
LAWRENCE HISTORIC RESOURCES COMMISSION
ITEM NO. 4: L-16-00122
STAFF REPORT

A. SUMMARY

L-16-00122 Public hearing for consideration of placing Clinton Park located at 901 W 5th Street on the Lawrence Register of Historic Places. Adopt Resolution 2016-08, 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 for the northern two-thirds of the property. The nomination is also supported by USD497, the property owner of record for a portion of the property. (Board of Education meeting April 11, 2016)

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.

Legal Description:

A PORTION OF LOTS 1 AND 2 IN PINCKNEY ADDITION, A SUBDIVISION IN THE CITY OF LAWRENCE, DOUGLAS COUNTY, KANSAS, MORE PARTICULARLY DESCRIBED AS FOLLOWS:

THE WEST 260.04 FEET, MORE OR LESS, OF LOT 1, PINCKNEY ADDITION; AND ALSO,

THE EAST 260.04 FEET, MORE OR LESS, OF LOT 2, PINCKNEY ADDITION; LESS THE VACATED WEST ONE-HALF OF ILLINOIS STREET RIGHT OF WAY NOW PART OF SAID LOT 2.

THE ABOVE CONTAINS APPROXIMATELY 3.58 ACRES (156,024 SQUARE FEET), MORE OR LESS.

B. HISTORIC REGISTER STATUS

Clinton Park located at 901 W 5th Street is not listed in any historic register.

C. REVIEW CONSIDERATIONS

1) History Summary

When A. D. Searl first prepared a survey plan for Lawrence (Lawrence City, Kansas Territory) in 1854, he identified seven blocks as parks. One of the parks was labeled Clinton Park, but it was located to the west and south of 6th Street from what would become Clinton Park. An additional survey done by Searl that is also identified as 1854 (Lawrence, Kansas), includes Clinton Park in its current location between Penn (5th) Street and Pinckney (6th) Street from north to south and Illinois Street and Alabama Street to the east and west. Clinton Park was one of only four parks identified on the plan. When Holland Wheeler platted the city in 1858, Clinton Park was platted in its current location and was one of only three parks identified on the plat. There was a significant ravine running through the park that is shown on Wheeler's plat. According to records from the Parks and Recreation Department, this ravine began to be infilled starting c. 1913. The historic park property was approximately 3 ½ acres.

The park continued to exist in its historic form and in 1938 the city council approved a project not to exceed \$140,000 that would include construction of several "oven," a shelter house, two toilets, and a retaining wall. The stone retaining wall that still exists in the park was constructed by the National Youth Administration (NYA) with assistance from residents of the Pinckney neighborhood. The National Youth Administration was a New Deal era program that was created in 1935 to employ youth primarily between the ages of 16 and 24. In Kansas, the Works Progress Administration (WPA), the program designated to administer the NYA, received over \$2 million for work projects and \$1.7 million for student aid. (Because of its association with the NYA and the retaining wall, the park may be eligible for the National Register of Historic Places using the New Deal-era Resources of Kansas Multiple Property Documentation Form.) During the 1960s, the city purchased additional land to add to the historic park property creating the existing Clinton Park.

The 1927 Sanborn fire Insurance Map identifies the northwest corner of the park as a "City Tourist Camp". Adjacent to Alabama Street, the map shows a one story "Community Kitchen" with a rest room.

The southern third of the park has historically been associated with Pinckney School. By 1871, Pinckney School was constructed on lots to the east of the park that were platted as residential lots. Because the park land was adjacent to the school property, it was used as a recreational area for the school as well as a neighborhood park. In 1930, when the original Pinckney school was demolished and the 1930 structure constructed, the southern third of the park continued to be used by the school. In 1939 the city adopted Ordinance 1989 giving the exclusive use of this southern portion of the original Clinton Park to the school district for 99 years. In 2015, the southern third of the historic park property was transferred to the school district. The northern two-thirds of the property continue to be used as a city park.

2) Architectural Integrity Summary

Clinton Park is the result of a planned park, although the original landscape design was not implemented. The original design shown on the 1854 plan by Searl was for the park to have a semicircular landscape design on each side of the park. Defined by the National Park Service, the park is considered to be a historic site as a planned rural landscape. Rural landscapes usually are not the work of a professional designer and have not been developed according to academic or professional design standards, theories, or philosophies of landscape architecture. The park has tangible features such as the infill of the ravine and the stone retaining wall, called landscape characteristics which have resulted from historic human use.

Clinton Park is significant for its relationship to the patterns of history and development that shaped the geographical area that became the City of Lawrence. Spatial organization, concentration of historic characteristics, and evidence of the historic period of development distinguish the historic park landscape from its immediate surroundings. The natural environment and the large ravine influenced the character and composition of the park. As a rural historic landscape, the park is a geographical area that historically has been used by people, shaped and modified by human activity and intervention, and possesses a significant linkage to the social and cultural mores of the founders and citizens of the city.

In addition to the integrity of the form, location and shape of the park, the stone retaining wall is a significant architectural feature that maintains significant integrity of design and placement.

Though some alterations have been made to the site, it continues to maintain integrity of location, design, materials, and workmanship to make it worthy of preservation.

3) Context Description

Clinton Park was identified in Searl's 1854 plan and in Wheeler's 1858 plat as a park with a large ravine running through the site. Wheeler's plat shows the park as the entire 500 block between Illinois Street and Alabama Street. This block was approximately 600' from north to south and 250' from east to west. (These dimensions do not include the area dedicated for the streets.) The area around the park was designed to be residential. By 1871, Pinckney School was located to the east of the park. The 1897 Sanborn Fire Insurance Maps did not show the park, but the area east of the park, Pinckney School to Indiana Street, had developed with a creamery at the northeast corner of Pinckney Street and Mississippi Street and commercial buildings in the 500 block of Indiana Street. The 1918 Sanborn map shows the park in this original configuration, but Illinois Street is shown as a through street separating Pinckney School from the park. The large ravine continues to show on this map. The 1927 map shows the park in the same location and configuration, but Illinois Street and Alabama Street are identified as "Not Opened". The 1927 map also shows Pinckney School, the creamery at the northeast corner of Pinckney Street and Mississippi Street, and commercial buildings in the 500 block of Indiana Street. The remaining area surrounding the park was residential.

The area located around the park is currently a mix of residential and commercial structures and uses. The several lots in the area did not develop the size in which they were originally platted. Illinois Street is open from 5th Street to the south approximately 288' from the centerline of 5th Street. Alabama Street is open approximately 280' from the centerline of 6th Street. The transfer of the southern third of the original Clinton Park property from the city to the school district has created a school property that has doubled in size from the original school property.

4) Planning and Zoning Considerations

Clinton Park is zoned OS, Open Space District. The primary purpose of the OS District is to preserve and enhance major open space and recreational areas by protecting the natural amenities they possess and by accommodating development that is compatible with those natural amenities.

The properties to the north and south are zoned residential (RS5). The school property to the east is zoned GPI (General Public and Institutional district) and the property adjacent to the north portion of the historic park area is zoned residential (RS5). The property adjacent to the south portion of the adjacent park is zoned multi-dwelling residential (RM12).

Prior to the adoption of the 2006 Development Code, the park was zoned for residential development (RS-2).

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 exterior 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;

Clinton Park was identified on A.D. Searl's 1854 layout for the City of Lawrence. When Holland Wheeler platted the city in 1858, Clinton Park was prominently shown as one of three dedicated parks for the city. Setting aside property for parks and open space reflects the eastern culture represented by the early settlers of the community. The continued existence of the park as an open space reflects the continuing culture of the city to support city parks.

(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;

Clinton Park includes a stone retaining wall that was constructed by the National Youth Administration and City of Lawrence residents. The stone retaining wall exhibits a type and method of style that is associated with the New Deal-era programs and is valuable for the study of the types and styles used by NYA which are often underrepresented in identified new Deal-era program projects.

(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 Clinton Park, located at 901 W 5th Street, for designation as a Landmark on the Lawrence Register of Historic Places pursuant to Criteria #1 and #4 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;*

Clinton Park is significant for its association with the growth and development of the City of Lawrence and its association with the National Youth Administration.

(2) *Explanation of the integrity or lack of integrity of the nominated landmark or historic district;*

The park 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 size and shape of the original platted park, the open space associated with the historic park, and the historic retaining wall 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.*

Alterations to the historic shape and form of the park, including new construction, as well as any alterations to the stone retaining wall 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 for the Environs of Clinton Park located at 901 W 5th 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.