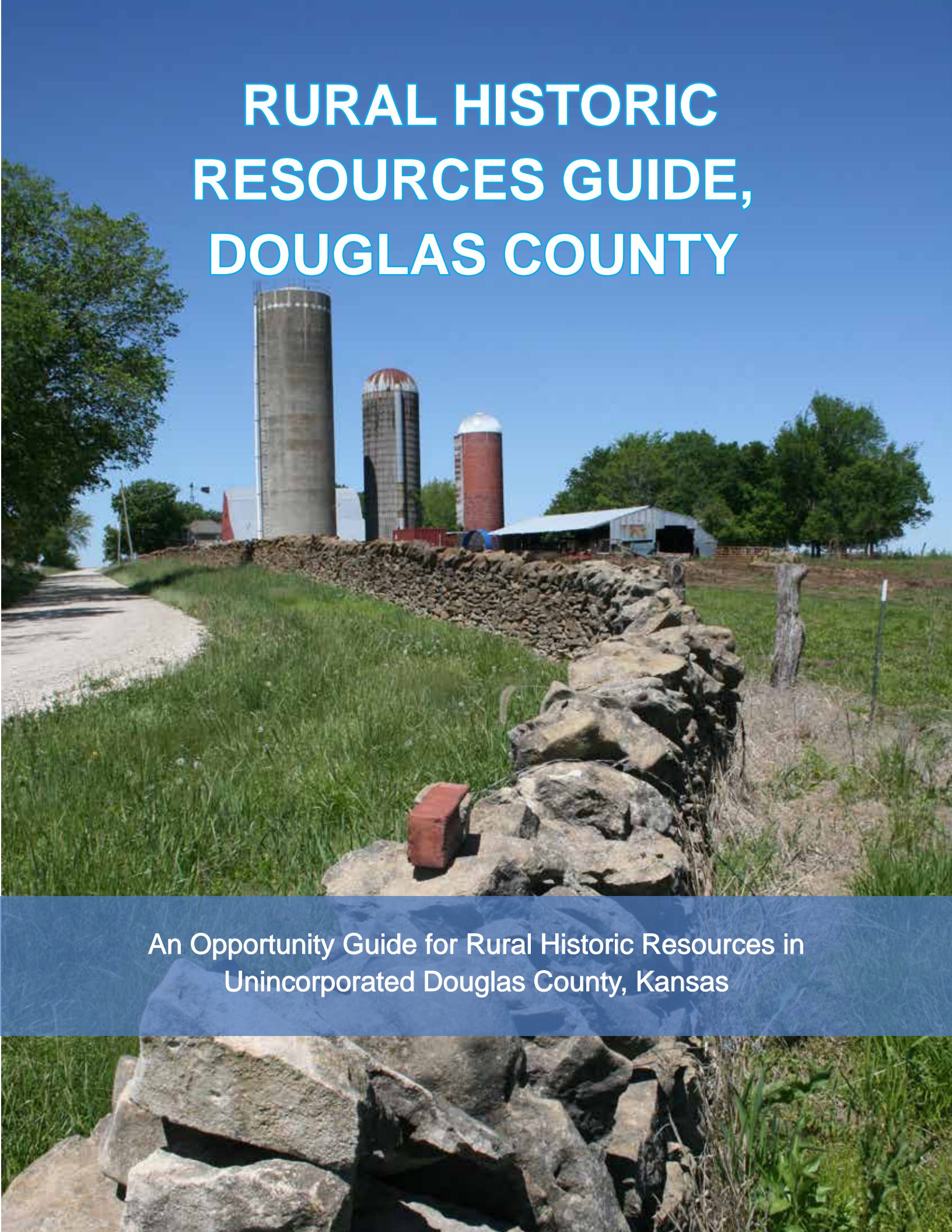


# RURAL HISTORIC RESOURCES GUIDE, DOUGLAS COUNTY



An Opportunity Guide for Rural Historic Resources in  
Unincorporated Douglas County, Kansas



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Unincorporated Douglas County, Kansas

**October 5, 2023**



**Accepted by:**

Douglas County Heritage Conservation Council

October 5, 2023

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## **TABLE OF CONTENTS**

<b>1. Introduction</b>	<b>2-6</b>
Introduction	2
Executive Summary	2-3
Our Rural Vision	3-4
Integration with Open Space Plan	4
Certified Local Government	4-5
Use	5
Plan Format	5-6
<b>2. Historic Context</b>	<b>7-14</b>
Douglas County	7-12
Location, Size, Population	7
Topography and Vegetation	7-8
The First People of the Wakarusa River Valley	9
Bleeding Kansas	9-10
Westward Expansion	10-11
Prime Agricultural Land	11-12
Surveying and the Grid	12-13
Townships	13-14
Area & Population Density	13
Patterns of Development	13-14
<b>3. Historic Resources</b>	<b>15-28</b>
Historic Farm-Related Resources	18-21
Historic Small Community Resources	21-23
Historic Cultural Resources	23-24
Historic Lake Side Resources	24-26
<b>4. Development Guides</b>	<b>29-40</b>
Plan 2040	29-34
Zoning and Land Use Regulations for the Unincorporated Areas of Douglas County	34-40
<b>5. Risks to Preservation and Incentives for Preservation</b>	<b>41-59</b>
Risks to Preservation	41-51
Incentives for Preservation	51-59
<b>6. Vision, Goals and Opportunities</b>	<b>60-64</b>
Rural Historic Resources Guide – Vision, Goals, and Opportunities	60-64
<b>Appendices</b>	
Appendix A - Historic Contexts of Townships	
Appendix B - Plan 2040 (Excerpts): Vision, Goals, and Action Items to preserve agricultural heritage	
Appendix C - Bibliography	

# CHAPTER 1

## INTRODUCTION





### Kansas Historic Resources Inventory

Home Search Search Results Details Interactive Map

Welcome to the Kansas Historic Resources Inventory (KHRI) database! as an education and reference tool for preservation professionals and the

Registered Users are able to enter new or edit existing survey inform

<https://khri.kansasgis.org/>

## INTRODUCTION

In 2011, the Douglas County Board of County Commissioners approved creation of the Douglas County Heritage Conservation Council (HCC). Since then, the HCC has facilitated comprehensive county-wide natural, cultural, and historic surveys. Following a systematic township-by-township multi-year approach, historic preservation consultants conducted historic surveys of all rural areas of the county, and added the information to the Kansas Historic Resources Inventory (KHRI) maintained by the Kansas Historical Society. Copies of the survey reports are available by contacting the HCC Coordinator. Following the completion of the surveys, a need was identified to assess and analyze the data that had been collected over the 12-year survey period, resulting in the development of this document, the *Rural Historic Resources Guide* (RHRG).

### Executive Summary

The *Rural Historic Resources Guide* aims to enhance appreciation of the county's rural character and encourage preservation of the buildings and resources that record our shared history. It acts as an opportunity guide, encouraging development that compliments and supports the continued use and adaptation of those resources.

The primary purposes of *RHRG* are to:

- Describe the historic context of Douglas County
- Describe the rural historic resources of the county
- Evaluate impacts of development guides and regulations on rural historic resources
- Evaluate risks to historic resources and incentives for their preservation
- Identify goals for preserving historic resources in rural areas and recommend opportunities to achieve them

It is this last purpose, identifying goals for preserving historic resources and recommending opportunities to achieve them, that is the heart of *RHRG*. The goals and opportunities grow out of analysis of the detailed information gained by the historic survey work throughout the county. The list of goals and opportunities come at the end of this document, but seeing the goals here at the beginning sets a tone for better understanding the information preceding them.

There are six goals presented in Chapter 6 of the *RHRG*. These are:

1. Promote historic listing and rehabilitation of rural buildings and

- resources.
2. Incentivize the preservation and rehabilitation of rural historic resources.
3. Retain the distinction between urban and rural areas throughout the county.
4. Increase awareness of workforce opportunities supported by historic preservation and rehabilitation.
5. Promote historic preservation through governmental policy, regulations, and resources
6. Promote preservation and rehabilitation of historic resources in rural areas, focusing on agricultural resources, small community resources, cultural resources, and lake resources.

Each goal is followed by specific opportunity items aimed at identifying ways to help achieve the goals. The opportunity items are suggestions of possible initiatives, and are meant to be positive in nature. They attempt to expand an understanding that rural historic preservation can be a catalyst for economic development, not just a means to preserve our rural heritage.

### **Our Rural Vision**

*Plan 2040* establishes a Community Vision for Lawrence and rural Douglas County. It states, “The proximity of rural and agricultural land to the city provides beauty and respite, and we enjoy the economic and health benefits of a robust local food system. Our countryside has thriving farms, rural neighborhoods and towns, protected open space, historic structures reflecting our history, and historic sites that help us tell our stories. Agriculture, the principal land use in rural Douglas County, is a major contributor to the county’s economy. Our citizens value preserving the agricultural lands to insure continued agricultural production while maintaining the rural character of the county.”

The *Rural Historic Resources Guide* reflects upon the vision set in *Plan 2040* and expands on the concept of preserving agricultural lands for agricultural production to also include preserving rural historic resources to support our agricultural economy. The preservation of these valuable resources can help Douglas County maintain a tangible connection to our rich rural heritage. The stories of rural Douglas County’s past are more easily understood and better appreciated when the buildings and structures that shaped our cultural history are intact and in productive use.

Our community vision for historic resources, as set out in *Plan 2040* states, “We honor the vibrant history of the county and city by protecting appropriate historical assets, which contribute to our sense of place. Future growth will complement our community’s



Plan 2040: A Comprehensive Plan for Unincorporated Douglas County & The City of Lawrence





[CLG information](#) from KSHS.

historical assets and enhance our unique character.” One of the goals is to adopt a comprehensive historic resources preservation plan; this document is a step towards achieving that crucial goal.

### **Integration with Open Space Plan**

Douglas County is currently working to develop and implement an Open Space Plan for the unincorporated areas of Douglas County. Typical elements of open space plans include trails, buffers between land uses, waterways, native prairies, wetlands, wildlife habitat, agricultural lands and heritage sites. The *Rural Historic Resources Guide* is intended to help identify historic resources to inform and link with the Open Space Plan. The *RHRG* can be instrumental in shaping how rural historic resources and Open Space intersect. Conserving our Open Spaces, such as working farms, native prairie, and thriving riparian areas, can be integral to the protection of rural heritage and historic resources. Historic farmlands and farm buildings are more than artifacts to be observed while enjoying open spaces in the county. They are a link to people from the past, and their stories help us better understand and appreciate the place where we Live, Work, Learn, and Play.

### **Certified Local Government**

The Certified Local Government (CLG) program is a partnership between local, state and federal governments focused on promoting historic preservation. The Kansas Historical Society and the National Park Service (NPS) jointly administer the CLG program in Kansas.

Certification provides expert technical advice from the Kansas Historical Society and the NPS. Partnerships with the National Alliance of Preservation Commissions, Preserve America, the National Trust for Historic Preservation and the National Main Street Center provide additional opportunities for CLGs to access resources.

Access to federal funding is another benefit, making certified communities eligible to access federal funds set aside by each State Historic Preservation Office for CLGs annually. Being a CLG also demonstrates a community’s commitment to preserving significant historic resources for future generations.

The City of Lawrence and Douglas County hold CLG status. Lawrence has an agreement with the State Historic Preservation Office (SHPO) to conduct state law review for projects involving historic listed structures within the city limits. Douglas County does not have such an agreement; state law review is provided for projects on historic listed properties by the SHPO for all areas



<https://www.mainstreet.org/home>

of the county outside the city of Lawrence. Formation of a historic resources commission by the county would be necessary to provide local state law review for projects related to historic listed properties in rural areas of the county. If the County Commission desires providing direct guidance in preserving rural historic resources, creating a Douglas County Historic Resources Commission should be a primary goal.

Creating a Historic Resources Commission is a significant undertaking that would require additional county staff, additional training, and additional community volunteers to serve on a commission. This step would provide greater public input on future development in rural areas, not just for individually listed historic properties, but also for preserving the overall agricultural heritage and character of Douglas County.

Baldwin City, Eudora, and Lecompton (the other three incorporated cities in Douglas County) could also become CLG's and form their own historic resource commissions to provide local state law review, if so desired. These would also provide greater local control for projects involving historic listed properties.

Although Baldwin City does not have CLG status, the city and the county have taken steps to preserve the historic character of Baldwin City. In 2021, Baldwin City was accepted into the Main Street America program. According to their website, Main Street America "was established as a program of the National Trust for Historic Preservation in 1980 as a way to address the myriad issues facing older and historic downtowns." The program focuses on providing resources to help communities revitalize their downtowns. More recently, the Douglas County Heritage Conservation Council (HCC) sponsored an Intensive Survey of the Business and Arts District of Downtown Baldwin City. The survey area includes properties bounded by Grove Street to the north, 6th Street to the east, 9th Street to the west, and the alley behind High Street to the south. The results of the survey include updated information in the Kansas Historic Resources Inventory (KHRI) for each surveyed building, and a Survey Report. The Survey Report details the historic development of Baldwin City, presents the survey findings, and provides recommendations to the Douglas County HCC. The Downtown Baldwin City Intensive Survey was completed in May 2023, and it recommends nominating a Downtown Baldwin City Historic District to the National Register of Historic Places.

### Use

This guide summarizes available historic resource data and outlines opportunities for preserving Douglas County's rural historic

resources. It serves in similar capacities to:

1. Inform staff and officials of opportunities available to evaluate and make long-range decisions regarding rural historic preservation.
2. Inform community priorities and intentions regarding rural historic preservation.
3. Promote coordination and collaboration among Douglas County staff and mutual stakeholders or partners related to historic preservation goals.

**Guide Format**

The following chapters provide information on general county background, identifies specific historic resource types, provides an overview of current development guides, and outlines risks to preservation and incentives for preservation. The final chapter outlines historic preservation goals and opportunity items.

# CHAPTER 2

## HISTORIC CONTEXT



Population from 2020 census:

- Douglas County: 118,785

Incorporated cities:

- Lawrence: 94,934
- Eudora: 6,408
- Baldwin City: 4,888
- Lecompton: 585

Total: 106,815

Unincorporated areas: 11,970

The population covered by this plan includes all areas outside of Lawrence, for a total of:

- Unincorporated: 11,970
- Eudora: 6,408
- Baldwin City: 4,888
- Lecompton: 585
- 

Total: 23,851

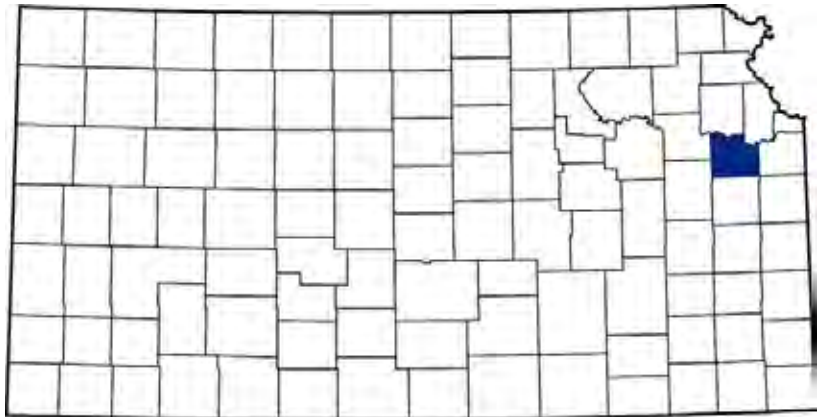
## DOUGLAS COUNTY

### Location, Size, Population

Douglas County, located in northeast Kansas, is approx. 475 square miles in area, making it 101st of 105 counties in size.

Area:

- Land 456 sq mi (1,180 km<sup>2</sup>) 96%
- Water 19 sq mi (50 km<sup>2</sup>) 4%
- Total 475 sq mi (1,230 km<sup>2</sup>) 100%



### Topography and Vegetation

The topography of Douglas County is influenced by the Kansas River along its north edge and the Wakarusa River running from middle of the west edge to the northeast corner. The northern portion of the county drains to these two rivers by way of various tributaries, creeks, drainage ways, and swales. A ridge (highlighted below in green on a cropped 1885 USGS map) runs east-west along the southern portion of the county. The area south of this ridge drains southward to the Marais Des Cygnes River approx. 10 miles south of the county border.

These natural features create land forms comprised of rolling hills and prairie in the southwest portion of the county, flood-plain in the northeast corner where the valley of the Wakarusa River meets the valley of the Kansas River, and mixed areas of rolling hills and valleys between and around them.

Native vegetative patterns of the county followed land forms. Woodlands grew along natural drainage ways, where water was available on a more reliable basis, while prairies typically occupied the rolling hills.



Kansas Biological Survey Data (2021)

Veg\_Type

- Bur Oak Bottomland Woodland
- Chinquapin Oak - Bur Oak Ravine Woodland
- Cottonwood - Sycamore Floodplain Forest
- Crosstimbers Post Oak - Blackjack Oak Woodland
- Green Ash - Elm - Hackberry Floodplain Forest
- Tallgrass Prairie
- Wet Prairie
- White Oak - Hickory Forest

Kansas Biological Survey Data (2015)

- DG County natural areas
  -
- Surveyed Forest Parcels
  -
- DG County 1856 Kansas Forest
  -



### **The First People of the Wakarusa River Valley**

Evidence indicates people may have been living in the Wakarusa River Valley as early as 12,000 years ago. During an archaeological survey conducted by Iroquois Research Institute in 1977, artifacts were discovered indicating Paleo-Indian activity in the Clinton Township near Deer Creek and the Wakarusa River. The Wakarusa River was essential to indigenous life. Through a series of surveys in the 1930s and 1940s, several dozen sites of indigenous settlement from both the Woodland and Central Plains period were found throughout the Wakarusa River Valley.<sup>1</sup>

In more recent history, as early as the 1600s through the 1800s, many indigenous people lived in the area that is now northeastern Kansas, including the Arapaho, Cheyenne, Comanche, Kansa, Kiowa, Osage, Pawnee, and Wichita. In 1830, the United States government passed the Indian Removal Act which forced tribes in the eastern portion of the country to move West of the Mississippi River; many of these tribes were relocated into the Kansas Territory. Despite promises that they would not be moved again, the United States government forced the removal of almost all indigenous people in the Kansas Territory in 1854 to make way for white settlement.<sup>2</sup>

### **Bleeding Kansas**

With the passage of the Kansas-Nebraska Act of 1854, Douglas County opened for white settlement. United States Senator Stephen Douglas, a politician who engaged in some famous, heated debates with Abraham Lincoln, introduced the Kansas-Nebraska Act, which allowed Kansas and Nebraska to become territories. (Douglas County was named for him.)<sup>3</sup> This act repealed the Missouri Compromise and allowed for popular sovereignty in these territories; the issue of slavery, whether the territories would become slave states or free states was up to the vote of the people. As a result, pro-slavery and antislavery activists rushed to the area and violence ensued. This period would become known as “Bleeding Kansas”.

In 1854, the town of Lawrence was founded as a free state headquarters by the New England Emigrant Aid Company. Due to their proximity to Lawrence, the small communities in Clinton Township were largely influenced by Lawrence and shared anti-slavery sentiment. This was especially true for the town of Bloomington as it was founded as an abolitionist stronghold and some of the houses were a part of the Underground Railroad.<sup>4</sup> Quantrill's Raid, the most notorious event associated with “Bleeding Kansas” took place on August 21, 1863. During the raid, Quantrill and his men burned down much of Lawrence and killed more than

During Kansas's territorial period, Douglas County was divided into four governmental townships, Lecompton, Wakarusa, Washington, and Calhoun.



150 men.<sup>5</sup>

After competing attempts to form a free-state or slave-state government, Kansas entered the Union as a free state on January 29, 1861. The Civil War began in April that same year. Two-thirds of all Kansas men who were of age enlisted in the Union Army, including 2,080 African American men who were part of the United States Colored Troops (USCT).<sup>6</sup> Overall, Kansas suffered the most casualties in proportion to population of any state in the Union; 8,500 Kansas troops were killed or wounded during the Civil War.<sup>7</sup>

Fighting between the settlers and the native Indian tribes in Kansas ensued until 1867 when United States military forces decimated native peoples, who were then forced or coerced into signing treaties to relinquish their Kansas land rights in exchange for land in Oklahoma.<sup>8</sup>

### **Westward Expansion**

Even before Kansas statehood, the United States was expanding westward and people were traveling across the middle of the North American continent. For people moving westward, it meant new beginnings. For indigenous people, it was a disaster as they were becoming displaced via the conquest of the west by the Americans.





Westward expansion occurred initially along various trails, three of which, the California, the Oregon, and the Santa Fe, crossed Douglas County. These trails carried travelers over thousands of miles from Missouri to the West and provided a vital link from east to west until displaced by completion of transcontinental railroad lines in the late 1860's.

In Douglas County, the Oregon and California Trails followed the same paths over the north portion of the county (green line on map below). The Santa Fe Trail (red line) traversed the southern portion of the county, roughly following the ridge previously identified in the Topography section above.



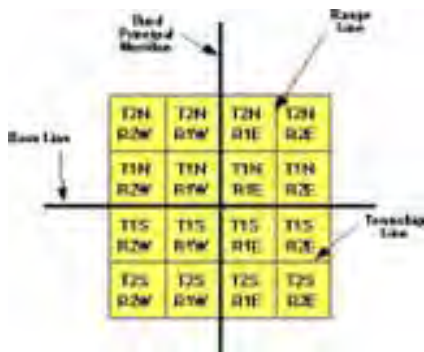
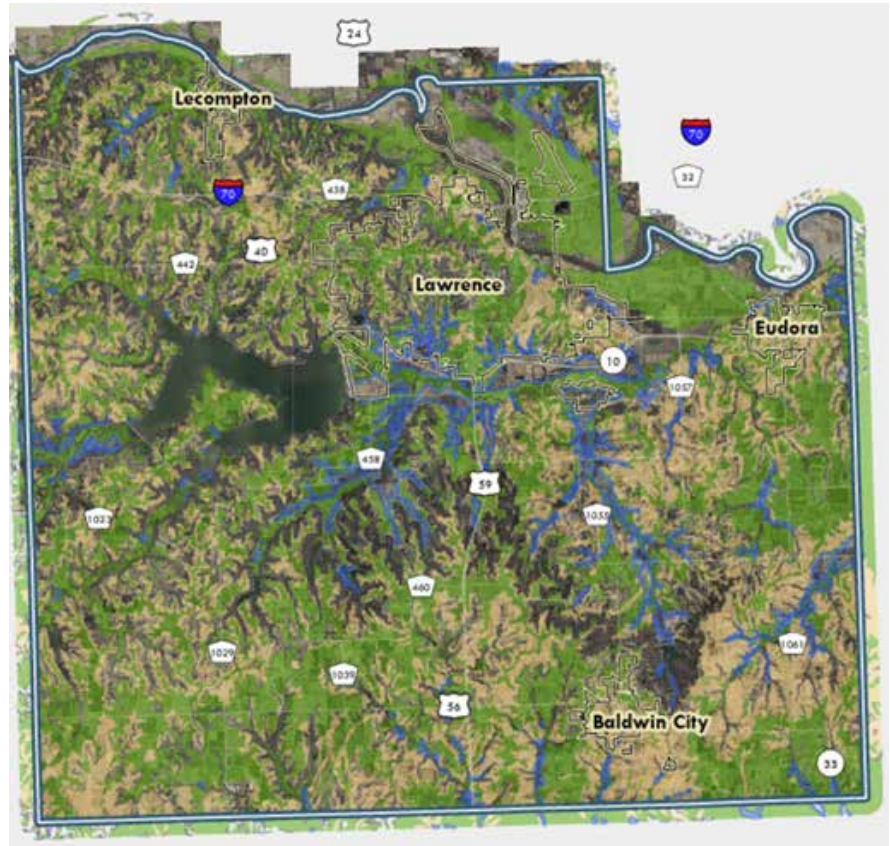
**Prime Agricultural Land**

As white settlers moved into the area, the fertility of the soil, and its use toward agricultural purposes, was readily apparent. The map below, from the Douglas County GIS online mapping system, identifies the vast majority of land as being prime farmland or “Farmland of statewide importance.”

The USDA identifies 230,364 acres of farmland in Douglas County, which is equivalent to approx. 360 square miles. With 456 square miles of land in the county, approximately 79% of the county’s land is actively dedicated to agriculture.

Farm Class

- All areas are prime farmland
- Farmland of statewide importance
- Not prime farmland
- Prime farmland if drained



Section: The basic unit of the system, a square piece of land one mile by one mile containing 640 acres.

Township: 36 sections arranged in a 6 by 6 square, measuring 6 miles by 6 miles. Sections are numbered beginning with the northeast-most section (#1),

**Surveying and the Grid**

The Public Land Survey System (PLSS), originally proposed by Thomas Jefferson, was created by the Land Ordinance of 1785 to survey land ceded to the United States by the Treaty of Paris in 1783 after the Revolutionary War. The government wanted to distribute land to soldiers in reward for their service and to sell land to raise money for the national treasury. Beginning in present-day Ohio, the system was used as the primary survey method to divide land for settling, or plat land for real property transfers.<sup>9</sup> The system began in Kansas just after opening up as a territory, and spread across the state into the 1880's.<sup>10</sup> Subdivision of Douglas County followed the standard pattern of Section, Township, and Range land partitioning method. Primary roads generally fall on one-mile section lines, with some exceptions around natural features. In the southwest portion of the county, where population density is the lowest, spacing of roads is typically greater than one mile.

The standard 6-mile by 6-mile township and range method used to geolocate properties may, or may not, coincide with the political/governmental township division of counties. The map below overlays the PLSS townships over the nine political townships that make up Douglas County. Only some of PLSS Range Lines and

proceeding west to 6, then south along the west edge of the township and to the east (#36 is in the SE corner).

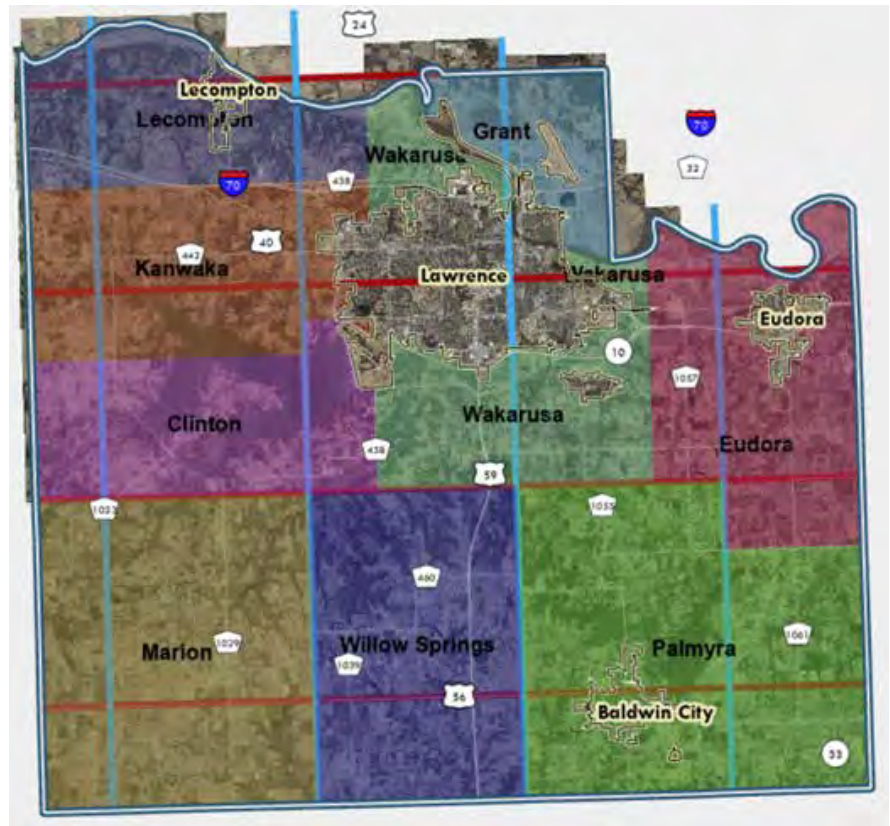
Range: Assigned to a township by measuring east or west of a Principal Meridian

Range Lines: The north to south lines which mark township boundaries.

Township Lines: The east to west lines which mark township boundaries.

Principal Meridian: The reference or beginning point for measuring east or west ranges.

Base line: Reference or beginning point for measuring north or south townships.



Base Lines align with the political township lines.<sup>11</sup>

## TOWNSHIPS

### Historic Contexts of the Townships

As areas of Douglas County were partitioned, purchased, and developed as private property of various size tracts following the Public Land Survey System, the rural agricultural gridded character of the county was determined. This partition system is overlaid with the nine governmental townships of the county, and while the townships themselves do not define the character of specific regions, they provide a convenient way to describe the nuanced differences between various areas of the county.

Appendix A includes detailed narrative historic contexts of each of the nine governmental townships in Douglas County. These are drawn from the completed historic surveys, with edits made for clarity and writing errors. In order to enhance readability and conserve space, references included in the survey documents are omitted in the contexts. Please refer to the original survey reports for references, footnotes, and endnotes.

### Area & Population Density

Douglas County is divided into nine governmental townships. From 1857-1859 the county's township formation went through a few iterations of dividing and renaming, ending with eight townships south of the Kansas River including: **Lecompton, Kanwaka, Clinton, Wakarusa, Willow Springs, Eudora, and Palmyra.** In 1867 the ninth township was added, **Grant** Township, north of the Kansas River, which was carved out of Sarcoxie Township in Leavenworth County, by the Kansas Legislature, making it part of Douglas County.<sup>12</sup>

Based on 2010 census data, population density throughout the county, excluding incorporated cities, ranges from 11.29 People/Sq Mile in Marion Township to 49.59 People/Sq Mile in Wakarusa Township.

POPULATION DENSITY	Sq Miles	Population	People/SqMiles
Marion Township	71.93	812	11.29
Clinton Township	40.63	586	14.42
Grant Township	16.56	371	22.40
Willow Springs Township	54.55	1,463	26.82
Eudora Township	47.34	1,305	27.57
Kanwaka Township	46.99	1,412	30.05
Palmyra Township	79.93	2,558	32.00
Lecompton Township	35.53	1,707	48.04
Wakarusa Township	46.74	2,318	49.59

### Endnotes

- 1 Chambers, Mary E., et al. The Cultural Resources of Clinton Lake, Kansas: An Inventory of Archaeology, History and Architecture. Iroquois Research Institute, 1977.
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- 10 <https://www.kshs.org/p/kansas-land-survey-plat-maps-and-field-notes/19971>
- 11 <https://web.gccaz.edu/~lynrw95071/Township%20Range%20Explanation.html>
- 12 Andreas, 1883, pp 310.

# CHAPTER 3 HISTORIC RESOURCES





Craftsmen house from Grant-Palmyra Township Survey.



Queen Anee house from Marion Township Survey.



National Folk house from Eudora-Kanwaka Township Survey.



National Folk house from Clinton Township Survey.

## HISTORIC RESOURCES

From 2012 through 2021, the Douglas County Heritage Conservation Council facilitated comprehensive county-wide natural, cultural, and historic surveys. Following a systematic township-by-township multi-year approach, historic preservation consultants conducted historic surveys of all rural areas of the county and added the information to the Kansas Historic Resources Inventory (KHRI), which is maintained by the Kansas Historical Society. The surveys focused on identifying heritage resources 50-years-old or older.

The surveys were completed in a two-step process, a reconnaissance survey and an intensive survey for each of the townships. Initially the reconnaissance surveys began with field work, that is, driving the county roads to visually identify and survey resources potentially meeting the 50-year criteria. This proved problematic as the potential scope of a reconnaissance survey was not well defined at the outset, leading to the first reconnaissance surveys to include many more resources than anticipated. Reconnaissance surveys conducted subsequently began with a property list generated through the County Appraisers office, which only included properties identified as having 50-year-old or older buildings. This more accurately defined an approximate scope of survey work to be completed. There were typically an additional 10% to 15% of properties added to the initial reconnaissance survey list due to resources discovered in the field that were obviously more than 50-years old and not in the appraiser's records.

The reconnaissance surveys were conducted from public roads and driveways without contacting individual property owners. These were visual surveys that photographically recorded resources, and identified major features, such as:

- Historic Function and Present Function
- Plan Form
- Building Style
- Roof Form
- Building Height/Stories
- Condition
- Barn Type
- Principal Materials
- Year of Construction (estimated by surveyor)

After completion of a township reconnaissance survey and report, the second step was selecting properties for further review and conducting an intensive survey. These surveys included contacting property owners and observing resources in closer detail, inside

and out, and conducting research about previous property owners and development of the properties. Contacting the current property owners proved to be one of the more difficult tasks of the intensive survey process; even when phone numbers were obtained and phone calls made, not all calls were answered or messages returned. Sending invitations to owners and holding survey kick-off meetings were helpful; even if only 20% of owners attended, it provided a foothold of contacts into the survey areas, who then aided in reaching other owners.

Meeting owners and closely observing the resources was an important part of the intensive surveys. After walking through many barns, poultry houses, granaries, houses, schools, churches, stores, cabins, and cemeteries, patterns of former lives began to take shape. How the resources fit into their original uses, how they were modified to meet changing needs, and how they are currently used, or not used, created a broader understanding of the resources' significance, and the challenges they face in the future.

## ANALYSIS OF RESOURCES

Reconnaissance and intensive survey information is stored in the KHRI database, which is maintained by the Kansas Historical Society. Information can be found either by using search criteria, or by using the interactive map to zoom to specific properties throughout the state.

There are currently 2,803 resources documented for Douglas County in the KHRI database. 2,380 of those, or 85%, were entered through the HCC survey process.

The age of resources, when divided into 40-year time-frames between 1850-1970 fall into the following groups:

- 17% 1850 – 1890
- 50% 1890 – 1930
- 31% 1930 - 1970

Condition of resources:

- 10% Excellent
- 48% Good
- 28% Fair
- 11% Deteriorated
- 2% Ruins
- 5% No Visible Remains

Height of resources throughout the county are generally short:

- 54% 1 Story



### Kansas Historic Resources Inventory

Home Search Search Results Details Interactive Map

Welcome to the Kansas Historic Resources Inventory (KHRI) database! as an education and reference tool for preservation professionals and the

Registered Users are able to enter new or edit existing survey inform

<https://khri.kansasgis.org/>



Gable Barn at Crawford Farmstead in Marion Township.



Potato Barn at Wilson Farmstead in Grant Township.



Apple Barn at Barnes-Hoskinson Farmstead in Palmyra Township



Cheney House at Hammond Farmstead in Palmyra Township

- 26% 2 Stories
- 12% 1.5 Stories

Principal materials of resources:

- 52% Wood
- 14% Metal
- 9% Synthetics
- 9% Stone
- 5% Concrete
- 3% Brick

Before the railroad arrived in Douglas County, locally quarried stone was a general building material for many farmhouses and barns in the rural areas of the county. These existing stone buildings tend to be older. When the railroad arrived in the late 1860s, lumber and brick construction became more popular in rural Douglas County as there was wider access to resources. However, stone continued to be used as the primary foundation material until reinforced concrete became more common in rural settings.

Another example of early stone construction are the dry-stacked stone fences found throughout the county. These fences were created by farmers who needed to remove stones from their fields to cultivate the land; the fences were often used to create enclosures for livestock or to define the property lines. Due to the time intensive maintenance needs, stone fences are a threatened resource in the county. Many stone fences are in deteriorated condition.

Overall, the stone resources in Douglas County represent some of the oldest structures in the county and are unique features to the rural landscape. It is important to understand the risks that threaten stone structures. In Chapter 5, the preservation and rehabilitation of stone structures is discussed in more detail.

### RESOURCE FUNCTIONS & DEVELOPMENT PATTERNS

The historic function of resources in the rural part of the county divides nearly equally between Agriculture/Subsistence at 45% and Domestic at 43%, but this classification is somewhat misleading. "Agriculture/Subsistence" includes resources, such as barns, granaries, sheds, etc. that are overwhelmingly located on farm properties. "Domestic" includes dwellings on farm properties and dwellings not on farm properties. There is no direct KHRI data showing the total number, or percentage, of resources located on farm properties.

Through the process of conducting the surveys, analyzing the





Oakes Barn in Palmyra Township.



Clinton School (1866) in Clinton Township.



Clinton Cemetery in Clinton Township.



Lakeside Cabin at Lone Star Lake in Marion Township.

resources, creating the reports, and reviewing the data, the primary observation is that there are four distinct types of building development patterns evident throughout Douglas County, these are:

- Farm-Related Properties
- Small Communities
- Cultural Resources (cemeteries, schools, churches, etc.)
- Lakeside Developments

Each of these create separate and unique identities within the county and these form semi-cohesive groups of resources.

### **Historic Farm-Related Properties**

Farmsteads were the backbone of settlement and development in rural Douglas County, Kansas. They were the economic driver and the nuclei of family life and activity. They were knitted together by social and economic forces that blended distinctive building types into a cohesive amalgam that moves and changes through time to create a built environment reflecting the cultural values and resources of the people who built and modified them. What we see today in Douglas County farmsteads is a snapshot of the current status of a cultural system moving through time.

The organization and role of farmsteads changed as farm work mechanized in the late 19th century and continued through the 20th century. Life on the previously semi-isolated farm became less isolated as modes of transportation changed from horse-drawn wagons and buggies to automobiles and farm trucks. Fewer people were required to work on a farmstead, and the number of children in farm families declined. Farmers worked land they owned and rented additional farmland land if their farming capacity exceeded what they could purchase.

Many farmsteads prospered and expanded, some managed on an even keel, and others declined and shrunk over time. What we see in the rural landscape today are the remains of those farmsteads. Some still meet the definition of "Farmstead", others have been reduced to two or three buildings, and some are lone structures acting as a marker of a bygone era.

Just as farmsteads have changed in the past they will continue to change in the future. The effect of that change is the same in both cases, some farm related buildings will be lost, some will be maintained in a status quo situation, some new ones will be added, and some will be rehabilitated and used for their original purposes or re-purposed for new uses.



Midwest Prairie Barn in Marion Township.



Combination Corncrib & Granary in Palmyra Township.



Granary in Palmyra Township.



Victorian Folk Farmhouse in Palmyra Township.

The Farmstead, as the basic building block of development, is the rural resource that should be the basis of conservation and preservation planning in the county. Farmsteads tell a more complete story about rural heritage than any number of single individual buildings. A historic barn, sitting by itself, can be significant, but it does not provide a very complete picture of history because it has lost its context.

Through the multiple historic surveys of the townships, various types of farmsteads and farmstead remnants were found, including:

- Farmsteads still occupied by descendants of original settlers
- Farmsteads still owned by descendants of original owners but lived on by renters
- Farmsteads unoccupied and unused, or only partially used
- Farmsteads owned by people with no connection to original owners
- Farmsteads without farmhouses but are still functioning farms
- Groups of farm buildings that had previously been part of a farmstead
- Individual buildings that were the remaining remnants of a farmstead

The farmsteads found throughout the county reflect the working life of farmers and farming. The primary source for studying and understanding rural properties in Kansas is the National Register of Historic Places Multiple Property Documentation Form (MPDF): Historic Agriculture-Related Resources of Kansas. Using the MPDF as a guide, the township surveys approached farm buildings not on an individual basis but on a property basis. Farmstead properties in the surveys were reviewed based on the three potential historic register listing categories for farm properties:

1. Farmstead: This consists of at least four associated historic agriculture-related structures on a property, including a barn and at least three other structures, one of which may be (but is not required to be) a farmhouse.
2. Associated Grouping: This is one or more primary farm structures and one or more secondary farm buildings or resources on a property.
3. Primary Farm Structure: These are Barns, Corncribs, Granaries and Farmhouses. Of these, Barns, Corncribs, and Granaries are eligible for individual historic listing under the Historic Agriculture-Related Resources of Kansas MPDF. Farmhouses are not eligible to be individually listed under the MPDF, but may be eligible for historic listing based on architectural significance



Poultry House in Willow Springs Township.



Bloomington Smoke House in Clinton Township.



William T. Barnes Milk Barn in Palmyra Township.



Isaiah N. Barley Smokehouse in Grant Township.

or association with a person.

### Primary Farm Structures

Primary Farm Structures are buildings that were essential to the farming operations of a farmstead. These include:

- Barns
- Corncribs
- Granaries
- Farmhouses

### Secondary Farm Structures

Secondary Farm Structures and Features include:

- Poultry Houses
- Milkhouses
- Milk Barns/Sheds
- Loafing Sheds
- Pole Barns
- Boxcar Barns/Sheds
- Springhouses
- Washhouses
- Tankhouses
- Storm Cellars/Root Cellars
- Summer Kitchens
- Smokehouses
- Outhouses
- Silos
- Windmills
- Fencing

### Barn Types

The most common Barn Type in Douglas County is the “Gable Roof Barn”, which accounts for 61% of barns surveyed. The overall breakdown is:

- 61% Gable Roof Barn
- 13% Midwest Prairie Barn
- 12% Gambrel Roof Barn
- 8% Bank Barn

### House Styles

The top six house styles throughout the rural areas are:

- 45% National Folk
- 9% Craftsman/Bungalow
- 8% Folk Victorian
- 7% Ranch
- 7% Vernacular
- 6% Queen Anne



National Folk House in Palmyra Township.



Craftsman/ Bungalow House in Grant Township.



Ranch House in Clinton Township.



Queen Anne Victorian in Palmyra Township.

### Historic Forms Vs Current Needs

Buildings and resources on farm properties in the county are in various conditions from poor to excellent, and the potential for historic listing is affected by their condition. Farm-related resources that are still in productive use are typically in better condition than those that are no longer used for any specific purpose. Many building types originally had uses which are no longer commonly needed in current farming practices. For example, historic granaries have been replaced by corrugated steel grain bins, hay lofts have been replaced by large round hay bales stored on the ground, and silos are being replaced with bunker silos and silage bags. Finding new productive uses for historic farm structures can go a long way in supporting their preservation and rehabilitation.

Some farm buildings are still in productive use, but their condition is deteriorated. In many cases repairs are not made until the deterioration reaches a point where it affects the usability of the structure, at which point the most expedient and cost-effective repairs are made. In many cases the buildings are simply demolished and either not replaced or replaced with inexpensive new buildings. The cost of repairs directly affects the profitability of a working farm, and in many cases historically appropriate repairs are not made because of the expense or lack of expertise in the necessary skilled trades.

It is often assumed that the greatest danger of demolition for rural buildings is found at the intersection point where urban expansion meets rural development. However, another significant demolition danger was found to be “demolition through dis-use and neglect”. If a building is not used, the likelihood of it lasting very long diminishes quickly.

### Historic Small Communities

A common trait in rural areas of Kansas was the development of small communities established to provide centralized nodes for commercial and social activities in support of nearby farmsteads and farming families. These settlements provided opportunities for town and country folks to connect through business transactions, church functions, and school activities. While many have vanished, Douglas County retains a variety of these small communities, ranging from:

- Thriving and expanding cities: Lawrence, Eudora, and Baldwin City
- Relatively stable communities: Lecompton, Vinland, Big Springs, and Clinton
- Slowly shrinking towns: Pleasant Grove, Lone Star, and Stull
- Nearly defunct villages: Globe, Twin Mound, Hesper, and Clearfield



Vernacular Farmhouse in Marion Township.



Robert Miller House in Lawrence.



Samuel Riggs House in Lawrence.  
Image Credit: Amanda Loughlin, KHRI



Downtown Baldwin City.

An example of a small unincorporated community that provided this nodal function is Lone Star, located in the northeast corner of Marion Township. Its heyday of growth and activity peaked in the early 20th century, and its commercial and social prominence waned as communication and transportation services allowed faster and better connections with larger nearby communities of Lawrence, Baldwin City, Topeka, and Ottawa. In the 1920's, Lone Star included a store, a bank, a church, a school, a telephone company switchboard building, a community hall, and several other commercial buildings and residences in the town. Today, only the church in Lone Star retains its original community focused use, while all the commercial buildings have either been demolished or converted to residentially associated uses.

Thriving and expanding communities reflect economic growth and new development opportunities. As their perimeters move outward, they tend to envelope previous rural land and agriculturally developed properties. This has happened around Lawrence where former farm-properties, like the Grover Farmstead, now consists only of the Grover Barn sitting on two residential lots in a suburban development; the barn was added onto and rehabilitated into Fire Station #4 for the City of Lawrence in 1982, but its historic context and features have changed extensively. Other properties, like the Robert Miller House at 1111 E 19th Street and the Samuel Riggs House at 1501 Pennsylvania Street, retain several acres of property and multiple primary and secondary farm structures, but are surrounded by residential and commercial development. There are other similar examples around Lawrence, Baldwin City, and Eudora where expanding urbanization has surrounded historic properties, however, it is more common that farm-related resources have simply been removed as the towns have grown.

Similar expanding urbanization is currently happening at the southern edge of Eudora, the northern edge of Baldwin City, and the western and southern edges of Lawrence. One purpose of the Rural Historic Preservation Plan is to raise these interfaces as a discussion point, so that development in these areas can be intentional about considering rural history and rural resources. A more detailed analysis of this interface is provided later in the Plan.

The stable, shrinking, or nearly defunct small communities around the county present another opportunity for how development in the county could occur without degrading the desired rural and agricultural base of the county. These small communities typically contain open land or lots where buildings were previously located, or were never built on, and which retain their vested right of development for new residential or commercial uses. There are



Grant School in Grant Township.



Marion Springs School, Willow Springs Township. Image Credit: Susan Ford, KHRI.



Union Cemetery in Marion Township.



German Baptist Church, Willow Springs Township. Image Credit: Susan Ford, KHRI.

developmental challenges with providing appropriate utilities for these areas, especially sanitary sewage processing, and creative approaches may be needed. The Village zoning district addresses many of the setback issues with these properties. This topic is also covered in more detail later in the Plan.

Properties in the small communities were included as part of the county-wide survey process, except for Baldwin City, Eudora, and Lecompton. These three incorporated cities, along with Lawrence, still need to be fully surveyed to identify historic resources.

### **Historic Cultural Resources**

Typical cultural resources located in the county include churches, schools, cemeteries, and a few other less common types like meeting halls (grange, lodge, and protective association), fairgrounds, and sport facilities. In rural areas, a few buildings with historic functions of “Commerce/Trade” could also be included in the Cultural Resources group, as these buildings served as gathering spots, in addition to being commercial centers.

Cultural resources are located throughout the county in three patterns: 1.) As individual resources, 2.) Grouped with a few other resources, or 3.) Located in small communities. As a group, cultural resources account for less than 5% of the total resources included in the KHRI records for Douglas County. This would likely continue, percentage wise, as areas of Lecompton, Eudora, and Baldwin City are surveyed in the future; residential resources would be most prevalent, then commercial resources, followed by cultural resources.

Due to various school consolidation processes throughout the state and county, the percentage of historic school buildings abandoned or converted to other uses is quite high. Older, smaller school buildings that have been used for a new purpose, are most prevalently converted to residential use. A few, like the White School in Grant Township, have been converted to event venue space. The Winter School in Lecompton Township is now a center for art, writing, and humanities studies and gatherings. Larger schools typically have more varied uses; Grant School, a mid-century modern style building in Grant Township, is a private school; Marion Springs School, a mid-century modern style building in Willow Springs Township, is zoned General Business and being converted to an office and business spaces; and Wakarusa School, another mid-century modern building in Wakarusa Township, is a Greenbush Education Service Center. Other historic schools, and their current uses, are identified in the KHRI data base.



Vinland Fairgrounds Exhibition Building in Palmyra Township.



Lakeview Cabin. Image Credit: Brenna Young, KHRI.



Lone Star Lake in Marion Township.



Clinton Lake in Clinton Township.

Cemeteries range in size from small family plots with only a few graves, to medium size with extended families and nearby families, to larger community facilities, like the cemetery just west of Clinton. Cemeteries face preservation issues differently than buildings. Typical resources in a cemetery include stone grave markers (headstones and monuments), driveways, gateways, fences, landscaping, and occasionally a maintenance building. Churches in the rural areas tend to retain their historic use into the present day. Church architecture styles generally follow popular styles from their construction time-frame. Many wood-framed examples have been updated with modern siding, and occasionally with replacement windows. Some retain original stained-glass windows. A common rehabilitation issue with many churches is making them accessible for an aging congregation.

### **Historic Lakeside Developments**

There are three lakes in Douglas County with significant historic resources. Lake View Lake at the northern point of Wakarusa Township is an oxbow lake formed by the Kansas River. Lone Star Lake is a flood control reservoir lake on Washington Creek in the northeast corner of Marion Township. Clinton Lake is a flood control reservoir lake on the Wakarusa River in the northeast portion of Clinton Township and southern portion of Kanwaka Township.

#### **Lake View Lake**

The Lake View Fishing and Shooting Association was formed in 1892 and the private organization constructed a lodge building on the south side of Lake View Lake shortly thereafter. The current lodge, built in 1912 on the same site as the first which burned in 1911, is a two-story Tudor Revival style. There are 25 cabins also owned by the association located along the southern shoreline ranging in construction dates from 1898 to 1966.<sup>1</sup>

#### **Lone Star Lake**

A proposal to construct a dam and create a 150-acre lake southwest of the town of Lone Star in Douglas County, Kansas, was selected in the summer of 1934 as a Civilian Conservation Corps project. The CCC was established in 1933 to provide employment opportunities for male U.S. citizens between the ages of 17 and 23.5 as response to the Great Depression. During its nine-years of operation the program employed approximately three million young men working on forest management, flood control, conservation, and state/national park projects.<sup>2</sup>

CCC projects maximized labor and minimized expenses for materials and equipment. For the Lone Star Lake project, labor, in the form of two CCC camps with approximately 400 total workers



Stone Fireplace at Lone Star Lake.



Barteldes Cabin at Lone Star Lake.



Craftsman style house in Clinton Township.



Clinton Lake U.S. Army Corps of Engineers Plaque

provided the muscle, while 100 shoreline lots were planned on the southwest leg of the lake and sold to raise funds for purchasing materials and property for the lake's construction.<sup>3</sup> Construction of the CCC camp began in September 1934. Construction on the dam and lake facilities began in October 1934 and stretched to October 1939. The lake was completed, stocked with fish. Today, Lone Star Lake Park is owned and maintained by Douglas County.

Construction of lakeside cabins at Lone Star Lake appears to have begun concurrent with or soon after completion of the lake. A "Lone Star Park Lots" map from 1957 identifies the owners of 78 private lots on 8 tracts, with cabins/dwellings shown on 35 lots. A 2020 Douglas County appraiser map identifies 70 lots as private property, with 55 lakeside cabins around the lake. Fourteen properties were identified as having cabins that are likely 50-years-old or more and potentially eligible for a historic district; these cabins were included in the Intensive Survey of Marion Township.

The development of lakeside cabins typically only included a single cabin dwelling on a single lot, occasionally with a small storage shed, and typically with a large deck attached to the lake facing side of the cabin and a boat dock in the lake. The styles of the cabins generally follow residential styles popular at the time of their construction. The lakeside cabins are typically "second homes" not lived in year-round, and reflect the leisure life of fishing, relaxation, and escape from income-producing work. The size of the cabins typically is smaller than in-town or farmstead "full-time" dwellings. Typically, lakeside cabins are categorized in KHRI under the historic function of "Domestic – Camp".

#### Clinton Lake

In 1951, Kansas experienced unprecedented amounts of rain which resulted in devastating flooding throughout the state. This event, known as the Great Flood of 1951, caused almost one billion dollars in damages. As Lawrence sits between two rivers, the Kansas and the Wakarusa, the city needed to find a solution to prevent future damages. As a result, the city sponsored the damming of the Wakarusa River for flood control and protection. The plan for Clinton Lake was authorized in 1962.<sup>4</sup>

Around the same time as the planning of the lake, the government began purchasing the farmland that would eventually be flooded. All buildings and towns in the flood zone were completely demolished.

In 1980, Clinton Lake was filled; the lake spans 8 miles up the Wakarusa River Valley and has a surface area of 7,000 acres. The large body of water is held back by the Clinton Dam that is approximately 9,250 feet long and 114 above the Rock Creek streambed.<sup>5</sup> Since its completion, Clinton Lake has been home to numerous recreational areas and activities such as boating,



swimming, and hiking. Additionally, Clinton Reservoir has supplied Lawrence with about 50% of its water source. Resources associated with Clinton Lake will begin reaching the 50-year age of significance by 2030, and planning for identification of significant resources by way of Reconnaissance and Intensive Survey should begin soon.

### **HISTORIC LISTED RESOURCES & RESOURCES ELIGIBLE FOR HISTORIC LISTING**

Of the 2,803 resources included in the KHRI data base for the rural areas of Douglas County, approximately 2% are listed in the state and/or national register of historic places, leaving 98% not listed.

<b>Resources Listed in the Register of Historic Kansas Places</b>			
No	2737	97.65%	97.68%
No, Not Contributing to Historic District	1	0.04%	
Yes	17	0.61%	2.32%
Yes, Contributing to Historic District	48	1.71%	
	2803	100.00%	

<b>Resources Listed in the National Register of Historic Places</b>			
No	2748	98.04%	98.07%
No, Not Contributing to Historic District	1	0.04%	
Yes	17	0.61%	1.93%
Yes, Contributing to Historic District	37	1.32%	
	2803	100.00%	

Of the 2,738 not listed in the state register, the following data apply:

- 1,618 (58.86%) determined not eligible for historic listing
- 199 (7.24%) have not been assessed
- 34 (1.24%) determined potentially eligible for state listing
- 898 (32.67%) determined potentially eligible for national register listing, either individually or as part of a historic district (farmstead or small area).

<b>Resources Identified as Potentially Eligible for Historic Listing</b>			
Not Eligible	1618	58.86%	58.86%

Not Assessed	199	7.24%	7.24%
Yes, State Only	34	1.24%	33.90%
Yes, NR Individual or District	898	32.67%	
	2749	100.00%	100.00%
Already Listed	54		
	2803		

Of the 932 resources identified as potentially eligible for state or national register listing 518 (56%) are agriculture related and 330 (35%) are domestic related, making up 91% of all potentially eligible resources for listing.

Historic Function of Potentially Eligible Resources		
Agriculture - Animal Facility	193	
Agriculture - Out Building	156	
Agriculture - Processing	16	
Agriculture - Storage	132	
Agriculture - Field	21	
Agriculture	518	55.58%
Commercial	9	0.97%
Domestic - Camp	17	
Domestic - Hotel	1	
Domestic - Institutional	1	
Domestic - Multi-Dwelling	1	
Domestic - Secondary Structure	87	
Domestic - Single Dwelling	223	
Domestic	330	35.41%
Education - School	14	
Education - Education-Related	1	
Education	15	1.61%
Funerary - Cemetery	10	1.07%
Industry	5	0.54%
Government - Post Office	1	0.11%
Landscape	6	0.64%

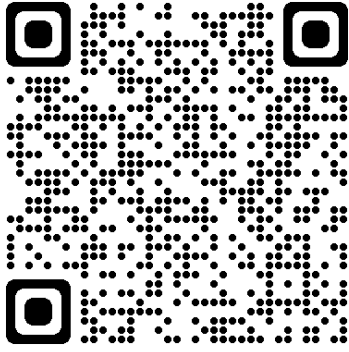
Recreation & Culture	1	0.11%
Religious - Residence	2	
Religious - Facility	6	
Religious	8	0.86%
Social - Meeting Hall	3	0.32%
Transportation Related - Vehicular	16	1.72%
Unknown/Other	10	1.07%
		100.00%

Endnotes

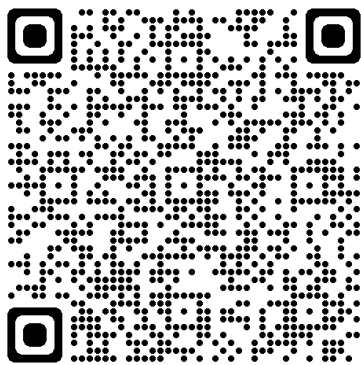
- 1 <https://khri.kansasgis.org/index.cfm?in=045-5259>
- 2 <https://www.nps.gov/thro/learn/historyculture/civilian-conservation-corps.htm>
- 3 "Will Sell Lone Star Lake Lots". Lawrence Daily Journal-World, July 25, 1934. pp 1.
- 4 Chambers, Mary E., et al. The Cultural Resources of Clinton Lake, Kansas, p. 2.
- 5 Ibid.

# CHAPTER 4 DEVELOPMENT GUIDES

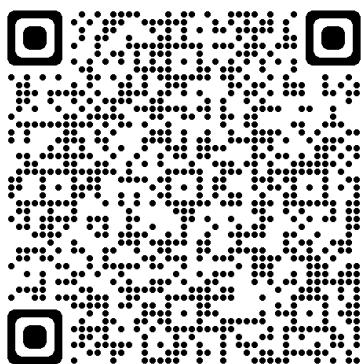




<https://www.douglascountyks.org/zoning-and-codes/>



<https://www.douglascountyks.org/sites/default/files/2023-09/ch12%20ZONING%20REGULATIONS%20merge%2009.11.23.pdf>



<https://www.douglascountyks.org/sites/default/files/2023-02/Ch11%20SUBDIVISION%20REGUALUATION%2005.03.22.pdf>

## DEVELOPMENT GUIDES

Development in Douglas County and Lawrence is guided by Plan 2040, which is augmented by 34 plans and studies incorporated by reference. Development in the rural areas is regulated by the Zoning and Land Use Regulations for the Unincorporated Territory of Douglas County and by the Subdivision Regulations for Lawrence and Unincorporated Douglas County, both of which are guided by Plan 2040. These plans and regulations set the vision and the rules for developing property in unincorporated Douglas County.

The guides are meant to help create new development that meets our shared and defined community goals. The intent of this chapter is to look closely and specifically at the guides and provide commentary on where the guides intersect with rural historic preservation goals, and where they might be adjusted to more fully promote those goals.

In looking closely at the guides, some questions arise, including:

1. Does Plan 2040 provide enough clarity and guidance on rural goals in unincorporated areas?
2. How can development in the Urban Growth Areas and in rural areas have a positive impact on existing historic resources?
3. How can sector plans promote and reinforce historic preservation concepts and goals?
4. Is the county's the long-term vision of maintaining and maximizing historic resources working as well as desired?

**Following is a detailed analysis of relevant sections of Plan 2040 and of the Zoning and Land Use Regulations for the Unincorporated Territory of Douglas County.**

### PLAN 2040

#### Vision

Plan 2040 includes in "Chapter 7 Community Resources" a section on Historic Resources. It sets the vision of:

*We honor the vibrant history of the county and city by protecting appropriate historical assets, which contribute to our sense of place. Future growth will complement our community's historical assets and enhance our unique character.*

#### Goals

To help realize this vision Plan 2040 sets four general goals:

1. *Identify, evaluate, designate, and preserve our community's historic resources.*
2. *Conserve and protect the visual context of historic resources.*
3. *Protect and maintain publicly owned historic resources.*
4. *Incentivize the preservation of historic resources.*

### **Action Items**

Each goal is followed by specific recommended action items intended to help achieve the goals. While all of the action items are important, a few stand out as having greater potential to more directly and quickly support the overall vision of guiding future growth in ways that enhance historic resources. Those significant Action Items, as included in Plan 204, are:

### **1.4 Integrate historic preservation elements in Specific Land Use and Neighborhood plans.**

Each of the 34 studies and plans referenced by Plan 2040 cover various specific topics. Of the 12 land use plans in that group, five include land outside of the city limits of Lawrence, areas covered by this Rural Historic Resources Guide 2040. These are:

- K-10 and Farmer's Turnpike Plan (2009/2016)
- Northeast Sector Plan (2003/2015)
- Revised Southern Development Plan (2007/2013)
- Southeast Area Plan (2008/2019)
- West of K-10 Plan (2008/2021)

The K-10 and Farmer's Turnpike Plan, includes a short general section on Historic Resources, stating:

*Currently, there are no sites or structures listed on the National, State or Local Register of Historic Places within the planning area. However some resources have been identified as having the potential to qualify for listing. At the time that these sites or structures are listed, those resources should be protected and preserved in accordance with local, state and national preservation law.*

The Gorrill Farmstead, 984 N 1800 Rd, within the plan area, was listed on the State Register in 2011, before the 2016 plan update. A quick review of resources in KHRI identified as being potentially eligible for historic listing within the plan area includes:

- Baldwin Farmstead, 1827 E 1150 Rd (10 resources)
- Lake View Lodge and Cabins (26 resources not assessed for historic eligibility, however some, like the Lodge, are obviously eligible)

- Gentry House, 1173 N 1800 Rd
- Pontius-Miller Barn, 885 N 1800 Rd

Some sector plans, like the West of K-10 Plan and the Southeast Area Plan, do not include any information about historic resources in the plan area; it focuses on other aspects like zoning, infrastructure, and storm-water, topics more commonly seen as affecting future growth.

Now that historic surveys have been completed for all townships in the county and information about historic resources is readily available in the KHRI database, a more detailed analysis of historic resources should be included in every report prepared for specific plan areas as they are completed in the future. If the vision is that “future growth will complement our community’s historical assets”, then surely including more detailed information about historical assets should be included in sector plans. If what is worthy of preserving is not acknowledged, then how can growth happen in ways to complement those assets?

**1.5 Create incentives to encourage adaptive reuse of historic structures.**

Sometimes historic preservation and historic rehabilitation projects move forward because people involved are simply interested in history and want to help tell a particular story about the past. However, just as likely, a historic rehabilitation project, especially one seen as being for a common ordinary property rather than a highly significant property, is able to move forward because some significant incentive helps push it forward.

In rural parts of Douglas County, adapting farm structures for new uses can be particularly difficult and may require more creativity. Some imaginative adaptations in Douglas County include:

- A farmstead rehabilitated and converted for fine dining experiences
- A poultry house converted to an art studio
- Barns used as event venues
- A barn used as processing facility for specialty food crops
- A residence converted to a wine tasting room, and an equipment storage building converted to a wine production facility

These adaptations in rural areas are only limited by the vision, creativity, energy, financial ability, and market savvy of the people making them happen, and of course by the rules and regulations set by the County that govern specific uses allowed

on rural properties. Creating incentives to encourage adaptive use of potentially historic farm buildings, in safe and thoughtful circumstances, can work on two fronts. It can help financially to enable and encourage entrepreneurs pushing creative ideas forward, and it can stimulate even more creativity by placing a financial premium on incorporating historic buildings into a business concept. More discussion of this topic follows later.

### **2.1 Encourage infill development that is compatible with historic patterns and styles.**

Typically, “infill development” is thought of as new development on vacant property within built-up urbanized areas or communities. However, in rural areas, new development is commonly thought of as filling “vacant land”, which is not an accurate description. The rural areas of Douglas County contain lots of open space without buildings, but this is not vacant land. It is land that was developed for agricultural purposes following distinctive patterns. In rural areas, especially where urbanization is expected to expand, new development is actually infill development within a built-up agricultural area.

Chapter 3 describes Farmsteads as the backbone of settlement and development in rural Douglas County, Kansas. The historic pattern set by farmsteads is groupings of buildings located within large tracts of agricultural land. At the interface between historic agricultural areas and expanding urban areas, new development should be encouraged to be compatible with historic patterns set by farmsteads, retaining agricultural uses where feasible and retaining historic farm related buildings in appropriate ways to keep these resources within an understandable context.

A form of “infill development” also occurring in the county is development of new homesteads/farmsteads in rural areas. As more land is built on, commercial large scale commodity farming on contiguous large parcels becomes more difficult, forcing transition to small scale specialty growing to continue agricultural uses in our community. Many of the new infill homesteads are built to support and enhance these new smaller scale farming practices, protecting and creating more sustainable agricultural lands.

### **2.5 Expand the use of overlay districts and design guidelines to enhance unique places in our community.**

Conceptually, expanding overlay districts and design guidelines helps define expectations for development in specific areas. Creating overlay districts and design guidelines takes an intensive effort, a motivational force to move them forward, and public processes to mold them into tools supported by the general public.



In rural Douglas County, farmsteads are the dominant unique places. While there isn't a single pattern of development that defines the character of farmsteads in the county, there are commonalities between them that could inform new overlay districts or design guidelines which might be created for specific areas.

Other unique places in the county are rural small communities. Some of these, like Vinland, which have significant historic resources, may be able to utilize an overlay district with design guidelines to promote development that enhances their historic character.

The cities of Lawrence and Eudora have defined their growing edges as Urban Growth Areas and these serve as defacto "overlay districts" with policies in place to guide proposed development. More detailed and defined Overlay Districts for the UGA's could go a long way in refining and clarifying the development goals for those areas.

Areas beyond the UGA edges are ubiquitously defined as rural and agricultural with differentiation only defined by zoning designation. A county-wide Future Land Use Map, similar to overlay districts, could set a long-term vision for specific uses throughout the county including: agricultural, residential, commercial, industrial, conservation development, historic preservation, public space, and villages.

A public process would be needed to determine if overlay districts, design guidelines, or land use maps are supported in rural areas. This would require additional public engagement and staff time.

#### **2.6 Create conservation districts to protect historic environs.**

Farm land is the historic environs of farmsteads in the rural areas of the county. Conservation districts can be an important tool in protecting historic farm land, or open space. The use of conservation districts might potentially increase if tied to incentives for expanding uses, or creating new development, that fit appropriately into rural areas. Conservation districts can spur new development while also protecting historic farm lands.

#### **4.4 Create and promote tax incentives and abatements for the restoration, renovation, and re-use of historically designated buildings and structures.**

There are state and federal income tax incentives already in place for rehabilitation of historic listed properties. The most direct, and likely most easily implemented, tax incentive or abatement the

county could create is related to property taxes. An incentive to reduce property taxes for an owner that engages in rehabilitation of a historic listed property could piggyback on existing income tax incentives.

#### **4.6 Implement incentives for conserving historically significant farming lands and structures.**

It is important to think holistically and cumulatively when considering incentives. For many rehabilitation projects, it's not a single incentive, but a suite of incentives, like grants, income tax credits, property tax credits, use credits, development credits, conservation credits, etc., that can help push a project forward.

#### **4.9 Incentivize the appropriate reuse and revitalization of historic structures.**

For historic farmstead buildings, determination of “appropriate” uses may need to be more flexible than typically considered for historic-listed buildings. Many buildings, like granaries, silos, milk-houses, etc. were built for original uses that are no longer present on the property, or the buildings no longer fit current needs. Allowing new, innovative uses may be appropriate, if it increases the likelihood a historic resource remains in existence. The county Zoning and Codes department is fully supportive of adaptive reuse and works with property owners on a regular basis to help implement new uses, especially related to agritourism and short-term rentals.

## **ZONING AND LAND USE REGULATIONS FOR THE UNINCORPORATED TERRITORY OF DOUGLAS COUNTY**

### **Zoning Districts**

Each parcel of property in the county has a zoning designation. The three most common by area and by quantity are Agricultural Districts (AG-1), Transitional Agricultural Districts (AG-2), and Cluster Preservation (CP). These are defined in more detail below.

AG-1 and AG-2 regulations specifically discourage conversion from agricultural use to other uses, especially more dense residential use. There is potential in these districts to incentivize historic preservation of rural structures.

Creation of new CP districts was allowed within Urban Growth Areas when the zoning regulations were adopted in 2020, however the ability to rezone to CP within the UGA's was removed by text amendment in 2021. CP regulations control development of existing CP zoned properties and require clustering of 3-acre

(minimum) residential lots on 60% of the development land. There is potential of incentivizing new residential developments in the future using CP regulations to increase retention of agricultural land to an even greater extent and to make new development more compatible with historic development patterns.

#### AG-1 Agricultural District

*The AG-1 District is intended to accommodate a full range of agricultural activities such as the raising of crops or livestock as well as the processing and sale of agricultural products raised on the premises and, at the same time, to offer protection to agricultural land and land uses. Maintaining an inventory of productive, or potentially productive, agricultural land is a principal goal within the unincorporated portion of the county. The district is also intended to provide protection for watersheds and water supplies, forest areas, and scenic areas; to promote the conservation of fish and wildlife; and to prevent the untimely scattering of more dense urban development. The standards of the AG-1 District are designed to permit limited development that is compatible with the existing rural character and agricultural land uses.*

The vast majority of land in the county is zoned AG-1. The minimum parcel size in AG-1 is 20 acres; 33% of all parcels in the county are zoned AG-1, and only 23% of those parcels have structures built on them.

#### AG-2 Transitional Agricultural District

- a. *The AG-2 (Transitional Agricultural) District will provide an appropriate zoning designation for low density development that retains the character of a rural area with limited residential development. This District is intended to accommodate low-density rural development in areas that are not well-suited for agriculture or development that has been designed to accommodate agricultural land uses in the area. For this reason, rezoning requests to this district will be evaluated on a case-by-case, site-by-site basis. Due to the unique purpose and nature of this district it may not be provided in uniform areas, as is common with most zoning districts, but may be provided in very small areas located throughout the unincorporated portion of the county.*
- b. *In addition, the AG-2 District is intended to accommodate lands which are currently located in the A (Agricultural) District but have inadequate parcel area for the AG-1 District (e.g. land was divided into less than 20 acres, prior to the adoption of these regulations).*
- c. *The AG-2 District will allow the zoning maps to more clearly*

*represent the current land uses in an area. The AG-1 District will include larger parcels with agricultural or open space land uses and the AG-2 District will include smaller parcels and land that has been divided for residential development. Agriculture remains a permitted and encouraged use in the AG-2 District.*

67% of parcels in the County are less than 20 acres, and parcels zoned AG-2 are the most numerous of any zoning category in the county. The minimum parcel size in AG-2 is 10 acres.

#### CP Cluster Preservation District

*The CP (Clustered Preservation) District accommodates lands which were zoned A-1 (Suburban Home Residential) District and R-1 (Single-Family Residential) Districts within the Urban Growth Area or were divided through a cluster development certificate of survey prior to the effective date of these revised Zoning Regulations. The District also provides a suitable zoning district for medium density residential development within the Urban Growth Area while preserving agricultural lands and open space by clustering development. Existing A-1 Zoning outside of the urban growth area will convert to the CP District with the adoption of these regulations; however, no new rezoning to the CP District shall occur on any land outside the Urban Growth Area.*

Land zoned CP is third most common in the county. Rezoning to CP in Lawrence's UGA was originally allowed when the current county zoning regulations were adopted, and was disallowed by text amendment to "Chapter 20, Article 8, Section 20-804, of the Code of the City of Lawrence, Kansas, 2018 Edition, and amendments thereto, and Chapter 11, Article 1, Section 11-104, of the Code of the County of Douglas, Kansas, and amendments thereto", by Ordinance No. 9870 adopted in October 2021. The CP zoning regulations provide guidance for land use and development on property zoned CP prior to October 10, 2021.

The minimum parcel area in CP is 3 acres. The district "permits the clustering of residential development, thereby allowing agricultural or open space preservation on a minimum of 40% of the total property area." The actual requirement for clustering in CP is implemented through the Subdivision Regulations of the County Code. The regulations require creation of an "Immediate Development Area" not exceeding 60% of the total land area being developed, and setting aside 40% as "Future Development Area". The regulations further require the immediate development area be laid out in a clustered manner that minimizes access points to public roads, and allows for more dense future development. It

requires establishment of “Building Envelopes” on the parcels that “allow for the future Subdivision of these Parcels into Urban Streets and Blocks”.

The 3-acre minimum lot size is linked to the Douglas County Sanitary Code, which requires 3-acre minimum lot size for installation of an “on-site sewage management system” when a public water supply is provided. These requirements don’t account for specific site situations which may require less area for adequate on-site sewage management due to soil conditions. They also don’t encourage engineered solutions to serve a group of even smaller (less than 3 acre) clustered residential lots in a more compact arrangement with a shared common sewage management system on an open adjacent tract.

Creating even more compact residential developments in a CP district could have many benefits. Development costs could be reduced for road construction and extension of utilities. Dwellings could be grouped together leaving larger tracts open for agricultural use or shared-use open space. Smaller residential lots could reduce the typical lawn maintenance activities associated with 3 acre or 5 acre rural lots. The rural landscape could retain more of its historic agricultural character and support sustainability goals.

Many uses permitted in AG-1 and AG-2 are not permitted in CP. Some of these uses may be appropriate in a CP district when smaller residential lots are grouped together and a larger tract, or tracts, accessed from public roads, are retained for agricultural use. These would essentially be “planned developments” where smaller residential lots are created on part of a property and larger agricultural related uses are maintained on a significant percentage of the property. Agricultural and limited commercial uses, that are permitted in AG-1 and AG-2, may be appropriate on the retained agricultural portion of planned CP districts designed and developed in this manner, if access is provided from public, rather than private, roads.

These potential expanded uses, as part of a planned development in a CP district, could be stand-alone-businesses, or could be developed as cooperatives of a CP neighborhood. They could encourage mixed-use developments, compatible with historic rural patterns, if CP rezoning is allowed to occur in the future. They could capitalize on small lot private residential development that also includes agricultural/community/commercial uses where access by suitable public roads is available.

#### Other Zoning Districts

The other zoning districts include:

- LS Lone Star Lake Lot Residential District
- LB Lake Oriented Business District
- RT Rural Tourism District
- GB General Business District
- LI Light Industrial District
- GI General Industrial District
- V Village District
- BSC Big Springs Community District
- EWP Eudora Source Water Protection Overlay District
- ASO Airspace Overlay District

By area, these account for a very small amount of land area in the county. They are important, but have less of an interface with potential historic property, except for Light Industrial District adjacent to the unincorporated community of Vinland.

### **12-304-3 PERMITTED USE TABLE**

The “Permitted Use Table” establishes what uses, and how many of some particularly uses, are allowed on a property, based on its zoning category. Some of these uses, and quantitative controls, can disincentivize preservation of historic farm related structures. For example, there have been many old farmhouses lost to demolition, because an owner wanted to build a new residence and the zoning districts which allow dwellings, do not allow more than one primary dwelling on a property. A creative approach to how the “Permitted Use Table” is implemented presents opportunities where specific incentives could be used to encourage preservation of historic farm related structures.

### **Specific uses that could be modified to incentivize rehabilitating historic farm structures include:**

#### **12-306-1 ACCESSORY DWELLING UNITS**

Accessory Dwelling Units are allowed in certain situations to create additional housing options for a relative/family member, caregiver, or farm employee while maintaining the rural character of unincorporated Douglas County.

This section could be changed by text amendment to include that if an Accessory Dwelling Unit is located in a farmhouse listed in the Register of Historic Kansas Places, it would allow:

1. Occupancy by anyone of the ADU (Removal of 3-year minimum occupancy by relative/caregiver/employee)
2. Additional flexibility of maximum allowable area for the ADU

#### 12-306-5 AGRITOURISM

Agritourism is recognized as a vital tool for sustaining the family farm and represents significant economic potential for the community in general. These regulations are intended to foster and promote agritourism in keeping with the State of Kansas policy of encouraging agritourism, while ensuring that the public health, safety, and welfare are protected.

If new CP districts are allowed in the future, this section could be changed to allow Agritourism as a use in part of new planned CP districts if certain criteria are met. The concept would be to concentrate residential development into compact areas (less than 3 acre lots), retain more open agricultural land (more than the 40% minimum required), and support this arrangement by allowing Agritourism uses as part of the increased agricultural area. Enacting this change would require a detailed process to establish specific desired goals, establish targets that trigger allowance of Agritourism in CP zoning, and analyse other factors, such as adequacy of roadways, sanitary sewage treatment, and other technical issues.

#### 12-306-9 BED AND BREAKFASTS

- a. A Bed and Breakfast with 3 or fewer guest bedrooms may be operated as an accessory use to the principal use of an owner-occupied structure or may have an on-site resident manager.

This section could be eliminated with approval of proposed vacation/short-term rental regulations, which would be a permitted use, including in accessory buildings, in most zoning districts, regardless of historic listing status of buildings occupied.

#### 12-306-14 DETACHED SINGLE-FAMILY DWELLING

Only one principal detached single-family dwelling may be constructed on any platted lot or vested parcel with the following exception:

- a. Multiple Farm Employee Housing units may occur on a parcel when approved with a Conditional Use Permit.

This could be changed to permit two principal detached single-family dwellings if one is listed in the Register of Historic Kansas Places. Second dwellings are currently being allowed through the Accessory Dwelling Unit permitting path. Distinctly allowing two primary dwellings, if one is a historic listed farmhouse, could significantly increase preservation and rehabilitation of this building type.

#### 12-306-21 TYPE 1 HOME OCCUPATIONS

Type I Home Occupations include incidental and accessory home

occupation uses that can be conducted wholly within the dwelling unit and that are ancillary to the primary residential use of the property. Type I Home Occupations are uses that are incidental and accessory to the primary residential use, and as such, are activities that are compatible with residential or farm activities.

A text amendment is currently being drafted to allow certain types of Home Occupations in residences and accessory buildings by-right. Larger impact Home Occupations may require registration and would allow additional flexibility within accessory structures. The regulation could also be changed for greater flexibility in allowing home occupations separate from the primary dwelling when located in a structure listed in the Register of Historic Kansas Places.

### **12-314-2 PROTECTION OF ENVIRONMENTALLY SENSITIVE LANDS**

Section 12-314-2 of the Zoning and Land Use Regulations requires the protection of environmentally sensitive lands. Two of the defined “sensitive lands” overlap with the historic resources identified in [Chapter 3 - Historic Resources](#), these are “Prime Farmland” and “Archaeological and Historic Sites listed on local, state, or federal registers”. Applicable federal statutes and regulations recognize “historic sites” as Historic Buildings, Historic Transportation Facilities, Archeological Sites, Traditional Cultural Places, Historic and Archeological Districts, and Historic Trails, if they are on, or determined eligible for, listing on the National Register of Historic Places.

Environmentally sensitive lands are to be protected with all types of developments (residential, commercial, and industrial). Up to 40% of a property may be required to be protected if the property contains more than 40% of environmentally sensitive lands. The protected land is to be placed in a tract, easement, or future development area or may be further protected with a conservation easement or temporary set-aside agreement.

“Protected Environmentally Sensitive Lands may be included in determining the allowable density or intensity of development and the allowable density, calculated on the total land area, may be transferred to other developable portions of the property.” This is a significant feature relative to historic preservation, especially in CP zoned districts, because it creates an incentive to list rural resources on a historic register. For example, a 20-acre CP tract can develop 60% of its land (12-acres) as four 3-acre lots, the remaining 40% (8-acres) is retained as future development area. If a historic listed building is in the 40% future development area, the other 60% can still be fully developed. Historic listing of a rural farmhouse would increase a development's potential density by 25%, creating 5 residential properties on 20 acres rather than 4.



# CHAPTER 5

## RISKS TO PRESERVATION & INCENTIVES FOR PRESERVATION



## **RISKS TO PRESERVATION AND INCENTIVES FOR PRESERVATION**

Historic preservation does not happen in a vacuum. Even when historic preservation is a stated community goal of Plan 2040, it does not mean historic preservation is everyone's goal or that historic preservation is within everyone's means. In order to preserve Douglas County's historic resources, a better understanding of the risks that push our rural historic resources toward loss and the incentives that pull them toward preservation is needed.

### **RISKS TO PRESERVATION**

This guide does not intend to solve or completely remove the risks to historic resources, its intent is to point-out and highlight those risks, and to recommend ways to minimize their impact.

The greatest risk to individual rural historic resources is their tendency to be "outdated". They may have once fit their original purpose perfectly, like that one-room-school serving nearby children, the smokehouse for curing meat, the barn for storing hay and housing livestock, the milk-barn on a dairy farm, or the farmhouse with a small kitchen and single bathroom. But in today's world, many rural buildings have outlived the uses, or the life styles, for which they were originally intended. Some buildings sit empty, some are used for storage, some are converted for other uses, some are used for a modified version of their original purpose, and some continue to be used as originally intended. One thing is almost certain, an empty, underutilized, rural building is on its way to eventual loss.

The greatest risk to rural historic resources within the Urban Growth Areas around Lawrence and Eudora is a desire to provide a blank slate for layout and design of anticipated urban growth. This is doubly true for unused and underutilized farm buildings.

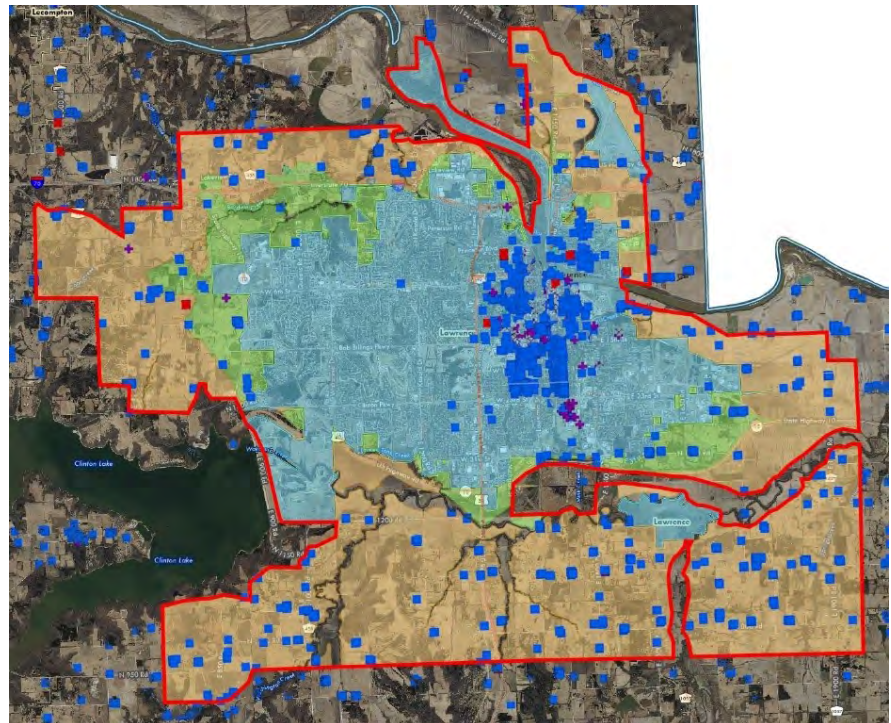
A second great risk in the Urban Growth Areas is for new residential development to overrun historic rural development patterns.

Chapter 3 of **Plan 2040** states that within Tier 3 (Future Lawrence Growth Area) residential development should be required to cluster, so as to maximize open space. The zoning regulations for (CP) Clustered Preservation District says the district permits clustering of residential development, allowing agricultural or open space preservation. The actual requirement for clustering is implemented through the Subdivision Regulations of the County Code, which requires creation of an "Immediate Development Area" not exceeding 60% of the total land area being developed, and setting

aside 40% as “Future Development Area”.

The creation of any new CP districts in Lawrence’s UGA has been paused for the time being by adoption in October 2021 of a text amendment that eliminates rezoning to CP. There are only a few tracts currently zoned CP in the UGA not already developed with 3 acre lots, or subdivided/developed under the current requirement allowing 3 acre lots on 60% of the CP district and retaining 40% for future development.

Regulations now in place protect, for the most part, the status quo of rural character in Lawrence’s Tier 3 UGA. Creative approaches



Urban Growth Area (UGA) around Lawrence with KHRI datapoint overlay (blue dots are resources surveyed)

and incentives could encourage even tighter residential clustering, and retention of even more agricultural lands in the future, if the CP rezoning hiatus is removed.

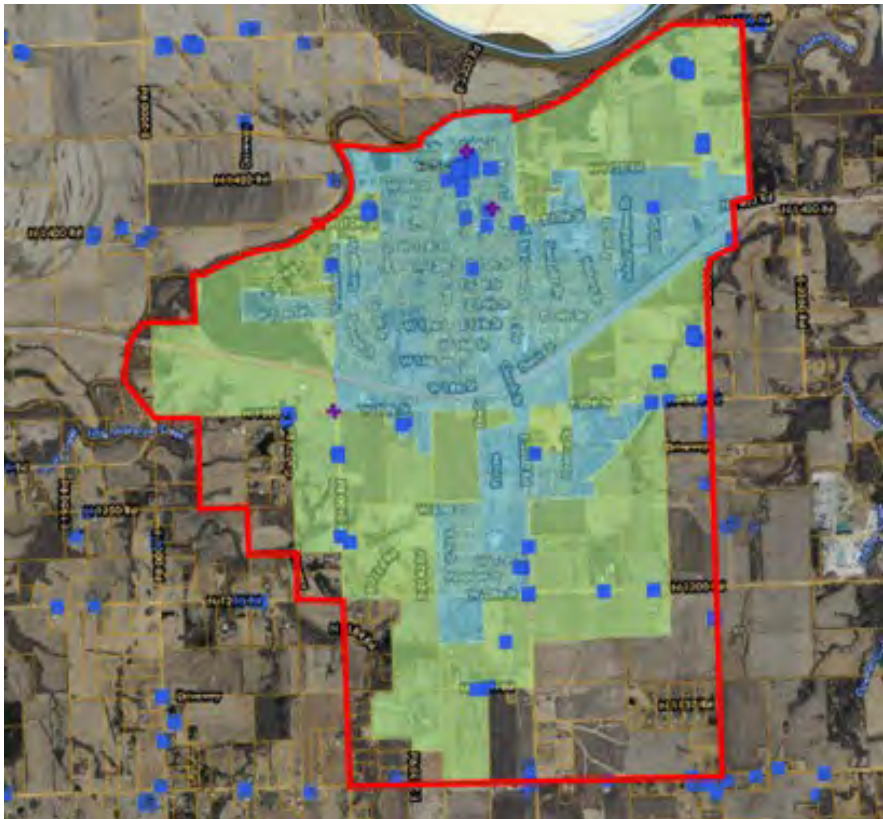
South of Eudora, construction of the Middle School and the High School have attracted new residential development into previous rural areas. Annexation and rezoning in this UGA may be viewed as positive progress by some in the community, and as negative urbanization by others.

North of Baldwin City, residential development continues to move closer to the Cottonwood-Sycamore Floodplain Forest. New residential development in this, and other eastern portions of the

## Eudora

- Urban Development – Tier 1, City Limits
- Urban Development – Tier 2
- Urban Development – Tier 3
- Urban Growth Area
- Surveyed Property

\* Urban Development Tiers come from Plan 2040, and surveyed property information comes from KHRI, <https://khri.kansasgis.org/>

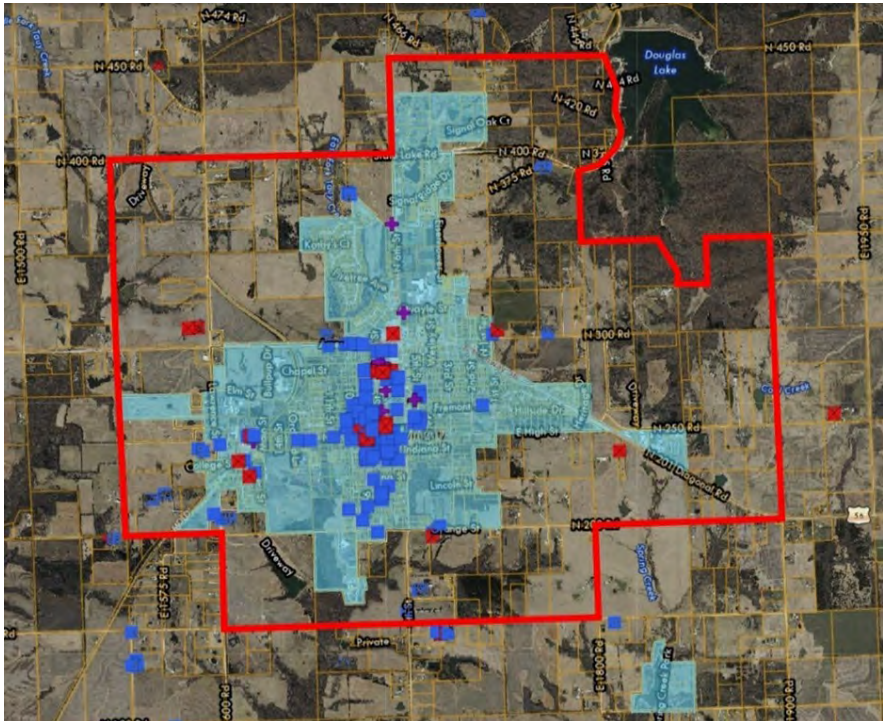


Urban Growth Area (UGA) around Eudora with KHRI datapoint overlay (blue dots are resources surveyed)

## Baldwin City

- Urban Development – Tier 1, City Limits
- Urban Development – Tier 2
- Urban Development – Tier 3
- Urban Growth Area
- Surveyed Property

\* Urban Development Tiers come from Plan 2040, and surveyed property information comes from KHRI, <https://khri.kansasgis.org/>



Urban Growth Area (UGA) around Baldwin City with KHRI datapoint overlay (blue dots are resources surveyed)

county, are currently increasing with the planned redevelopment of the Sunflower Ordinance property south of De Soto, just a few miles into Johnson County.

As these communities expand with new development, a focus on pedestrian mobility, open space, and retaining agricultural and historic resources could help alleviate some of the growing pains.

## **RISKS TO INDIVIDUAL HISTORIC RESOURCES**

Risks and outcomes for rural historic resources occur on a case-by-case basis, and range from total loss of the resource to concealing character defining historic materials. Following is an attempt to categorize these risks and outline some of their causes.

### **Total Loss Of Historic Resource**

- Demolition by neglect due to the structure no longer filling an immediate need. Examples of these include: outhouses, smoke houses, poultry houses, granaries, silos, windmills, ice houses, power houses, dairy barns, milk barns, loafing sheds, etc. Larger barns of various types can fall into this category when the property is no longer an operational farm, however, many barns on non-farm properties still exist because of their flexibility to fill other needs, like extra storage space, shop space, garage space, etc.
- Demolition or replacement due to change in expectations. Like 1920's automobile garages, the need still exists but the structure no longer fits the modern concept of what that building type should be, because they are too small, so they are replaced with a new, larger structure. In many cases, an original smaller garage will still exist along side a newer larger garage, with the old garage used as a shed.
- Demolition by natural disaster (rain, wind, snow, fire, flood). In some cases, like tornadoes or high-wind events, buildings that were in reasonably good condition do not survive. In many cases, a natural disaster is the event that pushes a physically declining structure over the edge.
- Intentional demolition because an owner wants something new on a property and regulations do not allow two of them on the same property. In the past, this has primarily happened with original farmhouses being replaced by new farmhouses. Current zoning regulations allow Accessory Dwelling Units under certain conditions in AG-1, AG-2, and CP districts, giving owners additional options for productive use of an existing farmhouse when a a new house is built.
- Intentional demolition because buildings are no longer needed for their original purposes.

- Demolition by neglect due to insufficient funds for maintaining or improving a structure. Maintaining a building has a range of expenses and requires an expansive list of skills. Needed work can be as easy and inexpensive as weatherstripping windows and shingling a small roof, or as expensive and complicated as rebuilding an entire foundation. The threshold for expending funds on a historic resource typically depends on a vague, yet perceived, cost vs potential return ratio. In some cases an owner wants to maintain and improve a structure regardless of the cost. It is much more common though for the cost vs return ratio to temper the funds allocated for maintenance and repairs. A building that continues to provide some useful purpose is deemed valuable enough to receive some funding for upkeep. However, when the resource fills no immediate need, and has no perceived potential to fill a need in the future, the funds made available drop nearly to zero. If “worthless” buildings could somehow be made to have a perceived future value, the likelihood of them being better maintained increases.
- Intentional demolition due to insufficient information, like not knowing a resource is significant because it was just grandpa’s old barn, or it is just a small old outhouse (but happens to be on outhouse built as part of a WPA program).
- Intentional demolition or demolition by neglect due to lack of information regarding potential for rehabilitation funding made available by a property on the national or state register.

### **Failure Of Building Components**

Demolition by neglect, or demolition by disuse, happens over an extended period of time. There are specific building elements which, if not maintained, can more quickly than others lead toward total loss of a resource. These include:

- Roofing Failures: Roofing failures are typically the very first step in a long downward spiral for a historic resource. A roof leak can quickly lead to sheathing and roof rafter deterioration, and flooring and floor joist deterioration. Moisture in wood attracts termites, which exacerbates the deterioration from what started as a simple roof leak. If sound, water-resistant roofing is kept on a building, the long-term outlook for the building is greatly improved.
- Roof Structure Failures: Sometimes roof leaks lead to ultimate roof structural failures, and sometimes roof framing issues lead to them. Roof framing of smaller structures tends to be with rafters running at a somewhat regular spacing from the low sidewalls to the ridge; sometimes this system includes a ridge board, sometimes they go without, and the rafters just butt end-to-end at the ridge. Roofs framed with rafters generate

a horizontal thrust at their bottom ends where they sit on the exterior walls; if there are not ceiling joists at that height tying across to the top of the wall at the other side of the structure, the horizontal thrust tries to push the tops of the walls outwards. This condition exists in many older 1-1/2 story farmhouses, where the exterior sidewalls are only partial height, from 36" to 48" tall, and the ceiling of the second story is flat at a height of 7.5' to 8'; in this scenario it is not uncommon to see the ridge sagging, like a swayed back horse, and the tops of the sidewalls splaying out at their tops toward the middle of the house. This type of framing issue does not typically lead to a total roof structural failure, and these deficiencies can usually be addressed as part of an overall rehabilitation.

Framing for larger barns is typically different than small building framing. Barns are generally composed of structural "frames", made up of either solid timbers or built-up dimensional members, that are placed perpendicular to the roof ridge direction and spaced from 10' to 14' apart. These frames typically include members for supporting 2nd story floor joists running perpendicular to them, and roof members to support roof purlins also running perpendicular to them. The frames are generally designed to be "rigid" through the use of braces and cross-framing members, and their spacing creates "bays" in the barns that typically define uses in the different areas. Barn framing tends to be fairly resilient throughout Douglas County, a well framed barn tends to stand for a long time.

- Foundation Failures: Farm buildings in Douglas County, depending on their age, typically have either stone foundations or concrete foundations. The foundations do not always extend to frost depth, making them susceptible to movement from frost heave and from soil expansion/contraction due to moisture content in expansive clay, which is common in the area. The structures being supported are typically built of wood and are more or less flexible, depending on their exact framing method. Foundation failures can be in isolated, like a blow-out where the foundation is also acting as a retaining wall, or can be more generalized over the entire structure. Foundation failures are not typically the primary culprit in a complete building loss, they are more typically a failure that impacts the structure above. Complete rehabilitation of a foundation is expensive.
- Floor Failures: Various types of floor failures can be found in farm buildings. These can be the result of deterioration due to roof leaks, termites, crawlspace dampness, moisture at floor joist penetrations into masonry foundations, overloading of joists (like in hay lofts), etc. Floor failures can be isolated, like single joists that crack and fail, or more general overall, like the ends of all joists deteriorating in masonry pockets. Due to

historical framing methods, which commonly employed “balloon framing”, floor framing typically does not support the walls above; those walls extend down to the tops of the foundation, and floor joists can fail totally without generally affecting the building shell (walls and roof) structure.

- **Wall Failures:** Generally, three types of wall failures are prevalent in farm buildings. One is due to foundation failure below causing a wall to be non-uniformly supported. Second is due to water infiltration into the wall due to siding failure or joint failure around openings (doors and windows) causing deterioration of the studs. Third is due to inadequate shear resistance, like a garage door wall or barn door wall not having enough solid wall framing to resist lateral wind forces, causing the building to “rack” out of plumb with a leeward lean. Wall failures, especially racking failure, tends to be a major step in ultimate building loss. When you see a barn roof sitting on the ground still in one basic piece, that is most likely caused by inadequate shear resistance.
- **Partial Failures:** When buildings fail structurally, it does not necessarily happen equally across its entirety. Partial failures tend to happen when additions have been made, and either the original building or the addition fails, leaving the other portion in place. The causes of partial failure are similar to those outlined above.

#### **Loss Of Character Defining Historic Features**

- Inappropriate rehabilitation that includes excessive modifications to a structure to change from its original use to a new use. This is primarily observable in the county with former small school buildings converted to dwellings. In many cases windows and siding have been changed and the interior configuration is altered greatly. In some cases the exterior is basically intact and the interior layout is greatly modified. There are a few examples of barns being converted to dwellings, with significant changes made to the character of the structures. There are some examples of new uses in existing structures that include significant changes built in a way to be “reversible”, and in these cases the alterations may be considered appropriate.
- A desire for modern layout and modern conveniences in a dwelling requiring significant interior modifications. Old farmhouses tend to have steep narrow stairs, small closed-off kitchens, small bedrooms, and added bathrooms in new or converted space. Modern desires for dwellings tend to include “open concept living” with a large connected living-dining-kitchen space, and large bedrooms with on-suite bathrooms. Rehabilitations that include changes to convert old farmhouses



### Window Repair Videos from KSHS

“For decades, consumers have been led to believe that replacing their old wood windows with new vinyl, metal or clad windows will improve their home. Replacement windows have been marketed as energy efficient, and therefore environmentally friendly, and economical, by saving the homeowner money over the lifespan of the window. In reality, properly repaired wood windows can be equally energy efficient, are more environmentally friendly, are a better financial investment, and preserve one of the most important character-defining features of a historic home.”

“For the past several years, the (Kansas) SHPO staff has observed an increase in the number of our state’s historic properties that have been negatively impacted by replacement windows. While KSHS offers several financial incentives to aid in the restoration of listed properties, our agency has struggled to find effective ways to educate the public on this issue ...The SHPO staff teamed up with two Kansas experts in window repair, Dennis Brown and Mike Goans of Lawrence, to produce five videos on window repair of the “do-it-yourself” homeowner.”



[Window Repair Videos](#)

to modern dwellings tend to alter the interior character of the buildings greatly. There are, however, ways to incorporate “modernizations” of a dwelling and maintain important character defining qualities of a historic structure.

- A desire to expand the size of a potentially historic farmhouse by way of a large addition. Large additions can be especially difficult to execute in a way that fits properly with a modest sized farmhouse. From a historic preservation standpoint, it would be more appropriate to convert an original farmhouse to a new use that fits its smaller size, rather than increasing its size and losing historic character.
- Misinformation about energy savings from window replacement (see box at left).
- Enclosing porches to create new interior space is not uncommon. When this happens with rear or side porches the impact tends to detract minimally from the overall historic character of the dwelling. However, in cases where an original front porch has been fully, or significantly enclosed, the overall impact on the dwelling’s historic character is typically affected negatively.

### **Concealing/Modifying Character Defining Features**

- Desire For “Low-Maintenance” Exterior: Many owners desire exterior materials viewed to be “low-maintenance”, which in the case of farmhouses can be synthetic (vinyl) siding and in the case of barns is typically vertical ribbed metal panel siding. These modern materials, in the best case, only conceal the original material, making it possible to remove them and restore the original in the future if desired. In the worst case, the original material has been removed and the modern material installed in its place. The KSHS has determined that modern siding installed on a building disqualifies it from being eligible for historic listing. A caveat to that determination is that if the original siding is only concealed, and is rehabilitated, the building can become eligible for historic listing.
- Roofing Materials On Farm Buildings: Historically almost all farm building roofs were covered with board sheathing and wood shingles. Over time, as these were replaced or covered over, new materials were incorporated. For barns, new roofing materials are typically ribbed metal panels. For farmhouses, it is typically asphalt shingles installed over plywood sheathing laid over original board sheathing. For farmhouses, it is uncommon to see metal roofing installed on the main portion of the structure; flat seamed metal roofing was common on low-pitched porches and projecting bays. Metal roofing installed on a farmhouse may, depending on its visual impact, disqualify it from being eligible for historic listing. Metal roofing on barns

(and other farm buildings) and asphalt shingles on farmhouses (and other farm buildings) do not disqualify them from historic listing.

- Pitched Roof Built Over Low-Slope Roof: Typically low-sloped roofs are more expensive to maintain and more difficult to remain watertight. Examples throughout the county where steeper-pitched gable roofs have been built over low-sloped roofs include:
  - KHRI 045-4946, Yarnold District School #40, 1513 E 500 Rd (currently a single-family residence)
  - KHRI 045-6375, Lone Star Bank, 894 E 661 Diagonal Rd (currently a garage)

This type of build-over disqualifies a building from historic listing, however, if the build-over was removed, it could potentially become eligible.

- Thin GWB Or Wood Paneling Over Plaster: The most common interior wall finish in farmhouses built before 1945 is plaster installed over wood lath. Over time, plaster has a tendency to crack as a building moves slightly, or as ceilings and walls deflect from imposed loads. Traditionally, wallpaper was used as a way to conceal plaster's imperfections and hairline cracks; it is not uncommon to find several layers of wallpaper in old farmhouses that reflect changing styles over time. More recently, as wall paper fell out of fashion, other thicker means of covering plaster have emerged, including wood paneling in the 1950's-1970's, and ¼" thick gypsum wallboard from the 1990's onward. These thicker coverings are typically fitted around original wood window and door trims, altering the visual offset between the face of the trim and the plane of the wall; occasionally small protruding edges of wood trim are clipped off for easier fitting of the new wall covering material. These added materials typically do not disqualify a farmhouse from being potentially eligible for historic listing.
- Painted Wood Trim: The interiors of farmhouses tend to have a mix of wood trim finishes, depending on their date of construction and their location in either formal or informal areas of the building. The earliest farmhouses from the 1860's through 1870's typically had painted wood trim. As decoratively cut wood trim became more available in the 1880's, stained wood and clear varnish finishes were more common in formal "public areas" of a farmhouse, like the Parlor or the Living Room, while painted trim remained common in kitchens and bedrooms. Varnish finishes tend to darken over time, and it's not uncommon to find trim that is currently painted that was originally clear finished; sometimes the original finish is removed and sometimes it is just painted over. In any case, the finish on interior trim, typically does not affect a building's

eligibility for potential historic listing.

- Painted Masonry: Most typically historic masonry (stone or brick) was not painted. On occasion these materials are painted, due to a desire to change the visual aesthetic, or, in the case of brick, to “seal” the exterior faces. Painting of masonry is considered a “reversible” process, and as such, is not strictly prohibited as a technique. However, it does create long-term maintenance issues, and in cases of inappropriate product selection, like using a non-breathable paint which traps water vapor in the substrate, can cause physical damage to the masonry.
- Foam Insulation To Fill Voids In Mortar Joints: Often, when a building owner is faced with substantially cracked and open mortar joints, and don’t have the ability or finances to repair the joints properly with mortar, they will jump to the easiest do-it-yourself solution, which tends to be spray-foam insulation out of a can. In general, this does not damage the masonry, but it is only a short-term solution. In the long-run, it can make proper repair of the cracked mortar joints more complicated, because complete removal of the insulation is required to reinstate the material integrity of the masonry wall system.
- Lack Of Skilled Trades-People: For some historic building materials, especially historic masonry, it is becoming more difficult to find trades-people with the experience and skill-set necessary to appropriately rehabilitate them. It is not uncommon to find historic masonry that has been pointed by a mason who has used mortar that is too hard, or joints that are not pointed to an appropriate depth. Even with finish carpentry, it is not uncommon to find work that has been completed using new replacement materials, rather than keeping original materials and piecing in new matching materials, because the former is more expedient than the latter.

### **Misunderstanding Implications of Historic Listing**

Another risk to historic resources are common misunderstandings of the implications of listing a property on a historic register. Many people believe there are governmentally controlled things that can and can’t be done to a building listed on a state’s historic register or on the national register, and that is not the case. When private property is placed on a historic register, it remains private property controlled by the owner. If an owner wants to alter, or demolish a historic listed building, they are controlled only by local regulations governing construction and demolition. If an owner wishes to use rehabilitation incentives, like tax credits, they are required to have the work approved as being “appropriate” in order to earn the tax credits. The only recourse for demolishing a historic listed building, or altering it in a substantially inappropriate manner, is for the

building to be removed from the historic register.

Another common misunderstanding is that a listed historic property is required to be opened to the public for viewing, which also is not the case. Again, private property rights are maintained by the owner of the property.

### **INCENTIVES FOR PRESERVATION**

Plan 2040 states, “(p)roviding financial relief is one of the best methods to help owners protect and continue using the historic buildings and places that make our community unique.” The fourth goal in Chapter 7, Section A, of Plan 2040 is to “Incentivize the preservation of historic resources.” It is important to note the emphasis is on financial incentive, however, the definition of incentive refers to “something that incites ... to action”. This guide recommends multiple types of initiatives to enhance rural historic preservation, some focus on finances and others on non-financial incentives that incite action or protection.

#### **Grants**

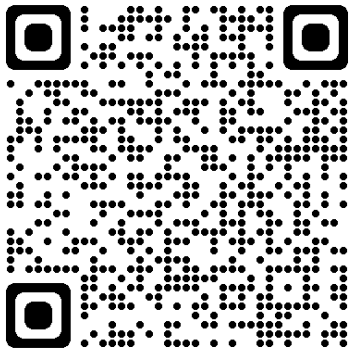
Grants are a terrific way to help fund rehabilitation of historic properties. However, grants can often be difficult to navigate for property owners. Grants for rehabilitation work are typically competitive, a project needs to meet the eligibility and grant selection criteria as best as possible. Criteria vary for each grant funding source, and application processes can vary widely in complexity. Finding the right grant that fits a project is the first step. Following is a list of known grants and grant funding sources available to projects in Douglas County, Kansas specifically targeted for historic preservation and rehabilitation:

#### **Kansas Barn Alliance, Inc.**

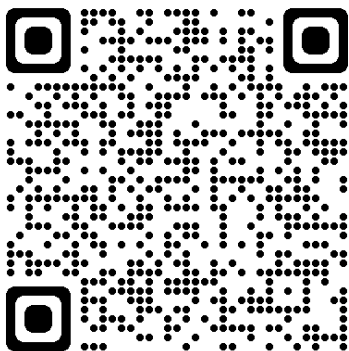
**“Let’s Get Started” Evaluation Grant:** This annual grant of \$500 is intended to provide 50% of the cost of a structural analysis and repair prioritization list of one barn. The evaluation report would serve as a first step to rehabilitation.

#### **Douglas County Heritage Conservation Council**

**Natural & Cultural Grant Program:** The Heritage Conservation Council (HCC) of Douglas County promotes the conservation of our cultural and natural heritage to honor our past, enrich our present, and inspire our future. The primary way in which HCC achieves this mission is through the Natural and Cultural Grant Program. The Douglas County Commission has authorized \$210,000 in grant funding within the 2023 Douglas County budget to directly support this program. The Natural and Cultural Grant Program funds a variety of projects each year within Douglas County to further the



<http://www.kansasbarnalliance.org/>



<https://www.douglascountyks.org/administration/heritage-conservation-council>

conservation of the rich natural and cultural resources, including historic resources. As of August 2023, the Natural and Cultural Grant program has supported 39 different historic preservation projects that have directly impacted the preservation of 26 structures in Douglas County. This grant program continues to be a resource for community organizations and businesses to support rural historic preservation projects.

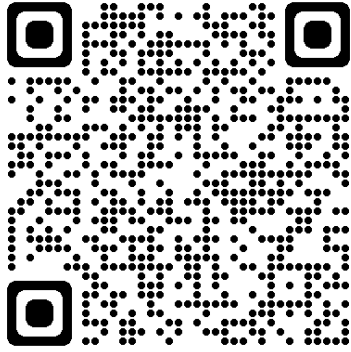
**Barn Assessment Grant Program:** From 2020 through 2022, the Douglas County Heritage Conservation Council facilitated a Barn Assessment Grant Program to help underwrite the cost of structural barn assessments. The assessments provided to grant recipients gave an analysis of the present condition of the structure and itemized repairs needed in order of importance. Using a phased approach, the owner may budget for future repairs, apply for grants as appropriate, or determine which repairs they may want to undertake themselves.

After receiving feedback on the strengths and outcomes of the Barn Assessment Grant Program, the Heritage Conservation Council is currently reevaluating this program to best meet the needs of barn and farmstead owners, and better align with the recommendations presented in this guide.

#### Kansas Historical Society

**Heritage Trust Fund (HTF):** The Heritage Trust Fund (HTF) is a state program that provides matching funds for the preservation of properties listed in the National Register of Historic Places or the Register of Historic Kansas Places. The HTF reimburses expenses for projects that preserve or restore historic properties. Qualifying expenses include professional fees and construction costs. Properties owned by the state or federal governments are not eligible, but those owned by local governments, private individuals, non-profit, and for-profit entities qualify. Individual grant awards may not exceed \$100,000 and must be matched by the grant recipient. Yearly grant rounds are highly competitive.

**Historic Preservation Fund (HPF):** (open to public agencies and non-profit organizations) The Kansas State Historic Preservation Office (SHPO) administers the Historic Preservation Fund (HPF) to finance local preservation activities that will contribute to planning for the preservation of the built environment and archaeological resources. Up to 60 percent of the cost of eligible activities can be funded through this program. Through property identification and evaluation, communities may assess their historic properties and develop plans for their recognition and preservation.



<https://www.kshs.org/p/kansas-rural-preservation/20430>

HPF projects must result in a tangible product. Eligible products include, but are not limited to:

- Preservation plans for communities or historic properties
- Surveys of cultural resources
- National Register historic district nominations
- Design-review guidelines for historic districts
- Walking tour brochures, websites, or podcasts
- Educational presentations, conferences, or workshops

#### Kansas Rural Preservation

The Kansas Rural Preservation program provided grants to owners of historic properties in rural Kansas communities. This sub-grant program was funded in 2020 through a \$500,000 grant to the Kansas Historical Society from the Paul Bruhn Historic Revitalization Grants Program, administered by the National Park Service.

In August 2023, the National Park Service announced the award of \$750,000 to the Kansas State Historic Preservation Office to facilitate a new round of Kansas Rural Preservation Grants. This new round of subgrants will target properties in rural downtown commercial cores with priority given to Kansas Main Street communities.

#### National Trust for Historic Preservation

“**Funding from the National Trust** is awarded to nonprofit organizations and public agencies, and the majority of our funding is awarded for planning and education projects through our National Trust Preservation Funds grant program.”

#### Partners for Sacred Places

**National Fund for Sacred Places:** “A program of Partners for Sacred Places in collaboration with the National Trust for Historic Preservation, the National Fund for Sacred Places provides financial and technical support for community-serving historic houses of worship across America.”

<https://fundforsacredplaces.org/>

#### Ideas for New Or Expanded Grant Programs For Douglas County Heritage Conservation Council (HCC)

Additional grant programs could be created by Douglas County for historic preservation activities. One specific opportunity could be grants for targeted critical building components. Roofing failure is typically an early step in a long downward spiral of a historic resource, and providing funding specifically targeted at this building component could have a big impact on extending the life of a building. Farm buildings range greatly in size; a few hundred dollars could cover the cost to install new roofing on a poultry house or

a smoke house, while larger barn roofs could cost thousands of dollars. A grant program could be established to cover only the cost of materials, or could include full-installation. Grants for building foundation repairs, or window rehabilitation (not replacement), could be another way to help preserve older buildings and important historic features.

The HCC has received HPF funding to complete National Register Nominations for publicly and privately owned properties in the county. Future applications for HPF grant funds to complete National Register Nominations is highly recommended.

One of the first steps in preserving and rehabilitating a historic resource is to assess its condition and plan for its rehabilitation. For a large resource this is typically done through completion of a Historic Structure Report. This type of report is considered “preservation planning” and is eligible for funding by an HPF grant from the KSHS. The HCC could take applications, or create their own list of significant properties to assess, and make an HPF application to complete Historic Structure Reports (HSR). HSR’s can vary in scope and complexity based on the historic resource involved, with report costs ranging from a few thousand dollars to tens of thousands of dollars.

Advocacy by property owners and HCC members is recommended to help move these ideas forward for new grant programs.

### **Tax Credits**

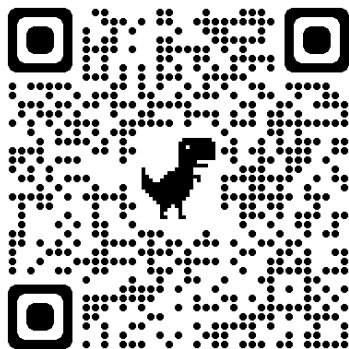
Tax credits for eligible rehabilitation work on buildings in Kansas are non-competitive. If the property is eligible, and all of the rules are followed, then an owner can earn tax credits as some percentage of the cost to complete the rehabilitation. Depending on the scope of a project it could be eligible for just state tax credits, or if it is a substantial project on an income producing property, it could also be eligible for Federal tax credits. It is important to note that these are tax credits, which subtract directly from the amount of income tax owed, they are not tax deductions, which only reduce the total income that taxes are paid on.

Tax credits are earned when rehabilitation work is completed on a building. For this purpose, they are an excellent way to reduce the cost of rehabilitating a historic listed building, or rehabilitating a building in a historic district.

**Kansas Historic Rehabilitation Tax Credit:** “The Kansas Historic Rehabilitation Tax Credit was created in 2001 and since that time the program has generated over \$1 Billion dollars in investment in

Tax Incentives for Preserving Historic Properties

The Federal Historic Preservation Tax Incentives program encourages private sector investment in the rehabilitation and re-use of historic buildings. It creates jobs and is one of the nation’s most successful and cost-effective community revitalization programs. It has leveraged \$116.34 billion in private investment to preserve more than 47,000 historic properties since 1976. The National Park Service, through its Technical Preservation Services division, and the Internal Revenue Service administer the program in partnership with State Historic Preservation Offices.



Historic Preservation Tax Incentives

Projects in Douglas County that are eligible for both the Kansas Tax Credit and the Federal Tax Credit can earn tax credits equal to 60% of eligible expenses. A project with \$100,000 dollars of eligible expenses can earn tax credits of \$60,000, meaning the project has a net cost of \$40,000!

historic buildings throughout Kansas. The State Tax Credit Program provides a credit equal to a percentage of your qualified expenses on the project. As of July 1, 2022, the percentage awarded is based upon the population of the city or township that the property is located within. The table on the following page describes credit percentage breakdown.”

<https://www.kshs.org/p/state-historic-rehabilitation-tax-credit/14666>

Based on these new rates, all eligible rehabilitation projects in Douglas County, outside of Lawrence, can earn Kansas tax credits equal to 40% of qualified expenses. An important note for non-profit entities, including churches, which do not pay state income tax, is that any credits earned for a project may be transferred (sold) to an

Population less than 9,500	Population between 9,500 and 50,000	Population greater than 50,000	Owner is a 501(c)3
Credit equal to 40% of qualified expenses	Credit equal to 30% of qualified expenses	Credit Equal to 25% of qualified expenses	501(c)3 non-profits credit equal to 30% of qualified expenses
\$100,000 project Receives \$40,000 in State Tax Credits	\$100,000 project Receives \$30,000 in State Tax Credits	\$100,000 project Receives \$25,000 in State Tax Credits	\$100,000 project Receives \$30,000 in State Tax Credits

entity which can use the tax credits; the rate paid for these credits varies by the entity making the transfer purchase, with the higher end rate being approximately 90% of the tax credit value.

Often an owner’s first contact, when they are considering rehabilitation or new construction, is with the county’s planning and zoning staff. Providing training and information to county administration staff about the Kansas Historic Rehabilitation Tax Credit program is an important step in making this program more recognized for it’s impact on reducing the cost of completing a project involving a potentially historic building.

**Federal Historic Preservation Tax Incentives:** “The Federal Historic Preservation Tax Incentives program encourages private sector investment in the rehabilitation and re-use of historic buildings. It creates jobs and is one of the nation’s most successful and cost-effective community revitalization programs. It has leveraged \$116.34 billion in private investment to preserve more than 47,000 historic properties since 1976. The National Park Service, through its Technical Preservation Services division, and the Internal Revenue Service administer the program in partnership with State Historic Preservation Offices.”

<https://www.nps.gov/subjects/taxincentives/index.htm>



A three-part application is required to qualify for the 20% tax credit. Part 1 presents information about the significance and appearance of the building; it is required for buildings in a historic district or for buildings that are still in the processes of being listed. Part 2 describes the condition of the building and the planned rehabilitation work. The proposed work will be evaluated based upon the Secretary of the Interior's Standards for Rehabilitation—a set of 10 rules of practice. Part 3 of the application is submitted after the project is complete and documents that the work was completed as proposed. National Park Service approval of the Part 3 certifies that the project meets the Standards and is a “certified rehabilitation.”

<https://www.nps.gov/subjects/taxincentives/application-process.htm>

#### Economic Impact Of Tax Credits

In the fiscal year of 2022, \$5,146,796 in Kansas State Tax Credits were issued. The State Historic Preservation Office (SHPO) uses economic impact software, created by the Center of Urban Research at Rutgers University, to analyze this data. In the SPHO's annual report, they found, “the investment in 2022 created 1,683 jobs in Kansas, which generated \$21,273,400 in total taxes, grew the economy of Kansas by \$122,514,000, and generated \$69,300,200 in gross state product” in one year.

In Douglas County, downtown Lawrence is one area in particular that utilizes these tax credits. Between 2001 and 2004, one historic rehabilitation tax credit project was completed each year in the downtown area. After 2004, when Lawrence's Downtown Historic District was established, there have been on average three tax credit projects completed per year in the downtown area. Over 20 years, from 2001 through 2020, 53 tax credit projects have been completed in the downtown area, with a construction value of approximately \$29.7 million. Each of these 53 tax credit projects has earned on average approximately \$215,000 in tax credits (\$132,000 in state credits and \$83,000 in federal credits).

Meanwhile in rural Douglas County, the Historic Tax Credit Programs are underutilized. **Between 2005 and 2022, a 17-year period, there have only been eight tax credit applications completed in all of rural Douglas County**, including Baldwin City, Eudora, and Lecompton. According to the same economic impact software by the Center of Urban Research, these eight completed tax credit applications have created 96 jobs in Kansas, which generated \$179,100 in total taxes, grew the economy of Kansas by \$6,990,700, and generated \$3,955,600 in gross state product over this 17-year period.

#### Ideas for New or Expanded Incentives for Historic Preservation

The following are ideas for new or expanded incentives to promote historic preservation or rehabilitation of rural properties.

Residents of Douglas County do not pay local income tax, but property owners do pay property taxes. The entities receiving some increment of assessed property taxes varies by property location throughout the county and generally includes:

- City (Lawrence, Baldwin City, Eudora, Leocompton)
- Township (if outside of a city)
- Douglas County
- State of Kansas
- Local school district
- Local school district bond, if any
- Local library district, if any
- Local fire district, if any
- Local watershed district, if any

The County generally receives the largest share of paid property tax funds.

#### Neighborhood Revitalization Program

Many counties throughout Kansas have established county-wide Neighborhood Revitalization Programs. These are typically property tax rebate programs, where a portion of the increased tax created by new construction or rehabilitation of an existing building is rebated over a period of time, commonly ten years. Douglas County could pursue implementation of a similar county-wide property tax rebate program, with criteria set to encourage historic preservation and rehabilitation of historic buildings.

A potential feature of a program like this, could simply be providing a property tax rebate for a certain period of time to owners of properties with historic listed resources. Another feature could be property tax rebates for historic buildings that are rehabilitated.

#### Zoning Bonus Programs

Tax credit incentives are useful to an owner who is actively pursuing rehabilitation, they are not a tool for an owner who does not plan to rehabilitate a building. Incentivizing an owner to historically list a building and to rehabilitate that building is a way to encourage projects to pursue existing funding source (tax credits), rather than supplying funds directly.

One way for the County to incentivize a property owner toward historic listing of a building, and rehabilitating that building, is the “carrot” approach. Douglas County has set the rules governing

what uses are permitted on every property in the county outside the municipalities of Lawrence, Baldwin City, Eudora, and Leocompton. *Chapter 4 - Development Guides*, outlines specific sections of the [Zoning and Land Use Regulations For The Unincorporated Territory Of Douglas County](#), where changes could be made to encourage listing and rehabilitation of historic buildings. These changes do not require direct financial assistance to property owners, they entice owners to seek historic listing in order to obtain some advantage for themselves. Some of these would allow uses on a historic listed property which are not permitted otherwise. Others could increase density on a property being developed if historic rural development patterns are followed. All of them are intended to entice an owner to keep a potentially historic building on their property, whether it is listed or not, by offering a future potential advantage to them. Any changes or additions would require additional zoning department oversight, management, regulations, staff resources, and funding to implement such programs.

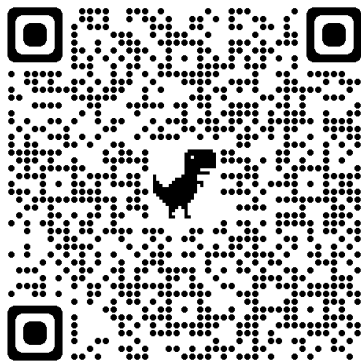
### **Environmentally Sound Building Practices**

**“The greenest building is the one that already exists.”**

This phrase, coined by Carl Elefante, former president of the American Institute of Architects, embodies the connection between historic preservation and sustainability.

Buildings have two basic types of carbon output: embodied carbon and operational carbon. Embodied carbon is the emissions associated with manufacturing, transportation, and installation of building materials, and operational carbon is the emissions from a building’s energy consumption.<sup>1</sup>

Although we typically think about building’s energy consumption, research by the Preservation Green Lab, now called the Research and Policy Lab of the National Trust, found data to highlight the significance of embodied carbon; according to their first major study, they found that it takes anywhere between 10 and 80 years of operating saving of a “green building” to recoup the negative climate change impacts of construction.<sup>2</sup> For more information on the benefits of historic preservation, including sustainability, please use the QR code or link to the left for access to PlaceEconomics report titled, “Twenty-Four Reasons Historic Preservation is Good for your Community.”



[“Twenty-Four Reasons Historic Preservation is Good for your Community”](#)

Endnotes

- 1 Yee, Eric. "What Is Embodied Carbon?" CarbonCure Technologies Inc., 29 Mar. 2021, <https://www.carboncure.com/concrete-corner/what-is-embodied-carbon/>.
- 2 PlaceEconomics, Washington , DC, 2020, pp. 1–34, Twenty-Four Reasons Historic Preservation Is Good for Your Community.

# CHAPTER 6 VISION, GOALS, & OPPORTUNITIES



## RURAL HISTORIC RESOURCES GUIDE

The following goals are recommendations only. These goals identify opportunities for enhancing historic preservation in Douglas County but are not actionable in and of themselves as presented in this document. These goals and associated strategies may be utilized to help inform future planning efforts and planning guides. Additional collaboration between stakeholders, including Douglas County staff, HCC, the Board of County Commissioners, and various community partners, will be required to implement action or next steps associated with each of the following goals and opportunities for preservation.

### VISION

We honor our rural agricultural heritage by highlighting its significance in our past and by ensuring its vibrant continuation into our future. We strive to maintain rural areas as thriving vital economic zones, where open space and agricultural lands are retained and valued, where people live and work on traditional and innovative farmsteads, where small communities provide new opportunities, and where creative uses and an entrepreneurial spirit are promoted, a place where rural historic resources maintain an important role in our future.

### GOALS

#### **1. Promote historic listing and rehabilitation of rural buildings and resources.**

1.1 Develop programs to highlight the historic resources of Douglas County, possibly including:

- A “most endangered list” to highlight specific buildings or building types threatened by demolition or by neglect.
- An award program for rehabilitated resources.
- Feature articles in newspapers, publications, and online
- A “How-to Guide” for historic listing, preservation, and rehabilitation of rural resources.

1.2 Highlight and promote existing grant and tax credit programs available for rehabilitation of historic listed buildings.

1.3 Promote creation of a non-profit organization to advocate for rural historic preservation in Douglas County.

1.4 Investigate the opportunities and challenges of creating a Douglas County Historic Resources Commission

#### **2. Incentivize the preservation and rehabilitation of rural historic resources.**

- 2.1 Continue to support updates to Zoning and Land Use Regulations to utilize existing agricultural buildings in creative ways.
  - 2.2 Explore opportunities to modify the Zoning and Land Use Regulations to incentivize preservation and rehabilitation by allowing expanded uses or other “bonus” features for listed historic buildings.
  - 2.3 Investigate the opportunities and challenges of establishing a county-wide Neighborhood Revitalization Program focused on property tax rebate features which support historic listing and rehabilitation.
  - 2.4 Consider strengthening current county grant programs to support more historic register nominations.
  - 2.5 Continue to evaluate and strengthen current county grant programs (natural and cultural grant program and barn program), and explore providing additional targeted grant opportunities, possibly for specific building components (roofs, foundations, etc.), or building types (granaries, smokehouses, etc.).
- 3. Retain the distinction between urban and rural areas throughout the county.**
- 3.1 Continue to evaluate any request to change land use in the AG-1 (Agricultural) District from agriculture to a non-agricultural uses with regard to the property’s suitability for agricultural uses, and approve rezoning or conditional use permits only where appropriate.
  - 3.2 Continue the intent of AG-2 (Transitional Agricultural) District to allow for appropriate low density development that retains the character of a rural area with limited residential development.
  - 3.3 Continue to only permit new land divisions through the Cluster Development Certificate of Survey procedures on land zoned CP prior to October 1, 2021.
  - 3.4 As population of the county continues to increase, explore ways to guide future development that preserves agricultural lands to the greatest extent possible. Examples may include allowing more compact clustered residential development on smaller lots (less than 3 acres), that permanently retain large areas of open space or agricultural lands.
- 4. Increase awareness of workforce opportunities supported by historic preservation and rehabilitation.**
- 4.1 Encourage and support local high schools and trade schools to provide training in construction technologies and techniques specifically related to historic preservation and

rehabilitation.

4.2 Encourage University of Kansas, School of Architecture & Design, to partner on projects in rural areas to support historic resource identification, National Register nominations, and rehabilitation of historic buildings.

4.3 Engage regional and national leaders in historic preservation to provide hands-on educational workshops related to construction technology and preservation techniques.

**5. Promote historic preservation through governmental policy, regulations, and resources**

5.1 Encourage preparation of a sector plan for Tier 3 UGA south of Lawrence which includes identification of significant historic resources in the area.

5.2 Recommend integration of historic preservation elements into sector land use plans and neighborhood plans. Specifically, recommend adding detailed historic preservation elements to:

- K-10 and Farmer's Turnpike Plan (2009/2016)
- Northeast Sector Plan (2003/2015)
- Revised Southern Development Plan (2007/2013)
- Southeast Area Plan (2008/2019)
- West of K-10 Plan (2008/2021)

5.3 Investigate the opportunities and challenges of creating Design Guidelines for all types of development (residential, commercial, industrial) in Tier 3 UGA around Lawrence and Eudora.

5.4 Explore training and continuing education opportunities for County staff specifically related to preservation topics including:

- Kansas Historic Rehabilitation Tax Credit
- Transportation related historic resources (roads, bridges, etc.)
- Wood window rehabilitation techniques
- Historically appropriate energy conservation approaches
- Historically appropriate masonry rehabilitation

5.5 Encourage strategic partnerships between County departments, and existing preservation organizations, such as Lawrence Preservation Alliance and Kansas Historical Society.

5.6 Make information available to the general public about preservation and rehabilitation topics through Douglas



County printed and online resources.

5.7 Encourage new development to access Kansas Resources regarding natural and historic information, including:

- Kansas Biological Survey & Center for Ecological Research for Douglas County's prairies, wetlands, forests, etc. (now available on Douglas County's public property viewer mapping system).
- Facilitate training and opportunities for County staff to assist property owners and developers gather information from the Kansas Historical Society regarding Archaeological Sites.
- Integrate historic resources mapping from KHRI into Douglas County's public property viewer mapping system.

5.8 Coordinate the County's historic preservation goals and opportunities with other agricultural focused agencies and entities, such as:

- Douglas County Farm Bureau
- Eudora FFA and Kansas FFA
- Kansas Department of Agriculture, Douglas County - Conservation District
- USDA Farm Service Agency – Kansas State Office

**6. Promote preservation and rehabilitation of historic resources in rural areas, focusing on agricultural resources, small community resources, cultural resources, and lake resources.**

6.1 Raise awareness of historic significance of farmsteads, farm buildings/structures, and agricultural/open space development patterns.

6.2 Raise awareness of historic significance of dwellings, churches, schools, commercial buildings, structures, and development patterns of unincorporated communities.

6.3 Raise awareness of historic significance of lakes and lake side developments in the county.

6.4 Encourage agricultural growth and opportunity for traditional and innovative farmsteads, and highlight opportunities for new and adaptive uses of buildings, possibly creating an "Adaptive Use Tour" that demonstrates successful new uses of old farm buildings.

6.5 Continue to seek creative ways to incentivize preservation or rehabilitation of historic listed buildings.

6.6 Continue to implement "V (Village) District" zoning for development in unincorporated communities interested in

historic preservation, recognizing the individuality of each community's historic resources and development patterns.

- 6.7 Support the creation of a historic district for Lone Star Lake, including privately owned cabins and resources (if so desired by private property owners), and publicly owned buildings and resources. National Register of Historic Places Registration Forms were sponsored by the HCC and approved by Kansas Historic Sites Board of Review on August 5, 2023 for Lone Star Lake Dam and for Lone Star Lake Civilian Conservation Corps (CCC) Camp.
- 6.8 Encourage the Lake View Fishing and Hunting Association to create a National Register Historic District, or to seek individual listing of buildings and resources, around Lake View Lake. All structures around Lake View Lake are within the regulated 100 year floodplain, and raising the finished floor elevation of structures for safety reasons may be necessary to help protect these resources.
- 6.9 Conduct reconnaissance and intensive historic surveys of areas around Clinton Lake.

# APPENDIX A HISTORIC CONTEXTS OF THE TOWNSHIPS



Photo by Susan Ford, accessed through KHR

## **Historic Contexts of the Townships**

As areas of Douglas County were partitioned, purchased, and developed as private property of various size tracts following the Public Land Survey System, the rural agricultural gridded character of the county was set. This partitioning system is overlaid with the nine governmental Townships of the county, and while the townships themselves do not define the character of specific regions, they provide a convenient way to describe the nuanced differences between various areas of the county.

Following are narrative historic contexts drawn from the completed historic surveys of the townships with edits made for clarity and writing errors. In order to enhance readability and conserve space, references included in the survey documents are omitted in this document. Please refer to the original survey reports for references, footnotes, and endnotes.

### **Wakarusa Township – Historic Context (Nimz 2013)**

Many of the first European-Americans in Kansas Territory who came in the summer of 1854 were Missourians. These early settlers located along the California Road and other locations near the settlements of Lawrence, Lecompton, and Baldwin City. In May, 1855, Napoleon Blanton settled on the Wakarusa River four miles south of Lawrence where a bridge was soon built, known as Blanton's Crossing.

By 1883, there were several small villages in the township besides the city of Lawrence. These were Franklin and Sibley in the eastern part and Lake View in the west. Lake View, also known as Horseshoe Lake, was a hamlet five miles northwest of Lawrence located on the Atchison, Topeka and Santa Fe Railroad. In 1915, it had a post office, telegraph, and population of fifteen residents. Other institutions in the township at this time were the Fairview Methodist Episcopal Church and the Pleasant Valley Library Association.

In the territorial period, the town of Franklin, founded in October, 1853 by pro-slavery settlers, was located on the California Road and served as the first stage stop west of Westport, Missouri. Located just four miles southeast of the free state town of Lawrence in Wakarusa Township, the two settlements were rivals until many of the Southern sympathizers began to leave the territory in 1857. Franklin was officially incorporated in 1857, and Dr. R. L. Williams opened a general store. After Quantrill's Raid on August 21, 1863, there was such a demand for houses in Lawrence, that many buildings from Franklin were moved to Lawrence. The town declined, and the post office closed in 1867. Eventually, Dr. Williams acquired the entire town-site and farmed there for several years. In the twenty-first century, the town-site of Franklin has been annexed into the city of Lawrence and developed as a business park. Remnants of the Franklin Cemetery remain as a relic of this town.

In 1869, the Leavenworth, Lawrence, and Galveston Railroad company built south from Lawrence to Texas. A railroad also was constructed along the south bank of the Kansas River. By the early twentieth century, the Atchison, Topeka, and Santa Fe owned both of these lines. As early as 1865, there were small coal mining companies working along the banks of Coal Creek which ran north toward the Wakarusa River just west of Blue Mound. Sibleyville was established as a post office and rail stop between Lawrence and Baldwin City on the Lawrence, Leavenworth, and Galveston Railroad which was constructed beside Coal Creek. By 1886 the hamlet had a population of 50. In the 1890s, Sibleyville had a grain elevator and mill, rail station, post office, creamery, cider mill, sorghum mill, general store, blacksmith, and a few homes. Sibleyville businesses were hit hard by the Depression of the 1930s. The elevator closed, the post office was discontinued on June 15, 1934, and the railroad

depot closed December 31, 1937. Mr. and Mrs. C. H. Warrington purchased the Sibleyville general store in 1946 and converted it to a home.

In the nineteenth century, the Douglas County Poor Farm was established in the township on the southern bank of the Wakarusa River (East of E 1500 Road & north of N 1175 Road). A new hall for the Poor Farm, described as “a model building in every way,” was constructed in 1910 by John H. Petty, the low bidder at \$22,944. The county commissioners accepted the completed 35-room building on March 13, 1911. The main barn at the Poor Farm was destroyed by fire on March 15, 1927. The institutional end of the Poor Farm occurred when the main building also burned on April 13, 1944 and eight of the elderly residents were killed in the fire. Residents of the county Poor Farm were moved to a large residence in Lawrence. The county commissioners decided to “erect a small farm house at the county farm to be built out of salvage material the county already own[ed] and bricks from the county home which was destroyed in the blaze.” Commissioners also moved to hold a sale of livestock and equipment at the farm and reduce the holdings so that one man could operate the 67-acre farm.

When Douglas County was described in 1912, the principal crops were winter wheat, Kafir-corn and hay, but the county also ranked high in the production of Irish potatoes, livestock and there were more than 200,000 bearing fruit trees in the county, more than half of which were apple.

During the early twentieth century, the size of farms increased and there were fewer farms. Probably, this trend changed the farms in Douglas County as well. Improved technology allowed individual farmers to plant, cultivate, and harvest larger areas more quickly. After 1910, affordable tractors were available to small farmers. Between 1915 and 1920, the number of tractors in use in Kansas increased from 2,493 to more than 14,000. In 1914, it took an average of 106 man-hours to produce 100 bushels of wheat. By 1921, the time was cut in half.

Besides the proliferation of tractors and combines, another trend in Kansas that affected agriculture in Douglas County was the growth of the dairy industry. Because it was difficult to transport, milk had a limited market. With advances in refrigeration and transportation, dairy farming became industrialized by the 1920s. From 1910 to 1920, the state’s dairy production increased 300 percent. In the 1920s, however, farm prices declined. Mechanization made farmers more productive so fewer farmers were needed. By 1920, only 30 percent of Americans lived on farms. Between 1919 and 1927, four million Americans left their farms and many moved to growing cities with industrial jobs. Another six million Americans left farms between 1929 and 1945. Although there are a number of part-time farmers in Douglas County in 2014, there are only a few large commercial agriculture producers. Instead, the rural landscape in the twenty-first century is being changed by the suburban expansion of the city of Lawrence and extensive ex-urban development for rural subdivisions and home-sites.

### **Lecompton Township - Historic Context (Nimz 2017)**

Lecompton Township, situated in the northwest corner of Douglas County, is located along the south bank of the Kansas River. As William Cutler described the topography in 1883, “along the river, the country, which is somewhat hilly, is covered with timber; southward lies a beautifully undulating fruit and farm region.” The flood plain along the north edge of the township was very desirable for early settlers and has been productive since the establishment of Kansas Territory. In the northern part of the township, Oakley Creek, Coon Creek, and Spring Creek form valleys draining into the Kansas River from the southern uplands and define a high ridge and deep valley landscape that is distinctive in Douglas County.

The township has two towns—Lecompton and Big Springs. Lecompton flourished in the late 1850s, serving as the headquarters of the pro-slavery movement in Kansas Territory. For a few years, the town had a population estimated at more than 1,000 residents, several hotels, four churches, and stagecoach lines to Leavenworth, Kansas City, and St. Joseph, Missouri. Even after the fall of pro-slavery laws, the town served as the territorial capital until Topeka was chosen to replace it in 1861. The town's population then fell to only about 300 residents. During the 1880s, the population gradually increased and Lane University was established—an important community institution until the early twentieth century. Lecompton has survived as a small rural town and today has approximately 600 residents and several historic sights.

Southwest of Lecompton, Big Springs was founded in 1854 as a watering place along the Oregon Trail. The town received its name from the nearby mineral springs that never froze during winter. During the settlement period, the town was populated with a trading post, livery stables, a blacksmith shop, and the Eagle Hotel. As the town grew, other enterprises were established, including a restaurant, grocery store, a cider press, ice house, several churches, and a school. Since 1900, the population of Big Springs has declined and today the town, never incorporated, has approximately 50 residents.

Douglas County and Lecompton Township had a primarily agricultural economy in the late 1800s and early 1900s. Farmers in the 1870s planted mostly corn, wheat and oats, but also mowed prairie grass for hay. The William Henry farmstead (KHRI 045-5734, 045-5735) is a well-documented Lecompton Township family in the 1870s. The Henrys planted a nursery of apple, peach, and cherry trees. The farm also produced cream, butter, winter wheat, corn, oats, Irish potatoes, eggs and poultry, and animals for slaughter. These diversified products were typical in the area and would have required farmstead outbuildings, such as barns for animals or feed storage, granaries, chicken coops, and other structures. Numerous examples of these outbuildings have been found in Lecompton Township, especially in the western part of the township. Detailed information about a specific farm's diversified agricultural production during the late nineteenth and early twentieth century can be gleaned from searches of the manuscript schedules of the Kansas State Agricultural Census. These records are available from the Kansas State Historical Society Archive.

In broader scope, the agricultural settlement of Lecompton Township is reflected in historic atlases which document property owners and acreage over time. The names of Douglas County settlers associated with Lecompton and Big Springs appear on numerous tracts of land documented in the atlases. For example, some of the founding families listed in Cutler's History include Glenn, Winter, Shirley, Brown, Buck, Crowder, Duncan, and Henry.

In the twenty-first century, residential development has encroached on the agricultural landscape of Lecompton Township, especially in the eastern part. While the city limits of Lawrence do not reach to Lecompton Township, accessibility to the Kansas Turnpike and Highway 40 allow easy access to both Lawrence to the east and Topeka to the west. This accessibility will continue to affect the future development of the rural township.

### **Kanwaka Township – Historic Context (Nimz 2012)**

Kanwaka Township is located west of Lawrence. The unique name for the township came from an early school established during the territorial period. Since the school was located on the exact watershed of the Kansas and Wakarusa Rivers, Mrs. Helen Heath suggested the name, Kanwaka, a word coined from the first syllables of Kansas and Wakarusa. The district was designated Number 15 by County

Superintendent C. L. Edwards in 1859 when 35 county districts were formed. The nineteenth century community and the township were named after the school. Although the intersection of Highway 40 and Stull Road was marked on some twentieth century county maps as Kanwaka, this location does not represent Kanwaka which is an area, not a town.

During the territorial period, the township was bisected by the Oregon-California Trail. The road between the early settlements of Clinton and Lecompton ran north-south through the township past the town site of Marshall. Marshall was incorporated in 1855, but failed to develop after the Kansas Pacific Railroad was constructed on a route along the Kansas River to the north.

The first permanent European-American settler in Kanwaka was John Wakefield, a free-state supporter from Iowa. Wakefield started on the trip west to California to join a son and daughter who had already started there. Early in July, 1854, he crossed the Kansas River at the Lawrence site with his wife, three sons, a daughter, and a young niece. John and his eldest son, William, made a tour of the Wakarusa River valley as far west as the town site of Topeka. Returning along the California Road, they discovered a spring that fed a creek on the prairie about six miles west of Lawrence. There on July 19, they unloaded their wagons, pitched a tent, and staked a claim on the NW quarter of Section 31, Township 12, Range 19. He began improving his claim by building a hewed log house of one-and-a-half-stories and six rooms. Many public meetings were held at the Wakefield home which also became known as Wakefield's Tavern, a gathering place for neighbors and a lodging place for travelers.

By the spring of 1855, many new settlers had arrived in Kanwaka and most of the 160-acre preemptions had been claimed. Besides a quarter section of land, each settler could claim a 40-acre timber lot. For example, a party from the Ohio Emigrant Aid Society consisting of Samuel Walker, Thomas and Oliver Barber, and their brother-in-law, Thomas Pierson, decided to settle in the Wakarusa valley in 1854. When they returned in the spring of 1855, they brought seeds, implements, fruit trees, and prefabricated houses of two good-sized rooms with parts that dovetailed together so that no nails were needed.

Another Kanwaka settler, Thomas Bickerton, described building a sod house on a claim one mile southwest of the Wakefield property with walls two feet thick, a sod chimney, and a clay floor which he sprinkled with ashes, dampened with water, and hammered to the hardness of stone. He wrote, "living conditions were primitive. We helped each other as best we could. We were all poor. I charged nothing for what I did for my neighbors and could not have taken anything."

Trees on the prairie uplands of Kanwaka Township were scarce so the early settlers transplanted native trees growing along the streams for shade around their homes. Many brought seeds, shrubs, and fruit trees with them. According to Margaret Wulfkuhle, "each farmer had a specialty: berries, apple, pear, chestnut, black walnut, oak, maple, and hackberry among others." Alvora Leonard, a nurseryman, specialized in Osage orange trees which were used for fencing, and he was also specialized in mulberry trees with which he hoped to raise silkworms and develop an industry. Adolph and Augustus Griesa from New York established a nursery in 1869 on Mount Hope, four miles west of Lawrence. Another brother, Theodore, joined them later, and the business was moved in 1883 to a location on West Fourth Street in Lawrence.

Ezekiel Colman, an outspoken free-state supporter, bought a claim to land adjoining the Wakefield property. He became an early nurseryman and a founder of the Douglas County Horticultural Society

in 1867. When Colman and Wakefield disputed their adjoining boundaries, each planted a row of hedge trees creating a barrier between their farms, which was still visible in 1993. Colman was an early producer of berries, apples, and black walnuts. In 1871 and 1873, he won silver medals for his display of apples at the Massachusetts Horticultural Society competition in Boston. Colman also left his mark on the landscape. The small stream that ran through his farm originated from the spring on the Wakefield property. To store water for his livestock, Colman dug a pond fed by the stream. When it rained and the stream ran full, neighbors would say, “the Yankee’s tank is running over.” Supplemented by soil conservation ponds and terraces, Yankee Tank still serves as water storage for livestock, and a stream in Lawrence carries the name.

The Patrons of Husbandry organization, or Grange, was active in Kanwaka during the 1870s. This group was organized to promote agricultural interests. Later, the Farmers’ Alliance, or Populists, worked to advance the political goals of embattled farmers after the Panic of 1893 depressed the economy. At the turn of the century, the Central Protective Association was organized in Kanwaka Township to discourage horse thieves, but has survived as a social organization.

Early church services were held in private homes and in the schoolhouse. During the 1890s, two churches were built. Land for the Congregational Church, located six-and-a-half miles west of Lawrence on the California Road, was donated in 1889 to the trustees of the Union Congregational Church. The church building was dedicated on July 31, 1892. The congregation flourished for only ten years and then was sold to the Fraternal Aid Union. In 1938, the township board purchased the building and it is still used today. The United Brethren church was dedicated on June 23, 1895 and functioned with ministers from the Lawrence United Brethren Church. The church closed, and the congregation disbanded in September, 1933. The building was sold and demolished in 1934.

Although there are a number of family burial plots in Kanwaka Township, the main cemetery is located at Stull. Mound Cemetery is a smaller burial ground. Although there were burials here as early as 1863 and 1866, rural residents drafted a charter on November 1, 1890 for the Mound Cemetery, located two and a half miles south of Stull on land donated by James Hall. This cemetery is located on a natural scenic mound overlooking Clinton Reservoir to the east. Two family cemeteries identified in Kanwaka Township include the Barker-Lyons-Mack and Bidinger cemeteries. According to Margaret Wulfkuhle in 1976, all that remained of the Kanwaka Cemetery was a few badly weathered stones. This cemetery was located on the east township line one mile north of Highway 40 on Queen’s Road. A W.P.A. road construction project cut through the cemetery in the 1930s and most of the grave markers have since disappeared.

Paving the California Road (U.S. Highway 40) in the early 1920s and improving the township roads with gravel in the 1930s made it easier for farmers to sell their crops and livestock in Lawrence, Topeka, and Kansas City. In 1905, George Francis built a general store seven miles west of Lawrence at the junction of the Stull and California Roads. In 1920, George Richards bought the store, installed a gas pump, and made other improvements. Richards sold the store after three years. After a succession of owners, the store closed in 1943 and the building burned in 1970.

Deer Creek is the most prominent stream in Kanwaka Township. The Deer Creek valley was settled mainly by Pennsylvania Dutch farmers. By 1857, six families were living in the vicinity of what became the Stull community. Two of the early families were the Hildenbrands and the Stulls. In 1859, a group of eighteen settlers organized the Evangelical Emmanuel Church. Among them were the families:



Bahnmaier, Gress, Eberhart, Fricker, Heil, Hildenbrand, Houk, Nuffer, Roller, and Zeeb. Until 1908, sermons in the church services were preached in the German language. By 1867, members had collected enough money to begin construction of a stone church on land donated by Jacob Hildenbrand for that purpose and an adjoining cemetery. At a cost of just \$2,000, the structure was only the fourth church building in the regional conference. In 1952, the boundaries of the Stull cemetery (also known as Emanuel Hill) were extended. Long after it was abandoned in the twentieth century, the stone shell stood as a picturesque landmark northeast of the Stull intersection. Although it has since been demolished, ruins of the church still remain.

In 1921, George Hildebrand, James Brass, A. Hoffsommer, J. Unger, and A. Walter were designated to solicit funds for a new church building. The men raised over \$11,000 in pledges and a new church was built on the southeast corner of the Stull Road intersection on land purchased from Adam and Belle Scheer. The church was dedicated in June, 1922. The church merged with the United Brethren Church in 1946 and with the Methodists in 1968. After 1968, the church became known as the United Methodist Church. Today, it is the Stull Community of Faith church.

A Kanwaka post office operated from April 7, 1857 until July 20, 1870. Later, rural carriers picked up the mail at the Lecompton Post Office and delivered over a 26-mile route. A post office in Stull operated from March 27, 1899 until September 30, 1903. The Deer Creek School, also known as the Brown Jug school because it was painted brown, was constructed one mile west of Stull.

The first business in Stull was established about 1899 when J. E. Louk opened a general store in his living room. The house was located on the corner where the Stull Community of Faith church now stands. A telephone switchboard and post office also operated in this building. John Kraft and his family moved to Stull in 1904 and went into partnership with Louk. Louk sold his interest in the grocery to Kraft in 1906. In the summer of 1905, H. Clark Swadley constructed a store building across the road west of the Louk and Kraft store. However, in a few years, Kraft and Son bought the Swadley building and moved their business into that structure. A trade journal, *Implement and Tractor*, commented, "the Kraft Mercantile Company serves a farm community in a nine-mile radius. Aside from a filling station, it is Stull itself." In 1938 the Kraft family sold their business to Charles W. Houck who managed it until 1955.

In the twentieth century, Chris Kraft built a large machine shop on the site of the early store building. Other businesses in Stull included: a blacksmith shop; a sorghum mill owned by Henry Stull from 1910-1930; and a flour mill and cider press operated by Ed Deister on the south edge of Stull. In the early 1920s, entrepreneurs proposed to extend the Kaw Valley Inter-Urban Railway, an electric railway that operated between Kansas City and Lawrence, through Stull, Richland, and Overbrook to Emporia. Anticipating this development, a charter was issued for the Farmers State Bank of Stull, but the railway was not constructed, and the bank was never established. After the 1920s, commercial activity in Stull declined. Farm population in western Douglas County declined, and the increasing use of the automobile allowed rural residents to conduct business in Lawrence and Topeka.

### **Clinton Township - Historic Context (Hernly 2021)**

The geography of Clinton Township is defined by the Wakarusa River and the Wakarusa River Valley. The Wakarusa River Valley provided early settlers of Clinton Township with fruitful farmland, but also frequent floods. In the mid-1900s, the United States Government proposed damming the Wakarusa River to control flooding and prevent future damages. This proposal resulted in the flooding of thousands of acres of farmland and several small communities in the township to create Clinton

Lake. Recreational areas such as Clinton State Park, Overlook Park, and the various campgrounds around the lake were later developed by the City of Lawrence to offer residents outdoor activities and amenities.

Outside of the Clinton Lake and recreational areas, Clinton Township consists of rolling hills, with outcroppings of limestone and shale, and wooded areas along natural drainage ways. Agricultural fields and farmland are also a significant part of the township's geography.

Evidence indicates that people could have been living in the Wakarusa River Valley as early as 12,000 years ago. During the archaeological survey conducted by Iroquois Research Institute in 1977, they discovered an artifact indicating Paleo-Indian activity in the Clinton Township near Deer Creek and the Wakarusa River. The Wakarusa River was essential to indigenous life throughout history. Through a series of surveys in the 1930s and 1940s, several dozen sites of indigenous settlement from both the Woodland and Central Plains period were found throughout the Wakarusa River Valley.

In more recent history, as early as the 1600s through the 1800s, many indigenous people lived in the area that is now northeastern Kansas, including the Arapaho, Cheyenne, Comanche, Kansa, Kiowa, Osage, Pawnee, and Wichita. In 1830, the United States government passed the Indian Removal Act which forced eastern tribes to move West of the Mississippi River; many of these tribes were relocated into the Kansas Territory. Despite promises that they would not be moved again, the United States government forced the removal of all indigenous people in the Kansas Territory in 1854 to make way for white settlement.

With the passage of the Kansas-Nebraska Act of 1854, Douglas County opened for white settlement. This act repealed the Missouri Compromise and allowed for popular sovereignty in these territories; the issue of slavery, whether the territories would become slave states or free states was up to the vote of the people. As a result, pro-slavery and antislavery activists rushed to the area and violence ensued. This period would become known as "Bleeding Kansas".

In 1854, the town of Lawrence was founded as a free state headquarters by the New England Emigrant Aid Company. Due to their proximity to Lawrence, the small communities in Clinton Township were largely influenced by Lawrence and shared anti-slavery sentiment. This was especially true for the town of Bloomington as it was founded as an abolitionist stronghold and some of the houses were a part of the Underground Railroad.

Despite that Kansas entered the Union as a free state in 1861, Quantrill's Raid, the most notorious event associated with "Bleeding Kansas" took place on August 21, 1863. During the raid, Quantrill and his men burned down much of Lawrence and killed over 150 men. After destroying the town, several of Quantrill's men traveled southwest towards Bloomington in pursuit of Senator James Lane who they had specifically targeted to kill. However, Lane had hidden in a cornfield west of Lawrence to escape detection, along with several of his neighbors. The raiders who were following Lane continued south on their misinformed pursuit. Continuing their path of destruction, they destroyed two cabins that belonged to a well-known abolitionist named Dr. Eliab G. Macy.

A common trait in rural areas of Kansas was the development of small communities established to provide centralized nodes for commercial and social activities. These provided opportunities for town and country folks to connect through business transactions, church functions, and school activities.

Prior to the construction of Clinton Lake, Clinton Township was dotted with several small communities including Clinton, Bloomington, (Old) Belvoir, New Belvoir, and Sigel. These communities played a vital role in defining the history and character of Clinton Township. However, with the construction of Clinton Lake, the town sites of Bloomington, (Old) Belvoir, New Belvoir, and Sigel were sold to the United States government and demolished to make way for the lake. Today, Clinton is the only small community that still exists.

### Clinton

The town of Clinton was first settled as Bloomington by free-staters, but due to a land dispute the town split in 1857. The north half of Bloomington moved about  $\frac{3}{4}$  east, and the south portion was eventually renamed Clinton. In 1857, the town of Clinton was described as having a steam sawmill, a lathe mill, a frame hotel, a dry goods store, a grocery store, a blacksmith, a cabinet makers shop, 18 occupied houses, and three houses in the process of construction. The first school in Clinton was a stone building constructed in 1866; it functioned as a school until 1886. Today, the stone schoolhouse is listed on the National Register of Historic Places and functions as the Clinton Town Hall. Although the cemetery had been used for burials as early as 1854, the Clinton Cemetery Association was formed in 1869 by five members of the community: Ebenezer Disbrow, Andrew S. Baldwin, William Hughes, and Carson Wicks. Many prominent members of the surrounding communities are buried at this cemetery including several well-known abolitionists such as Dr. Eliab G. Macy, Dr. Horace Thompson, James C. Steele, and George W. White.

In 1917, the town of Clinton and surrounding areas were struck by a devastating tornado. Several people were killed, and at least one store and church were destroyed. Additionally, several homes were destroyed, such as the Cumming's House. However, shortly after the tornado of 1917, many residents such as the Cumming's rebuilt. The Cumming's prominent 1918 bungalow still stands today, and it was included in both the Reconnaissance and Intensive Survey of Clinton Township.

Today, the small community of Clinton is more residential compared to its early development. A majority of the commercial or civic buildings that did exist in Clinton have since been converted from their original function into single family homes; this list includes the 1941 schoolhouse, the telephone exchange or switchboard, the feedstore, and a gas station. The 1866 schoolhouse and the Clinton Store are the only historic commercial or civic building that still exist in Clinton.

### Bloomington

The town of Bloomington was settled as an abolitionist stronghold by the Bloomington Company of Bloomington, Illinois. After the town of Bloomington split off from Clinton, it did not grow as quickly as Clinton. This was partially due to the development of a territorial road which passed through Clinton but not Bloomington. Additionally, the town was situated at the confluence of Rock Creek and the Wakarusa River which made it more prone to flooding. In 1857, James Cooper (J.C.) Steele described the town as having a schoolhouse, a blacksmith shop, sawmill, grist mill, carpenter shop, 8 or 10 occupied houses, and 3 or 4 houses in the process of construction.

J.C. Steele was a prominent member in the town; he strongly believed in abolition and prohibition. Due to his status in the community, Bloomington's laws reflected his beliefs; the town had strict liquor and gambling restrictions. Steele's house was placed on the National Register of Historic Places in 1979 and plans for restoration were discussed; however, the house was demolished in 1981. The milk house

that was on the same site is still standing, and it is the location for the Wakarusa River Valley Heritage Museum.

Before and after the Civil War, the town of Bloomington was a significant place for black families. Before the Civil War, some of Bloomington's prominent residents such as Dr. Eliab Macy used their homes as safe houses in the Underground Railroad which helped enslaved black people escape to freedom. After the Civil War, Bloomington became a community largely consisting of former slaves. For instance, George Washington and his family made their home in Bloomington. Washington was born into slavery and later served on the First Kansas Colored Volunteer Infantry Regiment. Many of these families, such as the Washington's, are buried in Clinton Cemetery.

#### (Old) Belvoir

The town of (Old) Belvoir was settled by New England immigrants in late 1854 and early 1855. The town took its name after a prominent member of the community, Lawrence D. Bailey named his estate after Fort Belvoir in Virginia. Bailey owned a large amount of land in the area, and for \$25, Bailey gave the town five acres of land to build a new schoolhouse. It was originally named after Bailey, but the name later changed to the Old Belvoir School. The schoolhouse was included in the Reconnaissance Survey of Clinton Township.

Another prominent member of the Belvoir community was a German immigrant named Henry Heine. During the "Bleeding Kansas" period, pro-slavery invaders burned several of Henry Heine's first homes or cabins. After the third cabin was burned, Henry defended his home by standing on his porch with a pitchfork or ax and threatening the invaders; he was not bothered again. The Heine House still stands today, and it was included in both the Reconnaissance and Intensive Survey of Clinton Township.

#### New Belvoir

When the St. Louis, Lawrence, and Denver Railway Company line was built north of (Old) Belvoir in 1873, the town decided to move its post office so that it would be on the rail line. This decision led to the establishment of New Belvoir. The Steele brothers, Ira and Robert were two of the most prominent members of the community during the new town's beginning. Together they owned the most acreage in the community and were successful stockman. Robert Steele's farmstead was included in both the Reconnaissance and Intensive Survey of Clinton Township.

#### Sigel

After the Civil War, a small community near the Wakarusa River received the name "Sigel" after Major-General Franz Sigel who served under the Union Army. In 1867, Sigel built its first schoolhouse. Shortly after the schoolhouse, several bridges were constructed over the Wakarusa. The town had experienced several tragic drownings before the construction of these bridges. In addition to the bridges, the community also had a railroad station, cattle loading shed, and a baggage depot.

#### Construction of Clinton Lake

In 1951, Kansas experienced unprecedented amounts of rain which resulted in devastating flooding throughout the state. This event, known as the Great Flood of 1951, caused almost one billion dollars in damages. As Lawrence sits between two rivers, the Kansas and the Wakarusa, the city needed to find a solution to prevent future damages. As a result, the city sponsored the damming of the Wakarusa River for flood control and protection. The plan for Clinton Lake was authorized in 1962 by the United States Army Corps of Engineers.

Around the same time as the planning of the lake, the government began purchasing the farmland that would eventually be flooded. All buildings and towns in the flood zone were completely demolished.

In 1980, Clinton Lake was filled; the lake spans 8 miles up the Wakarusa River Valley and has a surface area of 7,000 acres. The large body of water is held back by the Clinton Dam that is approximately 9,250 feet long and 114 above the Rock Creek streambed. Since its completion, Clinton Lake has been home to numerous recreational areas and activities such as boating, swimming, and hiking.

### **Marion Township – Historic Context (Hernly 2018, 2019, 2021)**

Marion Township is primarily rural and agricultural in character with no incorporated urban areas. The small community of Lone Star is located in the northeast corner of the township. The historic community of Twin Mound was located in the northwest corner of the township; the only remaining building of that community is Twin Mound School. The historic community of Globe is located in the southeast quadrant of the township.

Geographically Marion Township consists of rolling hills, with outcroppings of limestone and shale, and wooded areas along natural drainage ways. The northern third of the township, is bisected from southwest to northeast in the east portion by Washington Creek and in the west portion by Rock Creek, both of which flow north-northeast. Just north of Marion Township, Rock Creek flows into Clinton Lake. In the South portion of Marion Township, the area is bisected from East to West in the West portion by East Appanoose Creek. To the East of the Appanoose Creek, the West Fork of Eight-mile Creek also bisects the southern portion of Marion Township. Washington Creek, in the southeast quadrant of the township, was dammed in the late 1930's southwest of the community of Lone Star to create Lone Star Lake.

Lone Star Lake is a significant geographic and historic feature in the township. It was constructed by the Civilian Conservation Corps beginning in 1934 and finishing in 1939. As part of the project, approximately 78 private lots were sold off around the southwest leg of the lake to raise funds for materials used in constructing the dam and creating the lake.

Development of Marion Township followed the standard pattern of Section and Range land partitioning. Primary roads generally fall on mile or half-mile grid lines, with some exceptions around features like Lone Star Lake, Washington Creek, and Rock Creek. However, spacing of roads is typically greater than 1-mile in the middle and western portion of the area. U.S. Highway 56 cuts east-west across the township three miles north of the southern county/township boundary.

A lesser-known historic feature located in the survey area is "Site 2, Worden, KS" or "548-2". From 1961-1965, the site served as a part of the 548th Strategic Missile Squadron based out of Forbes Airforce Base, South of Topeka. It is one of nine sites developed in rural areas surrounding Topeka and housed an underground Atlas E Intercontinental Ballistic Missile (ICBM) during the Cold War.

### **Willow Springs Township – Historic Context (Moore/Davis 2019)**

If you read the biographies of the white pioneers of Willow Springs Township, you'll see references to some of the most defining moments in the state's early history. These were people who were grateful to have conquered the ravages of bushwhackers, Confederate forces, and grasshoppers. In short order, the survivors transcended their disparate religious and cultural origins to build an agricultural

community on the shared values of moral certitude, hard work, and self-reliance.

The indelible events between the Kansas Nebraska Act (1854) and the end of the Civil War (1865) often overshadow an earlier time – when those who would meet on the battlefield over slavery first crossed paths. In the decade before the Kansas Nebraska Act and the founding of Lawrence, they blazed west along an ancient trade route they re-dubbed the Santa Fe Trail (1821-1866). Six years before Kansas became a territory, F. X. Aubrey, a French-Canadian freighter, recorded his encounters with other explorers who would later meet at the ballot box or battlefield.

In Council Grove, Aubrey met pro-slavery politician, Joseph Lane, on his way to serve as Governor of Oregon. He met General Sterling Price at Pawnee Fork near Fort Larned. And at Willow Springs, a watering stop on the trail, he met Charles Robinson, a Massachusetts-born adventurer who forded the prairies and mountains to California and Santa Fe in the aftermath of the Mexican-American War.

In 1854, Charles Robinson had only been back in his home state of Massachusetts for three years. But this staunch abolitionist could not resist the call to work for the free-state cause in Kansas Territory. He returned to Kansas, where he established the headquarters of the New England Emigrant Aid Company in Lawrence and would eventually serve as the new state's first governor.

Although Robinson and other early Douglas County settlers had explored the western frontier, most of the predominantly urban free-state settlers, were ill-prepared for frontier life. In particular, they lacked the farming experience essential to survival in sparsely populated rural America. Subsidized by New England merchants, free-state colonists, who had traveled by steam ship from St. Louis to Kansas City, located their cities, including Lawrence, along what they believed would be the next great trade route: the Kansas River. (They were sorely disappointed after a few steamboats ran aground).

Navigable rivers were essential for those New Englanders envisioning a city upon a hill - but not for the subsistence farmers who came to populate the region surrounding Lawrence, including Willow Springs Township. Still, in these volatile times in the powder keg that was early Douglas County, farmers would need more than the standard yeoman's work ethic. In choosing to live near a high-profile abolitionist stronghold, they would be placing their lives on the line. And so, Willow Springs attracted conscientious farmers who measured success in cultivated acres and nonviolent resistance. Many of them came from two particular groups: Brethren and Methodists.

The founding of Douglas County coincided with the westward expansion of Wesleyan Methodism. In the 1840s, a group of northern Methodists took action to advance social reforms including abolitionism, pacifism, women's rights, and temperance. Some Methodists were active in the Underground Railroad, hosted the Women's Rights Convention at Seneca Falls in 1848, and played a major role in nineteenth-century political life. Many Methodists opposed slavery, and there were several divisions and splinterings of the denomination over stances taken toward slavery over the first half of the 1800's.

By the 1840s, the Methodist church was irreconcilably divided over the slavery issue. And by the time of the Kansas-Nebraska Act, northern Methodists were inextricably tied to the newly formed Republican Party and the admission of Kansas to the Union as a free state. In 1858, Kansas pioneers in Palmyra Township, the township adjacent to Willow Springs, established the state's first university, a Methodist institution named after New England Methodist scholar Bishop Osmon Cleander Baker.

Soon, abolitionist Methodists would be taking credit for the 1860 election of Republican President Abraham Lincoln. And Lincoln appears to have validated this claim. It is said that Lincoln was so grateful for the support of Methodists that he donated \$100 towards the construction of Baker University's Parmenter Hall. It was the only donation he ever gave to an institution of higher learning.

In the abolitionist movement, Methodists (particularly northern Methodists) followed the lead of other protestant reformers, particularly the Quakers and Anabaptists, pacifists who sought refuge from religious persecution in Europe. Among those who came to Kansas early were congregants of the Church of the Brethren, folks of German/Dutch descent who settled in Pennsylvania for generations before making their way to Kansas via the Old Northwest (Indiana, Illinois, and Ohio). Brethren culture espouses "malice toward none" and simple living, eschewing classes and divisions. Brethren took an early stand against slavery, adopting the following edict at its annual meeting in 1782: "It has been unanimously considered that it cannot be permitted in any wise by the church, that a member should or could purchase negroes, or keep them as slaves." In 1812, they took a harder stand: "Concerning the slave trade and slaveholding; It was considered that it is a most grievous evil, and should be abolished as soon as possible."

Given their devotion to social reform and their agricultural prowess, it is no surprise that Brethren made their way to southern Douglas County. They were on the front lines of the free-state cause in a place that needed farmers. Under the leadership of Jacob Ulrich, a group of colonists from Indiana established the territory's first Brethren Church on the Cottonwood River twenty miles south of Council Grove. In early 1857, believing that the border violence had subsided, the colonists followed the Santa Fe Trail back east to Hickory Point, eight miles south of Lawrence. "This is a pleasant and fertile country," Ulrich wrote in the widely distributed Brethren newspaper, "the climate mild and good for a prairie country and it is hoped that peace, one of the greatest comforts and blessings of this world, is once more restored in Kansas." In Willow Springs, they would join like-minded farmers, like James Skaggs, who "lost everything except the clothes he had on and bedding" and had been held for nine days by Border Ruffians during the border war because of his "abolition sentiments." By 1860, there were 40-50 Brethren families in Kansas. At Hickory Point in Willow Springs Township, they bore the names Ulrich, Rothrock, Studebaker, Keeny, Markley, Hoover and Kinzie.

The Methodists, the Brethren, and all who came to Willow Springs Township yearned for peace and the prosperity that could only come from hard work. But life in Willow Springs Township was about to get even harder. By 1860, the population of Willow Springs Township had reached 933, and the industrious farmers had cultivated 7,402 acres of land. With the help of 239 oxen, 365 milk cows, and 556 other cattle, they were not only growing their own food, but also producing enough excess (100,000 bushels of corn) to sell and trade. Then the drought, the worst ever recorded on the prairie, came. With no water for their livestock or crops, Kansans faced famine. It was only with relief from their eastern friends and family who understood that the failure of Kansas farmers could mean the failure of the free-state cause that these farm families survived.

The Civil War further tested the farm families of Willow Springs, whose distance from Lawrence was no guarantee of protection. Some compromised their pacifist beliefs and joined the state militia. But their views on slavery were well known by Missouri Ruffians who had driven abolitionists from Missouri into Kansas in the years leading up to the war. After their infamous sacking of Lawrence in 1863, William Quantrill and his men wreaked havoc on rural Douglas County. They destroyed the town of Brooklyn in nearby Palmyra Township (a hub for the Wesleyans) and set fire to homes and buildings on area farms. Among their targets were Methodist Minister Hugh Fisher (Lawrence), an early financial agent for Baker

University, Jacob Ulrich and Abraham Rothrock. Although their sons and son-in-law managed to rescue Jacob Ulrich and his wife, the bushwhackers set their farmstead ablaze. While attempting to reason with the guerrillas and protect his family, Abraham Rothrock was shot. Like Ulrich's, Rothrock's property was destroyed; but he managed to survive gunshot wounds to his head, neck, shoulders and chin. The raiders destroyed the property of James Gleason, a Methodist who farmed 160 acres near Pleasant Grove. The property of another Methodist, I. L. Baker who farmed near Media, was spared only "by the timely arrival of troops under Lane."

The people whose culture was born of persecution survived the war. And their perseverance would be rewarded with peace and the simple farm life they had sought for generations. By 1870, Willow Springs boasted a population of 1,163, divided among 214 families. All but fourteen of these households were farm families – with services from one lawyer, two doctors and two clergy. In 1872, the German Evangelical Church – a denomination established as a "German translation of the Methodist Discipline and Articles of Faith," built a building at Worden on land donated by Pennsylvania native farmer Henry Fager. Over time, three of the township's principal denominations – United Brethren, German Evangelical, and Methodist – would come to worship under the same roof. In 1946, the Evangelicals and the United Brethren joined to become the Evangelical United Brethren Church. Then, in 1968, the Evangelical United Brethren merged with the Methodists to form the United Methodist Church.

St. John's Evangelical Church (now United Church of Christ) also has historical ties to the area's many German settlers. The church was established in 1868 as St. John's Evangelical Church. The Evangelical Synod of North America, which was established by German Evangelical pastors in Missouri in 1841, traced its roots to the 1817 unification of Lutheran and Reformed Churches in Germany. Over time, this sect, as those mentioned above, merged with others, including Congregational Churches, to become the United Church of Christ in 1957.

It is important to note that early settlers were not all of German descent. Surveyed properties included stately homes owned by immigrants from France and Ireland. Auguste Jacot came to the United States from France with his parents in 1844, and came to Kansas in 1857. In 1863, Jacot entered the restaurant and confectionery business in Leavenworth. Given the timing of his move, it is possible that Jacot's farm was affected by Quantrill's Raid in 1863. He returned to Willow Springs in 1871 to operate a fruit farm. In his early days in Kansas, Jacot identified as a Unitarian. Thomas McQuillon, an Irish immigrant, settled in Willow Springs in 1856. After his death in 1894, he was buried at Mt. Calvary Cemetery, a Catholic Cemetery in Baldwin City. This farm remains intact and is listed on the National Register.

Although Willow Springs residents attended different churches as they assimilated to life on the plains, it is important to understand that they shared a common set of beliefs and culture. Most had been born in America, but could trace their heritage to reformed Protestants from Germany or Britain with a history of persecution. They opposed slavery, espoused a Protestant work ethic, prioritized faith and social justice, and built communities on trust versus loyalty to laws or oaths. These were industrious and resourceful farmers who conducted business by handshakes with their neighbors.

Throughout the nineteenth century, Willow Springs Township maintained its distinction from nearby Lawrence as a community of farmers. The population had changed little by 1880 when their 1,226 people distributed among 243 families, with only 20 heads of household listing something other than farming as their principal occupation. There were farmers – but there were also four physicians, five



carpenters, three stonemasons, a millwright, wagonmaker, harness maker, nurseryman, minister, blacksmith, gardener and stage maker. There was only one storekeeper who was also a farmer. This meant that most had to travel to nearby Baldwin City or Lawrence to trade and, perhaps more importantly, to bank.

By the 1890s, many of these farmers had abandoned their loyalty to an increasingly urban and corporate Republican Party. They began to organize in Willow Springs Township by the early 1870s – and their voices gained resonance during times of drought and recession when prairie farmers struggled to make ends meet. Organized in St. Louis in 1892, the Populist Party was designed to represent the common man, especially farmers, against those whom they believed were taking more than their fair share of the profits – railroads, bankers, and the politicians that protected corporate interests. Among those active in the Populist Movement was William A. Pardee. Pardee had settled a 160-acre farm in Cass County, Missouri in 1857; but fled to Kansas “on account of the danger incident to border warfare.” By 1899, Pardee had parlayed the \$2 he brought with him to Kansas into a 260-acre farm in Willow Springs.

During World War I, the fortitude of the community’s peace churches was tested for the first time. Statewide, twenty-five conscientious objectors from the Church of the Brethren and Old German Baptist Brethren were sent to the United States Disciplinary Barracks at Fort Leavenworth for refusing to serve in combat roles, but farmers of all stripes were given farm furloughs because they were needed to feed the country and the world.

After record-high crop prices during the War, the farm economy suffered throughout the 1920s and 1930s, with the township’s population dropping from 1,034 in 1920 to 881 in 1940.<sup>1</sup> Although the population of Willow Springs Township would remain steady (hovering at about 10,000) in the years following World War 2, efforts to increase production during war-time labor shortages had irreversible impacts on rural farming communities. More tractors meant fewer farmers on larger farms.

Meantime, however, the population of Douglas County as a whole grew exponentially, with most of the growth owing to the increased population of Lawrence. Between 1940 and 1990, the population of Douglas County more than tripled, from 25,171 to 81,798. In the same period, the county’s urban population grew from 14,390 to 71,722 – from 57% of the county’s population to 88%. The balance between urban and rural has technically leveled off since then – at about 89% urban in 2010. But in the past few decades, the population of rural Douglas County has come to reflect an increasingly suburban environment, with outer-ring housing developments encroaching on open lands in places like Willow Springs. And improvements to main arteries, like U.S. Highways 56 and 59, have facilitated low-density housing developments in open spaces.

Will real estate development consume the state’s best farmland? It is hard to say. At present, there is a trend toward smaller niche farms and organic farms coupled with a trend toward more efficient smaller homes. We may be experiencing a unique window of time when we can stem the suburban march, protect the financial future of current landowners, preserve the open lands that contributed to the success of the free-state cause, and provide economic opportunities for a new generation of farmers and rural pioneers.

### **Palmyra Township – Historic Context (Hernly 2016)**

Palmyra Township, with approximately 82 square miles of land, is the largest township in Douglas

County. It is in the southeast corner of the county and is approximately ten miles east-west by eight miles north-south. Baldwin City is the largest town in the township and it is located in the southwest quadrant. Vinland is a small unincorporated community in the northwest quadrant, and Clearfield, an even smaller community along the east edge, consists of a church, a cemetery, a historic schoolhouse, and two residential properties. The town of Wellsville, in Franklin County, is two miles south of the southeast corner of the township.

Palmyra Township is primarily rural and agricultural in character. Its development pattern follows the typical Section and Range land partitioning system. Primary roads in general following a one-mile square grid, with some exceptions around man-made and natural features like the Douglas State Fishing Lake and the Baldwin Forest Preserve in the middle of the township, and in some select areas where roads fall on half-mile layout lines. U.S. Highway 56 cuts east-west across the township starting two miles north of the county line at the east, angling northwest into Baldwin City, and exiting three miles north of the county line at the west edge of the township.

### **Palmyra Township – Historic Context (Nimz 1988)**

In the first decade of the twentieth century, a local “Publicity Committee” proudly reported that “Baldwin has been called the Concord of the West.” This comparison was based on a distinctive sense of community history, culture, and morality which had been achieved in Baldwin City after only fifty years of settlement. A strict comparison of the two villages is unwarranted, but the boast does indicate the aspirations which characterized Baldwin City at this time.

The architectural development of Baldwin City and Palmyra Township from 1854 to 1940 occurred in three general stages: settlement, 1854-1865, agricultural and community development, 1866-1899, modernization and stability, 1900-1940. There appear to be no buildings in Palmyra Township surviving from the period before Kansas Territory was organized when the area was sparsely settled by Native Americans and traversed by traders and emigrants. Significant resources from the pre-territorial period are historic sites and natural features. In the early nineteenth century, the territory was occupied by many indigenous peoples. Then in 1844 by government treaty, a reservation south of the Kansas River became the Shawnee Reservation after the Shawnee were removed from the East. This reservation included what is now Palmyra Township in Douglas County. The Santa Fe Trail crossed the survey area (1825-1870s).

Northern Douglas County is a glaciated region, but southern Douglas County including Palmyra Township is part of the Osage Cuestas. This geographic region is characterized by topography consisting of a series of parallel ridges having gently sloping west faces and steeply sloping east faces. The ridges developed in alternating hard and soft strata. This limestone and shale of the upper Pennsylvanian and lower Permian systems slope gently to the west-northwest. The native flora of the survey area is a mosaic of bluestem prairie and oak/hickory forest. This was the environment encountered by early pioneers who began moving into the territory in 1854. According to a Natural Areas Inventory of Douglas County conducted by the Kansas Biological Survey in 2016, approximately 87% of the land was native prairie.

### **Settlement and Civil War, 1854-1865**

Kansas Territory was organized on May 30, 1854 and officially opened for permanent settlement. Douglas County was established on August 25, 1855. A federal land office was opened at Lecompton in northwest Douglas County on May, 1856. This office was moved to Topeka on September 10, 1861.

During the settlement period, there were three ways to acquire land--direct purchase, military warrant, and preemption. Individual title to the land in Palmyra Township was generally allocated by 1862 when the Homestead Act was passed, so this famous legislation had little effect on the development of Palmyra Township.

When townships were first organized on January 27, 1856, southeast Douglas County was named Washington Township with the Palmyra settlement as the first polling place. By July 4, 1857, the township had been retitled "Calhoun," but the name was finally changed to Palmyra Township on August 27, 1858. Robert and Richard Pearson were considered the first settlers in the survey area. By 1860, Palmyra township had a population of 1,516.

The settlement of Palmyra was an early stop on the Santa Fe Trail. It had a water well and grazing for teams on the hillsides. Reportedly, horses, mules, and oxen were shod by the thousands at the site in territorial days. A tract of 320 acres was surveyed by the Palmyra Association, a town company, in June, 1855. Of the three buildings constructed at the time, two were made of logs. There was a store and a hotel called the Santa Fe House. The post office at Palmyra was established on June 29, 1857.

The Kansas-Nebraska Methodist annual conference decided to establish a college at a meeting in Lawrence on October 23, 1856. When the Palmyra Association offered 800 acres of land on the Santa Fe Trail for a site, the tract was accepted as the location of Baker University. On March 14, 1857, the Herald of Freedom reported that a Methodist college would be located on "an eminence near Palmyra, which has a commanding view of the entire county." Baker University was given a charter on February 12, 1858. The largest part of the college tract was a section originally preempted by Jacob Hall of Independence, Missouri. Hall was the mail contractor on the Santa Fe Trail; he located stations every twenty miles along the route. Station #3 at Palmyra was established on March 28, 1857. Hall sold the section of land south of the Palmyra town site for \$3,000 on August 25, 1858.

Baldwin City, where the new university was to be located, was established in 1857. L.B. Dennis wrote in a letter on December 28, 1857 that read "...we are making an effort to get the county seat established at Baldwin City--also I would say the site is healthy which is not true of Lawrence. My family have all been sick here on the Kaw bottom." In January of 1858, Palmyra, Baldwin City, and Prairie City formed an association, possibly for the purpose of securing the county seat. Baldwin City and Prairie City were both incorporated on February 4, 1859.

At this time, the gristmill in Baldwin City was doing a good business and a sawmill was expected to be in operation soon. John Baldwin was the proprietor of this enterprise. Later it appeared that water could be more easily obtained on the Baldwin section and business lots were laid off and sold. Finally, the Palmyra post office was moved to Baldwin City on May 22, 1862. This action demonstrated that Baldwin City had replaced Palmyra as the center of growth in the vicinity. Instead of developing adjacent to the town of Palmyra, Baker University became the nucleus of Baldwin City. During the territorial period, stations on the Underground Railroad included Osawatomie, Baldwin City, and Lawrence. Prairie City, southwest of Palmyra and Baldwin City, was established in 1856. The post office was designated on October 7, 1856. By November of 1857, an observer commented that "in six months there were nearly forty good substantial buildings" in the town and eight were constructed of stone. Prairie City was significant as the place where S.S. Prouty established the Freeman's Champion on June 25, 1857. Prouty moved the paper to Burlington, Kansas in September, 1859. After the Civil War, he was the first state printer and one of the most prominent newspapermen in Kansas. Prairie City

had a general store and inn, a school and a catholic mission.

Another community during the settlement period was Black Jack, which was located on the Santa Fe Trail east of Palmyra and Baldwin City. A post office was established there on March 15, 1858, and the town had a store, school, and church by 1859.

### Population

The Shawnee Indian Reservation established on May 11, 1844 originally included what is now Douglas County and Palmyra Township. A Shawnee Methodist Episcopal mission was established about 1848 near the mouth of the Wakarusa River. The mission was abandoned in 1857. In a treaty early in 1854, the Shawnee surrendered their vast reserve of 1,600,000 acres of land, and the tribe received 1/8 of the reservation for individual distribution within the tribe. Two hundred acres were to be allotted to each individual. The land to be distributed was located almost entirely in Johnson County. During the Civil War, many of the Shawnee moved to the Indian Territory and forfeited their claims. In 1866, a judge in a federal tax case ruled against exemption for the Shawnee and more of them lost their land. In April of 1869, Congress authorized permanent settlement on the reserve, and by the early 1870s, the last Shawnee had left Kansas.

The major group of settlers in the Kansas Territory were called Westerners by James C. Malin. He concluded, "although Kansas is not a child of New England, the legend about it being such operated as though the legend were true." According to the territorial census of 1860, the largest single group of settlers in Kansas (28.8%) had emigrated from the border states north of the Ohio River, principally Ohio, Indiana, and Illinois. By 1860, Douglas County ranked fifth in the state with a population density of more than fifteen people every square mile.

Other groups were represented in Palmyra Township. French settled near the Prairie City town-site in 1854, and a group of Germans settled in the Clearfield and Captain's Creek area. The first German settler was Peter Brechiesen in 1857; he helped organize a Protestant church in the vicinity. Some Pennsylvania Dutch settlers clustered in the northwest part of the township where the Stony Point Lutheran church and cemetery was eventually established.

### Agricultural and Community Development, 1866-1899

The construction of a railroad through Douglas County was the most important development in the late 1860s. A charter had been awarded to the Leavenworth, Lawrence, and Fort Gibson in February, 1858, but the company did not begin construction until after the Civil War when it was renamed. By May 23, 1866, the Leavenworth, Lawrence, and Galveston had surveyed a route from north to south through Douglas County. After a \$300,000 bond issue was approved February 6, 1867, the company built a line from the Kansas River just east of Lawrence to the Franklin County line. This section was constructed on December 21, 1867. The main portion of the railroad from Ottawa Junction in Franklin County to Coffeyville on the southern border of the state was finally completed in 1871. During the economic recession of the mid-1870s, the Leavenworth, Lawrence, and Galveston was not profitable. After a foreclosure in 1878, the railroad was reorganized as the Kansas City, Lawrence, and Southern. This line was purchased by the Santa Fe Railroad Company on December 16, 1880.

A new settlement in the Coal Creek valley of northern Palmyra Township, named Vinland, grew up on the railroad route in the late 1860s. A sawmill was in operation on Coal Creek as early as 1857. An enduring institution, the Coal Creek Social Library Association, was established in 1859. The post

office at Vinland was established on September 25, 1868 and maintained until April 30, 1954. George Cutter was the first postmaster. The village was named after the flourishing vineyards and nurseries in the Coal Creek valley. William E. Barnes, who came to Kansas in 1856, settled in the valley and planted apples, pears, and grapes. "His first vinyard was a marvel to the people of the county and many were the excursions made there by the people of Lawrence to feast on that delicious fruit." Interest in horticulture was fostered in the Douglas County Fruitgrowers Association (c. 1870) and the Douglas County Horticultural Society (active from c. 1880 until c. 1910).

Barnes owned the Vinland town site; he donated land to the Vinland Grange and Cooperative Association as well as the Methodist and Presbyterian churches. A school was established at Vinland in 1867. Russell and Davis operated a store beginning in 1870 and a cheese factory was started in 1874. Joseph Iliff managed the Vinland Cooperative store in the 1870s and was appointed postmaster in 1876.

The Vinland Methodist Church received a charter on July 19, 1873 and constructed a building by 1879. The Presbyterian Church was built in 1878. The village was more formally organized when "the town of Vinland was surveyed, platted, and dedicated in 1884." The Coal Creek Library building was constructed in 1900. A substantial store building was built circa 1905. W. E. Hoskinson operated a grocery in Vinland beginning in 1921. The Vinland Fair, first held in 1874, has been held continuously every year since 1907.

Another community, Media, was established in November of 1878 on the railroad route. Media was located halfway between Baldwin city and Prairie City. The post office was moved from Prairie City to the new location on December 11, 1878, and it was discontinued September 30, 1903. H. W. Willet was the first postmaster. In 1883, G. W. Allen moved the Baldwin City mill to Media.

Clearfield in northeast Palmyra Township was a community organized around the German Lutheran Church. In the nineteenth century, this congregation was "one of the strongest and most influential societies in the conference." A Clearfield post office was established on August 10, 1885 and discontinued on July 10, 1900.

### Agriculture

The earliest phase of agricultural development in Palmyra Township was subsistence farming according to methods imported from the timber belt. After the Civil War, relatively large-scale market farming developed. This was a response to a growing foreign demand for grain, increased mechanization, and inflation after the war. The population also changed in character from the settlement period. The pioneer community consisted of a younger predominately male population. In the late nineteenth century, the age distribution included more older people and a more equal proportion of sexes.

An important agricultural organization that emerged as an institution in the period after the Civil War was the National Grange of the Patrons of Husbandry. The Grange played a significant role in the history of Palmyra Township. Beginning in 1867, the Grange focused farm discontent into reform efforts. The organization provided cooperative social gatherings and buying. In 1872, there were 1,105 national lodges, a year later there were 8,400, and in only the first two months of 1874, 4,700 national lodges were organized. Kansas and Nebraska had the highest proportion of members in the country at this time. In the late 1870s, the Grange purchased or founded grain elevators, packing plants, flour mills, banks, insurance companies, and other small businesses serving farmers. After

1880, the Grange became primarily a social and educational organization emphasizing adult education and centered in the agricultural states of the East. Political reform was carried forward by the Farmers' Alliances. The Vinland Cooperative store was an example of the kind of business initiated by the Patrons of Husbandry. After 1884, the store was housed in a two-story commercial block with the Grange meeting hall on the second floor. Today, the landmark building is still known as the Grange Hall and is listed on the National Register.

Two characteristic patterns in the agricultural statistics for Douglas County indicate changes from the late nineteenth century to the early twentieth century. In 1875, corn was the predominant grain crop; there were 70,000 acres planted and only 2,000 acres of wheat. During the years from 1880 to 1900, however, more and more wheat was produced, although corn was still favored by a ratio of two or three to one. A significant acreage of oats was planted, and the acreage did not vary much. During the nineteenth century, timothy was the most popular variety of cultivated hay, although the volume of fenced and unfenced prairie hay was much greater. Alfalfa first appeared in the statistics in 1895; only 44 acres were planted. In 1900, there were 592 acres. By 1915, more than 15,000 acres of alfalfa were recorded and timothy hay was not even mentioned. Other crops that were historically important in Douglas County and are no longer produced were flax and potatoes. From 1880 to 1905, more than 2,000 acres of flax were recorded. From 1875 to 1940, more than 1,000 acres of potatoes were produced with a peak acreage of 4,500 acres planted in 1895. As late as 1940, 2,700 acres of potatoes were produced.

The most significant change in agriculture during the twentieth century was the substitution of mechanical power for horsepower. This was reflected in the marked decline in horse and mule numbers. In 1875, there were 6,600 horses and 434 mules in Douglas County. In 1880, there were 7,371 horses and 644 mules. A peak was reached in 1915 with 11,336 horses and 2,192 mules. Then the numbers began to fall as steam engines and tractors became more effective and widely used.

1920	9,311 horses	1,732 mules
1925	7,365	1,801
1930	5,915	1,376
1935	6,000	1,176
1940	3,930	840

(The original document continues with additional information about Baldwin City, 1866-1940, and Baker University, 1858-1940.)

### **Eudora Township – Historic Context (Nimz 2012)**

Eudora Township is located in northeastern Douglas County. The township borders Johnson County to the east, Leavenworth County to the north, Wakarusa Township to the west, and Palmyra Township to the south. The Township is approximately fifty square miles in size. In 2010, the population of Eudora Township was 7,441 with most residents living in the town of Eudora. The historic communities of Hesper and Weaver also were located in Eudora Township. A few buildings remain to mark the site of Hesper, but almost every structure in Weaver has been demolished. The population of the rural area of the township including the Hesper and Weaver sites is 1,305.

The geography of the township is primarily defined by two large rivers. The Kansas River forms the northern boundary and much of the northern part of the township lies in the flood plain. Historically, this

land is subject to flooding (with especially devastating floods in 1844, 1903, 1908, 1951, and 1993). The Wakarusa River also flows east and northeast through the township until it empties into the Kansas River.

Paleo-Indian hunters were the earliest inhabitants of this area during the period from 10,000 to 6,000 B.C.E. Later cultures combined horticulture and hunting for subsistence and eventually, agriculture. During the historic period of Native American culture, what is now Douglas County was part of the territory claimed by the Kansa. Generally, the Kansa occupied the northeast corner of Kansas from the Missouri River to the Big Blue River and from the Nebraska line south to the Kansas River. To open more land to European-American settlement after 1825, the United States government implemented a policy of "Indian Removal" of Native American nations from the Great Lakes region and the Ohio River Valley to "vacant" lands west of the Missouri River and the Missouri state border. Through a series of treaties, the federal government promised reserved land as a permanent home for the emigrant tribes. These "emigrant Indians" from the East received land reserves that extended into what is now Douglas County.

Beginning in 1828, members of the Shawnee Nation lived on the south side of the Kansas River on a reservation that included most of present-day Johnson and Douglas County. The Shawnees developed farms and raised livestock. In 1848, missionaries established a Methodist Episcopal mission near the mouth of the Wakarusa River in what is now Eudora Township.

In 1851, Reverend Abram Still was appointed Superintendent of Indian Missions, and his family came to the mission to work with the Shawnee Indians. By April 1, 1852, a two-story log house with a thatched roof had been completed and the mission school was opened. The mission was located about one half mile south of the Kansas River. About thirty pupils attended the school. Because of the hostility from pro-slavery supporters to Reverend Still's free state principles, the school closed in 1857. In 1857, a treaty with the Shawnee opened their excess lands for European-American settlement. The town of Eudora and Eudora Township were established later that year. After 1866, the demand for public land eventually led to the removal of the Shawnee nation to Indian Territory in what is now Oklahoma.

Beginning in the 1840s, the Oregon-California Trail which originated near Independence, Missouri passed through northern Douglas County, south of what is now the town of Eudora. Emigrants, prospectors, traders, and other travelers used this overland route to get to the Rocky Mountains, Utah, Oregon, and California. It was never a single route, but consisted of a series of alternate routes. Activity on the trail declined after the railroads built transcontinental lines in the 1860s and 1870s. German immigrants were a majority of the early settlers of Eudora and Eudora Township. However, Shawnees remained in the township until the 1870s. Several German-speaking Jewish-American families contributed to the early development of Eudora and established the Beni Israel Cemetery, the only Jewish cemetery in Douglas County, as early as 1858. African Americans also formed a distinct group in the community. By 1875, one in four residents of Eudora Township were African American. Most were recently freed from slavery in nearby Missouri. Few of them owned land but worked as hired hands on farms in the township.

Eudora was established in 1857. The community of Hesper to the south was founded by Quaker families in 1858 and the Hesper Friends Church, which has remained the community center was established in 1861. Many settlers in Hesper were free-state supporters during the territorial and Civil War periods. In 1863, William Quantrill and a band of Confederate guerillas passed through Eudora

Township on the way to and from their devastating raid on Lawrence on August 21. In the northeast part of Eudora Township, the hamlet of Weaver was established on the railroad line between Kansas City and Lawrence. Weaver was located on the floodplain of the Kansas River. The community survived the floods of 1903 and 1908, but the great 1951 flood severely damaged the buildings. After the flood of 1993, the last remaining structures were demolished and almost nothing remains to mark the Weaver site.

After the territorial conflicts and Civil War, the population and prosperity of Eudora Township grew dramatically. Diversified farming flourished and early farmers grew and sold grain, flax seed, hemp and castor beans. By the early twentieth century, farmers in the township were producing potatoes (especially in the Kansas River floodplain), corn, wheat, oats, alfalfa, clover, sweet potatoes, sorghum, peas, spinach, tomatoes, and many varieties of fruit including watermelons and cantaloupes. Most of the livestock, grain, and produce grown in Eudora Township was taken to Lawrence to market and process.

Stock raising was important in the nineteenth and twentieth century and continues to be important in Eudora Township. Dairy farms were common in the twentieth century. Hog farms were important, especially in the Keystone Corner area south of Eudora and just west of Hesper. Floods, droughts, and economic changes led to changes and improvements in farming methods in Eudora Township. In the twenty-first century, corn, soybeans, and wheat are the most important crops. Some diversified farming persists. Strawberries, blackberries, peaches, apples, and grapes, and vegetables are produced. Several vineyards have been established and Eudora Township remains largely agricultural in 2012.

In the twentieth century, some manufacturing and industrial jobs became available in Eudora Township. One of the most interesting buildings associated with this trend is the Sinclair Pumping Station which was constructed in 1923. The pumping station was part of a large oil pipeline that transported oil from oil fields south of Eudora to Kansas City. The Sinclair Company constructed several houses for employees of the pumping station just south of the building, but all of these structures have been demolished or moved to other locations.

World War II had a dramatic impact on the town of Eudora and Eudora Township. In 1942 the United States government awarded a contract to Hercules Powder Company to manufacture powder and ammunition for military operations. The company decided to build the Sunflower Ammunition Plant south of De Soto, Kansas, which is only two miles east of the eastern border of Eudora Township and Douglas County.

The Sunflower Plant opened in 1943 and employed thousands of workers. There was not enough housing for all the workers and their families. Many farmers rented rooms to entire families or converted agricultural buildings for living quarters. Some farmers rented tracts for families to set up camps and tents. After the war ended, the Sunflower Plant continued to produce until the 1990s although it employed a much smaller number of workers. Many of the families that relocated to Eudora and Eudora Township chose to remain after World War II ended and found work elsewhere.

In the 1950s, the smaller rural school districts in Eudora Township consolidated with the Eudora School District. Later in the twentieth century, the construction of Kansas Highway 10 accelerated the rate of development and brought residents of Eudora Township closer to Lawrence and Kansas City. Presently, Eudora Township is one of the faster growing areas of Douglas County and the state of



Kansas.

### **Grant Township – Historic Context (Hernly 2016)**

Grant Township, at approximately 20 square miles, is the smallest township in the county. It is separated from the rest of Douglas County by the Kansas River, which cuts across its southwest corner creating a triangular shaped township with only the northeast corner, approximately 25% of the land area, out of the flat Kansas River bottomland. The township is bisected by Interstate-70 running east-west separating the southern tip, approximately 25% of the area, from the northern portion.

The township is primarily rural and agricultural in character with some urban, commercial, and industrial development. North Lawrence, located in the southwest corner, is the main urban area and covers approximately 8% of the land area. It is mostly low density residential with commercial areas in the southwest corner near the bridges to Lawrence and on the west side along U.S. Highway 59 (N 2nd Street) extending north of Interstate 70 and U.S. Highways 24/40. The Lawrence Municipal Airport is near the geographic center of the township. Midland (also known historically as Burnette) is an unincorporated commercial/industrial development in the northwest quadrant located along the Union Pacific Rail Road line and U.S. Highway 59 as they angle northwest.

Grant Township developed atypically from all other townships in Douglas County. When the county was established in 1855, the land that was to become Grant Township was owned by the Delaware Tribe. In 1865, as the Union Pacific railroad was being built through Kansas, the land was ceded to the U.S. Government who then gave a land grant to the Union Pacific Railroad. Grant Township initially was organized as part of Jefferson County, but a special act of the state legislature in 1865, supported by former governor Charles Robinson who became a prominent land owner in Grant Township, transferred the land to Douglas County, and the township was organized in 1867. In 1866, the Union Pacific Railroad began selling off land along the railroad right-of-way, and current settlement patterns of the township date to that time period.

The Kansas River, and its flooding, has had a tremendous impact on the land, development, and inhabitants of the township. The soil left by millennia of flooding and river channel shifting created rich farming ground. The settlement of the township is intertwined with the story of attempting to manage and control, to the greatest extent possible, seasonal annual flooding. In some years, flooding would partially inundate the area, in others would damage crops, and in a few years would destroy buildings and disrupt lives. A system of public and privately constructed levees, connected to the raised Union Pacific railroad bed where it parallels closely to the river, was assembled over time to provide partial protection from flooding. It was not until after massive flooding in 1951 that reliable flood control was established by construction of levees and upstream reservoirs on streams feeding into the Kansas River.

Families living in Grant Township, with its relatively small size and its close proximity to North Lawrence, were not as isolated from urban services and supplies as people living in other townships. Even before the advent of trucks and automobiles, day-trips from Grant Township farms into Lawrence were commonplace. However, travel across the river required fording, crossing on ice in winter, or payment of a toll for ferry service (started in 1854) or on the toll bridge built in 1864. Ferry service, operated after 1871 by the Wilson brothers (residents of Grant Township) continued until 1879 when the charter of the Lawrence Bridge Company was annulled by the State Supreme Court, and travel across the river became toll-free. The John Wilson House at 2031 E 1250 Rd retains remnants of his family's

river transportation association with a stone-and-concrete head-wall and concrete boat ramp near the west side of the house.

**APPENDIX B**  
**PRESERVATION GOALS FROM**  
***PLAN 2040***



## **PRESERVATION GOALS FROM *PLAN 2040***

This appendix includes excerpts from various chapters of *Plan 2040*, excerpts that express our community's goals to preserve our agricultural heritage and to preserve the historic resources that support and reflect that heritage. The intent of this section is to demonstrate how historic preservation goals are woven through our County's primary planning document, the same way our historic resources are woven through our community, through the places where we live, work, learn, and play.

### **3. Growth & Development**

#### **A. Growth Management**

##### **VISION**

Our vision is to manage growth within rural Douglas County by encouraging agricultural uses and accommodating the demand for other compatible uses while protecting environmental resources.

##### **GOALS**

Retaining the rural character of Douglas County is vital for our community

1. Protect and preserve rural character through compatible design, conservation, and strong growth management principles.
  - 1.1 Conserve the visual distinction between urban and rural areas throughout Douglas County.
  - 1.3 Identify and adopt appropriate land division and zoning regulations that support rural character and development patterns.
  - 1.4 Minimize agricultural land conversion to other nonagricultural uses.
  - 1.5 Cluster residential developments to preserve agricultural lands within urban growth areas.

#### **B. Residential**

##### **VISION**

Both Douglas County and Lawrence are desirable residential locations. This plan promotes a balanced mix of housing throughout the community allowing for a wide range of housing types and residential densities based on the surrounding context.

##### **Unincorporated Douglas County (Outside the UGA)**

##### **GOAL**

Ensure a variety of appropriate housing options in the rural areas to meet the needs of the rural communities, economy, and agriculture industry.

1. Provide housing opportunities, while conserving the overall rural character of Douglas County.
  - 1.2 Revise residential development regulations to better conserve and enhance the rural character of Douglas County.
  - 1.3 Maintain existing and develop new codes accommodating various types of housing to support agricultural uses.
  - 1.4 Create zoning regulations to provide guidance and protection for the County's historic unincorporated towns.

### Within Tier 3 (Future Lawrence Growth Area)

Establish land uses patterns accommodating Lawrence's future growth and preserve infrastructure corridors for urban development.

2. Require residential development in Tier 3 to cluster, maximizing open space and to plan for future incorporation into Lawrence beyond the plan's time horizon.

2.5 Maintain regulations accommodating agricultural supported housing.

### Within Tier 2 (Lawrence's Growth Area)

#### GOAL

Tier 2 is planned and expected to urbanize within this plan's time horizon requiring high levels of coordination to ensure sustainable, cost-efficient development.

3.3 Require cluster residential development when not reasonable to be annexed, maximizing open space and preparing for urban development.

### C. Commercial

#### VISION

Strengthen and reinforce the role of commercial areas within Douglas County and Lawrence, promote economically sound and architecturally attractive new and redeveloped commercial properties in planned locations, and continue supporting Downtown Lawrence as the cultural and historical center of the community.

#### GOALS

Utilizing existing commercial centers and buildings helps create a continuity of place, maximizes our existing resources and infrastructure, and maintains vibrant neighborhoods.

5. Commercial Development Design Criteria Rural Commercial

5.1 Existing commercial areas at the intersection of a hard-surfaced County route and designated highway may expand if utilities and infrastructure are available and if the expansion is compatible in scale with surrounding uses.

5.2 Allow new commercial developments to serve rural communities at an appropriate scale where infrastructure can support the intensity of the development.

5.3 Ensure Rural Commercial developments are compatible with surrounding environments and uses.

#### Home Occupations

- Encourage and support entrepreneurs and home-based businesses.
- Review and revise the home occupation codes to encourage and support start-up businesses.

### **6. Economic Development**

#### VISION

Create a diverse range of employment opportunities by capitalizing on our highly-educated workforce, attracting new employers, encouraging and supporting entrepreneurs, retaining and growing existing business, and maximizing our potential through innovative technology sectors.

#### GOALS

Continuing to diversify the range of jobs and employers helps buffer our community from economic

shifts, and provides greater opportunity for both employees and employers within Douglas County.

1. Diversify the community's economic base.

1.7 Encourage and support diversifying local ownership of the agricultural economy.

Encouraging collaborations with local colleges and schools, employers, and our community's workers helps continue workforce retention and development for future economic development.

2. Expand the pool of quality jobs, workforce retention, and new job advancement.

2.3 Foster educational partnerships with schools to help formalize career pathways throughout the community's job market.

2.4 Develop and expand educational facilities to provide job and skills training to the community's workforce.

## 7. Community Resources

### A. Historic Resources

#### VISION

We honor the vibrant history of the county and city by protecting appropriate historical assets, which contribute to our sense of place. Future growth will complement our community's historical assets and enhance our unique character.

#### GOALS

1. Identify, evaluate, designate, and preserve our community's historic resources.

1.1 Maintain Certified Local Government status for both Douglas County and the City of Lawrence.

1.2 Maintain and strengthen the local preservation ordinances for both Douglas County and the City of Lawrence.

1.3 Adopt a comprehensive historic resources preservation plan.

1.4 Integrate historic preservation elements in Specific Land Use and Neighborhood plans.

1.5 Create incentives to encourage adaptive reuse of historic structures.

1.6 Encourage and facilitate adaptive reuse of historic structures.

1.7 Continue locating, surveying, and assessing historic resources throughout Douglas County and the City of Lawrence.

1.8 Establish funding priorities for evaluation and protection efforts.

1.9 Evaluate all structures over 50 years old for their historic significance and educate owners on the ways such structures could be protected as a historic asset.

2. Conserve and protect the visual context of historic resources.

2.1 Encourage infill development that is compatible with historic patterns and styles.

2.2 .

2.3 Create appropriate transition areas between historic districts and structures, and adjacent development.

2.4 Support property owners who want to list eligible properties to the local, state, and/or national registers of historic places.

2.5 Expand the use of overlay districts and design guidelines to enhance unique places in our

community.

- 2.6 Create conservation districts to protect historic environs. (This feature could be added to the Open Space Plan currently being developed, and include protection of areas around open spaces, such as the Baker Wetlands.)
  - 2.7 Implement a demolition by neglect ordinance to protect significant historic structures from neglect. (Is this needed or desired in the unincorporated areas of the county?)
  - 2.8 Adopt rehabilitation building and fire codes. (This would require additional County staff resources.)
  - 2.9 Reuse and reinvest in existing structures to strengthen their longevity and use.
  - 2.10 Develop historic district sustainability guidelines to encourage maintaining the historic fabric and resources invested in existing structures and sites. (This would require additional County staff resources.)
3. Protect and maintain publicly owned historic resources.
    - 3.1 .
    - 3.2 Formalize a review process for all public improvements to determine potential effects on preservation efforts. (This would require additional staff resources from multiple departments.)
    - 3.3 Evaluate community owned buildings for significance to the historic registers and promote appropriate repairs and maintenance to ensure compatibility with listings. (Some county owned buildings have been surveyed as part of the Township historic surveys, it's believed that not all County owned buildings in unincorporated areas have been assessed for historic significance. This would require additional staffing, or use of a consultant.)
4. Incentivize the preservation of historic resources.
    - 4.1 Incorporate historic conservation and preservation in Lawrence's and Douglas County's economic development programs.
    - 4.2 Promote the utilization of existing tax credits, exemptions, and investment programs.
    - 4.3 Promote the Historic Preservation Tax Incentives program to encourage compatible sustainability on historic structures and sites. (The Kansas Historic Rehabilitation Tax Credit program is overseen by the KSHS).
    - 4.4 Create and promote tax incentives and abatements for the restoration, renovation, and re-use of historically designated buildings and structures. (Creation of any new incentives requires staffing and funding.)
    - 4.5 Implement façade improvement grants and incentives for occupants of historic structures. (Creation of any new incentives requires staffing and funding.)
    - 4.6 Implement incentives for conserving historically significant farming lands and structures. (Creation of any new incentives requires staffing and funding.)
    - 4.7 Incentivize environmental hazards abatement in significant historic structures. (Creation of any new incentives requires staffing and funding.)
    - 4.8 Retain and maintain historic single-family residences in residential historic and conservation districts.
    - 4.9 Incentivize the appropriate reuse and revitalization of historic structures. (Creation of any new incentives requires staffing and funding.)

4.10 Maintain the Douglas County Natural and Cultural Heritage Grant Program.

B. Parks, Recreation, & Open Space

VISION

Create and maintain a variety of recreational opportunities and open spaces to protect sensitive lands and increase options for residents of all abilities and ages to lead a healthy and active lifestyle.

GOALS

2. Encourage innovative land acquisition and open space preservation.
  - 2.1 Incentivize land dedications, conservation easements, and other voluntary mechanisms to protect natural and historic areas of the community for public purposes.
  - 2.2 .
  - 2.3 Create awareness and education programs showing the benefits of natural and historic areas.
5. Preserve and enhance natural areas of the community.
  - 5.3 Design historic sites and historic ecosystems into spaces for conservation and enjoyment by future generations.

E. Food Systems Development

VISION

Create a robust local food system that enriches producers and consumers, and that bolsters our communities' health, wealth, and resilience.

GOALS

Ensuring agriculture's role in our community helps signify its importance in our local economy and shapes our local identity.

2. Identify and encourage opportunities for growth in local agriculture and food-based enterprises, including employment, tax base, and income.
  - 2.1 Develop support for economic development and business support services tailored to a diversified agricultural system, including infrastructure and value-added agricultural production.
3. Enhance connectivity to the built environment to promote healthy food access through the planning process.
  - 3.3 Expand integration of food production within communities, including community gardens and agriculture-based cluster subdivisions.
4. Ensure a resilient future for our food system.
  - 4.2 Incentivize conservation and preservation practices for agricultural landscapes, pollinator habitats, and connected waterways.
  - 4.3 Maintain and protect working lands and high-quality agricultural soils for future generations, including as part of Specific Land Use Plans.



# APPENDIX C

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