
LAWRENCE HISTORIC RESOURCES COMMISSION
ITEM NO. 5: L-16-00273
STAFF REPORT

A. SUMMARY

L-16-00273 Public hearing for consideration of placing 819 Avalon Road on the Lawrence Register of Historic Places. Submitted by Susan Ford on behalf of Olive H. Stanford and Mary S. Anderson, the property owners of record. Adopt Resolution 2016-11, if appropriate.

Legal Description:

LOT TWO (2), LESS A TRAPEZOIDAL SHAPED PORTION LYING AT THE NORTHERNMOST END OF SAID LOT 2 DESCRIBED AS FOLLOWS: BEGINNING AT THE STEEL PIN MARKING THE SOUTHEAST CORNER OF LOT 1, BLOCK 1, IN BROADVIEW TERRACE, AN ADDITION TO THE CITY OF LAWRENCE; THENCE IN A WESTERLY DIRECTION 155 FEET TO A STEEL PIN MARKING THE SOUTHWEST CORNER OF LOT 1, BLOCK 1; THENCE IN A SOUTHERLY DIRECTION 48 FEET TO A STEEL PIN; THENCE IN A NORTHEASTERLY DIRECTION APPROXIMATELY 162 FEET TO A STEEL PIN; THENCE IN A NORTHERLY DIRECTION 11 FEET TO A POINT OF BEGINNING; ALL IN BLOCK ONE (1), IN BROADVIEW TERRACE, AN ADDITION TO THE CITY OF LAWRENCE, IN DOUGLAS COUNTY, KANSAS, HAVING THE ADDRESS OF 819 AVALON ROAD, LAWRENCE, KANSAS 66044

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

819 Avalon Road is not listed in any historic register.

C. REVIEW CONSIDERATIONS

1) History Summary

According to the nomination, the structure was built c. 1866 with additions made c. 1885 and c. 1914. The property was purchased by Patrick Mugan from Ferdinand Fuller in June of 1866. Mugan was a survivor of Quantrill's 1863 raid and a stonemason who likely constructed the original house.

The property was deeded to Mugan's daughter, Catherine, in 1881 and was sold to Armina Dudley in 1885. At that time, according to the nomination, the property included the stone house, two small stone houses, a large barn, and a lime kiln. Dudley sold the property to A. R. and Ruth Olmstead in 1914. The property containing the landmark was held by five owners until 1990 when the current owner purchased the property.

See additional historical information about the property in the attached nomination application.

2) Architectural Integrity Summary

As noted in the nomination, the stone structure located at 819 Avalon Road was likely constructed as a vernacular two-story gable-front block structure c. 1866. It is likely that the original owner constructed an addition to the structure after the completion of the structure to accommodate his growing family. The stone structure has since been altered several times both on the exterior and the interior. The undated historic photograph included in the nomination information shows two additions have been removed from the structure.

The structure has evolved over time to accommodate the needs of the owners, but the primary materials and form of the structure have remained. The majority of the changes to the structure have achieved historic significance in their own right. The only addition that is problematic for the structure is the new sunroom located on the southeast corner of the house. This addition likely disqualifies the structure from eligibility for the National Register of Historic Places.

Although the structure has been altered over time, it continues to maintain integrity of location and design that make it worthy of preservation.

3) Context Description

The primary structure located at 819 Avalon Road was constructed c 1866 during the City Building Period of 1864-1873 as defined by the Historic Resources of Lawrence, Douglas County, Kansas Multiple Property Documentation Form (MPDF). The land use in the area was mainly agricultural with some undeveloped land. Some of the tracts developed with farm houses for single family use. The property was not located in the City of Lawrence on the 1929 or 1935 zoning maps and was annexed into the city in 1955. There were few primary structures in the area when the structure was built. 837 Avalon Road was constructed c. 1860, but almost all of the development along Avalon Road occurred during 1958 and 1962. While the primary structure for 819 Avalon Road is a vernacular form of architecture from the 1860s, the remainder of the primary structures in the area, with the exception of 837 Avalon Road, are a mix of various sub-types of the ranch style and split level structures. Most of the structures have a primary entrance that faces the street. Outdoor open spaces are primarily limited to the portions of the individual lots that are not encompassed with structure. The final street development and residential patterns were established in 1956 with the subdivision plat.

Currently the area surrounding the property is residential with individual structures on individual lots. The exception to this pattern is the apartment complex to the southeast.

See attachments to the application for nomination for additional context description.

4) Planning and Zoning Considerations

There was no zoning in the area at the time of construction. The property was not located in the City of Lawrence on the 1929 or 1935 zoning maps. On the 1966 zoning map the property was zoned RS-2. Currently the property is zoned RS7 for single dwelling residential. The primary purpose of the RS Districts is to accommodate predominantly single detached dwelling units on individual lots. The zoning

district is intended to create, maintain and promote housing opportunities for individual households, although it does permit nonresidential uses that are compatible with residential neighborhoods.

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 of the 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 property is significant as an example of a large tract of land that was eventually incorporated into the city and developed over time into smaller lots and eventually a residential subdivision.

(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 stone structure is good example of early vernacular architecture. The original portion of the structure was a two story gable-end National Folk style structure and the first historic addition altered the folk style to a two story gable-front-and-wing structure.

(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 Patrick Mugan Residence, located at 819 Avalon Road, for designation as a Landmark on the Lawrence Register of Historic Places pursuant to Criterion #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 Mugan residence is significant for its vernacular architecture and its value as part of the development of Lawrence.

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

The structure maintains sufficient 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,*

Stone foundation, stone lintels and sills, fenestration pattern and window and door openings, roof shapes, and chimneys including placement, form, and materials.

- (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 stone foundation, stone lintels and sills, fenestration pattern and window and door openings, roof shapes, and chimneys including placement, form, and materials 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 819 Avalon Road*** 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.* (Attached)