

CHAPTER 3 – PRESERVATION APPROACH

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

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

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

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

3.1 VISION STATEMENT FOR HISTORIC PRESERVATION

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

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

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

3.2 GOALS FOR HISTORIC PRESERVATION

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

Goal 1 – Community Identity:

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

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

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

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

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

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

Goal 2 – Research:

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

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

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



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

Goal 3 – Economy and Quality of Life:

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

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

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

Goal 4 – Community Engagement:

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

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

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

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

Goal 5 – Preservation:

Proactively identify and preserve threatened historic resources.

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

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

Goal 6 – Downtown Joplin:

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

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

Goal 7 – Joplin's Neighborhoods:

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

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

Goal 8 – Joplin's Commercial Corridors:

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

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

Goal 9 – Community Programs:

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

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

3.3 LANDSCAPE APPROACH

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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



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

3.4 LOCAL, STATE AND NATIONAL HISTORIC PRESERVATION PROGRAMS

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

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

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

Missouri State Historic Preservation Program

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

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

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

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

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



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

Certified Local Government Program

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

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

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

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

National Register of Historic Places

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

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

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

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

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

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

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

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

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

Rehabilitation Tax Credits

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

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

Federal Rehabilitation Tax Credits

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

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

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



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

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

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

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

Missouri State Rehabilitation Tax Credits

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

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

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

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



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

3.5 PRESERVATION PRINCIPLES AND TREATMENTS

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

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

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

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

Preservation Treatments

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

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

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

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

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

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

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



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

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

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

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

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

Secretary of the Interior's Standards

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

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

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

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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

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

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



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