

2/13/74
To Wesley and
Jo Walling
Joseph H. McDowell

Building a City

**A Detailed History of
Kansas City, Kansas**

By

JOSEPH H. McDOWELL

Cover design by Robert E. Campbell

Preface . . .

The Kansas City Kansan is happy to have had a small part in the publication of this history of Kansas City, Kan. We were pleased when Mayor Joseph H. McDowell asked us to read his story. He wanted to get it to the people and thought perhaps, if we felt it was warranted, The Kansan would print the highlights of the history.

The editorial staff read the material and agreed with the mayor that it should be made available to the citizens of the city. It was part of the citizens' heritage, part of their individual history. How better than to publish it serially in The Kansan?

In September the publication was started. Donald Ballou, retired editorial writer for The Kansan and local historical authority, prepared it for publication. This necessitated minor changes to permit the chapters to fit into newspaper-length articles. In addition, Mr. Ballou, a photographer himself, reviewed many pictures including a number which he had taken during his career with The Kansan. These helped illustrate the articles.

The series ran each Monday, Wednesday and Friday for four months. During its publication many persons asked if the articles wouldn't be put into book form. This book is their answer.

As Mayor McDowell told so well, civic improvements do not come easy. They are the work of dedicated citizens, concerned persons. We are all indebted to the Mayor for his labor of love in preserving the many stories of how Kansas City, Kan. grew. We, like the Mayor, hope that this material will serve not only as a reminder of the many difficulties overcome, but as a challenge to each generation to take its turn at the oars to help move its city, our city, ahead as a better city for all.

THE KANSAS CITY KANSAN
JOHN H. STAUFFER
Publisher

So People Can Know

Mayor's History of City

"After about a year in office, it dawned on me," said Mayor Joseph H. McDowell, "that a great number of people here didn't know very much about their city.

"There hadn't been any history of the city since Grant Harrington's 'Historic Spots in Wyandotte County' in 1935. I thought our high school kids ought to have an idea of their city's history.

So McDowell three years ago began writing a history of the city. The history, which is

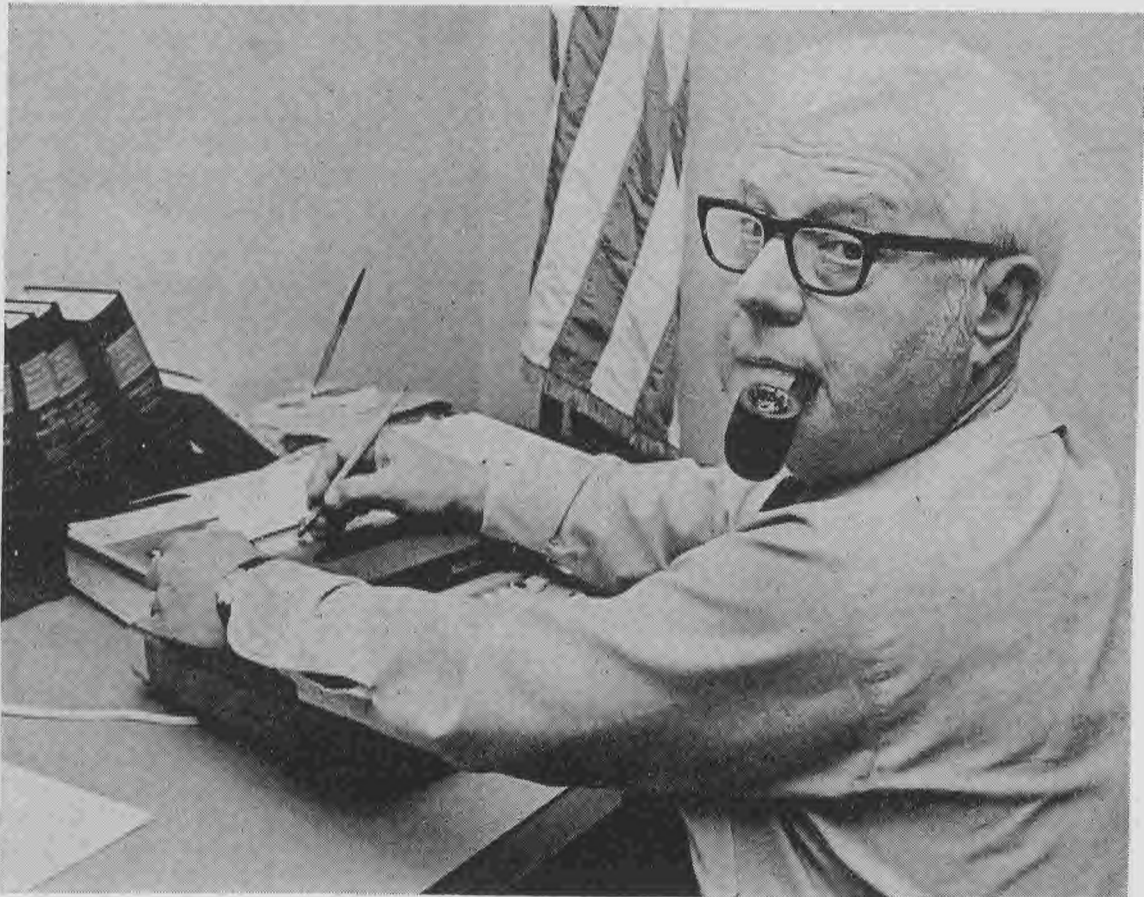
about 160 typewritten pages long, is titled "Building A City. A History of Kansas City, Kan."

Theme for the historical work is the difficulty of civic improvement.

McDowell has found writing such a history can be almost equally difficult. Spending long hours as mayor, he worked on the history in what spare time he could find.

"I had fun writing it. But it was the most difficult writing I ever did."

McDowell, who has made a great deal of



Mayor McDowell at work.

city history himself, is well qualified to write about Kansas City, Kan. He has been a key figure in many city advancements and has deep feeling for the area. His pride in his community is obvious to all who know him.

"This is really an attractive city," McDowell commented during a discussion in his newly remodeled office at City Hall. "People should just drive around and see for themselves. I took Newell George (former U.S. district attorney here) for a drive down to 5th and Richmond area. He said, 'Why, this is beautiful.' And it is. It's where Juniper Gardens is, and it is beautiful.

"We took pictures and made slides of city improvements, and showed them to different organizations.

The mayor's interest in his city was whetted at an early age. He was born Oct. 15, 1907, at Belleville, Kan., but his parents moved here when he was a young boy. The family lived at 19 S. 17th, where the next-door neighbor was the late W. L. Vaughan Sr. It was Vaughan who first stirred McDowell's interest in the city.

"He was the father of the Community Chest here," McDowell said, "and he was a great booster. He used to lecture us kids on civic responsibility."

Three other deceased residents, McDowell found, also were dedicated to their city. "Maurice L. Breidenthal Sr. used to tell all of us kids stories about the town. And Guy Stanley Sr. and Willard J. Breidenthal—that's all they talked about: the town. How they loved to reminisce. I remembered a lot of that stuff." Stanley and McDowell later became law partners.

As a former judge of City Court and a state legislator for 16 years, McDowell adds, "Everybody in town would come up and tell you stories when they were seeking legislation to permit some public improvement.

He was always eager to listen. Thanks largely to the Breidenthals, Stanley and Vaughan, he grew up keenly interested in civic affairs and local organizations. At the age of 14, he was the youngest Eagle Scout in Kansas.

McDowell also shone as a high school debater, and one of his early triumphs at the University of Kansas was an oratorical contest sponsored by the Women's Self-Government Assn. He won on the topic "Women Are Useless on This Campus."

He received his law degree from KU in 1931, then worked with the Kansas Corporation Commission in Topeka. While in Topeka he served as national chairman for Kansas Young Democrats and in his spare time wrote a column titled "This Week in Topeka," an account of happenings at the Capitol, for eight Kansas newspapers.

The KCK history is McDowell's most serious writing venture since that time. He said a main point in the history is that "Anything you do to improve the city is difficult. It takes a sparkplug to ramrod any new program or improvement.

"We talked about the 18th Street Expwy. for about 20 years before we finally got it. We finally decided to get the legislators down here and get something done. We brought them on a special train and had a party for them. They went back to Topeka on the train that night and they were all saying, 'You know, they really need that up there.'"

Government Buys Wyandots' Land

A history of Kansas City, Kan. must begin with the arrival of the Wyandot Indians in the spring of 1843. The government had moved them off their tribal land in Ohio and agreed to purchase a new reservation farther west if they would select a site.

That year a small delegation headed by Silas Armstrong arrived at the confluence of the Kansas and Missouri Rivers. As the group surveyed the terrain they saw open land, sparsely populated by the Delawares on the west, and a small settlement on the mud flats in Missouri, known as Westport Landing, near what was to become 1st and Grand Avenue.

The Ohioans cast their sights on the western side of the Kansas River. They liked the high bluffs with wild fruit, game and flowers, clear creeks, and springs on the hillsides, with rolling land farther west. Here was the area they wanted for their new reservation.

Little did they realize that in a few years a thriving community would develop, and within 12 years they would disband the tribe and own their land as individuals; that four years later, three of them would exchange their allotments for stock in a town company that would plat a new city.

Many of the tribe would become prosperous as the area boomed with new settlers and trade.

The few hundred members of the tribe arrived from Ohio and joined them that fall and spent the winter camped on the "west bottoms" near where meat packing plants would locate in a few years. They had come down the Ohio river by steamboat, and the rigors of their first winter caused many to fall ill and die.

But by spring the next year they had negotiated with the Delaware tribe to purchase 25,000 acres from the mouth of the Kansas river, west to near Muncie, Kan., for the sum of \$48,000.

The government set aside \$185,000 for the Wyandots to compensate them for their land

in Ohio. \$48,000 was used to purchase the 36 sections (25,000 acres) for their new reservation in Wyandotte. The balance was parcelled out in annuity payments spread over a number of years.

Moses Grinter was the first settler in Wyandotte County, having been sent by the government to locate a ferry across the Kansas river in 1831 to facilitate a military road from Ft. Leavenworth to the new fort planned at Ft. Scott. His brick home still stands at 78th and K-32 highway. John Armstrong built the first house in Wyandotte (for his bride Lucy B.) at 5th and Richmond. Lucy B. wrote a journal and gave details of life in the new frontier. She wrote of "the furnishings in her 16-foot square cabin — six chairs, a bureau, table, cooking stove, cupboards for storage, and a potato hole under the center of the floor which required lifting a puncheon to get to the potatoes and prevented keeping a carpet down except on festive occasions." She did mention the beauty of nearby Jersey Creek, how meal and flour were purchased from Silas Armstrong's store, hominy was purchased from the Delawares, groceries came from Westport, dried fruit, eggs and milk from the home. By 1844 she had the second room added to the cabin.

The Wyandots were shrewd in driving a bargain. Mathias Splitlog was known as the "Indian millionaire" and lived to be 90 years old. He was a mechanical genius. His mill ground corn by horse power. Later he erected a saw mill near where the Union Pacific shops are now located. He built a small steamboat for George P. Nelson to ply the upper waters of the Missouri, and Splitlog was the engineer on it. After he sold his share of the tribal land to the railroad he was the wealthiest Indian in the tribe. He platted a town in Missouri and named it Splitlog, and also built a railroad 50 miles long running from Neosho, Mo. south.

Wyandot Culture Moved From Ohio

In their former home at Upper Sandusky, O., the Wyandots had been townspeople; had adopted the Christian faith, spoke English and had translated their tribal names to English hence Mudeater, Splitlog, Armstrong, Walker, and so forth. Many members were cultured, and some of literary bent.

The Delawares in Kansas were farmers and less given to trade and commercial pursuits.

Ft. Leavenworth had been in existence for 16 years, and Ft. Scott had just been established, so there was some protection on the frontier.

Members of the tribe began at once to build homes, from logs of course. Many located on the banks of Jersey Creek, which was a beautiful stream and soon lined with orchards.

One member (Mathias Splitlog) opened a grain mill on the site of St. Mary's church (5th & Ann) and served the area for 75 miles around for years. He was an inventor and millwright, and amassed a fortune when he later sold his allotment of bottom land to the railroad.

Silas Armstrong became a millionaire from his real estate holding in what was to become the city of Wyandotte. William Walker, who spoke several languages, including Latin and French, turned his home into the cultural center of the settlement. He later attempted to serve as the first territorial governor. Matthew Walker organized the first Masonic lodge in Kansas, and the first chapter of the Eastern Star was named for his wife, Mendias.

By 1850 the settlement had a population of 2,000, and the area was prosperous from the trade gen-

erated by the Santa Fe trail which began in Westport Landing.

The Santa Fe, California and Oregon trails had been open from Westport for several years, but it was the discovery of gold in California in 1849 (the year after the state had been won in the Mexican War) that caused traffic to increase. By 1850 the income locally from the Santa Fe trail was estimated at \$10 million a year.

Then a new era began. In 1854 Congress enacted the Kansas-Nebraska Act and created two territories of those names. That cleared the way for the "territories" to create local governments, to draft constitutions and submit them to Congress for approval and admission into the Union as "states."

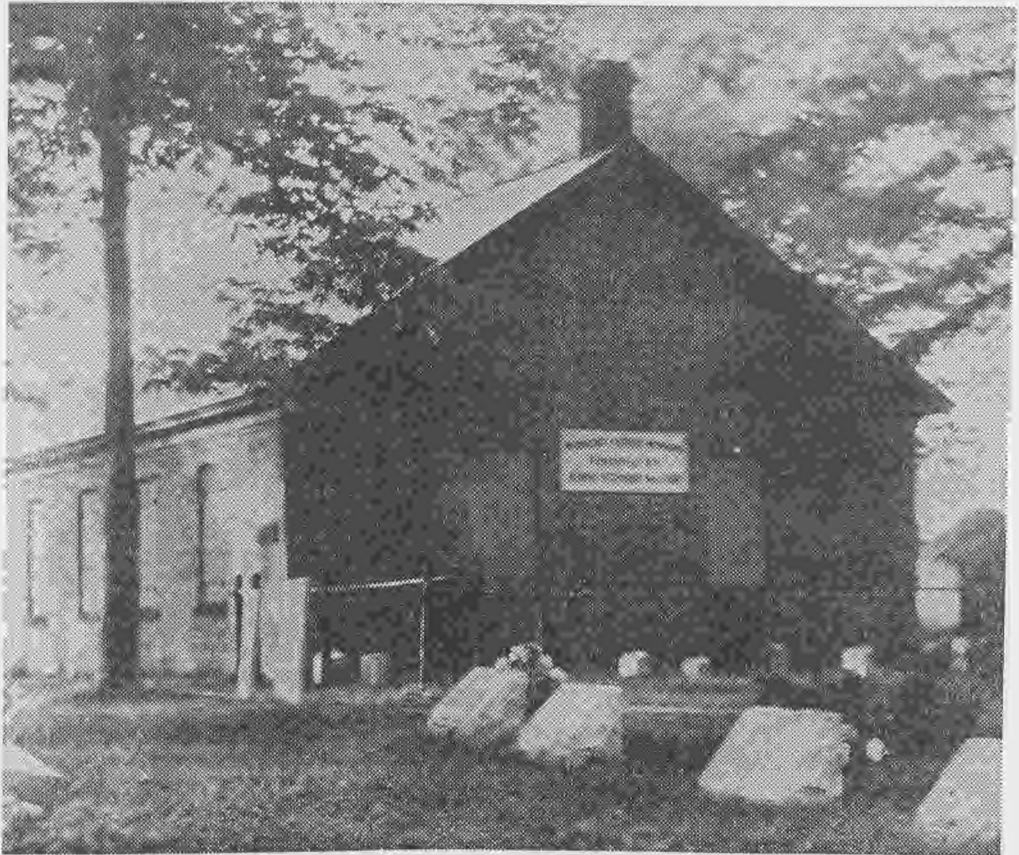
Word then reached the frontier that as soon as Kansas could be admitted as a state, the railroads would extend to Kansas, and prosperity would be assured.

The Wyandot Indians were in business and were ready for the next effort to build a city.

But the admission of Kansas territory to the union of states was attended by secession of the Southern States. Clouds of impending Civil War darkened national horizons as far west as the Kansas frontier.

Trade to the west stopped and depression hit the border communities of Wyandotte, Quindaro and Westport. Banks closed, the government failed to pay the Indians their annuities. Westport, across the line in Missouri, lost one fourth of its population.

Both Kansas and Missouri stayed with the



Until 1843 the Wyandot Indians lived at Upper Sandusky, Wyandot County, Ohio, where they were townspeople who had adopted the Christian faith and spoke the English language. The Wyandot Mission, pictured above, a stone building still standing, was established by John

Stewart, a black man, and first missionary ordained by the Methodist Church. On plaques at the building are inscribed names of many Wyandots who came to Kansas in 1843 and helped found Kansas City, Kan.

Union. The North depended on volunteers for military duty during the early stages of the conflict. Wyandotte sent nearly one-third of its individuals. That year they arranged to convey population into military service; 483 Negroes and 477 others, the highest proportion of population of any city in the nation. Many were Delaware and Wyandot Indians.

By 1855, just twelve years after they settled here, the Wyandot Indians were ready to dissolve their tribal status and own their land as individuals.

That year they arranged to convey the tribal land to the government so a treaty could be consummated to disband the tribe and grant citizenship to its members, and to re-convey the land to the members as individual allotments to do with as they pleased.

One sidelight of the treaty was that the Wyandots reserved a block between 6th and 7th on Minnesota Avenue with a tract in the center

as a burial ground. To protect it, they gave the four corners of the block to different churches. The Methodists received the northwest corner, the First African Methodist Episcopal the southwest, the Episcopal the southeast and the Presbyterians the northeast corners.

This effort to safeguard the cemetery by protecting it with churches failed, as before long each church had sold its land for sizeable sums for business development. Huron Cemetery has been a problem ever since. The mention of its removal evokes strong emotions to this day, but its location on a high mound in the only "downtown" park, set at an awkward angle, is a planning problem to the Urban Renewal Agency which is redesigning the area for the "Center-City" renewal project.

The year before in 1854, Congress had enacted the "Kansas-Nebraska" bill which created the two territories. But it also repealed the

Missouri Compromise of 1821 which had admitted Missouri as a slave state and provided that in the future all states north of a line along the southern boundary of Missouri would be admitted as free states.

The 1854 act refused to abolish slavery for the territories of Kansas and Nebraska, and left it to each to decide the issue when their citizens drafted their constitutions and applied to Congress for statehood.

"Pro" and "anti" slavery forces started sending settlers into Kansas in order to assure success for their side when the constitution was drafted and voted on.

Border warfare broke out in eastern Kansas. New England abolitionists sent settlers to plat towns and locate homes. Pro-slave supporters from Missouri came across the border and raided and burned towns. Lawrence and Shawnee were sacked, and many smaller raids occurred. The attention of the nation was focused on "Bleeding Kansas."

Altho only 55 deaths resulted from the border warfare, the incidents were widely publicized by the eastern press (always ready to write about the exciting "west"), and helped weld the new political party being formed—the Republican.

Leavenworth was considered pro-slave; Lawrence, Wyandotte and Quindaro were anti-slavery.

In 1856 Dr. Charles Robinson (later first Governor under the constitution), and at times an agent for the New England Aid Society, and Abelard Guthrie, founded the city of Quindaro. It was located north of Brown Avenue from 18th Street to 42nd Street. The burning reason for its creation was that the half dozen or so of river towns scattered along the Missouri River in Kansas, and the boat captains, were pro-slavery. The anti-slavery adherents wanted a port.

Soon after its platting it became a bustling river port, the only port of importance in our state's history. Most of the merchandise for southern Kansas unloaded there. The town boasted a stage line to Lawrence and steamboat service up the Kansas river to Manhattan. One vessel made the 234 mile trip to Junction City in 1859 with stops at 30 landings in twenty-six

hours. Lots in Quindaro were selling for \$1,500 each, and it appeared destined to become the large city for the area.

Then in 1859 the townsite of Wyandotte City was platted. A corporation to promote a city had been formed by four men from across the river in Missouri, one of whom was Thomas Swope (who later gave a park named in his honor to Kansas City, Mo., and who was the victim of a murder that caused the famous trial of Dr. Clark Hyde, who had married his niece and was charged with the crime). The corporation secured three Wyandots as stockholders, Isaiah Walker, Joel Walker and Silas Armstrong, who conveyed their land for stock. As soon as the plat was recorded there was a rush to buy lots. Some of the first houses were prefabricated in St. Louis and brought here by steamer by Albert Wolcott, an early developer. The townsite company found it necessary to plat additional lots in each of the next two years.

The voters of the territory of Kansas sought four times to adopt a constitution. None received consideration by Congress. Then a fourth convention met in Wyandotte in July, 1859, in a hall at 1st and Nebraska. It was the first time that both major political parties participated, and the convention was composed of young men, the average age 35. The constitution drafted by the convention prohibited slavery, but did restrict the vote to "white males." The pro-slavery delegates praised the work of the convention but would not sign the document. The voters of Kansas adopted the Constitution that year. Congress admitted Kansas as the 34th state in 1861.

During the convention the new Wyandotte City was booming. The sale of lots was brisk and new structures were going up on all streets. No doubt this made an impression on the convention, as they wrote into the constitution that Wyandotte would be the county seat. So they created a new county called Wyandotte out of parts of old Leavenworth and Johnson counties. This accounts for Wyandotte being the smallest county in area in the state.

Making Wyandotte the county seat spelled doom for Quindaro, and it was sealed when the railroads came after the Civil War and chose Wyandotte to enter Kansas instead of Quindaro.

Futile Boom at Quindaro

Quindaro was named for Quindaro Guthrie, wife of one of the founders. Probably no town in Kansas ever matched the enthusiasm of the early residents of Quindaro. They made plans for industry, a railroad, and platted thousands of lots. Tales of huge sums subscribed for investments came from the east. Several stone warehouses were erected. A ferry to Parkville, Mo. was the best on the river. The town company bought a steamer in Ohio and set up a packet service to Lawrence. Streets were graded and several hundred homes built.

Outsiders made investments. George Veale, the tax commissioner for the Union Pacific Railroad in Topeka, financed a store in Quindaro. V. J. Lane moved from Wyandotte to start a newspaper. R. M. Gray (father of George Gray who became mayor of Kansas City, Kan., was one of the first to arrive and last to leave. Samuel Pomeroy, later to be U.S. Senator, lived there. Joel Walker of Wyandotte invested in the new town.

Eastern correspondents were treated by the townfolk like princes. Many said they were disappointed with what they saw, but in a short while they caught the enthusiastic fever of confidence. They reported it was contagious. Many a man considered a safe and careful business man at home, invested all he could raise or borrow in Quindaro real estate.

Nothing like this town building madness ever swept this nation. Shrewd and cautious men caught the madness. The press called it the "delicious delirium," and rushed wildly into what seemed later to have been the most patent



Crumbling walls of the Quindaro Hotel; the slots accepted floor timbers. Stones long since have been hauled away.



Jammed into a small area between the hills and the Missouri River, Quindaro Town rose, boomed and withered at the time of the Civil War. Older residents of Kansas City, Kan., remember visiting ruins of the old village and climbing among the crumbling stone walls. In

foreground of this view, made in 1886, stands the last wall of the great warehouse. Ruins of the once 3-story hotel, at extreme right, were destroyed in the 1930s. Camera was pointed northwest. A cemetery is located atop distant bluff.

folly. The political issue appealed to the anti-slave sentiment, but in ten years it was over.

The first wedding in Wyandotte County was that of Abelard Guthrie and Quindaro Nancy Brown, in the cabin of George I. Clark (who had been with the delegation that picked the site for the new home of the tribe), near 3rd and Armstrong early in 1844.

Three years after the platting of Quindaro, the town of Wyandotte was platted, and it started to boom the same as Quindaro.

The townsite company controlled only land owned by Isaiah and Joel Walker and Silas Armstrong (the latter was president), but did prevail on Lucy Armstrong, Matthias Splitlog, H. M. Northrup and Ike Brown to add their

land to the plat, but they were listed as the owners of such land on the plat. Ike Brown's farm was purchased by either Col. Swope or John McAlpine, two of the Kansas City, Mo. men who formed the townsite company. The first lot was sold in 1857, and the Armstrong residence was converted into a hotel for the occasion. A band and parade of 50 people marched from the hotel to the store run by Isaiah Walker. The crowd nearly collapsed the store and the stock was sold out that day.

Four thousand lots had been platted and buyers often did not know where the lots were located, as prices of the lots went up so fast and trading was so brisk. Houses went up as fast as material could be produced. Carpenters earned \$5.00 a day and most of the houses were built from logs.

Railroad Started At Mouth of Kaw

The Civil War, dreadful and devastating tho it was, had the beneficial effect of demonstrating the great value of the railroads. Many battles were fought over railroad centers. During the war Congress was free of Southern pressure and authorized construction of three rail lines thru the west, to start at Omaha, at Atchison, and at Wyandotte.

Leavenworth felt strongly that it should be the starting point as well as the point of crossing for the line coming west from St. Louis, a battle lost to Kansas City, Mo., when the Hannibal Bridge was built in 1869 to bring the first railroad across the Missouri River, assuring the future of our sister city as the largest city in the area.

Today that city is building a \$¼ billion international airport in Platte County, closer to Leavenworth and Kansas City, Kan., than to many parts of Kansas City, Mo. With access assured from Kansas by I-435 somewhere near 95th Street from the airport south to Johnson County, history may repeat itself, and development to serve the airport on the Kansas side of the Missouri River may equal that of a century ago around the rail lines entering Kansas City, Mo.

The Central Pacific (later the Union Pacific), was destined to be the first line built in Kansas, and the first to reach the Pacific. Sam Hallett was its guiding genius. His efforts extended from Wall Street and Washington to Topeka. He favored Wyandotte over Leavenworth as the terminus, and it is reputed that this caused his assassination by the chief engineer, O. A. Talcott, who favored Leavenworth.

The first train left Wyandotte, a city of 2,000 by then, in 1864 for a trip to Lawrence. The depot was at the foot of Minnesota Avenue. A pontoon bridge had been built across the Kansas River for transferring pedestrians and wagon freight (the first railroad bridge over the river came three years later).

With the end of the war, and the railroad anchored at Wyandotte, the town of Quindaro went out of existence. Many of its buildings

were taken over by former slaves from the South.

In 1868 another town was platted in the west bottoms on the east bank of the Kansas River, named Kansas City. That city and Wyandotte both had streets from 80 to 100 feet wide. James Street was in Kansas City, and Wyandotte had four wide streets named for the remaining territories of the West: Washington, Nebraska, Minnesota and Kansas (later changed to State Avenue).

Three other towns were platted in the next 14 years; Armstrong in 1870—on the north bluff at 7th and Muncie; Riverview in 1879—near 5th and Central Avenue; and Armourdale in 1882—between the Armstrong bluff and the Kansas River to the south. One of the incorporators of the company platting Armourdale was John Quincy Adams II, of Boston.

In 1870 the Santa Fe Railroad, after delays in construction, had reached Topeka and Ottawa. The Missouri Pacific was built along the Kansas side of the Missouri River to Leavenworth and Atchison; and the Frisco and Katy were soon to be built south to Oklahoma, and the Rock Island to Denver and New Mexico.

The great railroad building era was about to reach the Southwest, and Wyandotte was to grow into a great center of trade and commerce.

The railroad building boom in the 1870's and 1880's was spurred by offers from congress to provide government bonds of \$16,000 a mile (higher in mountain terrain), and grants of up to 6,400 acres of land per mile if built within 10 years.

The final battle between the steamboat and the railroads was fought in the Kansas legislature in 1864 when a law was enacted declaring the major rivers of Kansas to be not navigable and authorizing their bridging and damming. That ended boat travel in Kansas and permitted the rails to take over, the transportation needs for years to come.

The Indian wars we see depicted on film today

did occur in the late 1860's. The Indians fought back over the loss of the buffalo, which was their money and livelihood. As the buffalo were destroyed, the Indians were forced further west to find herds. In 1867 one hundred thirty people were killed by the Indians; in 1868 eighty were killed. The Indians made life miserable for the settlers. Marauding bands roamed the Santa Fe trail, and made raids into the Smoky Hill, Solomon and Saline river valleys. Peace talks in 1865 came to naught. Forts were built in western Kansas and by 1869 the Indians had been driven out of the state. 400,000 buffalo hides were shipped from Dodge City in 1870 as the railhead reached that city.

In 1899 E. H. Harriman gained control of the bankrupt Union Pacific Railroad. He retained control for only two years but left a deep imprint on the railroad. He dreamed of a railroad across the Bering Strait to Russia to connect with the Trans-Siberian Railroad on to Paris.

Harriman retained a local engineer, J.A.L. Waddell, to prepare plans for the railroad

across the Bering Straits. The plans were prepared, but by then Harriman had lost control of the railroad and the plans were stored in a trunk belonging to Mrs. Howard (wife of the head of the firm of Howard, Needles, Tammen and Bergendoff, the largest engineering firm in the world, located in Kansas City, Mo.)

During World War II, when our nation was having trouble getting supply ships across the Atlantic, the War Department, desperate, learned of the plans. Representatives came to Kansas City and the old plans were uncovered. Soon the "convoy" technique was worked out and the "bridge of ships" across the Atlantic was opened. So the plans for the railroad to Russia were abandoned.

Waddell was the founder of several engineering firms in the area, including the Howard firm mentioned. He was engineer on the Trans-Siberian Railroad and for the Chinese government. He received many decorations from heads of state in Asia and Europe for his work. He wore a walrus type mustache. With his red ribbon and medals he looked like an oriental potentate, so say his old friends.



The Civil War was still raging when the Kansas Pacific Railroad began laying rails for a line which eventually would extend to the West Coast. Following the valley of the Kaw and Smoky Hill Rivers thru Kansas, the

railroad eventually became the Union Pacific. A replica of the early day trains was operated over the system in 1939 advertising the movie, "Union Pacific." View above was made at the Seventh St. station in Kansas City, Kan.

Industries' Home Since City Began

By 1870 the population of Wyandotte exceeded 10,000 and all the railroads entering Kansas and serving the Southwest came thru our City. The railhead remained at Abilene a few years after 1867 and the Chisholm Trail from Texas joined it to deliver its cattle for transportation by rail to Eastern markets. Then the railhead moved in 1870 to Dodge City, which shortened the cattle "trails" from the Southwest.

The next year the livestock trade in Kansas City and the railroads started the livestock yards on five acres between the Union Pacific and Missouri Pacific tracks on the east bank of the Kansas River. It received 120,000 head of cattle the first year. By 1905 the yards had grown to 220 acres and were receiving 7 million animals a year, almost as many as Chicago.

Grain elevators and mills were built during the 1870's and suppliers for farms and ranches located in Wyandotte.

Morris & Company opened the first meat packing plant in 1868, followed by Fowler's and Armour & Co. in 1870. Refrigeration was perfected 15 years later and Swift & Company opened in 1888. Cudahy and Schwarsfield and Sulsberger (later Wilson & Co.) began operations four years later.

By 1875 things looked so promising that a group of civic leaders made detailed plans for a giant mass meeting to agitate for two ideas. First: annexation of the adjacent towns into one city, and second: to plan for a great market for the products of the farms, industry and intelligence of all Kansas. Speakers came from all over Kansas. Political figures and editors were on the program and all stressed the value of the new railroads which by then had reached New Mexico and Colorado, the low freight rates, and how producers would tend to deposit their products in a large city where there

were markets for their grain and meat. Delegations from every county in eastern Kansas attended and the meeting was a huge success.

In a few years its aims were realized.

By 1886 the population of the county was in excess of 15,000 and E. L. Bartlett, a local realtor and one-man Chamber-of-Commerce, kept up the agitation for one consolidated city. The threat of the larger city in Missouri draining business was pointed out, but the city council of Wyandotte was reluctant to back the idea. Bartlett evidently had influence in the legislature. That year it passed a bill which provided that on application of the county clerk, adjacent cities in the county could be consolidated into one city by proclamation of the governor, providing the resulting city would have a population of at least 15,000.

The law was enacted in February, and on March 6, 1886, the county clerk asked Gov. John A. Martin to proclaim the cities of Wyandotte, Kansas City, Armourdale, Riverview and Armstrong to be a single city, to be known as Kansas City, Kansas.

On the same morning two Armourdale realtors, George Foerschley and Alexander Beaton, asked Judge Guthrie of the Shawnee County district court to restrain the governor from issuing the proclamation. They charged that Wyandotte would be the only city to benefit; that Armourdale and Kansas City, were level and needed little or no grading, while Wyandotte, Riverview and Armstrong were on hills with hollows requiring filling.

The Governor issued the proclamation and the judge signed the restraining order the same day Will Cavanaugh, Assistant Secretary of State signed the proclamation at 11:45 a.m.: The restraining order was served on the gover-

nor at 12:35 p.m., just a few minutes after the new Kansas City, Kansas had come into existence. Our city owes its existence to the lost 50 minutes in getting the order served.

Litigation developed but the Kansas Supreme Court upheld the action. Efforts were made to have the law amended to provide a nullification of the consolidation, but this failed. As a price to keep old Kansas City, Kan. from opposing the consolidation, that city's name was retained for the new city. Few liked the name, but no one was about to fight the potentially richest tax-producing area. Periodic attempts were made for thirty years to get the legislature to change the name to Wyandotte, the last in 1917.

The new city was bounded on the north by Roswell, and by Greystone on the south, from the mouth of the rivers to 18th Street on the west, and contained ten square miles. Within two years it had sixteen meat packing plants, 42 manufacturing plants producing \$36 million in products a year, employment reached 5,000 and wages amounted to more more than \$4 million a year (20 per cent higher than the national average of \$650).

Among the industries were 10 foundries, a soap plant, a cotton mill (cotton was grown in Kansas at the time), box factory, mills and elevators, three railroads maintaining large shops, implement firms, and in nearby Argentine the world's largest smelter producing \$18 million of precious metals a year on its 30-acre complex (it later became the Kansas City Structural Steel Co.). In Rosedale a rolling mill reworking railroad iron employed 1,000 men.

Rosedale was platted in 1872 and served the Frisco and Katy Railroads that had reached the new gas fields near Iola and the lead and zinc discoveries in Cherokee County. It was named for the wild roses found on the hillsides and considered the most beautiful residential site in the metropolitan area. It was not until 1922 that it became a part of Kansas City, Kansas.

Argentine was platted in 1880 and the smelter and Santa Fe Railroad provided the mainstay of its economy. One of the officials of the smelter was Charles W. Green, later to serve four terms as mayor of that city. After it became a part of Kansas City, Kan. in 1910, he was elected two terms as mayor of the larger city. He and Dr. D. E. Clopper, Judge Hugh J. Smith and C. Darnell were active in development of the Argentine area, and they favored annexation to Kansas City, Kan., en-

largement of, and ownership by the city of the electric plant.

By 1890 an era of street paving was in progress, due to liberal laws enacted in Kansas, which permitted the improvements to be paid for over 10 years rather than requiring the property owners to pay cash in advance. (Missouri later adopted this method of making public improvements).

Eleven hotels served the City; the Ryus at 423 Minnesota Avenue was the leading one. Things were certainly up-to-date and the population reached 40,000.

Ten years later our City ranked 17th among the nation in manufacturing; 24 per cent of all persons employed in Kansas were in Kansas City, Kan. We established ourselves as a home for industry early in our history and have maintained it to this day.

Where had the people that made up the increase in population come from? . . . the population had increased nearly 1,000 persons a year, and the future was bright for more increase.

In 1890 a typical sightseeing trip would start at the City Hall at 6th & Armstrong. The two Kansas Citys contained 135 miles of streetcar lines, all operating from a "hub" at the Union Depot at the foot of the bluff at 9th and Union Avenue in Kansas City, Mo. (all of the 19 railroads except the Chicago, Milwaukee and St. Paul used the depot).

From the City Hall you could descend by tunnel under 6th & Minnesota Avenue going north to Washington, then east to 5th and again north to Richmond where the street car lines branched, one going to Edgerton Park and the other for a three mile trip west to Chelsea Park near 27th and Walker (the second largest park in the two cities, where natural springs, a collection of animals, picnic areas and weekly band concerts could be enjoyed).

The return trip could take you by trolley thru Grandview and east on Central Avenue to Riverview at 5th Street where it moved on an elevated line across the river and west bottoms to the Union Depot, then east thru a tunnel coming to light on Broadway Street in the center of the wholesale district of Kansas City, Mo. Street cars from Missouri served Armourdale and on to Argentine: another entered Rosedale via Southwest Boulevard (which street was built at the instigation of Dr. Simeon Bell, a good road enthusiast in Rosedale and the man who gave the land to start the K.U. Medical Center).

Folk From Afar Find Work Here

There is no more "cosmopolitan" city than ours between Chicago and the west coast. Kansas City, Kan., has benefitted from more nationalities, races and cultures than most communities. For years there has been sentiment to recognize our ethnic groups with a "Festival for All Nations." It deserves attention.

About 16 per cent of our population is Negro. Our Negro population has been fairly constant as a percentage of total population. In 1890 it was 16.4 per cent; in 1966 17.7 per cent. From our beginning we have welcomed all races. The Wyandot Indians were very sympathetic to the cause of freedom and many who sought freedom from the South found a home here. More Negroes volunteered from Wyandotte in the Civil War than did non-blacks. After the Civil War, entire church congregations moved here seeking the opportunities the booming city offered. The Wyandots gave Quindaro Park to the Negroes, and the deserted structures in old Quindaro provided shelter for others.

Negroes have contributed to our economy; the first large Negro-owned industry was founded at the turn of the century by William Overton, and produced "Hygenic-Pet" baking powder in a plant at 3rd & Edgerton. It was the largest selling such item until 1907 when Calumet won favor. The firm also manufactured cosmetics and later moved to Chicago, and is still operating.

In 1904 a local Negro, Rev. William T. Vernon, was appointed Registrar of the Treasury by President Theodore Roosevelt.

Dr. S. H. Thompson made a vaccine from spinal punctures of victims during a spinal meningitis plague in 1912 and the serum was successful in combating the three-day killer

the disease had become. In 1918 he isolated the "flu" germ during the Spanish Influenza epidemic and produced a drug to combat it, compounded at the G. Q. Lake drug store at 6th and Minnesota and the Home Drug Company at 5th & Freeman. His son is the principal of Sumner High School today.

A Negro grocer, James H. Clayborne, operated a meat market at 10th and Washington and introduced the first "Baby Beef" to the area. Packing house beef at the time was from animals four to five years old weighing above 1200 pounds. Mr. Clayborne bought young steers from farmers in Wyandotte and Leavenworth Counties for a 2-cent premium per pound. They were much more tender. He built a lucrative trade and started the fad for "Baby Beef."

Earl Thomas was a student at Sumner High School in 1916 and interested in manual training. He conceived the idea of bolting rather than nailing a house together. His father purchased five acres near 50th and Muncie Drive and the first prefabricated homes designed by the young man were built, all standing today and very attractive.

The story of Freedman University should be reviewed today. Started by Negroes in 1860 near 27th and Sewell, it became Western University after the AME Church acquired it in 1895, and operated until 1937 with some state aid. It produced many successful Negro teachers and businessmen. One of the professors, Major N. Clark Smith, a retired Army officer, is credited with starting the ROTC program in local high schools.

The band from the university was in demand thruout the Midwest, and was directed by a tal-

ented musician named Guiou H. Taylor, who had been a student at the school. He was also a gifted carpenter and taught both music and woodworking. Today he is assistant director of the City Recreation program.

Students at the school were required to work part time and accent was given to the building trades. The University had a team of dapple gray Percheron horses that brought the supplies to the school on a brightly painted wagon and always attracted attention as they passed thru the City. The largest graduating class was in 1927 when 114 students received their diplomas.

The change in trend in immigration to this nation occurred in 1882. Prior to that, the Irish (after the failure of their revolution the same year), and other northern Europeans had provided the bulk of immigrants. Then the tide turned to the southern Europeans: the Slavs, and to a lesser degree, the Greeks, began to arrive. Once the railroads to the Rio Grande were completed, the migration from Mexico started, and those nationals tended to settle in Armourdale and Argentine.

The demand for labor in Kansas City, Kansas, attracted many of the latter group. The meat packing firms sent agents to the Slavic countries to spread the word of jobs for those who would undertake the trip. The first Slavs arrived in Kansas City, Kan., in 1883 and the immigration continued until World War I.

The men found lodging near their work in the west bottoms. Communities grew near the packing plants. "Todelop," adjacent to Wilson & Company, and "the Patch" near the Fowler plant on James Street, were well known. Those settlements were small houses, normally boarding homes, on cinder streets. Singing, dancing, refreshments, and Tamburitza (similar to the Mandolin) were familiar on weekends, as were occasional fights.

Altho wages were only \$2 a day, most found a way to save and send for their families. Once the women arrived, their eyes turned to the bluffs, and as soon as possible they moved to

the higher sites. The new arrivals tended to live together in parishes near their churches.

The first Catholic church was St. Mary's opened in 1858 and soon moved to 5th and Ann. It was founded by Father Kuhl, a German by birth, but destined to lead a parish of Irish. Three churches located in the west bottoms near the packing plants; St. Bridget's (an offshoot of St. Mary's); Pleasant Green Baptist; and St. George Serbian (Orthodox). The first was disbanded and the other two moved to their present locations.

By 1890, St. Anthony's, a German parish, had built at 7th and Barnett; St. John's Croatian at 4th and Barnett; Holy Family at 5th and Ohio; Sts. Cyril and Methodius at Mill and Ridge; and St. Joseph (Polish) at 8th and Vermont.

The Russians located on a hill overlooking 5th and Central and built their "onion domed" structure; the Greeks built at 7th and Shawnee.

The Catholic and Orthodox parishes established schools and showed an intense interest in providing an education for their young people. Their young people today seem to enjoy the old customs, food and songs as much as do their parents and grandparents.

The Slavs tended to locate on Strawberry Hill (east of 6th Street south of Armstrong), so called for the wild strawberries that abounded there.

Two generations later descendents of those immigrants were playing parts in community affairs, in business, professions and politics.

The Wyandots had brought their Methodist mission from Ohio, and it later split into the northern and southern branches (the southern branch still uses the church at 7th and State Avenue). The Episcopal Church was opened on the present site of the Grund Hotel; the First Colored Baptist founded nine other Baptist churches; the Presbyterians located where the Commercial National Bank now stands and St. Mark's Lutheran built at 7th and Reynolds.

By 1890 this was a city of churches, representing people from many nations of the world and nearly every race.

Lifeline for City In Utilities Plants

Kansas City, Kan. is one of the 2,000 cities which own their own electric system in addition to water systems. Its book value is more than \$100 million; its actual value much more.

How the City constructed this valuable asset is a fine example of civic support to build a better city.

At the turn of the century private firms owned the light and water plants. In 1909 the City issued \$1 million in bonds to purchase the water plant located at 12th and the Missouri River (adjacent to the Kansas City, Mo. plant at the time).

By 1911 the need for power to pump water and the forecast for more demand for electricity led the City to issue another \$350,000 in bonds to build an electric generating plant beside the water plant.

A law was enacted creating the position of Water and Light Commissioner to manage the utilities. Over the next few years they attracted little public attention; passable service was offered, but some criticism was made that the operation was not all that it should be.

The electric plant could generate 19,000 kilowatts firm power. But with the additional industrial need forecast, the prospects of meeting the demand were poor.

In early 1928, the City Commissioners objected to the Kansas City Power and Light Company serving a local industry (Railways Ice Co.) without obtaining the City's permission. A lawsuit was filed to prevent this. Then the Mayor appointed a "good will" committee to negotiate the matter of service by the local plant and the Missouri firm. An accord was reached that fall when both sides agreed to a contract that called for the Kansas City Power and Light to abandon the Kansas City, Kan. field with the exception that they would continue to serve "five long-time customers" (DeCoursey Creamery, Kansas City Structural Steel, Missouri Boiler Works, Rushton Bakery, and Southwestern Milling Co.). This purported to end the long-standing friction between the two utilities.

Attached almost casually to the contract was a "standby" service agreement that required the municipal plant to purchase power

from the Missouri firm on a standby basis during times of peak load for 20 years.

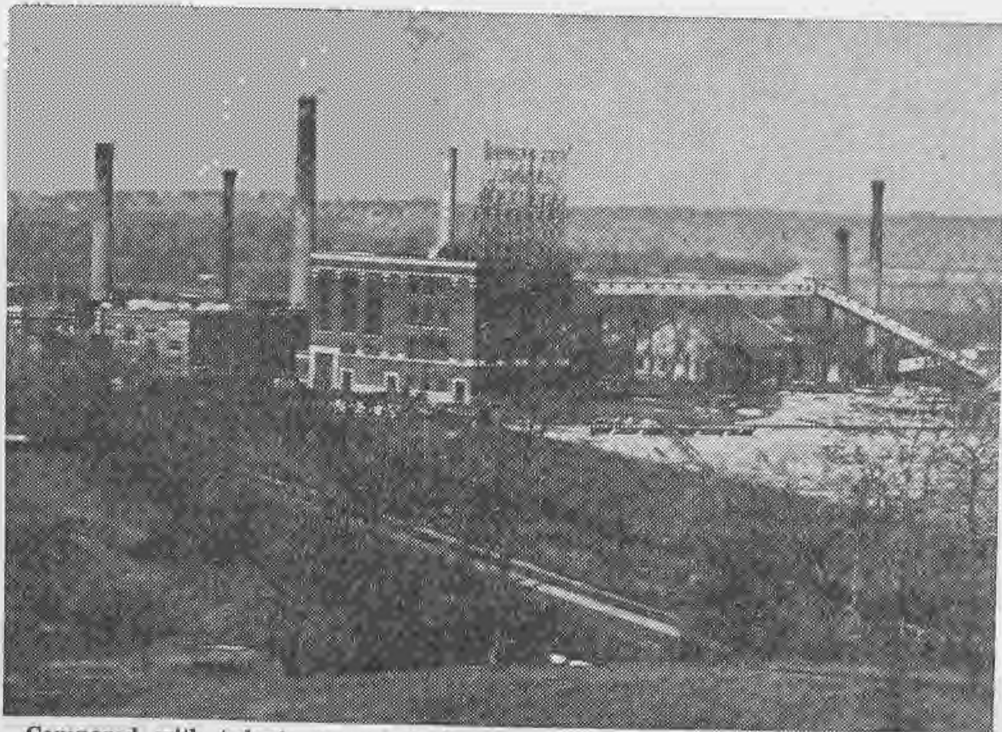
Just as the City was about to sign the contract, the Chamber of Commerce requested a copy to examine. Three local attorneys, C. W. Trickett (attorney for the local stockyards), J. O. Emerson (a former mayor), and William Drennan (former City Attorney), appeared and objected strenuously, charging that the contract amounted to "selling the municipal plant."

Heated debate followed and the City postponed signing the contract. The opposition gained support and the three lawyers filed an action in the Kansas Supreme court to stop the City from signing. Other citizens demanded to know why it was necessary. The City retained counsel to fight the action. Then the attorney general of Kansas intervened and took over the litigation. The local lawyers prevailed on Arthur J. Mellott, the County Attorney, to file another action in the Wyandotte County District Court; and another restraining order was issued to stop the City.

A mass meeting was held on September 10th in Memorial Hall. Obviously the power contract was not popular, as newspaper accounts described the meeting as "hot tempered," "noisy" and "tense." The Water and Light Commissioner refused to attend, and Henry F. Dean, a former City Commissioner, read a resolution calling for rejection of the contract. The press reported, "the motion carried with cheers and the meeting was adjourned."

James Donovan, the chief engineer, then announced that the contract was "of no value this year, since the peak season was over." Eight days later the City Commissioners unanimously rejected the contract. Those who had fought the contract hailed it as a "complete victory."

Then another public meeting was held and a new idea exploded on the scene. There was strong feeling that the City Commissioners should not manage the utilities. A resolution was adopted calling for creation of a board of control designed to keep operations "free of political influence." The following morning the police found a funeral wreath hanging on the door of the Water and Light Department offices in the City Hall.



Compared with today's mammoth installations on the south bank of the Missouri River, the Kansas City, Kan., public utilities facilities looked meager in the beginning era of

operation by the Board of Public Utilities. At right in the view, looking northwest, can be seen remnants of the water settling basin formerly operated by Kansas City, Mo.

The next February (1929), a bill was introduced in the Legislature that would have permitted the sale of the utility without a public vote. In the meantime, two professors from Kansas University Engineering School were retained to make a survey of the electrical system. Their report found the present plant conditions to be more critical than one made two years previously.

Three days later a bill was introduced providing for the sale of the utility, but providing for an election.

State Senator John Carlson had the bill killed and announced that powerful private power interests were behind it. Dr. George Gray, a former mayor, Willard J. Breidenthal and Dr. C. C. Nesselrode were among many who opposed the sale.

Then Senator Carlson introduced a bill which provided for a board to replace the City Commissioner as manager of the utilities. It was bitterly opposed by the private power interests and employes of the Water and Light Department. The latter felt that their jobs would be in jeopardy, but this turned out to be incorrect.

The bill passed and the Board of Public Utilities came into existence. It contained a unique

provision that the members of the Board be men of business experience—probably the only board or commission in any city which requires the members to be businessmen.

At the first election in 1930, a "citizens advisory board" sponsored a slate. Not all their candidates were elected, but an "advisory board" continues to this day.

As expected, litigation to test the legality of the Board was filed, but the Supreme Court upheld the law.

The Kansas City Kansas public utilities entity had hardly emerged from its organizational troubles when the city was hit by a bombshell, of sorts which made the ensuing summer a hot one. Nathan L. Jones, of Salina, Kan., and head of the Western Power & Telephone Company, a utility holding company, offered the City Commission \$7 million for the purchase of the light plant and system. He sweetened the offer with a proposal to build a hotel (long on the agenda of needed civic projects), and to give \$25,000 a year for industrial promotion.

Reaction was quick and heated. After fighting to keep from having a law enacted permitting the sale, citizens mobilized stiff opposi-

tion. The new Board of Public Utilities claimed the City did not have the right to sell the system.

The Jones interests set up an office and countered every argument with newspaper and radio advertising. "Straw polls" were taken, and by mid-August it became apparent that the vast majority of the public opposed the sale. All candidates for the Board in the primary election stated that they opposed a sale.

On August 20th, Jones stated that he was "going to declare a truce for a short time." He closed his office and left the City. This was the last attempt to sell the electric system.

The Board has been busy ever since in expanding to meet the rapid increase in demand for both water and power. As fast as one generator is installed, another is needed.

The Board obtained funds for expansion by issuing revenue bonds (not obligations of the taxpayers), and the original law limited the amount of bonds that could be issued. This required trips to each session of the legislature to have the law amended. Finally the limitation was removed in 1955, giving the Board of Public Utilities unlimited financing authority. Today power capacity is 320,500 kilowatts.

During World War II, the War Department built an ordnance plant at DeSoto, in Douglas County. It was necessary to build a power line from Kansas City, Mo. to serve that facility and it crossed Kansas City, Kan. on the hills in Argentine. The Board of Public Utilities feared that once the line was abandoned by the Department of Defense, the Missouri firm furnishing power over it would seek to gain a foothold in the City again. Litigation was filed by the Board of Public Utilities to determine who owned the right-of-way once the "war emergency" was over. The matter was finally settled when the Missouri utility sold its interest in the line to the Board of Public Utilities. The BPU has been diligent to protect its right to serve the residents and businesses of Kansas City, Kan.

During the growth of our "suburbia" the BPU furnished water to the township distribution systems. After annexation by the City the townships were able to benefit by low water rates as well as the lower electric rates. It was necessary for the BPU to purchase the electric lines from the Missouri firm which had served certain areas.

Today it appears that the BPU has successfully established its right to be the exclusive provider of water and power for our City. We are one of the few cities that has a greater demand for electric power in the day time than at night (owing to the large industrial use of electric power during the day) and it makes for a more efficient operation to have around-

the-clock market for power generated, since the generators have to operate round-the-clock and you cannot "store" electricity.

The Board of Public Utilities also assigns 4 per cent of its gross revenue to the City General Fund (about \$600,000 a year). It offers reduced rates to hospitals and schools, and furnishes without a charge the electricity for the City street lighting.

In 1969 the Federal Power Commission reported that our city had the eighth lowest electrical rate for residential customers in the nation among municipally-owned systems in cities of 50,000 or more. For 250 kilowatt hours monthly the cost is \$4.95, only slightly higher than the nation's lowest rate in Eugene, Ore.

Of all municipal functions, there appears to be more unified support for the City to retain operation of its utility system than ever. A view from the air discloses that Kansas City, Kan. is the best lighted community in this area.

There is no secret that the private power companies oppose every effort of the municipal plants to strengthen their authority. The basis of the controversy is that the private firms pay ad valorem taxes and the municipal utility does not. But this enables the municipal utilities to offer lower rates, and our low rates have been a great asset in attracting industry to our City.

The private firms maintain an effective and knowledgeable "lobby" at the Legislature. The municipal utilities over the state have countered by forming their own "trade organization." In recent years, with the growth of Rural Electrification plants, they have joined, in most instances, with the municipal firms when legislation affecting municipal operations is considered.

The private firms have adopted a slogan — "investor owned." The municipal plant countered with its slogan "owned by the people it serves."

A long standing fight has been over permitting "public power" systems to bring cheap electric power into Kansas. There are public power facilities in Missouri and Arkansas that serve to the borders of Kansas, but so far the private firms have prevented any legislation that would permit the "public power" to be extended into Kansas. However, in the border states the private firms purchase the "public power" for distribution in their systems.

One example of the inconsistency of the private firms is a large generating plant in Western Kansas built by an REA cooperative with 2 per cent loans from the federal government. The entire plant has been leased to a private utility, which, in turn, distributes the electricity to its customers.

Citizens Rally and Get a Newspaper

Altho the Hannibal Bridge at First and Broadway brought the railroads to Missouri in 1869 and enabled our sister city in Missouri to develop as the largest city, this did not prevent Kansas City, Kan. from developing civic pride and perhaps trying a little harder to accomplish things, to show its larger neighbor that we could do it.

In 1920 a familiar complaint was the lack of a daily newspaper. Important events in our city were not receiving publicity in the newspapers published in Missouri. Churches, clubs, schools and sports events were scarcely mentioned. Civic achievements went unnoticed. A \$2 million school expansion program and a \$600,000 bridge affecting thousands received only casual mention in the press. Merchants complained they did not know what was going on in the next block. The Missouri papers referred to events as occurring "on the Kansas side" and many visitors were surprised to learn that there was a city in Kansas.

W. A. Bailey, former principal of Wyandotte High School and assistant cashier of the Exchange State Bank, was elected president of the Chamber of Commerce in 1920. His first act was to gather a group to start a campaign

for a daily newspaper. He prevailed on Dr. C. C. Nesselrode to be chairman of a committee to get the job done. Maurice L. Breidenthal, Harry Darby, and O. C. Smith represented the business community; L. K. Vanlandingham represented organized labor.

Three of the group formed a "mystery committee" and left for Washington, D.C. They kept their mission secret, but they called on Sen. Arthur Capper, senior Kansas senator and publisher of the Topeka Daily Capital and a large group of farm publications. They asked him to start a paper in our city. He agreed to make a survey and determine the feasibility of the matter. Then word was released, the plan was underway, and civic spirits were high. But, the survey was unsatisfactory and the Senator announced that he could not establish a paper here.

The committee was not easily discouraged and obtained another conference with the Senator in Washington. This time they asked under what conditions would he consider it. In a few weeks he made a proposition. If the people of Kansas City, Kan. would guarantee 15,000 subscriptions for the first year and the busi-

nessmen would contract for \$200,000 in advertising, he would establish a daily newspaper.

A drive was launched by the Chamber of Commerce at once, called the "Wewanta Paper" campaign. Businessmen, school children and housewives joined in the drive. More than 20,000 students wrote essays on "The Value of a Daily Newspaper;" 400 volunteer solicitors took to the field on November 15, 1920. More than 31,000 circulars were distributed, slides were shown at all motion picture houses, speakers appeared at all meetings, and the clergy spoke for it from the pulpits.

The following Friday, at the close of a 5-day drive, the committee had the subscribers and oversubscribed the advertising. More persons were involved in this campaign than ever before in our history.

Senator Capper prevailed on W. A. Bailey to become the first editor, and a building was purchased at 545 Minnesota and equipment installed. On January 31, 1921, the first edition of The Kansas City Kansan came off the press. Newsboys were given \$1 a copy for first editions, and the press ran until 10:00 o'clock that evening to satisfy the demands of a news-hungry city.

Mr. Bailey remained as editor until his retirement in 1957.

By 1927 the paper had outgrown its quarters and a new plant was built at 8th and Armstrong. In 1957 the Capper Publications were purchased by the Stauffer Publications, Inc. Two years later new high speed modern presses and other equipment was installed. The plant is considered one of the best in the State today.

The first edition listed on its masthead the programs it would support:

1. Equitable rail rates.
2. Better north-south trafficways.
3. Industrial development.
4. Street improvement and garbage collection.
5. Completion of the 7th Street Trafficway.
6. Public parks and playground equipment.

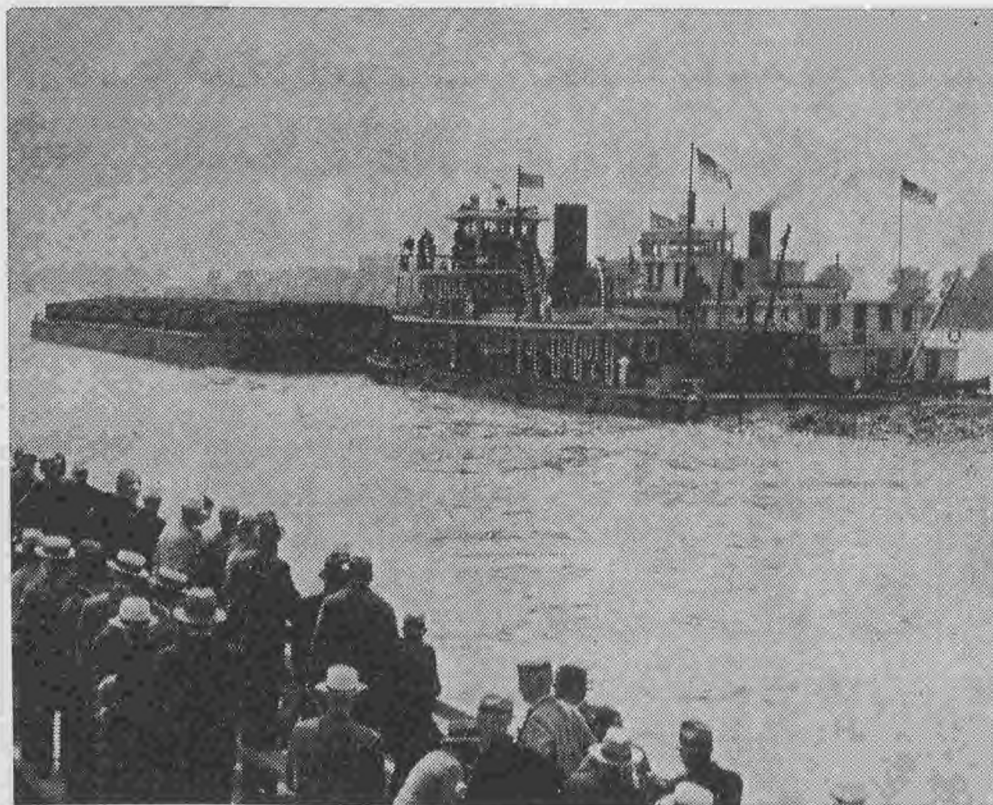
As the years passed, most of these were accomplished. Rail rates were put on a parity with St. Louis; the 7th Street Trafficway was completed; and industry did come to Fairfax and Armourdale. Within ten years, manufactured goods increased from \$200 million annually to more than \$400 million. Retail activity on Minnesota Avenue increased with the construction of the million dollar Montgomery Ward building by J. W. Perry.

Over the years The Kansan has received many awards and individual reporters have received honors. Its growth has been parallel with that of the community, and it has provided the community with a voice and a means to assure that we could know what was happening in our City.

In the 1930's Capper acquired the city's first commercial radio station, WLBF, and moved operation from atop the Huron building to the Kansan plant at 8th and Armstrong. Shortly thereafter the station call letters were changed to KCKN. This radio station no longer is owned by The Kansan.

The Kansan for nearly half a century has helped to build Kansas City, Kan. and environs. How the citizens went out and got a daily newspaper is unique in the history of cities and of newspapers.

The Rivers: Great Asset and Threat



After a lapse of a half century, navigation of the Missouri River from St. Louis to Kansas City was resumed in June, 1932, by the Inland Waterways Corp. Completion of a 6-foot channel was celebrated by the towing of the first barge to the local port. Among ships of the flotilla were the Sergeant Floyd, Mark

Woods and Paul Thompson. One hundred businessmen of the two Kansas Citys welcomed Secretary of War Patrick J. Hurley and a fleet of boats coming upstream for the opening. View above shows some of the river boosters on flatboat escorting the first tow.

There never would have been a Kansas City, Kan., if had it not been for the Kansas River. Trade and commerce congregate at the confluence of great rivers. But the rivers can be sources of danger, if not controlled.

For nearly a hundred years the Kansas River had been selective in its occasional rampages. The great floods of 1844 and 1845 had been forgotten.

But by 1903 the land at its mouth had been

developed into a great industrial site, spawned by the railroads on each side of the stream. That May, the rains were excessive; and considerable land along the stream and its tributaries had been broken and cleared by the settlers, so the normal retention was not as good as previously. The Missouri River also was running bank full.

The Kansas River went out of its banks upstream and caused damage at Topeka and Lawrence, and when the high water reached Kansas City in June that year, the high Missouri acted as a dam and backed the Kaw water up to Muncie. Nineteen bridges were washed out. The only bridge that withstood the flood was the Missouri Pacific Bridge adjacent to the 23rd Street Viaduct. It was saved by being weighed down.

The superintendent loaded the bridge with every available locomotive (44 in number) to anchor it against the rushing water, and it stayed fast to its supports. He nearly lost his job over the incident, as the value of the locomotives he risked was in excess of the value of the bridge.

All of Armourdale and much of Argentine were inundated, as was the Central Industrial District. The loss ran into the millions. But not a life was lost. Thousands were made homeless. The extent of property damage was exceeded only by that of the San Francisco earthquake and the floods at Johnstown and Galveston.

As soon as the crest on the Missouri passed and the water receded, civic groups began meeting to formulate a plan to prevent future floods. The industries set about the task of removing the mud, and homeowners returned to repair their residences.

One young man could not keep his first date with his future wife because of the flood, and it may have been the incident that caused him to become a life long worker for flood protection. He was Willard J. Breidenthal, a student at the local high school, and later a prominent banker and investor.

The community decided that levees must be built and pumps installed to force drainage water over the levees in time of heavy run off. Establishment of "drainage districts" composed of the land affected, and assessment of that land to pay the cost of protection works, appeared as the likely solution. Steps were taken to draft legislation to permit carrying out this plan. At first every firm and resident seemed in favor.

Soon the cost of the plan began to worry many, including some of the large industries who knew the heaviest burden would fall on their land as it was assessed at the greatest value. Opposition

to the idea developed as the months went by and it took seven years to obtain the legislation and have it tested in Court.

In 1910 the Kaw Valley Drainage District began operations. Bonds in the amount of \$1,750,000 were voted to start construction of dikes and pumps. By 1911 the protection works had been built from the mouth to near Turner and today form the basis of the flood protection for the bottom lands of the two Kansas Citys. But the initial work was very inadequate.

Some civic leaders began to look beyond the local protection works and planned a way to give real protection, and to protect the entire Missouri River Basin. In 1950 the Army Corps of Engineers had been assigned the task of working on the Missouri basin (including the Kansas River tributary). Before work could be done, it was necessary to secure acts of Congress authorizing the individual projects, then more legislation to appropriate money. Talk of building dams or reservoirs was heard locally.

In the 1930's, Willard Breidenthal began organizing groups to work for full flood protection. In 1933 he became chairman of the Greater Kansas City Flood Protection and Planning Committee. Thereafter he devoted time each day of his life to the battle to control the rivers.

The National Resources Board, appointed by Pres. F. D. Roosevelt, had found that the greatest preventable natural hazard in the nation existed at the Kansas Citys from the likelihood of floods at the confluence of the Kansas and Missouri Rivers. Engineers employed by the National Board conferred with Breidenthal and his Committee. It offered to help obtain federal backing if the local interests would have a plan prepared by competent civilian engineers. Funds were raised. Frederick H. Fowler and Associates of California, noted hydrologists and water control engineers, were employed and paid \$50,000 for their study and reports. They submitted a report in 1934 that called for the construction of nine reservoirs on tributaries of the Kansas River and the building of levees at the cities. Costs were estimated. The report was indorsed by the Army Engineers and the National Resources Board and submitted to Congress. It was approved by legislation in 1935 and 1936 when the first federal flood control acts were passed.

The accomplishments of the Flood Protection and Planning Committee thru the years are a splendid example of what can be done when the city governments and affected industries on both sides of the State Line cooperate as they have done thru their representation on this Committee.

Dam Opposition Drouth De-fused

Flood prevention in the Kansas City Metropolitan area, where millions of dollars damages had been wrought over a century of time, was slow to materialize. But citizens, officials and Congress combined to bring about the start of control measures in the '30s.

By 1938 the Ft. Peck dam on the upper reaches of the Missouri had been completed and its value was evident in controlling the flow downstream. In 1943 Lt. Gen. Lewis Pick of the Corps of Engineers prepared a plan for complete control of the rivers in the basin. The next year the chief of the Bureau of Reclamation, Mr. Sloan, presented his plan to accomplish the same. That year Congress set up a series of projects including dams and levees for the entire Missouri River basin. One large dam at Tuttle Creek, north of Manhattan, on the Big Blue River, had been authorized in 1938.

Congress combined the plans of Gen. Pick and Mr. Sloan and adopted a long-range program, popularly called by the name of the "Pick-Sloan Plan." It provided for more than 100 dams and reservoirs and miles of agricultural levee protection to serve an area of 529,000 acres.

The local and regional groups began a continuing series of trips to Washington plugging for funds to carry out first one, then another of the authorized projects. By 1948 the Pick-Sloan Plan was well started; the dams on the Missouri came first, then attention was turned to the tributaries.

Of all the fights for flood control, the most remarkable was prompted by construction of the Tuttle Creek dam. In 1951 it appeared that Congress would not provide the funds to start the

construction authorized in 1938. Then the flood of 1951 hit.

On July 13, 1951, the rivers, swollen by 40 days of continuous rain in the Midwest, went out of control where there were no reservoirs. The Kansas went out of its banks from Manhattan to the mouth, and many other Kansas streams did likewise. The dollar damage at Kansas City in 1951 was far greater than 1903, and estimated to be near \$1 billion. The same areas were made homeless; and Argentine, Armourdale, and the Central Industrial District were flooded to depths up to 10 feet.

This time the Missouri did not crest, as dams on that river controlled the flow to permit the Missouri to accept the water from the Kaw. This was a Kansas River flood. Altho the Missouri stayed within its protection works, and it appeared the Fairfax Industrial District would be safe, (including the municipal electric plant on the far west end), tragedy struck two days later.

A city sewer near 2nd and New Jersey blew up, and despite efforts to hold back the water with sandbags and dirt fill, the entire Fairfax District was flooded with backwater to depths of 8 to 10 feet. By a supreme effort, temporary works were thrown up on the west end that saved the electric plant. Citizens volunteered and worked all day and night filling sand bags and stacking them near 10th and Esplanade to hold back the slowly rising water.

In addition to the homeless and great industrial damage, fires broke out that cost the lives of several firemen from Kansas City, Mo., who had come to assist the Kansas City, Kan., Fire Department. Others were seriously injured. The community responded to create a fund of more

than \$100,000 to provide aid to the families of the firemen.

While the water was still standing, a mass meeting was held to plan for the future. The president of the Santa Fe Railroad appeared and announced that the railroad would spend millions to raise its tracks to prevent future flood damage.

Heads of industries pledged to reopen as soon as possible and to join in fighting for completing the flood control projects authorized by Congress. Delegations lost no time in going to Washington to urge Congress to release funds. It appeared that if the Tuttle Creek dam and the other dams recommended by Frederick Fowler and Associates in 1935 had been in existence, the flood damage on the Kansas River could have been avoided and attention focused on getting work started on the additional reservoirs.

By 1952 funds had been made available by Congress and work started at Tuttle Creek. Organized opposition to Tuttle Creek began to develop. Two thousand farmers would be displaced if their land was taken for the reservoir; several small towns would have to be relocated. The fact that 60,000 in the river valley below Tuttle Creek had been made homeless did not deter the opponents. The opposition was spurred by private electric power interests that claimed the dam would be used to generate electric power to compete with private enterprise. Emotions were stirred up all thru the river valley. The rural people were fighting for their homes and farms. The wives were organized and calling themselves "Blue Valley Belles," made trips to appear before congressional committees in opposition. The cities of Junction City, Manhattan, Topeka, Lawrence, and Kansas City organized and appeared in favor of the project.

The Congressman from the Tuttle Creek district supported the dam and was defeated for re-election by a Democrat, unusual for that district.

Finally the controversy reached the Kansas legislature and a resolution was adopted in 1953 memorializing Congress to not proceed with the project. So many projects were being requested over the nation that Congress was willing to shelve the project and did so.

Construction started in 1952 was stopped, and the Corps of Engineers fenced in the area.

Then came a drouth which lasted for four years. In 1955 the Legislature reversed its stand and asked Congress to proceed with funds for the completion of the dam. George Docking was elected governor in 1956 and one of his first acts was to join with the Governor of Missouri and telegraph all local Congressmen to support the project. The drouth made everyone favor water control in any form. Work began again on the dam and it was completed in 1960; its cost was \$80 million. By 1966 the dam had prevented floods that would have caused \$23 million in damage.

While the battle for Tuttle Creek was going on, the groups fighting for water control were able to secure many other dams for Kansas, and the big battle for flood protection appears to have been won. No members of Congress from Kansas would consider opposing the efforts today. The day Tuttle Creek was dedicated, Willard Breidenthal was declared to be "Mr. Flood Control," and he was awarded a plaque at a banquet in his honor given by all the flood control groups who had battled so many years for their cause.

However, there are still long-planned projects to complete, local protection works to be increased in height and size, and bridges to be raised, including the 18th Street Expressway Bridge over the Kansas River. These are essential, in the opinion of the Army Engineers, to insure complete protection for the "once-in-a-hundred-years-flood."

Local protection work on the Kansas River stops at Turner; and with the industrial growth in progress, must be extended to Bonner Springs. Turkey Creek in Rosedale must be formed into a drainage district. The local community must provide the right-of-way; then the Corps of Engineers can provide funds for the dikes. Efforts to obtain a channel for navigation to at least Muncie on the Kansas river have been under way for some years. Wars and the expense incident thereto have delayed the full completion of the work, but wars or no wars, it is imperative that progress be made toward full protection.

The flood of 1951 resulted after nearly 40 days of rain. However, in 1969, more rain occurred in the same period than in 1951, but there was no flooding along the Kansas River. The dams had paid off.

War Stirs City To New Activity

The prosperity and industrial growth that were evident in Kansas City, Kan. in 1890 have continued to the present, with some intervals of slow down, due to depression, or readjustment when some industries become obsolete. Up to 1917, when our nation entered World War I, the meat packing firms and railroads were still the backbone of the local economy.

When war was declared in 1917, our City joined to prepare for the task of making the world "safe for democracy." The area now occupied by Wyandotte High School became a training ground for the home guard, later inducted as regular components of the Army. On July 4, 1917, the guard had its first camp-out at City Park preparatory to being inducted.

With the military taking most of the young men, the industries were hard pressed for workers and women were provided opportunities previously denied to them.

The stockyards were taxed to capacity. Allied Nations set up purchasing agents and thousands of horses were sold thru the local yards. The increased demand for meat kept the packing firms operating at full capacity. Railroads were hard pressed to move the freight and passengers demanding transportation. Crowds were at the local depots when troop trains left or stopped.

The City had extended its limits to 33rd Street and Argentine had been attached in 1910, bringing the population to over 100,000.

Automobiles were becoming commonplace and replacing the horse. A private firm in 1907 completed building the Intercity viaduct*, one of the longest traffic spans in the world. It carried two lanes of vehicles. Streetcars moved on a lane built outside the railing on the north side, enabling the passengers to look out the window of the electric cars and see nothing below but the roofs of industries as the cars rocked along thru the west bottoms. The rails were slightly less in width than the street car, so on looking out the window the rails were not visible, always a thrill for the young people and the new arrivals to the City.

In 1907 a local investor, Thomas Carey, built a spectacular amusement park at 14th and

Armstrong (where the Ward High School athletic field is located). It was named "Karnival Park."

The park contained a "roller coaster," lake, many amusement exhibits, and a band stand. The crowning feature was a tall "Eiffel Tower" lighted at night, where gondolas for passengers would start on a slide down the tower then bounce into the lake. The park contained statuary and flower gardens.

The "Inter-city" viaduct had just been opened and the cool ride across the viaduct down Minnesota Avenue to the park made an eventful night during the summer season.

After two years of successful operation, a high wind damaged the tower, then a fire destroyed most of the park. It was never rebuilt.

The toll on the viaduct was 1 cent per passenger for the street cars, and other vehicles paid 25 cents. From the first it lost money; all estimates of traffic were low and in 1911 the bondholders foreclosed. A move was started by the two cities to acquire the trafficway. It operated under a court appointed receiver for some years until the two Kansas Cities could arrange to pay \$2,610,000 for it in 1918. The original cost had been \$3.5 million and its value had greatly increased.

In 1930 the lower deck was built and soon the earlier forecasts of traffic were outstripped and the need to widen it became critical.

A controversy between the two cities developed over the widening. The City Manager of Kansas City, Mo., was charged with not cooperating. The Kansas City, Kan., Street Commissioner, Henry F. Schaible, one day cut the streetcar rails and stopped the transit system, which was needed to bring Kansas City, Mo., residents to their work. This got action, and soon plans were made to widen the viaduct. By the time work started, the streetcars had ceased operations and the space formerly occupied by the tracks was utilized in the widening completed in 1940.

The World's Fair of 1893 in Chicago had popularized the "City Beautiful" movement. Its accent had been on parks and boulevards, and better design for buildings. Kansas City, Mo.

* Now the Lewis & Clark Viaduct



Kansas City, Kan., sent its quota of fighting men, machines and materiel to the fighting fronts in World War II. In this view, made in late 1940 behind Memorial Hall, local units of

the 137th Infantry, Kansas National Guard, were shipping out to be trained and inducted into Federal service.

had developed a superb park system — the Paseo, copied after the famous Paseo de la Reforma in Mexico City; Penn Valley Park, Cliff Drive, Kersey Coates Drive and Swope Parkway to the spacious park given the city by Colonel Swope, containing a world famous zoo and beautiful picnic areas and scenic drives.

Kansas City, Kan. developed its own boulevard and park system. Soft gas lights lined the boulevards of Quindaro, Grandview, Metropolitan and Parkwood. Parkwood, Klamm, Clifton, Bethany and City Park (dedicated by the transit firm), Emerson, Splitlog and St. John parks were landscaped and fully utilized by the public.

After the first World War, the returning veterans soon found jobs again. The community was doing well enough and no one noticed the gradual decline in areas of the Old City, or of the lack of north and south trafficways needed to tie the entire area into one city. Traffic was still primarily confined to streetscars, the few vehicles on the streets caused no problem. In 1910, after the annexation of Argentine, the City adopted the commissioner type of gov-

ernment, with full time City officials as the governing body, replacing a twelve-man council, with a mayor as presiding officer, and each councilman representing a district. For years there was agitation to change the form of government on the theory that the governing body should represent the entire City rather than their particular district.

The post war adjustment was made rapidly. The automobile had come into its own. Work of the good road backers was beginning to pay off. A road paved with concrete was being planned from Kansas City to Topeka, "Victory Highway."

In 1922 Rosedale was annexed to the City and the half century effort to create a consolidated city was a reality. Sam Classen, the last mayor of Rosedale, had urged the consolidation.

The addition of Rosedale brought to the City a fine residential area, the makings of the largest industry in the city, the Bell Memorial Hospital and Medical School of Kansas University, later to be named the K. U. Medical Center and to employ over 1,500 persons. The Katy and Frisco yards were located there, as well as many industries along their rights-of-way.

7th St. Artery Solidifies City

Willard J. Breidenthal came to the fore with plans for a new trafficway to unite Rosedale with the balance of the city. At the time there was no direct route from the area north of the Kaw (Kansas River) to Argentine and Rosedale. There were only three small bridges across the river: one at 5th Street that was obsolete and led to a circuitous route up Greystone Heights into Rosedale; one at 12th Street that led to the east end of Argentine; and the Southern bridge west of 18th and Argentine Boulevard to the Santa Fe shops in Argentine, then across a narrow bridge on Goddard Avenue to Strong Avenue.

Mr. Breidenthal's plan called for a widening of 7th Street from the new Fairfax District directly south thru Armourdale on a new bridge across the Union Pacific tracks, and another bridge across the Kaw River; then a deep cut thru the Greystone Heights hill; a third bridge across the Katy and Frisco tracks to Southwest Boulevard, then south on Rainbow Boulevard past the Medical Center to the Johnson County line.

Most persons approved this ambitious plan and the public officials exerted every effort to get it started. The cost was computed to be in the millions, but hope was held out that the railroads would participate in financing the viaducts over their tracks and that the state and federal governments would assist in the river bridge.

The largest taxpayers in the city at the time were the meat packing firms and railroads. The meat packers in particular were finding that profits were hard to come by, insisting that their margin of profit was less than 3 per cent of gross sales and that any increase in ad valorem taxes would make their operation unprofitable and that they might have to close their plants.

Legislation was obtained authorizing the work, and opposition of those opposed was overcome. Work began; it took more than 10 years to complete. When the depression of 1929 hit it became obvious that many property owners along the route who were being assessed for a portion of the cost of the trafficway improvement (and who would benefit most from it), would not be able

to pay the special assessments levied as taxes on their property.

Willard Breidenthal devised the use of "special tax bills" whereby the contractors were paid, not in cash, but in a sort of scrip which gave the holder the right to foreclose the tax bills if they were not paid along with the regular ad valorem taxes each year. The city issued the tax bills and the banks, led by the Breidenthal bank (Riverview State Bank at 7th and Central), purchased the tax bills from the contractors so they could obtain their money to pay labor and material bills.

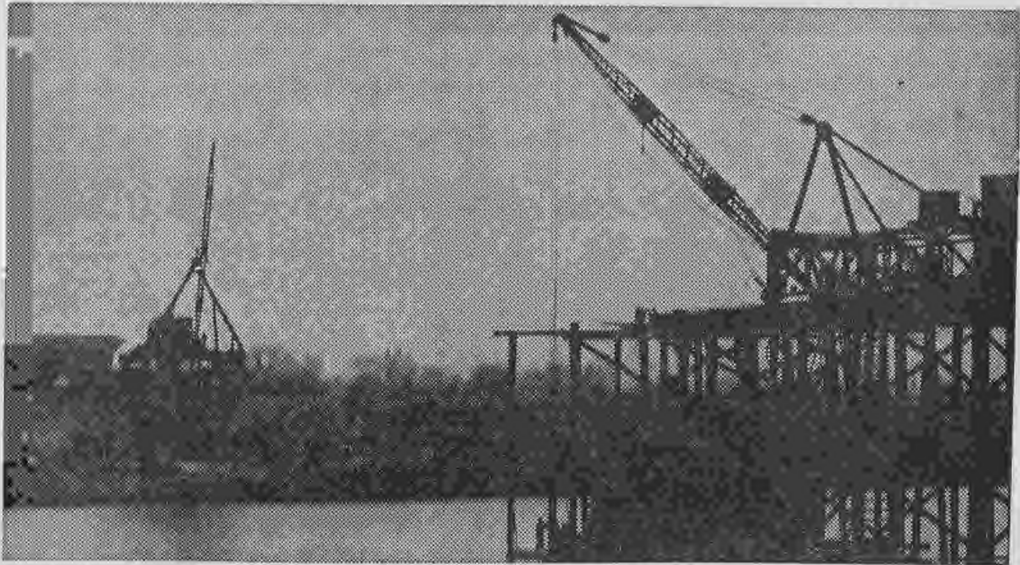
By 1933, the trafficway was opened, the last portions being done by WPA labor as projects to employ men unemployed as a result of the depression. It turned out to be the most economical trafficway in the City's history. The work provided needed payrolls for the community, as well as being the first new trafficway in the city. Communication between all sections of the city was made possible.

The final link was the Fairfax Bridge which was constructed as a toll bridge by a Wyandotte-Platte county commission. Francis Glanville, a local merchant and banker who had been the spark plug to raise the funds to build the YMCA at 8th and Armstrong, was treasurer of the bridge company.

The increased traffic generated by the industrial growth in the Fairfax District enabled the tolls to pay off the debt in advance of the time estimated. The bridge company then built a second span and arranged for it to be a free bridge bringing traffic into the city, but retained the toll on the old bridge to pay the debt on the second bridge.

No sooner had 7th Street been completed than Mr. Breidenthal began making plans for a similar trafficway on 18th Street to provide another north and south route forecast to be needed to relieve the obvious overloading that would occur on 7th Street in a few decades.

The important event between the two World Wars was the depression. It hit nationwide in



Construction of the 7th St. Bridge across the Kansas River was a necessary link in forming 7th St. Trfwy., the first north-south artery linking all sections of the then first city

of Kansas. The highway commission needed an act of the Legislature to allocate funds for the bridge.

1929 and farm products dropped to unbelievable lows. Wheat hit 25 cents a bushel. Cattle brought so little that it was unprofitable to purchase feed to prepare them for market. Banks were failing, foreclosures were reaching into every area . . . and of course the unskilled were the hardest hit and the first to become unemployed. Many were Negroes.

The economic problem created was too large for local governments to cope with even if they had known how. The blame was laid at the door of the national government. The Federal government sought every known means to start the economy moving, creating the Reconstruction Finance Corporation to make loans to business in an effort to keep payrolls going and business operating. But the idea of direct aid to the unemployed was not accepted as a solution. Thousands of persons were wandering the streets from town to town seeking any kind of work. Foodstuffs were unharvested as no market existed for the products.

Organizations of unemployed were formed in many cities. Allegations that Communists were at work infiltrating them were heard. But the actual fact was that the public—which had seen a country boom for more than 50 years, as new cities blossomed, new mineral deposits were discovered, new products like the automobile, radio and electric refrigerators reached the market and pipe lines and highways were constructed—could not realize that the bottom had fallen out of the economy. The depression was world wide. The unemployed were as prevalent in

Europe as in America. No one could pay his debts and every segment of the population suffered.

After the national elections in 1932 all eyes were turned to the new President, Franklin D. Roosevelt. His ringing voice over the radio and the new talking-movie news reels, gave the frightened hope. He promised that something would be done, that “the only thing we had to fear was fear itself.” After he took office in January, 1933, things did begin to happen. The banks were closed (many were being forced to close anyway) until the government could enact laws to guarantee deposits, then ordered to reopen. University professors who had been trained in economics were called in as consultants, and new agencies were created.

The Works Progress Administration (WPA) was to put the unemployed to work as soon as local communities would apply to sponsor projects. The local community normally had to provide the land or area where the projects or public works were to take place. The Public Works Administration (PWA) was to make loans to communities to provide the local share to sponsor other projects and to pay for material (the WPA provided funds for wages and tools only). The stock market was placed under regulation, and finally prices were controlled to assure merchants a fair return for their enterprise under the National Recovery Administration (NRA, later declared unconstitutional). Collective bargaining by employer and employes was made mandatory.

Jobs Needed So A Lake Is Built

Kansas City, Kan., was a leader in devising projects for the community good, taking advantage of the new aids offered by the federal government. Streets were resurfaced, high schools constructed, dikes raised for better flood protection, and so on.

Two of the projects should be mentioned — the building of the Wyandotte County Lake and the food market on the Public Levee. Willard J. Breidenthal was prominent in both projects.

In the 1920's Mr. Breidenthal used to take his family by electric car to the Marshall Creek area around 95th and Leavenworth Road to hunt walnuts. He became familiar with the terrain and he saw that if properly dammed, the area could be a site for a scenic lake. When the depression brought the need for public works to make jobs, he saw the opportunity to obtain the first large lake for the community.

Willard Breidenthal possessed the characteristics of many of our civic leaders—quiet in voice, retiring in nature, but with bull dog determination when he had an idea for the community good. In every civic enterprise it is necessary to work with political leaders. Mr. Breidenthal was a Democrat, but he worked with all public officials and was known as "The Silent Democrat." His father had been an active Populist at the turn of the century, and was Kansas Bank Commissioner under a Populist governor. He also ran for Governor on the ticket toward the end of the movement's influence, and was one of the last Populist leaders to abandon the cause. The father's belief that government should act to solve social and economic needs no doubt made an impression on his son.

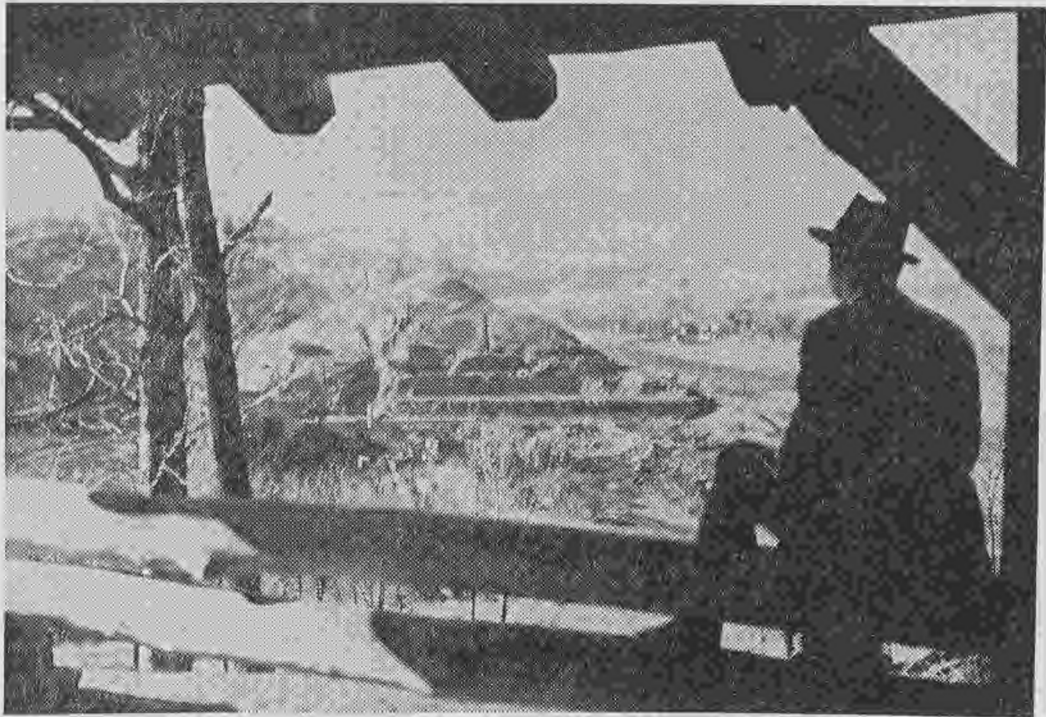
From his youth Willard had been an organizer. In high school he organized a fraternity, and started the first school paper with himself as

business manager to see that it stayed in business. He was captain of the football team and president of the senior class. He was anxious to start to work and forewent college; then followed his father into the banking business.

The depression and need for work projects gave him the chance he needed to obtain a lake and recreation area for the community. With his own funds he obtained title to the 1500 acres north of Leavenworth Road at 95th Street to the Missouri Pacific right-of-way. Most of the property was owned by a bank at Pocatello, Idaho, as the result of foreclosure. He sent agents to Idaho to negotiate for the title. Once obtained, he turned it over to the county at cost to provide a site for the lake, which was built at a WPA and PWA project.

It called for construction of a large earthen fill dam on the north end to catch the water from Marshall Creek that drained the valley. Thousands of men worked on the project; trees were removed by hand labor, rock was quarried by hand. Wheelbarrows were the usual type of conveyance—but it provided jobs. The dam was nearly completed when one morning in 1937 the great earth mass slipped and the center portion of the dam collapsed.

Thousands of man hours went down the drain and the water that had started to fill up behind the dam rushed toward the Missouri River. Revised plans were made and federal approval obtained to rebuild the dam—this time on a broad foundation of sand pumped in from the Missouri River and a steel core installed by the Corps of Engineers. This time the dam held. The National Park Service was brought in to design the drives, picnic areas and shelter houses. Today there is no better designed or more beautiful small lake in the Midwest.



At the dawn of the present recreational era, Wyandotte County pioneered in building a lake and park in the Marshall Creek Valley. Originally a Works Progress Authority project, it commanded the labor of hundreds of previously unemployed men. On Sept. 19, 1937, a large segment of the earthen fill, resting on insecure soil, collapsed. After months of re-planning and ne-

gotiations a new start was made by the Corps of Engineers. The Corps removed all of the original dam and the improvised steel piling core and proceeded to build a new dam on a broad base. View above, looking west from shelter house, shows the beginning of the original dam.

The second project was a dream of Willard Breidenthal and Guy Stanley. Mr. Stanley was by his definition "a country lawyer," reared in Lincoln County, Kan., who had come to Kansas City, Kan., in 1910. He conceived a plan to build a great industrial district (reviewed in a later chapter), but he and Willard became inseparable friends and co-workers for many civic improvements.

They saw the advantage of using WPA and PWA funds to construct a regional food terminal on the unused public levee that had been dedicated for public use at the time of the original platting of the City of Wyandotte in 1860 (probably a dream then for a port to compete with the booming port at old Quindaro). Their plan called for the Union Pacific Railroad to bring fruit and vegetables from the Northwest, and the Santa Fe and Rock Island to bring produce from the Southwest and California. It called for barges to haul tropical fruit up the river from New Orleans to this food terminal for storage, packaging,

sale and distribution to the large buyers for the chain stores and eastern markets.

Obtaining the funds to stabilize the mud flats to hold the new buildings, constructing a cold storage structure, wharf, banana ripening cellars, stalls for local growers (it was determined that citrus fruits could be grown in the rich Kaw Valley along with the many vegetables traditionally produced there), and office space for the representatives of the food brokers expected to seek space when operations began, took untold efforts by many local men. Legislation had to be obtained at Topeka, conferences with the congressional delegation in Washington, help from former Governor Harry Woodring, then serving as Assistant Secretary of War, and Guy T. Helvering (later Judge of the United States District Court for Kansas), who was Commissioner of Internal Revenue and a former Congressman from Kansas.

Finally the facility was constructed in 1938 and tenants were being signed up.

Food Terminal Valuable in War

When in 1938 the big food terminal had been completed on the Kansas City, Kan., public levee and many tenants had begun operations in their compartments, Kansas City, Mo., interests grew fearful that this project would be detrimental to their city market, which was declining in importance as it was not designed for modern food marketing.

Competition became intense. Perhaps the local civic promoters were over-zealous in offering concessions to prospective tenants, but in any event litigation was filed in the Federal court in Kansas City, Mo., to restrain the efforts of Kansas City, Kan., to find tenants. A firm of market consultants back east had been retained by the city; and the court after a long trial found the city agents had violated the Elkins Act, a law seldom invoked, but which was designed to prevent railroads from offering rebates or concessions to obtain business. Since the new food market was to be supplied primarily by rail, the court found that the terms of the act applied. For nearly two years the litigation continued, clear to the United States Supreme Court.

During that time the bonds issued for a portion of the construction costs were about to start coming due, and default faced the city. By then no tenant wanted to locate in a market that was facing bankruptcy.

Finally the city found one tenant for the entire facility, J. W. Perry, who had a record of pulling sinking enterprises out of their trouble. Mr. Perry, in 1940, assumed the operation of the market under a 30-year lease with the city.

Suffice to say, the clouds of World War II were gathering. Shortly after Perry took possession, this nation was in the war. Demand for space for war production filled the market, not with food brokers, but with electronic firms and military depots. The only portion used for its original purpose has been the cold storage plant which continues to serve today.

The movement of industry into the new Fairfax District began in the 1930's, and by the time

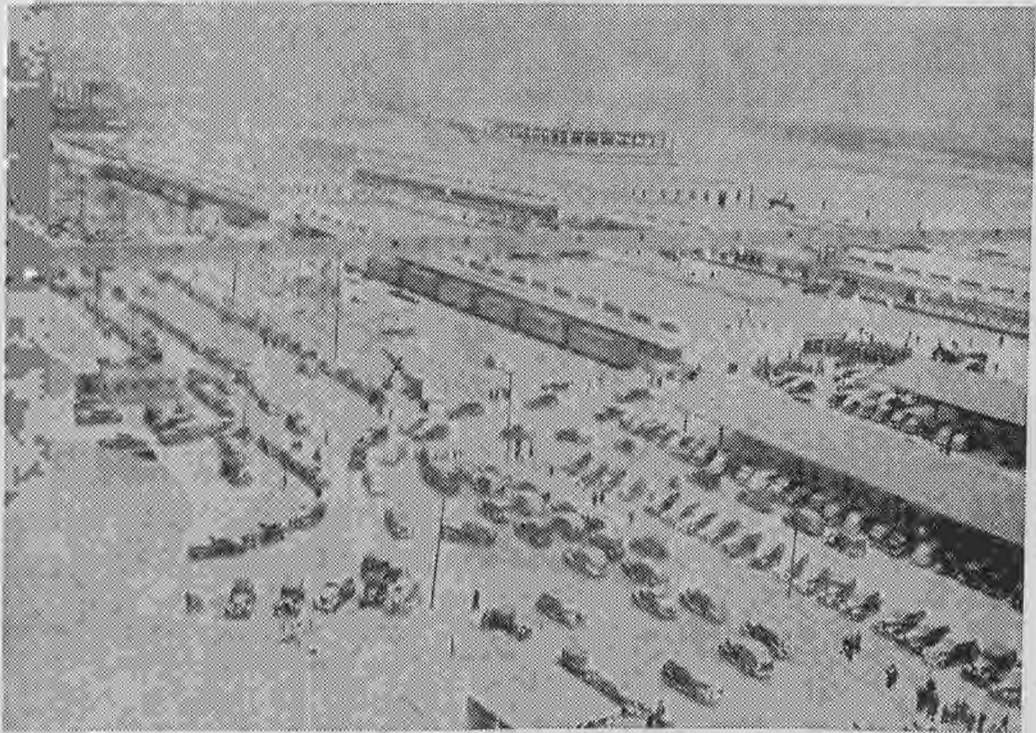
of Pearl Harbor, a number of plants including the North American Bomber Plant were in operation. The new toll road from Fairfax on 7th Street to Platte County was open, to complete the north-south cross-town trafficway. Suburban growth west of the city limits was starting. The townships were called upon to provide municipal services to the budding suburbia. The first need was a water supply.

The creation of the township water systems is another story of civic enterprise. Everyone knew that without water residential development could not go far. The few homes had to rely on private wells. The Legislature was asked to enact a law to permit the townships to build distribution water systems on the premise that water could be purchased from the city system.

Kansas traditionally did not permit municipalities to issue bonds that required ad valorem taxes to retire them without an election, and townships had no bond power. Those interested in the legislation proposed that the townships be given authority to issue "revenue bonds" to finance the distribution system. This made the bonds dependent on revenue obtained from the water users . . . but there could be no development or water users until the water systems were in. So it was a "chicken and egg" proposition.

Again, Willard Breidenthal came up with an idea. He proposed that in addition to water for residential consumption, the area, once it was built up with homes, would need fire protection which was traditionally a function for which ad valorem taxes were levied thruout Kansas. He proposed that a small levy be authorized in the legislation to cover the cost of "hydrant rental" for fire protection which would protect all property whether it contained a water user or not.

The planned water systems on both sides of the Kansas River contained as their largest taxpayers railroads which served opposite sides of the Kaw Valley. Mr. Breidenthal talked to the railroads to obtain their consent to this clause in the proposed law. One railroad con-



Levee activity on a scale never envisioned for the Kansas City, Kan., "landing" on the Missouri river was realized shortly before World War II with the advent and development of the Food Terminal. Located adjoining the Minnesota Avenue Extension as far east as the river's edge, the market soon attracted many produce firms which had been doing business for years in Kansas City, Mo. But

Kansas City, Kan., lost out in the ensuing litigation between the interested railroads. When the war came all new facilities immediately were occupied by defense industries and kindred activities. View above, looking northeast from the roof of the terminal elevator, illustrates the intense activity of the food terminal.

sented, but another contended that it had made it without township water systems for fire protection for more than half a century and did not feel that it should be taxed even one mill for something it did not need. The legislation passed, however, with the provision for the fire hydrant rental in it. This provision guaranteed enough revenue to meet the interest requirements of the proposed bond issue, as most of the cost was to be paid by WPA funds.

It was then possible to market the first bonds. The growth of the suburban areas began once the water system was under construction, and there was never any doubt of the soundness of the bonds. The three adjoining townships built systems and issued more than a million dollars in revenue bonds each.

When war was declared after Pearl Harbor, Kansas City, Kan., was ready to do its part. North American had started building B-25 Billy Mitchell

bombers the week before. Space was available in Fairfax and on the public levee for war production, space for housing was ready for development, the high schools were new and able to open up night training courses. Men above draft age had learned new skills on WPA and PWA projects that made them valuable for the new war industries. The railroads were equipped to move the freight and personnel; our municipal airport was ready to train pilots and house the ferry command that flew the B-25 bombers directly overseas from the production plant. The munitions plant at nearby DeSoto was planned for construction and assured of ample electric power.

Soon plans would be made to build ocean-going warships in Kansas City, Kan., and utilize the stabilized Missouri River to move them to the Gulf of Mexico via the Mississippi River. Two firms, the Darby Corporation and the Kansas City Structural Steel Company were to produce more than 2,000 craft before the war ended.

Fairfax District Industrial Apex

Newcomers to the city learn about the Fairfax Industrial District and see a 1,500-acre tract of flat land on the Kansas side of the Missouri River filled with well-known corporation names, streets crowded with cartage trucks and employes' autos. At change of shift time the traffic becomes a problem.

The city-owned airport containing 600 acres lies on the east part of the district. How this district became the principal site for new types of industries, replacing the industrial district in the west bottoms as the leading employer of men and women, makes an interesting tale. It covers a 40-year period of planning and hard work, and its impact on the economy of the entire metropolitan area has been important.

The closing of most of the major meat packing firms over the past 20 years left a need for new jobs for thousands. The packing firms had played a major part in the development of the city, but all were over 70 years of age. Methods of operation had changed over the years, and the high rise type buildings were not adapted to the new mechanized techniques. The use of auto trucks to bring cattle directly from the feed lots to the packing plant released packers from dependence on large stockyards, and the firms found it advisable to construct new type plants located nearer to the source of supply. If Fairfax, with its new industry, had not grown while the packing firms were phasing out, the latter would have had serious consequences for the community.

This city has had an exciting industrial career. It was natural for the meat packing and grain processors to locate here to serve the trade territory.

But that could not be said of the cotton mill that had 10,000 spindles and thrived during the late 1800s' in Armourdale. It prospered even though there was a theory that the New England fog was indispensable to the manufacture of cotton products.

After suitable rock was discovered near Bonner Springs in 1897, a great cement plant came into being. The "silver smelter" in Argentine was more than a single metal plant. Many precious

metals were processed there, gold and copper among them. The largest chemical plant in the nation operated in Armourdale (The United Zinc & Chemical Company) until after the turn of the century. After the smelter closed, the Kansas City Structural Steel Company opened at that location. It fabricated steel for most of the copper smelters in the Southwest, and for many of the important bridges of the West and Orient.

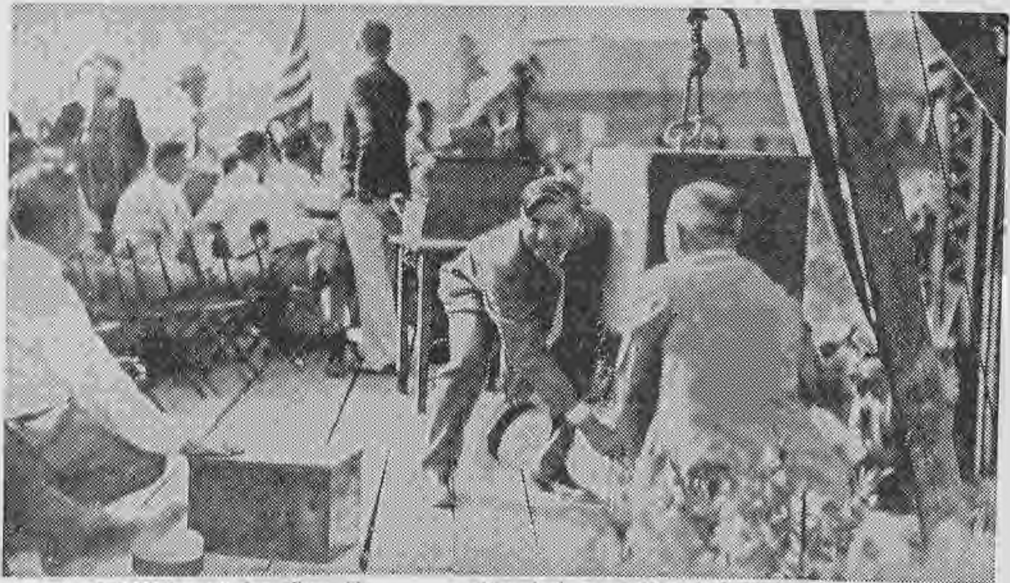
Kansas City, Mo. by 1900 had the leading bridge engineering firms of the world and was referred to as the "bridge capital." After the Kansas oil fields were opened in 1900, refineries were located in Kansas City, Kan. Harry Darby expanded his boiler works into a steel fabricating plant that later produced water towers, oil and chemical plant components, railroad cars and ocean-going ships.

In the case of the foregoing, there was no positive reason why they should locate in Kansas City, Kan. (many did move elsewhere later on), but some local businessmen or group exerted the persuasiveness to bring the plant here.

In 1910 nearly one-fourth of all the employed persons in Kansas were in Kansas City, Kan. As other cities grew, the competition for industry became strong; and when Fairfax came into being in the 1930's, it provided the impetus to bring this city to the fore again as the leading industrial center of the state.

The Army Engineers have estimated the public and private investments in Fairfax at \$½ billion. The Chamber of Commerce has estimated the payroll of highly paid employes working there at \$10 million a month. Tax rolls indicate that the Fairfax District pays one third of the ad valorem taxes of this city. At its peak, 35,000 persons have been employed in the district. More than 100 of the world's finest industries have facilities located there.

The demand for electric power in Fairfax has enabled the Board of Public Utilities to solve the problems of a "peak," as we are the only large city in the world with a higher demand in daylight hours than at night time.



It was a moment of fulfillment for Guy E. Stanley, above, developer of the Fairfax Industrial district, to help set the cornerstone for the Fairfax Airport Administration Bldg. He is assisted by Bryce B. Smith, mayor of Kansas City, Mo. The 2-day celebration, Aug. 3-4, 1929

attracted an estimated 75,000 persons to the area. Air shows were the chief attractions. Refueling of planes in flight was the marvel of the day. The Ken-Boyce biplane, built in the Fairfax district by the R. A. Rearwin company, won three events.

This makes for a more efficient power production system.

How this first planned home for industry, Fairfax, reached its present position is the story of controversy, ingenuity, business ability, and governmental cooperation from the local to the national level.

Its history would make a first rate novel.

The story runs from the locale of what a half century ago was called "the north bottoms," to the financial district of Kansas City, Mo., to our state house, to the banquet salons of Washington, D.C. and the halls of Congress.

Fairfax grew from a waste land to a proven arsenal for national defense. The Department of Defense indicates that it is important enough to be on the first list of sites in case of an armed attack, and nearly every industry and its manager has its mobilization assignment.

Here is a capsule history of some of the many stories that can be told about Fairfax.

In 1914 Guy E. Stanley and his brother Arthur J., represented as attorneys the principal landowners of a tract, subject to annual overflow by the Missouri River, known as the "north bottoms." We know it as "Fairfax." The title to nearly 1,000 acres was in question and it took more than six years to settle the case. Mr.

Stanley learned to know every foot of the 1,280-acre tract bounded by the Missouri Pacific tracks, 18th Street and Missouri River. He and Mrs. Stanley several times went by row boat up the river to Goose Island, which was now accreted to form the Fairfax Airport.

Guy Stanley was something of a poet and a man who could dream proudly. He envisioned the expansion of Kansas City, Kan. into an industrial center; the end of floods for this area; and a gateway across the Missouri River north to Platte County.

He conceived the ambitious plan to make the 1,280 acres of bottom land into the first planned industrial center of the nation.

From 1920 to 1922 he devoted his personal income and all his spare time to the assembly of the entire tract and devised a plan to control its flooding. He obtained options on the 51 tracts in the area to accomplish the first, and formed a drainage district for the latter.

By then he was known around the city as "North Bottoms Stanley" and the title annoyed his prairie conscience. One day while in Washington, D.C. he recalled the beauty of Fairfax County, Va., nestled on the south bank of the Potomac, as wooded as his "north bottoms," but beautiful with a controlled river at its door. He appropriated the name "Fairfax" for his tract and the new drainage district out west.

Fairfax, Va., Also On River's Banks

The City of Kansas City, Kan. owned the electric plant on the western edge and was the last landowner to sign the petition to incorporate the Fairfax Drainage District. At a city commission meeting in 1922, when this took place, the press reported for the first time the dream Guy E. Stanley had for a Fairfax Industrial district, centrally located at the confluence of two great rivers, accessible to all parts of the community.

The next day representatives of the Union Pacific Railroad called on Mr. Stanley. They, too, caught the vision. Then began nine years of study and planning with Union Pacific representatives. Later many other railroads came, but they were too late.

There is a sequel to the drainage district. A drainage district is of no use if it cannot spend money to accomplish its statutory purpose of building improvements. It can only obtain funds in two ways—by direct taxes or issuance of bonds guaranteed by special tax revenue from its land.

The district had an assessed valuation of almost nothing. Its only products were grass, willows and wild game. Guy Stanley knew it contained only one major taxpayer, one mile of Missouri Pacific main line right-of-way on its southern part.

The new district issued \$375,000 in improvement bonds and Mr. Stanley boldly walked into the financial market of Kansas City, Missouri, to sell them. His tour came to rest at the Commerce Trust Company. W. T. Kemper, the president,

asked the \$64 question. "If the owners of the acres of waste land failed to pay their special tax assessments, who would provide the money to retire the bonds? The only income producing taxpayer was the Missouri Pacific Railroad, with less than ten acres of right-of-way. Mr. Stanley said he would be back with the answer.

Mr. Stanley then filed the famous case of Fairfax Drainage District vs. Henry Reimer, reported at 114 Kansas 473, in 1923.

William C. Rickel represented Henry Reimer, who owned 22 acres in the district. Mr. Stanley and his brother, Arthur J. Stanley, Sr. represented the drainage district. The Supreme Court sustained a declaratory judgment of Judge William H. McCamish of our District Court, that the bonds were general obligations of the entire district, whether or not the special assessments levied had been collected.

On his return to the bank, it was agreed that the Missouri Pacific would never let its one mile of trunk line railroad be taken by the sheriff in execution on a tax sale; and in effect, the Missouri Pacific Railroad stood as guaranty for the entire amount of the bonds. But Mr. Stanley had a faith they would never be called upon to pay more than their share on their few acres of right-of-way.

The bonds were sold, the development of Fairfax started, and flood protection works were begun.

There is a sequel to that epic lawsuit. Henry Reimer's daughter-in-law is the only permanent

resident today of Fairfax. She operates a small but profitable mobile homes park on one acre of land in the heart of Fairfax. Over the years there was pressure from many of the nation's leading industries to acquire that acre of land, but she had a protector that stopped all tries. Guy never forgot that Henry Reimer's willingness to be sued made the development of Fairfax possible.

Altho it was not originally planned that way, Fairfax was subsequently laid out by the Union Pacific Land Company so that all tracts were separated from the Missouri Pacific Railroad, and to this date the MOP has never been able to obtain access from its main line to a single industry in Fairfax except a switch to a 12-acre portion of the old Manhattan Refinery, which is now part of the Phillips complex. The Union Pacific Railroad, which has only a single track switch into the district from the West James Street Bluff, moves more than 500,000 cars a year in and out of Fairfax on that one switch—

From 1922 to 1931 negotiations with the UP Railroad moved on. Twice the board of directors came to Kansas City, Kan. Names like Newcomb Carleton, W. A. Harriman, Judge Lovett and Carl Gray walked and studied the area. This was a new idea in industrial development, and it was a risk.

But finally it came to pass and the UP Land Company took title in 1931, backed by what Mr. Stanley often referred to as "more of a bank than a railroad, because 60% of its income was from investments and only 40% from railroad operations."

The railroad invested nearly a million dollars in acquiring the 1,280 acres for a new type home for industry.

In 1931 Mr. Stanley retired from the general practice of law and became executive assistant

to the president of the railroad, in charge of developing Fairfax. That year Sealright moved in as the first industrial resident.

By the time of World War II, Fairfax was well built up. Kansas City, Kan., had ceased to be a three industry town—meat packing, flour mills and soap plants. Now we have branches of the greatest industrial concerns in the world — a steady payroll of highly paid workers for our community. This is what brought prosperity to Kansas City, Kan.

From 1931 to 1958 Mr. Stanley came to know the heads of every major industrial concern in the nation. He practiced what he liked to call "business law" every day.

The problems of locating and financing each of these industries in this community became more competitive as other communities over the nation awoke to the importance of industrial development. But by then Fairfax was out ahead.

Mr. Stanley devised the restrictions in each deed that made planning and zoning unnecessary in Fairfax. Today you cannot find a foot of ground not devoted to industry, except Bertha Reimer's one-acre mobile home park. You cannot buy a glass of beer in the district, or a meal, except in a plant commissary. It is truly a home for industry and is a model for the nation.

Mr. Stanley in the 50's was called to lecture to many conferences studying industrial development. The industrial leaders of the nation sat at his feet when he explained how it was done, and they acclaimed him as "the expert" at each seminar.

At one time, every well known food processing plant in Kansas City, Mo., had either left its antiquated locations in old industrial sites or had gone out of business. A & P, Loose-Wiles, American Beauty, H. D. Lee, all came and prospered in Fairfax.

Defense Plants Came to Kansas

There is a unique story behind every industrial plant Guy Stanley brought to Fairfax. I want to mention only two. The name of Willard J. Breidenthal cannot be kept out of these stories. What a team they made! "Willard and Guy" were names known from the State House in Topeka to Washington, D.C. They fought the battle for the "Pick-Sloan flood control plan" on the Missouri and Kaw Rivers. They conceived and pushed thru the Platte-Purchase toll bridge—the original Fairfax Bridge—to open up an outlet for the district and the City to the north. Guy called Willard "Pro bona publico" (for the good of the public). Until Mr. Breidenthal's death they visited each evening by phone for at least an hour.

By 1933 the clouds of World War II were gathering. Willard and Guy were among the first to recognize the need for decentralized war production away from the nation's coast lines. They sought a war plant. Their contacts thru industries and the Corps of Engineers were legend. For months they were practically permanent guests of the Mayflower Hotel in Washington.

To shorten the story (and omit the local political battle to vote bonds for the City to buy the airport) when the decision was about to be made as to the location of the North American Bomber Plant, they arranged the 1939 "gold plate dinner" at the Mayflower. Guy selected the table decorations, Willard the menu. They twisted the arm of every general, admiral, Congressman and dollar-a-year man they knew. It was quite a gathering. They said the gold braid overwhelmed them. William Jeffers, the rubber

czar (former president of Union Pacific), was there; and many of the generals who had come up thru the ranks of the Corps of Engineers and the flood control battles were there. Guy T. Helvering, the Commissioner of Internal Revenue and later federal judge, was there, and others.

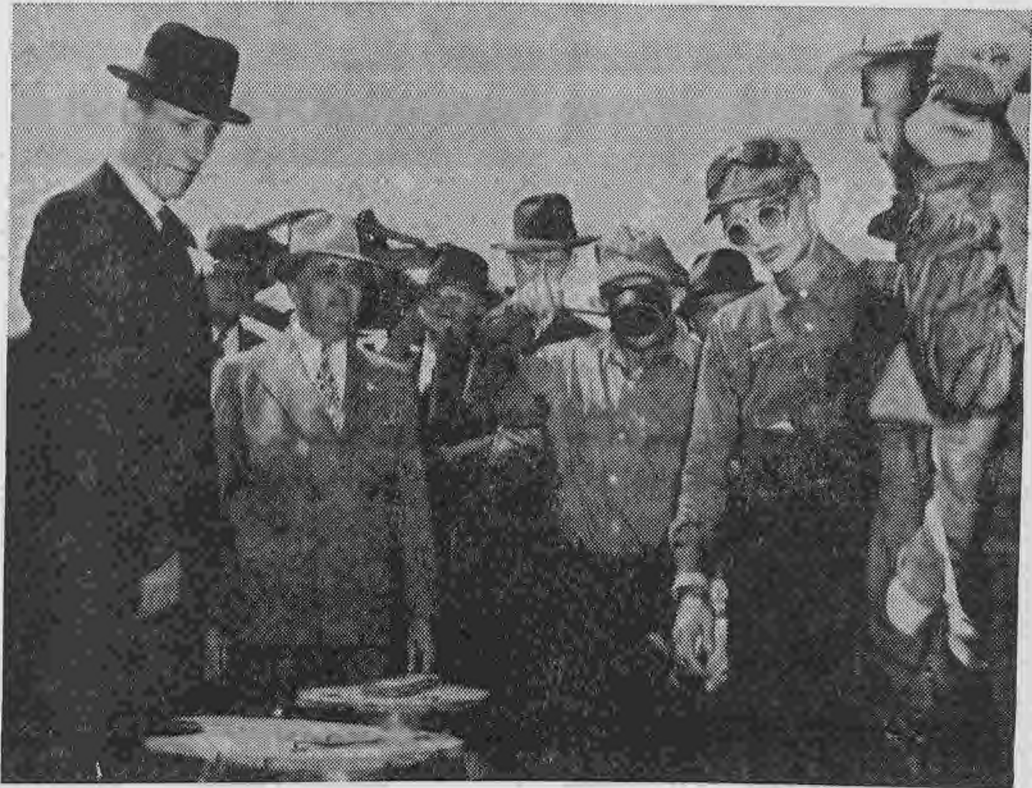
Suffice to say Willard and Guy did a selling job. They had the site, they had an airport adjacent. That night they anchored the bomber plant in Fairfax.

Construction plans were ready when Roosevelt announced plans to "quarantine the aggressors" in 1940, and Congress appropriated the funds to build an "arsenal of democracy." The first B-25 rolled off the North-American Fairfax assembly line the week of Pearl Harbor. A few weeks later it was planes from the Fairfax plant which Jimmie Doolittle took on his raid over Tokyo.

Guy liked to do business in what he called "an executive manner."

The last item I want to mention was the secret of how Mr. Stanley convinced many of the important industries to come to Fairfax. New industrial techniques required new plants, but money for plant expansion was hard to obtain.

The Kansas law, 40-401, was similar acts of many other states, and provided a limit to the amount of money life insurance companies could invest in industrial mortgages. Our law limited it to 2 per cent of the admitted assets of a domestic life insurance company. Two per cent of a Kansas



Sweating workmen on the roof of the North American Aviation Inc. plant in Kansas City, Kan., are commended by Lord Halifax, British Ambassador to the United States, who, with Lady Halifax were honored guests of the Kansas Citys for two days. Lord Halifax came to Kansas to express appreciation of the British

people for American efforts in support of U.S. Allies in World War II. The official visit here was May 9, 1941. This was before the local B-25 bomber plant was finished. But at Inglewood, Calif., North American was building fast pursuit planes for the British Air Force.

domestic company's assets did not amount to much.

In 1947 Guy and Willard conceived the idea of using the lease-purchase plan to build industrial plants and permit industries to take advantage of the tax features. They went to our Legislature and lobbied thru a one sentence amendment to Sec. 40-403b into law. It simply permitted foreign insurance companies to invest their capital "to the same extent and in the same investments as are permitted to domestic life insurance companies."

Two per cent of companies like Penn Mutual and Prudential opened the doors to unlimited industrial financing. Most of the new plants built since 1947 in Fairfax and thruout Kansas used life insurance financing as a result — more than \$50 million worth in Fairfax. Missouri didn't amend its law until 12 years later.

Mr. Stanley tolerated "industrial development commissions" and "Chamber of Commerce industrial promotions," and he sup-

ported them financially. Willard was strong for them. But Guy used to say, "You don't get a new industry beating a bass drum." You have to offer more than "fine churches, good climate and a handshake."

But "Fairfax" was one of Mr. Stanley's monuments and a heritage he left to his community. He, with the help of the UP Railroad, contributed the basis for our prosperity, pumping payrolls into our economic life to support our homes, commercial businesses, churches, schools and hospitals. Mr. Stanley was proud of the industrial peace that Fairfax is famous for. There has never been a major work stoppage here.

During the fight over annexation when claims were made about what the City had done for Fairfax, Guy's terse retort was "they provided two streets to carry the payrolls out to our stores and homes."

The one thing that rankled him most was that the levees around Fairfax held back the crest of the 1951 flood, but a city-owned sewer in the municipal food terminal broke open and flooded the district with back water doing 100 million dollars in damage. He had played one of the main roles in promoting the construction of the food terminal for the City with PWA and WPA funds in 1941.

The bitter fight over annexation (mentioned in a later chapter) ended formally at the annual meeting of the Fairfax Association in 1964 when Vic Cavin, of Phillips Petroleum Co., the president, pledged the association to work with the City for the community's good. That has been fulfilled. The City and Board of Public Utilities began installing a street lighting system for the district.

The city is working on a solution for the

traffic problems, and the streets are getting more attention than ever before. The drainage district is undertaking a \$3 million project to modernize the sewer system.

Fairfax will never cease to grow. With the advent of the KCI airport in Platte County, there is a movement to convert some 300 industrial sites to attract new industry — the feeling being that the airport will now be able to serve the industrial needs with the runways on the west portion.

The right-of-way for the Fairfax Spur, a new highway to provide an outlet north on 10th Street westward along a new route north of Brown Avenue to connect with the new north-south super highway known as I-635, has been acquired by the city and construction will start before long. This will provide persons employed in Fairfax quick and easy access between the industrial district and the homesites in the western part of the city. A new bridge on I-635 will cross the Missouri about 18th Street and bring the new KCI Airport closer to Kansas City, Kan. and Johnson County than it is to downtown Kansas City, Mo.

At present, the Fairfax Industrial Association is engaged in two community projects. One is an "employment project" to train hard-core unemployable persons, most from low income families, for jobs in the community. The other is to spearhead a movement to erect the first fountain-monument in the City — as a salute to "science and to industry." The latter will be a fitting tribute to permanently record the industrial contributions to this entire area; the first will help solve one of the serious problems confronting every city today.

Dry Era Distills Deep Shaft Grog

Kansas is an enigma — at least in its legislation. Shortly after statehood, when depression and drouth swept the Midwest, Kansas joined the Farmers Alliance, or “Populist” movement. Candidates of this new party were elected. It was a movement with strong grassroot support, dedicated to improving the lot of the settlers.

Kansas has always been selective in its politics. Normally considered Republican, it can when the occasion — or an issue — appeals to it, turn abruptly to another party’s candidates. This ability to require its political leaders to comply with the wishes of the populace arises at strange times. The press has had great influence on political issues from the earliest days of settlement. One of the first businesses to open in most towns was a newspaper.

We wrote into our constitution a provision for the state to make loans to farmers. It has never been used, however. Over the years, laws were enacted to authorize the state to engage in various businesses. Usually such acts were later declared unconstitutional. We were the first state to enact a labor relations law (also declared unconstitutional), workmen’s compensation, and acts for the care of the mentally ill.

Our highway construction programs have been exemplary in the nation. We built a great medical school under the guise of training doctors for a “rural health” program. We granted farmers tax concessions on grain and on their personal property assessments, protected the oil and gas producers by refusing to enact a severance tax

until 1955 (it was then declared unconstitutional); yet we drag our feet in penal innovation.

The problem of control of use of liquor is an example that many find hard to understand. The question is not whether Kansans drink liquor . . . it is whether we want to admit it. For years an adage has been prevalent that the state “drinks wet and votes dry.” Yet when the citizens have had a chance to vote on the matter they have voted wet as often as they have dry. Our consumption of liquor is equal to the national average.

Kansas started as a dry state — probably because the evils of excessive use of liquor were so well known in the eastern areas where emigrants came from, plus the bad name the frontier saloon acquired (it was always the most disreputable spot in town). In 1870 Abilene had twice as many saloons as stores and hotels. Because the New England Aid Societies played such an important part in the early settlement of Kansas the temperance influence of ministers on Kansas thinking was second only to that of its editors; and on the evils of liquor, both usually agreed.

The culmination of the feeling of the women of the State is illustrated by the national attention that one woman, Carry A. Nation, gained in her trips over the state with her hatchet breaking up bars and their fixtures. Being jailed for her destruction did not deter this energetic woman in her crusade and she became a well-publicized heroine to many.

In 1859 the territorial legislature had enacted the laws restraining dramshops and reg-

ulating the sale of liquor. In 1880 an amendment to the Constitution prohibited the manufacture and sale of liquor. Later the possession was made an offense.

Border towns were generally considered to be "wet," and in Kansas communities settled by ethnic groups where wine and brew had been an accepted commodity in the old country, they too were considered "wet." For many years the interstate importation of liquor was permitted; and in border cities like Kansas City, Kan., beer wagons from Missouri were common scenes. Carrying beverages across the state line was impossible to restrain.

On occasion some public law enforcing officer would attempt strict enforcement, or the attorney general would move against local officials for being lax in the matter, but no one could say that prohibited liquid could not be found in any town in the state. The area in southeast Kansas known as "The Balkans" (Cherokee and Crawford Counties) developed a distillery business that gained regional fame for the flavor of its product. The area being a mining community gave the product its name of "deep shaft."

On one occasion in Kansas City, Kan., city officials thought they had found a solution. They permitted saloons to operate with the understanding that each month the operator would appear to plead guilty and pay a fine into the city coffers. An attorney general put a stop to that practice.

Kansas was known as the "bone dry" state. Railroad club car and later airlines were required to lock up their liquor cabinets while crossing Kansas. Its transportation was permitted into the Army installations at Fort Leavenworth and Fort Riley, but except for medical prescriptions, no other liquor was legal in Kansas until 1948.

The national scandals of "bootlegging" in the 1920's and 1930's, and their connection with political figures, reached to the borders of the state, but with minor exceptions did not affect the state.

The 18th Amendment prohibiting the manufacture and sale of liquor was termed the "noble experiment." But it failed miserably. National sentiment had turned against the prohibition

movement many years before the depression, and in the campaign of 1932, Franklin D. Roosevelt promised its repeal. After assuming office and pending ratification of an amendment to repeal the 18th Amendment, Roosevelt had secured from Congress a law permitting the sale of 3.2 beer on the declared statement that it was not intoxicating.

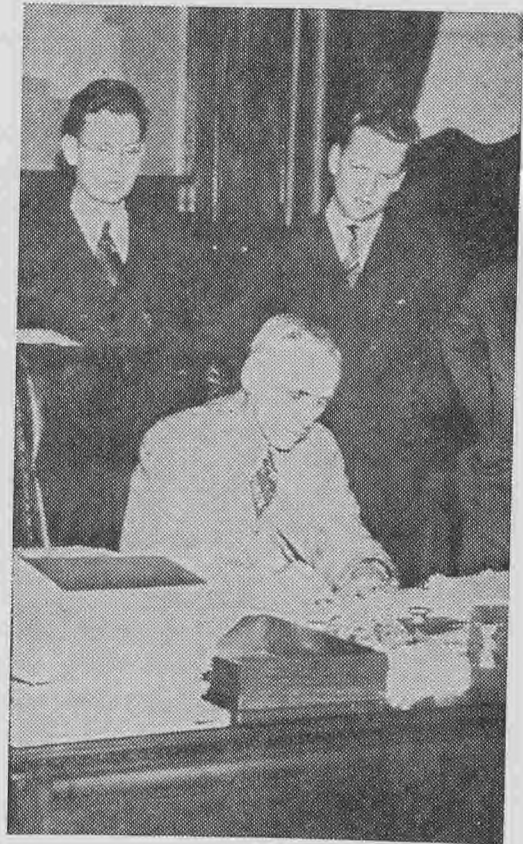
Kansas officials were not willing to accept the congressional definition or to enact legislation approving its sale. A test case arose in Lawrence where some Budweiser had been sold. Before the case reached the Supreme Court the legislature had acceded to the demand to legalize its sale, and in 1937 legal 3.2 per cent beer returned after 50 years to Kansas.

Following World War II the sentiment for Kansas to join the majority of states and permit legal liquor increased. In 1946 Harry Woodring, a former governor and Secretary of War, ran for governor on a platform to submit the matter to a vote. He was defeated, but the next legislature drafted an amendment to be voted upon in 1948. The influence of the dry forces was seen in the drafting of the amendment, however, as it provided "the manufacture and sale of intoxicating liquor shall be determined by the Legislature, PROVIDED that the open saloon shall be forever barred."

The amendment carried 422,294 to 358,310 and the Legislature in 1949 enacted a law permitting its sale in state licensed liquor stores. The enabling law, however, prohibited its consumption in a public place. For the next 16 years Kansans who desired to use liquor or "strong" beer were required to purchase it in a bottle or can and consume it in private. The question of what was a "public place" and what was "private" plagued the State until 1965.

A Kansas City, Kan. merchant in 1950 thought he had found a way to permit the consumption legally by converting his 3.2 tavern into a private club where the consumption would not be in "public." Altho the local District Court agreed with him after a test case was filed, the Supreme Court re-

Kansas ceased being "bone dry" in March, 1937, when Gov. Walter A. Huxman, center, signed legislative acts legalizing sale of 3.2 beer. Newsmen standing in are Mark Garlinghouse (left) and Lew Larkin.



versed the District Court and held the plan to be a subterfuge.

Nevertheless, private clubs continued to spring up over the state. With the advent of the motel in the late 1950's, and the demands of the traveling public, clubs appeared in many of these motor-inns. Country Clubs and Veterans organizations likewise became clubs, and attempts to make arrests were few.

In 1965 the legislature bowed to the demands of the public and legalized "private clubs"

thruout the state. This caused the "working-man's clubs" to appear to join the ranks of the country clubs and veterans organizations. Today it is difficult to distinguish between a 3.2 per cent tavern and a "club," and strict enforcement of the law is difficult.

This confused liquor law caused trouble on the borders where Kansas cities compete with other cities for conventions. This is illustrated in the tale of another civic project . . . the building of our "community hotel," the Town House.

City Builds Hotel After Long Haul

One thing everyone agreed the city needed was a first class hotel. It had been high on the agenda of projects of the Chamber of Commerce since 1920. Maurice L. Breidenthal, brother of Willard J. Breidenthal, had moved from the Security State Bank at 18th and Central Avenue to become president of the newly formed Security National Bank at 7th and Minnesota in 1939, and was very active in the Chamber of Commerce.

Like his brother, he was quiet by nature, but had bulldog determination when he worked on a civic project. He had accompanied many "good road" tours in the 1920's. He was the first chairman of the City Planning Commission. He devised the plan for a civic center near 7th and Ann to Barnett, and had urged the plan to build the new YWCA at 6th and State. He was determined that the city have its hotel.

In 1920 he searched the nation for a hotel firm that he could interest in the project, but could not find one. In 1938 he employed architects to make a large drawing of what the hotel would look like if located on the site of the former county jail at 7th and State. When the county no longer needed the site (due to construction of the new court house in 1925), Maurice Breidenthal

raised the funds to purchase the site to hold in escrow for a future hotel.

In 1939 he started a move to conduct the first of three drives to raise funds from the community to build the structure, thinking that if the community owned a substantial equity in the project, some hotel firm would show interest in financing the balance. His bank subscribed \$50,000 toward the effort.

World War II caused the effort to be suspended, and the funds were invested until new plans could be made. After the war construction costs had gone up and two more drives were conducted in 1947 and 1948, and the total raised in the community reached \$1,650,000. Milton Feld, local motor car dealer and investor, headed up a "sandbagging" committee that raised the final \$113,000 for the last drive. Charles MacGowan, International President of the Boilermakers, and James De Coursey (creamery owner) conducted a final campaign in 1951 to secure some additional funds that changes in plans required. It was the most widely supported fund raising effort in our history.

Eugene J. Stern was elected as architect. He had designed hotels in Mexico City and Acapulco, and his ideas fired the imagination of those on the committees raising the funds. The Equitable Life of Iowa was prevailed upon by its local agent, George Maltby, to loan the additional funds to finance the \$3 million construction cost. Work began in October, 1947. More than 1,500 persons turned out for the groundbreaking.

The hotel opened August 23, 1951, just a month after the disastrous flood that year. It provided a shot-in-the-arm for the city at a badly needed time. A huge celebration was held, presided over by Maurice Breidenthal. Notables from all parts of Kansas attended. A recognized hotel firm leased the structure, and for the first several years it made a substantial profit.

Hotel operators from over the nation visited it and all were high in praise for its design. The service facilities were the best, the laundry and kitchen the latest design, it was one of the first new hotels to be air-conditioned. Public rooms were all on the first floor and sub-basement to eliminate the use of the elevators to reach them from the street levels. The lobby was designed with three levels to give an appearance of depth. The city constructed an adjacent underground parking lot connected thru the basement to the new hotel. It was named the "Town House" to signify that the community owned it and had built it.

Then a new movement in hotels hit the nation . . . the motel.

It appeared that Kansas City, Kan. was a step ahead of the nation, as we had our "motel" already in operation, with parking adjacent. But the motel fad that swept the nation soon led to chain operations, and computerized advance reservations from one unit of the chain to the next. The Town House compared favorably in accommodations, but it had no associate hotels to refer business to it. By 1960 it was evident that downtown hotels not affiliated with a hotel-chain were in trouble. The local corporation made efforts to interest the new chains in taking over the lease, but to no avail.

In 1965 it was necessary to sell the "community hotel" to a group of investors principally from Washington, D.C. The new owners agreed to repay the bonds issued to the local investors and assume the mortgage. They made improvements in the hotel, including a swimming pool and sauna baths, and re-furnished the rooms.

However, the new owners have announced that unless liquor-by-the-drink is made permissible, they fear they may not be able to compete in this area. There is some indication that Kansas is ready to take the next step, and make it possible to buy liquor by the drink, rather than confining it to sale "by the bottle." The 1969 legislature has provided that "liquor-by-the-drink" be submitted to the voters at the 1970 election.

Shipbuilders Build Home on Prairies

The organized labor movement is a vital part of American life. The working conditions and wages of the so-called "laboring man" in America are what sets our nation off as different from other nations more than anything else.

There are only two international headquarters of labor organizations in the Midwest. One is in Kansas City, Kan. The story of how this large labor union whose members build the ships for our nation, happened to locate in our city in 1893 more than a thousand miles from a shipyard, is remarkable.

In the 1880's, workers were organizing to obtain better working conditions and wages. They sought to reduce the 10-hour day and use of child labor. Men engaged in working on boilers began to form lodges or local groups. By 1881, 36 lodges joined to form the National Boilermakers and Helpers (Protective and Benevolent Union).

Another group of locals had established the National Brotherhood of Boilermakers in 1888 with 94 lodges. The two organizations consolidated in 1893 into what today is known as the International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths, Forgers and Helpers. Locally they are called the "Brotherhood" or the "Boilermakers."

From 1880 to 1910 the railroads were the largest employers of boilermakers, the shipyards next. Lee Johnson of Topeka was the first president of the consolidated labor union. The central location of Kansas City, Kan., and being a hub for many of the trunk line railroads, caused our city to be selected as the national headquarters

for the new union at its first convention in Topeka in 1893.

Headquarters were located in various rented quarters until 1920 when the Wahlemaier building, a two-story structure at 8th and Minnesota, was purchased for \$150,000. Three additional floors were added the following year and the structure was renamed the "Brotherhood Block."

During World War I our country was required to build a large Navy and many transport ships. The special skills of the Boilermakers were called upon not only to work in the shipyards, but to train workers to build ships. The immensity of building such a work force within a short time is best indicated by the fact that the membership of the union grew from 37,000 in 1917 to 173,000 by 1919. After the war, the shipyards closed down and mainstay of work for the union was with the railroads.

By 1921 all industrial building had ceased, mills and manufacturing plants closed, and large numbers of the members were out of work (estimated at one time to be 50,000). This condition seriously affected the membership.

Then, on July 1, 1922, the nationwide strike of railroad shopmen took place, involving 30,000 more members. The Attorney General of the United States was charged with anti-union activities and the strike was prolonged. Many members lost their homes and were forced to seek employment in other trades. Many of the railroad systems that were the backbone of the union in the past were lost forever.

The headquarters in Kansas City, Kan., remained active and continued to organize the draft and increase the wages of the members. In 1925 the union was instrumental in organizing the Brotherhood State Bank.

When World War II started, the demand for ships again required the skills and talents of the union. By 1945 the membership grew to 350,000 and thousands of ships were built between 1942 and 1945. One Liberty Ship was constructed in 7 days, 15 hours and 4 minutes. On Christmas Day in 1944 the members worked without pay as a contribution to the war effort.

By the end of World War II the union was a multi-million dollar organization. Joe Franklin had been international president from 1908 to 1944. His counsel was in demand in Washington, D.C., during the war whenever matters concerning organized labor was discussed. After his retirement, Charles MacGowan became president. He had been active in the union since 1917 and was famous for his policy of shrewd collective bargaining without violence. He liked to refer to the first "combination" of Boilermakers organized in England in 1834 under the name of the "Society of Friendly Boilermakers." Russell K. Berg became president in 1962 after the untimely death of the then President William A. Calvin.

In 1948, the union started construction of its present \$3 million, 9-story office building adjacent to the "Brotherhood Block." It was designed as carefully as any building in America. Architects were requested to submit plans, and were paid for their work even if their plans were not selected. It was fully air-conditioned with thermopane windows, an arcade, and observation roof, ramp for deliveries and patients to be driven directly into the finished basement, a mechanical room visible from the first floor and made into

an attractive showplace. Humidifiers and electric precipitrons eliminate 95 per cent of all dust.

In all civic endeavors the Brotherhood plays an important part. They assured the success of the drive for funds for the Town House Hotel with a sizable contribution, and Mr. MacGowan was chairman of the \$10 million City improvement bond issue campaign in 1954 that carried another bond election (\$15 million). David Lewis, of the Brotherhood, was co-chairman of the committee supporting the bonds. The proposal carried in nearly every ward. The Union is active in the planning of the downtown Urban Renewal project.

As one of the largest "industries" in Kansas, the Union was fighting mad when Kansas joined 18 other states that enacted so-called "right-to-work" laws. They protested that the law was a fraud, that no one was guaranteed a job, and that it was a move to prohibit the union security provisions in contracts between labor and management; and prophetic in pointing out that the income of workers would go down as a result of the law. Kansas wages dropped from \$5 above the national average in 1958 when the law was enacted, to \$107 per year per person below the average in 1966.

The fact that Kansas joined Southern and farm states in enacting such a law was taken as a personal affront by the Union. Feelings among the officers were so strong that if the Union had not had such a large investment in Kansas City, Kan., it would have moved the international headquarters out of the state. Even today it is a possibility.

Kansas City, Kan., knows the "Brotherhood" as a fine citizen, one of the large investors in the community, and an active supporter of all projects for the improvement of the city.

This Community First in Medicare

Civic leadership in Kansas City, Kan., has not been confined to efforts to build trafficways and industrial complexes. We have, when occasion demanded it, turned attention to social and human needs. This is illustrated in the story of our hospitals and medical care for the indigent.

Father Kuhl of St. Mary's church led the effort in 1887 to construct our first hospital, St. Margaret. It is now owned and operated by the Sisters of the Poor of St. Francis. Bethany Hospital opened in 1892 and is operated by the Kansas Conference of the Methodist Church. Douglass Hospital was founded in 1898 and soon turned over to the African Methodist Episcopal Church. Providence Hospital began in 1920 and is under the supervision of the Sisters of Charity.

The Kansas University Medical Center began as the School of Medicine for the University by act of the Legislature in 1904, which accepted the gift of the site from Rosedale's leading citizen, Dr. Simeon Bell.

In 1952 the community learned that the four private hospitals contained many obsolete features and two were classified by the Kansas State Board of Health as unacceptable for modern standards. The hospitals were serving not only this city, but were receiving patients from surrounding areas. Modern methods had overtaxed the facilities, and over-crowding resulted.

The hospitals were determined to start individual campaigns to raise funds to update their facilities to meet the increased demands.

J. P. Angle, a local banker and member of the board of directors of Bethany, called on civic leaders and urged one combined effort for all four hospitals. Tom J. Daly, local businessman, was made president of the non-profit corporation formed for the united effort. Encouraged by the success of the drives for the new hotel which had just opened, Maurice J. Breidenthal again was called upon to head a campaign to raise \$2,450,000 in local funds to be matched by the organizations owning the hospitals. Careful plans were made to determine the additional facilities, buildings, and remodeling of operating, delivery, radiology and fluoroscopy rooms, etc., that were needed.

The goal set seemed impossible to attain. But the need was so graphically presented that when the campaign was over in 1953, more than \$2,235,000 had been pledged. At the end of three years the outstanding feature was that all but 7 per cent of the total subscribed had been collected. Several hundred new beds were provided, the 251 unacceptable beds were brought up to standard, and laboratory and medical rooms provided. Enough space to care for our needs was assured for some years to come.

By 1955 the cost of medical care had increased, and it was discovered that many families able to provide for themselves until a major sickness occurred, were not able to pay their hospital bills. Persons on social welfare were provided for, but the family not on welfare had it hard. Many cities had provided municipal hospitals for long hospital

confinement. Experience indicated that municipal hospitals often were improperly maintained and operated. The experience of Kansas City, Mo., at this time with General Hospital was not good.

Our local hospitals did not turn any ill person away, but many hospital bills were uncollectable. Again J. P. Angle called the hospitals together and assembled the figures to show that the hospitals were contributing in unpaid hospital care more than \$¼ million a year for residents of this county. With such sums on their books, something had to be done or it would be necessary to refuse service to those unable to pay, something that the hospitals were determined to prevent.

Mr. Angle and his associates proposed a unique plan. Instead of the community building a municipal hospital that would cost millions and huge sums to operate, he proposed that the Legislature enact a law to permit our county to levy up to 2 mills a year, which would raise \$200,000 a year. He also proposed that a County Hospital board composed of a representative of each hospital, including the K. U. Medical Center, be authorized to examine all unpaid hospital bills, and if any person had been a resident for longer than five years and was found to be "medically indigent," to then be authorized to pay his bill from this fund.

This was "socialized medicine" to some extent, but it made such good sense that everyone supported the idea. The bill passed the Senate, but when it reached the House it was not clearly explained and the traditional fear of "socialized medicine" caused one rural legislator to move to strike the bill from the calendar; and this was done.

It appeared that the bill was lost. But sponsors contacted everyone they could locate who had any influence with members of the House.

Finally Franklin Murphy, the Dean of the K. U. Medical Center, suggested that Blake Williamson, a local lawyer who had been a former member of the House and close friend of the legislator who had killed the bill, be asked to help. Williamson knew the intent of the bill was to prevent the need for "socialized medicine" so he contacted his friend in a hurry-up trip to Topeka and explained the true purpose of the bill. He was successful, and late that evening the rural legislator arose on the floor, announced that he had been misinformed as to the bill, and moved that it be reinstated on the calendar. That night the bill passed.

Our community was the first to conceive such a plan, and it was never necessary to levy the full limit, but many families that otherwise could not have paid their hospital bill were helped. It removed the pressure for a municipal hospital and the local hospitals were paid for their services and relieved of that expense.

Now that "Medicare" has come into being, the need for use of the County hospital fund decreased, but it is still available and the board meets when necessary to administer its provisions.

In early 1969 all the private hospitals joined to devise a plan that would serve better the increased health needs of the City. After many meetings they proposed what may be the forerunner for other cities. They announced a plan to place all the hospitals into one non-profit corporation, then to designate certain hospitals as the place to treat specific illnesses. One would handle heart cases, another the cancer patients, the other maternity cases; and so on.

It was anticipated that the plan would take more conferences and months to work out. But the plan has been proposed and support is slowly but surely gaining for the idea.

J. C. Nichols Began Career in KCK

One of the finest, best-planned housing developments in the world is adjacent to the southern city limits—Johnson County. It is the result of the effort of one man, J. C. Nichols. But it started in Kansas City, Kansas.

J. C. Nichols began his real estate career in 1904 with two Kansas University roommates, F. E. and W. T. Reed, both lawyers. Their first office was at 13th and Stewart in our City, and their first two subdivisions were "California Park" near 13th and Lathrop, platted in 1905, and "The Highlands" near 33rd and Georgia, platted in 1915. The first had been extremely successful, but the second was sold before houses were built.

Then the firm purchased a ten acre site on what was to become the Country Club Plaza in Kansas City, Mo. It kept Nichols so busy he never engaged in any further real estate development in Kansas City, Kan. In 1912 he started subdividing the Mission Hills area in Johnson County. Looking at the success of his large operations in that county today, one wonders what our City would have been like if he had remained here.

The excellent housing and shopping areas in Johnson County have drained many executives from both Kansas Cities. Men and women who normally would participate in the affairs of the community where they work now find their homes in another city and county other than their place of employment. Church, school and local municipal affairs call for their time, hence they have less dedication to community affairs in the city where they work. It's hard to get a group of top executives of our local business firms to a night meeting in either Kansas City as a result.

However, one thing did bring the business

executives of the entire area together—the effort to obtain flood protection for the area. The friendships made in the battles for flood control tended to cause many to view other problems from an area basis, rather than from a one city viewpoint. In the past few years, pollution, transportation and regional planning have been accepted by the progressive citizen as area items that need to be considered without hindrance of city and state lines.

The federal government has spurred this effort by requiring "metropolitan planning" in order for any local unit of government to participate in the many federal-aid programs, from highways to sewage grants. As a result, a "Metropolitan Planning Commission" has been formed, along with a Metropolitan Area Council of Governments to work together on area matters.

Knasas City, Kan. was handicapped in obtaining financing for housing from the start. First, being a laboring town, our demand was for modest homes. Most early construction was done by local carpenters. Second, the Kansas law that permitted an 18-month redemption period in case of a mortgage foreclosure did not attract mortgage money as readily as did loans on Missouri property which permitted possession by the mortgagee within 30 days after default.

However, local professional and businessmen were able to arrange financing for some housing development. The first was in 1908 when Henry McGrew, a local attorney, formed a corporation to acquire and plat "Parkwood" north of 10th and Quindaro. This addition contains many of the innovations adopted by Mr. Nichols later in his Johnson County projects

—wide, curved streets, ample setbacks and landscaping.

The next was in 1910 when "Arickaree," near 19th and Tauromee, was platted by the Combs family and developed by Wayne Jenkins, a local builder and later an abstractor.

Five years later Jess A. Hoel platted the first of three "Westheight Manor" subdivisions near 19th and Washington Blvd. He installed wide curved streets, with parklets, and had the utility lines for the street lights placed underground. Mr. Hoel reserved a portion for a golf course and clubhouse, which was built on the site of the present Wyandotte High School and operated until the 1930's when it was taken for the new high school.

Kansas City, Kan. never had a large apartment complex until World War II. The government had made financing available for the "Quindaro Homes" project at 9th and Roswell for defense workers in nearby Fairfax. Then, in 1944, Guy Stanley and some associates, under a new provision of the National Housing Act which guaranteed the mortgages, constructed the first brick, semi-luxury type apartments in a 350 unit complex known as Fairfax Hills, north of Parkwood. The equitable Life Insurance Company of Iowa and the National Life Insurance Company of Nashville had their initial experience with this Section 608 type mortgage financing in Fairfax Hills. Sebastian Patti, a resourceful builder in Kansas City, Mo. joined Mr. Stanley in the project. Mr. Patti was familiar with Kansas City, Kan., having built our City Hall, the Food Terminal, the North American Aviation Building, the Quindaro Power Station, and Sumner High School (and later the New Brotherhood Building). He and Mr. Stanley had faith that the \$2 million project would be a success.

One unusual feature of Fairfax Hills was the plan Mr. Stanley worked out to heat the apartments. He read an article in the Readers Digest of a New England village that had converted the excess steam from the local sawmill into pipes to provide heat for the homes and shops in the village. He took the article to his neighbor in Parkwood, James Donovan, manager of the Board of Public Utilities, and they reread it. The BPU electric plant at 12th and Esplanade was only a short distance from the Fairfax Hills development and it had steam generators that discharged as waste considerable steam at all times. They worked out a plan to pipe the BPU excess steam to the new apartments and agreed on a

long term contract mutually profitable to both. The BPU was paid for the steam that would have been wasted, and the apartments obtained heat at a low cost, saving the expense of installing a heating plant.

Another planned subdivision was Westvale, at 29th and Barnett. It had been a part of the original Westheight Golf Course, laid out when Westheight Manor No. 3 was platted, and had been foreclosed by The Capitol Building and Loan Association of Topeka after Jess Hoel had met financial reverses. It had been platted in 1925, but it was 20 years later that Leonard Childers acquired the tract and developed it.

After World War II Wyandotte County had a share of the post war building boom. Federal financing with mortgages insured by the Federal Housing Administration and the Veterans Administration permitted middle income housing to be financed.

In 1955 Wyandotte Township sponsored a bill enacted by the Legislature that would permit the County to guarantee trunk line sewer bonds. Those interested in developing the suburban areas found that a water system alone was not sufficient to meet requirements of lenders for home financing, and that suburban development required sanitary sewer systems. The same trouble arose in financing sewers as had occurred with township water systems. The land would not support a bond issue until homes were built, and the houses could not be built until sewers were installed.

Clyde Sweeney, trust officer of the Commercial National Bank, recognized the need for development of an area with more expensive homes than were normally built in our township areas. He called on every civic leader he could contact to talk about this need, pointing out that the better type housing developments in Johnson County were taking too many Kansas City, Kan. residents, and that a civic effort to secure such a housing development was justified.

Arthur Creten, the Wyandotte Township trustee and director of the only bank in the township, promised to assist, and agreed that the township would construct a sewer, if the County would guarantee the bonds so they could be sold, for the area in the Mill Creek watershed at 78th and State Avenue.

With this assurance, Mr. Sweeney prevailed on the Chamber of Commerce to sponsor a community corporation to promote the subdivision for

homes in the \$25,000 and up price range. Many local businessmen purchased stock in the corporation, as did the Union Gas Company which served the area with natural gas and was interested in seeing the area develop.

More than \$75,000 was raised and Westborough was purchased and platted. Later, a St. Louis developer purchased a 40-acre tract adjoining it on the south and started the Wyandotte Plaza shopping center.

The township requested the County to guarantee the sewer bonds and the County Planning Board recommended that this be done. The County Commissioners, after several stormy public hearings, agreed to this innovation of getting into the sewer business as co-signers with the township on the sewer bonds.

The township sewer construction started in 1958 and within a few years the shopping center and many fine homes were under construction. The County agreed to construct a four-lane highway on 78th from State to Parallel thru the Westborough subdivision.

Today the shopping center has enlarged its structures: another shopping center to the west and one to the south are under construction. Several apartment complexes and a new Army Reserve Center have been built, the Presbyterian Manor apartments for senior citizens constructed, and a new YMCA is planned. It is the fastest growing area within the new city limits, and it came about as have so many of our worthwhile projects, because the community followed the leadership of some civic minded citizens who dreamed of building a better community. Incidentally, the County was never called upon to pay anything on the sewer bonds. But its willingness to co-sign the bonds made the project feasible.

The idea of one municipality co-signing bonds to secure a public improvement was not new to Kansas City, Kan. It was used to secure the \$16 million 18th Street Expressway. In 1965 the Kansas Turnpike had been opened and the foresight of the legislature in embarking on toll-road construction enabled our State to obtain a first class trafficway from Kansas City, Kan. thru Lawrence, Topeka, Emporia, Eldorado, and Wichita on to the Oklahoma state line. O. W. Davis, a local motor car dealer, John Blake, attorney, and Don W. Hewitt, banker, served on the Turnpike Authority.

Locally our need for another trafficway from Johnson County thru the Rosedale and Argentine areas to the Intercity viaduct was high on the agenda of civic projects needed for our continued growth, and to handle the existing traffic.

One state on the Eastern seaboard had guaranteed turnpike bonds in order to make them saleable, the securities market for turnpike bonds being weak because revenues on some of the eastern toll-roads was less than anticipated. It appeared that Kansas did not have funds to build the 18th Street Expressway, and if we had to wait for the state to build it we might not get it started for 20 years. Overtures were made to have the Kansas Turnpike undertake the construction and operate it as a toll road. Owing to the mixed experience of some toll roads over the nation in collecting enough tolls to pay their debt requirements, the bond experts advised that it could not be financed in the conventional manner as the Kansas Turnpike had been.

In 1955 a proposal was introduced in the Legislative Council to study the possibility of the State guaranteeing bonds for toll roads for the 18th Street Expressway and a toll road from Wichita to Hays. The Council approved the proposition and a study was made. It appeared that traffic estimates would support the 18th Street project but not the other road.

The Chamber of Commerce invited the entire 165 members of the Legislature to come to Kansas City, Kan. in the spring of 1956; they were taken by bus thru the circuitous route down 18th Street, across the antiquated Southern Bridge into Argentine, then around the winding narrow streets up 21st Street to the Johnson County line.

The trip was graphic evidence of the serious need for the trafficway. That evening a banquet was given, which was attended by hundreds of local citizens, as well as the legislators and their wives.

The selling job paid off. The legislators enacted an amendment to the Turnpike law that permitted the Turnpike Authority to construct the trafficway and to guarantee the bonds issued to finance it from the State gas tax collections. The State has never been called on to pay one cent on its guarantee, but it did enable the project to be built.

17-Year-Struggle To Annex Begins

No issue in our history stirred more controversy than the 17-year dispute from 1949 to 1966 over annexation to extend the city limits.

The story really falls into two parts, the first having to do with the annexation of the Fairfax Industrial District, the second with annexation of the suburbia in Quindaro, Wyandotte and Shawnee townships west of the old city limits.

The Fairfax annexation began as a result of a bill introduced in the Legislature in 1947. It had been prepared by the Fairfax Industrial Association, largely at the instigation of Guy E. Stanley, and Sen. Al Herrod of Wyandotte County had no trouble in having it passed by the Senate. It was late in the session and some opposition developed, so the bill was not taken up in the House.

Mr. Stanley had a dream of good street lights in the Fairfax District. He knew too, that in a short while demands would be made upon industries in the district to treat their industrial waste before emptying it into the Missouri River. Both of these propositions would cost considerable money—millions—and he felt that if a special “district,” similar to a school district, water district or a drainage district, could be created, the firms in the area would be willing to undertake these improvements and assess the cost against themselves.

To understand the views of the two sides that developed in the matter you must know about three things: the attitude of the Fairfax Industrial Association; the Kansas law on annexation;

and the so-called “gentlemen’s agreement” by the City on not annexing the district.

After the district was well built up with nationally known industrial firms and many locally owned plants, they formed their own association similar to groups which had operated in Argentine, Rosedale and Quindaro. These all worked closely with the Chamber of Commerce, and sought to handle the problems peculiar to their area.

The Fairfax Association in particular had taken great pride in its ability to work out its problems in a business-like manner, and had been able to enlist cooperation of the county, township and city officials. All were anxious to see the industrial development continue, since it meant so much to the economy of the community. The association often raised funds for some project and it was a selling point to a new industrial prospect to be able to point out that if some matter in the area needed attention, the industries themselves could take care of it.

The County had provided the wide streets and assessed 60 per cent of the costs against the County at large. Everyone accepted this, as it was done in other areas outside the city limits where traffic required extra wide streets; and the streets in Fairfax were the most heavily traveled of any in the County.

The Board of Public Utilities had established attractive rates for industrial electric power, because the industries used the power during the daytime when residential and commercial use was at a low level. It made for efficient operation, since the generators had to oper-

ate at capacity during the day. Without industrial customers the power would have had no market. The low rates attracted industry.

The townships provided fire protection, and the City contracted to answer serious fire calls to assist the township volunteer departments.

The only public improvements the City provided for the district were a sewer that served the Quindaro Boulevard area and drained thru the district, the 7th Street Trafficway, and the Fairfax extension of what would have been 1st Street along the public levee property.

The Fairfax groups contended that this was little enough since the Fairfax Bridge across the Missouri was an integral part of the 7th Street Trafficway; and it was the tolls from traffic generated in Fairfax that paid off the bonds issued to construct that bridge. The Fairfax extension was necessary for the City in developing the public levee and as Guy Stanley put it, "was used primarily to carry the pay checks out of Fairfax each week to spend in the commercial areas and homes of the city."

The sewer mentioned was essential to serve the residential area built up along Quindaro Blvd. The only feasible route for the sewer after it collected the waste along Quindaro was to drop north of the hills into the low lands of Fairfax and on to the river. The Fairfax Drainage District did provide the right-of-way and assumed the maintenance of the sewer in return for the right to connect at several places with the line.

When Guy Stanley had announced his plans to build "a home for industry" in Fairfax in 1922, he had private discussions with the various public officials in the community to acquaint them with "his dream." He liked to conduct his negotiations in a confidential manner, and this paid off, many an industry coming to our City as a result of private meetings with public officials discussing the attitude of the public bodies toward their locating in the area. Mr. Stanley recognized that the tax rate was an item of major importance to every industry, and he knew it would be necessary to assure the industries that they could expect no sharp increase in their ad valorem taxes if they built facilities in Fairfax.

Mayor W. W. Gordon, in office at the time, later testified in the annexation litigation that

he promised that the Fairfax District would not be annexed for 25 years in order to give it time to develop. Mr. Stanley denied this and said that only the importance of not annexing the district so it would not have to assume the City tax rate was discussed.

In any event, nothing of record was kept concerning this. But the City took the position that it was a "gentlemen's agreement" for only 25 years and by 1949 it had expired two years previously.

The law applicable to annexation in Kansas has not been changed since 1903. It permits cities to annex land if platted, or lies mainly within the city (interpreted by the courts to mean if more than 50 per cent of an area's boundary touches the city limits). The law also grants cities power to annex "any tract not exceeding 20 acres so situated that two-thirds of any boundary thereof lies upon or touches the boundary line of such city.

Court decision has held that the word tract meant piece. Hence, a city could not annex a portion of a tract or piece of land owned by one firm or person if the total tract contained more than 20 acres of unplatted land, and two-thirds or more of its boundary did not adjoin the city limits.

To go on with this story of municipal controversy, the City had not extended its boundaries to any appreciable extent after the annexation of Rosedale in 1922. Some thought that the Fairfax District should be made a part of the City and assume part of the burden of paying for City government. In view of the growing competition for industry others urged that the district be left outside the city limits where the tax rate was lower. Many of the industries said they had been induced to come to Kansas partially because of the lower tax rate.

In 1949, the Fairfax Bill again was introduced in the Legislature by Sen. Joseph H. McDowell of Wyandotte County, who was serving his first term, and by three veteran state Senators who had been working for industrial development for Kansas for many years. The bill passed the Senate, but when it came before House committee it was opposed by the City, the Board of Education, and the Cham-

ber of Commerce. The moving spirit in the Chamber of Commerce was the manager of Swift & Co., who contended that the meat packers located in the City had for years paid most of the taxes and that the newer type industries in Fairfax should join in assuming the tax load. Then charges were made that the bill would permit the Fairfax District to form its own "quasi-municipal" government and it could never be annexed.

Amendments were added to spell out that nothing therein would affect the right of the City to annex the district under state law. But this was to no avail, for the battle lines had been formed, and it was easy to obtain support for any fight to prevent giving "concessions" to the large corporations.

The merits of the bill were lost sight of and the arguments centered on annexation and preventing the industries from "setting up Little Kingdoms."

The bill was pending in the House when the City enacted the first of three attempts to annex the district. Large delegations on both sides appeared in Topeka for hearings on the bill. The labor unions were split on the matter, the larger number in favor of the bill, as it would encourage more industrial expansion and more jobs. But the House did not pass the bill.

The City enacted its annexation ordinances in 1949 on the theory that they could first annex the streets leading to the City-owned Fairfax Airport; then since it was part of the City, the entire district would be mainly within the City.

Actually the Fairfax industries were not afraid of annexation; altho they were not eager for it, as it would mean considerable tax increases. Mr. Stanley had been careful never to plat the district, and the Union Pacific Land Company had seen to it that tracts of more than 20 acres of unplatted land were adjacent to the city limits at all places. The attorneys for the industry had

all given opinions that the district could not be annexed under existing law.

As soon as the City enacted its first annexation ordinances, the Attorney General and County Attorney filed a test case to determine if the City's actions were legal. In 1950 the Supreme Court ruled against the City and that effort failed.

In 1951 the Fairfax Bill was introduced again, and the fight started all over, the House again refusing to pass it. Other communities over the State were beginning to take an interest in the advantages of the bill and a few years later it was enacted. But by then Fairfax had lost interest in it, and was engaged in the long struggle to test the City's right to annex.

It was then evident that the issue of annexation must be settled and that there were equities on both sides of the issue. Many of the industries were bitter about Chamber of Commerce opposition to the Fairfax bill and support of the City in its effort to annex them. To them, it was clear that such action by the City was not authorized by law.

The Chamber of Commerce was anxious to resolve the matter and it appointed a committee to draft a bill providing for orderly annexation. Knowlton Carson, a local attorney who had evidenced fairness to both sides of the controversy, was appointed chairman. Representatives of the City, County, Fairfax, Board of Education, townships and members of the Legislature were on the committee. It worked for more than two years drafting a bill. The City opposed the efforts, but did sit in on the meetings. Finally a bill was drafted that would have permitted annexation after a hearing on the merits before the County Commissioners.

The bill was introduced by the local delegation in the legislature in the 1955 session and passed. It was hailed by the press as the answer. Then Fred Hall, the Governor, vetoed the bill without talking to any of the sponsors. The battle began again.

City Unfriendly, Fairfax Feeling

The following year, 1956, the City again enacted ordinances to annex the entire Fairfax District, this time on the theory that it was "economically within the City." The county attorney again filed an action to test the City's theory. By the time the case reached the Supreme Court, Governor Hall had been defeated in the primary of 1956 and had arranged for the Lt. Governor to appoint him to the Supreme Court if he resigned as Governor, which he did. When the case was decided by the court in 1957, members voted 4 to 3 against the City theory, Justice Hall writing the dissenting opinion.

By then it was generally interpreted by the industries that the City was against Fairfax and most of the industries were vocal in that opinion. The City officials denied the charge that they were "against Fairfax" and insisted that they felt sincerely that the Fairfax District had been given the benefit of the lower tax rate outside the city limits long enough and should help bear the cost of City government and the expense if the City annexed westward into "suburbia," which the City announced it would do if Fairfax was annexed first.

In December, 1957, the City made a third attempt to annex the district. The theory this time was based on the City annexing a tract of less than 20 acres by splitting a piece of land owned by one owner, then gradually moving the city limits to include the entire district. This was directly contrary to the opinions of the lawyers for the industries, as stated previously. The County Attorney again filed the test case. In January 1958, the City re-annexed the district as "Insur-

ance" and the double set of ordinances caused more confusion.

The case was pending for nearly two years when the Supreme Court appointed a master to hear the evidence and make recommendations as to the law. Most lawyers felt that he would follow the previous two decisions of the Court and decide the annexation was not legal.

On July 23, 1959, a new event intervened. The Attorney General announced that he was taking over the test case filed by the County Attorney. He filed his entry of appearance for the State and moved to dismiss the case.

In Kansas the only party that can file an action to test the official acts of public bodies is either the County Attorney or Attorney General, and the test case must be filed in the name of the State of Kansas in what is known as a quo warranto action (a Latin term meaning "by what right").

In March, 1960, the Supreme Court sustained the right of the Attorney General to dismiss the case. Gov. George Docking appealed to the Attorney General to not dismiss the action, and to "give the industries their day in court." But to no avail. The industries attempted to appeal the dismissal to the United States Supreme Court but that court refused to decide it, stating that it was a matter for the State court to act upon. It was difficult for the industries to explain to their legal departments, many located in the home offices back East, why the obvious unlawful acts of the City could not be tested in court. But the rule mentioned prevented it in view of the attitude of the Attorney General.

By then the feeling between the industries, the City officials and Attorney General had reached a serious point, Threats to move out of the area were made. Loss of payrolls was mentioned. The Fairfax Association pointed out that in 1953 it had gone to Topeka to consent to being placed in the City school district and be assessed by the Board of Education for City school taxes, even tho there were no school age children in the district and the district was outside the city limits.

The industries paid their new City taxes under protest, then filed suits in the Federal Court of refunds. But again the court ruled that only the State could challenge the actions of the City and that the tax must be paid. By 1964 the litigation had ended. The industries had no place to turn, and they were tired of the controversy. Members of the Supreme Court expressed the same feeling. The expense of the litigation had been costly. Fairfax had been annexed.

Guy Stanley had died; the strongest fighter for the rights of the district was gone. Vic Cavin, manager of the Phillips Petroleum refinery, president of the Fairfax Association, was anxious to restore harmony between the industries and the City officials. After consultation with the board of directors of the association, he announced at the annual meeting of the association in December, 1964, that no further fight would be made against annexation; the association wanted the matter officially ended, and to work with the City to build the best city possible.

The City turned its attention toward westward annexation of "suburbia." The City had insisted that once the Fairfax controversy was settled, it would begin annexation of the built up areas to the west. In 1965 the City studied the suburban areas. Most of the land as far west as 80th Street had been platted. The townships had been attempting to fill the vacuum of no City government for the area and had built large water distribution systems and sewer systems, including treatment plants. The City did not start construction of a sewage treatment plant until 1965. The townships had volunteer fire departments.

It was finally decided that the City should annex as large an area as possible, so an

overall planning effort could be made to prepare the City for the years ahead, and provide proper space for continued residential development and industrial expansion, as well as shopping areas and apartment development. The City decided to annex all areas which had become "urban" in character and were, or could be, served by sewer systems.

In starting proceedings to annex to the west the City was careful to move strictly according to law, and annex only platted land, or tracts under 20 acres, and then areas encircled by 50 per cent of the City boundaries. It took more than 100 ordinances and careful preparation of legal descriptions to accomplish the program.

By the fall of 1966 the City had extended city limits to where they are today (50th Street south of the river, and along 75th to 89th Street north of the Kansas River). More than 50,000 inhabitants were added; the geographical size of the City nearly doubled. This was generally approved by civic groups and the press as something that had been postponed too long, and was necessary if the City was to keep pace and grow and be able to serve the needs of the urban areas.

The annexation was opposed by the townships, as it meant the reduction of their geographical size to a very small area, as well as the loss of the salaries of the township officials, since they were paid to supervise the water systems and sewer districts. These would be taken over by the City after annexation. A few opposed to the annexation because they just wanted to remain in "rural" areas and not be a part of any city.

However, the annexation had definite benefits to the area annexed. It brought lower water rates and reduced electric rates once the BPU took over the systems. It also permitted the annexed areas to attach to the City school system and benefit by reduced school taxes, the local tax base then being spread citywide. Industries mostly within the City would help carry the burden. City services, such as trash and garbage collection, police and fire protection, etc., could be extended to the areas.

Litigation opposing the annexation was filed by the townships. Public meetings were held to debate the matter. The Mayor appeared at

all meetings to explain the City position, and the press gave the matter full coverage. When the lawsuits came to trial the District Court sat "en banc" with all five District Judges hearing the case. They decided that the City had acted within its right and that the annexation was legal in every respect.

Appeals were filed but the Supreme Court refused to overrule the District Court. In November, 1966, the litigation was ended and the new city limits were fixed.

The City at once directed the Planning Department to update the master plan for the new City. The BPU assumed the operation of the water system and started negotiations with the Kansas City Power and Light Company (which had served the area with electricity) to acquire their electric lines, transformers, etc. The City negotiated contracts with the townships to provide complete fire protection for the unannexed portions of the townships. The Washington School District voted to attach to the City School District.

These long battles over annexation created more controversy than anything in recent years in the community. Everyone is happy that they are now behind us, and that we have a community united, with ample space to plan for our future. The scars of the 17-year controversy have healed quickly.

In 1968 two important projects were approved by Federal authorities, the Center City plan to rebuild "downtown" and planning funds for a "Model Cities" program to coordinate all public and private efforts to improve the "quality of life" in the older northeast part of the City. Citizens here are largely Negroes, many with below average income and without adequate housing and other public services. A large percentage of the welfare recipients resided in this area. It seemed the logical time to up-date our "master city plan" and gain authority for an accelerated public works program.

Legislation was obtained to permit the establishment of a "Public Building Commission" to construct public buildings by issuing rev-

enue bonds to be repaid by rent from the public agency using the buildings and facilities. Harlan Potter, a local industrialist and active civic leader, was appointed chairman of the commission. Plans were made to construct a new City-County Health Building, a new Municipal Building (City Hall), and parking lots to serve the Center City renewal project.

The City updated the master plan, and a proposal to issue \$15 million in bonds to carry out its provisions was submitted to a vote. Dave Lewis, executive with the Boilermakers Union, Dr. A. P. Taliaferro, a Negro physician, and Kenneth Wells, editor of the newspaper serving the Argentine district, assumed the positions of co-chairmen of a citizens committee to support the bond issue. It carried in the 1968 general election in nearly every ward, one of the few bond issues in the metropolitan area approved that year.

The City started planning for the widening of Parallel Avenue from 18th Street west to the city limits; the improvement of Chelsea to connect with Parallel at 18th east to the Lewis and Clark Viaduct; improvement of Jersey Creek from its source near 34th Street to 5th Street; a new viaduct across the Union Pacific tracks north from Kansas Avenue; and new flood pumps in Armourdale and Argentine.

The total of all these improvements plus highway construction and renewal projects amounts to nearly \$100 million; they will take from five to ten years to complete. Efforts have been made to obtain State and Federal aid in all of them, and some indication of success is evident. The State Highway Commission placed 7th Street south of the Muncie Expressway on the State Highway system, making any improvement (the viaduct) eligible for State and Federal aid. The portion of Chelsea Trafficway and Jersey Creek within the Model Cities area boundary is eligible for Federal aid thru the Urban Renewal program. Hopefully the \$15 million bond funds will be made to stretch many times beyond their original amount with the addition of such aid.

Dog Tax Receipts Paid for Books

Many stories could be told about our schools and education in Kansas City, Kan. A school board is closer to the citizens than any branch of local government, and anything that affects the child receives a ready response from the parents.

The Indians opened the first free school in 1844, in a log cabin between State and Nebraska on 4th Street. John Armstrong was the first teacher. The jail was across the street.

After the Civil War the town of Wyandotte began to erect public schools. The first was opened in 1867 in Huron Park. Some complained it was too far from the center of town. By 1866 the per pupil cost was \$11.40 a year and the salary for grade school teachers was \$440 a year. Today the per pupil cost is \$492.64 and the starting salary in elementary schools is \$6,450. The school budget today is larger than that of the City or County and accounts for the largest part of the ad valorem tax rate.

Sumner High School is the only high school in Kansas that has an all Negro student body. There has been difficulty in obtaining its admission into "leagues" for various sports. The leagues control their own admission requirements and decide who to invite to become members of the league.

There was some discussion in the community that it should be abandoned as a high school and converted into a vocational school for students from all parts of the city. But this was not done and a new vocational school is to be built on Parallel near 59th Street. There is a strong feeling among many in the Sumner dis-

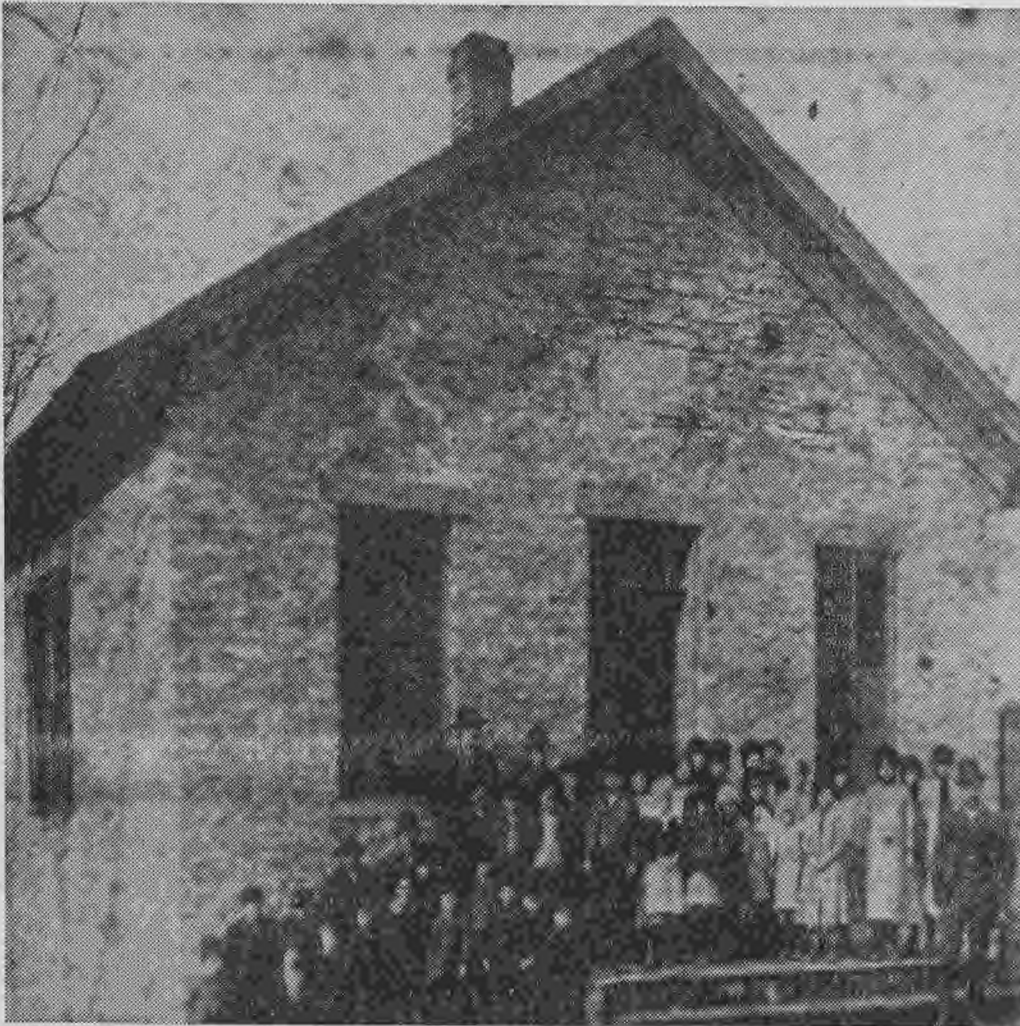
trict that the school should remain and be enlarged. The Board of Education has indicated that they will propose that the school area be enlarged to 9th Street south to New Jersey so that parking space and more athletic facilities can be provided as well as additional classrooms.

At a high school reception in 1910 held in the basement of the library, the students played cards and danced. In April, the Ministerial Alliance protested. That same year the Board of Education committee on teachers and salaries recommended that all married teachers be dismissed. For many years married women were employed only as substitute teachers.

The first public library was built in 1903 after a long effort. This was made possible by a gift of \$75,000 from Andrew Carnegie, the steel magnate and philanthropist. But it needed books, and it took a woman to get them.

Sarah A. Richart, a local club woman and former school teacher, proposed that the City enact a dog license tax and that the revenue be used to purchase books for the library. She sold the idea to the City Council, and the ordinance was enacted. She was appointed the first dog enumerator to collect the dog tax. The story had its humorous side. It was said that perhaps the yellow whining cur that made nights hideous on Oakland gave the Rubaiyat to the library. The brindle pup from Minnesota Ave. may have contributed the Royencroft edition of the poets, all from their taxes.

Every dog has its day, in this instance contributing something to the Public Library. The idea spread thruout the breadth of the land



A pioneer Kansas City, Kan., public school was Quindaro school, above, a structure built of native limestone, trimmed with wooden shutters, presumably green in color. It was located at 27th and Farrow, at or near site

of present Quindaro School. The first public schools in Kansas City, Kan., were erected in 1867, one, Central, standing where the Public Library is now located.

as other cities adopted it. By 1910 the library had 20,000 volumes and 10,000 borrower's cards in use.

Sentiment for vocational education has always been strong, thanks to the demand thru the years of industry for trained personnel. The large number of immigrant residents stressed the need for adult education in English, reading and arithmetic. During the period up to the end of World War I, our Board of Education led the State in the number enrolled in night school, in manual training, and in vo-

ational classes. Then the accent on these classes changed, partly due to lack of demand and also from new ideas in education.

We were the first city west of the Mississippi to establish a Junior High School (Central Junior High at 9th and Ivandale, in 1915), and one of the first in Kansas to establish a Junior College.

In 1922 Lorraine Elizabeth Wooster was elected State Superintendent of Public Instruction. She sent questionnaires to all applicants for teachers positions requiring answers as to

whether they used tobacco, played cards, danced, attended church, and what church. The City Superintendent of Schools, M. E. Pearson, protested, stating he went to church and saw and knew only those who went to the same church and that only if he met a teacher on the street would he know anything about smoking, and dances were not in his line.

In the summer of 1922 the State Board of Education and Lizzie Wooster had a battle over revoking certificates of those teachers who smoked or used a powder puff.

In the 1880's there was need for a local college. Samuel Mather, a local physician, gave 122 acres to the Methodist Church to build a university; and in 1896, the Kansas City University opened on the present site of the St. Augustine Monastery at 33rd and Parallel. For many years it provided for the needs of local students who could not afford to attend college away from home.

IN 1901 the Central Baptist Theological Seminary opened on the site of the present Northeast Junior High School, and later moved to its present location at 29th and Minnesota.

One of the most remarkable schools was Western University, founded as Freedman University in 1860 by Rev. Edwin Blatchley, who gave 130 acres near 27th and Sewell for the site. Wilham T. Vernon, president of the school, prevailed upon the African Methodist Episcopal Church to take it over in 1895. It was operated for Negro youth, and every student was required to put in half his time learning a trade. It operated until 1937 when lack of funds forced it to close.

The State School for the Blind was established in 1867 on its downtown campus adjacent to the only lake in the City, Big Eleven, at 11th and State Ave.

Today the most pressing problem for our school system is devising ways to integrate the Negro students so that they will not be victims of de-facto segregation. Because so many neighborhoods are populated entirely with Negroes the neighborhood schools have become segregated by that fact alone. A recent report of three Deans who studied our school system and the Presidents's Commission on Schools have pointed out that a Negro child educated in schools where all pupils are of their race does not receive the same quality of education as the children in schools populated by mixed classes.

School authorities propose two methods of solving this problem which exists in most large cities today. One is to bus the children to schools where

students of all races will have the opportunity to get to know each other, from the lowest grades on thru their school experience, or to pair schools so that two schools will operate as one, with one school from a neighborhood populated with Negroes and another school from a neighborhood where children of the Caucasian race reside. Then during the school year they would mix classes and exchange students between the two schools.

Sentiment among many is to let the neighborhood grade school remain as it is, increase its size if the number of students require it, but not transport the children to a school outside their own neighborhood. Balancing the desires of parents with the social problems will require cooperation of all with the Board of Education in solving this.

In the fall of 1967 the Board of Education placed a \$17 million bond issue on the ballot. It was defeated in nearly every ward. The School Board recognized the need for improving the physical facilities. Many of the older schools needed replacing and enlarging, and in the rapidly growing sububia the new schools were already overcrowded. For some reason the "needs" were not interpreted to the public and sentiment opposed the bond issue. The League of Women Voters, among others, was not satisfied with the program, and civil rights groups were unable to obtain satisfactory answers to their questions.

Once the bond issue was defeated, however, all groups seemed to unite on the proposition that a bond issue to improve the schools was a "must," and if a proposal could be prepared in more detail that it would carry at another election.

In the spring of 1969 a group called "Citizens for Self Determination" contended that the citizens were not consulted by the School Board when major decisions affecting school "policy" and filling vacancies on the Board occurred. The group was unable to arrange meetings with the School Board, so it formed a "boycott" against the downtown stores. Pickets were stationed on Minnesota Ave. urging the merchants to use their influence to have the School Board meet and discuss matters with their group.

After some conferences with both sides, the merchants were able to set up such meetings and the boycott ended.

One thing everyone agrees on is that we want to continue to build the best school system and to take advantage of all new methods of education of our youth.

Urban Housing Cries For Relief

Experts on urban affairs started to speak out in America in the late 1940's. It was apparent that older cities were run down. Many neighborhoods had become ugly. Crowding, inadequate street patterns, neglected parks, and lack of green spaces spurred an exodus of the more affluent to new homes in "suburbia." Federal mortgage insurance was more favorable to new subdivisions than in the older sections; new homes in the \$10,000 to \$20,000 price range could be financed with little or no down payment.

The wealthy took their taxing capability out of the older city, and the poorer with their problems moved in. City planners referred to it as the "white noose of suburbia strangling the inner city."

In 1945 Congress made funds available to cities that would undertake to provide new housing for low income families. The first experience over the nation was with large apartment complexes filled with families of low income, often without a father or husband, and with the elderly caused problems. The new housing, completely paid for with Federal funds, soon began to look blighted, a term interchangeable with "slum."

It was not until the 1960's that the experts concluded that grouping large numbers of "low income" families in "projects" created the same problems in their new units as had existed in the quarters they formerly occupied.

In 1948 the experts decided that in addition to housing for the poor, cities had to do something more. They needed to be "renewed" or "redeveloped." It was economically unprofit-

able for private investors to acquire large tracts, demolish the old structures and erect new buildings.

The owners often refused to sell; and if they did, they set their prices too high. Congress decided to underwrite part of the cost and the "Urban Renewal" concept was enacted into law.

This new tool for cities to "renew" themselves sounded simple. If states would enact laws permitting the cities to establish agencies to undertake "renewal," the Federal government would make loans from a 1 billion dollar fund to aid the cities. In addition, Congress set up a one-half billion dollar fund to make grants to cities to pay for two-thirds of the "net project cost" or "loss" on the project.

The states in turn had to permit the city agency to exercise the power of eminent domain to "condemn" property if the owner would not sell. The City was obliged to prepare a "plan" of what the area would be used for after it was acquired. Such plan would be approved by the Federal agency administering the loan and grant money. In addition, the City had to declare that the area was "blighted" or a "slum."

This mechanism, a method to build housing for families with "low incomes" (usually less than \$2,000 a year), and a means to acquire "blighted" or "slum" areas and resell the tracts to private developers who would "redevelop" them according to an approved plan,



The billion-dollar flood of July, 1951, which devastated parts of this city hastened the advent of Urban Renewal in Kansas City, Kan. Renewal legislation became effective in Kansas just 13 days prior to the flood. As the flood waters subsided and the magnitude of the dam-

age was revealed, civic leaders urged use of the new law to rebuild Armourdale. But not until subsequent acts were upheld by court could the city proceed. Much of the area wrecked by the flood, as shown here, has been redeveloped since via Urban Renewal.

appeared to the experts as the solution for the basic needs of the cities, particularly in dealing with the older sections and their inhabitants.

The program was quickly accepted by the large cities in the north and east. But in many states it appeared to be an unwarranted interference in local affairs by a power-hungry Federal Government. The idea of the Federal Government

making plans to remodel our cities just not set well with states' rights advocates. The idea of taking private property and reselling it to another private citizen to be developed for non-governmental use seemed to many to be depriving the first owner of his property contrary to our constitutional concepts.

Legislators from the cities were under pres-

sure to introduce "renewal" laws from the city planning departments and city officials who wanted to save their cities from economic decline. Many states enacted such laws; but when cities created agencies to start the project, they found themselves involved in litigation. It took several years to obtain court decisions, which almost unanimously sustained the laws.

Up to the late 1950's the concept of those who wanted to save the old city was limited to physical renewal of the streets, utility lines, parks, and buildings. The only attention given to "human needs" was some attention to the housing of the "low income" family; and, as mentioned, that need was assumed to have been met by moving them into new brick garden or high rise apartments. It was not suspected at the time that we were actually anchoring these families in a new type "ghetto" surrounded by families with the same needs and problems as each other.

Aware of housing setbacks in other cities, officials in Kansas City, Kan., nevertheless decided to seek legislation for both "public housing" and "Urban Renewal" in 1951. A prior effort somewhat along the line of "renewal" had been made in 1947 when Willard Breidenthal decided that there might be a time of economic depression after the war and cities would be called upon to start work projects to provide jobs. He prevailed upon Thomas Finigan, a local lawyer and member of the Legislature to introduce a bill that would have permitted cities to undertake "renewal" projects with their own funds if the State Corporation Commission approved the "plan." The law was enacted but never used. It was determined in 1951 that a "Public Housing" law could not secure sufficient support to be enacted, but a "renewal" law might.

A bill to permit cities to take advantage of the Federal financial assistance for "renewal"

projects was introduced. None of the other cities wanted to experiment with it, but they were willing to let Kansas City try it.

The bill was amended to apply to only a city of the population of Kansas City, Kan.; and it was enacted. It became effective June 30, 1951. Thirteen days later the great flood of that year made thousands homeless in Armourdale. Civic leaders seeking a means to rebuild Armourdale, urged use of the new law to start a "renewal" project in that area. Before the Federal agencies would loan funds, they insisted that the constitutionality of the new law be determined.

It was obvious from experience in other states that litigation would be filed sooner or later to test the law. They felt that before funds were committed to start acquiring land or making site improvements, we should be sure that law would hold up. The City established its first Urban Redevelopment Authority, consisting of Joseph H. McDowell, lawyer, and State Senator; Lewis H. Brotherson, business manager of the Board of Education; Claude F. Pack, local banker; Clarence H. Waring, manager of the Gas Service Company, and Paul F. Mitchum, member of the Kaw Valley Drainage Board (later Mayor).

Within a few weeks a "plan" to redevelop Armourdale had been prepared. The City planning consultant, Fred Robinson, was appointed director of the Authority and a test case was filed to determine whether the law was constitutional. The Supreme Court held that it was unconstitutional because it violated a provision of the State constitution that said, "In all cases when a general law can be made applicable, no special law shall be enacted," and left it to the courts to determine what was a "special" law. Since it applied only to Kansas City, Kan., the Court held it was a "special law."

Relocation Act Paired With UR

At the next session of the Legislature in 1953 sentiment was even stronger for urban renewal, and again a bill was introduced, this time applicable to any city "with a townsite over 100 years old."

The Redevelopment Authority was reappointed and another test case was filed. Again the Supreme Court held it to be "special legislation," since only Kansas City, Kan. had a townsite that old. By then other cities were beginning to show an interest in the legislation since it was permissive and did not require a city to use it if it did not desire to. In the 1955 session, the bill was again introduced. This time it was made applicable to cities with a population that included Kansas City, Wichita and Topeka. This time the law was held to be constitutional. Two years later other cities had decided they wanted to be included and it was amended to apply to all cities.

In November of 1955, Mayor Paul Mitchum appointed an Urban Renewal Agency. By then Armourdale had recovered from the flood damage, many homes had been repaired with grants from the Red Cross, and business firms had been able to obtain loans from the Small Business Administration. Both agencies provided freely of their resources to accomplish the task.

The new Agency turned its attention for its first renewal project to the renewal of the Gateway area from Minnesota north to Jersey Creek from 3rd to 5th Streets.

One of the members of the Agency was Thomas M. Van Cleave, lawyer and member of the Legis-

lature. The State law and Federal regulations required that a means must exist for the "relocation" of persons displaced by a renewal project. Persons who owned their own homes in a blighted area could only be paid the "market value," and often it was not sufficient for them to purchase a home elsewhere.

Mr. Van Cleave realized that this problem of "relocation" would be a hurdle for every project that would displace residential occupants. In 1957 he introduced a bill to permit cities to participate in the Federal financing of Public Housing for low income families, but was forced to limit its application to Kansas City and Topeka. No other city wanted it for fear the city officials might be tempted to get involved in "another Federal program." (Four years later other cities changed their minds and the law was amended to apply to all Kansas cities).

The public housing law was enacted in 1957. The following year Mayor Mitchum appointed the Municipal Housing Authority, and their first project was the 400-unit Juniper Garden complex at 3rd and Richmond.

The planning and execution of the renewal of the Gateway project caused great controversy. Litigation to clear up problems in issuing bonds for the City's one-third share of the "net cost" or "loss" had to be disposed of. Public hearings were stormy because hundreds of residents would lose their homes. The public housing was not yet available, and it was difficult to find places to "relocate" the people.

It was not until 1968 that the project was completed. In the mean time a project east of 7th and Osage to build an Industrial Park and two projects in Argentine and one in Rosedale were started.

The long wait to complete the Gateway project paid off. The million dollar Home State Bank was the first structure built in the area . . . by Claude Pack, who had been one of the original supporters of the "renewal" program. Then came the Holiday Inn, the Gateway Plaza Homes (an apartment project sponsored by the Baptist Church), the Ford Truck Center, and the million dollar H. D. Lee facility. An addition to the Holiday Inn, an office building, and more units of Gateway Plaza were started in 1968.

Similar results were realized in the Armourdale Industrial Park. It was soon filled with new manufacturing and warehousing facilities and has led to the City starting a second project, Armourdale East, to extend the area for additional industrial development.

The most striking results of "renewal" are in the Argentine projects. The vacant hill overlooking the Kaw River east of Woodland Boulevard and north of Steele Road now contains apartments and fine homes. The principal business street, Strong Ave., has been redeveloped into a show place with a new shopping center, bank, postoffice, professional buildings . . . and our first parklets, one containing sculptured plaques.

The dramatic results of the Rosedale project can be seen as the site improvements near completion. It will provide a setting for the Kansas University Medical Center as well as sites for satellite medical firms, housing and commercial development. Rosedale should recapture its former prominence as the most beautiful area in the City.

The City also removed the trees and weeds that for twenty years had obscured a view of the replica of the "Arc de Triomphe" of Paris located on Mt. Marty north of the Rosedale High School, and the Rosedale Business Association provided flood lights. The arch, a memorial to those who died in World War I, presents a dramatic view from the Turkey Creek watershed.

The turmoil which renewal projects originally caused, by opposition of those who may have

to sell their property, or by those who do not approve of certain parts of the plan for redevelopment, has engendered animosity in some projects; but the great majority now appreciate the end results, the removal of blight and replacing it with added tax valuation and attractive structures.

The opposition prevented the City from embarking on any plan to renew the central business district (Minnesota Avenue area) until 1965. That year the Mayor requested a group of local architects to prepare sketches showing their ideas on how "down-town" might be redeveloped. The architects seized the task with enthusiasm and devoted many hours at no cost to the City. They produced ideas and drawings which showed what could be done to make "downtown" as attractive as any new shopping center. After presenting these to the public and receiving a good response, the City that year authorized filing an application for Federal funds for a renewal project for our "Center-City."

It took more than two years to "plan" the Center-City project. The City renewal agency employed a firm of economists to forecast the feasibility of the project. The firm that had studied the Silver City renewal project proved to be conservative in their analysis. They determined that the Center-City project, once completed, would require 401,000 new square feet of retail space; 250,000 square feet of new office space, and 250 more motel units, as well as support 1,300 new multiple family housing units.

The Department of Housing and Urban Development approved the application in the fall of 1968 and reserved a grant of \$13.7 million for two-thirds of the cost of the \$20 million project. By the spring of 1969, acquisition of those tracts scheduled for demolition had begun and a spectacular model of what the new "mall" on Minnesota Ave. would look like had been prepared.

The goal is to make our Center City so attractive that people for miles around will come to look and shop, and merchants will be attracted to bid for space in the project. It will create a new image for the City along with the new "sky-line" appearing in the "Gateway" renewal project adjacent on the east where a new Holiday Inn and new office building have been constructed.

Private Capital in Urban Renewal

Kansas City, Kan., in 1969, decided to attempt a new type of renewal project in the Greystone Heights area. Altho all "renewal" projects are conducted pursuant to state law, the fact that the Federal government acts as the banker and exercises careful control over the design and cost causes many to believe the Federal authorities control the planning and execution of the project. The City decided to carry out a non-federal assisted project in Greystone Heights. This area is located on a picturesque bluff south of the Kansas River east of 7th Street. It has been a part of the City since the original consolidation of the five towns in 1886, but sewers had never been feasible because of the large deposit of rock in the bluff. Small homes had been built over the past one hundred years and most had become blighted and occupied by folks of low income.

However, the area had strong neighborhood feeling and the residents had organized an "action group" to try and improve their neighborhood. Lester Dean, president of a firm that owned the part of the bluff in Missouri (the state line bisects Greystone Heights) had developed the limestone ledges into underground caves by excavating the stone and building warehouse and light manufacturing space therein. He conceived a plan to "redevelop" the Kansas portion of the bluff. He worked for more than a year with the neighborhood action group. They reached accord on how to relocate the residents who desired to retain their homes in the area, and devised a plan to redevelop the area for industrial use which would provide new plant facilities both above and below ground, and of course, job opportunities.

The City then proceeded to declare the area a renewal project. The entire cost of preparing

a renewal plan, acquiring the land and relocation of the residents, will be borne by the private firm.

No Federal funds will be involved. This experiment in renewal without Federal grants and loans is being watched by other cities. If it proves successful it could provide a way to use the "renewal" approach for many small areas and eliminate the delays necessarily connected with any project involved with Federal agencies.

It is estimated that our presently planned "renewal" projects will total in excess of \$40 million, the City's one-third of the "net cost" being around \$7 million.

Many lessons were learned by cities over the nation as renewal projects were undertaken. In 1961 a new concept was added. This was to not limit the work to a "bulldozer" type operation where all land was cleared then resold for redevelopment. It was also important to conserve all structures possible if they could be rehabilitated to standards set out in the "plan" for the area, and rehabilitation was made a part of the program. Argentine and Rosedale were "rehabilitation" projects. This concept removes much of the opposition, as it permits many owners to retain their property if they are willing to make the investments to bring the property up to the standards.

In 1955 planning experts devised a second tool to assist cities in combating blight. It was "code enforcement," a technique whereby a city would adopt minimum requirements that all structures must meet, or the city could demolish them and charge the cost as a lien on the property. This "tool" was authorized in our State Renewal Law in 1955. This program differed from "Urban Renewal," because no money was paid to the property owner, and his property was not taken. However, if the owner

did not repair the property, it would be removed and the cost made a lien on the realty.

Our minimum structures code was revised in 1965, and a stepped-up program of inspecting every structure in the City was started. In two years more than 25,000 structures were inspected and many hundred were demolished. But thousands of structures were brought up to standards; the results are evident in nearly every block of the older sections of the City. The residents, once they found that the City was interested in their neighborhoods, cooperated in rehabilitating their homes and business structures. In 1966 the City embarked on a massive street resurfacing program which also spruced up the appearance of neighborhoods.

The City recognized the need for public housing for persons of low-income and for persons displaced by trafficway construction and renewal projects. After the 400 units in Juniper Gardens were built, another 100 units were constructed south of St. Margaret Hospital, and 55 units near 34th and Douglas south of the Mennonite Home. One hundred fifty units are planned near 42nd and Barber, of which 76 are especially designed for the elderly; 96 units were constructed in Rosedale near 41st and Springfield; and 302 units for senior citizens in an all-electric apartment complex were built at 9th and Nebraska.

In 1965 the City decided not to plan any more public housing grouped in a "project," and to disperse future units a few to each neighborhood in order to prevent congregating families of low income together. Those mentioned above will be the last of their kind.

Housing projects, like Urban Renewal, take many months, and often years, to complete due to the delays in processing papers with Federal agencies. A total of 1,250 units of public housing are in various stages of completion in our City. When available these will do much to take care of the needs of our low-income families and relieve the stress caused when families are forced to live in inadequate housing. In early 1969, an application to build 1,500 more units was filed with HUD.

The recent crisis in many cities has caused all cities to examine what are priority needs. Adequate housing and elimination of blight are high on the list for our City.

The key to the solution of the problem of the "inner city" is employment. Every board and commission that has examined urban poverty has concluded that unemployment and under-

employment are our gravest problems. If we are to deal with the deficiencies in our social programs, we will place the highest priority on making sure men and women have jobs. For there is no real alternative. Most agree that a massive further extension of welfare services, or a new profusion of guidance counselors and psychiatrists, whether on a block, neighborhood, or other basis, will not do the job. All these have a role to play. But welfare workers, or higher welfare payments, cannot confer self-respect or self-confidence in men without work. In the United States, you are what you do. Employment is the goal, but not a program in itself.

The older sections of the City must be made into centers of profitable and productive private industry, creating dignified jobs.

It is imperative that we enlist the energies, resources and talents of private enterprise in this urgent effort. To rely exclusively, even primarily, on government efforts is to ignore the shaping traditions of American life and politics. To ignore the potential contributions of private enterprise is to fight the war on poverty with a single platoon, while great armies are left to stand aside. For private enterprise is not just another part of America; in a significant sense, it is the very sinew and strength of America. It has created jobs for dozens of millions of Americans now at work.

While waiting for our Legislatures to provide tax incentives to encourage private enterprise to engage in this new "social" type of business for the inner city, our City has called on industry to plan how it can assist. A committee has been formed with representatives of our leading industrial firms to come up with a plan. The Fairfax Industrial Association has formally offered to assist in job training and placement in connection with the Model Cities program, which will make substantial Federal funds available for a coordinated attack on the problems of the older parts of the City in order to make the quality of life therein better.

Whether it will be possible to make private business a partner in this effort remains to be seen. It is worth the effort and our City is one of the first to make the start.

The need for "planning" urban growth has finally been accepted in America. We now recognize that the civilization called America must reflect rational decisions in the public interest, instead of being just the amorphous result of thousands of individual decisions in the interest of private profit.

In 1966 the City, with the assistance of a \$150,000 grant from the Department of Housing & Urban Development, undertook an intensive study of community needs together with a specific program for action to meet those needs within the City's financial and social resources. The effort is called the Community Renewal Program, referred to as the CRP. It is strictly a planning effort and the name is misleading. It took more than two years to complete and consisted of a complete survey of all structures, streets, walks and other physical parts of the City; studies on population projection, economic analysis, social services, housing needs, education, and goals for community improvement. It broke the City down into 25 districts and a separate report on each is being prepared (Fairfax, Riverview, Northeast, Kensington, Northwest, Wyandotte Plaza, Rosedale, and Welborn are examples of how the neighborhoods were named.)

When the report is published it will consist of 40 booklets and will be the first complete report of city conditions and needs, with solutions and cost estimates, in our history and should be the blueprint for our planning efforts for many years to come. It was prepared by the City Planning Department under the direction of Robert Leanna, Director of Planning, and Nolen Ellison, the Chief Planner.

Many of the things disclosed in the report were known to interested citizens, but now they are documented and justified by statistics, facts, charts and forecasts. For example, it points out that our Negro population has been fairly constant as a percentage of total population. In 1890 it was 16.4 per cent and in 1966 it was 17.7 per cent. It proves that there is a close connection between poverty, blight, health and social problems, and crime. The majority of all occur in the same areas.

For example the majority of structures that require "clearance" because of blight are in the area east of 18th Street. Of 8,000 structures in the Northeast area, nearly 2,000 are substantially blighted. This compares with Armourdale which has 2,000 structures and 746 are blighted, and in Shawnee Heights with 3,100 total and 432 blighted, but in the Coronado Community of 2,100 only 65 are blighted.

While the streets and sewers in the older areas are more adequate than in the newer "suburbia," when the total cost of public improvements needed is compared, the cost is greater in the new areas because of needs for sewers and schools.

While only 3 per cent of our population received welfare payments, in the Northeast area there are 1,259 families on welfare as compared with 797 in Riverview, 74 in Rosedale and five families each in Muncie and the Wyandotte Plaza districts.

Of the total welfare and health problems and crimes, 29 per cent were in the Northeast and Riverview areas. Nearly all the residents who had not completed high school by age 25 were located east of 18th Street. Families with income below \$3,999 a year were likewise in that same area.

The CRP lists as two basic goals the promotion of industrial development and regeneration of viability (liveability) in the older areas east of 18th Street. A third goal is to guide the development of new areas so that they will contain desirable characteristics and will have long life as healthy neighborhoods.

To reach these goals the report stresses the need for leadership, particularly in the Negro community where many leaders have not remained in the community because of lack of opportunity. It covers caring for our aged also. By 1970 the per cent of our population over 65 will be 92 per cent. The need for nursing homes and additional retirement facilities is pointed out. Finally it states that in the past there has been a failure to recognize the interrelationships that do exist between activities of governmental as well as private organizations.

Cooperation and coordination of local efforts is not only essential, it says, but is now required in order to participate in any federally funded program. When published, this report will be made available to the public and hopefully every organization and interested citizen will study it and decide that investments in our future will pay dividends for all. The investment in renewal of the Center-City project is forecast to generate \$75 million in private investment. In the Northeast area the local cost of renewal is estimated at \$11 million but would increase the tax revenue to the City by nearly $\frac{1}{2}$ million a year if accomplished. In the Central Industrial District (the stockyards area), the City share of renewal would be $\$2\frac{1}{2}$ million but the assessed valuation would increase three times as a result.

ON the other hand, the local cost of public improvements needed in the newer Northwest area would be \$12 million and the increased tax return would only be \$23,000 annually.

Future Rests on The Persevering

Many more stories could be told of civic efforts to make this a better city. W. Lee Vaughan, a local druggist, fought for years to convince the various charitable agencies they should unite into one annual drive for funds . . . and the "United Fund" concept was the result.

We were one of the first cities to recognize the need for municipal parking lots; our downtown lots were started in 1935.

We had a councilmanic form of city government, with each district electing a councilman; then for more unity and efficiency we changed to the commissioner type, in which each Commissioner represented the whole City, but with certain responsibilities assigned to each for day-to-day operation.

In 1947 a campaign to adopt the city-manager type of government resulted in a bitter election; the proposal lost by a large majority.

But with city expenditures approaching \$20 million a year, the city employing more than 1,100 persons, expansion of the city limits and thereby reducing the size of the area still governed by the County, it is time to examine our local government and see if consolidation of functions will make for more efficiency. Under a law enacted in 1968, a committee to study City-County consolidation has been set up.

Area cooperation with our sister city in Missouri has improved in recent years; an area

transportation authority was created to take over the transit system for the metropolitan area. Joint applications by both Kansas Citys to improve the "bottoms," to secure planning grants for the Model Cities program, and to establish an "Urban Observatory" to work with our universities on urban research have been made.

Our City established a Civic Arts Council to focus attention on beauty and culture, and the State then established a similar group for all of Kansas.

The Great Plains Wheat, Inc. moved international wheat marketing headquarters to Kansas City, Kan. Until recently a local firm produced most of the dice and table chips for the gambling casinos of Nevada. The W. A. Smith Engineering firm, located in the Food Terminal complex, builds railroads all over the world, "Historic Aviation" magazine with world wide circulation is printed and edited in KCK.

A city that built radar, warships and bombers in war time, can do anything it makes its mind up to do.

In 1968 the voters approved a \$15 million bond issue to carry out public works projects to complete our "Master Plan." Improvement of Parallel Avenue into a four lane trafficway, cleaning up Jersey Creek (an open sewer), and

widening the 7th Street Viaduct into Armourdale will be the first projects undertaken.

Kansas City, Kan. is definitely on the move, and if we can induce our youth to return here after they complete their education, our future is bright.

More than \$40 million in renewal projects were in progress by spring of 1969; a Model Cities plan was to be completed by the end of that year for the area north of State Avenue and east of 18th Street. The Model Cities concept was difficult to explain to the neighborhoods in the project area. As so many Federal "projects" had been publicized in recent years, expectations were raised that great things would happen; then the long delay in getting any improvement underway made many skeptical of the program.

For example, it took more than 10 years for the first Urban Renewal project to be completed, it took seven years to build the first City-sponsored housing project for our senior citizens of low income (Wyandotte Towers, a 15-story, all electric apartment complex at 9th and Washington Boulevard containing 302 living units, with rents from \$40 to \$50 a month per apartment). We have been acquiring right of way for eight years for a "spur" into Fairfax from the west, and construction is several years in the future yet.

The Model City concept is to coordinate all the hundred or so Federal-assisted programs with all local programs that will improve the quality of life in older neighborhoods. Then the Federal Government can make supplemental grants to cities amounting to 80 per cent of whatever the local share is of all Federal programs involved in the area.

In 1968 Congress enacted a law that would have changed the method of financing Urban Renewal projects. It was called the Neighborhood Development Plan (NDP) and offered hope that a city could designate a large area that would require renewal efforts for various blocks or "corners" in older neighborhoods and permit the city to embark on a planned program by doing some of the renewal each year. Federal funds would be allocated on an annual basis to assist, and it would permit cities to capture for the local share all improvements of all kinds (school, Board of Public Utilities and city improvements) and use these credits for the city's one-third share. The City applied for the designation of the area generally east of 45th Street; and at a public hearing every civic group, business association and neighborhood group endorsed it. Then six months later the new national administration found that the funds to carry this program were inadequate and "froze" all applications. This slowdown has required the cities to revert to the "conventional" and slower process of applying for renewal grants.

But we have many programs under way and the face of the older city should be renewed over the next few years one way or the other.

It is obvious that public improvements and progress do not come easily in any city. It takes individual initiative and community spirit to accomplish things for the common good. We have been fortunate that in our history we have had civic-minded men and women who would come forward with ideas, then work to make them realities. Many of our leaders have passed on. It is time for the young people to take over the responsibility for our City's future.