
LAWRENCE HISTORIC RESOURCES COMMISSION
ITEM NO. 11: L-2-27-10
STAFF REPORT

A. SUMMARY

L-2-27-10: Hold public hearing for consideration of placing the structure located at 946 Pennsylvania Street on the Lawrence Register of Historic Places.

B. HISTORIC REGISTER STATUS

946 Pennsylvania Street is not listed on the State or the National Registers of Historic Places. The property is in the environs of Hobbs Park (702 W 11th), Lawrence Register of Historic Places.

C. REVIEW CONSIDERATIONS

1) History Summary

Robert Mann, a German-American carpenter, built this fancy house in 1872 and raised the property value by \$625. In 1883, he sold it to A.J. Gray, "a colored horseman," who was born a "mulatto" slave in 1820 in South Carolina and owned by his white father until he was 14 when he "fell in the hands of other parties" after his father's death. He and his wife, Agnes with whom he had 9 children, appear in the 1870 US Census in Franklin County, Kansas. They moved to Lawrence in 1881 and later purchased Mann's house for \$1,500. A.J. was an important figure in the Republican Party in Lawrence in the 1890s. When A.J.'s widow died in 1903, Robert Edmundson, Jr. purchased the property. Robert Edmundson was a famous KU baseball player who played major league baseball with the Washington Senators in 1906 and 1908. Until his death in 1931, he owned the grocery at 847 New Jersey Street with his brother, C.D.

2) Architectural Integrity Summary

Built by the original owner who was a carpenter, this exceptionally fine L-house possesses high integrity with its original balloon framing, limestone foundation, clapboard, brick chimney, scaled shingling in the front gable, 1 over 1 wooden sash, cottage window with leaded art glass upper sash, a wraparound porch with an entry cross gable and sunrise detail, elaborate Eastlake capital details, turned posts, and spindle frieze, a carved front door with egg and dart, rosette, scroll details, a transom window, and a paneled side door. The first floor dining



room and bedrooms retain their original oak floors.



Two bullet holes remain from sniper fire that involved radicals against the police in 1970. During July of 1970, a series of heated gun fights occurred that stemmed from the fatal shooting of Rick Dowdell. Numerous incidents occurred over a long weekend involving the radicals, Kansas State Highway Patrol, Kansas Bureau of Investigation and the local police force. See supporting documentation.

3) Context Description

The Mann-Gray-Edmundson House is an example of an L/T-house with vernacular Folk National and Queen Anne detailing that was constructed during the historic context associated with the development of Lawrence --the City-building Period (1864-1873) as defined by the Historic Resources of Lawrence, Douglas County, Kansas Multiple Property Documentation Form (MPDF).

The area surrounding the property is mostly residential with Hobbs Park to the southeast which is zoned OS, Outdoor Space, and one structure to the northeast (920 Delaware) that is zoned IL, Limited Industrial.

The nominated property is in the environs of Hobbs Park (702 W 11th), Lawrence Register of Historic Places. This property represents the housing and land use patterns during the late nineteenth century and early twentieth century which followed local population, social, economic and economic trends.

4) Planning and Zoning Considerations

946 Pennsylvania Street is zoned RS5, Single-Dwelling Residential District. The RS Districts are designed to accommodate predominantly single detached dwelling units on individual lots. The Districts are intended to create, maintain and promote housing opportunities for individual households, although they do permit nonresidential uses that are compatible with residential neighborhoods. The required minimum lot size in the RS5, Single-Dwelling District is 5,000 square

feet. At the time of construction and throughout the historic period of significance, the property was located in a residential area.

5) Fiscal Comments

There are no monetary benefits directly associated with nomination of a structure to the Lawrence Register of Historic Places at this time. However, Chapter 22 of the Code of the City of Lawrence does identify mechanisms for financial incentives. If these programs become available in the future, structures listed on the Lawrence Register will be eligible for participation.

Listing on the local Register does help preserve built resources important to Lawrence's history and helps to maintain streetscapes in older neighborhoods through environs reviews.

The original information submitted with nominations for properties to the Lawrence Register is kept on file in the City Planning office for public review and consultation with regard to development projects within the notification area. This type of information is useful, for example, if present or future property owners seek nomination to the State or National Register of Historic Places.

6) Positive/Negative Effects of the Designation

The positive effect of designation is the creation of a permanent record of the historical significance of an individual property, for its architectural quality or its association with a significant local individual or event. This provides the local Historic Resources Commission, an advisory board, with pertinent historical data which can help to provide an 'historic' perspective to property owners when they desire to improve, add on, or redevelop a property within an older section of the City.

The public accessibility of this information is also a resource as it can be used by realtors, builders/developers, and others in the community prior to a property's resale, redevelopment or rehabilitation. In a more general sense, this information can be used by the Chamber of Commerce and existing businesses and industries to 'identify' one of the facets that makes up Lawrence's *Quality of Living*.

Additional effects of designation are the creation of an arbitrary, 250' environs notification and review area. Within this 250' circle, projects which require city permits, e.g., demolition, redevelopment, renovation or modification, require review by Historic Resources staff or the Commission. These environs reviews permit scrutiny of proposed development/redevelopment by individuals sensitive to historic preservation.

A *Certificate of Appropriateness* or a *Certificate of Economic Hardship* is required to be issued by the Historic Resources Commission before a City permit can be issued for the proposed project. If the Historic Resources Commission denies a *Certificate of Appropriateness* or a *Certificate of Economic Hardship*, the property owner can appeal to the City Commission for a new hearing. The City Commission can uphold the decision of the HRC or it can grant the proposed development over the Historic Resources Commission's action.

The local ordinance 250' environs review area is exceeded by State law with regard to State and/or National Register properties. Certificates of Appropriateness or Economic Hardship are required for a project within the 250' radius of a Local Register property.

Examples of projects which would require review and approval are: projects involving the exterior building which are considered 'structural' changes, demolitions or partial demolitions, rezonings, replats, site plans, variance requests or other items which require a city permit or are the direct result of an action of the City Commission. Minor changes which require a city permit can be administratively approved by the Historic Resources Administrator.

7) Summary of Applicable Designation Criteria

Chapter 22, of the City Code is the *Conservation of Historic Resources Code* for the City of Lawrence. Section 22-403 of this code establishes criteria for the evaluation of an application for nomination to the Lawrence Register of Historic Places.

D. CRITERIA FOR EVALUATION AND DESIGNATION - Section 22-403

Nine criteria are provided within this section for review and determination of qualification as a Landmark or Historic District. These criteria are set forth below with staff's recommendations as to which this application qualifies for:

(1) Its character, interest, or value as part of the development, heritage or cultural characteristics of the community, county, state, or nation;

The East Lawrence neighborhood as identified in the context document *Living in East Lawrence: An Essay for a Multiple Listings Nomination*, encompasses approximately 50 city blocks east of Massachusetts Street to Oregon Street and from the Kansas River to 15th Street. This neighborhood and the structures located therein are valuable as part of the development of the City of Lawrence documenting residential land use from the late nineteenth century and the early twentieth century. The East Lawrence neighborhood followed local population, social, economic and architectural building patterns described in the MPDF *Historic Resources of Lawrence, Douglas County, Kansas*. The vernacular architecture and the cohesive streetscapes of the neighborhood emphasize the commonalities of the diverse populations that settled in this area of Lawrence. While the structures in the neighborhood reflect the evolution of vernacular architecture and the incorporation of stylistic details over time, the relationship between the structures based on location, streetscape, building materials, workmanship, mass and scale create a distinct neighborhood identity that is of value to the study of the history of the City of Lawrence. The context describes the neighborhood as a "working class" neighborhood and the history of the people who lived in these vernacular structures is important to the understanding of the growth and development of the community as a whole.

(2) Its location as a site of a significant local, county, state, or national event;

(3) Its identification with a person or persons who significantly contributed to the development of the community, county, state, or nation;

- (4) Its embodiment of distinguishing characteristics of an architectural style valuable for the study of a period, type, method of construction, or use of indigenous materials;*
 - (5) Its identification as a work of a master builder, designer, architect, or landscape architect whose individual work has influenced the development of the community, county, state or nation;*
 - (6) Its embodiment of elements of design, detailing, materials, or craftsmanship that render it architecturally significant;*
 - (7) Its embodiment of design elements that make it structurally or architecturally innovative;*
 - (8) Its unique location or singular physical characteristics that make it an established or familiar visual feature;*
 - (9) Its character as a particularly fine or unique example of a utilitarian structure; including, but not limited to farmhouses, gas stations, or other commercial structures, with a high level of integrity or architectural significance.*
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The HISTORIC RESOURCES CODE establishes a procedure to follow in the forwarding of a recommendation to the City Commission on applications for listing on the local register.

"Following the hearing the commission shall adopt by resolution a recommendation to be submitted to the city commission for either (a) designation as a landmark or historic district; (b) not to designate as a landmark or historic district; or, (c) not to make a recommendation. The resolution shall be accompanied by a report to the city commission containing the following information:

The Historic Resources Commission needs to formulate its recommendation in response to the following subsections section 22-404.2 (b):

- (1) Explanation of the significance or lack of significance of the nominated landmark or historic district as it relates to the criteria for designation as set forth in section 22-403;*
- (2) Explanation of the integrity or lack of integrity of the nominated landmark or historic district;*
- (3) In the case of a nominated landmark found to meet the criteria for designation:
 - (A) The significant exterior architectural features of the nominated landmark that should be protected; and,*
 - (B) The types of construction, alteration, demolition, and removal, other than those requiring a building or demolition permit, that cannot be undertaken without obtaining a certificate of appropriateness.**
- (4) In the case of a nominated historic district found to meet the criteria for designation:
 - (A) The types of significant exterior architectural features of the structures within the nominated historic district that should be protected;**

- (B) The types of construction, alteration, demolition, and removal, other than those requiring a building or demolition permit, that cannot be undertaken without obtaining a certificate of appropriateness.*
- (C) A list of all key contributing, contributing and noncontributing sites, structures and objects within the historic district.*
- (5) Proposed design guidelines for applying the criteria for review of certificates of appropriateness to the nominated landmark or historic district.*
- (6) The relationship of the nominated landmark or historic district to the on-going effort of the commission to identify and nominate all potential areas and structures that meet the criteria for designation.*
- (7) A map showing the location of the nominated landmark or the boundaries of the nominated historic district.*

E. RECOMMENDATION:

Staff recommends the Mann-Gray-Edmundson House located at 946 Pennsylvania Street for designation as a Landmark on the Lawrence Register of Historic Places pursuant to Criteria #1, as described in Section 22-403.

If the Historic Resources Commission recommends this property for local nomination, the Commission should adopt a resolution for recommendation to be submitted to the City Commission for designation as a landmark. In addition to the resolution, the Commission should direct staff to prepare a report to accompany the resolution including the information set forth in Section 22-404.2(1) - (7) and the environs definition.

Staff recommends the following for the report to the City Commission:

- (1) Explanation of the significance or lack of significance of the nominated landmark or historic district as it relates to the criteria for designation as set forth in section 22-403;*
946 Pennsylvania is significant for its vernacular architecture.
- (2) Explanation of the integrity or lack of integrity of the nominated landmark or historic district;*
The structure maintains significant integrity of location, design, materials, and workmanship that make it worthy of preservation.
- (3) In the case of a nominated landmark found to meet the criteria for designation:*
 - (A) The significant exterior architectural features of the nominated landmark that should be protected; and,*
The wood windows, porch, siding, and exterior detailing.
 - (B) The types of construction, alteration, demolition, and removal, other than those requiring a building or demolition permit that cannot be undertaken without obtaining a certificate of appropriateness.*
Alterations to the windows, porch and siding should require a Certificate of Appropriateness.
- (5) Proposed design guidelines for applying the criteria for review of certificates of*

appropriateness to the nominated landmark or historic district.

U.S. Secretary of the Interior's Standards for Rehabilitation, published in 1990, and any future amendments, in addition to any criteria specified by Chapter 22 of the Code of the City of Lawrence, Kansas.

The HRC may also adopt ***An Analysis of the Environs for 946 Pennsylvania Street*** and delineate how environs review will be conducted in relation to the listed property. The analysis is attached with the delineation of environs areas.

- (6) *The relationship of the nominated landmark or historic district to the on-going effort of the commission to identify and nominate all potential areas and structures that meet the criteria for designation.*

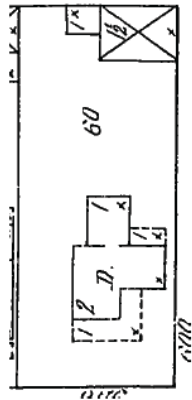
A primary goal of the HRC is to build a Register of properties which show the diversity and growth of Lawrence since its inception. The nomination of this property is another step toward registering a wide variety of historic properties which together present a visual history of Lawrence's past. The goal of the Lawrence Register of Historic Places is to represent all socioeconomic strata; businesses and industries which illustrate the diversity that has been prevalent in Lawrence since its inception.

- (7) *A map showing the location of the nominated landmark.*
See attached

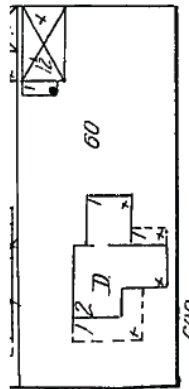
Environs Definition
See attached



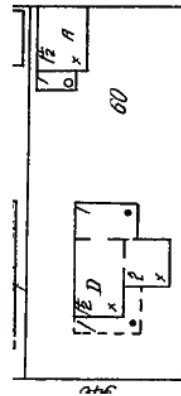
Beers Atlas 1873



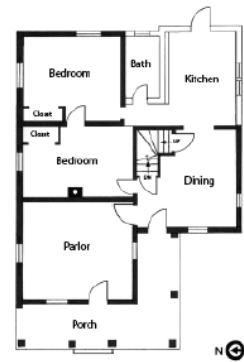
Sanborn 1912



Sanborn 1918



Sanborn 1927



DBK 2008

946 pennsylvania
lot 60

Change Over Time

East Lawrence Neighborhood Association