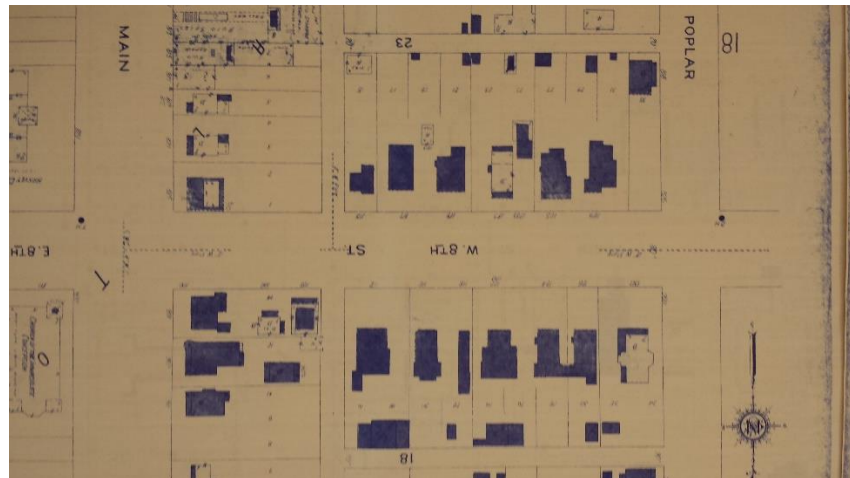


NEWTON/NORTH NEWTON DISASTER PLAN FOR HISTORIC RESOURCES



Introduction

The most important component of disaster planning is prevention. The adage and “Ounce of prevention is worth a pound of cure” is integral to disaster preparation and response. This is especially true when considering historic buildings, districts, and landmarks.

This document is to serve as the initial planning document to strengthen the core areas of the city and build resilience for difficult and challenging events.

It will include the following:

- A plan of how to prepare the local historic resources for natural disasters
- Outlining recovery plans once an event has occurred
- Mitigation efforts that can assist in reducing damage

Further recommendations for preparation are laid out in the final section. These include:

- Creation of a Preservation Plan
- Securing the preservation and retention of Harvey County Archives
- Updated in-depth survey of North Newton (including areas from 1970 as they are now eligible)
- Updated in-depth survey of Newton (including areas from 1970 as they are now eligible)
- Ensuring historic properties/districts are in the Hazard Mitigation Plan
- Ensure that KHRI records contain multiple historic photos and any other pertinent information

As an addendum there is a resource page for property owners/homeowners/residents for resources on preparation and recovery.

Table of Contents:

1. Background of historic properties in Newton/North Newton
 - a. Brief history of Newton
2. Potential hazards in the Newton/North Newton region
 - a. Natural Disasters
 - b. Malicious Destruction
 - c. Accidental Damage
 - d. Modern Environment
3. Preparation prior to a disaster
4. Responses to the different types of disasters
 - a. Disaster Response Cycle
 - b. Section 106
 - c. Local Response
5. Next steps
 - a. Administrative tasks
 - b. Projects

Addendum

- 1 Property Owner resources & FAQ's
- 2 Local government/Nonprofit resources & FAQ's
- 3 Technical Guidance

Acknowledgements

This project was funded in part with federal funds from the National Park Service, a division of the United States Department of the Interior and administered by the Kansas State Historic Preservation Office.

Newton:

Mayor Rich Stinnett

Vice Mayor Clint McBroom

Commissioner Rod Kreie

Commissioner Kathy Valentine

Commissioner Leroy Koehn

North Newton:

Mayor Ron Braun

Gregg Dick

Jim Goering

Kurt Friesen

Ron Ratzlaff

Dennis Campbell

Historic Preservation Commission:

Jerry Wall (Newton) Chair

David Haury (Newton) Vice-Chair

Libby Albers (Newton)

Daryl Unruh (Newton)

Greg Hanson (Newton)

Danny Benbrook (North Newton)

Mark Jenkins (North Newton)

Tyson Weidenbener (North Newton)

Special Thanks to:

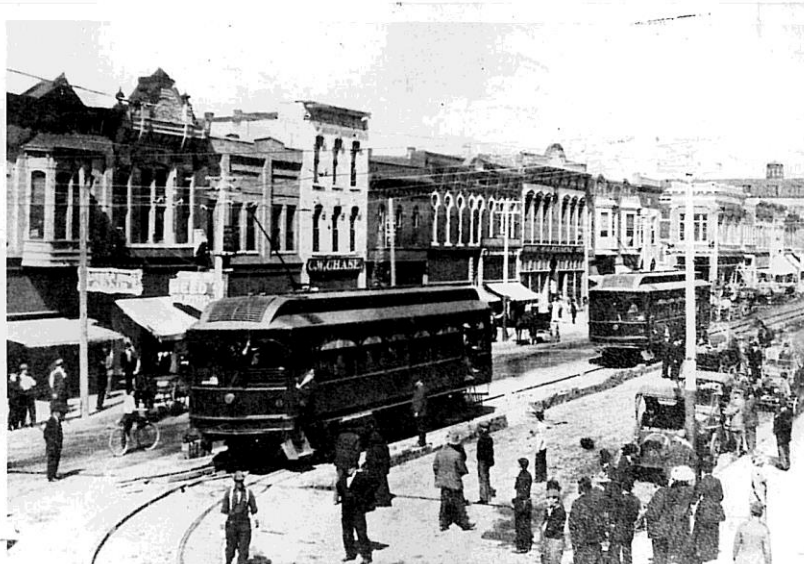
Harvey County Historical Society

Kansas State Historic Preservation Office

Historic properties and landmarks in Newton and North Newton



Newton and North Newton have a great historical resource in their stock of historical buildings, districts, and landmarks. This area has been participating in historic preservation since The Archaeological and Historic Preservation act of 1974 was passed. In 1978, the City of Newton was in communication with the State of Kansas



The First Interurban Cars, Newton, Kans. Oct. 11, 1911.

about potential opportunities to safeguard these historical treasures. Newton and North Newton took advantage of the powerful tool of surveying to document the areas history in 1998. This intense effort to gather documentation,

historical artifacts, photos, newspapers, and public documents assisted in the efforts of listing the current 267 properties/structures/landmarks/districts on the National Historic Register and Kansas Register of Historic Places. These records have since been

digitized and efforts have kept these records current through updates. Overall, there have been 1105 properties/structures/landmarks have been surveyed in Harvey County since the beginning of the historic preservation efforts. These records will serve the community in case of a disaster or other unforeseen event.

After the initial surveying work, historical districts were created to maintain the look, feel and character of the historic areas of Newton. These three, Downtown District I and II and the Residential McKinley District serve to allow for additional assistance in rehabilitating these properties through eligibility in the State Historic Tax Credit program. Being a Contributing Property in a historical district allows the property owner to apply for a 25% tax credit on work to maintain, preserve, restore, and rehabilitate these properties to ensure their usability.

Design guidelines for the districts followed and in the Introduction to the Downtown I and II guidelines, the spirit of the work is laid out clearly:

Built and cared for in various stages and to various degrees over time, the buildings of downtown Newton form the physical and cultural contours of the city. While there is diversity of individual structures, collectively the downtown buildings work to establish Newton's character. They act together to form the unique architectural community that defines what we mean when we say, "downtown Newton."



The Downtown corridor contains two designated Main Street Historic Districts, each listed on the National Register of Historic Places. The districts encompass a remarkable collection of historic buildings that stand as tangible links to Newton's past. Of equal importance, the central business corridor remains the primary focus for development activities in the future. The downtown districts are more than just indelible physical expressions of the community's heritage; they are the basis of future aspirations for downtown. The represent investments that residents and city leadership have agreed are worth protecting.

- Introduction, Design Guidelines for Newton Main Street Historic Districts I and II

It is in this spirit of providing for future aspirations that this disaster planning document sits.

Potential hazards in the Newton/North Newton region

All historic resources , whether buildings, landmarks or another such structure are at risk for the effects of time. Time's effects on everything have been made famous in the following riddle:

This thing all things devours;

Birds, beasts, trees, flowers;

Gnaws iron, bites steel;

Grinds hard stones to meal;

Slays king, ruins town,

And beats mountain down.



Historic preservation has at its core an agenda to stave off the effects of time through rehabilitation, restoration, and preservation. These efforts are encouraged through a variety of programs including tax credits, grants and historical review to ensure that the historic character remains while the materials are

well taken care of. Even without a clear external cause, historic structures can break, collapse, fall or come in need of being demolished if they are not carefully maintained.

Other risks include natural disasters, malicious destruction, accidents, and long-term environmental risks (extreme noise/vibrations) due to modern life.

Natural disasters are not uncommon to the area. Many of Newton's downtown structures from its "Cowtown" days fell to fire as two large fires ravaged downtown. The area is also susceptible to flooding, tornados, ice/snowstorms, hail, wind and possibly



earthquakes as minor tremors become more commonplace in Kansas. These types of events have the ability to create substantial damage in a small amount of time and the response can vary dependent upon the degree of damage.

Malicious destruction of properties is not a common occurrence but should still be planned for as depending on the severity of the intent, the operation may be directed by federal level agencies.

Accidental damage typically would only affect a small number of properties at a time and would be typically handled locally.

Properties that are close to industrial areas of the city may need to prepare for damage due to extensive noise and or vibrations of trains and trucks vital to modern life. This response would be on an individual level and would be focused on mitigating these risks through stabilization of the structures where needed.

Preparation prior to a disaster

Good plans allow for quick responses in a crisis. Preparation for a disaster response should come from all levels.



(fire aftermath – 1914)

At the federal level, there are programmatic agreements with the SHPO, for on site review after a disaster, region 7 Federal Emergency Management Agency (FEMA) coordinators, and Environmental Protection Agency (EPA) region 7 liaisons. Keeping the contact information current and continual training of the local partners regarding the historic

resources, is key for a quick response.

The Kansas Historic Resource Inventory that is hosted by the Kansas State Historic Society is the main repository for information of our historic resources in Newton and North Newton. With over 1000 resources surveyed in the system; this provides the core of historical documentation.



While many of our current policy documents including, Master Plan for Downtown Redevelopment District, ReNewton Comprehensive Plan and the 2019 Housing Study, take into account in some way the historic resources, there is room for growth. These will be listed individually in the Next Steps portion of the document, but the Zoning Code, County Hazard Mitigation Plan and current Emergency Response could include more robust and specific items to include preparation for handling historic resources.

Individual historic repositories that have their own organizational disaster plan would include, Mennonite Archives at Bethel College, Kauffman Museum, Harvey Count Historical Association, and the Warkentin House Museum. Each of these serves a vital

role in documenting and preserving the tradition and history of the community. In the event of a disaster, these organizations could serve to assist in research and storytelling to help re-build community identity.

Responses to the different types of disasters



Natural Disasters

Natural disasters include fire, wind, hail, ice, sleet, tornados, snow, and the like. In the Newton/North Newton region, all the above mentioned have occurred in the 150 years of history with varying degrees of damage. Fires have been the destruction of many landmarks throughout the cities' histories as well as tornados.

Malicious destruction

Malicious intended detonation as has recently occurred in Tennessee's Historic Main Street. In these instances, the scope of damages and intent behind the destruction would determine the response.

Accidental damage

Accidental damage can be the result of motor vehicles in a commercial or residential area, unsound structure nearby or a train de-railment. There are many examples of these types of accidents annually and knowing the appropriate response will assist in rapid repair and restoration.

Long-term environmental risks (vibration/noise)

Buildings crafted in the Victorian era as much of Newton/North Newton historic resources are, were not built to necessarily withstand the modern noise and vibrations of trucking and railroad that are so integral to commerce. While the damage that these are causing may not appear in an acute way, there is the potential for damage to build up over time.

Disaster Cycle

In a disaster, local governments including neighboring jurisdictions respond utilizing the Incident Command System. This standardized response allows for effective

communication and operating procedures. In the event that, the local jurisdiction is overwhelmed, the state can respond with state resources including the National Guard. Damage assessments are taken and based on these; the Governor can request a major disaster declaration be made. The Department of Homeland Security through the Federal Emergency Management Agency review the Governor's request and makes a recommendation to the White House based on the specifics of the disaster, the local community, and ability for the state to recover. The President either approves the request or denies it and the decision is relayed to the Governor through the Department of Homeland Security. Even if a federal assistance is approved the process could take days or weeks after the event.

Section 106



Section 106 of the National Historic Preservation act of 1966 requires all federally funded or permitted projects to be reviewed for their impact to cultural resources. Examples of federally funded projects would be those through federally funded highways through the Kansas

Department of Transportation (KDOT), U. S. Department of Housing and Urban Development (HUD), Community Development Block Grants (CDBG) and grants administered through Kansas Department of Commerce (KDOC). Federal permitting can be issued by agency such as the US Army Corps of Engineers, the EPA, Federal Energy Regulatory Commission, or the Federal Communications Commission and the Federal Deposit Insurance Commission.

Any of these types of projects must be reviewed by the State Historic Preservation Officer (SHPO) at the Kansas State Historical Society.

In the rebuilding and cleanup from a disaster many federal agencies may play a role, whether it is the FDIC in issuing loans or the FCC for permitting communication towers; partnership in all these activities with the SHPO for timely review and planning is vital.

Local response to minor incidents

If the incident is minor, it should first be reported through the local 911 emergency systems so appropriate reports can be made and proper documentation occur. Repair or rebuilding will be a joint effort of the engineering and historical preservation staff to ensure the projects have the appropriate level of review. If there is immediate concern to the public or the damage is in a public right of way, then the correct permits should be obtained and staff from both engineering and historic preservation should arrive on the scene, with the guidance of and emergency responders/management to access the cause and extent of the damage.

Once a historic resource has been damaged any review must state that. Working with guidance from the State Historic Preservation Office, the local staff can assess possible options for re-pair or re-building. There may be damage to a building that does not affect a historic feature and that repair would be processed substantially quicker. Our local joint ordinance allows for a meeting of the Historic Preservation Commission as long as notice has been given 7 days prior. This allows for a nimble local response in terms of review of projects and an ability to respond in a timely fashion.



Next Steps

Administrative tasks:

Ensure that KHRI records contain multiple historic photos and any other pertinent information. These records currently serve as the main repository of information and should be as complete as possible.

Sample Model Damage Assessment Form. Creating a sample Damage Assessment Form that could be utilized to respond in a similar manner with multiple properties and can also assist in assessing each structure damaged in a consistent manner in varying situations.

Sample demolition policy and post-disaster permitting procedures. Creating policy and procedures to be prepared for rapid clean up and rebuilding.

Model cost-benefit formula for assessing economic impact of loss and recovery of historic resources. These sorts of formulas are useful to present to the local governing body and other stakeholders when needing to make preservation funding decisions in the aftermath of a disaster.



Further recommendations:

Creation of a Preservation Plan

A Preservation Plan is a document used to prioritize needed projects and continue to care and document historic resources. This would include areas of the cities that still need to be surveyed, such as those with underrepresented eras, populations, or architecture. It would also serve to list specific strategies, goals and objectives that would work to include historic preservation seamlessly into the overall communities' plans.

Historic Zoning overlay

Creation of zoning overlays for the residential and downtown districts will serve to designate on a map and in various databases the properties, resources and districts that have already been designated by local register, the Kansas Register or the National Register of Historic Places.

In these districts, no building, structure, land, or premises shall be used, and no building, structure or resource shall be erected, constructed, demolished, moved, or

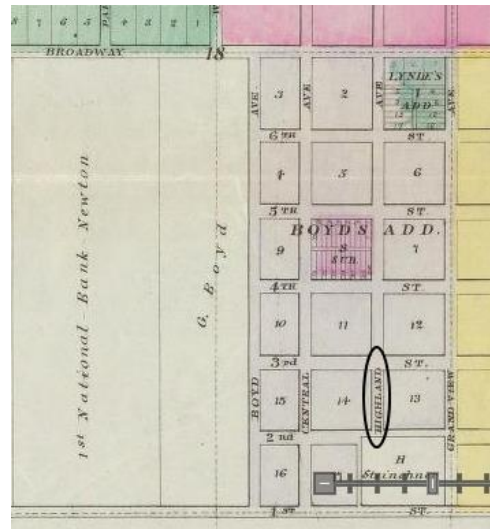
altered except in accordance with the regulations in the section and all uses shall be subject to the underlying zoning regulations and all development and maintenance standards set forth in those regulations.

Securing the preservation and retention of Harvey County Archives

The Harvey County Archives are housed in the historic Carnegie Library, currently the Harvey County Historical Museum and overseen by the Harvey County Historical Society. These archives are one of the primary points for general statistical information along with deeds, maps, photographs, and research on the history of the community. These need continued preservation, cataloging and safeguarding to ensure their continuance.

Updated in-depth survey of Newton/North Newton

Surveying parts of the cities that may not have been previously surveyed and incorporating newer properties into the list of historic resources will allow for better documentation of these resources and a faster and more coordinated response if there was a larger scale disaster that affected non-surveyed areas.



Ensuring historic resources are considered in the hazard preparedness

Historic resources need to be included in hazard mitigation efforts, including but not limited to the County Hazard Mitigation Plan, Floodplain mapping, and general emergency responder training.

Addendum

FAQs:

Do I need additional/ special insurance on my historic property?

While it is not required, you can opt to purchase additional insurance that will cover the cost to re-build to historic standards. The Historic Preservation Officer at the City of Newton and the State Historic Preservation Office can offer further assistance.

Does a Historic property still have to conform to fire code?

Yes. All applicable safety requirements are applicable to a historic property. However, caution can be used to ensure that safety requirements do not destroy or damage the historic features.

Do ADA (Americans with Disabilities Act) requirements pertain to historic buildings and properties? Yes. To the greatest extent possible, historic buildings must be as accessible as non-historic. There is special guidance outlined in the ADA's Accessibility Guidelines for owners of historic properties.

Are there programs or funding to help me re-build?

Most funding is in place to mitigate the effects of natural disasters BEFORE they occur. There may be limited historic funding or FEMA funding available in specific situations, but that is not common.

Something has happened to just my house, who do I call?

An initial call should be made to emergency services to determine if there is any reporting/investigation, or other such activity needed. Afterwards they will work with the Historic Preservation Officer/ Historic Preservation Commission and Engineering department to assist in the best course of action to re-build and repair the structure.

How can I prepare my home and family for an emergency?

Homeowners can utilize the planning tool from FEMA to help them organize and prepare for unfortunate events. Resources can be found at [ready.gov/plan](https://www.ready.gov/plan).

Important numbers:

Fire 911 Police 911 EMS 911

City Hall 316-286-3001

Harvey County 316-284-6800

State Historic Preservation Office 785-272-8681

FAQ's government/nonprofits

FEMA Region 7	FEMARegion7info@fema.dhs.gov	816-283-7061
SHPO- Section 106 contact	kshs.org	785-272-8681
Emergency Manager for Harvey County – Gary Denny		316-284-6910
Floodplain Manager for Harvey County – Gina Bell		316-284-6940

Who will know what is historic?

Depending on the level of response necessary, a coordinated effort by the Historic Preservation Office, State Historic Preservation Office and the National Park Service. Other resources include, Harvey County Historical Society home of the county archives, Kauffman Museum, Mennonite Archives at Bethel College.

Does a Historic property still have to conform to fire code?

Yes. All applicable safety requirements are applicable to a historic property. However, caution can be used to ensure that safety requirements do not destroy or damage the historic features.

Do ADA (Americans with Disabilities Act) requirements pertain to historic buildings and properties? Yes. To the greatest extent possible, historic buildings must be as accessible as non-historic. There is special guidance outlined in the ADA's Accessibility Guidelines for owners of historic properties.

Technical Resources

- [Preparing to Preserve: An Action Plan to Integrate Historic Preservation into Tribal, State, and Local Emergency Management Plans](#) (Heritage Preservation, 2008)
- [Integrating Historic Property and Cultural Resource Considerations Into Hazard Mitigation Planning: State and Local Mitigation Planning How-To Guide](#) (FEMA 386-6 / May 2005)
- [FEMA Pre-Disaster Mitigation Grant Program](#)
- [Disaster Planning for Historic Buildings](#) (Minnesota SHPO)
- [Historic resources and disaster planning: strategies for mitigation and recovery](#) (Ashley Lauren Regan, University of Georgia, December 2007)
- [The Case for Planning](#) (National Trust for Historic Preservation.)
- [Come High Water – Seven Tips for Preparing for a Disaster](#) (National Trust for Historic Preservation)
- [Floodplain Management Bulletin on Historic Structures](#) (FEMA).
- [Holding the Line: Controlling Unwanted Moisture in Historic Buildings](#) (National Park Service, Preservation Brief 39).
- [Repair or Demolish: Protecting the investment in your older home](#) (National Trust for Historic Preservation)
- [Fire Safety Retrofitting Guidelines for Historic Buildings](#) (General Services Administration).
- [Controlling Disaster: Earthquake-Hazard Reduction for Historic Resources](#) (National Trust for Historic Preservation).
- [Vital Records Replacement](#) (Northeast Document Conservation Center)