

Executive Summary

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The *Horizon 2020 Historic Preservation Plan Element* provides Lawrence and unincorporated Douglas County with both a broad-based and inclusive preservation model. Its goal is to create opportunities to develop, through preservation activities and programs, livable, vital, and sustainable neighborhoods, commercial centers, cultural landscapes, and rural communities. The plan broadly focuses on the City and County's cultural resources, including its buildings, neighborhoods and streetscapes, historic sites, trails, battlefields, open spaces, and prehistoric and historic archaeological sites. These are the assets that provide a unique "sense of place" in the region.

This preservation plan element presents goals, policies, and implementation strategies that integrate historic preservation into the City and the County's planning and land use policies and processes. By capitalizing on preservation's demonstrated strengths, reinforcing current programs, and initiating both short- and long-term new efforts, the City and the County can not only protect valuable resources, they can also coordinate the processes involved in this protection.

PRESERVATION PLAN GOALS

The City of Lawrence and Douglas County possess a unique legacy of built and natural resources that reflect its rich history. This legacy deserves to be protected and preserved. This plan capitalizes on the demonstrated success of preservation methodology as a tool for revitalization of older neighborhoods and commercial centers, the popularity of traditional urban environments, the fast-growing heritage and cultural tourism industry, and the strong public support for environmental stewardship. It provides strategies that place preservation as an important component in the City and County's planning and development programs. Five goals compose the key elements of the plan.

- Incorporate Preservation as an Important Component of the City and County Planning Processes.
- Conserve the Rural Character of Unincorporated Douglas County in Strategic Areas.
- Incorporate Preservation Incentives into the City and County's Economic Development Policies and Programs.
- Incorporate Heritage Tourism as an Economic Development Program.
- Establish Outreach and Educational Programs.

WHY A PRESERVATION PLAN?

Preservation offers two distinct benefits. Historic preservation has its own intrinsic value in celebrating the City and the County's diverse cultural heritage, in honoring the craftsmanship of other eras, in instilling the values by which we live, and in understanding the relationships of the past, the present, and the future. Preservation also has proven practical value as a tool for economic development and environmental stewardship.

Economic Benefit

The most successful revitalization efforts in the country (cities, towns, or rural hamlets) utilize historic rehabilitation and preservation as the core of their revitalization strategies. Throughout the nation, there are successful models for preservation programs that demonstrate the positive economic impact that occurs when preservation is used as a tool for planned revitalization efforts in older neighborhoods and commercial centers.

Public policy that integrates historic preservation into the planning process and targets it to definable areas provides a level of stability that attracts both short- and long-term investment. Revitalized neighborhoods provide a stable population, a greater tax base, higher job retention, and less drain on city services.

Heritage Tourism Venues

Preserved neighborhoods and commercial centers attract visitors. Heritage tourism is big business. This plan provides initiatives that capitalize on existing historic resources and themes and presents approaches to developing new heritage tourism programs that promote local and regional synergy, allowing the City and County to capitalize on its historic resources. Lawrence and Douglas County can claim a role in the development of cultural, economic, and political forces of local, State, and national significance. Lawrence and Douglas County retain tangible ties to prehistoric and historic indigenous peoples, the era of European exploration and the fur trade, the Santa Fe commercial trade route, the establishment of the Indian Territory, the Oregon and California emigrant trails, the abolitionist movement, the Border and Civil wars, the evolution of regional livestock and agricultural industries and an acclaimed State university.

Environmental Stewardship

Preservation is a tool for better stewardship of older buildings, neighborhoods, and rural landscapes. The citizens of Lawrence and Douglas County increasingly support

environmental conservation efforts. This growing awareness of how local conditions fit into the larger environmental issues has led to the recognition of the importance of natural resources and of the embodied energy contained in the built environment.

The Federal, State, and Local Preservation Partnership

The nation's preservation programs are part of a partnership initiated by the federal government with the passage of the National Preservation Act in 1966. Since that time, the program evolved into a working partnership of federal, State and local public and private agencies and organizations.

Federal laws affect preservation in a number of ways. They authorize federal support for national, State, and local preservation programs; define procedures for the identification, evaluation, and protection of cultural resources; provide incentives to protect resources; and mandate procedures to review the impact of federal undertakings on significant cultural resources.

Among the most successful incentives are the 20 percent rehabilitation tax credit for income-producing properties listed individually or as contributing to a district in the National Register of Historic Places and the low-income housing credit that can be combined with the rehabilitation credit. Owners of properties that are listed in the National Register can donate a preservation easement to a not-for-profit entity and receive a charitable contribution deduction. Easements may be donated for buildings, scenic or landscape elements, or for open space.

Each state administers federal preservation programs as well as programs established by the state. The Cultural Resources Division of the Kansas State Historical Society provides technical assistance and administers a number of grant and incentive programs, as well as federal programs. Recently, the Kansas Legislature passed a 25 percent tax credit for rehabilitation of income-producing and residential properties listed individually or as contributing to a district in the National Register of Historic Places. The program uses the same criteria as the federal rehabilitation tax credit program and is designed to "piggy back" onto the federal tax credits.

By design, the strongest element of the federal, State and local government preservation partnership is at the local level. The federal government and State Historic Preservation Officer (SHPO) designated the City of Lawrence as a "Certified Local Government." This status indicates a partnership in compliance with federal guidelines for local government historic preservation programs and State law review. The Lawrence-Douglas County Metropolitan Planning Office administers the program assisted by the Lawrence Historic Resources Commission. The regulatory framework

for preservation in the City is in place through a preservation ordinance. The University of Kansas also has Certified Local Government status.

Douglas County does not have a formal preservation program. Under federal guidelines, the County could establish a preservation program focusing on the preservation of resources within the unincorporated areas of Douglas County and become a Certified Local Government.

In addition to the various government preservation programs, there are a number of well-established private entities – neighborhood associations, professional groups, historical societies, and preservation organizations – that provide a variety of research, technical, educational, and advocacy roles in promoting the preservation of cultural resources.

HORIZON 2020 PRESERVATION PLAN ELEMENT

This plan for preservation outlines goals, policies, and implementation strategies designed to identify, evaluate, and protect the cultural resources in the City of Lawrence and in the unincorporated areas of Douglas County. A summary outline of these elements is provided below. Chapter Five provides a narrative elaboration to provide a clear understanding of their intent.

GOAL # 1: INCORPORATE PRESERVATION AS AN IMPORTANT COMPONENT OF THE CITY AND COUNTY PLANNING PROCESSES

POLICY 1.1: EXPAND HISTORIC PRESERVATION IDENTIFICATION, EVALUATION, AND PROTECTION PROGRAMS

Implementation Strategies

- Expand the cultural resource survey process to identify important resources to be considered in all City and County planning processes.
- Establish an up-to-date survey database.
- Launch an ongoing effort to create National Register and local historic districts in the City with design guidelines to maximize the potential to stabilize and increase property values while protecting resources.
- In conjunction with property owners, develop and implement a local, National Register, and State Register nomination plan for significant historic properties within the unincorporated areas of the County.

- Identify and evaluate, during the development review process, properties that are 50 years¹ or older that will be affected by development proposals such as rezoning, platting, development plans, conditional use permits, and use permitted upon review permits.
- Working with property owners, develop a program to list as many eligible properties in the National Register and State Register as possible, enabling property owners to utilize the federal and State rehabilitation tax credits.
- Reevaluate the City’s demolition ordinance and investigate streamlining the 30-day waiting by developing a policy for properties which are potentially eligible for listing.
- Explore alternative protection mechanisms used in other communities for protection programs for identified significant rural resources.

POLICY 1.2: DEVELOP OR MODIFY APPROPRIATE ZONING, BUILDING CODE, AND FIRE CODE REGULATIONS TO FACILITATE THE PRESERVATION AND REHABILITATION OF HISTORIC PROPERTIES.

Implementation Strategies

- Investigate the possibility of creating conservation districts as an alternative protection mechanism and standard for environs review.
- Review and update existing City zoning to be compatible with existing or desired land use that promotes preservation of intact residential neighborhoods and commercial centers that have historical, architectural, and physical integrity. Among the issues to be considered are:
 - ✓ consistency between overlay zoning and base land use zoning among contiguous properties;
 - ✓ flexible provisions for developing compatible new “infill” construction on vacant lots;
 - ✓ allowance of innovative preservation alternatives, such as additional or specialty uses including “bed and breakfast,” studios, and other professional uses;
 - ✓ appropriate design guidelines and site development controls to encourage quality rehabilitation and compatible new construction worthy of preservation in the future; and
 - ✓ effective procedures to discourage demolition of significant buildings and structures.
- Require new development in established areas of the City to use designs complementary to the adjacent streetscape.

¹ The National Park Service’s criteria for evaluation of historical significance exclude properties that achieved significance within the last fifty years unless they are of exceptional importance. Fifty years is a general estimate of time needed to develop the necessary historical perspective to evaluate significance.

- Adopt the Original Town Site Ordinance for the City of Lawrence to address specific zoning requirements and design elements to allow for construction that is more compatible.
- Create transition zones and flexible links within Lawrence by using set backs, alleys, parks, and open space in ways that are consistent with established patterns.
- Adopt a rehabilitation code to address building code and fire code requirements in historic structures for the City of Lawrence and Douglas County..

POLICY 1.3: DEVELOP AND IMPLEMENT FORMALIZED PROCEDURES TO COORDINATE PRESERVATION EFFORTS AMONG CITY AND COUNTY DEPARTMENTS AND AGENCIES

Implementation Strategies

- Establish formalized procedures for the Lawrence Historic Resources Commission (LHRC) or the Historic Resources Administrator to review and comment on City planning activities.
- Facilitate the integration of the development review process and the building permitting process with the design review process. Consider alternative processes for project review.
- Require historic preservation elements as part of neighborhood, area, or sector plans.
- Implement consistent and systematic building and maintenance code enforcement.
- Enforce environmental code.
- Adopt a rehabilitation building and fire code for the City and the County.
- When possible, historic preservation issues should be represented in appointed positions. Representatives of these entities should also be considered as appointed members on the LHRC.
- Working with property owners, target significant cultural landscapes for park/green space designation on the National, State or Local register.
- Working with property owners, target open space designation to areas with probability for the presence of a high level of archaeological artifacts.
- Include a preservation element in the City of Lawrence's Parks and Recreation Master Plan.

- Require review of new ordinances for their impact on historic resources and historic preservation efforts.

POLICY 1.4: IMPROVE EXISTING DESIGN REVIEW AND STATE LAW REVIEW PROCESS

Implementation Strategies

- Conduct ongoing inspection of work after LHRC review.
- Develop review process that promotes more consistent and objective interpretation of environs law.
- Provide legal enforcement of LHRC decisions.
- Reconcile the differences between State law environs review and the City of Lawrence’s environs review standards.
- Establish a recording process with the Register of Deeds to record National Register, State Register and local register properties.
- Investigate ways to simplify the design review process and the state law review process through the integration of building permit applications, design review applications, and development review applications.

POLICY 1.5: ESTABLISH CLEAR, WORKING DEVELOPMENT AND DESIGN REVIEW PROCESSES WITH FEDERAL, STATE, COUNTY, PUBLIC, AND PRIVATE INSTITUTIONS LOCATED NEAR HISTORIC RESOURCES.

Implementation Strategies

- Develop agreements regarding development policies for federal, State, public and private institutions such as the University of Kansas, Baker University, Haskell University, Lawrence Memorial Hospital, the Lawrence school district, townships, and rural water districts, which are located near historic areas that include community expectations, a public participation process, and development requirements, including development of expansion boundaries.
- Neighborhood, sector, and area plans should establish clear boundaries for commercial areas as well as institutions.
- Form stronger partnerships between the Campus Historic Preservation Board and the Lawrence Historic Preservation Commission.

POLICY 1.6: DEVELOP A PUBLIC RESOURCES POLICY THAT VALUES HISTORIC PUBLIC IMPROVEMENTS.

IMPLEMENTATION STRATEGIES

- Create a comprehensive approach to infrastructure improvements on a neighborhood-by-neighborhood basis.
- Restore brick streets and sidewalks in the City of Lawrence.
- Implement appropriate traffic calming measures in residential neighborhoods in the City of Lawrence.
- Investigate and implement initiatives to improve parking in Downtown with minimal impact of older buildings.
- Improve bicycle, pedestrian routes and rural trails in central and rural locations.
- Target Parks and Recreation tax revenues, when appropriate, for cultural resource projects on public lands.
- Improve flood control to protect historic properties.
- Develop a formal review process for all public improvements to determine the effects on historic preservation and/or historic preservation planning efforts.

GOAL # 2: CONSERVE THE RURAL CHARACTER OF UNINCORPORATED DOUGLAS COUNTY IN STRATEGIC AREAS

POLICY 2.1: DEVELOP A PRESERVATION PROGRAM FOR THE IDENTIFICATION AND EVALUATION OF CULTURAL RESOURCES IN THE UNINCORPORATED AREAS OF DOUGLAS COUNTY

Implementation Strategies

- Develop and implement a rural survey plan to identify and evaluate rural resources based on a systematic approach by township areas, giving priority to areas with the highest rate of development.
- Working with rural property owners, develop a cultural landscape component for the identification and evaluation of cultural resources.
- Develop an archaeological survey plan for the County that:

- ✓ includes an archaeological predictive model for Douglas County that identifies areas of high medium and low probability, and
 - ✓ prioritizes archaeological survey to focus on areas in which development is ongoing and in which resources would most likely be expected.
- Establish a survey database.

POLICY 2.2: DEVELOP A PRESERVATION PROGRAM FOR THE PROTECTION OF CULTURAL RESOURCES IN THE UNINCORPORATED AREAS OF DOUGLAS COUNTY TO BE INTEGRATED INTO COUNTY PLANNING POLICIES AND PROCESSES.

Implementation Strategies

- Develop and establish by ordinance a rural preservation program for the unincorporated areas of the County.
- Explore the benefits and liabilities of establishing Douglas County as a separate Certified Local Government (CLG).
- Investigate successful protection strategies used in other areas of the nation and develop a plan to implement those that are applicable to Douglas County, such as conservation easements and incentives to encourage private stewardship.
- Develop and implement a local, National Register and State Register nomination plan for significant historic properties within the unincorporated area of the County.
- Target and prioritize sites such as the natural areas – unplowed prairie and woodlands – identified in Horizon 2020² for preservation.
- Target significant cultural landscapes for park/greenspace designation.
- Target open space to areas with a predictive model for the presence of a high level of archaeological artifacts.
- Investigate the use of funding mechanisms to retain open space around historic sites.

POLICY 2.3: ELIMINATE DISINCENTIVES TO ORDERLY PLANNED DEVELOPMENT

Implementation Strategies

- Address and evaluate the "Five-Acre Exemption."
- Require annexation plans and urban growth boundaries for all municipalities within Douglas County.

² “Horizon 2020: The Comprehensive Plan for the City of Lawrence and Unincorporated Douglas County,” (adopted by the City Commission 28 January 1997), 144.

- Develop policies that encourage development to occur in the urban growth boundaries of associated municipalities.

POLICY 2.4: CONSERVE THE VISUAL DISTINCTION BETWEEN CITY AND RURAL AREAS

Implementation Strategies

- Create transition zones between rural areas and cities using wetlands, open spaces, parks, golf courses, "rails to trails," small farm transition areas, and commercial/rural transition areas, i.e., businesses that require open space.
- Create limits on development outside the urban growth areas or boundaries.
- Promote retention of agricultural land use through programs such as the transfer of development rights and conservation easements.

GOAL # 3: INCORPORATE PRESERVATION INCENTIVES INTO THE CITY AND COUNTY'S ECONOMIC DEVELOPMENT POLICIES AND PROGRAMS

POLICY 3.1: ENCOURAGE THE UTILIZATION AND LINKAGE OF EXISTING INCENTIVES

Implementation Strategies

- Develop a program to list as many eligible properties in the National and State registers as possible, enabling property owners to utilize the federal and State rehabilitation tax credits.
- Maximize the use of incentives by combining them into preservation "tool kits" – different combinations of incentives targeted for specific areas and tailored to certain needs – to provide flexible and lasting strategies to address stabilization and revitalization of older residential and commercial centers.
- Target public incentives to projects in areas with existing public infrastructure and significant historic resources.
- Notify owners of eligible properties and assist them in providing access to applicable rehabilitation incentives and grants.
- Investigate the use of Community Development Block Grant funds to foster historic preservation efforts.

- Establish and fund the Historic Preservation Fund as described in City's Conservation of Historic Resources Code.

POLICY 3.2: DEVELOP INCENTIVES TO ENCOURAGE THE REHABILITATION AND OCCUPANCY OF HISTORIC PROPERTIES

Implementation Strategies

- Attach appropriate design guidelines to incentive programs.
- Create tax incentives by using such tools as the Neighborhood Revitalization Act.
- Create incentives to increase critical mass development in Downtown.
- Create and target incentives to historic commercial areas such as façade improvement grants and economic incentives to owners or businesses that occupy or lease space in historic buildings.
- Develop and implement policies and programs that eliminate parking issues as a disincentive to rehabilitation of buildings, including review of use permits and accompanying parking requirements and implementation of public/private shared use of parking structures.
- Create incentives to preserve historically significant farming areas.
- Provide design and/or technical assistance to property owners undertaking preservation projects, such as schematic architectural design assistance for renovation/restoration of residences, businesses, and rural structures.
- Develop incentives to retain and strengthen small neighborhood commercial areas.
- Utilize or create incentive programs for abatement of environmental hazards in significant historic buildings.
- Provide incentives to reduce the number of multi-family units in houses originally designed as single-family residences that are located in historic and conservation districts.

POLICY 3.3: ELIMINATE DISINCENTIVES TO PRESERVATION EFFORTS

Implementation Strategies

- Tax properties that are listed in the National Register, State Register, or local register at a lower rate.
- Abolish or develop a lower fee schedule for rehabilitation building permits.

GOAL # 4: INCORPORATE HERITAGE TOURISM AS AN ECONOMIC DEVELOPMENT PROGRAM

POLICY 4.1: DEVELOP A COMPREHENSIVE HERITAGE TOURISM PROGRAM THAT INTEGRATES HISTORIC RESOURCES AND VENDORS INTO PROGRAM PLANNING AND IMPLEMENTATION

Implementation Strategies

- Investigate and pursue National Heritage Area Designation.
- Encourage and enter into cooperative regional efforts in programming and networking in public relations and marketing efforts.
- Revitalize the Douglas County Museum.
- Through the National Trust for Historic Preservation Heritage Tourism Program, the City/County should enlist the participation of all communities in Douglas County, sites, and museums to conduct a comprehensive management and interpretive assessment and to develop cooperative interpretive, marketing and programming plans.
- Develop cooperative efforts between the Lawrence/Douglas County Chamber of Commerce and local preservation groups.

GOAL # 5: ESTABLISH OUTREACH AND EDUCATIONAL PROGRAMS

POLICY 5.1: DEVELOP A GOVERNMENT-SPONSORED PUBLIC INFORMATION OUTREACH PROGRAM

Implementation Strategies

- Make public aware of available funding sources.
- Develop or provide hands-on materials that provide information on how to repair and preserve historic buildings according to the *Secretary of the Interior's Guidelines for the Rehabilitation of Historic Buildings*.
- Provide information on historic neighborhoods (i.e. promote walking tours).
- Provide notification each spring, prior to the construction season, to property owners in local districts, National Register properties, and State Register properties of the design guidelines and procedures to obtain a Certificate of Appropriateness and/or Certified Local Government Review.

- Develop in-house materials for other City/County department staff about preservation processes and issues to assist in building consensus in applying preservation procedures.
- Provide on-going preservation education sessions for members of appointed bodies including the Historic Resources Commission, City Commission, and Planning Commission.
- Expand the City's web page to include additional information regarding, National Register listing, survey information, how-to materials, etc.
- Work with existing hardware and home improvement stores to provide hands-on materials regarding historic preservation issues.

POLICY 5.2: IN PARTNERSHIP WITH AN APPROPRIATE LOCAL ORGANIZATION, ASSIST IN DEVELOPING AND CONDUCTING A SERIES OF PUBLIC WORKSHOPS TO EDUCATE THE PUBLIC ABOUT PRESERVATION

Implementation Strategy

- Establish forums for realtors, developers, preservationists, business community leaders, and neighborhood groups to acquaint them with preservation benefits, issues and procedures.

POLICY 5.3: DEVELOP MEDIA RELATIONS TO BE AN ADVOCATE FOR PRESERVATION

Implementation Strategy

- Promote preservation news in local press through press releases during National Preservation Week that focus on the economic impact of preservation, as well as local newsworthy events, and recent local, State or national designations, etc.

POLICY 5.4: DEVELOP PROACTIVE RECOGNITION PROGRAMS

Implementation Strategies

- Develop a countywide Heritage Farm honorific program.
- Develop historic signage.
- Continue the Paul Wilson Preservation Awards program.

POLICY 5.5: COORDINATE PRESERVATION PROGRAMS IN THE COUNTY AND CITY WITH OTHER LOCAL, STATE, AND FEDERAL GOVERNMENTS AND ORGANIZATIONS

Implementation Strategy

- Establish a Countywide coordinating entity that includes private and public organizations and agencies. Primary goals should be:
 - ✓ development of an outreach program to unincorporated areas of the County to involve property owners in historic preservation initiatives; and
 - ✓ joining rural and City constituencies in cooperative efforts.

Introduction

Why a Preservation Plan?
What is a Preservation Plan?
How is the Preservation Plan Used?
Horizon 2020 Preservation Planning Process
Overall Horizon 2020 Preservation Planning Goals

Chapter One — Introduction

WHAT IS A PRESERVATION PLAN?

This preservation plan for Lawrence and the unincorporated areas of Douglas County reflects the desire to shape the future image of the community and provides the foundation and framework for making physical development and policy decisions in the future.

- It is a policy plan stating the community's desires for directing City and County preservation activities through identified goals and policies.
- It is both short- and long-range, considering Lawrence and Douglas County's expected growth in the future.
- It is comprehensive, considering urban and rural land use, property maintenance, economic development, and education and outreach needs that will continue to influence preservation planning.

The preservation plan component provides a vision for the community. It is used as a policy guide that identifies the community's goals for directing planning decisions and preservation activities. It is designed to be integrated into City and County planning, land use, and economic development programs. It also provides property owners and residents with an understanding of how the City and County plan to protect cultural resources, particularly in the evaluation of new development, the design and adoption of area and neighborhood plans, and in the design and implementation of economic development strategies. Most importantly, this plan not only integrates preservation goals, policies, and strategies into City and County processes, it allows decision makers to look at preservation issues within the context of other land use and development issues.

WHY A PRESERVATION PLAN?

Like many communities and rural areas nationwide, Lawrence and Douglas County experienced significant growth during the last decade. New development is evident along the roads leading into the City's historic core and in previously rural farmland in the County. Arising from this growth are new land use and economic development issues. In particular, a preservation plan addresses the issues arising from new commercial and residential development and the consequent decline and disappearance of older neighborhoods, commercial centers, farmsteads, and villages.

The historic development of Lawrence and Douglas County is a unique and important story. It defines the culture of the community and provides tangible reminders of its past, creating a unique “sense of place.” The story of the County and its communities is intrinsically entwined with the story of the development of the United States — an evolution over 200 years of ethnic and cultural interaction and amalgamation. It is an experience of diversity both in natural environment and cultural heritage. The inhabitants of Douglas County witnessed and participated in events that significantly contributed to that national experience. Few communities or counties can boast of intimate associations with the era of European exploration, the westering movement, the Santa Fe commercial route, the California and Oregon overland emigrant trails, the Border and Civil wars, the establishment of a regional livestock and agriculture industry, and associations with an acclaimed state university. Thus, Lawrence and Douglas County are important not only for their own unique history; they are also significant for their associations with the history of the trans-Mississippi West.

The physical impact of rapidly developing suburban enclaves already obscures much of that past. As new housing and commercial developments spring up on previously unexcavated prairie pasture, the physical destruction of former farmland reduces an understanding of the historical development of Douglas County. Less obvious is the random destruction of buildings, structures, and sites that have associations to the unique history of Douglas County and, in particular, of Lawrence as a “free state” settlement, educational center, railroad market town, and County seat that developed in the late nineteenth and early twentieth centuries. The loss of these physical elements that historically defined the core of the community significantly impacts its identity — its unique attributes that distinguish it from other communities in the region.

Lawrence and Douglas County will continue to change. Change, however, provides the opportunity to strengthen and enrich the City and County’s visual character and to enhance the quality of life already appreciated by many residents and visitors. The goal of this preservation plan is to move toward change in a positive manner, as a catalyst for capitalizing on the synergy of the old and new. To achieve this goal, it is necessary first to recognize and understand the assets that contribute to the City and County’s unique physical and cultural character; then to forge a consensus regarding their preservation; and after that to develop goals, policies and initiatives to assist elected officials and citizens in supporting future identification, interpretation, evaluation and protection of Lawrence’s and Douglas County’s remaining cultural resources.

BENEFITS OF PRESERVATION

While preservation of cultural resources has its own intrinsic value, the most compelling

argument for protecting historic resources is that people like them! People seek historic settings because they reflect quality design, craftsmanship, and materials. They appreciate physical reminders of the past that reflect the depth and diversity of our culture. Preservation also has practical value as a tool for economic development and environmental stewardship.

Economic Benefits

As noted by real estate expert, Donovan D. Rypkema, “. . . the history of the preservation movement has been one that was largely the preservation of historic structures as an end in itself. Today the cutting edge of preservation isn’t as an end in itself but as a vehicle for economic development.”³ He notes in his book, *The Economics of Historic Preservation*, that preservation may be one of the most effective acts of fiscal responsibility governmental entities can undertake. Older neighborhoods and commercial centers represent a considerable taxpayer investment in infrastructure and building stock. Moreover, it is expensive to continue the random extension of public services to outlying areas. The lifetime cost of low-density suburban development is 40 to 400 percent greater than more compact development.⁴ Thus, conservation of buildings, neighborhoods, and sites of historic and aesthetic value is one of the best tools for recovering the worth of past investments while fueling new economic activity.⁵

The most successful revitalization efforts in the country utilize historic rehabilitation as the core of their economic development strategies. The creative combination of preservation, adaptive reuse, and new construction, capitalizes on the aesthetics and craftsmanship of other eras, provides opportunities for architectural innovation, and promotes problem solving, thereby enhancing the community’s character and fabric.⁶ Thus, as noted by Carolyn Douthat in *Economic Incentives for Historic Preservation*, “Clear public policy favoring historic preservation, particularly when targeted at identifiable districts, provides a level of certainty and stability necessary to [attract] investment.”⁷

Lawrence has a strong cultural identity. Its cultural and historic resources are among the community’s strongest assets in attracting tourists. Heritage Tourism is a national growth industry that supports preservation, builds on the convention and travel

³ Donovan Rypkema, "Economics and Historic Preservation," *Historic Preservation Forum* 9:2 (Winter 1995), 41.

⁴ *Ibid.*, 38

⁵ Donovan D. Rypkema, *The Economics of Historic Preservation A Community Leader’s Guide* (Washington D.C.: National Trust for Historic Preservation, 1994).

⁶ *Ibid.*

⁷ *Ibid.*, 40, quoting Cathy Douthat, *Economic Incentives for Historic Preservation*.

business, attracts hundreds of thousands of new visitors, and generates millions of dollars in new spending. It creates jobs, new businesses, and promotes higher property values.

Historic preservation can also be an effective rural economic development strategy. Many rural areas lack the ingredients important to industries they imagine they can attract, but they are not without assets. Beauty is, first and foremost, our “money crop.” And that beauty includes old stone barns, backwater rivers and streams, upland ridges, woodlands, small hamlets, rural churches and cemeteries, and even fields of crops ready for harvest.⁸ The wise and strategic use of these resources through historic preservation strategies can lead to economic rewards. By putting these assets to work, rural residents, in cooperation with each other and Douglas County planning entities, can generate new prosperity to attract other forms of economic development along with tourism.

Environmental Stewardship

Natural resources and energy are valuable assets that should be used judiciously and managed wisely for the benefit of present and future generations. Using preservation as a tool for conservation of resources provides a rational and effective environmental strategy for the future. There is a strong and growing accord among the citizens of Lawrence and Douglas County in support of environmental conservation efforts.

This consensus includes the recognition of the important embodied energy contained in built resources and efforts to encourage better stewardship of older buildings and structures. Rehabilitating historic buildings saves energy costs. This energy is measured not just by the amount required to tear down and build anew, it is also measured by the “embodied energy” existing in the building itself. “Embodied energy” is the amount of energy invested in a building’s construction and improvement — energy that has already been expended, materials previously mined or harvested, manufactured, shipped, and assembled. For example, the shell of a two-story brick house contains over one billion BTUs of energy in construction materials. This is equivalent to about eight thousand gallons of gasoline. The replacement of a building results in the loss of that “embodied energy” plus the added energy cost to demolish the building, remove and dispose of the debris, and manufacture, deliver, and install new material for a new building.⁹ Moreover, the life expectancy of rehabilitated historic buildings may well be longer than that of the new structures that replace them.

⁸ Ibid., 20, citing Robert Becker in *Enhancing Rural Economics through Amenity Resources*.

⁹ Ibid., 52, citing “The Benefits of Cultural Resource Conservation,” U.S. Department of Defense.

During the later decades of the twentieth century, we as a society began to understand the environmental imperatives of proper disposal of our solid waste. Small towns, cities, and undeveloped rural areas all share the consequences of the growing volume of waste materials. And, while disposable diapers and Styrofoam containers receive public attention, few know that up to 40 percent of solid waste comes from demolition and new construction debris.

Random, low-density development in rural areas has environmental costs as well. Among them are environmental pollution, loss of greenbelts and open space and obliteration of community life.

HORIZON 2020 PRESERVATION PLAN ELEMENT PLANNING PROCESS

The City of Lawrence contracted the firm of Historic Preservation Services LLC (HPS) to complete a comprehensive historic preservation plan for the City and the unincorporated areas of Douglas County. The Kansas State Historical Society Cultural Resources Division allocated and administered grant funding from the United States Department of the Interior, National Park Service Historic Preservation Fund. The Lawrence Historic Resources Administrator, Dennis J. Enslinger, facilitated the development of the plan.

The goal of the preservation plan is the identification and development of specific goals, policies, and implementation strategies that will guide historic preservation efforts in the community. Historic Preservation Services conducted research, consulted with City staff, and conducted public workshops between August 2001 and June 2002. HPS partner, Sally Schwenk served as project lead. Workshop facilitation included the services of HPS partner, Elizabeth Rosin and associate staff member, Dale Nimz. Dale Nimz researched and prepared the Preservation Activity Overview and the Historic Overview sections.

Historic Preservation Services, in conjunction with the Historic Resources Administrator, assumed responsibility for providing the following three work products associated with development of the Comprehensive Historic Preservation Plan for Lawrence/Douglas County:

- A detailed outline of the process to be used in the development of the Comprehensive Historic Preservation Plan for Lawrence/Douglas County.
- A draft of the Comprehensive Historic Preservation Plan for Lawrence/Douglas County.

- A final draft of the Comprehensive Historic Preservation Plan for Lawrence/Douglas County in publishable form.

The Comprehensive Plan contains the following elements:

- An Executive Summary providing an overview of the main elements within the plan;
- An Introduction section providing information on the merits of historic preservation and the development of a historic preservation plan;
- Background information relating to the physical character of the environment, its history, historic contexts and themes, historic/cultural resources, and past and current preservation activities;
- Preservation issues identified by the general public, steering committee, and government officials during the public meeting process;
- Preservation opportunities/resources available to individuals, organizations, and government agencies to further the goals and policies identified in the plan;
- Historic preservation vision statement and community preservation goals;
- Implementation strategies for preservation goals; and
- Provisions for periodic review and update.

Preliminary Research and Investigation

Historic Preservation Services initiated and participated in pre-planning organizational meetings between the consultant team and City staff to design a public participation process, identify participants, establish a schedule, and to identify various planning studies and policies affecting the plan.

In preparation for developing visual aids and agendas for the public participation process and information to be included in the preservation plan, Dale Nimz performed the following tasks:

- Developed a summary overview of past and current preservation activities, including an overview of survey results, consultant management recommendations, and protection efforts.
- Developed a historic overview of the project area including pre-history, native culture, historical development, historic contexts and themes, and historic and cultural resources including cultural landscapes, buildings, structures and sites, historic architecture and property types.

Sally Schwenk with the assistance of staff:

- Reviewed local land use ordinances to determine the existing relationship between preservation, zoning, codes, and other related land use and property management ordinances; and incorporated the information into the public participation process and the final preservation plan document.
- Developed a list of incentives to be considered as preservation strategies during the public participation process and incorporated into the preservation plan.

Public Participation

After consultation with City staff, HPS developed and conducted a series of public workshops designed for the general public, special interest groups, City staff, and appointed members of planning and preservation commissions. City staff assisted in arranging for and conducting the workshop presentations. Staff also arranged for newspaper notices, flyers, and direct mailings to ensure participation by local residents and interest groups.

Workshops I and II:

The consultants conducted two sessions of the first workshop — one at the Carnegie Library in Lawrence and one at the Vinland School in Douglas County. This initial workshop focused on developing a unified vision for preservation activities in the City/County. At these meetings, HPS conducted an introductory overview of the federal, State, and local government preservation network, the role of historic preservation in community planning and economic development, the current local historic preservation programs in Lawrence/Douglas County, and data on identified cultural resources in the project area. After this orientation, participatory exercises focused on identification of the following:

- general conditions and visual characteristics that currently exist in the City's older neighborhoods and commercial centers and in the County's rural unincorporated areas;
- character-defining features — landmarks, paths, activity centers, areas, and places;

- man-made and natural physical assets that add value to the City’s historic core and rural areas (a physical place, building, street, public fixture, landscape feature, etc.); and
- man-made and natural physical features, buildings, structures (man-made or natural) that distract from the City’s historic neighborhoods and commercial centers and the County’s rural areas.

After these sessions, HPS and City staff developed a set of preliminary goals and implementation strategies.

Workshop III

Exercises in this workshop focused on the refinement and prioritization of a base set of goals and implementation strategies. The City staff and HPS Consultant Dale Nimz met with the project steering committee to review the previous workshop results and to incorporate the findings into this workshop.

After the public participation, HPS and planning staff met to determine the final draft goals, policies, and implementation strategies. In addition, staff provided comments on the information gathered, the draft historic context, and the preservation activities to-date sections of the final plan. From this information, HPS developed a draft report for review by the staff and steering committee in preparation for presenting the draft plan at the final workshop. The steering committee and staff at this point suggested organizations, government agencies, and public/private partnerships that could be assigned responsibility for initiating implementation strategies as well as suggested time frames for the initiation of activities.

Five action goals comprise the key elements required to achieve this vision. They form the cornerstones for integrating preservation into the City’s planning programs.

- Goal # 1: Incorporate Preservation as an Important Component of City and County Planning Processes.
- Goal # 2: Conserve the Rural Character of Unincorporated Douglas County in Strategic Areas.
- Goal # 3: Incorporate Preservation Incentives into the City and County’s Economic Development Policies and Programs.
- Goal # 4: Incorporate Heritage Tourism as an Economic Development Program.
- Goal # 5: Establish Outreach and Educational Programs.

Workshop IV - Public Hearing Review Process

This final workshop was also a public hearing venue to receive comment upon the final goals, policies, and strategies developed in the workshops and steering committee meetings. Discussion focused extensively on issues relating to rural preservation. Participants also prioritized the goals, policies, and strategies, by ranking the top ten with the highest priority and the ten with the lowest priority.