

URBAN PLANNING AND HISTORIC PRESERVATION
QUALITY HILL, KANSAS CITY, MISSOURI

by

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TABLE OF CONTENTS

	Page
List of Figures.....	ii
Chapter	
1. Background.....	1
Notes.....	9
2. From George Kessler Through the Depression 1850-1940.....	10
Notes.....	18
3. The Cookingham Administration 1940-1960.....	19
Notes.....	27
4. Central Business District Planning 1960-1975.....	29
Notes.....	42
5. The Preservation Movement 1975 - Present.....	44
Notes.....	52
6. Conclusions.....	53
Appendix A	
"353" Redevelopment.....	57
Appendix B	
Preservation Values Grading Process.....	59
Appendix C	
Photographs.....	63
Bibliography.....	67
Abstract.....	71

Figures

Figure	Page
1. Original Quality Hill Area.....	2
2. The Apartment Architecture of Nelle Peters.....	8
3. Quality Hill Redevelopment by Lewis Kitchen....	24
4. Urban Renewal Project Area.....	31
5. Southwest Housing.....	36
6. Residential Structures South of 12th St.	40
7. Historic Districts.....	46

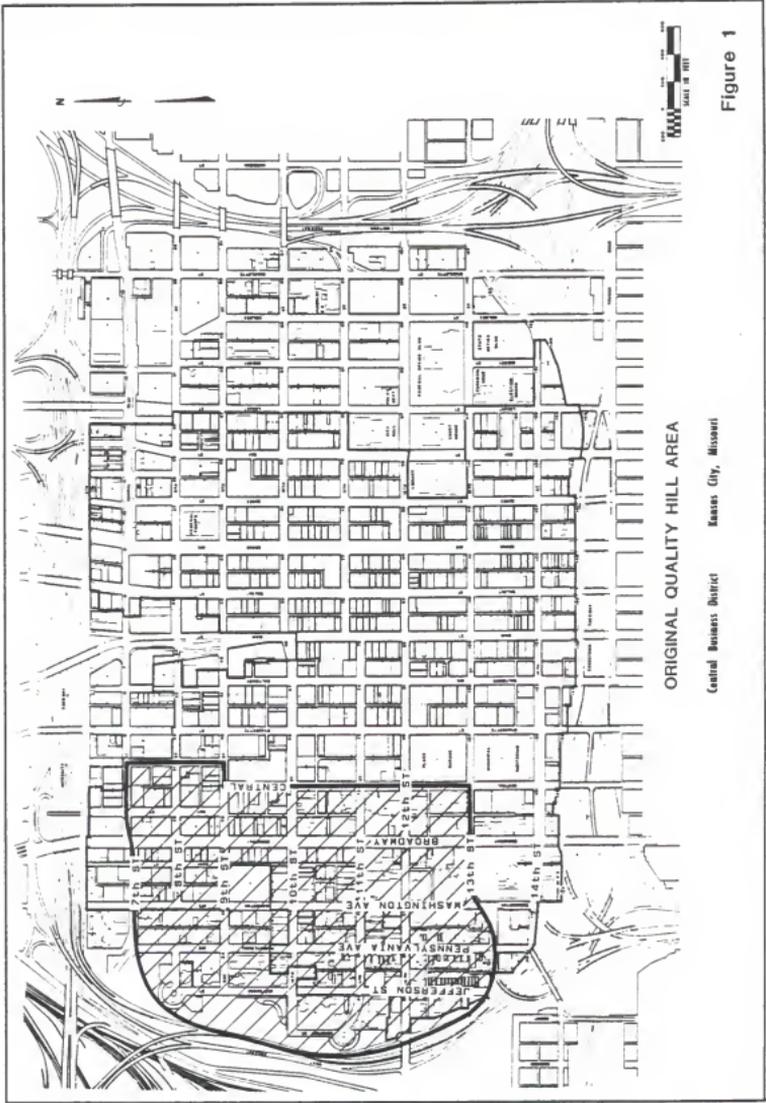
CHAPTER 1

Background

The purpose of this investigation was to research and review the available planning documents and studies which have been completed in the past that included recommendations on future land use and development proposals in the Quality Hill area of Kansas City, Missouri. These documents and other pertinent information have been analyzed to determine the relationship of their contribution to the preservation of the historic fabric and general residential character of the Quality Hill Neighborhood.

The Quality Hill Neighborhood in Kansas City was originally conceived by Kersey Coates during a visit to the city in 1854. He envisioned a first-class residential development in an area roughly defined by Seventh Street on the north, Thirteenth Street on the south and from Central Street on the east to the bluffs on the west, as shown in Figure 1. Prior to the Civil War, Mr. Coates acquired a large portion of the land in this area and in 1859 built a large home at Tenth Street and Pennsylvania Avenue.

This area, with its grand views of the Missouri and Kansas River valleys, natural scenic beauty and close proximity to the business district, proved to be a prime location for residential development. Quality Hill developed as a prestigious neighborhood due to the fact that many of its residents were wealthy settlers from the East and that a



ORIGINAL QUALITY HILL AREA

Central Business District Kansas City, Missouri

Figure 1

number of former residents of the fashionable Pearl Street Hill area chose to relocate here. Pearl Street Hill was on a bluff located at the east end of Pearl Street (First Street) between Walnut and Grand on the river front. Dr. Johnston Lykins, a former mayor of Kansas City and a Pearl Street resident, constructed an elaborate mansion at the southeast corner of Twelfth and Washington Streets in 1856-57. This structure was moved across the street to the west side of Washington in 1889. It was later altered with the addition of another story and converted to a hotel, and is the oldest remaining structure in the Quality Hill area.

The name "Quality Hill" was originally coined by Confederate sympathizers and used by the political opposition in a derogatory manner attacking the Northern political views of Quality Hill residents during the Civil War. After the war, many ex-Union officers and their families settled in the area and the term Quality Hill became recognized as defining an exclusive geographical area of Kansas City.

The Roman Catholic church was an influential factor in the early establishment of the Quality Hill neighborhood by purchasing and developing land between Eleventh and Twelfth Streets from Broadway west to the bluffs. The first Catholic church was built on the west side of Pennsylvania Avenue between Eleventh and Twelfth Streets in 1839. Later, in 1856, a new church was constructed on Eleventh Street bet-

ween Washington and Broadway which is the location of the present cathedral completed in 1884. Saint Teresa's Academy began operation in 1867 and was located in the block bounded by Eleventh and Twelfth Streets, Pennsylvania Avenue and Washington Street. This school was a popular boarding and day academy for children of families of both Catholic and Protestant faiths and continued so until 1925 when the land was sold to developers. The academy was relocated into new facilities on its present site at Fifty-sixth and Main streets.

During the decade of the 1880s, Quality Hill experienced a real estate boom and in the same period reached its pinnacle of social prominence. Many of the elaborate and refined designs of single-family and townhouse structures from this period remain relatively intact along Pennsylvania Avenue. More than one-half of the buildings remaining in the present Quality Hill Neighborhood were built in the 1880s. Two additional churches were also constructed in the neighborhood during this period of accelerated real estate activity. The Swedish Evangelical Lutheran Church at 1238 Pennsylvania Avenue and the Grace Episcopal Church (Grace and Holy Trinity Cathedral) at Thirteenth Street and Washington Avenue were both completed in 1888. By the end of the 1880s all of the desirable residential land in the Quality Hill area was developed which necessitated the creation of new neighborhoods to the south, such as Hyde Park,

to accommodate the growing population.

Beginning in 1889, several family hotels including the Virginia, Montague, and Cordova were constructed which were primarily utilized by families waiting for their new homes to be completed in new developments to the south. These facilities were also used by prominent bachelors waiting to get married. The Progress Club House at 1019-21 Washington Street, designed by Frederick Gunn and Louis Curtiss, was built in 1893 to serve as a social club for prominent Jewish families.

The Quality Hill Neighborhood maintained its prestigious residential status for over thirty years, but starting in the mid 1890s, a gradual decline began to occur. The city was experiencing new growth to the south which included more fashionable areas including the Hyde Park and Roanoke residential neighborhoods. This, together with the vast stockyards development below the bluffs of Quality Hill and its resultant odor, contributed to make the neighborhood a less desirable residential area. Business and industrial uses began to encroach on the residential area resulting in a decline of housing standards and the prestigious character of the neighborhood. In a relatively short period of time the mansions were being converted to apartment houses, sleeping rooms, private hospitals and missions. More people were moving into the area to be closer to work which resulted in over-crowded conditions. The last of the prominent

and distinguished resident families had left the Quality Hill area by about 1906.

The decline of the area as a prestigious single-family residential neighborhood did not signal a halt to new construction on Quality Hill, however new residential construction was limited to multi-family units. Several quality family hotels and apartments were built during the period from 1900-1920. The more noteworthy of these being the Eleanore Apartments at 1015 Jefferson Street (1903), the St. John Flats at 505-7 West Tenth Street (1900), the Jarboe Family Hotel at 501 West Tenth Street (1914) and the Rio Vista Apartments at 619-21 West Tenth Street which was designed by the prominent local architect Nelle Peters and completed in 1919.

In 1925 the Saint Teresa's Academy site bounded by Eleventh to Twelfth Streets and Washington to Pennsylvania Avenues was sold to developers. The first stage of the redevelopment of this block was begun in 1926. The Wellington and the Stratford kitchenette apartment buildings, designed by Nelle Peters, were constructed on Eleventh Street. This was followed by the construction of a retail, garage, and apartment complex on the southeast corner of the block adjacent to Twelfth Street and Washington Avenue. Three additional apartment buildings designed by Nelle Peters, The Surrey Court on Twelfth Street and the Chimes and the Normandy Apartments on Eleventh Street, are shown in Figure 2

and completed the development of the block.¹

More than twenty years would pass before another major attempt to revitalize the once fashionable Quality Hill Neighborhood would be attempted. At the present time there are substantial sections of this historically significant area in existence. The original developers, owners, and residents played major roles in the early industrial, political and social life of Kansas City. The remaining elements of this once flourishing neighborhood represent a variety of Nineteenth and early Twentieth Century residential, commercial and ecclesiastical architectural design.



STRATFORD AND WELLINGTON APARTMENTS
S E CORNER OF 11th ST & PENNSYLVANIA AVE



NORMANDY AND CHIMES APARTMENTS
S W CORNER OF 11th ST & WASHINGTON AVE



SURREY COURT APARTMENTS
N E CORNER OF 12th ST & PENNSYLVANIA AVE

THE APARTMENT ARCHITECTURE
OF NELLE PETERS

Figure 2

Notes

1. Clifford Naysmith, "Quality Hill: The History of a Neighborhood," University of Missouri Library, Kansas City. 1962, pp. 1-26.

CHAPTER 2

From George Kessler Through the Depression 1850-1940

During the years that private enterprise was developing Quality Hill into a fine residential area, the beginnings of urban planning by the city were also taking place. Early planning in Kansas City, although primarily concerned with the necessities such as transportation and utility systems required to serve the fast-growing population, was also concerned with providing urban amenities for its citizens. In the early 1870s, newspaper editorials, property owners, and prominent citizens were mounting a growing effort for the establishment of city parks and recreational areas to serve the public. These efforts continued for a number of years and were later enhanced by the unrelenting support of William Rockhill Nelson, editor and owner of The Kansas City Star newspaper.

In 1889 a Board of Park Commissioners was created and headed by August Meyer. Shortly thereafter the services of a landscape architect, George Kessler, were retained by the commission. Kessler began the preparation of a plan for a parks and boulevard system utilizing the natural hills and stream valleys as a basis for the system. This type of planning activity was patterned after the City Beautiful movement occurring in other major cities in the country. The plan was completed in 1893 and presented a design which

combined neighborhood playground parks, large scenic parks, and boulevards, some of which were deliberately planned to eliminate blighted slum areas.¹ Although the elimination or redevelopment of blighted areas within the city was not necessarily within the purview of the Board of Park Commissioners, this is precisely what the plan accomplished in several instances.

One of these parks, West Terrace Park, was adjacent to the Quality Hill Neighborhood on the west bluffs. This park was designed to transform the blighted and shack-cluttered west slope of the bluffs into an aesthetically pleasing and useful area. The crest of the bluff offered a commanding view of a great bend of the Missouri River as well as its confluence with the Kansas River. The slope was to be ornamental in design so as to impress alighting travelers from the Union Train Depot which, at that time, was located below in the bottoms. The crest of the bluff was to be wide enough to allow for playground space for children from the adjacent Quality Hill residences.² Although there were delays in implementation and compromises which resulted in a reduction of land area on the crest, it is reasonable to assume that this park had an influence in abating the decline of Quality Hill.

The construction of West Terrace Park resulted in the demolition of a few structures on the crest of the bluffs and may be considered as an early attempt at rehabilitation

in this part of the city. However, the park was not completed until some time after 1906, by which time all of the aristocratic occupants of Quality Hill had moved to more desirable residential locations in the southern part of the city.

In addition to the previously mentioned factors that contributed to the decline in status of Quality Hill, this decline may have been an example of Homer Hoyt's Sector Theory in action.³ The upper income sector which was established adjacent to the CBD tended to move away from it and towards higher and open ground. This pattern continued in Quality Hill until development reached the bluffs on the west at which time the only alternative was to seek other desirable areas in the city, i.e. to the south. Despite losing its preeminent status, Quality Hill still remained as a fine residential area and, with the addition of West Terrace Park with its visual and recreational amenities, continued to be so for a number of years.

One of the negating results of the development of the park system at this early stage was its method of financing. Each facility was paid for by a property tax assessment based on a special benefit district. This was theoretically counter-balanced by an increase in property values due to the provision of additional amenities. In some cases this was demonstrable; whether this was universally true is unclear. The construction of West Terrace Park, due to its

unique topographical features was extremely expensive. The benefit district that was established was relatively small which resulted in a high tax assessment on the individual properties and made the property less desirable for residential use.

The City Beautiful approach was to continue for a number of years by the park board through the planning and development of the park and boulevard system, but no additional facilities were included for the Quality Hill area.

In 1920 Kansas City, Missouri, established a City Plan Commission which retained Kessler as its consultant.⁴ The city had seen what the Board of Park Commissioners could do even though its scope was restricted to the creation of parks and boulevards. With extensive construction in progress, it became apparent that some controls were needed for orderly development. The State Zoning Enabling Act was passed by the legislature in 1921, and by 1923 the city had its first zoning plan.⁵ These regulations were designed to control the character and extent of the city's growth in accordance with a definite plan for city development which included recommendations affecting streets and bridges.

This plan was based on a comprehensive land-use map that served as a basis for establishing the various zoning districts. During the remaining years of the 20s the plan commission did little except to hear appeals arising out of the ordinance. Its work was largely regulated to fact

gathering while substantive planning decisions were made elsewhere.⁶ The major new development was occurring in the southern part of the city, including the Plaza area, and redevelopment activities were undertaken by private enterprise in the downtown retail-office core and in the midtown areas. This activity had very little, if any, short-range effect on Quality Hill.

The decade of the 30s in Kansas City was dominated by machine politics, corruption and fraud. Nearly every segment of the local government was controlled by the Pendergast machine, and any planning decisions that were made were designed to enhance and perpetuate the machine. Henry McElroy, the Pendergast city manager, was his own city planner whose projects were implemented through the informal processes characteristic of machine politics.⁷

Due to a lack of long-range planning and inefficient governmental machinery, the city was in a state of physical neglect. Public parks were unimproved, streets needed repair, hospitals were overcrowded, government buildings had become antiquated, and the city had experienced huge fire losses and high death rates.⁸ During 1929 and 1930, a Ten-Year Plan of public improvements was initiated. This plan was prepared by a large committee of local residents with 990 members (the Committee of 1000) representing street improvement groups, business district associations, industrial district organizations, neighborhood improvement asso-

ciations, planning and research organizations, and civic, business and professional groups.⁹ The Ten-Year Plan, to be financed by bond issues, included among other improvements, a new city hall, Jackson County courthouse, municipal auditorium, public hospital, parks and playground improvements, road and street improvements, and utility system improvements.¹⁰ The plan totaled nearly \$50 million in expenditures and was approved by the voters in May 1931. This may seem a modest amount of money in today's terms, but one must consider that the average worker's wages at this time was about 40 cents per hour.

Although not specifically mentioned, the Pendergast machine inevitably must have played a significant role in this endeavor. As part of the pre-election campaign, estimates were revealed that approximately \$21 million would be spent for local labor and \$8.5 million would be expended for local materials. New jobs were in demand with unemployment on the rise and, with the Pendergast machine in control, most of these jobs would be converted into votes for the machine.

In spite of these undersirable circumstances caused by the Great Depression, Kansas City fared much better during the 1930s than the rest of the nation which experienced severe economic hardship. This is probably best described by William Allen White of the Emporia Gazette who wrote:

Kansas City has the system. She does not depend on soup kitchens maintained by charity to

feed her unemployed while they are idle. Instead, she voted bonds so that they may be given jobs at useful and beautiful public improvements. Taxes to retire those bonds will be paid by the same men who would donate money to soup kitchens. The workmen, paid a living wage for a day's work, will keep their self-respect. In the end, Kansas City will have as a monument to the Depression a number of beautiful buildings which this generation and the next will both use and pay for. How much better it all is than the expensive soup kitchens maintained for idle men by private charity, or an equally demoralizing government dole!¹¹

All of this was beneficial for the city as a whole, but did very little for the plight of Quality Hill. There was, however, one proposal of note during this period for modernization and rehabilitation of the Quality Hill area. A young architect named Joseph D. Murphy, who had been appointed director of architectural art at the Kansas City Art Institute, revealed a plan to redevelop the area from Seventh to Twelfth Streets between West Terrace Park and Pennsylvania Avenue. An article in The Kansas City Star described the proposed project as follows:

A group which would like to see the Quality Hill and adjacent Westside neighborhoods rescued from continuing decay and obsolescence is looking up the possibility of a limited-dividend corporation assembling the necessary ground to invite a federal loan for a housing project that would extend 3 and 4-story apartment buildings along the West Terrace Park rim from Seventh to Twelfth Street.

Included in the nucleus of the program site would be the ground on which old St. Joseph Hospital formerly stood. Along the streets mentioned, several ancient brick buildings recently were razed, old structures¹² evidently too antiquated for income possibilities.

The article is accompanied by architectural delineations of total redevelopment of the mentioned area with what are now termed garden-type apartments. The project was said to be the ambition of a group of Westside businessmen and property owners who were interested in the rebirth of the area. A total of 1500 low-cost housing units with one and two bedrooms and a rental cost of not more than \$10 per month per principal room was proposed.¹³ Fortunately, the project did not come to fruition, otherwise nearly the entire stock of historic structures in Quality Hill would have been destroyed.

The Pendergast era with its accompanying corruption and fraud was abrogated by a series of grand jury investigations which resulted in criminal indictments in 1939.¹⁴ All of the bond money had been spent on public improvements or absconded with by the corrupt politicians. At this time the rest of the country was pulling out of the Depression, but Kansas City was in a worse condition than it ever had been with unemployment running close to 30 percent.¹⁵ A new reform government was about to take over that would institute sweeping changes in the political structure and appointed staff of the city operation.

Notes

1. William H. Wilson, The City Beautiful Movement in Kansas City (Columbia: University of Missouri Press, 1964), p. xv.
2. Wilson, pp. 71-72.
3. Homer Hoyt, The Structure and Growth of Residential Neighborhoods in American Cities (Washington: Federal Housing Administration, 1939), pp. 72-95 and 112-122.
4. Wilson, p. 133.
5. George Ehrlich, Kansas City, Missouri: An Architectural History 1926-1976 (Historic Kansas City Foundation, 1979), p. 71.
6. Theodore A. Brown and Lyle W. Dorsette, K.C.: A History of Kansas City, Missouri (Boulder: Pruett, 1978), p. 237.
7. Brown and Dorsette, p. 237.
8. The Chamber of Commerce of Kansas City, Missouri, Where These Rocky Bluffs Meet (Smith-Grieves Co., 1938), p. 109.
9. Chamber of Commerce, p. 121.
10. Chamber of Commerce, p. 160.
11. Chamber of Commerce, p. 173.
12. The Kansas City Star, 27 August 1933, sec. D, p. 1D, col. 1.
13. Star, p. 1D, cols. 1-7.
14. Star, 8 July 1939, sec. A, p. 1A, col. 1.
15. Henry C. Haskel Jr. and Richard B. Fowler, City of the Future: A Narrative History of Kansas City, 1850-1950 (Kansas City: Frank Glenn, 1950), p. 158.

CHAPTER 3

The Cookingham Administration 1940-1960

One of the initial, and probably most important, actions of the new reform government was the appointment of L.P. Cookingham as the city's first professionally trained city manager in 1940. Cookingham was a strong advocate of comprehensive city planning and one of his earliest acts was to reorganize the plan commission to include the city manager, the directors of public works, water, and welfare departments and the president of the Board of Park Commissioners.¹

Upon his arrival, Cookingham found that the "planning staff" consisted of three people in the public works department who were responsible for planning activities, none of whom were trained planners.² Planning had been underfunded for years and at that time had an annual budget of \$12,000. Cookingham was able to get the planning budget increased to \$60,000 and began to hire a professionally trained staff. The appropriations ultimately grew to approximately \$300,000 annually under his administration.³ His conception of planning was large in scope, and he believed it should include "all activities of the city relating to its aesthetic, social and economic development."⁴

Cookingham prepared a proposal defining his concept of planning and listed six major tasks that should be under-

taken by an enlarged planning agency.

These were:

1. The preparation of a continuing master plan, changing as conditions warranted.
2. The revision of the zoning ordinance.
3. The elimination of slum and blighted areas.
4. The improvement of the capital budget system.
5. The encouragement of planned industrial development.
6. The approach of city planning on a regional basis even though action by the city must be confined by municipal boundaries.⁵

One of the first planning studies completed under the new administration was "Patterns and People 1944." This report was a working document to be utilized in the preparation of a master plan for the city. The study indicated that there would be an increasing emphasis on rehabilitation and redevelopment of blighted areas and the elimination of factors that tend to blight older residential areas.⁶ This was the first attempt by the city to analyze and plan for future conditions on a neighborhood basis.

Drawing on information provided by the 1940 United States Census, a series of maps were prepared depicting existing conditions throughout the city. The Quality Hill area was shown to contain the following conditions:

1. Large concentrations of blocks with 60-to-100 percent of the dwelling units in need of major repair

or lacking private baths.⁷

2. The area was 90 percent tenant occupied.⁸
3. Overcrowding with concentrations of dwelling units having 1.5 or more persons per room.⁹
4. High concentrations of juvenile delinquency.¹⁰

The result of analyzing the foregoing conditions was the recommendation that the Quality Hill area be rehabilitated or redeveloped.¹¹

In 1947, under Cookingham's guidance, the City Plan Commission published the first Comprehensive Master Plan for future development. This study included recommendations for residential areas, business and industry, major thoroughfares, public transit, schools, recreational areas, public buildings, the downtown retail area and the riverfront area.¹² The recommendation for the Quality Hill area was that it be redeveloped into a "high apartment" (high-rise) residential area with strip commercial along Twelfth and Fourteenth Streets.¹³ The report does not state whether this development should involve rehabilitation efforts or whether it envisions clearance and new construction. During the 1940s there were several attempts to rekindle the glory of Quality Hill by individual property owners, but they were eventually abandoned after only limited success.¹⁴

In 1948 Mr. Lewis Kitchen, a Kansas City real estate developer, became interested in the rejuvenation of the West Side. His initial interest was in the blocks adjacent to

and facing West Terrace Park between Seventh and Eleventh Streets. Kitchen, together with several associates, secured the financial support of 150 business leaders and constructed the River Club, a private club at Eighth and Jefferson, overlooking Clark's Point. This was accomplished by private enterprise in 1949 and continues to be a successful operation today.¹⁵

Shortly after the completion of this club, Kitchen became aware of the Missouri State Redevelopment Legislation (353 Law) which had been passed by the state legislature through a 1945 revision of the state constitution. (See Appendix A). This law is designed to encourage the redevelopment of blighted areas by providing tax incentives to private developers and its provisions are unique to the state of Missouri, although six other states have subsequently passed legislation of a similar nature.¹⁶ Kitchen's initial concept was to construct a complex of low-rise apartment structures for moderate income occupancy. Cookingham urged Kitchen to set his sights higher and to consider constructing high-rise buildings for middle and upper income tenants.¹⁷ The end result of Kitchen's redevelopment activity on Quality Hill was in the construction of:

1. Five eleven-story apartment buildings (Quality Hill Towers) containing 505 units between Ninth and Eleventh Streets on Jefferson, completed in 1951.
2. The American Hereford Office Building containing

80,000 square feet on Eleventh Street between Jefferson and Summit in 1954.

3. An eleven-story apartment building containing 132 luxury units at 910 Pennsylvania Avenue in 1960.
4. The Cliff House Hilton Inn with 189 rooms on Washington Street between Sixth and Seventh Streets completed in 1962.

Photographs of Quality Hill Towers, the River Club and 910 Penn appear in Figure 3.

Including the River Club, a total of \$11,750,000 was invested in the redevelopment of Quality Hill by Kitchen from 1949 to 1962.¹⁸ Although this redevelopment activity destroyed a number of historic structures, it reintroduced an element of prestige to the area and exerted a stabilizing influence on the neighborhood which surely would have experienced a much greater degree of deterioration without its presence.

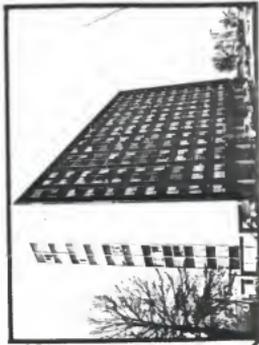
During the years of Lewis Kitchen's activity on Quality Hill, the city continued with various planning activities which would have an influence on the neighborhood. In 1951 the City Plan Commission completed a study titled "Expressways of Greater Kansas City." One element of this plan that affected Quality Hill was the proposed "Downtown Freeway Loop" and, in particular, the west freeway loop section. The recommended, and ultimately constructed, alignment of the west loop section paralleled Kersey Coates Drive in West



QUALITY HILL REDEVELOPMENT
BY LEWIS KITCHEN



THE RIVER CLUB
S E CORNER OF 7th ST & JEFFERSON ST



910 PENNSYLVANIA AVE



QUALITY HILL TOWERS
8th ST & JEFFERSON ST

Figure 3

Terrace Park between Seventh and Twelfth Streets.¹⁹ The planning and completion of this facility provided for improved vehicular access to the neighborhood from all parts of the metropolitan area and certainly influenced development decisions such as the construction of The Cliff House Hilton Inn, as well as the other redevelopment activities. From a detrimental viewpoint the freeway introduced a visual impact on the neighborhood as well as isolating it from adjacent residential areas to the south.

In 1953 the Land Clearance for Redevelopment Authority (LCRA) was organized to eliminate slums and blighted areas through redevelopment activities. This agency is an arm of the city government with the governing board appointed by the mayor, and is responsible for the administration of federally-assisted urban renewal programs and projects within the city. Although the LCRA recognized that the Quality Hill area was in a badly deteriorated condition, it concentrated its activities in the Northside, Eastside and South Humboldt Urban Renewal Projects and left the Quality Hill rejuvenation in the hands of Kitchen's "353" projects.²⁰ This may have been a blessing in disguise from a historic preservation standpoint because at that time urban renewal projects were notorious for massive clearance activities which could have destroyed much of the heritage of the area.

At the end of the 1950s decade, two companion planning studies were completed, "Patterns of Growth 1959" and the

Kansas City Metropolitan Area Origin and Destination Survey. The latter study identified existing deficiencies and documented the need for future transportation facilities including arterial streets and freeway systems.²¹ These future needs were based on projected socioeconomic data provided in the Patterns of Growth report prepared by the City Plan Commission.²² This study envisioned little, if any, change in the Quality Hill area for the next 20 years except for a modest increase in the number of dwelling units as a result of new apartment construction.²³

The tenure of L.P. Cookingham as city manager ended in 1959.²⁴ During his nineteen years in Kansas City he had been instrumental in establishing a professionally managed and staffed city government and had established the desirability of a comprehensive planning process to guide the city in its future growth.

Notes

1. Theodore A. Brown and Lyle W. Dorsett, K.C.: A History of Kansas City, Missouri (Boulder: Pruett, 1978), p. 237.
2. Telephone interview with L.P. Cookingham, former City Manager of Kansas City, Missouri, 25 September 1986.
3. Cookingham, 25 September 1986.
4. Brown and Dorsett, p. 238.
5. Brown and Dorsett, p. 238.
6. Kansas City, Missouri, City Plan Commission, Patterns and People (1944), Foreword.
7. KCMO, CPC, 1944, plate 18, p. 29.
8. KCMO, CPC, 1944, plate 24, p. 41.
9. KCMO, CPC, 1944, plate 26, p. 45.
10. KCMO, CPC, 1944, plate 30, p. 51.
11. KCMO, CPC, 1944, plate 44, p. 69.
12. Kansas City, Missouri, City Plan Commission, Master Plan for Kansas City (1947), pp. 1-28.
13. KCMO, CPC, 1947, plate VIII, p. 19.
14. Clifford Naysmith, "Quality Hill: The History of a Neighborhood," University of Missouri Library, Kansas City, 1962, pp. 24-25.
15. Lewis Kitchen, Letter to City Plan Commission, 6 July 1972, Westside Redevelopment Project file, City Development Department, Kansas City, Missouri.
16. Daniel R. Mandleker, Gary Feder and Margaret P. Collins, Reviving Cities with Tax Abatement (New Brunswick: Center for Urban Planning Policy Research, 1980), pp. 135-146.
17. Cookingham, 25 September 1986.
18. Kitchen, 6 July 1972.
19. KCMO, CPC, Expressways, Greater Kansas City (March 1951), pp. 97-98.

20. Personal Interview with Paul K. Whitmer, former Deputy Director of the Land Clearance for Redevelopment Authority, Kansas City, Missouri, 9 September 1986.
21. Missouri and Kansas State Highway Commissions, Kansas City Metropolitan Area, Origin and Destination Survey, prepared by Wilbur Smith and Associates (December 1959) pp. 1-197.
22. KCMO, CPC, Patterns of Growth, 1957-1980 (December 1959), pp. 1-125.
23. KCMO, CPC, 1959, pp. 95-96.
24. Cookingham, 25 September 1986.

CHAPTER 4

Central Business District Planning 1960-1975

Lewis Kitchen was continuing his effort in revitalizing Quality Hill. The luxury apartment building at 910 Pennsylvania was completed in 1960 and the Cliff House Hilton Inn construction was completed in 1962. Kitchen formed the Westside Redevelopment Corporation in 1962 for the purpose of constructing a large hotel convention complex.¹ This complex was to occupy the blocks from Seventh to Tenth Streets between Washington and Pennsylvania Avenues, and a substantial portion of the block bounded by Ninth and Tenth Streets and Washington Avenue to Broadway. The financing of this project was to be provided by the Hilton Hotels Company and included an extension of the Cliff House Hilton Inn operation.

Shortly after the City Council passed formal approval of this project, a law suit ("Annbar v. Westside Redevelopment Corporation") contesting the constitutionality of the "353 Law" was filed by two existing and competing hotels in the downtown area. This suit was eventually carried all the way to the United States Supreme Court which upheld the "353 Law." This litigation required approximately four years time from inception to final decree.² In the meantime the new hotel market in Kansas City had become highly competitive with two new additional hotels on the drawing boards

which resulted in a diminished demand. The Westside project, which experienced extensive time delays brought about by the above mentioned litigation, tight money, soft market conditions and construction strikes was ultimately declared abandoned by the city in the early 1970s. The buildings that existed in the project area experienced rapid deterioration due to neglect in light of threatened condemnation and redevelopment, and many were demolished for surface parking lots or declared uninhabitable under the city's dangerous buildings ordinance with destruction their ultimate fate.

Beginning in the mid-1960s the LCRA became interested in establishing a downtown urban renewal project and began studying the prospect. The initial studies involved compiling information on property ownership from the tax assessment records together with a detailed field survey of existing conditions to document project eligibility. The entire 145-block area within the Central Business District (CBD) Freeway Loop was included in these investigations. In 1969 the Central Business District Urban Renewal Area was approved and is shown in Figure 4. As indicated on the map, other public and private (353) redevelopment programs were excluded from the project. These included the later to be abandoned Hilton Inn Project (Westside), and the earlier projects by Lewis Kitchen on Quality Hill, as well as other LCRA projects within the CBD Loop.

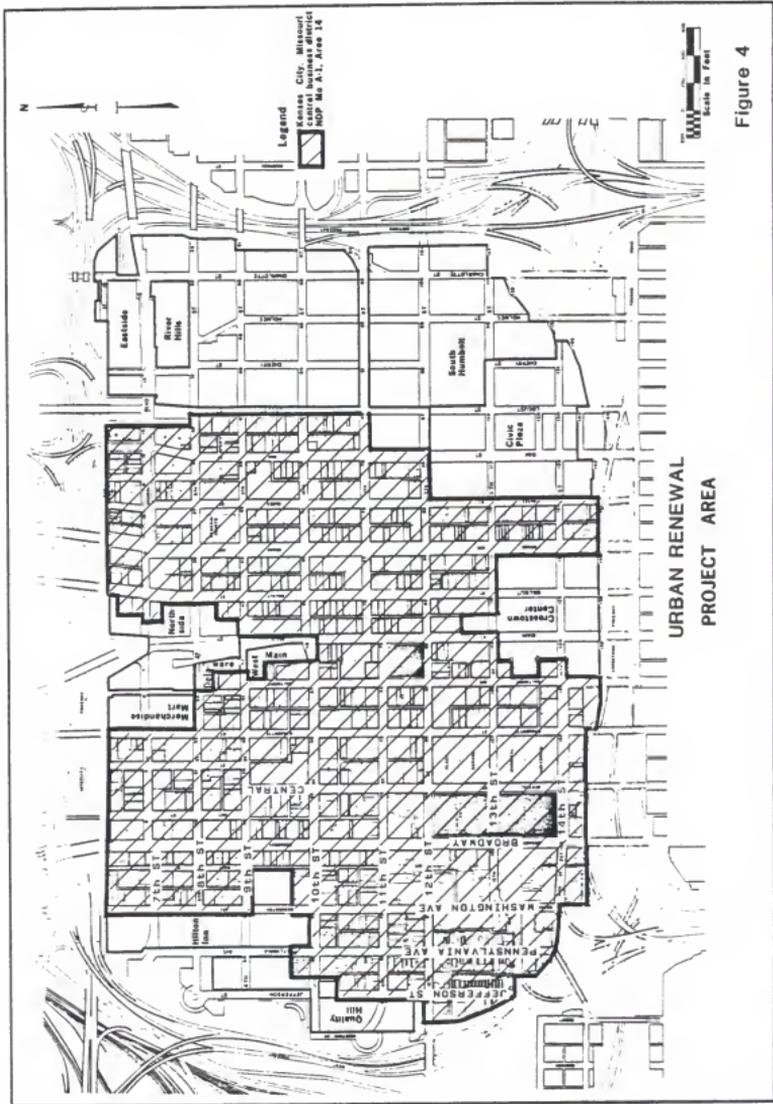


Figure 4

For the rather substantial task of preparing a development plan for the CBD project the LCRA assembled a project design team composed of four renowned consulting firms to assist in the preparation of the plan. These firms were: Gladstone Associates, Washington, D.C.; Alan M. Voorhees & Associates, McLean, Virginia; Johnson, Brickell, Mulcahy and Associates, Kansas City, Missouri; and Okamoto/Liskamm, New York and San Francisco. In addition to these consultants, other firms were engaged to provide additional expertise in their specialized fields as needed.

The first of this series of studies that addresses the redevelopment on Quality Hill was "Rehabilitation Feasibility Investigation" completed in 1970. This report was primarily concerned with the economic feasibility of rehabilitating existing apartment buildings in the area. It selected four individual buildings as case studies and documented their financial rehabilitative status.³ The study states that "existing apartments which are well designed, well maintained, and occupy a suitable location in the new residential environment as proposed under the plan, would be a good investment"⁴ and should be retained. The report does not recognize the existing single-family housing stock or allude to its potential.

Another study that was completed in 1970 was the "Physical and Economic Obsolescence, Central Business District" which evaluated the existing conditions related to interior

and exterior building conditions and space use and occupancy rates. This report revealed that of the 116 buildings in the sixteen-block area west of Washington Avenue, 87 (75 percent) were rated as being substandard, by federally assisted urban renewal criteria.⁵ Of the 1944 dwelling units counted in this area, approximately 900 or 46 percent were rated as being in either poor or badly deteriorated condition.⁶ The information contained in this report was updated annually through 1977. During this seven-year period, only ten of the 116 buildings originally contained within the area west of Washington Avenue were demolished, resulting in the loss of approximately 130 dwelling units.⁷

The Transportation Study completed in 1971 contained two major recommendations to the street system affecting the Quality Hill area. The first and most damaging to the existing residential area was a new diagonal connection from Tenth and Eleventh Streets to the Twelfth Street interchange with the West Freeway. The other recommended improvement would have extended Thirteenth Street from Washington Avenue straight west to Pennsylvania Avenue and provide an improved diagonal alignment from Thirteenth Street to the Quality Hill Interchange on-ramp.⁸ This recommendation also would have required the demolition of existing residential structures but would not have been as detrimental to the area as the previous improvement. It should be recognized that these recommendations were made on the basis that none of

the existing structures in this vicinity would be retained except for the Hereford Association Office Building.

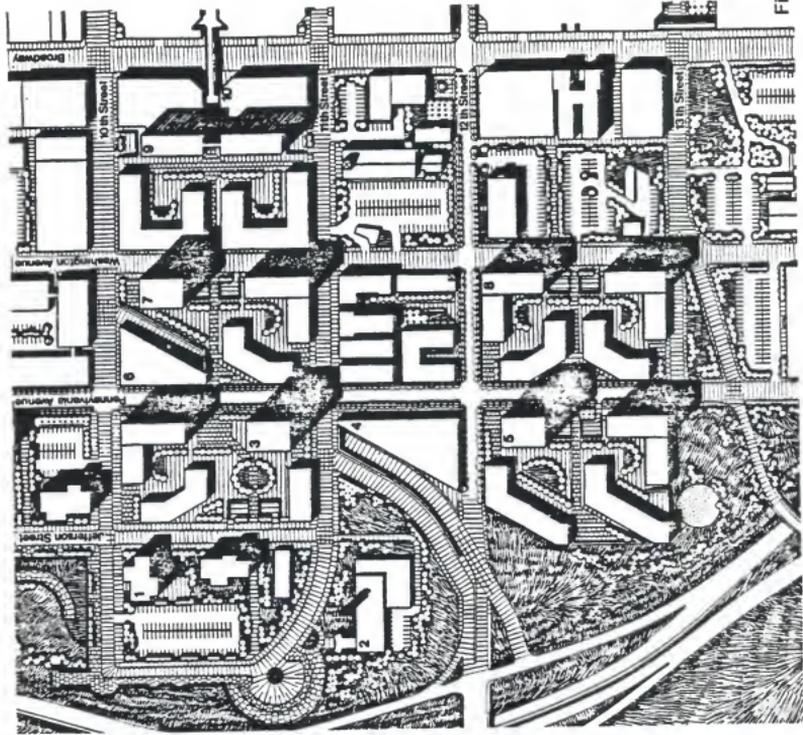
The "Market and Development Program Potentials" report in this series of studies analyzed and projected future needs in office space, retail space, hotel rooms, light industrial use, public and leisure time facilities and housing needs within the CBD. The Westside area including Quality Hill was identified as one of the prime areas to provide for the development of these future housing facilities.⁹ The downtown housing potential was estimated at 5,600 new high-rise units during the fifteen-year planning period.¹⁰ The report recognized that the market orientation at its time of preparation was for young singles and young married couples. This orientation may change over time toward families including a range between subsidized income groups and affluent families. Of the total 5,600 new units projected for the CBD, 2,300 of these were forecast to be provided in the Quality Hill area.¹¹

The culmination of this series of investigations was the preparation of a plan for the physical redevelopment of the Central Business District. This plan was described as an illustration and description of how the CBD could be transformed into a vital, attractive and dynamic area through a series of public and private actions.¹² In the Quality Hill area the plan includes the retention of Lewis Kitchen's previously completed projects as well as reflec-

ting his proposed Westside Hilton Inn expansion and hotel complex. At the time of the preparation of this plan, this proposed project had not yet been abandoned. Except for the six-building apartment complex in the block bounded by Eleventh to Twelfth Streets and Pennsylvania to Washington Avenues, the remaining residential structures were to be demolished and replaced with new housing clusters composed of a mixture of high-rise and garden type apartments as shown in Figure 5. The design proposal identifies the area south of Tenth Street and west of Broadway as being a new dense residential neighborhood complete with the range of services and amenities associated with in-town living. The new buildings would be sited to take advantage of the unique topography and dramatic views, and were considered to reinforce and extend the existing Quality Hill Towers complex.¹³ The plan incorporates the previously mentioned street improvements developed in the transportation study element and proposes to retain the existing Catholic and Episcopal church complexes. Needless to say, this portion of the plan would have essentially destroyed all vestiges of the historic nature of Quality Hill.

Beginning in the early 1970s a concern for preservation of the area's cultural and physical heritage emerged. Although interest in the subject had been expressed by various individuals and groups for some time, the creation of the Landmarks Commission by the city in 1970 was the first

Source:
 Downtown Plan
 Okamoto/Liskamm
 January 1971



SOUTHWEST HOUSING

- 1. Quality Hills
- 2. Herford Assoc.
- 3. New housing cluster
- 4. Neighborhood retail
- 5. New housing cluster
- 6. Neighborhood retail
- 7. New housing cluster
- 8. New housing cluster
- 9. New housing cluster
- 10. New retail

Figure 5

apparent evidence of any official concern about this matter. Initially the Landmarks Commission was endowed with very limited powers and responsibilities, but it was able to arouse and increase public interest which in turn has influenced decisions pertaining to historic preservation. The Commission, which is a division of the city government, is governed by a nine-member board appointed by the mayor. Its authority was later expanded to include the recommending of structures, sites, objects and areas as Historic Landmarks and Historic Districts, as well as issuing Certificates of Appropriateness.

The first major study concerning historic preservation in the Central Business District was undertaken by the LCRA. This agency employed the firm of Johnson, Johnson and Roy in 1971 to evaluate the historic significance of those buildings and areas which were identified for demolition and clearance in the recently completed plan for redevelopment of the CBD. The purpose of the study was to provide the LCRA with objective information describing the historic resources within the Central Business District enabling it to arrive at sound decisions in the future planning and development of the area.¹⁴ For inventory purposes the consultant chose to include all buildings constructed before 1942 to more nearly reflect the historic and architectural heritage of Kansas City rather than the 50-year-old requirement to warrant inclusion on the National Register.¹⁵

A rather complicated grading process (see Appendix B) was utilized by the consultant with seventeen different evaluations in four components resulting in nearly 300 possible grading combinations for each building.¹⁶ The buildings were then placed in four groups, depending on their achieved rank in the grading process.

These groups are:

- Group A - Buildings of irreplaceable architectural and/or historic value and of national importance.
- Group B - Buildings with highest local significance which contribute visual character and cultural heritage to the city.
- Group C - More commonplace buildings but which have noteworthy details and may be worth preserving.
- Group D - These buildings lack sufficient positive values to warrant preservation on a historical basis.¹⁷

In the Quality Hill area west of Washington Avenue, there were eight buildings placed in Groups A and B, 44 buildings in Group C and 32 structures rated as being in Group D.¹⁸ This report concludes that because of the elements of character and the perceived "sense of place" that are present in the existing residential area of Quality Hill, along with the compatible grouping of buildings, they

represent an element worthy of serious preservation concern. The authors state that primary preservation concern should be given to the concentration of small single-family houses along Jefferson Avenue south of Twelfth Street which impart a unique identity to the area and are the last remaining vestiges of their type that still exist in the CBD.¹⁹ Photographs of these groups of buildings appear in Figure 6, with additional photographs of Quality Hill included in Appendix C.

In 1972 the city declared Kitchen's Westside Hilton Inn hotel complex on the north end of the Quality Hill project abandoned due to unstable financial commitments, extensive delays, and inactivity. This, together with the completion of the Historic Preservation Analysis Study and other factors, brought about a re-evaluation of the CBD Redevelopment Plan by the LCRA. By this time a greater awareness of the benefits of historic preservation and renovation was emerging in the Kansas City citizenry. The Historic Kansas City Foundation was organized in 1974 as a community supported non-profit corporation which is dedicated to the preservation and restoration of historic buildings and neighborhoods in the six-county metropolitan area. The organization is patterned after the highly successful Historic Savannah Foundation in Georgia. Operational funds are raised through investments, contributions, private foundation grants and membership fees, and are placed in revolving development

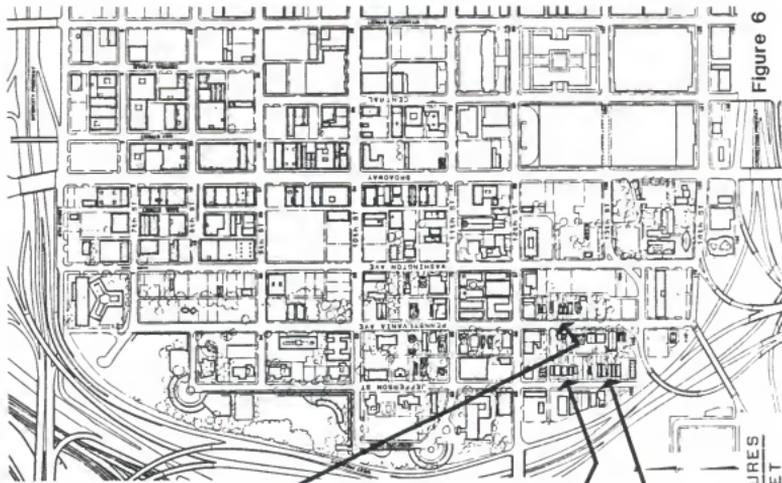
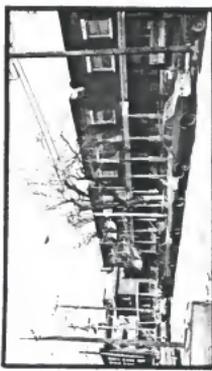


Figure 6

RESIDENTIAL STRUCTURES
SOUTH OF 12th STREET



RESIDENCES ON EAST SIDE OF
PENNSYLVANIA FROM 12th ST TO 13th ST



RESIDENCES ON EAST SIDE OF
JEFFERSON FROM 12th ST TO 13th ST



RESIDENCES ON EAST SIDE OF
JEFFERSON FROM 12th ST TO 13th ST

funds which are continually replenished by proceeds from sales and leases, additional donations, and investments. The Foundation works closely with historical societies, government organizations, and preservation groups in identifying buildings and defining neighborhoods which are potentially restorable historic districts.

The substantial number of CBD planning studies, together with the efforts of the Landmarks Commission and the Historic Kansas City Foundation during this period, laid the foundation for future preservation activity in the Quality Hill Neighborhood.

Notes

1. Lewis Kitchen, Letter to City Plan Commission, 6 July 1972, Westside Redevelopment Project file, City Development Department, Kansas City, Missouri.
2. Kitchen, 6 July 1972.
3. Kansas City, Missouri, Land Clearance for Redevelopment Authority, Rehabilitation Feasibility Investigation: Downtown Kansas City, Missouri, prepared by Urban Programming Corporation of America (December 1970), pp. 21-38.
4. KCMO, LCRA, Urban Programming Corp., p. 3.
5. KCMO, LCRA, Physical and Economic Obsolescence: Central Business District, prepared by Johnson, Brickell, Mulcahy and Associates (May 1970), pp. c1-c2.
6. KCMO, LCRA, Johnson, Brickell, Mulcahy and Assoc., pp. B1-B16.
7. KCMO, LCRA, Inventory 77: Central Business District, prepared by Johnson, Brickell, Mulcahy and Associates (February 1977), pp. 6-12.
8. KCMO, LCRA, Downtown Plan, prepared by Okamoto/Liskamm et al. (January 1971), pp. 58, 76.
9. KCMO, LCRA, Market and Development Program Potentials, prepared by Gladstone Associates (March 1971), pp. vi-v36.
10. KCMO, LCRA, Gladstone Assoc., p. v28.
11. KCMO, LCRA, Gladstone Assoc., p. v35.
12. KCMO, LCRA, Okamoto/Liskamm, p. 12.
13. KCMO, LCRA, Okamoto/Liskamm, p. 77.
14. KCMO, LCRA, Kansas City, Missouri: Historic Preservation Analysis, prepared by Johnson, Johnson and Roy (May 1973), pp. 1-3.
15. KCMO, LCRA, Johnson, Johnson and Roy, pp. 5-6.
16. KCMO, LCRA, Johnson, Johnson and Roy, pp. 46-49.
17. KCMO, LCRA, Johnson, Johnson and Roy, pp. 46-49.

18. KCMO, LCRA, Johnson, Johnson and Roy, pp. 50-53.
19. KCMO, LCRA, Johnson, Johnson and Roy, pp. 59-66.

CHAPTER 5

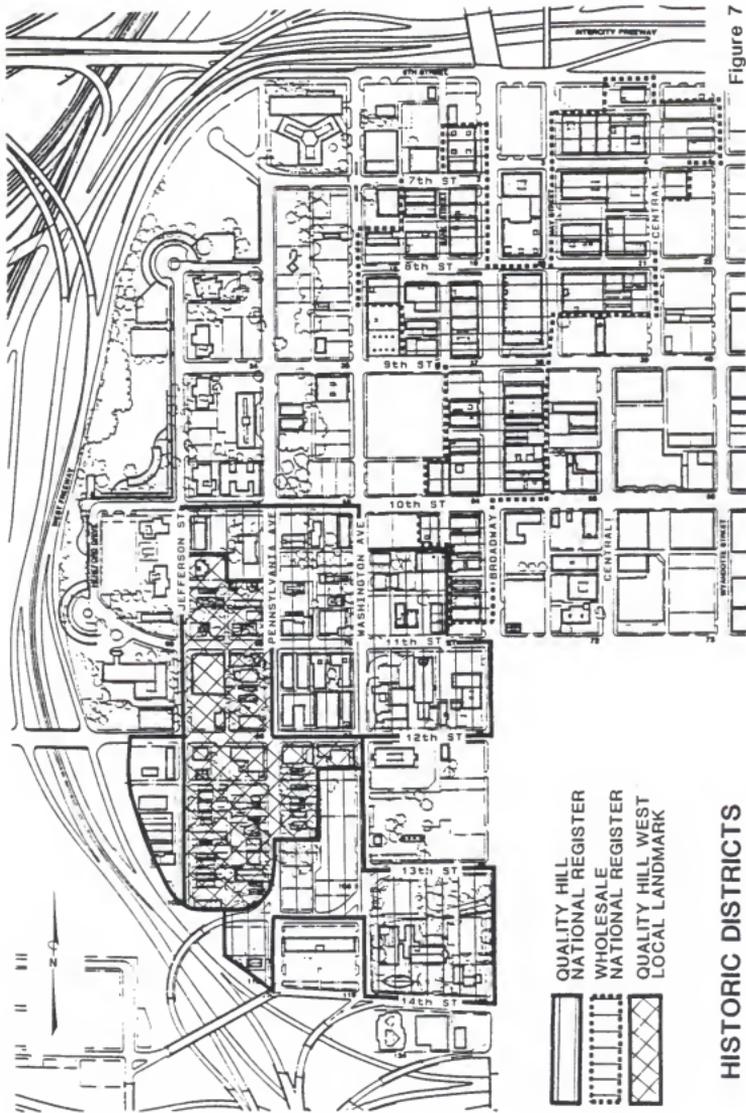
The Preservation Movement 1975 to Present

In the mid-1970s a few individuals in the private enterprise sector began to look move favorably at Quality Hill as having investment potential. Arnold Garfinkel, a real estate developer who had been instrumental in the development of City Center Square in the downtown core, compiled a report promoting the investment possibilities on Quality Hill.¹ Garfinkel and several associates had begun acquiring and assembling properties in the early 1970s and by 1976 controlled several large parcels along Pennsylvania Avenue and Jefferson Street. He envisioned a combination of new development and the restoration of existing structures in his rejuvenation scheme.² Although there had been previous activity and interest in the preservation of existing buildings in the area, this apparently was the first attempt on a large scale. This proposal did not meet with immediate support, and it would be several years before sound financial backing for this type of redevelopment would be forthcoming.

Through the continued efforts of the Historic Kansas City Foundation, the Landmarks Commission, local preservation groups, and preservation sensitive individuals, the value of historic preservation activity continued to gain support from the public and elected officials. In 1978 an

area of approximately ten square blocks containing most of the historic residential properties and the Catholic and Episcopal Cathedrals was accepted for listing on the National Register of Historic Places. (See Figure 7). This action provided a limited amount of protection of these properties from demolition in that federal funds could not be used for this purpose without National Park Service approval. At about the same time, the Wholesale District, as shown in Figure 7, was also accepted for listing on the National Register.

In the spring of 1981 Garfinkel disclosed plans for a massive redevelopment project which included most of the area in both the Quality Hill and Historic Wholesale Districts. The project proposed to renovate and restore for adaptive use approximately one hundred historic structures into a residential and mixed-use neighborhood with commercial and supporting services. This would provide for 7-10,000 residential units, including the conversion of loft type buildings into apartments, over a twenty-year period.³ Several factors probably were influential in the development of this proposal. The downtown area had experienced a substantial amount of new construction in the late 1970s. The Convention Center, City Center Square office building, and the Cathedral Square Towers (housing for the elderly) were completed, and more new office buildings were on the board or in preliminary planning stages. The return-to-



- QUALITY HILL
- NATIONAL REGISTER
- WHOLESALE
- NATIONAL REGISTER
- QUALITY HILL WEST
- LOCAL LANDMARK

HISTORIC DISTRICTS

Figure 7

city-living trend which would create a demand for close-in residential units for office workers was continuing to expand. Another unrelated factor involved was the substantial tax incentives applicable to the rehabilitation of historic buildings which made the proposed project very attractive from a financial standpoint.

Even though Garfinkel was unable to follow through with the implementation of his large renovation proposal, its revelation was apparently a catalyst for action by other investors. Within a short period of time several of the loft buildings in the old garment district were renovated into condominium living and studio units by other developers. These conversions were reasonably successful and the process is continuing at the present time.

In light of these new developments, past proposals, and the interest and sentiment for preservation, the LCRA realized that its twelve-year-old Downtown Plan was in need of revision and in 1983 prepared a new plan - "Downtown 2000." The plan recognized the need to rehabilitate historic structures in the residential areas, the renovation of old loft buildings in the garment district for use as studios, offices, and living units and the construction of new townhouses and high-rise apartment buildings within the area.⁴ The Quality Hill area was identified as one of the key project areas in the successful redevelopment of the Central Business District. Specifically, the neighborhood was indi-

cated as having the potential to create up to 1,000 new and rehabilitated homes and apartments in the form of recycled older homes, new townhouses and low and high-rise apartment complexes.⁵

In September 1983, the firm of McCormack, Baron and Associates, a St. Louis developer with considerable experience in preservation redevelopment activity, was selected by the LCRA as the developer for the Quality Hill area north of Twelfth Street including the Coates House Hotel at Tenth and Broadway and the west blockface on Broadway between Tenth and Eleventh Streets, that is in the Wholesale District.

Phase I of McCormack Baron's redevelopment project is presently under construction with completion scheduled in early 1987. Included in this phase of restoration are 122 residential units in the newly constructed townhouse buildings, 241 apartments in renovated historic buildings and approximately 54,000 square feet of new and renovated commercial space for office and retail use.⁶ Thirteen historic buildings are being restored in this initial stage. All of the residential units were initially scheduled to be rental apartments. However, due to consumer interest and demand, thirty of the newly constructed units are going to be offered for sale as condominiums in the \$100,000 price category. The developers original intent was to reestablish Quality Hill as a desirable residential neighborhood and to encourage home ownership, but this was anticipated to be

several years in the making. The marketing plans had envisioned converting rental units to condominiums in about the fifth year of the redevelopment program, but the demand for direct ownership preceeded the projections by approximately four years.

The initial proposal for Phase II by McCormack Baron included the construction of 238,000 square feet of mixed-use or commercial space, 124 new apartments and the rehabilitation of 118 dwelling units in existing structures.⁷ The success of the Phase I project has resulted in an escalation of land prices in the adjacent blighted areas and forced a reevaluation of the Phase II proposal in light of market demands and real estate values. The most recent proposal for Phase II redevelopment includes provisions for 35,000 square feet of retail space, 17,000 square feet of office use, a 361-space parking structure and 94 apartments including the rehabilitation of the Cordova Hotel at Pennsylvania Avenue and Twelfth Street.⁸

The financial incentives for McCormack Baron's activity in Quality Hill redevelopment has been provided by a combination of federal investment tax credits through historic preservation, tax abatement under the Missouri "353" redevelopment law, federal Urban Redevelopment Action Grants, city financed public improvements and city loans.

Arnold Garfinkel is in the process of restoring six historic dwellings on the east side of Pennsylvania south of

Twelfth Street for reuse as combination office space and residential use, and he is also restoring several individual buildings along Jefferson and Pennsylvania north of Twelfth Street to office space use. Garfinkel and McCormack Baron are working cooperatively on development proposals for the remainder of the two square blocks bounded by Tenth and Twelfth Streets from Jefferson to Pennsylvania. Garfinkel also has a substantial ownership interest in the properties along Jefferson south of Twelfth Street, but at the present time there is no approved redevelopment scheme for this area.⁹ A substantial portion of this area is included in the Quality Hill West District, shown in Figure 7, that was designated a local landmark by the City on February 21, 1986. This action provides for an additional level of protection from demolition of the historic structures by requiring an official review of any such action and a delay period of up to eighteen months.

One of the more significant historic restoration projects in the area is being completed by the Zimmer-Steinbach Company. As part of a project of constructing a new office building at Thirteenth Street and Washington this firm is in the process of restoring the Johnston Lykins house at Twelfth and Washington to its original configuration. The exact reuse of this building had not been determined at the time of this writing.

In addition to the above developments, the block bounded by Twelfth and Thirteenth from Washington to Broadway is slated for the construction of 1.3 million square feet of office space by an organization headed by Allan Carpenter.¹⁰ This proposed project, which is immediately adjacent to the Quality Hill Historic District, may have a significant influence on further redevelopment in the area.

Notes

1. Arnold Garfinkel, "Redevelopment and Renovation, A Real Estate Opportunity for Developers and Investors, Central Business District, Kansas City, Missouri" (1976), pp. 1-20.
2. Garfinkel, (1976), pp. 1-20.
3. Arnold Garfinkel, Press Release, 30 June 1981.
4. Kansas City, Missouri, Land Clearance for Redevelopment Authority and Downtown Council of Kansas City, Downtown 2000: A Plan for Downtown Kansas City, prepared by Raymond, Parish, Pine and Weiner Inc. (1983), p. 18.
5. KCMO, LCRA, Raymond et al., p. 23.
6. Telephone interview with Tony Salazar, McCormack Baron, 21 October 1986.
7. McCormack Baron and Associates, "Proposal for the Redevelopment of Quality Hill: Kansas City Missouri," (July 1983), pp. 1-5.
8. The Kansas City Star, 24 November 1986, Sec. A, p. 1A, cols. 1-4.
9. The Kansas City Star, 8 September 1985, Sec. E, p. 1E, cols. 1-2.
10. The Kansas City Star, 8 September 1985, Sec. E, p. 1E, col. 1.

CHAPTER 6

Conclusions

Although it is difficult to establish direct specific relationships between urban planning activity and the precise effect it had on the Quality Hill Neighborhood in all instances, the following observations appear to be reasonable determinations.

The early urban planning activities by George Kessler in Kansas City were an effort to improve the quality of life for the city's residents. The result was the establishment of a framework for an extensive park and boulevard system providing pleasant surroundings and improved urban amenities. These improvements not only influenced new development, but also had a beneficial and stabilizing influence on existing neighborhoods such as Quality Hill.

The redevelopment activities that occurred on the old Saint Teresa's Academy site in the 1920s and the Quality Hill projects later completed by Lewis Kitchen, provided high quality multi-family areas that contributed to the well-being of the residential character of the neighborhood.

The severe economic and unemployment conditions that existed during the 1930s Depression years undoubtedly had an accelerating effect on the deterioration occurring on Quality Hill, in spite of the major public works and private construction projects that were completed in the CBD during the Pendergast reign.

The urban planning efforts initiated by City Manager L.P. Cookingham identified the need for renovation and redevelopment in the Quality Hill area to combat the deterioration that was occurring and, in all probability, influenced Kitchen's decision to pursue his redevelopment activity on Quality Hill.

The attempts to revitalize and redevelop the CBD and the Quality Hill area by the Land Clearance for Redevelopment Authority in the 1970s fortunately did not materialize, from a preservation perspective. Had this planning effort been implemented as originally conceived, the entire historic fabric of the Quality Hill Neighborhood would have been destroyed.

The value and importance of Quality Hill's historic attributes were recognized by Arnold Garfinkel in the early 1970s, when he began to acquire and assemble properties in the area with the intention of promoting the concept of joint renovation of historic structures and infill redevelopment.

The first official recognition of the historic nature of Quality Hill occurred in 1978 when a substantial portion of the area was accepted for listing on the National Register of Historic Places. Through the encouragement of the Historic Kansas City Foundation additional recognition was demonstrated by the City in 1986 when the Quality Hill West area was designated as a local landmark. Both of these

official actions provide a measure of protection from destruction of historic structures in the area.

Garfinkel's foresight and his ultimate venture with the developer McCormak Baron are probably the most important influences in the retention of the remaining historic character of the Quality Hill Neighborhood. The architectural style and site arrangement of the new infill structures being completed in the first two phases of this project are compatible with the historic character of the remaining buildings and the neighborhood.

There is little doubt that the financial incentives provided for by the federal Investment Tax Credits and the state "353" Redevelopment Law had a significant influence on the recent preservation and redevelopment activity and the developers' willingness to undertake such a project. Future activity in the Quality Hill area will also be influenced by the recent Tax Reform Act passed by Congress, which reduces the amount of tax credits allowed for the rehabilitation of historic structures and, among other things, encourages the provisions for low-income housing units in qualified historic preservation projects. The Act also reduces or eliminates other real estate incentives and tax credits in non-historic buildings and new construction and may encourage developers to invest in more adaptive use projects in qualified historic structures, therefore being of benefit to preservation activity.

The primary impetus in the preservation of the historic character of the Quality Hill Neighborhood has been provided by a few sensitive and visionary individuals from the private sector of the community.

In general, the historic preservation process in Kansas City at the present time, appears to be an appendage to, rather than an integral part of, the comprehensive planning process. Historic preservation activity follows a reactionary pattern and is applied on an individual situation basis, rather than an organized, planned and systematic approach. These trends need to be reversed for the community to realize its maximum potential from the remaining historic architecture and neighborhood developments, including Quality Hill. If the historic preservation process can be incorporated into the community's general planning activity, its likelihood of success will be greatly enhanced, and the quality of the overall plan will also be greatly improved.

APPENDIX A

353 Redevelopment

TAX-ABATED URBAN REDEVELOPMENT in Missouri was conceived at the same time as the now-terminated federal urban renewal program. Because *Chapter 353* is implemented by private redevelopers without federal assistance, it remains untouched by many changes in federal community development programs. It also may be unaffected by requirements in the federal Uniform Relocation Act for financial assistance and relocation guarantees for those who are displaced by urban redevelopment. Many of the controversies that surrounded the original federal urban renewal effort have thus survived to arise again under *Chapter 353*.

These controversies have both a social and legal dimension. Because the tax abatements available under *Chapter 353* mean a loss in property tax revenues for the sponsoring city, some argue that tax abatements should be offered only for redevelopment programs whose social purpose is acceptable. As in the federal urban renewal program, tax abatements in St. Louis often have been used to underwrite commercial development in the downtown core rather than for residential rehabilitation. This use of the program has been criticized as an unnecessary subsidy to private developers.

The legal issues arising under *Chapter 353* were also present in the federal urban renewal program. They center around the legal controls that may be applied to limit the program to acceptable social purposes. The constitutional requirement that privately aided redevelopment serve a public purpose and the requirement that the program be allowed only in blighted areas, are two examples of legally imposed social limits. Like federal urban renewal, *Chapter 353* has escaped legal censure under both the public use and blighting requirements, although the growing sensitivity of the Missouri courts to the blight requirement may indicate heightened concern over the purposes for which *Chapter 353* is used.

Displacement is often a byproduct of urban redevelopment. While voluntary measures to deal with displacement have been adopted in St. Louis *Chapter 353* projects, the displacement issue is far from settled. It may yet prove to be a major stumbling block in the implementation of *Chapter 353*. Now that federal assistance for community development is available city-wide, the attractions of federal assistance to St. Louis *Chapter 353* redevelopers may increasingly lead them to seek federal community development funds allocated to the city. Changes taking place in federal relocation and displacement requirements may then make *Chapter 353* redevelopment subject to federal law. This change could heighten the fiscal burden of *Chapter 353* on the city if it uses community development funds to finance relocation assistance. It may also change the cost-revenue calculus under which the use of *Chapter 353* in St. Louis is appraised in this report.

A city seems clearly entitled to use its fiscal resources to accomplish the social objectives of urban redevelopment. If this objective is desirable, the fiscal measure selected to implement it may depend on the cost-revenue impact of the fiscal incentive. As the discussion in Part 2 noted, front-end capital grants to redevelopers and tax increment financing may fiscally be more desirable than tax abatement. Tax abatement may still be preferable because of its political

and administrative advantages to the city. All of these programs require a commitment of municipal financial resources to private redevelopers. Tax abatement may be criticized for its private subsidy, but private subsidy is an essential component of any local fiscal incentive program that relies on the private sector to carry out the city's redevelopment objectives.

Part 2 suggested that the fiscal impact of *Chapter 353* was generally progressive under equity measures. It did not attempt a wholesale evaluation of alternatives to *Chapter 353* that would use different fiscal supports and that may have different equity effects. *Chapter 353* also is supported by findings in Part 2 that the program has achieved its stated purpose and that the cost-revenue balance for the city is generally positive. These findings reinforce the judicial response to *Chapter 353* in Missouri, which also has been favorable.

The success of *Chapter 353* in Missouri raises questions about the appropriate balance between public support and private participation in city redevelopment programs that have vast consequences for the economic health of the city and for those who live there. Critics of *Chapter 353* in Missouri urge its greater use in neighborhood rehabilitation, but its value in reviving a decaying downtown core is unarguable. Whether or not programs like *Chapter 353* are socially acceptable cannot be rested on criteria for evaluation that can be objectively stated. By giving their sanction to the public purposes that *Chapter 353* serves, the courts have shifted the decision on whether programs like *Chapter 353* should be adopted to the political process.

SOURCE: Daniel Mandleker, Gary Feder and Margaret P. Collins, Reviving Cities with Tax Abatement (New Brunswick: Center for urban Policy Research, 1980), pp. 101-103.

APPENDIX B
Preservation Values
Grading Process

PRESERVATION VALUES

Evaluation of the pre-1942 threatened buildings within the Study Area in each of the four Components of the Inventory assesses the Historic Significance, the Artistic Merit, the Environmental Value and the Physical Condition of each. Combining the four components for each building establishes the Preservation Value which should reflect relative importance.

However, without question, the four components are not of equal importance with respect to each other. Therefore categories of Preservation Value were established which defined levels of preservation concern and recommended action. A numerical grading system was then evolved which reflected relative importance of each component and allowed gradations of evaluation within each component - and also permitted the grading system to respond to criteria established for each category of Preservation Value, limiting the buildings, structures and objects which would fall into each.

CATEGORIES OF PRESERVATION VALUE

Four levels of value were established which are

defined as follows:

Group A

Buildings of irreplaceable architectural and/or historic value. These buildings are of national importance and should include those presently on the National Register of Historic Places or listed in the Historic American Building Survey. Those which are not so identified should be considered for National Register status. They should be protected from inappropriate change, alteration or demolition at all costs and exacting restoration should be encouraged. If they are adapted to a new use, the exterior should be treated with an attitude of authenticity approaching that of restoration.

Group B

Buildings of the highest local significance which contribute to the cultural heritage and visual character of the city. They should be preserved unless unusual or compelling requirements dictate otherwise. Demolition, alteration or remodeling should be carefully controlled to not diminish the present

PRESERVATION VALUES

visual values inherent to these buildings. A high degree of consideration should be given to National Register status.

Group C

Buildings which may be more commonplace, but having noteworthy details. They may well be preserved but it is not necessarily essential. The owners should be made aware of the integrity of these buildings and encouraged not to destroy the character and details through inappropriate "modernization" efforts or actions.

Group D

Buildings with a lack of sufficient positive values to warrant preservation. Such buildings may be considered to be expendable. These might form in some cases the "weak" spots where new development could take place.

GRADING PROCESS

For a building, structure or object to be placed in any of these categories it must achieve an evalua-

tion in each component sufficiently high that when combined with the other components the grade does not fall below a certain value level. With the 17 different evaluations which could be made in all four components, their combination results in almost 300 possible grading combinations. Several important combinations of the criteria for Group A are shown on the charts in the index to illustrate the grading process and the development of final numerical values.

The relative weights which have been established for each of the components of the inventory are as follows:

COMPONENT	MAXIMUM	GRADING
Historical Significance	3	national 3 state 2 local 1 unknown 0
Artistic Merit	5	exceptional 5 excellent 4 good 3 fair 2 poor 0

PRESERVATION VALUES

COMPONENT	MAXIMUM	GRADING
Environmental Value	2	great moderate minor
Physical Condition	3	excellent good fair poor badly deteriorated

Each of the four components (Historic Significance, Artistic Merit, Environmental Value and Physical Condition) was assigned a relative numerical value, based upon that particular component's importance in the establishment of preservation value. For instance, Artistic Merit was deemed to be of greater importance than Historical Significance and thus its maximum possible value was 5 points, as opposed to a maximum possible of 3 points for Historical Significance. Environmental Value and Physical Condition were given the maximum possible values of 2 and 3 points respectively.

The relative value assigned each inventory component reflects an emphasis which is appropriate to the

intent of this study and the inherent characteristics of the study area. For instance, because newer development has steadily replaced the CBD's oldest buildings, the study area has relatively few concentrations of buildings of great age. Consequently Historical Significance is accorded a relatively less influential role in the overall possible point total. Artistic Merit, on the other hand, is the largest single component of the point total because it is an evaluation of the tangible reality of a building's visual impact. Hence, this aspect is deemed of the greatest relative weight in the overall scoring procedure. Since a structure's Physical Condition is an important economic determinant of preservation potential this component is deemed relatively important and is weighted of equal importance with Historical Significance.

On the basis of the grading process described, pre-1942 construction threatened by the three phases of the urban renewal plan was scored and evaluated. Vacant parcels, beyond noting their locational data, were given little further study.

PRESERVATION VALUES

Post-1941 construction was likewise not evaluated through the scoring system although data was gathered describing these parcels. Data pertaining to pre-1942 construction not threatened with demolition was compiled with the same detail, including building photographs, as that for threatened structures. Although these buildings were not graded, compilation of the necessary data, enables evaluation to take place at some later date as necessitated by new development or changes in the master plan without affecting the overall objectivity of the original data gathering.

SUMMARY

Buildings in Group A and Group B are those with the highest combination of values and which are essential as cultural links with Kansas City's past. It is these buildings which this study initially identified as warranting further study. Group C buildings are of value as part of the local scene but not of sufficient merit to warrant further study by the LCRA. Buildings in Group D are those of the least value or those which are objec-

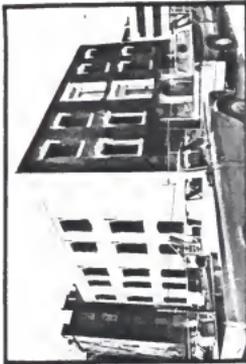
tionable to the character of the man-made environment.

The grade levels established for the categories of preservation value are:

Group A	8 to 13 points
Group B	6 to 7 points
Group C	4 to 5 points
Group D	0 to 3 points

SOURCE: Kansas City, Missouri, Land Clearance for Redevelopment Authority, Kansas City, Missouri: Historic Preservation Analysis, prepared by Johnson, Johnson and Roy (May 1973), pp. 46-49.

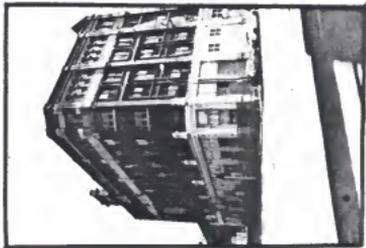
APPENDIX C
Photographs



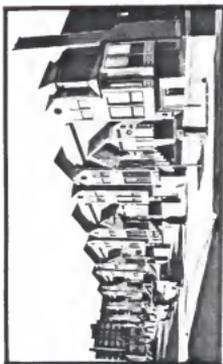
JOHNSTON LYKINS HOUSE
S W CORNER OF 12th ST &
WASHINGTON AVE



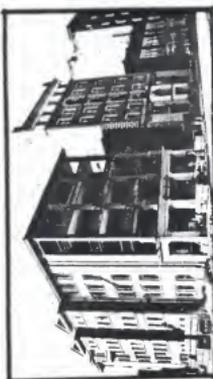
WEST SIDE OF PENNSYLVANIA AVE
FROM 12th ST TO 13th ST



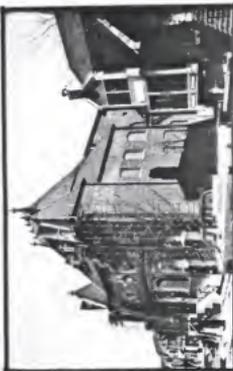
CORRIOVA HOTEL
S E CORNER OF
12th ST & PENNSYLVANIA AVE



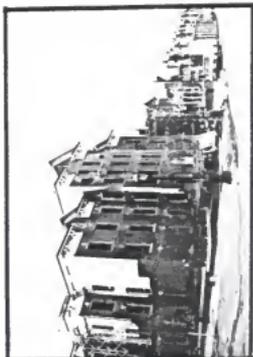
INFILL APARTMENTS ON 10th ST
FROM WASHINGTON AVE TO PENNSYLVANIA AVE



WEST BLOCKFACE ON BROADWAY
FROM 10th ST TO 11th ST



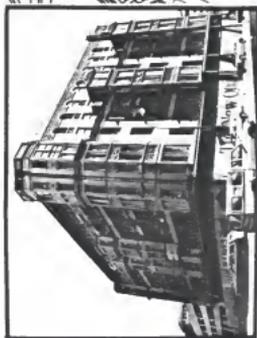
PROGRESS CLUB 1019--21 WASHINGTON AVE



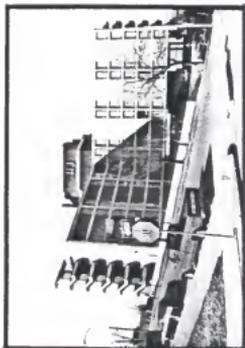
VIRGINIA HOTEL
1030 WASHINGTON AVE



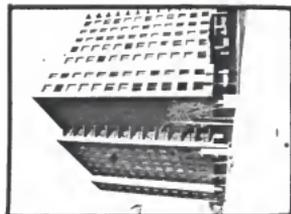
BLOSSOM INN
1032 PENNSYLVANIA AVE



COATES HOUSE HOTEL
S E CORNER OF
12TH ST & BROADWAY



THE CLIFF HOUSE
N W CORNER OF
7th ST & PENNSYLVANIA AVE



CATHEDRAL SQUARE TOWERS
N E CORNER OF
12th ST & WASHINGTON AVE

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URBAN PLANNING AND HISTORIC PRESERVATION
QUALITY HILL, KANSAS CITY, MISSOURI

by

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AN ABSTRACT OF A MASTER'S REPORT

submitted in partial fulfillment of the

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MASTER OF REGIONAL AND COMMUNITY PLANNING

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Abstract

URBAN PLANNING AND HISTORIC PRESERVATION QUALITY HILL, KANSAS CITY, MISSOURI

Donald A. Dietrich

Quality Hill was the first major prominent residential area to be developed in Kansas City, Missouri. This paper traces the urban planning activity from the city's early development period to the present and attempts to identify the influence the planning activity had on the preservation of this once prestigious neighborhood. Chapter 1 provides a historical overview of the early development of the area and identifies some of the key individuals and institutions involved in the process.

A chronological sequence of planning and development events are presented in Chapters 2 through 5. The activities of the organizations and individuals involved in the planning and preservation processes are described and the resultant influence these events had on the preservation of the Quality Hill Neighborhood is identified.

Conclusions on the relationships of these activities to the preservation process and their importance to Quality Hill are drawn in Chapter 6.