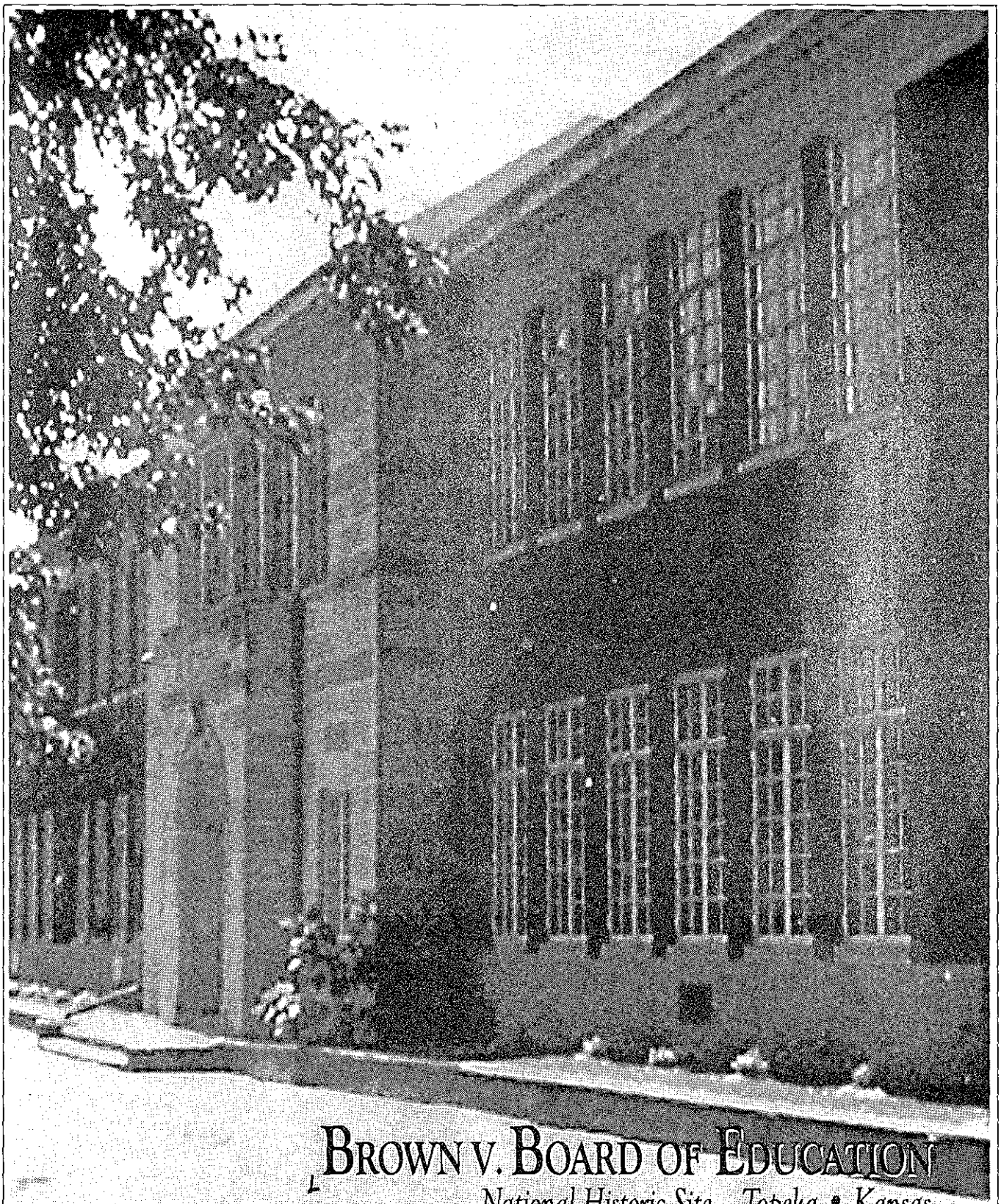
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BROWN V. BOARD OF EDUCATION

National Historic Site Topeka • Kansas

Cultural Landscape Guidelines

PLEASE RETURN TO:

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MIDWEST REGION
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IN REPLY REFER TO:

November 27, 2000

H1417 (CRSP-CR)

Memorandum

To: Manager, Denver Service Center
Attention: Technical Information Center/Division of Graphic Systems

From: Chief, Cultural Resources, Midwest Region

Subject: Cultural landscape reports

Attached for your information is one copy of the following three documents:

Fort Larned National Historic Site Cultural Landscape Report by Quinn Evans / Architects and Land and Community Associates for the National Park Service, August 1999.

Brown v. Board of Education National Historic Site Cultural Landscape Guidelines by Quinn Evans / Architects and Land and Community Associates for the National Park Service, June 2000.

Homestead National Monument of America Cultural Landscape Report by Quinn Evans / Architects and Land and Community Associates for the National Park Service, July 2000.

If you have any questions concerning these reports, please contact Historical Landscape Architect Sherda Williams of this Office at 402-221-3373.

Attachments 3

Brown v. Board of Education

National Historic Site • Topeka, Kansas

Midwest Regional Office
National Park Service
United States Department of the Interior
April, 2000

Cultural Landscape Guidelines

Quinn/Evans Architects
Ann Arbor, Michigan

Land and Community Associates
Charlottesville, Virginia

Recommended _____ Date: 05 June 00
Chief, Cultural Resources
Midwest Regional Office

Concurred _____ Date: June 8, 2000
Superintendent, Brown v. Board of Education
National Historic Site

Approved _____ Date: 6/9/00
Regional Director, Midwest Regional Office

Brown v. Board of Education
National Historic Site
Topeka, Kansas
Contract 443CX600094014/1443PX605097814

Prepared for
National Park Service
Midwest Regional Office
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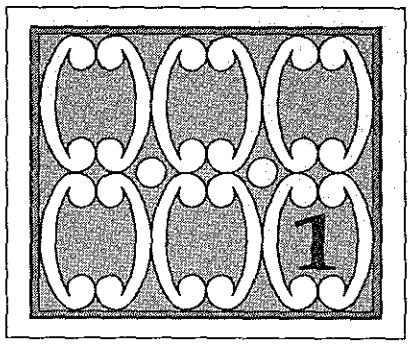
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ADMINISTRATIVE DATA

ADMINISTRATIVE DATA

The Brown v. Board of Education National Historic Site (NHS) is located in the City of Topeka, Shawnee County, Kansas, the capital city of the state of Kansas *(Exhibit 1)*. Located in northeastern Kansas, the NHS is comprised of the former Monroe Elementary School and its site *(Figure 1)* which are held by the U.S. Department of the Interior National Park Service (NPS) in federal fee simple ownership. The current setting of the Monroe School is a declining urban neighborhood with a mixed land use that includes a number of residences, light industry, small businesses, and vacant lots.

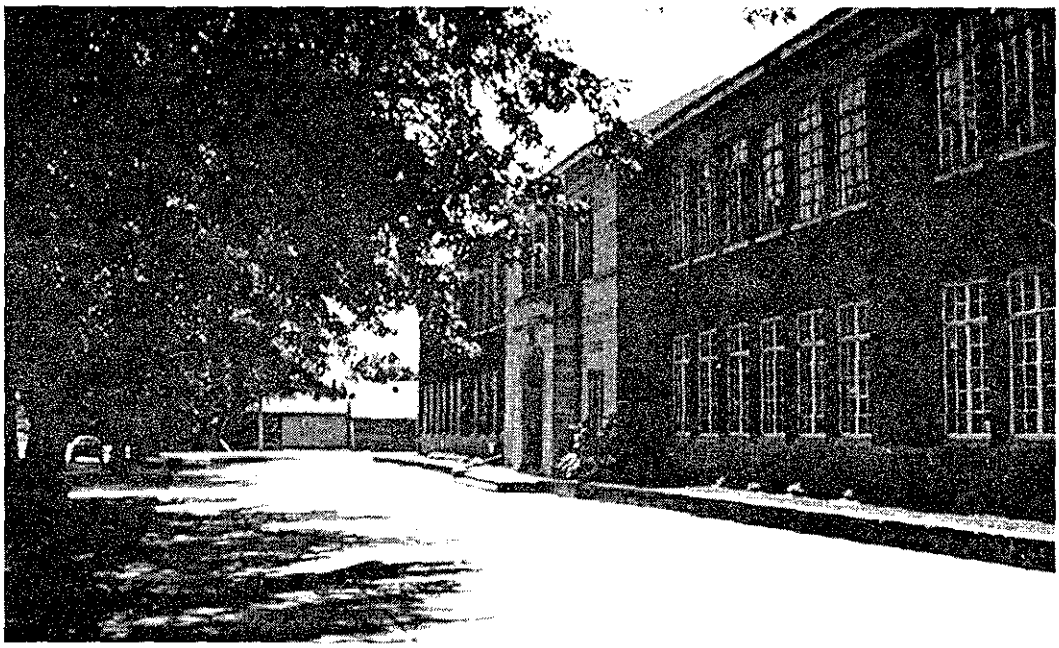


Figure 1. The Monroe School, Brown v. Board of Education National Historic Site, Topeka, Kansas. LCA, 1998.

The NHS is about seven blocks south of the Topeka downtown; Quincy Street, the westernmost street in the defined neighborhood, is one block east of Kansas Avenue, a major north-south corridor through Topeka. The NHS is located just south of the Topeka Central Business District (CBD) at the intersection of 15th and Monroe Streets. The site is accessible to motorists via nearby I-70. The project includes the areas bordering Quincy, 15th and 17th Streets; or approximately the block south of 15th Street from Quincy Street to the eastern end of Cushinberry Park; the block along Quincy Street; the block north of 17th Street from Quincy Street to the eastern end of Cushinberry Park; and Cushinberry Park *(Exhibit 2)*.

GOALS OF THE CULTURAL LANDSCAPE GUIDELINES

NPS intends to use these guidelines during interaction with representatives of the City of Topeka and private property owners to help preserve the general character of the Monroe School neighborhood. The design concept is based on a

vision of rehabilitation, adaptive use, and redevelopment within the NHS neighborhood. The guidelines, however, are not a proposed NPS neighborhood design. NPS expects to provide technical assistance to both the City of Topeka and individual property owners to meet the goals of preserving residential character and encouraging compatible neighborhood land uses. This assistance, however, is advisory with public adherence voluntary; there are no design or historic district regulations for the NHS neighborhood. All guidelines and plans, however, have been developed in accordance with established NPS policies for historic districts.

The goal of this project is to produce cultural landscape guidelines for the area adjacent to the Brown v. Board of Education National Historic Site (NHS). Preservation of the character of the neighborhood as it was in the 1950s will provide a geographic context and appropriate setting for the Monroe School. The guidelines describe the character-defining features that historically defined the neighborhood to inform and guide new compatible development.

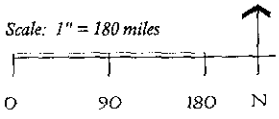
PROJECT BACKGROUND

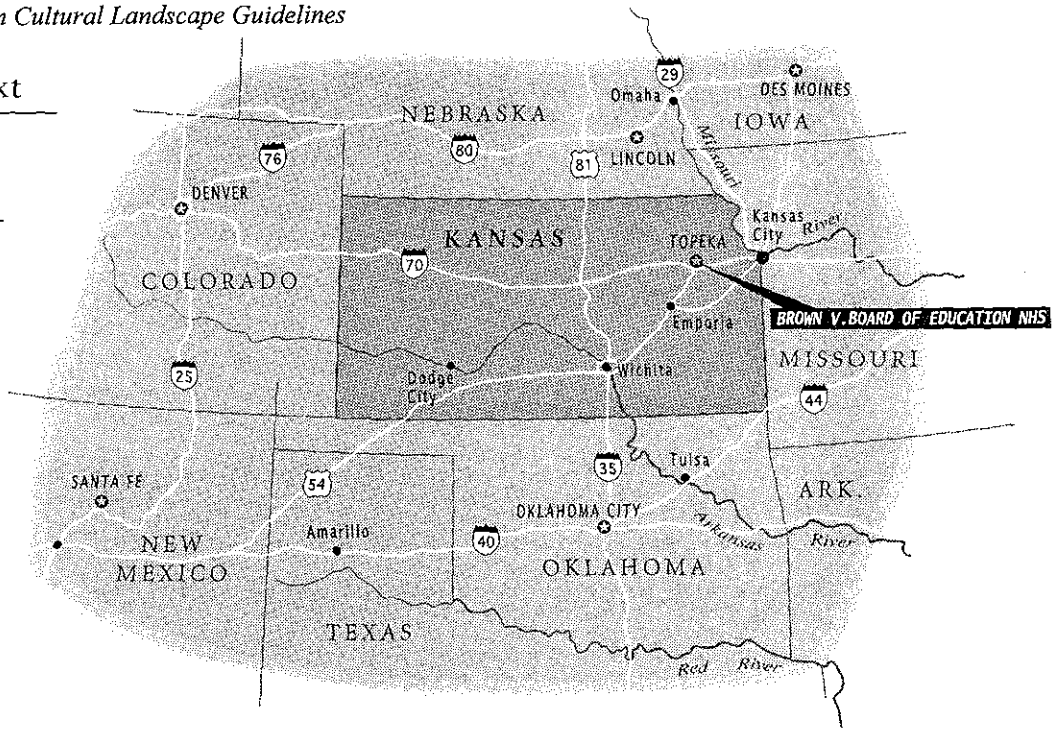
Prior to desegregation of the Topeka public elementary schools, Monroe School was one of four elementary schools attended by the city's black elementary school students. Linda Brown, the daughter of Oliver Brown, was a student at Monroe School. Oliver Brown was the first plaintiff listed when the Brown v. Board of Education case was filed with the U.S. Supreme Court in 1952. Another student Ruth Ann Scales, whose mother Vivian Scales was a plaintiff in the same case, also attended the Monroe School during the 1950–1951 school year and graduated from Monroe. These two students were the only children among the plaintiff families who had attended Monroe School. The children of the other plaintiffs were spread out among the other three segregated schools for the black elementary students of Topeka.

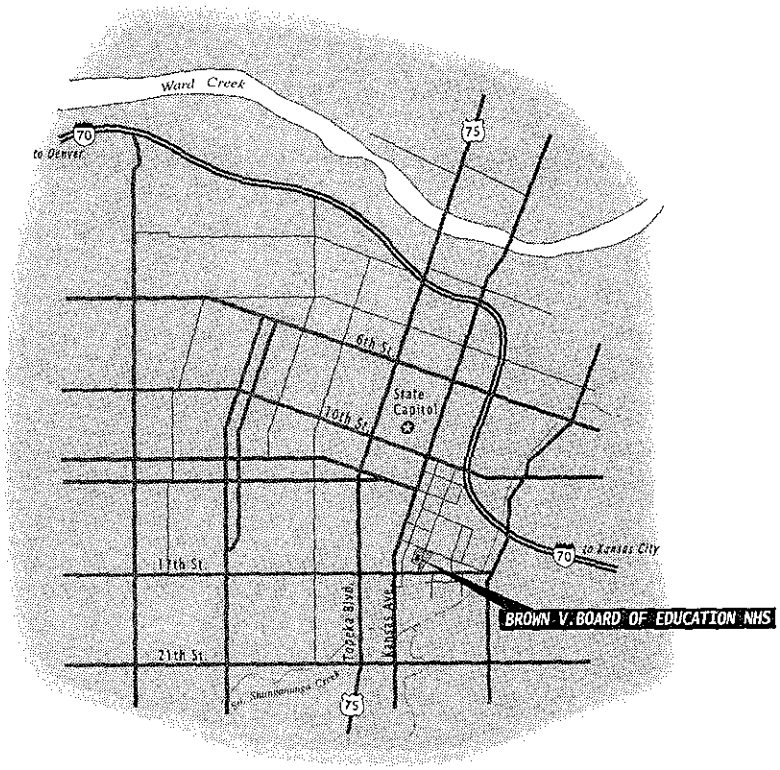
On May 17, 1954, in its landmark decision in the Brown v. Board of Education case, the Supreme Court reaffirmed equal protection under law by unanimously declaring "We conclude that in the field of public education the doctrine of 'Separate but Equal" has no place. Separate educational facilities are inherently unequal." This decision initiated mandatory public school desegregation in the United States and has been recognized as one of the major court decisions of the twentieth century. The decision was eagerly anticipated and well publicized as one that would bring major change to American schools.

The Monroe School was in operation as a public elementary school from 1926–1975; it closed at the end of the 1974–1975 academic year. In recent years, a new city school (currently a magnet school) was constructed one block north. During the 1950s, the Monroe School neighborhood was primarily residential, but there were a few small neighborhood businesses, a number of industrial uses clustered together to take advantage of rail access in the neighborhood, and a city

Regional Context







Site Location- Topeka, KS

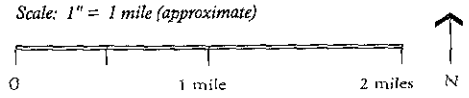


EXHIBIT 1

SITE CONTEXT AND LOCATION

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

LAND AND COMMUNITY ASSOCIATES

March 1999

462/20008

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park Euclid Park (renamed Cushinberry Park) east of the school. The City of Topeka sold the school property in 1980, and it was privately owned until 1992.

The Monroe School was listed as a National Historic Landmark in 1991 for its significance in American history. The Sumner Elementary School was listed as a landmark in 1987. The Sumner School was nearer the Brown residence than Monroe. Sumner was the school in which Oliver Brown attempted to enroll his daughter Linda as part of the NAACP plan for desegregation.

In 1990, the Brown Foundation began a two-year initiative to preserve the Monroe School. The foundation worked in concert with the Kansas congressional delegation, the Trust for Public Lands, and S/S Builders (then the owners of the property). The Brown v. Board of Education National Historic Site was authorized by Congress (Public Law 102-525) on October 26, 1992. NPS acquired the Monroe School property in the same year. The 1.85-acre NHS consists of the Monroe School building, the lot it occupies, and the open lot (ball field) just east of the school. The enabling legislation defines the purpose of the site:

> *... to preserve, protect, and interpret for the benefit and enjoyment of present and future generations, the places that contributed materially to the landmark U. S. Supreme Court decision that brought an end to segregation in public education;*
>
> *... to interpret the integral role of the Brown v. Board of Education case in the civil rights movement; and*
>
> *... to assist in the preservation and interpretation of related resources within the city of Topeka that further the understanding of the civil rights movement.*

The Monroe School is undergoing rehabilitation to be used as a visitor center/education center/administration building for the NHS. The neighborhood has undergone a gradual transition in the years following the Brown v. Board of Education decision. The area has evolved into a mixed residential/light industrial/commercial area; neighborhood residents seldom use the park today. The General Management Plan (GMP) for the NHS recognizes an NPS interest in and concern for the use and appearance of both the neighborhood and Cushinberry Park.

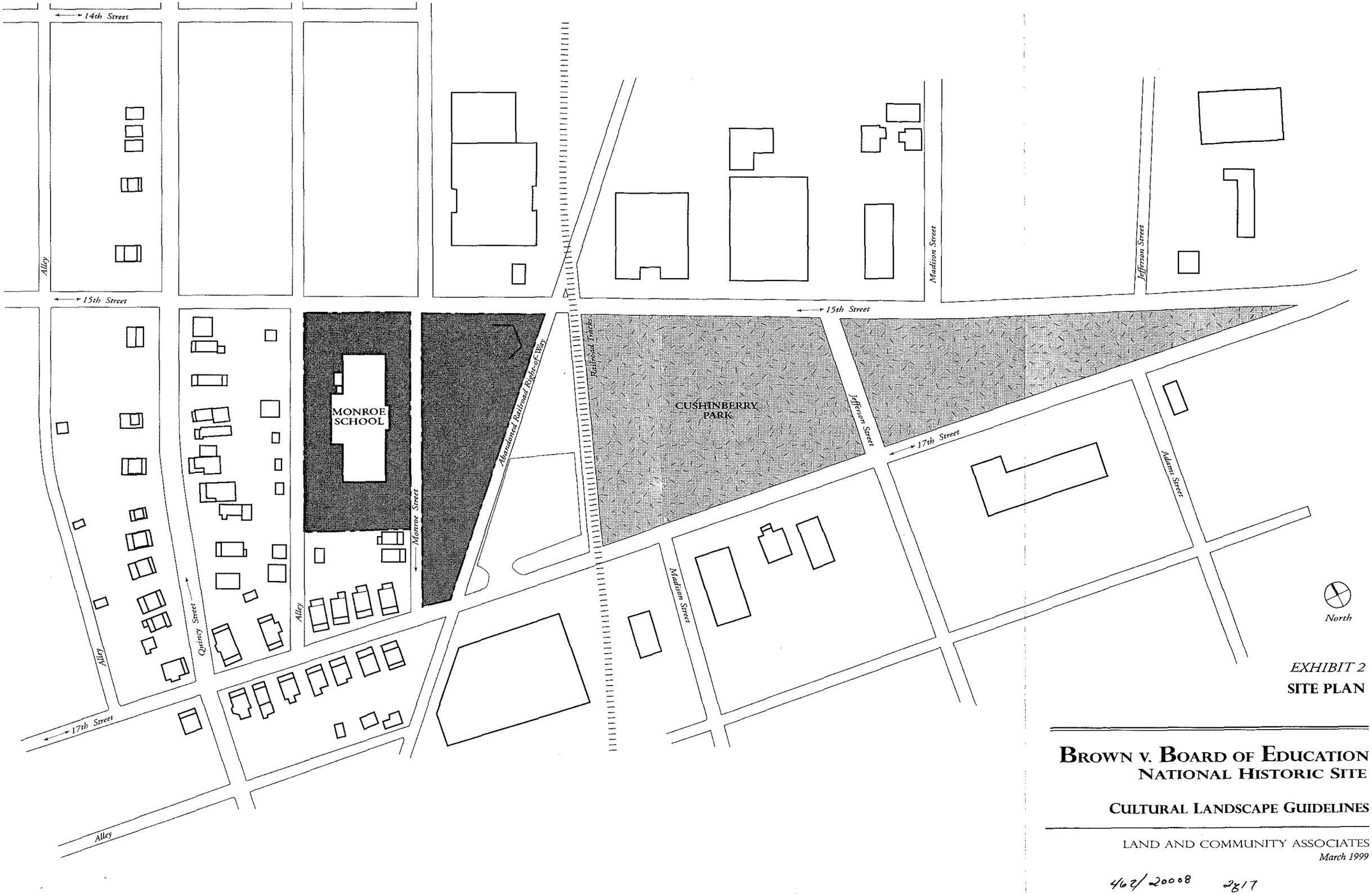


EXHIBIT 2

SITE PLAN

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

LAND AND COMMUNITY ASSOCIATES

March 1999

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SCOPE OF THE CULTURAL LANDSCAPE GUIDELINES

These cultural landscape guidelines developed by Land and Community Associates (LCA) of Charlottesville, Virginia and Ames, Iowa through a sub-contract with Quinn/Evans Architects (Q/EA) are intended to provide guidance to the National Park Service in interacting with groups and individuals involved in private and other public (non-NPS) sector development adjacent to the Brown v. Board of Education National Historic Site. The Monroe School is the subject of a separate Historic Structures Report (HSR) being prepared for NPS by Quinn/Evans Architects of Ann Arbor, Michigan. The staff of the NPS Midwest Regional Office previously conducted a Cultural Landscape Inventory documenting the Monroe School and its grounds. These guidelines do not directly address the NHS.

The 1996 *General Management Plan (GMP)/Development Concept Plan (DCP)/Interpretive and Visitor Experience Plan* states that NPS will provide technical assistance to the City of Topeka to retain the residential character of the neighborhood, ensure compatible uses, and improve Cushinberry Park. A management concern identified in the GMP is the potential for the complete loss of the neighborhood context of the Monroe School through neglect and demolition. Although the NHS neighborhood is located near downtown Topeka and the state capitol area, it is not considered particularly desirable for either residential or commercial uses at the present time.

LCA commenced work on the Cultural Landscape Guidelines (CLG) in November 1997. The scope of work called for development of cultural landscape guidelines designed to inform and guide decisions concerning preservation, planning, design, and new construction in the neighborhood immediately adjacent to the NHS. The scope of work called for LCA to become familiar with the project goals, background, location, and history of the project area and to produce a three-chapter design guideline document.

The guidelines have been divided into three chapters. *Chapter 1 Administrative Data* describes the project scope, location, and methodology used. *Chapter 2 Character-Defining Features of the Neighborhood* addresses the various historic features and components of the NHS neighborhood during the period of significance, 1950–1955, and their integrity today. These features and components include the spatial organization, land use patterns, circulation patterns, scale, buildings and structures, vegetation, and other character-defining qualities of the neighborhood. *Chapter 3 Design Guidelines* includes guidelines and a preliminary design/development concept plan based on preserving, enhancing, and in some cases replacing the existing character of the neighborhood.

METHODOLOGY AND PROJECT STAFF

The methodology used for this CLR has been based on a multidisciplinary approach that combined documentary, map, onsite landscape analysis, oral interviews, and other research with field investigations. Existing conditions have been compared with those known to have been present during the period of significance. In some instances where there has been scant available historic documentation concerning the 1950–1955 period, informed evaluations have been presented regarding the probable physical character or use of an area during the period of significance. Such evaluations have been made using both extant visual clues and professional knowledge of design, construction, and land use practices believed to have been represented during the period of significance.

The guidelines address the neighborhood from both an interpretive and a resource standpoint and take into account local goals for neighborhood revitalization in keeping with current NPS plans to regard the neighborhood as a complementary element of the the actual NHS site.

The LCA team has met with NHS staff to gain insight regarding the site and to generate specific questions to direct subsequent research and fieldwork as well as development of both the narrative and illustrative guidelines. Tyrone Brandyburg of the NHS directed the initial efforts to make appropriate contacts with officials and staff of the City of Topeka. As a result, the team has interviewed representatives of the City of Topeka Department of Parks and Recreation, Department of Engineering, the Office of the Mayor, and other public and private sector representatives involved in planning current downtown development and revitalization projects related to the NHS neighborhood. Historical research commenced with collections located at the Kansas Historical Society in Topeka and the University of Kansas. Deborah Dandridge and Kristin Eschelman of the University of Kansas Kenneth Spencer Reseach Library have been knowledgeable and helpful concerning the various collections donated to and collected by the library and provided names of potential contacts. Cheryl Brown Henderson of the Brown Foundation for Educational Equity, Excellence, and Research was helpful in identifying former residents who were knowledgeable about the neighborhood and school. Few people who lived in the neighborhood during the early 1950s have been able to remember details about the character of the landscape; similarly only a few photographs of that time period have been located to date. Attempts also were made to contact former residents and students who had provided historical information used in the Cultural Landscape Inventory (CLI). One individual has died since that time and others have moved. At this point, an oral history has proved more successful than requests for photographs. Two former residents who agreed to look through family photographs have been unable to provide images that reveal information about the landscape.

At the request of LCA, Richard Brau of *Life* Picture Sales researched the *Life* photographic collection for photographs related to both Brown v. Board of Education and Topeka, Kansas. This search did not identify additional photographs of the neighborhood surrounding the Monroe School. In addition, Brau contacted Carl Iwasaki, the photographer of the 1953 photograph of Linda Brown in front of the Monroe School to inquire if Iwasaki had taken additional photographs that were not in the *Life* archive. Iwasaki recalled that he had not taken any photographs of the neighborhood. While there is good historic photographic coverage of the Monroe School and its immediate environs, only scant photographic documentation of the neighborhood has been found to date. Aerial photography from the period is available and has been of some use in determining historic character. Interviews with former residents and students conducted for this project and the previous Cultural Landscape Inventory conducted by NPS, however, have been helpful in describing neighborhood character. Both Sanborn maps and aerial photographs from the period and years immediately preceding and following 1950–1955, however, have been more helpful than personal photographs in identifying cultural landscape character and features for the period of significance.

The Collection of the NAACP Legal Defense Fund located at the Library of Congress is a closed collection and was not available for research. Telephone queries determined that there was little likelihood of photographs in the collections of the Still Picture Branch of the National Archives and Records Administration in College Park, Maryland.

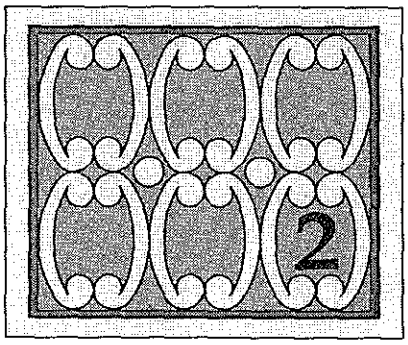
LCA project staff involved in development and production of the Guidelines has included J. Timothy Keller, FASLA, historical landscape architect; Genevieve Keller, cultural landscape specialist and preservation planner; Frederick Schneider, historical architect and urban designer; Matthew Tucker, cultural landscape specialist, Ann Wanner, editor and research assistant, and Christopher Reed, document layout and image handling.

Summary of Guidelines and Concept Plan

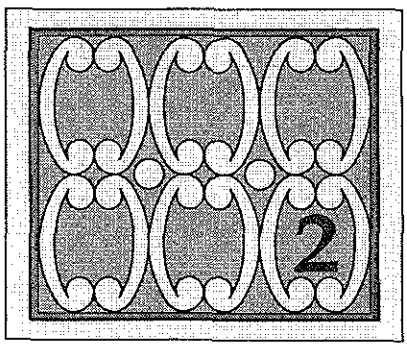
The design guidelines are based on retention of the mixed residential, commercial, and industrial use of the NHS neighborhood to evoke the spirit of the 1950–1955 period of significance. The guidelines provide guidance for rehabilitation of cultural landscape features from the period of significance and for development of new features that will provide visitors with physical amenity and goods and services that will enhance their visit to the NHS and its neighborhood. The guidelines are not intended to restore the neighborhood to its 1950–1955 appearance, but they are intended to encourage retention of the features and qualities that were present during that period.

The design/development concept plan presented in these guidelines is based on a recommended NHS neighborhood treatment approach of rehabilitation to

support recommendations of the GMP. This concept includes using the 15th Street corridor as the major east-west entrance to the site and developing a visitor reception/parking area on vacant land north of the NHS. It also includes recommendations for rehabilitation of residential structures from the period of significance and infill residential development that would be compatible with the traditional design character of the neighborhood. It also calls for consideration of adaptive reuse of existing commercial/industrial structures to meet visitor needs for goods and services. The concept plan is also based on a rehabilitation of Cushinberry Park in the spirit of its 1922 landscape plan (as revised in 1940) to provide a central amenity area within the NHS neighborhood. A final recommendation includes consideration of the feasibility of redeveloping the eastern end of the neighborhood for hotel/restaurant uses to provide an eastern anchor for the neighborhood and to take advantage of this location's convenient access to a major vehicular approach to the NHS.



CHARACTER-DEFINING FEATURES



CHARACTER-DEFINING FEATURES

CHARACTER DEFINING FEATURES

INTRODUCTION

The Brown v. Board of Education National Historic Site (NHS) is located in a mixed-use neighborhood south of the Topeka Central Business District (CBD). This neighborhood is defined as the area contiguous with the traditional visual and geographic boundaries of the Monroe School *(Figure 1),* which is located at the intersection of 15th and Monroe Streets. An urban neighborhood with little natural physiography evident, the NHS is located in a relatively low-lying area near the south branch of the Shunganunga Creek, which is several blocks east. The neighborhood surrounding the school has been in decline in recent years. Residential uses have been decreasing, and there are vacant buildings as well as vacant land in the NHS neighborhood. The Kansas State Capitol is visible from the NHS and the adjacent neighborhood.

The neighborhood extends north encompassing the buildings and land parcels that front on 15th Street; south to encompass the buildings and land parcels that face 17th Street; east to include the land including and between the abandoned railroad right of way and Cushinberry Park; and west to include all land and buildings, structures, and objects that are located between Quincy Street and the Monroe School and visible from the school interior and the alley west of the school *(Exhibit 2).* The area also includes all the buildings and land parcels adjacent to Monroe Street within the area defined above.

The GMP has identified two primary access routes to the NHS 1) the Adams Street/Branner Trafficway exit off I-70, south to 15th Street, and west past Cushinberry Park to the NHS (this is the most direct route from I-70) and 2) the 10th Street exit from I-70 west through the Topeka Central Business District and south on Kansas Avenue to 15th Street to the NHS.

OVERVIEW OF NEIGHBORHOOD DEVELOPMENT, 1856–1949

The NHS Neighborhood has been associated with the African-American history of Topeka since its earliest development. A number of African Americans settled in the area during its initial development when John Ritchie, one of the early settlers of Kansas and an early land speculator and developer, began to subdivide and sell lots in the vicinity. In 1856, John Ritchie registered the area including the present NHS site as part of a 160-acre claim that he had purchased from Jacob Chase, one of the nine founders of Topeka. Ritchie, who farmed the land, was a free-soil proponent and abolitionist who sold many of the small lots he created to African-Americans in the 1860s. In 1867, Ritchie, who opposed annexation of this area into the City of Topeka, was instrumental in having his

land and that of other owners in the area, incorporated as a third class city known as South Topeka.[1]

As early as 1868, lots on Monroe Street were purchased as a school site for black children. Until the school could be built in 1874, it appears that the Board of Education rented a nearby house to use as a school.[2] The location of that school north of the present NHS site at the southwest corner of Monroe and 15th Streets is visible on an 1889 Sanborn map.[3] Although the neighborhood surrounding the school was primarily residential, neighborhood character and development were also influenced by the Atchison, Topeka & Santa Fe, Kansas, Nebraska & Dakota, and Missouri Pacific railroads that were routed through the area. The Missouri Pacific developed both a freight depot and a passenger depot just northeast of the current NHS neighborhood study area, and other railroad-related and industrial uses began to be located in the vicinity of the tracks. In addition, small neighborhood establishments, general merchandise and grocery stores developed in a manner that was similar in scale to residential construction although commercial setbacks varied from those of residences.[4]

Reproductions of historic maps occur at the end of this chapter to facilitate comparisons between and among different time-periods

The NHS neighborhood was part of an area that had already been developed as a series of streets and blocks by the early 1880s. It is depicted with most of the area delineated in blocks on the part of the Needham's Pocket Map of the *City of Topeka and Suburbs*, c. 1882 *(Map 1)*. Although the area was divided into blocks, it is not likely that it was highly developed. The 1889 Sanborn Map, which includes the school and the area closest to it, shows several undeveloped lots in the school vicinity *(Map 2)*.[5] Located on the outskirts of greater Topeka and sometimes known as "Mudtown," the community that developed on Ritchie's land was probably rural in character and lacking in such civic amenities as paved streets and sidewalks.[6]

Needham's map shows the entire area west of the railroad divided into blocks while the depiction of the area east of the tracks appears to suggest that it still represented a more dispersed and irregular layout indicative perhaps of less intensive development. Even the eastern area, however, would not have been completely developed with structures on each lot of the designated blocks.[7] This

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[1] Fitzgerald, Daniel, ed. *John Ritchie: Portrait of an Uncommon Man*. Topeka, Kansas: Shawnee County Historical Society, Bulletin No. 68, 1976.

[2] U. S. Department of the Interior, National Park Service Midwest Region, "Cultural Landscapes Inventory (CLI) Level II & Determination of Eligibility for Brown v. Board of Education National Historic Site, Topeka, Kansas," (hereinafter referred to as CLI), July 1995, p. 8.

[3] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 14, 1889.

[4] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 34, 1896.

[5] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 14, 1889.

[6] Rachel Franklin Weekley, *"A Strong Pull, and a Pull Altogether," Topeka's Contribution to the Campaign for School Desegregation, Historic Resource Study, Brown v. Board of Education National Historic Site, Topeka, Kansas*, 1999, (hereinafter referred to as Franklin Weekley).

[7] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 14, 1889.

pattern has persisted somewhat to the present with the more dense development west of the railroad and a substantial amount of open space occupying land east of the railroad. The rectangular blocks were organized on an urban grid pattern with a 20 foot alley running north-south to provide access to the interior of each block, and effectively dividing each block into two sections.[8]

John Ritchie's death in 1887 ended objection to annexing South Topeka into the City of Topeka. The area including the NHS neighborhood was added to the City of Topeka as Ritchie's Addition in 1889.[9] The Sanborn map for 1889 still refers to the area as the "Ritchie Tract" *(Map 2).*

The limited documentation available for the late nineteenth century indicates that the dwellings occupying the lots closest to the school were generally of wooden construction. Houses were one- to two-stories in height, and developed on linear lots (typically 25' wide and 150' long) oriented toward dedicated streets. However, not all lots were developed at the same time.[10] Many residential lots were developed with wooden stables or sheds in the rear yards. It is assumed that the neighborhood had a somewhat rural character during the late nineteenth century with many residents developing small gardens.[11] The 1896 Sanborn Map shows the J. E. Rodman Greenhouse located just southwest of the NHS neighborhood on Kansas Avenue between 17th and 18th Streets.[12] It is possible that this proximity to the greenhouse may have had some influence on plant availability for neighborhood residents but no information is available about the types of vegetation associated with the residential landscape of the neighborhood during the late nineteenth century.

Although a number of houses had been built in the neighborhood by 1896, there were still a number of undeveloped residential lots *(Map 3).* Sanborn coverage for this period extends north to 13th Street and west to Kansas Avenue but ends three blocks south of the Monroe School and only one-half block east beyond Monroe Street. Much of the west side of Quincy Street between 13th and 14th Streets was undeveloped as was Kansas Avenue, giving some indication of how sparse development was in this area in the late nineteenth century. An industrial use, Merchants Transfer & Storage Company, occupied the northwest corner of Quincy and 13th Street. Development south of the storage company consisted of mostly small, one-story dwellings, which were probably quite modest. A two-story store occupied the northeast corner of 13th and Quincy Streets, but the southeast corner of this block was undeveloped. The interior of the east side of Quincy Street appears to have been mixed: with one- and one-and-

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[8] *Ritchie's Addition to the City of Topeka (hereinafter referred to as Ritchie's Addition), Shawnee County Register of Deeds. Topeka, Kansas, January 1888.*

[9] Ritchie's Addition.

[10] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 14, 1889.

[11] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc., Southport, Connecticut. Sheet 14, 1889.

[12] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 61, 1896.

a-half-story dwellings, a one-story cobbler shop, and a long, narrow two-story building identified as a store and "tenement" and depicted on the 1896 Sanborn map as having an exterior stair on the north side.[13]

The 1896 Sanborn map indicates that Quincy Street between 14th and 15th Streets was not completely developed either. The northwest corner was depicted as a block of four attached dwellings described as "Negro tenements." The tenement block was built tight to the street with no setback. There were three vacant lots south of the tenements on the west side. Four of the next five lots to the south were developed with one- and one-and-a-half-story dwellings. The seven southernmost lots on the west side, however, had not yet been developed. The east side of Quincy Street was more developed with a store on each corner and seven houses on the sixteen lots laid out between the two stores. Only one house was two-stories tall; the others were one- and one-and-a-half-story dwellings. The block occupied by the Monroe School exhibited a similar development character with small, primarily one- and one-and-a-half-story houses occupying lots near the school. Monroe Street north of the school, however, was sparsely developed with only three dwellings depicted on this block on the 1896 Sanborn map. That block located opposite the Missouri Pacific Railroad Grounds may not have been particularly desirable for residential use. It appears that the area east of the current NHS remained largely undeveloped through the last decade of the nineteenth century and the first decade of the twentieth century. A 1903 map of Topeka varies little in its treatment of this area from the ca. 1882 map of the city although other areas of the city appear to have developed *(Map 4)*.[14]

By 1913 when the Sanborn maps were updated, additional residential development had occurred. Most of this development survived through the period of significance. Apparently this part of Topeka experienced considerable growth and development between 1896 and 1913. Kansas Avenue just west of the designated NHS neighborhood was much more developed than it had been in 1913 *(Map 5)*. Within the neighborhood, new dwellings had been built on the west side of Quincy Street between 14th and 15th Streets. A larger store had replaced a smaller store on the southeast corner of 14th and Quincy Streets, and two attached dwellings had been removed from the northwest corner of 15th and Quincy Streets *(Map 6)*. In 1913, the east side of Monroe Street between 13th and 14th Streets was almost completely filled with dwellings developed on former railroad grounds. Only one new dwelling was built on the west side of Monroe Street between 14th and 15th Streets. A store had been built on the southwest corner of Quincy and 15th Streets and the rest of the block south to 17th Street was being developed with houses although there were still a number of undeveloped lots on the west side and six vacant lots on the east side. 17th Street, which was still known as Euclid Avenue in 1913, was completely developed with

[13] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 34, 1896.

[14] J. J. Jewett, *Map of Topeka, 1903*, University of Kansas Libraries, Lawrence, Kansas.

dwellings from Kansas Avenue south to the railroad tracks. The Topeka Bridge and Iron Works and the Road Supply and Metal Company, a manufacturer of corrugated iron sewer pipes, were located on the east side of Monroe Street between 14th and 15th Streets. Apparently there were no commercial uses on 15th Street on the northeast corner of the Monroe and 15th Streets intersection. There were, however, four frame dwellings fronting on 15th Street at the northwest corner of Madison and 15th Streets *(Map 7).*[15]

The second decade of the twentieth century brought civic improvements to the Monroe School neighborhood. City records indicate that paving plans were being developed for streets in this neighborhood with brick paving for portions of 15th and 17th Streets and asphaltic concrete for Monroe Street.[16] By this time, the neighborhood had acquired much of the character that it would exhibit during the 1950–1954 period of significance when neighborhood streets remained paved with either brick or asphalt.

During the second decade of the twentieth century, the City of Topeka acquired land east of Monroe Street for use as a city-owned park. A deed from 1917 documents transferring the land for Euclid Park from Hale and Anna M. Ritchie to the City of Topeka for $800 following an act of condemnation.[17] The first known landscape plan for the park, then known as Euclid Park, was developed in 1922.[18] The plan included three tennis courts in the triangle of land between the two sets of railroad tracks *(Figure 10).* A former Monroe School student and neighborhood resident recalled in an interview for the CLI that the triangle of land opposite Monroe School was already in use as a baseball diamond by this time.[19] Through the 1920s, the Board of Education purchased other lots south of the school to provide additional playground space for the Monroe School.

In 1926, the Board of Education continued its expansion in the Monroe School neighborhood with the purchase of land to construct a replacement Monroe School south of the nineteenth-century school and an enlarged playground. The new school was completed in 1927 and the old school demolished at that time. The new Monroe School, which is the existing NHS structure, was designed to occupy the center of its lot and present its primary facade and entrance to Monroe Street. Landscape improvements such as the installation of new concrete

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[15] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. 1913.

[16] Paving Proposals, City of Topeka, Files of the Engineering Division, Topeka, Kansas. Asphaltic concrete is a concrete mixture that probably included a binder such as portland cement and asphalt as the aggregate material. The mixture of asphalt and concrete would have been mixed, laid on the street surface, and then rolled to create a finished driving surface.

[17] A copy of the deed was located in City of Topeka Department of Parks files.

[18] See *II. Character-Defining Features of the NHS Neighborhood, 1950–1955,* below for a description of the plan for the portion of the park now known as Cushinberry Park.

[19] CLI, p. 9.

sidewalks near the school and the planting of a substantial number of elms on the school property occurred in conjunction with the construction of the new school.[20]

Commercial/industrial development related to the availability of rail access continued in the school vicinity through the early twentieth century. In 1931, the Fleming-Wilson Mercantile Company Wholesale Fruit and Grocers built a large brick warehouse on 17th Street near the school and between the two sets of railroad tracks; the warehouse was enlarged in 1938.[21] As truck traffic increased, the warehouse was not necessarily a compatible neighbor for the school, which used the open fields on Monroe Street as playing fields. In 1934, the Board of Education officially acquired the triangular strip of land east of the school and opposite it on Monroe Street that it had been using as a ball field and space for other games and outdoor play. This acquisition marked the culmination of efforts that had been ongoing since the nineteenth century to enlarge the Monroe School property. The field continued to be used for physical education, track, and games such as crack-the-whip as well as for baseball and softball.[22]

The lack of Sanborn map coverage between 1913 and 1950 hinders an understanding of construction during those decades. From 1913 through 1950, houses continued to be built on the lots laid out as part of Ritchie's Addition. Of course, this period included three distinct periods in which there was little building nationally, and it is believed that Topeka would have been no exception. In the United States, few houses were built in 1918 during the nationwide influenza epidemic, during the Great Depression of the 1930s, or during World War II. It is likely that the majority of residences built in the neighborhood between 1913 and 1950 would have been built in the 1920s, a period of national prosperity. This assumption is consistent with the architectural character of the structures that appear to have been built in that period.

[20] Monroe Elementary School Files, Topeka Public Schools, Unified School District 501, Administrative Headquarters, Topeka, Kansas.

[21] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut, 1950. The map for this year gives the construction dates as 1931 and 1938.

[22] CLI, p. 13.

CHARACTER-DEFINING FEATURES, 1950–1955

The neighborhood that surrounded the Monroe School during the 1950–1955 period of significance represented the evolution of the area from its initial subdivision by John Ritchie through the changes of the post-World War II era. In many ways, the physical neighborhood character had not changed significantly from the previous decades. Much of the development pattern described above endured through the 1950s and is present to some degree today in many parts of the neighborhood. Most of the changes that occurred during the 1950–1955 period were incremental changes, changes that would have been largely undocumented as neighborhood residents made alterations to their houses and yards. In fact, there is very little discernible change apparent when comparing Sanborn maps for 1950 at the beginning of the period of significance and those for 1954–1955 at the end of the period *(Maps 9–14)*.[23]

The following characteristics have been adapted from *National Register Bulletin 30, Guidelines for Evaluating and Documenting Rural Historic Landscapes* as the characteristics most applicable in defining and analyzing the character of the NHS neighborhood for the period 1950–1955.[24]

Land Uses and Activities

Sanborn maps depicting portions of the NHS neighborhood between 1886 and the 1990s document the growth and development of the NHS over time. Some of this growth occurred in the period between 1913 and 1950—a significant thirty-seven year gap in Sanborn map coverage—although the character of much of the NHS neighborhood had already begun to develop by 1913. These four decades saw the transition of the neighborhood from a sparsely developed, almost rural community with unpaved streets and with modest railroad-related commercial and industrial development to a more modern urban neighborhood with most of its dedicated lots developed, city streets, a new school, a landscaped city park, and well-established commercial/industrial uses that developed to take advantage of railroad access.

Throughout the entire period from 1950–1955, the Monroe School remained in operation as a segregated school serving African-American elementary students, and was a focal point of the neighborhood and the African-American community of Topeka. One of these students was Linda Brown, whose name would become synonymous with the 1954 landmark Supreme Court decision that would focus the eyes of the nation on Topeka, Kansas.

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[23] For a more complete view of the NHS neighborhood area, the 1954 and 1955 Sanborn Fire Insurance Maps of Topeka must be used together.

[24] This bulletin includes a detailed description of landscape characteristics that are often used in documenting and evaluating both urban and rural historic landscapes.

During the 1950s, the school vicinity remained a mixed-use neighborhood. It was primarily residential but commercial/industrial uses were clustered near the railroad lines and along 15th and 17th Streets near the Monroe School. It is likely that these smaller businesses served not only the residents and school population but also visitors attending the social and athletic events associated with Monroe School and its facilities. A small restaurant, known as Laura's Coffee Shop, operated at the northwest corner of Monroe and 15th Streets *(Figures 2, 3, and 4)*. Former students and residents have readily recalled the proprietor Laura Jackson Moultry as memorable for selling chili and candy and for sitting outside and fanning herself on hot days.[25] Part of the establishment was used as a rooming house as well. There was a "filling station" with two pumps midblock near Laura's Coffee Shop. There was a grocery store on the northeast corner of 15th and Monroe Streets in the area where the plumbing supply has expanded since that time.[26] Called the Party Shack during the 1950s, the establishment sold snacks as well as grocery and general merchandise items and later became a tavern. It is likely that there were residential uses as well since the 1954 Sanborn map depicts the structure as a two-story dwelling with a one-story porch facing Monroe Street.[27] There were also two neighborhood stores farther east on 15th Street at the northwest corners of Madison and Jefferson Streets.[28]

A report on the condition of the Monroe School for the 1957–1958 school year described the school as located "one block east of an industrial and warehouse area. Railroad tracks run adjacent to the athletic field on the east side. The noise, smoke, and odors are unpleasant and distracting. ... There are a few nearby business establishments with undesirable atmosphere."[29] This description just as aptly applies to the area nearest the school during the period of significance. Although remembered fondly by former students, some of the small businesses located near the school may have had an unsavory reputation.[30]

Major commercial/industrial uses in the neighborhood apart from small neighborhood establishments included the handsome, two-story brick, Armco Drainage and Metal Products Inc. (a metal culvert factory located on 15th Street east of the ATSF tracks), the Long Bell Lumber Company (immediately east of the culvert factory), and a planing mill east of the lumber company, as well as the Fleming-Wilson Mercantile Company Wholesale Fruit and Grocers brick building on 17th Street near the school and between the two sets of railroad tracks.[31] Former students remember that there was considerable traffic associated with this

[25] Laura Jackson Moultry is mentioned in almost all written and oral accounts of this period.
[26] Sanborn Fire Insurance Maps of Topeka record the transition of this area and the expansion of the plumbing supply.
[27] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 305, 1954.
[28] The Sanborn Library, LLC; Environmental Data Resources, Inc. Sheet 305, July, 1954.
[29] Monroe Elementary School File, Topeka Public Schools, Unified School District 501, Administrative Headquarters, Topeka, Kansas.
[30] CLI, p. 23. The CLI cites "oral testimony" as suggesting that illegal activities may have occurred on the property at times between the late 1940s and the 1970s.
[31] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet, 305, 1954; Sheet 70, 1954; and Sheet 102, 1955.

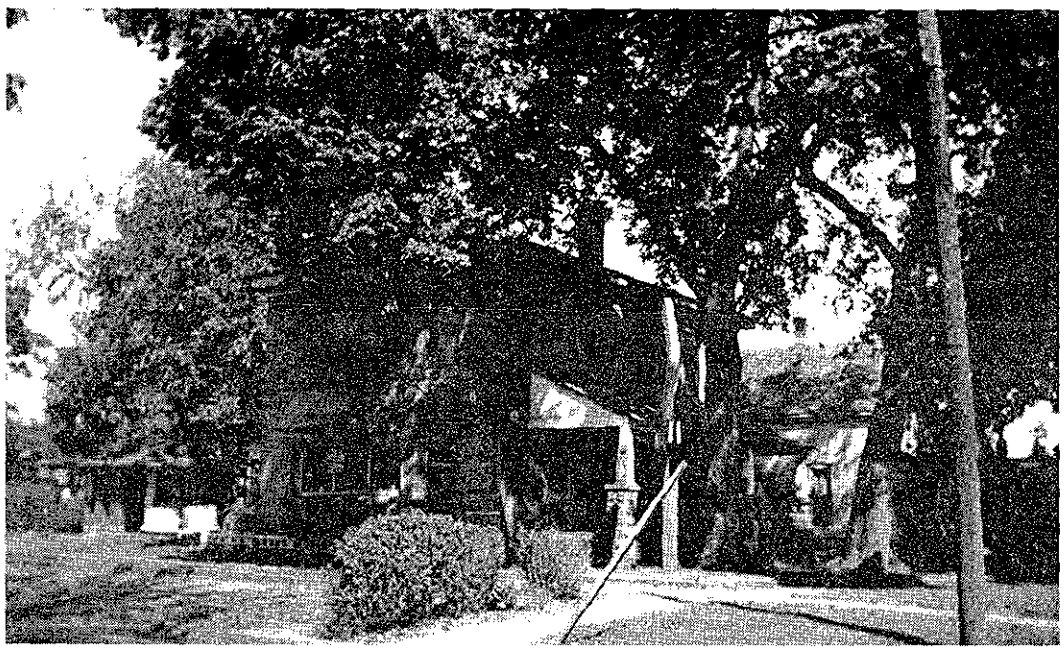


Figure 2.
Laura's Coffee Shop (1947), corner of 15th and Monroe Streets, was a neighborhood landmark.
Mildred P. Reid Collection, Kansas Collection, University of Kansas Libraries.

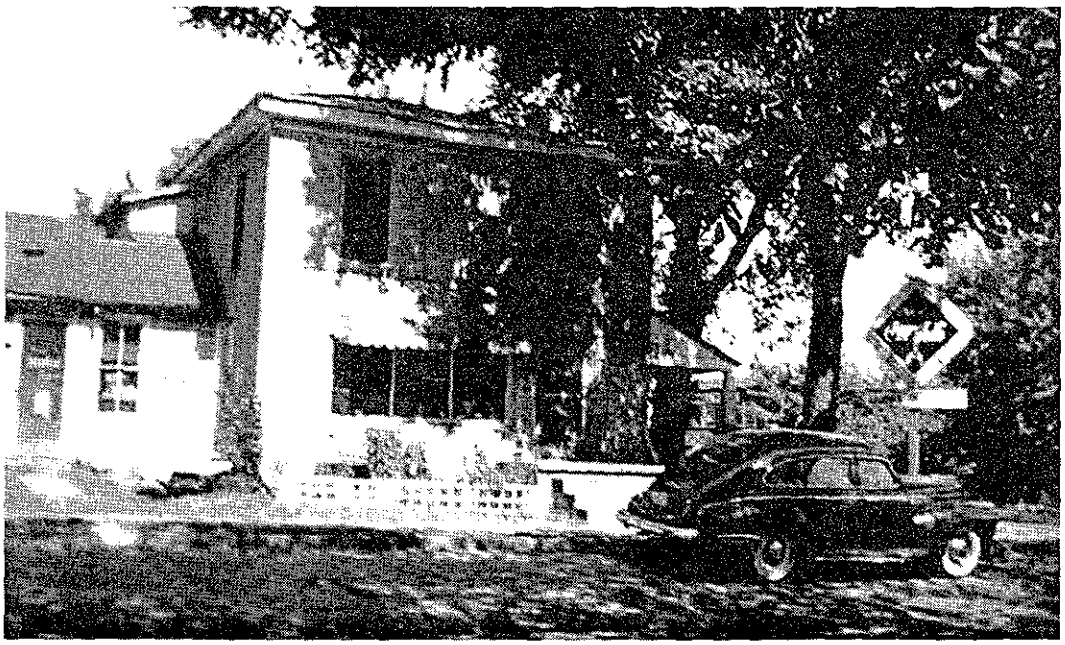


Figure 3.
Laura's Coffee Shop, 15th Street elevation and Coca Cola sign, ca. 1947.
Mildred P.Reid Collection, Kansas Collection, University of Kansas Libraries.



Figure 4.
Laura's Coffee Shop with rear mobile unit and Coca Cola sign, ca. 1947. Mildred P. Reid Collection. Kansas Collection, University of Kansas Libraries.



Figure 5.
Laura Jackson Moultry (left) and her sister Katie Jackson James at the counter of Laura's Coffee Shop, 1947. Laura Jackson Moultry was well-known for selling chili and candy. Mildred P. Reid Collection. Kansas Collection, University of Kansas Libraries.

warehouse. Apparently, there was a "steady stream of truck traffic" to and from the warehouse. The traffic appears to have been heavy enough to have deterred the Monroe School students from using the southern part of the playing field because trucks often parked on Monroe Street while stopped at the warehouse.[32]

The wholesale plumbing supply company that now occupies the entire northeast corner of Monroe Street at the 15th Street intersection occupied only the fourth lot east of the intersection during this period.[33] Monroe Street north of the plumbing supply lot to 14th Street was entirely industrial in character during this period. North of the plumbing supply were another planing mill, a coal yard, and a sheet metal establishment. East of these businesses and across the tracks, but accessible by automobile from 15th Street on a pipestem lot, was a petroleum company. The 1950 Sanborn map identified the company as the Berry Oil Company but by 1955, it had become the Philips Petroleum Company complex. The complex in 1955 consisted of several gas and oil tanks as well as three structures, one of which was an office which had been built after 1950, and another an oil truck garage.[34]

With the exception of the areas closest to the school and the railroad, however, the neighborhood was mostly residential. Former residents and students interviewed for this project as well as for the CLI all recalled that the area was much more residential in character during the period of significance. Former residents remember that most, but not all neighborhood residents, owned their homes, took pride in their appearance, worked in their yards, and kept them in good repair. They remember the houses on Monroe and Quincy Streets, in particular, as "comfortable" family homes.

As it had been during the previous decades, the Monroe School remained a focus for much of the African-American population of Topeka. Although there were other African-American schools in Topeka, many dances and sports events were held at Monroe. Its gymnasium and playing field were the locales for dances and ball games that brought citizens from other parts of the city *(Figure 6)*. In addition to the school's baseball field east of the school on Monroe Street, the triangular parcel of land separating the ball field from the railroad tracks was also city-owned and designated a park on the 1954 Sanborn map.[35] This ballfield and the associated open space closest to the school and east of Monroe Street were a major recreational area during the period of significance.

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[32] CLI. p. 23. The CLI cites an "informant" as the source of information concerning traffic in the vicinity.

[33] Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 70, 1954.

[34] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 84, 1950 and Sheet 305, 1955.

[35] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc., Southport, Connecticut, Sheet 102, 1954. The 1954 Sanborn map covered a portion of Topeka; another portion was covered in 1955. In order to document and analyze the area of the current NHS included by the Sanborn Fire Insurance Maps of Topeka, it is necessary to use maps from both years.

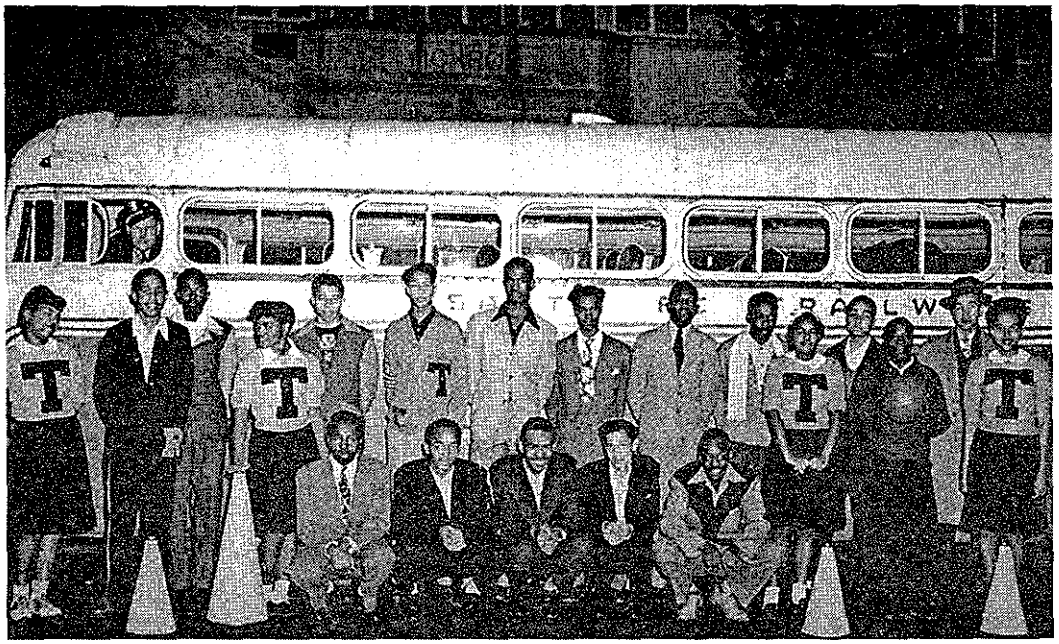


Figure 6. Topeka High School "Ramblers" basketball team in front of Monroe School (ca. 1940's). The school was a focus for many African-American athletic and social events. Merrill Ross Collection. Kansas Collection, University of Kansas Libraries.

According to former neighborhood residents and students of the school, the Euclid Park (renamed Cushinberry Park following the period of significance) was not heavily used during this period. The ball field opposite the school on Monroe Street was used much more intensively than Euclid Park, as were the schoolyard and its play equipment. Former residents recall that neighborhood girls occasionally played in Euclid Park but boys rarely did.[36] If these reminiscences are accurate, perhaps the park's most important role during this period was as a pleasant, but modestly developed, open space. Certainly, the portion of the park along 15th Street opposite the various construction-oriented businesses located on the north side of the street could not have been considered highly desirable as a recreational destination. It is most likely that there was significant truck traffic associated with all of the businesses located opposite the park on 15th Street.

Patterns of Spatial Organization

The neighborhood's overall spatial organization did not change significantly during this period although Euclid Avenue had been renamed 17th Street without a change in configuration. The neighborhood continued to reflect the urban street layout that had begun to develop during the nineteenth-century. The triangular configurations of the park and open parcels of land adjacent to the railroad alignments remained unchanged through this period. Small, detached houses arranged in linear blocks and oriented to city streets remained the predominant development pattern. With the exception of small corner neighborhood stores and restaurants, nonresidential structures built for commercial/industrial purposes were much larger in size and massing than residential buildings and were sited

[36] Telephone interviews of Marquis Brunett, former neighborhood resident who still resides in Topeka, Kansas, and his sister Marita Davis (Kansas City) by Genevieve P. Keller, February, 1999.

close to the primary street on which they were located. By 1950 almost every defined lot in the neighborhood had been developed.[37] There were only four undeveloped lots on Quincy Street between 15th and 17th Streets.

Sanborn maps for the western part of the study area in 1954 and 1955 reveal considerable information concerning the spatial organization of the blocks along portions of Quincy, Monroe, 15th, and 17th Streets. Most houses were sited on the neighborhood's narrow but deep lots with their gable ends oriented to the street. The four attached row houses located at the southwest corner of Quincy and 14th Streets and described on the 1896 Sanborn map as "Negro tenements" survived into this period, and a bakery had located directly behind them and facing 14th Street. With their slight setbacks and lack of porches, they were an obvious deviation from the predominant development pattern. During the period of significance, most houses had front porches that reduced the building scale and mass adjacent to the front yards, sidewalks, and streets. Garages, sheds, and even a few structures originally constructed as stables remained in rear yards and were accessible by the public alley system. Large commercial/industrial buildings with little setback from the city street dominated 15th Street from the Atchison, Topeka & Santa Fe tracks east to Madison Street and the large wholesale fruit warehouse dominated the south side of 17th Street east of the tracks.

The south side of 17th Street between the alley east of Kansas Avenue and Monroe Street was the most uniform streetscape present in the neighborhood during the period of significance. A row of ten dwellings ranging in height from one- to one-and-a-half- to two-stories, all with one-story porches and facing north, lined the street. Facing them orienting to the south was a more irregular row of houses that were not arranged to face directly on 17th Street. Instead they were sited at a slight angle toward the street but parallel to each other. Quincy Street with its street alignment angled slightly midblock between 15th and 17th Streets presented a less uniform approach to setback from the street although linear clusters on both east and west sides of Quincy Street were setback uniform distances from the street. The residential streetscape of 15th Street between Madison and Jefferson Streets opposite the park was also uniform in its setback from the street. The block, however, culminated in a store located at the northwest corner of Jefferson and 15th Streets, which was sited closer to 15th Street than its residential neighbors. Two houses were located on Monroe Street, south of the school, in the block between 15th and 17th Streets during this period; both oriented to the street. An additional house at the intersection with 17th Street faced 17th Street. All three were wood frame houses with front porches.[38]

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[37] Sanborn Fire Insurance Maps of Topeka, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheets 70, 82, and 84, 1950.

[38] Telephone interview with Marita Davis (Kansas City) by Genevieve Keller, February, 1999.

Circulation and Parking

The overall circulation system present for the period 1950–1954 continued to reflect the same pattern that had been established in the nineteenth century. The eastern portions of 15th and 17th Streets were paved in brick; it is not certain how far to the west the brick paving continued. Monroe Street had an asphalt surface during this period, but Quincy Street was probably still brick. The alley behind Monroe School was paved in concrete during the period of significance, and is believed to have been covered with gravel at the beginning of the period.[39] Trucks used the alley to make deliveries at the rear of the school. Coal for the school furnace was delivered from the alley.[40] The alley in the interior of the block between 15th and 14th Streets and Monroe and Quincy Streets may have been paved in concrete during this period as well.

There was considerable pedestrian activity associated with the school attendance and events. Former residents have related that automobile ownership was not universal in the neighborhood and that residents were primarily pedestrian. Marita Davis recalled that during this period, people "walked everywhere," and that almost everyone walked or rode the bus to school. There was little need for parking for cars or bicycles, she said, although a few teachers did drive and they parked along Monroe Street in front of the school.[41] Some, including Linda Brown, traveled by bus for at least a portion of the trip between home and school. No family is recalled to have owned more than one car although one Quincy Street family, which was engaged in a lawn maintenance business, stored vehicles and equipment behind their house. Private automobiles were parked either in the rear garages, in back yards near alleys, or on the streets in front of owners' residences.[42]

There were still some brick sidewalks as well as some concrete sidewalks during the period of significance although sidewalks had not been developed along all neighborhood streets. There was a brick sidewalk on the north side of 15th Street and a concrete walk on the south side of 15th Street adjacent to the school. There were sidewalks on 17th Street from Kansas Avenue to Monroe Street. They were separated from the street by a narrow grass planting strip. It appears that there were sidewalks on 17th Street near the park.[43] It is likely that there also would have been unpaved paths along 17th Street similar to those that exist currently. There would also have been other informal neighborhood paths but their locations are not known. By this time, most residences had concrete paved linear walks connecting their front porches with the city street.

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[39] CLI, p. 16. An attempt was made to interview the individual who provided this information for the CLI and other similar information, but the informant, a city employee and former student of the Monroe School, is now deceased.

[40] CLI, p. 22.

[41] Telephone interview with former neighborhood resident Marita Davis (Kansas City) by Genevieve Keller, February, 1999.

[42] Telephone interview with former neighborhood resident Marita Davis (Kansas City) by Genevieve Keller, February, 1999.

[43] "Proposed A. C. Paving, Monroe St. from 15th to Euclid," City of Topeka, Engineering Division, Topeka, Kansas, June 17, 1952.

Buildings and Structures

By the 1950s, the neighborhood had developed as a low-scale, residential neighborhood of one-, one-and-a-half-, and two-story structures. It reflected its architectural development from the late nineteenth and early twentieth centuries. Neighborhood houses were generally of wooden construction with horizontal wooden siding; it is not likely that replacement sidings would have been used to any great extent to cover the original wood siding. There were more outbuildings in the rear yards of residences during this period than there are currently, but fewer than in 1913.[44] These structures included wooden garages, sheds, and even a few surviving stables. The most uniform characteristic of neighborhood residences was the front porch. Former residents recall them as characteristic features that promoted informal neighborhood interaction. Porch life, albeit in a combined residential/commercial setting, is observable in a period photograph of Laura's Coffee Shop *(Figure 4)* that gives a glimpse of the role of the importance of porches as outdoor sitting spaces in the neighborhood. Porches were not only a characteristic architectural feature but were functional in the pre-air conditioning era when they provided a cool place to sit during the summer. Another change apparent in Figure 4 is the replacement of the single story rear ell (presumably a kitchen) at the rear of Laura's Coffee Shop with a one-story, flat-roofed mobile unit. Commercial/industrial uses—some housed in large brick structures—continued to coexist with residential uses and brought increased truck traffic to the area. (See *Overview of Development of the Neighborhood, 1856–1949* for discussion of the incremental development of the neighborhood's buildings and structures.)

Small-scale Features, Lighting, and Utilities

There may have been small scale features in individual yards although no former residents have been able to recall any other than the outdoor clothes lines that were located in the rear yards of every neighborhood house. The clotheslines were generally double and sometimes triple strands of simple metal wire supported by wooden posts at each end. Given the unpretentious residential character and small, narrow lot sizes, this recollection of primarily utilitarian structures has substantial credence. However, photographs of Laura's Coffee Shop from the late 1940s and early 1950s depict a wooden trellis and arbor, a wooden bench, a lattice work flower bed fence, and a shell-backed metal lawn or porch chair characteristic of that period *(Figures 2, 3, and 4)*. It is likely that other residents had similar structures and furnishings in their yards. Former residents remember that the majority of residences had unfenced front yards although one recalled that there were both post and wire fences and white picket

[44] A comparison of Sanborn Fire Insurance maps for 1913 and 1954–1955 revealed the decline in outbuildings. This decline is probably directly related to modernization and urbanization. Stables, woodsheds, and other utilitarian auxiliary buildings were probably removed because they had become obsolete by the 1950s.

fences in the neighborhood.[45] There were at least two large, free-standing signs in the neighborhood, the Coca Cola sign at Laura's Coffee Shop and the Pure oil sign. There may have been others.

The eastern edge of the ballfield along the current study area boundary was defined with a woven wire fence similar to that used for the baseball backstop. Often the sporting events at this field drew attendance from the neighborhood and other areas of the city. Former residents and students, however, do not recall any site furnishings, other than the backstop and fence separating the field from the railroad tracks. Spectators would have stood or sat on the ground; some may have brought their own chairs.[46]

Both field observations and comparisons of aerial photography indicate that there is probably more street lighting apparent today than there was during the period of significance. Areas, such as the triangle of land between the two sets of railroad tracks, probably had no lighting in the 1950s although residents recall that there was some street lighting during the period of significance. Standard city lighting standards were always used in the neighborhood.

Vegetation

Examinations of current plant material, interviews with former residents, and a review of period aerial photography indicate that the NHS neighborhood had considerable deciduous vegetation during the period of significance. Historic photographs of Laura's Coffee Shop at the corner of 15th and Monroe Streets show the residential style building shaded by large trees that appear to date from the late nineteenth century when the neighborhood first developed *(Figures 2, 3, and 4)*. Both former residents' recollections and aerial photography indicate that there were more trees in residential lawns during the period of significance than there are today.[47] It is likely that as trees have become diseased or damaged through the years, few have been replaced. This pattern is consistent with decreased residential uses, a decline in owner-occupied residences, and an increase in paved parking and outdoor storage uses. It is likely that the climate moderating effects of deciduous trees also would have been more appreciated in the 1950s than it has been since air conditioning became readily available.

The 1954 aerial photograph *(Figure 7)* shows considerably more tree cover than is present now or apparent in a 1991 aerial photograph *(Figure 9)*. In 1954, it would appear that most residential lots had at least one shade tree. Trees were located primarily in backyards. Since most houses were sited on their lots in locations near the street, there was more backyard space for trees. It is also known that a considerable number of elms were removed from the school and

[45] Telephone interviews of Marquis Brunett, former neighborhood resident who still resides in Topeka, Kansas, and his sister Marita Davis (Kansas City) by Genevieve P. Keller, February, 1999.
[46] Telephone interview of Marquis Brunett, former neighborhood resident who still resides in Topeka, Kansas, by Genevieve P. Keller, February, 1999.
[47] City of Topeka, Division of Engineering (ref. ZSG-2N-82), Topeka, Kansas.



Figure 7. Excerpt of Monroe School neighborhood, aerial photograph of Topeka, Kansas, 1954. USDA, ACS.



Figure 8. Excerpt of Monroe School neighborhood, aerial photograph of Topeka, Kansas, 1960. USDA, ACS.



Figure 9. Excerpt of Monroe School neighborhood, aerial photograph of Topeka, Kansas, 1991. USDA, ACS.

park following the period of significance as they were in many American cities because of Dutch elm disease. Other elms may have been removed as well. It is also likely that hackberry, cottonwood, mulberry, silver maples, sugar maples, black maples, pin oak, bur oak, catalpa, and honey locusts were present in the neighborhood. This supposition stems from the presence of such species in the area that are of sufficient size and character to have existed during the period of significance. Additionally, there may have been other species present while some of those listed above may not have been present in the period 1950–1955.

Other plant materials observed that may have been present include a variety of shrubs and flowering perennials and annuals. The historic images of the yard around Laura's Coffee Shop may be typical of other residential yards as well. Although not covered with any visible plant material, Laura Jackson Moultry's yard included a trellis and arbor, perhaps for roses to climb. Observed plant materials that may also have existed during the period of significance include lilac, roses, peonies, spirea, berberi, and forsythia. Although none have been recalled by residents, it is likely that some residents kept small vegetable gardens in their rear yards. Backyard gardening would have been consistent with the semi-rural and working class character of the neighborhood.

Former residents have not been able to recall specific instances of shrubs or perimeter hedges, but it is likely that there were some. Residents recall that many yards were mowed open lawns or enclosed with fences, but have few distinct memories of vegetation. Marita Davis, who lived on both Monroe Street and Quincy Street during her childhood, recalled that her family had hollyhocks. Her brother Marquis Burnett remembered that his mother had roses in large enough quantities that he helped make rose-covered cross wreaths for Memorial Day.

Views and Other Sensory Qualities

Former residents remember that the Kansas State Capitol was visible from many points in the neighborhood. The Capitol was an important landmark and state symbol associated with the neighborhood. There also would have been views to the distinctive, two-story, brick, Armco building on 15th Street. Views to the park would have provided a planted oasis of tall elms, cottonwoods, and pines. Railroad sounds would have been abundant. There would have been whistles blowing, the sounds of attaching and disattaching cars, and the din of the regularly scheduled trains through the neighborhood. There would have been odors associated with the various industries as well as the odors of coal and oil furnaces.

Euclid Park

By the 1950s, the Runcimann park plan of 1922, as revised during the 1930s and 1940s, appears to have been implemented in Euclid Park largely as planned *(Figures 10, 11, 12).* An examination of municipal park files for Topeka parks revealed no plans or photographs of the park from the early 1950s. In addition,

the 1955 Sanborn shows the "low land" triangle as park, but does not show the rest of the parkland to the west.[48] A 1954 aerial photograph, however, shows the park covered with a number of mature trees that appear to be in locations consistent with those shown on the Runcimann drawing and its revisions. The large deciduous trees, believed to be elms, obscure most other details of the park design. In the smaller triangle of land (the former "low land") the three tennis courts and the meander of an intermittent spring believed to have been present earlier in the century are not apparent. The former "low land" triangle appears as open land in the photograph. Its rough appearance may indicate the presence of earth fill over a culverted spring. The fill would have brought this area to the elevation of Monroe Street and would explain the absence of the stream. However, the area may simply be exhibiting the signs of wear associated with outdoor play or heavy foot traffic. Regardless, there is no indication of the three tennis courts depicted in the 1922 plans and its revisions nor is there the stream meander that existed prior to the period of significance.

An examination of park files with city and NHS personnel did not reveal the exact chronology of implementation of park improvements apparently first planned in 1922. Euclid Park, as drawn by J. T. Runcimann in 1922 and revised in 1934, was a long triangular parcel of land formed by the intersection of 15th Street and Euclid Ave (now 17th Street).[49] The Missouri Pacific Railroad formed the western end of the park area. The other triangle of land further to the west and bounded by 15th Street, Euclid Avenue, and the two railroad tracks (and identified as "low land" on the Runcimann drawing) appears to have been considered a portion of the park at this time. The park plan accommodated Jefferson Street bisecting the park to connect Euclid and 15th Streets.

The features identified on the Runciman drawing as revised in 1934 *(Figure 11)* included a tennis court in the northwest corner of the current Cushinberry Park with a backstop fence at the north and south ends of the court and three tennis courts in the "lowland" triangle. The plan also included a wading pool situated roughly parallel to Euclid Avenue and located southeast of the tennis court, and a small structure identified as a toilet east of the tennis court and north of the wading pool.

The Runcimann plan also proposed a diagonal walk extending from the northwest portion of the park to the southeast and intersecting with the sidewalk parallel to Jefferson Street as it crossed Euclid Avenue and continuing through the park. A circular area located approximately in the middle of the diagonal walk is shown as connected to a water line. It is not known whether the circular design was intended to be an ornamental flowerbed or a fountain. Since other early twentieth century parks in Topeka had showy planting beds during this period, a

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[48] *Sanborn Fire Insurance Maps of Topeka*, The Sanborn Library, LLC; Environmental Data Resources, Inc. Southport, Connecticut. Sheet 102, 1954.

[49] Park files provided by the City of Topeka Department of Parks and Recreation files were examined and copied during a visit to the department by Genevieve Keller of LCA and Tyrone Brandyburg of NPS.

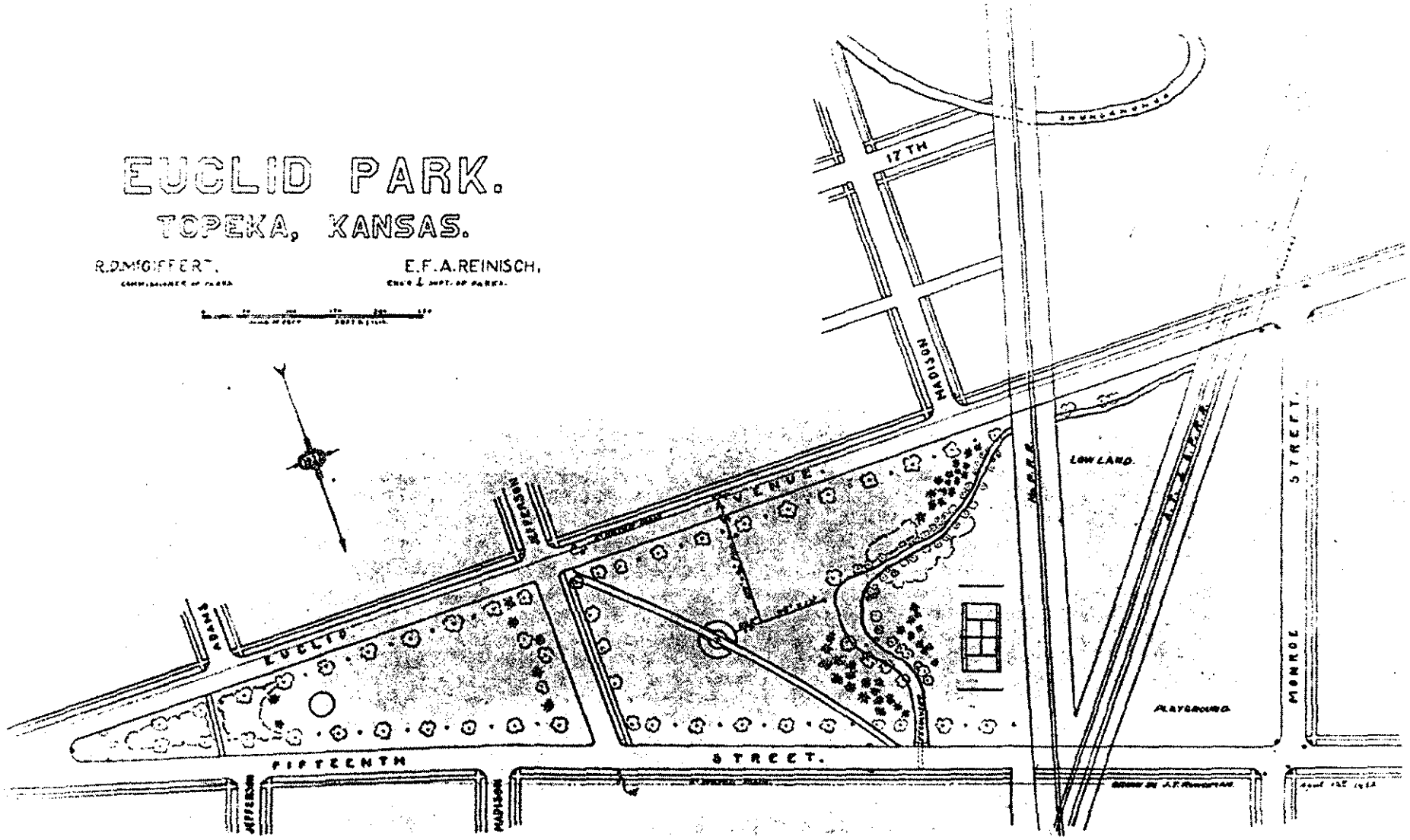


Figure 10. "Euclid Park, Topeka, Kansas," drawn by J.T. Runcimann, April 12, 1922. City of Topeka Division of Parks and Recreation files.

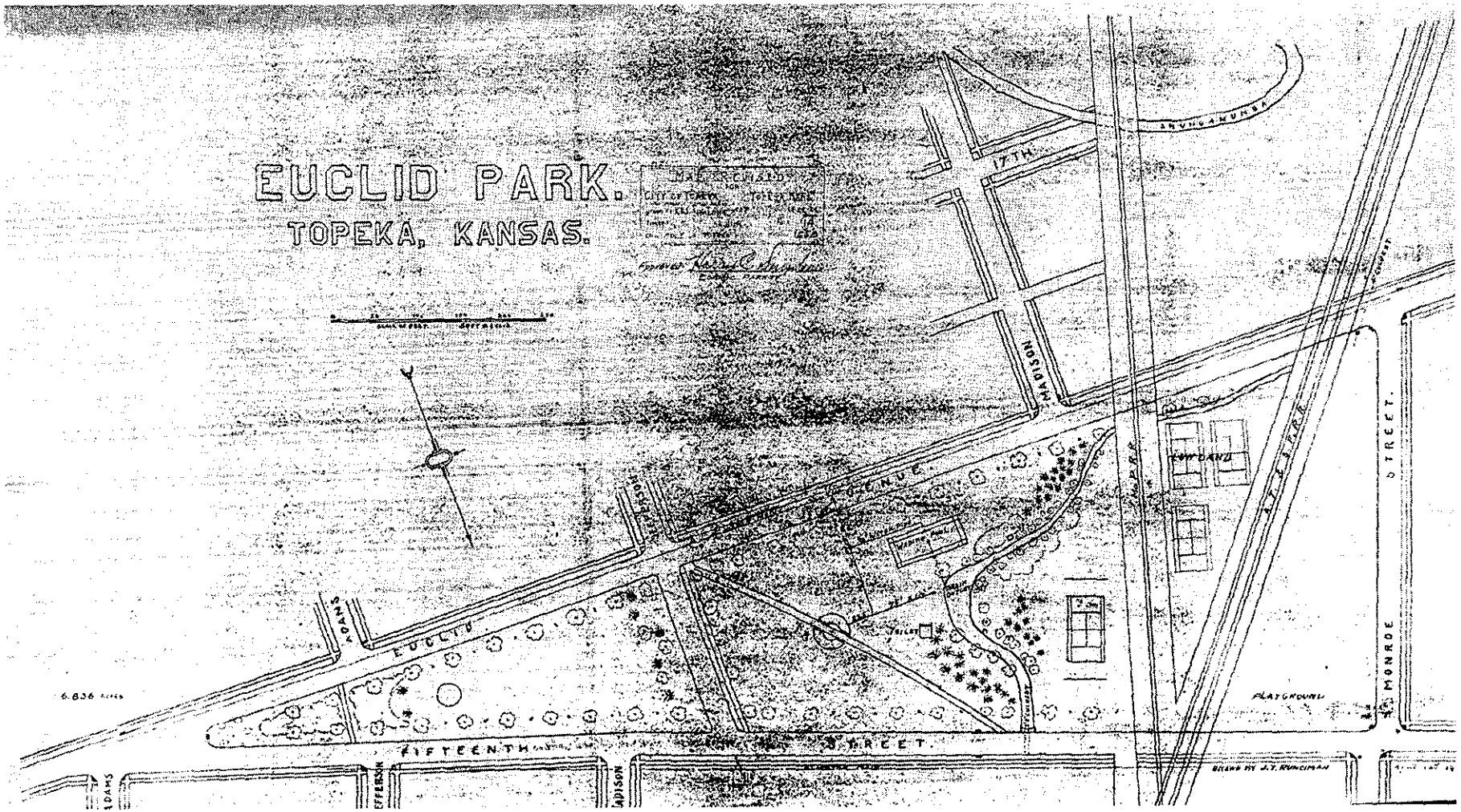


Figure 11. "Euclid Park, Topeka, Kansas," drawn by J.T. Runcimann, April 12, 1922, revised 1934. (Color-reversed) City of Topeka Division of Parks and Recreation files.

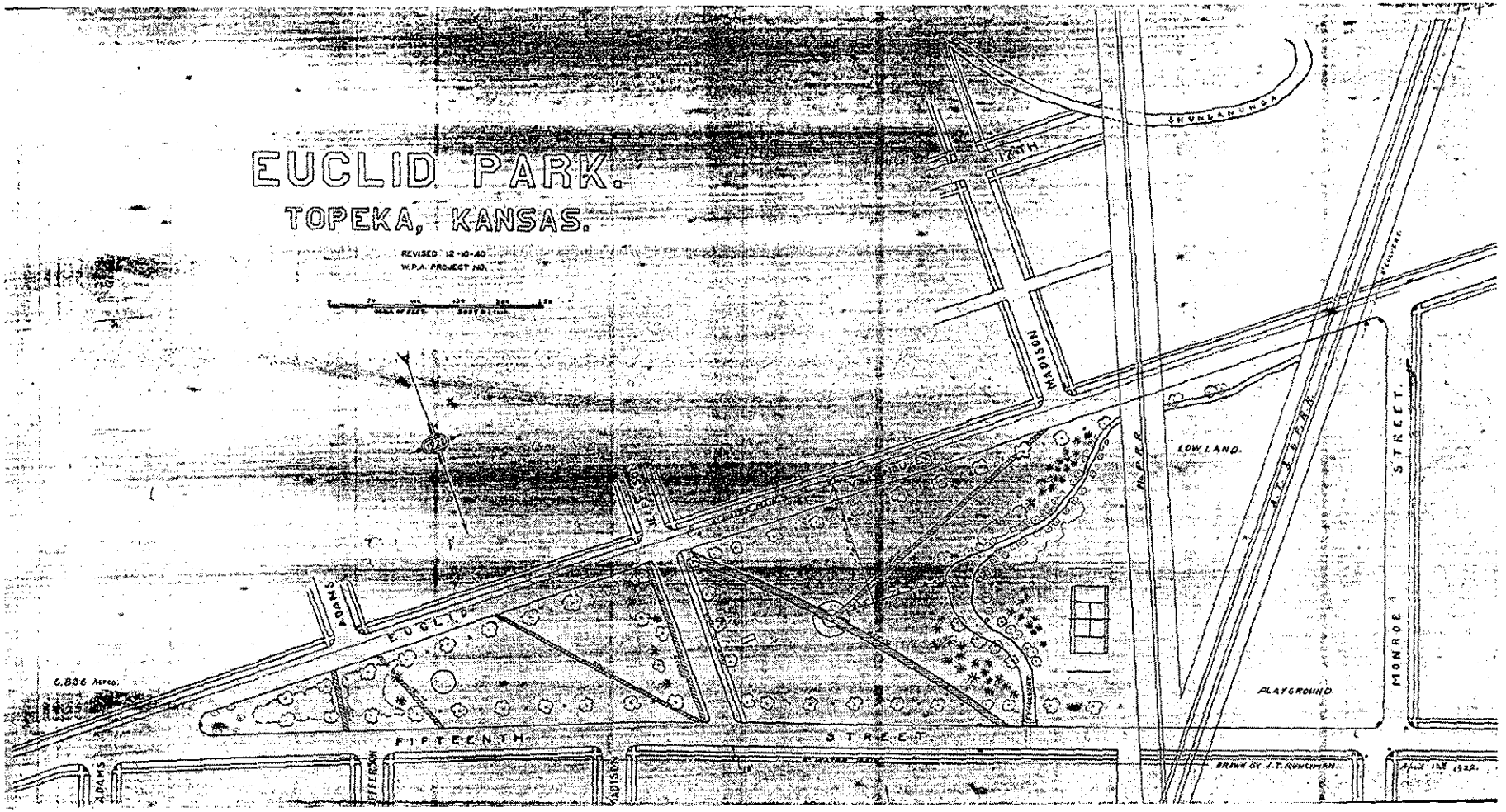


Figure 12. "Euclid Park, Topeka, Kansas," drawn by J.T. Runcimann, April 12, 1922, revised 1940. (Color-reversed) City of Topeka Division of Parks and Recreation files.

planting bed may have been designed as a central feature. The plan includes another unidentified circle in the eastern portion of the park. In the drawing, the water line also extends to the wading pool and another unnamed point that could have been planned as either a drinking fountain or an outdoor faucet. The plan depicts another walk at the eastern end of the park that provides a continuation of the sidewalk along Adams Street to the south and Jefferson Street to the north.

Proposed vegetation included a row of deciduous trees lining the park boundaries along 15th Street, Euclid Avenue, and Jefferson Street where it crossed through the park. Shrubs were spaced at regular intervals between the deciduous trees lining Euclid Avenue and 15th Street. There were also intermittent conifers shown near the park's eastern walk, intermixed with the deciduous trees lining the eastern side of Jefferson Street as it crossed through the park, and in clusters along a drainage swale passing north to south through the western portion of the park. Deciduous trees and informal plantings of ground cover or shrubs also lined this drainage swale. Clusters of ground cover or shrubs were also planned adjacent to both sides of the walk passing through the eastern end of the park. These plantings effectively eliminated the possibility for human activity in the eastern end of the park where it narrowed to its terminus. The plan defined the western terminus of Euclid Park as a rounded point with a sign at its apex and five small shrubs. The plan identifies no plant materials by name but it is likely that the deciduous trees were elms. Elms, which were popular during the early twentieth century, were planted at the school during the same period; in addition, several stumps still present in the park today are identifiable as elms.

The same base drawing, which was revised in 1940, bears a notation "Euclid Park, Topeka, Kansas, revised 10/12/40, WPA project no..." The WPA project number was not filled in; attempts to verify WPA involvement have not been successful. Since there are only a few changes on the 1940 revision, it is not likely that such a project would have been extensive. These include the omission of the three tennis courts on the "low land" triangle between the tracks and of the wading pool.[50] A discussion with current Topeka parks personnel revealed that the wading pool had been installed but was removed prior to the 1950s because of the fear of polio epidemics. The 1940 revision also bears a handwritten notation to move the location of the toilet building. The earlier toilet location has been darkened in and a structure the approximate size for a toilet indicated west of the walk parallel to Jefferson Street. The major addition to the earlier park plan appears to have been four new walks. The walks were shown as three diagonal walks through the park and one parallel to Jefferson Street on the east side as it passes through the park. A comparison with existing conditions and analysis of the areas of the park visible on aerial photography from the period of significance indicate that much of this plan was implemented. This plan is likely to be a close representation of the park during the 1950s. By comparison, the 1960 aerial photograph shows fewer trees in the park and in the neighborhood, probably

[50] Throughout the nation, a number of pools and other outdoor recreational facilities closed or made alterations in response to widespread fear of polio.

indicating a removal of many elms shortly after the period of significance. The park's edge definition that was provided by deciduous trees, however, is still apparent in 1960 *(Figure 8)*.[51]

SUMMARY OF CHANGES, 1956–1999

The existing character of the neighborhood reflects the results of several changes that occurred following the period of significance. A comparison of aerial maps and Sanborn maps covering the period of significance and the early 1960s show few changes in the years immediately following the 1954 Supreme Court decision. Over time, however, the cumulative changes that occurred between 1955 and 1999 have altered neighborhood character in varying degrees. Safety issues were taken more seriously following school desegregation. Parking on Monroe Street in front of the school was discontinued after 1957 at the request of the Superintendent of Schools.[52] Although completely closing Monroe Street to vehicular traffic was recommended, the street remained open to vehicles. The most dramatic change and the one most closely associated with the purpose of this report was the closure of Monroe School following the 1974–1975 academic year. Its closure was concurrent with the closure of several substandard facilities by the Board of Education.[53] The school building's physical character changed only slightly while it had continued in active use as a school. Its playground areas, however, changed substantially because most of its outdoor play equipment was removed to improve playground safety.

For a while following closure, the school was used as a temporary warehouse and the grounds were used for parking buses until the property was sold in 1980. From 1982–1988, the school was used intermittently as a mission of the Church of the Nazarene, and then from 1988 until 1992 as a warehouse by S/S Builders, which planned a business expansion that included relocating to the former school building. NPS acquired the property in 1992 following Congressional authorization of the NHS.

The neighborhood around the Monroe School gradually evolved during the second half of the twentieth century in response to changing social and economic conditions. These changes were similar to and related to changes in similar urban neighborhoods throughout Kansas and the nation. Vehicular traffic increased as pedestrian activity decreased. Home ownership declined as older residents died or families left the neighborhood for newer areas. There was a corresponding decline in residential use and in overall maintenance although many homes and yards continued to receive careful attention. The decline of railroad transportation brought about changes in the types of commercial and industrial uses that were present on parcels adjacent to the railroad lines bisecting the neighborhood.

[51] Cushinberry Park files, City of Topeka, Department of Parks and Recreation, Topeka, Kansas.
[52] Monroe Elementary School File, Topeka Public Schools, Unified School District 501 Administrative Headquarters, Topeka, Kansas.
[53] Monroe Elementary School File, Topeka Public Schools, Unified School District 501 Administrative Headquarters, Topeka, Kansas.

Demolition of residences provided space for commercial parking and outdoor storage and new commercial construction. Shade trees were lost and not replaced in the park and in private yards. The number of trees on school property decreased and maples were used to replace the lost elms. Some vacant lots also resulted from demolition. The commercial uses most vividly remembered by former students and residents, Laura's restaurant and the convenience-type grocery store, which occupied the northwest and northeast corners of Monroe and 15th Streets opposite the school, ceased operation following the period of significance. The buildings where they were located have been removed.

It appears that the park has remained an underused urban park in the years since the period of significance. Interviews with city park personnel indicate that the park has not been used extensively for recreation in the last decades although it remained a designated city park. Formerly Euclid Park, the City Council of Topeka renamed the park Cushinberry Park in honor of Grant Cushinberry, a Topeka resident known for his civic contributions and work on behalf of Topeka's African-American young people and disadvantaged citizens.[54]

EXISTING NEIGHBORHOOD CHARACTER AND INTEGRITY ANALYSIS

The Monroe School NHS neighborhood has been divided into five character zones based on existing visual character and land uses *(Exhibit 3)*. In each case the zones include the public and private circulation features adjacent to and included within them. The neighborhood includes public streets and alleys, parking lots, existing and abandoned railroad rights of way, formal and informal driveways, sidewalks, and informal paths. These features are and have been important historically in defining the character and use of this neighborhood. With increased vehicular and pedestrian uses when the NHS begins to attract public visitation, these circulation features will take on even more importance. The five zones, which are described below, are the Brown v. Board NHS (formerly the Monroe School property), the West Residential Zone, the Northern Mixed Use Zone, and Cushinberry Park and Adjacent Open Space, and the Southern Mixed Use Zone. Each zone retains a degree of integrity for the 1950–1954 period of significance although no zone survives with its integrity totally intact *(Exhibit 4)*.

The NHS Neighborhood

The Monroe School NHS neighborhood is a mixed-use neighborhood that still reflects much of its character from the early 1950s despite significant changes. The school remains the dominant physical feature of the neighborhood as a result of a combination of its prominent location, size, architectural character, detailing, and axial relationship with the large area to the east. Although some individual features have been altered, removed, or replaced, the neighborhood retains much the same overall spatial organization that it possessed in the 1950s.

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[54] Steve Urban, "Grant Cushinberry—Never too Busy to Help." Topeka Magazine 4, No. 4, May 1977, pp. 37–39.

The neighborhood is characterized by long internal and external views. There are strong visual connections from one street to the next. The neighborhood is not inwardly oriented; the state capitol is quite visible from the neighborhood, as are taller buildings in the Topeka downtown *(Figure 13)*. There is topographic variation within the neighborhood with the topography dropping off to the east.

The neighborhood retains its low-scale streetscapes with one-, one-and-a-half-, two-, and three-story buildings and structures. Most houses still have front porches that reduce the building scale and mass adjacent to the front yards, sidewalks, and streets *(Figure 14)*.

Residential buildings are generally of wooden construction with horizontal wooden siding; some replacement sidings have been used to cover the original wood siding. The outbuildings that survive in association with some residences—generally, wooden garages and sheds—are rarely used today and are in deteriorated condition *(Figure 15)*.

Commercial/industrial uses continue to coexist with residential uses and still bring truck traffic to the area although there is probably less truck traffic than during the period of significance. Neighborhood circulation patterns have changed since the 1950s with the abandonment of the rail lines and the loss of the pedestrian and vehicular circulation associated with the Monroe School when it was in operation. The closing of small neighborhood businesses and the loss of a number of houses have affected the patterns and volumes of pedestrian circulation. During the 1950s there were small stores and eating establishments that no longer operate in the neighborhood. There appears to be a mix of owner-occupied residences with those that are rented to tenants; but there appear to be fewer owner-occupied residences than during the 1950s.

Cushinberry Park is a major open space in the center of the neighborhood. Although the Park is on axis with the Monroe School, visual and physical connections between the two are absent. The growth of volunteer vegetation at the park's western boundary obscures views between the two. The park, like the neighborhood, also has declined and is in need of rehabilitation. According to city officials and NHS personnel, it is not used intensively for active recreation. There have been reports of drug-related activities in the park.

In general, there is very little significant neighborhood vegetation although there are some scattered deciduous trees in residential front, side, and rear yards. Observed species include catalpas, hackberries, elms, maples, and cottonwoods. The surviving residences have unadorned grass lawns. There are very few ornamental shrubs or flowering annuals or perennials although there are a few examples of privet that probably existed during the period of significance. There are a number of chain link fences that would postdate the period of significance. Concrete and rough stone retaining walls and front entry steps have been built in front of several residences in response to the sloping topography *(Figure 16)*. The

14th Street
15th Street
17th Street
Alley
Monroe Street
Quincy Street
Abandoned Railroad Right-of-Way
Railroad Tracks
Jefferson Street
Madison Street
Adams Street
MONROE SCHOOL
CUSHINBERRY PARK

ZONE KEY:

- Monroe School NHS Zone
- Northern Mixed Use Zone
- Southern Mixed Use Zone
- West Residential Zone
- Cushinberry Park and Adjacent Open Space Zone

North

EXHIBIT 3

NEIGHBORHOOD CHARACTER ZONES

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

LAND AND COMMUNITY ASSOCIATES

March 1999

4/2/20008

3817

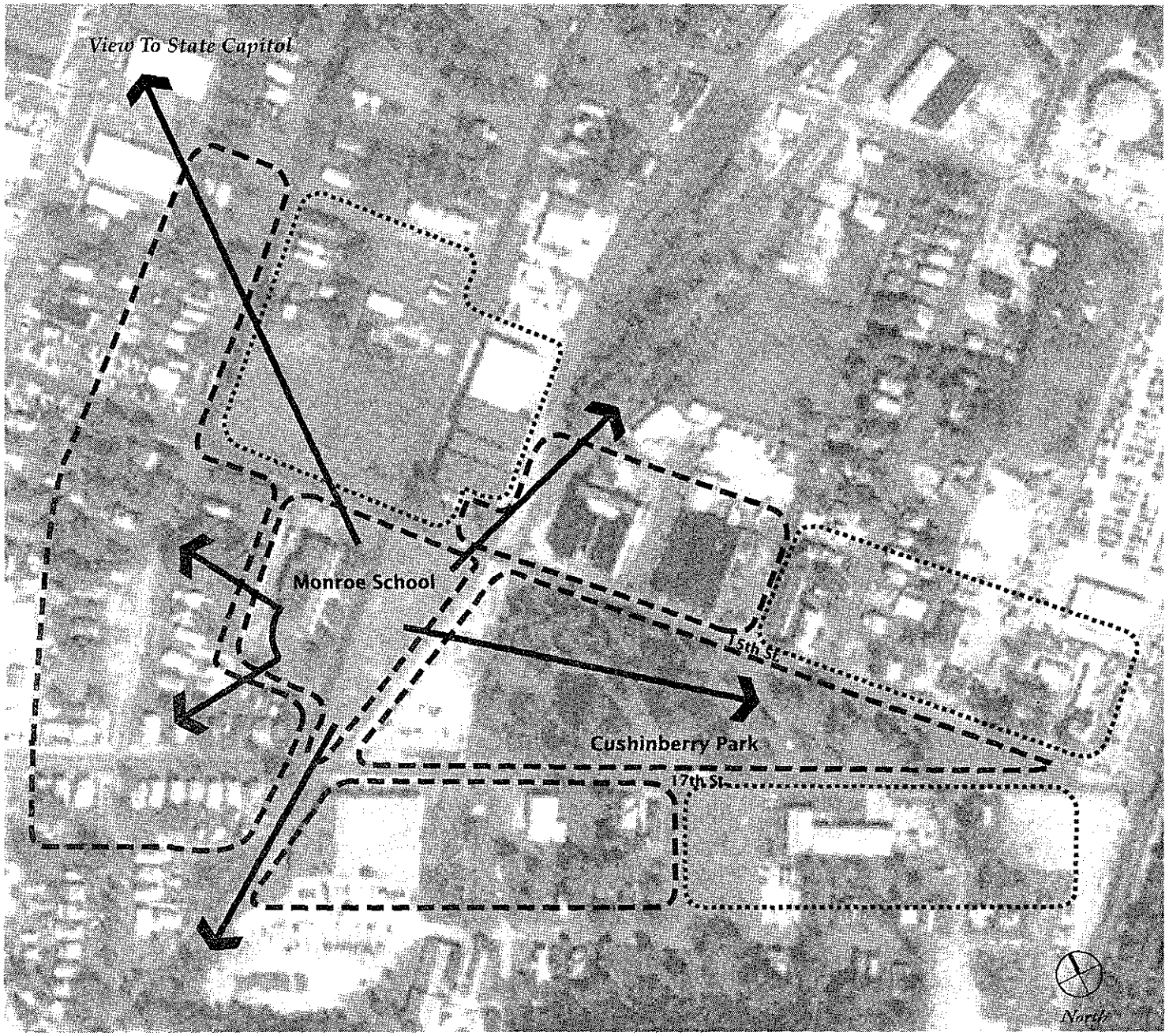


EXHIBIT 4

INTEGRITY ANALYSIS AND HISTORIC VIEW DIAGRAM

DIAGRAM KEY:

Retains Integrity

Lacks Integrity

Historic Views

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

LAND AND COMMUNITY ASSOCIATES

December 1999

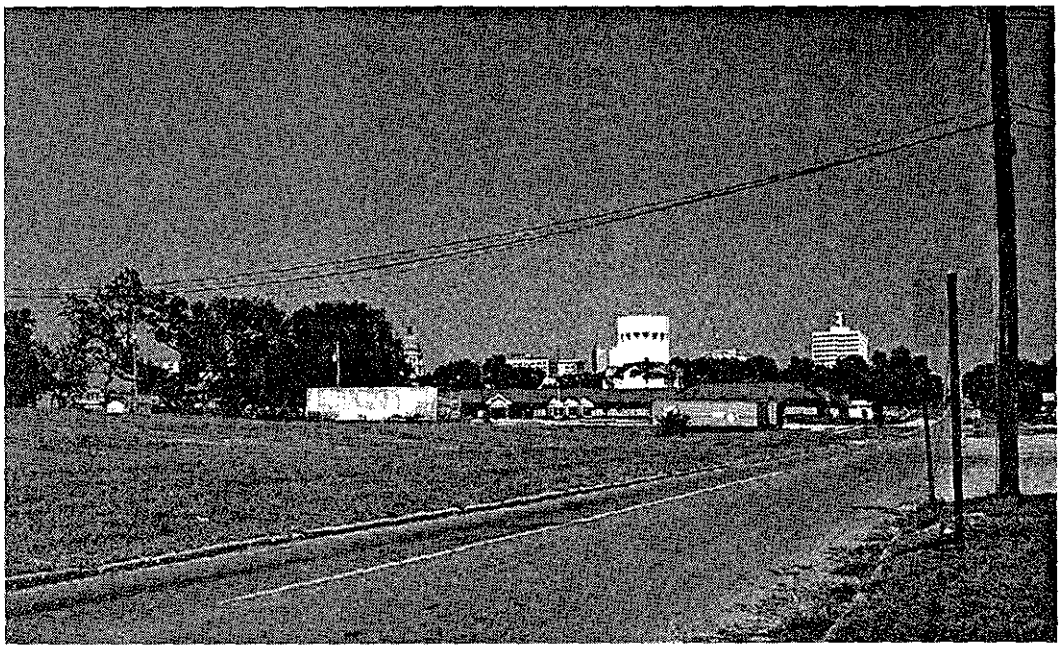


Figure 13.
There are long views to downtown Topeka and the Kansas State Capitol from the NHS neighborhood. LCA, 1998.



Figure 14.
Linear streetscape of characteristic modest houses with front porches. LCA, 1998.



Figure 15.
A few deteriorated outbuildings such as wooden garages survive in rear yards adjacent to the alley. LCA, 1998.

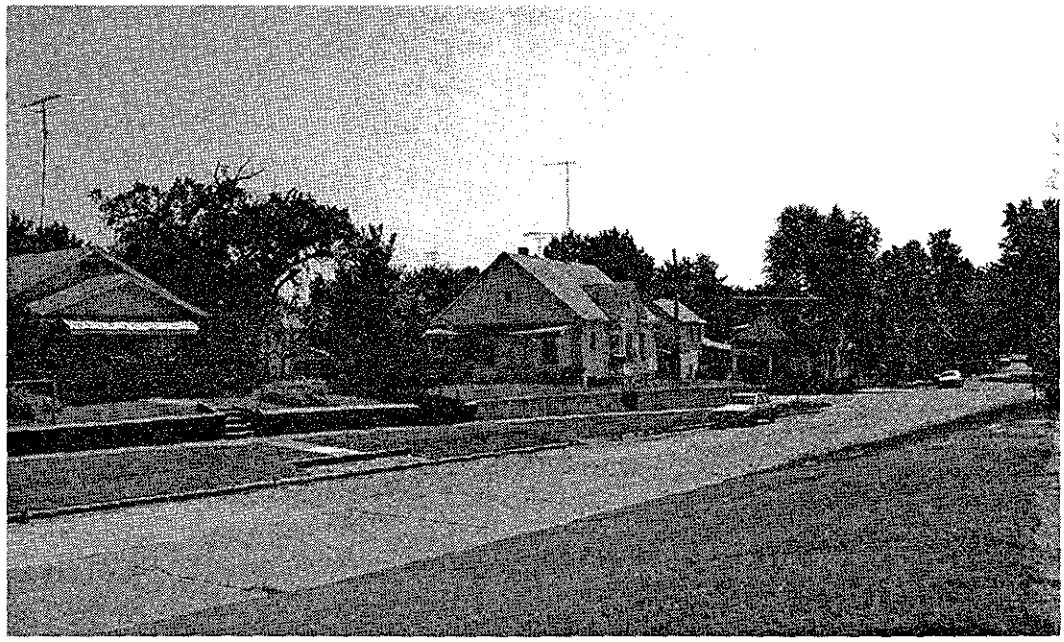


Figure 16.
Low retaining walls and front entry are a response to the neighborhood's sloping topography. LCA, 1998.

neighborhood does not exhibit a high degree of maintenance. Rear yards, in particular, have substantial amounts of outdoor storage and lack maintenance. Some of the commercial/industrial properties located in the neighborhood also have considerable outdoor storage.

NHS Zone

This zone includes the 1.85 NHS acre site comprised of the former Monroe School building, the lot associated with the school, and the open lot—the former ball field—just east of the school. There are silver maples (that have replaced the elms that were present during the period of significance) lining Monroe Street in front of the school. No playground equipment remains on the school property, but the former ball field east of the school on the opposite side of Monroe Street retains a chain link fence baseball backstop at the northwest corner. The former ball field is bounded by the abandoned railroad alignment; the tracks have been removed.

The guidelines do not address the school site in detail because NPS is developing its plans for the NHS through its regular planning process. All alterations, additions, and repair will be consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* and *Guidelines for the Treatment of Historic Landscapes.*



Figure 17. Portions of brick sidewalks survive along neighborhood streets. LCA, 1998.

West Residential Zone

This zone includes all parcels fronting on Quincy Street between 14th Street to the north and 17th Street to the south, all residential properties fronting on 17th Street from Kansas Avenue to the west to Monroe Street on the east, residential property on Monroe Street, and the streets contained within these limits.

The existing land use of this zone is almost exclusively residential with the exception of a portion of a parking lot and the vacant space that was occupied by residential buildings that have been demolished. The spatial organization can be

described as linear, urban blocks that are defined by city streets and alleys. The streetscape has a regular residential rhythm with the original subdivision layout still apparent although demolition has created some gaps in the streetscape. There are a few obvious gaps in the streetscape, particularly on Quincy and Monroe Streets where buildings have been removed. Surviving residences are set back from the street in a typical single family, detached house, urban pattern.

The city streets in this area are paved in asphalt. In places there are remnants of brick paving that are visible under broken asphalt. This is especially apparent at brick intersections. There are also indications of red stone curbing. Overall, the streets and curbs are in good-to-fair condition. The alley west of Monroe School, which is paved in concrete, has no curb, and is accessible to vehicles. It provides access to the rear lots and garages of the Quincy Street houses as well as to the rear of the NHS grounds.

Sidewalks are mostly concrete although there are some remnants of brick sidewalks. The sidewalks along the west side of Quincy Street are separated from the street by an elevated grass strip developed as a result of the naturally occurring topographic variation *(Figure 17)*. Concrete steps link the street with the sidewalk; some have metal hand railings. Sidewalks exist only on the north side of 17th Street. The sidewalk condition is poor. Informal, unpaved paths adjacent to the front property lines occur along the south side of 17th Street where a traditional sidewalk alignment would normally occur.

Residences in this zone are modest, early twentieth-century, dwellings. There are several bungalows; most residences are simple, vernacular or standard/ popular building forms *(Figure 18)*. Most residences have little ornamentation and few distinctive characteristics; they are low in scale with a fairly uniform setback. Structures are predominantly one-and-a-half-stories in height with some one- and some two-story houses. The predominant roof type is the simple gable. There are some roofs with intersecting gables, and a few houses have gabled dormers. Roof materials are primarily asphalt shingles; some roofs are covered with rolled asphalt. There are a variety of roof colors. The wall surface material is primarily wooden siding. There has been some use of substitute aluminum cladding over wooden siding, and some use of asphalt shingles. White is the predominant color for the exterior wall surfaces of houses; yellow and near white paint colors are also used. Dark green, brown, and white are popular paint trim colors for windows and doors.

Porches are a predominant residential design characteristic of 17th and Quincy Streets, and are major character-defining features. Although most porches are attached gable-roofed porches, a few porches are engaged under the main roof of the house. Most porches retain their original wooden railings and posts, but some have substitute metal railings and posts. A few porches have been made handicapped-accessible through the addition of wooden ramps.

Most houses have sash windows; many have had aluminum storm windows installed. Although there are some replacement windows, they generally occupy the original locations. Most houses have replacement doors in the original entry location, and many now have storm doors.

There are few significant rear and side additions. A few detached rear garages and sheds survive from the period of significance; some of these may originally have been stables. Residential structures range in condition from good-to-poor, with fair predominating. All residential buildings appear to be structurally sound from the exterior. The condition of auxiliary structures ranges from fair to poor.

Most individual residential yards are unfenced although there is some limited use of wire and chain-link fencing. Remnant, unpainted, wooden post and board fencing and low stone walls also survive along the alley *(Figure 19)*. There are also low concrete retaining walls. Most individual yards have grass lawns but maintenance varies. A grass strip continues to separate the public street from individual lawns on Quincy Street as it did historically. In places, the lawns are interrupted by individual driveways.

To accommodate the variation in topography, stairs provide access from the street to some Quincy Street houses; some have metal railings. The front, rear, and side lawns are intermittently planted with deciduous trees. There is little evidence of perennial and annual planting although some individual yards have herbaceous material, such as roses and peonies. Some fences are covered with trailing vines. The zone is almost completely devoid of small-scale features, detail, and ornamentation.

Standard traffic regulatory signs and metal street identification signs are attached to metal posts. The overhead utility lines (a combination of both single and double strands) are attached to creosoted and pressure-treated wooden poles that generally are located adjacent to the street right-of-way. The lighting is the standard City of Topeka, utilitarian, cobra-head, street lighting.



Figure 18.
Bungalows, with large shade trees, overlook the street from uniform setbacks. LCA, 1998.



Figure 19.
Remnants of unpainted, wooden post and board fencing survive along the alley, LCA 1998.

Northern Mixed Use Zone

This zone includes all properties between 14th Street on the north and 15th Street on the south, and the back property lines of the properties on the east side of Quincy Street to the railroad tracks east of the eastern end of Cushinberry Park. Very little of this zone directly represents the neighborhood character that existed during the period of significance. There has been substantial demolition of both residential and commercial buildings. This zone is dominated by vacant parcels to the west and commercial/industrial buildings for the remainder of the zone.

The zone also contains two, vacant, square blocks. Surviving remnants of trees and sidewalks give hints of the blocks' former development pattern and character. Although there are mixed land uses in this zone, only limited residential uses remain. The two surviving, small-scale, single family dwellings are adjacent to commercial/ industrial uses. Commercial/ industrial uses dominate current land use in this zone *(Figure 20)*.

The zone has the largest buildings and parking areas in the neighborhood. Several residences have been adapted to commercial/industrial uses. Uses include light industrial uses; wholesale/retail sales; service industries, including but not limited to automotive repair, automotive parts, a heating oil company, a printing business, and a plumbing supply. There are no shoppers' goods or strictly retail establishments, or restaurants, overnight lodging, or convenience store establishments. Existing commercial uses are not of a type that would attract visitors or meet visitor needs for goods and services.

This area is part of the city's regular urban grid, interrupted only by the crossings of the two railroad alignments. It has a true linear streetscape that is not affected by the diagonal alignment of 17th Street. The neighborhood's major buildings front on 15th Street. Overall, the building setbacks are relatively uniform although the newer buildings have larger setbacks than buildings during the period of significance. The creation of two adjacent empty blocks between 14th and 15th Streets and Quincy and Monroe Streets has interrupted the streetscape rhythm in the western part of the zone. There is a distinct rhythm in the eastern part of the zone where the three large commercial/industrial buildings dating from the period of significance are sited relatively close together. Vacant land west of Monroe Street is mostly dedicated to parking and equipment storage.

Today, 15th Street is paved with asphalt. In places, there is some indication of red stone curbing and in other places there is concrete curbing. Curbing is not present throughout the entire area, however, and its absence contributes to a lack of edge definition between private property and the public street in places. There are some indications at intersections that brick paving dating from the period of significance still exists under the asphalt. The street condition appears to be good-to-fair. Curb cuts have been developed recently near the 15th and Monroe Streets intersection. The original alley extending through the block interior is still

apparent and separates the two open vacant blocks. This alley, which is parallel to 15th Street, is paved in asphalt.

There is on-street, parallel parking as well as private off-street parking. Large parking areas are associated with some commercial and industrial structures; concentrations of tractor-trailers associated with the plumbing supply company are parked in the lot adjacent to the 14th and Monroe Street intersection. The historic railroad alignments are still apparent and still bisect the area although they are no longer used. Plans are being considered for adaptive use and rail to trail conversion as part of a pedestrian trail system through Topeka. There is irregular maintenance; some sections of track have been removed. Concrete sidewalk remnants survive near the vacant lots and adjacent to surviving residences. A portion of brick sidewalk still exists on the north side of 15th Street adjacent to the plumbing supply company. Generally, there are no sidewalks adjacent to commercial/industrial buildings.

The architectural character of the area is dominated by the juxtaposition of the few surviving, small residential buildings with larger commercial/industrial buildings. The plumbing supply building, for example, is a very large brick structure built at a significantly larger scale than neighborhood residences. The plumbing supply company, has become particularly dominant through expansion and site development. Located at the northeast corner of the intersection of Monroe and 15th Streets, it has interrupted the firm edge of the street and this block by deviating from the customary curb/sidewalk configuration, especially along 15th Street where there is an extreme setback.

Residential construction in this zone is similar in design character to the Northern Mixed Use Zone. The existing commercial/industrial buildings are a mix of brick and wood-clad structures. They are not uniform in character, except most present their narrowest facades and principal facades to 15th Street. Most are long, deep buildings with a substantial footprint on their building lots. The older buildings that were present during the period of significance tend to have clearly defined front facades while newer buildings do not. There are still surviving loading docks on buildings adjacent to the railroad tracks but they have been adapted for vehicular use. Buildings range in height from one- to two-stories. The tallest buildings in the neighborhood are located in this zone. Roof types are a mix of gable, flat, and shed roofs with asphalt shingle, rolled roofing, or standing seam metal Roofs are dominant features of most commercial buildings. Exterior materials for commercial/industrial structures are a mix of brick, rusticated concrete block, and wood clad sidings. The large brick Armco building with the Dutch-stepped facade is the neighborhood's most architecturally distinct and dominant commercial/industrial building *(Figure 21)*.

In general, the commercial/industrial buildings have little uniformity in their entry approaches. Some have wood or metal awnings at entries. Commercial/industrial windows and doors are varied in character with little



Figure 20.
Commercial and industrial uses dominate land use in the Northern Mixed Use Zone. LCA, 1998.

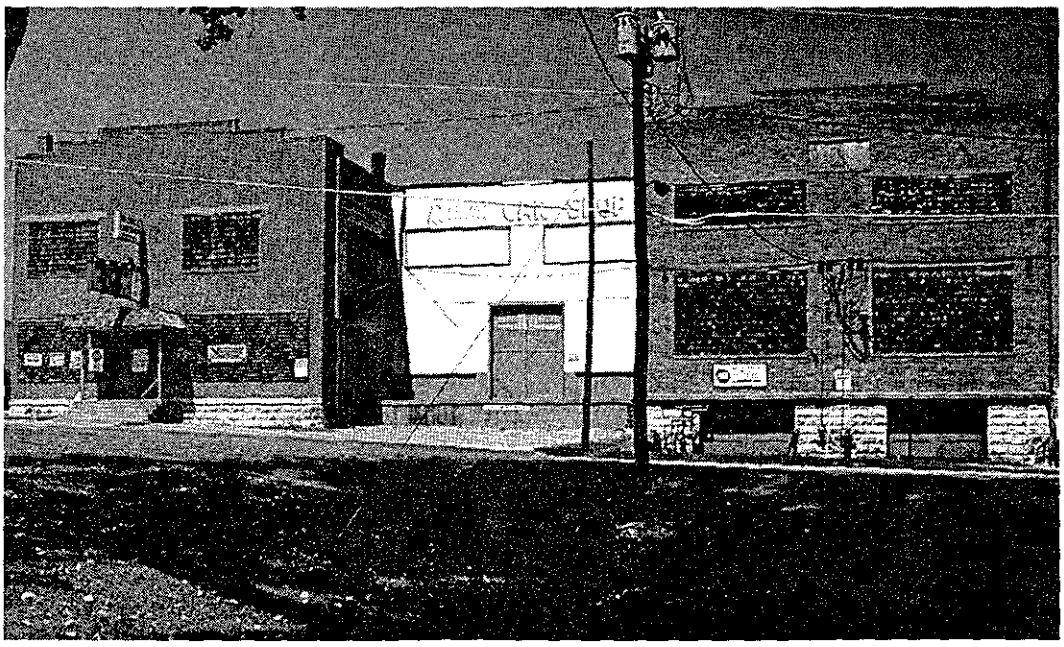


Figure 21.
The Armco building is one of the neighborhood's most architecturally distinct buildings. LCA, 1998.

distinction or character; some have been boarded closed and new windows and doors installed. The blind brick wall of the plumbing supply company located at the Monroe and 15th Streets intersection detracts from neighborhood character. Colors are varied with traditional colors and natural brick predominating; paint colors include white, beige, brown, grey, and red. Many commercial/industrial structures have expanded to the rear and side. It is obvious that residential demolition has occurred to make way for newer structures and parking.

Some outdoor storage areas are contained but still visible behind chain link fences. Trash containers and dumpsters are not visually apparent. There is limited vegetation in this zone; any survivors are likely to have been present during the period of significance. These included some herbaceous material (peonies and iris were observed) in the yards of surviving residential structures, deciduous trees such as catalpa, oak, and cottonwood. There is no vegetation in the vicinity of the plumbing supply company. No small-scale features are apparent in this zone.

Commercial signs vary in color, material, and texture. Several signs are painted on wood and attached to buildings. No temporary signs or illuminated signs were observed. There are freestanding signs. The Philips 66 sign probably dates from the period of significance since the oil company was in that location in the 1950s and it has the appearance of that era. There are also standard traffic regulatory signs and metal street identification signs attached to metal posts. The signs probably postdate the period of significance.

Overhead utility lines hung on wooden poles extend along the south side of 15th Street and cross the street to provide service to individual buildings. There are also overhead wires on the south side of 14th Street. Street lighting is the standard, City of Topeka, aluminum, cobra head lighting attached to wooden poles.

Southern Mixed Use Zone

This zone includes parcels fronting on 17th Street between the abandoned railroad right-of-way (east of Monroe Street) and the railroad right-of-way east of Cushinberry Park. Existing land use is mixed; two single-family residential uses survive adjacent to commercial/industrial uses *(Figure 22)*. Commercial/industrial uses include wholesale/retail sales; service industries, and construction and graphic design and supply businesses *(Figure 23)*. There are numerous similarities between this zone and the Northern Mixed Use Zone. There are no shoppers' goods or strictly retail establishments; nor are there restaurants, lodging, or convenience establishments. Vacant open space does not retain residential character, as does similar space in the Northern Mixed Use Zone.

The spatial organization of this area can best be described as a linear streetscape with irregular setbacks punctuated by empty parcels. The diagonal alignment of 17th Street is a character-defining feature and has influenced site organization and development, as has the traditional railroad alignment, which bisects the area. This zone is not as cohesive in character as the Northern Mixed Use Zone. Vacant land is used primarily for parking and equipment storage.

The streets in this zone are asphalt-paved with concrete and brick curbs that provide edge definition. Some indication of the historic brick street paving is apparent at intersections. The street condition appears to be fair-to-poor. On-street parking is available, but there is also off-street parking in the private lots of some businesses. The south side of 17th Street has concrete sidewalks but some earlier remnant brick sidewalks are still apparent in places. There is no sidewalk on the north side of 17th Street although remnants of the brick sidewalk survive in the park along 17th Street.

The few residences in this zone are similar in design to those described for the Western Residential Zone. They represent traditional midwestern residential designs. One is a traditional, front gabled, two-story house while the other is a traditional, front gabled cottage with multiple, intersecting roof gables. Both are good examples of their types and date from the period of significance. Commercial/industrial buildings are a mix of brick, wood, and metal clad structures. They are generally one- and two-story buildings with a mix of flat and barrel roofs. They are not uniform in character; most are long, deep buildings that make a substantial footprint on their building lots. Commercial/industrial buildings are the dominant building type in this zone, but they are generally of undistinguished design and of no particular architectural character other than the former fruit wholesale warehouse and the one quonset hut. The former warehouse is a very large brick structure built at a significantly larger scale than neighborhood residences.

There is little uniformity of entry approach for these buildings. Windows and doors are varied in character; some have been boarded closed, and some have several automotive bays with metal garage doors. Exterior colors are varied with traditional colors and brick predominating; paint colors include white, beige, brown, grey, and green. Some structures have expanded to the rear and side. Demolition has occurred to make way for newer structures and parking. There are some outdoor storage areas behind chain link fences but trash containers and dumpsters are not visually apparent. Wooden poles with overhead wires extend down the commercial side of 17th Street, and there is utilitarian, aluminum cobra head lighting on wooden poles.

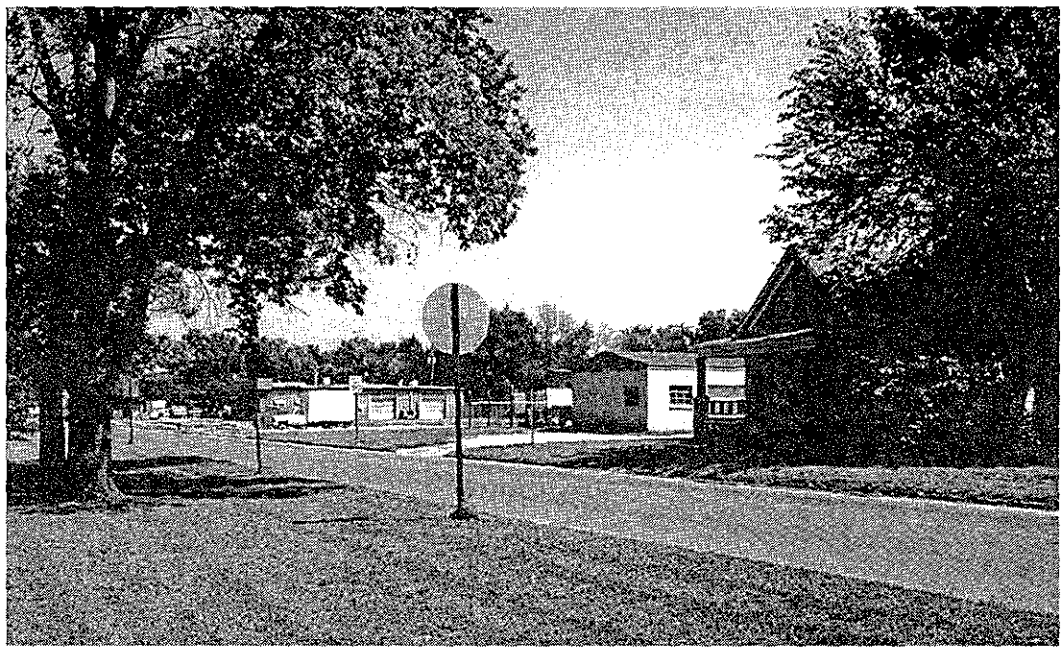


Figure 22.
Few residences survive in the Southern Mixed Use Zone. LCA, 1998.

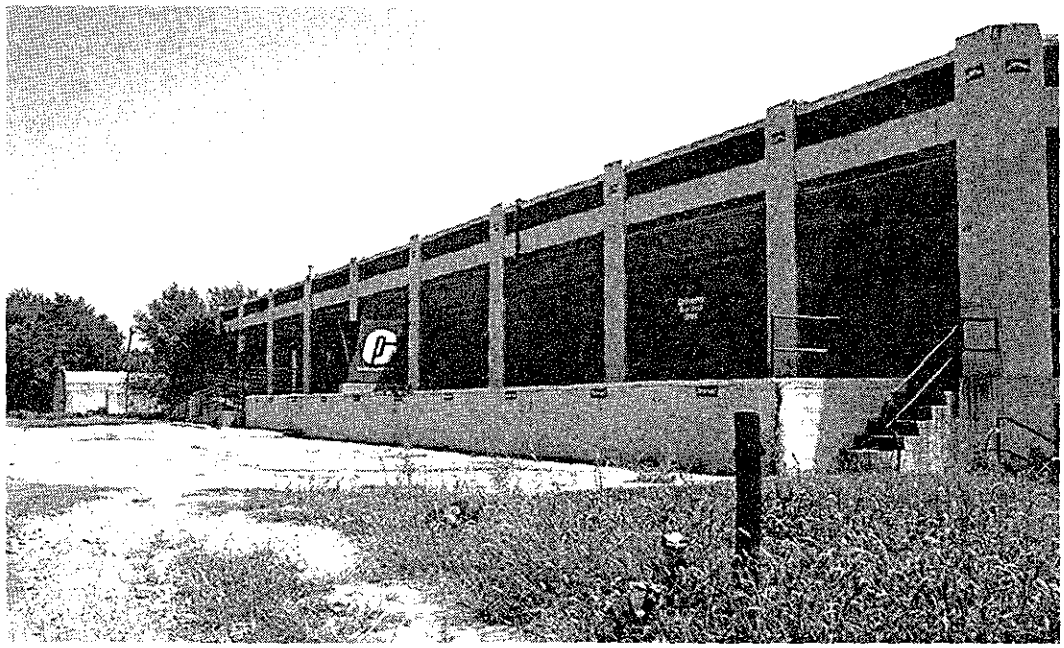


Figure 23.
The blind brick facade of this former fruit warehouse with its repetitive concrete piers is a distinctive feature of the neighborhood. LCA, 1998.

Cushinberry Park and Adjacent Open Space Zone

This zone includes Cushinberry Park (originally named Euclid Park) and the triangular piece of land immediately east of the Monroe School ball field area. In total, it includes the park and the private parcels between the two railroad alignments, as well as the railroad alignments.

It appears that the two parcels comprising the triangular piece of land formed by the two intersecting railroad alignments and 15th and 17th Streets historically were of similar elevation to the park. It is likely that after the railroad rights of way were built up at a higher elevation to be above any possible flooding, that this triangle of land was filled to make its elevation similar to the elevation of the railroad alignments. There is still a drainage swail that is a remnant of the intermittent spring passing under 15th Street as a culvert and through the park and into a culvert under the former railroad tracks. Historically a tributary of Shunganunga Creek, the creek emerges as a swail meandering through the western portion of park until it passes into a culvert under the western boundary of the park at the rail line.

With the abandonment of the historic Atchison Topeka & Santa Fe railroad line through the neighborhood, there is a more connection between the Monroe School former ball field and this parcel. They appear as one large rectangular parcel rather than as the two diagonal parcels they are in actuality. The spatial organization of this open space derives from its location at the juxtaposition of the two urban grids. This open space is the visual center of the neighborhood along with the Monroe School property

Cushinberry Park has a children's playground area, basketball courts, a multipurpose paved area, and an outdoor theater (one of three in the city), as well as a number of areas for passive recreation. According to City of Topeka Park and Recreation officials, the park is not used extensively. Special events, however, including political rallies, AIDS awareness programs, and musical events are sometimes held in the park.

Jefferson Street extends through the park, dividing it in two *(Figure 24)*. In addition to providing a safety concern and posing potential vehicular/pedestrian conflicts, it is not aligned with Madison Street on the north. Currently, there is pull-in off-street parking on Jefferson Street adjacent to the park. There is no defined parking within or adjacent to the park except this on-street parking. There does not appear to have been an external sidewalk system historically although there are worn paths on both sides where people have walked. A brick walkway extends diagonally from the northwest portion of the park near the drain culvert to the southwest intersecting with Jefferson Street; there are other walk remnants within the park as well. The southern portion of the privately owned triangle is

used as overflow parking area for the graphic production company located on 17th Street to the south.

Park structures include the concrete pad with pressure-treated wood walls used for the outdoor theatre area. No remnants of the filled wading pool are apparent. Historically a plantation of elms, some of which no longer survive, bordered the 15th and 17th Street edges. There is a deciduous border of volunteer trees that have grown up along the railroad right of way forming the western boundary of the park. They appear to post date the period of significance, and are probably less than twenty years old. A very large cottonwood tree stands near the edge of the drainage swail and probably predates the development of the park. Other trees including elms, pines, several cottonwoods and several sycamores appear to date from various periods *(Figure 25).* No flowering perennials or annuals were observed. Park furnishings include benches and picnic tables as a well as the primitive, painted plaster sculpture of a bison *(Figure 26).* Park identification signs are painted wooden signs with inscribed lettering with an attached metal sign giving park hours. There are traffic regulatory signs at the street edge and metal street identification signs on metal posts. Electric and telephone lines extend along the south side of 15th Street and present some threat to park trees that may be pruned to prevent interference with the power lines. The eastern terminus of the park is poorly defined and offers few amenities *(Figure 27).*



Figure 24.
Jefferson Street extends through the park, dividing it into two sections.
LCA, 1998.



Figure 25.
Deciduous trees in Cushinberry Park include elms, cottonwoods, and sycamores. LCA, 1998.

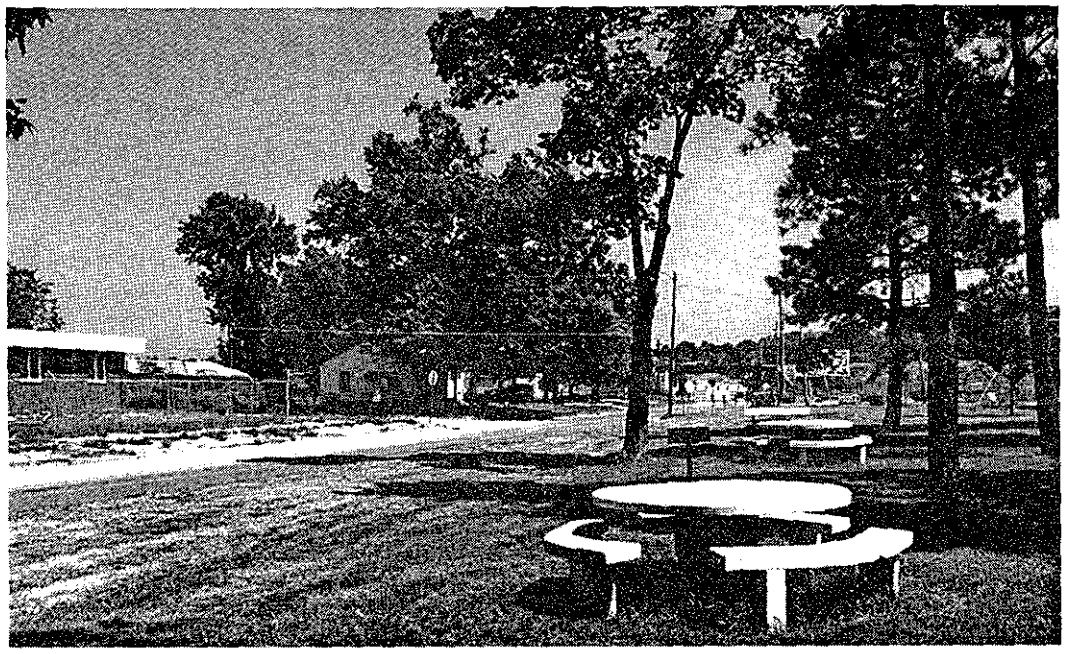


Figure 26.
Park furnishings include circular concrete picnic tables and benches.
LCA, 1998.

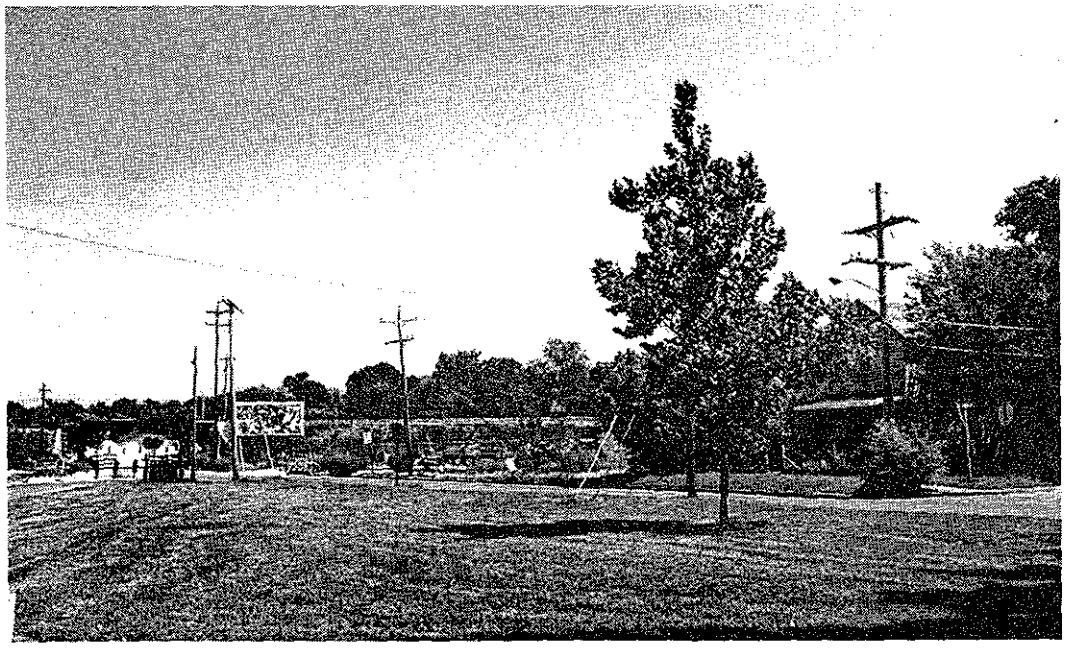
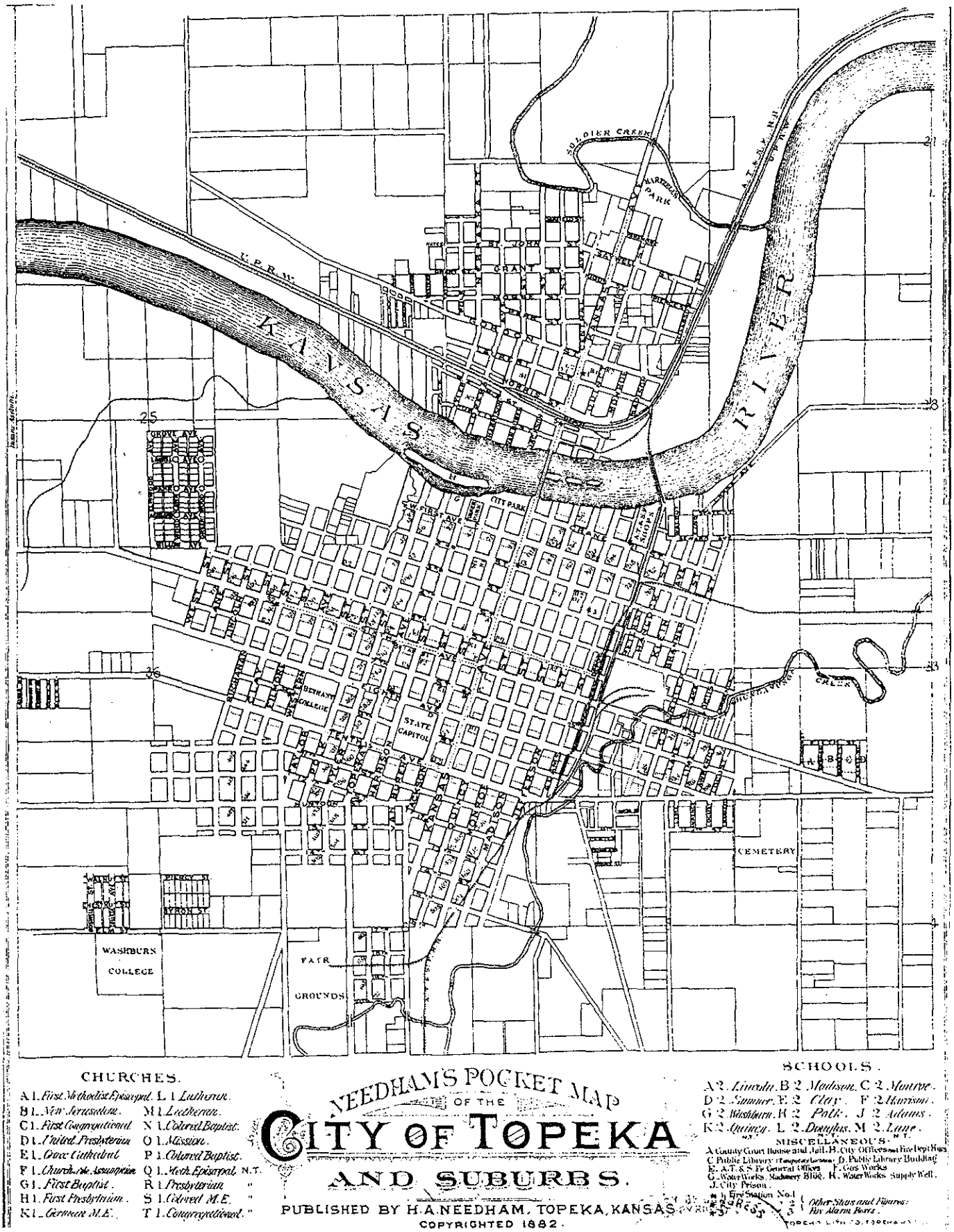
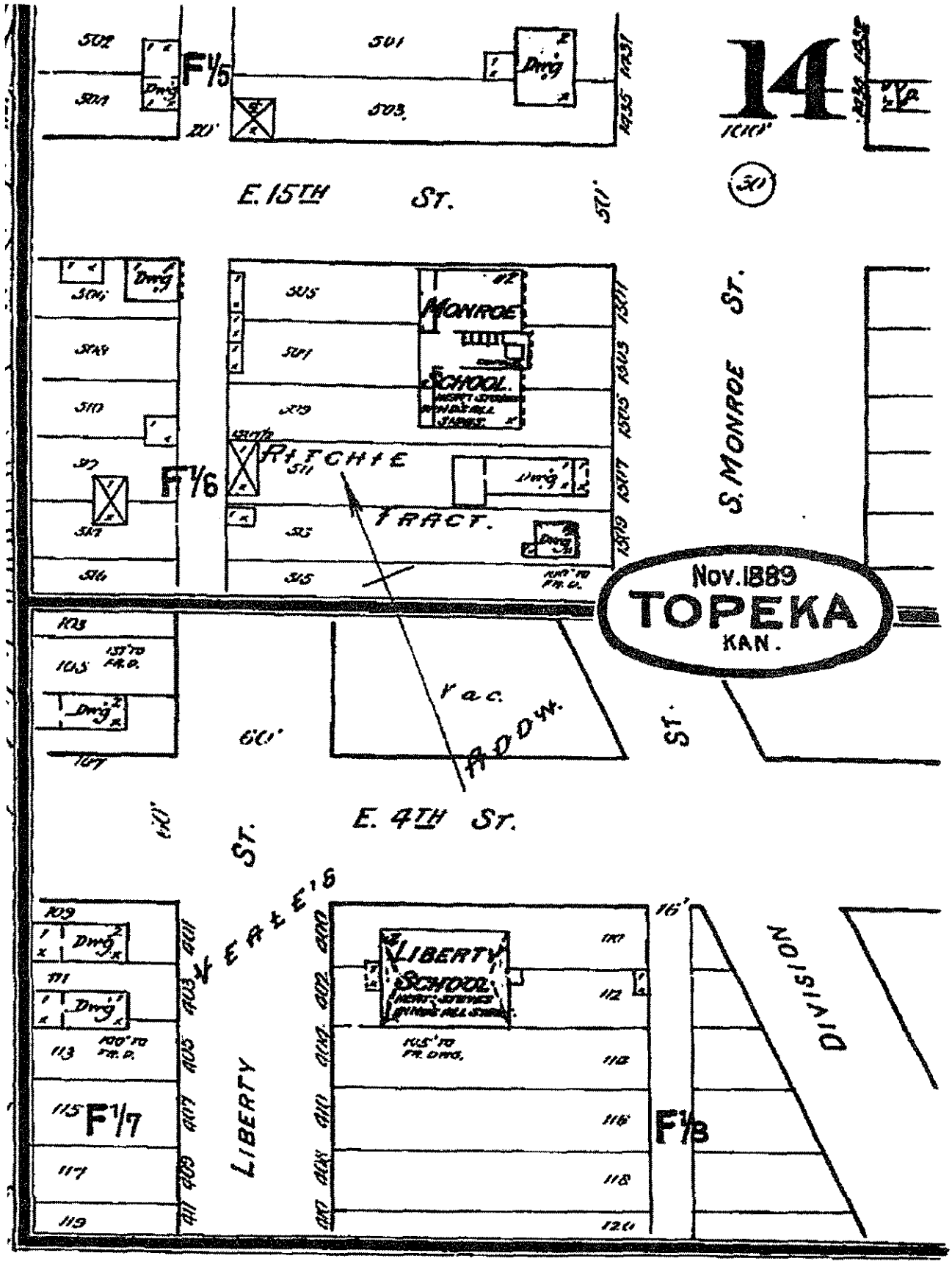


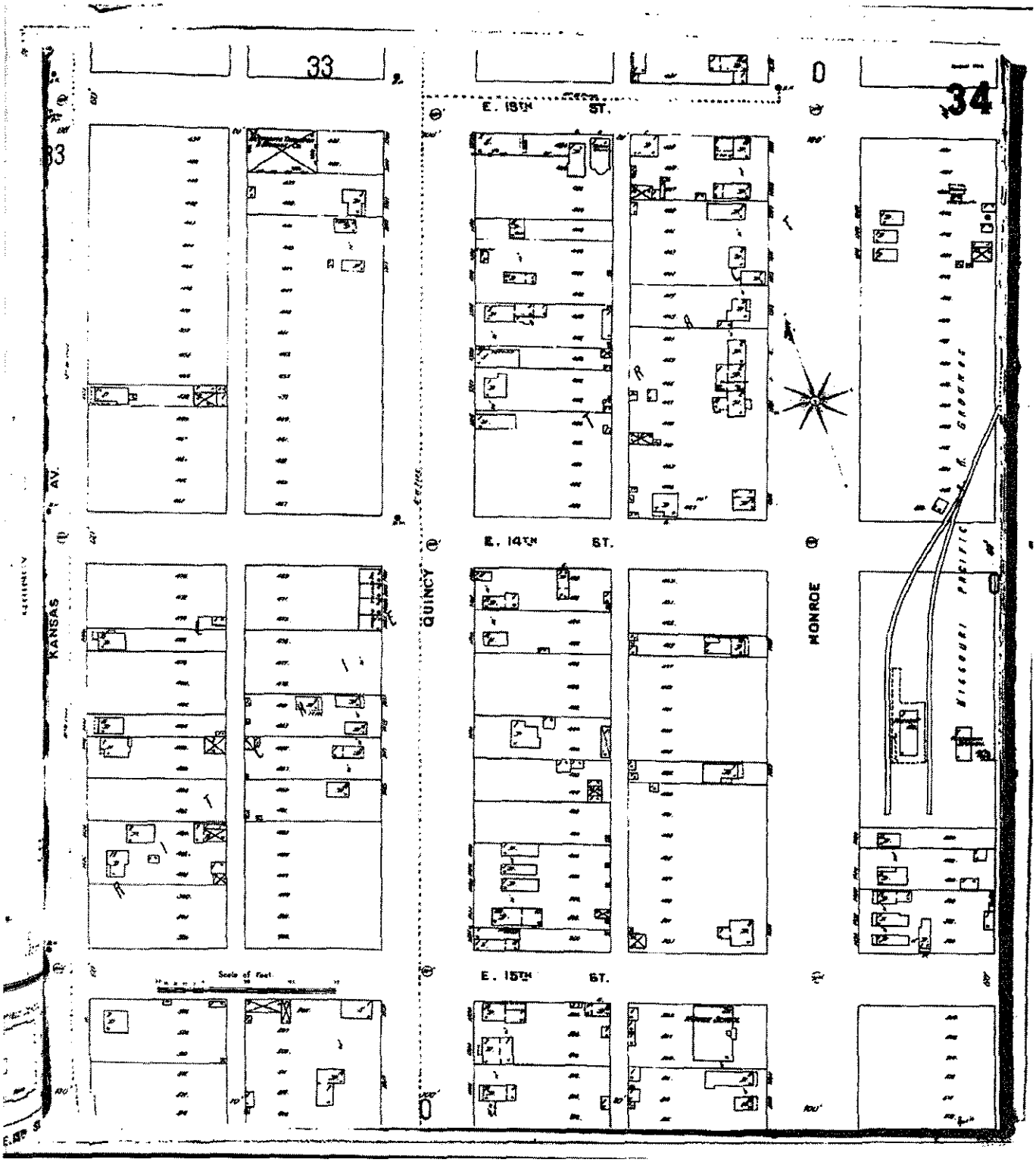
Figure 27.
The eastern terminus of Cushinberry Park is poorly defined and offers few amenities.
LCA, 1998.



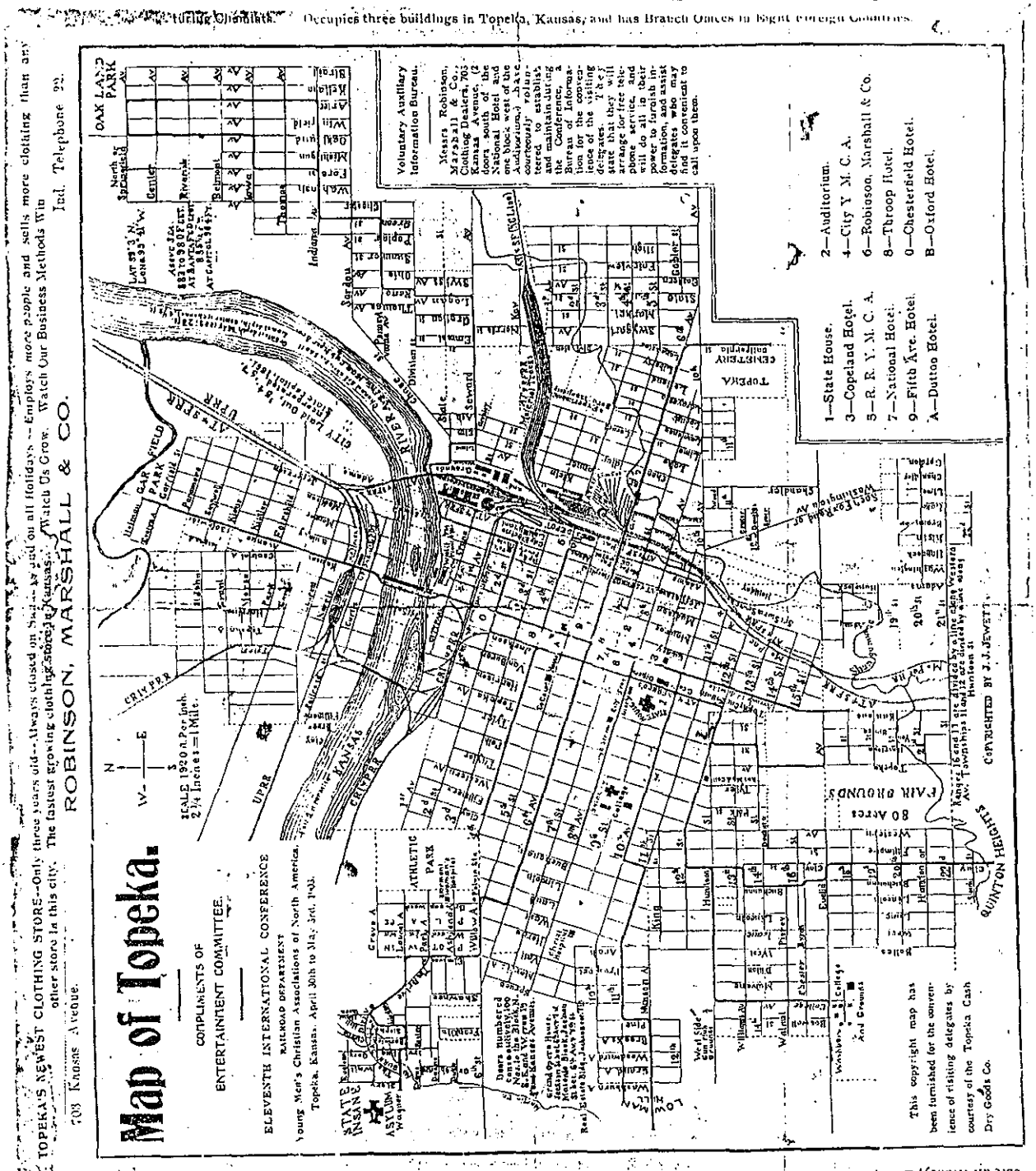
Map 1. Needham's Pocket Map of the City of Topeka & Suburbs. ca. 1882 (excerpt).



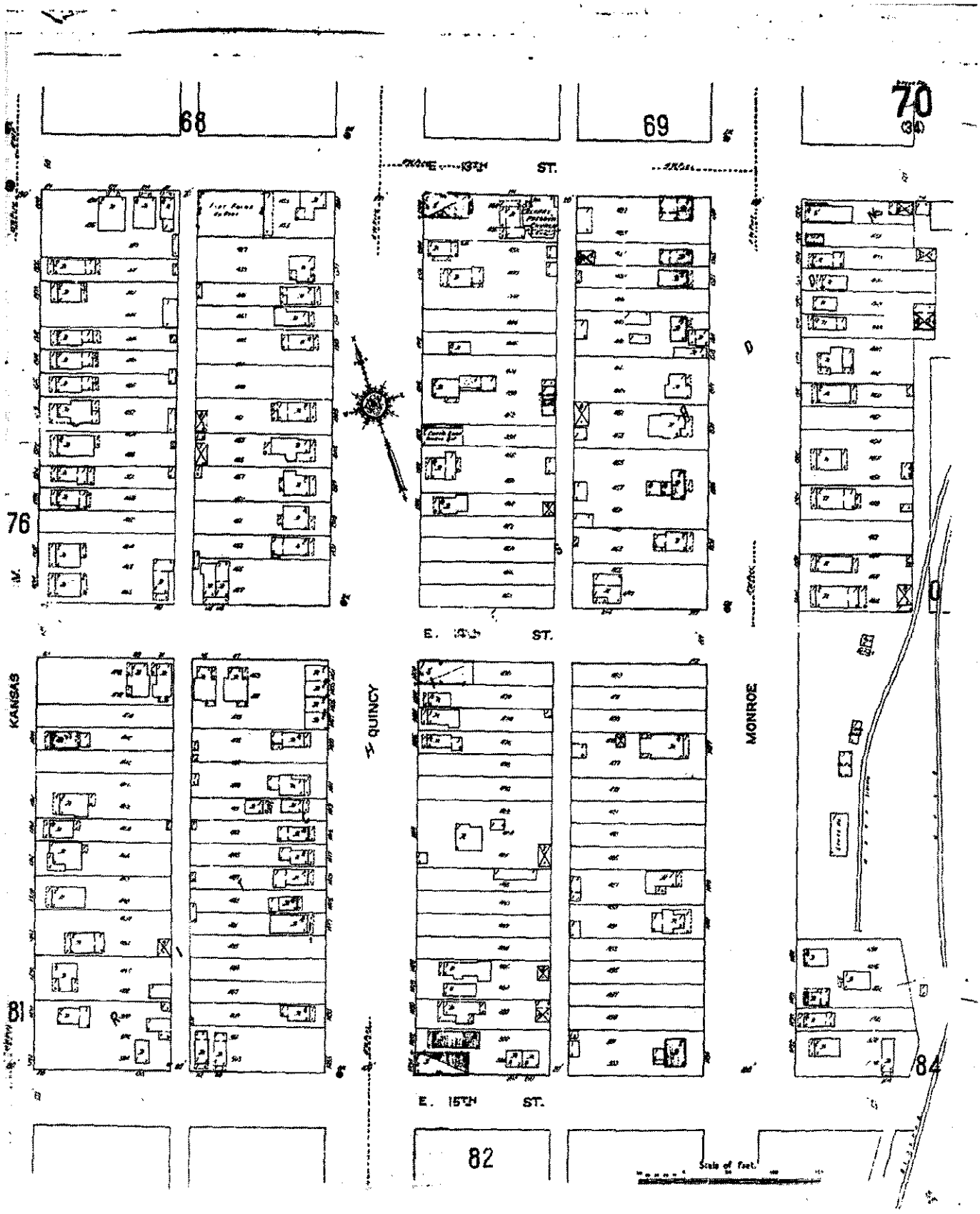
Map 2. Sanborn Map, Topeka, Kansas, Sheet 14, 1889.



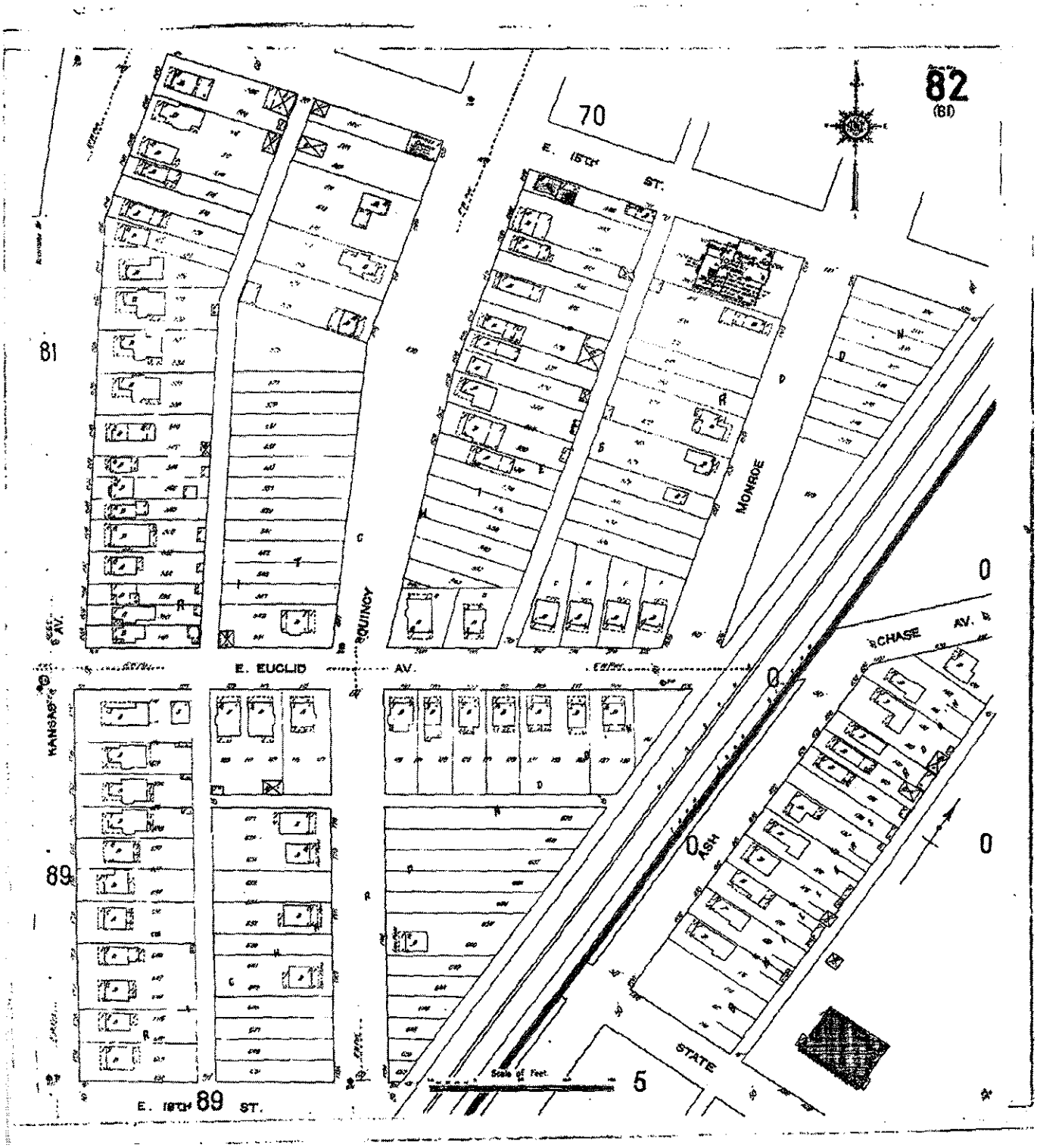
Map 3. Sanborn Map, Topeka, Kansas, Sheet 34, 1896.



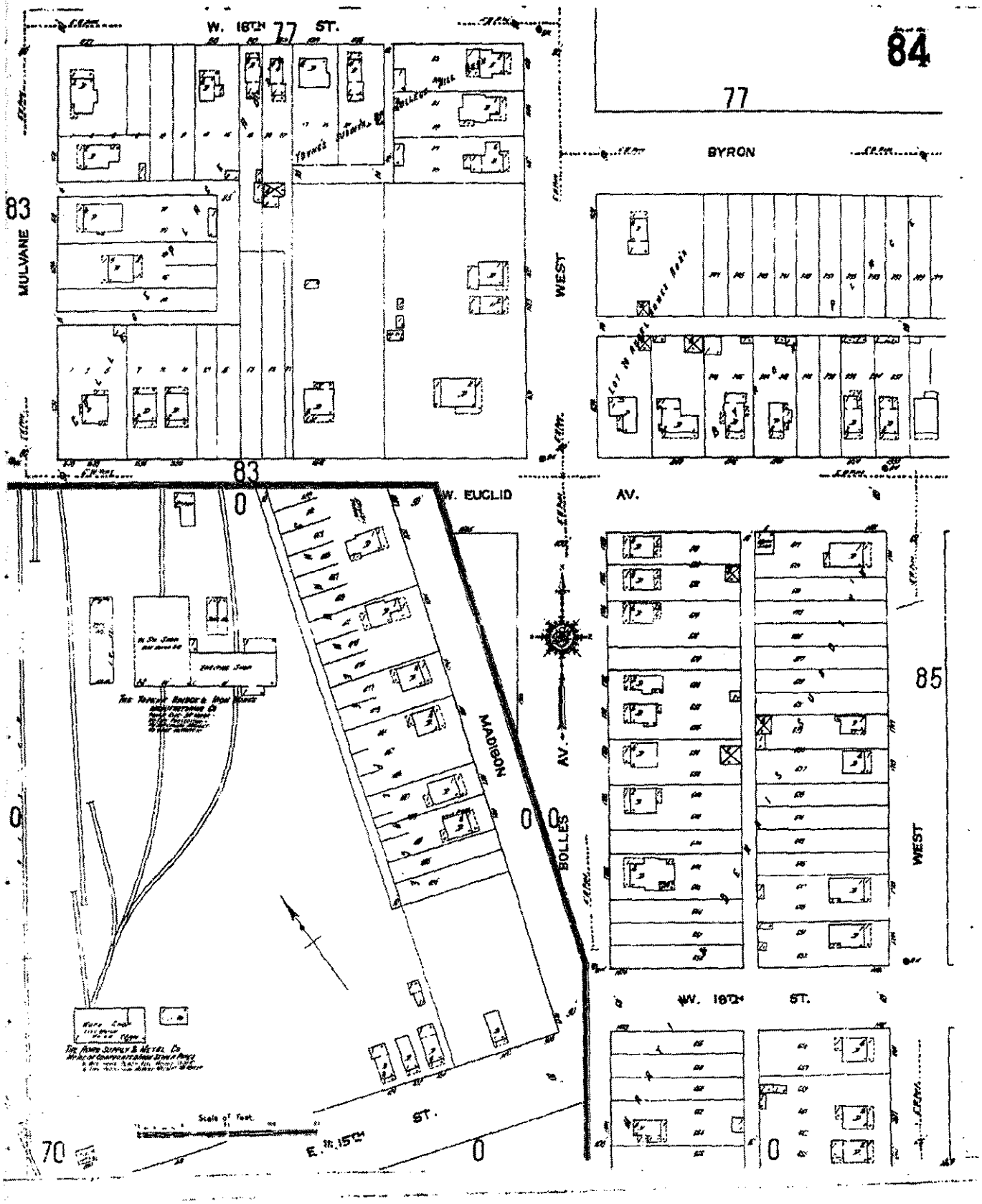
Map 4. Map of Topeka, Compliments of Eleventh Internationl Conference, Railroad Department, Young Men's Christian Association. 1903.



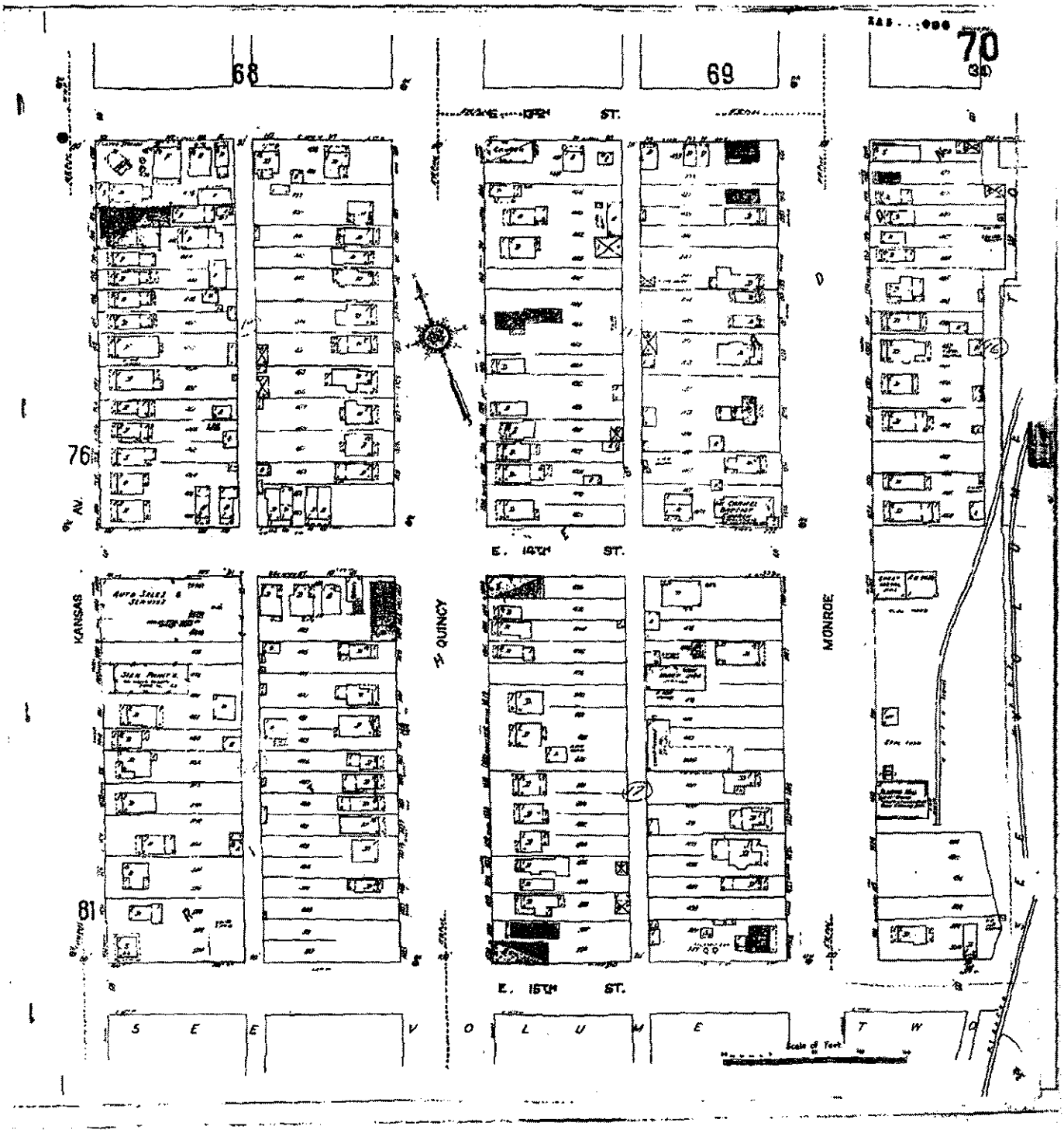
Map 5. Sanborn Map, Topeka, Kansas, Sheet 70, 1913.



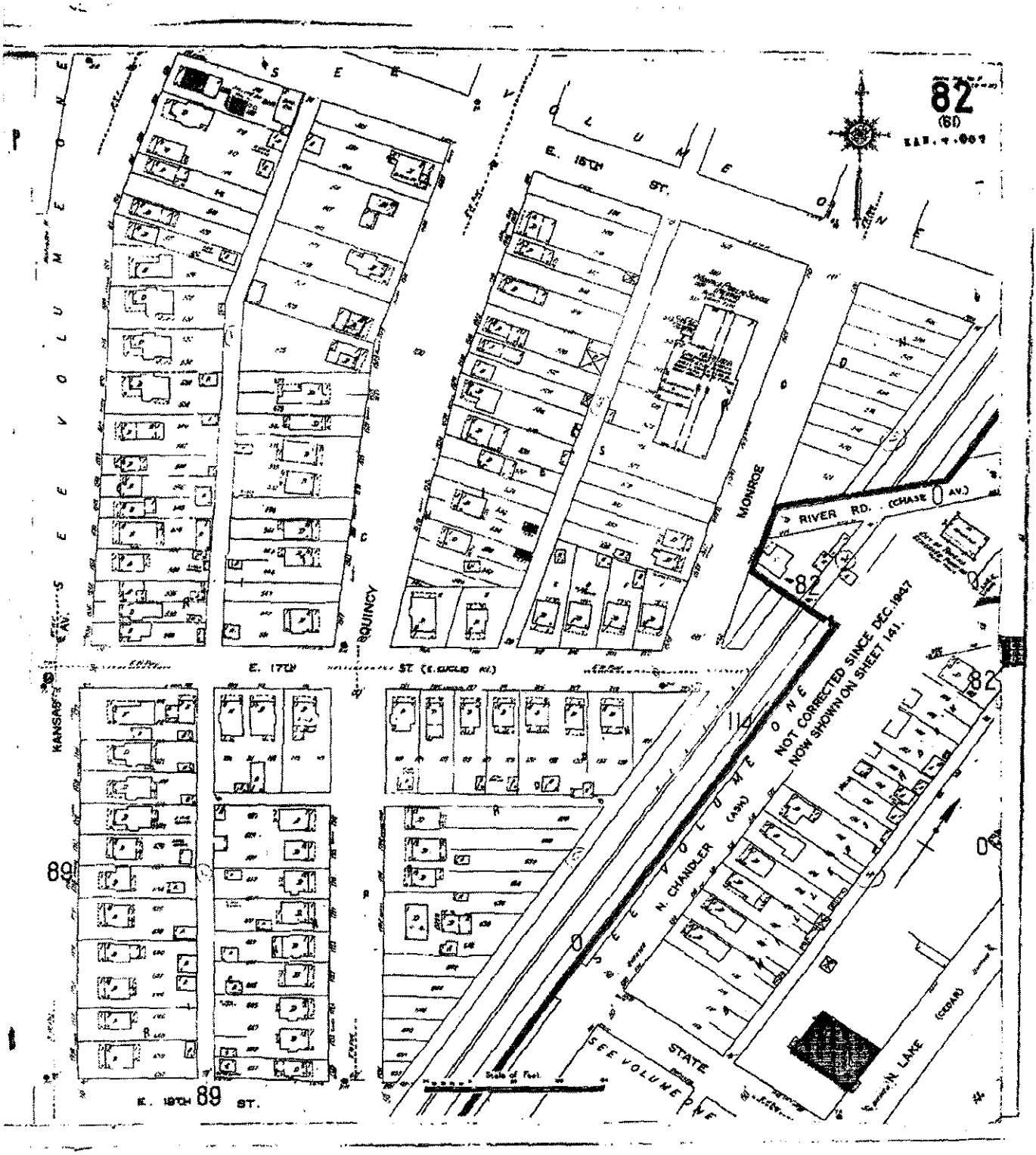
Map 6. Sanborn Map, Topeka, Kansas, Sheet 82, 1913.



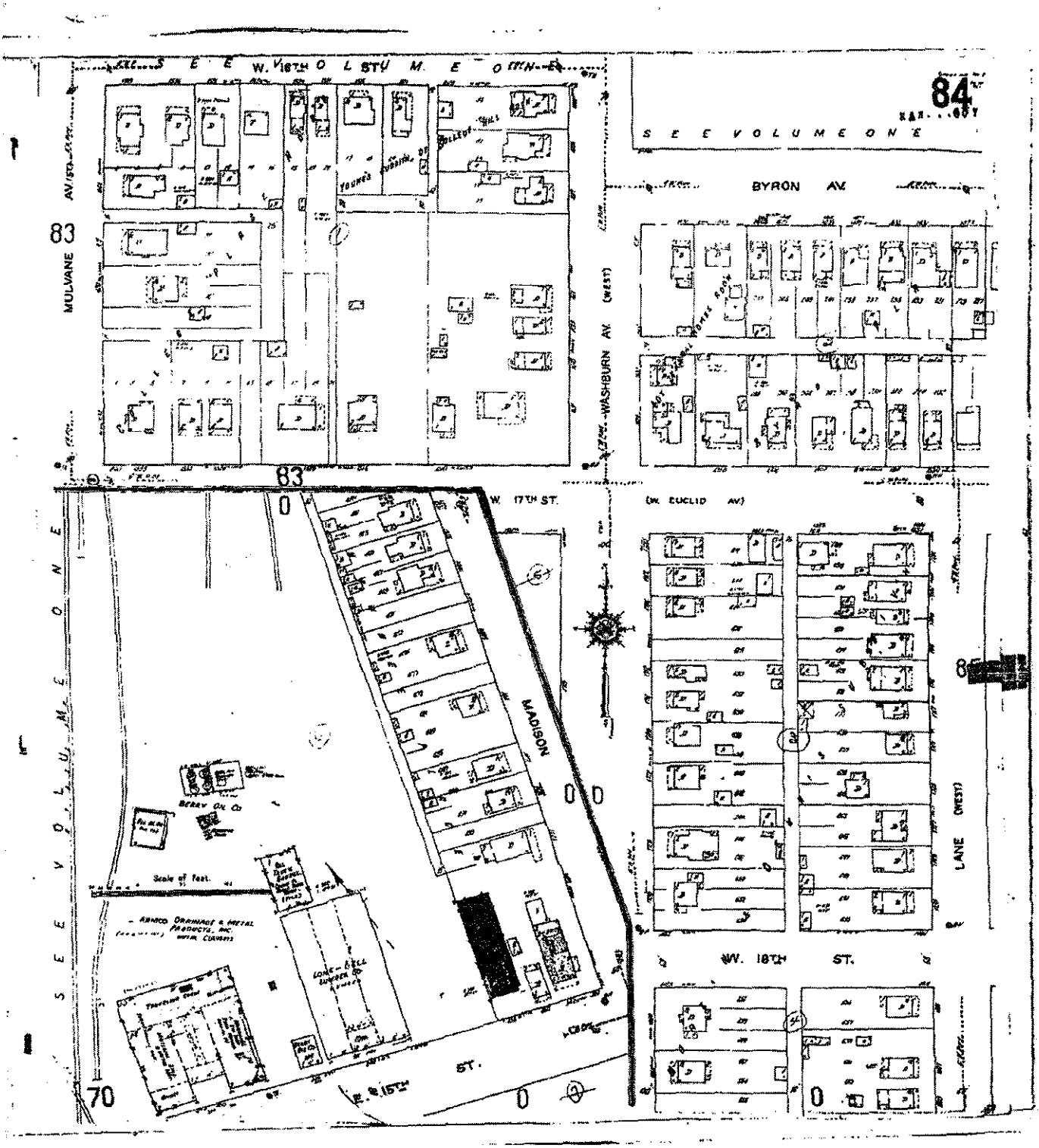
Map 7. Sanborn Map, Topeka, Kansas, Sheet 84, 1913.



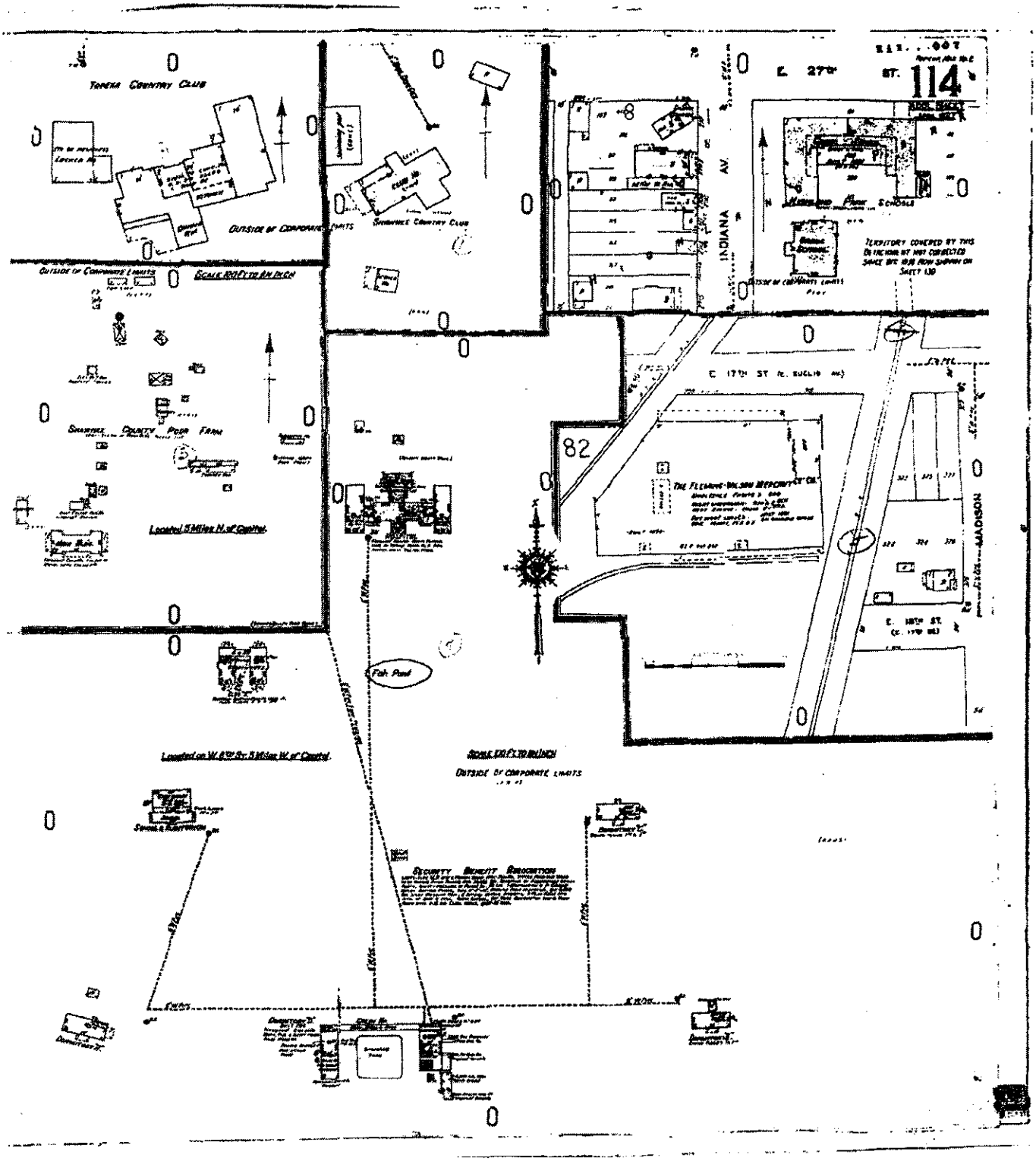
Map 8. Sanborn Map, Topeka, Kansas, Sheet 70, 1950.



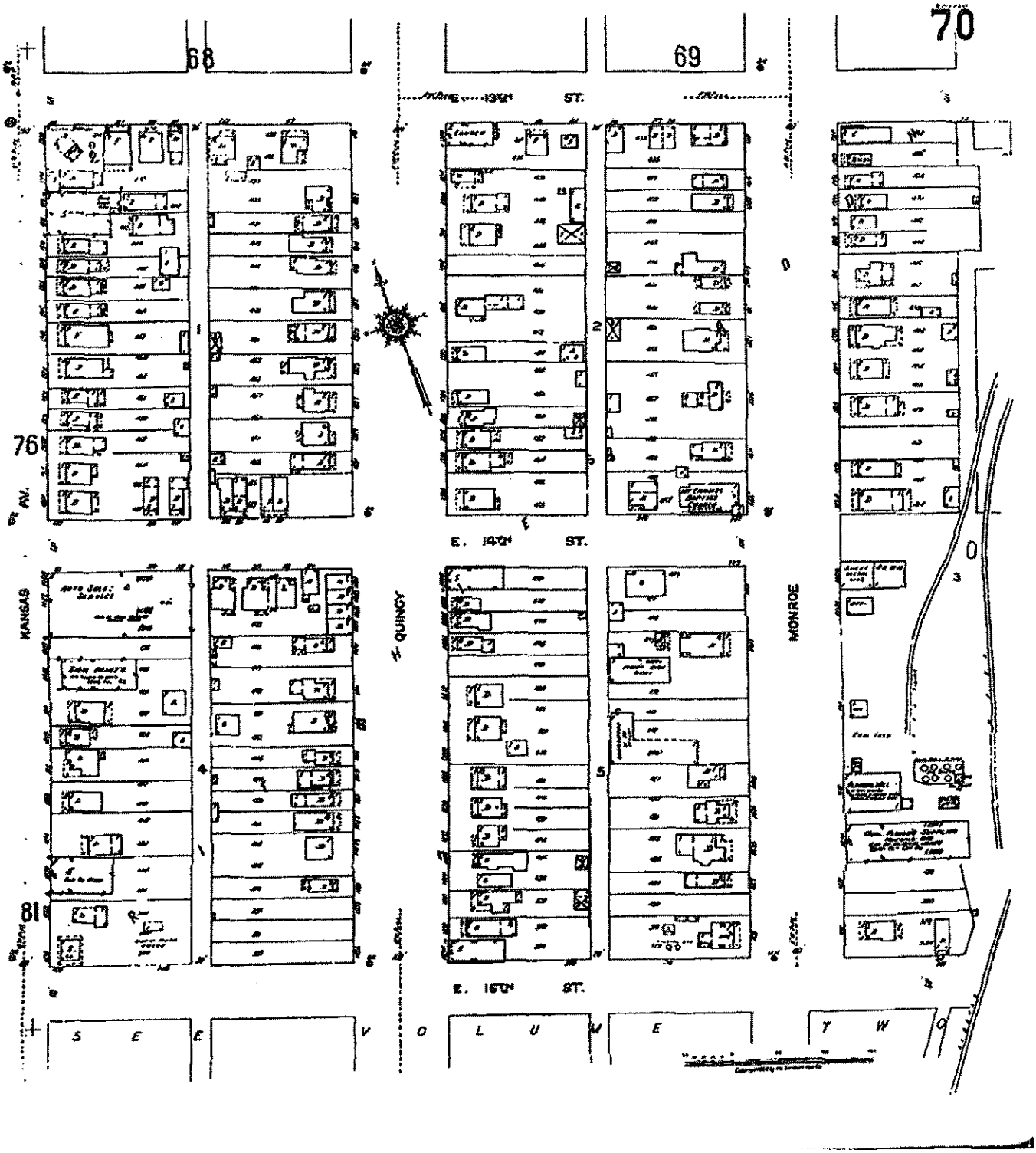
Map 9. Sanborn Map, Topeka, Kansas, Sheet 82, 1950.



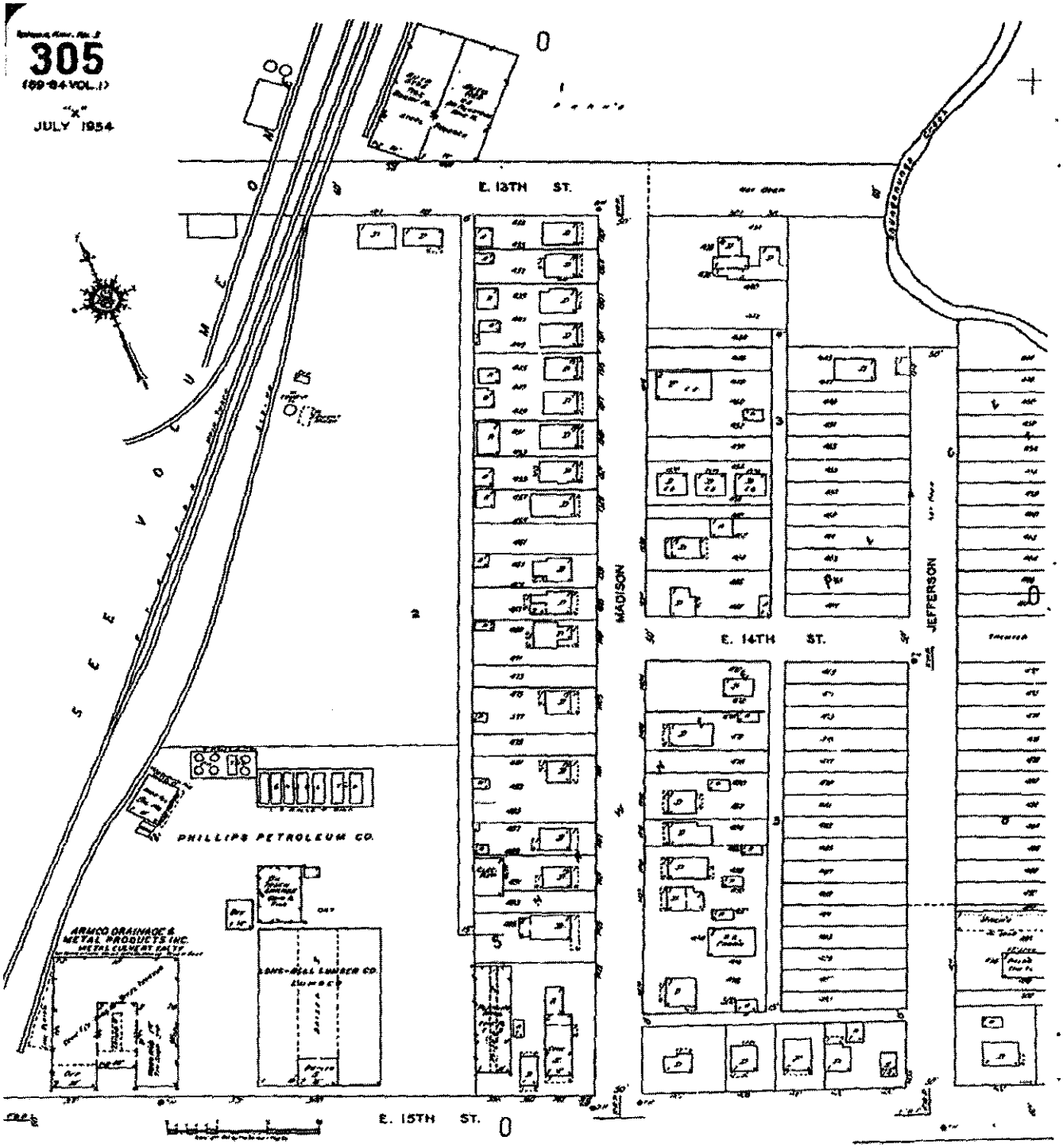
Map 10. Sanborn Map, Topeka, Kansas, Sheet 84, 1950.



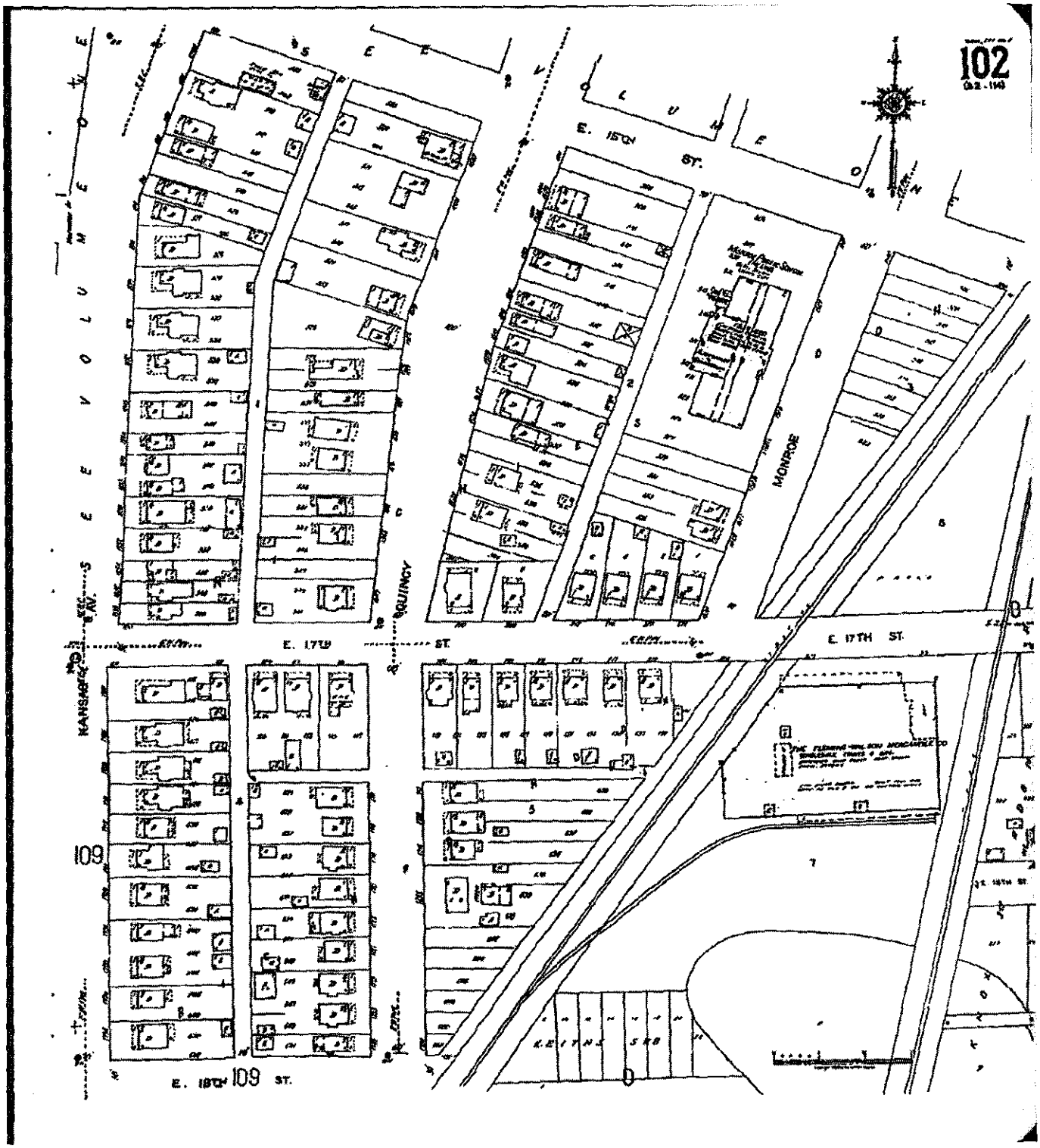
Map 11. Sanborn Map, Topeka, Kansas, Sheet 114, 1950.



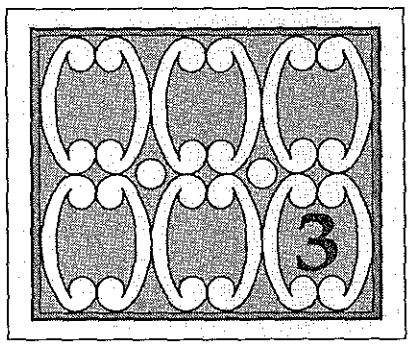
Map 12. Sanborn Map, Topeka, Kansas, Sheet 70, 1954.



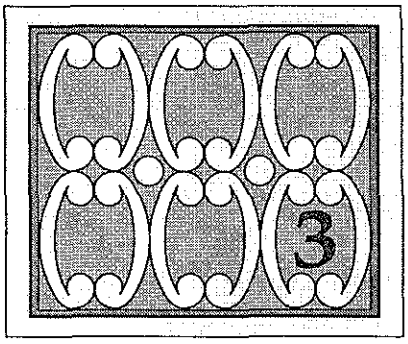
Map 13. Sanborn Map, Topeka, Kansas, Sheet 305, 1954.



Map 14. Sanborn Map, Topeka, Kansas, Sheet 102, 1955.



DESIGN GUIDELINES



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INTRODUCTION

These design guidelines have been developed to provide a planning and design framework for future development in the NHS neighborhood. Since the school's front door has been identified as the primary entrance to the NHS, the Monroe School and the neighborhood have a mutually reciprocal relationship—both visually and in actual experience. Changes in one will affect the other, both directly and indirectly. The NHS neighborhood is critical to the understanding of the Monroe School. It has interpretive potential, and is related to the period of significance of the Monroe School.

NPS administrators have suggested that the "magic of the place [the NHS and its neighborhood] is the "common ground of a school." The public elementary school is part of the collective, shared experience in American history. The role of the Monroe School in both the history of education and the history of civil rights in the United States is related to the social history of neighborhoods. African-American public elementary school students in Topeka prior to the Supreme Court decision of 1954 were barred on the basis of race from attending schools in their own neighborhoods or in neighborhoods that were closer to their homes. Maintaining a setting that is similar to or evocative of the 1950s enhances the credibility of the Monroe School as a "real place" that was once an integral part of the everyday lives of many Topeka families. At the same time, however, it would be inappropriate to attempt to actually turn the clock back to the 1950s by physically recreating the neighborhood scene of that era.

The Brown vs. the Board of Education decision marked a turning point in American history and symbolized one of the most dramatic social changes ever to occur in the nation's history. Throughout the Unites States there were varied social, cultural, and physical responses to that change. The Supreme Court decision was about change; the neighborhood should reflect the changes that have occurred within its own boundaries just as the stories of desegregation, school closure, and economic and societal change have influenced its land use and physical character.

The NPS opening of the Monroe School to the public is expected to be a stimulus for neighborhood revitalization and to provide opportunities for economic development. This revitalization, however, to be compatible with NPS goals needs to be based on maintaining the underlying physical character and texture of the neighborhood and its interrelationship–both physical and cultural–with the Monroe School.

The visitation associated with the NHS also will provide a focus for revitalization not only of the declining urban neighborhood but also for Cushinberry Park. Currently underutilized as a result of the neighborhood's aging population, the park can provide additional open space and recreational

opportunities. Given its current minimal neighborhood use, it has the potential to be rehabilitated to complement NPS use of the Monroe School and its site.

Issues

According to the GMP, there is concern over the potential for the complete loss of the context of the Monroe School through neglect and loss of historic features and neighborhood fabric. Although there is unanimous agreement that the Monroe School should be the anchor of revitalization for the immediate area, there is disparity in the opinions as to the best use for the property surrounding the school. The neighborhood continues to be seen as an awkward space created by the juxtaposition of two street grid orientations. It is also located in a low, wet area. Although it is close to downtown and two nearby streets serve as commuter corridors; it is not considered a particularly desirable location for either commercial or residential occupancy at the present time. The opening to the public of the NHS, however, is expected to make the area more desirable for adaptive use and new development. The greatest challenge for the NPS and the City of Topeka is to retain the urban context around the site.[1]

A stated visitor experience goal of the GMP is for visitors to "visit and understand the significance of other sites associated with the site story, including areas of the neighborhood surrounding Monroe School..."[2] Another goal is for visitors to "understand and visualize the settings associated with the decision, including the disparities in communities and schools ... that constitute the *Brown* decision, and the appearance of Topeka (especially the neighborhoods around Monroe and Sumner Schools) around 1950.[3] There is also a stated goal for visitors to have a "safe, beneficial, and enjoyable visit."[4] According to the GMP, the school should impart a "sense of place and a feeling for the original school and its place in the community."[5] Just as the school and its grounds will not be restored but will be rehabilitated, the decision seems to be apparent that a similar attitude is appropriate for the neighborhood. The neighborhood can continue to evolve and change with the opening of the NHS without either over-memorialization or complete replacement of all that survives from the 1940s and 1950s. Such an approach does not preclude neighborhood enhancement if it is not intended to portray a false sense of the neighborhood's appearance during the period of significance.

Neighborhood Treatment Approach

The most feasible treatment approach for the Monroe School neighborhood is rehabilitation. While it is certainly desirable for the neighborhood to retain some of the physical characteristics it possessed during the early 1950s, for several reasons it is neither desirable nor feasible to consider a restoration approach for

[1] GMP, p. 38.
[2] GMP, p. 15.
[3] GMP, p. 15.
[4] GMP, p. 15.
[5] GMP, p. 18.

the neighborhood. For the same reasons, preservation of the existing environment and its features also has been dismissed as inappropriate and insufficient to respond to the changing needs of the neighborhood once the NHS opens for visitation.

First, the Monroe School, the neighborhood's primary historic resource, is being rehabilitated, not restored. Second, there is not adequate documentation to undertake an accurate restoration of the neighborhood. More important, however, the neighborhood is part of an urban dynamic that is evolving and not static; restoration, therefore, would be inappropriate. The neighborhood today responds to different social and economic forces than those present in the 1950s.

In addition, once the NHS is open for visitation and public programs are offered, new public and private sector development and adaptive uses may need to be accommodated within the neighborhood. For example, substantial visitation is anticipated from organized groups—schools, church and community groups, clubs, motor coach tours and convention attendees. As a result, the neighborhood will need to accommodate large groups as well as individuals and families. Associated needs such as parking for buses and vans and visitor services that can serve multiple large groups at a time will have to be resolved without sacrificing the present residential character of the neighborhood.

At the present time, the continuity of the residential uses that provide the Monroe School with a neighborhood context is also threatened by light industrial development in areas that were formerly residential. These guidelines are intended to strengthen the neighborhood's residential character while not freezing it in time or recommending a restoration to its period of significance. At the same time priority does need to be given to preservation of features that date from the period of significance.

Both the City of Topeka and the NPS agree that the NHS has a role to play in the city's economic development initiatives to promote, revitalize, and redevelop the greater downtown area of Topeka. Parking, visitor services, and some commercial redevelopment are anticipated to occur within the neighborhood.

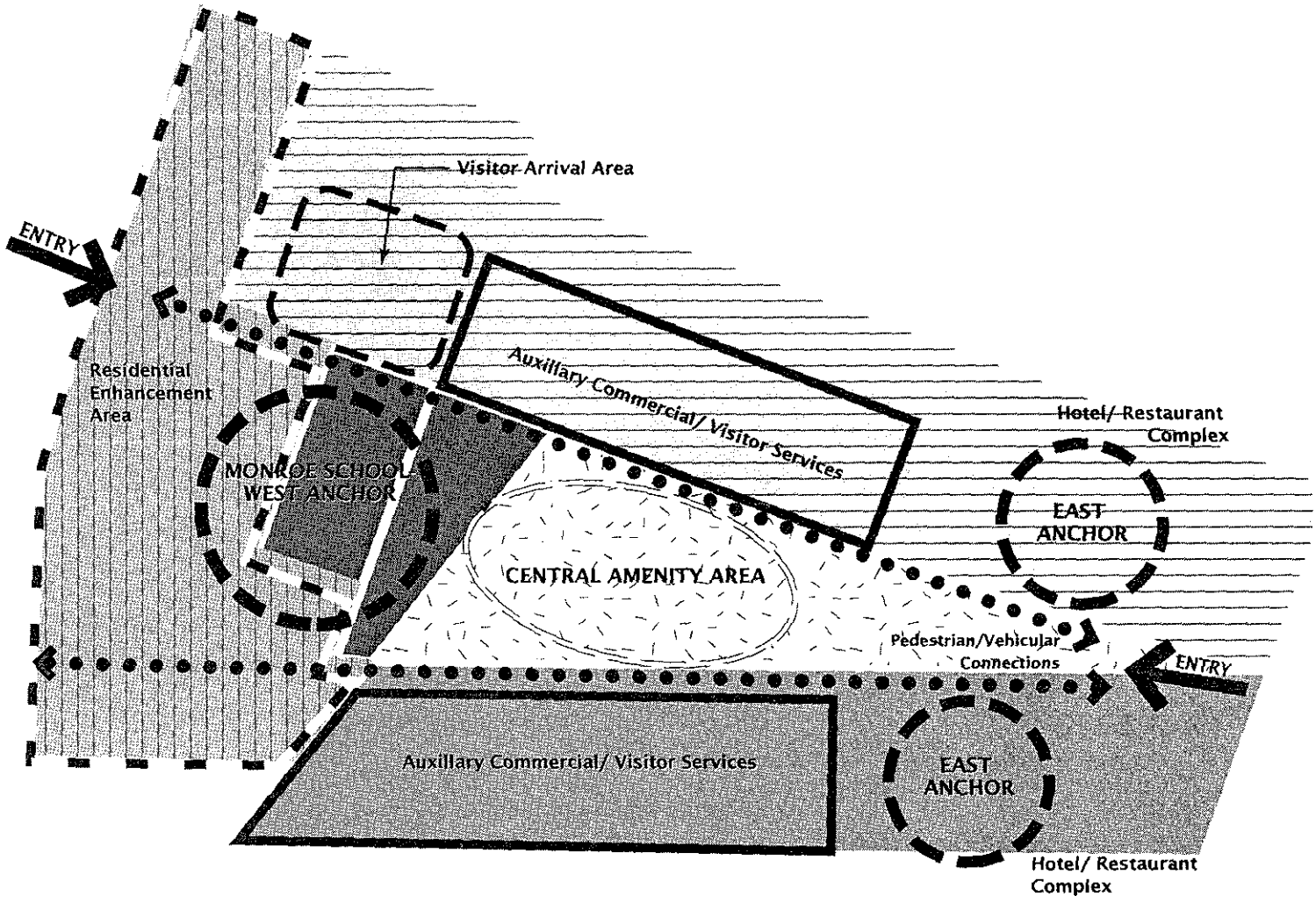
Cushinberry Park is also expected to provide an important open space opportunity for school groups and other visitors to the NHS. The city plans to rehabilitate the park as part of its efforts to support the establishment of the NHS. Similarly, the park as a major recreational open space on axis with the Monroe School is anticipated to meet expanded and different recreational needs once the NHS is open to the public. Again rehabilitation of the park, not restoration, is most appropriate to respond to these anticipated uses.

CONCEPT PLAN

The guidelines have been developed to respond to general development trends and needs that are anticipated for the NHS neighborhood. They are divided into guidelines that address the entire NHS neighborhood and those that address each specific character zone. The guidelines are based on preserving the diverse mixed-use character of the neighborhood in the 1950s. The guidelines are not intended to embellish or enhance the environment of the 1950s nor to create a false historical impression of the neighborhood as something it was not. Instead they have been developed to guide rehabilitation and new construction that will meet the needs of the neighborhood in the twenty-first century as a major visitor destination. The guidelines have been developed to encourage retention of significant physical characteristics from the 1950s while allowing for desirable and necessary changes that will support the NHS and the needs of the neighborhood and the city for enhancement, housing improvement, and economic development.

The Neighborhood Design/Development Concept *(Exhibits 5–10)*

The design/development concept plan *(Exhibit 5; Exhibits 6–10 occur later in the chapter with the detailed guidelines for each zone)* presented in these guidelines is based on an overall recommended NHS neighborhood treatment approach of rehabilitation. The design concept, which addresses circulation concerns within the NHS Zone *(Exhibit 6)*, includes using the 15th Street corridor as the major east-west entrance to the site. It also includes developing a visitor arrival/parking area on vacant land north of the NHS in the Northern Mixed Use Zone *(Exhibit 8)*. There are also recommendations for rehabilitation of residential structures from the period of significance and infill residential development that would be compatible with the traditional design character of the neighborhood in the West Residential Zone *(Exhibit 7)*. The design concept also calls for consideration of adaptive use of existing commercial/industrial structures to meet visitor needs for goods and services in the Northern Mixed Use Zone. In addition to residential and commercial uses, other appropriate and compatible uses might include other museums, educational facilities, and other uses related to cultural history, social change, civil rights, education, the 1950s, and other themes that complement the story and mission of the NHS. Another recommendation includes consideration of the feasibility of redeveloping the eastern end of the neighborhood for hotel/restaurant uses to provide an eastern anchor for the neighborhood and to take advantage of the Southern Mixed Use Zone's convenient access to a major vehicular approach to the NHS *(Exhibit 9)*. The concept plan is also based on a rehabilitation of Cushinberry Park in the spirit of its 1940-landscape plan to provide a central amenity area within the NHS neighborhood *(Exhibit 10)*.



Monroe School NHS Zone
Northern Mixed Use Zone
Southern Mixed Use Zone
West Residential Zone
Cushinberry Park and Adjacent Open Space Zone

North

EXHIBIT 5

DESIGN/DEVELOPMENT CONCEPT PLAN

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NHS Neighborhood Guidelines

Land Use

Mixed Uses

- Consider retaining surviving historic land use clusters where there are strong concentrations.
- Encourage retention of the existing mixed-use neighborhood character and evocation of the period of significance by retaining existing residential uses where they occur, particularly where they are not isolated by adjacent commercial or industrial uses. Encourage rehabilitation of the existing housing stock and the development of new infill residential housing opportunities. Also encourage appropriate new visitor-oriented commercial development in areas where there are not strong concentrations of features that were present during the period of significance.
- Only consider adaptive uses of existing residential structures for commercial uses if residential uses become unfeasible or there is an increased demand for NHS-related commercial services that cannot be met first within the Northern and Southern Mixed Use Zones. Ensure that all adaptive uses are planned to retain a residential-type appearance.

Residential Uses

- Encourage retention of the existing residential uses to preserve a core residential area, particularly on Quincy and 15th Streets. Encourage rehabilitation of the existing housing stock and the development of new infill residential housing opportunities on traditional city lots.
- Encourage and offer incentives for continued and expanded residential uses.
- Retain the single family character of the landscape, of building facades, and building massing even if multiple family uses are accommodated.
- Provide incentives to encourage owner occupancy.

Commercial/Industrial Uses

- Encourage small business commercial uses to evoke the small-scale nature of commercial/industrial development in the 1950s. Appropriate commercial development would generally include a visitor center, restaurants and snack shops, small convenience and grocery stores, gift and souvenir shops, specialty retail shops, and service-oriented businesses such as beauty and barber shops.
- Encourage small, independent, entrepreneurial businesses rather than large national franchises.
- Encourage any national chains that develop commercial uses in the neighborhood to reduce the size and number of national logos and designs and to keep new construction at an appropriate scale.
- Direct new commercial development or redevelopment into the existing Northern and Southern Mixed-Use zones.
- Discourage expansion and development of industrial uses, especially those with a need for truck access and parking.

Vacant Buildings and Structures

- Avoid an unoccupied appearance; try to avoid and eliminate boarded windows and other characteristics that make a building appear unoccupied.
- Encourage owners to keep unoccupied structures maintained; consider maintenance incentives if necessary.
- Encourage similar uses to the original function of a building.
- Discourage demolition of any buildings dating from the period of significance.
- Offer incentives for rehabilitation.

Vacant Open Space and Park Land

- Develop coordinated redevelopment for major vacant parcels; encourage NHS-related service and commercial development on large parcels. Encourage infill development that divides new construction into smaller units *(Exhibit 12)*.
- Avoid the use of a single, large mass for new construction *(Exhibit 11)*.
- In planning new construction, encourage setbacks that are consistent with the traditional and historic setbacks of the neighborhood.
- Encourage a development pattern on non-park, vacant land that continues the traditional size, scale, and massing. Encourage an assemblage of buildings that have a ground floor footprint that ranges from approximately 1,000 to 16,000 square feet. Encourage the majority of these buildings in the smaller square footage range. Avoid infill construction that exceeds three stories in height.
- Retain a continuous open space east of the Monroe School from its former ball field to Cushinberry Park. Accommodate and enhance passive recreation in this open space; carefully define active and formal recreational uses so that they complement and supplement passive and informal recreational uses, such as picnicking, strolling, reading, and informal games such as tag, pitch and catch. Separate active recreational uses such as basketball courts from passive uses to avoid conflicts.
- Work with the City of Topeka to ensure continuity of the open space of the triangle of land between the two railroad alignments. Consider cooperative agreements, purchase, easement, or donation to the City, NPS, or other entity to ensure appropriate uses for this vacant land.
- Incorporate former street and rail alignments into an open space and trail network but continue to define the historic alignments so that they remain identifiable; interpret abandoned circulation systems as part of the ongoing evolution of the neighborhood, city, and region.

Spatial Organization

- Retain the existing urban street grid with its diagonal juxtaposition of two intersecting street grid alignments.
- Retain the existing street, alley, sidewalk, and railroad alignment layout with two exceptions: a. retain the alignment but close to vehicular traffic the

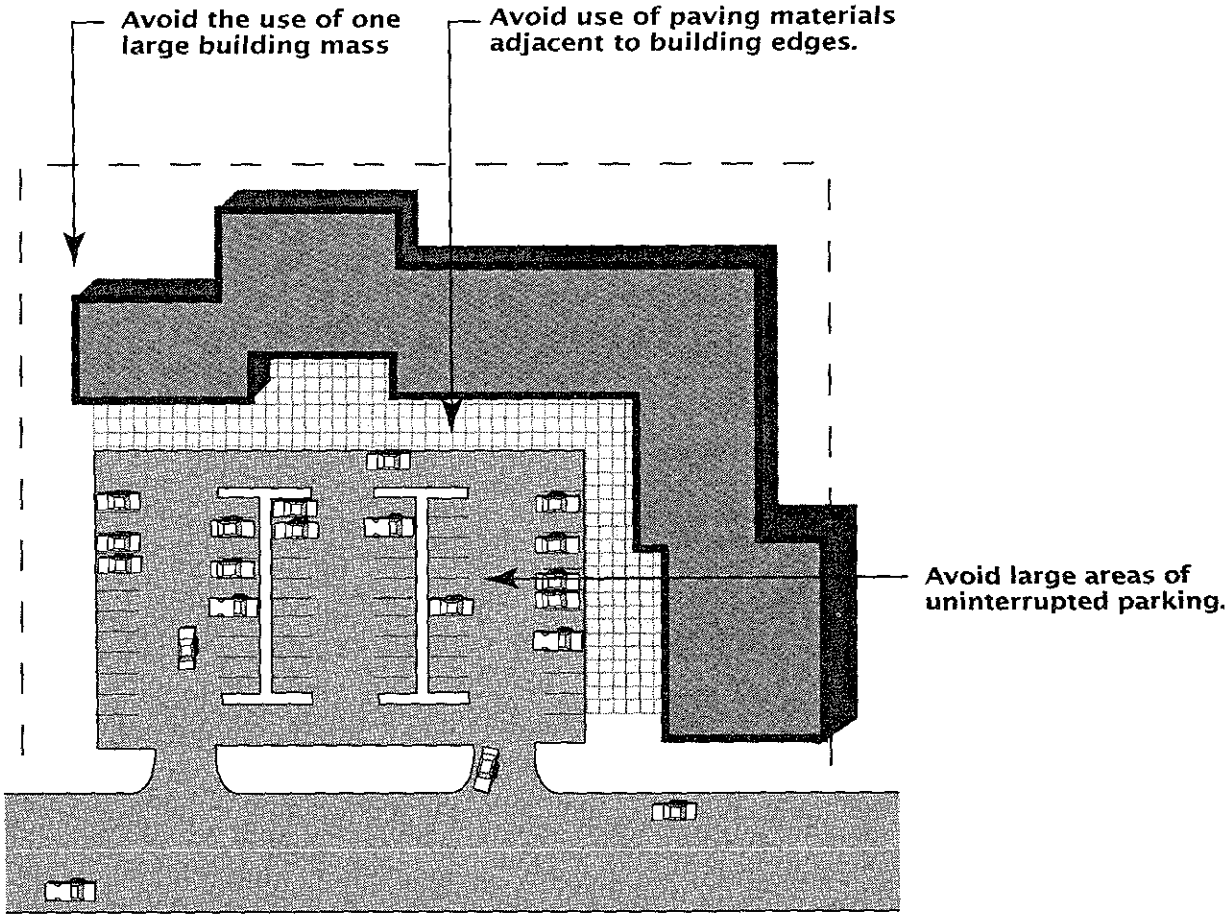


EXHIBIT 11

INAPPROPRIATE LARGE SCALE DEVELOPMENT

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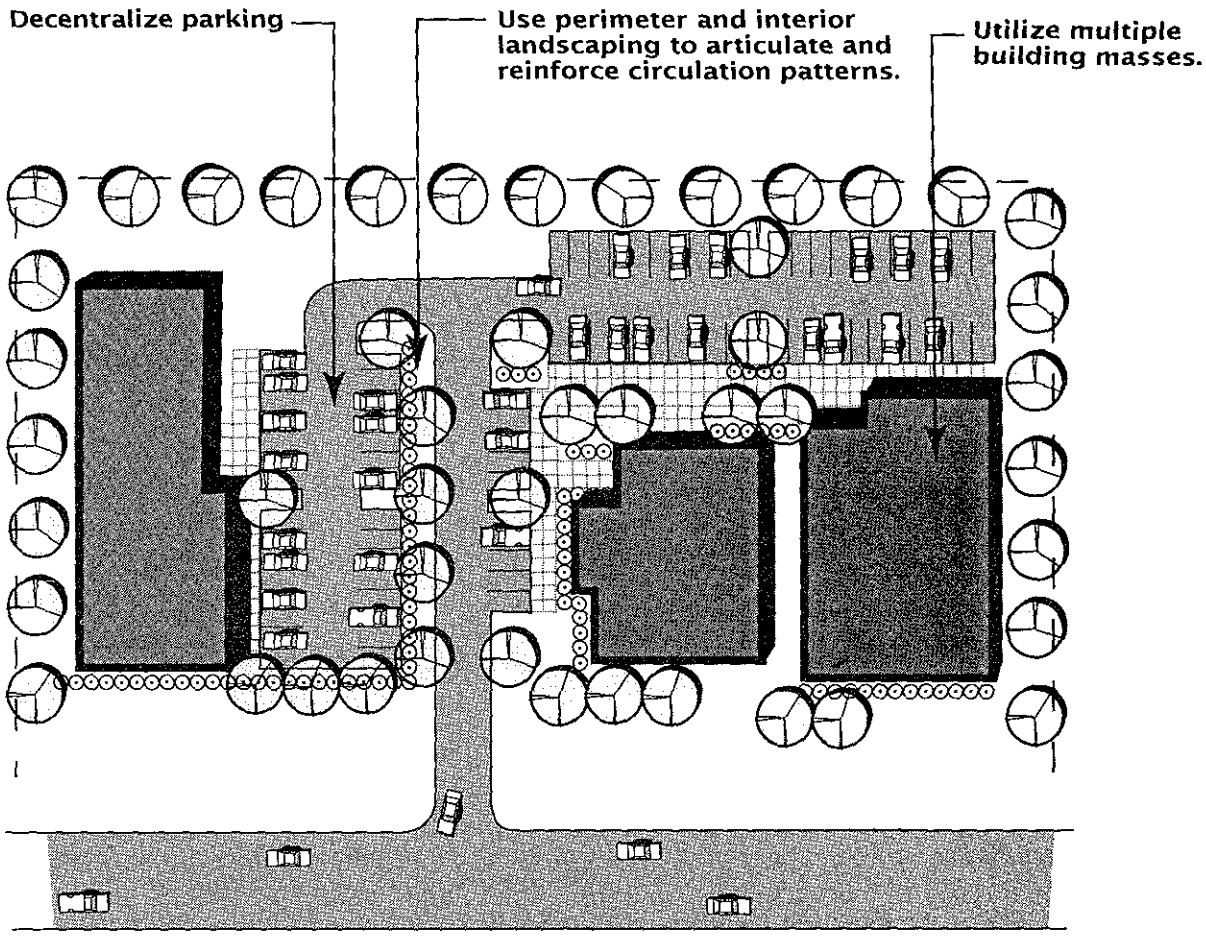


EXHIBIT 12

APPROPRIATE LARGE SCALE DEVELOPMENT

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portion of Jefferson Street that passes through Cushinberry Park; and b. infill missing sidewalk links along all city streets to improve pedestrian circulation.
- Encourage retention of the existing historic streetscape rhythm and setbacks. Avoid breaking this rhythm when planning new construction *(Exhibit 13)*. Secure variances from existing land use regulations where necessary for new construction to preserve this rhythm.
- Encourage new infill construction that does not exceed two stories.
- Plan development that preserves the characteristic relationships of front, side, and back yards that were present in the early 1950s.
- Avoid making parking visually prominent in the design of new commercial development; consider developing parking at the rear of buildings where possible.
- Retain the existing topographic variations that have influenced the development of retaining walls and other design responses within the neighborhood and that reflect its earliest development as part of Ritchie's Addition.
- Retain views to downtown Topeka. This historic view was an important visual connection for the neighborhood *(Exhibit 4)*.
- Consider the entire area between the NHS and Kansas Avenue as part of the NHS neighborhood.

Vehicular Circulation

Vehicular Approaches
- Delineate the Branner Street Trafficway/15th Street as the primary, preferred entry route from I-70 to the NHS.
- Define Kansas Avenue as the secondary entry route to the NHS.
- Develop public incentives and private incentives to enhance the visual character of both approaches.

Neighborhood Streets
- Retain the existing alignments; avoid street widening.
- Return 15th and 17th Streets to brick paving between Quincy and Monroe Streets.
- Retain Monroe Street in front of Monroe School as an asphalt-surfaced street.
- Install curbs along streets, using the traditional red stone.
- Ensure that there are adequate curb cuts to promote accessibility.
- Monitor traffic volumes and speeds. Consider installation of speed bumps and brick pavement where historically appropriate as traffic calming measures if warranted.

Alleys
- Retain the traditional alley system as a significant characteristic of the period of significance.

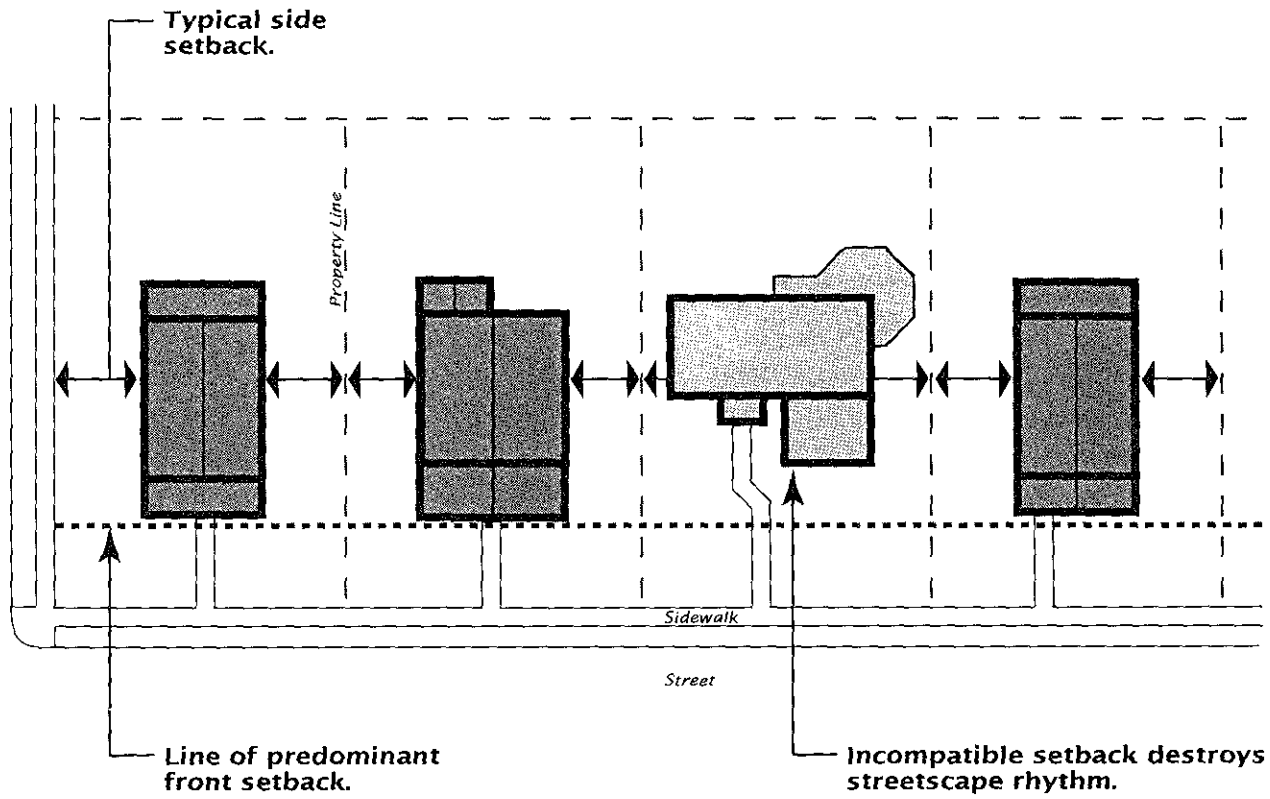


EXHIBIT 13

PREDOMINANT SETBACKS AND STREETSCAPE RHYTHM

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Former Railroad Alignments

- Preserve the traditional rail alignments as a visible and interpretive element through the neighborhood.
- Continue to explore cooperative efforts to incorporate unused railroad right-of-ways into trail networks.
- Consider retention of any features associated with the railroad, such as crossing arms.

Pedestrian Circulation

Public Sidewalks

- Retain the existing brick and concrete sidewalk system, attempting to use the same or similar materials that appear to have been used during the period of significance. Use brick walks only where there is evidence that they occurred historically. Since the sidewalks were a combination of both materials historically, attempts to develop a unified sidewalk system would be inappropriate. Avoid imposing an overly uniform character that did not exist during the period of significance. Also, avoid introducing specialty paving that would create a landscape design character inconsistent with the vernacular tradition of the neighborhood. Since the exact proportion of brick to concrete for the period of significance cannot be determined, retain the existing materials where possible unless an earlier paving material is still evident. Repairs to existing walks should match the existing materials in texture and finish, paving pattern, mortar joints, and color. Test samples should be coordinated between NPS and the City of Topeka.
- Retain the basic width of existing sidewalks; avoid any major widening that will affect their current residential scale.
- Restore uneven walks to a level condition where settling has occurred, resolve drainage problems that contribute to frost heaving, shave or remove minor tree roots that cause heaving, and/or relocate or divert the walk to avoid major tree roots.
- Extend the existing sidewalk system to provide safer, more convenient pedestrian access in the neighborhood as necessary. Where the material for the period of significance is not known or a walk needs to be provided in a location where there was no walk during the period of significance, use contemporary paving materials and finishes to avoid conveying the impression that these walks existed during the period of significance.
- Avoid using paving materials, such as cobblestone, that are out of character with the neighborhood.
- Consider the use of signalled crosswalks at major pedestrian crossings.

Private Entry Walks

- Encourage repairs to existing walks to match the original in materials, texture and finish, paving pattern, mortar joints, and color.
- Encourage locating new walks to reflect traditional pedestrian patterns. Typically, a linear front walk connects the front door with the sidewalk or the

street in front of it or with an adjacent parking area. Curvilinear walks are not traditional.
- Encourage construction of new walks in width similar to that of existing walks.
- Encourage use of appropriate paving materials, such as finished concrete, brick, and flagstone.
- Avoid locating walks close to large trees with roots that may displace paving materials.

Informal Paths
- To increase the casual, everyday feeling of a neighborhood, allow informal, undeveloped, earthen paths to develop naturally unless they present hazards.

Parking

The visual impact of parking in the neighborhood can be significant. Traditionally, on-street parking spaces, driveways, and private garages provided adequate parking for adjacent single-family residences. This decentralized pattern still persists. As new non-neighborhood-related commercial uses have located into the neighborhood, larger off-street parking lots have developed. These new lots are inconsistent with the character of the neighborhood in the 1950s. The parking necessary for buses visiting the NHS, any new businesses, or multi-family residential uses can be expected to have an even greater visual impact on the residential character of the neighborhood. Development of off-street parking, however, is critical to the success and aesthetic quality of the NHS, the neighborhood, and economic development initiatives. Careful planning and design of parking areas can help protect the character of the neighborhood in the 1950s.

Residential Parking
- Continue on-street parking on all streets (except Monroe Street in front of NHS) to impart the informal character of a 1940s–1950s neighborhood unless congestion becomes a problem with increased visitation.
- Consider permit parking for residents if conflicts arise between residents and visitors.
- Keep on-street parking undefined without lining individual spaces, installing meters, or any other visible regulation.
- Work with the City of Topeka to grant variances on driveway standards as necessary to preserve the historic character of the neighborhood.
- Avoid locating parking areas in front yards.
- Use alleys for access to rear yard parking whenever possible.
- Discourage development of new residential driveways. If they are essential, encourage development to the side and rear of the residence. Accommodate no more than two cars in length where rear parking is not feasible.
- Encourage driveways to be as narrow in width as possible to reduce their visual impact. Consider use of two-track, concrete paving strips for

driveways instead of paving large areas. Where possible, avoid gravel driveways and parking areas that are visible from city streets. Gravel driveways and parking are more appropriate adjacent to alleys.

- Use plantings to decrease the visual effect of the edges of driveways, but avoid creating hedges and other strong linear alignments.
- Avoid development of new driveways at the street edge of corner lots.
- In general, discourage parking from overwhelming the relationship between a building and its landscape setting.

Commercial Parking

- Continue on-street parking where it is convenient and does not create congestion since it was not prohibited during the period of significance. Monitor the effects of increased visitation when the NHS opens and as new commercial uses develop.
- Design unobtrusive off-street parking areas that preserve the relationships between buildings and site.
- Where possible, locate new parking areas behind a building rather than to the side or front to reduce its visual effect *(Exhibit 14)*. Design parking areas so that they enhance the appearance of a building's rear facade. Provide rear access to parking where possible.
- Consolidate the entrance and exit of a parking lot in a single location at a sufficient distance from street intersections to avoid traffic and pedestrian conflicts.
- Use small identification signs and plant materials to identify and define the entrances and exits of large parking lots. Ensure that all entrances and exits have adequate lines of sight for entering and exiting vehicles.
- Use appropriate signs to identify public or private parking lots and to inform motorists of restrictions, hours, applicable regulations, and fees.
- Do not develop parking areas in a way that would severely limit or preclude future building construction or other land uses for adjacent parcels.
- Provide clearly defined pedestrian areas and handicapped accessibility within parking areas.
- Provide adequate lighting for visibility in off-street parking areas but ensure that lighting is unobtrusive, especially in residential areas. Use appropriate lighting at the entrances and exits and within parking lots to provide adequate nighttime visibility and security for vehicles and pedestrians.

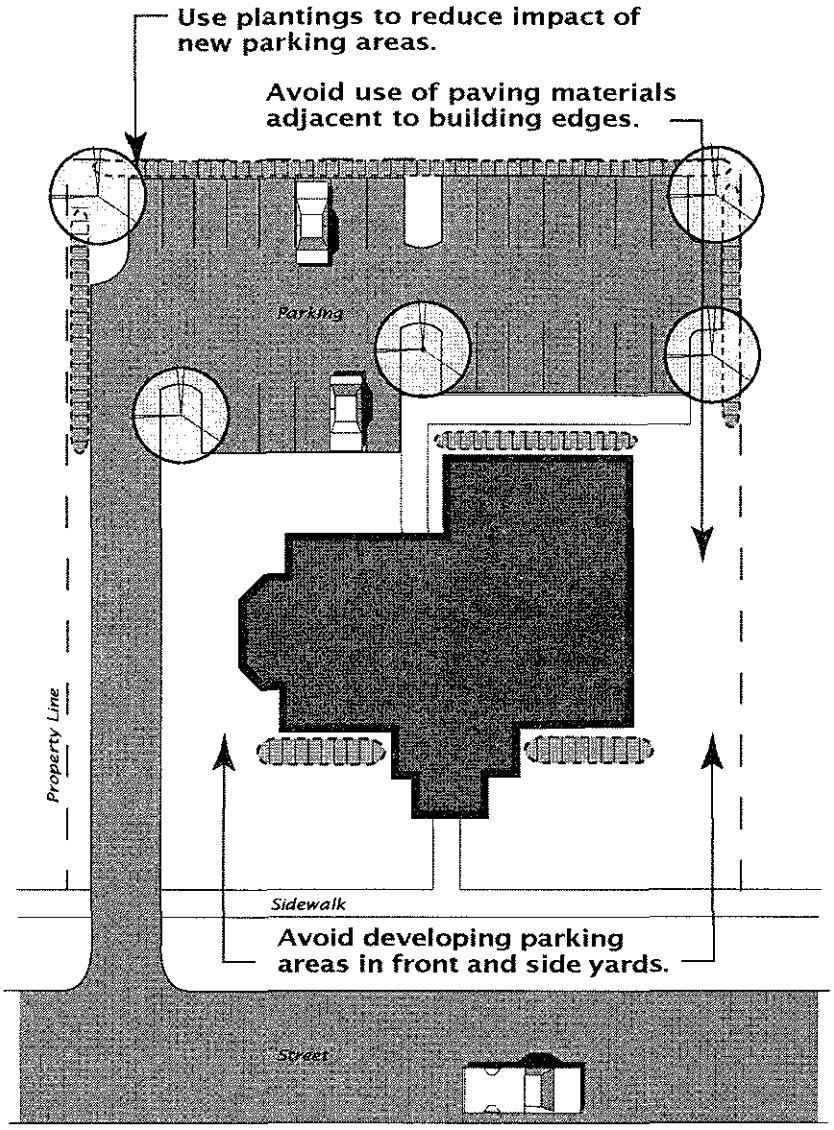
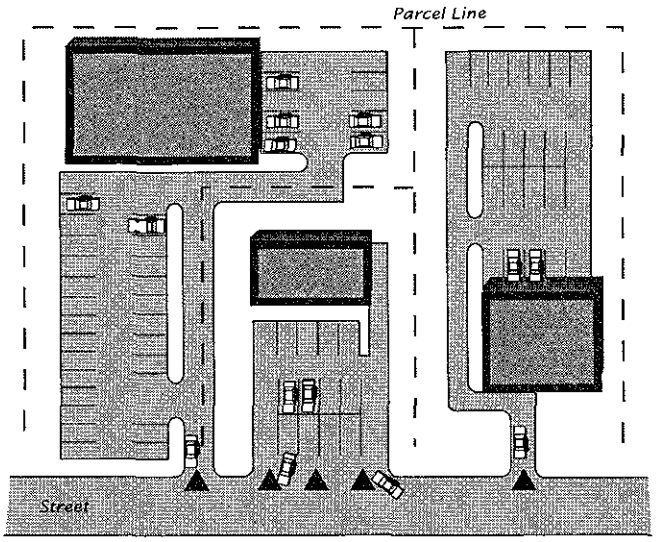
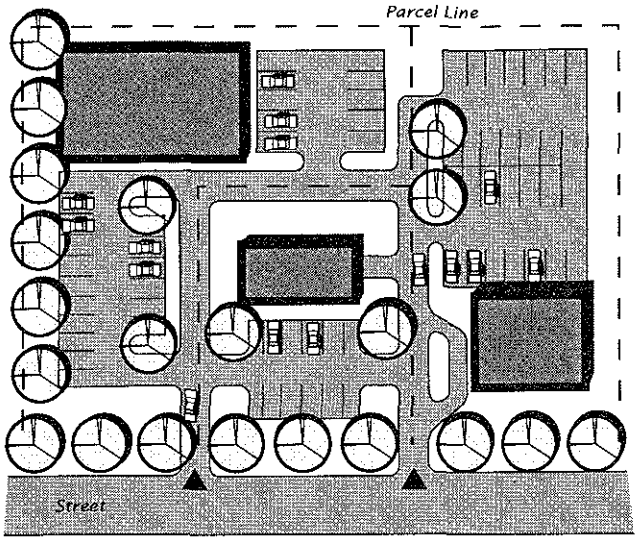


Exhibit 14. Incorporating Parking into Existing Residential Areas.

- Explore opportunities to share off-street parking between two or more businesses. Shared parking can reduce the overall size of a parking area *(Exhibit 15).*
- Provide hard-surfaced paving such as asphalt or concrete, sloped to provide proper drainage, for all parking lots.
- Retain any mature trees on lots to be developed for off-street parking. They contribute to historic character, provide visual interest, reduce the visual impact of parking lots, and moderate the effects of climatic conditions.
- Avoid development of a single large expanse of off-street parking. Reduce the scale of a parking lot by providing smaller parking areas that rely on using plant materials to distinguish between the lot's vehicular and pedestrian circulation patterns. Provide several smaller areas of parking rather than



MULTIPLE ENTRIES



SHARED ENTRIES

The use of access drives or *shared entries* is preferable to multiple entry points for each site or parcel.

Consolidation simplifies vehicular access and reduces disturbance of the natural environment.

EXHIBIT 15

SHARED PARKING OPPORTUNITIES

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a single expanse within a large lot by including such features as planting islands, access drives, and walkways.
- Avoid developing new off-street parking areas in a way that would destroy important spatial organizational features, such as front and side lawns, and traditional setbacks.
- Define the street frontage of any parking lots and provide partial screening of parked vehicles through the use of plant materials, low walls, and outdoor interpretive displays and exhibits and directional signage.
- Use plant materials in parking areas *(Exhibit 14).* When selecting plant materials for parking lots, choose species that require little maintenance, are tolerant of conditions in an urban environment, and are species traditionally used in the neighborhood.
- Avoid demolition of residential buildings for off-street parking lots.
- Pave off-street parking areas with materials that are in character with the neighborhood, such as asphalt and concrete.

Signs

The addition of new signs may be one of the major changes to the neighborhood as anticipated NPS, City of Topeka, and private economic development plans are implemented. NPS will need directional and identification signs; the city and local tourism entities are expected to develop additional signs and information. Signs on I-70 will guide traffic directly to the site to avoid high-volume intersections. There may be wayside or other outdoor exhibits within the neighborhood, particularly in new parking areas and in Cushinberry Park. Some economic development is also expected to occur with redevelopment of some vacant parcels and some adaptive use of existing buildings. Commercial enterprises will need identification and promotional signs.

All Signs
- Encourage cooperation between NPS and the City of Topeka to develop sign policies, prototypes, and regulations based on the guidelines for the NHS neighborhood. These should address the number, size, location, and lighting of signs in the neighborhood.
- Consider incorporation of a neighborhood logo based on the relief "M" (see divider pages) on the side elevation of the Monroe School on all identification and directional signs, waysides, brochures, and other media as appropriate as a visual link to the historic school.

Regulatory and Directional Signs
- Continue to use standard regulatory signs in use throughout the City of Topeka.
- Consider incorporating a neighborhood logo (perhaps derived from the relief "M" which is an architectural detail of the school–see divider pages) into standard NPS brown directional signs that use the NPS arrowhead to direct visitors to the NHS and its neighborhood.

- Develop and use a prototypical directional sign to help pedestrians find their way within the NHS, particularly between such destinations as major parking areas, the Monroe School, and Cushinberry Park.
- Develop and use a prototypical directional sign to help motorists and pedestrians find their way to Sumner School, downtown Topeka, the state Capitol, and other points of interest.

Interpretive Signs

NPS will need to install interpretive signs and markers as its interpretive plans develop. These should include wayside exhibits that are essential for the visitor to understand the relationship between the NHS and the neighborhood. Free publications, such as walking tour brochures and annotated maps, may be useful to supplement waysides.

- Explore opportunities to use cultural landscape documentation such as the 1954 aerial photograph of the area and historic photographs such as those documenting commercial activity at Laura's during the period of significance.
- Consider incorporating comparative use of the excellent Sanborn map coverage of portions of the neighborhood from the late nineteenth century through the period of significance to illustrate the growth and development of the neighborhood and Monroe School site.

Commercial Signs

- To help maintain the neighborhood's residential character, encourage new signs that are low-key but attractive, and compatible with the architecture and scale of the area. The type of sign used as well as its size, placement, and design are important considerations. Use signs to add identity and vitality to commercial buildings but avoid large or poorly placed signs that will contribute to visual clutter or overshadow the prominence of the Monroe School within the neighborhood.
- Since there were few signs during the period of significance (other than the large Coca Cola sign at Laura's and the large Pure oil sign), use commercial signs to signal the revitalization of the area and its new use as a visitor destination. Explore opportunities to incorporate signs into existing architectural space by considering painted window signs, signs attached to a picket fence, signs that can hang from a porch, or signs attached to blank brick surfaces. Avoid painting signs on building walls since there does not appear to be a precedent for painted wall signs.
- Choose signs that reflect the slower pace of city traffic and pedestrians as well as the historic character of the neighborhood. Avoid the kinds of large, brightly colored or illuminated commercial signs that are found along a typical commercial strip. Commercial signs in the neighborhood should be smaller and more highly detailed than commercial strip signage *(Exhibits 16 and 17)*.

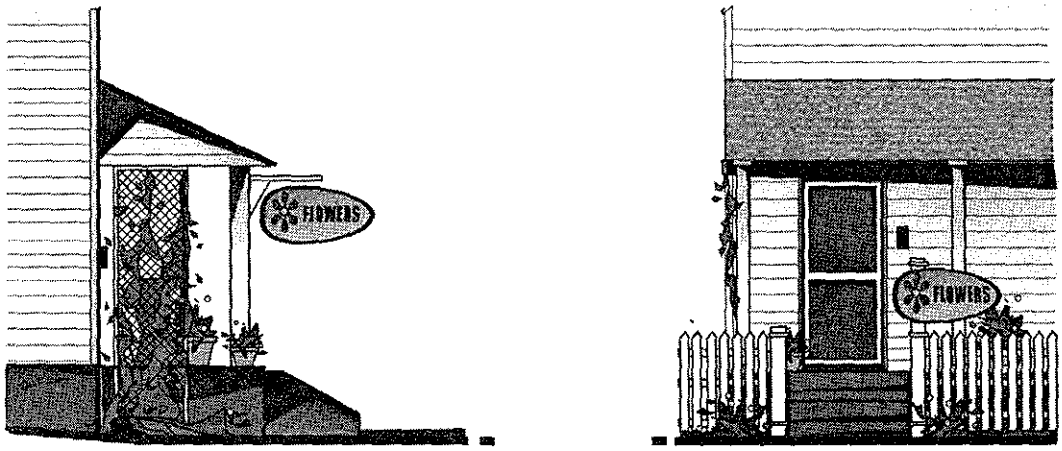


Exhibit 16. Appropriate signs for residences adapted for commercial uses.



Exhibit 17. Appropriate locations for signs on commercial buildings.

Lighting

Outdoor lighting—whether freestanding or attached to a building—affects not only the safety and security of buildings within the neighborhood, but also their daytime and nighttime appearances. The existing approach to municipal street lighting is standard and utilitarian. This is appropriate given the modest design character of the neighborhood and the lack of historical precedent for specialty lighting. Historically, buildings in the neighborhood generally had little exterior lighting other than a porch-ceiling fixture. Lighting fixtures should be restrained in appearance to be in keeping with the simple character of the neighborhood *(Exhibit 18).*

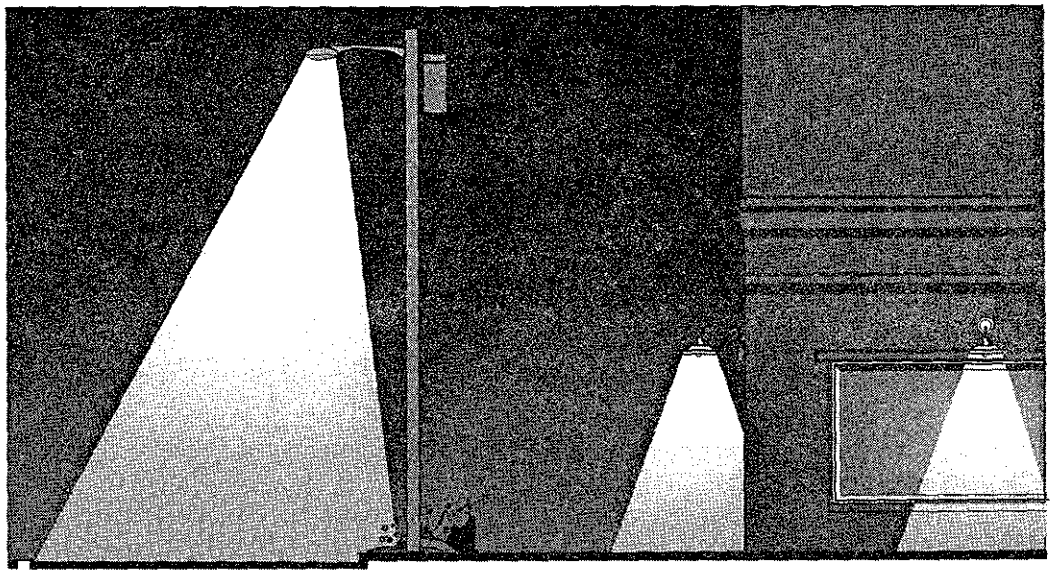


Exhibit 18. Compatible and appropriate lighting for commercial buildings and areas.

The most probable change associated with lighting will be the need for safety and security lighting in association with newly developed parking areas that may be used for evening events in association with the NHS. Nighttime lighting will also help to promote the identity of any businesses that are open at night as well as street vitality and security. Restaurants and shops with evening hours, and places that hold evening events need exterior lighting. Even when businesses are closed, effective and attractive display window lighting attracts the interests of visitors who arrive during the evening to plan the next day's itinerary.

Street Lighting

- Continue to use City of Topeka lighting.
- Avoid adopting a "historic," decorative, or neo-traditional approach to street lighting.
- Evaluate whether additional street lighting is needed once redevelopment and NHS visitation begin.

Lighting for Parking Areas

- Consider lighting as a utilitarian need rather than as an opportunity for ornamentation in keeping with the traditional approach to lighting that has always characterized this neighborhood.
- Choose light fixtures that are appropriate to the scale and character of the landscape and parking areas and that are compatible with adjacent buildings. Consider non-decorative, low-mounted aluminum standards that do not imitate historic styles.
- Select and encourage the use of appropriate commercially available lighting fixtures for use in the neighborhood.
- Avoid adopting a decorative, or neo-traditional approach to parking lot lighting.
- Use standards and poles that are less than twenty feet in height for general area lighting.
- Avoid the use of high-intensity security lighting.
- Illuminate walkways and specific areas in need of security; avoid general area lighting if possible.
- Control glare by using light fixtures with parabolic reflectors or louvers to direct light downward rather than outward.
- Avoid lighting systems that would cause unreasonable glare to any residences adjacent to public parking areas.

Residential Lighting (for both residences and residences adapted for business uses)

- Encourage retention of light fixtures that are original to or compatible with the dwelling, such as individual porch lights.
- Discourage residents from lighting the exteriors of residences unless necessary for safety. In most instances, traditional porch lighting is adequate.
- Encourage selections of exterior lighting fixtures that are in scale with and subordinate to overall building character. Simple and unobtrusive light fixtures are most appropriate.
- Encourage site and landscape lighting that is low in scale and unobtrusive in design.
- Install security lights at the perimeter of a house only when necessary. Limit motion-sensitive and dusk-to-dawn security lighting to areas not visible from the street frontage. Use only low-voltage lights close to the house to avoid harsh shadows.
- Avoid the installation of lighting fixtures that obscure or damage important features of a building.
- Avoid the use of exterior flood lights to illuminate buildings, building features, or vegetation.
- Encourage the use of ground-based low-voltage lighting at paths and steps where illumination from porch lights alone is insufficient for safety and convenience.

Utilities and Outdoor Storage

Numerous utilities and public services, including pipes, wires, and meters for gas, water, electric, telephone, and cable television service, heating and cooling equipment, fuel storage tanks, television antennae, and satellite dishes, trash containers, and recycling bins are associated with neighborhood streets, residences, and businesses. Wooden utility poles and overhead wires existed during the period of significance, but their exact locations are not known. Some individual residences had telephone service, for example, while others did not. To evoke the character of the 1950s when overhead utility lines were present, it is desirable to replace the existing poles and overhead lines with similar materials of similar scale when replacement is necessary. If increased lines are necessary, but are likely to change the neighborhood's visual character, consideration should be given to underground installations. Over-embellishing the neighborhood is inappropriate. However, new amenities added in conjunction with development of the NHS or with businesses related to new economic development initiatives should be designed to enhance the character of the neighborhood. Utilities can have a significant impact on a business property's appearance, particularly when located on the front facade. Even when placed on the side or rear of a building, utilities may contribute to a cluttered appearance. Similarly, well maintained and orderly residences and yards will enhance the experience of visitors to the NHS neighborhood.

Street Utilities

- Retain existing overhead utility lines.
- Continue to use wooden utility poles; avoid metal or concrete supports.
- Consider opportunities to place new, additional utilities underground to avoid the possibility of new aboveground installations that may be inappropriate in character.

Utilities Related to Buildings and Structures

- If new overhead utility connections, such as electric, telephone, and cable television, must occur at the front of a building, make sure they are neatly organized; as small and few in number as possible, and do not hide, damage, or destroy the building's important characteristic features.
- Locate new or replacement fuel storage tanks and other underground utilities where they will require little or no structural alteration or potential damage to the building served; will not damage or destroy significant plant materials or landscape features; and can be easily but inconspicuously serviced when necessary.
- If new meter cabinets cannot be screened, paint them the same color as the building walls on which they are mounted.
- Avoid installation of window air-conditioning units on the front facades of buildings. Instead, install units in double-hung windows at the rear or side of the building.
- Avoid creating new openings in exterior walls to accommodate air conditioners or other heating and cooling equipment. If unavoidable, locate such openings on an inconspicuous side or rear faces of the building without damaging or destroying important characteristic features.

Walls and Fences

Walls and fences were used to some extent during the period of significance to delineate property lines, provide transitions from the street or sidewalk to an individual property, and to separate public and private outdoor space. Several examples of walls, and fences survive from the period of significance and contribute to the character of the NHS neighborhood.

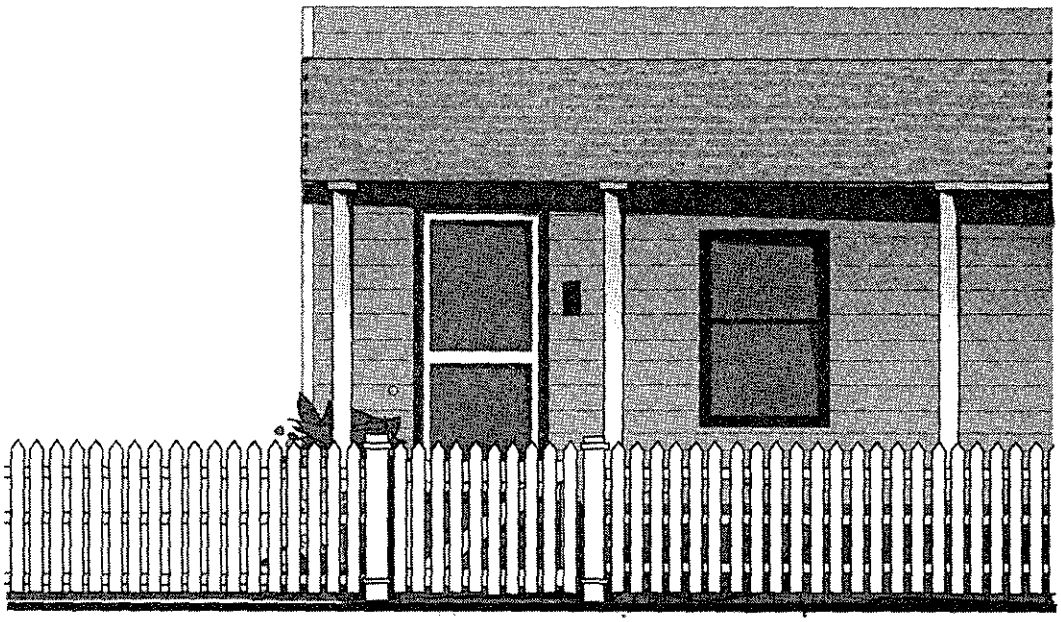


Exhibit 19. Simple, low, wooden picket fences are appropriate for front yards.

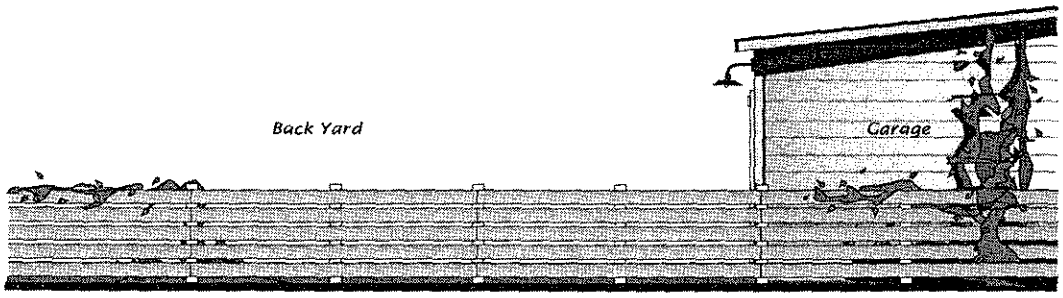


Exhibit 20. Simple wooden post and board fences are appropriate for side and rear yards.

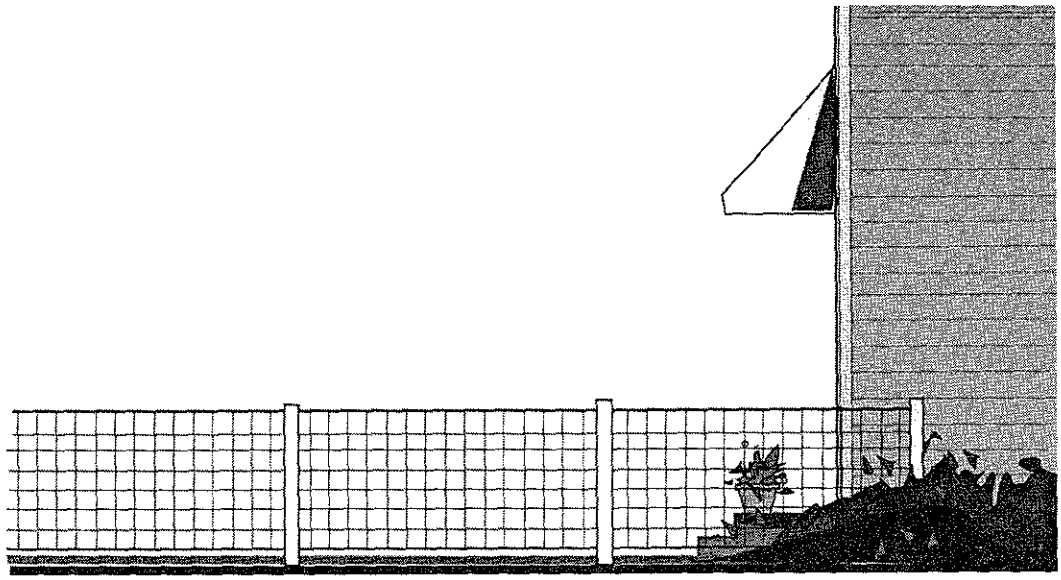


Exhibit 21. Simple post and wire fences are appropriate for side and rear yards.

- Use traditional materials to build new walls and fences, such as unpainted stone, painted and unpainted wood, and wooden posts with metal wire. Vertical wood picket fences are most appropriate for front yards *(Exhibit 19)*. Vertical wood picket fences, open horizontal board fences *(Exhibit 20)*, and wood post and woven metal wire fences *(Exhibit 21)* are most appropriate for side yards. Open horizontal board fences, and wood post and woven metal wire fences are most appropriate for rear yards.
- Discourage the installation of new chain link, plastic, fiberglass, or plywood fences in the neighborhood. Where these are existing, encourage their removal whenever feasible.
- Develop incentives for the replacement of chain link fences with types that would have been prevalent during the period of significance and develop a plan for assisting in maintaining fences that will require replacement and painting from time to time.
- Develop all fences with the structural side facing the interior of the property and not the street.
- Encourage fences of traditional dimensions, typically three to four feet in height.
- Retain existing concrete and rough stone retaining walls as important landscape features that would have been present during the period of significance *(Exhibit 22)*.
- Build and rebuild retaining walls, where necessary, of concrete or local stone with a rough finish *(Exhibit 23)*. The recommended height for retaining walls is about two-and-half feet.
- Avoid the use of logs and railroad ties where they will be visible from the street.

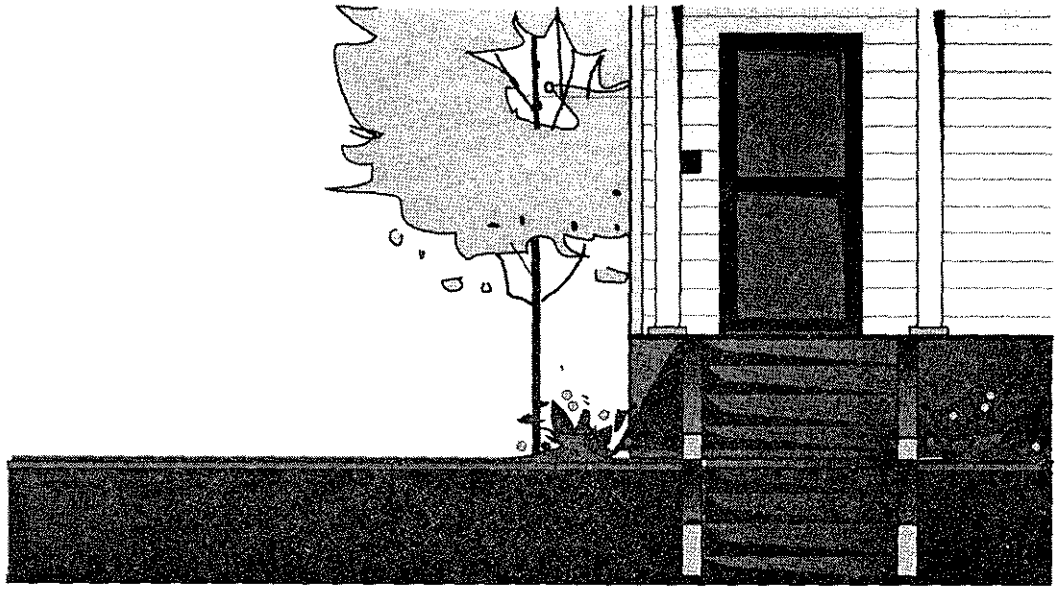


Exhibit 22. Retain low concrete and rough stone retaining walls as characteristic landscape features.

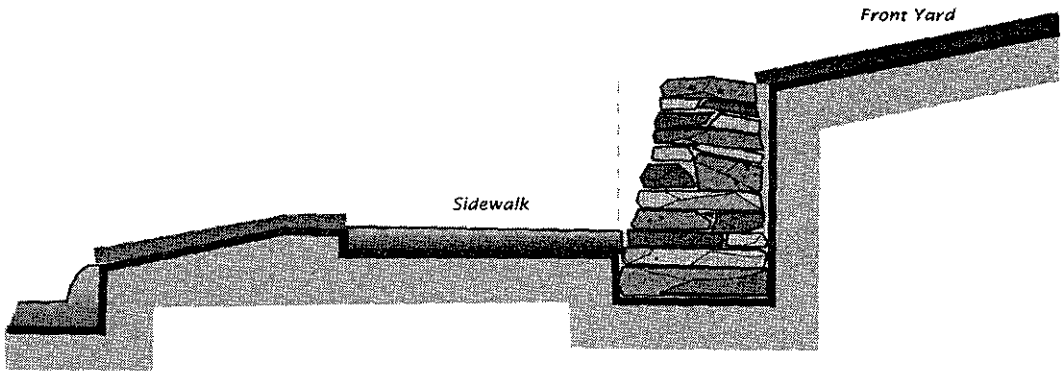


Exhibit 23. Traditional stone wall character and application.

Vegetation

Vegetation helps to establish residential character and will be an important design element in incorporating new and expanded uses into the neighborhood. Existing vegetation should be maintained to the greatest extent possible. New vegetation should be similar in size, placement, arrangement, and species to existing vegetation. The loss of residential character over recent years as a result of changing neighborhood demographics has been responsible for a decline in the number and maintenance of plant materials associated with residential yards.

Trees

- Retain existing deciduous trees in private yards and along public rights of way.
- Encourage planting of deciduous trees since there is not a strong tradition of coniferous trees in the neighborhood. Appropriate species would include but not necessarily be limited to hackberry, cottonwood, mulberry, silver maple, sugar maple, black maple, pin oak, bur oak, catalpa, and honey locust. To reduce the risk of disease transmission, avoid large groupings of single species, except where they occurred historically.
- Replace trees in-kind where possible, as trees become diseased or present hazardous conditions.
- Encourage reestablishing trees from the period of significance where the species and locations are known.
- Encourage deciduous tree plantings of traditional species to enhance neighborhood appearance, evoke the period of significance, and moderate the climate.
- Adopt a vernacular residential attitude to planting design. The traditional locations for shade trees include locations adjacent to the front and rear property lines, near corners, or centered on one side of the front yard between the entry walk and the sideyard boundary *(Exhibit 24)*. The use of single or paired trees appears to be more customary than larger groupings of trees.
- Avoid overly complicated or elaborate planting designs that could detract from the working-class character that was present during the period of significance.
- A variety of sizes is appropriate since trees in the neighborhood would not have been even-aged historically, but would have been of different ages and sizes. To achieve a variety of ages and sizes, consider phasing implementation of plantings, rather than planting all trees at one time.

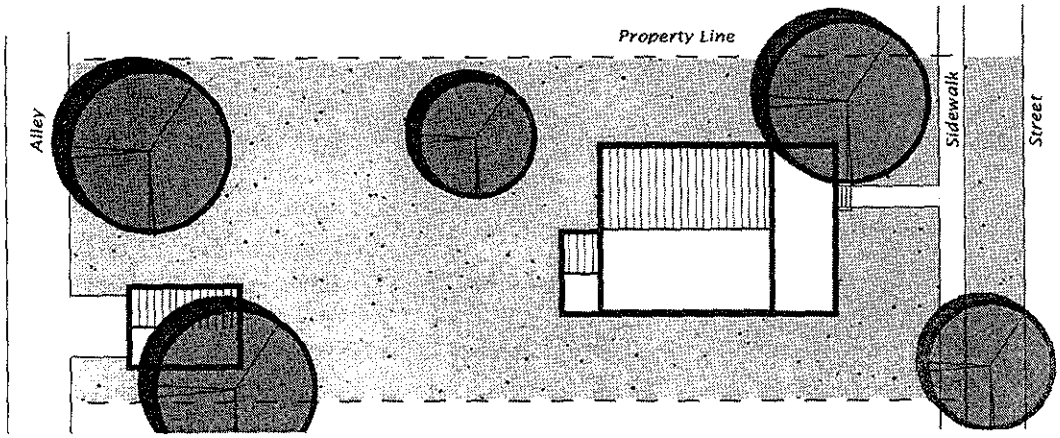


Exhibit 24. Appropriate locations for planting shade trees.

Shrubs

- Retain and maintain, whenever possible, the few surviving boundary hedges that contribute to the character of a property or the neighborhood.
- Planting new perimeter hedges is appropriate. Shrubs are also appropriate to mark a front entry *(Exhibit 25).* The use of shrubs as foundation plantings, in central locations, or as focal points does not appear to be traditional for this neighborhood.
- Discourage the use of foundation plantings that overwhelm a building or increase the likelihood of building deterioration as they grow to mature size.

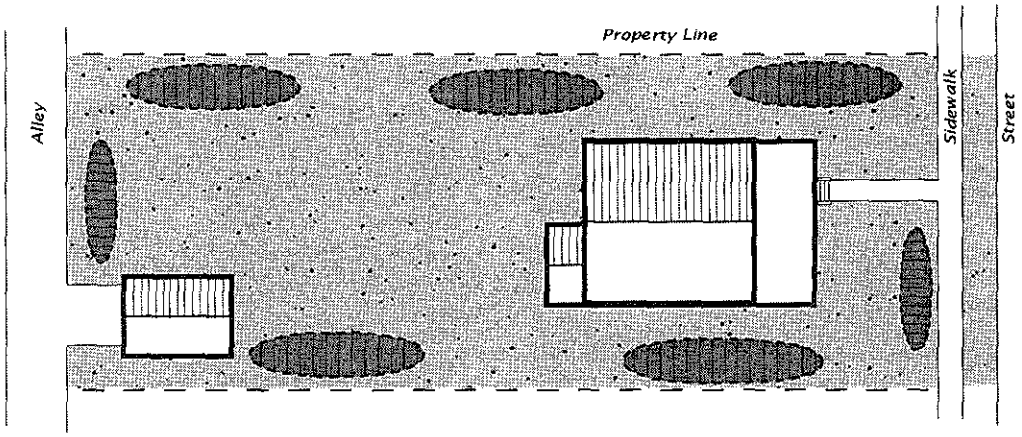


Exhibit 25. Appropriate locations for planting shrubs.

Flowering Perennials and Annuals

- Encourage neighborhood residents to take pride in their individual yards and to adopt an individual rather than a uniform approach to residential plant design. The character of the 1950s cannot be replicated but the spirit of individual yards tended by their owners can be cultivated among current residents and property owners. The traditional locations for flowering plants appear to have been near the house foundation or along the perimeter of a property *(Exhibit 26).* Small urban vegetable gardens may be appropriate along the rear and side boundaries of residential properties.

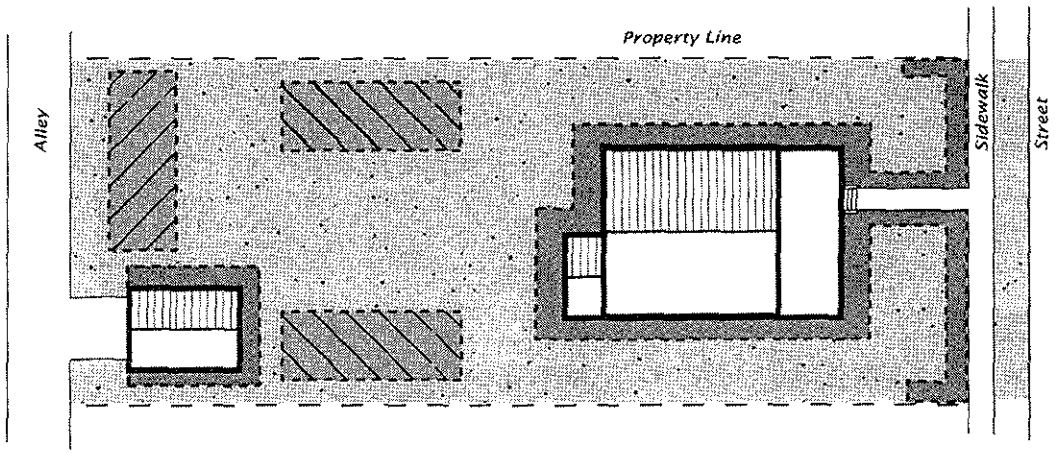


Exhibit 26. Appropriate locations for perennial and annual plantings.

- Develop strategies and incentives such as planting days, flower shows, awards for improvement, and seasonal plantings and decorating that will foster neighborhood spirit and make the neighborhood a source of pride for its residents and all of Topeka.
- Encourage plantings of traditional perennials and annuals that will evoke the kinds of flowering plants recalled by former residents. These include but are not necessarily limited to forsythia, peonies, lilac, and roses.

Groundcover

- Retain grass lawns as the dominant ground cover. Discourage paving lawns or planting in non-traditional or specialty species.

Small-scale Features

These guidelines are not intended to infringe upon residents' rights to place personal items in their yards. Although there are few surviving small-scale features from the period of significance, it would be appropriate for residents and businesses to add small-scale features, especially those that are not attention-grabbing. Even functional elements, such as hardware, light fixtures, and street numbers, which often help reinforce architectural character, are straightforward and utilitarian in most cases as would be expected in a modest, working-class neighborhood. The use of wooden trellises, lattice work flower beds, wooden benches, and metal outdoor furnishings evocative of the 1950s would be appropriate for both private residences and commercial enterprises relocating in formerly residential buildings.

- Encourage the use of painted or applied numerals rather than words to display a building's street address on buildings and on mailboxes.
- Also consider small, but uniform, markers for buildings that existed during the period of significance to identify historic buildings and promote their preservation. In locating markers (perhaps derived from the relief "M" which is an architectural detail of the school–see divider pages), avoid obscuring, damaging, or destroying building's architectural features. Markers mounted unobtrusively on fences may be appropriate. Make sure any mounting brackets or other hardware will not damage the structure or materials of the facade.
- Encourage the use of wooden and metal outdoor furnishings, rather than plastic and other materials unavailable in the early 1950s *(Exhibit 27)*.
- Leave individual lawn ornamentation to residents to express their own tastes and interests, but discourage excessive displays, other than temporary seasonal displays.

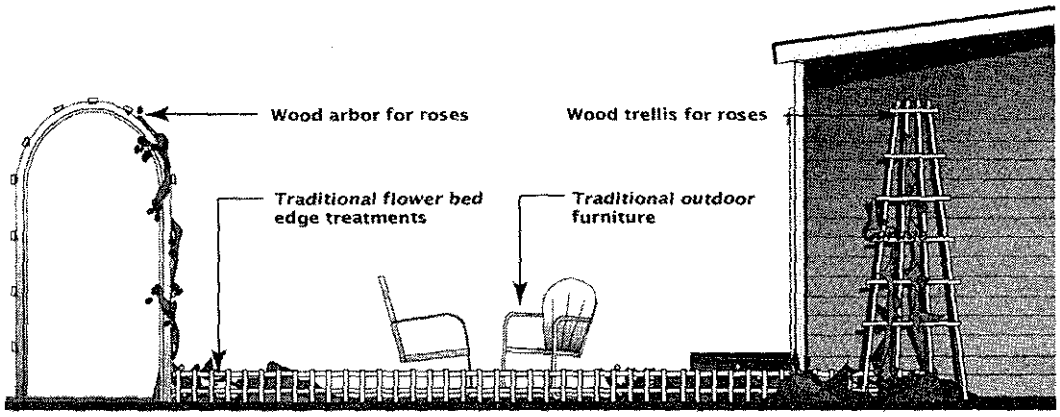


Exhibit 27. Traditional residential small-scale landscape features.

Buildings and Structures

Preservation and Rehabilitation

- Encourage retention of all buildings and structures that date from the period of significance. Rehabilitate rather than demolish a building from the period of significance.
- Encourage rehabilitations that are consistent with *the Secretary of the Interior's Standards for Rehabilitations.* Offer incentives for complying with the *Standards.*
- Identify the architectural features and materials of a building's facade that are important to its character before undertaking any alterations. Generally, these will include windows, doors, porches, and porch posts and balusters as well as the basic architectural form and shape of the building.
- Encourage retention and repair of historic materials rather than removal and replacement to preserve historic fabric.
- Generally, important features include those that survive from the building's original construction; are distinctive or have architectural interest; are examples of quality craftsmanship; and/or would make the building less attractive or unrecognizable if removed.
- Recognize each building as a product of its own time; do not try to give a building the false appearance of an earlier historical period or to make it look completely modern.
- Choose appropriate treatments or alterations that will not damage characteristic features or materials and are in keeping with the overall design or appearance of a building.
- Avoid painting masonry buildings that have never been painted.
- Avoid application of any cover-up wall surface materials.
- Allow masonry surfaces to retain a weathered appearance; avoid cleaning masonry. Never sandblast masonry surfaces. Sandblasting removes the outer surface of brickwork, exposing the soft interior to water penetration and subsequent freeze-thaw damage.

- Repair missing or severely damaged masonry with materials that conform to the characteristics of the original.
- Retain or replace in-kind existing windows and doors that contribute to a building's character; also avoid infilling windows, doors, and other openings.
- Avoid changing the number or pattern of window and door openings. If a change of use requires additional or fewer windows or doors, such alterations should occur on the rear or less significant sides of a building.
- Remove plywood paneling or other exterior siding that conceals building features or reduces the size and proportion of windows and other features.
- Retain the form, materials and features of the original roof—particularly those that are visible from public rights-of-way and important to a building's character; retain existing parapets, dormers, cornices, and other features that may be associated with the roof.
- While paint color is a personal choice, encourage selection of paint colors that are traditional to the neighborhood and compatible with those of adjacent buildings. The colors need not match exactly to be harmonious; in keeping with the character of the period of significance, encourage a limited number of colors on a single building. In most instances, two accent colors in addition to the main wall color are sufficient. Typical applications of three colors are as follows: main color on exterior walls; major accent color on majority of trim—porch posts or balusters, cornices, window frames, and sashes; and minor accent color on other details such as doors.

Inappropriate Treatments and Materials

- Avoid alterations, such as cover-up materials, oversized signs, or extreme color schemes, that damage or obscure characteristic features of the facade; change or destroy the traditional relationship between the upper and lower portions of the facade; call undue attention to the facade; and are out of character with neighboring buildings.
- Avoid the use of such nontraditional and inappropriate materials in the NHS neighborhood as wood shingles or shakes; metal or vinyl clapboard; plywood; permastone or other simulated stone; dry-vit or other simulated stucco; reflective or heavily tinted "privacy" glass; and common concrete block.

Additions to Existing Buildings

- Avoid designing additions that overwhelm an existing building. An addition should be subordinate to the existing building in size and appearance, and be located on the rear or least-public side of the building, and exhibit a distinct but compatible appearance if it has its own street frontage.
- Avoid obscuring or destroying important features or materials of existing buildings when making additions.
- See also *New Construction* below.

New Construction

- Adopt a style for new construction that is compatible with the traditional character of older buildings in the NHS neighborhood yet reflects its own time. Avoid replicating historic styles but choose compatible or similar scale, massing, and detailing.
- Encourage new construction to be in the 1,000 to 16,000 square foot range.
- Avoid historical themes that give a new building a false historical appearance.
- In planning new buildings, observe the same setback as adjacent or nearby buildings.
- Choose exterior materials that are compatible with the neighborhood's character, generally wood and brick. Avoid materials and colors not represented in existing buildings.
- Conform to the predominant height of existing buildings on a block.
- Maintain the predominant width and proportion of existing buildings on a block; buildings on infill sites that are wider than most existing buildings should be subdivided into bays that relate to the width of typical buildings.
- Choose a roof form that is compatible with other buildings in the block.
- Keep the proportion of window to wall area for both upper and lower facades compatible to that of existing buildings.

Relocation and Demolition

- Avoid relocation and demolition of buildings that existed during the period of significance.
- To maintain integrity, avoid moving historic buildings from other neighborhoods into the NHS neighborhood. Infill of vacant lots should be accomplished through appropriate new construction to avoid creating a false sense of history.

NHS GUIDELINES *(EXHIBIT 6)*

The scope of services for these guidelines does not include recommendations for the actual NHS; those recommendations are being made under other contracts, through the GMP process, and by NHS personnel. Vehicular and pedestrian circulation and parking concerns related to the portion of Monroe Street adjacent to the school, however, are addressed briefly below.

Pedestrian and Vehicular Circulation and Parking

- Retain the existing and historic vehicular circulation pattern of vehicular traffic flow on Monroe Street.
- Reserve the portion of Monroe Street directly in front of the Monroe School to make this area available for visitor drop off.
- Discourage long-term parking on Monroe Street so that individuals and groups can circulate freely on the entire site.

WEST RESIDENTIAL ZONE GUIDELINES *(EXHIBIT 7)*

Land Use

Residential Use

- Make every effort to keep this zone as a core residential area evocative of the period of significance, particularly on Quincy, 15th, and 17th Streets. Encourage rehabilitation of the existing housing stock and the development of new infill residential housing opportunities on traditional city lots *(Exhibit 28).*
- Discourage encroachment of commercial and industrial uses; only consider commercial uses if the demand for such services cannot be met in the Northern and Southern Mixed Use Zones.
- Encourage and offer incentives for continued and expanded residential uses.
- Retain single family character even if multiple family uses are accommodated.
- If residential uses become unfeasible or there is an increased demand for NHS-related commercial services that cannot be met within the two existing commercial/industrial zones, adapt existing residential structures for commercial use without sacrificing a residential-type appearance.

Spatial Organization

- See *Guidelines for the Entire NHS Neighborhood.*
- Retain and strengthen the characteristic spatial arrangement of public and private spaces that extend from public street through front and rear yards to the public alley *(Exhibit 29).*

Vehicular Circulation

- See *Guidelines for the Entire NHS Neighborhood.*
- Retain the existing alley to the rear of the Monroe School to provide vehicular access to the rear of the NHS and Quincy Street structures.
- Retain and repair existing concrete pavement of this alley.
- Keep the alley free from encroaching vegetation.

Parking

- See *Guidelines for the Entire NHS Neighborhood.*

Signs

- See *Guidelines for the Entire NHS Neighborhood.*

Lighting

- See *Guidelines for the Entire NHS Neighborhood.*

Utilities and Outdoor Storage

- See *Guidelines for the Entire NHS Neighborhood.*

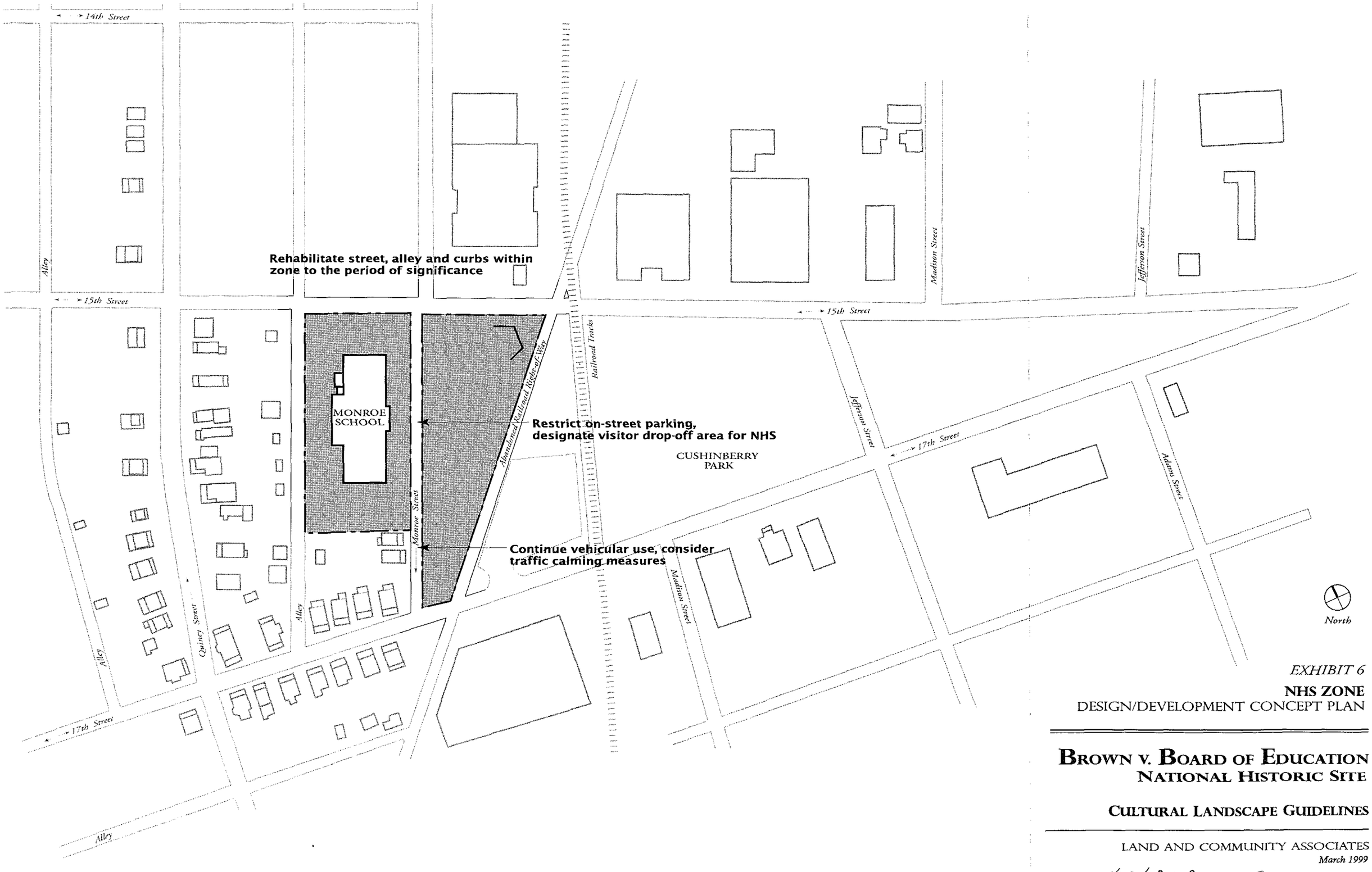


EXHIBIT 6

NHS ZONE
DESIGN/DEVELOPMENT CONCEPT PLAN

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

LAND AND COMMUNITY ASSOCIATES
March 1999

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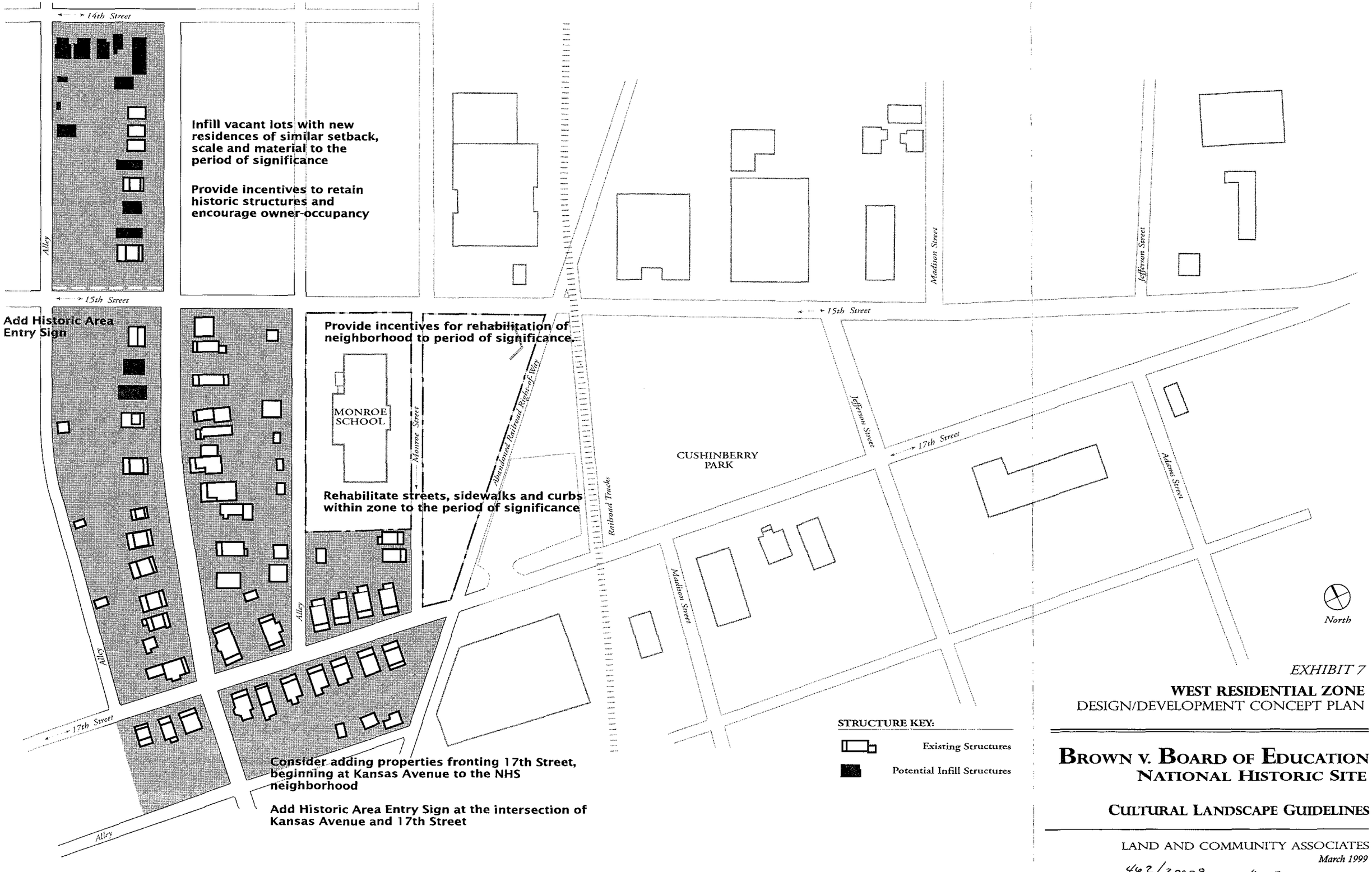


EXHIBIT 7

WEST RESIDENTIAL ZONE
DESIGN/DEVELOPMENT CONCEPT PLAN

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

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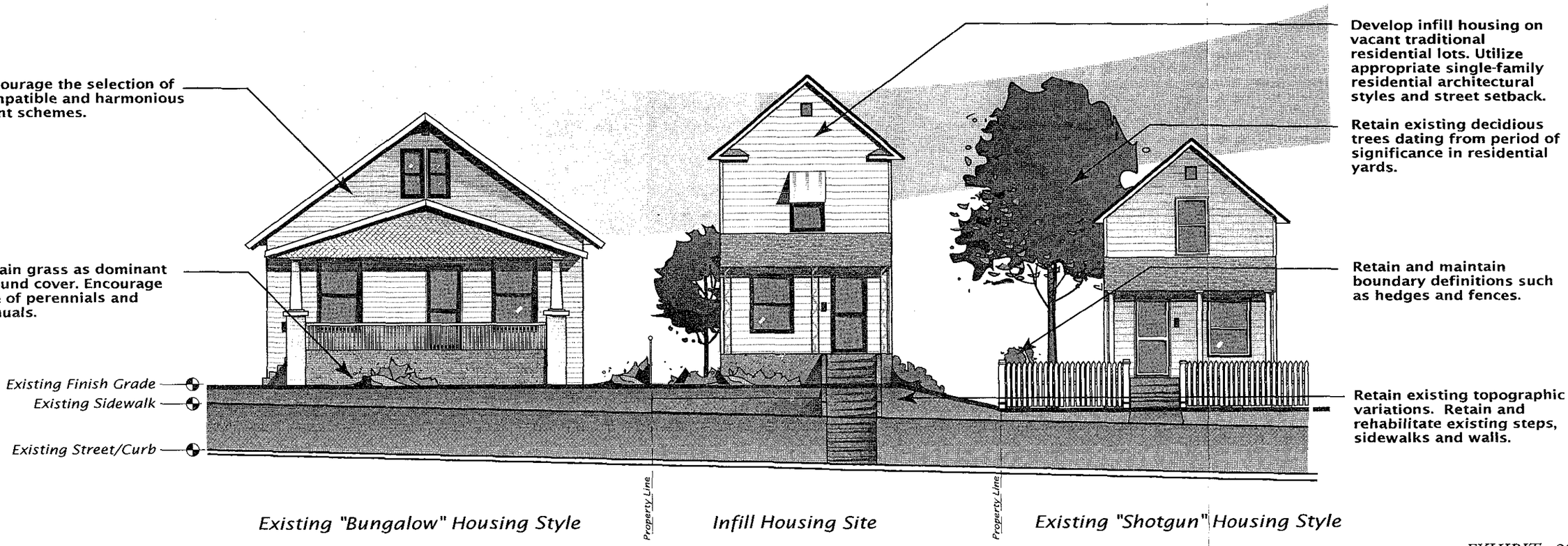


EXHIBIT 28

PRESERVATION OF RESIDENTIAL CHARACTER AND APPROPRIATE INFILL REDEVELOPMENT
ELEVATION VIEW
NOT TO SCALE

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

LAND AND COMMUNITY ASSOCIATES
December 1999

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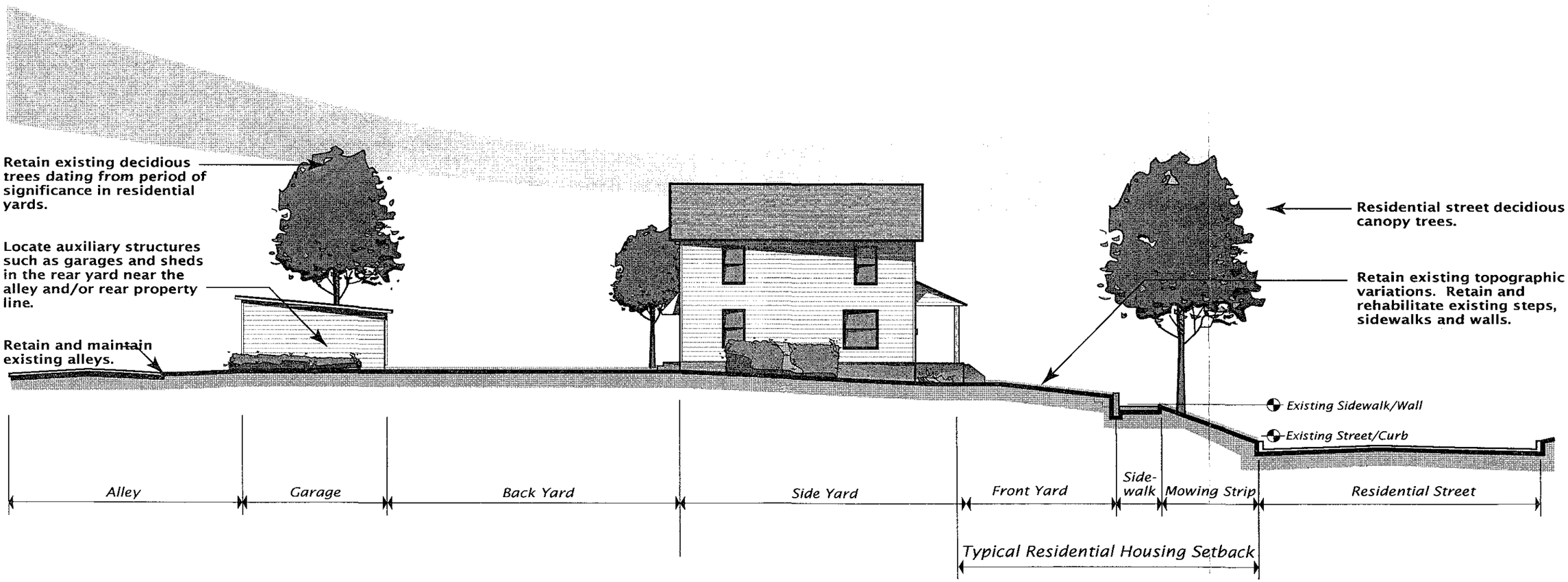


EXHIBIT 29

TYPICAL HOUSE/STREET SETBACK
SECTION VIEW
NOT TO SCALE

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

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October 1999

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Walls and Fences

- See *Guidelines for the Entire NHS Neighborhood.*

Vegetation

- See *Guidelines for the Entire NHS Neighborhood.*

Small-scale Features

- See *Guidelines for the Entire NHS Neighborhood.*

Buildings and Structures

- See *Guidelines for the Entire NHS Neighborhood.*
- Encourage construction of one-and-a-half-, two-, and two-and-a-half-story buildings in the 1,000 to 2,500 square foot ranges.

NORTHERN MIXED USE ZONE GUIDELINES *(EXHIBIT 8)*

Land Use

- Encourage development of NHS-related parking and NPS visitor services and interpretation on the vacant block bounded by Quincy, Monroe, 14th, and 15th Streets.
- If the current uses on 15th Street between Monroe and Madison Streets (with the neighborhood's largest existing concentration of commercial and industrial uses) are discontinued, encourage adaptive use of structures surviving from the period of significance for visitor-oriented commercial development *(Exhibit 30).*
- Consider appropriate economic development opportunities, such as encouraging low-scale hotel/restaurant development on the parcels fronting on 15th Street east of Madison Street. Development would provide an opportunity for visitors to stay in the neighborhood and provide an anchor and terminus at the eastern edge of the NHS neighborhood.

Spatial Organization

- See *Guidelines for the Entire NHS Neighborhood.*

Vehicular Circulation

- See *Guidelines for the Entire NHS Neighborhood.*

Alleys

- Consider using the traditional alignment of the alley between 14th and 15th Streets as north and south access and ingress and egress for the potential parking to be developed in the two blocks north of Monroe School.

Pedestrian Circulation

- See *Guidelines for the Entire NHS Neighborhood.*

Private Entry Walks

- For the vacant block, consider using the historic private walk system to provide pedestrian access to and from parking and visitor services.

Parking

- *See Guidelines for the Entire NHS Neighborhood except where discussed below.*
- Continue to explore development by the City of Topeka of a portion of the vacant parcels near the 15th and Monroe Streets intersect for NHS visitor parking. Use deciduous tree and traditional herbaceous domestic plantings to partially screen the parking area from the view northeast from the NHS. Strive to evoke the feeling of the traditional residential street edge without completely blocking visibility of automotive parking. The only other available area for parking without considering demolition of existing buildings would be at an increased distance from the NHS and located at the east end of the neighborhood in the proposed redevelopment area. Even this distance, however, may be too great for some anticipated visitors, especially the elderly, and would necessitate use of a shuttle or other transportation system for those unable to walk several blocks.
- Develop off-street parking to accommodate 45-50 regular spaces and 6 bus/RV spaces.
- For general characteristics, please see Guidelines for the Entire NHS Neighborhood, Commercial Parking.
- Introduce the Brown v. Board of Education story in its broadest sense within the parking area through the use of interpretive signs, wayside exhibits, and other media appropriate to an unmonitored, outdoor setting. Interpret the historic development of the neighborhood and school, the role of the Monroe School in the life of Topeka, and the events related to the Supreme Court case.
- Continue on-street parking, except on Monroe Street in front of the school, as available for NHS visitors.

Signs

- *See Guidelines for the Entire NHS Neighborhood except where discussed below.*

Business Signs

Design

- Signs should be compatible with the building they advertise in material, size, and color, as well as location.
- Keep the sign design simple in background, colors, lettering, and mounting structure.

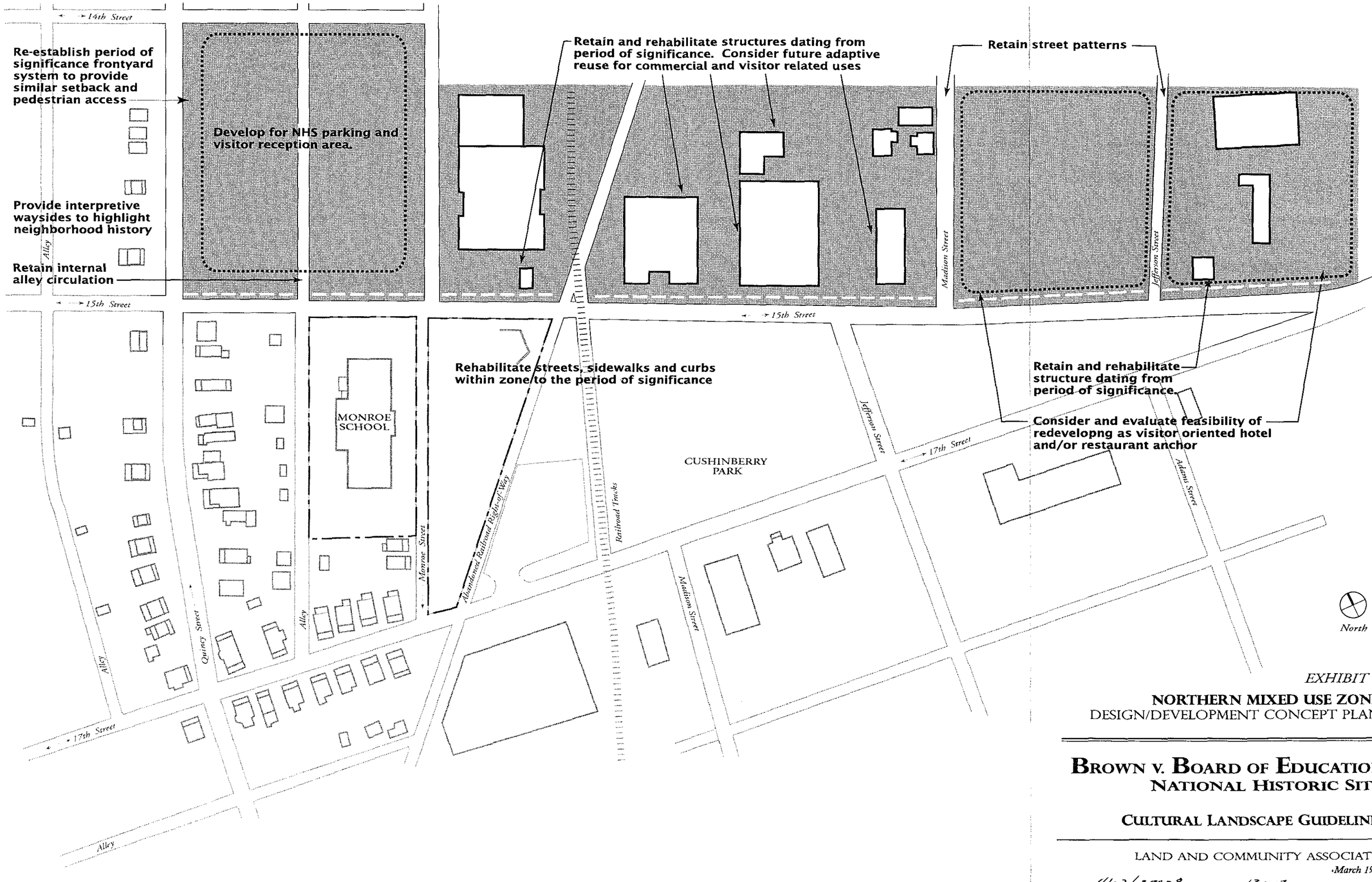


EXHIBIT 8

NORTHERN MIXED USE ZONE
DESIGN/DEVELOPMENT CONCEPT PLAN

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

LAND AND COMMUNITY ASSOCIATES
March 1999

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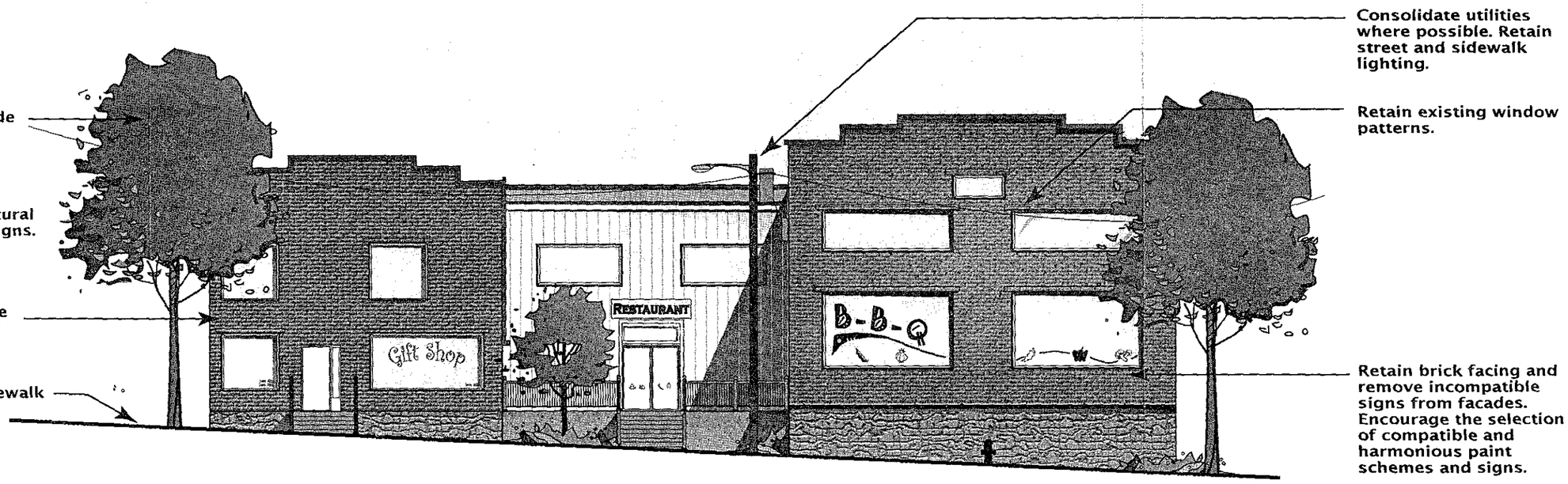


EXHIBIT 30

ADAPTIVE USE OF COMMERICAL BUILDINGS
COMMERCIAL GUIDELINES -ELEVATION VIEW
NOT TO SCALE

BROWN V. BOARD OF EDUCATION
NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

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- Consider timeless types of signs that may evoke the spirit of but not imitate historic signs, such as painted wall signs, wood and metal signs, neon signs, signs that identify a building's original owner or the date of a building's construction.
- Use appropriate but durable materials and details for signs, such as marine-grade exterior plywood, with banded or sealed edges; iron or pressure-treated wood posts; and masonry (for low freestanding signs). All non-masonry elements should be painted.
- Use painted wood or painted metal for panel signs. Applied moldings or routed edges can add additional character.
- Relate the colors of the sign to those of the commercial building. Sign colors need not match architectural paint colors but they should be complementary.
- Choose simple color schemes for painted signs using no more than three colors. Try to relate the colors to the overall color scheme of the building.
- Avoid the use of ornamental metals such as brass, bronze or copper signs that are too showy for the modest design character of the neighborhood.
- Choose simple lettering for commercial signs that is easy to read, appropriate to the character of the business, and compatible with the architecture of the building.
- Choose a sign type that relates to building features of the facade.
- Consider incorporating into window and other small-scale signs authentic signs from 1940s and 1950s products that would have been available in the neighborhood.
- Use the same type of signs for two or more businesses that may occupy a single building.

Location and Attachment

- Use a sign panel that is freestanding or attached to a building. Appropriate types include wall signs – attached to the exterior wall; hanging signs – hung from a metal bracket or porch lintel; low (three feet high or less) freestanding signs; and tall (about four-and-a-half feet) freestanding signs.
- Locate signs on the building's facade only when the building is set less than fifty feet from the sidewalk. Signs located on buildings generally produce a less cluttered streetscape and should be the predominant sign type in the neighborhood.
- Attach signs to buildings inconspicuously and in a manner that will do the least permanent damage to building materials.
- Locate wall signs on the wall adjacent to the entry door. Buildings with multiple tenants should have a directory sign with a listing of all tenants.
- Use attractive supports and hardware to mount all signs, particularly hanging signs.
- Locate hanging signs at or below the ground floor cornice if there is one; if there is no architectural detailing, hang signs no higher than fifteen feet above the ground. Hanging signs may also be located in front of a recessed entry. Avoid blocking the view of neighboring signs.

- Maintain an appropriate minimum clearance above the sidewalk for all hanging signs; a minimum of eight feet should be sufficient.
- Maintain a maximum projection of four feet for hanging signs.
- Freestanding signs are most attractive when designed as a single, central post with a wooden post or wrought-iron frame supporting a flat, painted sign panel. Alternatives include a painted sign panel supported by two flanking, painted wood posts, or a single wood post with a cantilevered arm that supports a hanging sign.
- Use plantings at the base of freestanding signs to integrate them into the streetscape.

Size and Number of Signs

- Generally avoid exceeding one square foot of total sign area per linear foot of building frontage for all uses in any commercial building.
- Avoid developing more than two signs for any one business in a single building. The primary sign should typically be a cornice sign, flat or wall sign, transom sign, hanging or projecting sign, or awning sign.

Temporary and Portable Signs

- Avoid the use of commercially available, illuminated, changeable copy, portable signs, even for temporary use. Avoid the use of plastic or other translucent materials that were generally not available during the period of significance.
- Consider using attractive portable signs to present changeable information, such as menu specials, to announce special events and seasonal promotions, and to identify upper-floor businesses.
- Use stable supports for all portable signs.
- Locate portable signs where they will not obstruct pedestrian access and only display them during business hours.
- Locate portable signs on private property unless permitted on the sidewalk by the city (portable signs on city sidewalks may need a temporary sign permit).

Window Signs

- Window signs are appropriate as secondary signs or for very small businesses that relate primarily to the pedestrian. The combined area of any window signs should be smaller than the primary sign.
- Avoid large window signs that block views from or into windows. Use smaller lettering, more appropriate for closer pedestrian traffic near the bottom of the window.
- Consider using neon signs within a display window to add color and light to a commercial window.

Standard Logos and Franchises

- Work with national manufacturers, distributors or companies to adapt their logos and sign systems to create appropriate signs for the neighborhood. Compatibility of scale and materials is especially important.

Signs for Residential Buildings Adapted for Commercial Uses

- Signs should be understated to avoid detracting from the overall residential character of the neighborhood.
- Attach hanging signs from the porch roof or lintel, parallel to the front of the building, or hung from a bracket perpendicular to the face of the building or a porch post. Hanging signs should not be located higher than the top of the porch.
- Hanging signs and low freestanding signs should be horizontal in layout. Signs hung over porch stairs or entrances should have a minimum clearance of approximately seven-and-a-half feet.
- Locate signs in the front yard when the building is set more than fifty feet from the sidewalk, with the sign panel either parallel or perpendicular to the street. In most cases, a low, freestanding sign is the most appropriate type.
- Do not obscure or damage significant building elements, such as windows, cornices, or decorative details, when locating signs.

Lighting

- *See Guidelines for the Entire NHS except where discussed below.*

Exterior Business Lighting

- Landscape lighting may be used to illuminate freestanding signs; conceal the light source of any spot or floodlights.
- Locate new light fixtures and associated wiring in an inconspicuous manner that does not obscure or damage important materials or features of a building's facade.
- Provide adequate lighting to side or rear entrances for safety and security. Avoid the use of high-intensity security lighting unless these areas are not visible from the street.

Sign Illumination

- Use lighting for signs only if the business is open during evening or nighttime hours.
- Choose modest light fixtures to light signs. Install the fixtures and their associated wiring inconspicuously to avoid detracting from the daytime appearance of a building.
- Avoid the use of plastic internally illuminated signs.
- Avoid the use flashing or moving lights on signs.
- For businesses with only daytime hours, an illuminated storefront window generally provides sufficient nighttime identification.
- Keep lighting fixtures required for the nighttime illumination of signs residential in scale and character.
- Limit lighting to the interior of display windows for most commercial uses.

Utilities and Outdoor Storage

- *See Guidelines for the Entire NHS Neighborhood except where discussed below.*

Utilities for Industrial/Commercial Properties

- For industrial/commercial buildings, use walls, fences, or plant materials that are in character with the style and setting of the building to screen utilities and equipment, such as trash containers, heating and cooling equipment, exhaust systems, satellite dishes, and wholesale supplies.
- Recognize that a building with a pedestrian-scaled rear entrance will have different considerations than a building with a raised loading dock and large overhead doors.
- Evaluate the appearance and location of existing utilities at the front, side, and rear of a building, including electric lines, panels, and meters; telephone lines and panels; gas and water meters; cable TV lines; fire alarms, sprinkler and security systems; window air conditioning units; fuel tanks and mechanical equipment; trash containers and recycling bins; loading/delivery areas; and private parking.
- Whenever possible, relocate conspicuous utilities to less visible locations. Plan utility placements and connections so that they do not interfere with public access to rear entrances.
- Explore ways to reduce the visual impact of utilities by screening them or painting them the same color as the walls of the building when they cannot be eliminated or relocated.
- Improve safety and maintenance at the rear of buildings by providing an area for trash containers, paving—particularly to rear entrances—or gravel to improve or control surface drainage, and sufficient pedestrian-scaled lighting.
- Reduce potential conflicts with deliveries or service access. Consider whether rear entrances are feasible.
- Install new utilities at the rear of buildings, taking care to avoid damaging, obscuring, or removing important materials and features; reduce conflicts of access at rear entrances; or install the utilities in a neat manner and an inconspicuous location.
- Enclose and screen trash collection areas rather than leaving trash containers or dumpsters in full view. Consider consolidating the location of utility meters and servicing requirements for several adjacent buildings and providing a centralized trash collection site.

Walls and Fences

- *See Guidelines for the Entire NHS Neighborhood.*

Vegetation

- *See Guidelines for the Entire NHS Neighborhood except where discussed below.*
- Plant deciduous street trees along the edges of the vacant blocks formed between 14th and 15th and Quincy and Monroe Streets to evoke the traditional residential character and scale along these street edges (this will not preclude developing parking on the interior).

Small-scale Features

- *See Guidelines for the Entire NHS Neighborhood.*

Buildings and Structures

- *See Guidelines for the Entire NHS Neighborhood except where discussed below.*
- Encourage preservation of existing buildings that date from the period of significance. If existing uses are discontinued, encourage their preservation through rehabilitation and adaptive uses that preserve their architectural character.
- Encourage new construction of buildings in the 2,500 to 16,000 square foot range with traditional setbacks near the street edge *(Exhibit 8)*.

Southern Mixed Use Zone Guidelines *(Exhibit 9)*

Land Uses

- If the current uses on 17th Street between Monroe Street and the abandoned railroad right-of-way (where there is strong existing concentration of commercial and industrial uses) are discontinued, encourage adaptive use of structures surviving from the period of significance for visitor-oriented commercial development. Although industrial uses occurred during the period of construction and are permitted under current zoning, those that depend upon or generate a significant degree of truck traffic would be undesirable given the anticipated visitor uses and the potential for dangerous pedestrian/vehicular conflicts. Light industries and technological industries that are not generally associated with traffic would be more appropriate and compatible with NPS uses.
- Consider working with the city's economic development strategists to encourage low-scale hotel/restaurant development on the parcels fronting on 17th Street between Jefferson Street and the railroad east of Cushinberry Park to provide an opportunity for visitors to stay in the neighborhood and to provide an anchor and terminus at the eastern edge of the NHS neighborhood.

Spatial Organization

- *See Guidelines for the Entire NHS Neighborhood.*

Vehicular Circulation

- *See Guidelines for the Entire NHS Neighborhood.*

Pedestrian Circulation

- *See Guidelines for the Entire NHS Neighborhood.*

Parking

- *See Guidelines for the Entire NHS Neighborhood.*

Signs

- *See Guidelines for the Entire NHS Neighborhood.*

Lighting

- *See Guidelines for the Entire NHS Neighborhood.*

Utilities and Outdoor Storage

- *See Guidelines for the Entire NHS Neighborhood.*

Utilities for Industrial/Commercial Properties

- *See Guidelines for the Entire NHS Neighborhood.*

Walls and Fences

- *See Guidelines for the Entire NHS Neighborhood.*

Vegetation

- *See Guidelines for the Entire NHS Neighborhood.*

Small-scale Features

- *See Guidelines for the Entire NHS Neighborhood.*

Buildings and Structures

- *See Guidelines for the Entire NHS Neighborhood except where discussed below.*
- Encourage new construction of buildings in the 2,500 to 16,000 square foot ranges with traditional setbacks near the street edge *(Exhibit 8)*.

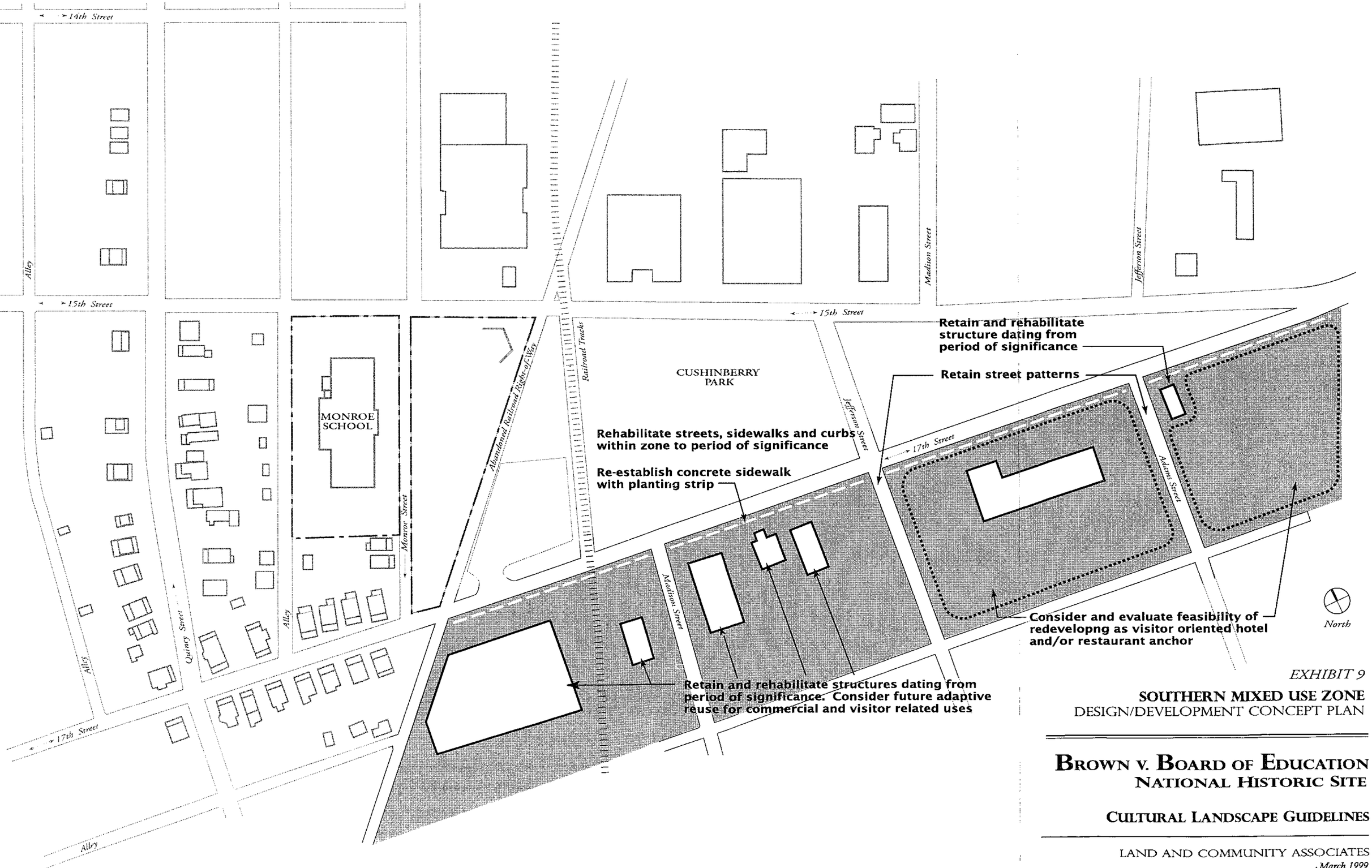


EXHIBIT 9

SOUTHERN MIXED USE ZONE
DESIGN/DEVELOPMENT CONCEPT PLAN

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

LAND AND COMMUNITY ASSOCIATES

March 1999

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CUSHINBERRY PARK AND ADJACENT OPEN SPACE GUIDELINES *(EXHIBIT 10)*

Cushinberry Park can play an important role in the life of the NHS neighborhood for both Topeka residents and NHS visitors. The park appears to possess integrity for its 1922 (as revised in 1940) landscape plan and is a good candidate for landscape rehabilitation using that plan as the basis in making treatment decisions. The park has considerable potential—as the NHS neighborhood's major open space—to meet a number of passive recreational needs while continuing to serve as the location for special events. Upgrading the park and the areas adjacent will enhance the NHS environs and contribute to the enjoyment of the visitor experience *(Exhibits 31 and 32).*

Land Use

- Retain a continuous open space east of the Monroe School from its former ball field to Cushinberry Park. Accommodate and enhance passive recreation in this open space; carefully define active and formal recreational uses so that they complement and supplement passive and informal recreational uses, such as picnicking, strolling, reading, and informal games such as tag, pitch and catch. Separate active recreational uses such as basketball courts from passive uses to avoid conflicts.
- Incorporate former street and rail alignments into an open space and trail network but continue to define the historic alignments so that they remain identifiable; interpret abandoned circulation systems as part of the ongoing evolution of the neighborhood, city, and region.
- Continue to use Cushinberry Park as a city park but recognize its appeal and potential use by NHS visitors.
- Accommodate increased visitation through a rehabilitation that builds on the underlying early twentieth-century design of Euclid Park but that incorporates contemporary features necessary to meet contemporary needs.
- Improve park maintenance; consider even daily maintenance during periods of peak NHS visitation. Always schedule park clean up immediately following special events.
- Provide amenities and facilities that will make the park a convenient and attractive place for visitors to picnic, rest, play, and visit with other visitors.
- Encourage school and other groups to use the park as a convenient place to meet, to receive site orientation, or to conduct educational and interpretive activities that require a large outdoor space.
- Take advantage of the park to provide a large, open area that has the flexibility to accommodate a number of large groups at the same time. Since it is anticipated that large groups may need to be accommodated in the park while waiting for scheduled NHS events, it is unlikely that the city could realistically provide enough play equipment to meet the short-term recreational desires of large groups.
- Continue to use the park as a place for special events.
- Delineate appropriate locations for portable rest rooms during special events.
- Develop both family and group picnic areas.

- Replace the existing basketball court consistent with city standards for other parks.
- Return the southern end of the triangle east of the railroad tracks to open space, but make it available to accommodate overflow parking.

Spatial Organization

- Retain the characteristic triangular configurations of the park and adjacent open space that have been created by the geometry of the urban street grid and traditional railroad alignments.
- Retain the existing open character of the park; avoid new construction.
- Eliminate vehicular traffic on the portion of Jefferson Street that extends through the park.

Vehicular Circulation and Parking

- Discontinue vehicular access and parking for the portion of Jefferson Street that extends through the park.
- Consider eliminating all parking in this zone.

Pedestrian Circulation

- Rehabilitate existing brick and concrete walks as needed. Develop concrete walks of similar widths to link new picnic areas and to extend the neighborhood sidewalk system where necessary. Avoid using specialty paving that could over-romanticize the appearance of the park.
- Continue to explore trail potential for abandoned railroad right of way.

Buildings and Structures

- Avoid new construction within the open space.
- Consider providing portable toilets for special events. Ensure that they are removed following each event.

Fencing

- Retain the open park-like feeling and avoid dividing the landscape with fencing.

Vegetation

- Retain healthy vegetation dating from the period of significance. Reestablish elms from the historic Euclid Park landscape plan, using disease-resistant varieties. As part of an overall rehabilitation, remove coniferous vegetation and retain existing deciduous vegetation; also as part of rehabilitation, develop a new planting plan to supplement existing vegetation; recognize the need for shade to moderate climate in the summer heat.
- Retain large mowed lawn areas consistent with an urban park.
- Remove volunteer vegetation along railroad right-of-way.

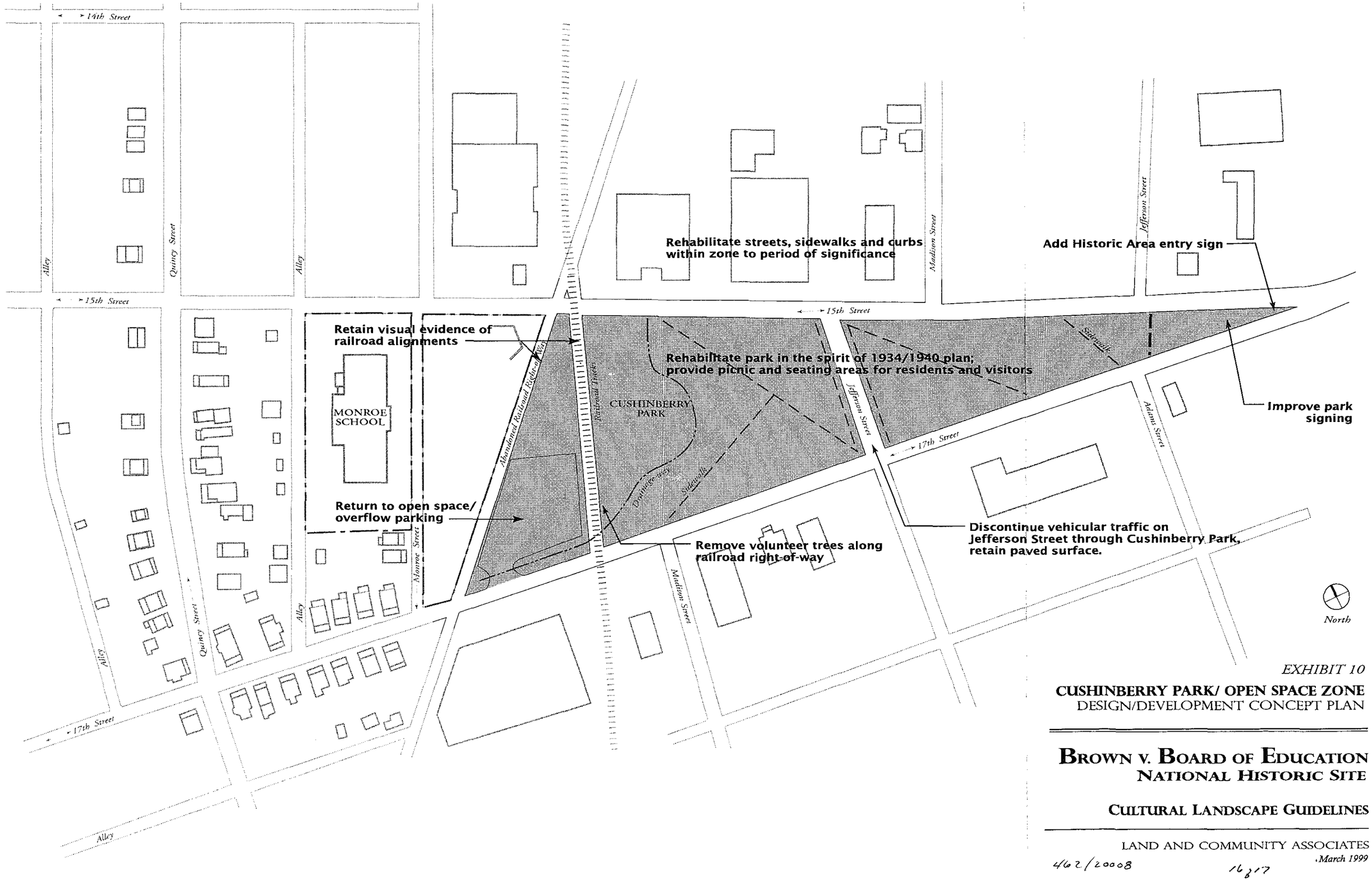


EXHIBIT 10

CUSHINBERRY PARK/ OPEN SPACE ZONE
DESIGN/DEVELOPMENT CONCEPT PLAN

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

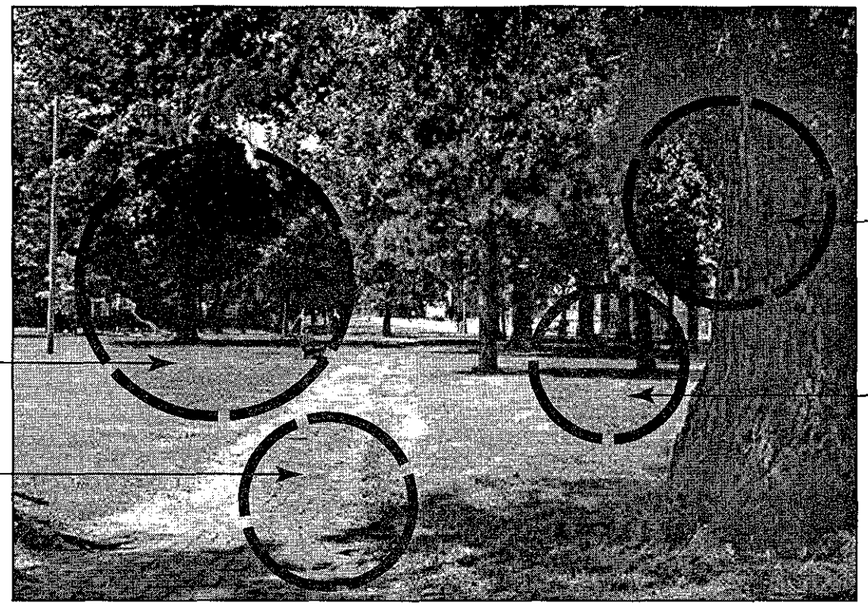
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Upgrade picnic and play furnishings.
Retain large mowed areas.

Retain and improve brick sidewalks, remove grass and other vegetation from brick joints.

Improve lighting along walkways and at group gathering areas.



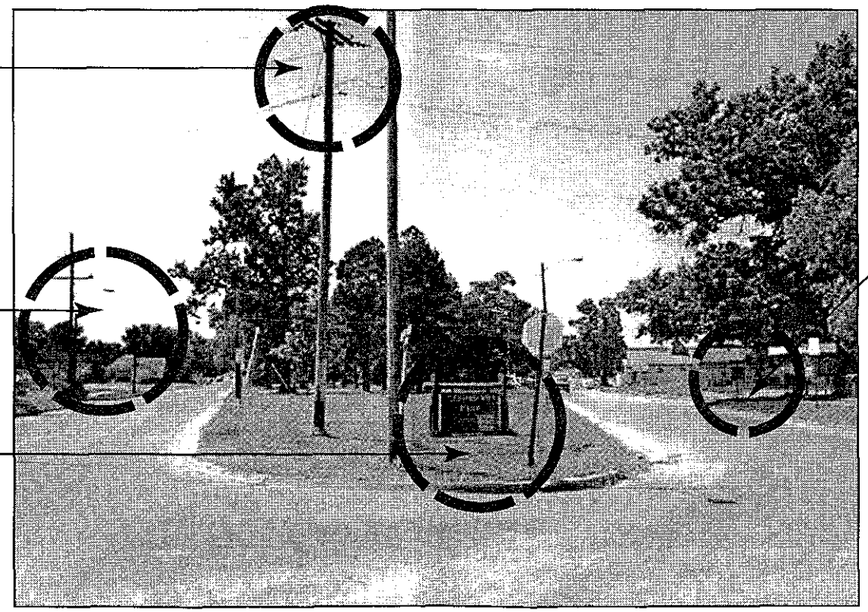
Retain vegetation dating from period of significance. Remove coniferous and volunteer vegetation.

Develop both family and group picnic areas.

Consolidate utilities to reduce visual clutter at park entrance.

Potential commercial development area.
(Southern Mixed Use Zone)

Remove existing sign; add Historic Area/ Park entrance sign. Develop visitor wayfinding and information signs in addition to entrance sign.



Potential commercial development area.
Retain and rehabilitate structures dating from period of significance.
(Northern Mixed Use Zone)

EXHIBIT 31

CUSHINBERRY PARK AND ADJACENT AREA ENHANCEMENTS

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CULTURAL LANDSCAPE GUIDELINES

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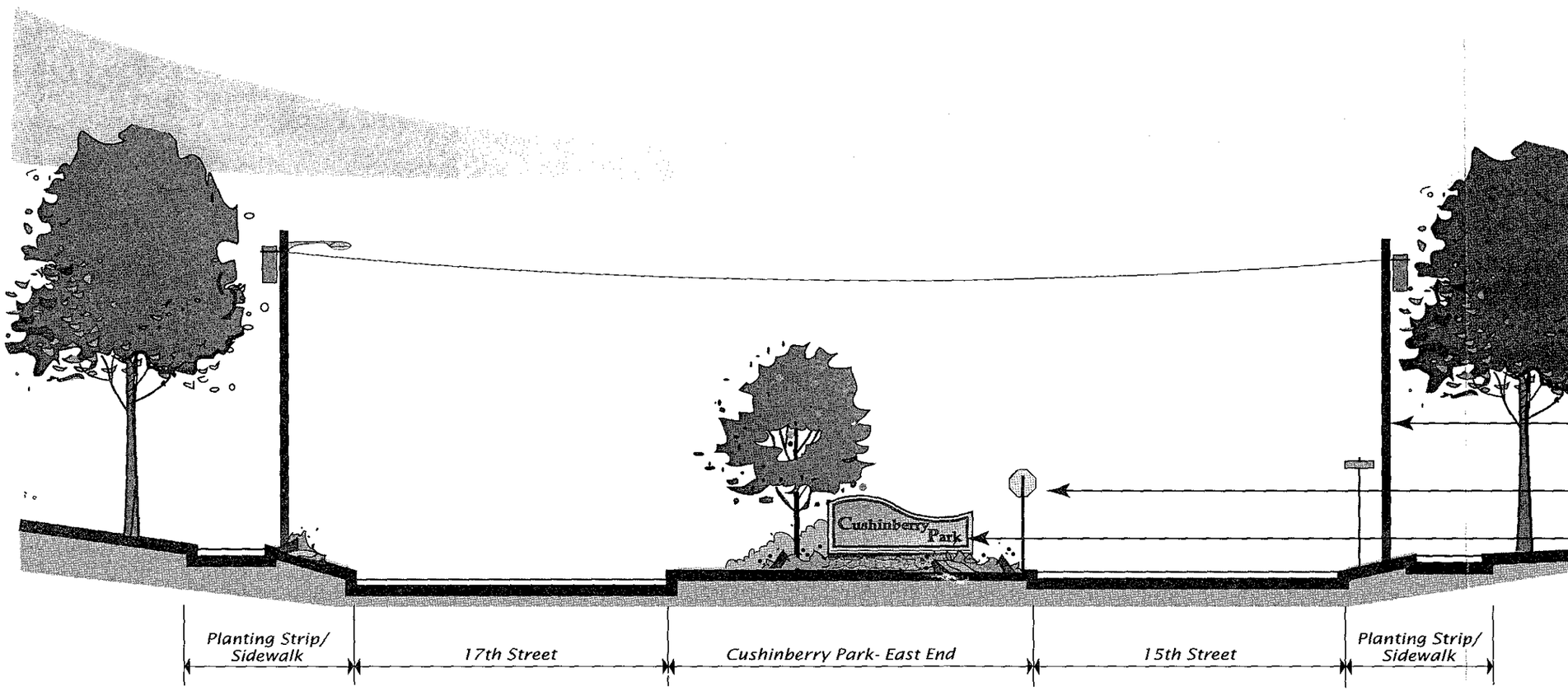


EXHIBIT 32

CUSHINBERRY PARK ENTRY ENHANCEMENT
SECTION VIEW
NOT TO SCALE

BROWN V. BOARD OF EDUCATION NATIONAL HISTORIC SITE

CULTURAL LANDSCAPE GUIDELINES

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Furnishings and Small-scale Features

- Upgrade park furnishings in a manner consistent with other city park and recreation policies, using standard City lighting and furnishings. Avoid adopting a historic period or neo-traditional approach to park furnishings. Using furnishings that are interchangeable with other city parks will ensure that replacements and repairs can be accomplished more easily and with fewer delays. Repair and replace furnishings on a regular basis to keep the park in a good state of repair and maintenance.
- Continue the policy of not providing structured play areas, play structures, or play equipment.
- Remove the deteriorated bison sculpture unless there is substantial local sentiment for its retention. Consider commissioning a work of art or sponsoring a competition for art in the park that is related to the themes represented by the NHS.
- Consider developing several designed focal points within the park that can serve as visual points of identity and gathering places for groups. Such places can serve as meeting places for school and bus groups and for educational and interpretive activities.

Signs and Interpretation

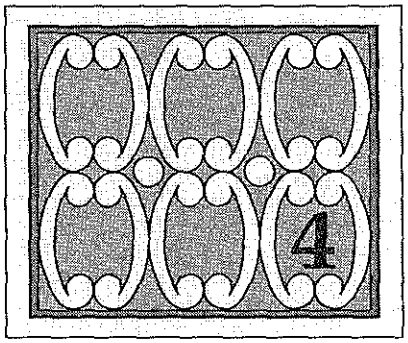
- Consider the use of unifying graphic design features to reinforce visual linkages between Cushinberry Park and NHS signs to encourage visitors to use the park. Consider unifying all signs by the inclusion of a logo based on the "M" relief panel on the school wall (see divider pages).
- Develop and install a new park entry sign. The current sign does not date from the period of significance. If documentation becomes available for signs used during the period of significance, consider using them as prototypes for new identification signs in the park. Standard municipal signage is also acceptable or a new sign that is less rustic and more appropriate to an urban environment could be developed for Cushinberry Park.
- Display park regulations on a separate sign.
- Develop a neighborhood entry sign in conjunction with a standard NPS directional sign at the east end of the park near the junction of 15th and 17th Streets.
- Consider developing a kiosk where NHS, Cushinberry Park events, and other Topeka events could be posted. Consider an electronic format to avoid the clutter of loose fliers and out-of-date news if such a format can resist vandalism. The kiosk could be designed and installed in conjunction with a new entry sign.
- Consider the potential for interpretation and memorialization within the park.
- Consider using the railroad right-of-way to interpret the role of the railroad in Topeka and neighborhood history.

Public Utilities

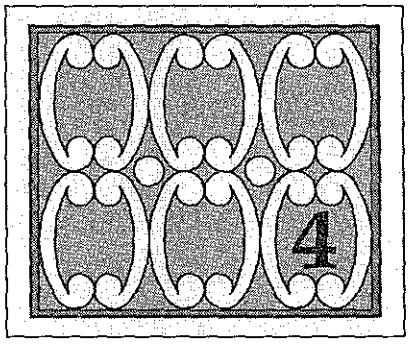
- As part of an overall park rehabilitation, work with the City of Topeka to ensure that utility needs for special events such as concerts, memorials, and other group activities can be met. Encourage installation of all new utilities underground to the extent feasible in the park.

Lighting

- Work with the City of Topeka to make lighting decisions on nighttime lighting needs for special events and neighborhood safety and security.
- Avoid thematic, neo-traditional, or specialty lighting. Choose understated but attractive, contemporary lighting standards if nighttime lighting is necessary; design lighting as part of the overall park rehabilitation.



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