

6 East 6<sup>th</sup> St. P.O. Box 708 Lawrence, KS 66044

www.lawrenceks.org/pds/

Phone Tdd 785-832-3150

Fax

785-832-3205 785-832-3160

August 10, 2009

James J. O'Malley 626 Ohio Street Lawrence, KS 66044

Re: BZA Appeals related to **SUP-4-3-09**: Consideration of a Special Use Permit for an Adaptive Reuse of Designated Historic for Property located at 603 Tennessee Street for a Bed and Breakfast

Mr. O'Malley,

I wanted to take an opportunity to thank you for our phone call discussion of July 31<sup>st</sup>, where we discussed your concerns for an applicant's ability to use Section 20-501 of the Lawrence Land Development Code, which establishes process and standards for requesting a special use permit for an Adaptive Reuse of a Designated Historic Property.

In our conversation we discussed your letters of concern requesting to appeal the decisions of the Planning Department to the Board of Zoning Appeals and you reiterated concern for using this code section as it applies to a request for a bed and breakfast at 603 Tennessee St. We agreed that if the applicant were to forego the code-permitted flexibility of the Adaptive Reuse section and instead revise the application to utilize Section 20-504 applying specifically to a Bed and Breakfast Establishment use, then the appeals to the BZA would be moot and your opposition to using the Adaptive Reuse section, as it applies to this specific special use request, would be considered withdrawn.

The purpose of this letter is to inform you that the applicant did revise the application and the Adaptive Reuse of a Designated Historic Structure is no longer part of the application in any form. The special use permit application for a Bed and Breakfast Establishment is scheduled to be heard, in its revised form, on August 24<sup>th</sup>. Based upon the revised application and our conversation, I consider the BZA appeal you submitted to be withdrawn. I encourage you to attend this meeting to learn more about the project and comment as you desire.

If you have questions, please contact me at 785-832-3154.

Sincerely.

Scott McCullough

Director

c: Serina Hearn



## RECEIVED

JUL 2 0 2009

Appeal to Board of Zoning Appeals O'Malley and Kressin July 20, 2009

City County Planning Appeal to the Board of Zoning Appeals Lawrence, Kansas

## **Decisions Appealed From**

1) Planning staff's administrative decision that owners of properties within 200 feet of 603 Tennessee were not entitled to mailed notice of the Historic Resources Commission's hearing of an application for a Special Use Permit for Adaptive Reuse of 603 Tennessee as a Bed and Breakfast (SUP 4-3-09)

2) Planning Staff's report in SUP 4-3-09 asserting that the Development Code allows the proposed B & B to have a resident manager rather than an resident owner

#### Requested Relief

- Removal of SUP 4-3-09 from the Planning Commission's Agenda pending resolution of this appeal, as required by Development Code section 20-1311(c)
- 2) Reversal of the staff's administrative decisions
- 3) An order declaring the Historic Resource Commission's approval of SUP 4-3-09 null and void for failure to comply with the Code's notice provisions
- 4) An order sending SUP 4-3-09 back to the Historic Resources Commission for a proper public hearing after proper notice to neighbors.

#### **Facts**

SUP 403-09 is an application for a Special Use Permit for Adaptive Reuse of 603 Tennessee as a Bed and Breakfast.

The property is located in the Old West Lawrence Historic District, which is on the National Register of Historic Places. The district is not on the state or local registers. The property is in an RS-5 single-family residential zoning district.

The matter was heard by the Historic Resources Commission on May 21, 2009. Neighbors within 200 feet of the property did not received mailed notice of the hearing, contrary to Code sections 20-501, 20-1301, and 20-1306.

The matter was placed on the Planning Commission's June 20 agenda. Neighbors within 200 feet of the property received mailed notice of the Planning Commission hearing. This was the first actual notice neighboring owners received of any hearings on the matter.

The Planning Staff report on the matter was completed July 16, and posted online at approximately 4:00 pm. Around that time, the City's Historic Resources Officer told Karen Kressin over the telephone that the City did not send neighbors mailed notice of the HRC hearing on the matter on the ground that mailed notice is required only for properties on the state or local registers. Old West Lawrence is listed only on the National Register. July 16 was the earliest time we knew or could have known of the City's decision not to send mailed notice. We filed this appeal within 10 days after July 16.

#### Issues

## 1. The City failed to give required notice to neighbors of the Historic Resources Commission review of the application

Owners of property within 200 feet of 603 Tennessee did not receive mailed notice of Historic Resources Commission review in May as required by City Code.

Adaptive Reuse applications are a special type of Special Use Permit application, with an extra initial level of review by the HRC. The Code makes the SUP notice and hearing procedures that normally apply only to Planning Commission review applicable to HRC review on SUP applications for adaptive reuse.

Section 20-501 of the Development Code provides in relevant part:

- (6) Prior to public hearing of an application for a Special Use for Adaptive Reuse by the Planning Commission, an *application shall first be reviewed and approved by the Lawrence Historic Resources Commission* and, when applicable, the State Historic Preservation Officer.
- (7) In addition to the Special Use review procedures of Section 20-1306, the following criteria shall apply:
- .... (Substantive criteria omitted)
- (8) After the appropriate approvals have been granted, the Special Use application shall be scheduled for public hearing before the Historic Resources Commission. (Emphasis added.)

It is clear from the language and structure of 20-501 that the special use procedures of 20-1306 apply to the HRC review of adaptive reuse applications. Those procedures include mailed notice to neighbors.

## 20-1306 (d) provides:

(d) Public Hearing Notice

Newspaper, posted and mailed notice of the Planning Commission's public hearing shall be provided in accordance with Section 20-1301(q).

Subsection (3) of 20-1301(q) requires mailed notice to neighbors when the provisions of the Development Code require mailed notice. Section 20-1301(a) requires mailed notice of Special Use review procedures. HRC review of an application for a SUP for Adaptive Reuse is a Special Use review procedure.

Neighbors did not receive the required notice of the HRC proceedings. The City has failed to follow the Code. Moreover, failure to give actual notice to neighbors whose property values could be affected by changes in zoning status of a nearby property is a clear denial of fundamental fairness and procedural due process, in violation of the state and U.S. Constitutions

Moreover, giving notice to neighboring owners of proposed land use changes to a property on the state or local registers of historic places, but not giving notice to neighboring owners of proposed land use changes to a property on the national register is a denial of equal protection under the state and U.S. constitutions. The distinction has no rational basis; it is arbitrary and capricious. The property interests of the neighboring owners are the same in both instances.

The HRC review and any subsequent review of the Special Use Permit for Adaptive Reuse are therefore invalid.

## 2. The Staff report interpretation of the Code as allowing the proposed B & B to have a resident manager rather than an resident owner is incorrect on its face

The staff report states in section 1 on page 5 that the proposed use complies with all applicable provisions of this development code. In support, the report cites Code sections 20-501 (Adaptive Reuse), 20-1306 (Special Uses), and 20-1763 (which includes a definition of a Bed and Breakfast).

The report completely fails to cite 20-504, which sets out the applicable use-specific standards for SUPs for Bed and Breakfasts.

The report states in section 2 on page 5 that the proposed B & B will have three guest bedrooms and a full-time resident manager on the property. This is contrary to the plain language of 20-504.

Section 20-504 provides:

#### BED AND BREAKFAST ESTABLISHMENT

- (1) A Bed and Breakfast with 3 or fewer guest bedrooms shall be operated as an incidental use to the Principal use of an *Owner-occupied* structure. (Emphasis added.)
- (2) A Bed and Breakfast establishment with 4 or more guest bedrooms is considered a Bed and Breakfast Inn.
- (i) A Bed and Breakfast Inn shall have a full-time resident manager or Owner on the site and be licensed by the State of Kansas to do business.
- (ii) A Bed and Breakfast Inn shall only be permitted if it is adjacent to or within ready Access to and Arterial or Collector Street.
- (3) Bed and Breakfast establishments operated as part of an adaptive reuse within a Registered Historic Landmark or within a property located within a Registered Historic District shall not be restricted to a number of bedrooms.

Section 20-504 allows two types of B & Bs:

1) One is a small, B & B operated as an incidental use of a house by a resident owner.

Appeal to Board of Zoning Appeals O'Malley and Kressin July 20, 2009

The other is a larger, more formal, state-licensed, B & B with a full-time resident manager.

Kansas hotel regulations, including licensing apply only to B & Bs with 4 or more guest bedrooms. See K.S.A. Sec. 36-513 and K.A.R. 36-501(a). A B & B with less than 4 guest bedrooms is not subject to state licencing requirements.

Section 20-504 (c) does not permit Adaptive Reuse to waive the requirement of owner-occupancy or state licensure.

To summarize, under 20-504, a Bed and Breakfast establishment must be either 1) owner-occupied, or 2) licensed by the state and have a full-time resident manager.

The staff report recommends creation of a category of B & B not authorized by the Code - a B & B that is neither owner-occupied, nor subject to state regulation.

The staff report's new category of B & B is unauthorized by the Code. It is also bad policy. Owner-occupancy of a small, informal B & B is likely to keep the use compatible with single-family residential zoning with respect to noise, traffic and maintenance of the property. Professional management by a full-time resident manager and state licensing are likewise likely to keep the use of a larger B & B compatible with single-family residential zoning.

A nominal B & B that is not subject to state regulation and has an absentee owner could easily be operated as a multi-unit apartment or rooming house. A house with 6 bedrooms could easily have three unrelated persons living in the non-B & B portion of the house (one of them designated on paper as the full-time resident manager), and another three unrelated persons living in the B & B guestrooms for extended periods.

Karen S. Kressin 626 Ohio Street

Date

Date

James J. O'Malley

626 Ohio Street

SUP 4-3-09 B&B at 603 Tennessee Letter from James J. O'Malley 626 Ohio Street July 17, 2009

### Dear Planning Commissioners:

I am a neighbor of 603 Tennessee. My family and I own 626 Ohio Street, just down the alley from 603 Tennessee. I would like to raise the following concerns about the proposed Bed and Breakfast.

### The City failed to give required notice to neighbors of the Historic Resources Commission review of the application

Neighbors within 200 feet of 603 Tennessee did not receive mailed notice of Historic Resources Commission review in May as required by City Code.

Adaptive Reuse applications are a special type of Special Use Permit application, with an extra initial level of review by the HRC. The Code makes the SUP notice and hearing procedures that normally apply only to Planning Commission review applicable to HRC review on SUP applications for adaptive reuse.

Section 20-501 of the Development Code provides in relevant part:

- (6) Prior to public hearing of an application for a Special Use for Adaptive Reuse by the Planning Commission, an *application shall first be reviewed and approved by the Lawrence Historic Resources Commission* and, when applicable, the State Historic Preservation Officer.
- (7) In *addition to the Special Use review procedures of Section 20-1306*, the following criteria shall apply:
- . . . (Substantive criteria omitted)
- (8) After the appropriate approvals have been granted, the Special Use application shall be scheduled for public hearing before the Historic Resources Commission. (Emphasis added.)

It is clear from the language and structure of 20-501 that the special use procedures of 20-1306 apply to the HRC review of adaptive reuse applications. Those procedures include mailed notice to neighbors.

### 20-1306 (d) provides:

(d) Public Hearing Notice

Newspaper, posted and mailed notice of the Planning Commission's public hearing shall be provided in accordance with Section 20-1301(q).

Subsection (3) of 20-1301(q) requires mailed notice to neighbors when the provisions of the Development Code require mailed notice. Section 20-1301(a) requires mailed notice of Special Use review procedures.

Neighbors did not receive the required notice of the HRC proceedings. That is a clear denial of procedural due process and fundamental fairness. This entire proceeding, from HRC review on, is therefore legally suspect.

SUP 4-3-09 B&B at 603 Tennessee Letter from James J. O'Malley 626 Ohio Street July 17, 2009

## The Special Use Permit should expressly set out all the requirements of a Bed and Breakfast

I have no objection to a bona-fide B& B at 603 Tennessee. B & Bs are permitted in single-family residential districts with Special Use Permit conditions intended keep the use compatible with single-family residential zoning.

Any SUP for a B & B on this property should expressly require that *ALL* Code requirements for a B & B are satisfied. It is simply good practice for SUPs to make all the requirements clear to applicants, neighbors, and any future buyers.

The B & B requirements of particular importance in keeping the B & B use compatible with the single-family residential zoning of the neighborhood are 1) owner-occupancy of the house, 2) short term lodging, and 3) service of one or more meals to guests.

#### 1) Owner-occupancy

Section 20-504 of the Development Code governs B & Bs. The section allows two types of B & Bs. One is a small, informal B & B operated as an incidental use of a house by a resident owner. The other is a larger, more formal, state-licensed, B & B with a full-time resident manager. Under Section 20-504 (c), the Adaptive Reuse process can allow informal B & Bs in Historic Districts to be larger, but does not waive the requirement of owner-occupancy or state licensure.

Section 20-504 provides:

#### BED AND BREAKFAST ESTABLISHMENT

- (1) A Bed and Breakfast with 3 or fewer guest bedrooms shall be operated as an incidental use to the Principal use of an *Owner-occupied* structure. (Emphasis added.)
- (2) A Bed and Breakfast establishment with 4 or more guest bedrooms is considered a Bed and Breakfast Inn.
- (i) A Bed and Breakfast Inn shall have a full-time resident manager or Owner on the site and be licensed by the State of Kansas to do business.
- (ii) A Bed and Breakfast Inn shall only be permitted if it is adjacent to or within ready Access to and Arterial or Collector Street.
- (3) Bed and Breakfast establishments operated as part of an adaptive reuse within a Registered Historic Landmark or within a property located within a Registered Historic District shall not be restricted to a number of bedrooms.

To summarize, under 20-504, a Bed and Breakfast establishment must be either 1) owner-occupied, or 2) licensed by the state and have a full-time resident manager.

Subsection (3) only allows adaptive reuse to increase the number of bedrooms in an owner-occupied B & B operated as an accessory use. It does not allow adaptive reuse to

SUP 4-3-09 B&B at 603 Tennessee Letter from James J. O'Malley 626 Ohio Street July 17, 2009

waive the owner-occupancy requirement of subsection (1), or the state licensure requirement of subsection (2).

Owner-occupancy of a small, informal B & B is likely to keep the use compatible with single-family residential zoning with respect to noise and maintenance of the property. Professional management by a full-time resident manager and state licensing are likewise likely to keep the use of a larger B & B compatible with single-family residential zoning.

# 2) Short-term occupancy by B & B guests and service of one or more meals to guests.

Section 20-1763(2) of the Development Code defines a Bed and Breakfast as:

"An establishment located within a Detached Dwelling that is the principal residence of the operator, where *short-term lodging* is offered for compensation and that includes the *service of one or more meals to guests*. (Emphasis added).

The SUP should place an upper limit on the length of stay by guests in the B & B. I submit that 4 weeks would be reasonable.

#### 3) The 5-year approval recommended by staff is unreasonably long.

I submit that the SUP should require a review by the Planning Commission after one year as a B & B, after which approval could be extended for a longer period.

#### Summary

The SUP should expressly require 1) owner-occupancy or state-licensure, 2) short term lodging with a defined upper limit, and 3) service of one or more meals to guests.

Otherwise a nominal B & B could actually be operated as a multi-unit apartment or rooming house. A large house with a loosely drafted B & B SUP could easily have three unrelated persons living in the non-B & B portion of the house, and another three unrelated persons living in the B & B guestrooms for long periods.

To repeat, I have no objection to a bona fide B & B at 603 Tennessee with no more than 3 guest bedrooms, so long as the SUP clearly sets out all the Code requirements for a bona fide B & B, and the permit period is substantially less than 5 years.

Yours truly,

James J. O'Malley 626 Ohio Street (785) 842-6899 From: Elkins, Susan R

Sent: Friday, July 17, 2009 11:46 AM

To: 'Karen Kressin'

Subject: RE: B & B at 603 Tennessee

Hi Karen. Nice to hear from you and I do remember you from the travel writing course.

Serina had told me that Frances had misgivings because she had been told there was going to be a party deck, but when Serina explained that wasn't true and there were no plans for students, parties, or anything like that to occur in the house, she seemed OK with that. Since the house on 637 Tennessee was rented and then sold to the same family, Serena thought this had reassured Frances that she had no intentions of renting to students. I have apologized to Frances if I had misinterpreted what I had been told.

David Clark has indeed been supportive, and Serina hasn't had any trouble communicating with him. They email often back and forth because he does have a hearing problem, as you pointed out.

Have you been inside the renovated house? I understand that many people have been told incorrect information and have not seen the actual restoration. That would certainly cause one to be concerned. This is most unfortunate, because it is really lovely. Hope you get a chance to see it.

#### Susan

From: Karen Kressin [mailto:karenkressin@hotmail.com]

Sent: Friday, July 17, 2009 10:27 AM

To: Elkins, Susan R

**Cc:** Izollner@ci.lawrence.ks.us **Subject:** B & B at 603 Tennessee

#### Dear Susan,

You may not remember me, but I had a very nice time taking an OSHER class from you about travel writing.

I was interested to see your name on a letter supporting Rainbow Works proposed B & B at 603 Tennessee B & B on the northeast corner of my block. I was particularly struck by your statement, Both adjoining neighbors are very supportive.

I presume you are referring to Frances Ingemann at 615 Tennessee and David Clark, at 411 W. 6<sup>th</sup>. I havent spoken with Mr. Clark, yet; he is elderly, very hard of hearing, and difficult to communicate with. I am, however, friends with Frances Ingemann and I spoke with her just last night about the proposal. She clearly indicated to me that she cannot be characterized as very supportive of the project. In fact I would not call her supportive at all, but rather, concerned.

Would you mind telling me which of my neighbors are very supportive of the project, so I might converse with them and better understand the positive impact the B & B might have on our block? Thank you very much.

Karen Kressin

From: Elkins, Susan R [mailto:selkins@ku.edu]

Sent: Friday, July 17, 2009 2:29 PM

To: Lynne Zollner

Subject: RE: 603 Tennessee building request

Wanted to let you know that Frances Ingerman did contact me that she was not a supporter of 603 Tennessee becoming a B&B. I had misterpreted Serina's comments about 637 Tennessee as applying to 603. I let Ms. Ingerman know I had misunderstood the conversation. However, Mr. Clark is a supporter, and Serina writes him notes whenever they converse, not email, and they seem to have a very neighborly relationship. So I would like to amend my letter of support that Serina's direct neighbor to the west is a supporter of having a B&B next to him.

Serina wrote a long letter to Frances explaining her plans, and I hope that will clear the air somewhat.

#### Here is the corrected letter of support:

I am writing in support of Serina Hearn and her request to convert the home she owns at 603 Tennessee into a bed and breakfast. I recently toured the house and was incredibly impressed with the restoration. It has metamorphosed from a house badly in need of repair to a stately Victorian home with all the modern amenities one could imagine. She and Tony did a beautiful job; the kitchen and bathrooms are amazing, and the restoration of the fireplace and the woodwork are masterful. The light fixtures and furniture add to the historical nature of the home. As one who has stayed in many bed and breakfasts nationwide, I would rank this house as one of the most beautiful sites I have seen.

I work for KU Continuing Education, and we are constantly looking for unusual accommodations for guests and presenters at our conferences. This would provide a perfect site for special guests. It is close to downtown, has both open street parking on Tennessee and three covered garage spots behind the house. The house was very quiet inside, and the trees Serena has planted as a buffer on 6th St. will soon minimize traffic noise on the porches and in the garden areas.

Their neighbor to the west, Mr. Clark, is very supportive, and it would seem that Lawrence should be encouraging guests to stay in town and enjoy our historic homes and lovely downtown.

I hope you will support Serina and Tony's request to establish a B&B at 603 Tennessee St.

Thank you,

Susan Elkins 902 Rockledge Road Lawrence KS 66049 842-9948 From: jocelyn kitchen [mailto:jkitchenster@gmail.com]

**Sent:** Friday, July 17, 2009 5:26 PM

To: Lynne Zollner; Sandra Day

**Subject:** 603 Tennessee Bed and Breakfast

Dear City Planners,

I am writing to urge you to support Serena Hearn and Tony Backus's proposition to open a bed and breakfast in their property at 603 Tennessee. I realize there might be some opposition to this idea because the property is located in a residential neighborhood. 6th and Tennessee, however, I feel is a sufficiently busy intersection that, I seriously doubt, if it would increase the noise level or traffic in the neighborhood. I also feel that the bed and breakfast clientele, would be likely to keep decent hours and generally be a pleasant lot and have no negative effect on Old West Lawrence.

It also seems that this would be an opportune location and that would benefit downtown Lawrence merchants. Although downtown Lawrence would appear to be thriving, I am saddened by the rash of recent closures of locally owned long time Lawrence businesses: Blue Heron, The Palace, Arensberg's and Round Corner Drugs, and think that our community should go out on a limb to support small business ventures in the downtown area.

Thank You, Jocelyn Kitchen 1303 Vermont From: Ray.Chao@CH2M.com [mailto:Ray.Chao@CH2M.com]

**Sent:** Monday, July 20, 2009 8:14 AM

**To:** robchestnut@sunflower.com; mikeamyx515@hotmail.com; aroncromwell@gmail.com;

ljohnson@peridiangroup.com; mdever@sunflower.com; Lynne Zollner; Sandra Day

Subject:

To: Sandra Day

Lawrence Douglas County Metropolitan Planning Office

RE: 603 Tennessee, Bed & Breakfast.

My name is Ray Chao. I am a Project Technical Leader with CH2M Hill, located here, in Lawrence, Kansas. I have known Tony Backus and Serina Hearn for more than a decade, primarily through their work, but also through a connection with the Unitarian Fellowship of Lawrence.

I am writing in support of the proposal for an SUP for the residence located at 603 Tennessee Street, Lawrence. I can say from my personal experiences what a positive benefit it would be to have a place like 603 available to the community instead of the building languishing empty and unused, like so many places I have seen in my travels.

This past spring we held a marriage ceremony for my daughter, Andrea, here in Lawrence. We tried to obtain lodgings for my extended family at the local Halcyon House Bed & Breakfast, so we could all be together. Unfortunately they were completely booked up and were unable to help us. We were disappointed. From a personal point of view it is clear to me that there is a need for more such accommodations in Lawrence. From a professional stand point, it would also be good to have this resource available to us for future use.

Lawrence is unique in its integration of neighborhoods and businesses, university and town, and farm and city. This is one of the reasons why I think Lawrence is still so vibrant and so alive. We have to keep encouraging the creative reuse of old buildings or suffer the fate of so many of the faded downtowns I have witnessed. I believe that the use of this structure as proposed by Mr. Backus and Ms. Hearn would be a boon to the community and encourage the preservation of this structure and similar others which may have outlived their usefulness.

Please give this proposal your serious consideration and find for a positive decision in regards to the Bed and Breakfast designation sought for.

Sincerely,

Ray Chao Project Technical Leader From: Clowes, Edith W [mailto:eclowes@ku.edu]

Sent: Sunday, July 19, 2009 7:45 AM

To: Lynne Zollner

Subject: strong support for Hearn's and Backus's new Bed and Breakfast

Ms. Lynn Zollner, Historic Resources Administrator City of Lawrence, KS

Saturday, July 18, 2009

Dear Ms. Zollner,

This letter expresses the strongest possible support for the application of Ms. Serina Hearn and Mr. Tony Backus to create a badly needed Bed and Breakfast facility in downtown Lawrence at the corner of Sixth St. and Tennessee St. at 603 Tennessee St.

My name is Edith W. Clowes. I am the Director of the Center for Russian, East European, and Eurasian Studies (CREES) and Professor of Slavic Languages and Literatures (SLL) at the University of Kansas. CREES typically hosts more than 70 events each year—including conferences involving 40-50 specialists from all over the world, talks by individual speakers, resident artists, teacher workshops involving over 30 participants from Kansas and its neighboring states. CREES brings in thousands of dollars of business to Lawrence each year. We prefer to have our guests stay in beautiful downtown Lawrence hotels and B&Bs because these venues create a wonderful, memorable impression of Lawrence, and the service is always top-notch. However, for a conference we are mounting this fall there were not enough beds in the downtown venues. We desperately need more places for out-of-town guests to stay in the downtown area. Although CREES and SLL frequently use the services of the Halcyon House (1000 Ohio St., also located in a residential neighborhood), it is often booked. Another high-quality B&B will help CREES house its guests.

Ms. Hearn and Mr. Backus mean a great deal to the health of downtown Lawrence, indeed they stand as a model for how to renovate downtown neighborhoods. These professionals are designers and builders of great talent possessed of a powerful sense of commitment to keeping Old Lawrence housing stock vibrant and vital. Their renovations of Old Lawrence houses are often nothing short of brilliant. Hearn and Backus are extremely important but undervalued assets in the overall picture for preserving Lawrence's architectural wealth and uniqueness. They are the opposite of such detrimental forces as First Management, which do little but turn downtown Lawrence into a ghost town, by boarding up existing buildings (e.g. freemasons' building (corner of 10th and Mass.) and the old Strong's Office Furniture (Vermont between 10th and 11th)) and building cheap and cheap-looking apartment stock in outlying areas, like mushrooms after the rain—and without appropriate green park space in and around it. Ms. Hearn and Mr. Backus understand and value the architectural heritage, and they have devoted a great deal of time and resources to reviving housing stock rather than tearing it down and starting over.

I urge you in the strongest possible terms to approve the application of Ms. Hearn and Mr. Backus to make the house at 603 Tennessee St. into a Bed and Breakfast. The corner location is ideal for visitors seeking easy access to the sights and stores of downtown and to the KU campus, and the new B&B will offer another venue to house Lawrence tourists and KU guests.

If you should have questions, please do not hesitate to call (727-8734).

Sincerely yours,

Edith W. Clowes, Professor, Department of Slavic Languages and Literatures Director, Center for Russian, East European, and Eurasian Studies 320 Bailey Hall University of Kansas

From: rhondaweber@sunflower.com [mailto:rhondaweber@sunflower.com]

Sent: Sunday, July 19, 2009 6:54 PM

To: Sandra Day Cc: Lynne Zollner

Subject: 603 Tennessee

July 19, 2009

To Whom It May Concern:

I am writing in regards to the wonderful house located at 603 Tennessee. I had the opportunity to see this building prior to the beautiful restoration project; and oh what an improvement to the house, neighborhood and to Lawrence! We should be proud to have folks in our community that have the ability, knowledge, skill and certainly the courage to take on such a large and expensive restoration project. A true gift to the community! What better way to share that gift than to open it up and let others enjoy the living experience of downtown Lawrence and beautiful Watson Park. Not only will they be within walking distance to such pleasures but also many of the historical sites that are in and around downtown Lawrence. A true delight.

Within the past several months, we have heard about several businesses on Massachusetts Street either going out of business or moving out of the downtown area; this would certainly be an attraction to the downtown area and encourage visitors of Lawrence to spend their dollars in the downtown area and experience the full flavor of Lawrence at the same time. While the beautiful Elridge Hotel is a great place to stay, many times it is reserved for months in advance. A nice Bed & Breakfast close by would be a wonderful way to experience the atmosphere of downtown Lawrence. It certainly is very easy to get to, at the intersection of two main streets in town. What a great gateway to experience downtown Lawrence on foot!

Rich with its own history, 603 Tennessee is one of a few sites that actual survived Quantrill's Raid {all because of a run away pony named Freddie}! What a great way to tell the story of the house, the neighborhood and the City of Lawrence; a true adventure.

Sincerely,

Rhonda Weber-Hicks

**From:** Carmiletta Penny [mailto:carriagehouse643@gmail.com]

**Sent:** Sunday, July 19, 2009 6:57 PM

**To:** rob chestnut; mikeamyx515@hotmail.com; aroncromwell@gmail.com;

ljohnson@peridiangroup.com; mdever@sunflower.com; Lynne Zollner; Sandra Day

**Cc:** carriagehouse643@gmail.com **Subject:** SUP at 603 Tennessee Street

Dear Commissioners and planning department:

My name is Carmiletta Penny and I live at 643 Tennessee. I have lived in Old West Lawrence since 1982. I love the beauty and character that Old West Lawrence adds to the downtown Lawrence experience.

I understand that you will be considering an application for a special use permit that would allow Serina Hearn and Tony Bachus to operate a bed and breakfast at 603 Tennessee Street. I fully support the approval this SUP. As you are aware, a bed & breakfast operated at 643 Tennessee Street from 1995 to 1998 and it was very successful. It was on the east edge of Old West Lawrence and didnt interfere with the quietness of the neighborhood. The guests of the Bed and Breakfast were able to walk downtown for lunch or dinner and leisurely browse the many unique shops. They also enjoyed the lovely park right across Tennessee street. A bed and breakfast is a perfect addition to the total downtown experience and I don't believe it adversely impacts the residential neighborhood. I hope you will support Serena and Tony's request to establish a B&B at 603 Tennessee St.

Thank you for your consideration.

Carmiletta Penny

**From:** Hilary Brown [mailto:localburgerqueen@gmail.com]

**Sent:** Sunday, July 19, 2009 9:11 PM

To: Lynne Zollner; Sandra Day

**Subject:** 603 Tennessee

My name is Hilary Brown, I own the restaurant Local Burger. I think it would be wonderful for 603 Tennessee to become a Bed and Breakfast. Visitor's to Lawrence are often looking for an authentic experience of a region and many people are drawn to Old West Lawrence because of its proximity to downtown and the historic homes. Serina has expressed interest in providing local foods to the visitors which will engage both visitors and her local suppliers in our unique local culture and economy. Market trend reports show that local foods and sustainable products are leading the growth in consumer purchasing and decision making. The more of these products and services Lawrence can offer, especially to visitors and proximal to downtown, the better the future looks for our community

Thank you,

Hilary Brown hilary@localburger.com 714 Vermont Street Lawrence, Kansas 66044 785-856-7827 League of Women Voters of Lawrence-Douglas County

P.O. Box 1072, Lawrence, Kansas 66044

July 19, 2009

Mr. Greg Moore, Chairman Members Lawrence-Douglas County Planning Commission City Hall Lawrence, Kansas 66044 RECEIVED

JUL 20 2009

City County Planning Office Lawrence, Kansas

### ITEM NO. 1: SPECIAL USE PERMIT FOR BED AND BREAKFAST; 603 TENNESSEE STREET

Dear Chairman Moore and Planning Commissioners:

We are very concerned that the required provisions of the Land Development Code (LDC) are not being properly interpreted and followed in the application for this Special Use Permit (SUP-4-3-09). The request is for an Adaptive Reuse of a Designated Historic Property under the provisions of the LDC. The house at 603 Tennessee meets the requirements of the Code for a bed-and-breakfast and for an Adaptive Reuse.

However, the requirements placed on SUP-4-3-09 do not conform to the Land Development Code, Chapter 20, in that conditions listed under SUP-4-3-09 do not require the bed-and breakfast house to be <a href="https://docs.py.ncb/owner-occupied">owner-occupied</a>, or alternatively, to be considered an inn and therefore be licensed by the State of Kansas. As we read the Code, 20-504, a bed-and-breakfast as an Adaptive Reuse is not required to limit the number of bedrooms used for this purpose, but this does not dictate whether a bed-and-breakfast will be considered an inn—a business—and therefore requires a license from the State. What does change the bed-and-breakfast from a residence to a business in the case of an Adaptive Reuse is the type of occupancy. If a bed-and-breakfast has a resident manager, it is considered an inn and requires a license. A bed-and-breakfast inn—a business requiring a license—can be either managed by a resident manager or owner-occupied. However, a bed-and-breakfast that does not require a business license from the State must be owner-occupied. This requirement still holds, regardless of the number of bedrooms that the Adaptive Reuse has or that the owner plans to use for the bed-and-breakfast purpose.

In addition to either owner-occupancy or manager residence with a license from the State, there are other provisions that the bed-and-breakfast use requires and should be included in this SUP: (1) that the operation serve at least one meal a day; and (2) that there should be a limit on the number of days that each resident-guest can stay in order to distinguish the use from that of a boarding house.

We believe that it is critical to require this SUP application to comply with our Land Development Code. An historical district supports its buildings through proper maintenance and proper use and cannot be separated from the neighborhood in terms of its impact. Where the code requires that certain uses must be owner-occupied in order to be permitted, if exceptions are made, this establishes precedent that undermines the other provisions of the Code that are meant to encourage owner-occupancy and home maintenance, especially in older neighborhoods.

Again, we urge you, at a minimum, to require that the SUP for this bed-and-breakfast, as an Adaptive Reuse, be conditioned to (1) be owner-occupied, (2) be limited as to number of days per guest stay, (3) while operating, serve at least one meal a day, and most importantly, if to have a resident-manager, (4) to seek a new SUP and a business license from the State in order to operate as an inn.

Thank you for considering our letter.

Sincerely yours,

Milton Scott Vice President Alan Black, Chairman Land Use Committee

alon Black

LWV7-19-09pcItem#1-Bed&BreakfastSUP LTRcEdFINAL.wpd

From: Keeler, Linda L [mailto:lkeeler@ku.edu]

Sent: Monday, July 20, 2009 9:54 AM

**To:** Lynne Zollner

**Subject:** Special Use Permit for 603 Tennessee

Dear Historic Resources Administrator—L. Zollner: this letter is in support of the Special Use Permit for 603 Tennessee. I have lived in Lawrence for 25 years and have been a strong supporter for sensitive planning and respect for our unique Lawrence downtown district. In the last 4 years I have had the privilege to visit a number of the heroic restorations which Serena Hearn and Tony Backus have accomplished, adding value to numerous neighborhoods throughout the city. I know them to be responsible in their efforts to support stabilization of neighborhoods. Approval of the special use permit for use of 603 Tennessee for a bed and breakfast is an excellent idea. It is on a corner lot with adequate parking and would have minimal impact on the neighborhood. Likewise, the added revenue from the bed and breakfast and the likelihood that people staying there would avail themselves of downtown restaurants and businesses would add revenue to the city. Please support this request, as it would help to contribute to the continued efforts to stabilize housing in Lawrence. Sincerely, Linda Keeler

SUP 4-3-09 B&B at 603 Tennessee Letter from Katy and Nitcher 608 Louisiana Street July 20, 2009

#### Dear Planning Commissioners:

We own and reside at 608 Louisiana Street, which is approximately one and one-half blocks east of 603 Tennessee Street, which is the subject of an application for Special Use Permit for an Adaptive Reuse of Designated Historic Property. We ask your consideration of our concerns regarding this application.

1. Adaptive reuse is not applicable to this project.

20-1703 defines adaptive reuse as "conversion of a designated local, State or national historic landmark Structure to another specified use, with the intent of preserving the landmark."

20-501 allows qualifying properties use adaptive reuse "when such use can facilitate active renovation or restoration of the property."

603 Tennessee is undergoing neither active renovation nor restoration, nor is its preservation a concern. The very major remodel of this sound structure was completed many months ago, converting a traditional single family residence valued at \$315,950 in 2007 into a \$606,800 "Master Craftsman Remodel" in 2009, which, incidentally, is listed and described with a local realtor for \$739,500 at

http://www.seanwilliams.net/Lawrence listings.shtml.

Adaptive reuse is a mechanism to preserve threatened structures; it is not intended simply as a method to make a restored and unnecessarily more expensive structure (with "contemporary upgrades including granite and stainless") more saleable. The time to seek adaptive reuse is prior to the commencement of a project; not a year or more after its completion, when the home sales market has taken a downturn.

2. We question whether the adaptive use criteria of 4000 square feet been met by the applicant.

We note that the Seller/Applicant's real estate agent's above website states 603 Tennessee has plus or minus 3600 square feet which is significantly less than the 4825 as stated in the application.

The code does not allow consideration of porches or garages; further, appraisers do not consider footage where the ceiling is less than six feet in height. In looking at photos of

the house, the third floor has dormers and therefore, the third floor has some space, and perhaps a significant percentage of space, that will not meet the ceiling height of six feet. However, you will note the site plan as submitted by the Applicant reflects the third floor square footage is the same as the second floor and basement, 1160 square feet. Regarding the basement, we ask whether the space dedicated to a water heater and furnace be counted within the square footage.

3. We have strong concerns regarding the lack of notice to neighbors within 200 feet of subject site.

We echo the well-founded objections raised by James O'Malley in his letter to you dated July 17, 2009 regarding the failure of city staff to provide mailed notice of the Historic Resources Commission review in May. You may remember several years ago the Applicant and the OWL neighborhood were before the City Commission on another project of Applicant's in the 600 block of Tennessee; the commissioners were upset as to how that application was handled as both sides were very frustrated as to information available and information or misinformation provided. Regarding 603 Tennessee, the SUP application was not available on the City's website until approximately 4:30 p.m., Thursday, July 16<sup>th</sup>. The hearing before the Planning Commission is set for July 20<sup>th</sup> – thus giving the neighborhood two business days to seek information from staff. By any standard, such notice is clearly inadequate to protect the interests of all concerned.

4. We have concerns that plan as submitted will allow rooming houses in Old West Lawrence.

We have no objections to a legitimate bed and breakfast at this location, i.e., an owner occupied residence where the bed and breakfast is an incidental use – and as defined by the code, limited to 3 guest bedrooms. As you may know, this presently does not appear to be the Applicant's principal residence. Owner occupation is critical to the status of a B&B *Establishment* versus a B&B *Inn*, which we understand to require meeting licensure and additional state health requirements.

Frankly, we have a significant concern that should the bed and breakfast not be as financially successful as hoped, there will be a temptation to overuse the property. The house, according to the realtor's website, has five bedrooms plus one non-conforming. When a special use permit is provided under adaptive reuse, there is no restriction on the number of guest bedrooms when the property is located within a registered historic district. The applicant may use only three guest bedrooms today, but perhaps seek to utilize five next year in order for the B & B to be profitable.

Further, we are concerned about the spread of rooming houses in OWL. If this application is approved it will suggest that it is possible to have three unrelated people in addition to the guests occupying the three guest bedrooms under the pretense of running a B&B as an accessory use. The "guests," rather than staying the weekend, might make reservations for a semester, or a year, at a time.

Therefore, we ask that, if approved, it only be approved as a trial use for one year, rather than the five year period as suggested by city planning staff. This shorter time frame affords a protection to this historic single family neighborhood that if 603 Tennessee Street is to be a B&B establishment, that it truly is that, and not a boarding house intended to generate a revenue stream that can finance an historic home perhaps overbuilt with too many contemporary upgrades.

Thank you for your consideration of these several points.

Very truly yours,

Kity and John Nitcher
Katy and John Nitcher

608 Louisiana Street

Lawrence, Kansas 66044

From: Elkins, Susan R [mailto:selkins@ku.edu] Sent: Wednesday, July 15, 2009 2:22 PM

To: Lynne Zollner

Subject: 603 Tennessee building request

I am writing in support of Serena Hearn and her request to convert the home she owns at 603 Tennessee into a bed and breakfast. I recently toured the house and was incredibly impressed with the restoration. It has metamorphosed from a house badly in need of repair to a stately Victorian home with all the modern amenities one could imagine. She and Tony did a beautiful job; the kitchen and bathrooms are amazing, and the restoration of the fireplace and the woodwork are masterful. The light fixtures and furniture add to the historical nature of the home. As one who has stayed in many bed and breakfasts nationwide, I would rank this house as one of the most beautiful sites I have seen.

I work for KU Continuing Education, and we are constantly looking for unusual accommodations for guests and presenters at our conferences. This would provide a perfect site for special guests. It is close to downtown, has both open street parking on Tennessee and three covered garage spots behind the house. The house was very quiet inside, and the trees Serena has planted as a buffer on 6th St. will soon minimize traffic noise on the porches and in the garden areas.

Both adjoining neighbors are very supportive, and it would seem that Lawrence should be encouraging guests to stay in town and enjoy our historic homes and lovely downtown.

I hope you will support Serena and Tony's request to establish a B&B at 603 Tennessee St.

Thank you,

Susan Elkins 902 Rockledge Road Lawrence KS 66049 842-9948 From: Adams, Craig D [cadams@ku.edu] Sent: Wednesday, July 08, 2009 1:26 PM

**To:** Lynne Zollner **Cc:** Susan Adams

Subject: RE: 603 Tennessee Street

Follow Up Flag: Follow up

Flag Status: Red

Dear Ms. Braddock Zollner,

I strongly support my wife's letter documenting our beliefs, and our commitment to preserving OWL.

Please confirm receipt of our letter.

Thanks, Craig

> Chair and J. L. Constant Distinguished Professor University of Kansas Dept. of Civil, Environmental and Architectural Engineering Learned Hall, 1530 W. 15<sup>th</sup> St., Room 2150 Lawrence, KS 66045

cadams@ku. edu 785-864-1921

(To email large files (>12 MB) please go to "https://uploader.engr.ku.edu/send/",

enter your and my email addresses, and attach the file.)

From: Susan Adams [mailto:susan.adams03@gmail.com]

Sent: Wednesday, July 08, 2009 12:32 PM

To: lzollner@ci.lawrence.ks.us

Cc: Adams, Craig D

Subject: 603 Tennessee Street

Dear Ms. Braddock Zollner,

Thank you for the letter regarding the change of use permit at 603 Tennessee Street requested by Rainbow Works LLC. My husband and I purchased 622 Ohio Street in the Spring of 2008. Although we have only recently moved back to Lawrence my husband, Craig Adams, grew up here and later he and I lived her in the late 1980's to early 1990's and had two of our four children at Lawrence Memorial.

We have a strong appreciation for the historical value of Lawrence and in particular that of the National Historic Neighborhood of Old West Lawrence. We strongly oppose the Special Use Permit for an Adaptive Reuse of 603 Tennessee Street. The misuse of other properties which house more than three unrelated people veiled as a bed and breakfast or otherwise unregulated rentals are already a problem. In particular, the size of the lot at 603 Tennessee would easily allow for the landscaped yard to be paved over as a parking lot and the square footage of the house would allow for excessive alterations and additions of rooms.

Please continue to protect the integrity of Old West Lawrence. We would be interested in attending the meeting on July 20, 2009 but have obligations out of state.

Thank you, Susan Adams July 15, 2009

Lynne Braddock Zollner, AICP City/County Planner RECEIVED

JUL 15 2009

City County Planning Office Lawrence, Kansas

Dear Ms. Zollner,

This letter is in regard to the request by Rainbow Works LLC on the subject of 603 Tennessee. Unfortunately, we will be out of town on the 20<sup>th</sup> but would like our feelings known. As owners of a house two houses to the south (621 Tennessee) we are strongly opposed to this request of a Special Use Permit for Adaptive Reuse. We have a few concerns we would like you to consider. Parking...with the post office workers, Watson Park enthusiasts, the swimming pool patrons, and the residents of this block. It's already difficult to find a place to park. Where would their designated parking be? I would hope that the lot to the south of 603 would not be paved over for parking, especially since that would bring up another problem...access. Are there terms in the city codes that require owner occupied or a full-time resident manager with a B & B designation? The last concern we have is if the B & B is unsuccessful, does the property return to single family? Without some sort of guidelines, we would be upset that this might allow for more than three unrelated individuals to occupy this residence and therefore, making it something else entirely. We thank you for taking the time to hear our concerns.

Sincerely, Lary and Fristen Rack

Gary and Kristin Black

621 Tennessee

Lawrence, KS 66044

**From:** sally howard [mailto:sallyahoward@gmail.com]

Sent: Friday, July 17, 2009 8:52 AM

**To:** robchestnut@sunflower.com; mikeamyx515@hotmail.com; aroncromwell@gmail.com;

ljohnson@peridiangroup.com; mdever@sunflower.com; Lynne Zollner; Sandra Day

Subject: S.U.P. 4-3-09 Bed and Breakfast

#### **Dear Commissioners:**

My name is Sally Howard, and I live at 727 Tennessee. I've lived in Lawrence since 1990, when I first attended the University of Kansas law school. For most of the 16 years that I've practiced law I've commuted to either Kansas City or Topeka, but never considered moving my home from Lawrence because it's just a wonderful town.

I understand that you will be considering an application for a special use permit that would allow Serina Hearn and Tony Bachus to operate 603 Tennessee as a bed and breakfast. I fully support approving this SUP. The corner of Tennessee and Sixth Street seems an ideal location for a bed and breakfast. There's a large lot to the south of the dwelling, which separates it from other residences, and I understand the houses on the north side of Sixth Street are zoned multi-family. Visitors would be able to walk to Downtown Lawrence, where we could expect them to support our local businesses. They'd also have our lovely park across the street from them.

I don't believe your approval of an SUP allowing a bed and breakfast would adversely impact my residential neighborhood. We already have a bed and breakfast at Seventh and Tennessee. The Carriage House adds to the unique character of our neighborhood. A bed and breakfast at 603 Tennessee would do the same.

I hope you will act favorably on the application for Special Use Permit. We should support their efforts to open their Old West Lawrence home to the people wanting to visit our lovely town.

Thank you for your consideration.

Sally Howard 727 Tennessee From: lisichance@sunflower.com [mailto:lisichance@sunflower.com]

Sent: Thursday, July 16, 2009 5:40 PM

To: Sandra Day; Lynne Zollner

Subject: 603 Tennessee St. Bed and Breakfast

July 13, 2009

To the Lawrence Planning Commission:

I am writing you to express my support for granting the Special Use Permit for a bed and breakfast at 603 Tennessee, which is on the Planning Commission meeting schedule for July 20th.

After recently seeing the inside of the house at an open house, I was amazed by the beautiful restoration job done by the current homeowners. The house is welcoming and relaxing, a perfect retreat after a day of activities around Lawrence. I have stayed in B&B's in England and the United States, and this home would make an excellent one.

I think having a B&B in that location is a great idea. It is close to the shops and restaurants in Downtown Lawrence, in a location that is easy to find and navigate to and from. The owners could draw business both from KU and people who want to visit Lawrence. The location and beauty of the house make me want to recommend it to my family or friends when they come to visit me.

I would love to see this home be opened to use as a bed and breakfast.

Sincerely,

Alicia Chance 3038 Harvard Rd. Lawrence, KS 66049 ----Original Message-----

From: Ingemann, Frances [mailto:fing@ku.edu]

Sent: Thursday, July 16, 2009 9:52 PM

To: Elkins, Susan R Cc: Lynne Zollner

Subject: 603 Tennessee

I have just seen the letter that you sent to Lynn Zollner claiming that both owners of adjoining property support the use of 603 Tennessee as a Bed and Breakfast. I live next to 603 Tennessee and am therefore one of those that you stated supported the request. You have never spoken to me about the matter and I have expressed my concern about the B&B to everyone with whom I have discussed the matter. What led you to write this deceptive statement? I am shocked because I have always considered you an honorable person.

Frances Ingemann

From: Trenda Reschke [mailto:ks.trenda@yahoo.com]

Sent: Friday, July 17, 2009 9:31 AM

To: Lynne Zollner

Subject: 603 Tennessee B&B

Dear Mrs. Zollner and Planning Department,

I live on Overland Dr. and have been driving past 603 Tennessee everyday on my way to work. I have enjoyed watching the progress of work done on restoring the house on the corner. I have especially enjoyed the wonderful landscaping with flowers over the last two years. I noticed the for sale signs and open house signs. I must confess, though the house is beyond my budget, I did go with my family to one of the open houses and admire the restoration done on it. It is such a beautiful brick house, and although it has retained its historic character, the kitchen and bathrooms make it rival any new high end design.

So when I saw the yellow signs posted and a friend told me that she had read in the papers that the owners are trying to open a B&B. I just wanted to let you know that my friends and I think this is such a good idea. There is a big wedding planned in our family coming up next year and if it really does become a B&B I know it will be the ideal spot for us to have out of town family members stay. So much better than a hotel and right next to Mass St.!!!!

I hope that you will grant them the permit so that they can make it available to the public as a home away from home. Not all of us can afford to live in Old West Lawrence, so now and then it is nice to think a person can have the opportunity to enjoy what others have.

Yours sincerely,

Trenda Ruskie

**From:** Karen Kressin [mailto:karenkressin@hotmail.com]

Sent: Friday, July 17, 2009 10:27 AM

To: selkins@ku.edu Cc: Lynne Zollner

Subject: B & B at 603 Tennessee

Dear Susan,

You may not remember me, but I had a very nice time taking an OSHER class from you about travel writing.

I was interested to see your name on a letter supporting Rainbow Works proposed B & B at 603 Tennessee B & B on the northeast corner of my block. I was particularly struck by your statement, Both adjoining neighbors are very supportive.

I presume you are referring to Frances Ingemann at 615 Tennessee and David Clark, at 411 W. 6<sup>th</sup>. I havent spoken with Mr. Clark, yet; he is elderly, very hard of hearing, and difficult to communicate with. I am, however, friends with Frances Ingemann and I spoke with her just last night about the proposal. She clearly indicated to me that she cannot be characterized as very supportive of the project. In fact I would not call her supportive at all, but rather, concerned.

Would you mind telling me which of my neighbors are very supportive of the project, so I might converse with them and better understand the positive impact the B & B might have on our block?

Thank you very much.

Karen Kressin

From: Nancy Cayton Myers [mailto:ncmyers@sunflower.com]

**Sent:** Friday, July 17, 2009 12:46 PM

To: Sandra Day

**Subject:** Yes to B&B permit for 603 Tenn.

I'm writing in support of granting a B&B permit to owners of 603 Tennessee. I think this would be a lovely addition to our community and would bring needed economic development to the Lawrence area. It would be great for downtown businesses and restaurants. Also, it would be an excellent way to turn large vacant houses into viable businesses and keep properties in good repair, thus allowing surrounding properties to hold their value.

Thank you, Nancy Cayton Myers 1312 New Hampshire