration, construction, or removal of landmarks or property and structures within historic districts.

(M) To review proposed zoning amendments, applications for special use permits, or applications for zoning variances that affect proposed or designated landmarks and historic districts. The City Planner shall send applications for special use or zoning variations to the Preservation Commission for comment prior to the date of the hearing by the Planning and Zoning Commission or Board of Adjustment;

(N) To administer on behalf of the City of Joplin any property or full or partial interest in real property, including easements, that the City of Joplin may have or accept as a gift or otherwise, upon authorization and approval by the City Council;

(O) To accept and administer on behalf of the City of Joplin such gifts, grants, and money as may be appropriate for the purposes of this ordinance [Appendix]. Such money may be expended for publishing maps and brochures or for hiring staff persons or consultants or performing other appropriate functions for the purpose of carrying out the duties and powers of the Preservation Commission and the purposes of this ordinance [Appendix];

(P) To call upon available city staff members as well as other experts for technical advice;

(Q) To retain such specialists or consultants or to appoint such citizen advisory committees as may be required from time to time;

(R) To testify before all boards and commissions, including the Planning and Zoning Commission and the Board of Adjustments, on any matter affecting historically and architecturally significant property, structures, and areas;

(S) To confer recognition upon the owners of landmarks or property or structures within historic districts by means by certificates, plaques, or markers;

(T) To develop a preservation component in the general plan of the City of Joplin and to recommend it to the Planning and Zoning Commission and to the City Council;

(U) To periodically review the Joplin Zoning Ordinance and to recommend to the Planning and Zoning Commission and the City Council any amendments appropriate for the protection and continued use of landmarks or property and structures within historic districts; and

(V) To undertake any other action or activity necessary or appropriate to the implementation of its powers and duties or to implementation of the purpose of this ordinance [Appendix]. (Ord. No. 86-31, ' 1, 3-17-86)

8. Surveys and research: The Preservation Commission shall undertake an ongoing survey and research effort in the City of Joplin to identify neighborhoods, areas, sites, structures, and objects that have historic, community, architectural, or aesthetic importance, interest, or value. As part of the survey, the Preservation Commission shall review and evaluate any prior surveys and studies by any unit of government or private organization and compile appropriate descriptions, facts, and photographs. Before the Preservation Commission shall, on its own initiative, nominate any landmark for designation, it shall first develop a plan and schedule for completion of a survey of the City of Joplin to identify potential landmarks. The Preservation Commission shall then systematically identify potential landmarks and adopt procedures to nominate them in groups based upon the following criteria:

(A) The potential landmarks in one identifiable neighborhood or distinct geographical area of the City of Joplin;

(B) The potential landmarks associated with a particular person, event, or historical period;

(C) The potential landmarks of a particular architectural style or school, or of a particular architect, engineer, builder, designer, or craftsman;

(D) Such other criteria as may be adopted by the Preservation Commission to assure systematic survey and nomination of all potential landmarks within the City of Joplin. (Ord. No. 86-31, ' 1, 3-17-86)

9. Nomination of Landmarks and Historic Districts: Nominations shall be made to the Preservation Commission on a form prepared by it and may be submitted by a member of the Preservation Commission, owner of record of the nominated property or structure, the City Council, or any other person or organization. (Ord. No. 86-31, ' 1, 3-17-86)

10. Criteria for consideration of nomination: The Preservation Commission shall, upon such investigation as it deems necessary, make a determination as to whether a nominated property, structures, or area meets one or more of the following criteria:

(A) Its character, interest, or value as part of the development, heritage, or cultural characteristics of the community, county, state, or country;

(B) Its location as a site of a significant local, county, state, or national event;

(C) Its identification with a person or persons who significantly contributed to the development of the community, county, state, or country;

(D) Its embodiment of distinguishing characteristics of an architectural style valuable for the study of a period, type, method of construction, or use of indigenous materials;

(E) Its identification as the work of a master builder, designer, architect, or landscape architect whose individual work has influenced the development of the community, county, state, or country;

(F) Its embodiment of elements of design, detailing, materials, or craftsmanship that render it architecturally significant;

(G) Its embodiment of design elements that make it structurally or architecturally innovative;

(H) Its unique location or singular physical characteristics that make it an established or familiar visual feature;

(I) Its character as a particularly fine or unique example of a utilitarian structure, including, but not limited to farmhouses, gas stations, or other commercial structures, with a high level of integrity or architectural significance; and/or

(J) Its suitability for preservation or restoration.

Any structure, property, or area that meets one or more of the above criteria shall also have sufficient integrity of location, design, materials, and workmanship to make it worthy of preservation or restoration. (Ord. No. 86-31, ' 1, 3-17-86)

11. Report and recommendation of Preservation Commission: The Preservation Commission shall, within forty-five (45) days from receipt of a completed nomination in proper form, adopt by resolution a recommendation that the nominated landmark or historic district does or does not meet the criteria for designation in section 10 of this Appendix. The resolution shall be accompanied by a report to the Planning and Zoning Commission containing the following information:

(A) Explanation of the significant or lack of significance of the nominated landmark or historic district as it relates to the criteria for designation;

(B) Explanation of the integrity or lack of integrity of the nominated landmark or historic district;

(C) In the case of a nominated landmark found to meet the criteria for designation:

(1) The significant exterior architectural features of the nominated landmark that should be protected;
(2) The types of construction, alteration, demolition, and removal, other than those requiring a building or demolition permit, that should be reviewed for appropriateness pursuant to the provisions of sections 16 through 27 of this Appendix.

(D) In the case of a nominated historic district found to meet the criteria for designation:

(1) The types of significant exterior architectural features of the structures within the nominated historic district that should be protected;

(2) The types of alterations and demolitions that should be reviewed for appropriateness pursuant to the provisions of sections 16 through 27 of this Appendix.

(E) Proposed design guidelines for applying the criteria for review of certificates of appropriateness to the nominated landmark or historic district.

(F) The relationship of the nominated landmark or historic district to the ongoing effort of the Preservation Commission to identify and nominate all potential areas and structures that meet the criteria for designation.

(G) Recommendations as to appropriate permitted uses, special uses, height and area regulations, minimum dwelling size, floor area, sign regulations, and parking regulations necessary or appropriate to the preservation of the nominated landmark or historic district.

(H) A map showing the location of the nominated landmark and the boundaries of the nominated historic district.

The recommendations and report of the Preservation Commission shall be sent to the Planning and Zoning Commission within seven (7) days following the vote on the resolution and shall be available to the public in the offices of the Preservation Commission. (Ord. No. 86-31, ' 1, 3-17-86)

12. Design Guidelines: Design guidelines for applying the criteria for review of certificate of appropriateness shall, at a minimum, consider the following architectural criteria:

(A) *Height:* The height of any proposed alteration or construction should be compatible with the style and character of the landmark and with surrounding structures in a historic district.

(B) *Proportions of windows and* doors: The proportions and relationships between doors and windows should be compatible with the architectural style and character of the landmark and with surrounding structures within a historic district.

(C) *Relationship of building masses and spaces:* The relationship of a structure within a historic district to the open space between it and adjoining structures should be compatible.

(D) *Roof shape*: The design of the roof should be compatible with the architectural style and character of the landmark and surrounding structures in a historic district.

(E) *Landscaping*: Landscaping should be compatible with the architectural character and appearance of the landmark and of surrounding structures and landscapes in historic districts.

(F) *Scale*: The scale of the structure after alteration, construction, or partial demolition should be compatible with its architectural style and character and with surrounding structures in a historic district.

(G) *Directional expression*: Facades in historic districts should blend with other structures with regard to directional expression. Structures in a historic district should be compatible with the dominant horizontal or vertical expression of surrounding structures. The directional expression of a landmark after alteration, construction, or partial demolition should be compatible with its original architectural style and character.

(H) *Architectural details:* Architectural details including materials, colors, and textures should be treated so as to make a landmark compatible with its original architectural style and character and to preserve and enhance the architectural style or character of a landmark or historic district. (Ord. No. 86-31, ' 1, 3-17-86)

13. Notification of Nomination: The Planning and Zoning Commission shall schedule a public hearing on the nomination within thirty (30) days following receipt of a report and recommendation from the Preservation Commission that a nominated landmark or historic district does or does not meet the criteria for designation. Notice of the date, time, place, and purpose of the public hearing and a copy of the completed nomination form shall be sent by regular mail to the owner(s) of record and to the nominators, as well as to property owners adjoining the nominated landmark or historic district at least fifteen (15) days prior to the date of the hearing. Notice shall also be published in a newspaper having general circulation in the City of Joplin. The notice shall state the street address and legal description of a nominated landmark and the boundaries of a nominated historic district. (Ord. No. 86-31, ' 1, 3-17-86)

14. Public Hearing: Oral or written testimony concerning the significance of the nominated landmark or historic district shall be taken at the public hearing from any person concerning the nomination. The Preservation Commission may present expert testimony or present its own evidence regarding the compliance of the nominated landmark or historic district with the criteria for consideration of a nomination set forth in section 10 of this appendix. The owner of any nominated landmark or of any property within a nominated preservation district shall be allowed reasonable opportunity to present evidence regarding significance and shall be afforded the right of representation by counsel and reasonable opportunity to cross-examine expert witnesses. The hearing shall be closed upon completion of testimony. (Ord. No. 86-31, ' 1, 3-17-86)

15. Determination by Planning and Zoning Commission: Within thirty (30) days following close of the public hearing, the Planning and Zoning Commission shall make a determination upon the evidence whether the nominated landmark or historic district does or does not meet the criteria for designation. Such a determination shall be passed by resolution of the Planning and Zoning Commission and shall be accompanied by a report stating the findings of the Planning and Zoning Commission concerning the relationship between the criteria for designation in section 10 of this appendix and the nominated landmark or historic district and all other information required by section 11 of this appendix. (Ord. No. 86-31, ' 1, 3-17-86)

16. Notification of Determination: Notice of the determination of the Planning and Zoning Commission, including a copy of the report, shall be sent by regular mail to the owner of record of a nominated landmark and of all property within a nominated historic district and the nominator within seven (7) days following adoption of the resolution. Within seven (7) days following a determination by the Planning and Zoning Commission that the nominated landmark or historic district does meet the criteria for designation, a copy of the resolution and report accompanied by a recommendation that the nominated landmark or historic district be designated shall be sent to the City Council. (Ord. No. 86-31, ' 1, 3-17-86)

17. Appeal: A determination by the Planning and Zoning Commission that the nominated landmark or historic district does not meet the criteria for designation shall be a final administrative decision reviewable under the Missouri Administrative Procedure Act provided, however, that the

nominator or any owner of the nominated landmark or of property within the nominated historic district may within thirty (30) days after the postmarked date of the notice of the determination file with the City Clerk a written appeal to the City Council. (Ord. No. 86-31, ' 1, 3-17-86)

18. Action by City Council: the City Council shall, within sixty (60) days after receiving the recommendation that the nominated landmark or historic district be designated or receiving a written appeal, either reject the recommendation or written appeal by formal resolution or designate the landmark or historic district by an ordinance. The City Council may hold a public hearing before enacting the resolution or ordinance and provide notice and take testimony in the same manner as provided in sections 13 and 14 of this appendix. Any resolution or ordinance shall be accompanied by a written statement explaining the reasons for the action of the City Council. The City Clerk shall provide written notification of the action of the City Council by regular mail to the nominator, the appellant, and the owner(s) of record of the nominated landmark or of all property within a nominated historic district. The notice shall include a copy of the designation ordinance or resolution passed by the City Council and shall be sent within seven (7) days of the City Council action. A copy of each designation ordinance shall be sent to the Preservation Commission and Zoning Commission, and the Building Department. (Ord. No. 86-31, ' 1, 3-17-86)

19. The Designation Ordinance: Upon designation, the landmark or historic district shall be classified as a "District H-Historic District," and the designating ordinance shall prescribe the significant exterior architectural features; the types of construction, alteration, demolition, and removal, other than those requiring a building or demolition permit that should be reviewed for appropriateness; the design guidelines for applying the criteria for review of appropriateness; permitted uses; special uses; height and area regulations; minimum dwelling size; floor area; sign regulation; and parking regulations. The official zoning map of the City of Joplin shall be amended to show the location of the "District H-Historic District." (Ord. No. 86-31, ' 1, 3-17-86)

20. Interim Control: No building permit shall be issued by the Building Department for alteration, construction, demolition, or removal of a nominated landmark or of any property or structure within a nominated historic district from the date of the meeting of the Preservation Commission at which a nomination form is first presented until the final disposition of the nomination by the City Council unless such alteration, removal, or demolition is authorized by formal resolution of the City Council as necessary for public health, welfare, or safety. In no event shall the delay be for more than one hundred eighty (180) days. (Ord. No. 86-31, ' 1, 3-17-86)

21. Amendment and Rescission of Designation: Designation may be amended or rescinded upon petition to the Preservation Commission and compliance with the same procedure and according to the same criteria set forth herein for designation. (Ord. No. 86-31, ' 1, 3-17-86)

22. Certificate of Appropriateness: A certificate of appropriateness shall be required before the following actions affecting the exterior architectural appearance of any landmark or property within a historic district may be undertaken:

(A) Any construction, alteration, or removal requiring a building permit from the City of Joplin;

(B) Any demolition in whole or in part requiring a permit from the City of Joplin.

(C) Any construction, alteration, demolition, or removal affecting a significant exterior architectural feature as specified in the ordinance designating the landmark or historic district. (Ord. No. 86-31, ' 1, 3-17-86)

23. Applications for Certificates of Appropriateness: Every application for a demolition permit or a building permit, including the accompanying plans and specifications, affecting the exterior architectural appearance of a designated landmark or of a property within a designated historic district shall be forwarded by the Building Department to the Preservation Commission within seven (7) days following receipt of the application by the Building Department. The Building Department shall not issue the building or demolition permit until a certificate of appropriateness has been issued by the Preservation Commission. Any applicant may request a meeting with the Preservation Commission before the application is sent by the Building Department to the Preservation Commission or during the review of the application. Application for review of construction, alteration, demolition, or removal not requiring a building permit for which a certificate of appropriateness is required shall be made on a form prepared by the Preservation Commission and available at the office of the Preservation Commission. The Preservation Commission shall consider the completed application at its next regular meeting. The Preservation Commission may establish a subcommittee of five (5) of its members to review routine applications for a certificate of appropriateness when delay to the next regular meeting would create an unnecessary inconvenience to the applicant. A certificate of appropriateness may be issued prior to the next regular meeting upon the signatures of four (4) of the members of the subcommittee. (Ord. No. 86-31, ' 1, 3-17-86)

24. Determination by Preservation Commission. The Preservation Commission shall review the application for a building or demolition permit or for a certificate of appropriateness and issue or deny the certificate of appropriateness within forty-five (45) days of receipt- of the application. Written notice of the approval or denial of the application for a certificate of appropriateness shall be provided the applicant and the Building Department within seven (7) days following the determination and shall be accompanied by a certificate of appropriateness in the case of an approval. (Ord. No. 86-31, ' 1, 3-17-86)

25. Denial of a Certificate of Appropriateness: A denial of a certificate of appropriateness shall be accompanied by a statement of the reasons for the denial. The Preservation Commission shall make recommendations to the applicant concerning changes, if any, in the proposed action that

would cause the Preservation Commission to reconsider its denial and shall confer with the applicant and attempt to resolve as quickly as possible the differences between the owner and the Preservation Commission. The applicant may resubmit an amended application or reapply for a building or demolition permit that takes into consideration the recommendations of the Preservation Commission. (Ord. No. 86-31, ' 1, 3-17-86)

26. Procedure for Appeal: A determination by the Preservation Commission that a certificate of appropriateness be denied after the reconsideration of the application as stated in section 25 above, may be appealed to the City Council of the City of Joplin. The applicant may within thirty (30) days after the postmarked date of the denial file with the City Clerk a written appeal to the City Council. The council shall then set a hearing date not less than thirty (30) days after receipt of a request for a hearing. A determination by the City Council that an application for a certificate of appropriateness be denied shall be the final administrative decision reviewable under the Missouri Administrative Procedure and Review Act, and any appeal from a denial shall be to the circuit court as provided therein. (Ord. No. 86-31, ' 1, 3-17-86)

27. Standards for Review: In considering an application for a building or demolition permit or for a certificate of appropriateness, the Preservation Commission shall be guided by the following general standards in addition to any design guidelines in the ordinance designating the landmark or historic district.

(A) Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building, structure, or site and its environment, or to use a property for its originally intended purpose.

(B) The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural feature should be avoided when possible.

(C) All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and that seek to create an earlier appearance shall be discouraged.

(D) Changes that may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

(E) Distinctive stylistic features or examples of skilled craftsmanship that characterize a building, structure, or site shall be treated with sensitivity.

(F) Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplication of features, substantiated by historic, physical, or pictorial evidence, rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

(G) The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.

(H) Every reasonable effort shall be made to protect and preserve archaeological resources affected by, or adjacent to, any project.

(I) Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural, or cultural material, and such design is compatible with the size, scale, color, material, and character of the property, neighborhood, or environment. (Ord. No. 86-31, ' 1, 3-17-86)

28. Certificate of Economic Hardship: Application for a certificate of economic hardship shall be made on a form prepared by the Preservation Commission. The Preservation Commission shall schedule a public hearing concerning the application and provide notice in the same manner as in section 13 of this appendix, and any person may testify at the hearing concerning economic hardship in the same manner as provided by section 14 of this appendix.

The Preservation Commission may solicit expert testimony or require that the applicant for a certificate of economic hardship make submissions concerning any or all of the following information before it makes a determination on the application:

(A) Estimate of the cost of the proposed construction, alteration, demolition, or removal and an estimate of any additional cost that would be incurred to comply with the recommendations of the Preservation Commission for changes necessary for the issuance of a certificate of appropriateness;

(B) A report from a licensed engineer or architect with experience in rehabilitation as to the structural soundness of any structures on the property and their suitability for rehabilitation;

(C) Estimated market value of the property in its current condition; after completion of the proposed construction, alteration, demolition, or removal; after any changes recommended by the Preservation Commission; and in the case of a proposed demolition, after renovation of the existing property for continued use.

(D) In the case of a proposed demolition, an estimate from an architect, developer, real estate consultant, appraiser, or other real estate professional experienced in rehabilitation as to the economic feasibility of rehabilitation or reuse of the existing structure on the property.

(E) Amount paid for the property, the date of purchase, and the party from whom purchased, including a description of the relationship, if any, between the owner of record or applicant and the person from whom the property was purchased, and any terms of financing between the seller and buyer;

(F) If the property is income-producing, the annual gross income from the property for the previous two (2) years; itemized operating and maintenance expenses for the previous two (2) years; and depreciation deduction and annual cash flow before and after debt service, if any, during the same period;

(G) Remaining balance on any mortgage or other financing secured by the property and annual debt service, if any, for the previous two (2) years;

(H) All appraisals obtained within the previous two (2) years by the owner or applicant in connection with the purchase, financing, or ownership of the property;

(I) Any listing of the property for sale or rent, price asked and offers received, if any, within the previous two (2) years;

(J) Assessed value of the property according to the two (2) most recent assessments;

(K) Real estate taxes for the previous two (2) years;

(L) Form of ownership or operation of the property, whether sole proprietorship, for-profit or not-for-profit corporation, limited partnership, joint venture, or other.

(M) Any other information, including the income tax bracket of the owner, applicant, or principal investors in the property considered necessary by the Preservation Commission to a determination as to whether the property does yield or may yield a reasonable return to the owners. (Ord. No. 86-31, ' 1, 3-17-86)

29. Determination of Economic Hardship: The Preservation Commission shall review all the evidence and information required of an applicant for a certificate of economic hardship and make a determination within forty-five (45) days of receipt of the application whether the denial of a certificate of appropriateness has deprived, or will deprive, the owner of the property of reasonable use of, or economic return on, the property. Written notice of the determination shall be provided in the same manner as required by section 24 of this appendix. (Ord. No. 86-31, ' 1, 3-17-86)

30. Appeals: A determination by the Preservation Commission that an application for a certificate of economic hardship be denied shall be a final administrative decision reviewable under the Missouri Administrative Procedure and Review Act, and any appeal from a denial shall be to the circuit court as provided therein. (Ord. No. 86-31, ' 1, 3-17-86)

31. Fees and Penalties: The Preservation Commission may establish an appropriate system of processing fees for the review of nominations, certificates of appropriateness, and certificates of economic hardship. Any person who undertakes or causes an alteration, construction, demolition, or removal of any nominated or designated landmark or property within a nominated or designated historic district without a certificate of appropriateness or a certificate of economic hardship shall be guilty of a misdemeanor and upon conviction thereof shall be punished by a fine of not less than fifty dollars ($50.00) nor more than five hundred dollars ($500.00). Every day each such violation shall continue to exist shall constitute a separate violation. The Preservation Commission may institute any appropriate action or proceeding in the name of the City of Joplin to enjoin, correct, or abate any violation of this ordinance [Appendix].