LAWRENCE HISTORIC RESOURCES COMMISSION ITEM NO. 4: L-16-00054 STAFF REPORT

A. SUMMARY

L-16-00054 Public hearing for consideration of placing the structure located at 200 West 9th Street/839 Vermont Street, the Carnegie Building, on the Lawrence Register of Historic Places. Adopt Resolution 2016-04 if appropriate. Submitted by the Historic Resources Administrator at the direction of the Lawrence City Commission and the Lawrence Historic Resources Commission for the city of Lawrence, the property owner of record.

Legal Description:

LOTS 61, 63, 65 & 67 ON VERMONT STREET IN THE ORIGINAL TOWNSITE OF THE CITY OF LAWRENCE, DOUGLAS COUNTY, KANSAS;

The public hearing for the nomination of the structure to the Lawrence Register of Historic Places will be held at 6:30 p.m., or thereafter, at Lawrence City Hall, 6 E 6th Street, in the City Commission Room.

B. HISTORIC REGISTER STATUS

839 Vermont Street is listed in the National Register of Historic Places and the Register of Historic Kansas Places.

C. REVIEW CONSIDERATIONS

1) History Summary

See National Register Nomination Section 8.

Additional building documentation for the Carnegie building in now available from the State Historic Preservation Office's thematic nomination for Carnegie Libraries in 1987, and the continued efforts of the City as it invests in the building to accommodate new uses.

The original design of the Carnegie building was altered in 1937-1938 when an addition was designed by Lawrence architect Thomas Larrick for the Public Works Administration (PWA). This addition was to create additional space for the library use.

In 1972, the City library moved to a new location and the building was utilized for an arts center until 2002 when the Lawrence Arts Center moved to a new location.

In an effort by the City to continue the public use of the building, the City financed several analyses to document the physical structure, find a suitable use, and rehabilitate the structure.

A new addition was added to the north of the existing structure in 2010 and additional interior rehabilitation was completed.

The structure is now used for a community center, exhibit space, and offices.

2) Architectural Integrity Summary

See National Register Nomination Section 7. While the nomination classifies the original structure as Neoclassical architectural style, the embellishments, pediment, and classical quoins relate to the Beaux Arts style of architecture.

In 1937 the first addition to the building removed the north wall of the structure and more than doubled the size of the building. This addition was modern and restrained, and although it used a very similar stone foundation, it used a different brick color. The addition was recessed from the east and west wall planes and reused original windows. New windows in the same pattern, size and light configuration as the historic structure were also used.

A new addition was completed in 2011 and included an at-grade entrance, elevator, and code compliant stairs. This addition was recessed on the east and west planes from the 1937 addition, connected with a small hyphen, and was a contemporary design with large spans of glass. There is no fenestration on the west side of this addition.

Even though the structure has evolved over time, it continues to maintain integrity of location, design, materials, and workmanship to make it worthy of preservation.

3) Context Description

The structure located at 839 Vermont Street, Lawrence's Carnegie Library now known as the Carnegie Building, is representative of the Beaux Arts and Neo Classical styles of architecture. The original building was constructed in 1903-1904 during the "Quiet University Town, 1900-1945" period, as defined by the Historic Resources of Lawrence, Douglas County, Kansas Multiple Property Documentation Form (MPDF). The structure was constructed specifically for a library use.

The original structure was placed on two city lots of 50' X 117' as platted in the Original Townsite of Lawrence. The existing development pattern for the area was a mix of commercial and residential uses. Vermont Street was developing with both residential and commercial uses and building types, but Kentucky Street was completely residential in building type and use. The 1899 Presbyterian Church was across Warren Street (9th Street) to the south.

While the commercial and residential uses continue to exist in this area, the pattern has changed to all commercial uses in both the 800 and 900 blocks of Vermont Street. The residential uses are all located to the west on Kentucky Street.

4) Planning and Zoning Considerations

The Carnegie Building is zoned GPI, General Public and Institutional Use District. The primary purpose of this special purpose base district is to accommodate institutional uses that occupy significant land area. The district regulations are designed to offer the institution maximum flexibility for patterns of uses within the district while ensuring that uses and development pattern along the edges of the district are compatible with adjoining land uses. Prior to the adoption of the 2006 Development Code, the property had been zoned C-3, Central Commercial District. From the adoption of the first zoning ordinance until

the 2006 zoning ordinance, the property was zoned for general business.

To the north, south, and east of the property is CD zoning and comprises a variety of uses including retail, restaurant, office, and a city parking lot. To the west is CS, Commercial Strip District, with uses that include residential and office. Directly to the northwest are properties that are zoned RMO, Multi Dwelling Residential Office District, with the primary use residential.

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.

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 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. 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 <u>exterior</u> building which are considered 'structural' changes, demolitions or partial demolitions. 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;

(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.

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 Carnegie Building, located at 839 Vermont Street for designation as a Landmark on the Lawrence Register of Historic Places pursuant to Criteria #1 and#6 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;

The Carnegie building is significant for its architecture and for its association with the growth and development of the City of Lawrence.

(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,

All elements of the south elevation of the structure including but not limited to the terra cotta details, stone details, classical columns, stone foundation, wood windows and surrounds including sills and arched windows, arches, brick in size and color, fenestration pattern, brick quoin pattern, parapet in height and design, and recessed entrance should be protected.

Elements on the east and west sides of the 1904 structure that should be protected include terra cotta details, stone details, stone foundation, wood windows and surrounds including sills and arched windows, arches, brick in size and color, fenestration pattern, brick quoin pattern, and the parapet in height and design.

Elements on the east and west sides of the 1937 addition that should be protected include stone details, stone foundation, wood windows and surrounds including sills, brick in size and color, and fenestration pattern.

Elements on the north side of the 1937 addition that should be protected include stone details, stone foundation, wood windows and surrounds including sills, brick in size and color, and fenestration pattern.

The flat roof for both the 1904 and 1937 portions of the building should be maintained.

The 2011 addition has not achieved historic significance.

(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 any architectural element on the south elevation of the structure including but not limited to the terra cotta details, stone details, classical columns,

stone foundation, wood windows and surrounds including sills and arched windows, arches, brick in size and color, fenestration pattern, brick quoin pattern, parapet in height and design, and recessed entrance should require a Certificate of Appropriateness.

Alterations to any architectural element on the east and west elevations of the 1904 structure including but not limited to the terra cotta details, stone details, stone foundation, wood windows and surrounds including sills and arched windows, arches, brick in size and color, fenestration pattern, brick quoin pattern, and parapet in height and design, should require a Certificate of Appropriateness.

Alterations to the east and west sides of the 1937 addition including but not limited to the stone details, stone foundation, wood windows and surrounds including sills, brick, and fenestration pattern, should require a Certificate of Appropriateness.

Alterations to the north side of the 1937 addition including but not limited to the stone details, stone foundation, wood windows and surrounds including sills, brick, and fenestration pattern, should require a Certificate of Appropriateness.

Alterations to the flat roof for both the 1904 and 1937 portions of the building 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>U.S. Secretary of the Interior's Standards for Rehabilitation</u>, 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 200 West 9th Street/839 Vermont Street* and delineate how environs review will be conducted in relation to the listed property.

(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

HRC Packet Information 03-24-2016 Item No. 4: L-16-00054 p.8

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DESCRIBE THE PRESENT AND ORIGINAL (If known) PHYSICAL APPEARANCE

The old Lawrence City Library is a rectangular one-story brick structure with a basement and a blond brick addition to the north. Facing south at the northwest corner of Vermont and Ninth streets, it is situated one block west of the town's central commercial street and is in a neighborhood of offices and businesses. A parking lot is located directly north of the building. The old library originally measured approximately 75 feet long and 35 feet wide, and the 1937 addition added another 40 feet to the width.

The south facade with its Neo-Classical style is virtually unaltered from its original form. The entrance is in a portico reached by marble steps. The portico occupies the center third of the library's front. Two Corinthian columns flank the entrance on either side.

The exterior is of pressed buff brick on a five foot Warrensburg (Mo.) stone foundation. A brick parapet extends above the roof line and no part of the flat roof is visible to the viewer, a point which drew criticism from some Lawrence residents at the time of construction. The entablature is Corinthian in design. The exterior has considerably more ornamentation than is apparent at first glance. Since all materials are of the same rather dull color, the details don't always stand out.

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The entrance is recessed in the portico in a stilted round arched opening. The original doors have been replaced with aluminum and glass door and windows. One large stilted round arched window opening is located on either side of the portico and one each on the east and west sides. Each contains two side by side vertical windows, and the rounded portion is filled with four by four inch glass panes. The window trim is frame and in need of maintenance. Each window sill as well as the impost, extrados, archivolt, intrados and Corinthian keystone are all of a greyish-brown terra cotta. (It was reported in contemporary newspaper accounts to be the first building in Kansas with the grey terra cotta which was manufactured by the Northwestern Terra Cotta Co. of Chicago.)

An ornate terra cotta pediment is situated on the parapet wall directly above the entrance and bears the date 1904. Beneath the pediment, carved in stone, are the words "Lawrence City Library."

The building looks much as it did originally except for the doors and glassed-in areas at the front entrance and the blond brick addition to the rear.

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STATEMENT OF SIGNIFICANCE

Construction of the Old Lawrence City Library in 1903-1904 resulted from citizens' concerted efforts to secure an adequate library facility for their community.

Lawrence has a long tradition of literary interest; the first subscription library was established within two months after the Free-State town was founded in 1854. A private lending library was started by J. S. Boughton in 1865 after Quantrill's raid and the sacking of Lawrence in 1863 had destroyed the original library's records. In 1866 the Lawrence Library Association purchased Boughton's books and fixtures for \$600. By 1871 the city council had assumed responsibility for the operation.

The library through the years was housed where space could be rented or obtained. As the amount of holdings increased, the need for a permanent building became more and more apparent to some of the Lawrence residents. Peter Emery was the chief initiator of the movement that developed at the turn of the century, and for a time he didn't draw much response. But things began to happen when he enlisted the support of J. D. Bowersock of Lawrence, who also happened to be the U. S. Representative. Bowersock was able to obtain a quick commitment of \$25,000 in Carnegie funds.

One of Carnegie's stipulations was that each recipient city had to first have enabling laws providing ten per cent of the Carnegie gift for yearly operation of the facility. In April, 1903, the voters of Lawrence by a count of 855 to 226 approved the proposition to provide a free public library. The mayor promptly appointed a library board of directors, which included Emery and Bowersock, and planning began. The site for the new library at Ninth and Vermont was donated by Mrs. C. P. Groyenor as a memorial to her husband.

A number of architects wanted to prepare the plans for the building, and after examining the drawings of half a dozen, the board in May, 1903, selected George A. Berlinghof of Beatrice, Nebraska, as their architect. The final plans and specifications were approved in midmJune and July 7 was set as the date for receiving bids. There were some problems in obtaining bids within the available grant, but on July 30, 1903, a contract was awarded to George A. Shaul of Seneca, Kansas, for \$20,250. The contract for heating, plumbing, gas-fitting and electric wiring was let to Graeber Bros. of Lawrence for \$2,200.

SEE INSTRUCTIONS

Form 10-300a (Dec. 1968)

UNIT TO STATES DEPARTMENT OF THE INTERIOR NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES

INVENTORY - NOMINATION FORM

STATE Kansas COUNTY DOUGLAS FOR NPS USE ONLY ENTRY NUMBER DATE

(Continuation Sheet)

(Number all entries)

8.

In September, 1903, the board approved the bonds of the contractor, who had by that time acquired a partner, Peter Assenmacher, and located the site of the building. Work was expected to begin within a week or ten days. By the end of October, the basement walls were showing above the ground and the library board was requesting \$5,000 from Carnegie to pay bills incurred.

The building was not finished as quickly as had been anticipated. A variety of delays postponed the completion until late 1904. It was officially opened on December 26, 1904. The cost of the building itself was \$24,175 and the furniture, shelving, sidewalks and retaining walls raised the total to \$27,412.

Through the years the Old Lawrence City Library provided a multitude of services to the community. By the 1930's it was overcrowded, and an addition was built in 1937. The building was again outgrown by the late 1960's, and voters in 1970 approved a bond issue for a new library, which was opened in 1972.

The continued use of the former library building for cultural and recreational events is being discussed by a number of Lawrence organizations. Plans are being made to have it serve as a cultural arts center, with particular attention to the performing arts and with provision for arts and crafts.

The Old Lawrence City Library is significant to the citizens of Lawrence for its 68 years of service as the public library. Architecturally, it represents a good example of the Neo-Classical style as applied to Carnegie libraries.

9.

"Minutes of the Board of Directors of the Library Board of Lawrence," on file at Lawrence City Library.

Preliminary nomination data supplied by W. Stitt Robinson, Professor of History, University of Kansas, in behalf of the History and Traditions Committee, Lawrence (Kan.) Chamber of Commerce.

9.	MAJOR	BIBLIOGRA	PHICAL RI	<u>Ere To</u>	ES]
"City Library Is Put to Good Use," Lawrence Journal-World, Feb. 7, 1938. "Free City Library Will Be Reopened," Lawrence Journal-World, Aug. 18, 1937. "Interest in Books from Early Days," Lawrence Journal-World, Oct. 10, 1929. Jeffersonian Gazette (Lawrence), April 16, May 14, June 17, August 5, Sept. 2, Oct. 28, 1903; May 18, Sept. 27, 1904. "Lawrence Library Has Long History," Lawrence Journal-World, Feb. 14, 1950. "Library Grows from 60 Volumes," Douglas County Historical Society Newsletter, Vol. 2, No. 1 (November, 1972), pp. 1-4.														
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	As the designated State Liaison Officer for the Na- tional Historic Preservation Act of 1966 (Public Law 89-665), I hereby nominate this property for inclusion in the National Register and certify that it has been evaluated according to the c-iteria and procedures set							I hereby certify that this property is included in the National Register.						
	forth by the National Park Service. The recommended level of significance of this nomination is: NationalStateLocal fix							Director, Office of Archeology and Historic Preservation						
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