



GARDEN CITY, KANSAS HISTORIC PRESERVATION PLAN

**PREPARED FOR THE CITY OF
GARDEN CITY, KANSAS**

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Preservation Planners
Nashville, Tennessee**



2017

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Acknowledgements

The Garden City Historic Preservation Plan was developed through the assistance, funding and cooperation of the City of Garden City's Planning Department and the Kansas Historical Society. Particular thanks go to Carol Davidson and Kaleb Kentner in the city's Neighborhood and Development Services Department and Katrina Ringler at the Kansas Historical Society. Others contributing significantly to the plan were Steve Quackenbush of the Finney County Historical Society, Myca Bunch of Downtown Vision, and Bruce Glass of the Garden City Landmarks Commission. Historic photographs used in the report are courtesy the Finney County Historical Society.

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I. Executive Summary

Introduction

Over the past three decades, cities and towns nationwide have experienced a new vibrancy and economic growth through the preservation of their architectural and historic resources. Reviving a community's downtown and neighborhoods leads to an enhanced quality of life. Many cities have crafted comprehensive preservation plans to help guide policy makers and community leaders through the complex issues involving historic preservation efforts. The Garden City Historic Preservation Plan builds on the city's renewed emphasis on downtown and neighborhood revitalization efforts. Over the past two decades, Garden City has initiated a number of programs to spur redevelopment downtown, improve the appearance of its neighborhoods, increase recreational and cultural opportunities and encourage investment. The intent of the Garden City Historic Preservation Plan is to outline additional goals and actions to preserve, maintain and enhance the city's historic commercial, residential and public resources. The plan also provides recommendations for increasing heritage tourism efforts as well as raising public awareness of the importance of historic preservation in the community.

Why Preserve? – The Economic Benefits of Historic Preservation

There are numerous benefits derived from historic preservation. At the most apparent level, rehabilitation and preservation of older buildings add to the visual appeal of a community. Beneath the surface, there are deep fiscal benefits to the preservation-minded community, illustrated by dozens of studies conducted across the nation over the past thirty years. Several cities have demonstrated the economic soundness and fiscal responsibility inherent in preservation planning. In short, historic preservation makes good economic sense.

- Historic Preservation Creates Jobs

Rehabilitation and revitalization projects create thousands of construction jobs annually, which is much more than new construction. Rehabilitation projects are more labor intensive than new construction. In new construction, labor and material are generally split half and half. In a typical historic rehabilitation project, however, labor generally accounts for between 60 and 70 percent of the total cost, which has a beneficial ripple effect throughout the local economy.

- Historic Preservation Promotes Downtown Revitalization

Historic preservation has proven to be an effective economic development strategy for downtown revitalization efforts across the country. The rehabilitation of historic buildings not only raises the value of that particular parcel, but it also reinforces and often raises the property values of adjacent properties. Restored historic buildings on average appreciate at a rate greater than that of the marketplace as a whole.

- Historic Preservation Helps to Stabilize Neighborhoods

Historic preservation helps neighborhoods by stabilizing property values, encouraging reinvestment, maintaining or enhancing tax revenue collections, and providing housing and jobs. Historic preservation reduces vacancy as restoration of older homes provides affordable housing and increases occupancy. Restoration of older homes also revives neighborhoods by beginning an upward cycle that improves the economic attractiveness of a neighborhood.

- Historic Preservation Increases Property Values

Numerous studies across the country have shown that property values in designated National Register or local historic districts generally increase more rapidly than the market. In 1994, urban planner Donovan Rypkema analyzed appreciation rates of homes in historic districts versus those without historic designation in several U.S. cities. Invariably, the data supported a faster appreciation rate for homes within a historic district. Specifically, between 1971 and 1991, market value of historic district residential property increased from between 440-674 percent, versus 165-410 percent in respective, yet non-historic neighborhoods in the same city.¹ More recently, a study in 2007 evaluated market values in cities from New York, Georgia, Arizona, and Colorado, concluding that property values within historic districts increase by 5-35% per decade over the values in similar, undesignated neighborhoods.²

- Historic Preservation Supports Taxpayers' Investments

Allowing downtown and historic neighborhoods to decline is irresponsible to taxpayers. Existing infrastructure represents a huge investment in streets, sidewalks, lights, water and sewer lines, telephone and electrical lines, gutters and curbs. If this infrastructure is underutilized it wastes taxpayers' dollars. Commitment to revitalization and reuse of historic neighborhoods and downtown areas may be the most effective act of fiscal responsibility a local government can make.

- Historic Preservation Encourages Tourism

Historic preservation drives heritage tourism, one of the fastest growing industries across the country. Historic resources are among the strongest assets for attracting visitors to a city or community. More and more tourists are interested in visiting and exploring America's small towns and cities, and the things they most want to see and experience are the places and sites that make a community unique – its historic sites, buildings, and neighborhoods.

¹ Donovan Rypkema, *The Economics of Historic Preservation: A Community Leader's Guide* (Washington, D.C.: National Trust for Historic Preservation, 1994), 42-43.

² Jonathan Mabry, "Benefits of Residential Historic District Designation for Property Owners" (Tucson, AZ: Department of Urban Planning and Design, 2007), 3, accessed September 1, 2017, <http://www.tempe.gov/home/showdocument?id=5367>.

Goals and Objectives of the Garden City Historic Preservation Plan

Enhance Rehabilitation and Preservation of Garden City's Historic Neighborhoods

- Promote Rehabilitation Through a Property Assistance Program
- Promote Appropriate Rehabilitation Through Compatible Weatherization
- Encourage New Compatible Construction in Garden City's Older Neighborhoods
- Adopt Conservation Zoning Provision and Promote its Use
- Prepare Design Guideline Standards for Residential Properties
- List Eligible Historic Districts and Individual Properties in the National Register of Historic Places

Enhance Rehabilitation and Preservation of Downtown Buildings

- Promote and Increase the use of Downtown Financial Incentives
- List Downtown Garden City in the National Register of Historic Places

Increase Heritage Tourism in Garden City

- Promote the City's Heritage with Walking and Driving Tours
- Promote the City's Railroad Heritage
- Increase Awareness of the Santa Fe Trail Heritage

Increase Public Awareness and Support for Historic Preservation

- Encourage and Expand Neighborhood Home Tours
- Initiate an Annual or Bi-Annual Historic Preservation Awards Programs

II. Garden City's Proud Past – Historical and Architectural Development

A. Historical Overview

Garden City, Kansas, is the seat of Finney County, encompassing almost nine square miles and positioned on the north side of the Arkansas River. Located in the southwestern portion of the state, the city lies within a sub-region of the Great Plains known as the High Plains, which is characterized by high elevation and low precipitation, and a flat or gently rolling topography dominated by grasslands and punctuated by occasional rivers and streams.

Before settlement, the area was part of a vast rangeland over which traversed large herds of American bison, followed on their seasonal migratory paths by Native Americans. The Pawnee and Wichita tribes, linguistically connected as Caddo peoples, were the original occupants of this part of Kansas. Around 1780 the Osage and Kansa, two divisions of the Siouan people, apparently drove out the Caddo tribes out as they pushed from the east.³ After passage of the Homestead Act under President Lincoln, white settlement of the region accelerated, intensifying conflict between settlers and Indigenous peoples. Treaties in 1865 and 1867, intended to end Native-American occupation of western Kansas and initiate relocation to reservations, did not resolve the conflicts. The Tribes continued to live in the region, on and off reservations.

The well-worn bison trails became pathways for soldiers, adventurers, and traders headed to Santa Fe, gold seekers to California, and Mormons to freedom of worship. Some 90,000 people passed through Kansas in 1849-1850 alone, yet relatively few stopped to settle in a region that contemporary maps referred to as the “Great American Desert.” The grasslands that had supported the buffalo for centuries were also favorable for cattle. Cattlemen, who relied on the open range for grazing and the great cattle drives of the mid to late nineteenth century, even discouraged European-American settlement. But the coming of the railroad changed both settlement and commerce patterns in Kansas. Begun in 1859 and completed in 1873, the Atchison, Topeka, and Santa Fe Railroad cut through the prairies of southwestern Kansas, attracting ambitious pioneers, lured by the railroad’s promotion of the region and the promise of cheap land.

In 1854 the Kansas-Nebraska Act established the Kansas Territory, which included the current state of Kansas and a portion of Colorado. The act granted territorial residents popular sovereignty, meaning the right to choose whether to become a slave or free state. This inaugurated a period of intense conflict called the Border Wars or Bleeding Kansas as pro- and anti-slavery groups flooded into the state and vied for governmental control. An 1859 constitution established the region as free and Kansas achieved statehood in 1861.

The first settlers in the area of present-day Garden City were brothers James R. and William D. Fulton, whose initial enterprise was rounding up wild horses for sale in the East. The brothers were inspired to envision big plans for the flat, treeless landscape of sagebrush and antelope. The first step was an official land survey, which they accomplished with the assistance of Charles

³ Leola Howard Blanchard, *Conquest of Southwest Kansas: A History and Thrilling Stories of Frontier Life in the State of Kansas* (Wichita, KS: Wichita Eagle Press, 1931), 15, https://archive.org/stream/conquestofsouthw00blan/conquestofsouthw00blan_djvu.txt.

Van Trump, a surveyor from Dodge City. The men filed the survey at the United State Land Office in Larned, Kansas, on March 16, 1878. The town was divided into quarters, with the southwest quarter belonging to James Fulton and the southeast to William Fulton.⁴ The other two quarters were claimed by Van Trump and John A. Stevens, the latter being William Fulton's future son-in-law, who worked as a buffalo hunter. Stevens subsequently built a dwelling in the northeast quarter.⁵ The Fulton brothers' lands were separated by a dividing line that became Main Street of the new town. On the east side of the street, William built his four-room house, which he called the Occidental Hotel. It was soon discovered that both Van Trump and Stevens had inadvertently filed a claim for the northeast quarter, and by then a Larned man had filed a timber claim on the vacant northwest quarter. Stevens' house earned him legal claim, leaving Van Trump with no claim. On April 8, 1879 a detailed plat of the town was filed in Dodge City, attached to the unorganized County of Sequoyah.⁶



Figure 1: Early streetscape of Garden City, ca. 1878.

The flurry of 1878 land filings and the construction of the railroad notwithstanding, Garden City remained a frontier town in the late nineteenth century. An account by William D. Fulton's daughter remarked on the solitude and wildness of the landscape. The unsettling sounds of raging storms, fierce winds, and howling coyotes and the occasional sighting of a group of bison or a band of Native Americans were reminders that she lived on the edge of civilization.

An overview of some of Garden City's early residents is illustrative of the town's evolution. In the late 1870s, Garden City consisted of just fifteen residents: five in the William Fulton household, two in the James Fulton family, five in the family of Rev. Michael Turner, and John A. Stevens, Emanuel Schnars, and a third hired man.⁷ And although Garden City was established along the railroad, it was not a depot stop. When Mr. and Mrs. Dave R. Menke and their three children arrived in Garden City in August 1878 from Farmington, Illinois, the Santa Fe

⁴ Blanchard, 229.

⁵ Ibid.; Ralph Kersey, *History of Finney County, Kansas*, Vol. II (North Newton, KS: Finney County Historical Society, Inc., 1976), 40.

⁶ Kersey, 40.

⁷ Blanchard, 233.

conductor slowed down the train one-half mile past the town and the family walked back to the little village.

Mr. Menke opened the first store in Garden City and traveled back East to acquire dry goods to sell. The few residents of Garden City could only afford bare necessities, though Menke's store did supply work boots and goods to cowboys driving herds through the area.⁸ Menke was also the first postmaster for Garden City, an early banker, and instrumental in bringing electricity and telephone service to the town.⁹

In October of 1878, Joseph W. Weeks arrived with his brother to settle a homestead in Garden City, later sending for this family in Iowa. Weeks had enlisted in the Union Army in 1862 and saw action in the battle at Prairie Grove, Arkansas. In Garden City, Weeks and his brother earned a living catching wild horses and picking up bison bones, which had become a means of income for early settlers, who collected and sold them as a source of phosphorous for agricultural fertilizer.¹⁰

In January of 1879, C.J. (Charles Jesse) Jones of Sterling, Kansas, came to Garden City for an antelope hunt. Before returning home, the Fulton brothers brokered his services to secure a switch and station with the Santa Fe railroad, which Jones accomplished.¹¹ By May 1, 1879 a wooden frame depot structure was shipped from Topeka and installed in Garden City.¹² Later the railroad depot and freight office were moved to the north side of the tracks and expanded. After a fire destroyed the original depot, a temporary depot was erected. In 1907 the permanent station was built.¹³

Jones became an ardent supporter of Garden City and was a major landholder, buying the original northwest quarter from the initial timber-claim holder. This tract became known as Jones Addition.¹⁴ Later he was elected the town's first mayor. Jones was also a rancher and conservationist. His nickname "Buffalo" Jones derived from his efforts to preserve American bison, which had neared extinction by the 1880s. By the time Garden City was settled, the American bison population, once numbering in the tens of millions, had been reduced substantially due to railroad interests, improved leather-tanning techniques, and sport hunting. In Kansas, the wanton extermination of bison peaked between 1870 and 1873, leaving carcasses strewn across the plains.¹⁵ Periodically Jones ventured out on the wild landscape to search for bison calves, which he brought back to his ranch. With these he formed a herd from which he supplied animals to county fairs, zoos, and even Yellowstone National Park.¹⁶

⁸ Ibid., 234.

⁹ Kersey, 52.

¹⁰ William Cronon, *Nature's Metropolis: Chicago and the Great West* (New York: W.W. Norton and Company, 1991), 214, 216, 217, 438.

¹¹ Blanchard, 236.

¹² "Garden City, KS," The Great American Stations, accessed May 22, 2017, <http://www.greatamericanstations.com/stations/garden-city-ks-gck/>.

¹³ The Great American Stations.

¹⁴ Blanchard, 259.

¹⁵ Cronon, 214, 216, 217, 438.

¹⁶ H. Allen Anderson, "Jones, Buffalo," American National Biography Online, accessed May 23, 2017, <http://www.anb.org/articles/20/20-00519.html>.

In addition, C. J. Jones was instrumental in developing the irrigation infrastructure for Finney County agriculture, helping to organize four companies to channel water from the Arkansas River. Without this system, Garden City would likely have declined and disappeared. During the growing season of 1879 no crops were produced, prompting Mr. W. H. Armentrout to build the first “Garden City Ditch,” whose headgate on the Arkansas River was located in section 15, township 24, range 33, and ran through sections 15, 14, 13, before ending at the Finnup homestead, south of the railroad at Garden City. The ditch was later continued across the rail line to the Menke farm, northeast of Garden City. A group of seventeen farmers collectively purchased the ditch and it remained in their ownership until 1905, when the Sugar Company was established.¹⁷



Figure 2: Completed in 1880, the Garden City or Farmers' Ditch ca. 1905.¹⁸

The ditch was an immediate triumph, supplying water to lands that produced bountiful crops in 1880. One farmer estimated his produce per acre that year at 400 bushels of Irish potatoes, 600 bushels of sweet potatoes, 600 bushels of onions, 4,000 heads of cabbage, 8,000 melons, 1,000 bushels of turnips, and 20 to 25 bushels of wheat. Another major crop was alfalfa.¹⁹

Based on this success, C. J. Jones established a charter to construct a second ditch from the Arkansas River, at section 7, township 24, range 34. Jones furnished the money for headgates, machinery, and half-interest, while the farmers west and north of Garden City agreed to build the ditch for the other half-interest. Brothers James and Bob Craig along with their neighbor Isaac

¹⁷ Blanchard, 87.

¹⁸ Kansas Historical Society, Finney County Historical Society: Steele Collection Scrapbook 1, no. 20, accessed April 6, 2017, <http://www.kansasmemory.org/item/200021>.

¹⁹ Blanchard, 87-88.

Hurst began work on the fifteen-mile survey in June of 1880. After a month of work, other farmers who had originally committed their labor refused to assist. The Craigs and Hurst made an agreement with Jones to complete the project for the half-interest at stake. They worked until winter and resumed the following spring, completing the ditch to their farms by July 1881.²⁰ Jones organized and held interest in several other ditch projects that irrigated the farmlands of Finney County.

The importance of the irrigation infrastructure to local agriculture became evident when efforts were made to establish Finney County in 1883. Kansas state law required an official survey to verify that at least 1,500 residents lived in no fewer than 250 households within the proposed boundary. A census taker confirmed 1,569 people inhabited 373 households in the proposed Finney County, many of them relying on the 2,905 acres of land then in cultivation.²¹ The new county was named for David Wesley Finney (1839-1916), a veteran of the Union Army under General Sherman, who was Lieutenant Governor of the State of Kansas at the time the new county was established. The legislative act creating Finney County designated Garden City as the temporary county seat. In the first election held in the county in November, Garden City was voted the permanent county seat with judicial powers over all the unorganized counties of southwestern Kansas.²²



Figure 3: Buffalo Block with hotel and other businesses, ca. 1890.

²⁰ Ibid., 89-90.

²¹ Ibid., 123.

²² Ibid., 125-26.

The community progressed as downtown businesses grew. In 1884, the Garden City Bank became the first bank established in southwest Kansas, with a capital stock of \$50,000; W. Rush was president and C. M. Niles vice-president. In 1885, a small frame building in block 37 on the east side of Main Street served as the county courthouse. In September of that year, on Grant Avenue, C. J. Jones began construction of the Buffalo Block (Figure 3), which included a three-story hotel, and space for county offices granted a two-year period free of charge. The laying of the cornerstone for Buffalo Block was a grand event, with the Garden City cornet band marching alongside horses and buggies, and passengers arriving in special coaches on the east- and west-bound trains. After the placing of timely mementos in the cornerstone and many celebratory speeches, a public auction of downtown lots commenced. In the area around the courthouse, lots sold for \$175 to \$200, and total sales reached \$24,000.²³

In 1885, Garden City's population was 378. The following year there was a massive influx of residents into the town and county, and populations reached 3,500 and 10,000, respectively.²⁴ The number of school children in the county rose from 200 in mid-1884 to 600 in mid-1885, and to 800 by the end of 1885.²⁵ The city water works were in operation by 1886. The system included two pumps with a total capacity of 1,500,000 gallons per day, two boilers, an engine house, and a standpipe eight feet in diameter and 140 feet in height. The First National Bank was organized with capital stock of \$200,000 in the spring of 1886.²⁶



Figure 4: Streetscape of Garden City in 1887 with mule-drawn train car.

²³ Ibid., 136-37, 265.

²⁴ Kersey, 41.

²⁵ Blanchard, 148.

²⁶ Ibid., 265.

In 1887 Garden City's infrastructure expanded with the construction of an additional mile of railroad, extending north from the Santa Fe depot to Main Street. The contract for this line went to Allen Ditson of Larned Foundry, which also supplied two railcars to be pulled by mule teams, intended to transport passengers from the depot into town (Figure 4). At that time Garden City boasted several manufacturing companies. The Western Planing Mills employed twenty-five to thirty men and produced various types of woodwork. There were also the Carriage and Wagon Shop of Davidson & George; the concrete stoneworks of L. C. Reed; Robert & Malernee, Plow Works; and the four brick-making businesses of P. H. Hall, Hillyer & Green, Stewart & Haynes, and J. L. Wiley, collectively manufacturing 500,000 bricks per month.²⁷ In the same year, John A. Stevens, a rival developer of C. J. Jones, completed construction of the Windsor Hotel on Main Street (Figure 5).

Amidst Garden City's prosperity, however, disastrous weather events threatened its future. In the blizzard of January 1886, more than fifty people lost their lives. At the time, some residents of the county still lived in crude temporary structures, and there were reports of people succumbing to frostbite who required amputation.²⁸ Horses and other livestock without shelter perished under snowdrifts of six to ten feet. Tens of thousands of cattle died. Beginning in 1888, hot summer winds and drought scorched agricultural crops. The irrigation ditches ran dry, and attempts to expand and extend existing lines resulted in heavy financial losses.



Figure 5: Windsor Hotel (Photo by Henry L. Wolf (1850-1924) from between 1880-1900).

²⁷ Ibid., 264.

²⁸ Ibid., 133.



purchased an automatic telephone switchboard of 100-instrument capacity, originally with seven phones connected.³⁰

The early 1900s brought other new developments to Garden City and Finney County. Since the mid-1880s, Finney County offices had operated out of C. J. Jones's Buffalo Block. In 1902, the county purchased from George W. Warden the building on lot 11 in Garden City's downtown for \$900, as well as four undeveloped lots south of the building. County Clerk C. A. Schneider arranged the remodeling of the building for the new offices of Finney County, and the vacant lots were made into a park. The two-story, stone building was remodeled at a cost of \$4,303 and contained five vaults and a heating plant.³¹

The arrangement of downtown Garden City was based on the railroad, which ran east to west, and Main Street, which ran north to south. Main Street interrupted sequentially numbered streets between 7th Street and 8th Street. The three blocks of Main Street north of the railroad contained strictly commercial buildings. Early dwellings were built on lots along 6th and 7th streets on the east side of the commercial district, and 8th and 9th streets on the west side. South of the railroad there were some dwellings on the periphery of transportation-related businesses, which included several liverys, stables, and hotels.

A major factor in Finney County's economy was the development of crop-specific agriculture. Farmers in Kansas had experimented for several years with raising sugar beets for sugar. In 1902, three Kansas counties, including Finney, shipped 4,260 tons of beets to the American Beet Sugar Company in Rocky Ford, Colorado. The growing of beets, however, proved difficult for Finney County farmers, as the Arkansas River did not provide sufficient water during years of drought. The federal government, keen to encourage domestic production of sugar, stepped in with \$1.25 million for reclamation of the existing cooperative irrigation ditch and the installation of wells. Ultimately this government service proved too costly, and private entrepreneurs from Garden City and Colorado formed the United States Sugar and Land Company to control both the production and processing of sugar beets.

Menke, Finnup, and other Garden City promoters bundled 12,000 acres of abandoned farm lands along the Great Eastern Ditch to entice the Colorado investors. Formally organized in 1905, the United States Sugar and Land Company eventually owned or leased 40,000 acres and built a sugar refining plant, an electric plant, and an alfalfa mill, since alfalfa crops were planted in rotation with beets. The company also improved existing irrigation systems, constructed a 3,000-acre reservoir, and installed fifty wells to an average depth of 400 feet. In addition, the company constructed the Garden City Western Railroad, a spur line through the beet farms (Figure 7). Built one mile west of Garden City, the sugar factory was a six-story building of brick and structural steel, 7,000 feet long, with a concrete foundation and long sheds and warehouses (Figure 8). Over 300 men were hired for its construction, and the complex, which opened in 1906, employed more than 250 people at a time.³²

³⁰ Ibid., 268.

³¹ Ibid., 138.

³² Tiburcio Joe Berber, "The Sugar-Beet History in Kansas" (master's thesis, Kansas State College, 1947), 25-30.

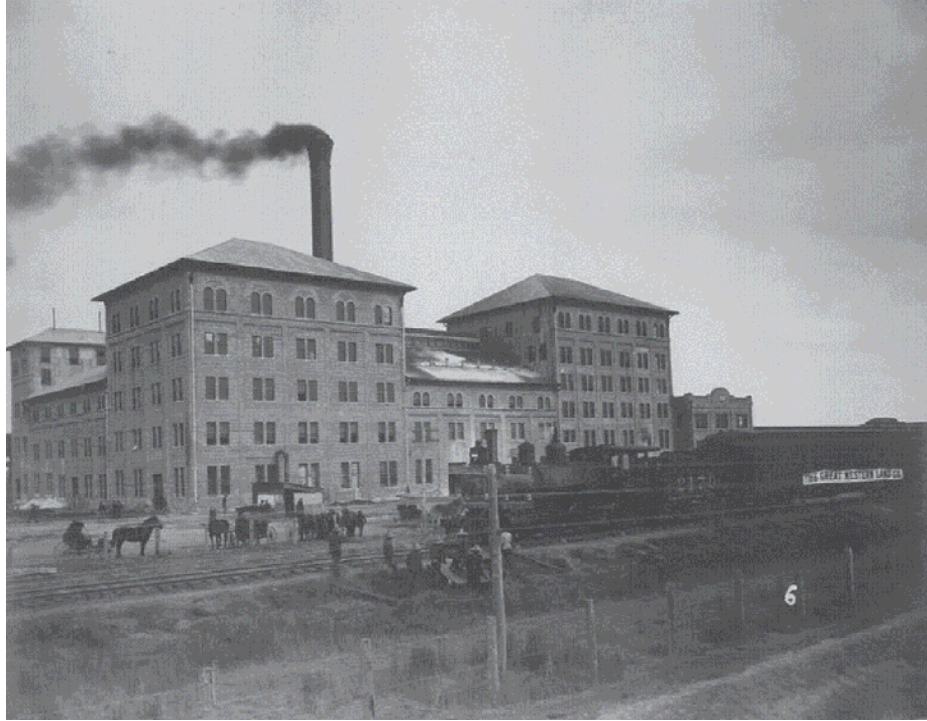


Figure 7: United States Sugar and Land Company factory beside the Atchison, Topeka, & Santa Fe rail line, ca. 1910.

On opening day, November 15, 1906, the factory reached its 600-ton capacity and maintained daily capacity levels through the season, which ended February 18, 1907. A total of 66,000 tons of beets were processed the first year. The all-time record of beets produced in the area was 123,225 tons in 1940, but in most years the production of beets was less than 100,000 tons. During most years, beet production surpassed factory capacity. After mechanical and storage issues were resolved, one ton of beets yielded thirty-three pounds of sugar at the Garden City factory, most of which was consumed in the High Plains region.³³

The beet industry had an immediate economic effect on Garden City, illustrated in the almost 100-percent rate of population growth between 1900 and 1910, from 1,590 to 3,171. This number accounts for almost all of the growth in the county for the same period. Fifteen new businesses opened in Garden City during this economic boom, and approximately 150 new residences were constructed, mainly to the northeast of the business district. The *Garden City Herald* on February 16, 1907, stated, “No city of its size in the west can boast of finer business blocks of stone and brick, or more comfortable and beautiful homes than Garden City.” The article continued, “there were no empty houses or businesses places; the people for the most part owned their own homes and took pride in keeping them in perfect repair. Property to rent was scarce and there was a constant demand for more houses.”³⁴

³³ W. F. Stoeckly, “A Brief History of ‘The Garden City Company’ and ‘Sugar Factory’: In Memory of Russell T. Tutt, from 1946 to 1991,” sec. “Sugar Factory in Operation: Campaign Time,” accessed June 14, 2017, <http://craw.us/stoeckly/articles/1991-history-GC.html>.

³⁴ Carol Hagen, “900 Block North Seventh Street Historic District,” National Register of Historic Places Nomination Form (Garden City, KS: Finney County Historical Society, 1998), sec. 8, 3.



Figure 8: A 1920 Sanborn map shows the Garden City sugar beet factory (pink, brick construction) and alfalfa mill (yellow, frame construction).

During the 1910s, Garden City continued to progress. In 1919, George W. Finnup deeded 100 acres for the Frederick Finnup Park, named for his father, and plans were made to add streets, walks, trees, tennis courts, ball fields, and a campground. In the same year, Main Street was paved with bricks and the city enacted legislation requiring sewer connections. The new Garden City Junior College opened and was the only college in southwestern Kansas, offering thirty courses that specialized in scientific agricultural training. By 1920, Garden City's population was 3,848 and 6,121 by 1930.

Diversification of agricultural crops during the early twentieth century benefitted Garden City's economy. For one, cattle growers incorporated or shifted to wheat farming. Many farmers had one thousand or more acres in wheat. In 1929, a total of 125,000 acres were planted in wheat, producing 1.6 million bushels. By 1930, 300,000 acres were in wheat production, and the number continued to increase each subsequent year. Another important crop continued to be beets. Finney County, having the only sugar factory in the state of Kansas, was the leading beet producer. It also led the state in the production of alfalfa hay, seed, and meal (Figure 9).³⁵ With crops spread out over many thousands of acres, farmers relied on the Garden City Western Railroad to transport harvests for processing. Completed by the original sugar-factory investors strictly for this purpose, the fourteen-mile rail line was connected to the Santa Fe line.³⁶



Figure 9: Alfalfa was a major crop in the early twentieth century around Garden City.

³⁵ Blanchard, 152, 154-55.

³⁶ Stoeckly, sec. "Sugar Factory in Operation: Railroad."

In the Depression, the town was fortunate to have the sugar beet factory, which provided financial security to Garden City and Finney County. The city even experienced a small population boom, reaching 6,285 residents by 1940, though the Finney County population declined.³⁷ Like much of the region, drought caused hardships and Finney County was part of the “Dust Bowl.” A dust storm on October 4, 1935 was particularly memorable and darkened the city.

During World War II, a military airbase began operations east of town in 1942, now the site of the Garden City Regional Airport, providing another boost to the local economy (Figure 10). The Garden City Chamber of Commerce had lobbied hard for an airbase, sending extensive data on the community, local climate, and lay of the land to the War Department. Subsequently a location was selected about twelve miles east of town along U.S. Hwy. 50, one of eighteen military airfields established in Kansas. The primary function of the airbase in Garden City was basic pilot training, including for women.



Figure 10: Garden City Army Airfield.

Construction on the 640-acre site began in summer 1942 and was completed in spring 1943, including concrete runways, a parking area, control tower, barracks, officers' quarters, and a hospital. The base utilized local residents during construction, but also as employees in maintenance, repair, and secretarial jobs. Two of the World War II-era runways and one hangar are still in use, and the concrete foundations and outlines of other structures and roads are still visible. Most of the over 300 buildings were dismantled after the airbase was decommissioned in 1948 and either moved or sold for scrap materials. The airfield's presence near Garden City prompted another significant growth spurt, increasing the city's population to 10,905 by 1950. After fifty years of continuous operation, the sugar factory was closed on November 14, 1955. Since its founding in 1905, the entity that began as the United States Sugar and Land Company

³⁷ U.S. Census Bureau, accessed June 29, 2017, <https://www.census.gov/prod/www/abs/decennial/>.

had changed names three times, becoming Garden City Sugar and Company in 1914, Garden City Company in 1920, and The Garden City Company in 1930. The factory and all the machinery were sold to Merrill Shoup, president of Holly Sugar Company, for an undisclosed sum. Holly Sugar never re-opened the plant for the same reasons it closed in 1955: outdated and inefficient operations, high overhead, lack of available acreage for efficient operation, and high transportation costs.³⁸

The Garden City Company, however, continued to raise sugar beets, which were shipped by railroad to Rocky Ford, Colorado, for processing. When the Rocky Ford sugar mill closed in 1974, there was no processor of beets within 600 miles of Garden City, ending the history of sugar refining in Kansas.³⁹ The legacy of nearly seven decades of beet farming remains apparent in the diverse ethnic demographics in Garden City and Finney County. German-Russians, Mexicans, Spanish-Americans from New Mexico, Japanese, Chinese, and Poles have all found employment in the beet fields of the American Midwest. In Kansas, Mexican workers were predominant, supplementing local labor on a seasonal basis. The beet industry helped Garden City maintain a steady, gradual rate of growth. And new businesses continued to emerge to meet the needs of the growing city, fostering new downtown commercial buildings and residences.

During the 1980s the area's feed yards became a draw for beef-packing plants, which helped fill the void in the Garden City economy and also prompted an increase in Hispanic residents in the city. Iowa Beef Packers Inc. opened the world's largest beef-packing plant just west of Garden City in 1980, and Val-Agri (Con-Agri Beef) expanded its Garden City operations in 1983. By the 2000s Kansas had surpassed Texas as the leading state in the beef-packing industry and Garden City was a center of this industry. As of 2017 other major employers in the county include Tyson Fresh Meats, the district school system, St. Catherine Hospital, and the Garden City Community College.⁴⁰

Declines in other industries throughout the region further encouraged a dramatic influx of people, who moved to Garden City for employment. This not only increased the population of the town but also significantly changed its demographics, from a primarily bicultural community of Anglos and Mexican Americans to a multicultural city that includes immigrants from Southeast Asia, Latin America, and Somalia. Among the positive results has been a robust economy that has lasted for several decades. On the minus side, local industries have often had a high employee turnover rate, and the number of rental properties has not met the high demand, which has resulted in the reconfiguration of many older homes from single-family dwellings into multi-unit rental housing. Thus homes and districts with historic potential have undergone significant alterations. In 2014, Garden City had a population of just over 27,000 residents and was one of the most diverse communities in the state. The city boasts a stable economy based on the livestock industry, agricultural products and its regional hub of commerce.

³⁸ Stoeckly, sec. "Sugar Factory in Operation: Sale of the Factory."

³⁹ Ibid.

⁴⁰ ArLand Land Use Economics, "Garden City Downtown Market Study, Draft" (July 7, 2017), 14.

B. Garden City's Commercial Heritage

The commercial architecture of Garden City is representative of the community's historical development. Early settlers did not have the financial resources to construct high-style buildings until the city prospered. Many early buildings were constructed of wood frame in false-front designs of the late nineteenth century (Figure 11). The creation of an irrigation infrastructure in this period transformed the town in a short period of time, as the city's population grew to 8,000 with the success of local agriculture.⁴¹ The Buffalo Jones block and the rehabilitated Windsor Hotel are extant signature buildings from this period. Other buildings from the early boom years include the ATSF Depot, the Grand Central Hotel, the Masonic Hall, and the Eirsman Block. Native stone was a popular material and several historic commercial buildings of stone are extant in downtown Garden City (Figures 12 and 13).

Most of Garden City's extant historic building stock dates from the city's second period of development resulting from the success of the sugar beet industry. More than half of Garden City's downtown buildings were constructed between 1900 and 1949. The most prominent downtown buildings from this period are the Finney County Courthouse, the old U.S. Post Office, the American Legion Hall, two downtown churches, numerous commercial business buildings, and the Palace, Baird, and Warren hotels (Figure 14). The buildings from this period are differentiated from nineteenth-century buildings by architectural style and building materials, namely brick versus native stone.



Figure 11: South side of Grant Avenue in the 1880s.

⁴¹ Kansas State Historical Society, "The Great Eastern and Farmers' Ditches of Finney County," *Kansas Preservation: Newsletter of the Cultural Resources Division* 26, no. 5 (September-October 2004): 3.



Figure 12: An 1896 photo of animals from the Bond Brothers' Circus in front of the stone Grand Central Hotel with its Mansard roof and Masonic Lodge with arched entrance.



Figure 13: The same buildings (401-407 Main Street) in 2017 retain original façades of native stone, but the upper level with Mansard roof and gable-hooded windows was removed in 1985.



Figure 14: The brick Warren Hotel, originally four stories, was built in 1929 at 301 Main Street, replacing a two-story frame building.

As new buildings continued to appear in downtown Garden City, some reflected contemporary designs that were popular in residential architecture, including Tudor Revival (Figure 18). Modern architectural styles, such as Art Deco and Art Moderne, also appeared on the city-center built landscape. These styles were prevalent from the 1920s into the 1940s. Art Deco is characterized by vertical elements and stylized graphics, among other qualities (Figures 15 and 16). A related style, known as Art Moderne, typically reflects the streamlined sleekness of airplanes, railway cars, and automobiles, with horizontal lines and rounded corners (Figures 17 and 19). Garden City's downtown contains some interesting extant examples of all these styles, including auto-related businesses.

Since the 1950s, almost all of the buildings in the downtown area have experienced modified storefronts and first floors but many of the upper facades remain extant and visible. A few buildings, such as the 1929 State Theater, have been concealed beneath added metal facades. Despite these changes and alterations, a downtown survey completed in 2011 concluded that sufficient integrity remained to qualify the commercial district for the National Register.⁴² Such designation would make the rehabilitation of contributing properties eligible for local, state and federal tax incentives.

⁴² Brenda Spencer, "Downtown Garden City Historic Structures Survey" (Unpublished Survey Report, 2011), 5.



Figure 15: Art Deco American Legion Building on Pine Street built in 1932, showing vertical elements and stylized graphics.



Figure 16: Art Deco, old City Hall built in 1936, 116 E. Chestnut Street.



Figure 17: The building at 305 N. Main Street was originally the Garden National Bank and remodeled into the Art Moderne style in the 1950s.



Figure 18: This ca. 1940 gas station at 835 W. 5th Street was constructed in the Tudor Revival style.



Figure 19: This ca. 1940s gas station at Taylor and Kansas Avenues has Art Moderne characteristics.



Figure 20: The 400 block of N. Main Street continues to retain many of its buildings constructed in the late nineteenth and early twentieth centuries.



Figure 21: A few buildings in the 300 block of N. Main Street have been concealed beneath added materials, but most display their original upper façades.



Figure 22: Some vintage interiors such as this 1950s lunch counter at 121 Grant Avenue also remain downtown.

C. Garden City's Civic Buildings

In the early to mid-twentieth century the Classical Revival or Neoclassical style of architecture became extremely popular for civic buildings across the United States, simultaneously communicating grace, order, and authority. Elements reminiscent of Greek temples were incorporated into numerous banks, courthouses, libraries, schools, and post offices. One example in Garden City is the Post Office, completed in 1914 (Figure 23). This building is representative of the types of Neoclassical style post offices built throughout the country by the U.S. Postal Service in the early 1900s. The Post Office boasts engaged Ionic columns on the main façade and has been well-preserved.

During the following decade, Finney County constructed its first permanent courthouse. Designed by the architecture firm of Routledge and Hertz of Hutchinson, Kansas, the building was completed by the Bailey-Burns Construction Company of Norman, Oklahoma, in April 1929 at a cost of \$186,323. The four-story, flat-roofed building was constructed of steel and solid cement and faced with Bedford, Indiana, limestone.⁴³ Several county courthouses in Kansas designed by Routledge and Hertz illustrate a transition from Neoclassicism to the Modern Movement, including in Gray, Comanche, Edwards, Finney, Hodgeman, and Sherman counties. The vertical emphasis of bays and classical pilasters, overall restrained adornment, and smooth, light-gray masonry surfaces demonstrate the shared characteristics of these architectural styles (Figure 24).⁴⁴



Figure 23: Post office on 7th Avenue, built in 1914, with a Neoclassical façade.

⁴³ Blanchard, 140.

⁴⁴ Sally F. Schwenk, "Historic County Courthouses of Kansas," National Register of Historic Places Multiple Property Documentation Form (Kansas City, MO: Historic Preservation Services, 2002), sec. E, 30.



Figure 24: Finney County Courthouse, completed in 1929, showing a transition in style from Neoclassicism to Modernism.

Another important civic project of the early twentieth century in Garden City was construction of a public pool (Figures 25 and 26). Begun as a public-works project, workers started digging using horse teams and scrapers. Many merchants pitched in and hired persons to help. The “Big Pool,” which opened on Tuesday, July 18, 1922, was 330 feet long and 220 feet wide, with a capacity of 2,880,000 gallons of water. No fence surrounded the pool then and, in the early days, a grove of trees sufficed for changing rooms. The present bathhouse was built in 1937 as a Works Progress Administration project. The Big Pool gained national recognition, drawing automobile tourists from nearly every part of the United States.⁴⁵

The WPA pool building is a modest example of the Art Deco style. This style, which continued to gain in popularity during the early to mid-twentieth century, was not often applied to domestic architecture, but rather to public buildings, office buildings, train stations, and movie theaters. Art Deco buildings are characterized by a rectangular-block form that is articulated by repeated geometric divisions, vertical elements such as towers, smooth wall surfaces, and geometric or stylized ornamentation. A linear emphasis is conveyed on the Big Pool’s bathhouse using regular pilasters across the façade. Both the Colonial Revival and Art Deco styles were in popular use among public works’ designers of the 1930s, such as those associated with the Works Progress Administration, which employed millions of unemployed workers across the country.

⁴⁵ Hagen, “Bungalow Historic District,” National Register of Historic Places Nomination Form (Garden City, KS: Finney County Historical Society, 1999), sec. 8, 4.



Figure 25: The Big Pool in Finnup Park, the world's largest outdoor concrete swimming pool.



Figure 26: The 1937 WPA bathhouse built with influences of the Art Deco style.

Establishment of another public park, Stevens Park near downtown, began in 1893. In 1903 a wood-frame bandshell was added to the park, replaced in 1931 with the concrete Art Deco-style bandshell still in use today (Figure 27). Educational institutions have also been an important part of Garden City's history. These include several schools. One extant example is Garden City High School, later named Sabine Hall. Constructed in 1910, the building operated as a high school until 1919. Between 1919 and the 1960s it functioned as a junior high school. In 1996 it was listed in the National Register of Historic Places and later rehabilitated into senior citizen housing. Another example is the Carnegie Library, built in 1917 on land donated by George Finnup (Figure 28).



Figure 27: Art Deco-style Bandshell in Stevens Park, built in 1931.



Figure 28: Carnegie Library built in 1917 at 702 N. Main Street.

D. Garden City's Residential Buildings

Many early settlers in Garden City lived in sod and small wood-frame houses. As the city continued to prosper, dwellings became more substantial, as well as more reflective of popular styles of architecture. Late-nineteenth-century residential architecture in Garden City was typically of frame construction and mostly one story in height. A common house form of the late-nineteenth century was the pyramid square (Figures 29 and 30). This dwelling type takes its name from its square footprint and pyramidal roof shape. It often has a full-width porch, which may be embellished with stylistic columns or milled posts, but usually has little other ornamentation. A number of these small, rectangular plan dwellings were built on the streets to the east and west of Main Street.



Figure 29: Example of the pyramid square form at 314 N. 10th Street, built ca. 1890.



Figure 30: This ca. 1910 pyramid square variation at 704 7th Street features a gable dormer.

One of the oldest and most significant dwellings of the late nineteenth century is the Little Finnup House at 401 9th Street (Figure 31). This house illustrates the Italianate style, with elongated windows, arched milled-wood porch posts, a porch balustrade, eave brackets, an asymmetrical floor plan, and metal cresting at the roofline. In Garden City, two-story dwellings became more common after the turn of the twentieth century, as the city rebounded from economic and population losses. The 400-900 blocks of 7th Street, known as “Silk Stocking Row,” became the desired location for the city’s affluent bankers, merchants, attorneys, and ranchers to build new homes. Many of street’s small homes of the 1880s were thus replaced by large two- and three-story houses.



Figure 31: The Italianate-style Little Finnup House was constructed in 1886 at 401 9th Street. This view is from ca. 1910.

The Queen Anne style was particularly popular across America, including in Garden City at the turn of the twentieth century (Figures 32 and 33). These two- to two-and-one-half-story dwellings were typically of frame construction, highlighted with decorative wood trim such as milled-wood porch posts, vergeboard, eave brackets, and wood-shingle siding. A signature feature of the Queen Anne style is its wrap-around porch, which emphasizes an asymmetrical plan. Several houses of this style were built during the early 1900s’ boom, including those at 508 and 710 7th Street.



Figure 32: The Lawrence House at 508 7th Street illustrates the Queen Anne style.



Figure 33: A ca. 1895 Queen Anne-style dwelling at 607 Garden City Way.

Residential architectural styles evolved after 1900 as Americans embraced their Colonial roots. This trend away from elaborate Victorian architecture was also evident in Garden City. Colonial-style homes emphasize form-to-function over ornamentation and typically display a general symmetry. Large front porches were added to these homes using classical columns such as Doric and Tuscan. A good example of this large, Colonial Revival style dwelling is the ca. 1905 house at 902 N. 5th Street (Figure 34). A more restrained version of this house form was known as the “American Foursquare” and the older streets of the city contain a number of examples of this form. These dwellings are two-stories in height with hipped roofs, full-width front porches and they often have a hipped dormer at the roofline (Figure 35).

A related style is the Neo-classical which features a full-height classical portico with columns on the main façade. Common features of this styles are windows with multiple light divisions and entrances with sidelights and transom lights. In addition to a central full-height front portico there may also be a side porch with matching details. The only notable example of this style is the Senator William H. Thompson House on N. 6th Street. Another Colonial-related style is the Dutch Colonial which has a distinctive gambrel roof. This style typically had only an entrance stoop with a bracketed canopy or one-story entry porch (Figure 36). The signature feature of this style is its gambrel roof.



Figure 34: Colonial Revival-style dwelling at 902 North 5th Street.



Figure 35: An American Foursquare dwelling at 907 North 7th Street.



Figure 36: Dutch Colonial Revival-style dwelling at 802 North 7th Street.

In the 1910s home construction flourished in Garden City, introducing new architectural styles, such as Craftsman and Bungalow (Figure 37). The Craftsman movement emphasized workmanship rather than the mass-produced house trim of previous Revival styles. Craftsman dwellings are typically two-stories in height and have wide eaves and large porches. The related Bungalow style is generally one- to one- and one-half stories in height, a low-pitch roofline, and often a façade with a wide, open porch. At the time, Bungalows were considered “strictly modern,” according to the *Garden City Telegram* on February 21, 1924, when the firm of “Lagesse and Steen are building more bungalows in the southeast part of town. The new homes are located on Spruce between 3rd and 4th streets.... when finished each home will have five rooms and a bath, a garage.” By then the firm had built fifteen new homes of stucco (Figure 38).⁴⁶



Figure 37: Craftsman style house, 1101 Gillespie Place.



Figure 38: Stucco Bungalow at 1011 North 4th Street.

⁴⁶ Hagen, “Bungalow Historic District,” sec. 8, 4-5.

In October of 1924, the same newspaper updated the builders' progress, noting that the "bungalows built by A. A. Steen and John B. LaGessee, [were] vivid evidence of the improvements in the East end of town the past few months." Bungalow construction continued to be in the news in 1925 with new examples under construction on 6th and 7th Streets (Figure 39). The *Garden City Herald*, February 19, 1925, described design details of one example, characterized as a "wide spreading bungalow with a window seat and bookcases in the living room, French doors opening off the bedrooms to the porches, a white spotless breakfast nook off the kitchen, a wide back porch, and perhaps many other nooks which one could not see, but by, impolitely looking in at the windows. The garage is built to the house with a drive to the back." In 1926 Bungalow construction continued, as the *Herald* reported: "Steen & LaGessee have started work on two stucco bungalows in the 700 block. Ten houses will have been built in the 700, 800, and 900 blocks on 4th St. within the last year and a half. A bungalow row is fast becoming noticeable on North Main Street across from the Garden City Nursery" (Figure 40).⁴⁷



Figure 39: A ca. 1925 brick Bungalow at 612 7th Street.



Figure 40: Streetscape of Bungalows in the 600 block of 2nd Street.

⁴⁷ Ibid., 5-7.

Another style of the period was Tudor Revival, popular in America from 1915 to 1940 (Figure 41). As a group, these designs can display a wide range of decorative details. Based on medieval English house forms, common characteristics include steeply pitched roofs, multiple roof lines, arched openings, a prominent front-façade chimney, and mixed exterior surfaces including wood, brick, and stucco with half-timbering. A related style from the 1930s to the 1950s was the Minimal Traditional style. These dwellings were based on Colonial and Tudor Revival forms but featured simpler and “minimal” detailing (Figure 42).



Figure 41: Tudor Revival-style dwelling at 812 North 5th Street.



Figure 42: Minimal Traditional-style dwelling at 508 N. 10th Street.

After 1945, the most common domestic architectural style was the Ranch sometimes called California Ranch since it had its origins in the Spanish Colonial architecture of the West Coast (Figure 43). Originating in the 1930s, the Ranch epitomized a relaxed, informal lifestyle, with open living spaces, usually a horizontal profile, asymmetrical façade, and indoor-outdoor connectivity. Its earliest designs incorporated natural materials and Craftsman-like details, as well as certain characteristics of the Prairie style, such as wide overhanging eaves. Later the simple, easily duplicated floor plans of the Ranch helped to solve the housing shortage that existed in the post-World War II era.

The Ranch style's popularity peaked in the 1950s and 1960s concurrent with Garden City's population increase from approximately 7,000 residents in 1945 to almost 15,000 in 1970. To accommodate this growth the city limits expanded to the northwest, north and east as many new subdivisions were platted and developed. Lot sizes in these suburbs were wider than in the older sections of the city to accommodate the Ranch style's horizontal form. Common features of these dwellings include an attached garage or carport, sliding glass doors opening onto a concrete patio, large picture windows on the main façades, and connected living and dining spaces with an adjacent kitchen.



Figure 43: Ranch-style dwelling at 715 Center Street, built in 1951.

An unusual and rare house form related to the Ranch is the Lustron Home (Figure 44). Made entirely of prefabricated enameled-steel components, the Lustron (from “luster on steel”) was the brainchild of Swedish entrepreneur Carl Strandlund of Ohio as an alternative, high-tech solution to the post-war housing shortage. Working with Chicago architects Roy Burton Blass and Morris H. Beckman, Strandlund developed an innovative modular dwelling with limited floor-plan variations and a set number of interior and exterior colors that could be mass-produced, shipped in pieces in a specially designed container, and constructed on site atop a pre-laid concrete slab.

The Lustron was marketed as moderately priced, easy and quick to assemble, and maintenance free. Indeed, the majority of extant Lustrons have required little or no maintenance during their sixty-plus years, many of them still with their original enameled-steel roofs. In Garden City at least two contractors are known to have erected Lustrons and eight still remain. The Lustrons are in good condition and represent a unique approach to house building. The Lustron Corporation was never able to sell enough houses to overcome the manufacturing costs and just under 2,300 homes were produced between 1948 and 1950 before the company closed.⁴⁸



Figure 44: Lustron Home at 1016 North 4th Street.

At about the same time Ranch-style houses were being constructed, Mid-Century Modern or “Contemporary” dwellings were appearing as well (Figures 45 and 46). While the Ranch hints at traditional styles, Modernism represents a more radical approach to design. Mid-Century residential architecture is characterized by an exaggerated horizontal profile, sometimes bi-level with clean simple lines, flat or shallowly pitched roofs, extensive and sometimes artistic use of glass, open floor plans and indoor-outdoor connectivity.⁴⁹ In addition to architecture, the movement had an enormous impact on furniture design, art, decorative arts, consumer products, and advertising. While most dwellings built in Garden City in the 1950s and 1960s reflected the Ranch and Split-Level styles, a number of Mid-Century Modern houses can also be found in the suburbs from this period. The Fankhauser Subdivision, between Center Street and Belmont Place, showcases an outstanding collection of Mid-Century Modern homes built from 1957 to 1965 (Figure 46).

⁴⁸ Kansas Historical Society, “Lustrons in Kansas,” accessed August 1, 2017, www.kshs.org/kansapedia/lustrons-in-kansas/19175.

⁴⁹ Virginia Savage McAlester, *A Field Guide to American Houses: The Definitive Guide to Identifying and Understanding America’s Domestic Architecture* (New York: Alfred A. Knopf, 2013), 630.



Figure 45: Mid-Century Modern house at 911 Davis Street.



Figure 46: Mid-Century Modern house at 1209 Center Street in the Fankhauser Subdivision.

III. Garden City's Previous Identification and Preservation Efforts

A. Previous Survey and Identification Projects

The identification and recognition of Garden City's heritage began in the 1970s with the listing of the Windsor Hotel in the National Register of Historic Places. Other nominations followed and a reconnaissance survey of nearly 2,000 properties in Garden City and Finney County was begun in 1992 and completed in 1995. Compiled by Carol Hagen, the survey was initiated by the Finney County and Kansas Historical Societies. The total resource count was 1,810 structures within 203 city blocks of Garden City, of which 1,440 were residential properties. Of these dwellings, 568 (40%) were Bungalows from the early twentieth century. Most of the larger two-story homes had by then been subdivided into apartments for use as rental property, and single-family residences often also housed multiple families. Many of the homes had undergone alterations, often extensive, though in some cases the changes could be reversible. Of the nearly seventy sites considered to be of particular historical and architectural significance in the survey, seven properties and two districts has since been listed on the National Register of Historic Places, and one on the State Register. The two National Register-listed historic districts in Garden City have a combined twenty-one resources, of which only ten are primary dwellings.

In 2000 a "Garden City, Kansas: Historic Preservation Plan" was finalized by Carol Hagen for the Finney County Historical Society, Finney County Preservation Alliance, and city government. At that time one structure was identified as dating to 1879 and sixteen to the mid-1880s, with the bulk of the properties contributing to the historic character of Garden City dating to the early twentieth century. Six commercial structures, built in 1885-1887, had maintained a degree of architectural integrity on their exteriors.

The 2000 plan noted that the economic prosperity and population growth of Garden City in the late twentieth century had significantly impacted the historic fabric of the town, resulting in the demolition or relocation of numerous downtown historic buildings. The losses included the razing of the Gardiner Dairy (ca. 1913) and multiple houses to make way for several parking lots, five houses moved or demolished for construction of the Finney County office building, and multiple blocks impacted by expansion of the St. Catherine Hospital medical facilities.

Specific recommendations of the 2000 preservation plan include the following.

- Adopt a city ordinance for zoning and conservation overlay district.
- Create Landmarks Commission.
- Require a Certificate of Appropriateness for any action that affects the exterior architectural appearance of a local landmark, property, or historic district.
- Develop design guidelines for historic districts.
- Provide for recognition and protection of city-owned historic properties.

- Establish local economic incentives program(s) to encourage restoration/rehabilitation of historic buildings.
- Provide for the minimum maintenance requirements of local landmarks and properties designated as historic structures, sites, or landmarks and for properties located within local historic designated districts.
- Actively search for appropriate, viable new uses and pro-preservation owners for vacant, underutilized or endangered historic landmarks.
- Establish program to assist homeowners without the resources to maintain and/or repair their historic homes. Provide for a Certificate of Economic Hardship.
- Provide informational materials on preservation and workshops.
- Establish annual preservation awards program.
- Coordinate preservation activities with other agencies.
- Update existing survey and inventory material in terms of pre- and post-WWII buildings.
- Encourage new city legislation for designation of conservation districts.
- Reduce incentive to demolish older buildings or convert them to inappropriate uses by reevaluating current zoning.
- Evaluate the use of Kansas Neighborhood Revitalization Act to stabilize and preserve older neighborhoods.
- Retain and preserve historic brick streets.
- Façades: Establish economic incentive program for façade restoration, circulate design guidelines, provide architectural design assistance, target specific buildings and approach owners, recognize successful façade improvements.

Since 2000, a number of these specific recommendations have been achieved. The most important was the passage of a city preservation ordinance in 2006 and the creation of the Landmarks Commission. The ordinance included a brief set of design guidelines for the Commission to refer to when reviewing Certificates of Appropriateness for landmark properties. Other accomplishments include the removal of several modern facades and restoration of historic buildings downtown, preservation of the brick streets, historic homes tours and increased promotion of tourism and redevelopment through Downtown Vision.

In 2011, Spencer Preservation conducted a building survey of Garden City's downtown. The project identified 103 historic resources/buildings in an area bounded by Depot Street on the south, Spruce Street on the north, and from 7th Street to 8th Street. Spencer worked with the Garden City government and the Kansas State Historical Society (KSHS) to select these boundaries. The survey data collected for each property included a brief historical summary and physical description. These data were uploaded to the KSHS on-line database, along with current and historic photos, and site plans. The information about these historic resources is available to the public at www.kshs.org and can be viewed as a group by searching under "Garden City – Downtown Survey (2011)" or as individual buildings by address or historic name. Spencer met with the KSHS to propose boundaries for a potential historic district, and a review of the possible contributing status of each property within those boundaries.

The historic resources identified in the 2011 survey reflect the commercial growth and development of Garden City. Seventeen of the 103 surveyed properties date to the town's first ten years, from 1879-1889. Three extant buildings represent the period 1890-1899. Seventeen buildings were constructed from 1900-1919; eighteen, from 1920-1929; nineteen, from 1930-1939, and fourteen, from 1940-49. Five buildings in the survey area were constructed between 1950 and 1963, and eleven buildings post-date 1964, most of which now meet the fifty-year age threshold.⁵⁰

The Spencer survey found that the oldest surviving building in downtown Garden City is the Finnup Hardware and Furniture Store from 1879 (Figure 47). As is true for a number of the nineteenth-century commercial buildings, it has been altered, covered with a ca. 1970 metal facade. Most storefronts and first floors in the downtown area have had some level of alterations but many of the upper facades remain intact. Architectural styles represented in the downtown survey area include Italianate, Romanesque, Tudor Revival, and Art Deco, although the vast majority of buildings represent basic One-Part and Two-Part commercial blocks in vernacular forms.

In Spencer's survey area, fifty-six of the 103 properties surveyed (54%) were deemed contributing to a potential historic district, including two properties individually listed on the National Register of Historic Places—the Windsor Hotel and Buffalo Hotel. Ten of the properties surveyed were deemed potentially eligible for individual listing on the National Register or Kansas Register of Historic Places: the American Legion Post, AME Church, Warren Hotel, First Christian Church, Garden City National Bank, the Erisman Block (Figure 48), J.C. Penney's Store, the Squire Building, the old U.S. Post Office, and the Marland Oil Company Service Station.⁵¹

⁵⁰ Spencer, 5.

⁵¹ Ibid., 6.



Figure 47: The 1879 Finnup Hardware Store shown in 2010 with a ca. 1970 metal facade.



Figure 48: The Erisman Block at 402-404 Main Street was restored to its original Italianate style after a 1970s metal façade was removed in 2007.

Upon completion of the 2011 survey, Spencer Preservation recommended that the City of Garden City, in cooperation with Downtown Vision, pursue the preparation of a National Register nomination for the proposed district. The boundaries of the current proposed historic district follow those of the Spencer survey area, with the possibility of expanding the boundary to include the ATSF Railroad Depot on the south and the Finney County Courthouse on the west, both of which would also qualify for National Register eligibility. This expansion would increase the total resource count to 109 with 59 (54%) contributing.

Preservation efforts on the local level in Garden City have also been complemented by state initiatives. In 2011 the state of Kansas generated a preservation document, entitled “2011-2016 Kansas Preservation Plan,” prompted by the Kansas Historical Society’s Cultural Resources Division (CRD) with input from several “preservation partners” (state and federal agencies, preservation organizations, and the public), partly funded by the National Park Service, and prepared by the Kansas State Historic Preservation Office. As of December 2010, this plan identified 1,217 National Register listings in the state, and 144 listings in the Register of Historic Kansas Places (the state register). It also noted a statewide shift from individual-owner listings to organized districts as a result of local planning processes.

Kansas state register listings qualify properties for funding through the Heritage Trust Fund and rehabilitation tax credit programs. The 2011 Kansas plan reports that since the Heritage Trust Fund’s inception in 1991, the program has awarded over \$16 million, and generated about \$3 million in taxes and 700 jobs. A study of the rehab tax credit program in Kansas, conducted in 2010 by the Kansas Preservation Alliance, found that between 2002-2009, 542 tax credit-assisted projects (about 68 per year) were completed in Kansas, reflecting an investment of \$271 million (about \$34 million per year). The economic benefits included \$56 million in tax revenue and over 4,000 jobs.

Among the other preservation programs outlined in the 2011 plan, the Kansas Main Street program was begun in 1985 and was originally managed by the Rural Development Division of the Kansas Department of Commerce. The office is currently a non-profit organization partially funded with a USDA grant. Ten Kansas properties had received funds through the Save America’s Treasures program, begun in 1998. Four Kansas communities had been designated as Save America communities (Lawrence, Leavenworth, Riley County, and Wichita). And among the sites managed by the National Park Service, the plan notes five national historic sites, twenty-six national historic landmarks, and five national historic trails that pass through the state, including the Santa Fe National Historic Trail.

Garden City is listed among eighteen Kansas communities with a special relationship with the CRD as Certified Local Governments, having met such NPS requirements as having a local preservation commission and design review guidelines. Such CLGs, explains the report, thus have a competitive advantage when applying for federal preservation grants, and have a stronger voice when nominating properties for the National Register.

The 2011 survey and other research initiatives have fed into the KHS’s searchable online Kansas Historic Resources Inventory (KHRI), which was developed from all the survey records received by the State Historic Preservation Office. The site includes an interactive map identifying locations

in and around Garden City, with individual photos, addresses, descriptions, locations marked on an aerial photo, whether sites are extant or not, and whether a site is eligible for the National or State Register or contributes to a historic district. Additional information continues to be added to this database.

Surveys for specific types of historic buildings and sites have also been conducted for Kansas. One is the “Historic Kansas Schools Survey” completed in 2004, which assessed 502 schools in 99 of 105 counties, in 280 towns and cities. Two schools are listed from Finney County/Garden City: Alta Brown Elementary (ca. 1949) designed by Garden City architect Howard Blanchard, and Pierceville-Plymell Elementary (ca. 1952, now called by its original name Plymell Elementary School). Both were built in the “Modern Movement” architectural style and are still in use as public schools. Neither was deemed eligible for the National Register at the time of the survey.

A second survey with a particular interest for Garden City is a survey of World War II air bases, completed in 2008, prepared by Susan Jezak Ford of Citysearch Preservation for the Kansas Department of Transportation. Listed in that report are Garden City Auxiliary Fields #1, #2, and #3 (Fields #1 and #2 are in nearby Gray County), which contains three resources; and the Garden City Army Air Field, containing eight resources, such as service roads, workshops, and storage buildings. The report notes that the majority of the air bases in Kansas could be eligible for the National Register, including as historic districts, even if they have undergone changes, based on such contributing features as sense of place, integrity of extant structures, and placement in relation to the original airfield layout.

B. Garden City National Register Listings

The National Register is the nation’s official list of properties that are important in the history, architectural history, archaeology, engineering, and culture of the United States. The National Register is maintained by the National Park Service, and expanded through nominations by individuals, organizations, state and local governments, and federal agencies.

In Garden City, seven individual historic properties and two historic districts have been listed in the National Register. The individually listed properties are the Windsor Hotel, Buffalo Hotel, Hope House, Cedar Cliff, Senator William H. Thompson House, Little Fennup House, and Sabine Hall. The two National Register districts—the 900 Block North Seventh Street Historic District (also called Silk Stocking Row Historic District), added in 1998, and the Bungalow Historic District, added in 2000—are composed of residential properties. All of these properties and districts are also listed in the state register, as is an additional Garden City property, Sunnyland at 501 N 5th Street.

The Buffalo Hotel was developed by early Garden City settler Charles “Buffalo” Jones and constructed in 1886 (Figure 49). For the project, Jones hired Topeka-based architects J.H. Stevens and C.L. Thompson, who also designed the county courthouse, Carter’s stone block, the Southard Block, and the Stevens Block. The Buffalo Hotel is constructed of masonry with an exterior of limestone in a style representative of Italianate architecture. It was listed in the National Register in 2008 for its significant associations with early Garden City history and town-founder Charles Jones, as an example of a nineteenth-century hotel, and as an example of Italianate commercial architecture.



Figure 49: Buffalo Hotel, 111-117 Grant Avenue, Italianate style, ca. 1886, listed in the National Register in 2008.

The Windsor Hotel was financed by one of the earliest settlers of Garden City, John A. Stevens, who in 1879 homesteaded the property on which the hotel stands. Constructed in 1887-1888, the four-story building is composed of native limestone and locally fired brick (Figure 50). An unusual second-story mezzanine lobby with a full-height skylight, an upscale dining room, and access to an adjoining opera house fostered the hotel's nickname of "Waldorf of the Prairies." One of the largest and most elegant hotels in the region at the turn of the century, it also functioned as a headquarters for important business operations, as well as a community center for the town. An example of Italianate architecture and one of only a few extant early Western hotels in Kansas, the Windsor Hotel was listed in the National Register in 1972.



Figure 50: Windsor Hotel, 421 N. Main Street, 1887, listed in the National Register in 1972.

The Little Finnup House was built in 1886 in the Italianate style and became the home of early Garden City settler, local businessman, and philanthropist George W. Finnup and his family (Figure 51). Finnup was a supporter of local education, donating funds for the development of rural-school libraries, and giving land for the establishment of the local Carnegie Library. Further, he is responsible for the 100-acre Frederick Finnup Park, a memorial to his father, which continues to be an important gathering and event space for the city. The house was purchased in 1902 from George Miller by Frederick Finnup as a gift for son George and his bride Alta May Smith, who lived there for twenty years. Later Miller built a large Colonial Revival house nearby that became known as the Big Finnup House. The Little Finnup House still has a high degree of structural integrity despite some changes over the years. It was added to the National Register in 2000 for its architectural significance and historical association with George Finnup.



Figure 51: Little Finnup House, 401 N. 9th Street, home of George W. Finnup, built in 1886 in the Italianate style, added to the National Register in 2000.

The Senator William H. Thompson House was constructed in 1907 in the Neo-classical style, with clapboard wood siding, a full-height portico with Ionic columns, a south-facing semicircular wraparound porch, and Palladian windows (Figure 52). The property also includes a carriage barn. Both the exterior and interior of the house maintain a high degree of historical integrity. One of the grandest houses in town when it was built, it was home to the family of prominent lawyer, judge, and Senator William H. Thompson. The builder was Johnson David Garloch of Garden City, who is attributed with constructing over 100 homes and businesses in the community, including Sunnyland, which is listed in the State Register. The property was added to the National Register in 1996 for its architectural significance and historical association with William Thompson.



Figure 52: Senator William H. Thompson House, 902 N. 6th Street, Neo-classical style built in 1907, listed in the National Register in 1996.

The Hope House was constructed by builder E.F. McCombs in 1908, who lived there briefly before selling it (Figure 53). In 1920, the property was purchased by Republican congressman and Garden City native Clifford R. Hope who resided there during his thirty years of government service, 1927-1957, the longest stint of any Kansas Representative. Since the initial purchase, three generations of the Hope family have lived in the house. A one-and-a-half-story pyramid square dwelling, the building retains its original floor plan and has a high degree of architectural and structural integrity. It was listed in the National Register in 1972 for its architectural significance and historical association with Congressman Hope.



Figure 53: Hope House, 1112 Gillespie Place, Craftsman Bungalow built in 1908, listed in the National Register in 2000.

Cedar Cliff, built in 1909, was home to prominent local businessman and early Garden City settler Edward G. Finnup and his family (Figure 54). A large three-story dwelling in the Dutch Colonial Revival style, Cedar Cliff was a turn-of-the-century showplace, built of Colorado red stone and glazed brick, with a gambrel roof, oak woodwork, leaded-glass pocket doors, a stained-glass window on the staircase landing, and a third-story ballroom. Despite some remodeling during the 1960s, the interior maintains a high degree of integrity. Historically significant for its association with Finnup and the early development of Garden City, the house is also unusual as a three-story example of the Dutch Colonial Revival style. It was added to the National Register in 1997.



Figure 54: Cedar Cliff, also known as the Edward G. Finnup House, 501 N. 9th Street, Dutch Colonial Revival style built in 1909, listed in the National Register in 1997.

Sabine Hall is a two-and-a-half-story building with elaborate brickwork, designed by architect John F. Stanton in the Classical Revival style, and constructed in 1910 as the Garden City High School (Figure 55). Stanton was the Kansas State Architect from 1903 to 1909 and is also responsible for the interior of the State House. The building was renamed in 1925 for Dr. Andrew Sabine, a prominent community leader and supporter of schools. Sabine Hall represents the prosperity and population growth of Garden City in the early twentieth century, thanks in large part to the thriving beet-sugar industry. Over the decades it has served as a high school, junior high, and classroom space for a local junior college. From 1978 to 1993 Sabine Hall functioned as an administrative building for the school system. In 1995 it was successfully rehabilitated into living space for senior citizens. The building maintains integrity in its location, design, materials, and workmanship, though the interior has undergone some changes over the years. It was added to the National Register in 1996, significant for its association with Garden City history, particularly as it reflects an important period in the evolution of its education system, and its connections to “city father” Dr. Sabine, and architect John Stanton.



Figure 55: Sabine Hall (Garden City High School), 201 Buffalo Jones Avenue, Classical Revival, built in 1910, added to the National Register in 1996.

900 Block North Seventh Street Historic District

The 900 Block North Seventh Street Historic District was listed in 1998 under Criterion A for Community Planning and Development (Figures 56-58). The district consists of eleven resources, including five primary dwellings dating from 1908-1917, that reflect historic and architectural development from the early twentieth century. The block, commonly referred to as “Silk Stocking Row” in the early 1900s, was the preferred location for Garden City’s affluent merchants, bankers, and ranchers to build family homes on the periphery of downtown. These new homes replaced the original smaller houses from the 1880s, demonstrating the new wealth generated by the sugar-beet industry that had recently emerged as the dominant economic base for the community.

The five houses in the 900 block on this urban brick street have retained a high degree of integrity. The dwellings reflect styles such as Queen Anne, Prairie, and American Foursquare. Additionally, the block is shaded with large trees that were intentionally planted as part of the community development process, signifying altering the naturally flat, treeless prairies of Finney County with added plantings. The nomination for the 900 block noted, “it is possible that additional blocks on 7th Street will one day be restored and become part of the Silk Stocking Row Historic District.”



Figure 56: Streetscape photo of the 900 Block North Seventh Street Historic District.



Figure 57: Queen Anne style dwelling at 901 N. 7th Street built in 1908.



Figure 58: Prairie influenced dwelling at 909 N. 7th Street built in 1917.

Bungalow Historic District

The Bungalow Historic District is located in the 1000 block of North 4th Street and consists of ten resources, including five primary dwellings from 1925-1930 (Figures 59 and 60). The district was listed in 2000 under Criteria A and C for Community Planning and Development, and Architecture. The district includes a row of Bungalows, a popular design of this period across the nation. In Garden City, dozens of Bungalows were built in new residential areas that covered several blocks to the east and north of the original plat. The Bungalow was an affordable house for middle-class residents, meeting population demands as Garden City swelled from 3,848 residents in 1920 to 6,121 in 1930. The *Garden City Herald* reported in 1926 that 4th Street was the center of Bungalow construction activity, and that thirty homes were being built that year.

The Bungalow Historic District is representative of Garden City's prosperity prior to the Great Depression. The five primary resources of the district maintain the integrity of both their exterior and interior features and details. All five of the structures have a low-pitch gable roof with eave overhangs, exposed roof rafters, decorative beams or braces, full- or partial-width porches supported by tapered square columns or pyramidal porch posts, original wood siding or stucco, and original doors and windows.

The distinctive characteristics of type, period, and construction provide a collective historic sense of time and place that make up the Bungalow Historic District. It is a collection of twentieth-century historic houses representative of community planning and development, reflective of the growth and expansion of an agricultural community that was the trade center in southwest Kansas. The nomination for the district noted that "Garden City has many blocks of bungalow houses that remain intact in many of the residential neighborhoods. However ... rapid deterioration [has occurred] within many of these neighborhoods, because the majority of the houses are rentals."



Figure 59: Streetscape of the Bungalow Historic District in the 1000 block of N. 4th Street.



Figure 60: Stuccoed Bungalow at 1011 N. 4th Street in the Bungalow Historic District.

C. Creation of the Garden City Landmarks Commission

The Garden City Landmarks Commission was established in 2006 as a local governmental body, composed of five preservation-trained residents appointed by the City Commission, charged with protecting the architectural and cultural heritage within the corporate limits of Garden City through preservation of historic landmarks and districts. The Landmarks Commission advises and makes recommendations concerning historic resources to the City Commission, which is the body responsible for setting policy guidelines and goals for the city, including infrastructure and development. Members are to be thoroughly familiar with local historic resources, identifying and documenting those that might be eligible for designation as historic landmarks or historic districts. The Landmarks Commission is responsible to stay current on residential, commercial, and civic projects that might pose a threat to historic resources, including archaeological sites, and weigh in on the impact of such projects. A primary duty of the Landmarks Commission is the designation of resources as historic landmarks and historic districts.

Among the specific functions of the Landmarks Commission are:

- Determine, with owner consent, whether buildings, structures, land areas, and interiors of historic landmarks should be locations or elements designated as historic landmarks or historic districts.
- Review certificates of appropriateness to determine whether to grant or deny approval of a designation undertaking.
- Review and comment on projects that may pose a threat to archaeological sites.
- Create a comprehensive historic preservation plan for the city and update as needed, which incorporates resources that have achieved designation status as well as those that have not. Once a year the commission also assesses the status of designated historic landmarks and districts and makes a report.
- Suggest sources of funding for preservation and restoration or acquisition, and recommend preservation incentives.
- Implement a receivership program for conservation easement donations.
- Recommend programs and legislation to the City Commissioners to encourage historic preservation.
- Assist property owners with National and/or State Register nominations, and advise owners about the appropriateness of changes proposed for historic resources.
- Hold hearings to consider nominations for historic landmarks and historic districts.
- Issue notices to cease activity in cases where demolition or property improvements are being undertaken without proper adherence to the permit and review process.

- Serve in a quasi-judicial capacity, along with the City Commission, in cases where property owners choose to appeal decisions.
- Determine whether or not a nominated site, structure, object, or area possesses adequate historical, archaeological, and/or architectural qualities for designation.

The commission is thus a knowledgeable, officially sanctioned oversight group designed to monitor Garden City's historic resources, with the power to recommend and apply protective measures.

D. Previous City Planning Efforts and Their Impact on Historic Preservation

Overview

Garden City has been part of several planning initiatives conducted over the past decade which have the potential to impact historic resources. The most significant of these are: a 2009 Comprehensive Plan for the city; a related plan produced in 2013 specifically addressing Garden City's downtown area, which updated a 1994 Central Business District Development Plan, and; a 2016 comprehensive plan for Finney County, which updated a 1995 comprehensive plan for the county. The city was also the subject of a Downtown Market Study in 2009, which was updated with a new study in 2017, and the county was the subject of housing studies completed in 2008 and 2017.

Garden City Planning

2009 Garden City Comprehensive Plan

Garden City's 2009 overall plan is entitled "Garden City 2020: Comprehensive Plan" and emphasizes throughout "mixed-use and people-based land use planning," taking into account both tangible and intangible outcomes.⁵² It does integrate historic preservation, though not as a separate category. Rather, preservation is woven into its action strategies. For example, to meet goals listed under "Enhance Quality of Life," recommendations include rehabilitating and preserving aging housing stock by developing a rehabilitation assistance program in collaboration with neighborhood associations, and developing and enforcing rehab and building codes to improve the appearance and stability of communities. The plan suggests "redevelopment" of identified "'improvement' districts," specifically where there are empty buildings and lots, rather than the more-expensive option of expansion of businesses into new areas. Low vacancy rates and attractive gateways, suggests the plan, will encourage economic activity at the city's core and along commercial corridors.

The comprehensive plan's discussion of Garden City's downtown business district particularly addresses historic components, stating that "successful downtowns contain preserved and historic buildings."⁵³ Adaptive reuse is pointed to as the primary means of keeping older buildings functioning and relevant. Specific strategies include the following: work with stakeholders to utilize tax credits (low income and historic preservation) to create new housing or to renovate older

⁵² "Garden City 2020: Comprehensive Plan" (November, 2009), 13.

⁵³ Ibid., 14.

properties, encourage urban living in lofts and second-story flats, establish design guidelines that foster the use of sound materials and historic preservation, and utilize vacant storefronts to display public art. The plan points out that, unlike many other American cities, Garden City's downtown has continued to operate as the central business district, with most storefronts occupied. While the plan lauds the ongoing efforts to preserve and rehabilitate the Windsor and Buffalo Hotels, it suggests that citizens should simultaneously promote "tactical improvements" to encourage downtown revitalization, such as housing, restaurants, practical retail establishments such as drugstores, and walkability.

The following is a summary of the key plan sections with respect to historic preservation and the downtown.

Vision

Among the five desired "outcomes" from the public engagement process was a "Revitalized Downtown." While historic preservation was not specifically indicated within the broad description of those outcomes, the outcomes of "Enhanced Quality of Life" and "Greater Opportunity for Economic Development" are at least loosely associated with historic preservation.

Design

In expanding upon "Outcome One: Enhanced Quality of Life," a recommendation under Goal #1 is housing rehabilitation, which includes to "preserve and rehabilitate Garden City's housing stock." A related recommendation for the same goal is to "celebrate the history" of Garden City. Goal #2 on the same page includes the recommendation to "Develop a property rehabilitation or maintenance code to maintain aging housing stock." "Outcome Two: Greater Opportunity for Economic Development" discusses the merits of mixed use development, including supporting zoning, but does not link that goal with downtown revitalization. The most applicable plan section to downtown revitalization is "Outcome Three: Revitalized Downtown." However, since the City's 2013 downtown plan effectively serves as the most current element of the City's 2009 comprehensive plan, this report will defer to that plan regarding downtown issues. Nevertheless, it is noteworthy that this 2009 plan places a strong focus on downtown throughout the document. With respect to historic preservation, the first of six themes for Outcome Three is "Successful downtowns contain preserved and historic buildings."

Action Plan

Because of the City's more recent downtown master plan, which supersedes the downtown recommendations for this comprehensive plan, the focus here will be on historic preservation. Below are key plan sections supportive of historic preservation within the Action Plan:

Housing – Implementation strategies included:

- Work with stakeholders to utilize low income (LITHC) and historic preservation (HP) tax credits to develop new housing units or to renovate properties.
- Develop a housing rehabilitation assistance program, in conjunction with neighborhood associations, to preserve and rehabilitate Garden City's housing stock.
- Develop a property rehabilitation or maintenance code to maintain aging housing stock.

Neighborhoods – The one identified preservation recommendation for neighborhoods was the following guiding principle:

- Enforce building codes and nuisance regulations to avoid historic and low-income neighborhood deterioration.

Community Appearance – The primary preservation recommendation for this topic was the following implementation strategy:

- Establish design guidelines - form based - for Main Street that emphasizes quality design through sound materials and historic preservation.

Sustainability – The one identified preservation recommendation for sustainability was the following implementation strategy:

- Support and develop community events, functions, and programs that celebrate the history and cultural diversity of Garden City and seek to attract participants from all demographic groups.

2013 Garden City Downtown Master Plan

The 2013 “Garden City Downtown Master Plan,” produced by the city’s Planning and Community Development Department, was intended as a complementary follow-up document to the Comprehensive Plan, and an update to the “Central Business District Development Plan” produced in 1994. One of the 2013 Downtown plan’s primary recommendations is to expand the boundary of the downtown area. The new boundaries would be Maple Street to the south, Kansas Avenue to the north, between North 9th and North 10th streets on the west, and between North 6th and North 7th streets on the east.

The plan does list “Historic Preservation” as a separate topic, and recognizes that successful downtowns contain historic buildings, as identified in the Comprehensive Plan. Retaining at least “some” historic downtown buildings is encouraged in the Downtown Master Plan as a critical part of maintaining the invaluable cultural character of the city, though a repeated use of “some” implies it would not be necessary to preserve all older building in downtown. This raises the question of what percentage would be deemed acceptable, and how decisions will be made concerning what stays and what goes.

Public feedback obtained through a survey conducted for the Downtown plan indicates a preference for “Contemporary Architecture” blended with some degree of “Historic Architecture.” The plan defines “Contemporary” downtown elements as walkable plazas, wide sidewalks, luminous signs, and bright-colored building facades. “Historic” style for southwestern Kansas is defined as essentially the opposite, with vehicular orientation, wide streets, discreet signs, and earth-tone facades. Recommendations for the look of downtown do not discount the “Historic” style entirely but do strongly emphasize the “Contemporary” style. The plan does not offer suggestions on how to integrate the two. For a proposed Cultural District, demarcated as 8th Street north of St. John’s Street and south of Walnut Street, the recommendations are to create a Latin American look, in keeping with the demographics of the area, and to replace semi-dilapidated structures with a Spanish Architecture style, and incorporate such features as a fountain, pavilions, and gateways.

The Downtown plan asserts that preservation and maintenance of older buildings require special skills and techniques, and adherence to the Secretary of the Interior's Standards for the Treatment of Historic Properties. The plan only addresses two specific preservation components in downtown: the Windsor Hotel and brick streets. Comments concerning the Windsor Hotel are that its deterioration is problematic and preservation should proceed immediately. The plan suggests that a downtown hotel could be beneficial and sustainable, whether the rehabilitated Windsor Hotel or another option, but only if activity in downtown increases. The public consensus about brick streets is that they are an asset to the downtown area, worthy of preserving.

The recommendations of this plan are generally consistent with best practices for downtown revitalization. However, the recommendations for the Cultural District should be reassessed. It states that this area should "resemble a Spanish Architectural style." It also recommends the same theme for streetscape features and public spaces. While providing such a theme for streetscapes and public spaces is a reasonable strategy, altering historic buildings to reflect an architectural style that is inauthentic warrants further consideration. From a preservation perspective, altering historic buildings to reflect a Spanish theme out of character with existing buildings is inappropriate.

2017 Garden City Downtown Market Study

The 2017 Downtown Market Study, produced by ArLand for Garden City Downtown Vision, which is the city's Kansas Main Street organization, replaces and updates the 2009 market study. The 2017 study's residential market analysis determined there is a critical housing shortage. The downtown housing market is stable and could accommodate additional units by rehabilitating existing housing or converting non-residential space into housing. However, only a limited amount of second-story residential opportunities have already been converted, which pushes the search for additional housing opportunities further out from the core into adjacent neighborhoods. Between 2017 and 2030, the study estimates the city will need an additional 1,643 units, or about 117 units per year, some portion of which could be created in downtown.

The commercial market analysis portion of the study determined that retail sales in the Garden City area had increased by about 20% in certain categories, but much of the sales activity was occurring away from downtown, in newer venues closer to major highways. The analysis notes changes are needed in downtown venues to satisfy local residents, such as groceries, fitness centers, and other alternatives to traditional retail, as well as venues that will continue to draw customers from beyond the core. The study's demographic analysis indicates that 60% of households near downtown are Hispanic or Latino, suggesting that downtown businesses, such as restaurants and groceries, also need to keep these customers in mind.

The 2017 market study's general recommendations for revitalizing downtown Garden City include the following: increase restaurant options, expand nightlife opportunities, develop a parking management system, continue and improve downtown events, broaden the retail market, offer retail venues to meet the needs of downtown tenants, expand downtown residential offerings, reexamine incentive programs, reevaluate such basic issues as store hours and the street environment, and refocus rehabilitation efforts on the Windsor Hotel and State Theater.

Finney County Planning

2017 Finney County Housing Study

In May of 2017 Finney County published a “CHAT Update,” or “A Community Housing Assessment Team Study,” which revises the previous 2008 CHAT report. The 2017 version assessed demographic changes and housing issues in the county, but particularly as it relates to the population and growth centers of Garden City and Holcomb. One concern is what appears to be a significant population undercount in the 2010 census, indicating a 7% loss, which influences new construction contracts.

The population of Garden City in 2017-2020 is anticipated to reach 31,723 and housing-unit needs to be 11,292. The price of new construction is expected to be out of range for many residents, meaning existing units will have to meet the needs for lower-cost housing. The pressure for rental units continues to intensify, resulting in issues with attracting professionals as renters, drawing financially stable investors who are willing to make property improvements and a lack of choice for renters in general. The options for middle-range owner-occupied dwellings are also limited. Older buildings therefore face certain issues. On the one hand it is difficult to charge rents for units in older buildings that are competitive with new-construction units that have more-modern amenities, and thus older buildings are utilized most often as lower cost housing. To remain competitive, there is pressure to upgrade older units, at least cosmetically, which necessitates investment with no guarantee of a return. According to the report, Garden City and Finney County do not have homeowner rehabilitation assistance programs in place. The county also lacks certified development organizations such as Community Housing Development Organizations. In addition, other assistance programs, for example tax abatements through the Neighborhood Revitalization Program, have not proven to be reliable lures for reinvestment in properties needing upgrades.

The study points out that since 2008 Garden City’s downtown has been “a bright spot for housing development” in the county. One example offered is the Warren Building, a five-story mixed-use project, an adaptive reuse of the Warren Hotel (ca. 1929) located on North Main, with retail on the ground floor, office space on floors two and three, and luxury apartments on the fourth and fifth floors. This and other projects appear to showcase the market for high-quality, market-rate rental units in Garden City, and investors in downtown seem confident that the market can continue to accommodate a substantial number of new housing units. The report also recommends Garden City look at “underutilized sites” at the edge of downtown for new-construction urban housing, which could impact historic neighborhoods outside the core.

In retail, Garden City dominates the county, granting the city several advantages, including job opportunities, retention of managers and professionals as residents, and sales-tax revenue, which is available for community reinvestment. Though the city might seem isolated geographically, the airport and rail line counter that.

Despite progress in dealing with housing issues since the publication of the 2008 CHAT report, the 2017 survey states that the housing shortage remains a critical issue. The 2017 recommendations include meeting the demand for market-rate rentals and moderately priced equity housing, conserving housing stock via rehabilitation and conservation strategies (such as

acquisition/rehabilitation/resale through the city or a CHDO and tax credits), and continuing to view downtown residential growth (both adaptive reuse and new construction) as key to satisfying the need for rental housing and revitalizing the city core.

IV. Garden City's Heritage – The City Today

Like many communities, the status of Garden City's historic neighborhoods and the downtown area is mixed. On the positive side there is stability in the housing market with needs for continued maintenance of existing dwellings as well as a demand for adapting vacant spaces downtown for living spaces. Census data from 2015 revealed that the city had 96% occupancy of its housing units and vacant and abandoned properties are rare. There is also an excellent Main Street program which is encouraging reuse and rehabilitation of downtown buildings. The Finney County Preservation Alliance is actively seeking developers to rehabilitate the Windsor Hotel into a mixed-use project and there is also interest in restoring the State Theater.

However, in the past Garden City has not had the kind of support for historic preservation that its rich heritage deserves. The city has a relatively small number of properties listed in the National Register of Historic Places. This is detrimental not only because of the resulting lack of recognition for its historic resources but also because it denies property owners the economic incentives of both federal and state tax credits for rehabilitation. In the older sections of the city the use of synthetic sidings and inappropriate remodeling has resulted in a loss of character on many blocks. Rental conversions in particular have been widespread with little or no regard for maintaining a property's architectural design. Only a small number of properties are protected through local, state or national designation requiring design review. The importance and role of the city's Landmarks Commission also does not appear to be well understood. Heritage tourism efforts are limited.

Garden City's historic and architectural resources have the potential to play an important role in neighborhood and downtown revitalization. There are a number of programs on the local, state and national level that offer incentives to property owners for maintenance, preservation and restoration of properties. A review of current efforts and the status of preservation in the city provide important guideposts for the future.

The Character of the City – Opportunities

➤ *Large Inventory of Well-Built Housing Stock*

According to the US Census Bureau's profile of Garden City in 2000, approximately 4,094 housing units were built prior to 1970. At this time, this represented almost 42% of the housing units which then existed. Of these 4,094 housing units, approximately 1,047 were built prior to 1940 or just over 10% of the city's housing stock. Just over 3,000 housing units were built in the era of the Ranch, Split-Level and Mid-Century Modern styles.

➤ *Old Houses Often Mean Well Built Houses*

As noted, over 1,000 housing units were built prior to 1940 in the city. This coincided with an era of high quality and affordable materials such as hardwoods for construction, plaster for walls and ceilings, and advancements in electrical lighting and coal-fired furnaces. The majority of the dwellings and apartments built in Garden City in these years are of frame construction and can last indefinitely as long as they are maintained and protected from water infiltration.



Figure 61: Ca. 1905 gabled-ell dwelling reflecting the type of frame dwellings built in the city in the early 1900s (508 N. 4th Street).



Figure 62: One of the hundreds of Bungalows built in the city with a stucco exterior, wood shingles and concrete porch columns (601 N. 2nd Street).

➤ ***Older Houses Can Be Readily Adapted to Meet Today's Standards***

The quality of Garden City's older houses allows them to readily adapt to the needs and requirements of twenty-first century families. Issues in rehabilitating older houses include:

- Updating of mechanical features such as electrical, plumbing and HVAC.
- Weatherization of the house to conserve energy.
- Retrofitting houses to accommodate smaller families.

Many of the houses in Garden City are now one hundred years old or older and more will reach this milestone in the next two decades. During the past century common upgrades to these dwellings included the replacement of coal-fired furnaces with furnaces using natural gas or heating oil. Replacement of original knob and tube electrical wiring with modern wiring has also been widespread along with the installation of central air conditioning. Basements, crawl spaces, and attics all afford room for continued retrofitting of modern mechanical upgrades to insure that the houses last at least another one hundred years

➤ ***Garden City's Downtown Holds Great Promise for Rehabilitation***

Most of downtown Garden City along Main Street and adjacent streets meets the criteria as a National Register Historic District. This designation would provide significant financial incentives to property owners for rehabilitation of upper floors. The 2017 housing study of Finney County identified a demand for downtown housing and the adaptive reuse of upper floor space. Other uses such as specialty shops and restaurants were also identified as needs in the downtown area.



Figure 63: The two-story building at 306 N. Main Street is one of many in the downtown area which could be adapted for second floor housing.

The Character of the City - Challenges

❖ *Loss of Historic Housing to Institutional Expansion*

The historic blocks of 5th and 6th Streets south of Walnut Street have been largely razed to make way for the Saint Catherine Hospital and other residential buildings have been demolished for parking lots and new construction in the blocks adjacent to Main Street. For example, by the 1980s, just one residence remained in the 500 block of 7th Street – the Queen Anne-style Lawrence House. To its north there is a drive-up bank building, and to the south is a large office building and parking lot. Eleven homes were lost in the late 1990s as a result of zoning changes that continue to threaten this early twentieth-century architecture.⁵⁴ In the late 1990s, several blocks of bungalows were demolished for parking lots in the vicinity of the Saint Catherine Hospital complex. During the complex's expansion period, more than 18 houses, including 13 Bungalows, were razed. This area lacks any protection against demolition.

❖ *Historic Housing Stock Compromised by Short-Sighted Remodeling*

In the older neighborhoods surrounding downtown, many dwellings suffer from deferred maintenance and inappropriate remodeling. In order to maximize their income, some owners have subdivided their property into as many units as possible and reduced operating costs by deferring everyday upkeep. For older dwellings, a lack of maintenance can soon result in the deterioration of exposed frame elements such as porches, windows, and wood siding. As a consequence, the original character of older dwellings can be compromised through quick fixes such as adding synthetic siding materials, new windows, and the enclosure, removal, or rebuilding of front porches.

Improper weatherization is also a problem for older dwellings. Large houses with numerous windows and minimal insulation pose particular challenges in the face of increasing energy costs. In order to lower energy costs property owners have added synthetic sidings, replaced original windows, and enclosed porches. These actions often result in a loss of a property's architectural character. More cost-effective alternatives such as increased attic insulation, storm windows, repairing and reglazing original windows, and other methods are often overlooked by property owners.

Another problem is the subdivision of older houses into apartments. Houses experiencing frequent ownership turnover, especially large two- and three-story homes, have been remodeled for apartments and rooming houses. This places stress and strain on buildings beyond their capacity and hastens deterioration. Also, large lots are split into parcels on which smaller homes are built. These new buildings compromise the historic setting and feeling of the street block.

⁵⁴ Hagen, "Bungalow Historic District," 4-5.

❖ ***Tax Incentives Not Utilized Due to Lack of National Register Listings***

As of 2017, only a small number of the city's eligible properties have been officially listed on the National Register: seven individual historic properties and two historic districts with a combined twenty-one resources. Listing on the National Register brings with it the option for property owners to rehabilitate properties and receive federal and state tax credits in return. Only one property, Sabine Hall, has ever been rehabilitated using federal historic tax credits. The state register-listed Sunnyland utilized state tax credits for a project completed in 2005.

The Character of the City – Available Resources of Preservation

A number of financial incentives exist to aide and encourage business and property owners who wish to improve their historic Garden City properties. These include various tax advantages as well as low-interest loan programs and other forms of financial assistance. These incentives are excellent tools that allow property owners to enhance their investments in downtown and add to the overall revitalization of the downtown area. Eligibility for these different incentives depends upon property type and other requirements. Below are some of the most available programs in Garden City.

Federal and State Historic Preservation Programs

For properties listed in or eligible for the National Register, the most important financial incentives are Federal and State income-tax credits. A Federal tax credit of 20% is available for the certified rehabilitation of historic structures that are income producing. Properties must be rehabilitated according to standards set by the Secretary of the Interior, which ensure that the property retains its historic architectural character and appearance. A 10% tax credit is available for the rehabilitation of non-historic commercial buildings that were constructed prior to 1937. Presently, the 10% tax credit does not apply to rental-residential developments. Kansas has a state historic preservation tax credit of 25% and a 30% tax credit for 501(c)(3) organizations.

Those who qualify for tax incentives include anyone who owns a building listed in the State or National Register of Historic Places or whose building is “contributing” to a registered historic district and who is willing to follow the Secretary of the Interior's *Standards for Rehabilitation* during any rehabilitation, renovation, or redevelopment project. The entire community benefits from properly maintained buildings, increased tourism and commerce, and preservation of culture and history.

Federal Historic Rehabilitation Tax Credits

The federal income tax credit is equal to 20% of qualified rehabilitation expenses associated with a certified rehabilitation on any certified historic structure. A certified historic structure is:

- Any building listed in the National Register of Historic Places.
- A contributing building in a National Register-listed district.

- A building that has been determined eligible for the National Register through Part 1 of the application and will be placed in the National Register within 30 months of project completion.
- Rehabilitations must be substantial. The IRS requires that the expense of the project must exceed the greater of \$5,000 or the adjusted basis of the building (purchase price, minus land value, minus depreciation, plus any improvements done since purchase).
- Buildings must be income producing: retail, office space, rental, bed and breakfast, hotel, etc. Private residences do not qualify for the federal tax credit program.
- The credit can be carried forward for twenty years and back for one year.
- Owners taking the credit are required to maintain ownership of the building for five years to avoid recapture of the credit. The recapture amount is reduced by 20% each year the building continues in ownership.
- All work must meet the Secretary of the Interior's *Standards for Rehabilitation*. Plans and specifications are reviewed by the State Historic Preservation Office then are forwarded to the National Park Service for final approval. These reviews should take place before work begins to insure the plans will meet the *Standards*.
- Projects that are approved for the Federal tax credit may automatically receive the state tax credit as well.

Kansas State Historic Rehabilitation Tax Credits

Since its inception in 2001, the Kansas Historic Rehabilitation Tax Credit program has created 9,879 new jobs and \$715 million in economic output and complements the federal credit. The Kansas State Tax Credit is equal to 25% of qualifying expenses incurred during a qualified project, meeting the Secretary of the Interior's *Standards for Rehabilitation*, and reviewed and approved by the State Historic Preservation Office (SHPO). Buildings must be qualified historic structures that have been listed in the National Register of Historic Places, the Register of Historic Kansas Places, or been deemed contributing to a Historic District. The building can be either income producing or non-income producing, so private residences can be eligible.

- Buildings may be income producing or non-income producing. Private residences do qualify for the state tax credit.
- Buildings must be listed in the Kansas State or National Register of Historic Places, or be contributing to a state or nationally listed historic district before application.
- All projects must be reviewed and approved before work begins. The state tax credit cannot be used retroactively.
- The state income tax credit is equal to 25% of qualified rehabilitation expenses.
- Certified 501(c)3 organizations receive credits equal to 30% of their qualifying expenses as of January 1, 2007.
- Project expenses must exceed \$5,000.
- There is no cap on project expenses nor is there a limit to the number of times owners may apply and take the state tax credit.
- The credit may be carried forward for ten years.
- The credits may now be transferred to other taxpayers at the property owner's request.

- Tax credits may be distributed among multiple owners based on ownership percentage or as the property owners agree.
- There is no recapture provision for the state tax credits.
- All work must meet the Secretary of the Interior's *Standards for Rehabilitation*. The State Historic Preservation Office reviews plans and specifications.

Eligible Rehabilitation Expenses

- Building components such as walls, partitions, floors, ceilings, doors, windows, stairs, chimneys, roofing, and fire escapes.
- Permanent coverings such as paneling, tile, and glued-down carpeting.
- Building and mechanical systems such as electrical wiring, lighting fixtures, central air and heating, plumbing, fire suppression systems, escalators, and elevators.
- Engineering fees, architect fees, and reasonable developer fees.
- Construction management costs.

Certified Local Government Grants

Garden City is one of eighteen communities across Kansas that is a Certified Local Government (CLG), which can give a competitive advantage when applying for federal preservation grants, and a strong voice when nominating sites to the National Register. The CLG program is a partnership between local, state, and federal governments focused on promoting historic preservation at the grassroots level. The Kansas State Historical Society and the National Park Service (NPS) jointly administer the CLG program in Kansas. An incentive for participating in this program is the pool of matching grant funds available annually for CLG communities. These grants may be used for surveys of historic buildings, the preparation of National Register nominations, the development of design review guidelines, and structural assessments of properties. Several future historic preservation action items proposed for Garden City may be able to apply for these funds.

Historic Preservation Fund

The Kansas State Historic Preservation Office (SHPO) administers the Historic Preservation Fund (HPF) to finance local preservation activities that will contribute to planning for the preservation of the built environment and archaeological resources. Up to 60% of the cost of eligible activities can be funded through this program. Through property identification and evaluation, communities may assess their historic properties and develop plans for their recognition and preservation. HPF projects must result in a tangible product. Eligible products include, but are not limited to:

- Preservation plans for communities or historic properties.
- Surveys of cultural resources.
- National Register historic district nominations.
- Design-review guidelines for historic districts.
- Walking-tour brochures, websites, or podcasts.
- Educational presentations, conferences, or workshops.

The 2017 Historic Preservation Grant committee reviewed eight grant requests totaling \$113,407. In May 2017 the committee recommended and the Historic Sites Board of Review approved funding projects as they were proposed, pending allocation of funding by the National Park Service for federal fiscal year 2017. Intensive Historic Resources Surveys and Resurvey of neighborhoods and downtowns in Kansas cities were the most common project type. Grant applications and program information for the 2018 Historic Preservation Fund grant round will be available in late autumn of 2017.

Heritage Trust Fund

The Heritage Trust Fund (HTF) is a state program administered by the Kansas Historical Society's Cultural Resources Division that provides matching funds for the preservation of properties listed on the National Register of Historic Places or the Register of Historic Kansas Places. The HTF reimburses expenses for projects that preserve or restore historic properties. Qualifying expenses include professional fees and construction costs. Properties owned by the state or federal governments are not eligible, but those owned by local governments, private individuals, non-profit and for-profit entities qualify. Individual grant awards may not exceed \$90,000 and must be matched by the grant recipient. Since the program's inception in 1991 over \$16 million has been awarded, generating \$3 million in taxes and 700 jobs. HTF grant workshops are held each year at various locations across the state to provide applicants with step-by-step instruction on filling out the grant application. Other preservation-related workshops are often available as well.

Garden City Incentive Programs

Garden City Neighborhood Revitalization Tax Rebates

This program, begun in 2002, provides tax rebates for both housing purposes and commercial/industrial sites. For historic homes and buildings owners can receive a rebate of up to 95% for construction and historic rehabilitation (excepting conversion of single-family dwellings into multi-family units), including for buildings in the National, State, or local historical registers, or located within a designated Historic District. The maximum rebate for new or rehabilitation of commercial and industrial sites is 75%. Depending on the part of town, rebates can be for up to seven years of tax credit or up to ten years.

Garden City Downtown Vision Funds

Garden City Downtown Vision, Inc., a partnership of public and private entities, offers several financial incentive programs intended to revitalize the city's core. Three are targeted to business owners: the Downtown Development Fund, JumpStart Business Developer, and Incentives Without Walls. A fourth program, the Downtown Second Story Residential Incentive Program, is for residential purposes. In its 2016 Annual Report, Downtown Vision reported public/private investments totaling more than a million dollars, six new downtown businesses, over twenty renovations, and almost fifty new jobs.

Jump Start Program

Launched in 2014, the Jump Start program is designed to enhance the community's entrepreneurial climate in the retail sector of downtown by identifying locations that specifically meet the needs of individual startup businesses that fall within the categories identified in the City's Comprehensive Plan. This program not only benefits startup businesses, but also helps building owners fill their empty storefront. Below are key components of this program:

- Jump Start funds are used to offset rent and utilities for the two years of benefits: 50% the first year, 25% the second.
- Potential candidates must submit a viable business plan to be considered for the program.
- Businesses receiving benefits must be retail oriented.
- Accepted candidates are expected to meet periodically with an assigned mentor. The intent of the program is to insure these are sustainable businesses.
- Downtown Vision will remain vigilant throughout the two-year period to provide the necessary guidance and tools to insure that the business survives.

Incentives Without Walls

Garden City Downtown Vision, in partnership with the Kansas Department of Commerce, has funds available to businesses located in the downtown for various purposes. These loaned funds are available at 0% interest rates to the participating business. Features of the program include:

- Applicants must be a member in good standing of Downtown Vision, Inc. and located in the designated core business district.
- Applicants must submit a completed application and a detailed business plan.
- Once submitted, the application and plan go before the Downtown Vision, Inc. Board of Directors for final determination.

Downtown Development Fund

The City of Garden City created the Downtown Development Fund to help offset and/or fund various expenses associated with the development and revitalization of the downtown. The fund can be used to help develop vacant properties and existing buildings located downtown. Each project must be consistent with the City's adopted Comprehensive Plan and the Downtown Master Plan. Features of the program are summarized below:

- The property must be located within the Central Business District to qualify as depicted in the Garden City Downtown Master Plan.
- The program will reimburse 50% of eligible costs paid and up to 50% of the costs paid for professional fees (design, architecture, legal).
- The following improvements are eligible for the funds:
 - Environmental remediation
 - Facade renovation
 - Interior remodel (including accessibility/code compliance issues)
 - 2nd story residential and commercial development
 - Efficiency upgrades
 - Demolition expense
- The total project costs must be at least \$20,000 to qualify for funding.

- An application for funding must be filed within ninety (90) days from the date of the issuance of the first building permit.

Downtown Second Story Residential Incentive Program

The Downtown Second Story Incentive Program is intended to promote the revitalization and development of second story residential dwelling units for commercial storefronts in the Central Business District. This program is an economic development strategy to help meet the housing needs as established in the City's Comprehensive Plan and to improve the economic conditions of downtown. Program details include the following:

- The City provides free utility hook-ups for any developed or renovated residential units within the Central Business District.
- There is a \$1,000-per-unit incentive for every unit developed or renovated where the private investment meets or exceeds a \$10,000-per-unit value.
- The maximum amount a single owner may receive in a calendar year is \$10,000 (10 units).
- An application must be filed within 60 days of issuance of a building permit.
- The improvements must conform with the City Building Code, Comprehensive Plan and Zoning Regulations in effect at the time the improvements are made.
- Any property that is delinquent in any tax payment shall not be eligible for any incentive until such time that all taxes and assessments have been paid
- Incentives will be paid within 30 days of the final inspection and issuance of a Certificate of Occupancy.

Advocates for Historic Preservation – Local Level

Finney County Preservation Alliance

The mission of this non-profit, which was founded in 1997, is to identify historic buildings and sites in Garden City and Finney County, and contribute support for their preservation and restoration. The group's primary focus has been the Windsor Hotel Restoration Project. Recent accomplishments of the Alliance include re-roofing and skylight repair on the Windsor Hotel and solicitation of proposals for adaptive reuse from developers. The Alliance seeks to preserve the building with retail businesses on the first floor and upper floor mixed uses such as apartments or a hotel.⁵⁵ The Windsor Hotel is the most prominent commercial building in the downtown area and its rehabilitation is a cornerstone for revitalization on Main Street.



Figure 64: The Finney County Preservation Alliance's main focus is the rehabilitation of the Windsor Hotel.

Finney County Historical Museum and Historical Society

The Finney County Museum features permanent and revolving exhibits, community programs, educational tours, and extensive research facilities. The permanent exhibits present the history of the Southwest Kansas plains, the development of the local cattle industry, the sugar beet factory, and city founder C.J. "Buffalo" Jones. The grounds of the museum include the Pleasant Valley

⁵⁵ Kimberly Nading, Board Member, Finney County Preservation Alliance, telephone interview, August 12, 2017.

One-Room Schoolhouse (ca. 1890) and the Fulton House (ca. 1884), home of William D. and Luticia Fulton.

The Finney County Historical Society has also been active in sponsoring past building surveys, publishing histories and reproducing historical documents. Founded in 1948, the Society is governed by a 22-member Board of Directors. The Society and the Museum operate the Leola Howard Blanchard Research Library used by historians, genealogists and the general public. The library has a large collection of family histories, photograph, maps and a comprehensive collection of local newspapers on microfilm. The Society also sponsors historic homes tours in the city.

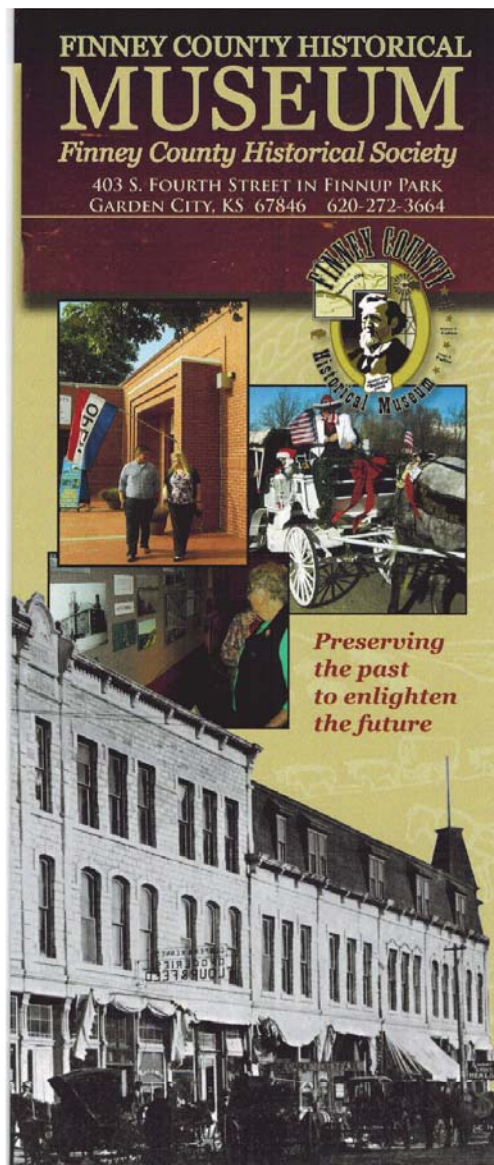


Figure 65: The Finney County Historical Society operates the local museum and supports a variety of historical activities.

Advocates for Historic Preservation – State Level

Kansas Preservation Alliance

The Kansas Preservation Alliance (KPA) is a non-profit organization founded in 1979 by Bernd Foerster and colleagues Richard Longstreth and Richard Wagner, tasked with education, research, and advocacy. It assists Kansas communities in their efforts to preserve cultural landmarks. Recently the alliance has partnered with Friends of Historic Preservation in order to lobby Kansas State legislators and garner their support for the Kansas Historic Tax Credit Program. The KPA hosts annual preservation conferences that bring current issues and topics to architects, historians, and preservationists.

The organization also manages the Endangered Places Program, founded in 1993, modeled after the National Trust for Historic Preservation's list of American's Most Endangered Places. The state list, compiled from nominations submitted by the public, highlights important historic resources in Kansas that are in jeopardy of being lost unless immediate action is taken. Over the past twenty years KPA has identified over 100 significant historic resources, including rural landscapes, bridges, archaeological sites, downtown districts, and individual buildings that have been threatened with neglect, insufficient funds, inappropriate public policies, and development. To date nearly fifty resources have thus been saved, including one in Finney County.

The KPA honors the efforts of individuals and organizations that have made exemplary contributions to saving historic places in the state by presenting annual awards. In 2016 the Advocacy Award for Excellence was given to Don Harness of Garden City, who helped found the Finney County Preservation Alliance in 1997, and worked to preserve the Windsor Hotel and Sabine Hall, among other initiatives.

Kansas Historical Society

The Kansas Historical Society, established in 1875 and based in Topeka, is a state agency with four divisions: administration, cultural resources, education and museum, and state archives. Utilizing state rules and regulations as well as federal acts the society is charged with collecting, preserving, safeguarding, and interpreting state history. Its collections and services are utilized by millions of in-state and out-of-state citizens, it serves as the official repository for state records, it provides curriculum material to K-12 schools, it manages multiple historic sites, and it administers both state and federal historic preservation programs.

V. Creating the Future – Goals and Actions for Historic Preservation in Garden City

Introduction

Garden City's rich heritage is reflected in its older buildings downtown and in its neighborhoods. Over a thousand buildings pre-date 1939 and represent a large portion of the properties downtown and in the adjacent residential streets. Signature buildings such as the Windsor Hotel, U.S. Post Office, Finney County Courthouse, and Sabine Hall speak to the city's growth and prosperity in the late nineteenth and early twentieth centuries. Buildings from this time period are some of the best built America will ever have and contain materials and details difficult and expensive to duplicate. While many dwellings throughout the city have been altered with added siding materials, rebuilt porches and other alterations, their basic form and plan remain intact and provide opportunities for rehabilitation and reclaiming their original appearance. Likewise, many of the buildings in the downtown area have been altered, especially on the first floor, but overall retain much of their character.

Garden City has many of the basic foundations for successful historic preservation efforts. More than a thousand properties were inventoried in the 1990s and placed in the state's database. A number of properties have been listed in the National Register and the state register, providing opportunities for rehabilitation and investment. The city's Landmarks Commission provides an important oversight role as preservation advocates. The non-profit Finney County Preservation Alliance and Finney County Historical Society are actively involved in promoting the rehabilitation of the Windsor Hotel and encouraging preservation efforts on the local level. An active Main Street program has been effective in promoting downtown revitalization and new housing opportunities. Numerous financial programs are in place to assist property owners with rehabilitation in the downtown area and neighborhoods. Using this foundation, Garden City can enhance its historic resources hand in hand with overall civic improvements and economic development.

This section outlines the objectives and actions proposed for four major goals:

- Enhance Rehabilitation and Preservation of Garden City's Historic Neighborhoods
- Enhance Rehabilitation and Preservation of Downtown Buildings
- Increase Heritage Tourism in Garden City
- Increase Public Awareness and Support for Historic Preservation

Future Goals and Recommendations - Enhance Rehabilitation and Preservation of Garden City's Historic Neighborhoods

➤ *Goal – List Eligible Properties and Historic Districts in the National Register of Historic Places*

The earlier historic and architectural surveys resulted in the identification of numerous properties which met the criteria for listing on the National Register of Historic Places. These include individual buildings such as residences, commercial buildings and industrial buildings as well as residential districts. National Register listing is important for several reasons. Listing brings with it a strong sense of pride and community which often translates into higher property values and resale prices. It also provides tax incentives for savvy developers and owners who rehabilitate properties, rent them out for five years and then sell them. Through this approach dwellings are rehabilitated in keeping with their architectural character, the owners or developers reap the 20% federal and 25% state tax credits for their rehabilitation expenditures and by holding on to the property for five years there is no recapture of any of the tax credit.

Garden City currently has only two small residential areas listed in the National Register of Historic Places; the 900 Block of North Seventh Street and the Bungalow Historic District. Two other areas have been identified as meeting National Register criteria – the Garden City Residential Historic District and the Fankhauser Subdivision Historic District.

The proposed Garden City Residential Historic District contains approximately 192 primary dwellings bounded on the north by E. Kansas Avenue, on the east by properties along N. 4th Street, on the west by the east side of N. Main Street and on the south by Spruce and Walnut Streets. This boundary encompasses the historic district in the 900 block of North Seventh Street, the Bungalow Historic District and the NR-listed Senator William H. Thompson House. This area contains a notable collection of late nineteenth and early twentieth century residences built in the Queen Anne, Colonial Revival, Tudor Revival, Bungalow and other styles. Several of the blocks in this area also retain their brick pavement surface from the early 1900s.

This is the largest area of contiguous historic dwellings which retain integrity in the city. Most of the homes are well maintained and are owner-occupied. Alterations have occurred to a number of the dwellings but well over 50% of the properties retain their original siding materials and overall integrity and would be considered contributing to the character of the historic district. The other older residential areas surrounding downtown have suffered more extensive alterations as well as inappropriate infill. These areas lack integrity and no other neighborhood in the original city boundary appears to meet historic district criteria.

The previous architectural surveys of the city did not include a review of the subdivisions which were developed around the city in the 1950s and 1960s. This was a time of intense growth in the city and many new subdivisions were platted north of Kansas Avenue. A review of these streets for this plan found that most of the housing built during these decades were common Minimal Traditional, Ranch and Split-Level styles. These areas appear to lack architectural distinction and/or integrity with the notable exception of the Fankhauser Subdivision. This subdivision is composed of a series of concrete block, Mid-Century Modern houses from 1957 to 1965.

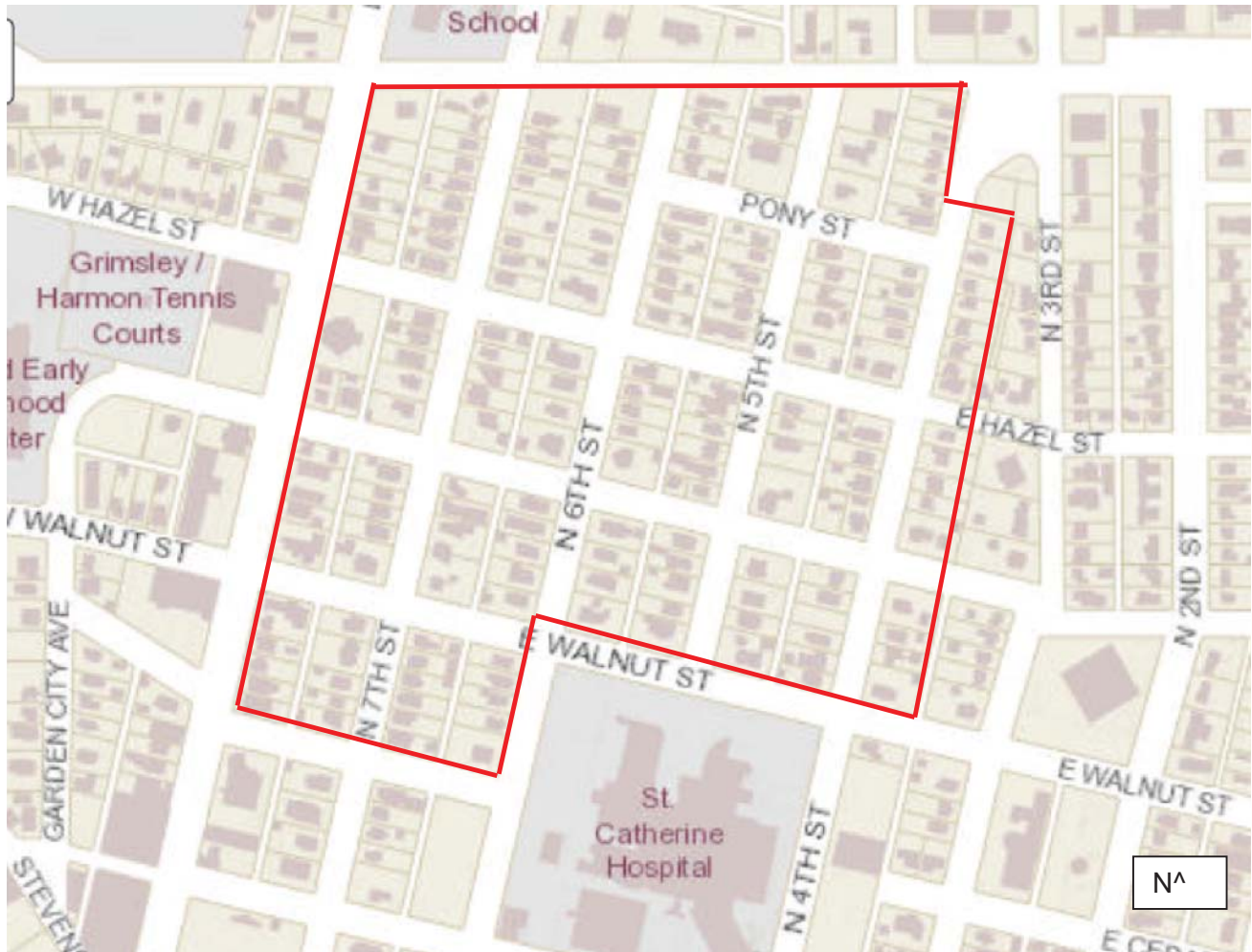


Figure 66: Map of the proposed Garden City Residential Historic District which is bounded by N. 4th Street on the east, by E. Kansas Avenue on the north, N. Main Street on the west and Cedar and Walnut Streets on the south.



Figure 67: Streetscape of the 600 block of N. 7th Street.



Figure 68: Streetscape of the 700 block of N. 7th Street.



Figure 69: Ca. 1900, cross-gable roof dwelling at 910 N. 6th Street.



Figure 70: Ca. 1910, Colonial Revival style dwelling at 901 N. 6th Street.

The Fankhauser Subdivision was platted in 1955 just north of E. Kansas Avenue. It was developed by Roy Fankhauser who owned a masonry and lumber business in the city. He hired the architectural firm of Lyman, Cobb and Benson of Garden City to design a series of Mid-Century Modern Houses built out of concrete block. Twenty Mid-Century Modern houses were built in this subdivision between 1957 and 1965 and are distinguished by their varying rooflines, concrete block exteriors, and integral garages and carports. Although some of the doors and windows have been changed, most of these dwellings retain integrity of their original design. There are also several Ranch and other design houses in the subdivision but most are Mid-Century Modern houses and compose a unique neighborhood in the city.

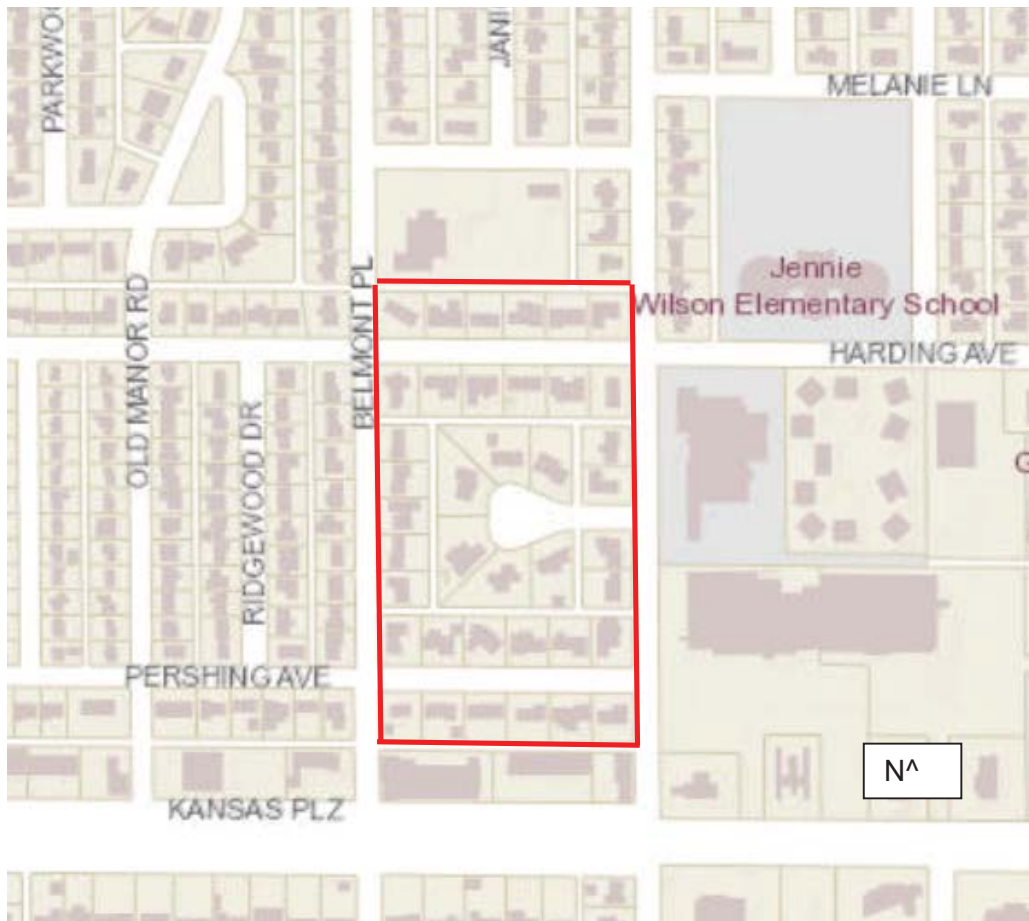


Figure 71: Map of the proposed Fankhauser Subdivision.



Figure 72: Streetscape of the 100 block of Pershing Avenue in the Fankhauser Subdivision.



Figure 73: Mid-Century Modern design at 1106 Harding Avenue.



Figure 74: Mid-Century Modern design at 1110 Pershing Avenue.

A third collection of homes which also meet National Register criteria are the eight Lustron Homes in the city. These dwellings are scattered at various locations both east and west of Main Street. Manufactured by the Lustron Corporation of Columbus, Ohio headed by Carl Strandlund, the Lustron Homes were intended to help ease the post-war housing shortage by mass-producing steel dwellings which could be shipped and erected anywhere in the country. The first Lustron was produced in March of 1948. Available models had one, two, or three bedrooms; exterior colors were pink, tan, yellow, aqua, blue, green, or gray; and interior color options were beige or gray. Interior space could include such built-ins as shelving in the living room, a china cabinet in the dining room, and a vanity in the main bedroom.

Despite the innovation and efficiency of the Lustron, financial issues plagued Strandlund and his company. The company closed in 1950, having produced only 2,680 homes, most of them erected in the Midwest. There were eight Lustron dealerships in Kansas and 100 houses built. A National Register of Historic Places study, “Lustron Houses of Kansas,” documented 91 extant examples, including in Garden City, which can boast eight Lustron Homes. The Lustron Homes in Garden City were erected by the Hughes McCollum and I.A. Sauer Construction Company. These eight homes retain their integrity and are in good condition. The houses are located at 405 and 1016 N. 4th Street, 1203 N. 9th Street, 211 and 901 N. 11th Street, 407 Laurel Street, and 310 and 312 Hudson Street.



Figure 75: Lustron Home at 312 Hudson Avenue erected in 1948.



Figure 76: Lustron Home at 1203 N. 9th Street erected in 1949.



Figure 77: Frank A. Gillespie House at 1103 Gillespie Place.



Figure 78: John R. Burnside House at 111 W. Walnut Street.



Figure 79: The Big Pool, constructed in 1922 at 504 E. Maple Street.

The Historic Preservation Plan of 2000 identified a number of properties which appeared to meet individual National Register criteria. The majority of these properties are located within the proposed Garden City Downtown and Residential Historic District boundaries. Significant properties located outside these boundaries include the Frank A. Gillespie House at 1103 Gillespie Place, the John R. Burnside House at 111 W. Walnut Street, and the Big Pool at 504 E. Maple Street. The Frank A. Gillespie House was built in 1908 and he served as the manager of the Garden City Company which was the major sugar beet factory located on the west side of the city. The house is a notable Craftsman style dwelling. The John R. Burnside House is a 1907 Queen Anne style dwelling of rock-faced concrete block. Both of these properties are considered eligible for their architectural significance. The Big Pool, built in 1922, is the largest swimming pool in the country and it retains its WPA-era bathhouse. Significant for its role in recreation, a review of the pool's integrity of design and materials should be evaluated in determining its eligibility. Alterations have occurred to several other properties identified as potentially eligible and they no longer retain integrity of their original design.

When discussing the possibility of National Register listing, it is crucial that owners understand that design review by the Landmarks Commission will be necessary for any proposed exterior remodeling. Kansas state law requires that a review of the effects of a project be considered for National Register- or state register-listed properties. For most minor projects such as replacement of non-historic windows, simple porch repairs, replacement of non-historic roofs etc., the city planning staff can do a quick approval of a building permit. For more substantive actions a review by the Landmarks Commission may be required. Prior to initiating a nomination's preparation, property owners should be fully informed as to the effects of National Register listing through neighborhood meetings and/or information sheets or summaries.

Moving forward with the nomination for the Garden City Residential Historic District is recommended to occur within the next one to three years. The City's Neighborhood and Planning Department and Landmarks Commission should distribute information about National Register listing and hold public meetings to gauge the level of support for moving forward with the district nomination. If a majority is in support, then the City should apply for a grant from the KSHS to assist in the funding of the nomination.

During the public meetings conducted as part of this preservation planning process, a number of the residents of the Fankhauser Subdivision were in attendance and voiced their disapproval of National Register listing. Residents expressed concern that listing may require design review by the Landmarks Commission and this was objected to by all of the property owners in attendance. While recognizing that the area has architectural interest, there does not appear to be support for National Register listing at this time. As time passes, there may be more appreciation of the uniqueness of this Mid-Century Modern neighborhood and some type of recognition may be desired in the future by a majority of the owners.

- ✓ Action – Hold public meetings and distribute information to residents in the proposed Garden City Residential Historic District to assess support for National Register listing. If sufficient support is evident, move forward with grant funding to prepare the nomination within the next one to three years. Reassess interest in National Register listing for the Fankhauser Subdivision in seven to ten years. The Landmarks Commission should also contact property owners of individually eligible properties to see if National register nominations are desired.

➤ *Goal – Review and Revise Residential Zoning for Older Neighborhoods*

The zoning category of Multiple Family Residential District (R-3) applies to various older neighborhoods adjacent to the downtown area. This includes the proposed Garden City Residential Historic District area to the east of Main Street. Despite the stated intent of this district being “to protect the character of the neighborhoods of this district,” this zoning is incompatible for those areas that are dominated by single-family detached homes that developed primarily during the end of the nineteenth century and the first half of the twentieth century. This incompatibility is reflected in the following language:

Permitted Land Uses

This district allows single-family homes, duplexes, triplexes, four-plexes, apartments, group homes, churches, and certain conditional uses. The only instance in which more than one housing unit per dwelling would be compatible with these historic neighborhoods is if the dwelling had a single-family character.

Building Heights & Yard Requirements

The current 45 ft. maximum height limit works for historic neighborhoods. Minimum lot size requirements in the R-3 zone are determined by the number of units for the lot, but the requirement of 6,000 sq. ft. lots for single-family detached houses appears to be fairly consistent with the historic development patterns. There are no lot width standards.

Parking

As currently written, single-family and two-family dwellings must provide four (4) off-street parking spaces for each dwelling unit, and at least two (2) of those spaces must be located behind the front building line of each dwelling unit. These provisions should be revised to place all on-site parking behind the front building line.

It is recommended that areas dominated by historic single-family detached houses be rezoned to a district that is more consistent with the historic development pattern. In light of the existing zoning districts available, it appears that R-2 would be the most compatible zoning. The R-2 district has requirements that are generally similar to the R-3 district, although the primary permitted use is single-family detached dwellings. The minimum lots size is slightly smaller at 5,000 sq. ft., the minimum front and side setbacks are 10 ft. and 3 ft., respectively, there are no lot width requirements, and the maximum building height is 35 ft. It has the same off-street parking requirements as the R-3 district. It is acknowledged that some dwellings with multiple units would become non-conforming uses, but that scenario is preferable to these residential areas losing their cohesive architectural character over time. Also, lot width standards should be added to keep widths in the 50 ft. range, and all on-site parking should be located behind the front of the building.

- ✓ Action – Rezone the older neighborhoods from the current Multiple Family Residential District (R-3) to Single Family Residential District (R-2). This would include the area bounded by Fulton Street on the south, Kansas Avenue on the north, 4th Street on the east and 13th Street on the west. These are the blocks that contain large concentrations of nineteenth and early- to-mid twentieth century dwellings and are zoned R-3.

➤ *Goal – Encourage New Compatible Construction and Adopt Conservation Zoning*

Demolition in Garden City's older neighborhoods has resulted in numerous vacant lots. One of the goals of the 2017 housing study was for the city to encourage new infill in the underutilized lots surrounding downtown. New infill construction is encouraged on vacant lots and with buildings compatible with the adjacent architecture. Although compatible new construction is recommended, the older residential areas surrounding downtown lack sufficient design review to guide new construction. As a result, recent infill construction has been a mixture of both appropriate and inappropriate designs. Inappropriate designs are those which are not in keeping with the overall architecture on a particular block and are generally characterized by horizontal scale, lack of porches, undersized doors and windows and garages on primary elevations.

One approach to ensure compatible infill is to enact Conservation Zoning for historic areas. Conservation Zoning only requires design review for demolition, additions to dwellings and new construction. The City's Neighborhood & Development Services Department along with the Landmarks Commission would administer this program and its oversight role in areas so designated. For most property owners this overlay would have little or no affect. Additions to dwellings are usually approvable as long as they are on rear elevations and not on the front or readily visible side elevations. Demolition would be allowed if the structure is determined to be beyond repair or for safety concerns. New construction on vacant lots is encouraged but with designs compatible with the adjacent dwellings on the block. This scope of review helps maintain

the appropriate size, scale, massing, setback, building form, building orientation and alignment, and character defining features and materials of properties within the designated area.

- ✓ Action – Adopt a Conservation Zoning provision in the city’s ordinance during the next one to three years and encourage its use. Unless overlays are enacted to guide new construction, incompatible infill will continue to be built in Garden City’s older neighborhoods. Such new construction can result in a lowering of property values and discourage rehabilitation and investment.



Figure 80: Conservation Zoning would help ensure appropriate new construction in Garden City’s older neighborhoods. Design review would prevent inappropriate designs such as those with front garages (top) in favor of more compatible new construction (below).

➤ *Goal – Publish an Illustrated and Expanded Set of Commercial and Residential Design Guidelines*

The city's Landmarks Commission has the responsibility to review rehabilitation, demolition, new construction and other design elements for National Register properties. The 2006 Landmarks Ordinance included a short set of narrative design guidelines for the Commission to use when making its recommendations. As more properties are listed in the National Register, an expanded set of design guidelines for commercial and residential properties should be produced through a grant from the KSHS. Another approach would be to adopt and revise design guidelines used for comparable cities in Kansas. The guidelines should not only be expanded but the use of ample illustrations to explain design review elements is also recommended. The intent is to make the design guidelines "user friendly" as well as clarify how the decisions of the Landmarks Commission will be made and upon what basis.

- ✓ Action – The adoption of more comprehensive and illustrated design guidelines is important to increase public support for historic preservation, clarify the decision making process of the Commission and enhance the design standards for new construction in any future overlay districts. This action should occur within the next two years.

➤ *Goal – Promote Appropriate Rehabilitation Through Compatible Weatherization*

The U.S. Department of Energy offers grants to states, territories, and some Indian tribes through the Weatherization Assistance Program (WAP) to improve the energy efficiency of the homes of lower-income residents. WAP is currently the largest residential energy efficiency program in the U.S. In Kansas the program is administered by the Kansas Housing Resources Corporation. Qualifying households must be residents of the state and have yearly incomes within certain ranges based on household size. Preference is given to residents over 60 years old, families with one or more individuals with a disability, and families with children. Households that are receiving assistance from Supplemental Security Income or Temporary Assistance to Needy Families are automatically eligible. In Garden City the program is administered by the Harvest America/Southwest Kansas Agency.

State governments contract with local governments and nonprofit entities to provide a range of weatherization services. These services include weatherstripping and caulking around doors and windows; cleaning, testing, and repairing, or possibly replacing, refrigerators and heating and/or cooling systems; adding insulation to attics, walls, ceilings, and foundations; and addressing indoor air quality issues. The Kansas Housing Resources Corporation estimates that lower-income households generally pay a much higher percentage of their income for energy, devoting 18% of their yearly income to energy bills, while other households pay 5% of their income. Weatherization can have a significant impact, saving over \$350 per year, with a return of \$2.51 for every \$1 invested in the services.

It is important that Garden City promote and encourage appropriate weatherization of older dwellings. Energy costs are a big concern of all homeowners, and energy efficiency is especially important in maintaining historic houses. Owners of historic buildings should take measures that achieve reasonable energy savings, at reasonable costs, with the least intrusion or impact on the

character of the building. Care should be taken to preserve and maintain historic building materials and character defining elements such as windows and doors. Retaining original windows and adding storm windows can often offer similar thermal values and be more cost effective than wholesale window replacement.

- ✓ Action – Low-income and elderly residents should be encouraged to take advantage of the WAP to make their older homes more energy efficient. Houses built prior to 1945 often already have good insulating qualities such as brick and plaster walls, high ceilings and wide eaves. Adding attic insulation, storm windows and wrapping ductwork are all approaches to save energy without compromising architectural character.

- Goal – *Evaluate the significance of properties built after 1945 and identify those that meet National Register criteria.*

Our sense of what is historic and significant in history changes with the passage of time. The mid-1940s to the 1960s were boom years in construction and development and Garden City contains almost 3,000 buildings from these two decades. These properties were not assessed during the survey of the early 1990s since at that time they were less than fifty years of age. As part of this project a street by street overview survey was conducted to identify areas which appeared to meet National Register criteria. From this survey the Fankhauser Subdivision's Mid-Century Modern neighborhood was identified as National Register-eligible. A more intensive survey to identify significant individual properties within this time period is recommended. This would include properties important not just for their architectural design but also for their association with the city's history or important persons or events.

- ✓ Action – Complete a survey of the city's buildings and structures constructed from 1945 to 1970 and identify properties which may warrant further review or meet National Register criteria.



Figure 81: The dwelling at 1505 Hackberry Street is representative of the post-World War II housing built in the city.

Future Goals and Recommendations - Enhance Rehabilitation and Preservation of Garden City's Downtown Buildings

- *Goal – List the Garden City Commercial Historic District in the National Register of Historic Places*

Downtown Garden City contains a notable collection of late nineteenth and early twentieth century commercial buildings. The downtown area was the subject of a survey and National Register evaluation in 2011. This project identified a large eligible historic district along either side of Main Street. Listing in the National Register is an essential component of downtown revitalization efforts. The incentives of the 20% federal tax credit and 25% state tax credit for historic rehabilitation often makes the difference in the economic viability of a project. The preparation of a National Register nomination for the “Garden City Commercial Historic District” is recommended to be prepared within the next one to two years.

- ✓ *Action – Conduct public meetings and workshops with downtown property owners to assess the support for a historic district nomination. If sufficient support exists, the City should apply to the KSHS for a grant to complete the nomination within the next one to two years.*



Figure 82: The 200 block of N. Main Street is within the proposed boundary of the Garden City Commercial Historic District. Tax incentives would assist in the rehabilitation of the buildings and utilization of upper floor space.



Figure 83: Map of the proposed Garden City Commercial Historic District boundary which is outlined as the red dashed line.

➤ *Goal – Rehabilitate the Windsor Hotel*

The rehabilitation of the Windsor Hotel has been a priority for many years. The Finney County Preservation Alliance has played an important role in its stabilization as it pursues development opportunities. The 2017 downtown market and housing studies indicate that the economics of the city may make the Windsor Hotel an attractive rehabilitation project in the near future. Listed in the National Register, the building already qualifies for federal and state tax credits.

- ✓ Action – The Finney County Preservation Alliance, Downtown Vision and the city government should continue to cooperate in their efforts to preserve and restore this landmark building.



Figure 84: Memorial sign on the front of the Windsor Hotel.

➤ *Goal – Rehabilitate the State Theatre*

Downtown Garden City is fortunate that the State Theatre continues to stand on Main Street. Many similar cities in the Midwest have lost their historic theaters and no longer have the opportunity to use them as arts centers or other uses. The theater currently has an added metal front and no longer retains integrity of its original design. It currently does not meet National Register criteria due to these alterations but the building's eligibility could be reassessed once the metal front is removed. It is believed that much of the original design is beneath the added materials and the interior is also largely intact. The State Theatre has great potential to be restored back to a theater or some other type of compatible adaptive reuse.

- ✓ Action – The Finney County Preservation Alliance, Downtown Vision and the city government should continue to cooperate in their efforts to preserve and restore the State Theatre either back to its original use or an adaptive reuse that preserves and restores its original character.



Figure 85: The State Theatre, originally built in 1928, was designed with influences of the Spanish Revival style with its curvilinear parapet wall.



Figure 86: The State Theatre in 2017, with its added façade and marquee.

Future Goals and Recommendations – Increase Heritage Tourism in Garden City

Garden City's tourism is supported by the Finney County Convention & Visitors Bureau which provides information and promotion for tourists. Currently, tourism to Garden City is limited and there are few resources for obtaining information on the city's historic resources. Increasing the number of heritage tourists would assist in overall economic development as well as heighten awareness of the city's architectural and historical resources.

In 2003 the Travel Industry Association stated that 81% of U.S. tourists were "historic/cultural" travelers who traveled in order to experience the culture and history of different places.⁵⁶ The World Tourism Organization anticipated that global heritage tourism would rise by 30% by 2010. The homepage of Leisure and Sport Review, which lists Kansas as a "featured state" in August 2017, encourages people to "travel highways and scenic byways that reveal America's history amidst modern vacation and staycation highlights."

Sites and activities presented as heritage tourism destinations are as ideal for staycations (stay-at-home vacations) as they are for vacations. A 2015 report by Regency Hotel Management indicates that staycations have become increasingly popular in the last decade, stating that "local adventures are fast becoming a way of life." The report cites Google data showing a 58% rise in search frequency for staycation destinations between 2010 and 2015, including a 10% yearly increase in 2015. And while individuals and households might take one large vacation annually, they often take several "mini-trips" per year.

➤ *Goal – Highlight Garden City's Railroad Heritage*

"Railfanning" has become its own form of tourism, attracting train and railroad-history buffs and people interested in regional and transportation history, as well as others seeking a unique vacation and alternative mode of travel. A number of websites offer vacation trips by train, in every region of the country, including Amtrak, americabyrail.com, touristrailroads.com, American-rails.com, vacationbyrail.com, and traintour.com.

The railroad played an integral part in Garden City's past, with the Atchison, Topeka & Santa Fe rail line arriving in the area in the 1870s. Two Amtrak passenger trains, branded *Southwest Chief* (reminiscent of the famous AT&SF train named *Super Chief*), still traverse essentially the same historic route and currently make daily stops at the Garden City Depot. The line is also used by the commercial shortline, the Garden City Western Railway, which operates forty miles of track in southwestern Kansas, primarily transporting agricultural products.

According to Great American Stations, a project established in 2006 by Amtrak to promote the preservation of old train stations, about one-third of the more than 500 stations served by Amtrak are listed in the National Register of Historic Places, either individually or as contributing structures to historic districts. Two of these stations are in Kansas, in Dodge City and Newton. The Great American Stations website (greatamericanstations.com) includes an entire page about

⁵⁶ Travel Research Department, "The Historic/Cultural Traveler, 2003 Edition" (Washington, D.C.: Travel Industry Association of America, 2003), 5-6.

Garden City, with a photo and description of the depot, a history of Garden City as relates to the railroad, and a list of the depot's amenities, with a click-through to a history of the AT&SF.

Kansas has many resources related to railroad history, including museums, depots, and scenic and heritage train excursions. The Atchison Rail Museum and adjacent Santa Fe Depot are in Atchison, where the AT&SF got part of its name. Dodge City promotes its historic depot and recognizes that more visitors to the city arrive by rail than by plane; the tourism master plan addresses ways to improve railroad tourism.

Garden City has the potential to utilize its railroad history to promote the wider history and resources of the town, and to draw tourists from across the state, region, and country to explore Garden City, particularly its downtown area. Railway tourism initiatives could partner with other rail-related locations and institutions in the state, with Amtrak and companies creating rail vacation packages, and even offer Garden City-related tourist experiences such as visits to other local historic sites, and dining and shopping in the historic downtown.

- ✓ Action – The Finney County Convention & Visitors Bureau, Downtown Vision and the city government should explore ways to reach out to the railroad tourism industry and provide incentives for travelers to visit the historic depot building as well as other sites in the city. A wayside exhibit with history on the depot should be installed on the depot property. Partnerships in Santa Fe Trail heritage could also be explored with the Santa Fe trail Association, which is very active in Kansas and acts as the liaison between the public and the National Park Service's Trails Office.



Figure 87: The 1907, AT&SF Train Depot has been well preserved and holds potential for increased railroad tourism .

➤ *Goal – Highlight Garden City’s Santa Fe Trail Heritage*

The historic route of the Santa Fe Trail has potential for promoting the history of Garden City and encouraging tourism. Traversed by thousands of people making their way west during the 1820s into the 1870s, when the railroad supplanted it, the Santa Fe Trail originally went right through the future site of Garden City along what was termed the “wet route” since it followed the Arkansas River. This route was longer but the water source was more consistent, which was a critical factor during dry seasons.

In the early 1900s the Daughters of the American Revolution in Kansas saw a need to demarcate the path before it was completely erased from the landscape. The DAR in other Santa Fe Trail states soon followed suit. Of 86 markers created by the DAR, which are red-granite boulders with inscriptions, two are extant in Garden City, both placed in 1906: marker #72 can be found at the former site of Harmony School at the intersection of Campus Drive and East Fulton, and marker #73 is in Finnup Park at the intersection of Maple Street and 6th Street. Other locations not far away that have DAR markers are Larned, Fort Dodge, and Fort Larned. These markers may be eligible as resources of the Santa Fe Trail MPS.

A website promoting the trail’s route through Kansas, www.santafetrails.com, offers information on the trail and notable sites along its path, including Garden City and other places to visit in the town. The Historical Marker Database website (www.hmdb.org) also lists Garden City, its history, and other historic sites to see there. The National Park Service too has information on the trail and guidance for planning a trip to see it, including a detailed map. Another resource is the “Historic Resources of the Santa Fe Trail (Revised) National Register nomination available at www.kshs.org.

- ✓ Action – The Finney County Convention & Visitors Bureau, Downtown Vision, and the city government should highlight the two Santa Fe boulders when creating a driving tour brochure for historic sites. Another recommendation is the creation of wayside exhibits to interpret at least one of the boulder sites for visitors with history on the trail. Directional signage is also recommended.



Figure 88: One of the Santa Fe Trail markers erected in the city in 1906.

➤ *Goal – Coordinate Heritage Tourism with Ecotourism*

Heritage tourism can often be combined with ecotourism. For Garden City, this pairing is possible with the Santa Fe Trail, which draws visitors for both its history and natural environments, and also the Sandsage Bison Range and Wildlife Area, just west of Garden City. The Sandsage Bison Range is a 3,670-acre remnant of what was once the 270,000-acre Kansas National Forest, established in the early 1900s partly as the location of a failed test to discover which trees were adaptable to the Great Plains. Now reverted to prairie, it is managed by the Kansas Department of Wildlife and Parks and an example of the sandsage prairie biome, home to numerous native plant and animal species. It is also home to the oldest publicly owned herd of bison in the U.S., originally brought to the location from Oklahoma in 1924. Tours can be arranged through the Finney Game Refuge and the Finney County Convention & Tourism Bureau. The refuge lends itself to the narrative of Garden City's early history, allowing visitors to experience the southwestern Kansas landscape as it was in the early and mid-1800s.

- ✓ Action – Future walking and driving tours and other heritage tourism efforts should include information on the Sandsage Bison Range and Wildlife Area and the nineteenth century history of Garden City.



Figure 89: Bison roam the prairie of the Sandsage Bison Range near Garden City.

➤ *Goal - Utilize Existing Programs and Coordinate with Regional Sites*

Garden City has opportunities to coordinate heritage tourism with other cities and historic sites in the region. The most prominent tourism community is Dodge City which has thoroughly capitalized on its persona as a town of the Old West. The Dodge City website notes that even though much of its nineteenth-century historic fabric is gone and the landscape is now filled with modern additions, the town continues to have a strong appeal as a symbol of the “mythic West.”

Despite the modern elements, the city's website points out that there are still extant components that preserve the city's and the region's history. Garden City has promoted its "Western" image, including through such events as "Beef Empire Days," but this could perhaps be enhanced, and coordinated with other towns, such as Dodge City, which has a high visitation due to its Old West image.

A Dodge City master plan for tourism was completed in 2009 with a primary goal for Dodge City to improve its niche in the tourist market including "creative tourism" strategies. "Reimagining Dodge" lists several locations and organizations with potential for collaboration and "cross-promotion" in attracting and satisfying a variety of local and regional visitors, from museums to parks and preserves to historic buildings and sites. Among the locations is downtown Garden City, which is described as "a dynamic revitalized downtown and trade area." The report also suggests regional partnerships, such as the tri-city meetings that include Dodge City, Garden City, and Liberal, as a means of reinforcing and making full use of a regional brand, as well as increasing the region's legislative voice.

- ✓ Action – Garden City's Chamber of Commerce, Convention and Visitor's Bureau, Downtown Vision, Finney County Preservation and Historical Societies, and the Landmarks Commission all play important roles in heritage tourism efforts. These groups and agencies are encouraged to meet at least once a year to prioritize city tourism promotion projects and identify the potential for regional cooperation with communities such as Dodge City and Liberal.
- Goal – *Provide visitors with walking and driving tour brochures of the city's historic neighborhoods.*

Garden City lacks any type of detailed walking or driving tours for the downtown area or older neighborhoods. These types of brochures are inexpensive ways to increase tourism and visitation in the city. The downtown area lends itself to a walking tour as do the streets in the proposed Garden City Residential Historic District. A driving tour is recommended for those interested in Mid-Century Modern architecture and the Fankhauser Subdivision, Lustron Homes, and other individual properties could be highlighted. Providing visitors with information on the history and architecture of the downtown and neighborhoods as well as highlighting significant buildings would be a valuable addition to the city's heritage tourism efforts.

- ✓ Action – Complete walking tour brochures for the city's proposed Downtown and Residential Historic Districts. Prepare a driving tour for other historic properties including the city's Mid-Century Modern and Lustron examples.

Creating the Future: Increase Public Awareness and Support for Historic Preservation

➤ Goal – Encourage and Promote Home and Building Tours.

Home and building tours are an excellent way to increase awareness of the city's historic resources and highlight historic buildings and rehabilitation. Usually property owners of five to ten buildings will agree to allow the public to tour their homes over a one- or two-day period. Home tours are effective means to increase awareness of a community's historic properties and encourages investment in older neighborhoods. Successful tours can also provide funds for the sponsoring organization.

- ✓ Action – The Finney County Historical Society has held successful building tours in the past and this program should be continued and expanded in the future. The involvement of Downtown Vision to highlight upper floor loft apartments and residential use is encouraged.



The advertisement is a yellow flyer for a historic tour. At the top, there are two photographs of historic houses. Below the photos, the title 'Historic Homes & Buildings Tour' is written in a large, blue, serif font. Underneath the title, the date and time '1:30-4:30 p.m. Sunday, June 18' are listed in a smaller, blue, sans-serif font. A list of stops follows, including the Finnup House, Senator Thompson House, Railway Depot, LaGessee Craftsman Home, and Deb & Robin Huber House, each with its address. The tour concludes with an ice cream social at the Finney County Museum Patio. The ticket price is listed as '\$15 per person'. Ticket sales information is provided, including advance sales locations. Sponsors for the 2017 tour are listed at the bottom, including Edward Jones, Golden Plains Credit Union, Territorial Magazine, and Envision Real Estate. The tour is hosted in partnership by the Finney County Women's Chamber of Commerce and the Finney County Historical Society. The Finney County Historical Museum logo and contact information are at the bottom.

Historic Homes & Buildings Tour
1:30-4:30 p.m. Sunday, June 18

Finnup House 405 N. Ninth Street
Senator Thompson House 902 N. Sixth Street
Railway Depot 100 N. Seventh Street
LaGessee Craftsman Home 610 N. Third Street
Deb & Robin Huber House 645 Wheatridge
Concluding Ice Cream Social 3-6:30 p.m., Finney County Museum Patio

\$15 per person
Tickets sold at all five sites during tour hours! Cash or check accepted.
Advance ticket sales:
Adams Real Estate, Baker Boot, Signatures The Salon, Wharton's, Finney County Museum

2017 tour sponsors

Edward Jones
Advisor: Lore Schneider

Golden Plains
CREDIT UNION
LIFE... with a Touch of GOLD

TERRITORIAL
MAGAZINE

ENVISION
REAL ESTATE

Tour hosted in partnership by
Finney County Women's Chamber of Commerce & Finney County Historical Society

Finney County Historical Museum
403 S. Fourth at Finnup Park • 620-272-3664

Figure 90: Advertisement for one of the recent historic homes tours in the city.

➤ *Goal – Increase the Landmarks Commission’s Profile*

Landmarks Commissions across the country generally conduct their business with little fanfare and only make headlines when there is a controversy. This presents the general public with a skewed perception of what a Commission is for and what its function is. Garden City’s Landmarks Commission is relatively new (2006) and its oversight role has been limited to a small number of locally designated properties. The visibility and responsibilities of the Commission would increase if the proposed historic districts are listed in the National Register and more extensive design review is required.

There are a number of successful approaches other communities have used to build public support. One is to complete an annual report which summarizes the actions and activities of the Commission and their accomplishments. This should include the number of Certificates of Appropriateness approved by the Commission and the dollar value of these improvements. This information should be sent to the local media and not just relegated into a city report. Another way to increase visibility is to have Commission members attend ribbon cutting ceremonies when new businesses are opened in historic buildings, dedicate markers when new historic districts are approved, and to create a power point presentation showing before and after photos of rehabilitation in the city for presentations before civic groups and elected officials. The amount of investment in downtown historic buildings should also be regularly updated and publicized. A brochure outlining the role of the Commission and design review standards will also become necessary in coming years if the number of historic districts and Conservation Zones increase.

- ✓ Action – The Landmarks Commission should take the time to publicize their good work and accomplishments as often as possible. As the most visible face of historic preservation in the community, members should make themselves available at building dedications, ribbon cuttings, etc. Consideration should be given to developing a power point program and brochure describing the Commission’s operations and contributions to the City.



Figure 91: Awards recognize contributions made by citizens and property owners for building rehabilitation and other historic preservation efforts.

➤ *Goal – Create an Annual Historic Preservation Awards Program*

Recognizing property owners who contribute to the city’s heritage is an important way to increase support for historic preservation. While the Finney County Historical Society has its own awards program, an expanded program should be considered with involvement by the Landmarks Commission and Downtown Vision. Various categories should be considered such as general preservation and maintenance of a historic property, notable rehabilitation projects, achievements in historic studies, volunteer services, and preservation leadership. These types of awards help to identify and support those involved in historic preservation activities and assist in highlighting preservation efforts in the community.

- ✓ Action – The Finney County Historical Society, Landmarks Commission and Downtown Vision should work together to expand an awards program in coming years. In addition to awards for historic preservation, well designed infill projects in historic neighborhoods and the downtown area should be recognized. Award recipients should also be highlighted in the local newspaper and other media.

VI. Conclusion

Like many cities across the country, Garden City is repositioning itself for economic growth and development for the 21st Century. Some 35% of buildings now approach fifty years of age and the maintenance, preservation and adaptive reuse of downtown buildings and older neighborhoods is an essential part of future planning. Restored properties on residential streets and an active downtown will be valuable assets as Garden City promotes its economic viability and potential for the future.

The primary goals and objectives of the Garden City Historic Preservation Plan are compatible with the city's recent planning efforts. The city's Comprehensive Plan, Downtown Housing Study and Marketing Plan in almost all cases reinforce with the recommendations in this plan.

Enhance Rehabilitation and Preservation of Garden City's Historic Neighborhoods

Goal-List Eligible Properties and Historic Districts in the National Register of Historic Places

Goal-Encourage New Compatible Construction and Adopt Conservation Zoning

Goal-Publish an Illustrated and Expanded Set of Commercial and Residential Design Guidelines

Goal-Promote Appropriate Rehabilitation Through Compatible Weatherization

Goal-Evaluate the significance of properties built after 1945 and identify those that meet National Register Criteria

Enhance Rehabilitation and Preservation of Downtown Buildings

Goal-List the Garden City Commercial Historic District in the National Register of Historic Places

Goal-Rehabilitate the Windsor Hotel

Goal-Rehabilitate the State Theatre

Goal-Continue to Offer and Promote Rehabilitation Incentives

Increase Heritage Tourism in Garden City

Goal-Highlight Garden City's Railroad Heritage

Goal-Highlight Garden City's Santa Fe Trail Heritage

Goal-Coordinate Heritage Tourism with Ecotourism

Goal-Utilize Existing Programs and Coordinate with Regional Sites

Goal-Provide Visitors with Walking and Driving Tour Brochures of the City's Historic Resources

Increase Public Awareness and Support for Historic Preservation

Goal-Encourage and Promote Home and Building Tours

Goal-Increase the Landmarks Commission's Profile

Goal-Create an Annual Historic Preservation Awards Program

The Garden City Historic Preservation Plan recognizes that preserving a community's historic buildings requires diligence. Our culture often values new buildings over old ones in need of rehabilitation. However, many are recognizing that preserving historic buildings is the more fiscally sound and ultimately more rewarding approach. The Garden City Historic Preservation Plan provides property owners and civic leaders with clear goals and objectives in a united commitment to economic development while honoring the city's heritage.

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APPENDIX A – FINANCIAL INCENTIVES

Kansas Historic Preservation Tax Incentive Program

Purpose

The State Historic Preservation Tax Incentive Program provides a state income tax credit for the sensitive rehabilitation of historic buildings. It ensures that character-defining features of buildings are retained and helps revitalize surrounding neighborhoods.

Eligibility Requirements

The State Historic Preservation Tax Incentive Program provides an income tax credit of up to 25% of qualified rehabilitation costs. Another 20% is available if the property qualifies for the **Federal Rehabilitation Investment Tax Credit** (for income-producing properties only).

Several types of properties are eligible for the state tax credit:

- The property is listed on the National Register of Historic Places, or is determined by the staff of the State Historic Preservation Office to be eligible for listing.
- The property contributes to the historic significance of a historic district that is listed, or eligible to be listed, on the National Register.
- The property is a local landmark via local government action.
- The property is a barn constructed prior to 1937.

Program eligibility varies depending on the type of building. For residential properties and barns built prior to 1937, the value of the work must equal at least \$25,000 or 25% of the fair market value of the property, excluding the land, prior to rehabilitation, whichever is lower. For commercial properties, including multi-family housing projects, the work must be at least 50% of the fair market value, excluding the land. Like other State Historical Society of Iowa incentive programs, the rehabilitation work must meet the Secretary of the Interior's **Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings**.

Other considerations:

- Credits are reserved on a first-come first-served basis as the Part 2 applications are approved.
- Credits are retroactive up to two years from the completion date. Rehabilitation expenditures prior to the date of approval of the Part 2 are incurred at your own risk and must be considered qualified expenditures under the federal rehabilitation credit in Section 47 of the Internal Revenue Code.
- Applications are not considered submitted until complete information is received. If more information is requested, the application is put on hold. Additional information should be sent as soon as possible to prevent another application from being approved ahead of yours.
- If project costs exceed the estimated cost provided on the Part 2 application, additional credits will be reserved for the next state fiscal year in which credits are available. Due to

the yearly caps and 5-year reserve limit, additional credits may not be available at all. Therefore, it is better to estimate high on the Part 2 application.

Once the applicant has reached project completion, a Part 3 application should be submitted for review. When the Part 3 application is approved, the applicant will receive a tax certificate dated for attachment to state income tax forms in the year that credits were reserved. Only the expenditures for the two years prior to the completion date of a project can be used to calculate the state tax credit.

Federal Investment Tax Credit Program

Over the past twenty-five years, more than 29,000 buildings have been rehabilitated across the country, generating over \$25 billion in private investment in historic buildings nation-wide. There are two types of ITCs available: 20% for a certified historic structure or 10% for a non-historic structure. Investment Tax Credits are available to the owners or certain long-term renters of income-producing properties.

The 20% ITC reduces the cost of restoration and rehabilitation to the owner of an income producing historic property as an income tax credit. The credit is 20% of what an owner spends rehabilitating the building, not including acquisition costs.

To qualify for the 20% Credit:

- The building must be listed on the National Register of Historic Places, or listed as a contributing structure within a National Register Historic District.
- The rehabilitation project must meet the "substantial rehabilitation test," which means you must spend the adjusted value of the building or \$5000, whichever is greater. The figure is derived by subtracting the value of the land from the cost of the building and land together.
- After rehabilitation, the structure must be income producing for five years (commercial, rental, B&B).
- The rehabilitation must meet *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitation of Historic Buildings.*

To qualify for the 10% credit:

- The structure must have been built before 1936 and not "historic" (must not be listed or eligible for listing on the National Register of Historic Places).
- The structure must retain 50-70% of external walls and 75% of internal walls.
- The rehabilitation must meet the "substantial rehabilitation test" as in the 20% credit.
- The structure must be used for five years as income producing but NOT housing.

For additional general information on the Investment Tax Credit program, see the National Park Service's ITC web-site at <http://www2.cr.nps.gov/tps/tax/>.

2010 Impact Study of Kansas Historic Rehabilitation Tax Credit Program

In 2010 the Kansas Preservation Alliance (KPA) contracted with the Center for Urban Policy Research at Rutgers University to produce an economic impact study of the Kansas State Historic Rehabilitation Tax Credit program (KHTC), enacted in 2001 and implemented in 2002. The study was partially funded by a Historic Preservation Fund grant from the Kansas Historical Society. The program allows for an income tax credit equal to 25% (30% for non-profits) of qualified expenses on qualified structures, whether income-producing or not. The KHTC builds on and supplements a federal HTC of 20% that has been active for about thirty years. The KHTC is particularly important in that it applies to residences where the HTC does not. Thirty states in addition to Kansas have similar programs.

According to the study, the use of the program in Kansas has had a significant positive impact, enhancing HTC investment in the state, and resulting in 4,443 jobs generating \$323 million in output, \$142 million in labor income, \$183 million in gross state product, and \$56 million in taxes. The impacts have been felt in numerous sectors, including construction, retail, agriculture, transportation, public utilities, services, and manufacturing. Tax credit-aided historic rehabilitation has also served as a “pump primer” for non-historic preservation investments.

Kansas has many tax credit-eligible buildings in need of rehabilitation and the KHTC program has been widely used in the state, assisting 542 completed projects (averaging 68 per year) in about fifty counties between 2002 and 2009, at a total project cost of \$245 million. Total state tax credits of about \$53 million enabled the rehabilitation investment, with about a 1 to 4 (25%) tax credit to investment ratio, which is typical for the KHTC.

While geographically there is general widespread use of the tax credit program in the state, there are locations of more intense utilization, reflecting such factors as population density, median income, housing affordability, and business activity. Thus there has been greater use of the program in the Kansas River Valley and Central Wichita regions and less in rural western Kansas. The largest clusters are in Atchison, Leavenworth, Wyandotte, Douglas, Shawnee, Riley, Sedgwick, and Reno. The 2010 study indicates very few buildings in Garden City have pursued a KHTC.

APPENDIX B – GARDEN CITY LANDMARKS ORDINANCE

• . 70-52. - Garden City, Kansas, landmarks commission

There is created and established a commission to be known as the "Garden City Landmarks Commission" of the city of Garden City, Kansas. The Garden City landmarks commission will hereafter be called the "landmarks commission."

(1)

Scope of duties. The duties of the landmarks commission are to advise and make recommendations to the city commission on historic resources and to look after the architectural and cultural heritage of the community through the preservation of historic landmarks and historic districts.

(2)

Members. The landmarks commission shall be composed of five Garden City residents appointed by the city commission. All members shall have interest, knowledge, or training in preservation related fields. Three members shall represent preservation related professions as recognized by the National Park Service. Appointments shall be for a term of three years, except that the first landmarks commission shall be appointed as follows: (i) two for three-year terms, (ii) two for two-year terms, and (iii) one for one-year terms. Members shall serve until their successor has been appointed. Vacancies shall be filled by appointment as above for the remainder of the unexpired term.

(3)

Officers. The landmarks commission shall elect a chairperson and one vice-chairperson from its members.

(4)

Meetings. The landmarks commission shall meet at least once each quarter with additional meetings upon call by the chairperson or upon petition of a majority of the members. All meetings shall be open to the public and notification shall be given in the official newspaper and to those who request notification. Unless otherwise required herein, three members present constitute a quorum for the transaction of business.

(5)

Jurisdiction. The ordinance shall apply to the city of Garden City corporate limits as it may be amended from time to time.

(6)

Committees and subcommittees. The landmarks commission may establish through its by laws such committees as deemed necessary or convenient to carry out the various functions and duties of the commission.

(7)

Staff of the landmarks commission. The planning and community development department shall be responsible for the administration of this article and performing staff administrative functions for the landmarks commission. The department is authorized to develop such application forms and procedures consistent with this article, and to enforce its provisions. The staff may issue a certificate of appropriateness minor for repairs authorized by the landmarks commission or for nonregistered properties, which have no adverse impact on historic properties and report the same to the landmarks commission at their next meeting.

a.

The department director or designated representative shall review all development permit applications and other pertinent information to determine if a *landmark* property or district

may be affected by a proposed project. If so, the director shall follow the procedure to begin a review process in accordance with the provisions of this article. The director shall forward the landmarks commission recommendations to the city commission, record and file all *landmark* designations, and cause to be maintained the map of landmarks and keep all agendas, minutes, reports, findings, determinations, and correspondence for the landmarks commission. The applicant may refer applications that cannot be approved by the director to the landmarks commission.

b.

Fees. The city commission shall set fees. Fees shall be set for the following activities:

Nomination of a property to the local, registry only; request for a variance from the provisions of this article; and application to appeal a denial of a certificate of appropriateness for the improvement or demolition as indicated in the development permit application.

c.

Enforcement. The director, upon discovery that a demolition or improvement to a property is being made without review of, or contrary to, an appropriate development permit, shall issue a notice to cease such activity to the owner and shall take all appropriate measures to prevent such unlawful act. Such notice shall explain the nature of the violation in clear terms and shall allow the owner to give satisfactory evidence that the action will be corrected within 30 days or that appropriate action to comply with the provisions of this article will be initiated. Failure to comply may result in prosecution of a violation in municipal court, and may also result in the city taking corrective action to abate the offense and assess the costs of such abatement to the owner. Such notice and order may be appealed as provided in subsection (7)(f) of this section; however, the alleged violating work shall cease until the matter is finally resolved. The city may pursue any and all other available legal remedies to correct a violation of this article, including injunctive relief.

d.

Abatement assessment of costs. If the city has filed proper notice and the time has elapsed for the correction by the owner, the city may take corrective action as necessary. Any and all costs of abatement incurred by the city under the provisions of this article shall be assessed against each lot or piece of ground, chargeable therewith as an assessment, and the city clerk shall certify the assessment to the county clerk for collection as other special assessments are collected.

e.

Penalties. Any person violating any of the provisions of this article shall be guilty of a class C violation, each day or portion thereof constituting a separate offense. In addition to any penalty provided by [section 1-8](#) of this Code, the municipal court judge may also order abatement of any condition, or cessation of any act found to be in violation of this article.

f.

Appeals. Any property owner aggrieved by the administration and enforcement of this article may appeal to the landmarks commission. Any decision of the landmarks commission may be further appealed to the city commission. The landmarks commission and the city commission shall act in a quasi-judicial capacity when deciding appeals. They shall make specific findings of fact and derive conclusions from such findings. All rulings by the city commission shall be final and binding on all parties unless appealed to, and overturned by, the district or appellate court.

g.

Variances. Any property owner (or authorized representative) may apply for a variance from specific standards or guidelines for historic preservation as set and amended by the United States Secretary of the Interior Department or as provided by the landmarks commission of the city.

h.

Maintenance. Normal property maintenance shall be exempt from the provisions of this article, unless and/or until a development permit is required by other city development regulations.

(Ord. No. 2349, § 1, 11-14-06)

• **Sec. 70-53. – *Landmarks Commission. Functions and duties.***

The landmarks commission shall have the following functions:

(1)

The landmarks commission shall familiarize itself with the historic resources within the community and those, which may be eligible for designation as historic landmarks or historic districts and shall administer the identification, documentation and designation of such historic landmarks and historic districts, and shall present verification of significance to the area planning commission and the city commissioners.

(2)

The landmarks commission using the criteria identified herein shall determine whether certain buildings, structures, land areas, and interiors of historic landmarks and with owner consent should be locations or elements designated as historic landmarks or historic districts.

(3)

The landmarks commission shall review certificates of appropriateness according to design criteria as defined to determine whether to grant or deny approval of proposed undertakings.

(4)

The landmarks commission shall review and comment on projects, which may be determined to pose a threat to an archaeological site as, listed on the master file of all recorded archaeological sites in Kansas, maintained by the Kansas State Historical Society.

(5)

The landmarks commission may suggest sources of funds for preservation and restoration activities or acquisition, to include federal, state, municipal, private and foundation sources.

(6)

The landmarks commission may recommend incentives to the city commission for preservation.

(7)

If the landmarks commission finds that certain historic resources cannot be preserved without acquisition, the landmarks commission may recommend to the city commissioners that the fee or a lesser interest in the property be acquired by gift, or purchase, using funds or facilities available for preservation or restoration.

(8)

The landmarks commission shall annually review the status of designated historic landmarks and residential/commercial historic districts and include in the landmarks commission minutes, a report of such review.

(9)

The landmarks commission shall make and adopt a historic preservation plan and review and update the plan as needed. The plan may include a list of historic resources, which may not have attained the status of a historic *landmark* or a historic district. Within 20 days of a resource listing determination by the landmarks commission, the following shall be provided and administered by the preservation staff:

a.

Property owners of those sites and structures, which are listed as historic resources, shall be notified of such listing by first class mail.

b.

Property owners of historic resources shall be provided the opportunity to concur, or not to concur, with the inclusion of their property in the listing.

c.

Notice of the listing of a property as a historic resource shall be filed with the register of deeds office in Finney County and recorded as an official notice to subsequent property owners.

(10)

The landmarks commission may implement a receivership program for conservation easement donations for the purpose of historic preservation. Such easements shall be held by the city and monitored by the landmarks commission.

(11)

The landmarks commission may recommend programs and legislation to the city commissioners to encourage historic preservation in the city of Garden City.

(12)

The landmarks commission, upon request of the property owner, may assist in the preparation of national and/or state register nominations.

(13)

The landmarks commission, upon request of the property owner, may render advice and guidance with respect to any proposed work on a historic resource.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-54. - Historic *landmark* designation.**

The city *commission* may designate certain historic resources as local historic *landmarks* or local historic districts. The city *commission* shall designate historic resources. Such appointment shall amend the designation established in the "2000-2015" Garden City comprehensive plan and be known as historic places in Garden City. The map of historic places in Garden City shall be maintained and filed for public information and use in the offices of planning and the city clerk.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-55. – Historic *landmark* designation criteria.**

(a)

In the designation of buildings, structures, locations, elements, and objects as historic *landmarks* certain criteria must be met. These properties must be 50 years or older. In addition, the property must meet one or more of the following criteria:

(1)

Possesses integrity of location, design, setting, materials and workmanship;

(2)

Is associated with events that have made a significant contribution to the broad pattern of history of the city, county, state or nation;

(3)

Is associated with a significant person or group of persons in the history of the city, county, state or nation;

(4)

Embodies distinctive characteristics of a type, period, or method of construction; represents the work of a master builder/architect; possesses high artistic values; or represents a distinguishable entity whose components may lack individual distinction; or

(5)

Yields or is likely to yield information important in prehistory or history.

(b)

Properties less than 50 years old may be eligible for designation provided they are of extreme historical significance. All other criteria listed herein shall apply.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-56. - Historic district designation criteria.**

In the designation of buildings, structures and objects as historic districts certain criteria must be met. The historic resources within the historic district must be located on appropriately zoned property and must be 50 or more years old. In addition, the historic resources must meet one or more of the following criteria:

(1)

Are associated with events that have made a significant contribution to the broad pattern of history of the city, county, state or nation;

(2)

Are associated with a significant person or group of persons in the history of the city, county, state or nation;

(3)

Embody distinctive characteristics of a type, period, method or construction; represent the work of a master builder/architect; possess high artistic values; or represent a distinguishable entity whose components may lack individual distinction;

(4)

Yield or are likely to yield information in prehistory or history; or

(5)

Possess integrity of location, design, settings, materials and workmanship;

(6)

The boundaries of contiguous historic districts shall be drawn so as to include all buildings, structures, sites, objects or land areas which meet one or more of the criteria set out herein or which directly affect or relate to such buildings, structures, sites, objects or land areas meeting one or more of the above criteria, provided that at least 75 percent of the total structures within the boundaries are of architectural, historical, archaeological, or cultural importance or value as determined by the *landmarks commission*.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-57. - Procedure for designation of historic *landmark* and historic district.**

An application for historic *landmark* and residential historic district designation requires the following procedures:

(1)

A historic *landmark* or historic district nomination form, accompanying material, and for historic districts, historic district preservation guidelines as defined herein, shall be submitted to the preservation staff.

(2)

Upon receipt of such nomination, a hearing by the landmarks commission will be scheduled either at its regular meeting or at a special meeting, provided that notice of the meeting shall be published 20 days prior to the date of such hearing. For the purposes of holding a hearing to consider designation of a historic *landmark* or historic district, four members of the landmarks commission shall constitute a quorum. The owner or owners of record of any parcel on which a proposed historic *landmark* is situated or which is a part of a proposed historic district shall be mailed written notice at least 20 days prior to the hearing relating to the designation of such proposed historic *landmark* or historic district, the amendment to any designation thereof, or the proposed reduction of any designation or the amendment thereto. Owner(s) consent to the historic *landmark* or historic district designation is a requirement for such designation to occur. The landmarks commission shall afford a full and fair hearing to all interested persons. The landmarks commission may solicit expert testimony regarding the historic and architectural importance of the historic resource(s) under consideration for designation. All interested persons may appear in person or by representative and present evidence or comment. The landmarks commission shall make its decision regarding the designation within a reasonable time, no later than 15 days following the close of the hearing. In the event a member of the landmarks commission shall make application, evidence shall be presented in the same manner as all other persons and the landmarks commission member shall not vote on the matter contained in the application. Four affirmative votes shall be required to constitute a recommendation of approval on any nomination application presented to the landmarks commission.

(3)

After consideration and recommendation by the landmarks commission, the application shall be submitted to the preservation staff. The following is required as part of the designation application:

- a. The landmarks commission recommendation;
- b. Legal description and map of the boundaries of the proposed designation;
- c. Completed historic *landmark* or historic district nomination form and accompanying materials;
- d. Applicable historic district preservation guidelines as defined in this article; and
- e. A list of property owner(s) of record.

(4)

The designation shall be placed on the next possible area planning commission meeting agenda for public hearing to consider historic *landmark* or historic district designation. The same public notices and public hearing as required by law in a zoning case shall be observed. The owner or owners of record of any parcel on which a proposed historic *landmark* is situated or within a proposed historic district as well as all property owners of record within 500 feet for a local historic *landmark* or local district designation or 500 feet for a state or national designation will be notified of the hearing by first class mail. At the conclusion of its hearing, the area planning commission shall set forth in writing its findings as to whether the designation is consistent with adopted plans and shall transmit such findings to the governing body.

(5)

After notice and public hearing as required by law in a zoning case, a historic *landmark* or historic district may be created by ordinance by the governing body. Upon passage of such ordinance, a certified copy shall be filed with the Finney County register of deeds office.

(6)

Upon approval of a historic landmark or residential historic district designation ordinance by the governing body, the community development department of the city shall cause the official designation and delineation of the property or properties involved.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-58. - Nomination.**

(a)

The process is initiated when a historic *landmark* or historic district nomination form is accompanied by the following information and submitted to the landmarks commission. The city clerk shall retain copies of the nomination form. The nomination form shall include:

(1)

A description of the specific historic resource nominated as a historic *landmark* or a list of specific historic resources located within the proposed district boundaries and a description of the particular importance of or value of each such historic resource, such description to include the following:

a.

Approximate date of construction, and dates of major alterations, if known,

b.

Builder and/or architect, if known,

c.

Architectural style,

d.

Primary building materials,

e.

Current owner of record, and

f.

Legal description of each property;

(2)

A map showing the boundaries of the proposed historic district and the location of each structure of importance or value identified by a number or letter designation;

(3)

Sufficient photographs of each historic resource proposed as a historic *landmark* or historic resources listed within the historic district;

(4)

Written consent to the nomination by all of the owners of record of the proposed historic *landmark*. In the event of a contract sale, both the owner of record and the party or parties holding an equitable interest in the property must consent to the nomination;

(5)

For a historic district, 51 percent of owners of record within the proposed historic district must provide written consent. In the event of a contract sale of real property, both the owner of record and party or parties holding an equitable interest in the property must consent to the nomination.

(b)

Applications to increase the boundaries of a historic district may be made if one or more of the following conditions are met:

(1)

When additional historic resources which relate to the historic district are requested for inclusion;

(2)

When facts previously undisclosed to or unknown by the landmarks commission are revealed which indicate that a particular historic building or site is possessed of special architectural, archaeological, or cultural character, or economic viability to the district.

(c)

Applications to reduce the boundaries of a historic district may be made when one or more of the following conditions have been met:

(1)

When it can be shown that a particular historic building, structure, site, object or land area has no historic, architectural, archaeological, or cultural importance or value to the viability of the historic district;

(2)

When it can be shown that no physical, historical, architectural, archaeological or cultural degradation will result from exclusion of the property from the district.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-59. - Historic district notifications.**

Upon approval of a historic district by the appropriate governing body, property owners located within the district may not elect to exempt their property from the requirements of the historic district. In the event of a contract sale of real property, both the owner of record and party or parties holding an equitable interest in the property must notify the potential owner of the status of the historic district.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-60. - Historic district preservation guidelines.**

The *landmarks commission* shall, upon such investigation as it deems necessary, make a determination as to whether a nominated site, structure, object or area possesses significant historical, archaeological and/or architectural qualities for designation pursuant to one or more of the following criteria:

(1)

Its character, interest, or value as part of the development, heritage or cultural characteristics or the community, county, state, or nation;

(2)

Its location as a site of a significant local, county, state, or national event;

(3)

Its identification with a person or persons who significantly contributed to the development of the community, county, state, or nation;

(4)

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;

(5)

Its identification as a work of a master builder, designer, architect, or landscape architect whose individual work has influenced the development of the community, county, state, or nation;

(6)

Its embodiment of elements of design, detailing, materials, or craftsmanship that render it architecturally significant;

(7)

- Its embodiment of design elements that make it structurally or architecturally innovative;
- (8) Its unique location or singular physical characteristics that make it an established or familiar visual feature;
- (9) 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;
- (10) Its location as a site of prehistoric or historic occupation or activity possessing significant archaeological value.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-61. - Historic district designation administrative requirements.**

The following shall apply:

- (1) When the *landmarks commission* considers an area as a possible historic district, the *Landmarks Commission* shall, prior to rendering its final recommendation, submit the nomination package including district preservation guidelines to the appropriate city departments and other public agencies directly affected.
- (2) In addition, the *landmarks commission* shall, at the time of notice of hearing make the historic district preservation guidelines available to all landowners in the proposed historic district.
- (3) *Landmarks commission* approved graphics for designated historic resources within a historic district may be made available to the owners of designated structures.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-62. - Certificate of appropriateness review.**

The following procedures and requirements shall apply to certificate of appropriateness review:

- (1) A permit for any project as defined herein affecting a designated historic *landmark* or any property within a designated historic district and environs shall not be issued to any applicant by the community development department of the city unless an application for a certificate of appropriateness has first been reviewed and approved by the preservation staff, by the landmarks commission and, if a protest is filed by the city commissioners. Projects, which will or have the potential, to damage or destroy historic features of a historic *landmark* or a historic resource, which is located within a residential historic district and environs, shall be subject to a certificate of appropriateness review.
- (2) When applying for a certificate of appropriateness, the applicant shall provide plans, specifications or other documentation pertaining to the work as required with the landmarks commission's adopted application forms. A complete certificate of appropriateness application and accompanying materials shall be submitted to the preservation staff for review of the application and determination if the proposed work is a major or minor project.

(3)

When reviewing any project for a certificate of appropriateness the following standards shall be utilized:

Standards for rehabilitation.

- a. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- b. The historic character of a property shall be retained and preserved. The removal of historic materials or alternation of features and spaces that characterize a property shall be avoided.
- c. Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
- d. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
- e. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
- f. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match as closely as possible the old in design, color, texture, and other visual qualities, and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
- g. Chemical or physical treatments, such as sandblasting, that cause damage to historical materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
- h. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- i. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
- j. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

(4)

The landmarks commission and/or the appropriate subcommittee shall review the application and recommend approval, approval with conditions, or denial within 30 days of the receipt of the application. A 15 day period for written comments regarding the project shall be provided prior to the landmarks commission's hearing. These written comments shall be directed to the landmarks commission. If the application is approved, and provided that a protest is not filed

within five business days following the approval of the application, preservation staff shall issue a copy of the certificate of appropriateness to the applicant and provide a copy to the community development department of the city and the applicant. If an appeal is filed by the applicant or any interested party with the preservation staff within five business days of the landmarks commission's and/or the appropriate subcommittee action, the certificate of appropriateness shall not be issued until the city commission holds a public hearing regarding the application. This public hearing shall be at the next available meeting of the governing body. For the purpose of this section, interested party shall mean an individual or individuals with a legally recognized interest in the real property located within the subject historic district.

(5)

A certificate of appropriateness for a minor project shall be reviewed and approved or denied by the preservation staff. If approved, the preservation staff shall provide a certificate of appropriateness to the applicant and provide a copy of documented approval to the community development department of the city. An appeal from a denial of an application for a minor project may be filed with the preservation staff within five business days. A public hearing on the appeal shall be at the next available meeting of the governing body.

(6)

Ordinary maintenance and repair not otherwise subject to a permit or restricted by the historic preservation guidelines may be carried out without a certificate of appropriateness.

(7)

If the preservation staff and/or the landmarks commission have taken no action within 30 days for major projects and within 15 days for minor projects after date of receipt of the completed application, the permit may be applied for with the community development department of the city.

(8)

No significant change shall be made in the work defined in the certificate of appropriateness application after issuance of a certificate of appropriateness without resubmittal and approval thereof in the same manner provided herein.

(9)

A certificate of appropriateness may be re-filed provided the request addresses the concerns stated by the governing body in its decision.

(Ord. No. 2349, § 1, 11-14-06)

• **Sec. 70-63. – Historic *landmark* and historic district—Demolition and moving permits.**

(a)

If an application is received by the community development department of the city for demolition or moving of any historic *landmark* or structure within a historic district the applicant shall be referred to the preservation staff for a certificate of appropriateness application. Review of such application for a certificate of appropriateness shall be as provided herein.

(b)

For a project which involves demolition of a historic *landmark* property or properties within a historic district or national and state registered properties, the proponents of such project shall, before doing any of the demolition or work in furtherance of such project, whether or not a building or other permit is required to be obtained to do such demolition work, file an application for a certificate of appropriateness for review as provided herein.

(c)

After review of certificate of appropriateness and, upon the recommendation of the landmarks commission, the governing body shall hold a hearing within 30 days of the landmarks commission's recommendation. In addition to the recommendation of the landmarks commission the governing body

shall consider the state of repair of the building, the reasonableness of the cost of restoration or repair, owner hardship, the purpose of preserving the designated historic *landmark* or structure within a historic district, alternatives presented by interested parties, the character of the neighborhood, the economic consequences to the city and the affected owner(s), and all other factors which it finds appropriate. The owner(s) of the historic *landmark* or owner(s) of the structure within the historic district shall bear the burden of proof demonstrating hardship.

(d)

The governing body may approve the certificate of appropriateness, or deny the certificate of appropriateness if it determines that feasible alternatives to demolition or moving of the historic *landmark* or structure within the residential historic district exist and that in the interest of preserving historical values, the historic *landmark* or structure within the historic district should not be demolished or moved.

(e)

In the event of an "emergency" demolition of a historic *landmark* or a structure within a historic district, the community development department of the city shall notify the commission as soon as possible.

(f)

The landmarks commission shall in the case of a historic resource suggest to the owner of the property alternatives to demolition, or if demolition is the conclusive alternative, the landmarks commission shall document or cause to be documented the historic resource with photographs and/or measured drawings.

(g)

The community development department office shall notify the landmarks commission in the event a permit for demolition is requested for a historic resource.

(Ord. No. 2349, § 1, 11-14-06)

• **Sec. 70-64. - Review of demolition buildings and moving permits—Historic resources.**

An application to the community development department of the city for a demolition or moving permit shall require notification to preservation staff if the permit is for a historic resource determined by preservation staff to have potential for local *landmark* designation. These resources shall be 50 years or older and meet one or more of the criteria for *landmark* designation described herein. The following procedure applies:

(1)

Demolition and moving permit applications for buildings or structures listed as historic resources will be reviewed by preservation staff.

(2)

Preservation staff may make the determination that a building, site or structure threatened with demolition or removal meets the criteria for *landmark* designation.

(3)

If a building, site or structure is determined by the preservation staff to meet criteria for historic *landmark* designation, a written notice shall be sent by certified mail to the owner or owners of such building, site or structure. Said notice shall describe the property which meets historic *landmark* criteria including its location and boundaries and justification of its historic or architectural significance. The respective administrator shall also deliver the notice to the community development department of the city with acknowledgement of receipt.

(4)

Following application for a moving or demolition permit for a listed historic resource, a 30 day delay shall occur prior to the issuance of the requested moving or demolition permit in order for alternatives to be explored with the owner by landmarks commission staff.

(5)

During such period, no permit shall be issued unless for emergency public safety reasons, or a certificate of appropriateness has been issued.

(6)

After the delay, if demolition of the historic resource is the conclusive alternative, the landmarks commission shall direct staff to document the resource with photography, and/or measured drawings for record purposes.

(Ord. No. 2349, § 1, 11-14-06)

• **Sec. 70-65. – Historic *landmark* and historic district—Demolition by neglect.**

In the event of demolition by neglect of a historic *landmark* or structure within a historic district on public or private property, the following provisions shall apply:

(1)

If a historic *landmark* or a property within a historic district has been determined by the landmarks commission to be the subject of demolition by neglect, the landmarks commission or preservation staff shall provide the owner of record with a written notice specifying the conditions of deterioration and the minimum items of repair or maintenance necessary to correct or prevent further deterioration.

(2)

Such notice shall be sent by certified mail, return receipt requested, addressed to the owner of the property, contract purchaser, if applicable, at his or her last known address, or the address shown on the real property tax records in the county clerk's office. Such notice, when so addressed and deposited with the postal service with proper postage prepaid, shall be deemed complete and sufficient. In the event that notification cannot be accomplished, as aforesaid, after reasonable efforts, notice shall be accomplished by posting a public notice on the property. A copy shall also be provided to the community development office.

(3)

The notice shall provide that corrective action shall commence no later than 30 days from the receipt or posting of said notice, unless the landmarks commission grants an extension. The owner or contract purchaser, if applicable, shall demonstrate continual progress and all repairs shall be completed within a reasonable period of time. The notice shall state that the owner(s) of record of the subject property may within ten days request a hearing before the landmarks commission challenging the finding of demolition by neglect and/or the notice to repair. If such request for a hearing is received within this time period, a hearing will be at the next regular meeting of the landmarks commission. The landmarks commission shall review all evidence of demolition by neglect at the scheduled hearing.

(4)

In the event that the landmarks commission finds that, notwithstanding the necessity for such improvements, corrective action would impose a substantial hardship on the owner or any or all persons with any right or title in the subject property, then the commission shall establish a period of 45 days and direct preservation staff to seek alternative methods to preserve the historic *landmark* or property located within a historic district.

(5)

If no alternative is found to preserve the structure without undue hardship to the owner, and any or all persons with any right or title in the subject property and the structure is determined a threat to human safety and is in violation of city code, a demolition permit may be issued.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-66. - Penalty.**

It is unlawful to construct, reconstruct, structurally alter, remodel, renovate, restore, demolish, deface, move or maintain any historic *landmark* in violation of the provisions of this article. Any person violating any of the provisions of this article shall be guilty of a class C violation, each day or portion thereof constituting a separate offense. In addition to other remedies, the city may institute any appropriate action or proceedings to prevent such unlawful construction, restoration, demolition, moving or maintenance to restrain, correct or abate such violation. In addition, the landmarks commission may determine it appropriate to request the State Historic Preservation Officer seek assistance from the State Attorney General if the violation is such that the loss of the historic property is immediate or near immediate. The State Attorney General may invoke a penalty up to \$25,000.00 for failing to obtain the required building permit before pursuing a project that would encroach upon, damage or destroy any historic property included in the national register of historic places or the state register of historic places, or the environs of such property.

(Ord. No. 2349, § 1, 11-14-06)

- **Sec. 70-67. - Severability.**

If any section, subsection, subdivision, paragraph, sentence, clause or phrase in this article or any part thereof, is for any reason held to be unconstitutional or invalid or ineffective by any court of competent jurisdiction, such decision shall not affect the validity or effectiveness of the remaining portions of this chapter or any part thereof.

(Ord. No. 2349, § 1, 11-14-06)