
LAWRENCE HISTORIC RESOURCES COMMISSION
ITEM NO. 3: L-16-00053
STAFF REPORT

A. SUMMARY

L-16-00053 Public hearing for consideration of placing the structure located at 402 North 2nd Street, the Union Pacific Depot, on the Lawrence Register of Historic Places. Adopt Resolution 2016-03, 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: A TRACT OF LAND IN BLOCKS 2 AND 3, NORTH LAWRENCE, DESCRIBED AS FOLLOWS:

BEGINNING AT A POINT WHICH IS SOUTH 00°00'00" WEST, A DISTANCE OF 202.80 FEET ALONG THE EAST LINE OF THE SOUTHWEST QUARTER OF SECTION 30, TOWNSHIP 12 SOUTH, RANGE 20 EAST OF THE SIXTH PRINCIPAL MERIDIAN AND NORTH 90°00'00" WEST, A DISTANCE OF 33.00 FEET FROM THE NORTHEAST CORNER OF SAID QUARTER SECTION, SAID POINT BEING ON THE WEST RIGHT-OF-WAY LINE OF PRESENT DAY NORTH THIRD STREET; THENCE SOUTH 00°00'00" WEST ALONG SAID RIGHT-OF-WAY LINE, A DISTANCE OF 109.95 FEET TO THE NORTH RIGHT-OF-WAY LINE OF LOCUST STREET; THENCE NORTH 89°33'32" WEST ALONG SAID NORTH RIGHT-OF-WAY LINE, A DISTANCE OF 535.00 FEET TO THE EAST RIGHT-OF-WAY LINE OF NORTH SECOND STREET; THENCE NORTH 00°00'00" EAST ALONG SAID EAST RIGHT-OF-WAY LINE, A DISTANCE OF 316.53 FEET TO THE NORTH LINE OF SAID QUARTER SECTION; THENCE NORTH 89°12'15" WEST ALONG SAID NORTH LINE, A DISTANCE OF 10.00 FEET; THENCE NORTH 00°00'00" EAST ALONG SAID EAST RIGHT-OF-WAY LINE, A DISTANCE OF 123.10 FEET TO THE SOUTHERLY LINE OF THE UNION PACIFIC RAILROAD COMPANY RIGHT-OF-WAY; THENCE ALONG SAID SOUTHERLY LINE ON A 1,396.67 FEET RADIUS CURVE TO THE LEFT, AN ARC LENGTH OF 644.87 FEET, WITH A CHORD BEARING SOUTH 58°30'09" EAST, A DISTANCE OF 639.16 FEET TO THE POINT OF BEGINNING. THE ABOVE CONTAINS 130,777 SQUARE FEET (3.002 ACRES) ALL IN 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, in the City Commission Room at Lawrence City Hall located at 6 E 6th Street.

B. HISTORIC REGISTER STATUS

402 North 2nd Street is listed in the Register of Historic Kansas Places.

C. REVIEW CONSIDERATIONS

1) History Summary

The Union Pacific Depot was constructed c. 1888-1889.

See Kansas Register Nomination for the history of the structure.

2) Architectural Integrity Summary

The structure located at 402 North 2nd Street, the Union Pacific Depot, is identified in the state nomination as an example of "picturesque depot architecture constructed by the Union Pacific Railroad in the 1880s." The structure has elements of the Tudor style of architecture including the decorative half-timbering in the gable ends and the steeply pitched roof. While the use of different materials was also used in the Tudor style, the masonry walls with the rough-faced, squared stonework and the contrasting brick color are often elements of the Richardsonian Romanesque style of architecture. The Lawrence Union Pacific Depot is an excellent example of railroad depots constructed with impressive architectural elements to emphasize the prosperity of the associated railroad.

See Kansas Register Nomination for the architectural description of the structure.

The nomination includes information of known alterations.

The structure maintains a high degree integrity of location and design that make it worthy of preservation.

3) Context Description

The Union Pacific Depot was constructed in 1888-1889 during the "Agricultural and Manufacturing, Foundations of Stability" period as defined by Historic Resources of Lawrence, Douglas County, Kansas Multiple Property Documentation Form (MPDF).

When the depot was constructed, the majority of the area surrounding the depot was platted for residential development and residential structures were built. Larger lots were platted facing Massachusetts Street and Bridge Street (N 2nd Street). The lots along Bridge Street were developing with commercial uses and structures while the structures on Massachusetts Street were a mix of commercial and residential structure types. By 1897, the majority of properties on Massachusetts Street were residential.

The area surrounding the property has a very similar context as it did at the time of construction with a combination of commercial, residential and industrial uses and forms in the area.

4) Planning and Zoning Considerations

The Union Pacific Depot 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 as an industrial district since the adoption of the first zoning ordinance.

The majority of the properties surrounding the depot property are zoned IG, General Industrial District. There are two lots to the south of the depot property that are zoned RSO, Single Dwelling Residential Office District, and several properties to the southwest that are Zoned CS, Commercial Strip.

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. In addition, the information for Lawrence Register properties will be included on the City's website in 2016.

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, demolitions, or partial demolitions. Minor changes which require a city permit can be administratively approved by the Historic Resources Administrator.

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

Nine criteria are provided within Section 22-403 for review and determination of qualification as a Landmark or Historic District. These criteria are set forth below with staff's summary of applicable criteria and recommendations for which this application qualifies:

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

The Union Pacific Depot is significant for its association with the growth and development of the railroad in Lawrence and specifically how this growth impacted the City of Lawrence financially and culturally.

(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;

The Union Pacific Depot retains a high degree of integrity and is an excellent example of high-style depot architecture that was influenced by the Richardsonian Romanesque and Tudor styles.

(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 Union Pacific Depot, located at 402 North 2nd 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 Union Pacific Depot is significant for its architecture and its association with the development of the railroad in Kansas and specifically with the growth and development 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 and design 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,*

Roof forms, decorative half-timbering in the gable ends, stone and brick elements including the surface type and color, large overhanging eaves, brackets, fenestration pattern including the windows in the gable ends, wood surrounds of doors and windows, reconstructed steeple, brick chimneys, Lawrence stone lettering on the north side, and the reconstructed awning.

- (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 or removal of roof forms, decorative half-timbering in the gable ends, stone and brick elements including the surface type and color, large overhanging eaves, brackets, fenestration pattern including the windows in the gable ends, wood surrounds of doors and windows, reconstructed steeple, brick chimneys, Lawrence stone lettering on the north side, and the reconstructed awning 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 402 North 2nd 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



KANSAS STATE HISTORICAL SOCIETY

CENTER FOR HISTORICAL RESEARCH

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KANSAS MUSEUM OF HISTORY

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Certification of State Register Listing

The Register of Historic Kansas Places includes all Kansas properties nominated to the National Register as well as lower threshold properties which are listed on the state register only.

Property Name: Lawrence Union Pacific Railroad Passenger Depot

Address: North Second Street at Maple and Locust Streets, Lawrence, Kansas 66044

County: Douglas County

Legal: NW 1/4, NE 1/4, NE 1/4, SW 1/4, S30, T12S, R20E in North Lawrence, Blk 2.
A 10 foot perimeter extends from the building to form the nominated parcel.

Owner: Mike Wildgen, City of Lawrence

Address: P.O. Box 708, Lawrence, Kansas 66044

National Register eligible _____

State Register eligible X

This property was approved by the Kansas Historic Sites Board of Review for the Register of Historic Kansas Places on August 22, 1992.

I hereby certify that this property is listed on the Register of Historic Kansas Places.

Ramon P. ...
State Historic Preservation Officer

Date Aug. 28, 1992

The Lawrence Union Pacific Railroad Passenger Depot (c. 1888-1889) is being nominated to the Register of Historic Kansas Places for its historical association with the growth and development of Lawrence, Kansas and for its architectural significance as an example of the picturesque depot architecture constructed by the Union Pacific Railroad in the 1880s. The brick and stone depot stands as the Union Pacific Railroad's second depot in Lawrence, and was designed by the Kansas City architectural firm of Van Brunt and Howe. Wolfe and Snow are credited with the construction.

The Union Pacific Railroad was incorporated as the Leavenworth, Pawnee and Western Railroad by the legislature of the Territory of Kansas in 1855, although construction on the line did not begin until 1863. The charter was acquired by John Fremont and Samuel Hallett. During the eight years that followed its incorporation, the Leavenworth, Pawnee and Western Railroad Company organized and sought purchasers for its securities. The legislature of the Territory of Kansas had granted fifty-one charters to railroad companies by 1861, but only one company had laid any track. The companies were largely designed to help promote settlement.

The Pacific Railroad Act of 1862 revitalized construction interest among the various companies which had received charters. Under the terms of this act, the Union Pacific Railroad was chartered to build westward from the 100th meridian in the territory of Nebraska to the west boundary of the territory of Nevada while the Central Pacific Railway, an existing California corporation, was to build eastward from the Pacific coast. The Pacific Railroad Act of 1864 amended the charter, restricting the Central Pacific Railway from extending more than 150 miles into Nevada.

In 1864, the Leavenworth, Pawnee and Western Railroad was renamed the Union Pacific Railway Company Eastern Division. The company changed its name again in 1869 to the Kansas Pacific Railway Company, the line reached Denver in 1870. From Denver, the Kansas Pacific Railway built to Cheyenne, Wyoming over a subsidiary road, the Denver Pacific Railway. The main line of the Union Pacific Railway and the Central Pacific Railway met at Promontory, Utah in May, 1869.

After a five year battle to gain control of the Kansas Pacific Railway, Jay Gould acquired the railroad in 1879. Gould combined the Kansas Pacific Railway with the Union Pacific Railway and the Denver Pacific Railway to form the Union Pacific Railway in 1880. The company went into receivership in 1893, and was reorganized into the present Union Pacific Railroad Company in 1898.

The Union Pacific Railroad reached Lawrence in 1864. A one-story, board and batten, depot was constructed by the railroad, and served the community until the completion of the second and present depot in 1889. The depot was allowed to deteriorate, and upon the 1888 visit of the Union Pacific Railroad president Charles F. Adams (1835-1915) to Lawrence, the railroad decided to replace the aging frame structure. Adams became president of the Union Pacific Railroad in 1884, and during his fourteen year command commissioned his longtime friend Henry Van Brunt to design many structures for the railroad, including the new Lawrence passenger and freight depots.

Henry Van Brunt (1832-1903) and Frank M. Howe (1849-1909) established their Kansas City practice in 1884, and for the next twenty years enjoyed a very active residential design business, with a sprinkling of important civic and commercial commissions interspersed. The

two architects had practiced together in Boston, with Ware and Van Brunt and later as Van Brunt and Howe. Both firms received many important civic and commercial commissions in the Boston area. The firm's move to Kansas City was precipitated by the poor building climate experienced in the Boston area during the 1870s and by the extensive building boom experienced by the western states in the 1880s. Van Brunt and Howe are generally acknowledged as introducing the Richardsonian Romanesque to the Kansas City area.

Van Brunt and Howe designed the three most important stations along the Union Pacific Railroad's main line: Omaha, Nebraska (c. 1899), Cheyenne Wells, Colorado (c. 1893), and Ogden, Utah (c. 1886-1887). The firm also designed smaller stations such as the two found in Kansas: Lawrence (c. 1888-1889) and Junction City (c. 1890). Other Union Pacific Railroad depot commissions for this period include Valley, Nebraska (c. 1890), Portland, Oregon (c. 1893), Logan, Utah (c. 1898), Sioux City, Iowa (c. 1890?), and Denison, Texas (c. 1890?).

"The stations at Lawrence, Junction City, Valley, Cheyenne Wells, and Logan were all one and a half story placed at the side of through tracks. The standard plan for these stations provided a central ticket office with a station master's oriel window at the track side and waiting and baggage rooms. At the largest station in this group, located in Lawrence, separate men's and women's waiting rooms were provided." (Hennessey, pp. 207-8, 1979)

"Stylistically Van Brunt's line stations were generally designed in a modified Richardsonian mode. Gambrel roofs, short cupolas, timbered or panelled walls, and rock-faced masonry construction are tempered by Queen Anne details to give the stations a rather domestic feeling..." (Hennessey, p. 209, 1979)

The design for the Lawrence depot employs the rusticated and polychrome facings of the Richardsonian idiom, but it is not Romanesque. The building is rectangular with asymmetrical massing, there are no arches or curves integrated into its form. The street-side, half-timbered gable and the seventy-five foot spire which rose to the west of the gable, gave the building its picturesque, romantic character, evoking images of a quiet English village.

Van Brunt first used the spire in the design for the Union Pacific Railroad depot at Worcester, Massachusetts (1873-1875). The Worcester station is Van Brunt's most widely known depot design, the antecedents for the spire lying clearly in English sources.

The Lawrence depot was built of Junction City limestone, with pressed red brick and Colorado red stone trim. An awning supported by cast iron columns projected from the depot's western end. Slate shingles covered the cross gabled, hipped roof of the main building, the awning's roof, and the spire. A brick platform ran the length of the depot on the north elevation. The depot's overall dimension measured 153'x 30'.

The building's two waiting rooms were finished with California red wood, light colored woods were selected for the furniture.

Two significant changes to the building occurred in 1903 and c. 1930 respectively. The 1903 Kansas River flood damaged the awning, it was removed. A 1928 fire in the baggage room resulted in little damage to the building. The spire and the slate roof were removed in the 1930s, the existing roof configuration and asbestos shingles date from this period.

In 1944 the depot was remodelled under the supervision of William Thomas Wellman, general architect for the Union Pacific Railroad. During this transformation, the ticket office was moved to the west end of the building, the waiting rooms were combined, the wooden floors replaced with concrete and "Tile-Tex", the red wood interior finishes were replaced with walnut finishes, acoustic tile ceiling was installed, the brick platform was replaced with concrete, and the sliding doors on the baggage and express rooms were replaced with overhead garage doors.

The Union Pacific Railroad discontinued passenger service at the Lawrence depot in 1971, but used the building for a freight depot until 1984. Since that time, the Save the Depot Task Force persevered in its fight to preserve the structure.

In 1991, the Union Pacific Railroad deeded the depot to the City of Lawrence. With ownership of the building in hand, plans to rehabilitate the building were developed. At this writing, the exterior has been stabilized and plans for various fund raising efforts and grant proposals to fund the remaining exterior and interior work, as well as landscaping and other development, are active. The preservation of the Lawrence Union Pacific Railroad Passenger Depot is very much a community driven and community supported effort.

The rehabilitation plans for the depot address the two major exterior losses, the destruction and subsequent demolition of the awning in 1903 and the dismantling of the spire in the 1930s. Both features will be reconstructed. The losses to the interior will not be addressed.

The Lawrence Union Pacific Railroad Passenger Depot maintains a moderate degree of architectural integrity, its exterior losses can be classified as additive features, while its interior losses are more profound. However, the significance of the depot as an extant example of a rapidly vanishing architectural type overrides the integrity issues.

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