



## **Historic Preservation Commission**

**Monday, July 22, 2024**

**City Hall 2<sup>nd</sup> Floor Conference Room – 601 Main St W. Ashland, WI 54806**

**5:00 PM**

Take notice that a meeting of the Historic Preservation Commission will be held in- person in the City Hall Council Chambers, with the availability to attend virtually.

To join the meeting from your computer, tablet or smartphone <https://meet.goto.com/978070741>. Or dial in using your phone. United States (Toll Free): 1 877 309 2073 Access Code: 978-070-741

The following items will be considered:

### **1. Call to Order and Roll Call**

### **2. Approval of Agenda**

### **3. Consent Agenda**

- a. Approval of minutes from the April 22nd, 2024 Historic Preservation Commission meeting

### **4. Identify Potential Conflicts of Interest**

### **5. Public Comment (non-agenda items)**

### **6. Old Business**

- a. Discussion on Preservation Planning
- b. Update on Properties Recommended for Local Historic Nominations
- c. Update on a Potential National/State Register Nomination for Our Lady of the Lake Church and School
- d. Discussion on Miscellaneous HPC Items

### **7. Announcements/Reports/Comments/Questions**

### **8. Adjournment**

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601 Main Street West — Ashland, WI 54806 — [www.coawi.org](http://www.coawi.org)

## **HISTORIC PRESERVATION COMMISSION MEETING AGENDA**

**April 22nd, 2024 at 5:00PM in the 2<sup>nd</sup> Floor Conference Room and via Go To Meetings**

**The meeting can be joined in person or by using a computer, smartphone or tablet at.**

<https://meet.goto.com/978070741>

**The meeting can also be joined by phone at  
1 877 309 2073 using Access Code: 978-070-741**

**Present:** Andy Goyke, Magge Ericson, Steve Schraufnagel (virtual), Kristen Huset, Terri Erickson, Jeff Muse

Absent: None

### **AGENDA**

1. Call to Order and Roll Call  
Chair Schraufnagel called the meeting to order at 5:01 pm and a quorum was declared present.
2. Approval of the Agenda  
Chair Schraufnagel asked for approval of the agenda. Ericson moved to approve the agenda as written and Goyke seconded. The motion carried 5-0.
3. Consent Agenda
  - a. Approval of minutes from the January 22<sup>nd</sup>, 2024 Historic Preservation Commission meeting  
Chair Schraufnagel asked for approval of the minutes from the January 22<sup>nd</sup> Historic Preservation Commission meeting. Muse moved to approve the minutes as written and Huset seconded. The motion carried 5-0.
4. Identify potential conflicts of interest  
None
5. Public Comment (non-agenda items)  
None. Wiley introduced Assistant Planner Terri Erickson to the Commission. He provided some background information on Ms. Erickson to the Commission and explained that she is a licensed architect in Minnesota. She has worked in the architectural profession for many years and is pivoting into planning like he did.
6. Action Items:  
None

7. Discussion Items:

- a. Wisconsin Association of Historic Preservation Commissions (WAHPC) Membership  
Wiley updated the Commission and explained that they had voted to approve the City becoming a member at the January meeting. He had sent in the membership information to WAHPC.
- b. Discussion on Preservation Planning  
Wiley explained that he had sent out the links to the example plans for a few communities that he thought were good precedents for Ashland's historic preservation planning efforts. Goyke stated that there is a lot of commonality and that we are not really reinventing the wheel. He was not sure what to do with it. Ericson stated that we need to have an outline. She sent Wiley one from Florida. She was involved with the CRA (Community Redevelopment Agency) for years. The master plan for Crystal River lays out colors and they went into strict requirements. ADA ramps needed to be in the back not in the front so they could continue the look of 1900s, 20s, 30s buildings that have been around. The water tower has been designated as historic. The connection with the UP and this area is strong. Lumbermen and loggers would go to Florida to do harvesting to make pencils. They had Michigan Town, a town hall that she helped restore. They are trying to keep that waterfront a little town. Goyke asked Wiley if he could see Ashland having a plan analogous to one of the three plans. Wiley answered that he could. Ericson asked if we could contract with Traci Schnell. Schraufnagel stated that if we had a budget yes but she is booked out 6 months or more. He sent Schnell's contact information to Our Lady of the Lake. She is booked out 12 months on this.
- c. Update on Properties Recommended for Local Historic Nominations  
Schraufnagel asked if Muse received the email with information on the owner list of candidate properties. Muse answered that he did not believe so. Schraufnagel asked Wiley to resend the email to him and Muse. Ericson asked if the Commission would be informed on the who what, etc. Wiley answered affirmatively. Ericson asked if there were properties on the east side of Ashland. She stated that there should be. Huset asked what the dividing line was and if it was Ellis Avenue. Wiley answered that the dividing line was Ellis Avenue. Schraufnagel stated that Bohemian Hall stands out. He asked Wiley if he had a chance to talk to Nancy regarding this. Wiley answered that he had not.
- d. Update on a Potential National/State Register Nomination for Our Lady of the Lake Church and School  
Wiley and Schraufnagel updated the Commission. Schraufnagel reached out to Traci Schnell. He had sent the links for the State and National nominations provided to him by Traci Schnell. Schraufnagel and Muse are members of the parish. Schraufnagel has not heard anything on what will happen but the parish's timeline is quicker than what the tax credit programs would allow. A tax credit that an investor could buy and be credited back to OLL was in the range of \$225,000. Whether to proceed or not was up to the Board of Trustees however. Schraufnagel stated that he gave them information and it is up to them to move forward on it.
- e. Discussion on Miscellaneous HPC Items  
Ericson brought up Fifield's mansion which is being reroofed. Rosalyn is in communication with SHPO and has gotten tax credits on that one. They are working with her on HVAC, plumbing, the whole 9 yards, painting, etc. She has approval on the roof and roof work is being done.



Schraufnagel stated that on Fifield Row a few questions have come up on what people can use the credits for. There are many eligible expenses for tax credits including things you cannot see from the street.

Lockwood's # 4 including the front portion is undergoing restoration. There is a lot of rot there. There is steamed curved board. Old 1887 curve.

Ericson stated that a lot of people are asking what is happening with Steve Bakos' house #7. Schraufnagel stated that Bakos renewed his permit and we can get an update on his construction schedule.

Muse asked if there is an update on Al Smiles. Wiley stated that did not have an update. Wiley asked Schraufnagel if he has contact information for Mr. Smiles. Schraufnagel does and will talk to him and get Wiley information to reach him. Wiley stated that he could call him.

8. Announcement/Reports/Comments/Questions

Wiley did not have any additional updates. Schraufnagel mentioned Northland College's financial situation and deadline to raise \$12 million in order to remain open. Schraufnagel asked Goyke if Goyke had any insight into the situation at Northland College. Goyke stated that he has no idea and that there was suppose to be an announcement with an update tomorrow.

9. Adjournment

Schraufnagel asked for a motion to adjourn. Goyke moved to adjourn and Ericson seconded. The Commission voted 5-0 to adjourn and the meeting adjourned at 5:35 pm.

Recorded by:

Steven D. Wiley, AICP  
Planning and Development Director

# CITY OF CEDAR RAPIDS HISTORIC PRESERVATION PLAN



# ACKNOWLEDGEMENTS

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Tim Oberbroeckling  
Mark Stoffer Hunter  
Barbara Westercamp

## CONSULTANT TEAM

Winter & Company  
Noré Winter  
Julie Husband

This project was produced under the terms of a Memorandum of Agreement, pursuant to Section 106 of the National Historic Preservation Act, among the U.S. Department of Homeland Security's Federal Emergency Management Agency, the State Historical Society of Iowa, Iowa Department of Homeland Security and Emergency Management, and the City of Cedar Rapids, regarding the demolition of historic properties in Cedar Rapids, Linn County, Iowa. FEMA administered Federal disaster assistance through FEMA's Public Assistance Program pursuant to the Robert T. Stafford Disaster Relief and Emergency Assistance Act for the demolition of historic properties damaged as a result of flooding in July 2008 that resulted in declared disaster DR-1763-IA.

Note that where a source is not indicated, the image was provided by Winter & Company.

*Figure 1: 1868 "Birds Eye" View of Cedar Rapids (above) and Kingston (below). Source: Web*

# TABLE OF CONTENTS

|                                                             |               |
|-------------------------------------------------------------|---------------|
| <b>PART 1 - PRESERVATION IN CEDAR RAPIDS</b>                | <b>1</b>      |
| <b>Introduction</b>                                         | <b>3</b>      |
| Cedar Rapids Preservation Program Overview                  | 3             |
| What is Historic Preservation?                              | 4             |
| Benefits of Preservation                                    | 4             |
| What is a Historic Preservation Plan?                       | 7             |
| How to use the Historic Preservation Plan                   | 7             |
| Relationship to Other Plans and Policies                    | 7             |
| Community Outreach                                          | 8             |
| Chronology of Historic Preservation Efforts in Cedar Rapids | 8             |
| <br><b>A Vision for Preservation in Cedar Rapids</b>        | <br><b>10</b> |
| <b>Cedar Rapids Preservation Program</b>                    | <b>15</b>     |
| Overview of Preservation Program Components                 | 15            |
| Goals, Policies & Incentives                                | 16            |
| Overall Goals, Policies and Initiatives                     | 16            |
| Administration                                              | 20            |
| Identification                                              | 21            |
| Management Tools                                            | 23            |
| Incentives & Benefits                                       | 30            |
| Education                                                   | 32            |
| Community Preservation Program Partners                     | 36            |
| <b>Implementation</b>                                       | <b>38</b>     |
| <br><b>PART 2 - PRESERVATION BACKGROUND</b>                 | <br><b>45</b> |
| <b>Historic Preservation Program Components</b>             | <b>47</b>     |
| Administration                                              | 48            |
| Identification                                              | 50            |
| Management Tools                                            | 65            |
| Incentives & Benefits                                       | 74            |
| Education                                                   | 76            |

## **PART 3 - THE CITY'S CULTURAL RESOURCES 81**

|                                         |     |
|-----------------------------------------|-----|
| Historic Survey Contexts                | 83  |
| Existing Landmarks and Districts        | 92  |
| A Description of Property Types         | 99  |
| Community Preservation Program Partners | 105 |

## **APPENDICES 109**

|                                                                |            |
|----------------------------------------------------------------|------------|
| <b>Appendix 1 - Community Outreach</b>                         | <b>111</b> |
| <b>Appendix 2 - Preservation Ordinance Review (Chapter 18)</b> | <b>129</b> |
| <b>Appendix 3 - Historic Survey Prioritization Table</b>       | <b>138</b> |
| <b>Appendix 4 - Glossary</b>                                   | <b>140</b> |
| <b>Appendix 5 - National Register Criteria for Evaluation</b>  | <b>145</b> |

# PRESERVATION IN CEDAR RAPIDS



Figure 2: "Scene on First Avenue" photo taken by William Baylis c. 1900. 200 block of First Avenue NE. Source: City of Cedar Rapids.



## Cedar Rapids Local Historic Landmarks and Districts and NRHP-Listed Districts and Properties

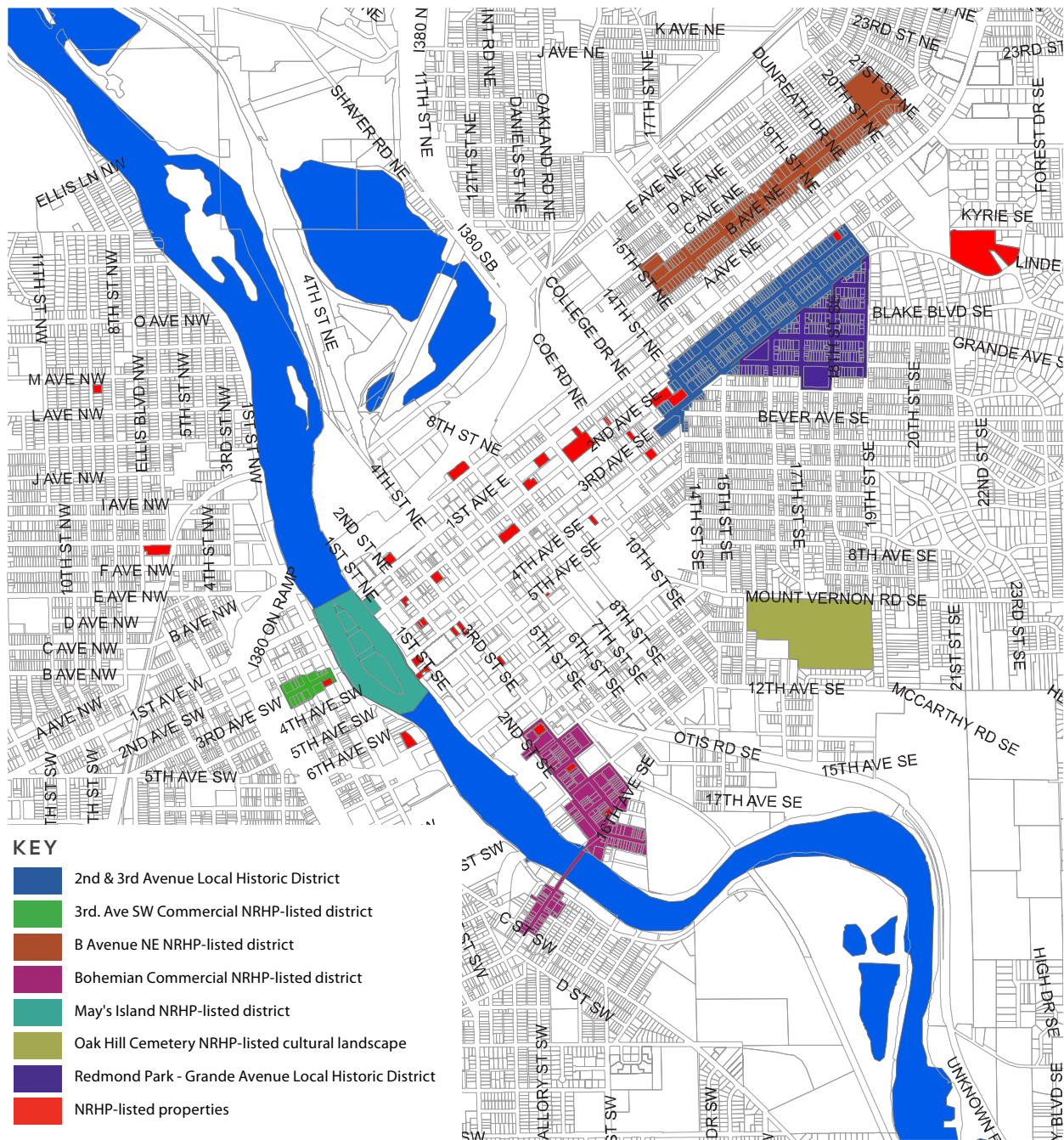


Figure 3: Many of the officially listed historic properties are located on the east side of the Cedar River. The largest concentrations of these historic properties are in the 2nd & 3rd Avenue and Redmond Park-Grande Avenue Local Historic Districts and the B Avenue NE NRHP - listed district. Districts that are under the oversight of the Historic Preservation Commission include: 2nd & 3rd Avenue Local Historic District and Redmond Park-Grande Avenue Local Historic District. Source: City of Cedar Rapids 2014 GIS database.

# INTRODUCTION

## CEDAR RAPIDS PRESERVATION PROGRAM OVERVIEW

Cedar Rapids has a well-established preservation program, which enjoys broad support by its citizens. It also is recognized as a key ingredient in community well-being and livability. Noteworthy National Register of Historic Places (NRHP) individual listings, such as the Veteran's Memorial Coliseum and Linn County District Court, stand as signature reference points in the city and other places, including numerous churches and schools, symbolize the community's heritage. Some parks, sites and other structures also are valued for their historic significance. Archaeological remains extend this sense of connection with the past.

In many parts of the city, entire neighborhoods maintain their historic character and provide places to live today while retaining a sense of the past. Other older neighborhoods with traditional building patterns also contribute to the sense of place that is Cedar Rapids, even though they may not be officially designated. These areas, both residential and commercial, enhance the city's quality of life.

Many historic properties are formally listed in the NRHP and as contributing properties within Local Historic Districts. Others remain to be identified as having historic significance and still others, while known to be of historic value, have not been formally designated.

While historic properties are valued, many factors challenge their preservation. Some properties may be altered in ways that diminish their integrity. Others may be under pressure for demolition, sometimes for redevelopment and sometimes because of extensive deterioration.

These challenges exist in part because some people may not value their historic properties. Others are not aware of the significance of their properties, or lack the means to maintain them. In some cases, other objectives may appear to be in conflict with preservation. Responding to these factors in strategic ways is key to an effective preservation program.

While challenges will continue, this is a particularly exciting time of opportunity for preservation in Cedar Rapids, as well as nationally. There is an increasing understanding of the roles that preservation and neighborhood conservation can play in sustainability and how they complement many other community development objectives. New partnerships are forming in which a variety of groups promote historic properties in their work programs. For example, health care providers are promoting "Healthy Heritage" walks as part of their preventive medicine strategies.



*Figure 4: Aerial view of Cedar Rapids. Source: City of Cedar Rapids*



*Figure 5: View of Veteran's Memorial Building on May's Island. Source: City of Cedar Rapids*





*Figure 6: Cedar Rapids' historic properties are essential components of the City's identity. They enhance quality of life, economic vitality, and environmental sustainability.*

*Theatre Cedar Rapids building at 102 Third Street SE. Opened in June 1928 as the Iowa Theatre Building.*



*Figure 7: Grant Wood, a prominent member of the Regionalist movement and one of the most famous painters of the 20th Century, lived and worked at #5 Turner Alley from 1924 - 1935. Today, the studio is open for tours and supports the City's heritage tourism program.*

## WHAT IS HISTORIC PRESERVATION

Preservation means having properties and places of historic and cultural value in active use and accommodating appropriate improvements to sustain their viability while maintaining the key, character-defining features which contribute to their significance as cultural resources. In addition, preservation means keeping cultural resources intact for the benefit of future generations.

## BENEFITS OF HISTORIC PRESERVATION

Cedar Rapids' historic properties are essential components of the City's identity. They enhance quality of life, economic vitality, and environmental sustainability. Investment in these assets ensures that the social, cultural, and economic attraction of the City is maintained and enhanced.

### Livability and Quality of Life

The distinct character of Cedar Rapids contributes to the city's identity and sense of community. When historic buildings occur together on a block, they create a street scene that is "pedestrian friendly," which encourages walking and neighborly interaction. Decorative architectural features also contribute to a sense of identity that is distinct from newer areas of the city. This sense of place also reinforces desirable community social patterns and contributes to a sense of security.

### Construction Quality

Early construction often was of high quality. Lumber came from mature trees, was properly seasoned and typically milled to "full dimensions," providing stronger framing and construction. Buildings also were thoughtfully detailed and the finishes were generally well crafted—characteristics that owners today appreciate. The quality of construction in earlier buildings is therefore an asset.

### Adaptability

Owners also recognize that the floor plans of many historic properties easily accommodate changing needs. Rooms in historic homes and commercial buildings are frequently large, permitting a variety of uses while retaining their overall historic character.

### Economic Benefits

The economic benefits of investing in historic properties is well-documented. Because historic properties are finite and cannot be replaced, they can be precious commodities. Preservation therefore adds value to property. Other economic benefits come from jobs generated for rehabilitation projects and on the income generated by heritage tourism.

## Historic Rehabilitation Projects

Preservation projects are generally more labor intensive, with up to 70% of the total project budget being spent on labor, as opposed to 50% when compared to new construction. This means that more of the money invested in a project will stay in the local economy and not be used toward materials and other costs or sourced outside the community. Furthermore, a rehabilitation project can provide functional, distinctive, and affordable space for new and existing small businesses. This is especially relevant to the local economy where many local businesses operate in historic buildings.

## Heritage Tourism

Heritage tourism is another benefit of investing in historic preservation, as people are attracted to the cultural heritage sites within an area. These resources provide visitors a link to Cedar Rapids' history and an understanding of its contribution to state and national history. Cultural heritage tourism means traveling to experience the places that authentically represent the stories and people of the past and present. It includes cultural, historic, and natural resources. Heritage tourists spend more dollars on travel than other tourists. Studies show that heritage tourism also stimulates employment in hotels, bed and breakfasts, motels, retail stores, restaurants, and other service businesses. The City has an opportunity to build this segment of the economy because many of its historic buildings and districts are of interest to visitors. However, it must make substantial improvements to the historic building stock and expand interpretive programs to do so. (See page 18 for more detail.)

## Environmental Benefits

Sustainable development and the conservation of resources also are central principles of historic preservation. Sensitive stewardship of the existing building stock reduces environmental impacts, because re-using a building preserves the energy and resources invested in its construction, and removes the need for producing new construction materials.

## Embodied Energy

Embodied energy is defined as the amount of energy included to create a building and its components. Preserving a historic structure retains this energy investment. Wood, stone, brick, and glass all manifest the energy investment of their creation and the energy invested in building construction. If demolished, this investment in embodied energy is lost and significant new energy demands are required to erect a replacement. In addition, according to the Environmental Protection Agency, building debris constitutes around a third of all waste generated in the country. This can be reduced significantly if historic structures are retained rather than demolished.



*Figure 8: Heritage tourism is another benefit of investing in historic preservation, as people are attracted to the cultural heritage sites within an area. These resources provide visitors a link to Cedar Rapids' history and an understanding of its contribution to state and national history.*

*Old Federal Building and Post Office built 1908-1909 at Second Avenue and Third Street SE.*

## **Sustainable Building Materials**

Many early builders used durable traditional materials of wood, stone, and brick and they were built for longevity, in a manner that allows for repairs to be conducted easily.

The sustainable nature of historic construction is best illustrated by the design and construction of a window. Historic windows can be repaired through reglazing and the patching and splicing of wood elements. Contemporary windows are often difficult to repair, with replacement as the only option. For example, if a seal is disturbed in a vinyl window the best approach is to replace that particular window, rather than repair the part, as is the case for a historic wood window, and the damaged one then goes into the landfill. Older windows often were built with stronger, durable, weather resistant wood that will last for decades when maintained properly.

## **Building Energy Savings**

Repair and weather-stripping or adding insulation usually is more energy efficient and much less expensive than replacing windows. Much of the energy lost from a house is from air infiltration through the attic, uninsulated walls, and around the windows and door cavities, and not through the glazing of windows and doors. Proper caulking and insulation around windows and doors, combined with adding insulation in attic space, will save energy at a higher rate than by replacing single paned wood windows with double or triple paned alternatives.

As cities across the country develop more focused sustainability programs, the environmental benefits of historic preservation will become even more important. It is essential that preservation advocates actively participate in policy development along these lines.

## WHAT IS A HISTORIC PRESERVATION PLAN?

This Preservation Plan is the guiding document for the City of Cedar Rapids to use in cooperation with the City's Comprehensive Plan for maintaining historic properties and places while also planning for the future of the city. The historic setting of neighborhoods, such as Czech Village, and downtown are important to the identity of the community. However, the historic properties that contribute to the setting are under threat from improper treatment, insensitive development, and natural disasters. In order to protect these resources, but also continue to allow economic development, the City must gain a clear picture of the existing resources and seek the means to protect the community character that local residents seek to preserve.

## HOW TO USE THE HISTORIC PRESERVATION PLAN

The Historic Preservation Plan provides both the vision and the policy direction for historic preservation within the City through the identification of goals, policies, and initiatives. The plan will be used by the City and preservation groups to guide and monitor preservation efforts within the community. Businesses, property owners and members of the general public may also use the plan to learn about the preservation program and the status of the preservation initiatives.

Historic preservation is a part of many community interests, including housing, sustainability, and economic development. Therefore, this plan seeks to balance broader community objectives while achieving its core mission of retaining cultural resources in the context of other City initiatives.

## RELATIONSHIP TO OTHER PLANS AND POLICIES

The Historic Preservation Plan is a component of EnvisionCR, the City's Comprehensive Plan. Other documents that relate closely to the Historic Preservation Plan include:

- Guidelines for Cedar Rapids Historic Districts 2008
- Various Historical and Architectural Reconnaissance Survey Reports
- Cedar Rapids, Iowa, Code of Ordinances, Chapter 18 Historic Preservation
- Iowa Code, Chapter 303.20
- Certified Local Government Program and Agreement
- The Secretary of the Interior's Standards for Archaeology and Historic Preservation

In addition to these documents and other community plans and policies, the plan works with the federal, state and local regulations that provide the legal basis for historic preservation efforts in Cedar Rapids. Local regulations include zoning standards that relate to all properties in the city as well as special overlays for local historic districts that enable the Cedar Rapids Historic Preservation Commission (HPC) to review modifications to local landmarks and properties within local historic districts.



*Figure 9: The historic setting of downtown is important to the identity of the community; however, the historic properties that contribute to the setting are under threat from improper treatment, insensitive development and natural disasters.*

*300 block of Third Avenue SE. Right to left: Arco Building (c. 1930), Kubias Building (1902), Heritage Building (1893 & 1905).*



*Figure 10: Many community members attended the public Open House for the presentation of the Draft Plan in April 2015.*

## COMMUNITY OUTREACH

In the course of developing the Preservation Plan, the following meetings, focus groups, and public events helped to inform the development of the Historic Preservation Plan.

- Focus group meeting with historic preservation interest groups (April 2014, September 2014)
- Focus group meetings with health care representatives (September 2014)
- Focus group meetings with business and development representatives (April 2014)
- Public workshop (September 2014)
- City departments (April 2014, September 2014)
- Public open house (April 2015)

Nearly 40 members of the public attended the public workshop held in September 2014. At this event participants initially responded to questions individually. Then they divided into groups where they consolidated their ideas. At the open house held in April 2015, approximately 30 members of the public provided input on the initiatives outlined in the Preservation Plan.. Please see Appendix 1 for the results of the input received.

## CHRONOLOGY OF HISTORIC PRESERVATION EFFORTS IN CEDAR RAPIDS

The following chronology identifies key historic preservation efforts in Cedar Rapids from the early 1970s to 2015.

1970s – Early preservation awareness efforts commence

1976 – Early discussions regarding the development of a potential Historic Preservation Ordinance for Cedar Rapids



1976 – The first Historical and Architectural Reconnaissance Survey in Cedar Rapids takes place for structures proposed to be removed or demolished under the Community Development Program

1978 – May's Island Historic District accepted to National Register of Historic Places

1980s – Historical surveys and reports of individual properties and small areas in the core of the community

1994 – Adoption of the City's Historic Preservation Ordinance by the Cedar Rapids City Council

1994 – Establishment of the Cedar Rapids Historic Preservation Commission

1999 – The City establishes the Redmond Park-Grande Avenue and the 2nd and 3rd Avenue Local Historic Districts

2001 – Creation of a task force to develop recommendations to the Cedar Rapids City Council regarding design guidelines for buildings within the City's Local Historic Districts

2002 – Adoption of the Guidelines for Cedar Rapids Historic Districts by the Cedar Rapids City Council

2002 – Establishment of the Bohemian Commercial Historic District, which was expanded in 2009

2008 – Devastating flood impacts multiple historic properties in the core of Cedar Rapids

2009/2010 – Architectural Reconnaissance Surveys undertaken for flood impacted neighborhoods in the core of the community to identify historical resources and assets

2011 – City enters into multiple memorandums of agreements with the Federal Emergency Management Agency and other agencies to address the impacts on historic properties and begins implementation of these measures

2013 – Efforts to create historic districts continued with the successful establishment of the B Avenue NE NRHP-listed District and the Oak Hill Cemetery NRHP-listed Cultural Landscape

2014 – Completed the Cedar Rapids Citywide Historic and Architectural Reconnaissance Survey, which focused on areas of the city not previously surveyed and developed prior to 1965 and established the 3rd Avenue SW Commercial NRHP-listed District

2015 – The City Council approves the City's first Local Historic Landmark, the Ausadie Building



# A VISION FOR PRESERVATION IN CEDAR RAPIDS

As the Preservation Plan is implemented, results will be seen in a more vital city with an active downtown and well-kept older neighborhoods. The community vision for historic properties and the preservation program is described in this series of qualitative statements:



*Figure 11:*



*Figure 12:*

## 1. HISTORIC PROPERTIES ARE INTEGRAL TO LIFE IN CEDAR RAPIDS.

In the future, historic preservation in Cedar Rapids is a vital part of broader community development policies and objectives. It serves as an important tool in economic development, public health, sustainability, housing and cultural enrichment. In this respect, it embraces a holistic approach to planning and development.

*Figure 11 Peter Pan Bakery building in the 300 block of Sixth Avenue SE.*

*Figure 12: George Greene Square c. 1910. Photo by William Baylis. Source: City of Cedar Rapids*



Figure 13:



Figure 14:

## 2. HISTORIC PROPERTIES CONVEY THE HUMANITY OF THE CITY.

They provide links to heritage and enable people to feel a sense of connection with their past and with the community as a whole. Historic properties also provide opportunities to interpret the history of the community, to comment on events that have shaped it, and build a cultural understanding.



Figure 15:



Figure 16:



Figure 17:

## 3. A NETWORK OF INDIVIDUALS AND ORGANIZATIONS SUPPORT HISTORIC PRESERVATION THROUGHOUT THE COMMUNITY.

In the future, the preservation program remains community-based, inviting different organizations to share in its activities. It links official City preservation components with conservation-related activities of other groups and individuals.

Figure 13: McKinley School at 610 Tenth Street SE. Built 1921-1922.

Figure 14: Atop the Veteran's Memorial Building on Mays Island. Opened in 1928.

Figure 15: Brucemore Historic Site and Community Cultural Center at 2160 Linden Drive SE

Figure 16: The History Center at 800 Second Avenue SE. Source: Web

Figure 17: National Czech & Slovak Museum & Library at 1400 Inspiration Place SW. Source: Web





Figure 18:



Figure 19:



Figure 20:

## 4. HISTORIC PRESERVATION IS SOLUTION ORIENTED.

The program helps owners find solutions for maintaining historic properties in active and appropriate uses. This includes the City permitting process.



Figure 21:

## 5. HISTORIC PRESERVATION LOOKS FORWARD WHILE VALUING THE PAST.

The program seeks ways in which historic properties help maintain the vitality of the city. It is forward looking, helping the community meet its aspirations for the future in ways that make best use of its older built resources.

*Figure 18: Bottleworks at 905 Third Street SE. Built in 1946 as Witwer Grocer Company. (NRHP)*

*Figure 19: Sokol Gymnasium building, at 415-417-419 Third Street SE. Opened in 1908. (NRHP)*

*Figure 20: Bethel AME Church at 512 Sixth Street SE. Built in 1931. (NRHP) Source: Web*

*Figure 21: Bohemian Commercial Historic District. Third Street SE from Tenth Avenue to Eleventh Avenue SE.*

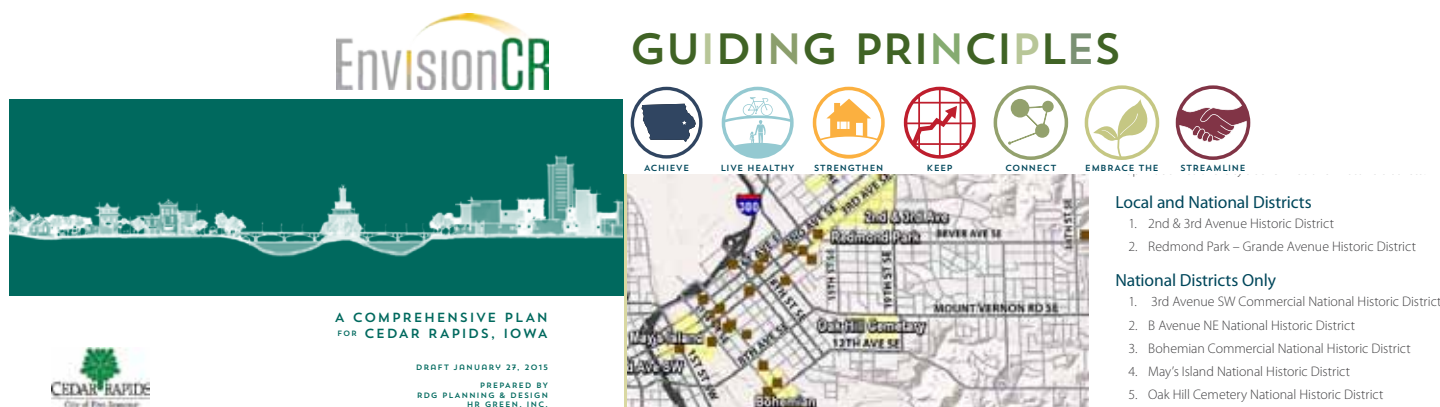


Figure 22:

## 6. HISTORIC PRESERVATION IS INTEGRATED IN PLANNING EFFORTS.

Many departments and agencies in the community recognize the value of historic properties and employ strategies which support historic preservation as they seek to achieve their individual missions.



Figure 23:

## 7. THE CITY'S HISTORIC PRESERVATION PROGRAM IS READILY ACCESSIBLE.

Program components are easy to understand and lay people, as well as professionals, can participate in the system at a variety of levels. They can engage in researching and nominating resources for designation. They also can easily comment on City preservation activities and they can anticipate the potential outcomes of properties that are managed by preservation tools.

Figure 22: Cover and report graphics from the City's Comprehensive Plan, 2015. Source: City of Cedar Rapids

Figure 23: View of Mays Island c. 1915. Old City Hall at left on Third Avenue. Source: City of Cedar Rapids





Figure 24:



Figure 25:



Figure 26:



Figure 27:

## 8. THE PRESERVATION PROGRAM PROVIDES GUIDANCE FOR TREATMENT OF HISTORIC PROPERTIES.

Historic properties are identified and described in a manner that helps people understand their significance and interpret their association with the community. They are then listed, or designated, as appropriate in a manner that helps facilitate informed management of the properties. A set of tools is then applied, including regulations, incentives and benefits, which are coordinated with this evaluation and designation system, providing the appropriate degree of benefits and restrictions.



Figure 28:



Figure 29:



Figure 30:

## 9. HISTORIC PROPERTIES ARE KEY TO THE CITY'S SUSTAINABILITY INITIATIVES.

Preserving historic properties is a fundamental part of a comprehensive approach to sustainability. Keeping historic properties in use conserves the energy embodied in their creation. Historic buildings also can operate in energy conserving ways, and compatible retrofits for energy conservation are encouraged.

*Figure 24: Historic rehabilitation*

*Figure 25: Buersh House restoration at 77 Sixteenth Avenue SW (in process).*

*Figure 26: Buersh House restoration at 77 Sixteenth Avenue SW (after).*

*Figure 27: Restored Ferguson-Huston House at 1208 First Avenue NW . Built in 1886.*

*Figure 28: Lustron prefabricated house at 2009 Williams Boulevard SW. Source: City of Rapid City*

*Figure 29: Borden Hutchinson Building at 200 Fifth Avenue SE. Built in 1919.*

*Figure 30: Rehabilitation of 19th Century structures in the 200 block of Third Street SE occurred in 1986, 1997 and 2006.*

# CEDAR RAPIDS PRESERVATION PROGRAM

## OVERVIEW OF PRESERVATION PROGRAM COMPONENTS

Many groups contribute to Cedar Rapids' preservation program using a range of strategies and tools that work together to form its essential components. While many initiatives will be directed and led by the City, they will require collaboration with preservation partners and other stakeholders to be successful.

The preservation program is organized around five strategic components:

### **Administration**

The framework for operating the preservation program.

### **Identification**

The survey and recognition of properties with cultural or historic significance.

### **Management Tools**

The specific mechanisms for protecting historic properties.

### **Incentives and Benefits**

Programs that assist property owners and support preservation.

### **Education**

The tools to build awareness and strengthen skills to support preservation.

For each component, a series of goals, policies and initiatives are identified.

### **Goal**

An overarching statement of intent/objective to guide preservation-based decisions.

### **Policy**

A more specific intent/objective statement to guide preservation decisions and activities.

### **Initiative**

Initiatives identify the step required to achieve the policies in the plan. They are often prioritized.



*Figure 31: Cupola atop the Immaculate Conception Church (1914-1915) at Third Avenue and Tenth Street SE.*



## GOALS, POLICIES AND INITIATIVES

This section outlines the goals, policies and initiatives in an overall category and the five strategic preservation program components.

### OVERALL GOALS, POLICIES AND INITIATIVES

Historic preservation should be an integral part of planning for Cedar Rapids' future. The overall goals, policies and initiatives described below will help foster a citywide commitment to historic preservation.

## GOAL 1 A sustainable community supported by preservation efforts.

Historic preservation can make a significant contribution to a vital local economy by conserving the community's infrastructure investments, preserving livable neighborhoods and supporting heritage tourism, as well as, promoting environmental, cultural and social sustainability.

### 1.1 Policy: Promote economic sustainability through historic preservation.

Historic preservation should make a significant contribution to a vital local economy by conserving the community's infrastructure investments, preserving livable neighborhoods and supporting heritage tourism. Historic buildings represent millions of dollars of infrastructure investment. Keeping properties in service assures that they will contribute to City revenues that are used to protect the community's investment in the infrastructure of older neighborhoods.

#### 1.1.a Initiative: Explore the preparation of an adaptive reuse ordinance.

Study the development of an adaptive reuse ordinance that focuses on keeping buildings in active service and in accommodating compatible alterations. Consider provisions that allow flexibility to facilitate adaptive reuse projects, such as the conversion of older, underutilized, and historically significant buildings, to new uses.



*Figure 32: Rehabilitated historic structures at 1000, 1006 and 1010 Third Street SE in the Bohemian Commercial Historic District.*

## **1.2 Policy: Promote environmental sustainability through historic preservation.**

Historic preservation can make a significant contribution to a community's environmental sustainability activities. Preservation maintains the energy invested in original construction and reduces demolition waste.

### **1.2.a Initiative: Work with iGreenCR and the environmental initiatives in EnvisionCR to include preservation in environment programs.**

### **1.2.b Initiative: Tailor energy efficiency standards to fit historic properties.**

Explore opportunities to provide flexibility for historic properties in building and zoning codes related to energy efficiency, emphasizing overall energy savings of a well-managed historic property, rather than the performance of individual building elements.

## **1.3 Policy: Promote cultural and social sustainability through historic preservation.**

Preserving historic places and neighborhoods promotes cultural and social sustainability by supporting everyday connections between residents and Cedar Rapids' rich heritage. These areas also make livable places, which contribute to the quality of life for the city's citizens. Many of the goals, policies and Initiatives throughout this plan closely relate to cultural and social sustainability.

### **1.3.a Initiative: Develop and distribute educational materials (e.g. brochures, postcards, web-based materials) for property owners and the general public to enhance public awareness and understanding of the city's cultural and social history.**

Continue to publish historic guides, and consider developing guided tours and mounting web-based information to help support this initiative as well.

### **1.3.b Initiative: Work with the Linn County Health Department to promote historic preservation.**

Explore ways to collaborate with the Linn County Health Department to promote the health benefits of historic or traditional neighborhoods. These include areas built before the dominance of the automobile which are pedestrian-friendly and include a mix of uses that promote walking and social interaction. Often, such neighborhoods also provide accessible services that facilitate aging in place.



*Figure 33: A recent past building is modified with solar panels to enhance its energy efficiency.*

*Kouba building (1959) at 1016 Third Street SE in the Bohemian Commercial Historic District.*

## GOAL 2 Preservation principles are embedded in other community goals and policies.



*Figure 34: Linn County Courthouse (1923-1925) on Mays Island at Third Avenue.*

### **2.1 Policy: Integrate historic preservation policies into citywide planning efforts.**

Preservation should be a core value of the community and integrated throughout the community.

#### **2.1.a Initiative: Incorporate historic preservation into Neighborhood Action Plans and Corridor Action Plans, planning Study Areas, and other City planning projects.**

As part of any City planning process, incorporate preservation principles, utilize historic survey data to provide a base line for understanding existing conditions, and explore the use of preservation and conservation tools, such as historic or conservation districts.

### **2.2 Policy: Promote “best practices” in historic preservation within civic buildings.**

The City of Cedar Rapids owns a number of important historic properties. Through its treatment of these resources, it sets an example for private property owners and encourages innovative preservation solutions.

#### **2.2.a Initiative: Continue to pursue landmark designation of eligible city-owned structures.**

To lead by example, explore local designation of the City’s eligible properties; begin with those properties listed on the National Register of Historic Places (NRHP).

#### **2.2.b Initiative: Explore creating a program that coordinates Public Works and Community Development staff on infrastructure projects within historic districts.**

For example, coordinate improvements to historic brick streets.

#### **2.2.c Initiative: Continue to promote public access to historically significant civic resources.**

Continue to support public access to City-owned historically significant properties. For some of these resources, this involves public use of the facility as a part of its primary purpose. In other cases, it may involve making a property available only for a special event, or a guided tour.

## GOAL 3 A livable community with a strong sense of history.

The history of the Cedar Rapids area and its residents serves as the foundation of the City's identity in the 21st century. Innovative historic preservation and cultural resource management policies and procedures should build upon this identity by protecting cultural resources, providing economic development opportunities, promoting heritage tourism, encouraging citizen involvement in the city's history, and fostering civic pride overall.

### 3.1 Policy: Preserve archaeological resources as part of Cedar Rapids' rich history.

Cedar Rapids has numerous archaeological resources of cultural, ethno-historical and scientific importance. This record is conveyed in traces of the earliest native settlements. Material from early European settlement and the development of the river environs and the railroad system are also important parts of the community's archaeological heritage.

#### 3.1.a Initiative: Develop guidelines for the treatment of archaeological resources.

Where feasible, document archaeological artifacts, features, and sites. Where new development does not allow for preservation of archaeological resources, carefully document according to federal, state and local standards and regulations. See the *Guidelines for Archaeological Investigations in Iowa* (1999) [www.aiarchaeologist.org/guidelines](http://www.aiarchaeologist.org/guidelines)

#### 3.1.b Initiative: Maintain up-to-date information on potentially sensitive archaeological areas.

Maintain a list of potentially sensitive archaeological areas. This information should be used when considering construction projects. Access to such information should, however, be controlled to reduce the risk of vandalism. The city should work in partnership with the Office of the Iowa State Archaeologist at the University of Iowa to locate these sensitive areas.

Information regarding the nature and location of archaeological sites is considered private and confidential and not for public disclosure in accordance with Section 304 of the National Historic Preservation Act (16 U.S.C. §470w-3); 36 CFR Part 800.6 (a)(5) of the Advisory Council on Historic Preservation's rules implementing Sections 106 and 110 of the Act; Section 9(a) of the Archaeological Resource Protection Act (16 U.S.C. 470hh(a-b) and, Chapter 22.7, subsection 20 of the Iowa Code.

#### 3.1.c. Initiative: Develop a public information brochure on archaeological resources.

Work with the state archaeologist to develop a concise archaeological public information brochure regarding resources relevant to the Cedar Rapids environs. It will identify what archaeological resources are and the types of resources that may be found and what to do if they encountered during construction. It should also reference State Laws regarding burials and human remains. See Iowa Code Chapter 263B.7 State Archaeologist <<https://coolice.legis.iowa.gov/cool-ice/default.asp?category=billinfo&service=iowacode&input=263B>>



*Figure 35: Historic view of Cedar Rapids streetcar at First Avenue and Twentieth Street East c. 1907. Photo by William Baylis. Source: City of Cedar Rapids*

## ADMINISTRATION

A successful preservation program requires ongoing administrative support and commitment by the City. The overall administration of this plan will be through the City's Community Development Department, but interdepartmental cooperation is essential to achieve the goals of the program.

### GOAL 4 The City maintains a functional, integrated preservation program.



*Figure 36: Best practices for administering a preservation program include providing sufficient staff, maintaining a well-managed HPC and providing convenient access to information needed by property owners and other users.*

*Boat launch at Ellis Park c. 1910.*

Best practices for administering a preservation program include providing sufficient staff, maintaining a well-managed HPC and providing convenient access to information needed by property owners and other users. Review processes should be efficient as well, making best use of time for all participants.

#### **4.1 Policy: Monitor the performance of the preservation program on an on-going basis to assure that it maintains a high level of performance.**

##### **4.1.a Initiative: Implement an annual program review.**

Conduct an annual interdepartmental review of the preservation program, including the following: familiarizing staff from other departments with the preservation program and identifying how it can help to achieve some of their other objectives, and presenting a status report to City Council. A simple reporting form that helps to measure activity in the preservation program may be used to inform the annual review. This process is also an opportunity to track progress and identify challenges and opportunities on the implementation of the initiatives

##### **4.1.b Initiative: Maintain and enhance compliance regulations for Certified Local Government (CLG) status.**

Maintain regulations in the City's historic preservation ordinance and other City codes to ensure Cedar Rapids' continuing CLG status.



## IDENTIFICATION

The identification component of the preservation program focuses on surveying historic properties and evaluating them for potential significance. Having a comprehensive, up-to-date survey provides property owners and public officials important information that informs their decisions about acquisition, designation, maintenance and stewardship of historic properties.

Maintaining this survey also is a condition of the city's CLG status. Using funding from the Federal Emergency Management Agency (FEMA), the City completed the Cedar Rapids Citywide Historic and Architectural Reconnaissance Survey, which along with other survey and historic inventory data, are integrated into a GIS database. This system will be available to assist with other preservation planning efforts and also in any future disaster response and recovery programs. When survey information is entered into the GIS system, it can be combined with other property information to enable new, creative manipulation of data that can "predict" where historic properties may be located. It also can provide information that helps with broader sustainability and neighborhood planning work.

## GOAL 5 A detailed understanding of Cedar Rapids' history that provides a base for preservation efforts.

### 5.1 Policy: Encourage and support the identification of historic properties throughout Cedar Rapids.

#### 5.1.a Initiative: Prioritize the list of areas that have been identified for intensive surveys in the Cedar Rapids Citywide Historic and Architectural Reconnaissance Survey.

(See Appendix for preliminary recommendations.)

#### 5.1.b Initiative: Move forward with the development of intensive surveys as prioritized, and incorporate a GIS component that is compatible with the City's comprehensive GIS database of historic properties.

Intensive surveys should also:

- Provide sufficient information for use as a management tool, i.e. indicate a property's level of significance, potential for designation, and aid in its management and treatment decisions.
- Clearly define key, character-defining features of an individual property.
- Indicate those parts of the property which are less sensitive, and where greater flexibility for alterations is appropriate.

#### 5.1.c Initiative: Identify areas that have not been surveyed, but which are potentially eligible as places where additional surveys might be especially important.

There are a host of properties that are coming up on 50+ years old to evaluate for potential eligibility to NRHP or local listing. This preliminary analysis will help in establishing priorities for additional survey work.



*Figure 37: YMCA Building (1918-1919) at 500 First Avenue NE. (Demolished 2004) Source: City of Cedar Rapids*



*Figure 38: View of early airplane in Cedar Rapids. Source: City of Cedar Rapids*



Figure 39:

**GOAL 6** Information is available regarding the history and potential significance of historic properties throughout Cedar Rapids.

**6.1 Policy: Enhance the level of survey information that is available to the public digitally.**

Extensive digital information on the City's historic properties should be readily accessible to the public.

**6.1.a Initiative: Expand the use and content of the GIS database of historic properties.**

Integrate the historic property inventory with the City's GIS so that all information related to an individual property is easily accessible to City staff and the public. This information can also assist in decision-making when considering the feasibility of redeveloping or rehabilitating a property.

Figure 39: 1898 Chicago and Northwestern Railroad bridge over the Cedar River.

## MANAGEMENT TOOLS

Management tools are the mechanisms for protecting historic properties and providing technical assistance related to preservation. A diverse assortment of preservation tools should serve Cedar Rapids' needs. These should be based on national standards of best practices, and at the same time should be tailored to the city. Cedar Rapids' primary tools are the ordinances that guide historic preservation efforts as well as underlying zoning regulations that shape the character of new buildings in historic areas. The design review process and design guidelines that address treatment of the city's historic properties are also management tools. These provide an effective framework for preservation. In some cases, however, individual tools presently lack sufficient clarity or they conflict with others.

### **GOAL 7** Clear and concise ordinances that guide the preservation program, protect historic properties and promote preservation goals.

The City's preservation ordinance and other related codes should be clear and easy to interpret. They should also reflect best practices in organization and content.

**7.1 Policy: Ensure consistency between the City's plan, ordinances, and guidelines.**

**7.2 Policy: Streamline project review and enforcement to promote preservation objectives, provide a positive experience for applicants, and to promote preservation goals.**



*Figure 40: Old Fire Station #3 at 1300 B Avenue NE c. 1905. Source: City of Cedar Rapids*

### **7.2.a Initiative: Update Chapter 18 Historic Preservation of the municipal code. (See Appendix for preliminary recommendations.)**

Update the existing preservation code to ensure usability and consistency with preservation goals and policies. This includes requiring a certificate of appropriateness for work on historic properties, discouraging demolition of eligible or listed local, state or national historic register resources, and enforcing violations.

The update should:

- Explore modifications to the ordinance regarding demolitions (e.g. partial demolitions, denial of demolition permits), based on historic significance, while also addressing conditions of economic hardship.
- Revise the ordinance to clarify how the requirements apply differently to contributing vs. non-contributing properties.
- Streamline the permitting process for demolitions and certificates of appropriateness to allow for administrative reviews and approvals in certain circumstances.
- Consider development of a stand-alone enforcement and penalty policy.
- Use a Certificate of Occupancy compliance-tracking form to aid code enforcement staff in site inspections for preservation-related work.
- Address the preservation of architectural detail and ornamentation.
- Incorporate a review of the Guidelines for Cedar Rapids Historic Districts to identify guidelines that may be appropriate as regulations.
- Refine processes and procedures for demolition review to address properties already identified as having historic significance and those that may have the potential to be considered historic properties. Also include a process for clearing those buildings that have been surveyed and identified as not having historic significance.

A demolition review process for historic properties may be used to explore:

- Options for reuse by the current owner
- Options for addressing potential economic hardship
- Options for sale of the property to another owner
- The merits of considering landmark designation proceedings as a means of making other demolition prevention tools available
- Other options including relocation or deconstruction
- Identifying the threshold of building fabric decay that must exist for initiating a demolition by neglect Initiative, providing a clear time frame for the proceeding and developing options including donation of the structure, relocation or sale at auction
- Other conditions to the delay provision, such as requiring that future development plans be approved prior to actual demolition
- Identifying a clear process for identifying properties at risk of demolition by neglect
- Partial and speculative demolition

### **7.2.b Initiative: Update the Guidelines for Cedar Rapids Historic Districts.**

Update the historic district design guidelines to ensure they are comprehensive, address new trends in historic preservation, and incorporate graphics in a user-friendly format .

The update should address:

- Established neighborhood contexts and character descriptions
- Design issues related to newer properties (e.g. built between 1945-1965) that may differ from earlier neighborhoods
- Style descriptions
- Additions to historic buildings (e.g. design guidelines)
- Accessory building (e.g. carriage houses and barns)
- New construction within the local historic districts (e.g. design guidelines)
- Allowing for new materials – or the evaluation of materials not yet invented
- "Like for like" replacement issues
- Site design
- Sustainability
- Energy efficiency issues, such as weatherization, solar panels, windows
- Adaptive reuse
- Maintenance and preservation of key historic architectural details and ornamentation

### **7.2.c Initiative: Identify a team leader to coordinate project review.**

A team leader should work with applicants to coordinate requirements made by multiple City departments (including the building official and preservation office.) This team leader would help resolve any conflicting requirements and help ensure that project strategies promote the City's overall, and preservation-specific, goals.

### **7.2.d Initiative: Expand administrative permitting.**

As part of the update to Chapter 18 Historic Preservation identify ways to ensure the administrative review and approval of a wide range of projects using detailed criteria for administrative permitting. For example, staff could approve alterations to rear walls for contributing structures with clear guidelines to assure decisions are consistent with adopted policies.



### **Conservation District**

**A Conservation District is a geographically definable area that conveys a distinct character that demonstrates traditional development patterns. It may contain individual historic properties and components or groupings of historic properties. Regulations focus on major alterations and new construction. Applying design guidelines or standards to a conservation district serves to maintain its unique character.**

### **7.3 Policy: Use zoning tools to promote historic preservation goals and support an overall heritage conservation system.**

Zoning tools should help maintain desired development patterns throughout the community. For example, they should assure that a new building would be located with a front setback that is similar to the established historic context.

Neighborhood Conservation Districts (NCD) are a zoning tool used to maintain traditional neighborhood character in areas where residents seek some form of protection but a historic district designation is not appropriate or is not desired. An NCD helps shape the character of new development and redevelopment by providing specific design standards and/or design guidelines that apply in addition to base zoning standards. An NCD may also enable specific incentives and benefits.

#### **7.3.a Initiative: Update Chapter 32 Zoning of the municipal code to better support preservation and conservation of neighborhood character.**

As part of the City's comprehensive update to Chapter 32 Zoning, review the code for impediments to preservation that may be removed. This may include, for example, outdated setback requirements that are out of step with established development patterns or limitations on permitted uses that inhibit adaptive reuse. Specific zoning code regulations to review include:

- Permitted height in regard to compatibility with the context
- Building setbacks
- Transitions from high density to residential neighborhoods
- Development patterns
- Articulation standards
- Permitted or prohibited uses
- Parking requirements

#### **7.3.b Initiative: Consider developing a NCD program for neighborhoods that may not be eligible for historic district designation.**

Study the feasibility and the potential application of a NCD program. NCD designation may be appropriate for neighborhoods that seek to protect their traditional character but are not eligible, or do not desire local historic district status. NCD designation may also be appropriate for areas surrounding designated historic districts. District-specific design guidelines and/or standards should be developed that work in concert with other Cedar Rapids' character management tools. NCD Design Guidelines should:

- Clearly illustrate the character of the districts.
- Include a description of specific goals for the areas.
- Provide design guidelines tailored to the contexts.

## **7.4 Policy: Provide tools and funding to address preservation emergencies.**

Tools and funding should be available to protect historic properties that are threatened by neglect or have been damaged by natural disasters.

### **7.4.a Initiative: Develop an endangered property WATCH list.**

An endangered property WATCH list addresses a wide range of threats to cultural resources. This list raises the level of alert for historic properties that may be threatened with loss. Sites on the list may be those that are proposed for demolition, others that may be suffering deterioration due to neglect, those that may be under pressure for redevelopment which would destroy their significant features, and structures prone to impacts from natural disasters (e.g. structures within flood plains). The City should assist in providing data about such properties and their conditions to those who may respond to these threats.

The WATCH list should be expanded to include:

- Procedures for notifying building owners and City officials of a building's deteriorating condition.
- An education and advocacy function to provide technical assistance to owners of buildings on the WATCH list.

Criteria to be eligible for a WATCH List may include:

- o There must be a degree of endangerment by owner neglect, proposed demolition, rezoning, or redevelopment, and/or other human or environmental factors.
- o The property must be listed on or eligible for listing on the NRHP, or as a local landmark.
- o There must be evidence of local support (or the clear potential for building local support) for preservation of the property.
- o A member of a highly valued building type.
- o Located in an area that is particularly significant.

### **7.4.b Initiative: Maintain the disaster-response program for endangered properties.**

An emergency response program for endangered properties is an important part of the community's disaster planning. It defines procedures to ensure the preservation of historic properties in the event of an emergency such as flooding. The response includes a timely evaluation of impacted structures to determine the best treatment. Procedures should be included for the interim stabilization of salvageable buildings such that time can be used to consider viable preservation options.



*Figure 41: Hose Company #4 rehabilitation at 1111 Third Street SE in the Bohemian Commercial Historic District. Built in 1915.*



*Figure 42: Ensure continuing maintenance of historic properties.*

#### **7.4.c Initiative: Explore the development of an emergency preservation fund.**

Explore the creation of a revolving fund administered by the City, or other appropriate entity to address preservation emergencies. The fund may be used to acquire threatened properties for rehabilitation and/or transfer to a responsible buyer. Threatened properties may include those impacted by natural disaster. Proceeds from the re-sale of properties would be used to replenish the fund, but consideration should also be given to establishing a permanent funding source through grants and endowments.

The fund could be limited to projects involving one or more of the following property types:

- Only properties designated as local historic landmarks or districts,
- Properties listed on the NRHP , and/or
- Properties that may be eligible for NRHP, or local historic landmark or district designation.

#### **7.5 Policy: Ensure continuing maintenance of historic properties.**

Historic properties should be maintained and protected from damage by inappropriate construction and/or maintenance techniques.

##### **7.5.a Initiative: Explore a minimum maintenance code requirement.**

If feasible, a minimum maintenance clause in the preservation ordinance could encourage an owner to keep a property in a sufficient state of repair such that key features are preserved.

- The clause could include provisions to notify the owner that the City is concerned about the condition of the property and indicate that the owner should take appropriate measures.
- Also, the clause could empower the City to make repairs if the owner fails to do so and could include a mechanism for recovering City funds that may be spent in stabilizing the property.
- The City should publicize existing incentives and benefit programs that may be available to assist those who do not have the financial ability to maintain their property.

#### **7.6 Policy: Ensure that building contractors are properly trained for work with historic properties.**

##### **7.6.a Initiative: Study the feasibility of creating a certification program for contractors who work on historic properties.**

If feasible, such a program could allow contractors working on local historic landmarks and contributing properties in local historic districts to be certified. The City would publish a list of contractors who have obtained a certificate.

## Flood Event Map for Buildings Older Than 40 Years

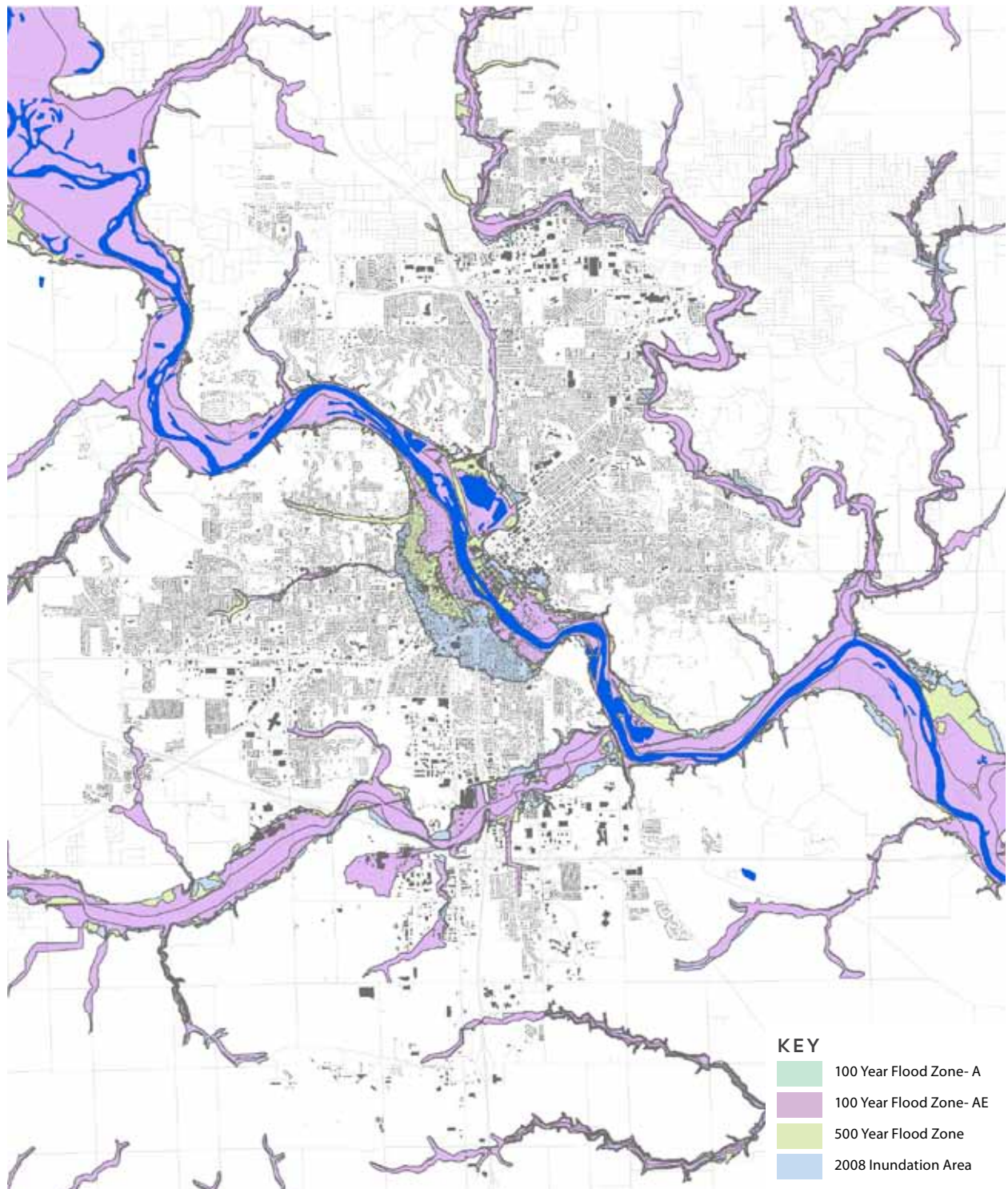


Figure 43: This map highlights buildings over forty years old that could be impacted by future flood events. This map raises the level of alert for historic properties that may be threatened with loss. Source: City of Cedar Rapids GIS database.



## INCENTIVES AND BENEFITS

Effective preservation programs offer special benefits to stimulate investment in historic properties, encourage owners to follow appropriate rehabilitation procedures, and assist those with limited budgets. This includes:

- Financial assistance: Property tax incentives and federal income tax credit programs are highly effective and their continued use should be a priority. Other programs could complement these incentives and should be featured as well.
- Regulatory relief: Focus on avoiding unintentional obstacles to preservation in other City regulations, and also provide added flexibility in other regulations as they apply to historic properties and conservation areas.
- Technical assistance: Technical assistance is especially valuable to homeowners and to small commercial properties, but also may be strongly appreciated by institutional property owners.

## GOAL 8 Incentives and benefits for preserving historic properties should attract investment in historic properties.

Incentives should support appropriate rehabilitation and continued use of historic properties. Incentives should also encourage owners to seek local designation of eligible historic properties and conservation areas.

### **8.1 Policy: Promote expanded use of existing incentive programs.**

**8.1.a Initiative: Link interested property owners to training and technical assistance programs on the use of tax credits.**

### **8.2 Policy: Promote new incentives in a range of categories.**

**8.2.a Initiative: Incentives should be developed and maintained that include financial aid, regulatory flexibility and technical assistance to preserve historic properties.**

**8.2.b Initiative: Explore the establishment of grant and loan programs for owners of historic properties.**

Grant and loan programs should be available to promote projects that meet preservation objectives. For example, a revolving loan program could make low-interest loans for rehabilitation to property owners within historic districts from grants, donations and City allocations. Qualifying projects would receive loan assistance. The loans then would be repaid, thus replenishing the fund.



### 8.2.c Initiative: Explore a design assistance program.

This could help fund an initial consultation with a design professional with experience in historic preservation. Consider using the State Historical Society of Iowa Technical Advisory Network (TAN) as a model.



*Figure 44: Integration of rail lines in the streetscape highlights the history of the street, providing a Heritage Tourism amenity.*

*200 block Ninth Avenue SE. Adjacent to Water Tower Place at 900 Second Street SE.*

## City Economic Development Programs

### Standard City Incentives

- Non-Housing – 10 year, 44% Tax Exemption or 10 year, 50% Tax Reimbursement or equivalent
- Housing – 75%+ of building area dedicated for housing 10 year, 100% Tax Exemption or Tax Reimbursement or equivalent

### Core District Reinvestment

- For projects located in the Downtown, Kingston Village, Ellis Boulevard Area, Czech Village, New Bohemia, Uptown, and MedQuarter Districts

### Historic Preservation

- Listed on NRHP, eligible for listing on the NRHP, designated as or eligible for local historic landmark or district

## EDUCATION

Helping property owners learn how to maintain their historic properties as active, viable assets is a key part of a successful preservation program. Many property owners willingly comply with appropriate rehabilitation procedures and develop compatible designs for new construction when they are well informed about preservation objectives.

Workshops that provide helpful information about rehabilitation techniques and publications that build an understanding of historic significance are examples of effective education and outreach strategies. Well-written design guidelines that provide useful information can also serve an educational role.

Education should take a more prominent role in Cedar Rapids' preservation program. Education and outreach also are key functions of partner organizations and other non-profit groups that promote preservation and history.

Education also builds awareness of the city's heritage. The city should seek to expand visitor awareness of Cedar Rapids' history and its historic properties through its education programs.

## GOAL 9 Public appreciation of Cedar Rapids' diverse history and its historic resources.

### **9.1 Policy: Provide tools to educate the public regarding Cedar Rapids' history and resources.**

#### **9.1.a Initiative: Prepare educational publications on the City's history and the benefits of historic preservation.**

Publications should be available in both hard copy and on the City's web site. Exposure could also be increased through mainstream media, neighborhood associations, and trade and tourism organizations.

Such publications should address:

- The historic background of Cedar Rapids
- The environmental benefits of historic preservation
- The economic benefits of historic preservation
- Case studies of successful preservation projects in Cedar Rapids
- A welcome packet for new owners of historic properties

#### **9.1.b Initiative: Develop a formal Heritage Tourism Program.**

As Cedar Rapids initiates a heritage tourism industry in the city, it will need to closely coordinate physical improvements with planning for events that visitors will enjoy as part of a complete experience. This requires a clear understanding of the assets that are available and the needs for improvements that are required before a major heritage tourism initiative can succeed. It also will require careful development of venues, events and other cultural engagements that contribute to the visitor experience. Authenticity is paramount. The experience should be one that is honest in the story it tells. A plan should be developed to implement the heritage tourism program.

## **Basic Components of a Heritage Tourism Program are:**

### **Physical Plan Component**

- An assessment of existing assets to highlight
- A map of interpretive areas and routes (including short term and long term)
- Strategies for improving assets and reusing them (incorporating some of the tools set forth in this Preservation Plan)
- Strategies for accommodating visitors, including transportation, parking and accommodations

### **Cultural Experience Component**

- A precise description of the “story” to tell
- A menu of cultural experiences that will be available, from historic tours to concerts, recreational opportunities, shopping, and dining
- A description of the role of local residents, institutions and businesses in sharing the culture of the community
- Training programs for interpreters and others engaged in tourism

### **Promotion Component**

- Marketing strategies
- Identifying specific market segments to attract visitors
- Developing marketing materials and executing them

- An events calendar with promotional activities

### **Interpretation Component**

- Electronic/digital information (e.g., smartphone application)
- Printed tour materials
- On-site markers
- Wayfinding signs and landmarks

### **Economic Opportunity Component**

- A projection of the economic benefits to the City, as a return on investment in heritage tourism
- Feasibility studies for adaptive reuse of prototype buildings
- An overview of the different market segments that can be attracted to Cedar Rapids

### **Implementation Strategy**

- Assignments to heritage tourism team members
- Schedules for action
- Funding mechanisms

# GOAL 10 Practical education programs support historic preservation.

While building a general appreciation of cultural resources is important, a special initiative to build practical skills among property owners, construction trades, realtors and City departments is essential.

## **10.1 Policy: Support preservation training programs.**

Training that helps program administrators, preservation partners and individuals be better stewards is critical.

### **10.1.a Initiative: Provide training programs for preservation partners and the general public.**

Workshops that provide helpful information about rehabilitation techniques and publications that build an understanding of historic significance are examples of education and outreach strategies. This may include:

- Hands-on training for historic property owners
- Workshops for construction and trade professionals to provide a better understanding of preservation such that they can advise clients on appropriate options.
- Historic preservation training for local realtors.
- Televised educational information.
- Develop publications that provide specific information about existing incentives programs, for example property tax rebate program, the information may include a checklist and timeline.

### **10.1.b Initiative: Maintain a training program for City staff.**

All planning staff and key staff in other departments should receive a basic orientation to the preservation system and the principles involved such that they can better understand the program and advise applicants on their options. Similarly, planners assigned to the preservation program should be engaged in an orientation program. Also, preservation staff should attend state and national education and training programs/conferences to assure their work continues to be in line with best practices in the field.

### **10.1.c Initiative: Provide training to the HPC.**

Maintain an on-going program to train the HPC. Topics should include the City's preservation policies and review system as well as best practices in preservation planning.

## **10.2 Policy: Expand the use of web-based preservation tools.**

The primary education tool for property owners and contractors will be the internet. Relevant preservation information and policies should be available on the City's web site. This should include on-line resources for basic building repair and maintenance. Hard copy material should also be available to the general public at the city's library and preservation offices.

### **10.2.a Initiative: Establish a "Self-Test" tool for historic significance.**

Create a "self test" tool that property owners can use on line to determine if a building is potentially significant. Include a check-list of questions and a link to the GIS database that will provide relevant information.

### **10.2.b Initiative: Provide technical "how to" information to property owners.**

Identify programs and materials that highlight "best practices in preservation," i.e., National Park Service (NPS) materials, Kirkwood Community College Historic Preservation program, and NTHP. A library of reference materials could also be provided in the City's library.



## COMMUNITY PRESERVATION PROGRAM PARTNERS

Private citizens and non-profit organizations lead preservation advocacy in Cedar Rapids, not the City government. The programs they lead promote goals and initiatives that support historic preservation. Initiatives can include lobbying for zoning codes that are compatible with traditional development patterns in older neighborhoods and identifying, supporting and maintaining new incentives to maintain historic structures. Preservation program partners also work to expand the base of preservation players and engage in collaborative preservation programs. The following initiatives should be addressed by the community's preservation partners.

### GOAL 11 Community organizations are strong advocates for historic preservation.

Community organizations should be the primary advocates for historic preservation in Cedar Rapids. SaveCR Heritage, Linn County Historic Preservation Commission, Czech Village/New Bohemia Main Street District and other interest groups should play advocacy roles. Sometimes, goals for historic preservation overlap with other groups. Where this occurs, the opportunity exists to create new partnerships. Preservation partners should convene once a year to improve coordination efforts in a "round table" setting.

#### **11.1 Policy: Collaborate with community organizations on programs that support historic preservation.**

##### **11.1.a Initiative: Identify outreach events with community organizations that may be interested in historic preservation.**

Identify community organizations whose goals coincide with those for historic preservation. Such organizations could become valuable advocacy partners if provided with appropriate education and support.

##### **11.1.b Initiative: Work with economic development partners to include historic properties in redevelopment policies and economic development plans.**

Collaborate with economic development partners to promote the use of historic properties within redevelopment projects and in neighborhood plans. Historic buildings have been shown to work as successful incubators for a wide range of development types, from places for entry-level rents to high prestige addresses in historic downtowns.

**11.1.c Initiative: Work with affordable housing organizations to use historic buildings in their projects.**

Collaborate with affordable housing partners, including the Cedar Rapids Community Development Department, to promote the benefits of historic preservation. Most older neighborhoods have a diversity of housing types and costs that are difficult to replicate because of the substantial cost of new construction. In many cases, such neighborhoods also provide opportunities for accessory dwelling units or carriage houses that provide additional options for market-rate affordable housing.

**11.1.d Initiative: Work to investigate partnerships with sustainability organizations and programs.**

Create relationships with sustainability organizations and programs to promote the benefits of historic preservation including conservation of embodied energy and reduction of construction waste. As sustainability programs develop, it will be important to emphasize the overlap with preservation objectives.

# IMPLEMENTATION

Initiatives associated with the Preservation Plan's far-reaching goals and policies should be strategically phased. While many initiatives will be accomplished in the near term, others will take more time to achieve. This section presents a plan for implementing the initiatives that are recommended above. Priority is given to the most important initiatives and those that can be accomplished efficiently. The list of criteria that follows is used in determining priorities.

## **Connection with Other Projects**

The initiative will help to complete a work item that is already well established. For example, conducting historic survey work in an area where a neighborhood plan is already underway would benefit both projects. Information gathered from stakeholders during the planning processes would benefit the survey and the survey would help to inform Neighborhood Action Plans and Corridor Action Plans, as well as other planning efforts.

## **Cost Effectiveness**

The initiative can be implemented for minimum cost, may be coordinated with other projects within the organization to share costs, or costs can be shared with other organizations and individuals. For example, if Public Works has scheduled street improvements in an area, then joining that work with repair of historic streetscape features or installing interpretive markers would be cost effective.

## **Broad Benefits**

The initiative will serve a mix of user groups and will benefit the most people. For example, by better addressing compatible alterations to historic structures and streamlining the permitting process, updated design guidelines would benefit community advocates, elected officials, the HPC and owners of historic properties.

## **Exceptional Project**

The initiative will provide an exceptional educational, aesthetic or cultural experience. Working to preserve a noteworthy building that is considered of special value to the community is an example.

## **Emergency Response**

The initiative will prevent imminent loss of character or demolition of a cultural resource. Developing the tools to better respond to natural disasters is an example.

This prioritization reflects the interests of the community, as well as consideration of the interaction of the actions with other potential work efforts. An implementation matrix indicating preferred timing and key players for each action follows.

## Initiative Matrix

The matrix on the following pages summarizes recommended implementation phasing for each of the key initiatives identified in the Preservation Plan.

| <b>Goal 1: A sustainable community supported by preservation efforts</b>                   |                                                                                                                                                                                                                                         |                      |                    |                    |                       |
|--------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|--------------------|--------------------|-----------------------|
| <b>POLICY</b>                                                                              | <b>INITIATIVE</b>                                                                                                                                                                                                                       | <b>Within 1 Year</b> | <b>2 - 3 Years</b> | <b>4 - 5 Years</b> | <b>Beyond 5 Years</b> |
| <b>1.1 Promote economic sustainability through historic preservation.</b>                  | 1.1.a Explore the preparation of an adaptive reuse ordinance.                                                                                                                                                                           | •                    |                    |                    |                       |
| <b>1.2 Promote environmental sustainability through historic preservation.</b>             | 1.2.a Work with iGreen CR and the environmental initiatives in EnvisionCR to include preservation in environment programs.                                                                                                              | •                    |                    |                    |                       |
|                                                                                            | 1.2.b Tailor energy efficiency standards to fit historic resources.                                                                                                                                                                     |                      | •                  |                    |                       |
| <b>1.3 Promote cultural and social sustainability through historic preservation</b>        | 1.3.a Develop and distribute educational materials (e.g. brochures, postcards, web-based materials) for property owners and the general public to enhance public awareness and understanding of the city's cultural and social history. | •                    |                    |                    |                       |
|                                                                                            | 1.3.b Work with the Linn County Health Department to promote historic preservation.                                                                                                                                                     |                      | •                  |                    |                       |
| <b>Goal 2: Preservation principles are embedded in other community goals and policies.</b> |                                                                                                                                                                                                                                         |                      |                    |                    |                       |
| <b>POLICY</b>                                                                              | <b>INITIATIVE</b>                                                                                                                                                                                                                       | <b>Within 1 Year</b> | <b>2 - 3 Years</b> | <b>4 - 5 Years</b> | <b>Beyond 5 Years</b> |
| <b>2.1 Integrate historic preservation policies into citywide planning efforts.</b>        | 2.1.a Incorporate historic preservation into Neighborhood Action Plans and Corridor Action Plans, planning Study Areas, and other City planning projects.                                                                               | •                    |                    |                    |                       |
| <b>2.2 Promote “best practices” in historic preservation within civic buildings.</b>       | 2.2.a Continue to pursue landmark designation of eligible city-owned structures                                                                                                                                                         |                      | •                  |                    |                       |
|                                                                                            | 2.2.b Explore creating a program that coordinates Public Works and Community Development staff on infrastructure projects within historic districts.                                                                                    | •                    |                    |                    |                       |
|                                                                                            | 2.2.c Continue to promote public access to historically significant civic resources.                                                                                                                                                    | •                    |                    |                    |                       |

### Goal 3: A livable community with a strong sense of history

| POLICY                                                                      | INITIATIVE                                                                          | Within 1 Year | 2 - 3 Years | 4 - 5 Years | Beyond 5 Years |
|-----------------------------------------------------------------------------|-------------------------------------------------------------------------------------|---------------|-------------|-------------|----------------|
| 3.1 Preserve archaeological resources as part of Cedar Rapid's rich history | 3.1.a Develop guidelines for archaeological resources                               |               |             |             | •              |
|                                                                             | 3.1.b Maintain up-to-date information on potentially sensitive archaeological areas |               |             |             | •              |
|                                                                             | 3.1.c Develop a public information brochure on archaeological resources             |               |             |             | •              |

### Goal 4: The City maintains a functional, integrated preservation program.

| POLICY                                                                                                                                | INITIATIVE                                                                               | Within 1 Year | 2 - 3 Years | 4 - 5 Years | Beyond 5 Years |
|---------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------|---------------|-------------|-------------|----------------|
| 4.1 Monitor the performance of the preservation program on an on-going basis to assure that it maintains a high level of performance. | 4.1.a Implement an annual program review.                                                | •             |             |             |                |
|                                                                                                                                       | 4.1.b Maintain and enhance compliance regulations for Certified Local Government status. | •             |             |             |                |

### Goal 5: A detailed understanding of Cedar Rapid's history that provides a base for preservation efforts.

| POLICY                                                                                      | INITIATIVE                                                                                                                                                                                         | Within 1 Year | 2 - 3 Years | 4 - 5 Years | Beyond 5 Years |
|---------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|-------------|-------------|----------------|
| 5.1 Encourage and support the identification of cultural resources throughout Cedar Rapids. | 5.1.a Prioritize the list of areas that have been identified for intensive surveys in the Cedar Rapids Citywide Historic and Architectural Reconnaissance Survey.                                  |               | •           |             |                |
|                                                                                             | 5.1.b Move forward with the development of intensive surveys as prioritized, and incorporate a GIS component that is compatible with the City's comprehensive GIS database of historic properties. |               |             | •           |                |
|                                                                                             | 5.1.c Identify areas that presently are not designated, but which are potentially eligible as places where additional surveys might be especially important.                                       |               |             |             | •              |

### Goal 6: Information is available regarding the history and potential historic significance of properties and buildings throughout Cedar Rapids.

| POLICY                                                                                 | INITIATIVE                                                             | Within 1 Year | 2 - 3 Years | 4 - 5 Years | Beyond 5 Years |
|----------------------------------------------------------------------------------------|------------------------------------------------------------------------|---------------|-------------|-------------|----------------|
| 6.1 Enhance the level of survey information that is available to the public digitally. | Expand the use and content of the GIS database of historic properties. | •             |             |             |                |



**Goal 7: Clear and complete ordinances that guide the preservation program, protect historic properties, and promote preservation goals.**

| <b>POLICY</b>                                                                                                                                                             | <b>INITIATIVE</b>                                                                                                                                    | <b>Within<br/>1 Year</b> | <b>2 - 3<br/>Years</b> | <b>4 - 5<br/>Years</b> | <b>Beyond<br/>5 Years</b> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|------------------------|------------------------|---------------------------|
| <b>7.1 Ensure consistency between the City's plan, ordinances, and guidelines</b>                                                                                         |                                                                                                                                                      |                          |                        |                        |                           |
| <b>7.2 Streamline project review and enforcement to promote preservation objectives, provide a positive experience for applicants, and to promote preservation goals.</b> | 7.2.a Update Chapter 18 Historic Preservation of the municipal code.                                                                                 | •                        |                        |                        |                           |
|                                                                                                                                                                           | 7.2.b Update the Guidelines for Cedar Rapids Historic Districts.                                                                                     | •                        |                        |                        |                           |
|                                                                                                                                                                           | 7.2.c Identify a team leader to coordinate project review.                                                                                           | •                        |                        |                        |                           |
|                                                                                                                                                                           | 7.2.d Expand administrative permitting.                                                                                                              | •                        |                        |                        |                           |
| <b>7.3 Use zoning tools to promote historic preservation goals and support an overall heritage conservation system.</b>                                                   | 7.3.a Update Chapter 32 Zoning of the municipal code to better support preservation and conservation of neighborhood character.                      | •                        |                        |                        |                           |
|                                                                                                                                                                           | 7.3.b Consider developing a Neighborhood Conservation District program for neighborhoods that may not be eligible for historic district designation. |                          | •                      |                        |                           |
| <b>7.4 Provide tools and funding to address preservation emergencies.</b>                                                                                                 | 7.4.a Develop an endangered property WATCH list.                                                                                                     |                          | •                      |                        |                           |
|                                                                                                                                                                           | 7.4.b Maintain the disaster-response program for endangered properties.                                                                              | •                        |                        |                        |                           |
|                                                                                                                                                                           | 7.4.c Explore the development of an emergency preservation fund.                                                                                     |                          | •                      |                        |                           |
| <b>7.5 Ensure continuing maintenance of historic buildings.</b>                                                                                                           | 7.5.a Explore a minimum maintenance code requirement.                                                                                                |                          |                        | •                      |                           |
| <b>7.6 Ensure that building contractors are properly trained for work with historic resources.</b>                                                                        | 7.6 .a Study the feasibility of creating a certification program for contractors who work on historic resources.                                     |                          |                        |                        | •                         |

### Goal 8: Incentives and Benefits for Preserving Historic Properties Should Attract Investment in Historic Properties.

| POLICY                                                          | INITIATIVE                                                                                                                                                       | Within 1 Year | 2 - 3 Years | 4 - 5 Years | Beyond 5 Years |
|-----------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|-------------|-------------|----------------|
| <b>8.1 Promote expanded use of existing incentive programs.</b> | 8.1.a Link interested property owners to training and technical assistance programs on the use of tax credits..                                                  | .             |             |             |                |
|                                                                 | 8.2.a Incentives should be developed and maintained that include financial aid, regulatory flexibility and technical assistance to preserve historic properties. |               | .           |             |                |
|                                                                 | 8.2.b Explore the establishment of grant and loan programs for owners of historic resources.                                                                     |               | .           |             |                |
|                                                                 | 8.2.c Explore a design assistance program.                                                                                                                       |               |             | .           |                |

### Goal 9: Public Appreciation of Cedar Rapid's Diverse History and its Historic Resources.

| POLICY                                                                                        | INITIATIVE                                                                                              | Within 1 Year | 2 - 3 Years | 4 - 5 Years | Beyond 5 Years |
|-----------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------|---------------|-------------|-------------|----------------|
| <b>9.1 Provide tools to educate the public regarding Cedar Rapid's history and resources.</b> | 9.1.a Prepare educational publications on the City's history and the benefits of historic preservation. |               |             | .           |                |
|                                                                                               | 9.1.b Develop a formal Heritage Tourism Program.                                                        |               | .           |             |                |

### Goal 10: Practical Education Programs Support Historic Preservation.

| POLICY                                                      | INITIATIVE                                                                        | Within 1 Year | 2 - 3 Years | 4 - 5 Years | Beyond 5 Years |
|-------------------------------------------------------------|-----------------------------------------------------------------------------------|---------------|-------------|-------------|----------------|
| <b>10.1 Support preservation training programs.</b>         | 10.1.a Provide training programs for preservation partners and the general public | .             |             |             |                |
|                                                             | 10.1.b Maintain a training program for City staff.                                |               | .           |             |                |
|                                                             | 10.1.c Provide training to the Historic Preservation Commission.                  | .             |             |             |                |
| <b>10.2 Expand the use of web-based preservation tools.</b> | 10.2.a Establish a "Self-Test" tool for historic significance.                    | .             |             |             |                |
|                                                             | 10.2.b Provide technical "how to" information to property owners.                 |               |             | .           |                |

**Goal 11: Community organizations are strong advocates for historic preservation.**

| <b>POLICY</b>                                                                                        | <b>INITIATIVE</b>                                                                                                                      | <b>Within<br/>1 Year</b> | <b>2 - 3<br/>Years</b> | <b>4 - 5<br/>Years</b> | <b>Beyond<br/>5 Years</b> |
|------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|--------------------------|------------------------|------------------------|---------------------------|
| <b>11.1 Collaborate with community organizations on programs that support historic preservation.</b> | 11.1.a Identify outreach events with community organizations that may be interested in historic preservation.                          |                          | •                      |                        |                           |
|                                                                                                      | 11.1.b Work with economic development partners to include historic resources in redevelopment policies and economic development plans. |                          | •                      |                        |                           |
|                                                                                                      | 11.1.c Work with affordable housing organizations to use historic resources in their projects.                                         |                          | •                      |                        |                           |
|                                                                                                      | 11.1.d Work to investigate partnerships with sustainability organizations and programs.                                                |                          | •                      |                        |                           |

## Funding Sources for City Initiatives in Historic Preservation

Many of the initiatives described in the Preservation Plan will require funding. These are the primary sources of funding that should be considered:

### Hotel/Motel Tax

A portion of receipts from the Hotel/Motel tax could be allocated to preservation programs, because this can contribute to tourism. Some of the programs that could be funded (at least in part) by this are:

- Heritage tourism events

### General Fund Allocation in the City Budget

General funds have not been allocated in the past to support historic preservation programs. With the City's limited resources, establishing a line item for historic preservation would be considered in the context of the City's competing priorities for infrastructure and services. To secure funding will require demonstration of community benefits, as well as ways to achieve a sustainable funding source. Some of the programs that could be funded (at least in part) by this are:

- Rehabilitation grants/loans
- Technical assistance grants/loans

### Grants

Grants generally should not be considered as the primary source for funding on-going programs, but they could kick-start a program, or fund individual projects with a specific objective and time line. Some grants to pursue are:

- CLG grants for historical surveys, registration, education and planning
- Corporate grants for publications (such as walking tours)
- Community Development Block Grants (CDBG)
- Urban Development Action Grant Loan Repayments (UDAG)

### Other Financial Incentives

Note that state and federal income tax credits are available to property owners who qualify. These are not listed here, because they relate directly to an individual property owner.

- State Historical Society of Iowa Historic Resource Development Program (HRDP)
- National Trust for Historic Preservation
- Linn County Foundation

# PRESERVATION BACKGROUND



Figure 45: 300 block Second Avenue SE c. 1915. Isis Theatre at left, Palace Theatre at right. Source: City of Cedar Rapids





# HISTORIC PRESERVATION PROGRAM COMPONENTS

City government and many community groups use a range of strategies and tools that work together to form the essential components of the Preservation Program in Cedar Rapids. This section describes the existing state of each preservation program component and provides a discussion of key questions and issues related to them. In some cases, the best practices in Historic Preservation are identified.

The preservation program components are:

## **Administration**

The framework for operating the preservation program.

## **Identification**

The survey and recognition of properties with cultural or historic significance.

## **Management Tools**

The specific mechanisms for protecting historic properties.

## **Incentives and Benefits**

Programs that assist property owners and support preservation.

## **Education**

The tools to build awareness and strengthen skills to support preservation.

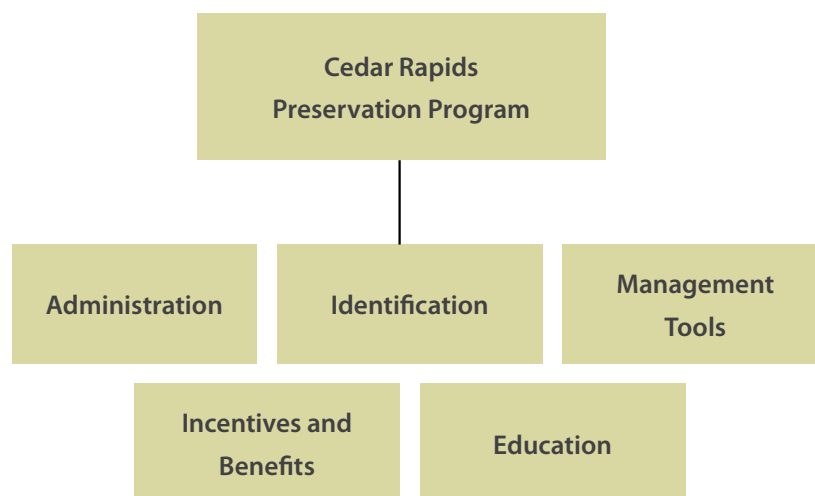


Figure 46: Component Chart. Source: Winter & Company 2015.

## ADMINISTRATION

The administrative component of the preservation program provides its operating framework, including the staff that manages daily activities and the HPC that administers adopted policies and standards.

### CEDAR RAPIDS HPC

The HPC recommends designation of historic properties under local ordinance and is responsible for reviewing all requests for certificates of appropriateness, or project approval, for locally-designated individual historic landmarks and properties in two locally-designated historic districts. For some types of projects, the City Council has delegated approval authority to City staff.

HPC members are appointed by the City Council and must include members from historic districts, an architect and an at-large member. Other members of the HPC are required to have a "positive interest in historic preservation, possessing interest or expertise in architecture, architectural history, archeology, history, historic preservation, real estate or closely related disciplines."

Duties of the HPC include but are not limited to:

- The HPC may, subject to City Council approval, conduct studies for the identification and designation of historic properties meeting the definitions established by this chapter. The HPC shall maintain records of all studies and inventories for public use, and routinely provide the City Council with the minutes of all HPC meetings and reports.
- The HPC may make a recommendation to the City Council for the listing of a historic property in the NRHP.
- The HPC may investigate and recommend to the City Council the adoption of ordinances designating local historic landmarks and local historic districts if they qualify as defined herein.
- The HPC may appoint committees from its membership as necessary.
- The HPC shall review and act upon all applications for certificates of appropriateness.
- The HPC shall further the efforts of historic preservation in the city by making recommendations to the City Council and City commissions and boards on preservation issues when appropriate, by encouraging the protection and enhancement of structures with historical, architectural or cultural value, and by encouraging persons and organizations to become involved in preservation activities.
- The HPC shall not obligate itself or the city in any financial undertaking unless authorized to do so by the City Council.

### **Certified Local Government (CLG)**

From the NPS web site:

*"Being a CLG demonstrates your community's commitment to saving what is important from the past for future generations. As a certified community it becomes easy to demonstrate a readiness to take on successful preservation projects, making your community able to compete for new opportunities!"*

Being a CLG opens the doors to funding, technical assistance and other preservation opportunities and successes.

## **CEDAR RAPIDS PRESERVATION STAFF**

Currently, 2 members of the planning staff spend a portion of their time on historic preservation tasks. This includes processing applications for designations, processing certificates of appropriateness and no material effect, supporting the HPC, maintaining the CLG status, assisting the public and other government agencies with historic preservation issues, and implementing the mitigation measures identified in multiple Memorandums of Agreement with FEMA related to impacts on historic properties from the 2008 flood. Duties also include coordinating the City's preservation activities with state and federal agencies and with local, state and national preservation organizations.

## **ADMINISTRATION ISSUES SUMMARY**

- The preservation program and goals are not well defined and at times are not coordinated with other City departments.
- More preservation staff time is needed to administer the program. Currently, it lacks sufficient resources to oversee a comprehensive preservation program such as that set forth in this plan.
- Other City development and sustainability policies are insufficiently integrated.

# IDENTIFICATION

How is it determined that a property has historic significance? Professionals in the fields of history, historic preservation and historical architecture work with City staff, commission members and advocates to evaluate properties, using adopted standards that are recognized nationally. They employ a variety of research tools to assist them in making those determinations. Research tools include summaries of historical patterns, defined as “contexts” and “themes,” along with descriptions of the typical property types and building styles associated with them. The City’s Geographic Information System (GIS) also is an important tool for identifying potentially significant resources. Additional data provided by the City Assessor also informs the physical condition of properties. For additional information please see the National Register Criteria for Evaluation in the Appendix.

## HISTORIC THEMES AND CONTEXTS

Historic contexts are used to group information that relates to existing historic properties based on a theme, specific time period or geographic area. The relative importance of specific historic properties can be better understood by determining how they relate to these contexts. An individual historic resource may relate to more than one of these areas.

Several themes related to the development of Cedar Rapids are briefly summarized on pages 83-88. These illustrate how contexts may be described, but do not cover the full range of city’s history. These are:

- Settlement
- Cedar River
- The Railroads
- Streets Railway & Interurban
- Utilities
- The Automobile
- Economic Trends
- Ethnic Groups
- Social and Cultural Life

These contexts are used in education programs, survey efforts and in the evaluation of historic significance of individual properties.

## HISTORIC PROPERTIES

A historic survey documents how historic properties relate to the city’s historic contexts, how it represents a property type and how it meets requirements for potential designation as a historic resource. Historic properties can be buildings, sites, districts, structures or objects.



*Figure 47:*



*Figure 48:*



*Figure 49:*

## RESOURCE IDENTIFICATION AND THE GIS

The City's GIS has emerged as an important tool in developing an understanding of where historic properties may be located and how they relate to other planning factors, including land use, transportation patterns and socioeconomics. The GIS database contains many "layers" of information linked to parcels in the city that can help place an individual property into a broader historic context. It is widely used in many departments and thus offers the capability of combining information from individual disciplines, including preservation, with other community programs.

The City is currently working on an historic properties GIS database, which will result in a user-friendly, web-based system allowing easy access to information on historic properties identified from historic surveys. This project was identified as one of the mitigation measures in a memorandum of agreement among the Federal Emergency Management Agency, the State Historical Society of Iowa, the Iowa Department of Homeland Security and Emergency Management, and the City of Cedar Rapids.

*Figure 47: St. Patrick's Catholic Church (1891) at 500 First Avenue NW.*

*Figure 48: Harper McIntire Building (1922) at 411 Sixth Avenue SE.*

*Figure 49: Friendly Service Station (1935) at 1401 Third Street SE.*





### Distribution of Buildings by Age (1840-1977)

The chart to the left groups all buildings in the city into general themes of development. Assessing this helps to anticipate buildings that may be considered for evaluation in the future. Some observations are summarized below.

| KEY                                                                                 | TIME FRAME BUILT | COMMERCIAL  | RESIDENTIAL  | COMMERCIAL & RESIDENTIAL | PERCENTAGE |
|-------------------------------------------------------------------------------------|------------------|-------------|--------------|--------------------------|------------|
|    | 1840-1890        | 59          | 657          | 707                      | 2.14%      |
|    | 1891-1910        | 211         | 3020         | 3231                     | 9.77%      |
|    | 1911-1938        | 449         | 5937         | 6386                     | 19.30%     |
|    | 1939-1944        | 112         | 912          | 1024                     | 3.10%      |
|   | 1945-1955        | 409         | 5636         | 6045                     | 18.27%     |
|  | 1956-1965        | 696         | 7027         | 7723                     | 23.35%     |
|  | 1966-1977        | 1469        | 6495         | 7964                     | 24.07%     |
| <b>TOTAL</b>                                                                        |                  | <b>3396</b> | <b>29684</b> | <b>33080</b>             |            |

Figure 50: City Rapids building age distribution pie chart. Source: City of Cedar Rapids 2014 GIS database.

## Early Buildings May Have a High Level of Significance

707 buildings survive from the earliest periods of Cedar Rapids development. This is an extremely rare group of properties and their preservation should be a high priority.

## Three-Quarters of Existing Buildings are Over 50 Years Old

75.90% of existing buildings are more than 50 years old. Although age itself does not convey historic significance, it does provide a preview of buildings that may be found to have historic significance. This suggests that a substantial portion of the city's buildings could have historic significance and that future surveys may identify more of them as such. The city should be planning ways in which to evaluate the significance of this group of buildings as they "come of age."

In other cases, it may indicate that groups of buildings from these time periods would be in areas that could be appropriate for designation as conservation districts. A character-based analysis in those places may yield more information.

Of the large number of buildings in Cedar Rapids that are over 50 years old, many were built with durable materials and in ways that are likely to be adaptable to energy conservation initiatives. Retaining these structures will be important to support sustainability goals and programs.

## Many Buildings May Be Considered as "Recent Past" Resources

41.62% of existing buildings in the city date from 1945 to 1965. Many of these have already passed the 50-year threshold. Even the most recent buildings in this category will reach 50 years of age by 2015. This is a period of the "recent past" that may now be considered for potential historic significance. Despite meeting the age threshold, many of these buildings will not be considered to have historic significance, but they may, however, still contribute to the established neighborhood character and may merit being included in a conservation district.

Design issues related to these newer buildings sometimes will be different from those of buildings from earlier periods. When the City's preservation design guidelines are updated, this must be taken into consideration.

## Many Buildings Will Not Be Considered for Potential Historic Significance Until the Mid 21st Century

In the building age chart, the remaining number of the existing buildings (24%) date from 1966 to 1977. Few of these buildings are likely to be eligible for consideration as historic properties until the mid 21st Century, but nonetheless contribute to the character of established neighborhoods.



*Figure 51: First Presbyterian Church (1869) at 310 Fifth Street SE.*



*Figure 52: Lustron prefabricated home at 2009 Williams Boulevard SW. (NRHP) Source: City of Cedar Rapids*

## Distribution of Buildings by Age Map (2014)

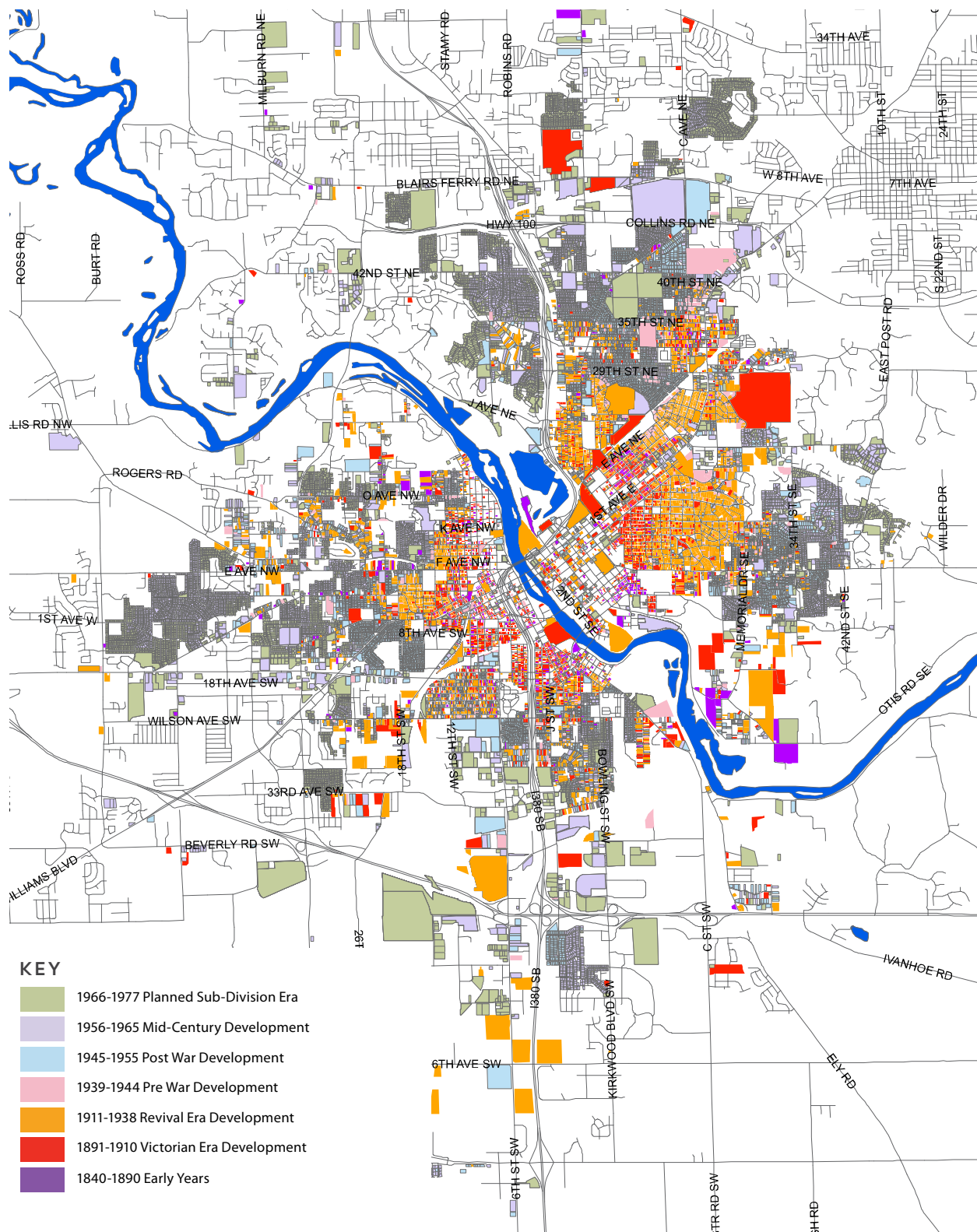


Figure 53: Distribution of Buildings by Age Map (2014). Source: City of Cedar Rapids 2014 GIS Database

**Figure 53** The Distribution of Buildings by Age Map locates the construction dates for the primary buildings on sites throughout the city. They are grouped into time segments that reflect general themes of development in Cedar Rapids. As can be expected, the older buildings tend to lie within the original core of the city. Later periods of development appear as corridors developed and outlying areas were platted.

In general, many neighborhoods exhibit similarities in building age. This suggests that there is a consistency of neighborhood character for many of those areas.

Visually, it appears many of the city's buildings date from the Mid-Century period. In time, these areas may be determined to have historic significance, or to convey a character that is valued. Planning for the appropriate tools to facilitate conservation and preservation should be a priority. Source: City of Cedar Rapids 2014 GIS database.



Figure 54: 1300 Third Avenue SE. Source: Web



Figure 55: Cedar Rapids Savings Bank (Guaranty Bank) 1895 and 1909 at Third Avenue and Third Street SE.



## SURVEYS

Surveys identify which properties have historic or archeological significance, and those that do not. In conducting surveys, professionals use adopted criteria for determining significance. All surveys should meet the Secretary of the Interior's Standards, but also may include additional information that is not required by the NPS, as supplemental data. An intensive survey should include a listing of all of the properties researched, indicating the significance of each of the historic properties and, where applicable, should also include a description of the general character of the district.

The survey process includes a field inspection, a period of collecting historic information about the physical and cultural history of the property and documenting it in photographs, drawings and maps. The survey should define the key characteristics of historic properties.

The process of identifying and then designating historic properties typically consists of four steps. Note that the survey process may include only the identification steps and need not automatically proceed into the historic listing steps.

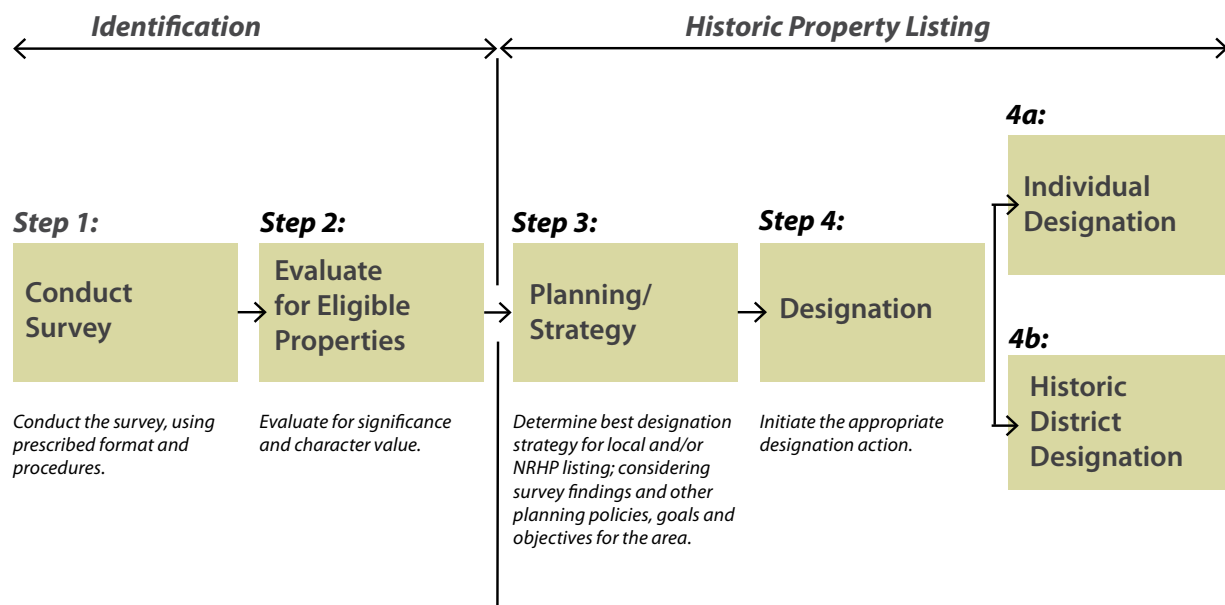


Figure 56: Identification and Designation Steps. Source: Winter & Company 2015

### **Step 1: Conduct the survey**

This is an intensive level survey, in which sufficient information is generated to determine historic significance. It may be preceded by a "Reconnaissance Survey," which provides an initial indication of the potential for historic significance.

### **Step 2: Evaluate for Eligible Properties**

Using the information collected in Step 1, objective criteria are applied to determine significance of historic properties.

### **Step 3: Planning and Strategy Development**

If a historic property is identified as having significance, then decisions about how to address that fact may follow. This strategy step will determine which type (or types) of designation would be best. Some properties may only be listed in the NRHP by the Secretary of the Interior. Others may be listed "locally" under City ordinance, and some in both registers. Other areas may be identified that merit support as "conservation districts," but not as formal "historic districts."

### **Step 4: Designation**

Once a strategy is established, then formal designation may occur. The diagram illustrates the two options for an individual property and for a district. This could apply to either a National Register or local register listing (or both).

## **EXISTING HISTORIC SURVEYS**

Cedar Rapids' existing surveys cover different areas within the city. The city uses the Iowa Site Inventory Form to document its findings. Some surveys date back as far as 1988. This means that a property built after 1938 would not have been 50 years old then and probably would not have been rated as a contributing property. Some surveys identify only those properties that are of historic significance and do not address more modest properties that may contribute to the overall historic character of an area. While this approach was sufficient at the time to identify a potential historic district, it is less useful today as a planning tool. This results in less predictability for property owners in historic districts because the status of their properties may be unclear, requiring a case-by-case determination of historic significance.

Variations in the amount of information provided by older surveys also means that the most important features of historic properties are not always documented. This information is important to have available when a property owner is planning improvements, because it helps them identify those features that should be preserved.

Cedar Rapids just completed a reconnaissance level survey of residential properties in the center city. This survey expands the National Register Historic Places Multiple Property Documentation Form Architectural and Historical Resources of Cedar Rapids, Iowa, and its associated historic context, Architectural and Historical Resources of Residential Neighborhoods, 1870-1940 (MPDF 2000), in context and time period to 1965. The intent of the survey was to focus on areas of the city that had not been previously surveyed, extending beyond the older residential neighborhoods.



## Completed Surveys

- Historical Survey of 16th Avenue Bridge and Adjacent Czech Community (March, 1988)
- Historical and Architectural Reconnaissance Survey Report for Community Development Block Grant Neighborhoods in Cedar Rapids (1994 & 1995 – Marlys A. Svendsen, Svendsen Tyler, Inc.)
- Commercial and Industrial Development of Cedar Rapids, Iowa, c.1865 –c.1945 (November, 1997 - Marlys A. Svendsen, Svendsen Tyler, Inc.)
- Early Settlement and Architectural Properties of Linn County (July, 2000 – Leah D. Rogers, Linn County Historic Preservation Commission)
- Historic properties of Cedar Rapids, Iowa National Register of Historic Places Multiple Documentation Form (March, 2000 - Marlys A. Svendsen, Svendsen Tyler, Inc.)
- Greene & College Addition Reconnaissance Survey and an Intensive Level Survey of 316-17th Street SE (2000 - Marlys A. Svendsen, Svendsen Tyler, Inc.)
- Architectural History Survey and Update for the City of Cedar Rapids (June, 2006, update of five neighborhoods adjacent to city center to update HUD programs – The 106 Group Ltd.)
- Young’s Hill /Kingston Neighborhood, Historical and Architectural Survey Report (June, 2008 - Marlys A. Svendsen, Svendsen Tyler, Inc.)
- Architectural Reconnaissance Survey for Kingston in Cedar Rapids (July, 2009 – Camilla R. Deiber, The Louis Berger Group, Inc.)
- Architectural Reconnaissance Survey for Hull’s 6th Addition to Cedar Rapids (May, 2009 - Camilla R. Deiber, The Louis Berger Group, Inc.)
- Cedar Rapids Citywide Historic and Architectural Reconnaissance Survey (November 2014 - Amendment of Historic Resources of Cedar Rapids, Iowa National Register of Historic Places Multiple Documentation Form, 2000 – Marjorie Pearson, Summit Envirosolutions, Inc.)
- Second and Third Avenue Historic District National Register of Historic Places nomination form (2000 - Marlys A. Svendsen, Svendsen Tyler, Inc.)
- Redmond Park – Grande Avenue Historic District National Register of Historic Places nomination form (2001 - Marlys A. Svendsen, Svendsen Tyler, Inc.)
- Bohemian Commercial Historic District National Register of Historic Places nomination form (2001 - Marlys A. Svendsen, Svendsen Tyler, Inc.) Update (2006-2007 – The 106 Group Ltd.)
- Survey Inventory Form for the Sinclair & Company plant for SHPO (2006 - Marlys A. Svendsen, Svendsen Tyler, Inc.)
- Commercial and Industrial Development of Downtown Cedar Rapids, c. 1865-1965 (Anticipated completion 2015 - Marjorie Pearson, Summit Envirosolutions, Inc.)
- Religious Properties of Cedar Rapids (Anticipated completion 2015 - Eric Barr and Camilla Deiber, The Louis Berger Group, Inc.)
- Industrial Development of Cedar Rapids, Iowa, c. 1865-1965 (Anticipated completion 2015 - Marjorie Pearson, Summit Envirosolutions, Inc.)

*Figure 57 (see following page) shows specific areas which are listed on the NRHP or recommended for intensive survey. The areas not recommended for intensive survey from the 2014 Cedar Rapids Citywide Historic and Architectural Reconnaissance Survey are also identified. Some initial fieldwork did take place to determine areas of potential significance and eligibility listing. As part of this process, properties outside these mapped areas were reviewed but are not shown on the map as they are neither listed nor deemed significant by survey authors. Source: City of Cedar Rapids 2015 GIS database.*

## Survey Map

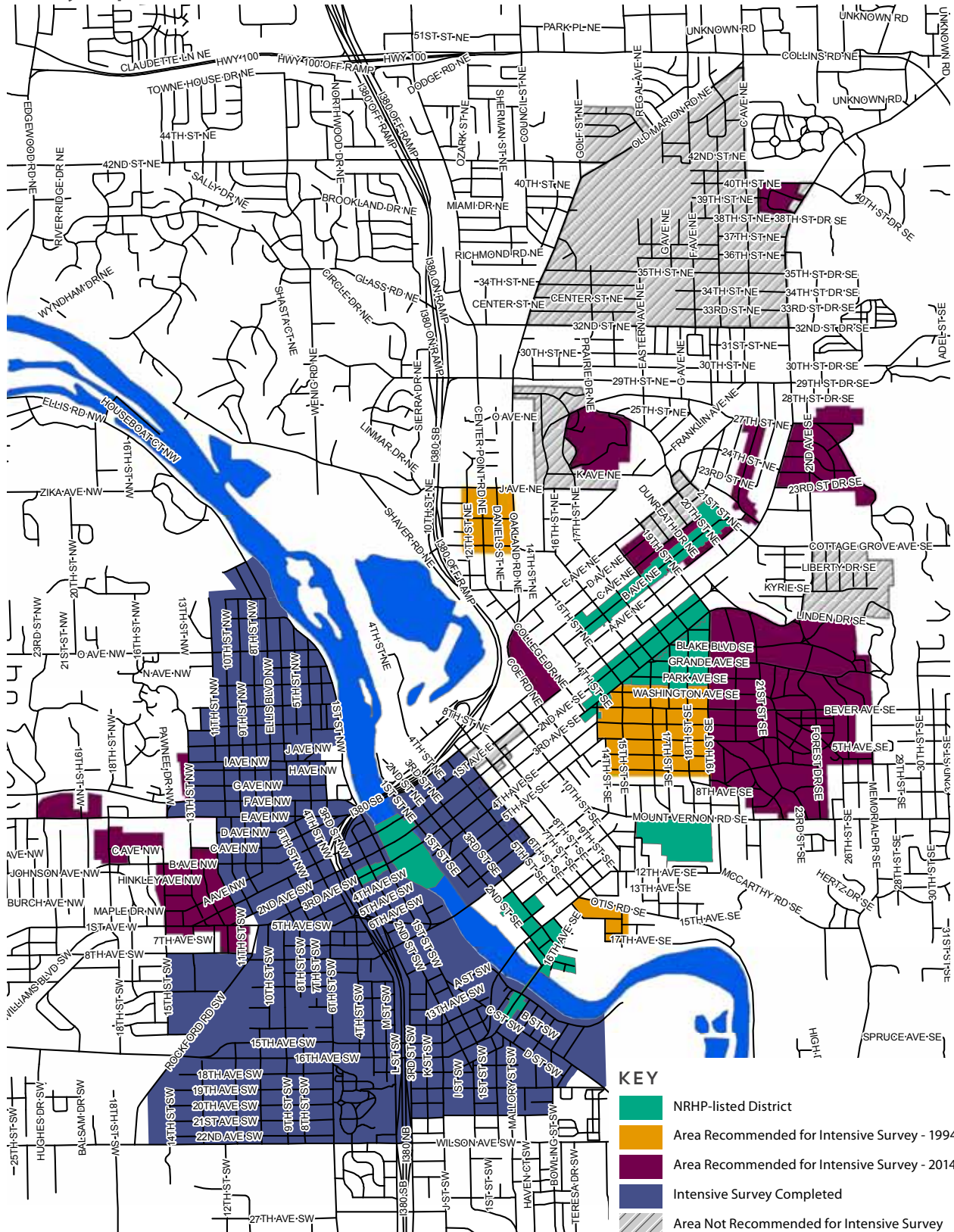


Figure 57: Cedar Rapids Completed Intensive Survey Areas and Recommended Intensive Survey Areas. Source: City of Cedar Rapids 2014 GIS Database

## POTENTIAL NRHP HISTORIC DISTRICTS AND INDIVIDUAL LISTINGS

This section identifies a list of those areas that may be eligible to be listed on the NRHP.

The 2014 Cedar Rapids Citywide Historic and Architectural Reconnaissance Survey (Citywide Survey) recommends several areas for intensive surveys (these are noted below) to further assess historic district potential, to evaluate significance, to define historic district boundaries and to further define contributing and noncontributing properties.

### Northwest Quadrant

#### Areas with Historic District Potential

- East Highlands – First Avenue – C Avenue NW (recommend intensive survey for NRHP boundaries)
- North Highlands – B Avenue NW – E Avenue NW (recommend intensive survey for NRHP boundaries)
- Rapids Township - E Avenue NW (recommend Intensive survey for NRHP boundaries)
- Belmont Park (Increased boundary, recommend Intensive survey for NRHP boundaries)
- Ellis Boulevard West
- G Avenue NW (reduced boundary post 2008 flood)

#### Individual Properties with Potential for National Register Listing

- Roosevelt Junior High School, 300 13th Street NW
- Lustron House, 1500 C Avenue NW

### Southwest Quadrant

#### Areas with Historic District Potential

- 8th Street SW
- Veterans Prospect Place
- Kingston Residential

#### Individual Properties with Potential for National Register Listing

- Cedar Rapids Police Department Building, 310 Second Avenue SW
- Lustron House, 2004 Williams Boulevard

## Northeast Quadrant

### Areas with Historic District Potential

- Greene & College First Addition: including listed B Avenue NE Historic District (Recommend intensive survey for NRHP boundaries relative to listed B Avenue NE NRHP-listed district)
- Northview First Addition (recommend Intensive survey for NRHP boundaries)
- Kenwood Park: Coon-McNeal Development (recommend Intensive survey for NRHP boundaries)
- Coe College Campus - west section (recommend Intensive survey for NRHP boundaries)
- A Avenue NE (affected by Coe College expansion)
- B Avenue NE (affected by Coe College expansion-overlaps with Greene and College First Addition)
- C Avenue NE (affected by Coe College expansion)

### Individual Properties with Potential for National Register Listing

- Franklin Junior High School, 300 20th Street NE
- Mount Mercy University Warde Hall, Warde Avenue
- Mount Mercy University Grotto, Warde Court (nomination in process)
- Lustron House, 2124 First Avenue NE
- Lustron House, 433 Dunreath Drive NE
- Lustron House, 645 35th Street NE



*Figure 58: These homes in the 1900 block of 5th Avenue SE (top and middle photos) and the 500 block of 23rd Street (bottom photo) are found in Vernon Heights. An intensive survey for NRHP boundaries is recommended for this area.*

## Southeast Quadrant

### Areas with Historic District Potential

- Vernon Heights (recommend Intensive survey for NRHP boundaries)
- Bever Park Additions and Bever Woods (recommend Intensive survey for NRHP boundaries)
- Midway Park Addition (recommend Intensive survey for NRHP boundaries)
- Ridgewood Addition (recommend Intensive survey for NRHP boundaries)
- Country Club Heights Additions (recommend intensive survey)
- Huston Park – Bever Ave
- Wellington-Idlewild Avenue

### Individual Properties with Potential for National Register Listing

- Lustron House, 2080 Eastern Boulevard NE
- Raymond D. Crites House, 4340 Eaglemere Court SE

## SURVEY STATUS UPDATE

The 2014 Citywide Survey also identifies specific contexts or resource types that need additional surveying:

*"To further assess non-residential properties, we recommend intensive surveys and context studies relating to education in Cedar Rapids; civic architecture and public buildings of Cedar Rapids to include libraries, fire stations, police stations, post offices and similar structures; and the parks and landscapes of Cedar Rapids to also include cemeteries."*

## NEW SURVEY TECHNIQUES

New technologies now allow data gathering and evaluation to occur more efficiently than in the past. An important innovation is the ability to link survey data from the City's GIS. Combining historic records and building permit information in the Geographic Information System improves access to a wide range of property information. Additional data may also be gathered by allowing property owners to upload information about their properties to a City web site. When combined, these new technologies can support ongoing survey efforts that ensure up-to-date documentation of a community's historic properties.

Some communities are also using a "tiered" survey system that indicates varying levels of integrity and significance for historic properties. This may also identify new buildings that are compatible with their context but which lack historic significance. A tiered survey can link to a variety of planning objectives and can be calibrated to tie in with differing benefits and incentives, and review and permitting processes. For example, properties with a high level of historic significance may be subject to review by the HPC, whereas those of a lesser level may be handled by staff.

## RESOURCE DESIGNATION

Historic properties in Cedar Rapids may be officially listed in the NRHP and/or as a local historic district or local historic landmark. Eligibility for historic designation is generally determined during a historic resource survey. However, it is important to note that not all eligible properties are officially designated and listed in a historic register. Those properties in the NRHP have a defined set of benefits. Locally designated historic properties also are protected using the management tools described in this chapter and may be eligible for other benefits.

### National Register of Historic Places

The NRHP is a listing of historic properties that meet criteria for significance established by the Secretary of the Interior. Nominations to the NRHP are reviewed by the State Nominations Review Committee. If the nomination is successful at the state level, a recommendation is forwarded for final review by the Secretary of the Interior for listing in the NRHP. These listings provide some benefits such as tax incentives.



## Cedar Rapids Local Historic Districts and Landmarks

Those historic properties listed as a Cedar Rapids Local Historic District or Landmark are a key focus of local preservation efforts. These historic properties may be eligible for benefits such as the Exterior Paint Rebate Program. In many cases, alterations to these properties are also subject to design review by the HPC.

To be eligible for listing as a locally designated historic landmark or district, properties must first meet a set of threshold criteria related to age and integrity.

Threshold criteria are:

- Embodies the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master, or that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction; or
- Is associated with events that have made significant contributions to the broad patterns of our local, state or national history; or
- Possesses a coherent and distinctive visual character or integrity based upon similarity of scale, design, color, setting, workmanship, materials, or combinations thereof, which is deemed to add significantly to the value and attractiveness of properties within such area;
- Is associated with the lives of persons significant in our past; or
- Has yielded, or may be likely to yield, information important in prehistory or history.

To become a local historic district, owners of at least 51% of the total number of parcels need to agree to the designation. For individual local historic landmarks, an application must be submitted to the Cedar Rapids Community Development Department.

Official consideration of listing a property requires a public meeting hosted by the HPC to hear the findings of research related to the criteria for significance. Based on the information presented, the HPC votes on whether or not an area or property should be designated a local historic district or landmark. After the public meeting, the HPC submits its report to the State Historical Society of Iowa / State Historic Preservation Office. After review by the State, the City Planning Commission reviews the proposed local historic district or landmark and previous reports and recommendations from HPC and SHPO and makes a recommendation to the City Council. The City Council reviews all the recommendations and makes the final decision on the local historic district or landmark.



*Figure 59: Ausadie Apartments at 845 First Avenue SE (1923). Named for Austin Palmer and wife Sadie. First local landmark. Source: City of Cedar Rapids*



## IDENTIFICATION ISSUES SUMMARY

- The differences between national and local historic designations are not well understood among the general public.
- Recent-past historic properties may be insufficiently identified.
- Survey findings of historic significance (which are informational) are often assumed to lead directly to designation as an official historic property.
- Many potentially eligible districts are not designated.
- Priorities need to be identified for intensive surveys.
- Priority should be given to surveying, with emphasis placed upon areas that are targeted for redevelopment, or where pressure for demolition is anticipated.

## MANAGEMENT TOOLS

Management tools are the mechanisms for protecting historic properties and providing technical assistance. Cedar Rapids primary management tools are the ordinances that guide historic preservation efforts as well as underlying zoning regulations, the design review process and design guidelines that manage treatment of the city's historic district resources. These provide an effective framework for preservation.

As the preservation review process is refined, it will be important to consider how it interacts with other City, state and federal regulations. In some cases, modifying the underlying zoning in an established historic district to more closely reflect traditional development patterns will reduce potential conflicts later in design review. In other neighborhoods that are not designated as historic districts, applying an overlay or developing a conservation district tool may be a consideration.

With the adoption of the City's comprehensive plan, EnvisionCR, in January 2015, the City is moving forward with a comprehensive update to Chapter 32 Zoning of the municipal code. As part of this process, the City will consider form-based standards, as well as other approaches to address issues related to design, parking, use standards in the zoning code. These can also help protect neighborhood character, including places that are in historic and overlay districts. The extent to which the underlying zoning can be better synchronized with design objectives for an area, the more effective the system can be.

## MUNICIPAL CODE

Ordinances bundled into the Cedar Rapids Municipal Code establish the basic rules for construction related to historic properties and set forth the process for establishing protections for them. The following key sections apply to historic properties: Chapter 17A Revitalization Areas, Chapter 18 Historic Preservation, Chapter 32 Zoning and Chapter 33 Building.

### Chapter 17A

The City Council of the City of Cedar Rapids may designate a revitalization area within the city if that area complies with the provisions of Chapter 404.1 of the State Code or successor provisions as follows: An area in which there is a predominance of buildings or improvements, which by reason of age, history, architecture or significance should be preserved or restored to productive use. This allows an exemption from taxation as provided for in Section 404.3 of the State Code and as stipulated in the urban revitalization area plan in effect for each qualifying real estate project.

## **Chapter 18 Historic Preservation**

The preservation ordinance is the portion of the Cedar Rapids Municipal Code that outlines the basic regulations and processes for historic preservation. The original historic preservation ordinance was adopted in 1994. The City's current ordinance dates to 2009.

Topics addressed in the preservation ordinance include:

- Powers of HPC
- Designation and Register of Historic Districts and Historic Landmarks
- Applications for Certificates of Appropriateness
- Procedures for Demolition Review

## **Chapter 32 Zoning**

The basic regulations that shape development throughout Cedar Rapids are provided in Chapter 32. The zoning code defines permitted uses and densities as well as dimensional limits, such as setbacks and building heights. These regulations apply to historic and non-historic properties.

The zoning code includes base districts and overlay districts. Base zone districts provide the regulations that apply to all properties throughout the city while overlays provide additional context-specific regulations in certain areas. The code includes base zone districts for residential, commercial, industrial and other uses at varying densities and scales. Overlay districts such as Czech-Bohemia Overlay District and the Ellis Area Overlay District apply to specific areas and include some design standards intended to preserve the character of these areas. These districts have standards and guidelines that address new construction, additions to existing buildings and/or the rehabilitation of buildings, however; they do not apply to single-family and two-family dwellings. In addition, there are not any rehabilitation standards in these sections that could be used in review.

In some cases, the requirements of an “underlying” zoning district may conflict with goals and objectives for historic preservation because they allow for development that is out of character with the historic pattern. In other cases, zoning regulations may be incompatible with preservation goals because they are too restrictive. For example, if a goal is to preserve the character of a neighborhood where houses were typically built very close together, zoning regulations that require a significant setback between properties could be incompatible.

## **Chapter 33 Building Code**

Requirements for fire safety, emergency exiting, and other construction-related issues are part of the building code. The City uses the International Building Code 2012. Chapter 34 of the code includes a section that can be applied to historic structures. City staff can assist applicants in finding flexible design solutions that promote preservation objectives and meet the building code requirements. However, applicants must balance requirements made by other City departments without the benefit of a staff team leader to coordinate preservation-friendly solutions.

## DESIGN REVIEW

Design review is a collaborative process used to examine public and private projects for their aesthetic, architectural, or urban design qualities, as well as the historic appropriateness and compatibility with surrounding context. A well-organized design review process helps protect a community's historic character. It is a management tool that applies in addition to zoning regulations that may provide some context-sensitive standards. Cedar Rapids has the following design review authorities:

- Cedar Rapids Development Services and Building Service Department and others review improvements to properties in Cedar Rapids to ensure compliance with the zoning code, the building code and other base regulations.
- The Cedar Rapids HPC also reviews designated local landmarks and properties within local historic districts. In general, only exterior work that is visible from the public way must go through design review.

In order to determine the appropriateness of a proposed improvement, the City uses these documents:

- January 1979 edition of The Secretary of the Interior's Guidelines for Rehabilitating Historic Buildings, or subsequent revisions thereof,
- Guidelines for Cedar Rapids Historic Districts Adopted May 2002, reformatted 2008

While the Secretary of the Interior's Guidelines provide valuable guidance, they are not specific to Cedar Rapids historic properties and may be difficult for the public to understand. The basic principles set forth in these documents are therefore adapted to local resources in the City's own design guidelines. As a result Cedar Rapids local design guidelines provide some of the most critical review criteria.

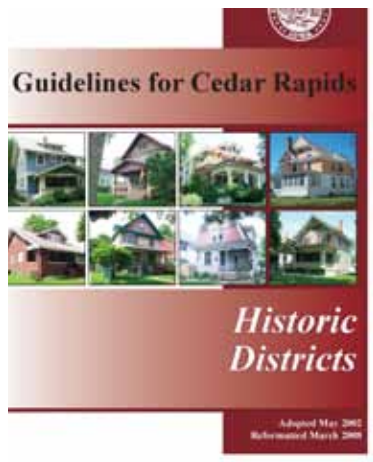
- Design Review Technical Advisory Committee reviews projects in the Czech Bohemia and Ellis Area Overlay Districts. (See Zoning above.)

## DESIGN GUIDELINES

Design guidelines provide objective criteria for determining the appropriateness of proposed work affecting historic properties. They inform a property owner in advance of how a proposal will be evaluated.

Effective guidelines provide clear examples of appropriate and inappropriate design treatments. They also define the range of flexibility that may be available for alterations and additions to properties. They also can help owners identify which features are significant and should be preserved, and conversely, which features are less critical to the integrity of a historic property, thereby indicating where greater flexibility may be afforded.

While addressing rehabilitation, design guidelines also should address sustainability, including energy conservation and generation. They should also provide help in resolving apparent conflicts between preservation and sustainability. For example, many people assume that replacing original single-pane windows with new double-paned windows to be a cost-



*Figure 60: Cedar Rapids Historic Preservation Guidelines should be updated to address additional preservation issues. Source: City of Cedar Rapids*

effective measure, in terms of energy savings. Property owners may argue for replacement of the windows as a necessary trade-off, even though it means loss of historic building fabric. However, many studies nationwide prove that the pay-back period for replacing windows extends over decades, and that there are alternative, more cost-effective measures, such as adding more insulation into the roof and walls, that provide more savings, do not cause loss of historic building fabric and have a much shorter payback period.

Cedar Rapids has published custom-tailored design guidelines for its two local historic districts. They guide the design review process for work in the two local historic districts. The existing guidelines generally provide a good base by which to consider treatment of a historic residential buildings, however many topics are missing. For example, they do not provide guidelines for non-contributing properties or new construction within the historic district. Many of the guidelines also lack sufficient detail to be helpful to property owners, or for the commission to use in making informal findings in its design review tasks. Updating these guidelines should be a high priority.

There are several ways in which design guidelines for historic preservation may appear in city publications. The differences in part relate to how the guidelines are administered. There are these general categories:

- Design guidelines for historic preservation under the purview of the HPC
- Design guidelines for special overlays (such as Czech-Bohemia)
- General Urban Design Guidelines for citywide use (either as an overlay or as an education device)

Each of these is discussed briefly here:

### **Historic Preservation Guidelines**

An effective set of design guidelines for historic preservation should be written such that the document can apply citywide for any local landmark or historic district. It should include guidelines for treatment of historic properties, of course, but also for the design of additions and new buildings on historic sites and within historic districts.

A good set of historic preservation design guidelines should include:

- General principles for preservation of all historic properties (based on the Secretary of the Interior's Standards for Rehabilitation)
- Special guidance for sustainability related to historic properties (providing additional guidance for achieving energy efficiency and conservation of resources while maintaining preservation principles)
- General principles for the design of additions to historic buildings
- General guidelines for the design of new buildings in historic districts (these apply to all existing and future historic districts)

- Context-specific guidelines for infill in historic districts (these add special guidance tailored to unique conditions within individual historic districts)
- Guidelines for landscaping (including the public and private realms)

The general preservation guidelines sections should draw upon the fundamental principles set forth in the Secretary of the Interior's Standards and Guidelines for Rehabilitation. These would apply to alterations and improvements to historic properties, wherever they exist in the city, either individually or as contributing to historic districts.

## **Design Guidelines for Special Overlays**

Several overlays exist that have their own design guidelines. The Czech-Bohemia Overlay is an example. These often combine preservation principles with other design policies specifically related to the context. Where these overlays are applied to areas of historic significance, the guidelines for citywide preservation should be applied to the historic properties within the designated areas to the extent feasible. They may be repeated in the overlay guidelines, or there could simply be a reference to the city's general preservation guidelines for treatment of these properties.

Then, there should be more carefully crafted guidelines for new construction within these overlays that address the specific context. There also may be guidelines for the public realm that include street furniture, signage and other topics.

## **General Urban Design Guidelines**

Many cities use urban design guidelines to promote design excellence and compatibility with existing contexts. These focus on broader principles of providing a pedestrian-friendly experience, building neighborhoods by linking individual projects and establishing a distinct palette of materials (and even style) that reflects the community. Where these are used, there should be reference to historic properties and a connection should be made to the city's historic preservation guidelines.

## **DEMOLITION REVIEW**

Tools that prevent or discourage the demolition of historic properties are essential elements of a City's preservation system. Each loss of a historic property raises questions about the effectiveness of the preservation system, and an effective system must have a process that discourages loss of historic properties through demolition. Sometimes a property is neglected until it must be demolished. These cases of "demolition by neglect" may be due to many causes including:

- An owner cannot afford the necessary maintenance because of personal financial circumstances, or
- An owner is unwilling to invest in the structure, or
- An owner anticipates reuse opportunities for the site that seem to be greater without the historic structure being there, or
- There is no apparent viable economic use for the property, or
- An owner is disinterested or unaware of the condition of the property





*Figure 61: Pazdera Grocery building at 129 Seventh Avenue SW was moved c. 1990 to Usher's Ferry Historic Village in Cedar Rapids to preserve it. Source: City of Cedar Rapids*

At a certain point, the decay may become so substantial that the City's building official must cite the property as a hazard to public safety. Most local preservation ordinances acknowledge that, when this state is reached, the property may be demolished. The objective, however, is to avoid having a property reach this state.

- Typically, by the time a building reaches a stage of being at risk, it has already passed a point at which many of the architectural details and building components that contribute to its significance have deteriorated to a point beyond repair. That is, when it reaches a public safety hazard stage, the building may have already lost its integrity as a historic resource. The challenge, therefore, is to interrupt the cycle before decay reaches this level.

The primary demolition prevention tool is a requirement for a demolition permit. The HPC may deny a request for demolition of a locally designated historic property or delay demolition in order to seek other options. The applicant may appeal the HPC's decision to the City Council. For properties not locally designated, the HPC may invoke a 60-day delay, during which alternatives may be explored. Other strategies to protect historic properties from demolition include direct intervention, and incentives as well as working to create a climate that encourages good stewardship. Because the appropriate tools will vary with the circumstances of the case, the most effective preservation programs use these tools:

- Property owner notices of need to repair
- Publication of endangered property lists (often managed by preservation partners)
- Emergency protection clauses in the ordinance
- Minimum maintenance requirements
- Forced sale or condemnation
- Emergency preservation funds
- Creating a supportive economic environment
- Economic hardship

When demolition is proposed, the question of economic viability typically arises. At present, there is not a clear set of criteria to evaluate the feasibility of preserving a structure.

## **The Different Categories of Properties in Demolition Review**

There are essentially these types of properties that may be involved in demolition review:

### **PROPERTIES KNOWN TO HAVE HISTORIC SIGNIFICANCE**

#### **A locally designated historic resource**

This applies to a building that is designated under local ordinance as having historic significance. This may be an individual landmark, or a property considered to be a “contributing” to a local historic district. These properties have the highest level of protection, and the HPC should be involved in the review of any proposal to demolish a resource in this category, under the powers of the preservation ordinance.

In some of the local historic districts in Cedar Rapids, the survey information does not go to the level of detail that classifies each property within the district as either “contributing” or “non-contributing.” In those cases the assumption should be that all properties within the district that date from the period of significance are “contributing,” until the HPC can make a determination using the criteria for designation in its ordinance. For those properties that are more recent than the period of significance, most are likely to lack historic significance, unless they would be eligible for individual listing as a local landmark. These would be treated as “non-contributing.”

#### **A property listed in the NRHP, but not locally listed**

This involves a building that is listed in the National Register as having historic significance, but that is not also listed locally. These are properties for which the demolition delay provision is especially important, because these resources should be preserved if feasible and this delay gives the community (and the HPC) time to consider alternatives. This may include moving to designate the property as a local landmark, or pursuing other alternatives as outline above. Note some of these properties may be eligible for income tax incentives, and this option could be explored during the delay period.

#### **A property that is identified as having historic significance in a historic resources survey, but that has not been listed either locally or in the National Register.**

These are properties that should be protected as well, and the delay provides time to consider the options. By applying the criteria for significance in the ordinance, the HPC may determine if it should pursue local landmarking or otherwise seek alternatives to demolition. This may be particularly important for an area that could be designated as a local historic district, but the timing is such that local designation of the district will not occur in the near future. If these potential “contributing” properties are lost, it could affect the eligibility for the district as a whole in the future.

## PROPERTIES THAT MAY HAVE HISTORIC SIGNIFICANCE

### **A property that is located within an area identified for an intensive level survey.**

The 2014 City Survey has identified several of these places. In these areas, many of the properties are likely to have historic significance, but the survey work has not been completed to make that determination. In these cases, the HPC may apply the criteria for significance in its ordinance in order to determine if a local historic landmark designation should proceed. The demolition delay provision provides time for this consideration, which may require some research. Finding alternatives to demolition for these properties may help preserve them until an intensive survey can be conducted.

### **A property that is of an age, in an un-surveyed area that could have historic significance**

These are properties in areas that have not had a reconnaissance survey, but have reached an age threshold that serves as a minimum “filter” for identifying properties that may have taken on historic significance. This is a category that some properties of the “recent past” may be in. For properties in this category, finding an expeditious process for determining significance will be important. It may be possible for staff to review these properties, applying clearly defined criteria. Then, if they find some potential for significance, the property may be referred to the HPC; if staff finds a lack of significance, then it may be possible for them to make a finding of “no historic significance.”

## PROPERTIES THAT ARE NOT LIKELY TO HAVE HISTORIC SIGNIFICANCE

### **A more recent property, not classified as historically significant**

This includes a property that dates from a more recent period that has not been identified as having historic significance. For many of these, the lack of historic significance should be relatively clear. Working with specifically defined criteria for significance, staff should be able to make a determination of “no historic significance” without referring the property to the HPC. For cases in which they may be uncertain about applying the criteria, they could seek the advice of the HPC.

### **A classified “non-contributing” or surveyed property determined to have no historic significance**

These are properties that have been officially recorded as a “non-contributing” to a district or ineligible for the NRHP. This determination will have been made by a professional in the field, and the survey would have been accepted by the HPC. The survey may be for an established historic district at a local level or a National Register level, or it may be an intensive level survey that has been accepted by the HPC, but for which no official designation has occurred. In all of these situations, a process already has been followed by which a professional has evaluated the property and the HPC has endorsed the findings. For these properties, staff should be able to issue a finding of “no historic significance” without returning the question to the HPC. (This underscores the value of having intensive level surveys, because they expedite this demolition review process for properties that have already been rated as non-contributing.)

# MANAGEMENT TOOLS ISSUES SUMMARY

## Overall Issues

- Existing tools do not address new trends in preservation, such as sustainability, recent past resources, new construction in historic districts and integration with other planning objectives and policies.
- Saying “no” in the face of a promise of new investment is difficult. That is, review authorities wishing to see investment occur, may approve a project in the interest of economic development, even when it may result in damage to historic properties. Sometimes, this decision may not take into account the long-term economic benefits that derive from preserving historic properties and incorporating them in the redevelopment schemes. Having more detailed design guidelines will help the staff and the HPC in saying “no.”
- Some of the City’s design overlays are intended to encourage appropriate rehabilitation work and compatible infill, but do not actually have the tools to require compliance.
- There are ongoing concerns with removal of flood-damaged buildings that increases confusion amongst the public about procedures and policies regarding demolition of buildings.

## Ordinance Issues (See the Appendix for more details.)

- The existing zoning code includes provisions that may conflict with preservation objectives. (The example of setback requirements potentially being out of sync with historic development patterns was introduced earlier.)
- Technical cleanup of Chapter 18 of Historic Preservation is needed to address some existing issues, such as:
  - o Issues with the enforcement and compliance with the preservation ordinance, including improvements to historic buildings and demolition of historic properties.
  - o Speculative demolition can occur. That is, one can demolish without having a plan for replacement. This leaves vacant lots in the neighborhoods.
  - o Existing tools are not sufficient to ensure maintenance of historic properties.

## Design Review Issues

- The design guidelines for historic preservation and for design in historic districts are not comprehensive. For example, design guidelines to address, the neighborhood design context, site features, non-contributing properties or new construction, etc. are missing.
- Design guidelines also should be developed that can address historic properties citywide. That is, for the treatment of an individually listed historic landmark that is not in a historic district.
- Design review for historic preservation is isolated, in a “silo.” Considering ways in which to more fully integrate historic design review, and preservation in general, into community development and planning is a key concern. Showing how preservation contributes to other community development initiatives is one way of doing this.

# INCENTIVES AND BENEFITS

Effective preservation programs offer special benefits to stimulate investment in historic properties, encourage owners to follow appropriate rehabilitation procedures, and assist those with limited budgets. This may include:

- Financial and technical assistance
- Tax credits
- Regulatory relief, such as streamlined review
- Special flexibility in building codes

## **Tax Incentives that are available:**

- Federal Historic Preservation Tax Incentives
- Iowa Historic Preservation and Cultural and Entertainment District Rehabilitation Tax Credit
- Low Income Housing Federal Tax Credit
- Industrial Property Tax Exemption
- Urban Revitalization Tax Exemption
- City of Cedar Rapids Historic Preservation Economic Development Program
- Historic Property Rehabilitation Tax Exemption
- Temporary Historic Property Tax Exemptions
- ADA Federal Tax Credit

## **Financial Incentives that are available:**

- Cedar Rapids Downtown/MedQ Housing
- Cedar Rapids Exterior Paint Rebate Program
- City of Cedar Rapids Economic Development Program-Targeted Development Programs
- CLG Grants
- Commercial Reinvestment
- Community Benefit Program
- Czech Village/New Bohemia Main Street District Resources
- Historic Resource Development Program (HRDP)
- Historic Site Preservation Grants (HSPG, has not been funded for four years)
- Iowa Economic Development Loan Program
- Iowa Main Street Mortgage Loan Program
- Iowa New Jobs Training Program
- National Trust Preservation Fund
- Self-supporting Municipal Improvement District
- State Historical Society of Iowa Technical Advisory Network (TAN)
- Urban Renewal Tax Increment
- Wells Fargo Grants

## Regulatory Incentives

- There is some flexibility provided in the International Building Code 2012, however; this may not be invoked as often as it could be. Additional zoning code flexibility also may be allowed for historic properties to encourage preservation of historic properties.

## INCENTIVES & BENEFITS ISSUES SUMMARY

- The City does not have a specific system to coordinate historic rehabilitation projects with City incentives and therefore some opportunities to use them may be missed.
- Existing incentives are insufficient to promote designation of some historic properties.
- The City can promote and enhance existing technical assistance programs.
- Code flexibility for historic properties is not well defined. The potential to use the International Existing Building Code for historic building improvements is not readily apparent to property owners.
- The City should develop a set of case studies with financial proformas to demonstrate historic redevelopment prototypes that would be considered feasible in Cedar Rapids. This analysis would consider appropriately rehabilitated historic properties, and incorporate available tax and loan incentives, to better understand how incentives could apply.



*Figure 62: Iowa Theatre Building at 102 Third Street SE. Opened June 1928.*



*Figure 63: Third Avenue SE looking east from Second Street SE c. 1945. Right to left: Killian Department Store at 201 Third Avenue SE, Sanford's Store/Boyson Jewelry building at 213-217 Third Avenue SE (demolished 1988), Montrose Hotel at 221-227 Third Avenue SE (demolished 1988). Source: City of Cedar Rapids*



## EDUCATION

The education component is made up of strategies to build awareness and strengthen skills to support preservation policies. Helping property owners learn how to maintain their historic properties as active, viable assets is a key part of a successful preservation program. Many property owners willingly comply with appropriate rehabilitation procedures and develop compatible designs for new construction when they are well informed about preservation objectives.

Workshops that provide helpful information about rehabilitation techniques and publications that build an understanding of historic significance are examples of education and outreach strategies. Well-written design guidelines that provide useful solutions can also serve an educational role.

Education and outreach efforts also help ensure that the importance of historic preservation is well understood within the community. They may also help property owners better understand the range of flexibility that is available for adaptive reuse of historic properties.

Education of the general public can also help build a base of people who can work in the heritage tourism industry. The evolution of the city reflects its heritage in the richness of its architecture, and the character of its commercial areas and residential neighborhoods. Heritage tourism can build awareness of historic properties within the community by promoting these assets and their stories to attract tourists. Currently, preservation is an under-realized economic development resource for Cedar Rapids. Greater understanding, coordination and marketing of preservation is needed.

### CITY OF CEDAR RAPIDS EDUCATION PROGRAMS

The City does administer some programs related to education and awareness. These include distributing historic markers, maintaining a property research database and posting information on the City's web site.

These are some programs:

#### **Cedar Rapids Web Site**

The City of Cedar Rapids identifies preservation related material through its link to the HPC. The primary information displayed identifies the HPC's roles, membership and meeting schedule. Some information related to City preservation activities also is posted, however this is not extensive. There are also some preservation related links and related documents. Generally, the historic preservation portion of the site is not comprehensive but does provide the foundation for a better site.

## Historic Properties Inventory Database

The City is in the process of developing a comprehensive database for inventoried historic properties in Cedar Rapids. This database will include all previously completed surveys, as well as the industrial, religious building, and downtown surveys, which are scheduled to be completed by the end of 2015. The data will be mapped and available in an online GIS database, which will incorporate a color-coded system of identifying significant historic properties within the city.

## Annual Preservation Showcase

This one-day program is held annually and highlights historic preservation work throughout the city. The day celebrates achievements and identifies issues through events, lectures and identification of projects. The preservation showcase is funded through 2016. To maintain this annual event into the future, additional funding will need to be identified.

## OTHER EDUCATION PROGRAMS

Though the City itself has a limited role in other education and outreach programs, many of its preservation partners play key roles. The roles of several of the city's most important preservation partners are summarized below.

### African American Museum of Iowa

The African American Museum has been carrying out its mission since 1994 and has since become one of the leading educational resources on African American history in the state. Its mission is "To preserve, exhibit, and teach the African American heritage of Iowa."

Offerings include:

- Tours
- Exhibits
- Lectures
- Collections
- Museum Shop
- Family and Youth Programs
- Social events with historic themes
- Oral Histories



*Figure 64: African American Museum of Iowa at 55 12th Avenue SE. Source: Web*



*Figure 65: Brucemore Historic Site and Community Cultural Center at 2160 Linden Drive SE*

## Brucemore Historic Site and Community Cultural Center

Brucemore is a National Trust Site and a community cultural center. Its mission is "To engage the public in the history, traditions, resources, and on-going preservation of Brucemore for the enrichment of the community." It is a model facility for preservation.

Offerings include:

- Interactive tours of the Mansion, its Landscape and the Neighborhood
- Exhibits
- Lectures
- Collections
- Flower Shop

## The History Center

The History Center is dedicated to connecting the past to the present and the future of Linn County. The Center works to make history both accessible and enjoyable for everyone.

Offerings include:

- Linge Library
- Historic Walking Tours
- Exhibits
- Lectures
- Social events with historic themes
- Demonstrations of historical items or crafts
- Oral Histories



*Figure 66: The historic Douglas Mansion at 800 Second Avenue SE serves as home to the History Center. Source: Web*

## Czech Village/New Bohemia Main Street District

Main Street's mission is "To encourage economic growth and promote preservation by working together toward a shared vision through implementation of the Main Street Four-Point Approach to revitalization."

Its vision is of a District that "...is a vibrant urban neighborhood and a model for historic preservation and economic development in the Midwest, a destination for both residents and visitors. Building on its unique history, the District is a dynamic arts and culture venue that provides interesting, authentic and enriching experiences that complement the downtown with a variety of shopping, dining, arts and cultural entertainment opportunities that can be found here."

Educational components of the Czech Village/New Bohemia Main Street District work includes:

- Promotion of heritage tourism in historic arts & cultural district
- Design, technical and financial resources for owners of property or businesses within the District
- Strategic planning for economic and community development

## Indian Creek Nature Center

Operated within a historic agricultural facility the mission of the Indian Creek Nature Center is to, “promote a sustainable future by: nurturing individuals through environmental education providing leadership in land protection and restoration, and encouraging responsible interaction with nature.”

For decades Indian Creek Nature Center has led the area in sustainable building and operations practices. In 1993, the first net-metered solar panel system in Iowa was installed on the maple sugar house. Relocated to the barn a few years later these panels have consistently produced 25% of the electricity for the center.

Offerings include:

- Leadership in Land Protection and Restoration
- Preschool, Elementary and Middle school programs
- Events
- Gift Shop

## Linn County Historic Preservation Commission

The Linn County Historic Preservation Commission is comprised of nine County residents who work to identify, preserve, and protect historic properties.

## National Czech & Slovak Museum & Library (NCSML)

Its mission is to “inspire people from every background to connect with Czech and Slovak history and culture.”

Its vision, “We are a museum that celebrates life. Through exhibitions and experiences, the facility tells stories of freedom and identity, family and community, human rights and dignity.”

Offerings include:

- Study Trips
- Lectures
- Bi-annual Journal
- Events
- Exhibits
- Oral Histories
- Library
- Museum Shop



Figure 67: Indian Creek Nature Center at 6665 Otis Road. Source: Web



Figure 68: National Czech & Slovak Museum & Library at 1400 Inspiration Place. Source: Web

## Save CR Heritage

Save Cedar Rapids Heritage is a 501(c)3 non-profit organization, in its infancy. It is moving forward to become the hub of preservation resources and programming in the community. As noted on their web site "intention is to use awareness, assistance and initiative to preserve historic treasures by developing preservation and reuse strategies." The organization will work with developers, property owners, city officials, cultural organizations, etc., to make preservation an integral part of progress."

## EDUCATION ISSUES SUMMARY

The City provides limited educational services regarding the preservation of the city's historic properties. The City does have robust partners in educating the community about the heritage of the city. However, these individual programs are not as well coordinated as they could be.

- The school district lacks a formal program on the history of the community.
- Existing educational resources do not provide a strong basis of awareness.
- Current preservation education and outreach programs are not sufficient to raise awareness and provide support for the city's preservation goals and objectives.
- Many contractors and property owners lack an understanding of appropriate rehabilitation procedures.
- Some commercial property owners do not see value in historic buildings on site.
- Many property owners do not understand the role of historic buildings in sustainability.
- No committee exists to provide an overall direction for preservation education efforts.
- Existing and potential preservation partners are not always included in education program efforts.
- Increased coordination with preservation partners is needed.
- Few programs exist for heritage tourists.
- A formal Heritage Tourism Plan is needed.
- There are few developers who understand preservation projects.



# THE CITY'S CULTURAL RESOURCES



Figure 69: Air View of Cedar Rapids c. 1950. Source: City of Cedar Rapids



THROUGHOUT THE CITY, OLDER PROPERTIES EXIST THAT RESIDENTS VALUE FOR THEIR ASSOCIATION WITH THE COMMUNITY'S HERITAGE. MANY OF THESE HAVE BEEN IDENTIFIED IN CULTURAL RESOURCE SURVEYS AND SUBSEQUENTLY SOME OF THOSE PROPERTIES HAVE BEEN OFFICIALLY DESIGNATED AS HISTORIC PROPERTIES. AS A MEANS TO MAKE INFORMED DETERMINATIONS OF SIGNIFICANCE, THE CITY USES ADOPTED CRITERIA AND ALSO DRAWS UP HISTORICAL BACKGROUND INFORMATION WHICH IS PUBLISHED AS A SERIES OF "CONTEXTS." THIS SECTION SUMMARIZES SOME MAJOR CONTEXTS AND THEN DESCRIBES SOME OF THE FORMALLY LISTED HISTORIC PROPERTIES. FOLLOWING THAT MATERIAL IS A DISCUSSION OF PROPERTY AGE AND CONDITION RELATED TO THESE IDENTIFIED RESOURCES.

# HISTORIC SURVEY CONTEXTS

The evaluation of properties for potential historic significance involves an assessment of the property in terms of the history of the relevant geographical area, themes or subjects, and within a specific time frame—this is considered its context. The relative importance of specific historic properties can be better understood by determining how they relate to these contexts. An individual historic property may relate to more than one of these areas.

Several themes related to the development of Cedar Rapids are briefly summarized in the following pages. These illustrate how contexts may be described, but do not cover the full range of Cedar Rapids' history.

Historic contexts are used by communities to assist with education, guide survey efforts and inform evaluation of historic significance.

*The information provided below was obtained from the National Register of Historic Places Multiple Property Documentation Form: Historic Resources of Cedar Rapids, June 1991; Commercial and Industrial Development of Cedar Rapids, Iowa, c. 1865 – c. 1945; and the amended Historic Resource of Cedar Rapids, Iowa Multiple Property Submission Form, 2000, resulting in the Cedar Rapids Citywide Historic and Architectural Reconnaissance Survey of 2014.*

## PHYSICAL & HISTORICAL DEVELOPMENT

### Settlement

Soon after the land of east central Iowa opened to settlers in the late 1830s, a stretch along the Cedar River in Linn County known for its swift flowing rapids was identified by a few pioneer settlers and a handful of early land speculators as a prospective town site. They were attracted by the possibility of waterpower at the site for the operation of mills. The rich land in the nearby hills and prairies promised a steady supply of agricultural produce. The most farsighted observers anticipated that a steamboat landing could be developed here where the rapids would impede further movement upstream.

The original town was laid out with streets perpendicular and parallel to the Cedar River's northwest-southeast course. The plat had just over sixty square blocks stretching along twelve blocks of riverfront and extending approximately eight blocks back. The normal course of city building observed in other Midwest communities was followed in Cedar Rapids with log and frame commercial establishments. A handful of residences originally intermixed with the commercial buildings were soon displaced by larger and more permanent commercial blocks of masonry materials.

Cedar Rapids was initially platted as Rapids City in 1841 and then incorporated as a small settlement of some 300 people on the east bank of the Cedar River

in 1849. Kingston, the settlement on the west bank of the river, was established in 1852. The two communities consolidated under the name of Cedar Rapids in 1870. The city boundaries were enlarged in 1884 and again in 1890, on both sides of the river. This last annexation established the city boundaries which were in force into the 1920s.

In 1908 the people of Cedar Rapids adopted the commission form of government by popular vote. One of the first important Initiatives by the City Council was the acquisition of May's Island. Plans were begun for construction of a new city hall on May's Island and a new bridge across the island at Third Avenue. When the new Memorial Building and City Hall were finished a few years later, the City's plan for a civic center was completed.

The difficult times experienced during the Great Depression years in other Iowa towns did not affect population growth in Cedar Rapids during the 1930s. By 1940, more than 62,000 persons called Cedar Rapids home and the local Chamber of Commerce boasted that the community had one of the highest homeownership rates in the country. The increase of more than 10,000 industrial jobs between 1939 and 1945 provided continued growth.

Between 1970 and 1990 the population of the city was essentially stable at approximately 110,000. It then grew to approximately 128,000 by 2013.

## Cedar River

The Cedar River has been the defining element of the city since its founding. The rapids were harnessed as early as 1842 as a source of waterpower through dam building efforts north of May's Island. Industry located along the riverfront on both sides of the river to take advantage of the waterpower, and the Quaker Oats plant remains an important presence on the river front. Downtown Cedar Rapids was established on the east bank of the river opposite May's Island, and a small commercial district extended across the island on the west side.

May's Island became the heart of Cedar Rapids civic government in the early twentieth century with the construction of the Veterans' Memorial Building/Coliseum home of City Hall, the Chamber of Commerce, and the National Guard armory; the Linn County Courthouse; and a landscaped plaza linking the two civic buildings. A third component of the new civic complex was the U.S. Post Office, Federal Building, and Courthouse.

The City set up a park commission in 1894. Two of the city's early parks (Ellis and Riverside park) are located along the river and provide major recreational areas for the community.

Early dams on the river were constructed to provide water power and bridges that span the river were crucial to the development of Cedar Rapids on both sides of the river. The river was also a factor in the location of two significant infrastructure improvements: the city water treatment system and the sewage treatment system.



*Figure 70: Ellis Park c. 1909. Source: City of Cedar Rapids*

The Cedar River has helped to define Cedar Rapids since its founding, for good and ill. It has been a source of waterpower and recreation, and it has also been the source of periodic flooding, which in turn has continually altered the city's fabric.

### **The Railroads**

As stated in National Register of Historic Places Multiple Property Documentation (MPDF) Form 2000, by 1900 Cedar Rapids claimed the status of "railroad traffic pivot of the middle west." Direct connections were available to all major cities in the region and nearly 1,750 stations in Iowa alone. In the city itself, railroad lines "crisscrossed Cedar Rapids' west side, the downtown, and the riverfront. Their routes established extensive industrial corridors and warehouse districts and, in turn, attracted working class residential neighborhoods."

The first railroad came to Cedar Rapids in June 1859 and others followed during the 1860s and 1870s. Virtually every new or expanding industry of importance in Cedar Rapids from meat packing to oatmeal and grain processing to metal working companies located facilities along one of the four railroad routes or on readily accessible rail spurs. The river had been the impetus for a town site for Cedar Rapids, but the railroads gave physical structure to the town and the means for growth. Major lines continued from downtown to the northeast and southeast and helped to define neighborhood boundaries.

Railroads continued to be one of the principal urban geographic factors defining Cedar Rapids after 1900. The access points, approaches and alignments remained the same. The railroad bridges continued in the same locations. Factory sites, warehouse districts, and residential neighborhoods continued along all rail corridors.

When constructed, the rail lines carried both passenger and freight traffic. Passenger trains no longer go through Cedar Rapids, but rail freight is active on all the major lines. Prominent grade crossings downtown and in many residential neighborhoods reinforce the presence of the city's railroad corridors.

### **Street Railways and Interurban**

The Cedar Rapids streetcar system served to link areas of the city and nearby communities. This electrified system replaced earlier horse-drawn streetcars and was installed in 1891. Over 13 miles of track were in operation by 1910, with streetcars running every 15 to 20 minutes along various routes. Residential districts were no longer confined to neighborhoods that surrounded factory sites or abutted manufacturing corridors. Land that was once considered too far from the city center for profitable development became suitable for residential suburbs. And in the case of the town of Kenwood Park, an entire community was built in the middle of the country along the 'Boulevard' [i.e. First Avenue]. The names and routes of streetcar lines were prominently featured in advertisements and promotions for many new residential additions, especially those on the east side, such as Vernon Heights, Bever Park, Ridgewood, and

Midway Park. The city also used the routes of the electric transportation lines to guide the locations of public schools.

The development of outlying recreational areas was another result of street railways. The pre-electrified streetcars had operated service to the fair ground on the west side in the 1880s when amusements or fairs were held. After 1900, streetcar lines brought town dwellers to Alamo Park to "Chute-the-Chutes" and Ellis Park on the city's west side. Ellis Park was a popular site above the dam for swimming along the river, regattas, baseball games, and picnics and to Bever Park on the far east side for nature walks, ball games and picnics. Good streetcar service was also available to the City's principal cemeteries - Oak Hill on the east side and Linwood on the west side.

The streetcar tracks and overhead wires were eventually removed after service halted in 1937 and replaced by bus service. Today local bus lines run along some of these same routes.

Electrification was not limited to streetcar lines, however; in 1904 the first electric powered interurban. These lines operated between Cedar Rapids and Iowa City, beginning in 1904 and ending in 1953. Most of the tracks through the city were either removed or converted to other uses.

### Utilities

The introduction of gas and electric power and the installation of telephone service had profound impacts on the way Cedar Rapids operated and ultimately the way buildings were built and neighborhoods developed. Change began with the development of an infrastructure to support these new utility services appeared both above and below ground. Streets and sidewalks were soon lined with power poles and wires to carry electric power into residential neighborhoods and telephone lines to anyone subscribing to the service. Electric streetcar lines required supply lines to crisscross downtown intersections. Each generation of new electric light standard in the business district added refinements in ornamentation, operational design, and lighting capacity. For a time, technological advancement could not keep up with demand. Power poles became burdened with a spider web of telephone wires and power lines before underground cable installations were adopted.

Another essential utility service, was the city's water and sewerage system, which was greatly expanded during the twentieth century. The city's water was provided by a series of deep wells built in 1926-1929 that channeled the water into the Cedar Rapids Water Works Plant. The plant has been expanded over the years to meet the needs of city residents. Shortly after the completion of the plant, the City began to plan a new riverfront sewage treatment plant that was notable for processing both domestic sewage and industrial waste. City water and sewage lines were extended into the new suburban developments being constructed beyond the core residential neighborhoods in the first three decades of the twentieth century.



*Figure 71: "Third Avenue at Night" historic postcard c. 1925. Third Avenue at Second Street SE. Source: City of Cedar Rapids*

## The Automobile

Introduction of the automobile to Cedar Rapids after 1900 affected the city in the same ways that it influenced other American urban areas. Residential neighborhoods could be quickly developed beyond the reaches of streetcar lines. Garages were built along the alleys in these new neighborhoods and in older areas, carriage houses saw their wagon doors give way to doors sized and designed for automobiles.

Paving was crucial to making streets usable for automobiles. Brick pavers were used on downtown streets and gradually spread out to the residential neighborhoods. Concrete was also a popular paving material and there were also experiments with various types of asphalt paving systems. The rise of the automobile was also accompanied by the creation of highways to carry motorists out into the country and from one city to another.

## Economic Trends

Major industries that were established in Cedar Rapids in the nineteenth century and into the first decades of the twentieth century provided economic strength for the community. Most were located close to the river and along the railroad corridors. While the physical structures may survive, most of the industries themselves have moved elsewhere, and other industries have moved into these buildings. An exception is the Quaker Oats Company, which had its origins in Cedar Rapids in 1873. The company remains in its Northeast location on a 22-acre site north of downtown on the east side of the river. It has continued to provide employment to hundreds of Cedar Rapids residents who live throughout the city.

Downtown Cedar Rapids had been largely redeveloped as a commercial business and shopping center with related entertainment functions by the 1920s. Banking and the related insurance industries also had a role in shaping downtown, as well as providing financing and mortgages for expanding residential neighborhoods. A variety of federal programs such as the Federal Housing Administration (FHA) loan program helped to shape new residential neighborhoods in the years after World War II, as well as new residential construction in older neighborhoods.

The adoption of the Cedar Rapids Zoning Code in 1925 and subsequent revisions helped to reinforce the locations of industrial, commercial, and residential districts throughout the city.

## Ethnic Groups

Many European immigrants made their homes in Cedar Rapids. Bohemians or Czech-Slovaks were the largest immigrant group and the only one to locate in concentrated geographical areas on both sides of the river. There, residents had easy access to local businesses and industries. These neighborhoods are now known as Czech Village on the west bank and New Bohemia on the east bank. Meanwhile, as members of the Bohemian-American community prospered, they moved out into the extended neighborhoods throughout the city.



*Figure 72: Second Avenue SE looking west from railroad tracks c. 1915. Source: City of Cedar Rapids*





*Figure 73: Left: Churchill Drug Wholesale Building (1925) (Water Tower Place) at 900 Second Street SE. Right: Witwer Grocer Building (1946) (NRHP) (Bottleworks) at 905 Third Street SE.*

Other immigrant groups were more dispersed geographically and established their identity through churches or other religious institutions and related social and cultural organizations.

A modest Arab settlement led to the construction of Orthodox and Muslim churches and institutional buildings.

The small African-American community of Cedar Rapids also expressed its identity through its churches.

### **Social and Cultural Life**

Through its fifteen decades of existence, Cedar Rapids' social and cultural life has been knit together by a collection of institutions and organizations supported by wide range of individuals. These churches, schools, fraternal organizations, social and humanitarian groups, and cultural institutions grew as the city expanded.

### **Historic Properties**

Groups of resources with common physical attributes or that share relationships with historic figures and events may be considered distinct historic properties. In many cases, historic properties are associated with particular historic context and theme. Historic properties can be buildings, sites, districts, structures or objects.

The information provided below was obtained from the National Register of Historic Places Multiple Property Documentation Form (with the exception of the Archeological information): Historic Resources of Cedar Rapids, June 1991; Commercial and Industrial Development of Cedar Rapids, Iowa, c. 1865 – c. 1945; and the amended Historic Resource of Cedar Rapids, Iowa Multiple Property Submission Form, 2000, resulting in the Cedar Rapids Citywide Historic and Architectural Reconnaissance Survey of 2014.

### **Archaeological**

Archaeological sites are places where people left material (i.e. physical) evidence of their presence. They range from the camps of the earliest Native Americans to the mills and homesteads of later Euroamerican settlers. A site could consist of only a few artifacts or dozens of features marking an entire settlement. While the very notion of archaeology conjures images of the most ancient, Federal historic preservation laws and Iowa State laws actually consider archaeological remains as recent in time as 1950. Site types could include short-term camps, earthen mounds, cemeteries, fish traps, building foundations, homesteads, privies, fortifications, old trails or roads, grist mills, steam boat wrecks, beer caves and ancient agricultural fields.

Cedar Rapids environs include: Intact prehistoric and historic archaeological deposits, such as prehistoric flake and grinding stone fragments; historic structural remains; historic artifact scatter; historic roads and trails; and mill deposits.

### **Bridges and Dams**

Bridges that span the river were crucial to the development of Cedar Rapids on both sides of the river. Some accommodated both vehicular and pedestrian traffic while others were devoted to railroad traffic.

A group of bridges served the downtown commercial and upstream industrial areas, these include the

- First Avenue Bridge (circa 1920, rehab. 1964, also listed on the NRHP),
- Second Avenue Bridge (circa 1906, reconstruct. 1965)
- Third Avenue Bridge (circa 1911, rehab. 1966) Avenue Bridges.
- 380 Bridge opened in 1979 replacing the F Avenue NE/B Avenue NW bridge.

Another group of bridges downstream linked several industries and residential neighborhoods, these include the 8th (circa 1938, rehab. 1987) and 12th (circa 1974) Avenue Bridges. The Czech Village Bridge (circa 1989) replaced several earlier bridges.

Two major railroad bridges crossed the Cedar River. The Burlington Cedar Rapids & Northern (BCR&N) bridge led from the Sinclair/Wilson meat packing plant on the east side to the city sewage treatment plant on the west side. The bridge was abandoned after the plant closed in 1990, and only part of the span survives. The still-active Chicago & Northwestern (CNW) bridge dates from 1898. It links the west bank and the Quaker Oats plant on the east side.

Dams were built and rebuilt similar to the bridge construction in Cedar Rapids. The first dam was built in 1842, then several followed including ca. 1845, 1870, 1914 and finally in 1978.

## Commercial

Three key commercial districts are found in Cedar Rapids. The Central Commercial District, West Side Commercial District and the Bohemian Commercial District. There are also several commercial corridors and small neighborhood commercial areas that are not mentioned here.

The Central Commercial District underwent change through several generations of building types. The first-generation of buildings were of wood and log construction. Fires and prosperity replaced this first generation of buildings with larger and more substantial two and three-story brick and stone buildings. They housed merchants of hardware and tinware, livery operators and blacksmiths, drygoods and crockery merchants, bakers, butchers, hotel-keepers, restaurant owners, saloon keepers and bankers.

As growth in the economy continued another generation of three to five story buildings replaced earlier structures and multi-story buildings were erected to house the city's growing commercial district. These included a variety of commercial resources from modest to high-style commercial buildings. The buildings housed retail shops, hotels, offices, theaters and banks. Many of these buildings remain today and encourage the initiative for establishing a downtown historic district

The West Side Commercial District extends two blocks away from the Cedar River, it was originally platted as part of the Kingston township. The area was annexed to Cedar Rapids in 1870. Similar to the Central Business District the



*Figure 74: 1898 Chicago and Northwestern Railroad (now Union Pacific) bridge over the Cedar River.*



*Figure 75: First Avenue SE from Second Street to Third Street SE c. 1910. "The Bell" at 209 First Avenue SE. Photo by William Baylis. Source: City of Cedar Rapids*



*Figure 76: Hubbard Ice/Cold Storage Building at 1124 First Street NW.*



*Figure 77: First Lutheran Church (1910) at 1000 Third Avenue SE.*



*Figure 78: Through the years Cedar Rapids developed a series of residential neighborhoods that were defined by natural features or parks, proximity to churches or schools, or by the factories and employment centers of their residents.*

original buildings were relocated with one, two and three-story brick veneered buildings. Upper levels of these shopfront buildings provided office space, medical offices and apartments. The West Side Commercial District reached full development by World War II. Though tenants changed through the years, it has continued to serve as a neighborhood shopping district.

The Bohemian Commercial Historic District is located on the east side of the Cedar River and south of the Central Business District. Much of this area was impacted by the 2008 flood; however, several key buildings remain and provide the historic framework for the district.

### **Civic & Religious**

The political and cultural development in Cedar Rapids is reflected in its many historic civic and religious buildings. There was no single pattern followed for the building of churches and civic facilities in Cedar Rapids. The locations were the result of available land, the gifts of benefactors, and the individual needs of a building project.

May's Island became the heart of the Cedar Rapids civic government in the early twentieth century and remains today. The monumental stone civic buildings built between the World Wars are adorned with classical features. Other civic buildings included the YMCA and Libraries.

Church buildings were first built along the edges of downtown. When the din of downtown became too much and property values became too expensive new churches were built in residential neighborhoods to be closer to their congregations, however; in some cases they stayed downtown and expanded to accommodate their growing congregations.

### **Residential Neighborhoods and Buildings**

Through the years Cedar Rapids developed a series of residential neighborhoods that were defined by natural features or parks, proximity to churches or schools, or by the factories and employment centers of their residents. Sometimes neighborhoods developed organically over many years with houses filling in slowly and tastes in building form, materials, and size changing from one generation to the next. These neighborhoods continue to show the greatest variety in architectural character and may span as many as six decades. More often, Cedar Rapids' neighborhoods were developed intensely over a ten to thirty year period. The location of streetcar lines was an important factor in the success of residential neighborhoods beginning in the 1880s.

Prior to 1900 and in the decades leading up to World War II, the house styles and forms in Cedar Rapids' fast growing residential neighborhoods were largely the products of the modest domestic architectural movement that focused on vernacular house forms. This movement adopted a series of basic forms and emphasized the mass production of millwork elements, structural members and systems, cladding, and finish materials. Building parts and eventually whole designs were introduced through catalogues to prospective suppliers. Pattern books and plan books were distributed by dozens of



companies including America's greatest mail order company, Sears, Roebuck and Co. Individual designs were spotlighted in magazines such as Western Architect, House Beautiful, Good Housekeeping, Architectural Record, Better Homes and Gardens, and Ladies' Home Journal. After 1900 advertisements in local newspapers highlighted the availability of plans from the Gordon-Van Tine Company of Davenport, Iowa. This company manufactured and sold pre-fabricated houses of the type commonly found in neighborhoods developed before and after World War II.

Few examples of the Greek Revival, Italianate, Gothic Revival, or French Second Empire styles survive in Cedar Rapids. The Queen Anne Style, Stick Style, and Shingle Style are most evident in modest scale houses and the rich assortment of shingle claddings. Most surviving residences employed the Craftsman Style in one fashion or another. The Neoclassical styles including the Georgian Revival and Colonial Revival are frequently used as well. More rare examples include Prairie and Mission Styles.



*Figure 79: Many buildings such as this employed the Craftsman style in one fashion or another.*



*Figure 80: Queen Anne style "storybook" house at 1310 Third Avenue SE designed by Cedar Rapids architect Charles Dieman.*

# EXISTING LANDMARKS AND DISTRICTS

Many of Cedar Rapids' historic properties are officially recognized on the NRHP and in the city's local register. Other historic properties exist, but have not yet been identified or formally listed. Depending on the type of designation, a listing may provide opportunities for specific preservation incentives and may provide specific protection.

The following types of official designation exist:

**Local Historic Landmark:** Any building, structure, object, archeological site, area of land or element of landscape architecture with significance, importance or value consistent with the criteria contained in the definition of historic district below and which has been designated as a historic landmark by the Cedar Rapids City Council.

**Local Historic Landmarks in Cedar Rapids are:**

- Ausadie Building

**Local Historic District:** An area designated by the City which contains a significant portion of buildings, structures or other improvements which, considered as a whole, possesses integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- Embodies the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master, or that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction; or
- Is associated with events that have made significant contributions to the broad patterns of our local, state or national history; or
- Possesses a coherent and distinctive visual character or integrity based upon similarity of scale, design, color, setting, workmanship, materials, or combinations thereof, which is deemed to add significantly to the value and attractiveness of properties within such area;
- Is associated with the lives of persons significant in our past; or
- Has yielded, or may be likely to yield, information important in prehistory or history.

**Local Historic Districts in Cedar Rapids are:**

- Second and Third Avenue Historic District (2000)
- Redmond Park-Grand Avenue Historic District (2001)

**NRHP:** The NRHP is the official list of the nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the NPS NRHP is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources. The following lists identify the NRHP-listed properties and districts.

**NRHP-listed Properties (as of June 2015) within Cedar Rapids are:**

- Armstrong, Robert and Esther, House (370 34th Street SE)
- Ausadie Building (845 First Avenue SE)
- Averill, A. T., House (1120 2nd Avenue SE)
- Best Oil and Refining Company Service Station
- Bethel African Methodist Episcopal Church (512 6th Street SE)
- Brewer, Luther A. and Elinore T., House (847 4th Avenue SE)
- Brown Apartments (1234 4th Avenue SE)
- C.S.P.S. Hall (1105 3rd Street SE)
- Cedar Rapids Post Office and Public Building (305 2nd Avenue SE)
- Calder Houses (1214 and 1216 2nd Avenue SE)
- Cedar Rapids Central Fire Station (427 1st Street SE)
- Cedar Rapids Pump Company Factory and Warehouse (605 G Avenue NW)
- Consistory Building No. 2 (616 A Avenue NE)
- Damour, William and Sue, House (1844 2nd Avenue SE)
- Dewitt–Harman Archeological Site (address restricted)
- Douglas, George B., House (800 2nd Avenue SE)
- Evans Manufacturing Company Building (301 Sixth Avenue SE)
- First Avenue Bridge (US 151 over Cedar River)
- First Universalist Church of Cedar Rapids (demolished) (600 3rd Avenue SE)
- Hamilton Brothers Building (401 First Street NE)
- Highwater Rock (Cedar River near 1st Avenue and 1st Street NE)
- Hotel Roosevelt (200 First Avenue NE)
- IANR Railroad Underpass (Ely Road)
- Indian Creek Bridge (Artesian Road over Indian Creek)
- Iowa Building (221 4th Avenue SE)
- Iowa Wind Mill and Pump Company Office and Warehouse (42 7th Avenue SW)
- Lattner Auditorium Building (217 4th Avenue SE)
- Lesinger Block (1317 3rd Street SE)
- Lustron Home #02102 (2009 Williams Boulevard SW)
- Moslem Temple (1335 9th Street NW)
- Paramount Theatre Building (121-127 3rd Avenue SE)
- People's Savings Bank (101 3rd Avenue SW)
- Perkins, Charles W. and Nellie, House (1228 3rd Avenue SE)
- Security Building (2nd Ave. and 2nd Street SE)
- Seminole Valley Farmstead (outside city limits - west of Cedar Rapids)
- Sinclair, T. M., Mansion (Brucemore Historic Site and Community Cultural Center) (2160 Linden Drive SE)
- Sokol Gymnasium (415 3rd Street SE)
- St. Paul Methodist Episcopal Church (1340 3rd Avenue SE)
- Taylor-Van Note (outside city limits - 4600 Blairs Ferry Road)
- Witwer Grocery Company Building (905 3rd Street SE)
- Wolff, Philip A., House and Carriage House (1420 Seminole Avenue NW)



**NRHP-listed Districts in Cedar Rapids are:**

- May's Island Historic District (1978)
- Second and Third Avenue Historic District (2000)
- Redmond Park-Grand Avenue Place Historic District (2001)
- Bohemian Commercial Historic District (2002, expanded 2009)
- Third Avenue SW Commercial District (2014)
- Oakhill Cemetery National Historic District (2013)
- B Avenue NE National Historic District (2013)

**National Trust Historic Site**

- Brucemore Historic Site and Community Cultural Center

**NHLs National Historic Landmarks**

National Historic Landmarks (NHLs) are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Today, just over 2,500 historic places bear this national distinction. Working with citizens throughout the nation, the National Historic Landmarks Program draws upon the expertise of National Park Service staff who guide the nomination process for new Landmarks and provide assistance to existing Landmarks (source: National Park Service web site.) Currently there are not any NHLs designated in Cedar Rapids.

## Cedar Rapids Local Historic Landmarks and Districts and NRHP-Listed Districts and Properties

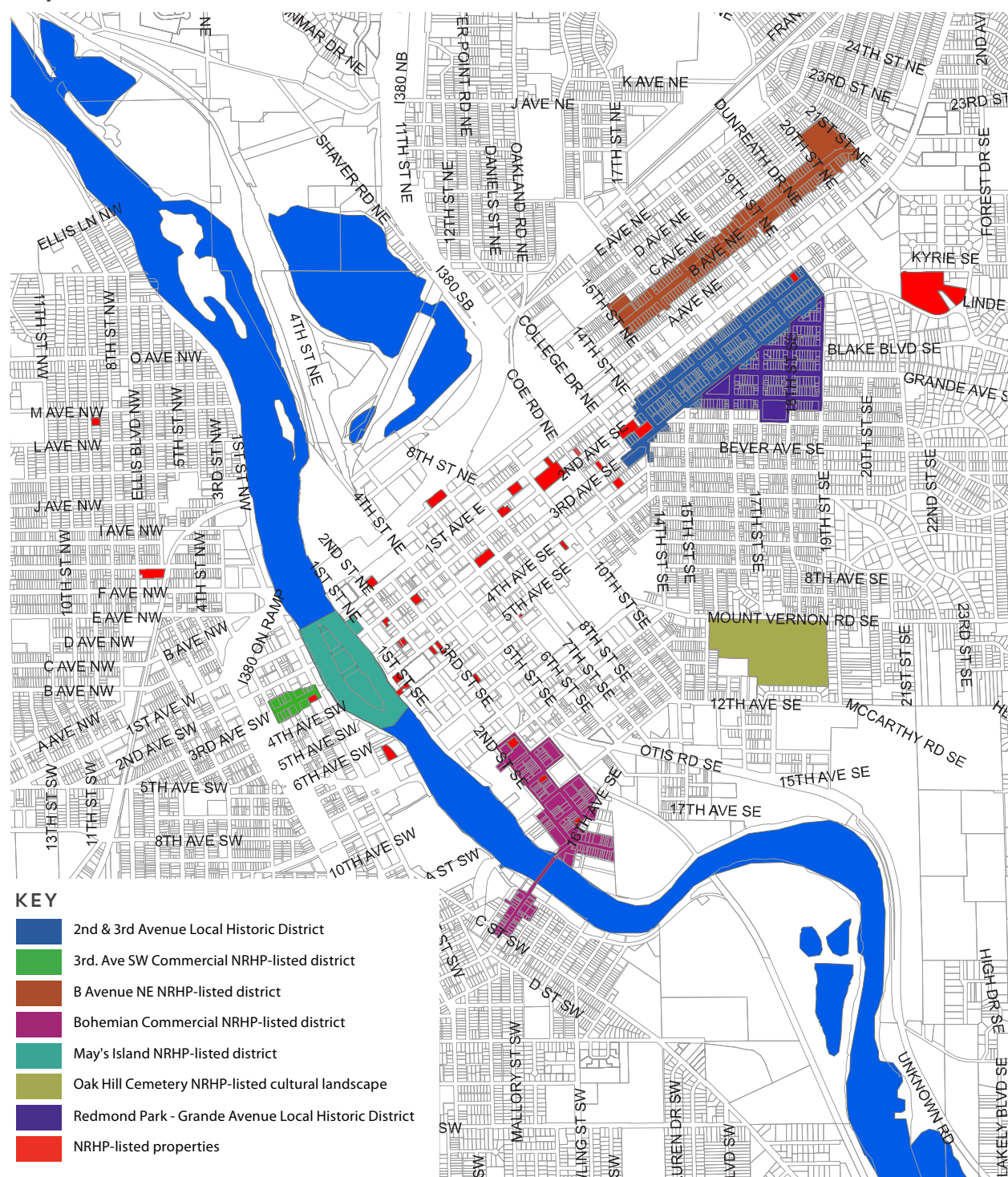


Figure 81: Many of the officially listed resources are located on the east side of the Cedar River. The largest concentrations of historic properties are in the 2nd & 3rd Avenue and Redmond Park-Grande Avenue Local Historic Districts and the B Avenue NE NRHP-listed district. Districts that are under the oversight of the Historic Preservation Commission include: 2nd & 3rd Avenue Local Historic District and Redmond Park-Grande Avenue Local Historic District. Source: City of Cedar Rapids 2014 GIS database.

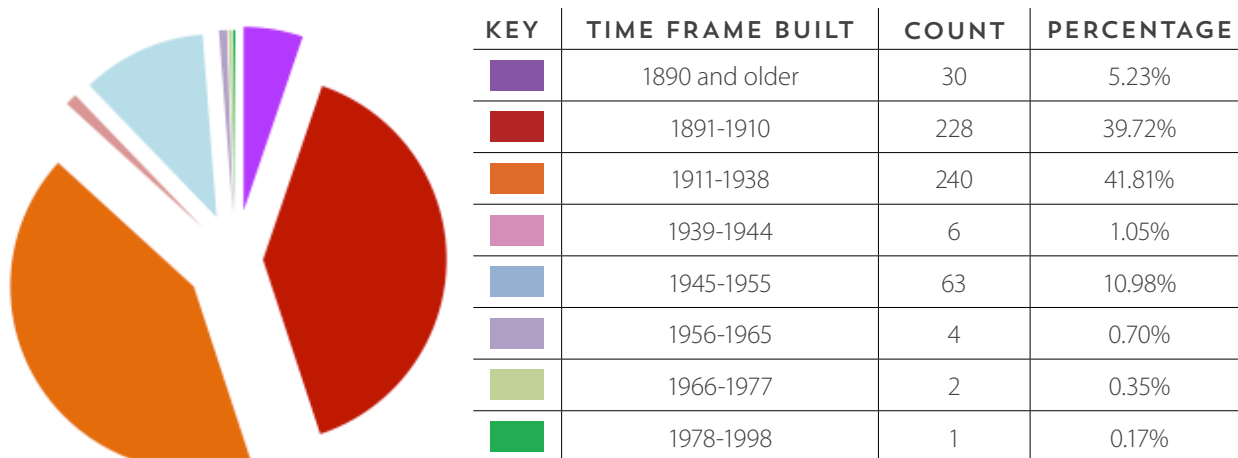


Figure 82: Building Periods of Historic Residential Buildings Located within the City’s Historic Districts. Source: City of Cedar Rapids 2014 GIS database

## Building Periods of Historic Residential Buildings Located within the City’s Historic Districts

This chart illustrates the distribution of historic residential buildings that are located within the city’s historic districts. The building dates are grouped into general periods of development that relate to historical themes in the city. A substantial number of these properties date from 1891 – 1938. In fact, a total of 81.53% are from that time span.

Since a historic district should have a considerable percentage of “contributing” it is not unusual to see many buildings of the appropriate age, but the converse is also interesting: Only 12.03% of the buildings are from a “middle” period, which includes properties from 1945-1977. Not all properties within these time brackets are necessarily classified as “contributing,” however. It is likely that some have been so substantially altered that they lack integrity as historic properties.

This indicates that the residential districts generally have a high consistency in terms of building age and suggests that the city’s design guidelines should focus on providing criteria related to treatment of historic properties from these periods. Guidance related to “non-contributing” will also be useful, but the application will be to a smaller percentage of properties.

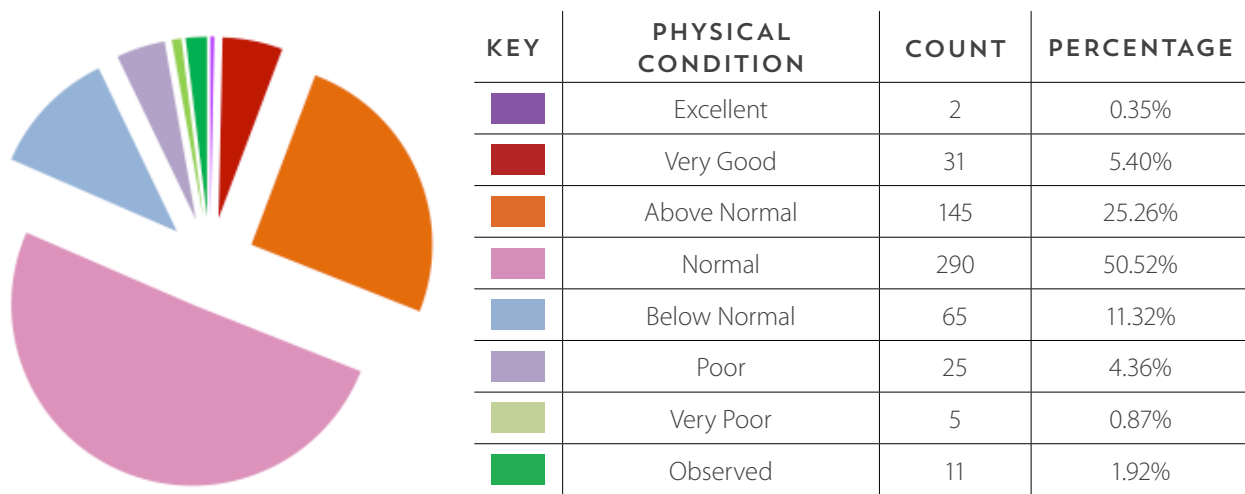


Figure 83: Physical Condition of Historic Residential Buildings Located within the City's Historic Districts. Source: City of Cedar Rapids 2014 GIS database.

## Physical Condition of Historic Residential Buildings Located within the City's Historic Districts

The chart above indicates the condition of historic residential buildings located within the city's historic districts. The rating categories are ones applied by the City Assessor. The classifications range from "Excellent" to "Very Poor." A substantial number (50.52%) are rated as "Normal" and another significant portion (25%) are rated as "Above Normal." When these are combined with those of even better condition ratings 81.53% are rated as "Normal" to "Excellent." When those rated between "Below Normal" or "Very Poor" are grouped, they constitute 16.55% of the properties. This suggests that many property owners are engaged in maintaining their properties. On the other hand, those properties that are not well maintained are of concern. When allowed to deteriorate further, those in this category, which are considered to be "contributing," could lose some of their key character-defining features. Rehabilitation assistance programs should be targeted at these properties.

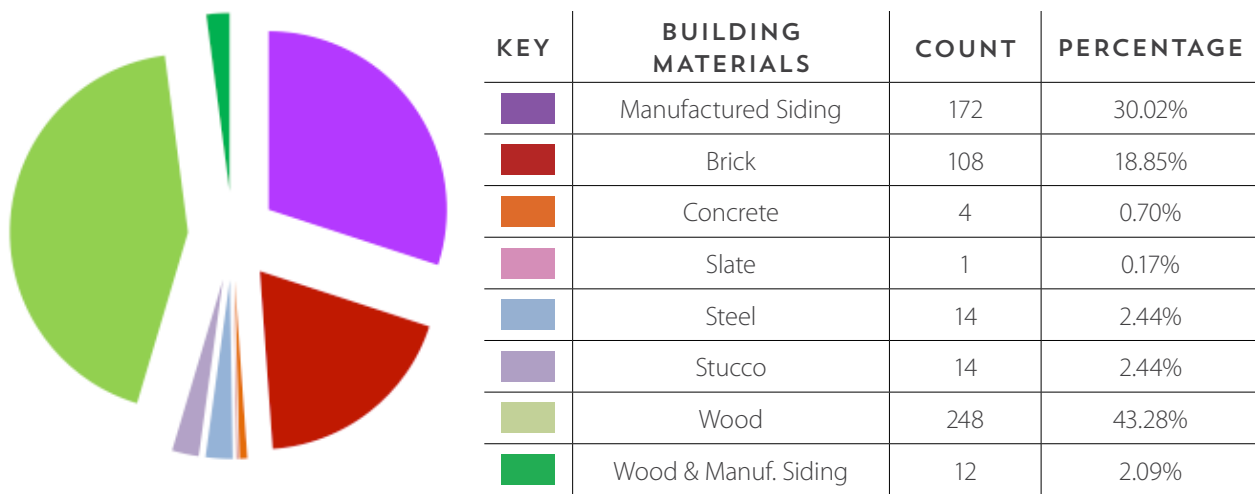


Figure 84: Historic Residential Building Materials found within the City's Historic Districts. Source: City of Cedar Rapids 2014 GIS database.

## Historic Residential Building Materials found within the City's Historic Districts

The chart above indicates the types of materials found on the historic residential buildings located within the city's historic districts. The apparent use of non-historic materials such as manufactured siding and steel may indicate the types of materials issues that may need to be addressed in design review.

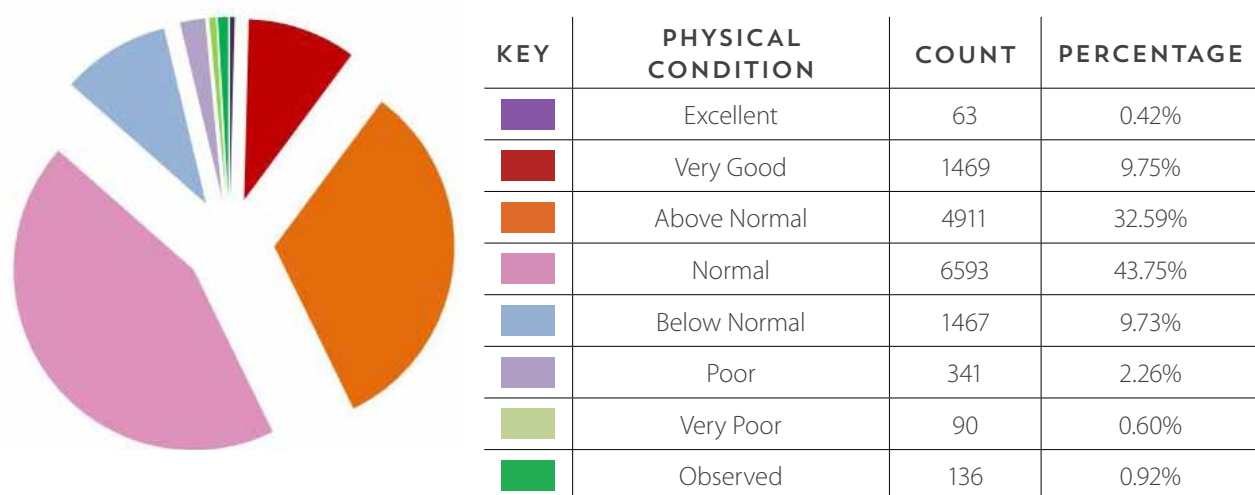


Figure 85: Physical Condition of Buildings citywide for the years 1955 and earlier. Source: City of Cedar Rapids 2014 GIS database

## Historic Residential Building Materials found Citywide

The chart above indicates the condition of residential buildings located citywide for the years 1955 and earlier. Similar to the chart on the previous page this chart also signifies that many property owners are engaged in maintaining their properties.

# A DESCRIPTION OF BUILDING STYLES

The following descriptions assist in understanding architectural styles for recognized historic residential buildings. It is important to understand that many buildings may exhibit more than one style.

## Renaissance Revival (aka Italian Renaissance) (circa 1890 to circa 1920)



### Key Features:

- Typically two or three stories in height
- Identified by horizontal divisions
- Low pitched roof with overhanging eaves and brackets
- Tall, narrow, double-hung windows, sometimes ganged in pairs or triplets
- Windows are often arched and/or have molded surrounds or crowns
- Projecting cornices with modillions and dentils
- Masonry construction

Figure 86: Lesinger Block (1883) (Little Bohemia) at 1313-1315-1317 Third Street SE.



Figure 87: Federal Building and Post Office (1908-1909) at 305 Second Avenue SE.



## Late Victorian: Queen Anne (circa 1880 to circa 1910)

### Key Features:

- Steeply pitched roof with an irregular shape and a dominant front-facing gable
- Textured wall with a variety of surface treatments, including patterned shingles or brickwork
- Cutaway bay windows
- Asymmetrical facade
- One-story porch, often extending along one or both sides of the house
- Second-story recessed porches may be present



Figure 88: Brucemore Historic Site and Community Cultural Center at 2160 Linden Drive SE

## Late 19th and 20th Century Revivals: Classical (circa 1890 to circa 1920)

### Key Features:

- Large Ionic columns
- Main entrance emphasized by pilasters, portico and pediment
- Classical frieze at parapet with dentils



Figure 89: Iowa State Savings Bank (1917) at 1201 Third Street SE.

## Late 19th and 20th Century Revivals: Colonial Revival (circa 1880 to circa 1955)



Figure 90: Colonial Revival

### Key Features:

- Multi-pane, double-hung windows, sometimes in pairs
- Main entrance emphasized by pilasters, portico, pediment, fanlights or sidelights
- Symmetrical façade or door to one side

## Late 19th and 20th Century Revivals: Tudor Revival (circa 1890 to circa 1940)



Figure 91: Tudor Revival

### Key Features:

- Steeply pitched roof (typically side-gabled)
- Facade dominated by one or more prominent cross gables
- Decorative (i.e., non-structural) half-timbering
- Tall, narrow windows, in groups and with multi-pane glazing
- Massive chimneys, often with decorative chimney pots

## Late 19th and 20th Century Revivals: Richardsonian Romanesque (circa 1885 to circa 1910)

### Key Features:

- Rusticated stone
- Semicircular arches
- Round masonry arches
- Recessed entry
- Contrasting colors
- Transom windows in ribbon pattern
- Short columns



Figure 92: Cedar Rapids Savings Bank (Guaranty Bank) (1895-1909) at 302 Third Avenue SE. Designed by Cedar Rapids architects Henry Josselyn and Eugene Taylor.

## Late 19th and Early 20th Century American Movements: Chicago School (circa 1890 to circa 1920)

### Key Features:

- Steel frame with masonry cladding
- Sparse ornamental detailing
- Buildings contained three parts of a classical column; base, middle and cap
- Symmetrical design



Figure 93: American Bank Building (1913-1914) at 101 Second Street SE.



## Late 19th and Early 20th Century American Movements: Prairie School (circa 1900 to circa 1920)



Figure 94: Peoples Savings Bank (Popoli's Restaurant) at 101 Third Avenue SW was designed by architect Louis Sullivan (1910-1912).

### Key Features:

- Horizontal emphasis
- Bands of windows, often casement and with geometric pane patterns or leaded glass
- Low-pitched roof with projecting eaves
- Massive square porch supports

## Late 19th and Early 20th Century American Movements: Bungalow/Craftsman (circa 1910 to circa 1940)



Figure 95: Craftsman Style Bungalow

### Key Features:

- Low-pitched, gabled roof, wide overhanging eaves with exposed rafters
- Triangular knee braces under the gable ends
- Incised porch (beneath main roof)
- Tapered, square columns supporting roof
- 4-over-1 or 6-over-1 sash windows, often with Frank Lloyd Wright design motifs
- Hand-crafted stone or woodwork, often mixed materials throughout structure

## Late 19th and Early 20th Century American Movements: Art Deco (circa 1920 to circa 1940)

### Key Features:

- Linear composition
- Polychromatic material
- Broken cornice lines
- Geometric motifs



Figure 96: Arco (Armstrong Company) Building (c. 1930), 300 block Third Street SE.

## Early 20th Century American Movements: Prefabricated Home (circa 1940 to circa 1950)

### Key Features:

- One-story
- Panelized metal plates
- Simple forms



Figure 97: Lustron Home, 2009 Williams Boulevard SW (NRHP). Source: City of Cedar Rapids

# COMMUNITY PRESERVATION PROGRAM PARTNERS

Community-led preservation organizations promote policies and plans that support historic preservation in Cedar Rapids. This includes advocating for building and zoning regulations that are compatible with traditional development patterns in older neighborhoods and supporting adoption of new incentives to maintain historic properties. They also work to expand the base of preservation players and engage partners in collaborative preservation programs. Private citizens and non-profit organizations lead preservation advocacy in Cedar Rapids.

Historic preservation in Cedar Rapids is supported by a number of groups and organizations. SaveCR Heritage is a new voice for historic preservation in Cedar Rapids; saving at-risk properties is the organization's primary mandate. There are other organizations that focus on local history education, such as the History Center; African American Museum of Iowa, or history related activities, such as Bruce Moore Historic Site and Community Cultural Center; and others that are not directly related to preservation, but do have a secondary relationship, such as the Indian Creek Nature Center. Also see Education & Awareness for additional programs.

Building a stronger, and more extensive, network of organizations which expand awareness of historic properties is an essential priority. Because historic properties can support other community programs, many affiliates make strong partners. For example, a downtown historic walking tour may be promoted by the downtown organizations, a health organization, schools, and the visitor center. This type of partnership reflects the recognition that touring historic sites contributes to health and that it is an asset for heritage tourism as an economic development tool. More of these partnerships are needed.

## Key Local Preservation Partners

A variety of local groups and organizations have direct stakes in preservation and neighborhood conservation in Cedar Rapids. Some key groups and organizations are listed below along with their general roles related to preservation.

- Cedar Rapids Museum of Art – Education and stewardship
- Czech Village / New Bohemia Main Street District – Advocacy, education and stewardship
- Historic District Neighborhoods - Education and stewardship
- IGreenCR Team - Advocacy and education
- Neighborhood Associations – Outreach
- SaveCR Heritage - Advocacy and education
- Linn County Historic Preservation Commission - Advocacy
- School System – Education and stewardship



- Brucemore Historic Site and Community Cultural Center - Education
- The History Center – Education and advocacy
- African American Museum of Iowa – Advocacy, education and stewardship
- Tax assessor - Special valuation
- Kirkwood Community College – Rehabilitation Education
- Business Districts – Education, Advocacy and Stewardship

## **Key State, Regional and National Preservation Partners**

Beyond the local level, a variety of state, regional and national organizations provide support for historic preservation in Cedar Rapids. Some have on-going relationships with one another, while others may be engaged only for a specific project. Key organizations are:

- State Historical Society of Iowa/State Historic Preservation Office
- Preservation Iowa
- Silos & Smokestacks National Heritage Area
- The University of Iowa
- Friends of Historic Preservation Advisory Council on Historic Preservation
- Municipal Services Research Corporation (MRSC.org)
- National Alliance of Preservation Commissions
- National Park Service
- National Register of Historic Places National Trust for Historic Preservation
- National Trust for Historic Preservation / Green Lab – Education, Outreach
- National Trust Main Street Program
- Preservation Initiative!
- Iowa State University

## **Potential Preservation Partners**

Other local groups and organizations may not be directly involved in preservation but have goals that could complement preservation awareness. The goals of business, health, economic development and environmental organizations coincide with those of historic preservation. Potential partners for historic preservation efforts include:

- Affordable housing organizations
- Agricultural Organizations
- Banks

- Business organizations
- Commercial related businesses
- Chamber of Commerce
- Religious institutions
- Civic organizations
- Colleges
- Department of Health
- Developers interested in preservation
- Economic development organizations
- Environmental protection and sustainability organizations
- Faith based communities
- Fire inspectors
- Greater City Rapids Community Foundation
- Health Organizations
- Interested residents
- Large corporations
- Libraries / librarians
- Local media
- Local realtors
- Main Street business program
- Master Builders Association
- Media
- Museums – Education, outreach
- Cemeteries and Parks Associations
- Tax assessors

## **Preservation Partners Issues Summary**

- Many preservation partners exist, but there is a need for a group that has this as a primary objective with a citywide interest. This could provide a formal mechanism for advocacy groups to communicate roles and collaborate on programs to assist with historic preservation efforts.
- The roles of various groups and organizations engaged in preservation activity are not sufficiently clarified.



# APPENDICES



# APPENDIX 1 - COMMUNITY OUTREACH

In the course of developing the preservation plan, City staff and consultants met with the following representatives:

- Focus group meeting with historic preservation interest groups (April 2014, September 2014)
- Focus group meetings with health care representatives (September 2014)
- Focus group meetings with business and development representatives (April 2014)
- Public workshop (September 2014)
- City departments (April 2014, September 2014)
- Public open house (April 2015)

Many of the issues and goals that were identified in these meetings are addressed in this plan. At the September 2014 Open House participants initially responded to questions individually. Then they divided into groups where they consolidated their ideas. The tables below chart the answers. Figure 98 provides the top five answers to the questions asked.



## TOP FIVE ANSWERS TO QUESTIONS CHART

|                                                                                                |
|------------------------------------------------------------------------------------------------|
| <b>Question 1 - What types of resources exist?</b>                                             |
| <b>Top 5 answers</b>                                                                           |
| Ethnic & Historic Neighborhoods (Czech Village, New Bohemia)                                   |
| Celebrations (Cultural, St. Joseph, Freedom Fest, Famers mkt)                                  |
| Museums (e.g. African American)                                                                |
| Churches, Mosques, etc. (repurpose vacant)                                                     |
| Parks & Landscapes (Cedar Lake, Ellis Park)                                                    |
| <b>Question 2 - What are some key resources?</b>                                               |
| <b>Top 5 answers</b>                                                                           |
| Czech Village                                                                                  |
| Brucemore                                                                                      |
| Newbo (concerned about the future loss of dilapidated bldgs)                                   |
| Wellington Heights/Vernon Heights                                                              |
| Downtown/Central Business District                                                             |
| <b>Question 3 - What role does preservation play today in Cedar Rapids?</b>                    |
| <b>Top 5 answers</b>                                                                           |
| "Babystage," but gaining momentum - Opportunities to save and educate heritage                 |
| \$ still make the final decision; HP under funded                                              |
| Low priority, lack of community involvement/interest                                           |
| Not too significant by city-no incentives                                                      |
| Organizations like Save CR Heritage & HPC - saved bldgs in Kingston set for demolition by city |
| <b>Question 4- In the future, what role should preservation play in Cedar Rapids?</b>          |
| <b>Top 5 answers</b>                                                                           |
| Education- emphasize historic preservation planners; to educate and engage next generation     |
| Preservation should be an ongoing priority                                                     |
| Protect/Repurpose historic buildings and sites and make them sustainable                       |
| More visibility and "buy in" from city leaders                                                 |
| Walkable historic areas (clean, safe sidewalks, coffee shops, etc)                             |
| <b>Question 5 - What are some examples of preservation successes in Cedar Rapids?</b>          |
| <b>Top 5 answers</b>                                                                           |
| New Bo (culture, education, activities, event)                                                 |
| Czech Village/NewBo District/Main Street (education, point of interest)                        |
| Paramount theater - continues to provide ongoing benefits                                      |
| Brucemore                                                                                      |
| Averill & Brewer House relocation/rehab                                                        |

|                                                                                                                                           |
|-------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Question 6 - What concerns or issues do you have related to preservation in Cedar Rapids?</b>                                          |
| <b>Top 5 answers</b>                                                                                                                      |
| Funding                                                                                                                                   |
| City/City Manager needs a philosophical shift to preserve instead of tear down and value preservation; City forces demo instead of repair |
| Lack of community involvement/education/interest                                                                                          |
| Public apathy/Neighborhood cooperation/Community acceptance                                                                               |
| Medical District (less demo and surface parking - more rehab please)                                                                      |
| Stiffer penalties for people who allow properties to fall into disrepair, poor stewardship- need fines enforced                           |
| <b>Question 7 -Who are some of the key players in preservation?</b>                                                                       |
| <b>Top 5 answers</b>                                                                                                                      |
| HPC/Linn county preserv commissions                                                                                                       |
| Brucemore and Kirkwood                                                                                                                    |
| Save CR Heritage                                                                                                                          |
| Main Street (Newbo, Czech Village)                                                                                                        |
| Local activists like Mark Stouffer Hunter and Jon Jelinek                                                                                 |
| <b>Question 8 - Are there other potential players who may not be as obvious, but could be valuable contributors to preservation?</b>      |
| <b>Top 5 answers</b>                                                                                                                      |
| City of Cedar Rapids; City council (need education & advocacy)/ HPC?Linn County HPC                                                       |
| Hospitals, Mt. Mercy                                                                                                                      |
| Realtors to have adequate information to reuse and rehab to modernized or retrofill                                                       |
| Banks                                                                                                                                     |
| Coe College                                                                                                                               |
| <b>Questions 9 - What should be the priorities for action related to preservation in Cedar Rapids?</b>                                    |
| <b>Top 5 answers</b>                                                                                                                      |
| Incentives and funding for existing building rehab like they do with vacant bldgs (special bank rates); Property tax incentives           |
| Encourage/identify new local landmarks/historic districts (Czech & Bohemia) and listing                                                   |
| Community Education & Involvement                                                                                                         |
| Set guidelines, overhaul existing ordinances related to historic buildings.                                                               |
| Moratorium on demolition until Comprehensive plan is approved                                                                             |

Figure 98: Question 1. Summary Table: Source: Winter & Company COmmunity Workshop September 2014

# CULTURAL RESOURCES IN CEDAR RAPIDS

## 1. What types of resources exist?

In general categories, what types of cultural resources exist in Cedar Rapids? (Ex. Monuments, Landscapes, Archaeological Artifacts, Ethnic Celebrations, Collections, etc.)

### Question 1. Summary Table

| Types of Resources                                                       | Group 1 | Group 2 | Group 3 | Group 4 | Group 5 | Group 6 |
|--------------------------------------------------------------------------|---------|---------|---------|---------|---------|---------|
| Architecture/Buildings (open to public - gov't/civic)                    |         | xx      | x       |         |         |         |
| Art Museum                                                               |         | xx      | x       |         |         |         |
| Brick Streets                                                            | xxx     |         | xx      |         | x       |         |
| Brucemore (gardens home collections)                                     | xx      | x       |         |         |         |         |
| Cedar Lake -Cedar River - River Edge                                     |         | xx      |         | x       | x       | x       |
| Celebrations (Cultural, St. Joseph, Freedom Fest, Famers mkt)            | xx      |         | x       | xxxx    | xxx     | x       |
| Cemetaries (Oak Hill)                                                    |         | xx      | xxx     |         | xxx     |         |
| Cherry Building                                                          |         |         | x       |         |         |         |
| Churches, Mosques, etc. (repurpose vacant)                               | xxx     |         | xx      |         | xxxx    | x       |
| College buildings                                                        |         |         |         | x       |         | x       |
| Downtown Banking                                                         | xxx     |         |         |         |         |         |
| Ethnic & Historic Neighborhoods (Czech Village, New Bohemia)             |         | xxx     | xxx     | xxxx    | x       | xx      |
| Farmers Market                                                           |         |         |         | x       |         |         |
| Five Seasons Monument                                                    |         |         |         |         | x       |         |
| Geneology                                                                |         | xx      |         |         |         |         |
| Grant Wood (Everything)                                                  | xxx     |         |         | xx      | x       |         |
| Historic Theaters                                                        |         |         |         |         | x       |         |
| History Center                                                           | xx      | x       | x       | x       |         |         |
| Industrial areas/<br>Artifacts/Heritage/rail lines/power plant/factories |         | x       | xx      | xx      |         | xxx     |
| Kingston Hill area                                                       |         | x       |         |         |         |         |
| Libraries                                                                |         | x       | xx      |         |         |         |
| Mansion Hill remaining homes                                             | x       |         |         |         |         |         |
| Masonic and Private Collections                                          |         |         |         | x       |         |         |
| Motler Mosque                                                            |         |         | x       |         |         |         |
| Museums (eg African American)                                            | xxx     |         | xxx     | xxx     | xx      |         |
| Newly Annexed Properties (or soon to be annexed)                         |         | x       |         |         |         |         |
| Parks & Landscapes (Cedar Lake, Ellis Park)                              |         | xxx     | xx      | xx      | xx      |         |
| Public Buildings - city hall, courthouse, old sherrif's bldg             |         | x       |         |         |         |         |
| School (neighborhood, continued role)                                    |         | xx      |         |         | x       |         |
| SHPO/Linn Co. HPC Commission                                             | x       | x       |         |         |         |         |

Figure 99: Question 1. Summary Table. Source: Winter & Company Community Workshop September 2014.

## 2. Which are some key resources?

Name five places of historic significance you believe are important in Cedar Rapids' history. (Specific sites, neighborhoods or districts.)

### Question 2. Summary Table

| Key Resources                                          | Group 1 | Group 2 | Group 3 | Group 4 | Group 5 | Group 6 |
|--------------------------------------------------------|---------|---------|---------|---------|---------|---------|
| 1st Ave. W residential                                 |         | xx      |         |         |         |         |
| 1st St. to 15th St. residential                        |         | x       |         |         |         |         |
| 3rd Ave. SW/SE                                         |         | x       | x       |         |         |         |
| Agricultural Businesses                                |         |         |         |         |         | x       |
| Ambrose Center                                         |         |         |         |         | x       |         |
| Art Museum Giftshop- formerly library                  | x       |         |         |         |         |         |
| Auto Row                                               |         |         | x       |         |         |         |
| B Avenue                                               | xx      |         |         |         |         |         |
| Beaver Park neighborhood                               |         | x       | x       | x       |         |         |
| Boat Harbor (Cedar River)                              |         |         | x       |         |         |         |
| Brucemore                                              | x       | xx      | xxx     | xxx     | xxxxx   | xx      |
| Cedar Hills houses                                     |         | x       |         |         |         |         |
| Cedar Memorial                                         |         |         |         | x       |         |         |
| Cedar River                                            |         | x       |         |         |         |         |
| Cherry Building                                        |         |         | xx      |         |         |         |
| Churches                                               | x       | x       |         | x       |         |         |
| City Hall                                              |         |         |         | x       |         |         |
| Coe College and Coe House                              | x       |         |         | x       | x       |         |
| Cottage neighborhoods                                  |         |         |         |         |         | x       |
| CSPS-culture/social halls                              |         | x       |         | xxx     |         |         |
| Czech Village                                          |         |         | xxx     | xxxxxx  | xxxxx   | xxx     |
| Douglas Mansion                                        |         |         |         | xxx     |         |         |
| Downtown/Central Business District                     | x       | x       |         | x       | xx      | xxx     |
| East Post Road - Woods                                 |         | x       |         |         |         |         |
| Ellis Park                                             |         | xx      |         |         | x       |         |
| Grant Wood Studio                                      | x       |         |         |         | xx      | xx      |
| Greene Square Park                                     | xx      |         |         |         |         |         |
| Guaranty Bank Bldg                                     |         |         | x       |         |         |         |
| Hall Bicycle                                           | x       |         |         |         |         |         |
| History Center                                         |         |         |         | x       |         |         |
| Historic Districts - 2nd/3rd Ave/Redmond Pk/Grand Ave. | xx      | x       |         | x       | x       |         |
| Hubbard Ice and other 'retired' commercial bldg        | x       |         | x       |         |         |         |
| Industrial Factories                                   |         |         |         |         |         | x       |
| Irish Heritage Village                                 |         |         |         |         |         |         |
| Kenwood Park (1st shop center) & commercial district   |         | xx      |         |         | x       |         |
| Kingston Village (comm/res)                            |         | xx      | xx      | x       |         |         |

|                                                              |      |    |      |       |      |   |
|--------------------------------------------------------------|------|----|------|-------|------|---|
| Main Street District                                         |      |    |      | X     | X    |   |
| Mays Island Govt.                                            |      | xx | X    |       |      |   |
| Motler Mosque                                                |      |    | X    | X     | X    |   |
| Mourd Fram Area                                              |      | x  |      |       |      |   |
| Moundview Neighborhood                                       | x    |    |      |       |      |   |
| Mt. Mercy                                                    |      |    |      |       | xxx  |   |
| Nat'l & Local Historic Districts                             | x    |    |      |       |      |   |
| Newbo (concerned about the future loss of dilapidated bldgs) |      | x  | xxxx | xxxxx | xxxx |   |
| Oak Hill Cemetary                                            |      |    |      | xxx   | x    |   |
| Paramount Theater                                            | xxx  |    |      |       | x    |   |
| Peoples Bank                                                 |      |    |      | x     | x    |   |
| Quaker Oats                                                  |      | x  |      |       | x    | x |
| Sinclair Home                                                |      |    |      | x     |      |   |
| Schools (Franklin, Wilson)                                   |      |    |      |       |      |   |
| Sullivan Bank (Popoli's)                                     |      |    |      | x     |      |   |
| St. Wencelas Church                                          |      |    |      |       | x    |   |
| Turner Alley                                                 | x    |    |      |       |      |   |
| Victorian mansions                                           |      |    |      |       |      | x |
| Wellington Heights/Vernon Heights                            | xxxx |    | x    | xxx   | xx   |   |
| Woods on each side of Indian Hills                           |      | xx |      |       |      |   |

Figure 100: Question 2. Summary Table. Source: Winter & Company Community Workshop September 2014.

# THE ROLE OF PRESERVATION IN CEDAR RAPIDS: TODAY & TOMORROW

## 3. What Role does preservation play today in Cedar Rapids?

(Describe how the Team sees it, not how they wish it to be.)

Question 3. Summary Table

| Role of Preservation in Cedar Rapids                                                                        | Group 1 | Group 2 | Group 3 | Group 4 | Group 5 | Group 6 |
|-------------------------------------------------------------------------------------------------------------|---------|---------|---------|---------|---------|---------|
| "Babystage," but gaining momentum - Opportunities to save and educate heritage                              | x       | x       | x       | xxx     | x       | x       |
| \$ still make the final decision; HP                                                                        |         |         | x       | xxx     | x       |         |
| Attitude: community doesn't have right to tell property owners what to do /Preservation vs. Property rights |         | x       | x       |         |         |         |
| Concern that city planners "buy in" to the program                                                          |         | x       |         |         | x       |         |
| CR lost a lot of valuable historic assets b/c of a lack of preservation efforts                             | x       |         |         | x       |         |         |
| Currently is an "after-thought"                                                                             |         |         | x       |         |         |         |
| Disorganized and Disempowered                                                                               |         |         |         |         | x       |         |
| Empowers local residents                                                                                    |         |         |         |         | x       |         |
| Future Downtown                                                                                             |         | x       |         |         |         |         |
| Guides reuse and design                                                                                     |         | x       | x       |         |         |         |
| Helps to identify & educate public                                                                          |         | x       |         |         |         |         |
| Increase significance since 2008                                                                            | x       |         | x       |         |         |         |
| It is a struggle;                                                                                           |         |         |         |         | x       |         |
| Kenwood area -first shopping center                                                                         |         | x       |         |         |         |         |
| Lack of education on economic benefits of education                                                         |         | x       |         |         |         |         |
| Lack of unity between different preservation groups                                                         | x       |         |         |         |         |         |
| Lack of resources to help property owners( e.g. historic property tax abatement/credits)                    |         |         |         | x       |         |         |
| Low priority, lack of community involvement/interest                                                        |         | xxx     |         |         | x       |         |
| Newbo Market is a good start to draw people in as a "central gathering place"                               |         | x       |         |         |         | x       |
| Not too significant by city-no incentives                                                                   |         |         |         | xx      | x       |         |
| Organizations like Save CR Heritage & HPC - saved bldgs in Kingston set for demolition by city              |         |         |         | xx      | x       |         |



|                                                                                             |   |   |   |    |    |   |
|---------------------------------------------------------------------------------------------|---|---|---|----|----|---|
| Preserve historic buildings and neighborhoods -finally being considered                     |   |   |   |    | x  | x |
| Protects the community from developers who would destroy the community character for profit |   | x |   |    |    |   |
| Revitalize Central Business District                                                        |   |   |   |    |    | x |
| Sense of pride in the community                                                             |   |   | x |    | x  |   |
| Setting foundation for changing demographic as city grows                                   |   |   | x |    |    |   |
| The projects undertaken have been high quality                                              |   |   |   | xx |    |   |
| To see and touch as well as interpret the past; Clarify CR's unique identity                | x |   | x |    | x  |   |
| Visibility - increased awareness                                                            |   | x |   |    | xx |   |

Figure 101: Question 3. Summary Table. Source: Winter & Company Community Workshop September 2014.

#### 4. In the future, what role should preservation play in Cedar Rapids

(What is the preferred vision for preservation in the community?)

Question 4. Summary Table

| Future role of preservation in CR                                                          | Group 1 | Group 2 | Group 3 | Group 4 | Group 5 | Group 6 |
|--------------------------------------------------------------------------------------------|---------|---------|---------|---------|---------|---------|
| Better organization and communication between groups                                       |         |         |         |         | xx      |         |
| Consider historic value of property before all future development                          |         |         |         |         | xx      |         |
| Community involvement/education                                                            | xx      |         |         |         |         |         |
| Comprehensive documentation                                                                |         |         |         |         | x       |         |
| Designate more historic districts                                                          | xx      |         |         |         |         |         |
| Diversity                                                                                  |         |         | x       |         |         |         |
| Education- emphasize historic preservation planners; to educate and engage next generation | xx      | xx      |         |         | x       | xx      |
| Engage 20-30 yr. olds in the preservation process because we know they like the end result |         |         |         | xx      |         |         |
| Facilitate investments - public & private                                                  |         |         |         | x       |         |         |
| Highlight economic benefits                                                                |         |         |         |         |         | x       |
| Historic preservations should be permanent consideration as to development & demolition    |         |         |         |         | xx      |         |
| Identify more landmarks                                                                    |         |         | x       |         | x       |         |
| Integral to the entire decision-making process, not as an after thought                    |         |         | x       | xx      |         |         |
| More skilled craftsmen                                                                     |         | x       |         |         |         |         |
| More visibility and "buy in" from city leaders                                             |         | xxx     |         | x       | x       |         |
| Preservation should be an ongoing priority                                                 | x       | xx      | x       | x       | x       |         |
| Protect historic buildings and sites and make them sustainable                             | x       | xx      |         | x       |         | xx      |
| Realtor "buy-in"                                                                           |         | x       | x       |         |         |         |
| Repurpose properties - commercial & residential instead of bulding new                     | xxxx    |         |         |         |         |         |
| Save current older homes                                                                   | xx      | x       |         |         |         |         |
| Save CR Heritage continues                                                                 |         |         |         |         | x       |         |
| Sustainability of Preservation                                                             |         | xx      | x       |         |         |         |
| Incentives (tax and otherwise) for homeowner improvements of historic                      |         |         |         | x       | x       |         |
| Walkable historic areas (clean, safe sidewalks, coffee shops, etc)                         | xxx     | x       |         |         |         |         |

Figure 102: Question 4. Summary Table. Source: Winter & Company Community Workshop September 2014.

## SUCCESS STORIES & ISSUES

### 5. What are some examples of preservation successes in Cedar Rapids?

(List three examples, and describe why they are successes. These may be specific projects and events, or general trends.)

Question 5. Summary Table

| Examples of Preservation Successes                                           | Group 1 | Group 2 | Group 3 | Group 4 | Group 5 | Group 6 |
|------------------------------------------------------------------------------|---------|---------|---------|---------|---------|---------|
| 16th Avenue                                                                  |         | x       |         |         |         |         |
| 1700 Grande Avenue - House rehab                                             |         |         |         |         | x       |         |
| 2nd & 3rd Avenue districts saved from developer demolishing and building new | x       | xx      | x       |         | x       |         |
| Airport/Kirkwood - Terrestrial Globe                                         |         |         |         | x       |         |         |
| B Ave. District                                                              |         |         |         | x       |         |         |
| Averill & Brewer House relocation/rehab                                      | xx      | x       |         | x       | xxx     |         |
| Brucemore                                                                    | x       | x       | xx      | xxx     |         |         |
| New City Hall - formerly Federal courthouse                                  | x       |         |         |         |         |         |
| Commonwealth Apts                                                            | x       |         |         | x       |         |         |
| CSPS Hall                                                                    |         | xx      |         | xx      | xx      |         |
| Czech Village/NewBo District/Main Street (education, point of interest)      | x       | x       | xx      | xx      | xx      | xxx     |
| Central Business District Buildings                                          |         |         |         |         |         | x       |
| Downtown warehouse to housing conversion                                     |         | x       |         | x       |         |         |
| Ellis Park Boat House                                                        |         | xx      |         |         |         |         |
| Kingston (would not have been saved)                                         |         | x       | x       | xx      | xx      |         |
| Kirkwood preservation certificate                                            |         |         |         | x       |         |         |
| Kuric House                                                                  |         |         |         | x       |         |         |
| Library (including NCSML)                                                    |         |         | x       |         | xx      |         |
| New Bo (culture, education, activities, event)                               |         | xx      | xxx     | x       | x       | xxx     |
| Overly districts                                                             |         |         |         |         |         | x       |
| Paramount theater - continues to provide ongoing benefits                    |         | xx      | xx      | xx      | xx      |         |
| Peoples Bank in Kingston Village                                             |         | xx      | xx      |         |         |         |
| Preserve Iowa Summit participation by HPC and CLG Grant                      |         |         |         | x       |         |         |
| Repurposed buildings (Popoli, Wells Fargo, Lionsbridge)                      | xxx     |         | x       |         |         |         |
| Rave District                                                                |         |         |         | x       |         |         |
| Relocated historic homes (Brewer house, etc)                                 |         |         |         |         | xx      |         |
| Roosevelt Hotel                                                              |         |         | x       |         |         |         |
| Save CR - greater online presence                                            |         |         |         |         |         | x       |

|                                                    |    |    |   |    |   |   |
|----------------------------------------------------|----|----|---|----|---|---|
| Soko Building                                      |    |    |   | x  |   |   |
| St. Wenceslas Church                               |    | xx |   |    | x |   |
| St. Paul's Church                                  |    |    |   | x  |   |   |
| Terrestrial Globe                                  |    |    |   | x  |   |   |
| U S Bank,Sullivan Bank                             | x  |    |   | xx |   |   |
| Veterans memorial                                  |    | x  |   |    |   |   |
| Wellington Heights                                 | x  |    | x |    |   |   |
| West of St. Paul's Church -<br>neighborhoold saved | x  |    |   |    |   |   |
| Working w/affordable housing<br>network AHNI       | xx |    |   |    |   |   |
| White Star/Witwer Bldg, Kunic House                |    |    |   | xx | x | x |

Figure 103: Question 5. Summary Table. Source: Winter & Company Community Workshop September 2014.

## 6. What concerns or issues do you have related to preservation in Cedar Rapids?

(List three issues. The rank them, with #1 being the highest.)

Question 6. Summary Table

| Concerns & Issues related to preservation in CR                                                                                           | Group 1 | Group 2 | Group 3 | Group 4 | Group 5 | Group 6 |
|-------------------------------------------------------------------------------------------------------------------------------------------|---------|---------|---------|---------|---------|---------|
| 2nd/3rd Ave. areas and 10th to 19th Streets                                                                                               |         | x       |         |         |         |         |
| "Running out of time"                                                                                                                     |         |         |         | xx      |         |         |
| Assistance to Historic Districts                                                                                                          |         |         | x       |         |         |         |
| Bias- news is better                                                                                                                      |         |         | x       |         |         | x       |
| Better Press about historic preservation surveys & district applications                                                                  |         |         |         |         |         | x       |
| Business selling only vinyl siding & windows - not giving customers other alternatives                                                    |         | x       |         |         |         |         |
| City/City Manager needs a philosophical shift to preserve instead of tear down and value preservation; City forces demo instead of repair |         | xx      | xx      | xx      |         | x       |
| City needs to step up financially                                                                                                         |         |         |         | x       |         |         |
| Condition of infrastructure (need good water lines, sidewalks, lack of resources to address issues)                                       |         | x       |         |         |         |         |
| Demolition of structures leaving vacant lots                                                                                              |         |         |         |         | x       |         |
| Diversity                                                                                                                                 |         |         | x       |         |         |         |
| Confusing "Old" places with "Historic" places, thus diluting the focus                                                                    |         |         |         | x       |         |         |
| Downtown                                                                                                                                  |         | x       |         |         |         |         |
| Find balance of reusing and adaption to reduce our carbon footprint                                                                       |         |         |         |         |         | x       |
| Funding                                                                                                                                   | xxxx    | xxx     | x       | xx      |         | x       |
| Higher standards on property upkeep                                                                                                       |         |         |         | x       |         |         |
| HPC - limited powers                                                                                                                      |         |         |         |         | xx      |         |
| Knowledgeable/ qualified contractors                                                                                                      |         |         | xx      |         |         |         |
| Lack of community involvement/education/interest                                                                                          | xxxx    |         |         | x       |         |         |
| Lack of incentive programs                                                                                                                |         |         |         |         | x       | x       |
| List of qualified consultant & contractors in Linn County                                                                                 |         |         |         |         |         | x       |
| Lack of leadership and support among CR officials                                                                                         |         | x       | x       |         |         |         |
| Medical District (less demo and surface parking - more rehab please)                                                                      |         | xx      |         |         | xx      |         |

|                                                                                                                 |     |      |     |   |  |    |
|-----------------------------------------------------------------------------------------------------------------|-----|------|-----|---|--|----|
| Older persons who own historic homes can't keep up with cost of upkeep                                          |     |      | x   |   |  |    |
| Ongoing education (more of a priority)                                                                          |     |      | xxx |   |  |    |
| Poor stewardship of reare resources - won't realize what was lost until it is gone                              |     |      |     | x |  |    |
| Property owners-not caring                                                                                      | x   |      | x   |   |  |    |
| Property owners doing work w/o permits                                                                          |     |      |     | x |  |    |
| Properties allowed to decay through neglect                                                                     |     |      |     | x |  |    |
| Preservations isn't main focus                                                                                  |     |      |     |   |  |    |
| Public apathy/Neighborhood cooperation/Community acceptance                                                     |     | xxxx |     | x |  |    |
| Railroad tracks of historic nature                                                                              |     | x    |     |   |  |    |
| Realtors & banks need better education about reuse                                                              |     |      |     |   |  | xx |
| Short memories                                                                                                  |     |      |     | x |  |    |
| Stiffer penalties for people who allow properties to fall into disrepair, poor stewardship- need fines enforced | xxx |      |     | x |  |    |
| St. Wenc area                                                                                                   |     | x    |     |   |  |    |
| Stop allowing multi-family conversions for single family homes                                                  |     |      |     |   |  | x  |
| Urban Sprawl                                                                                                    |     |      |     | x |  |    |
| Viability going forward                                                                                         |     | x    |     |   |  |    |

Figure 104: Question 6. Summary Table. Source: Winter & Company Community Workshop September 2014.



## THE PLAYERS IN PRESERVATION

### 7. Who are some of the key players in preservation?

(List three, indicate the roles they play. These may be organizations, individuals or interest groups.)

Question 7. Summary Table

| Key players in preservation                              | Group 1 | Group 2 | Group 3 | Group 4 | Group 5 | Group 6 |
|----------------------------------------------------------|---------|---------|---------|---------|---------|---------|
| 4 Oakes AHN1                                             |         |         | x       | xx      |         |         |
| AHN1                                                     | x       |         |         |         | x       |         |
| Banks                                                    | x       |         |         | xx      |         |         |
| Bottleworks                                              |         | x       |         |         |         |         |
| Brucemore                                                |         | xx      | x       | xx      |         |         |
| Developers/Construction companies                        | x       |         |         |         |         | xx      |
| CR Community                                             | xx      | x       |         |         |         |         |
| Czech Museum                                             |         |         | x       |         |         |         |
| Educators                                                |         |         | x       |         |         |         |
| Hall Foundation                                          |         | xx      |         |         |         |         |
| Healthcare providers                                     | x       |         |         |         |         |         |
| Historians                                               |         |         |         |         | x       | x       |
| History Center                                           | x       | x       | x       |         |         |         |
| HPC/Linn county preserv commissions                      | xxxx    | xxxxx   | xx      | xxxxx   | x       | x       |
| Kirkwood                                                 |         | x       |         | xx      |         | xx      |
| Local activists like Mark Stoffer Hunter and Jon Jelinek |         |         |         | x       | xxxxx   |         |
| Local government                                         | xx      | xx      | xx      | xx      | xx      | xx      |
| Main Street (Newbo, Czech Village)                       |         | x       | x       | xxxxx   |         |         |
| News Media                                               |         | x       |         |         |         |         |
| Peoples Bank                                             |         | x       |         |         |         |         |
| Polititians                                              |         |         |         |         |         | x       |
| Private financial sector                                 |         |         |         |         |         | x       |
| Preservation Iowa                                        |         |         |         |         |         | x       |
| Property owners/developers                               | x       |         | x       |         | x       |         |
| Realtor                                                  |         | x       |         |         |         |         |
| Save CR Heritage                                         | x       | xxx     | xx      | xxxx    | xxx     | x       |
| SHPO/National Level                                      |         |         |         | xx      |         | x       |
| Van Jelinek - local businessman and companies            | x       |         |         |         |         |         |

Figure 105: Question 7. Summary Table. Source: Winter & Company Community Workshop September 2014.

## 8. Are there other potential players who may not be as obvious, but could be valuable contributors to preservation?

Question 8. Summary Table

| Potential players or contributors to preservation                                                           | Group 1 | Group 2 | Group 3 | Group 4 | Group 5 | Group 6 |
|-------------------------------------------------------------------------------------------------------------|---------|---------|---------|---------|---------|---------|
| Antiques & Hoarders                                                                                         |         |         |         | XX      |         |         |
| Affordable Housing                                                                                          |         | X       |         |         |         |         |
| Banks                                                                                                       |         |         |         | X       |         | X       |
| BSA                                                                                                         |         |         |         |         |         | X       |
| Churches                                                                                                    |         | XX      | X       |         |         |         |
| City of Cedar Rapids; City council (need education & advocacy)                                              |         |         | XXX     | XX      | XX      | X       |
| Coe College                                                                                                 |         |         |         | X       | XXX     |         |
| Construction Companies                                                                                      | X       |         |         |         |         |         |
| CR Country Club                                                                                             | X       |         |         |         |         |         |
| Educating our children                                                                                      | X       |         |         |         |         |         |
| Farmers                                                                                                     |         |         |         | XX      |         |         |
| Friends of Iowa City Preservations                                                                          | X       |         |         |         |         |         |
| Former CR city residents                                                                                    |         | XX      |         | X       |         |         |
| GSA                                                                                                         |         |         |         |         |         | X       |
| Habitat for Humanity                                                                                        |         |         | X       |         | X       |         |
| Hall Foundation & Perrine Foundation                                                                        |         | X       |         | X       |         |         |
| Home Improvement Stores                                                                                     | X       |         |         |         |         |         |
| Hospitals, Mt. Mercy                                                                                        | XX      |         |         | XXX     | XX      |         |
| History Center/Historians                                                                                   |         |         | X       | X       |         | X       |
| HPC/ Linn County HPC                                                                                        | X       |         | X       | XX      |         |         |
| Kirkwood - adult education                                                                                  |         |         |         |         | X       |         |
| Large Corporations (Cargill, Quaker Oats)                                                                   |         | X       |         | XX      |         |         |
| Libraries                                                                                                   |         |         |         | XX      |         |         |
| Local banks                                                                                                 | XXX     |         |         | X       |         |         |
| Manufacturers                                                                                               |         | X       |         |         |         |         |
| Mathew 25                                                                                                   |         |         | X       |         |         |         |
| Medical District - utilizing historic structures to meet their needs; not encroaching on historic neighbors |         |         |         | X       |         |         |
| Neighborhood Associations                                                                                   |         | XX      |         |         |         |         |
| Parks/Cemetery Associations                                                                                 |         |         | XX      |         |         |         |
| Realtors to have adequate information to reuse and rehab to modernized or retrofill                         | XX      | X       | X       |         |         | X       |
| Large companies Quaker Oats/Rockwell Collins/ CRST                                                          |         |         |         | X       |         |         |
| Real Estate Agents/ Flippers                                                                                | X       |         |         |         |         | X       |
| Restore                                                                                                     |         |         | X       |         |         |         |

|                                              |   |   |   |    |    |  |
|----------------------------------------------|---|---|---|----|----|--|
| Save CR                                      | x |   | x |    |    |  |
| School Districts                             |   |   | x |    | xx |  |
| Sierra CLUB                                  |   |   |   | X  |    |  |
| SHPO                                         | x |   |   |    |    |  |
| Trees Forever                                |   |   |   | xx |    |  |
| Unions                                       |   |   |   | xx |    |  |
| Writers to do articles to keep in public eye |   | x |   |    |    |  |

Figure 106: Question 8. Summary Table. Source: Winter & Company Community Workshop September 2014.

## PRIORITIES FOR ACTION

### 9. What should be the priorities for action related to preservation in Cedar Rapids?

(List five actions. These may be general in nature, or they may be very specific. After listing them, indicate their priority.)

Question 9. Summary Table

| Priorities for Action                                                                                  | Group 1 | Group 2 | Group 3 | Group 4 | Group 5 | Group 6 |
|--------------------------------------------------------------------------------------------------------|---------|---------|---------|---------|---------|---------|
| Better press about hist. pres. Surveys and district applications                                       |         |         |         |         |         | x       |
| Consistent plan for all development                                                                    | x       |         |         | x       |         |         |
| Community Education & Involvement                                                                      | xx      |         | xx      | x       |         | xx      |
| Consider diversity;openmidedness                                                                       |         |         | xx      |         |         |         |
| Consideration of Preservation in place of new development - commercial & residential                   | x       |         |         |         | x       |         |
| Create property tax incentiveand financial assistance                                                  |         | xx      |         |         |         | x       |
| Define plan to preserve resources                                                                      |         | x       | x       |         |         |         |
| Educate realtors                                                                                       |         |         |         |         | x       | x       |
| Encourage new local landmarks/historic districts (Czech & Bohemia) and listing                         |         | xxx     | xx      | x       | xx      |         |
| Encourage preserving existing resources                                                                |         | x       |         |         |         | x       |
| Expand support for historic districts                                                                  |         |         | x       |         |         |         |
| Expand HPC powers                                                                                      |         |         |         |         | x       |         |
| Hold property owner accountable                                                                        |         | x       |         |         |         |         |
| Identify additonal historic areas                                                                      |         | x       | x       |         | x       | x       |
| Identify ways to accelerate approval process                                                           |         |         | x       |         |         |         |
| Incentives and funding for existing building rehab like they do with vacant bldgs (special bank rates) |         |         | x       | xxxx    | xx      | x       |
| Inforceable policies                                                                                   |         |         |         | x       |         |         |
| Limit demolition of existing historic structures                                                       |         |         |         | xx      |         |         |
| List of good contractors & consultats who specialize on Reuse/rehab                                    |         |         |         |         |         | xx      |
| Moratorium on demolition until Comprehensive plan is approved                                          | x       |         |         |         | xx      |         |
| More strigent barrier to entry to own and lease for "use of" historic property                         |         |         | x       |         |         |         |
| Neighborhood groups lobby for change                                                                   |         | x       |         | x       |         |         |

|                                                                                                                         |   |   |    |    |  |   |
|-------------------------------------------------------------------------------------------------------------------------|---|---|----|----|--|---|
| Overhaul existing ordinances related to historic buildings                                                              |   | x |    |    |  |   |
| Penalties for demolition and leaving vacant land                                                                        |   |   |    | xx |  |   |
| Responsible Development                                                                                                 |   |   |    | x  |  |   |
| Set Guidelines                                                                                                          |   |   |    |    |  | x |
| Stringent guidelines for "property owners" of "historic" bldgs to maintain historic status - can't lease to just anyone |   |   | x  |    |  |   |
| Stronger fines and penalties                                                                                            | x |   |    |    |  |   |
| Stop single family to multi-family conversions                                                                          |   |   |    |    |  | x |
| Trade resources - identify knowledgeable & qualified                                                                    |   |   | xx |    |  |   |

Figure 107: Question 9. Summary Table. Source: Winter & Company Community Workshop September 2014.

# APPENDIX 2 - PRESERVATION ORDINANCE REVIEW (CHAPTER 18)

This review compares the existing City of Cedar Rapids Historic Preservation legislation (Chapter 18 of the Code of Ordinances) with a model ordinance that is a distillation of those used throughout the country and then recommends improvements to the Cedar Rapids code. Some of the recommendations are clearly needed, whereas others are optional.

The format for this review presents a detailed description of each model ordinance component in bold letters. Following this description is the current status of this component for Cedar Rapids. Where a model component does not exist in the Cedar Rapids ordinance, recommendations are made.

## INTRODUCTORY STATEMENTS

### **Purpose and intent**

Establishes reasons for the preservation ordinance, focusing on the public purpose.

- Section 18.01, Purpose and Intent, adequately covers this provision.

### **Definitions**

Establishes formal definitions for terms used in the ordinance. For example, it may define a “historic property” as one formally identified on an adopted survey.

- Sixteen definitions exist in Section 18.02, but are insufficient. Many terms in the ordinance are not defined.
- Terms that appear in the ordinance as it currently reads and which merit inclusion are: city, demolition, structure, substantial modification (to the proposal to designate a landmark or district), zoning map, regulated permit, significant architectural feature, Secretary of the Interior’s Guidelines for Rehabilitating Historic Buildings, rehabilitation, NRHP, and historic survey.



## COMMISSION

Declares who will be responsible for carrying out the responsibilities described. Usually, this is the HPC. Sub-topics include:

### Creation and Membership

Establishes the existence of a "HPC." HPC members are typically appointed by the Mayor with City Council approval. Members usually have to meet certain qualifications requirements. Experience in fields related to design and preservation also may be required.

- Section 18.03 creates the HPC, but only as an "advisory commission" to the City Council. The creation of the HPC should simply create it, period. The powers and duties of commission should be handled in the Powers of the HPC section.
- Section 18.03(b) adequately lists the membership criteria for the HPC.

### Removal from Office

Provides that, with just cause, the Mayor and/or City Council may remove members of the HPC

- Does not exist. Inclusion is optional.
- Appropriate language could be: "The Mayor may, with the approval of the Council, remove any member from the HPC for just cause."

### Vacancies

Outlines procedures for filling vacancies on the HPC.

- Section 18.03(d) and 18.03(f) adequately covers vacancies.

### Operating Procedures

Establishes that the HPC shall adopt rules of operation and procedures for conducting its business. (The procedures themselves are typically a separate document. In some cases, these procedures apply to other City Commissions as well.)

- Section 18.03(h) states that the HPC "shall adopt its own rules and procedures for the transaction of its business." This is inadequate.
- Consider language such as: "The HPC shall adopt by-laws for its organization and implementation of its powers and duties."
- Section 18.03(i) through 18.03(k) establishes operating procedures for the HPC, but are inadequate.
- Consider additional provisions such as: "The HPC shall act by a majority vote of at least a quorum of its members."

## **Powers and Duties**

Establishes the focus for the HPC. This may include what areas of review are governed by the HPC as well as what authorities the HPC may have (such as surveying, adopting guidelines, property acquisition, etc.). The education of the public at large and the promoting preservation ethic historic preservation are often key duties that the HPC should undertake, and should be included in this section (if not under its own heading).

- Section 18.04 lists fourteen (14) such powers and duties, as well as one explicit restraint on the HPC's power. These provisions are adequate, but additions could be made.
- Consider additions to include powers such as review and recommendation of preservation easements, and creating more detailed design guidelines for the review of an application for a certificate of appropriateness.
- Consider utilizing the HPC as a consulting body for proposed changes to land use policy or zoning within the local historic districts.

## **District Boundaries/Jurisdiction**

Defines the jurisdiction of the proposed ordinance. All properties noted within these described boundaries are subject to review for a Certificate of Appropriateness and/or demolition.

- Section 18.09(a) provides for the review of designated resources but does not mention any specific area boundaries. This should be amended.

## **HPC Meetings**

Establishes the minimum requirement for meetings. May indicate that the HPC will meet at least monthly, except when it has no business pending. Also outlines that meetings be open to the public (usually pursuant to state statute).

- Section 18.03(j) provides that the HPC shall meet at least 3 times a year. This provision is adequate, but consider increasing the minimum meeting requirement.
- Appropriate language could be "The HPC shall meet at least once each month, unless there is no new business scheduled."

## **Annual Reports**

Establishes that annual reports to the City Council should be presented. This is to ensure that the existence and operations of the HPC continue with the City's oversight and general approval. These reports can be simple or very detailed (especially if meeting CLG requirements).

- Currently this provision does not exist in the ordinance, but should be provided.
- Appropriate language could be: "The HPC shall prepare a report to the City Council summarizing the past year's activities of the HPC. This report should state the status of preservation in the city, and recommend any improvements which the HPC deems necessary."

### **HPC Training**

Provides for the on-going training of the HPC. This usually defines that training from a professional consultant might be required. It is necessary for the longevity and quality of the HPC.

- Currently does not exist, but should be included.
- Appropriate language could be: "All members of the HPC shall participate in at least one training session annually. These may include special HPC study sessions, which shall not be a regularly scheduled meeting, or other training programs provided in the state or nation."

### **Staff Assistance**

Defines how staff may assist the HPC in administration of its duties. This may include ability to conduct administrative reviews of certain work as delegated by the HPC.

- Currently does not exist, but should be provided. This section should assign specific personnel or City departments to act as staff to the HPC. It should provide the framework for staff review, although this concept can be discussed in a different chapter.

### **Historic Resources**

Provides for the listing (in an official register) of individual landmarks, structures of merits, historic districts, or neighborhood conservation districts. Sub-topics include:

#### **Designation Criteria**

This section provides that the City Council has the authority to designate cultural resources upon the recommendation of the HPC if it meets certain criteria. This objective criteria makes it easier for staff to defend any designations in a court of law. The designation criteria typically highlight what elements of buildings or districts merit designation.

- Section 18.05(a) through (g) provides that the City Council may designate resources upon the HPC's recommendation. While general guidelines for what constitutes a historic resource are provided in other sections of the ordinance, no explicit criteria or basis for the HPC's designation recommendation exists.
- Criteria should be included, and appropriate language could be: "A cultural resource may be listed in the City's Historic properties Inventory by the HPC, subject to City Council approval, if the HPC finds it to be of historic, aesthetic, educational, cultural, or architectural importance."

## **Cultural Resources Eligible for Designation**

Provides that an on-going list of cultural resources eligible for designation can be maintained by the City. Having this survey allows that City to designate resources as the need arises, and not go through the sometimes lengthy investigation process.

- Currently does not exist, but should be included.
- Currently the code does provide that the Commission may conduct studies for the identification of historic districts and sites, but does not specifically provide for an on-going list of cultural resources that are eligible for designation.

## **Survey Methods**

Defines how a survey will be undertaken. This section further establishes criteria for the designation of historic properties. It also establishes whose role it is to undertake the survey- be it the HPC, staff, or an independent consultant.

- Currently does not exist, but should be included.
- Several of the tools available for identifying resources include placing buildings within a historical context, taking a reconnaissance survey, or performing an in-depth, property-by-property survey.

## **Designation Initiation**

Defines who may request that a neighborhood, property, or structure be surveyed and officially designated. Usually the commission may request such establishment based on the official survey. Property owners can also nominate cultural resources for designation.

- Section 18.05 (a) provides that the City Council can initiate designation on its own motion, or by the filing of a petition.
- However, the ordinance doesn't make clear who may file a petition. Appropriate language could be "The designation, repeal, or modification of a designation may be initiated by the HPC, the City Council, or by any person, organization, or entity."

## **Designation Hearing**

A public hearing should be conducted before the HPC. This hearing should be properly noticed, at a fixed time and place.

- Section 18.05 (b) provides for the requirement of a public hearing preceding any recommendation by the HPC to the Council, and the process for notifying the public. This section is adequate.

### **Designation Process**

Establishes the procedures to follow for the nomination and designation of cultural resources. Defines specific tasks for the HPC and staff, as well as procedures for filing applications and appropriate time periods.

- Section 18.05 (b) through 18.05 (g) outlines some of the procedural criteria for designation.
- The procedure is broken up among sub-sections that provide an adequate understanding of the order of steps within the process, but language could be more concise. For example, Section 18.05 (b) first states that upon submission of a petition, the HPC must make a recommendation to the Council. Later, Section (b) states that the HPC must first hold a public meeting. Thirdly, the same section states that the HPC must submit its report to the City Planning Commission. The language and organization of Section 18.05 (b) does not adequately explain the order of the above three Initiatives.
- Consider nomination procedures and who has standing to initiate a nomination.

### **Designation Ordinance**

Before a historic district is established, the map setting forth the district's boundaries must be submitted to and approved by ordinance by the City Council. The ordinance defines what agency will be responsible for the official recording of the district(s). This is usually at the County Recorder's Office.

- Section 18.07 adequately provides for the recording of historic districts or landmarks, but designation by ordinance is buried within the section and should be concisely stated in its own section.

### **Designation Notification**

Designation notification to other city agencies and departments is used by some communities so that after a resource is designated, any Initiatives pertaining to that resource shall have been made with the knowledge of the designation.

- Does not exist, but could be included.

### **Designation Appeal**

Provides the applicant with the right to appeal any designation made by the HPC. Appeals are usually made to the City Council.

- Does not exist, but could be included.

### **Repeal of Designation**

Provides that the City Council with the recommendation of the HPC may consider the repeal of a designation in the same manner provided for the inclusion.

- Section 18.05 (g) adequately provides for the repeal of designations.

# CERTIFICATE OF APPROPRIATENESS PROCESS

## Certificate of Appropriateness Required

Provides the issuance of a Certificate of Appropriateness (CA) to protect designated properties, or those subject to review. This section describes who must obtain a CA, where to obtain an application, the basis for approval or denial, and the basic criteria for review.

- Section 18.09 (a) through (e) adequately provide this information

While the basic provisions for issuing a Certificate of Appropriateness exist in the Cedar Rapids ordinance, it should also include some basic criteria for determining appropriateness. They may be rather broad, such as:

For alterations to a historic property that the proposed work will:

- Maintain the integrity of the historic resource
- Preserve key features, such as architectural detail and ornamentation, that contribute to the significance of the historic resource

For new construction, including additions and new primary structures the work will:

- Be compatible with the historic district
- Will not impede one's ability to interpret the historic significance of the district

Furthermore, in making a determination of appropriateness, the City Council may adopt design guidelines, applied by the Commission, that provide more detailed direction for treatment of historic resources and new construction in historic districts. Also, inclusion of portions of the design guidelines into the ordinance may be explored.

## Demolition Prohibition

A model ordinance prohibits demolition of a building that has been formally listed as a local landmark or as a contributor to a locally designated historic district. However, a process is included that provides a means of appealing this condition by considering economic hardship. This test for hardship uses specific criteria.

The Cedar Rapids ordinance requires a Certificate of Appropriateness (CA) be obtained for demolition within the local historic districts and for local landmarks; this CA could be denied, thus preventing demolition. This section of the ordinance should be clarified and updated with different procedures for non-contributing properties within local historic districts. The 60 day demolition review period applies to all properties not locally designated. The review process works the same for properties listed on the NRHP and those that are not designated. These could be two different processes.

The ordinance does provide an adequate test for economic hardship. It just isn't clear how this applies to designated and non-designated properties. Conceptually, a delay does not create an economic hardship, since the owner need only wait out the delay period.



### **Demolition Delay Period**

A model ordinance provides a process for delaying demolition of a building that is NOT officially listed as a local landmark or as a contributor to a historic district, in order to determine if alternative actions should be pursued. The objective is to quickly determine if a property subject to demolition may in fact have historic significance. Typically, a threshold for triggering the delay is established (such as a 50-year age condition, or listing as a contributor in a historic survey).

A model ordinance also includes a preliminary list of alternatives that may be pursued during the delay period, such as:

1. Consider initiating formal designation proceedings to list the property as a local landmark, or
2. Seek means to assist the current owner in finding an adaptive reuse strategy for the resource, or
3. Seek a new owner who will preserve the resource, or
4. Seek a means of relocating the resource such that it can be preserved, or
5. Documenting the resource prior to its demolition.

The Cedar Rapids ordinance does contain a list of alternative actions if a property is deemed historically significant, which is sufficient.

The Cedar Rapids ordinance contains some portions of a demolition delay process for properties deemed historic, but the procedures are not clear. Some improvements would include:

1. Indicate that the demolition delay period (which is set at 60 days) may be extended an additional 60 days if the commission is making progress toward seeking alternatives, but needs more time.
2. Indicate that the 60-day delay period may be terminated earlier if a resolution is achieved.

### **Appeals**

A model ordinance provides a process by which an applicant can appeal a decision of the commission. In some cases, the appeal may have two steps: First, to City Council, and second, to municipal or district court.

The Cedar Rapids ordinance provides the two-step appeals process, which is adequate.

## **Enforcement**

A model ordinance typically identifies a code enforcement official as being responsible to assure that work executed on a property complies with the Certificate of Appropriateness. It also identifies the procedures for notifying an owner if the work does not comply and prescribes the means for remedying the situation and for imposing fines. In many cases, these notification procedures and penalties are the same as for other code violations and may appear in a separate part of the city regulations. In that case they are only referenced in the preservation ordinance itself.

The Cedar Rapids preservation ordinance does include language addressing the means of enforcement. It also includes language defining the rate of fines. This should be reviewed for consistency with other penalty clauses in city ordinances. Since fine rates may change more frequently than the preservation ordinance itself, it may be better to reference a schedule of fines, which may be amended separately.

## **Survey Ratings**

A model ordinance defines classification categories for properties that lie within the boundaries of a historic district. These are typically defined as "contributors," and "non-contributors." When a district is designated, EACH property should receive one of these ratings. This facilitates the review process and notifies property owners about how their properties will be considered in the review for a Certificate of Appropriateness. The distinction is to separate those properties that will be reviewed using preservation criteria from those that lack historic significance and would be reviewed using criteria for new construction. These ratings are typically applied in current surveys for historic resources, and therefore adding this language to the ordinance will help link the survey to the protection process.

For older districts that were designated without classifying each property, criteria for determining significance should be applied as a part of the review, prior to using guidelines to determine appropriateness.

The Cedar Rapids ordinance does not create these definitions. This lack of definition creates confusion in the review process. Language should be drafted to establish these categories.

# APPENDIX 3 - HISTORIC SURVEY PRIORITIZATION TABLE

The following chart identifies initial areas for intensive surveys. (See page 58 for a listing of completed surveys and those nearing completion.) The recommended intensive survey list is acquired from the 2014 Cedar Rapids Citywide Historic and Architectural Reconnaissance Survey. Priorities for the surveys are ranked 1-4, with 1 being highest priority. Priorities will be finalized through the implementation of initiative 5.1.a.

A variety of criteria applies, and the relationship to other planning programs and initiatives is considered. Criteria includes:

- Areas likely to help support Heritage Tourism (that is a distinct place with a unique story to tell)
- Those where other neighborhood programs and plans are in development
- Those identified in the reconnaissance survey as being of special interest

| Survey                                                                                                                                                                              | Priority |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|
| <b>Northwest Quadrant</b>                                                                                                                                                           |          |
| • East Highlands - First Avenue - C Avenue NW (recommend intensive survey for NRHP boundaries)                                                                                      | 1        |
| • North Highlands - B Avenue NW - E Avenue NW (recommend intensive survey for NRHP boundaries)                                                                                      | 3        |
| • Rapids Township - E Avenue NW (recommend intensive survey for NRHP boundaries)                                                                                                    | 2        |
| • Belmont Park (Increased boundary, recommend intensive survey for NRHP boundaries)                                                                                                 | 4        |
| <b>Northeast Quadrant</b>                                                                                                                                                           |          |
| • Greene & College First Addition: including listed B Avenue NE Historic District (recommend intensive survey for NRHP boundaries relative to listed B Avenue NE historic district) | 3        |
| • Northview First Addition (recommend intensive survey for NRHP boundaries)                                                                                                         | 2        |
| • Kenwood Park: Coon-McNeal Development (recommend intensive survey for NRHP boundaries)                                                                                            | 1        |
| • Coe Campus College - west section (recommend intensive survey for NRHP boundaries)                                                                                                | 4        |

| Survey                                                                                  | Priority |
|-----------------------------------------------------------------------------------------|----------|
| <b>Southeast Quadrant</b>                                                               |          |
| • Bever Park Additions and Bever Woods (recommend intensive survey for NRHP boundaries) | 2        |
| • Midway Park and Country Club Heights (recommend intensive survey for NRHP boundaries) | 4        |
| • Ridgewood Addition (recommend intensive survey for NRHP boundaries)                   | 3        |
| • Country Club Heights Additions (recommend intensive survey)                           | 1        |

# APPENDIX 4 - GLOSSARY

**Archeological resource:** Any material remains or physical evidence of past human life or activities that are of archeological interest, including the record of the effects of human activities on the environment. An archeological resource is capable of revealing scientific or humanistic information through archeological research. *Source: Secretary of the Interior National Park Service*

**Building:** A building, such as a house, barn, church, hotel, or similar construction, is made to shelter any form of human activity. Examples of buildings include: administration building, house, dormitory, garage, library, office building, social hall, student union, classroom building, bookstore, etc. *Source: Secretary of the Interior National Park Service*

**Contributing resources:** Contributing resources are the buildings, objects, sites, and structures that played a role or, more simply, existed at the time the event(s) associated with a NHL, NRHP or Local Historic District.

**Cultural landscape:** A geographic area, including both cultural and natural resources, associated with a historic event, activity, or person, or exhibiting other cultural or aesthetic values. There are four non-mutually exclusive types of cultural landscapes: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes. The two primary types of cultural landscapes in Yosemite Valley are: historic designed landscapes, such as The Ahwahnee and the Yosemite Village Historic District; and ethnographic landscapes, such as the entirety of Yosemite Valley. *Source: Secretary of the Interior National Park Service*

**Cultural Resource:** An aspect of a cultural system that is valued by or significantly representative of a culture, or that contains significant information about a culture. A cultural resource may be a tangible entity or a cultural practice and typically greater than 50 years of age. Tangible cultural resources are categorized as districts, sites, buildings, structures, and objects for the National Register of Historic Places, and as archeological resources, cultural landscapes, structures, museum objects, and ethnographic resources for NPS management purposes. By their nature, cultural resources are non-renewable. *Source: Secretary of the Interior National Park Service*

**District:** A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures or objects united historically or aesthetically by plan or physical development. A district derives its importance from being a unified entity, even though it is often comprised of a wide variety of resources. The identity of a district results from the interrelationship of its resources, which can convey a visual sense of the overall historic environment or be an arrangement of historically or functionally related properties. *Source: Secretary of the Interior National Park Service*

**Economic hardship:** Historic preservation ordinances in effect around the country often include a process for administrative relief from preservation restrictions in situations of “economic hardship.” Under typical economic hardship procedures, an applicant may apply for a “certificate of economic hardship” after a preservation commission has denied his or her request to alter or demolish a historic property protected under a preservation ordinance. In support of an application for relief on economic hardship grounds, the applicant must submit evidence sufficient to enable the decision-making body to render a decision. The type of evidence required is generally spelled out in preservation ordinances or interpreting regulations. The burden of proof is on the applicant. The exact meaning of the term “economic hardship” depends on how the standard is defined in the ordinance. Under many preservation ordinances economic hardship is defined as consistent with the legal standard for an unconstitutional regulatory taking, which requires a property owner to establish that he or she has been denied all reasonable beneficial use or return on the property as a result of the commission’s denial of a permit for alteration or demolition.

Requests for relief on economic hardship grounds are usually decided by historic preservation commissions, although some preservation ordinances allow the commission’s decision to be appealed to the city council. In some jurisdictions, the commission may be assisted by a hearing officer. A few localities have established a special economic review panel, comprised of members representing both the development and preservation community. *Source: National Trust for Historic Preservation*

**Ethnographic landscape:** An area containing a variety of natural and cultural resources that traditionally associated people define as heritage resources. The area may include plant and animal communities, structures, and geographic features, each with their own special local names. *Source: Secretary of the Interior National Park Service*

**Ethnographic resources:** Objects and places, including sites, structures, landscapes, and natural resources, with traditional cultural meaning and value to associated peoples. Research and consultation with associated people identifies and explains the places and things they find culturally meaningful. Ethnographic resources eligible for the National Register of Historic Places are called traditional cultural properties. *Source: Secretary of the Interior National Park Service*

**Historic character:** The sum of all visual aspects, features, materials, and spaces associated with a cultural landscape’s history, i.e. the original configuration together with losses and later changes. These qualities are often referred to as character-defining. *Source: Secretary of the Interior National Park Service*

**Historic property:** A district, site, building, structure, or object significant in the history of American archeology, architecture, culture, engineering, or politics at the national, state, or local level. *Source: Secretary of the Interior National Park Service*



**Historically significant building:** Typically, a principal building determined to be fifty (50) old or older, and;

- The building is associated with any significant historic events;
- The building is associated with any significant lives of persons;
- The building signifies distinctive architectural character/era;
- The building is associated with the lives of persons significant in our past;
- The building is archeologically significant.

**Integrity:** The authenticity of a property's historic identity, evinced by the survival of physical characteristics that existed during the property's historic or prehistoric period. The seven qualities of integrity as defined by the National Register Program are location, setting, feeling, association, design, workmanship, and materials. *Source: Secretary of the Interior National Park Service*

**Local Historic District:** An area designated by the city which contains a significant portion of buildings, structures or other improvements which, considered as a whole, possesses integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- Embodies the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master, or that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction; or
- Is associated with events that have made significant contributions to the broad patterns of our local, state or national history; or
- Possesses a coherent and distinctive visual character or integrity based upon similarity of scale, design, color, setting, workmanship, materials, or combinations thereof, which is deemed to add significantly to the value and attractiveness of properties within such area;
- Is associated with the lives of persons significant in our past; or
- Has yielded, or may be likely to yield, information important in prehistory or history.

**Local Historic Landmark:** Any building, structure, object, archeological site, area of land or element of landscape architecture with significance, importance or value consistent with the Local Historic District criteria noted above.

**Object:** The term "object" is used to distinguish from buildings and structures those constructions that are primarily in artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment. Examples of objects include: boundary marker, fountain, milepost, monument, sculpture, statuary. *Source: Secretary of the Interior National Park Service*

**National Historic Landmark (NHL):** A district, site, building, structure, landscape, or object of national historical significance designated by the Secretary of the Interior under authority of the Historic Sites Act of 1935 and entered in the National Register of Historic Places. *Source: Secretary of the Interior National Park Service*

**National Register of Historic Places (NRHP):** The comprehensive list of districts, sites, buildings, structures, and objects of national, regional, state, and local significance in American history, architecture, archeology, engineering, and culture. This list is maintained by the National Park Service under authority of the National Historic Preservation Act of 1966. *Source: Secretary of the Interior National Park Service*

**Noncontributing resources:** Noncontributing resources are the buildings, objects, sites, and structures that did not exist at the time the event(s) associated with a NHL, NRHP or Local Historic District or have lost integrity from that historic period.

**Preservation:** The act or process of applying measures to sustain the existing form, integrity, and material of a historic building, site, structure, or object. Work may include preliminary measures to protect and stabilize the property, but generally focuses on the ongoing preservation, maintenance, and repair of historic materials and features rather than extensive replacement and new work. *Source: Secretary of the Interior National Park Service*

**Rehabilitation:** The act or process of making possible an efficient, compatible use for a historic property through repair, alterations, and additions while preserving the portions or features which convey the historical, cultural, and architectural values.

**The Secretary of the Interior's Standards for the Treatment of Historic Properties and the Guidelines for the Treatment of Cultural Landscapes:** The Secretary of the Interior is responsible for establishing professional standards and providing advice on the preservation of historic properties and cultural resources listed in or eligible for listing in the National Register of Historic Places. In partial fulfillment of this responsibility, the Secretary of the Interior's Standards for Historic Preservation Projects were developed in 1976. They consisted of seven sets of standards for the acquisition, protection, stabilization, preservation, rehabilitation, restoration, and reconstruction of historic buildings.

Since their publication in 1976, the Secretary's Standards have been used by State Historic Preservation Officers and the National Park Service to ensure that projects receiving federal money or tax benefits were reviewed in a consistent manner nationwide. The principles embodied in the Standards have also been adopted by hundreds of preservation commissions across the country in local design guidelines.

In 1992, the Standards were revised so that they could be applied to all historic resource types included in the National Register of Historic Places--buildings, structures, sites, objects, districts, and landscapes. The revised Standards were reduced to four sets by incorporating protection and stabilization into preservation, and by eliminating acquisition, which is no longer considered a treatment. Re-titled The Secretary of the Interior's Standards for the Treatment of Historic Properties, this new, modified version addresses four treatments: preservation, rehabilitation, restoration, and reconstruction. The Guidelines for the Treatment of Cultural Landscapes illustrate how to apply these four treatments to cultural landscapes in a way that meets the Standards.

Of the four, Preservation standards require retention of the greatest amount of historic fabric, including the landscape's historic form, features, and details as they have evolved over time. Rehabilitation standards acknowledge the need to alter or add to a cultural landscape to meet continuing or new uses while retaining the landscape's historic character. Restoration standards allow for the depiction of a landscape at a particular time in its history by preserving materials from the period of significance and removing materials from other periods. Reconstruction standards establish a framework for re-creating a vanished or non-surviving landscape with new materials, primarily for interpretive purposes. *Source: Secretary of the Interior National Park Service*

**Site:** A site is the location of an important event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined or vanished, where the location itself possesses historic, cultural, or archaeological value regardless of the value of any existing structure. Examples of sites include: designed landscape, natural feature having cultural significance, ruins of a building or structure, trail, village or habitation site. *Source: Secretary of the Interior National Park Service*

**State Historic Preservation Office (SHPO):** These individuals play a critical role carrying out many responsibilities in historic preservation. Surveying, evaluating and nominating significant historic buildings, sites, structures, districts and objects to the National Register is one such key activity. *Source: Secretary of the Interior National Park Service*

**Structure:** The term structure is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter. Examples of structures include: bridges, canal, fence, street, tunnel, etc. *Source: Secretary of the Interior National Park Service.*

# APPENDIX 5 - NATIONAL REGISTER CRITERIA FOR EVALUATION

## Criteria for Evaluation

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- a. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- b. That are associated with the lives of significant persons in or past; or
- c. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- d. That have yielded or may be likely to yield, information important in history or prehistory.

## Criteria Considerations

Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- a. A religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- b. A building or structure removed from its original location but which is primarily significant for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- c. A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building associated with his or her productive life; or

d. A cemetery that derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or

e. A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

f. A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or

g. A property achieving significance within the past 50 years if it is of exceptional importance.

*Source: Secretary of the Interior National Park Service*



# *De Pere Neighborhood Preservation Plan*

September, 2010

## Acknowledgements

### *Neighborhood Residents*

Special thanks to the neighborhood residents of Broadway, Randall and Michigan-Superior. This document was tailored by the residents involved in the design process, creating a guide for celebrating the beauty of the area and making it an even better neighborhood for tomorrow!

*Mayor* Michael Walsh

### *City Council*

Kevin Bauer  
James Boyd  
Michael Donovan  
Robert Heuvelmans  
Paul Kegel  
Daniel Robinson  
Kathleen Van Vonderen  
Robert Wilmet

### *Plan Commission*

Mayor Michael Walsh  
Rebecca Afshar  
Derek Beiderwieden  
James Kalny  
Alderson Kathleen Van Vonderen  
Tom Walsh  
Alderson Robert Wilmet

### *Historic Preservation Commission*

Chair - Mary Jane Herber  
Brian Netzel  
Gene Hackbarth  
Mike Fleck  
Alderman Paul Kegel  
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## *The Organization of the Plan*

*page 7*

**Part One:** Neighborhood Analysis and Key Issues. This section includes a brief analysis of the fabric and character of the entire historic neighborhoods study area and of the three constituent historic districts. It uses this analysis to identify key issues that affect the future integrity of the three neighborhoods.

*page 15*

**Part Two:** Maintaining Neighborhood Character, Design and Land Use Requirements (Regulatory Recommendations). This section identifies specific elements that should govern public or private sections. These “mandatory” requirements may be established through the creation of local historic districts under the terms of De Pere’s Historic Preservation Ordinance, and may differ somewhat for each of the three historic districts.

*page 19*

**Part Three:** A City/Neighborhood Program to Support Historic Neighborhoods (Advisory Recommendations). This section presents ideas that can guide private owners as they consider improvement projects or alterations to their properties. It includes a gallery of architectural features that are characteristic of the three neighborhoods. These recommendations are not mandatory, but can provide important assistance if owners choose to take advantage of federal or state tax credits.

*page 27*

**Part Four:** Guiding New Investments, Advisory Ideas for Future Private Improvements (Policy and Project Recommendations). This section includes recommendations for projects that are largely in the public realm – streets, sidewalks, street landscaping, lighting, and other projects – that support the neighborhood conservation efforts of neighborhood residents and property owners.

*page 59*

**Part Five:** Implementation and Next Steps. This section presents steps that will help both neighborhoods and the city implement the recommendations of this plan. It also includes references to programs and other tools that promote neighborhood conservation.

## *Introduction*

In 2009, the City of De Pere engaged RDG Planning & Design to prepare Neighborhood Preservation Plans for three historic neighborhoods on the east bank of the Fox River, immediately north of Downtown, all of which are listed on the National Register of Historic Places. These neighborhoods include the North Broadway, Randall, and Michigan-Superior National Register Districts. Under the city's Historic Preservation Ordinance, preservation plans include provisions that guide public and private development, and may propose other changes to conserve the quality of historic neighborhoods. The specific recommendations of these plans should adapt to the character and specific needs of neighborhoods and their residents. To this end, residents of all three districts participated in public meetings to discuss distinguishing qualities and identify critical features for protection or enhancement.

## *Purpose*

Successful conservation policies encourage appropriate improvements, investments, and public actions that sustain the value and quality of neighborhoods. Each of the three neighborhoods considered in this plan have distinctive qualities, and their development played an important role in the history of De Pere and the Green Bay metropolitan region. Their historical roles are ably discussed in the extensive research compiled to support their nomination to the National Register of Historic Places. Their physical nature – residential architecture, street landscape, and relationship to their surroundings – contribute to their attractiveness as places to live and make them valuable to both property owners and the city as a whole.

Built environments achieve harmony and coherence when development has respected certain patterns or relationships over the course of many years. We intuitively recognize and appreciate this harmony, but have more difficulty trying to define the patterns that lead to it. These patterns may include such factors as street width and landscaping, land use, size of buildings, types of materials, location of houses on their lots, and relationship of buildings to their adjacent street. One of the goals of this document is to define these patterns in the North Broadway, Randall, and Michigan-Superior districts, and encourage public and pri-

vate actions that reinforce the character and integrity of individual neighborhoods.

The overall approach of this plan is positive, designed to encourage public and private actions that make neighborhoods better. However, a plan to conserve the quality of neighborhoods also assumes that changes are possible that could alter and even threaten that quality. These changes could include land use patterns, street projects, or new buildings developed on vacant lots that change the time-honored scale or character of residential streets. Thus, this plan also identifies these possible threats, and establishes policies and regulations to guard against them.

The purpose of this plan is to ensure that the North Broadway, Randall, and Michigan-Superior neighborhoods continue to be distinctive, vital neighborhoods for many years. It recognizes that the development of towns and neighborhoods is a process that residents, developers, and governments contribute to over time. Based on this, the plan has regulatory, advisory, and policy components.

The regulatory component identifies possible threats to the patterns and features that are central to the integrity of the three neighborhoods, and to provide regulations that address these threats. These regulations are limited to a small number of serious issues that could seriously harm the neighborhoods.

The advisory component provides guidance to private property owners as they contemplate changes to their own properties and homes, based on the characteristics of their neighborhood. These ideas do not dictate styles or specific solutions, but instead suggest a choice of approaches that maintain the harmony and consistency that define these residential districts. Most residents and property owners understand their responsibilities to neighbors and want to do “the right thing.” This part of the plan provides a gallery of possible solutions, based on the precedents already found in the three neighborhoods.

The policy component considers actions such as public projects that can support the neighborhood conservation efforts. These policies and projects are often the result of partnerships between city government and private property owners.

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## NEIGHBORHOOD ANALYSIS AND ISSUES

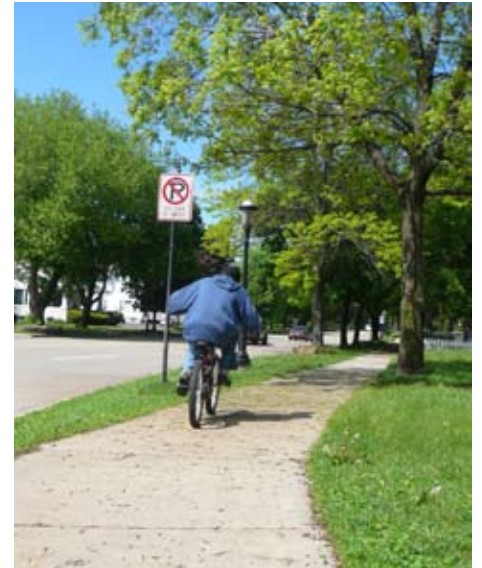
### PART

# 1



*Understanding the issues of the neighborhoods.*

The three historic districts highlighted by this plan are located north of De Pere's "east bank" Downtown, with an irregular boundary that extends as far south as George Street and north to the Norbertine property on the north edge of the city. The neighborhoods are almost entirely residential in use, and are configured along a regular grid of local streets. This street grid rotates south of Franklin Street, as city neighborhood plats adjusted their orientation with a bend in the Fox River shoreline.



Major street corridors that serve the three historic neighborhoods include:

- **North Broadway.** North Broadway, a major north-south arterial and Wisconsin Highway 57 linking De Pere with Green Bay to the north. This is a four-lane facility fronted by homes north of Cass Street.
- **Ridgeway Boulevard.** Ridgeway Boulevard is a divided local street, providing parallel parking and one lane of traffic in both directions east to Webster Avenue. Ridgeway continues as a collector through residential areas to the east side of the city. As a result, Ridgeway has become a conduit of convenience for westbound local traffic to Broadway.

Most homes in the three historic districts are oriented to north-south streets. The neighborhoods also boast extensive tree cover both along streets and on private property. Street orientation and the quality of this urban forest are important common characteristics of the three districts. Map One displays the street pattern and building fabric of the three historic districts, while Map Two illustrates the extent of their urban forests.

The National Register nominations for each historic district describe the history and architecture of each district in extensive detail. The discussion below briefly summarizes character features of each historic district and identifies issues that affect future public and neighborhood policy and potential regulation. Map Three identifies the historic significance of each structure in the districts.

*Left: Ridgeway Boulevard*

*Above: Broadway*



Map 1.1: Historic Neighborhoods



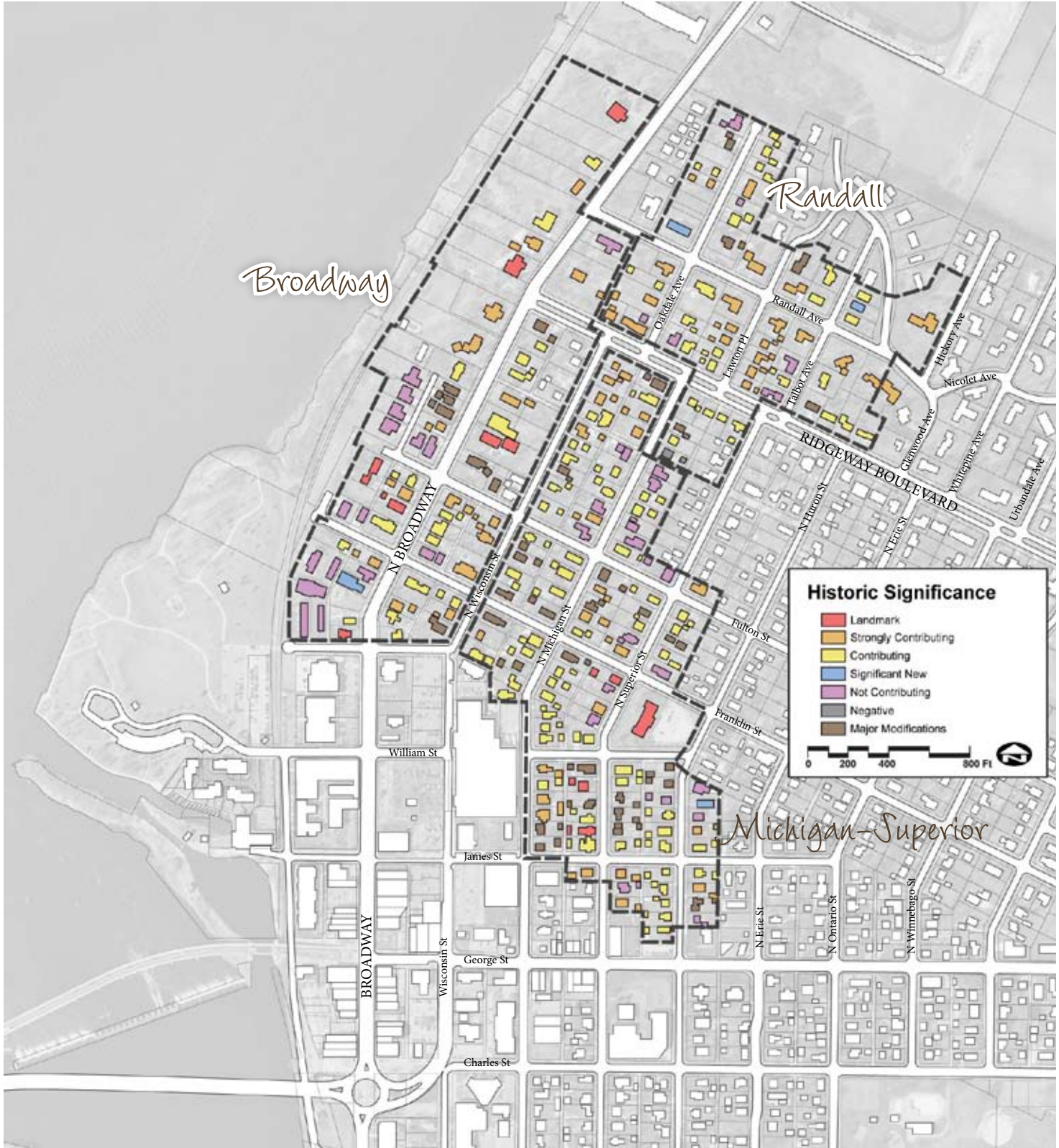


### Map 1.2: Tree Cover





Map 1.3: Historic Significance



## NORTH BROADWAY HISTORIC DISTRICT

### CHARACTERISTICS

- Single street district with lots oriented to North Broadway. Location at the north edge of De Pere along a major metropolitan corridor paralleling the Fox River, marks the district as a gateway to the city.
- Traditional pattern of large, deep lots along both sides of North Broadway north of Fulton Street. Deep lots north of Fulton Street have been subdivided to provide rear access lots with a river orientation.
- Density gradient from south to north, with higher density and building coverage to the south and large, mansion-quality lots on the north. Large lot frontages and relatively deep front yard setbacks are important definers of street quality.
- Variety of residential architectural forms, including high styles along this portion of De Pere's "gold coast." Nineteenth and early 20th Century development of most of the North Broadway frontage, with contributing historic structures built between 1836 and 1923.

### ISSUES

- Possible continued subdivision of lots on the east side of North Broadway north of Morris Street alignment. If this trend continues, an additional North Broadway access will be required, with a possible impact on the street frontage.
- Possible division of lots with large frontages on North Broadway, with consequent impact on the rhythm of the street and spacing of structures.
- Possibility of increased traffic loads along Ridgeway Boulevard, leading to future warrants for signalization at the Ridgeway and North Broadway intersection.
- Continued traffic volumes and operating speed of traffic along North Broadway.
- Development of open sites, including corner lot at Randall and North Broadway.
- Preservation of high-style residential architecture along the street.



## RANDALL HISTORIC DISTRICT

### CHARACTERISTICS

- Multiple street district, generally including one block north and south of Randall Avenue. Most structures are oriented to north-south streets, with the exception of houses oriented to Ridgeway Boulevard.
- Contemporary “suburban” pattern of moderately-sized to large single-family lots without alleys.
- Constant density throughout the district, with building coverage and lot size intermediate between the large-lot pattern of the North Broadway district and the small-lot, high-density configuration of the Michigan-Superior district.
- Surrounded by other residential land uses on all sides, and less affected by possible land use or density changes than the North Broadway or Michigan-Superior districts. Low-density, contemporary residential streets along Glenwood Avenue and Lawton Place are outside the historic district, but frame it on the north.
- Diverse residential architecture, with both period and more contemporary, post-World War II design.
- Significant topography, grading down from Ridgeway Boulevard.

### ISSUES

- Potential future traffic loads along Ridgeway Boulevard, leading to possible street widening or other capacity improvements along the street. Additionally, street lighting is relatively poor along Ridgeway. Ridgeway is a residential boulevard through the Randall district, and traffic-related changes would have a substantial effect on neighborhood quality.
- Development of open sites, including a site on Oakdale north of Randall.
- Possibility of additional subdivision of large lots in the district.
- Maintaining reasonable architectural harmony that respects diverse residential building forms.





## MICHIGAN-SUPERIOR HISTORIC DISTRICT CHARACTERISTICS

- Multiple street district with irregular boundaries. Most structures are oriented to north-south streets, including Wisconsin, Michigan, Superior, and two blocks of Huron Street.
- Small urban lot configuration, with intervening north-south alleys. The local street grid shifts between Franklin and William Streets.
- Constant density throughout the district, with relatively high lot coverage. Small setbacks establish a consistent building line and strong street orientation to primary north-south streets.
- Commercial land uses on the west and south sides of the historic district include the rear wall of ShopKo along Michigan Street, and the smaller scale buildings along and north of George Street.
- Primarily single-family residential, with some duplex and small multi-family residential. Largest structure is a school building converted to offices on Superior Street between William and Franklin Streets.
- Diverse residential architecture, dating from nineteenth century. A prevalent housing type includes finely scaled 1-1/2 story houses with gable roofs and ridgelines perpendicular to fronting street. Materials include both clapboard and masonry.



## ISSUES

- Preserving a strong residential setting at the boundary of residential and commercial uses on the south and western edges of the historic district, including protecting against encroachment of non-residential uses into the residential fabric.
- Ensuring that infill development on vacant lots is consistent in use and scale with other structures in the historic district.
- Providing guidance that provides property owners with both flexibility and affordable options in making home improvements while maintaining the historic quality of the neighborhood.
- In common with the other districts, maintaining Ridgeway Boulevard's character as a low-speed residential boulevard.
- Softening the edge of the ShopKo interface with the residential east side of Michigan Street.
- Possibility of acquisition and demolition of small lot single-family houses to assemble larger lots.



## MAINTAINING NEIGHBORHOOD CHARACTER

### PART

# 2



### *Regulatory Recommendations*

Part One identified significant features and potential issues for each of the three historic districts within the study area. This analysis helps to define potential changes that could have a negative effect on the long-term health of these three neighborhoods. Control over these changes will help provide greater certainty about the future of the historic districts and provide a stable environment for future homeowner investment. On the other hand, mandatory controls should be kept to an absolute minimum, restricted to a few possible items that could have the greatest negative impact.

## LAND USE CHANGE

- Two historic districts include borders with non-residential land uses and are vulnerable to potential expansion of these uses into a primarily residential fabric. These involve: The southern and western edges of the Michigan-Superior district between George and James Street on the south and along Michigan Street along the edge of the ShopKo property.
- The southern edge of the North Michigan historic district between William and Franklin Streets.

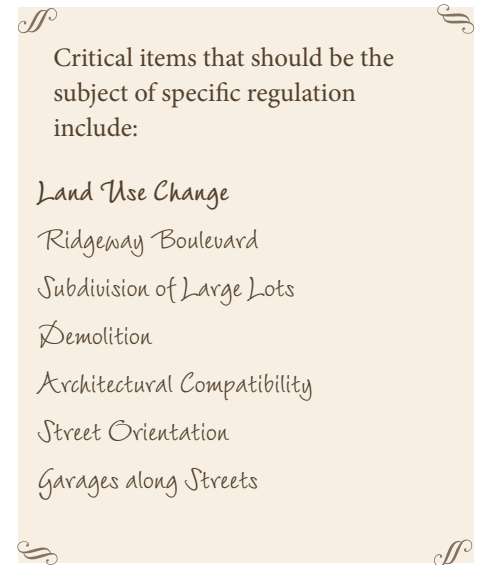
Possible non-residential expansions through rezoning or other use changes can make homeowners uncertain about the future nature of the neighborhood, consequently discouraging reinvestment. The plan recommends that the following provisions be adopted as mandatory requirements in the two historic districts, potentially as part of an ordinance establishing local historic districts:

### MICHIGAN-SUPERIOR

- New non-residential uses are not permitted north of James Street.
- Between George and James Street, low impact office uses may be permitted if they occupy existing houses, business identification signage does not exceed four square feet, parking requirements are satisfied with off-street facilities, and no parking is located between the front façade of the structure and the right-of-way line.
- Any conversion from residential to non-residential use is reviewed and approved by the Historic Preservation Commission for compatibility with the architecture and scale of the neighborhood.

### NORTH BROADWAY

- New non-residential uses are not permitted north of Franklin Street.
- Between Franklin and William Street, low impact, non-residential uses may be permitted if they occupy existing structures, business identification signage does not exceed four square feet, parking requirements are satisfied with off-street facilities, and no parking is located between the front façade of the structure and the right-of-way line.
- Any conversion from residential to non-residential use is reviewed and approved by the Historic Preservation Commission for compatibility with the architecture and scale of the neighborhood.





## RIDGEWAY BOULEVARD

Ridgeway Boulevard is an important image feature for all three historic districts. Widening or other projects that could compromise its character in favor of higher or faster traffic flow would have highly adverse effects on all three neighborhoods, but would have the greatest impact on the Randall Historic District. Therefore:

- Ridgeway Boulevard should be identified as a major contributing factor to the character of all three historic districts and its preservation in current configuration should be required as part of any local historic district designation.
- Ridgeway Boulevard should be maintained as a residential boulevard with a landscaped median, one through traffic lane in either direction, and parallel parking within its current curb width.

In addition, the city, in partnership with adjacent neighborhoods, should pursue a Ridgeway Boulevard enhancement program, described in Part Three.

## SUBDIVISION OF LARGE LOTS

Subdivision of large lots is a most significant issue for deep parcels along the west side of North Broadway, and has already taken place north of Franklin Street. Additional subdivision will require Planning Commission and City Council approvals, but should be subject to the following additional requirements:

- New lots created by subdividing or splitting existing lots will not increase the visual density or otherwise affect the pattern and distribution of structures with direct visual exposure to North Broadway. All new lots will be created to the rear of existing North Broadway lots.
- New lots will be served by a permanent north-south access easement or dedicated right-of-way. This easement will be connected to North Broadway with no more than one additional access point. If possible, this access point should align with existing east-west streets, specifically Ridgeway or Randall.
- The Historic Preservation Commission will review the configuration of subdivided lots and design of new buildings on such lots for consistency with the character of North Broadway and the architectural forms of the North Broadway historic district.

## DEMOLITION

Demolition of existing structures and their replacement by new houses, sometimes on large lots created by consolidation of two or more smaller lots, has been a trend in some well-located neighborhoods. In other cases, houses or other structures that could be feasibly rehabilitated or restored are demolished without pursuing alternatives. Unnecessary demolitions can begin to erode the fabric of historic neighborhoods. The city's Historic Preservation Ordinance provides for a delay in demolition of up to six months to pursue rehabilitation and reuse options. This demolition delay should be maintained as a requirement of local historic designations for any of the three historic districts.

Critical items that should be the subject of specific regulation include:

*Land Use Change*

*Ridgeway Boulevard*

*Subdivision of Large Lots*

*Demolition*

*Architectural Compatibility*

*Street Orientation*

*Garages along Streets*

## ARCHITECTURAL COMPATIBILITY OF NEW CONSTRUCTION

New construction on infill sites can both damage the character and integrity of any of the three historic districts, or enhance them by creating modern adaptations of their forms and materials. The Historic Preservation Commission includes members with a variety of skills that can help to ensure that new construction on vacant lots is compatible with the existing architecture and scale of the three historic districts. The Commission should have the power to review, modify, and approve the exterior architectural design and siting of new construction on vacant lots or on lots created by demolished structures within local historic districts in the study area. The gallery of images included in this plan provides a directory of forms with precedents in the three neighborhoods.

## STREET ORIENTATION

Houses and other primary structures in all three historic districts are strongly oriented to their adjacent frontage streets. In a few cases, side entrances and unarticulated front facades demonstrate the negative visual effect of turning away from the street. Therefore:

Any new house or primary structure developed in the area's three historic districts should be oriented to its primary street, with its primary entrance facing that street and connected directly to the private sidewalk.

## GARAGES ALONG STREETS

In historic neighborhoods, street frontages should be dominated by primary living spaces rather than garages and driveways. So-called "snout houses," where garages extend in front of the primary front façade, are incompatible with the rhythm and character of residential streets in these three areas. Therefore:

Any new house or new garage construction on an existing house should be set back at least 10 feet from the line of the house's primary front façade.

The following table summarizes the applicability of each of these regulations to specific local district designations within the study area. These provisions represent the complete recommended scope of mandatory regulations, unless the scope is expanded with the agreement of a simple majority of the property owners within a locally designated district.

| Regulation                                                               | Applicability to                |         |                   |
|--------------------------------------------------------------------------|---------------------------------|---------|-------------------|
|                                                                          | North Broadway                  | Randall | Michigan-Superior |
| Land Use Change                                                          | Yes                             | NA      | Yes               |
| Ridgeway Boulevard Preservation                                          | Yes                             | Yes     | Yes               |
| Subdivision of Large Lots                                                | Yes                             | NA      | NA                |
| Demolition Delay                                                         | Yes                             | Yes     | Yes               |
| Architectural/Site Review of New Primary Structures                      | Yes                             | Yes     | Yes               |
| Front Street Orientation                                                 | Yes                             | Yes     | Yes               |
| Garage Setback                                                           | Yes                             | Yes     | Yes               |
| Review and Approval of Major Exterior Alterations of Existing Structures | Yes, with neighborhood approval | NA      | NA                |

Critical items that should be the subject of specific regulation include:

Land Use Change  
 Ridgeway Boulevard  
 Subdivision of Large Lots  
 Demolition  
 Architectural Compatibility  
 Street Orientation  
 Garages along Streets



## A CITY/NEIGHBORHOOD PROGRAM TO SUPPORT HISTORIC NEIGHBORHOODS

PART

# 3



### *Advisory Recommendations*

This section addresses cooperative efforts that the city, in association with neighborhoods, should consider to support the value of its historic districts. These efforts fall into four categories:

- Neighborhood Identification
- Ridgeway Boulevard Project
- Design of the Street Environment
- Streetlighting
- Commercial Buffering & Landscaping

## NEIGHBORHOOD IDENTIFICATION

Neighborhood identification efforts, such as special street signs, gateways, and markers, build neighborhood cohesion, call attention to the quality of special districts, and make historic neighborhoods more marketable. De Pere has begun this process by installing special street signs identifying these three historic neighborhoods as National Register districts. Other actions the city and neighborhoods should consider include:

- **Renaming.** Residents of the Randall and Michigan-Superior Historic Districts expressed a desire through this planning process to use original addition names to identify their neighborhoods in the future. These original names were “Urbandale” for the Randall District and “Irwin” for the Michigan-Superior District.
- **Neighborhood Entrance Signs.** Attractive and architecturally compatible signs at key neighborhood entrances would complement existing street signs that mark the National Register Districts.

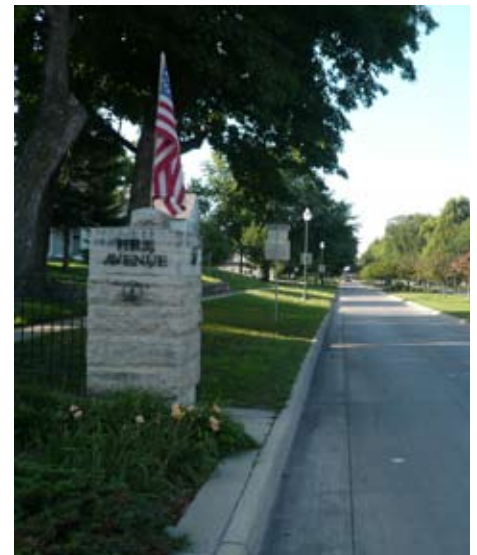
## RIDGEWAY BOULEVARD

Ridgeway Boulevard is a critical to a quality public environment for all three historic districts, and should continue as an attractive, low to moderate-speed and volume neighborhood collector. The Ridgeway Boulevard program includes measures to calm traffic, improve landscaping and street lighting, and enhance the street’s pedestrian quality. Figure 3.1 illustrates strategies for physical improvements that are described below:

- **Nodes.** Establish nodes (curb extensions) at intersections along Ridgeway Boulevard. This calms traffic by reducing the perceived width of the street at the intersection and preventing cars from attempting to pass slower vehicles at intersections. It also reduces the distance that pedestrians must negotiate as they cross the street and provides opportunities for additional street landscaping.
- **Medians.** Ridgeway’s existing median breaks the scale of this relatively wide street and contributes to its quality as a park-like corridor. Additional landscaping should filter but not block a motorist’s view of the opposing street channel. This is effectively done by combining low-level and overstory plantings. Flower and ornamental plantings should be employed to add color.
- **Gateway signage.** Neighborhood entrances off Ridgeway are good locations for special neighborhood identification signs described above. Monument signs could also be utilized in the median to define the boulevard as a distinctive place in its own right. Street signs along the boulevard may also be upgraded or use thematic elements.
- **Street Lighting.** Street lighting along Ridgeway appears inadequate to provide reasonable night visibility. A lighting program should be executed, using thematic fixtures and poles. Gateway signage may also be a source of subtle lighting. Thematic lights should be designed to focus light at street and sidewalk level.



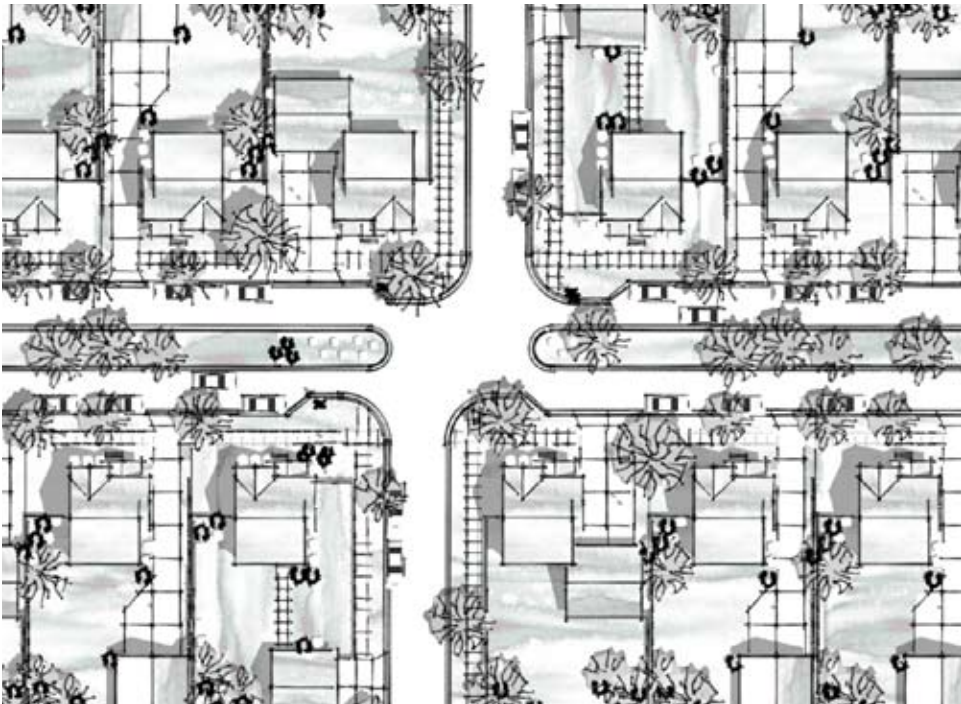
*Historic district marker in Cathedral District, Bismarck, North Dakota*



*Neighborhood and boulevard identifier monuments along Hill Avenue in Spirit Lake, Iowa*



Figure 3.1: Ridgeway Boulevard Nodes



Ridgeway Boulevard Concept  
- nodes and landscaping

- **Signalization at North Broadway intersection.** In the future, a traffic study may be warranted for the intersection of Broadway and Ridgeway Boulevard to determine the need for a traffic signal. A signal may slow traffic on Broadway to some degree, but could cause additional traffic to use Ridgeway Boulevard. Neighbors prefer that the intersection not be signalized. A priority should be placed on strategies to relieve Ridgeway Boulevard traffic to avoid signalization.
- **Street trees.** Trees should be planted to restore the tree canopy along the street. Each property should ultimately have a minimum of one tree placed in the tree lawn between the sidewalk and curb. Tree plantings should utilize diverse species suited to northern street environments, and avoid overuse of a single tree type.
- **Bury Overhead Wires.** During street improvement projects, overhead utility wires should be buried, when possible.

## DESIGN OF THE STREET ENVIRONMENT

Streets and public rights of way account for 20 to 25% of the total land area covered by the three historic districts, making the design of the street environment very important to the overall quality of these neighborhoods. While Ridgeway Boulevard warrants special community consideration, the study area's other streets are equally important as the public face of individual houses. Elements of the streetscape include landscaping, paving materials, lighting, street furniture, signs, and similar features. In these three districts, with dominant tree cover and front yards, a "green street" concept, merging street landscape and sustainable design, is especially relevant, and presents significant advantages that include:

- **Improved traffic safety.** Green streets create more pleasant pedestrian and vehicular environments that reduce stress and calm traffic. Green streets can help restore civility to our local travel environment.
- **Increased property values.** Home values are enhanced by attractive, well-landscaped streets, especially given the dominant orientation of homes in the three historic districts. Unattractive or poorly landscaped major corridors cause properties to turn away from them, producing blank walls and reducing the street's sense of security, comfort, and neighborliness.
- **Increased pedestrian and bicycle access.** Green streets are friendly to pedestrian and bicycle transportation, creating complete access environments that safely and attractively accommodate both motorized and non-motorized transportation. Complete streets use landscaping to help define good spaces for the slower speeds of pedestrian and bicycle transportation.
- **Better stormwater management.** Tree canopies and landscaped areas can increase the permeability of street right-of-ways and help manage major storm loads.



*Crossing at Broadway and Ridgeway  
Boulevard*



A green streets program applicable to the three historic districts and exportable to other De Pere neighborhoods is implemented by:

- **New tree installations.** Street trees should be planted at regular but not rigid intervals in the parkway or tree lawn strip between curb and sidewalk. Spacing depends on the crown size, root structure, and maintenance needs of individual specimens. Tree plantings may be relatively informal depending on context, and need not be at the same interval in every situation. The City of De Pere's Street Tree Program through the Park, Recreation and Forestry Department provides trees in the spring and fall. The City assist homeowners in selecting and planting the tree in the parkway.

Tree selection is important. Trees should also be resilient and appropriate to their surrounding neighborhood environment. Diversity of tree plantings is very important, because an over-reliance on a single species can destroy the neighborhood's entire tree canopy. Elms and oaks continue to be threats in Wisconsin, while ash borers are an emerging concern for these neighborhoods.

- **Street tree maintenance.** De Pere's Forestry Department will prune all trees planted between the curb and sidewalk. Property owners should alert the department when pruning is necessary. The Forestry Department will also instruct homeowners how to prune trees on their private property. The Forestry Department's contact number is 339-8362. Private owners doing their own work should:
  - Avoid "topping off" trees. It makes them susceptible to disease the insect attacks.
  - Avoid pruning elms and oaks between April 1st and October 1st. Pruning these trees during this period makes them susceptible to disease.
- **Alley maintenance.** Alleys are important to the Michigan-Superior district, with its small and relatively narrow lots and rear-access garages. Unmaintained alleys impair visibility, cause property damage and obstruct emergency and service vehicles. Alleyways should not be obstructed by brush. Private property owners should prune vegetation back to at least one foot behind the edge of the path and ten feet above it.
- **Best stormwater management practices.** These techniques include rain gardens, drainage swales, or wetlands, and can be developed both by individuals and public/private actions. These can increase the amount of green space and improve the appearance of streets in the neighborhood. More importantly, they control stormwater runoff from the neighborhood into Fox River. Private property owners may elect to work with the city to establish these features.
- **Landscaping.** The landscaping plan should respond to the individual buildings and neighborhoods, and may be guided by a neighborhood landscape master plan.

- **Sidewalks.** Sidewalks in De Pere's traditional neighborhoods were typically set back behind an eight foot parkway strip, providing enough space for street trees and providing a sense of layering of the vehicular and pedestrian environments. In De Pere and other cities, newer subdivision practices reduced the size of the parkway, consequently reducing the generosity and green quality of the street and the comfortable separation of pedestrians and motor vehicles. New sidewalks established in the historic districts should continue to respect a six to eight-foot minimum sidewalk setback. Minimum sidewalk widths for neighborhood streets are four feet wide, with a desirable width of five feet. All sidewalk intersections should meet ADA design standards.

## STREET LIGHTING AND UTILITIES

Additional street lighting is required along Ridgeway Boulevard and may be needed along local neighborhood streets in the historic districts. Fixtures should be used that are consistent with the historic quality and precedents of the neighborhood, and efficiently direct light to the sidewalk and street plane, limiting light into adjacent buildings. Full cut-off or cut-off fixture optics focus the observer's eye on the illuminated surface below the fixture. Efficient light sources can achieve equivalent lighting levels with lower energy use. Their scale, spacing and style of the fixtures contribute to the visual tone of the street. Recommended lighting for districts with historic quality includes:

- **Dorchester Luminaires supplemented by roadway lighting.** Most of downtown De Pere utilizes Dorchester luminaires. This lamp design was popular in the 1800's when Victorian styles were matched with the soft glow of gas lamps. Later, these gas-fired fixtures were replaced by electric lamps. Current installations collect insects. These lamps and future installations should be routinely cleaned and maintained.
- **Acorn Luminaires.** Acorn-style lighting is frequently used in historic neighborhoods. Fixtures should be selected with reflecting optics that direct light to the ground.
- **Bury Overhead Wires.** During street improvement projects, overhead utility wires should be buried, when possible.



*Cut-off fixture in Downtown*



*Dorchester Luminaire*



## COMMERCIAL BUFFERING AND LANDSCAPING

The large ShopKo structure along Michigan Street contrasts sharply with the fine residential scale of the east side of the street. A significant buffer yard screens the long rear wall of ShopKo from the residential street. However, landscaping could be improved and the rear elevation should be redesigned to complement neighborhood quality. In addition, the store's truck loading area is accessed directly from and visually exposed to Michigan Street. The curb cut into the loading area should be significantly reduced and techniques such as a screen wall with landscaping should be used to reduce impact on the neighborhood. The city, ShopKo, and the neighborhood should cooperatively develop and implement a master plan that addresses the neighborhood/commercial interface, addressing the store elevation, bufferyard landscaping and utilization, and loading area screening.



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## GUIDING INVESTMENTS

PART

# 4

### *Advisory Ideas for Future Private Improvements*

Over time, homeowners make changes to their houses that both improve them and adapt them to their individual needs. Indeed, this plan should help create an environment that encourages continued upgrading and reinvestment in the housing stock of these three important neighborhoods. In historic districts, the overall visual quality of the neighborhood is also an important determinant of value – the whole is more than the sum of the parts.





This section provides advisory recommendations that will be valuable to property owners as they contemplate home improvements. These ideas can help ensure that projects that improve individual properties also enhance the character of the entire neighborhood.

The North Broadway, Randall, and Michigan-Superior districts are listed on both the National Register of Historic Places and the Wisconsin state register. Both of these designations provide significant incentives for historically appropriate rehabilitation or improvements. Federal investment tax credits are generally limited to income-producing properties, while the State of Wisconsin offers a 25% investment tax credit against state income taxes for approved rehabilitation or improvement of owner-occupied houses. Projects seeking state tax credits require review and approval by the Wisconsin Historical Society's Division of Historic Preservation. While this section is not a comprehensive guide to historically appropriate reuse, it can offer valuable assistance and precedents to applicants for these important tax incentives.

This discussion divides recommendations into Site Recommendations, addressing the location of buildings, additions, and accessory buildings on a lot; and Building Additions, addressing issues that are part of the facades of buildings themselves. It is concerned entirely with exterior improvements, although building codes and other city ordinances may establish specific requirements for interior improvements, and internal plumbing, mechanical, and electrical work. This plan also includes a gallery of images from the neighborhood that owners can use as they consider alternatives for their own homes.



## SITE RECOMMENDATIONS

The character of a neighborhood can be assessed by the types of uses within it, then evaluating the architectural qualities of the buildings within each use type.

### SITE DEVELOPMENT PATTERNS

Relationships between buildings and between buildings and blocks can define neighborhood character. Style, setbacks, building spacing, and the scale of buildings, driveways, accessory buildings, landscaping, and accessory buildings should be considered. Homes built before 1960 often had detached garages, although some homes had attached garages. Figures to the right show different placements of garages found in the neighborhood, which in turn affect the amount of paving and location of driveways on the lot. Future developments in historic neighborhoods should be consistent with existing relationships of primary and accessory buildings such as garages on the lot.

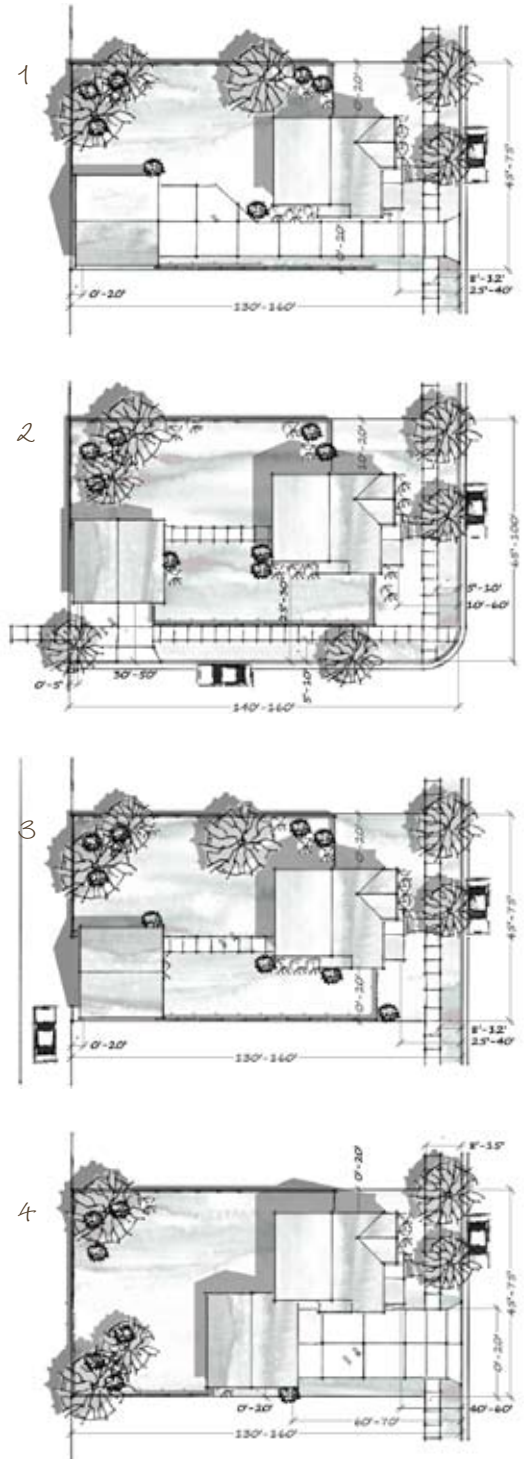
1. Single-family Detached (interior lot). An individual dwelling for one family located on a lot with a garage detached from the dwelling. The driveway is next to the primary dwelling.
2. Single-family Detached (with alley). An individual dwelling for one family located on a lot with a garage detached from the dwelling. Drive access is from the alley.
3. Single-family Detached on Corner Lots. An individual dwelling for one family located on a lot with a garage detached from the dwelling. Drive access is from the side street.
4. Single-family Attached. An individual dwelling for one family located on an independent lot with a garage attached to the dwelling.
5. Vacant Lot. A lot with no development.



## BEST PRACTICES FOR IMPROVEMENT

The following standards ensure desirable relationships between the home (principal use) and garage (accessory use). Figures to the right show the setback distance for typical lots in a historic neighborhood.

- **Infill Development and New Construction.** Future development should follow the existing development pattern found in the neighborhood and, more importantly, follow setbacks and street orientations established by neighboring properties.
- **Garage (accessory use).** The garage should be set back behind the face of the house by a minimum of ten feet. Many detached garages are 60-70 feet behind the face of the building. Design of accessory uses should clearly be secondary to the principal use. Materials and forms employed in the design of the accessory building should reflect the design of the primary structure. When possible, windows, doors, and dormers can be used to create architectural interest. Very large garages, accommodating three or more cars, are generally inconsistent with the scale of historic neighborhoods and should be avoided. As a general rule, detached garages should range from about 25 to 40% of the floor area of the principal structure. Exceptions may be very large lots with large houses.
- **Driveways.** No two side driveways should be placed next to each other. Generally, single lane drives should extend 20 feet into the property before opening to two lanes. Properties that have adequate alleys should use the alley for rear garage access.
- **Additions.** Additions to a building should respect the historic qualities of the building. Additions to the rear of the building do not influence the personality of the buildings relationship to the street and surrounding property. Generally, the façade facing the street should remain intact, and alterations should be consistent with the buildings existing style.
- **Landscaping.** Grass and shrubs should be maintained.



## BUILDING RECOMMENDATIONS

The North Broadway, Randall, and Michigan-Superior National Register Districts display a variety of architectural styles that, despite their diversity, achieve a high level of harmony. Some historic residential districts are marked by a consistent architectural theme (such as the Victorian architecture of the 19th century or Tudor-revival styles that characterized several landmark American residential districts of the first quarter of the 20th century). The diversity found in these three historic districts offers owners a great deal of freedom as well as significant challenges to achieve the right look and scale. It also makes it extremely hard to define specific standards or vocabularies that meet all conditions and needs. In considering building improvements to homes in the three neighborhoods, it is important to:

- Look carefully at your house design itself – its materials, doors, location and rhythm of windows, roof shapes, and porches – and, as much as possible, remain true to these materials, patterns, and proportions.
- Look at the rich architectural variety of the neighborhoods, and see what other homeowners have done over time. A very important part of this plan is its inventory of architectural forms found in the three neighborhoods.

Categories of home improvement projects that affect the exterior envelope of the building, the primary concern of this discussion, include:

- **Preservation.** Actions that save the existing form, integrity and materials of the structure.
- **Restoration.** Actions that accurately recover the form and details of the building and its setting as it appeared at a particular time by removing alterations or damaged sections.
- **Rehabilitation.** Actions that return a property to a state of utility or code compliance through repair or alterations that establish or retain a contemporary use while preserving those portions or features of the property which are significant to its historical, architectural and/or cultural value.
- **New Construction.** Infill development, additions, and accessory buildings.

## BEST PRACTICES FOR IMPROVEMENT

Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a building should be preserved, within the ability of homeowners to afford them. Often, contemporary, affordable materials can be used that simulate the general look and quality of historic structures. For example:

- Steel and vinyl sidings now are generally available with narrow profiles that have the same scale of traditional clapboard siding.
- Window inserts can be used that give windows the street appearance of small panes of glass at a more affordable cost.

Using historical materials and techniques is always preferable. However, in the real world, many of us do not have unlimited resources. Affordable restoration in an historic district often involves doing the best we can to respect the most important patterns and features of our architectural heritage.

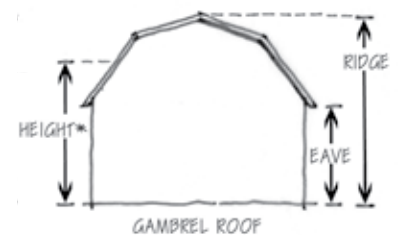
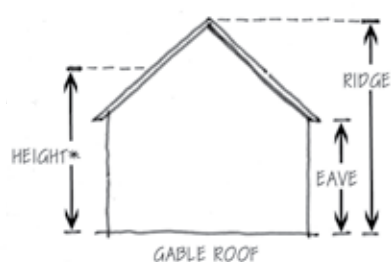
The following general guideline can assist owners in improving elements of their homes.

- **Interiors.** This Neighborhood Preservation Plan does not address improvements to the interior of the building.
- **Massing and Elevation.** In the street elevation of a building, the proportion between the width and height in the façade should be consistent with the patterns found in the surrounding neighborhood. For example, a three-story addition with direct street exposure in the urban-scale of the Michigan Superior district, and its relatively narrow, high-density homes, would be inconsistent with the existing quality of this historic district. Generally, height of a building equals the average of the ridge height and eave height for gable and gambrel roofs.
- **Siding.** Narrow profile clapboard siding was typical of historic, wood-frame structures. Post 1950 houses typically used a wider profile siding, achieving a more horizontal elevation. While original materials are preferable, contemporary vinyl and steel siding products have narrow profile options that can achieve a more “historic” look. The profile should be sloped rather than stepped for greater consistency with the appearance of clapboard siding.



Top: Good example of vinyl siding.

Bottom: Dutch Lap profile is discouraged in historic neighborhoods.







- **Windows and Doors.** The proportions and relationships between doors and windows in the street façade should be visually compatible with the buildings and neighborhood. The images above and the Gallery of Homes, beginning on page 36, shows the styles and types found in the neighborhood. Other considerations include:
  - *Type.* Hinge doors should be used on front elevations, and sliding glass doors, if used, should be reserved for rear and side yard elevations. Most 1950 houses used double-hung windows, and window replacements should use consistent styles. As in most cases, exceptions exist. For example, Frank Lloyd Wright was famous for introducing casement windows to his great prairie houses of the late 19th and early 20th centuries. Casements and picture windows were more typical of houses built after 1950, and are consistent with homes of that historic period. It is important to look at the neighborhood surroundings for traditional precedents and to try to emulate these patterns to the greatest degree possible.
  - *Materials.* Painted or stained wood, hardboard, or metal doors are preferred. The color of the door should be consistent with building's existing paint scheme or materials.
  - *Placement.* The height of windows match the door height. Windows on upper levels have similar profiles.

*Quality examples of windows and doors used in the historic neighborhoods, including examples of double, triple, and quadruple windows arranged together.*



- **Roof.** The design of the roof should be visually compatible with the surrounding buildings and neighborhood. The Gallery of Homes Tour identifies the various styles and roof shapes found in the area.

- *Form.* Buildings should attempt to have one primary roof form. Secondary roofs for additions and porches, dormers, bays, gables and hips should be consistent with the principal structure. Roof forms associated with modern architecture such as shed roofs or flat roofs are generally not consistent with the character of these three specific historic districts, although some modern homes are found along Glenwood Avenue north of the Randall Historic District.
- *Material.* A variety of roof materials are found in the historic districts, and recommended precedents include composite shingles, slate or simulated slate tiles, clay tiles, and other compatible roof materials. Shingle colors should be relatively muted, although there are exceptions to this general recommendation. Typically, prefinished metal roofs are not consistent with De Pere's historic architecture, although continued product development can continue to change the range of recommended materials. Additionally, coarser roof materials such as shake shingles are not compatible with neighborhood precedents and should not be used.
- *Gables and Sheds.* Gables or shed dormers should not be mixed together.

Good examples of roof form being consistent between primary and secondary roofs.

1. Gable with dormers
2. Hip roof with dormers
3. Gambrel with shed dormers
4. Gable with dormers
5. Gable with attached building
6. Gable roof



- **Color.** House color is a highly individual preference. Most houses in the three historic neighborhoods are painted in relatively neutral palettes of white, grays, blue-grays, tans and earth tones, light yellows, and light greens. Some houses use more saturated accents. Published color palettes and paint families for period architecture, available through leading paint stores, provide excellent color choices that add variety while remaining consistent with neighborhood quality. Also visit the National Trust for Historic Preservation website at [www.preservationnation.org/about-us/partners/corporate-partners/valspar](http://www.preservationnation.org/about-us/partners/corporate-partners/valspar) for more information.
- **Brick and Stone.** Many of the homes of the three historic districts include brick and stone as principal exterior materials. Typically, brick should not be painted unless it has been previously painted or has been damaged by previous treatments. Brick should never be sandblasted, because sandblasting removes the fired surface of the exterior and weakens the integrity of the brick. If brick is cleaned, cleaning should be done by the lowest impact method available.
- **Porches.** Homes in the three districts used porches frequently and included a number of forms. Some porches are ornamental, while others were intended to provide outdoor living rooms, providing a view of the passing street scene. Some porches used classical columns to support their roofs while others are much more utilitarian. If porches or porch structures are added, compatibility with the structure of the house is paramount. The porch should look like it was part of the original design of the structure. Thus, a gable roofed porch on a gable-roofed home is appropriate, but a flat-roofed porch, while potentially inexpensive, is unlikely to harmonize with the form of the house. Enclosing porches, although practical for living space, detracts from the historic quality of the porch being the primary design element and is not advisable. Again, references to precedents in the neighborhoods will be very helpful. Note the consistencies between roof forms and materials, and work to repeat these patterns.

In some cases, people will enclose open porches. While this can provide additional weather-protected space at relatively low-cost, it often compromises the appearance of the house. Great care must be taken in the design of enclosed porches that affect the front elevation of homes.

## “GALLERY OF HOMES”

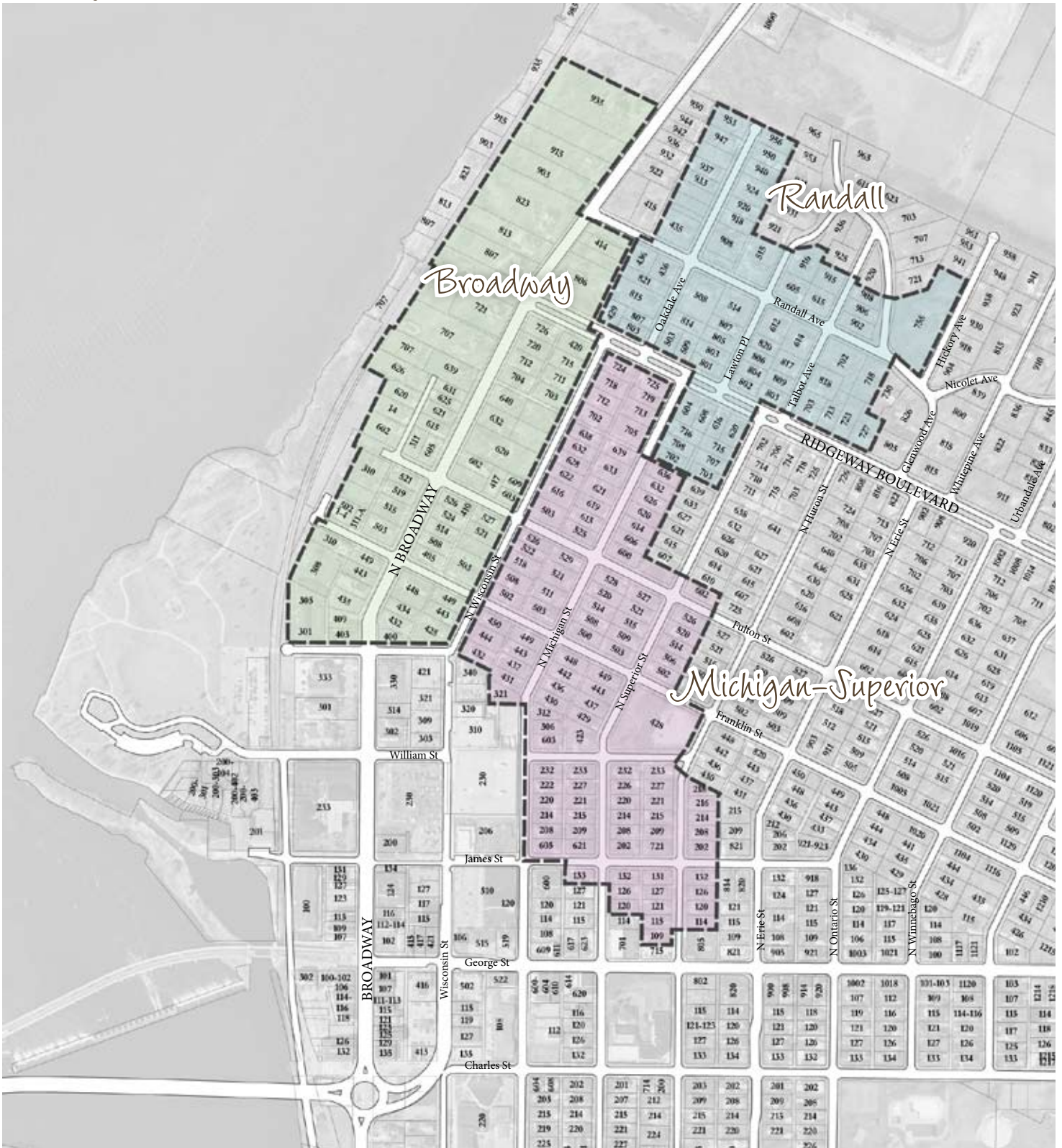
The following gallery will provide guidance to property owners in considering precedents and options for their own homes. Map 4.1 displays an address key to the three neighborhoods, while the gallery includes photographs of each of the homes in the study area. The best practices in appropriate design are found in the existing neighborhood environment. We hope that this gallery helps people see their neighborhood in new ways, and investigate its architectural forms in greater detail.



*Top: The open porch is the primary design feature for many historic homes.*

*Bottom: Good examples of color. Also refer to the National Trust for Historic Preservation's website for suitable colors.*

Map 4.1: Gallery of Homes Tour





## North Broadway Neighborhood



400 N. Broadway  
National Style



403 N. Broadway  
Greek Revival



409 N. Broadway  
Greek Revival



432 N. Broadway  
Italianate



434 N. Broadway  
Foursquare/Prairie



435 N. Broadway  
Period Revival



448 N. Broadway  
National Style



449 N. Broadway  
Craftsman



503 N. Broadway  
Colonial Revival



*North Broadway Neighborhood*

508 N. Broadway  
Folk Victorian



514 N. Broadway  
Prairie/Foursquare



515 N. Broadway  
Queen Anne



519 N. Broadway  
Craftsman



521 N. Broadway  
Dutch Colonial



524 N. Broadway  
Folk National



526 N. Broadway  
Garrison Colonial Revival



602 N. Broadway  
Queen Anne



605 N. Broadway  
Tudor



615 N. Broadway  
American Foursquare



620 N. Broadway  
Second Empire



621 N. Broadway  
Queen Anne



## DE PERE NEIGHBORHOOD PRESERVATION PLAN

### North Broadway Neighborhood



625 N. Broadway  
Italianate



631 N. Broadway  
National Style



632 N. Broadway  
Neo Classical Revival



639 N. Broadway  
Stick Style



640 N. Broadway  
Folk Victorian



704 N. Broadway  
Italianate



707 N. Broadway  
Greek Revival



712 N. Broadway  
Eclectic Modern Craftsman



720 N. Broadway  
Eclectic Colonial Revival



721 N. Broadway  
Queen Anne



726 N. Broadway  
National Style



806 N. Broadway  
Victorian Shingled



*North Broadway Neighborhood*



807 N. Broadway  
English Tudor



813 N. Broadway  
Queen Anne



823 N. Broadway  
Colonial Revival



903 N. Broadway  
Neoclassical



915 N. Broadway  
Modern Minimalistic Traditional



935 N. Broadway  
Greek Revival



405 Franklin St.  
Colonial Revival/ Modern



310 Fulton St.  
Italianate



311 Fulton St.  
Ranch





410 Fulton St.  
Greek Revival



417 Fulton St.  
National Style



425 N. Wisconsin St.  
Queen Anne



443 N. Wisconsin St.  
Tudor



449 N. Wisconsin St.  
Colonial Revival



503 N. Wisconsin St.  
Vernacular



521 N. Wisconsin St.  
American Foursquare



527 N. Wisconsin St.  
Dutch Colonial

*Example door/windows and  
retained open porch.*



*Randall Neighborhood*

801 Lawton Place  
Tudor Revival



802 Lawton Place  
Side Gable



803 Lawton Place  
Side Gable



804 Lawton Pl.  
Side Gable



805 Lawton Pl.  
Side Gable



806 Lawton Pl.  
Colonial Revival



820 Lawton Place  
Tudor Revival



916 Lawton Place  
Neo-Classical



702 N. Michigan St.  
Colonial Revival



708 N. Michigan St.  
Colonial Revival



716 N. Michigan St.  
Colonial Revival



755 Nicolet Ave  
Georgian Revival



DE PERE NEIGHBORHOOD PRESERVATION PLAN

Randall Neighborhood

Example door/ windows



803 Oakdale Ave.  
Front Gable



807 Oakdale Ave.  
Colonial Revival



814 Oakdale Ave.  
Colonial Revival



815 Oakdale Ave.  
Front Gable



821 Oakdale Ave.  
Colonial Revival



908 Oakdale Ave.  
Tudor Revival



918 Oakdale Ave.  
Colonial Revival



920 Oakdale Ave.  
One-story Cube



924 Oakdale Ave.  
Colonial Revival



933 Oakdale Ave.  
Colonial Revival



937 Oakdale Ave.  
Colonial Revival



940 Oakdale Ave.  
Tudor Revival



*Randall Neighborhood*



947 Oakdale Ave.  
Colonial Revival



950 Oakdale Ave.  
Dutch Colonial Revival



953 Oakdale Ave.  
Contemporary



956 Oakdale Ave.  
Colonial Revival



435 Randall Ave.  
Dutch Colonial Revival



436 Randall Ave.  
Colonial Revival



414 Randall Ave.  
Contemporary



508 Randall Ave.  
Colonial Revival with additions



514 Randall Ave.  
Dutch Colonial Revival



515 Randall Ave.  
Colonial Revival



605 Randall Ave.  
Colonial Revival



612 Randall Ave.  
Colonial Revival



DE PERE NEIGHBORHOOD PRESERVATION PLAN

*Randall Neighborhood*



614 Randall Ave.  
Colonial Revival



615 Randall Ave.  
Colonial Revival



702 Randall Ave.  
Neo-classical



718 Randall Ave.  
Contemporary



429 Ridgeway Blvd  
Colonial Revival



503 Ridgeway Blvd.  
Colonial Revival



509 Ridgeway Blvd.  
Colonial Revival



604 Ridgeway Blvd.  
Colonial Revival



608 Ridgeway Blvd.  
Colonial Revival



616 Ridgeway Blvd.  
Colonial Revival



620 Ridgeway Blvd.  
Colonial Revival



703 Ridgeway Blvd.  
Gable Ell



*Randall Neighborhood*



713 Ridgeway Blvd.  
Colonial Revival



723 Ridgeway Blvd.  
Colonial Revival



727 Ridgeway Blvd.  
Colonial Revival



703 N. Superior St.  
Gable Ell



707 N. Superior  
Side Gable



715 N. Superior St.  
Colonial Revival



803 Talbot Ave  
Colonial Revival



809 Talbot Ave  
Colonial Revival



817 Talbot Ave.  
Colonial Revival



DE PERE NEIGHBORHOOD PRESERVATION PLAN

Randall Neighborhood



818 Talbot Ave.  
Colonial Revival



902 Talbot Ave.  
Colonial Revival



906 Talbot Ave.  
Colonial Revival



908 Talbot Ave.  
Colonial Revival



915 Talbot Ave  
Colonial Revival

Example doors/windows

*Michigan-Superior Neighborhood*

503 Fulton St.  
Folk National



525 Fulton St.  
Folk National/Ranch



109 N. Huron St.  
Side Gabled



114 N. Huron St.  
Contemporary



115 N. Huron St.  
Side Gabled



120 N. Huron St.  
Gable Ell



121 N. Huron St.  
Colonial Revival



126 N. Huron St.  
Dutch Colonial Revival



127 N. Huron St.  
Colonial Revival



131 N. Huron St.  
Dutch Colonial Revival



132 N. Huron St.  
Side Gabled



202 N. Huron St.  
Queen Anne



DE PERE NEIGHBORHOOD PRESERVATION PLAN

Michigan-Superior Neighborhood



208 N. Huron St.  
Front Gabled



209 N. Huron  
Bungalow



214 N. Huron St.  
American Foursquare



215 N. Huron St.  
Queen Anne



216 N. Huron  
Ranch/Folk National



218 N. Huron St.  
Gable Ell



221 N. Huron St.  
Gable Ell



227 N. Huron St.  
Side Gabled



233 N. Huron St.  
Front Gabled



605 James St.  
Colonial Revival



621 James St.  
Queen Anne



721 James St.  
Gable Ell



*Michigan-Superior Neighborhood*

208 N. Michigan St.  
Gable Ell



214 N. Michigan St.  
Bungalow



220 N. Michigan St.  
American Foursquare



222 N. Michigan St.  
Dutch Colonial Revival / Cross Gable



232 N. Michigan St.  
Front Gabled



306 N. Michigan  
Colonial Revival



312 N. Michigan St.  
Italianate



321 N. Michigan St.  
Front Gabled



430 N. Michigan St.  
American Foursquare



431 N. Michigan St.  
Front Gabled



436 N. Michigan  
Dutch Colonial Revival



437 N. Michigan St.  
Queen Anne



DE PERE NEIGHBORHOOD PRESERVATION PLAN

*Michigan-Superior Neighborhood*



442 N. Michigan St.  
Gable Ell



443 N. Michigan St.  
Queen Anne



448 N. Michigan St.  
Queen Anne



449 N. Michigan St.  
Bungalow



500 N. Michigan St.  
Front Gabled



503 N. Michigan St.  
Queen Anne



508 N. Michigan St.  
Bungalow



511 N. Michigan St.  
Queen Anne



514 N. Michigan St.  
Gable Ell



520 N. Michigan St.  
Queen Anne



521 N. Michigan St.  
Queen Anne



528 N. Michigan St.  
Gable Ell



*Michigan-Superior Neighborhood*

529 N. Michigan St.  
French Provincial



600 N. Michigan St.  
Queen Anne



606 N. Michigan St.  
Contemporary



614 N. Michigan St.  
Contemporary



615 N. Michigan St.  
Queen Anne



619 N. Michigan St.  
Contemporary



620 N. Michigan St.  
Side Gabled



621 N. Michigan St.  
Queen Anne



626 N. Michigan St.  
Colonial Revival



632 N. Michigan St.  
Contemporary



633 N. Michigan St.  
Colonial Revival



636 N. Michigan St.  
Contemporary



DE PERE NEIGHBORHOOD PRESERVATION PLAN

*Michigan-Superior Neighborhood*



639 N. Michigan St.  
Contemporary



705 N. Michigan St.  
Bungalow



713 N. Michigan St.  
Bungalow



719 N. Michigan St.  
Bungalow



725 N. Michigan St.  
Bungalow



120 N. Superior St.  
Bungalow



126 N. Superior St.  
Contemporary



132 N. Superior St.  
Dutch Colonial Revival



133 N. Superior St.  
American Foursquare



202 N. Superior St.  
Side Gabled



208 N. Superior St.  
Gable Ell



209 N. Superior St.  
Queen Anne



*Michigan-Superior Neighborhood*

214 N. Superior St.  
Gable Ell



215 N. Superior St.  
Bungalow/ Front Gabled



220 N. Superior St.  
Gable Ell/ Queen Anne



221 N. Superior St.  
Gable Ell



226 N. Superior St.  
Queen Anne



227 N. Superior St.  
Queen Anne



232 N. Superior St.  
Gable Ell



233 N. Superior St.  
Queen Anne



423 N. Superior St.  
Craftsman/ Bungalow



428 N. Superior  
Collegiate Gothic



429 N. Superior St.  
Contemporary



437 N. Superior St.  
American Foursquare



DE PERE NEIGHBORHOOD PRESERVATION PLAN

*Michigan-Superior Neighborhood*



443 N. Superior St.  
Colonial Revival



449 N. Superior St.  
Dutch Colonial Revival



502 N. Superior St.  
Contemporary



503 N. Superior St.  
Queen Anne



506 N. Superior St.  
Colonial Revival



509 N. Superior St.  
Bungalow



514 N. Superior St.  
Front Gabled



515 N. Superior St.  
American Foursquare



520 N. Superior St.  
Craftsman/ Colonial Revival



521 N. Superior St.  
Front Gabled



526 N. Superior St.  
Colonial Revival



527 N. Superior St.  
Front Gabled



*Michigan-Superior Neighborhood*



601 N. Superior St.  
Gable Ell/ French Provincial



602 N. Superior St.  
Front Gabled



603 William Street  
Italianate



432 N. Wisconsin St.  
Queen Anne



444 N. Wisconsin St.  
Front Gabled



450 N. Wisconsin St.  
Front Gabled



502 N. Wisconsin St.  
Gable Ell



508 N. Wisconsin St.  
Queen Anne



518 N. Wisconsin St.  
Queen Anne



522 N. Wisconsin St.  
Tudor Revival



526 N. Wisconsin St.  
Queen Anne



616 N. Wisconsin St.  
Italianate



## DE PERE NEIGHBORHOOD PRESERVATION PLAN

### *Michigan-Superior Neighborhood*



622 N. Wisconsin St.  
American Foursquare



628 N. Wisconsin St.  
Italianate



632 N. Wisconsin St.  
Dutch Colonial Revival



638 N. Wisconsin St.  
Gable Ell



702 N. Wisconsin St.  
Queen Anne



712 N. Wisconsin St.  
Dutch Colonial Revival



718 N. Wisconsin St.  
Bungalow



724 N. Wisconsin St.  
Side Gabled

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## IMPLEMENTATION AND NEXT STEPS

PART

5

*S*

### *Advisory Ideas for Future Private Improvements*

The recommendations of this plan are implemented in three ways:

- Implementing Regulatory Elements
- Community Input & Visioning Model
- Resources and Contact Information
- Tax Credits

The recommendations of this plan are implemented in three ways:

- **Regulatory elements** involve the creation of a special district, with provisions limited to those identified in Part Two. Two options exist for implementation of these items: an overlay zone, that provide special requirements for development within the district; and/or a locally designated historical district, pursuant to the city's Historic Preservation Ordinance.
- **Policy elements**, identified in Part Three, are implemented through the city's capital improvement program, by a neighborhood association, and by public/private partnerships.
- **Advisory elements**, identified in Part Four, are ultimately implemented through the voluntary efforts of private property owners.

The three historic districts are already listed on both the national and state registers of historic places, making several financing incentives available to eligible projects.

## IMPLEMENTING REGULATORY RECOMMENDATIONS

An overlay zone establishes special land use and development requirements that modify regulations already included in the zoning districts covering the area. Thus, an overlay zone can enforce setbacks, land use restrictions, and similar land development features, but typically does not provide individual review of otherwise permitted projects such as the architectural compatibility of new structures on vacant lots. Overlay zones are created as zoning ordinance amendments by the City Council with the recommendation of the Planning Commission.

The City of De Pere's Historic Preservation Ordinance establishes criteria that govern design review, establish a process for enforcing design review within a locally designated historic district, and establishes an appeal process for owners who are denied a "certificate of appropriateness." This plan recommends creation of "limited" local historic districts as a more effective method of implementing the basic recommendations proposed in Part Two. This method is "limited" because it permits only some of the review powers accorded to the Historic Preservation commission under the city's ordinance. For example, a limited district would not require review and approval of individual alterations to existing homes (unless a neighborhood chose to grant it such powers). It would, however, require a street orientation and a garage setback, and would require review of new construction projects on vacant lots. The scope of regulation or review is limited only to those items that can have the most important negative impact on the neighborhoods.



Further, we recommend modifying the procedure for adopting a local preservation district and related regulations to require a simple majority approval by the property owners in the district. This may be measured in two ways:

- By petition of property owners in the district.
- In the case of a Historic Commission or city initiated district designation, notification of all property owners by registered mail and approval by a simple majority of the responding property owners. The district designation includes both specific regulations and the scope of Historic Preservation Commission review and certification of improvements. Prior to the vote, property owners within the boundary should be notified of the Local Designation Application and its proposed mandatory requirements. A public hearing must be held prior to the vote.

## COMMUNITY INPUT AND VISIONING MODEL

The process that led to the development of this Neighborhood Preservation Plan provided valuable lessons that may be replicated in other notable environments in the City of De Pere. This model planning process should engage the neighborhood at several events.

- **Event One: Introductions and Process.** The first event should be a neighborhood presentation to explain the planning process, expectations and address concerns. All residents in the neighborhood and adjoining properties should be invited to the event.
- **Event Two: Discussions.** Small group discussions or one-on-one interviews with neighbors to share their priorities and ideas for the area. Again, all residents in the neighborhood and adjoining property properties should be invited to participate.
- **Event Three: Open House.** Prior to the open house, the publication should be made available for review. The Open House event is a forum for neighbors to have the opportunity to review the contents of the document and provide changes it.



## TAX CREDITS VS. DEDUCTIONS VS. PROPERTY TAX RELIEF

A tax credit differs from a deduction in the following way:

- When you figure your income taxes, a deduction reduces your income for purposes of determining how much you owe the government in taxes.
- A tax credit, on the other hand, is a dollar-for-dollar reduction in what you actually owe in taxes. In this program, for example, if you were to spend \$20,000 on eligible work, you would receive a \$5,000 credit against what you owe in state income taxes. If you cannot use the full credit in a given year, you can carry the unused credit into the following years until you use it up.

This program does not affect what you owe in property taxes.

## RESOURCES AND CONTACT INFORMATION

### LOCAL CONTACTS

De Pere Park, Recreation & Forestry Department for landscaping  
920-339-8362

De Pere Community and Economic Development for historic preservation strategies.  
920-339-4043

### STATE AND NATIONAL CONTACTS

Wisconsin Historical Society Division of Historic Preservation  
608-264-6493  
[www.wisconsinhistory.org](http://www.wisconsinhistory.org)

National Trust for Historic Places  
[www.nationaltrust.org](http://www.nationaltrust.org)

### STATE OR NATIONAL REGISTER LISTING

One way to find out whether your property is listed in the state or national register of historic places is to consult our Architecture and History Inventory, which contains information about a great number of buildings in Wisconsin, both listed and unlisted. If your building is listed, either individually or as a contributing element to a historic district, the Architecture and History Inventory will tell you.

To consult the Architecture and History Inventory, go to [www.wisconsinhistory.org/ahi](http://www.wisconsinhistory.org/ahi).

## HISTORIC HOME OWNER'S TAX CREDITS

Owning a historic property in Wisconsin carries with it several benefits. One of these is the ability to participate in federal and state income tax incentives programs for rehabilitation of historic properties. Currently, there are three programs available to owners of properties that are listed on the national or state registers of historic places, or that may be eligible for listing in the national register. These programs include:

- Wisconsin 25% Historic Rehabilitation Credit. A 25% Wisconsin Investment Tax Credit for persons who rehabilitate historic non-income producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects.
- Wisconsin 5% Supplement to Federal Historic Rehabilitation Credit. An additional 5% Wisconsin Investment Tax Credit for persons who qualify for the 20% tax credit, and who begin actual rehabilitation work.
- Federal 20% Historic Rehabilitation Credit. A 20% federal Investment Tax Credit for rehabilitation of income producing historic buildings.

### WISCONSIN 25% HISTORIC REHABILITATION CREDIT

The Wisconsin Historical Society's Division of Historic Preservation administers a program of 25% state income tax credits for repair and rehabilitation of historic homes. To qualify, your personal residence must be one of the following:

- Listed in the state or national register;
- Contributing to a state or national register historic district; or
- Be determined through the tax credit application process to be eligible for individual listing in the state register.
- And you must spend at least \$10,000 on the following types of eligible work within a two-year period:

Work on the exterior of your house, such as roof replacement and painting, but not including site work such as driveways and landscaping;

- Electrical wiring, not including electrical fixtures;
- Plumbing, not including plumbing fixtures;
- Mechanical systems, such as furnaces, air conditioning, and water heaters; and
- Structural work, such as jacking up floors.
- Interior remodeling and decoration.

If you cannot meet the \$10,000 minimum investment requirement within the two-year period, when you apply, you may request a five-year expenditure period.

### **Staff Review**

All applications must be reviewed by Division of Historic Preservation staff prior to the start of any work to make sure that the homes are historic and that the proposed work will not have a harmful effect on the houses' materials and historic features. This review usually takes less than three weeks.

### **Other Rules and Guidelines**

If you sell the property within five years of claiming the credit, you must pay back the credit to the Wisconsin Department of Revenue. During that five-year period, you must receive State Historic Preservation Office approval for any proposed work that may affect your property's historical integrity.

Because this is both a historic preservation program and a program of income tax credits, other rules and guidelines exist. Before you apply, you should request and read through the application materials.

### **Application Materials**

A description of the program, rehabilitation guidelines and applications are available at the Wisconsin Historical Society website in digital format or you can request paper copies of these documents by calling 608-264-6493.

The historic preservation tax incentives are not for everyone. You may want to consult Table 5.1: Tax Incentive Requirements to determine if you want to participate in these programs.

### **WISCONSIN 5% SUPPLEMENT TO FEDERAL HISTORIC REHABILITATION CREDIT**

If you qualify to receive the federal 20% Investment Tax Credit, you will automatically receive the Wisconsin 5% Investment Tax Credit if you apply for and receive National Park Service approval of your project before beginning physical work. If you begin work before your project is approved, you will not be able to claim the Wisconsin 5% Investment Tax Credit.

**Table 5.1:** Summary of requirements for state and federal tax credit programs

|                                                         | Fed 20% Credit | Fed 20% credit and WI 5% | WI 20% Credit | Fed 10% Credit |
|---------------------------------------------------------|----------------|--------------------------|---------------|----------------|
| <b>Historical Status</b>                                |                |                          |               |                |
| Listed in the National Register of Historic Places      | Yes            | Yes                      | Yes           |                |
| Listed in the State Register of Historic Places         |                |                          | Yes           |                |
| Located in a National Register Historic District        | Yes            | Yes                      | Yes           |                |
| Located in a State Register Historic District           |                | Yes                      |               |                |
| Eligible for National Register, but not yet listed      | Yes            | Yes                      |               |                |
| Built before 1936                                       |                |                          |               | Yes            |
| <b>Types of work that qualify for the credit</b>        |                |                          |               |                |
| Exterior work, excluding site work                      | Yes            | Yes                      | Yes           | Yes            |
| Interior decorative work                                | Yes            | Yes                      |               | Yes            |
| Structural, heating, plumbing, and electrical work      | Yes            | Yes                      | Yes           | Yes            |
| <b>Application Requirements</b>                         |                |                          |               |                |
| Must submit federal applications                        | Yes            | Yes                      |               |                |
| Must submit state applications                          |                |                          | Yes           |                |
| Work must be approved before work may begin             |                | Yes                      |               |                |
| <b>Minimum expenditures to qualify for credit</b>       |                |                          |               |                |
| Cost of rehab must exceed the building's adjusted basis | Yes            | Yes                      |               | Yes            |
| Cost of eligible work must exceed \$10,000              |                |                          | Yes           |                |
| <b>Limitations on Credit</b>                            |                |                          |               |                |
| Subject to \$10,000 maximum credit                      |                |                          | Yes           |                |
| Subject to federal passive loss rules                   | Yes            | Yes                      |               | Yes            |



#### FEDERAL 20% INVESTMENT TAX CREDIT

- To qualify, your building must be used in the production of income, either residential or non-residential income.
- Your property must be listed in the National Register, contribute to a National Register district, or be determined eligible for listing in the National Register through the application process.
- You must spend at least as much money on the rehabilitation project (not including the value of non-depreciable items, such as landscaping and additions) as the “adjusted basis” of the building – or \$5,000, whichever is greater. The adjusted basis is the building’s depreciated value.
- All rehabilitation work that you carry out on the interior and exterior of the building qualifies for the credit.
- If you sell the property within five years of claiming the credit, you must pay back a pro-rated portion of the credit to the Internal Revenue Services. During that five-year period, you must receive State Historic Preservation Office approval for any proposed work that may affect your property’s historical integrity.
- No maximum credit limit exists.
- The program is administered by the National Park Service which approves all work. Application is made through the Division of Historic Preservation, State Historical Society.
- The National Park Service is required to charge a fee for its project review. This fee varies, depending on the costs being claimed, with a maximum fee of \$2,500.





# **CITY OF MADISON HISTORIC PRESERVATION PLAN**

**MAY 2020**



## **CITY OF MADISON**

# **HISTORIC PRESERVATION PLAN**

Adopted by the Common Council on May 27, 2020

Legistar File #59575

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**Thank you, to the many individuals and organizations who participated in shaping this plan.**

# TABLE OF CONTENTS

|                                                                |           |
|----------------------------------------------------------------|-----------|
| <b>CHAPTER 1 – INTRODUCTION</b>                                | <b>5</b>  |
| Plan Purpose                                                   |           |
| Historic Preservation in Madison                               |           |
| Historic Preservation in Wisconsin                             |           |
| Historic Preservation Trends                                   |           |
| How to Use the Plan                                            |           |
| Planning Process                                               |           |
| Glossary of Preservation Terms                                 |           |
| <b>CHAPTER 2 – UNDERREPRESENTED COMMUNITIES SURVEY SUMMARY</b> | <b>17</b> |
| African American Context                                       |           |
| First Nations Context                                          |           |
| Hmong Context                                                  |           |
| Latino/a Context                                               |           |
| LGBTQ Context                                                  |           |
| Women Context                                                  |           |
| <b>CHAPTER 3 – GOALS, OBJECTIVES &amp; STRATEGIES</b>          | <b>35</b> |
| <b>CHAPTER 4 – IMPLEMENTATION</b>                              | <b>51</b> |
| APPENDIX A – STRATEGY FOR FUTURE SURVEY WORK                   | 61        |
| APPENDIX B – CURRENT PRESERVATION ACTIVITIES                   | 73        |
| APPENDIX C – COMMUNITY ENGAGEMENT                              | 79        |
| APPENDIX D – PLANS WITH PRESERVATION RECOMMENDATIONS           | 87        |
| APPENDIX E – FINAL APPROVAL AND ADOPTING RESOLUTION            | 89        |

*COVER: U.S. Post Office and Court-  
house, now the Madison Municipal  
Building, 215 Martin Luther King  
Jr. Boulevard*







# 1 INTRODUCTION

The City of Madison has a rich heritage, which includes cultural resources, historic buildings, and established historic districts cherished by both residents and tourists. This plan provides a comprehensive framework for the preservation of important places to provide current and future generations with the knowledge of local history and heritage. The planning process employed strategies to engage, educate, and connect with all the groups that make up Madison's unique history, with a particular emphasis on traditionally underrepresented groups. The project team conducted substantial research to identify places where a significant event took place, historic stories, and events related to underrepresented groups in Madison's history. Through an inclusive public process, goals and strategies were developed to capitalize on Madison's unique identity, educate the public on the values of historic preservation, promote best practices, and guide policy and preservation.

Historic preservation is an activity that preserves historic resources and uses the resources to tell a story of heritage and culture. It includes the identification, evaluation, designation, protection and retention of significant architectural, historic, and cultural resources in the built and natural environments. Resources range from buildings and structures, sites and districts, to iconic view corridors, landscapes and streetscapes. By protecting the historic character and fabric of the community, preservation enables the people of today and tomorrow to connect with the people and events that underlie their past. The value and impact of historic preservation is strengthened when there is a focus on healthy living and green building practices to support the retention of older buildings, leading to a strong and unique sense of place, and enhancing the quality of life in a community. (adapted from the City of St. Paul, MN Comprehensive Plan. 2008)

***OPPOSITE: Wisconsin State Capitol at 2 E. Main Street***

Three fundamental functions of historic preservation include: 1) identifying, evaluating and designating historic resources, 2) preserving and protecting designated historic resources, such as locally designated landmarks and historic districts, and 3) preserving undesignated areas with unique architectural, urban and spatial characteristics that enhance the character of the built environment, such as properties and districts listed on the National Register of Historic Places that do not possess the protections provided by local designation.



***Old Spring Tavern, 3706 Nakoma Road***





***University of Wisconsin Armory and Gymnasium, 716 Langdon Street***



***Abel Dunning House  
(Mapleside), Wisconsin  
Historical Society WHS-39817***

## PLAN PURPOSE

The Madison Historic Preservation Plan is developed to celebrate and preserve the places that represent Madison's collective histories. It provides guidance for development proposals, capital improvements, and implementation to ensure preservation is integrated into both long-range planning and current development projects. The plan recommends strategies and tools to 1) more effectively lead and integrate historic preservation into public policy, 2) utilize existing land use, zoning, and development standards to support preservation, 3) explore educational and promotion partnerships, 4) capitalize on economic development and financial incentives, 5) highlight sustainable building practices, and 6) encourage heritage tourism. In addition, Madison's Historic Preservation Ordinance is being updated to reflect current historic preservation best practices.

The city has an established preservation program with numerous successful adaptive reuse projects that have been catalytic for individual properties and neighborhoods. While Madisonians value their historic properties, many factors challenge the preservation of those properties. This plan identifies policies, resources, training, and other strategies to make preservation feasible and valued.

The Historic Preservation Plan should be updated every 10 years, in conjunction with the City's Comprehensive Plan update.

## HISTORIC PRESERVATION IN MADISON

The preservation of Madison's historic resources became a priority in 1969 when a venerable sandstone farmhouse, the Abel Dunning House (Mapleside), on the near west side was put up for sale. A large corporation made an offer on the property, contingent on the demolition of the house. When a small group of citizens expressed concern for the fate of the house, the realtor offered to sell the house to them if they could meet the corporate buyer's price of about \$100,000. Despite a valiant effort, the group raised only a fraction of the purchase price, and the house was torn down on a cold Saturday morning in 1970. A few months later, it was replaced by a Burger King.

It was the loss of this beautiful historic building that prompted the establishment of Madison's Landmarks Ordinance. The ordinance, spearheaded by Mayor William Dyke and passed in 1971, created the commission with the power to designate historic buildings as landmarks. The Landmarks Commission was charged with

approving exterior alterations of landmarks and was given the authority to delay demolition of an historic building for up to one year. The ordinance also gave the Common Council the authority to designate significant areas as historic districts, which would then be subject to the same review as landmarks. Since then, the ordinance has been refined from time to time. One of the most significant changes occurred in 1980 when the Common Council gave the Landmarks Commission the power to deny demolitions.

In the 1950s, '60s and '70s several of the finest Victorian houses in Mansion Hill were demolished to make way for large modern buildings. Fearful of further erosion of the residential and architectural character of this historic neighborhood, residents petitioned the city to designate Mansion Hill as a historic district. The Common Council designated Mansion Hill as Madison's first historic district in 1976.

The city subsequently created four more historic districts: Third Lake Ridge in 1979, University Heights in 1985, Marquette Bungalows in 1994, and First Settlement in 2002.

Since designating the Bradley House 1 as the city's first local landmark property in 1971, the city has been designating specific buildings, archaeological sites, and objects of historic distinction as landmarks. There are currently 182 local landmarks in the city.

Landmarks and Local Historic Districts were created to retain and enhance buildings and areas that are historically or architecturally significant. Today, the Landmarks Commission must approve exterior work to landmark buildings and buildings within the local historic districts, including alterations, additions, new structures, and demolitions. They also approve work that may impact designated archaeological sites or other landmark sites. They make recommendations to the Plan Commission on whether new development adjacent to landmark properties is too large and visually intrusive and provide their findings on the historic value of any buildings proposed for demolition within the city. These approvals help to protect the character of buildings, streetscapes, and neighborhoods and constitute a majority of the city's preservation efforts.

Madison also has 121 properties individually listed in the National Register of Historic Places, 29 National Register Archaeological and Historic Districts, and seven National Historic Landmarks. National Register properties may be eligible for Federal and/or State tax credits to finance certified rehabilitation projects. National Register designations sometimes overlap local designations, but where they do not the City Landmarks Commission does not oversee treatment of these properties based on



***Biederstaedt-Breitenbach Grocery , 853 Williamson Street***



***Harold C. and Josephine Bradley House, 106 North Prospect Avenue***

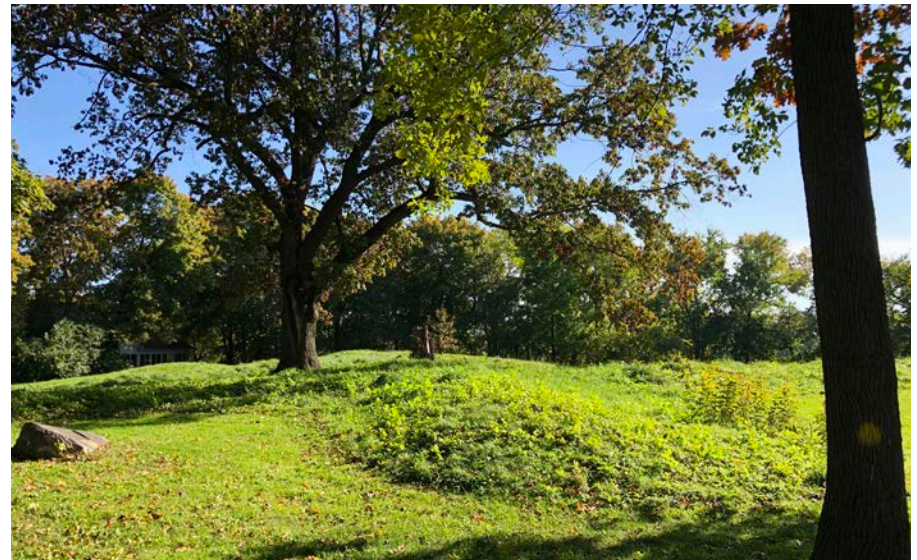
their historic status and the Preservation Planner is only integrated into the process when requested by the staff or committees with review authority (zoning, building inspection, Parks Commission, Urban Design Commission, Plan Commission).



## HISTORIC PRESERVATION IN WISCONSIN

The preservation, collection, and interpretation of Wisconsin's history began before Wisconsin's statehood in 1848 with the founding of the Wisconsin Historical Society (WHS) in Madison in 1846. Early historians were especially interested in Indian mounds and antiquities. The Wisconsin Natural History Society, founded in Milwaukee in 1848, began publishing *The Wisconsin Archeologist* by 1901, the longest continuously published archaeological journal in North America, and established the Wisconsin Archeological Society in 1903. By the turn of the twentieth century, many Wisconsin communities and counties began establishing local historical societies. Together, these organizations worked to save more than 500 mounds throughout the state.

By the early 1900s, historic preservation efforts began to focus on buildings and other historic sites as well. During the first half of the twentieth century local private donors, historical societies, and governments purchased historic buildings in order to preserve them. The Integrated Park Act of 1947 enabled the state to acquire, restore, and develop historically and archaeologically significant properties using general funds and led to the development of historic sites and parks throughout the state.



***Vilas Park Mound Group, Vilas Park, 702 Randall Avenue***



***Herbert A. & Katherine Jacobs House 1, 441 Toepfer Avenue***

While the first historic preservation ordinances in the United States were adopted during the 1930s, the first ordinances in Wisconsin were enacted during the late 1960s and early 1970s in Milwaukee, Madison, Fond du Lac, and Mineral Point, enabling these communities to designate local landmarks and historic districts overseen by local historic preservation commissions.

The National Historic Preservation Act (NHPA) of 1966 created the National Register of Historic Places and federal match-grant programs. Governor Warren P. Knowles designated the WHS as the state agency to administer federal and state historic preservation programs. The NHPA was amended in 1980 to create the federal historic preservation tax credit for the rehabilitation of income-producing historic buildings and the Certified Local Government (CLG) program to aid local municipalities in inventorying and protecting historic properties.

During the early 1980s, the Wisconsin legislature established a historic building code, created a 30-day demolition permit delay for the recording of NRHP-listed buildings, and established a burial sites preservation program.



Wisconsin Act 395 in 1987 created the Wisconsin State Register of Historic Places, enacted a state tax credit for rehabilitating income-producing and owner-occupied residences, expanded archaeological programs, protections for archaeological properties, and regulations of historic properties owned by state and local governments. Wisconsin Act 31 in 1989 increased funding for preservation again, strengthened the state tax credit, bolstered the state archeology program, and further protected burial sites as well as instituted state agency review procedures covering state property, licenses, permits, and grants. Wisconsin Act 222 in 2017 clarified procedures and further strengthened the preservation and protection of burial sites.

The Wisconsin legislature continued to promote historic preservation through the 1990s, becoming one of the first four states to establish a heritage tourism program, developing a model historic preservation ordinance for local municipalities, expanding the state historical marker program, requiring municipalities that contain NRHP properties to enact historic preservation ordinances, banning abrasive cleaning of historic buildings, and imposing substantial penalties for damaging protected archaeological features or demolishing historic buildings without a permit. Wisconsin Act 9 in 1999 required most municipalities to adopt comprehensive plans that include consideration of historic, archaeological, and cultural resources.

Recognized for its economic development and community revitalization benefits, historic preservation remains a priority in many communities throughout the state to this day. In 2020, the Wisconsin Homeowners' Tax Credit program returns 25% of the cost of approved rehabilitation (of eligible historic homes) as a Wisconsin income tax credit. The Income Producing program returns 20% of the cost of rehabilitating historic buildings, up to \$3.5 million per parcel, to owners as a Wisconsin income tax credit. Projects may also be eligible for Federal tax credits, this program returns 20% of the cost of rehabilitating buildings to owners as a federal income tax credit.

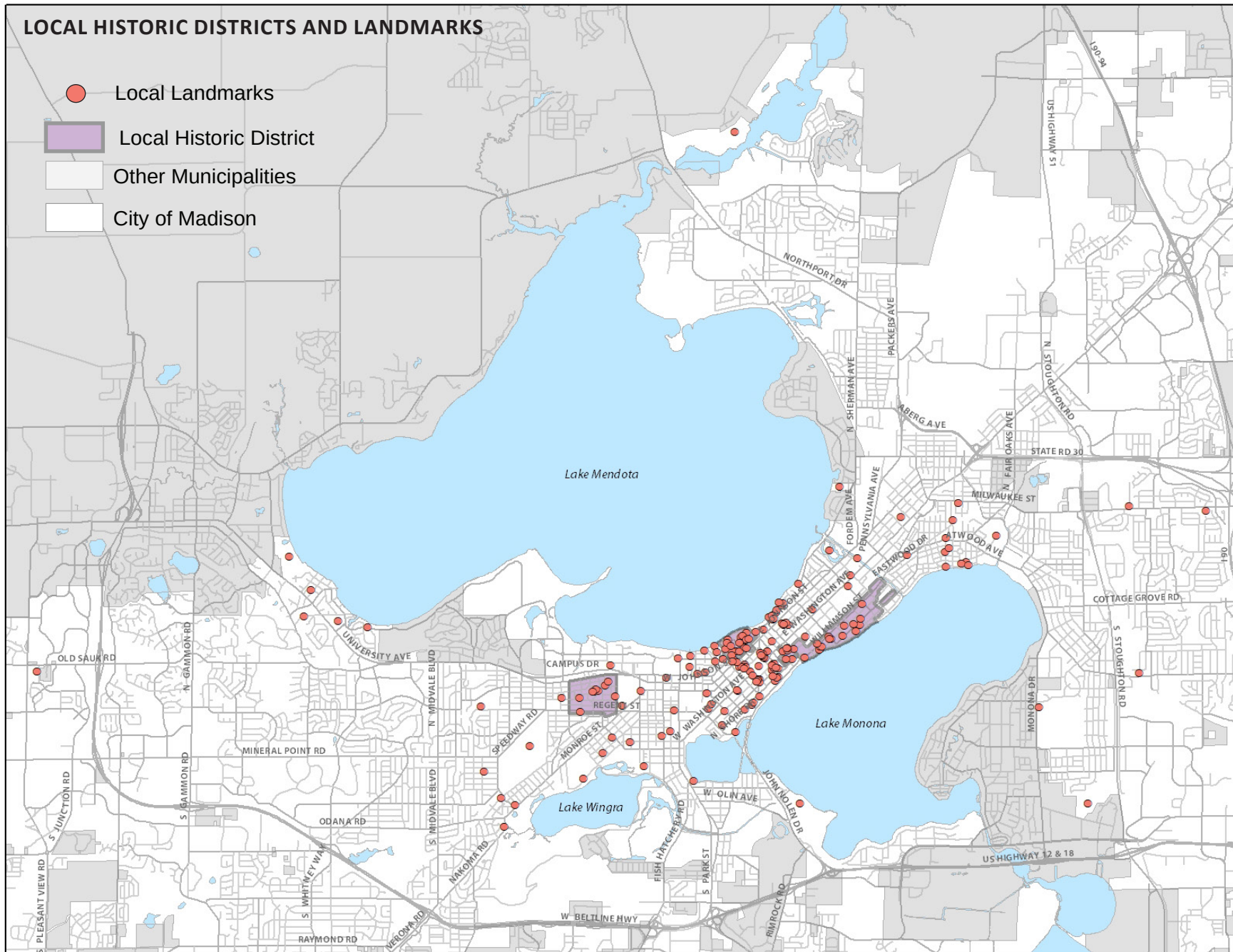
The Wisconsin legislature continued to promote historic preservation through the 1990s, becoming one of the first states to establish a heritage tourism program and develop a model historic preservation ordinance.



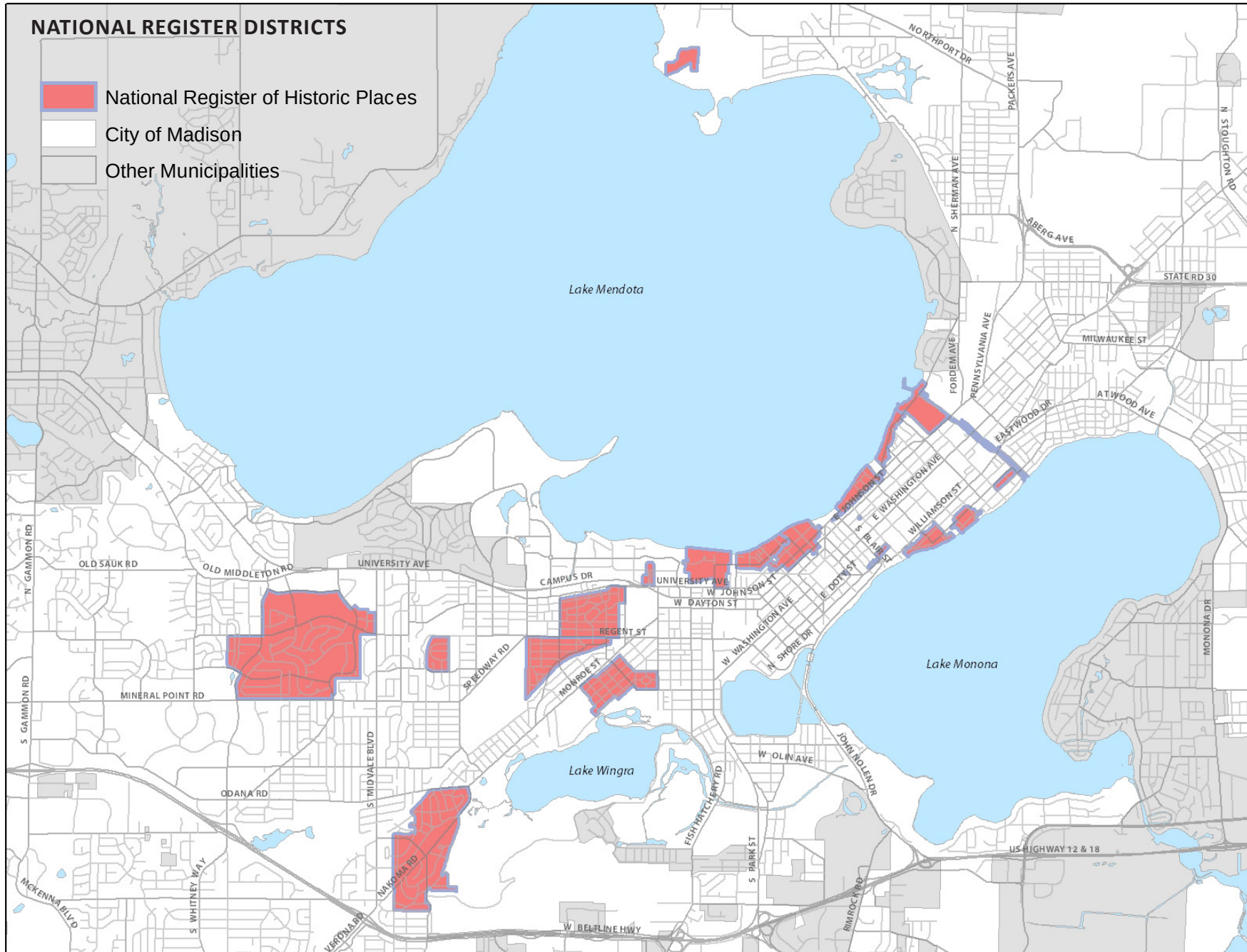
*Jackman Building, 101 South Hamilton Street*



*Ernest Eggiman House, 857 South Shore Drive*









*D.B. Shipley House, 946 Spaight Street (left), and Charles W. Heyl House, 952-956 Spaight Street (right)*

## HISTORIC PRESERVATION TRENDS

Historic preservation is about more than saving architectural landmarks or sites of significance. Today preservation contributes to neighborhood revitalization, sustainability, and awareness of historical and cultural events. The reuse of a building can create a unique gathering area that spurs additional investment in the area, while preventing a structure from being lost. Below are ways historic preservation is providing economic and social benefits through revitalization.

### LIVABILITY AND QUALITY OF LIFE

Blocks of smaller, older buildings create vibrant walkable neighborhoods that are comfortable spaces for all generations. Adaptive reuse as restaurants and coffee shops provide gathering places for residents to meet, relax, or work and make mixed-use neighborhoods a preferred choice.

### ECONOMIC DEVELOPMENT

Historic preservation projects include a variety of economic benefits, such as job creation, increased tax value, and increased tourism. The investment can be catalytic and spur redevelopment of surrounding properties throughout the neighborhood.

## CULTURAL PRESERVATION AND TOURISM

The number of travelers interested in arts, culture, and history continues to grow. Experiencing a city or neighborhood while learning about the sites benefits visitors, as well as local residents. Cultural tourism can be a local and state economic driver.

## COMMUNITY CONNECTION

Preserving and showcasing links between underrepresented groups and significant events or cultural identity can create a community connection. Preservation projects can be part of the storytelling experience.

## AFFORDABLE HOUSING OPTIONS

Rehabilitating existing structures can be less expensive than new construction, offering housing choices for varying income levels. Rehabilitation often spurs additional rehabilitation and investment, reducing vacancies and stabilizing neighborhoods.

## ENTREPRENEUR FOCUSED

Adaptive reuse of old buildings provides an affordable option for new businesses. Clustering of investment can develop into mixed-use neighborhoods with housing, restaurants, and housing and attract additional investors. The 'creative economy' is proven to thrive in older, mixed-use neighborhoods with legacy businesses.

The Plan Goals and Objectives reflect these current trends as well as traditional tools for promoting historic preservation.



*Steinle Turret Machine Company, 149 Waubesa Street*



## HOW TO USE THE PLAN

In 2018, the City of Madison adopted its Comprehensive Plan to create a collective vision for the future and establish priorities and policies to achieve that future. It also created a framework for topic-specific plans to expand on the Comprehensive Plan's recommendations. This Historic Preservation Plan is one of the topic-specific plans to further a Comprehensive Plan strategy to "Preserve the historic and special places that tell the story of Madison and reflect racially and ethnically diverse cultures and histories." The Comprehensive Plan also includes the following recommendation: "Complete, adopt, and implement a Historic Preservation Plan as a framework for the future of Madison's historic preservation program."

The Historic Preservation Plan provides both the vision and policy direction for historic preservation within the city through identification of community values, goals, objectives, and strategies. The plan will be used by the city (including staff, boards, commissions and committees, and elected officials) and preservation groups to guide preservation efforts and make capital investment decisions. Developers, individual property owners, and the general public may use the plan to learn about preservation programs, resources, and potential partners.

Community Value Statements were established at the beginning of the planning process based on public input, along with staff and Committee review. Chapter 3

outlines the goals, objectives, and strategies as a framework for future preservation activities. Goals are the overarching statement of intent, objectives are more specific intent statements expanding upon the overall goal, and strategies are the actions to implement the objectives.

Historic Preservation is a common recommendation throughout city plans and studies. In addition to the Comprehensive Plan, adopted plans such as the Downtown Plan (2012), ensure that historic preservation remains an effective tool to preserve the city's historic resources. The Historic Preservation Plan should be used in conjunction with other city plans and studies that touch on or regulate preservation, including but not limited to:

1. City of Madison Comprehensive Plan
2. Downtown Plan
3. Cultural Plan
4. Sustainability Plan
5. Various Neighborhood Plans
6. Mansion Hill District Boundary Review
7. Langdon Neighborhood Character Study

The Implementation Chart, found in chapter 4, identifies priorities, potential partners, and responsible parties for the strategies. Annual review of the strategies and status should be an ongoing tool to measure the success and impact of the Plan.



**Machinery Row, 601-627 Williamson Street**

**RIGHT: Simeon and Maria Mills House "Elmside," 2709 Sommers Avenue**



## PLANNING PROCESS

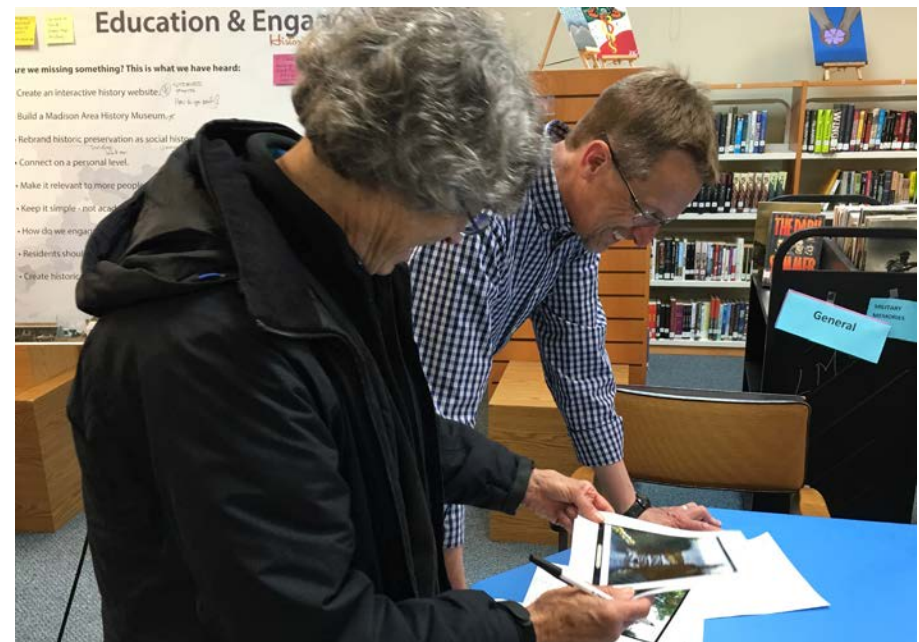
The development of this plan was led by a 13-member Historic Preservation Plan Advisory Committee (HPPAC) that was appointed by the Mayor and confirmed by the Common Council. The role of this broadly-representative committee was to advise staff, the consultants, and the Landmarks Commission on the development of the Historic Preservation Plan and related public engagement, and serve as a forum for public testimony and comments regarding the process and recommendations. The Committee was supported by a team of consultants and City staff with extensive experience in historic preservation, architecture, planning, and community engagement.

The planning process incorporated a comprehensive public engagement strategy to create knowledge, interest, and ownership of ideas and recommendations of the plan. The Historic Preservation Plan will be a resource for the entire community, therefore the process engaged a wide range of residents and stakeholders. To reflect the diversity of the community there was a focus on engaging traditionally underrepresented communities, including the following groups: African-American, First Nation, Hmong, Latino/a Hispanic, LGBTQ, and Women. Appendix C documents the community engagement activities over the two-year planning process.

There was a focus on engaging traditionally underrepresented communities.

African-American  
First Nation  
Hmong  
Latino/a Hispanic  
LGBTQ  
Women

***Community meetings featured interactive boards to gather community feedback. The community meetings were held across the city at various gathering places.***





# GLOSSARY OF PRESERVATION TERMS

## BUILDINGS AND PLACES

Any type of property or cultural resource, including but not limited to buildings, structures, improvements, installations, objects, districts, sites, parks, natural features, landscapes, streetscapes, spaces, view corridors, etc.

## HISTORIC DISTRICT

A geographically definable area with a significant concentration of buildings, structures, sites, spaces, and/or objects unified by past events, physical development, design, setting, materials, workmanship, sense of cohesiveness, or related historical or aesthetic associations that is recognized with a local, state, or national designation (see “Local Historic District” and “National Register of Historic Places”) and may be protected legally through enactment of a local ordinance administered by a historical commission.

## HISTORIC INTEGRITY

The retention of historic character-defining features, including location, design, setting, materials, workmanship, feeling, and association.

## HISTORIC TAX CREDITS

Historic tax credits are financial incentives available to the owners of property listed in the State and National Registers of Historic Places in the form of state and federal income tax credits to perform certified rehabilitation projects on State and National Register listed properties.

## LANDMARK

Any improvement which has architectural, cultural, or historic character or value reflecting the development, heritage, or cultural characteristics of the city, state or nation or any land of historic significance due to a substantial value in tracing the history of humankind, or upon which an historic event has occurred, and which has been designated as a landmark pursuant to the provisions of the Madison General Ordinances.

## LANDMARK SITE

The lot or parcel identified in the official landmark designation maintained by the City Planning Division. If a landmark designation does not identify a lot or parcel, landmark site means any lot, or part thereof, on which is situated a landmark, and any abutting lot, or part thereof, used as and constituting part of the premises on which the landmark is situated.

## LOCAL HISTORIC DISTRICT

An area designated by the City of Madison Common Council that has particular historic, architectural, or cultural significance to the City of Madison as stated in Section 41.10 of the Madison General Ordinances.

## NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is the official list of the nation’s historically significant cultural resources and archaeological sites – including buildings, districts, sites, structures, and objects. It recognizes properties that are significant locally, regionally, and nationally. National Register designations can be for either individual properties or historic districts. The listing of a property in the National Register places no restrictions on what a non-federal owner may do with their property up to and including demolition, unless the property is involved in a project that receives Federal assistance, usually funding or licensing/permitting. National Register properties may be eligible for Federal and/or State income tax credits to help finance certified rehabilitation projects (see “historic tax credits”). Wisconsin has a State Register of Historic Places program that parallels the National Register program.

## PERIOD OF SIGNIFICANCE

The duration of time between beginning and ending years during which a resource is associated with the important events, activities, persons, or attained characteristics which qualify it for designation as a landmark or historic district.

## SIGNIFICANCE / SIGNIFICANT

Having particularly important associations within the contexts of cultural, social, economic, political, or architectural history of the nation, state.







# 2 UNDERREPRESENTED COMMUNITIES SURVEY SUMMARY

As part of the Historic Preservation Plan, a Historic Resource Survey was performed. The purpose of the survey was not to write a definitive history of the City of Madison, but rather to provide an overview of the history of the city with specific emphasis on six underrepresented communities: African American, First Nations, Hmong, Latino/a, LGBTQ, and Women. The survey was conducted over a period of a year, beginning in May 2018 and concluding in June 2019. It consisted of four major work tasks: 1) reconnaissance survey, 2) historical research, 3) evaluation of significant resources, and 4) survey report. The Underrepresented Communities Historic Resource Survey can be used in future planning decisions and to increase public awareness of the collective history of the community.

## RECONNAISSANCE SURVEY

During the reconnaissance survey, approximately 164 resources of historical interest were identified. For resources that were previously identified, information contained in the Wisconsin Historical Society's online database, called the Architecture and Historic Inventory (AHI) or the Wisconsin Historic Preservation Database (WHPD), was confirmed and corrected if needed, and field observations were recorded if any alterations, additions, or demolition work had been done to the structure since it was last surveyed. A new digital photograph of each property was taken and added to the AHI/WHPD. New historic context related to an underrepresented community was added if not previously known.

In addition to updating 86 previously identified resources, 78 new resources of interest to Madison's underrepresented communities were observed and documented. Information was noted, field observations were recorded, and a digital photograph of each resource was taken and uploaded into the AHI/WHPD.



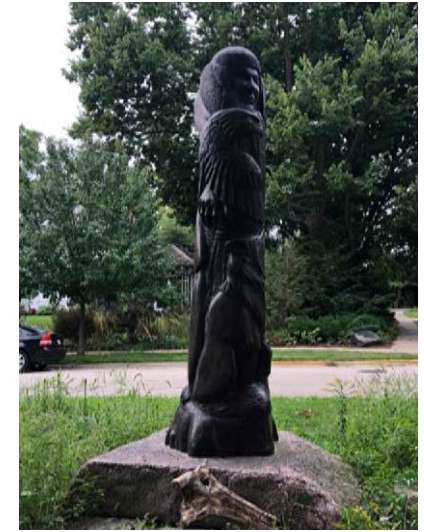
**ABOVE: Samuel S. and Mollie Pierce House, 1442 Williamson Street.** Samuel Pierce was a leading figure in the city's growing African American community and worked in the Wisconsin Governor's office during the 1920s and 1930s. He resided with his family at 1442 Williamson Street from 1910 until his death in 1936. Theodore Pierce, Samuel's nephew, took over his uncle's position in 1936 and continued living in the family home until his death in 1999. As one of the earliest known gay men in Madison, Theodore Pierce served as a link between era of the Gay Liberation Movement and the community's pre-Stonewall culture and history.

**OPPOSITE: John and Amanda Hill Grocery, 649-653 East Dayton Street (left) and William and Anna Mae Miller House, 647 East Dayton Street (right)**



**LEFT: Cora Tuttle House, 1206 Grant Street.** Cora Tuttle was the first known woman architectural designer in Wisconsin and is credited with introducing the Bungalow style to Madison with the design of her own home at 1206 Grant Street in 1909, where she lived until 1931.

**RIGHT: “Effigy Tree” by Harry Whitehorse, Hudson Park, 2919 Lakeland Drive.** Harry R. Whitehorse gained national attention by the 1970s for his wood carving, drawing, painting, and metal sculptures that reflect his Ho-Chunk heritage. His work is on public display in Madison and around the world.



## HISTORICAL RESEARCH

Historical research was conducted throughout the course of the survey to provide historical context to evaluate resources. Of great importance were items located at the City of Madison Department of Planning and Community and Economic Development, including, but not limited to, their extensive collection of research on local history. Arguably the most extensive history of the City of Madison that is not focused on an underrepresented group is David Mollenhoff’s *Madison: A History of the Formative Years* published in 1982 with a second edition completed in 2004, which covers the city’s history from before its establishment to the early twentieth century. Secondary information was also found at the Wisconsin Historical Society Library and Archives and the City of Madison Assessor’s Office, in newspapers and periodicals, and from personal interviews.

A wealth of information on the history of underrepresented groups exists outside of this Historic Preservation Plan and the survey report and address these subjects more comprehensively, including Muriel Simms’ recently published *Settlin’: Stories of Madison’s Early African American Families* and Richard Harris’ *Growing Up Black in South Madison*. Simms’ book draws on interviews and recollections of the Black community’s experience in Madison from the late nineteenth century to the present day, while Harris’ work describes his experience of growing up in South Madison. Likewise, Barbara Robinson Shade’s series of articles on Black history, published in the *Capital Times* in the spring and summer of 1979 and the bi-monthly newspaper *Capital City Hues* have provided articles on the history of underrepresented groups. While there is no complete history of First Nation people in the Madison area, there

are broader histories such as Patty Lowe’s *Indian Nations of Wisconsin: Histories of Endurance and Renewal* and Robert Birmingham and Katherine Rankin’s *Native American Mounds in Madison and Dane County* that address more general histories of native peoples and the mounds found around Madison’s four lakes region.

Likewise, there is no complete source for the history of the Hmong in Madison. However, there are excellent histories of the people and their experience in the United States, including Khong Meng Her’s *A History of Hmong Men: PEB LEEJ TXIV LUB NEEJ* (Our Fathers’ Lives) and *The Hmong in Wisconsin – On the Road to Self-Sufficiency* published by Wisconsin Policy Research Institute, in addition to the work of the Minnesota Historical Society on Hmong history in the United States.

Latino/a history in Madison is a largely recent subject and many of the best sources are not specifically about the City of Madison. However, two prominent and useful histories of Latino/a in Wisconsin are Maggie Ginsberg’s article “Out of the Shadows” in *Madison Magazine* and Sergio M. Gonzalez’s *Mexicans in Wisconsin*. Tess Arenas and Eloisa Gomez’s book *Somos Latinas: Voices of Wisconsin Latina Activists*, while not a history, is an excellent work that deals with the Latina experience in Madison.

The work of R. Richard Wagner, including *Timeline of Wisconsin LGBTQ History - A Sampling* and his recently released *We’ve Been Here All Along, Vol.1* is invaluable in recording the history of LGBTQ people in Madison. A series of selected oral history interviews narrated by Scott Seyforth for the University of Wisconsin-Madison Campus Voice is also a good source for local LGBTQ experiences.



The history of Madison Women can be found in sources such as Genevieve McBride's collection *Women's Wisconsin*, the chapter "Social Change and the American Woman, 1940-1970" in William Chafe's *A History of Our Time*, and the article "Married Women's Property Rights in Wisconsin, 1846-1872" written by Catherine B. Cleary included in the winter of 1994-1995 *Wisconsin Magazine of History*.

## EVALUATION OF SIGNIFICANT RESOURCES

After the reconnaissance survey and historical research were completed, the data was analyzed to determine which resources were potentially eligible for designating as Landmarks or Historic Districts by the City of Madison and/or listing in the State and National Registers of Historic Places. City of Madison Landmark evaluation was performed according to the City of Madison's Historic Preservation Ordinance, Section 41.07 - Designating Landmarks, Subsection (2) Standards. State and National Register evaluations were performed according to the National Register's Criteria for Evaluation and Criteria Considerations which are used to assist local, state, and federal agencies in evaluating nominations to the State and National Registers of Historic Places. The eligibility of historic resources for the State and National Register was reviewed by the Wisconsin Historical Society.

The Wisconsin Historical Society's *Survey Manual* recommends surveys include properties that are more than forty years old, rather than fifty years old, so the report does not become quickly out of date. In addition, the histories of some of the underrepresented groups studied in Madison are rather recent. With this in mind, the evaluation of resources for designation as City of Madison Landmarks included significant people and places more than thirty years old, so the end result was inclusive and useful for decades to come. Evaluation for the State and National Registers of Historic Places was held to the standard fifty-year Criteria Consideration.

The survey identified 96 properties as potentially eligible for designation as City of Madison Landmarks. The survey identified nine properties as potentially eligible for individual listing in the National Register of Historic Places. Consideration should be given to updating the nominations for 34 existing City of Madison Landmarks and 47 National Register properties to recognize associations with the history of underrepresented communities. The survey also identified 34 properties that should be evaluated for designation in the future when those properties reach historic age.

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## SURVEY REPORT

The survey report further describes the project and methodology. It gives a broad historical overview of the City of Madison and provides context on the histories of six underrepresented communities, including African American, First Nations, Hmong, Latino/a, LGBTQ, and Women. According to guidelines set forth in the Wisconsin Historical Society's *Survey Manual*, those histories are further arranged in a series of themes, including government, architecture, education, social and political movements, religion, arts and literature, commerce, planning and landscape architecture, recreation and entertainment, and notable people. Resources eligible for designating as Madison Landmarks or listing in the State and National Registers were evaluated based on their association with these themes.

The report is intended to be a work in progress, a living document, which can lead to future research and can be updated as new information is collected.

The following is a summary of the histories of the six underrepresented communities featured in the report.



**ABOVE: City-County Building, 210 Martin Luther King Jr. Boulevard.** The location of ground-breaking civil rights legislation enactment, notably the City's 1963 Equal Opportunities Ordinance and its 1975 amendment prohibiting discrimination based on sexual orientation, the first in Wisconsin and one of the earliest in the nation.

## AFRICAN AMERICAN CONTEXT

While not as large as other northern industrial cities, Madison's African American community has left an indelible mark on the city's modern history. While there are some records of African Americans involved in the eighteenth century fur trade in Wisconsin, there is no evidence to suggest that any inhabited the area around what would become the City of Madison. However, some of the earliest inhabitants of Madison during the nineteenth century were African American.

The first record of an African American in Madison dates from 1839, a few years after the settlement was established, when an unidentified Black woman served James Morrison, the owner of the American House Hotel, until 1845. Two years later, the census listed the first African American resident of Madison by name, Darryl Butch. He lived alone with no obvious profession and was one of six African Americans identified in the city of 632 inhabitants. While the majority of African Americans in the nation before the Civil War were enslaved people in southern states, Black residents of Wisconsin and Madison were free. Following the Fugitive Slave Act of 1850, the underground railway brought African Americans to Wisconsin, an abolitionist state that resisted compliance with the federal law.

An 1849 state referendum approved the suffrage of African American men. This result was largely ignored until 1866. The term "White" was removed from the state's constitution articles on suffrage later in the 1880s.

The population of African Americans in Wisconsin numbered only 200 in 1840 and grew to nearly 1,200 people by the 1860s. A number immigrated to Wisconsin from southern states after the Civil War, and a few settled in Madison, drawn to the opportunities in education and employment that the state capitol offered.

African Americans living in Madison throughout the nineteenth century were not geographically concentrated in any distinct area of the city. In 1900, Madison's Black population was 69 people, divided into only 19 households. Most of them were transplanted from Milwaukee or migrated from southern states.

However, things changed in the early twentieth century, as this small group formed a distinct community centered around a couple of institutions: the St. Paul African Methodist Episcopal Church and the Douglass Beneficial Society, located on East Dayton Street not far from the Capitol Square and downtown Madison in a neighborhood often known as the Old Market. The non-extant church provided economic and social support to African Americans who moved to the growing city. A few houses and other buildings, such as the Hill Grocery, the Weaver Grocery, and



**ABOVE: Benjamin & Amy Butts House, 633 East Johnson Street.** Benjamin Butts moved to Wisconsin around 1870, opened his own barber shop, and became a leader in Madison's early African American community. He resided with his family at 633 East Johnson Street from 1892 to 1907.

the homes of the Miller, Butts, Carmichael, Shepard, Bates, and Henderson families, were purchased and moved to locations in the Old Market neighborhood as the first African American community grew during the first two decades of the twentieth century. In the 1910 census, Madison's African American population is listed as 143, 0.5% of the city's total and twice what it was ten years earlier. Nearly all lived along or near East Dayton Street.

During the 1920s, African Americans moved outside of Old Market and settled in other neighborhoods such as the Greenbush and South Madison. While the population of Blacks in Madison during the 1920s and 1930s did grow, it did not match the national trends of interwar migration from the south, likely because Madison lacked the large-scale skilled manufacturing jobs and agricultural labor employment found in other northern cities.

During the depression years, the African American community suffered economically as unemployment levels rose to thirty percent, nearly twice that of the city as a whole, which accompanied raids and assaults, segregation in housing, and widespread prejudice and discrimination towards the community that numbered 348 people in 1930.



According to the 1940 census, eighty percent of the Black population of the city lived in only three of Madison's twenty wards: the 4th Ward on the near east side along East Dayton Street, the 9th Ward in the Greenbush neighborhood, and the 14th Ward further south along Park Street. Despite this segregation, Madison was reported to be the "congenial" city in the state for Blacks.

Large-scale migration of African Americans to Wisconsin, and Madison specifically, began after World War II. A further influx of Blacks to the city came from the military airfield at Truax on the east side of the city, which housed several African American servicemen, and students at the University of Wisconsin. Madison's African American community grew to 648 people by 1950.

The Civil Rights movement had begun in earnest during the mid-1950s. A 1954 State Commission on Human Rights and a 1959 NAACP publication on *Negro Housing in Madison* both pointed to existing discrimination, especially in housing. African Americans lived in 13 of the 21 wards in the city in the 1950s; however, 76% of Black households were limited to the 9th Ward in the Greenbush neighborhood and 14th Ward in South Madison. Exclusionary redlining based on race, ethnicity, religion, and class were common through the 1950s and did not completely or legally disappear until the 1970s.



**ABOVE: Van Hise Refectory, now Carson Gulley Center, 1515 Tripp Circle.** Carson Gulley was head chef at the University of Wisconsin Van Hise Refectory from 1926 to 1953. He later hosted a nationally syndicated television cooking show with his wife, Beatrice, and local radio cooking program, published two cookbooks, and successfully appealed for fair housing rights to build a home in a previously all-White neighborhood.

In response to national trends, the City of Madison created a Commission on Human Rights to improve race relations in 1954. There was a hope in Madison, within the city government and the African American community, that prejudice and inequality in employment and housing could be resolved locally through studies and public policy rather than protest and conflict.

The Federal Housing Act of 1949 and the modified Housing Act of 1954 were intended to identify blighted areas for removal and redevelopment, usually near the core of large American cities. In 1958, the Madison Redevelopment Authority, using federal urban renewal funds, planned to clear a section of the Greenbush neighborhood known as the Triangle which was bounded by South Park Street, West Washington Avenue, and Regent Street. Residents were forced out and given sixty days to relocate. The two-year plan, begun in 1962, demolished much of the neighborhood and slowly replaced it with parks, office buildings, a hospital expansion, and, ironically, low-income housing. Notable black businesses and institutions were forced to close or relocate further south along Park Street. By 1960, Madison's African American population reached 1,489, about one percent of the city's total.

In 1961, a group of NAACP protestors visited the state capitol in favor of civil rights for African Americans followed by a series of nonviolent sit-ins to force action on a legislation prohibiting housing discrimination. Two years later Madison's equal housing law was passed. The ordinance prohibited housing discrimination based on race and provided for open accommodations and fair employment. It was the first ordinance of its kind in the state and appeared to have immediate and lasting effects. It was followed by the creation of the Madison Equal Opportunities Commission in 1964. As a point of reference, the federal Civil Rights Act was passed in 1964. The Wisconsin legislature approved of an open housing law in 1965, which was significantly strengthened a couple of years later. Likewise, Madison became the first city in the state to approve of its own nondiscriminatory housing ordinance in 1967, which expanded on the 1963 effort. In 1968, when the Urban League applied for an affiliate in Madison, funding was initially rejected by the United Way because "discrimination, as it exists in other communities, does not exist in Madison."

However, problems persisted, and, in 1969, when Black students at the University of Wisconsin organized a strike of classes to encourage the creation of education reform, a Black Studies Department, and more African American faculty, the demonstration grew to the point that the National Guard was called. After marches and demonstrations that included thousands of students, most of their demands were met. Following these experiences, the African American community became increasingly organized and involved in the political and cultural life of Madison.

The 1970s and 1980s saw many firsts for African Americans in the City of Madison, including the first Black police officer, first Black woman television anchor, first Black principal.

Following the development of Park Street south and the beginnings of the Beltline Highway in 1950 and the urban renewal of the Greenbush neighborhood in the early 1960s, many of African Americans moved to the South Madison neighborhoods, which became the center of the African American community, featuring institutions, businesses, and gathering places. In 1970, Madison's African American community grew to 2,607, or about one and one-half percent of the city.

During the twenty-first century, the concentration of the African American community in South Madison has dispersed as many have moved to other neighborhoods on the west and east sides of the city. This has perhaps been encouraged by the influx of recent immigrant groups, such as Latinos and Hmong, who have also occupied South Madison. However, many of the African American community's institutions, physical, social, and cultural, persist in the area. In 2010, the African American population of Madison reached 16,507 people or approximately 7% of the city's total.

## FIRST NATIONS CONTEXT

Wisconsin contains the most Native American nations of any state east of the Mississippi River with twelve tribes total. Among these, three language families are represented including Algonquian (Menominee, Ojibwe, Potawatomi, Munsee), Siouan (Ho-Chunk), and Iroquoian (Oneida). All of these tribes are represented in the City of Madison.

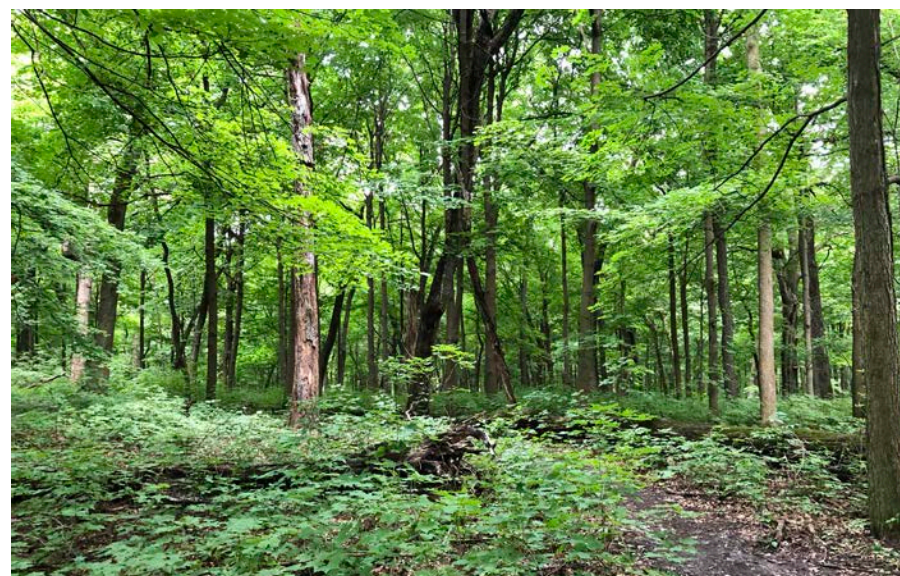
Archeological evidence suggests that native peoples arrived in southern Wisconsin roughly 10,000 years ago. The early Paleo-Indian stages developed into the Archaic stage from 8,000 to 2,000 years ago, when the area around the four lakes became a popular location for settlement. The Woodland Tradition that followed saw the development of advanced tools, farming, permanent settlements and building, pottery, and the construction of burial mounds.

Approximately 1,000 years ago, indigenous people began building complex effigy mounds. These large earthen mounds took on abstract geometric shapes and more common shapes that represent animals. The effigy mounds vary considerably and cover several phases of development in the wider region. Most effigy mounds are located at high points adjacent to deep water, spanning the distance that covers the

three distinct realms of the Woodland culture universe: the lower world, middle world, and the upper world. Certain animals are symbolically associated with this tripartite division. As many as 4,000 such mounds have existed in Wisconsin, with 1,500 of them located in the four lakes area. The Ho-Chunk tribe asserts that they are the direct descendants of the Woodland society native to Wisconsin that built the mounds, and the four lakes area around Madison is a former cultural center of their historical society.

Mississippian people arrived in the area approximately 1,000 years ago. There is evidence of extensive conflict as arrowhead technology and palisaded settlements developed rapidly. It is likely that distinct tribes and intensive agriculture also developed during this period. Eventually, the Woodland and Mississippian combined in what is known as the Oneota, which, at the time of European contact in the seventeenth and eighteenth centuries, are described similarly to the Ho-Chunk tribe.

Partly due to European settlement and conflict, new tribes moved into Wisconsin from the east. This pressure brought conflict and disease, and the Oneota population



**ABOVE: Ho-Chunk Settlement Camp Site, 1207 Seminole Highway.** The south shore of Lake Wingra is the site of a number of effigy mounds. From the 1880s to 1920s, a Ho-Chunk settlement was also located on the present-day grounds of the University of Wisconsin Arboretum at 1207 Seminole Highway.



declined considerably. The Ho-Chunk tribe, who occupied western and south-central Wisconsin including what is now Madison, recovered as the center of a regional trade network in the late eighteenth century. The Ho-Chunk, initially known as the Winnebago, a name given to them by the Potawatomi tribe and Europeans, refer to themselves as Hoocaak, which has traditionally been interpreted as “People of the big voice or people of the parent language.”

By the early nineteenth century, the Ho-Chunk tribe’s population had reached nearly 3,000, and they occupied much of southern and western Wisconsin. Following a series of treaties, before, during, and after the Blackhawk War, the Ho-Chunk, led by chiefs White Crow and Whirling Thunder, were forcibly removed west of the Mississippi River beginning in 1832. When Madison and Dane County were established as part of the Wisconsin territory in 1836, there were Ho-Chunk settlements around the four lakes. The federal government attempted to remove them several times throughout the nineteenth century unsuccessfully. Many were forcibly moved in 1865 to a reservation established in what is now Nebraska. Others simply ignored the treaties and stayed or returned to Wisconsin as refugees. These people are presently divided into two federally recognized tribal groups: The Ho-Chunk Nation of Wisconsin and the Winnebago Tribe of Nebraska.

Ho-Chunk people were routinely mentioned by some of the first White inhabitants of Madison from the mid-nineteenth century on. Though they were certainly present, their story was not well documented. A policy of assimilation was adopted by the federal government in the late nineteenth century. The General Allotment Act (Dawes Act) of 1887 changed the ownership of tribal lands to individual owners of 80-acre parcels, selling many to White settlers in an attempt to expose native people to their culture. Schools were introduced with the explicit purpose of removing the cultural traditions of Native Americans.

A few Ho-Chunk returned to the City of Madison for work or an education, but inevitably remained tied to their homes further north and west in the state in places such as Black River Falls, Tomah, Wittenberg, and Nekoosa. Several Ho-Chunk camps persisted in and around Madison in the late nineteenth and early twentieth century. Settlement camps existed at the present University Bay, University of Wisconsin Arboretum, Vilas Park, Tenney Park, and Cherokee Marsh among others. However, little evidence of these settlements remains.

The early twentieth century witnessed the development of interest in Native American peoples on an academic and cultural level. Working on behalf of the Wisconsin Archeological Society and the State Historical Society, archeologist, and museum director Charles E. Brown led efforts to identify, map, and protect



**ABOVE: Charles E. and Bertha Brown House, 1126 Waban Hill.** While of Anglo-German heritage, Charles E. Brown devoted his career as director of the State Historical Society of Wisconsin Museum to the study and preservation of Indian culture and artifacts and was instrumental in identifying and protecting mounds in Wisconsin. He resided with his family at 1126 Waban Hill from 1915 to 1945.

mound sites in Madison and the rest of the state and educate the public as to their importance. He worked to interact with native peoples and the local Ho-Chunk in Madison specifically. As many as 80% of the mounds have been destroyed during the last 200 years by agricultural practices and urban expansion. In 1966, the National Historic Preservation Act was enacted at the federal level, and this was followed locally by the establishment of the Madison Landmarks Commission in 1970. During the following two decades, most of the remaining local effigy mounds were identified and protected. Mounds and mound groups can be found in Madison and the surrounding area, including in Burrows Park, Elm Side Park, Hudson Park, the Edna Taylor Conservancy, the Mendota Mental Health Institute grounds, Cherokee Park, Vilas Circle Park, Vilas Park, Forest Hill Cemetery, Edgewood College Campus, University of Wisconsin-Madison Campus (Observatory Hill, Picnic Point, Willow Drive, and Eagle Heights), the University of Wisconsin-Madison Arboretum, Spring Harbor school grounds, Governor Nelson State Park, Yahara Heights County Park, Indian Mound Park, Goodland County Park, and Siggelkow Park. In 1985, a Wisconsin state law was passed that prohibits the disturbance of burial sites.

The Society of American Indians met at the University of Wisconsin in 1914 for their fourth annual conference after being encouraged by Charles E. Brown. The first recognized native rights organization composed of Native Americans, the society

lobbied for a clarification of the legal status of Indian people and the right to litigate claims against the federal government. In 1934, the effects of the General Allotment Act (Dawes Act) were reversed with the passage of the federal Indian Reorganization Act, which encouraged tribes to form tribal governments and constitute political bodies to govern themselves. Critics of the act were successful in passing a resolution in 1953 that created the goal of terminating Indian reservations and relocating their inhabitants to urban areas offering some housing assistance and job training programs. Many Native Americans in Wisconsin took this opportunity, some of whom ended up in Madison; however, it effectively destroyed fifty tribes, including the Menominee, who underwent termination.

The 1960s and 1970s experienced an increase in Native American activism and an interest in cultural preservation that accompanied a national trend in favor of civil rights. In 1975, Congress restored tribal status to the Menominee, again recognizing the United States' Trust responsibility to them.

This tribal self-determination was bolstered by the introduction of gaming in 1992. In 1987, Wisconsin passed a referendum that approved of the creation of a state lottery. This created the threshold condition for the tribes to establish casinos on their land. Many tribes such as the Ojibwe, Mohican, and Potawatomi subsequently opened casinos. The Ho-Chunk tribe has developed six casinos in Wisconsin,



**ABOVE: Bayview Foundation Apartments & Community Center, 601 Bay View.** The Bayview Foundation Apartments were the first home for many Hmong refugees who settled in Madison beginning around 1975. It quickly became a center for the Hmong community in Madison.

including Ho-Chunk Gaming–Madison, established in 1999 on the far southeast side of the city. Gaming has proven to be very lucrative, providing economic and social benefits to tribal members, increasing economic strength and political and legal influence, and contributing to the overall welfare of and reinvestment in the tribe. Casinos have also become one of the most visible forms of the modern Native American community in Madison and throughout the state.

Presently, the Ho-Chunk tribe numbers approximately 8,000 people, half of whom live in the state, and owns 4,602 acres scattered across the state. Recent census data indicates that besides Ho-Chunk there are several other prominent tribes presently represented in Madison including Cherokee, Chippewa, Choctaw, Creek, Ojibwe, Dakota, Navajo, Menominee, Iroquois, Blackfeet, Apache, and South, and Central American Indians. The Ho-Chunk tribe is the largest locally, with 295 registered members of the tribe living in Dane County, of which approximately half live in the City of Madison. There are also nearly 700 Native American students at the University of Wisconsin. Native Americans make up approximately 1% of the total population of Madison and the surrounding region. They have not, during the city's history, lived in specific neighborhoods or areas in dense homogenous communities. Instead, native people have lived throughout the city and the surrounding communities in a dispersed fashion. Recent work of the Madison Community Foundation Grant and the Teejop Community History Project have supported interviews, museums, signage, businesses, and sites that record the history of native peoples.

## HMONG CONTEXT

Hmong people in Madison share a cultural heritage that has been traced to the first century in the hilly region that is now southern China. In the eighteenth and nineteenth centuries, the Hmong people, fleeing conflict and oppression in China, migrated south to Laos, northern Vietnam, and Thailand. Hmong people in Madison commonly identify modern-day Laos as their ancestral home.

In the twentieth century, Western Christian denominations proselytizing in Laos developed relationships in the region. Some Hmong communities cultivated a particularly close relationship with missionaries from the Christian and Missionary Alliance (CMA) Church, and missionaries cooperated to build church buildings and at least one school. CMA missionaries also helped develop the written Hmong language in the 1950s from a language that was previously only spoken.

In the 1960s, the American military recruited men of ethnic minorities in Laos, including Hmong, to join in battles against communist rule in the region. Between



30,000 and 40,000 Hmong soldiers and civilians were killed in battles and assaults that continued until 1973. To comply with the 1973 Paris Peace Accords, the United States military withdrew from the Laotian Civil War, also called the Secret War, which coincided with the more widely known Vietnam War. In the wake of the war, the communist Pathet Lao regime took control in the region and launched a campaign to capture or kill Hmong people who fought with American troops. While many Hmong men stayed in Laos to fight for their own land, most Hmong people, led by General Vang Pao, fled Laos to neighboring Thailand where they were concentrated in refugee camps.

Beginning in 1975, the United States honored the Hmong people's war-time alliance by adopting policies that offered the opportunity to immigrate to the United States. American policies regarding resettlement of Hmong immigrants were designed to favor settlement in locations that offered high potential for successful adjustment to a new and different culture. Although Wisconsin was not initially designated as a receiving state for Hmong immigrants, a relatively small number arrived in the state in 1975 and 1976 and settled in cities other than Madison.

In anticipation of the potential need for resettlement of more Hmong refugees in Wisconsin, the Division of Emergency Government created a new Resettlement Assistance Office to anticipate the aid they may need. By 1979, the federal settlement strategy had resulted in significant concentrations of Hmong people in nine states, including 2,000 to 2,500 who had settled in Wisconsin. Around 500 of those had settled in the Madison area, most of them in the Bayview Apartments (later Bayview Town Houses) and Wexford Ridge Apartments.

Under federal policy changes in 1979, Wisconsin was added as a major receiving state for Hmong refugees. State agencies and relief workers affiliated with Christian religious denominations began preparing for a dramatic increase in immigrant refugees. Leaving Laos, and then Thailand, to move to the United States was a harrowing and deeply emotional journey for many Hmong people. They would travel a great physical distance, but also a staggering cultural distance to settle in Wisconsin. It was expected that the new residents would need support in making the transition. At a national conference of Lutheran denominations at the St. Benedict Center in Middleton (now Holy Wisdom Monastery) in 1978, the chairperson of the International Rescue Committee asked attendees to respond to the expected urgent needs of refugees in the wake of fighting in Vietnam and Laos. At a similar conference one year later at the same venue, state representatives and officials involved in resettlement planning outlined policies that the state was implementing in preparation for a wave of new residents settling in Wisconsin.



**ABOVE: Neighborhood House Community Center, 29 South Mills Street.** *Neighborhood House Community Center helped find housing, employment, and child-care for Hmong immigrants beginning around 1975 and was place for the community to share cultural traditions, art, and food.*

The first dramatic increase in Hmong immigration happened during a three-year period from 1979 through 1981 when an estimated 43,000 Hmong people resettled in the U.S. That wave, plus secondary migration to Wisconsin from other states, brought about 10,300 Hmong people to the state. It is unclear how many settled in Madison during that period. A second wave of Hmong immigration to the U.S. happened from 1988 through 1990. This period brought more Hmong people to Madison. By 1988, 660 lived in Madison, and by 1990 there were 750.

Faith-based humanitarian service organizations and government agencies played significant roles in the resettlement of new Hmong residents in Madison. Catholic Social Service, Lutheran Social Services, and Dane County Department of Social Services were among the earliest agencies to offer resettlement services to Hmong immigrants, hiring Hmong staff to bridge the cultural gap as early as 1979. In 1980, Madison Metropolitan School District officials noticed an increase in students using their Hmong bilingual program and appropriated funding to hire their first Hmong-language teacher. Community Centers welcomed Hmong residents and offered assistance with overcoming common difficulties of resettlement: housing, transportation, health care, income, and opportunities to practice cultural traditions.

Having been displaced from their cultural homeland, it was important for new Hmong residents in Madison to maintain connections to their cultural heritage through traditional practices, foods, arts, and language. Hmong people collaborated with public museums, schools, libraries, and community centers to share their traditional arts and crafts. They showcased Hmong food, art, and cultural traditions at neighborhood festivals and street fairs in the 1980s and 1990s.

The late 1980s and early 1990s was a period when new Hmong residents demonstrated their resilience in overcoming the dramatic cultural differences. A Hmong public school counselor characterized the trend as “learning to live in two cultures and succeed in both.” Education had become an important force in the development of the Hmong community. Hmong women were enrolling in colleges and universities and obtaining advanced degrees. The first Hmong Madisonian to win public office was elected to the school board in 2001, a “breakthrough step for the Hmong community.”

As the number Hmong resident increased, so did manifestations of their cultural traditions. Horticulture is an important component of Hmong culture in Laos. Hmong immigrants brought cultural food traditions to Madison and converted their gardening proficiency to economic value. Many Hmong families who settled in Madison took advantage of public garden plots after 1985 when the Community Action Commission established a program to allow gardening on designated areas of public land. Some Hmong families bought land in rural Dane County to grow produce to sell at the Dane County Farmer’s Market, sometimes renting land to other gardeners. By the early twenty-first century, Hmong farmers were a significant component of the market.

Submitting to western medical practices was particularly challenging for Hmong people accustomed to treating illness with traditional herbal remedies and shaman healers. Hmong immigrants who studied western medicine became translators for Hmong people who needed medical attention in Madison. In the early twenty-first century, small Hmong-run businesses emerged to offer medical care to an increasing number of elderly Hmong residents. There was also a unique need for culturally relevant care for Hmong immigrants suffering from mental health issues related to traumatic evacuation from a violent homeland. Leaders in Madison’s Hmong community emerged who established places and practices to address these needs.

Traditional Hmong culture includes complex funerary rituals that take place over several days. Hmong residents of Madison have mostly held funeral rituals in private homes. A few professional funeral homes have made regular accommodations for the ceremonies, but the desire for a venue to consistently accommodate traditional

Hmong funeral ceremonies has not been realized. A section of Forest Hill cemetery has been designated for permanent interment of deceased Hmong residents, where relatives continue to carry out traditions to honor their ancestors.

Traditional Hmong culture includes an annual harvest celebration around the end of November when Hmong people celebrate the end of a growing season and look forward to the beginning of another. For Hmong people in Madison, as in many other American cities, the Hmong New Year celebration has evolved into a community-wide event to share and celebrate Hmong cultural traditions and history. Activities associated with some of the early Hmong New Year celebrations have been held at various public places in Madison including Reindahl Park, Brittingham Park, and West High School. In the twenty-first century, the event has been held in Exhibition Hall at Alliant Energy Center.

Hmong people have traditionally had animistic spiritual beliefs. In the twentieth century, many Hmong people adopted Christian religious practices in response to relationships with Western missionaries. Hmong converts to Christianity established congregations in Madison, often meeting in existing church buildings. About one-third of Hmong people in the United States practice Christianity, though the proportion is higher in some states. Hmong Christians belong to many denominations, but the largest number are members of the Christian Missionary Alliance Church.

Immigration of Hmong families to Wisconsin continued through the 1990s and into the twenty-first century. In 2000, Madison was home to 1,842 Hmong residents (of 2,235 in Dane County). In 2004, Thailand closed a large temporary shelter with about 15,000 remaining Hmong refugees. This brought another wave of Hmong immigrants to Madison. By 2010, 2,637 Hmong residents had settled in Madison (of 4,016 in Dane County). A large proportion of new Hmong residents during these decades settled in the long-established Hmong community at Bayview Town Houses.

## LATINO/A CONTEXT

The term Latino/a is a broad one, encompassing people belonging to multiple cultures, nations, and races across multiple continents. However, in the United States, the term has come to refer to those whose ancestry originates in the Spanish-speaking parts of the western hemisphere. Latino/a’s diversity includes significant populations of people from backgrounds such as Mexican, Puerto Rican, Cuban, Colombian, and many more. Latino/a have lived in and migrated to the United States for centuries. In terms of numbers, the Latino population of Madison has grown exponentially in the last three decades making them one of the largest



groups in the city.

Many, though not all, Latino/a have come to the Madison area as a result of migration for employment and opportunities for their families. Some of the earliest known Latino/a in the State of Wisconsin came to the area to take part in the fur trade. Some stayed and supported the American Revolution in the late eighteenth century, taking part in a raid on the British fort at Prairie Du Chien on behalf of the Spanish government. Some Mexicans immigrated to the state in the late nineteenth century, and the construction and maintenance of railroads continued to draw Mexicans in particular to the area. The first Spanish-speaking communities in Wisconsin appeared in the 1910s in Milwaukee, establishing institutions and religious organizations. Farm labor and manufacturing industries brought migrants from Mexico during the following decades. These migrants typically returned to Mexico, though some settled in the state, often in rural communities, continuing to work on dairy and vegetable farms. However, many of these migrants came into conflict with striking workers and were deported in the 1930s during the depression years.

The labor shortages of World War II and the following economic boom brought Mexican migrant workers back to Wisconsin. The federal Bracero Treaty of 1943 allowed for the temporary employment of migrants, mostly from Latin American countries. The program continued until 1964, and many of the migrants eventually brought their families and settled in Wisconsin. By 1950, census records indicate approximately 1,000 Latino/a living in the entire state; however, this is misleading since seasonal and temporary workers were not counted. Wisconsin, though it had plenty of jobs during the period, was not a favorable place for migrant Mexicans in particular, and Mexico sanctioned the entire state as a warning to its citizens that Wisconsin had poor working conditions and hostile relations.

Unlike Milwaukee and the small cities of southeast Wisconsin, the Mexican community was very small in Madison during the 1960s. Many of the arrivals to the city were college students with the exception of small Cuban and Puerto Rican communities. In addition to students, migrant farm workers of Mexican origin became common during this period in the rural areas around Madison. These workers organized the National Farm Workers Association and the Obreros Unidos as a part of a national movement of mostly Latino/a farm workers. They petitioned and marched to hold the food industry accountable for better working conditions for migrants. In 1966, a number of farm workers marched from Wautoma to Madison over five days in support of their goals.

The diversity of Latino/a is often overlooked. While many of the immigrants to Madison of Spanish-speaking origin are Mexican, other groups have also had an impact on the city's history. These communities often have different stories to tell.

The first known groups of Puerto Ricans came to Wisconsin in the 1940s, often in a migratory pattern intending to return to their home. However, many stayed and settled, usually in the larger cities of Milwaukee and Madison. During the post-war era, Puerto Ricans were often employed in unionized industrial jobs and integrated more seamlessly into the community. Cubans came to the area in the wake of the Cuban Revolution in 1959 and settled in Madison. This first wave of refugees was often well-educated and professional and fit in easily while maintaining their Cuban identity. A subsequent wave of Cuban refugees was expelled in the early 1980s. However, coming from lower socioeconomic standing, they had a more difficult time settling in and finding employment and services.

The Latino/a population of Madison began to grow in the early 1970s, though only slowly at first. More Mexicans began to settle out of migrant agriculture and find homes in the city. Many were American born and of Mexican descent, often referred to as Chicanos. Some became students at the University of Wisconsin and formed



**ABOVE: United Migrant Opportunity Services, 7-11 N. Pinckney Street.** United Migrant Opportunity Services (UMOS) opened a Madison branch office here in 1976 to advocate for migrant farmworkers and provide programs in child development, workforce development, and social services.

organizations like La Academia de la Raza and Movimiento Estudiantil Chicano de Aztlán (MEChA). These student organizations took part in protests in support of civil rights causes carried over from the experiences of many groups during the 1960s. The University of Wisconsin-Madison eventually developed a new Chicano and Latino Studies Department, coursework, and newsletters addressing issues faced by the Latino/a community. A lack of bilingual education in Madison schools appeared to significantly dampen outcomes for Latino/a students, and the community applied pressure to encourage bilingual staff throughout the 1970s and into the 1980s.

By the 1980s, a host of organizations existed to serve the growing Latino/a community. Organization de Hispano-Americanos, funded by the federal government, was one of the first agencies in the city to provide English language programming and aid through local community colleges. The United Migrant Opportunity Services (UMOS) worked with immigrants and migrants to provide financial assistance and guidance. Catholic churches such as the Holy Redeemer Catholic Church and St. Joseph Catholic Church held services in Spanish. Originally opened in 1983 with funding provided by the United Way of Dane County, Centro Hispano was established to serve incoming Cuban refugees and has since provided services to all Latino/a in the city. A series of Supermercados appeared across the city catering to the culinary needs of Latino/a groups. Many of these resources have existed on the south and east sides of Madison, especially at the periphery, nearest to where Latino/a settled.



**LEFT: Holy Redeemer Catholic Church and School, 128-142 West Johnson Street.** With a long history of serving immigrants in Madison, Holy Redeemer Catholic Church and School became the favored spiritual home of many Spanish-speaking Madisonians from many different backgrounds by the 1980s. Growing too large for earlier venues, local celebrations of the Feast of Our Lady of Guadalupe were held at Holy Redeemer for the first time in 1989. The school, previously closed in 1965, re-opened to serve the Latino community in the 1990s.

Legal immigration from Mexico and other Latin American countries has become, by many accounts, nearly impossible since the 1960s if one does not belong to the high end of the socio-economic spectrum. Many Latino/a immigrants have arrived in the United States undocumented. The total present number is estimated at about 11 million, half of whom arrived from Mexico. For many of these immigrants, coming to Madison for better opportunities for themselves and their families has not been easy, especially with the constant threat of deportation and having to exist in a semi-invisible legal state. During the 1980s and 1990s, approximately 63,000 Latino/a lived in Wisconsin, 65% of which were Mexican. Indeed, Mexicans are certainly the largest nationality among Latino/a, and their population and culture can often seem dominant.

Among the 15,948 Latino/a currently living in Madison, nearly 7% of the total population, 10,558 are identified as Mexican, 1,165 are Puerto Rican, 299 are Cuban, and there are significant number of Dominicans, Guatemalans, Hondurans, Nicaraguans, Salvadorans, Argentineans, Chileans, Colombians, Ecuadorians, Peruvians, and Venezuelans. Presently, Latino/a are the second largest and the fastest growing ethnic minority population in the state and in Madison, growing nearly 50% since 2000. Over 20% of the student body in Madison schools identify as Latino/a. Latino/a are not limited geographically to a specific part of Madison, but instead live in every neighborhood. However, many of the recent immigrants of the Latino/a community have settled along the periphery of the city on the south and east sides of the city.

## LGBTQ CONTEXT

There is no doubt that queer people have lived in Madison since the city's formative years. Few, if any, of those early Madison residents lived in open recognition of their relationships or their identity. Doing so meant facing substantial social and economic risks. As early as 1836, when the laws of the Wisconsin Territory were inherited from the Michigan Territory from which it was cleaved, any person in Wisconsin could be arrested, fined, or imprisoned for engaging in or being suspected of engaging in "unnatural" sex acts, even in the privacy of their own homes. These state statutes were known as sodomy laws because they specifically targeted only sex acts defined as sodomy.

The legal jeopardy faced by sexually active queer people intensified in the 1920s. The Supreme Court of Wisconsin, in a 1926 case, upheld a conviction of a couple caught in an act of sodomy after the warrantless entrance of their home by police. In a 1928 case, the court affirmed a conviction for sodomy based on uncorroborated



testimony of a sexual partner. This unequal treatment under the law forced LGBTQ people to choose between living in open recognition of their identity and living with full access to the law, economy, and society. During this period, most LGBTQ people chose to conceal their true identities from employers, schools, religious communities, business associates, friends, and, in many cases, families in order to avoid social marginalization or a debilitating criminal record that often allowed public scrutiny of their lives against their will. The statutes were silent on similar non-procreative sex acts involving females until 1955 when they, too, were explicitly outlawed.

In the 1940s police in Madison were enforcing the state's sodomy laws by arresting men suspected of engaging in sexual activity with other men. In the fall of 1944, police in Madison arrested a ring of gay men on morals charges. In the summer of 1948, Madison and University of Wisconsin police raided a home after questioning a 19-year-old man who produced an invitation to a party at that address. Police arrested the two residents on morals charges under Wisconsin's sodomy law. Follow-up investigations resulted in charges against twelve other men. Private gatherings at houses such as this were a common method of socializing, networking, and organizing in the LGBTQ community at a time.

Wartime and sexology research in the late 1940s combined to raise academic and popular interest in sexual minorities. Historians credit the social upheaval of World War II with making LGBTQ people more visible to each other and other Americans. Then in 1948, just three years after the end of the war, Alfred Kinsey and his team of sex researchers at Indiana University published the first of two reports on their ground-breaking studies of human sexuality. The 1948 report on male sexual behavior (a similar report on female sexual behavior was published in 1953) suggested that homosexuality is within the range of normal human sexual behavior and, thus, not a pathology or a deviation. Initially, Kinsey's research was controversial among the psychiatry profession, and homosexuality continued to be widely defined as a mental disorder.

In 1947, the state legislature enacted a Psychopathic Offender Law that permitted the institutionalization for treatment of any sexual psychopath, whether or not the person had committed a crime. It was replaced a few years later by the Sexual Deviate Act that focused on punishing acts of sodomy, but more overtly defined perpetrators as sexually deviant. Characterizations of LGBTQ people as deviant and psychopathic were generally supported by the psychiatric profession who largely embraced theories of pathology and emotional immaturity to explain homosexuality. These theories presumed that homosexuality could be cured through psychotherapy or behavioral treatments. Homosexuality was included in the first edition of the Diagnostic and Statistical Manual of Mental Disorders (DSM) in 1953.



**ABOVE: St. Francis House Episcopal Student Center, 1011 University Avenue.** The St. Francis House Episcopal Student Center was the site of the first group to organize and publicly advocate for LGBTQ civil rights in Wisconsin in 1969 and the home of many of Madison's leading LGBTQ organizations during the 1970s and 1980s.

The 1950s saw the emergence of a period of progress toward LGBTQ civil rights known as the Homophile Movement, when awareness of LGBTQ people and the injustice they faced continued to grow. The Wisconsin State Journal ran a regular column by Dr. George W. Crane from 1941 to 1955. Crane consistently employed the theory of emotional immaturity when answering questions from readers about homosexual issues, asserting to Madison readers that homosexuals could be re-educated. The Journal began running a similar advice column by Ann Landers in 1958. Landers' advice about homosexuality acknowledged disagreements among psychologists, sociologists, and criminologists, but stopped short of siding with professionals who argued that homosexuality is within the bounds of normal. Homosexuality was removed from the DSM in 1973, when a majority of the psychiatric profession tilted against the theory embraced by Crane.

Wisconsin's sodomy laws continued to affect the lives of queer people in the 1960s and policing on gay matters was still occurring. Gay people were not safe even on the Madison campus of the University of Wisconsin. In 1962, the university's Dean of Men felt that graduating gay men would reflect poorly on the school. He employed the resources of the university's Police Department to identify and question male students suspected of being gay. Many gay students were expelled, threatened with expulsion, or withdrew voluntarily during a period labelled the Gay Purge.

Perhaps encouraged by civil rights activism organized by groups in other American cities, LGBTQ people in Madison asserted rights that had long been denied them. Simply being who they were in public was one of those rights. Some bars and cafes offered tolerance and discretion, particularly to gay men, but did not advertise it lest they attract unwanted attention from police or homophobic customers. Travel guides, such as the Lavender Baedeker and International Guild Guide, relied on advice from their readers about bars and restaurants where gay travelers might be welcome and listed several Madison bars in the early and mid-1960s.

The Stonewall uprising in New York City in late June of 1969 sparked a nationwide wave of organization and activism known as the Gay Liberation Movement that continued into the 1970s and 1980s. Within a few months of Stonewall, organization of Madison's LGBTQ community shifted from informal gatherings in private homes to formalized organizations and public advocacy for equal rights. The Madison Alliance for Homosexual Equality (MAHE), founded in October 1969, was the first group to organize and publicly advocate for LGBTQ civil rights in Wisconsin. Besides the palpable need for legal reforms, there was a pent-up need in the early 1970s for organization, information sharing, community building, and socializing without the risks of harassment. Crossroads of Madison established the Madison Gay Center in 1973, the first gay community center in Wisconsin.

On the political front, several LGBTQ candidates entered public service in the 1970s. LGBTQ groups in Madison gained legal ground in 1975 when the Common Council adopted amendments to the city's 1963 Equal Opportunities Ordinance that added sexual orientation to the classes of people against whom discrimination was prohibited. It was the first such municipal ordinance in Wisconsin and one of the earliest in the nation. In February 1982, Governor Dreyfus signed the "Wisconsin Gay Rights Bill" Chapter 112 of Wisconsin Law, prohibiting discrimination in employment, housing, and public accommodations on the basis of sexual orientation, becoming the first state in the country to enact such a law.

By the 1980s, the Gay Liberation Movement in Madison had made significant progress in establishing places to support LGBTQ community and culture and increase the visibility of LGBTQ people. Visibility, it was argued, would help counteract negative portrayals and perceptions of queer people. Coming out would help break down stereotypes, challenge prejudice and discrimination, and normalize queerness. At a time when the AIDS crisis was forcing visibility on the LGBTQ community by striking gay men disproportionately, positive visibility meant increased empathy for and attention to the crisis from the public, government agencies, and medical profession.



**ABOVE: University YMCA, 306 Brooks Street.** *The University YMCA was a center of the Gay and Women's Liberation Movements in Madison as it hosted a variety of social, organizational, therapeutic, and publishing activities by some of Madison's leading LGBTQ and Womens organizations during the 1970s and 1980s.*

The 1990s had a decentralizing effect on Madison's LGBTQ community, as the community was enjoying wider tolerance and integration than in previous decades. In the early twenty-first century, LGBTQ people have made significant progress toward visibility and acceptance in the broader Madison community. LGBTQ people routinely run for and are elected to local public office. The annual LGBTQ Pride parade has continued to attract large crowds of queer people and friends. OutReach LGBTQ Community Center has become the leading organization supporting and connecting LGBTQ people in the community. LGBTQ bars and dance clubs have continued to come and go and are advertised widely without ambiguity. Madison's public school district has invited gender and sexuality alliance groups into the schools. Many teams, clubs, and groups continue to serve the wide range of interests of the LGBTQ community at all age, income, and ability levels.

## WOMEN CONTEXT

Women have been in the four-lakes region since Paleo-Indian cultures first settled here thousands of years ago. Archaeological records suggest that women in southern Wisconsin were miners, traders, farmers, civic leaders, and partners in domestic routines. During Wisconsin's territorial era from 1787 to 1848, women arrived with



the migration of European fur traders and settlers moving west of the Great Lakes. Though women often shared the physical burdens of frontier settlement, they were outnumbered by men and did not have the same rights as men under the law or under traditional cultural gender roles.

Drafting of Wisconsin's constitution was done without input from Wisconsin women. Provisions granting women legal right to their own personal property and wages earned were discussed and eventually excluded from the constitution when it passed in 1848. Married women had no legal right to their property, custody of their children, protection from spousal abuse, and women did not have the right to vote to change these laws. Two years later, in 1850, the Wisconsin legislature passed a constitutional amendment granting women legal possession of their own property. However, the provision was severely curtailed by subsequent court rulings that narrowly interpreted it.

Women gained limited access to education in the 1840s and 1850s. The earliest schools to which women were admitted were privately run and only admitted women. While girls were allowed to attend the earliest public primary schools, college education was largely unavailable to women. The University of Wisconsin first admitted women in 1860, to a ten-week course in the Normal Department.

Women also began to organize and advocate for equal rights and protections under law. Groups coalesced to focus primarily on temperance and suffrage. The temperance movement in Wisconsin sought policy changes that would limit the consumption of alcohol and in turn reduce instances of violence against women that often resulted from excessive alcohol use. Wisconsin already had a law, passed in 1859, prohibiting alcohol consumption on Sundays, but it was seldomly enforced in Madison. In the early 1870s, temperance groups lobbied for new legislation and new local ordinances to limit alcohol consumption, but the city's large and influential German population lobbied against their efforts and prevailed. By the end of 1873, thirty cities in Wisconsin, including Madison, had organized temperance campaigns.

The Wisconsin Women's Suffrage Association was founded in 1869 in Milwaukee, boosted by a visit to Madison by leaders of the young national movement who addressed a session of the state legislature. After more than a decade of organizing women state-wide, the group persuaded the state legislature to pass legislation in 1885 allowing women to vote on school matters. The provision suffered setbacks in Wisconsin courts, but it was an important step in a long struggle for equality for Wisconsin women that would last well into the twentieth century.

In the later years of the Progressive Era, Wisconsin women finally won major victories for which they had been fighting for decades. Their advocacy for the



**ABOVE: Barnard Residence Hall, 970 University Avenue.** *The University of Wisconsin constructed Barnard Residence Hall in 1912 as a female dormitory, connected to Lathrop Hall and the old Chadbourne Hall as a women's "quad." The hall housed only women until 2001.*

prohibition of alcohol culminated in the adoption of the eighteenth amendment to the United States Constitution in 1919 which prohibited the manufacture, sale, and transportation of intoxicating liquors. In 1920, after more than a half-century of activism, suffragists won nationwide voting rights for women in the form of the nineteenth amendment. Wisconsin was the first state to ratify it. In 1921, Wisconsin also became the first state to adopt an equal rights law which granted women "the same rights and privileges under the law as men in the exercise of suffrage, freedom of contract, choice of residence for voting purposes, jury service, holding office, holding and conveying property, care and custody of children, and in all other respects."

In the wake of these advancements, women rushed into the job market in the 1920s when new labor laws requiring a minimum wage for women and limiting the number of hours they could be required to work made it attractive for them to enter the workforce. Many women who had filled job vacancies left by men during World War I stayed in the job market after the war was over. In 1920, more than 32% of Madison women over the age of sixteen worked outside the home. However, many working women in Madison lost jobs during the Great Depression. Work programs coordinated by the federal government and state work-relief agencies primarily targeted men. In the early years of the Depression, a debate raged in Madison over whether married women who worked were taking jobs from men who were

expected to provide for families. The debate was stoked by a 1931 proposal by a state legislator to terminate married women employed by state agencies, hundreds of whom lived in Madison. The debate continued through the remainder of the Great Depression, and, in 1939, a member of the Dane County Board of Supervisors sought a similar measure for women employees of the county. The Madison Board of Education also had a policy in the late 1930s of refusing to renew contracts of married women teachers who did not have tenure. The Wisconsin Attorney General's office determined the policy to be unconstitutional in 1939. Wisconsin Governor Julius Heil revived the policy again in 1940, but this time faced public ridicule in *The Capital Times* for suggesting it. Despite the sentiment against the practice, the Madison Board of Education continued its policy until 1942.

World War II brought more women out of traditional domestic roles and into the workplace than ever before. However, as the war came to an end, working women were widely expected to step aside and let returning veterans, predominantly men, return to the work force. Initially, the number of employed women declined nationwide, but employment figures show a sharp increase in the number of women working after 1947. By 1950, the percentage of employed women had returned to wartime peaks, and there were numerous clubs, seminars, and conferences in Madison aimed at helping women prepare for and succeed in professional careers.

The emergence of the second wave of feminism in the 1960s coincided with the American civil rights and anti-war movements. Several things coalesced into a renewal of the women's movement: a pervasive phenomenon of fatigue in the lives of American women was identified in several books, the birth control pill was approved for use by the Food and Drug Administration in 1960, and Civil Rights Act which prohibited discrimination based on sex was adopted in 1964.

Astute political leaders who saw the emerging cultural shift convened panels to identify and advise them on how to address the issues of inequity. President John F. Kennedy created a Commission on the Status of Women in 1961 which influenced Wisconsin Governor John Reynolds to establish a state-level Commission on the Status of Women in 1964. The state commission coordinated conferences in Madison and other Wisconsin cities, lobbied state legislators to correct inequities in state laws, and compiled lists of women qualified for appointed seats on state boards and commissions.

The National Organization for Women (NOW) was co-founded in 1966 by Betty Friedan and 49 others, including Madison educator and activist Dr. Kathryn F. Clarenbach who was installed as its first chairperson. NOW struck a nerve with American women and quickly became the leading women's rights organization in

the country. Less than a year after the organization was founded, membership had reached about 900. Wisconsin, along with California and New York, was one of the organization's early centers of gravity in 1967 when the Madison chapter was officially formed.

The University of Wisconsin's institutional response to the women's liberation movement was initially peripheral. For example, in 1970, a University of Wisconsin Extension specialist in women's education developed a four-session course on the movement itself. University regents made it a system-wide policy in 1974 that all University of Wisconsin institutions initiate a Women's Studies program. The following year, University of Wisconsin-Madison hired the first director of the Women's Studies program. In 1981, the campus established a graduate program in women's history.

By the late 1970s, the movement had become multifaceted and complicated to address an increasing number of special-interest issues. In 1979, Governor Lee Dreyfus disbanded the state's 30-member Commission on the Status of Women and replaced it with a single staff person, accusing the Commission of not representing the breadth of women's ideas in the state. In response, leaders established a



**ABOVE: Kathryn F. and Henry G. Clarenbach House, 2229 Eton Ridge.** Kathryn Clarenbach was a prominent advocate for women's rights and education in Wisconsin during the 1960s and 1970s. She co-founded the National Organization for Women (NOW) in Washington, D.C. in 1962. She resided with her family at 2229 Eton Ridge from 1960 until her death in 1994.

framework for a new state-wide coalition of women's organizations. The Wisconsin Women's Network (WWN) could prioritize issues, bring together a group of member organizations willing to act on the issue, and, from that group, build a task force to confront the unique aspects of the issue. Older organizations promoting equality and rights for women enjoyed new relevance, and new organizations emerged to focus on specific issues. By 1981, WWN had 58 member organizations and task forces on issues such as domestic abuse, Wisconsin's marital property laws, the criminal justice system, health and social services, media, reproductive rights, and child care.

NOW was still the dominant organization for women's rights and equality. It was characterized as the nation's largest and richest feminist organization, with 950 chapters, 220,000 members, and an annual budget of \$13 million. NOW led the effort to persuade states to ratify the Equal Rights Amendment (ERA) to the U.S. Constitution in both 1972 and 1982. The Madison chapter followed suit, often holding monthly meetings to stage consciousness-raising and recruitment events and lobby for progressive legislation. Wisconsin promptly ratified the amendment in 1972. However, several states have yet to do so, keeping the amendment in limbo for the last 47 years. NOW and other women's organizations in Madison continued to draw attention in the 1980s to sexist public policies, pay equity for women, gender equity in the workplace, and to defending women's right to abortion against growing attempts by states to limit it.







# 3 GOALS, OBJECTIVES & STRATEGIES

The goals, objectives, and strategies for preservation contained in this chapter reflect a strong intent to showcase Madison’s unique identity, promote and educate the public on the values of historic preservation, and guide policy and preservation through an inclusive process. Madison’s established historic preservation program incorporates many activities to identify, promote, and protect the community’s historic resources. The current preservation activities are listed in Appendix B and are organized based on the goals and objectives described in this chapter. Those current activities combined with the new strategies recommended below provide a comprehensive framework for the future of Madison’s historic preservation program.

Based on the Community Value Statements established at the beginning of the planning process, goals are the overarching statement of intent, objectives are more specific intent statements expanding upon the overall goal, and strategies are the actions to implement the objectives. All statements have been evaluated and revised through a series of public input activities, Historic Preservation Plan Advisory Committee, and City staff review meetings.

...showcase Madison’s unique identity, promote and educate the public on the values of historic preservation, and guide policy and preservation through an inclusive process.

OPPOSITE: Pierce-McDonnell House, 424 North Pinckney Street

## CURRENT PRESERVATION ACTIVITIES

*full list in Appendix B*

Walking Tour Brochures

Landmark Plaques on designated landmarks

Zoning Policies

Annual Report of Certificate of Appropriateness approvals

Living History Project at Madison Public Library

Historic Preservation Ordinance

Tax Incremental Financing Programs for owner occupied building rehabilitation

Certified Local Government grants

Facade Improvement Grant Program

## GOAL 1: PROMOTE HISTORIC PRESERVATION IN MADISON

Madison is rich in historical buildings, sites, and character. Promoting the values and benefits of historic preservation is vital to telling the story of Madison's past while encouraging the continued protection of buildings and places that are part of the cultural history. The city already has a variety of strategies that promote historic preservation, including walking tour brochures and landmark plaques, but a wider audience can be reached with additional tools and events. Engaging the public can be done through a variety of ways from online resources and media to interactive activities and tours. Objectives and strategies to support this goal are listed below and also included in the implementation chart in Chapter 4.

### OBJECTIVE 1a: PROMOTE CULTURAL TOURISM AND CIVIC PRIDE BY SHARING MADISON'S UNIQUE CULTURE AND CHARACTER.

#### STRATEGIES:

##### **1a-i. Place plaques at existing buildings and places, lost buildings, and cultural sites to identify significant historical events and locations.**

Buildings and places should emphasize the actions and events associated with underrepresented groups including Native Americans, Latino/a, African Americans, Hmong, LGBTQ, and women.

##### **1a-ii. Locate storytelling plaques at cultural and historical buildings and places throughout the city.**

Signage can assist in the promotion and understanding of Madison's unique culture and character. The buildings and sites can be identified on walking tour maps, social media, and online resources.

##### **1a-iii. Develop tourism marketing and branding materials that highlight historic attractions in the city.**

Use smart technology, alternative transportation tours (vans, bike, boats, etc.),



*Brittingham Boathouse, 617 North Shore Drive*

and public ceremonies to showcase existing and new landmark designations and the ongoing importance of historic preservation. Marketing strategies should be in a variety of forms – maps, graphic information fliers, online resources – and in different languages.

### OBJECTIVE 1b: CELEBRATE SOCIAL HISTORY ALONG WITH BUILDINGS, PLACES, AND CULTURAL LANDSCAPES

#### STRATEGIES:

##### **1b-i. Create story sharing events, local and city-wide, that allow people to learn about Madison's social history.**

Details of historic buildings and places can be the focus of the events. A variety of events and media should be utilized to reach a broad audience including: neighborhood story sharing nights, radio talk shows, podcasts, and online videos. Events should be broadcast in different languages.

##### **1b-ii. Sponsor a Historic Preservation booth at local events with brochures, educational graphics, and resources.**

City staff, neighborhood ambassadors, and volunteers can explain the unique aspects of features representing Madison's diverse history and the benefits of preserving them.

## OBJECTIVE 1c: SHARE STORIES OF PLACES THAT HAVE BEEN LOST WHILE ALSO LOOKING FORWARD.

### STRATEGIES:

#### 1c-i. Create an exhibit of lost buildings and places that can be shared at different locations across the city and online.

Signage can be located on sites where a building or landmark was lost, with a link to more online information about the property and other historic topics. The exhibit can be a traveling resource or located in a place that experiences significant public viewing opportunities.

#### 1c-ii. Produce historic preservation social media sites.

Sites can provide easily accessible online resources where people can post or share historic items. Materials and photos may not be verified for accuracy, but will provide an outlet for people to share and view historic preservation photos, artifacts, and stories.

#### 1c-iii. Create story sharing events about buildings and places that have been lost.

A variety of events and media should be utilized to reach a broad audience including: neighborhood story sharing nights, radio talk shows, podcasts, and online videos. Events should be broadcast in different languages.

## OBJECTIVE 1d: PROMOTE BEST PRACTICES IN HISTORIC PRESERVATION WITHIN CITY-OWNED BUILDINGS AND PLACES.

### STRATEGIES:

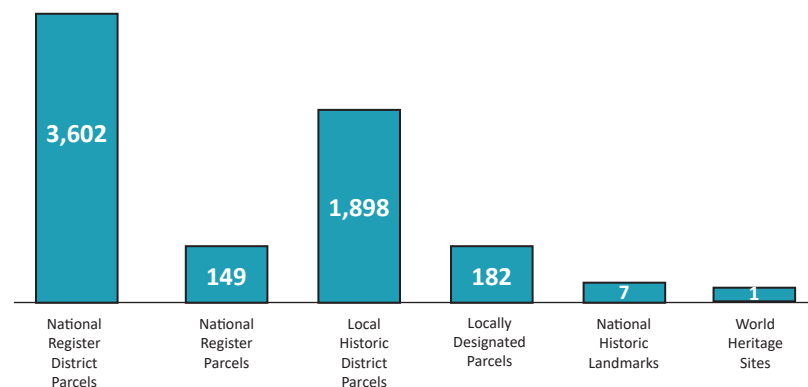
#### 1d-i. Coordinate an urban design program to visually promote City-owned historic buildings and places.

The program could include online resources about buildings and districts, walking tour brochures, street signs that identify historic districts, or signage on or in city-owned historic buildings. Unique logos or colors could be used signify the historic amenities.

#### 1d-ii. Publish a list of City-owned historic buildings and places, maintain these resources and provide public access.

Allow the public to experience and learn about the physical improvements and preservation of historic public buildings and places. Public access could be made available during public or private events, during regular public hours, or by appointment.

### CITY OF MADISON DESIGNATIONS



## GOAL 2: PRESERVE BUILDINGS AND PLACES THAT REPRESENT ARCHITECTURE, EVENTS, AND PEOPLE IMPORTANT TO MADISON'S HISTORY

Diverse people, architecture, and activities all contribute to the culture and character of cities. Madison's unique identity and history includes significant buildings, places, events, and diversity of people. Buildings and places associated with historical events should be preserved and utilized to illustrate the stories and impact on the city's development. Proposed strategies build on the city's existing historic preservation ordinance and programs to strengthen the protection of Madison's history. Objectives and strategies to support this goal are listed below and also included in the implementation chart in Chapter 4.

## OBJECTIVE 2a: REPRESENT THE HISTORY OF MADISON'S DIVERSITY.

### STRATEGIES:

#### 2a-i. Determine which types of buildings and places are underrepresented in the current historic resources inventory.

Complete the surveys recommended in Appendix A and use the results of the Underrepresented Communities Historic Resource Survey Report and this plan to inform prioritization for preservation programs and historic designation for missing properties and places. Enter the survey results in the Wisconsin Historic Preservation Database.

#### 2a-ii. Create story sharing activities, local and city-wide, that highlight Madison's past and current diversity.

Cross-cultural roundtable discussions could explore the city's diverse architecture, places of significant events, and variety of people and cultures. Emphasis should be on underrepresented groups including Native Americans, Latino/a, African Americans, Hmong, LGBTQ, and women. Events should be shared in different languages and at varied locations across the city.

## OBJECTIVE 2b: ENSURE GOOD STEWARDSHIP OF HISTORIC BUILDINGS AND PLACES.

### STRATEGIES:

#### 2b-i. Adopt a city policy regarding the use of historic preservation easements on landmark-eligible properties the city sells to ensure the properties are protected.

Evaluate what building features could be unique elements to restore or protect. Work with the Landmarks Commission to determine if the property should have an easement applied. Although the city sometimes does this now, the process could be clarified and formalized.

#### 2b-ii. Provide "do-it-yourself" training workshops about historic preservation techniques.

Workshops should assist current and future property owners understand the unique aspects of historic buildings. Specific topics could include unique materials, windows, roofing, flooring, etc. Explore teaming with local builders, architects, contractors, and building supply stores to develop and advertise the events.

#### 2b-iii. Consider a city-wide building protection policy for historic buildings that are adjacent to construction projects.

Focus should be on movement and vibrations occurring from adjacent construction projects that could negatively impact the historic building or structure.

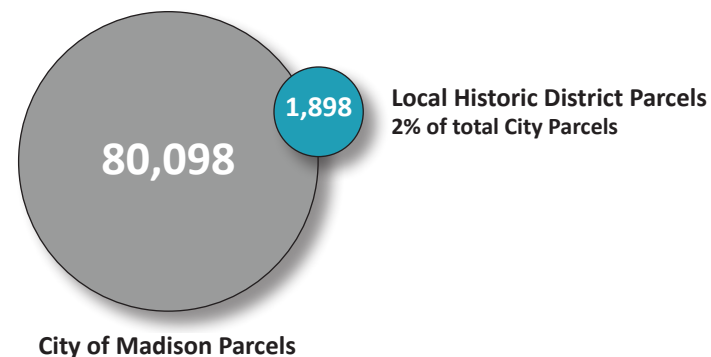
## OBJECTIVE 2c: PROTECT HISTORIC BUILDINGS AND PLACES THAT ARE DETERIORATED OR THREATENED BY DEMOLITION.

### STRATEGIES:

#### 2c-i. Require demolition permit documentation to be strengthened and expanded.

Define specific documentation/photograph requirements for buildings to be demolished. Review criteria and evaluation for demolition requests for historic buildings, including whether the request is the result of demolition by neglect.

### PARCELS IN LOCAL HISTORIC DISTRICTS





**2c-ii. Develop a “Top 10 Historic Buildings and Places to Preserve” exhibit or program.**

Use the program to identify buildings that are vacant or neglected and could be a candidate to preserve. The exhibit can be a traveling resource or located in a place that provides significant public viewing opportunities.

**2c-iii. Work with professional organizations to create a Disaster Response Plan and Assistance Program for historic resources.**

Emphasis should be on pre-disaster mitigation, prevention, and relief to assist property owners. Coordinate with American Institute of Architects (AIA Wisconsin) to recruit historic preservation professionals to assist pre and post-disaster planning. Allow fast-track design review and grant application review for property owners who create and implement a plan.



*Klueter Wholesale Grocery Warehouse, 901 East Washington Avenue*

## **GOAL 3: PROMOTE HISTORIC PRESERVATION AS PART OF ECONOMIC DEVELOPMENT**

The rehabilitation of historic buildings has a significant economic impact on neighborhoods and cities. Increased property values, construction jobs, and catalytic investment are a few examples of how historic preservation can create value. Historic neighborhoods have proven to retain property values and can serve as retail and social gathering places. Building reuse can provide an affordable alternative to new construction for both residential and commercial uses, making it a sustainable and attractive option for property owners and investors. Existing financing tools, grants, and tax credits are supplemented with proposed strategies to expand the opportunity to make historic preservation even more advantageous. Objectives and strategies to support this goal are listed below and also included in the implementation chart in Chapter 4.

### **OBJECTIVE 3a: PROMOTE SUSTAINABLE ECONOMIC GROWTH BY INTEGRATING REUSE, PRESERVATION, AND NEW DEVELOPMENT.**

#### **STRATEGIES:**

#### **3a-i. Develop a database of properties that are eligible for historic tax credits.**

Use the database to inform property owners and developers of the opportunity to preserve and reuse identified buildings. Include the database as part of online resources that are easily updated and visible to the public.

#### **3a-ii. Encourage adaptive reuse as an affordable housing option.**

Reuse of buildings into residential properties is usually less expensive than new construction and can reduce vacancies, provide affordable ownership and rental options, and can spur additional rehabilitation in neighborhoods. Continue to use tax incremental financing as a tool to support owner occupied building rehabilitation where appropriate.

**3a-iii. Identify and publicly list vacant lots within historic districts where appropriate construction would support neighborhood character**

Document the permitted uses consistent with Downtown Plan, neighborhood plans, and where historic preservation could benefit the neighborhood or district.

**3a-iv. Promote and document how good design is good for business development and retention**

Highlight design strategies for new construction and the rehabilitation of existing buildings that have added economic, social, and environmental value to neighborhoods and the city.

**OBJECTIVE 3b: IDENTIFY INCENTIVES AND FINANCIAL RESOURCES AND ALLOCATE FUNDING FOR HISTORIC PRESERVATION PROJECTS.**

**STRATEGIES:**

**3b-i. Identify and provide grants for condition assessments, historic structures reports, and other professional historic preservation services for historic properties**

Utilize the grants to promote preservation of buildings and places. Additional funding sources may lead to more buildings being preserved and reused, and more catalytic investment in neighborhoods.

**3b-ii. Dedicate demolition permit fees to help fund programs related to historic preservation.**

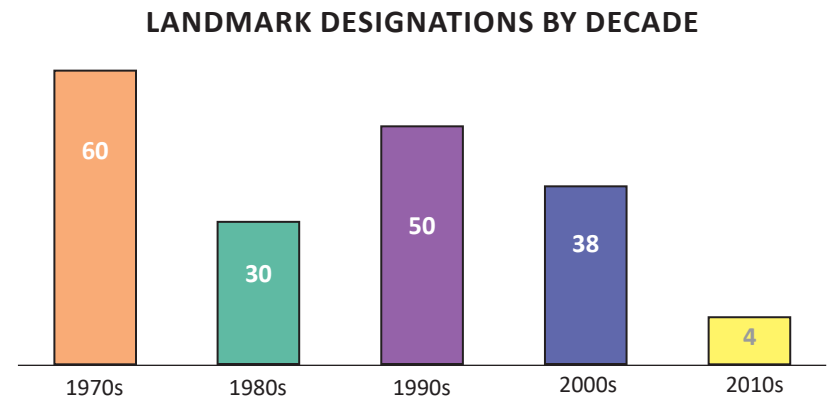
Work with the city to establish a process for allocating all or specific demolition fees to historic preservation planning efforts, building rehab, city purchase of historic buildings or places, or ongoing maintenance of city-owned historic buildings.



*Orton Park, 1103 Spaight Street*

**3b-iii. Develop a revolving loan program that can be used for private rehabilitation and property acquisition for historic preservation projects.**

Utilize the loan program to promote historic preservation. Additional funding sources may lead to more buildings being preserved and reused, and more catalytic investment in neighborhoods.







**3b-iv. List local, state, and federal funding sources on the City’s Historic Preservation website.**

Provide links to historic preservation resources, studies, and organizations that may have additional funding ideas.

**OBJECTIVE 3c: MEASURE NEIGHBORHOOD AND COMMUNITY BENEFITS FROM HISTORIC PRESERVATION.**

**STRATEGIES:**

**3c-i. Prepare an annual impact study of historic property investments in the city.**

Utilize the study to showcase the benefits of preservation including property values and non-financial benefits to the neighborhood and city. The document should include the impacts of the State and Federal Historic Tax Credit such as benefit to adjacent properties, jobs generated, sale price comparisons, and days on market.

**3c-ii. Establish a database that documents the base assessments of historic preservation properties and projects.**

Having a base assessment will allow the city to track changes in value.

## **GOAL 4: COORDINATE MUNICIPAL POLICIES TO PROTECT HISTORIC RESOURCES**

Clear and consistent policies will make it easier to encourage preservation of Madison’s historic buildings and places. Many municipal policies and processes can be confusing to the general public and property owners, therefore the policies and processes should be reviewed to ensure a clear and transparent historic preservation procedure. Easily accessible policies and online information can add to the success of existing city ordinances, regulations, and codes. Objectives and strategies to support this goal are listed below and also included in the implementation chart in Chapter 4.

**OBJECTIVE 4a: COORDINATE EFFORTS AND REGULATIONS AMONG CITY PLANS, POLICIES, ORDINANCES, AND DEPARTMENTS.**

**STRATEGIES:**

**4a-i. Coordinate historic preservation recommendations and policies among departments and agencies.**

The policies and recommendations in this plan should guide the work of all City of Madison agencies in matters of historic preservation and serve as a basis for ongoing training for policymakers and staff. A matrix listing city historic preservation regulations, design guidelines, and other rules or standards that may impact historic preservation projects, along with designated departments or special processes should be created and posted on the city’s website so it is easily accessible.



*Oscar & Mary Rennebohm House, 3906 Cherokee Drive*



**4a-ii. Include underrepresented community members in the design and construction of city owned resources.**

Review inclusion of underrepresented community members for city projects.

**4a-iii. Develop a document that outlines the development proposal review process and criteria for historic properties to educate staff, departments, committees, and the public.**

Clear procedures will provide staff efficiency and inform property owners and commissions on the approval standards for each step of the process.

**4a-iv. Evaluate and prioritize staff capacity to implement recommendations of this Plan.**

Regularly review staff resources to prioritize existing and proposed preservation activities.

**OBJECTIVE 4b: FACILITATE AND COORDINATE PRESERVATION EFFORTS WITH OTHER GOVERNMENTAL AND COMMUNITY ENTITIES.**

**STRATEGIES:**

**4b-i. Collaborate with other historic preservation commissions, historical societies, tribal groups, and related groups to explore and promote historic preservation.**

Outline common interests, mutual benefits, value of historic sites, and share historical data and research. Coordinate with Ho-Chunk tribal government and other agencies who promote preservation.

**4b-ii. Encourage building rehabilitation programs that focus on historic properties.**

Work with groups, such as Habitat for Humanity, who are working in the neighborhoods and could integrate historic properties into their existing programs or develop new programs. Programs could provide incentives for preservation.

**4b-iii. Collaborate with local area and regional technical colleges to develop trades and skills necessary for historic preservation.**

Classes could be integrated into existing degrees or new certifications. Expanding the number of people who understand the unique skills and techniques of historic preservation is necessary as current contractors may near retirement.

**OBJECTIVE 4c: INTEGRATE HISTORIC PRESERVATION AND ENVIRONMENTAL SUSTAINABILITY POLICIES.**

**STRATEGIES:**

**4c-i. Include building reuse as a sustainable strategy in city plans and policies.**

The “greenest” building is the one already built and city policies should generally prioritize reuse over demolition. Encourage salvage and reuse of materials from buildings being demolished. Work with local recycling and salvage companies to create incentives and learn how reuse policies can be integrated into city redevelopment procedures.



*Quisling Towers Apartments, 1 East Gilman Street*

**4c-ii. Allow a streamlined process for using sustainable strategies on historic buildings and places.**

Approved sustainable strategies should make historic buildings more efficient, without loss of historic character. Provide examples and best practices of how sustainable strategies can be incorporated into historic preservation projects.

**OBJECTIVE 4d: PROVIDE CLEAR AND PREDICTABLE CITY PROCESSES.**

**STRATEGIES:**

**4d-i. Provide an online outline of the process and all pertinent information required for historic preservation applications.**

Evaluate if a pre-application step would be helpful in understanding necessary steps and fees. Include links to resources and other city requirements as appropriate to provide a transparent and clear process.

**4d-ii. Allow an expedited/simplified review process for tax credit projects.**

Develop incentives that allow projects to be streamlined if following all the required historic preservation regulations.

**4d-iii. Prepare illustrated design guidelines for buildings and places within historic districts, including those outside the period of significance to support the ordinance.**

The revised Historic Preservation Ordinance will include requirements for local historic districts. It will also include guidelines with additional direction on meeting the requirements. Illustrated examples would help to further clarify and communicate the intent of the ordinance.

Clear and consistent policies will make it easier to encourage preservation of Madison's historic buildings and places.



*Hotel Loraine, 123 West Washington Avenue*

**OBJECTIVE 4e: ENFORCE AND ENHANCE EXISTING PRESERVATION PROGRAMS.**

**STRATEGIES:**

**4e-i. Consider properties with existing National Register of Historic Places designation and those identified through future survey work for local designation.**

Designating local landmarks is one of the most effective ways to preserve historic resources. Provide property owners an explanation of potential benefits of local designation and the process and expectations for approval. Coordinate the designation process with the Landmarks Commission.

**4e-ii. Review the boundaries of existing historic districts related to coterminous or overlapping National Register of Historic Places districts.**

There should be consistency between local and national district boundaries. Map and explain the differences and steps required to provide consistency.

**4e-iii. Develop a training program for all staff and commission members that reviews the purpose, procedures, and regulations of preservation projects.**

Include an overview of a recent project to explain the steps followed and lessons learned. The program should include enforcement training for city inspectors.

**4e-iv. Review and simplify historic preservation applications and forms.**

Updates should be based on input from property owners, developers, and staff. Simplification could be based on conflicting requests, complexity of the forms, or confusing wording.

**4e-v. Update the Historic Preservation Plan every 10 years.**

The City's Comprehensive Plan is updated every ten years. Following each update, this plan should be updated to ensure that it remains current and effective in implementing the city's historic preservation program.

## **ORDINANCE REVISIONS**

The city is in the process of a comprehensive update of its Historic Preservation Ordinance. Madison's five local historic districts currently each have their own ordinance requirements for additions, alterations, and new construction. Some of these ordinances are over 40 years old, and have not been modified since they were created.

The Common Council created a committee of five alders, the Landmarks Ordinance Review Committee (LORC), to consider amendments clarifying the substantive standards for the various historic districts. Revising the ordinance also allows for the opportunity to provide internal consistency, clarity, and alignment with current preservation practices. The Committee completed the ordinance update, except for the portion including the historic districts, in 2015. The Committee is now focusing on the districts portion of the ordinance. This process analyzed the historic resources in each district, examined successes and challenges, evaluated current ordinances, and proposed a new ordinance framework. This process is expected to be completed in 2020.

## **GOAL 5: ENGAGE THE COMMUNITY IN DETERMINING ONGOING HISTORIC PRESERVATION PRIORITIES**

Collaboration and open engagement with the public will inform preservation priorities and can expand the amount of participants. The planning effort should provide a variety of engagement opportunities and scales across the city, from neighborhood chats to city-wide preservation exhibits and online postings. Building on the Library's Living History Program, the following strategies provide an inclusive approach to gathering feedback and increasing awareness of historic preservation in Madison. Objectives and strategies to support this goal are listed below and also included in the implementation chart in Chapter 4.

### **OBJECTIVE 5a: SOLICIT IDEAS AND STORIES ABOUT HISTORIC PRESERVATION FROM THE PUBLIC THROUGH A VARIETY OF METHODS AND TECHNIQUES.**

#### **STRATEGIES:**

**5a-i. Utilize a variety of tools, both digital and in-person, to gather and post information about Madison's history, diversity, and culture.**

Work at different scales to gather input including neighborhood chats, public workshops, city-wide exhibits, youth participation, and tourist engagement. Emphasize the importance of researching, writing, and publishing local history. Incorporate findings into social media, websites, radio shows, tours, and local curriculum so the conversation continues. Present in different languages.

**5a-ii. Integrate art into the story telling aspect of historic preservation.**

Work with local artists to develop mobile public art projects that solicit ideas from adults and youth throughout the city. Coordinate a way to showcase the findings, both online and at local events.

**5a-iii. Sponsor a historic preservation booth at local events with brochures, educational graphics, and resources.**

City staff, neighborhood ambassadors, and volunteers can explain the benefits of preservation and gather input about priorities, concerns, and personal experiences.

**OBJECTIVE 5b: ENSURE AN ACTIVELY INCLUSIVE ENGAGEMENT PROCESS.**

**STRATEGIES:**

**5b-i. Reach out to local underrepresented groups to gather additional information about buildings, places, or events that should be part of Madison's story.**

Identify resources that can help to explain the history and cultural significance of underrepresented groups – Native Americans, African Americans, Latino/a, Hmong, LGBTQ, and women. Include underrepresented members on review committees and outreach programs.

**5b-ii. Expand the neighborhood/trusted advocate ambassadors program to include historic preservation.**

Work with current ambassadors and identify new ambassadors who can reach out to local neighborhood groups, attend neighborhood events, and create opportunities for engagement. The program should provide ambassadors with materials that explain the benefits and value of historic preservation, along with a couple successful local projects.

**5b-iii. Utilize social media to announce events and engage the public on historic preservation practices, events, policies, and projects.**

Integrate project photos and people interacting in historic places to show active engagement of preservation in Madison. Post in different languages and engage groups active in historic preservation to share posts and announcements.

**GOAL 6: EDUCATE THE PUBLIC ABOUT MADISON'S HISTORY AND THE VALUE AND BENEFITS OF HISTORIC PRESERVATION.**

Sharing the stories of Madison's history, and explaining the value and benefits of historic preservation, can foster better understanding and support for preservation programs. Interactive online tools, curriculum engagement, and resources for property owners are a few ways people can learn about the general benefits to detailed buildings techniques. Education should be geared towards all ages and all aspects of development, from property owners to project reviewers. Building on the variety of existing tours and recognition programs, a more robust website, expanded media resources, and additional training opportunities can enhance the knowledge and demand for historic preservation. Objectives and strategies to support this goal are listed below and also included in the implementation chart in Chapter 4.

**OBJECTIVE 6a: EDUCATE VISITORS AND RESIDENTS OF ALL AGES ABOUT MADISON'S HISTORY.**

**STRATEGIES:**

**6a-i. Create interactive websites, online articles, exhibits, and tours on the benefits of preservation.**

Develop digital and hardcopy resources with historic data, facts, and local success stories that can be circulated with tourism materials, local school programs, and at major public venues throughout Madison. Include materials to reach the widest range of users in languages and abilities.

**6a-ii. Digitize and create a website for the city's historical collection, including local historic district and landmark applications and National Register of Historic Places nominations.**

This will make readily available information related to the city's historic resources.



**6a-iii. Encourage the development of radio talk shows, podcasts, video, and other mediums that highlight stories about historic preservation.**

Inform and educate in different languages on a variety of topics to a broad audience.

**6a-iv. Coordinate with local educators to integrate historical activities into the curriculum at different age groups.**

Provide opportunities for site visits to a variety of historic preservation projects to show the different scales of projects, and have a list of guest speakers who can present at school events or in specific classes. Make resources and content available.



*State Office Building, 1 West Wilson Street*

**6a-v. Provide a mechanism to amend or update existing landmark nominations and designations.**

Updates can reflect recent events or historical changes affecting the property's historical significance since the original nomination.

**6a-vi. Develop and maintain an easy-to-find online instructional form for historic preservation actions and procedures.**

A clear and transparent process can reduce the number of calls to the planning department and encourage more participation in historic preservation projects.

**OBJECTIVE 6b: SUPPORT THE PUBLIC AND PROPERTY OWNERS BY INFORMING THEM ABOUT HISTORIC PRESERVATION BENEFITS, TECHNIQUES, EFFORTS, AND REQUIREMENTS.**

**STRATEGIES:**

**6b-i. Develop a property owner handbook that highlights restoration strategies, materials, techniques, and regulations.**

Conduct outreach meetings to explain historic preservation techniques to property owners, provide hand-out tutorials, and post the handbook and tutorials online as possible.

**6b-ii. Create a technical page on the Historic Preservation website that has links to local and national historic preservation resources.**

Information posted should include funding, new technologies or materials, historic properties, historic preservation architects, contractors, and consultants, etc.

**6b-iii. Develop a training course for real estate and insurance professionals that highlights the city procedures and process for historic preservation projects.**

Coordinate between city staff, commissions, and local developers to develop a program that addresses the procedures, lessons learned, and best practices.

**OBJECTIVE 6c: RECOGNIZE AND PUBLICIZE SUCCESSFUL PRESERVATION PROJECTS.**

**STRATEGIES:**

**6c-i. Establish events to showcase historic preservation.**

Examples could include “Rehabarama,” to highlight historic preservation investment in low to moderate income neighborhoods; quarterly Tour of Homes highlighting preservation and rehabilitation projects; and an Annual State of Historic Preservation address during National Historic Preservation Month in May.

**6c-ii. Develop an awards program that honors property owners for careful stewardship of historic properties and local historic preservation projects.**

The program can include a variety of projects scales from small retail adaptive reuse projects to large reuse projects. The program could be integrated with existing awards or a separate event and recognition.



*Daniel W. & Francis Holland, 624 South Thornton Avenue*

**OBJECTIVE 6d: SHARE STORIES OF HISTORIC AND COMMUNITY PLACES THAT HAVE BEEN LOST OR ARE UNDER-RECOGNIZED.**

**STRATEGIES:**

**6d-i. Create an online catalog and map of historic sites and buildings.**

Utilize the catalog to showcase the amount and different types of historic projects throughout the city. Include both existing sites and buildings that have been lost.

**6d-ii. Produce historic preservation social media sites.**

Develop sites where people can post photos and facts about lost buildings, or places people may not be familiar with, that were part of a significant historical event.



*Lincoln School, 720 East Gorham Street*





*University of Wisconsin Memorial Union, 800 Langdon Street*

Sharing the stories of Madison's history, and explaining the value and benefits of historic preservation, can foster better understanding and support for preservation programs.



*Grace Episcopal Church, 116 West Washington Avenue, and Leornard W. Gay (Churchill) building, 14-16 North Carroll Street*







# 4 IMPLEMENTATION

City coordination and community partnerships are vital to the successful implementation of the plan goals, objectives, and strategies. Recommendations cover a broad range of topics from promotion and education, to policies and economic development, and address buildings, public spaces, and people. Timing and partners identified in the implementation chart were influenced by public input from individuals and local historic preservation groups. Many of the recommendations will benefit a variety of stakeholders throughout the city and celebrate the diversity of Madison's cultural and historic character.

Ongoing Historic Preservation efforts and programs as outlined in Appendix B should be continued, and can be enhanced by the recommended strategies. Staffing and funding, for existing and proposed efforts, are critical implementation components that need to be prioritized and evaluated along with other city projects and programs.

The City of Madison has adopted numerous neighborhood plans, special area plans, and other plans. Many of these plans, such as the Downtown Plan, contain specific recommendations pertaining to historic preservation. The Historic Preservation Plan does not displace those plans and is intended to serve as a framework to provide current context to their recommendations. The focus of the implementation strategies in this plan is on new or previously undefined initiatives to address gaps or opportunities identified during the planning process.

Staff should provide an annual progress report summarizing the status of strategies, impacts of implemented actions, and identify key next steps for the following year. Staff will work with the Landmarks Commission to ensure continued progress is made with approval on next steps by the City Council based on available resources.

*OPPOSITE: John George Ott House, 754 Jenifer Street*

## PRIORITY STRATEGIES

The new implementation strategies are described in this chapter and included in the Implementation Chart on the following pages. There are numerous strategies and the Implementation Chart considers potential resources and suggests a timeline for each. However, resources aside, the Advisory Committee identified the highest priority strategies to achieve each of the six goals. Below is a summary of the Advisory Committee's overall 14 priority strategies (not in priority order):

**1A-i. Place plaques at existing buildings and places, lost buildings, and cultural sites to identify significant historical events and locations.**

**1A-iii. Develop tourism marketing and branding materials that highlight historic attractions in the city.**

**1D-i. Coordinate an urban design program to visually promote City-owned historic buildings and places.**

**2A-i. Determine which types of buildings and places are underrepresented in the current historic resources inventory.**

**2C-ii. Develop a "Top 10 Historic Buildings and Places to Preserve" exhibit or program.**

3A-i. Develop a database of properties that are eligible for historic tax credits.

3A-ii. Encourage adaptive reuse as an affordable housing option.

4A-iii. Develop a document that outlines the development proposal review process and criteria for historic properties to educate staff, departments, committees, and the public.

4D-iii. Prepare illustrated design guidelines for buildings and places within historic districts, including those outside period of significance.

4E-i. Consider properties with existing National Register of Historic Places designation and those identified through future survey work for local designation.



*200 Block of State Street, including Orpheum Theater at 216 State Street*

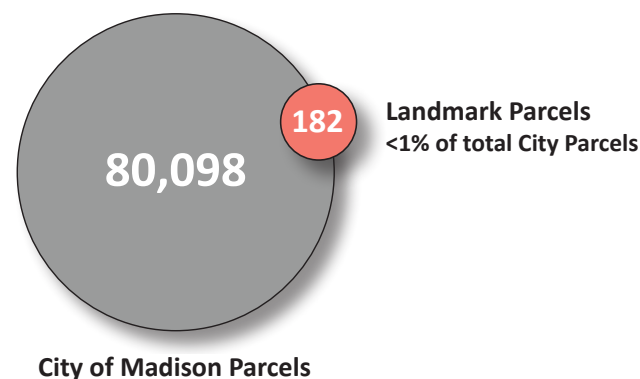
5A-i. Utilize a variety of tools, both digital and in-person, to gather and post information about Madison's history, diversity, and culture.

5B-i. Reach out to local underrepresented groups to gather additional information about buildings, places, or events that should be part of Madison's story.

5B-iii. Utilize social media to announce events and engage the public on historic preservation practices, events, policies, and projects.

6A-i. Create interactive websites, online articles, exhibits, and tours on the benefits of preservation.

#### LANDMARK PARCELS



## FUTURE SURVEY STRATEGY

One of the elements of the Historic Preservation Plan was to develop a strategy for future survey work. This strategy is included in Appendix A.

## IMPLEMENTATION CHARTS

Public input, along with committee and staff reviews, helped to establish priorities for each of the recommended strategies. Strategies may require additional funding and resources, therefore partners are necessary to support the successful implementation of proposed recommendations. The charts on the following pages shall serve as a guideline for the timeframe, cost estimate, and potential partners to implement the Historic Preservation Plan.

### TIMEFRAME

The timeframe identifies when actions should be initiated, completion will vary depending on available staffing, budget, and other ongoing city programs and projects.

### COST ESTIMATE

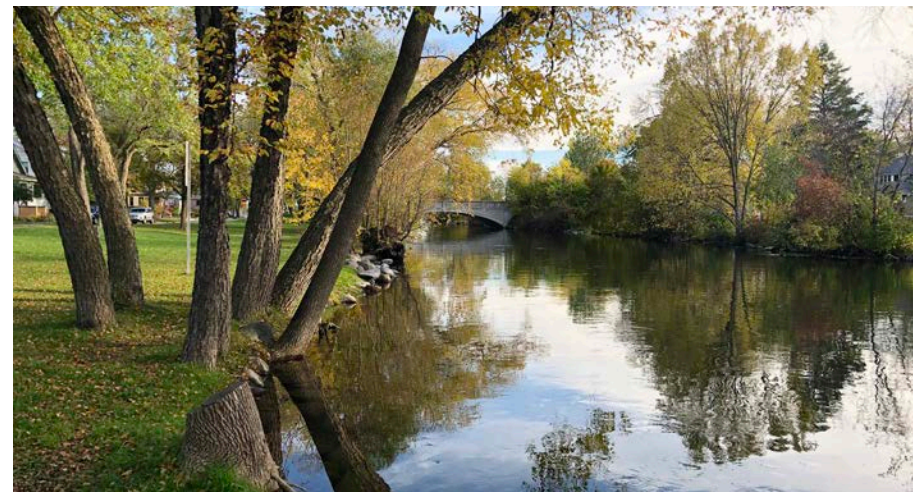
The cost estimate provides an “order of magnitude” cost relative to the other strategies. It includes both hard and soft costs, such as staff time.

### POTENTIAL PARTNERS

Potential partners is a suggested list of groups, agencies, and associations who could collaborate to make the implementation a success. This is an initial list and may include other groups.



*Badger State Shoe Factory, 123 North Blount Street*



*Yahara River Parkway, 501 North Thornton Avenue*



**GOAL 1 - PROMOTE HISTORIC PRESERVATION IN MADISON**

| OBJECTIVE                                                                                                | RECOMMENDED STRATEGY                                                                                                                           | TIMEFRAME                     | COST ESTIMATE | POTENTIAL PARTNERS                                                                                                                                                                                                       |
|----------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|---------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Objective 1a. Promote cultural tourism and civic pride by sharing Madison's unique culture and character | i. Place plaques at existing buildings and places, lost buildings, and cultural sites to identify significant historical events and locations. | Medium Term<br>(3 to 5 years) | \$            | Dane County Historical Society, Wisconsin Hmong Association, Ho Chunk Nation, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center, Wisconsin Historical Society                        |
|                                                                                                          | ii. Locate storytelling plaques at cultural and historical buildings and places throughout the city.                                           | Medium Term<br>(3 to 5 years) | \$            | Downtown Madison Inc, Capitol Neighborhoods Inc, Historic Madison Inc, Madison Trust for HP                                                                                                                              |
|                                                                                                          | iii. Develop tourism marketing and branding materials that highlight historic attractions in the city.                                         | Medium Term<br>(3 to 5 years) | \$            | Chamber of Commerce, Capitol Neighborhoods Inc, Dane County Historical Society, Destination Madison, Downtown Madison Inc, Historic Madison Inc, Madison Trust for HP, local tour companies, public TV                   |
| Objective 1b. Celebrate social history along with buildings, places, and cultural landscapes             | i. Create story sharing events, local and city-wide, that allow people to learn about Madison's social history.                                | Short Term<br>(0 to 2 years)  | \$            | Historic Madison Inc, Wisconsin Hmong Association, Ho Chunk Nation, Madison Public Library, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center, UW Madison and student organizations  |
|                                                                                                          | ii. Sponsor a Historic Preservation booth at local events with brochures, educational graphics, and resources.                                 | Medium Term<br>(3 to 5 years) | \$            | Historic Madison Inc, Madison Trust for HP                                                                                                                                                                               |
| Objective 1c. Share stories of places that have been lost while also looking forward                     | i. Create an exhibit of lost buildings and places that can be shared at different locations across the city and online.                        | Long Term<br>(5+ years)       | \$\$\$        | Historic Madison Inc, Madison Public Library, Madison Trust for HP, UW Madison                                                                                                                                           |
|                                                                                                          | ii. Produce historic preservation social media sites.                                                                                          | Short Term<br>(0 to 2 years)  | \$            | Historic Madison Inc, Wisconsin Hmong Association, Ho Chunk Nation, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center, Wisconsin Historical Society, local neighborhood associations |
|                                                                                                          | iii. Create story sharing events about buildings and places that have been lost.                                                               | Medium Term<br>(3 to 5 years) | \$            | Historic Madison Inc, Madison Public Library                                                                                                                                                                             |
| Objective 1d. Promote best practices in historic preservation within city-owned buildings and places     | i. Coordinate an urban design program to visually promote city-owned historic buildings and places.                                            | Medium Term<br>(3 to 5 years) | \$\$\$\$      | Neighborhood Associations                                                                                                                                                                                                |
|                                                                                                          | ii. Publish a list of city-owned historic buildings and places, maintain these resources and provide public access.                            | Short Term<br>(0 to 2 years)  | \$            | Madison Public Library                                                                                                                                                                                                   |



**GOAL 2 - PRESERVE BUILDINGS AND PLACES THAT REPRESENT ARCHITECTURE, EVENTS, AND PEOPLE IMPORTANT TO MADISON'S HISTORY**

| OBJECTIVE                                                                                             | RECOMMENDED STRATEGY                                                                                                                                               | TIMEFRAME                     | COST ESTIMATE | POTENTIAL PARTNERS                                                                                                                                                                                                       |
|-------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|---------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Objective 2a. Represent the history of Madison's diversity                                            | i. Determine which types of buildings and places are underrepresented in the current historic resources inventory.                                                 | Medium Term<br>(3 to 5 years) | \$\$          | Wisconsin Hmong Association, Ho Chunk Nation, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center, Wisconsin Historical Society                                                        |
|                                                                                                       | ii. Create story sharing activities, local and city-wide, that highlight Madison's past and current diversity.                                                     | Medium Term<br>(3 to 5 years) | \$            | Historic Madison Inc, Wisconsin Hmong Association, Ho Chunk Nation, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center, Wisconsin Historical Society, local neighborhood associations |
| Objective 2b. Ensure good stewardship of historic buildings and places                                | i. Adopt a city policy regarding the use of historic preservation easements on landmark-eligible properties the city sells to ensure the properties are protected. | Long Term<br>(5+ years)       | \$\$          | Madison Trust for HP                                                                                                                                                                                                     |
|                                                                                                       | ii. Provide "do-it-yourself" training workshops about historic preservation techniques.                                                                            | Medium Term<br>(3 to 5 years) | \$\$          | Madison Trust for HP, Madison College, building trades                                                                                                                                                                   |
|                                                                                                       | iii. Consider a city-wide building protection policy for historic buildings that are adjacent to construction                                                      | Short Term<br>(0 to 2 years)  | \$            | Madison Trust for HP, local developers                                                                                                                                                                                   |
| Objective 2c. Protect historic buildings and places that are deteriorated or threatened by demolition | i. Require demolition permit documentation to be strengthened and expanded.                                                                                        | Short Term<br>(0 to 2 years)  | \$            | Madison Trust for HP                                                                                                                                                                                                     |
|                                                                                                       | ii. Develop a "Top 10 Historic Buildings and Places to Preserve" exhibit or program.                                                                               | Medium Term<br>(3 to 5 years) | \$\$          | Madison Trust for HP                                                                                                                                                                                                     |
|                                                                                                       | iii. Work with professional organizations to create a Disaster Response Plan and Assistance Program for historic resources.                                        | Medium Term<br>(3 to 5 years) | \$\$          | American Institute of Architects, Historic Preservation Institute at UW-Milwaukee, UW Milwaukee School of Architecture & Urban Planning                                                                                  |

**GOAL 3 - PROMOTE HISTORIC PRESERVATION AS PART OF ECONOMIC DEVELOPMENT**

| OBJECTIVE                                                                                                         | RECOMMENDED STRATEGY                                                                                                                                                  | TIMEFRAME                     | COST ESTIMATE | POTENTIAL PARTNERS                                                                                                                             |
|-------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|---------------|------------------------------------------------------------------------------------------------------------------------------------------------|
| Objective 3a. Promote sustainable economic growth by integrating reuse, preservation, and new development         | i. Develop a database of properties that are eligible for historic tax credits.                                                                                       | Short Term<br>(0 to 2 years)  | \$            | Madison Trust for HP                                                                                                                           |
|                                                                                                                   | ii. Encourage adaptive reuse as an affordable housing option.                                                                                                         | Medium Term<br>(3 to 5 years) | \$\$\$        | Community Development Authority, Habitat for Humanity, Madison Development Corporation, local developers                                       |
|                                                                                                                   | iii. Identify and publicly list vacant lots within historic districts where appropriate construction would support neighborhood character.                            | Short Term<br>(0 to 2 years)  | \$            | local real estate organizations                                                                                                                |
|                                                                                                                   | iv. Promote and document how good design is good for business development and retention.                                                                              | Medium Term<br>(3 to 5 years) | \$            | Downtown Madison Inc, Chamber of Commerce, National Trust for Historic Preservation                                                            |
| Objective 3b. Identify incentives and financial resources and allocate funding for historic preservation projects | i. Identify and provide grants for condition assessments, historic structures reports, and other professional historic preservation services for historic properties. | Long Term<br>(5+ years)       | \$            | Madison Trust for HP, National Trust for Historic Preservation                                                                                 |
|                                                                                                                   | ii. Dedicate demolition permit fees to help fund programs related to historic preservation.                                                                           | Medium Term<br>(3 to 5 years) | \$            | Community Development Authority, Madison Development Corporation                                                                               |
|                                                                                                                   | iii. Develop a revolving loan program that can be used for private rehabilitation and property acquisition for historic preservation projects.                        | Long Term<br>(5+ years)       | \$            | Local foundations and lending institutions                                                                                                     |
|                                                                                                                   | iv. List local, state, and federal funding sources on the city's Historic Preservation website.                                                                       | Short Term<br>(0 to 2 years)  | \$            | Madison Trust for HP, National Trust for Historic Preservation, Wisconsin Historical Society                                                   |
| Objective 3c. Measure neighborhood and community benefits from historic preservation                              | i. Prepare an annual impact study of historic property investments in the City.                                                                                       | Medium Term<br>(3 to 5 years) | \$\$\$        | Madison Trust for HP, National Trust for Historic Preservation, Realtors Association, Wisconsin Historical Society, local lending institutions |
|                                                                                                                   | ii. Establish a database that documents the base assessments of historic preservation properties and projects.                                                        | Medium Term<br>(3 to 5 years) | \$            | Realtors Association, Wisconsin Historical Society                                                                                             |

**GOAL 4 - COORDINATE MUNICIPAL POLICIES TO PROTECT HISTORIC RESOURCES**

| OBJECTIVE                                                                                                   | RECOMMENDED STRATEGY                                                                                                                                                    | TIMEFRAME                     | COST ESTIMATE | POTENTIAL PARTNERS                                                                                                                                        |
|-------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|---------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|
| Objective 4a. Coordinate efforts and regulations among city plans, policies, ordinances, and departments    | i. Coordinate historic preservation recommendations and policies among departments and agencies.                                                                        | Short Term<br>(0 to 2 years)  | \$            | City departments                                                                                                                                          |
|                                                                                                             | ii. Include underrepresented community members in the design and construction of city owned resources.                                                                  | Short Term<br>(0 to 2 years)  | \$            | City departments                                                                                                                                          |
|                                                                                                             | iii. Develop a document that outlines the development proposal review process and criteria for historic properties to educate staff, departments, committees and the    | Short Term<br>(0 to 2 years)  | \$            | City departments                                                                                                                                          |
|                                                                                                             | iv. Evaluate and prioritize staff capacity to implement the recommendations of this Plan.                                                                               | Short Term<br>(0 to 2 years)  | \$            | City departments                                                                                                                                          |
| Objective 4b. Facilitate and coordinate preservation efforts with other governmental and community entities | i. Collaborate with other historic preservation commissions, historical societies, tribal groups, and related groups to explore and promote historic preservation.      | Medium Term<br>(3 to 5 years) | \$            | Dane County Historical Society, Ho Chunk Nation, Madison Trust for HP, Wisconsin Historical Society, local neighborhood associations                      |
|                                                                                                             | ii. Encourage building rehabilitation programs that focus on historic properties.                                                                                       | Medium Term<br>(3 to 5 years) | \$            | American Institute of Architects, Habitat for Humanity, Madison College, Madison Trust for HP, Realtors Association                                       |
|                                                                                                             | iii. Collaborate with local area and regional technical colleges to develop trades and skills necessary for historic preservation.                                      | Medium Term<br>(3 to 5 years) | \$            | American Institute of Architects, Madison College, Realtors Association, building trades                                                                  |
| Objective 4c. Integrate historic preservation and environmental sustainability policies                     | i. Include building reuse as a sustainable strategy in City plans and policies.                                                                                         | Short Term<br>(0 to 2 years)  | \$            | Habitat for Humanity, Project Home, Sustain Dane, architectural salvage companies                                                                         |
|                                                                                                             | ii. Allow a streamlined process for using sustainable strategies on historic buildings and places.                                                                      | Short Term<br>(0 to 2 years)  | \$            | City departments                                                                                                                                          |
| Objective 4d. Provide clear and predictable City processes                                                  | i. Provide an online outline of the process and all pertinent information required for historic preservation applications.                                              | Short Term<br>(0 to 2 years)  | \$            | City departments                                                                                                                                          |
|                                                                                                             | ii. Allow an expedited/simplified review process for tax credit projects.                                                                                               | Short Term<br>(0 to 2 years)  | \$\$          | Wisconsin Historical Society                                                                                                                              |
|                                                                                                             | iii. Prepare illustrated design guidelines for buildings and places within historic districts, including those outside period of significance to support the ordinance. | Long Term<br>(5+ years)       | \$\$\$\$      | American Institute of Architects, Historic Preservation Institute at UW-Milwaukee, UW Milwaukee School of Architecture & Urban Planning                   |
| Objective 4e. Enforce and enhance existing preservation programs                                            | i. Consider properties with existing National Register of Historic Places designation and those identified through future survey work for local designation.            | Medium Term<br>(3 to 5 years) | \$\$          | Madison Trust for HP, Wisconsin Historical Society, local neighborhood associations                                                                       |
|                                                                                                             | ii. Review the boundaries of existing historic districts related to coterminous or overlapping National Register of Historic Places districts.                          | Medium Term<br>(3 to 5 years) | \$\$          | Madison Trust for HP, Wisconsin Historical Society, local neighborhood associations                                                                       |
|                                                                                                             | iii. Develop a training program for all staff and commission members that reviews the purpose, procedures, and regulations of preservation projects.                    | Short Term<br>(0 to 2 years)  | \$\$          | Wisconsin Historical Society                                                                                                                              |
|                                                                                                             | iv. Review and simplify historic preservation applications and forms.                                                                                                   | Short Term<br>(0 to 2 years)  | \$            | City departments                                                                                                                                          |
|                                                                                                             | v. Update the Historic Preservation Plan every 10 years.                                                                                                                | Long Term<br>(5+ years)       | \$\$\$        | Historic Madison Inc, Wisconsin Hmong Association, Ho Chunk Nation, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center |

**GOAL 5 - ENGAGE THE COMMUNITY IN DETERMINING ONGOING HISTORIC PRESERVATION PRIORITIES**

| OBJECTIVE                                                                                                                       | RECOMMENDED STRATEGY                                                                                                                                      | TIMEFRAME                     | COST ESTIMATE | POTENTIAL PARTNERS                                                                                                                                                   |
|---------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|---------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Objective 5a. Solicit ideas and stories about historic preservation from the public through a variety of methods and techniques | i. Utilize a variety of tools, both digital and in-person, to gather and post information about Madison's history, diversity, and culture.                | Medium Term<br>(3 to 5 years) | \$            | Historic Madison Inc, Wisconsin Hmong Association, Ho Chunk Nation, Madison Public Library, Madison Trust for HP, local neighborhood associations                    |
|                                                                                                                                 | ii. Integrate art into the story telling aspect of historic preservation.                                                                                 | Medium Term<br>(3 to 5 years) | \$            | Dane County Historical Society, Historic Madison Inc, Madison Arts Commission, local artists, local schools                                                          |
|                                                                                                                                 | iii. Sponsor a historic preservation booth at local events with brochures, educational graphics, and resources.                                           | Long Term<br>(5+ years)       | \$            | Dane County Historical Society, Historic Madison Inc, Madison Trust for HP, National Trust for Historic Preservation, Wisconsin Historical Society                   |
| Objective 5b. Ensure an actively inclusive engagement process                                                                   | i. Reach out to local underrepresented groups to gather additional information about buildings, places, or events that should be part of Madison's story. | Short Term<br>(0 to 2 years)  | \$            | Wisconsin Hmong Association, Ho Chunk Nation, Network of Black Professionals, Urban League                                                                           |
|                                                                                                                                 | ii. Expand the neighborhood/trusted advocate ambassadors program to include historic preservation.                                                        | Medium Term<br>(3 to 5 years) | \$            | Wisconsin Hmong Association, Ho Chunk Nation, Madison Trust, Network of Black Professionals, Urban League                                                            |
|                                                                                                                                 | iii. Utilize social media to announce events and engage the public on historic preservation practices, events, policies, and projects.                    | Short Term<br>(0 to 2 years)  | \$            | Dane County Historical Society, Downtown Madison Inc, Historic Madison Inc, Ho Chunk Nation, Madison Public Library, Madison Trust for HP, neighborhood associations |

5



**GOAL 6 - EDUCATE THE PUBLIC ABOUT MADISON'S HISTORY AND THE VALUE AND BENEFITS OF HISTORIC PRESERVATION**

| OBJECTIVE                                                                                                                                          | RECOMMENDED STRATEGY                                                                                                                                                                      | TIMEFRAME                     | COST ESTIMATE | POTENTIAL PARTNERS                                                                                                                                                                                  |
|----------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|---------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Objective 6a. Educate visitors and residents of all ages about Madison's history                                                                   | i. Create interactive websites, online articles, exhibits, and tours on the benefits of preservation.                                                                                     | Short Term<br>(0 to 2 years)  | \$            | Destination Madison, Historic Madison Inc, Madison Public Library, Madison Trust for HP, public radio and TV, Wisconsin Historical Society, UW Madison, local touring groups                        |
|                                                                                                                                                    | ii. Digitize and create a website for the city's historical collection, including local historic district and landmark applications and National Register of Historic Places nominations. | Medium Term<br>(3 to 5 years) | \$            | Madison Public Library                                                                                                                                                                              |
|                                                                                                                                                    | iii. Encourage the development of radio talk shows, podcasts, video, and other mediums that highlight stories about historic preservation.                                                | Medium Term<br>(3 to 5 years) | \$            | Dane County Historical Society, Destination Madison, Historic Madison Inc, Madison Public Library, Madison Trust for HP, public radio and TV, Wisconsin Historical Society, local touring companies |
|                                                                                                                                                    | iv. Coordinate with local educators to integrate historical activities into the curriculum at different age groups.                                                                       | Long Term<br>(5+ years)       | \$            | Local schools, Madison College, UW-Madison, Wisconsin Historical Society                                                                                                                            |
|                                                                                                                                                    | v. Provide a mechanism to amend or update existing landmark nominations and designations.                                                                                                 | Medium Term<br>(3 to 5 years) | \$            | Wisconsin Historical Society                                                                                                                                                                        |
|                                                                                                                                                    | vi. Develop and maintain an easy-to-find online instructional form for historic preservation actions and procedures.                                                                      | Medium Term<br>(3 to 5 years) | \$            | City departments                                                                                                                                                                                    |
| Objective 6b. Support the public and property owners by informing them about historic preservation benefits, techniques, efforts, and requirements | i. Develop a property owner handbook that highlights restoration strategies, materials, techniques, and regulations.                                                                      | Long Term<br>(5+ years)       | \$\$\$        | American Institute of Architects, Historic Preservation Institute at UW-Milwaukee, National Trust for Historic Preservation, Madison College, UW-Milwaukee School of Architecture & Urban Planning  |
|                                                                                                                                                    | ii. Create a technical page on the Historic Preservation website that has links to local and national historic preservation resources.                                                    | Short Term<br>(0 to 2 years)  | \$            | Madison Trust for HP, National Trust for Historic Preservation, Wisconsin Historical Society                                                                                                        |
|                                                                                                                                                    | iii. Develop a training course for real estate and insurance professionals that highlights city procedures and process for historic preservation projects.                                | Long Term<br>(5+ years)       | \$            | Madison Trust for HP, Wisconsin Historical Society, Madison College, local trade groups                                                                                                             |
| Objective 6c. Recognize and publicize successful preservation projects                                                                             | i. Establish events to showcase historic preservation.                                                                                                                                    | Long Term<br>(5+ years)       | \$\$\$        | Madison Trust for HP, Wisconsin Historical Society                                                                                                                                                  |
|                                                                                                                                                    | ii. Develop an awards program that honors property owners for careful stewardship of historic properties and local historic preservation projects.                                        | Medium Term<br>(3 to 5 years) | \$\$\$        | Downtown Madison Inc, Home Builders and Remodelers groups, Madison Trust for HP, Wisconsin Historical Society, local business & neighborhood associations                                           |
| Objective 6d. Share stories of historic and community places that have been lost or are under-recognized                                           | i. Create an online catalog and map of historic sites and buildings.                                                                                                                      | Long Term<br>(5+ years)       | \$            | Historic Madison Inc, Madison Trust for HP, Wisconsin Historical Society                                                                                                                            |
|                                                                                                                                                    | ii. Produce historic preservation social media sites.                                                                                                                                     | Short Term<br>(0 to 2 years)  | \$            | Dane County Historical Society, Historic Madison Inc, Madison Trust for HP, Wisconsin Historical Society, local neighborhood associations                                                           |







# APPENDIX A - STRATEGY FOR FUTURE SURVEY WORK SUMMARY

## PROPOSED SURVEY AREAS

Proposed survey areas include, in a suggested order of priority, the following:

The near west side of the City of Madison was surveyed in 2013, and a thorough report was produced that led to several State and National Register historic district and individual nominations. This portion of the city, covering the Westmorland, Sunset Village, Sunset Hills, and University Hill Farms neighborhoods is now well covered and will not need to be re-surveyed for some time. Indeed, the standards of the near west side survey can stand as a model for future intensive surveys with the outcomes of the underrepresented groups survey also considered.

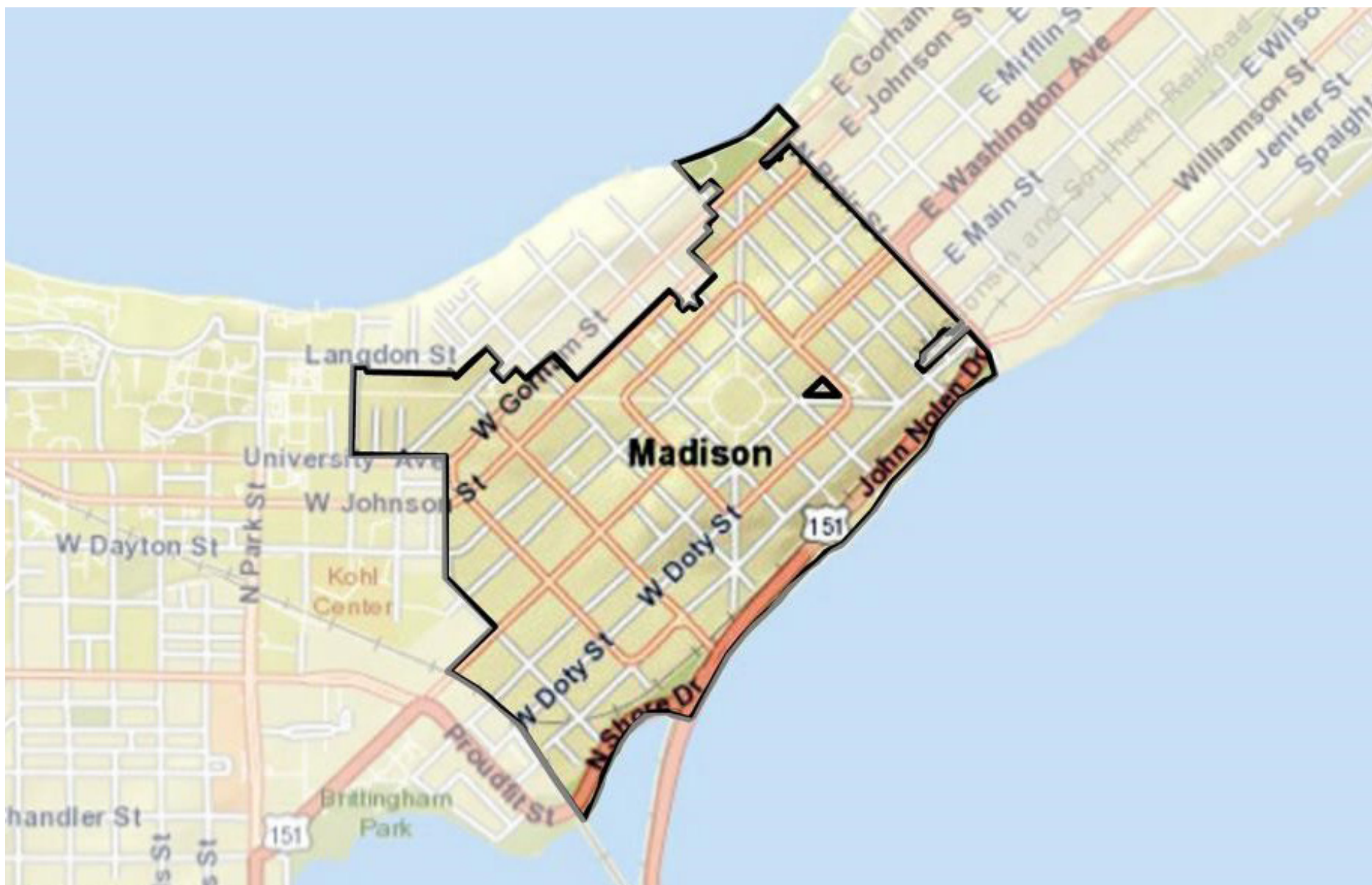
The City of Madison is still growing and parts of its municipal boundaries have changed significantly within the last decade. The last two proposed survey areas will likely have their boundaries change by the time intensive surveys are conducted in these areas. Likewise, the composition of the built environment in these areas will also change rapidly.

The University of Wisconsin-Madison campus was evaluated for National Register of Historic Places eligibility in 2009. While no intensive survey report was published for this project, its results were incorporated in the Wisconsin Historical Society's online Architecture and Historic Inventory (AHI) and Wisconsin Historic Preservation Database (WHPD). The campus contains several City of Madison Landmarks and individual resources and historic districts listed in the State and National Registers of Historic Places. Furthermore, a number of University of Wisconsin-Madison campus resources were included in the underrepresented groups survey. As such, the University of Wisconsin-Madison campus is well covered and will not need to be re-surveyed as a whole for some time.

The following thirteen proposed intensive survey areas cover the majority of the City of Madison. When these are combined with the intensive survey of underrepresented groups in the city, they will bring the documentation of nearly all potential resources in Madison up to date regarding their potential eligibility for designation as a local Landmark or listing in the State and National Registers of Historic Places. It is recommended that the City of Madison pursue these surveys and set a timetable regarding their completion in the near future. There is potential funding available for such projects through Certified Local Government grants and other sources.

The following maps indicate boundaries of each proposed intensive survey area in Madison.

***OPPOSITE: Penn Park, 2101 Fisher Street***

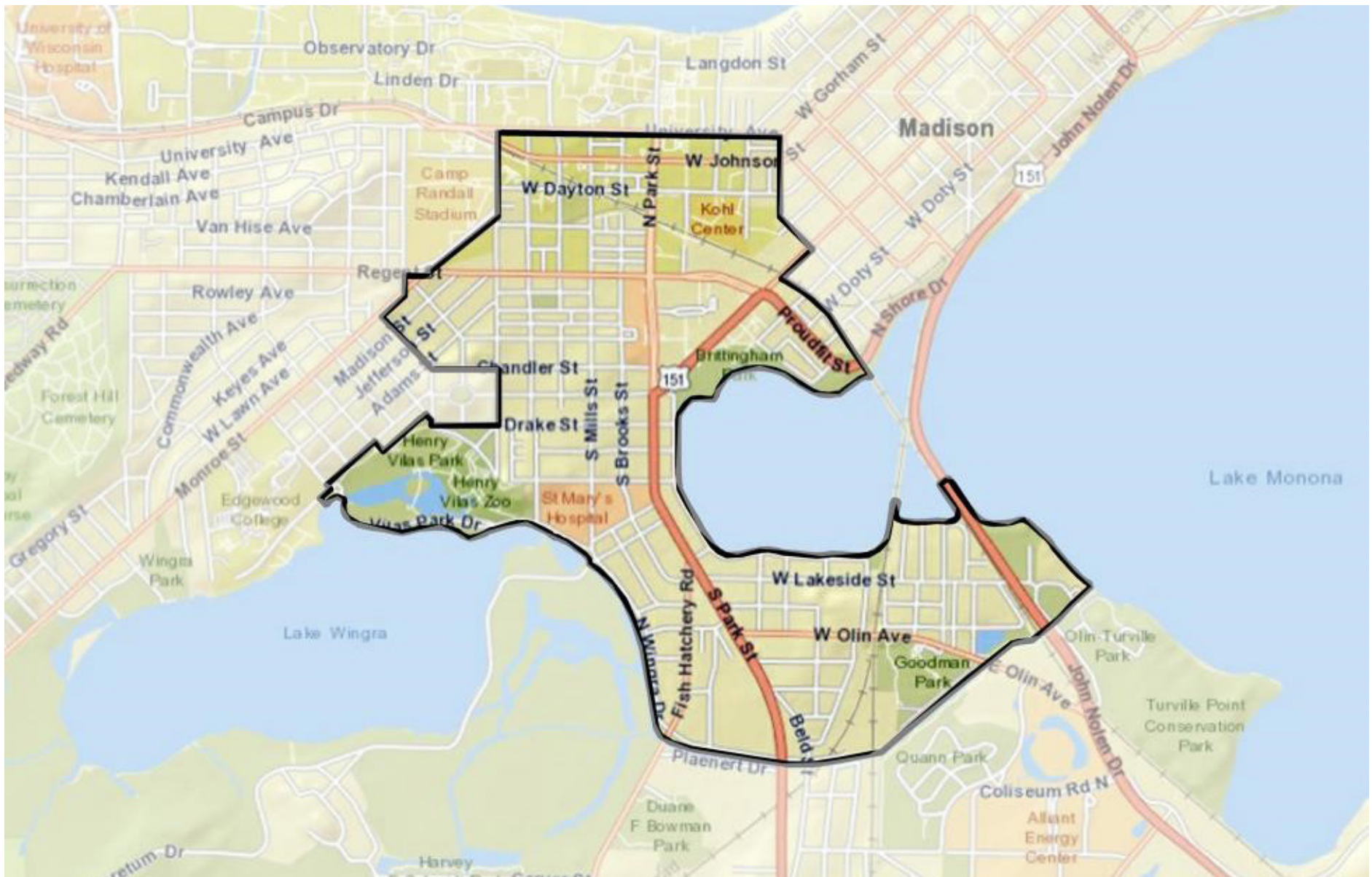


1. Capitol Square area: the previously surveyed areas around the Capitol that have undergone considerable change and redevelopment since first surveyed in the early 1980s and continue to be under the most redevelopment pressure.



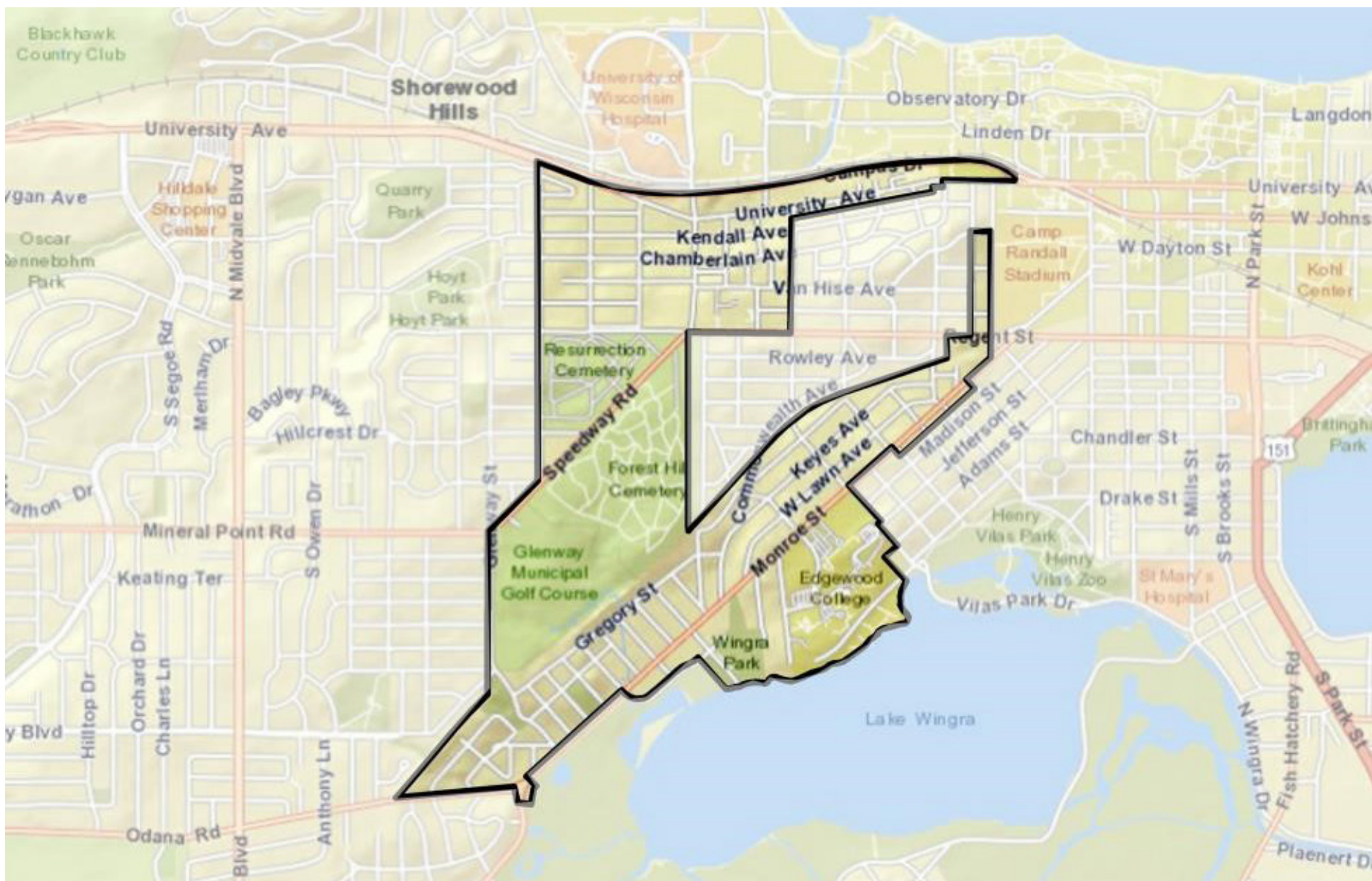


2. Isthmus re-survey area: defined by the previously surveyed areas around the neighborhoods of Marquette and Tenny-Lapham that have undergone considerable change and redevelopment since first surveyed in the early 1980s.



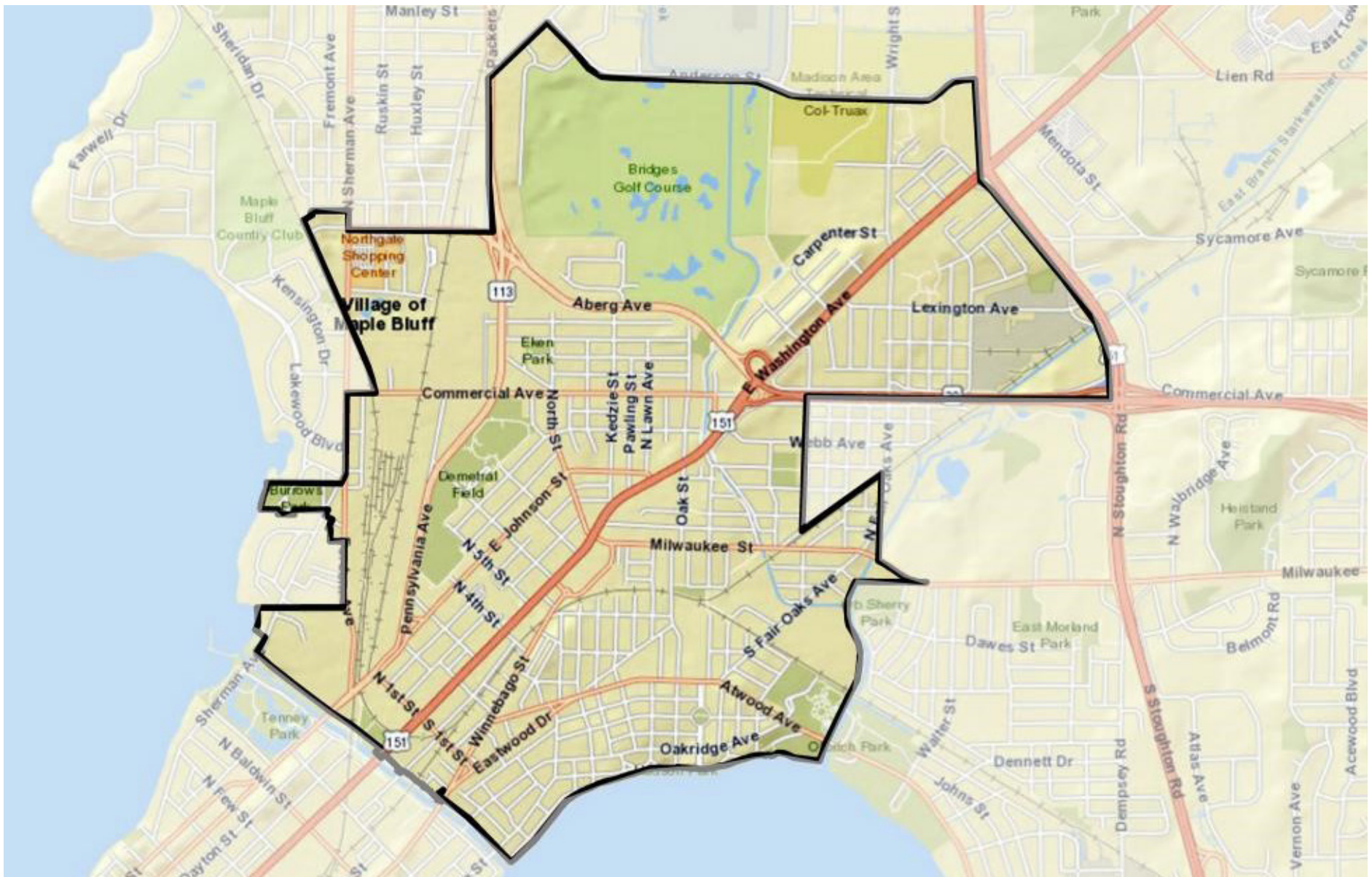
3. Greenbush and Bay Creek: including Bayview, Monona Bay, Bay Creek, Greenbush, Vilas, South Campus, Brittingham, and State-Langdon neighborhoods.





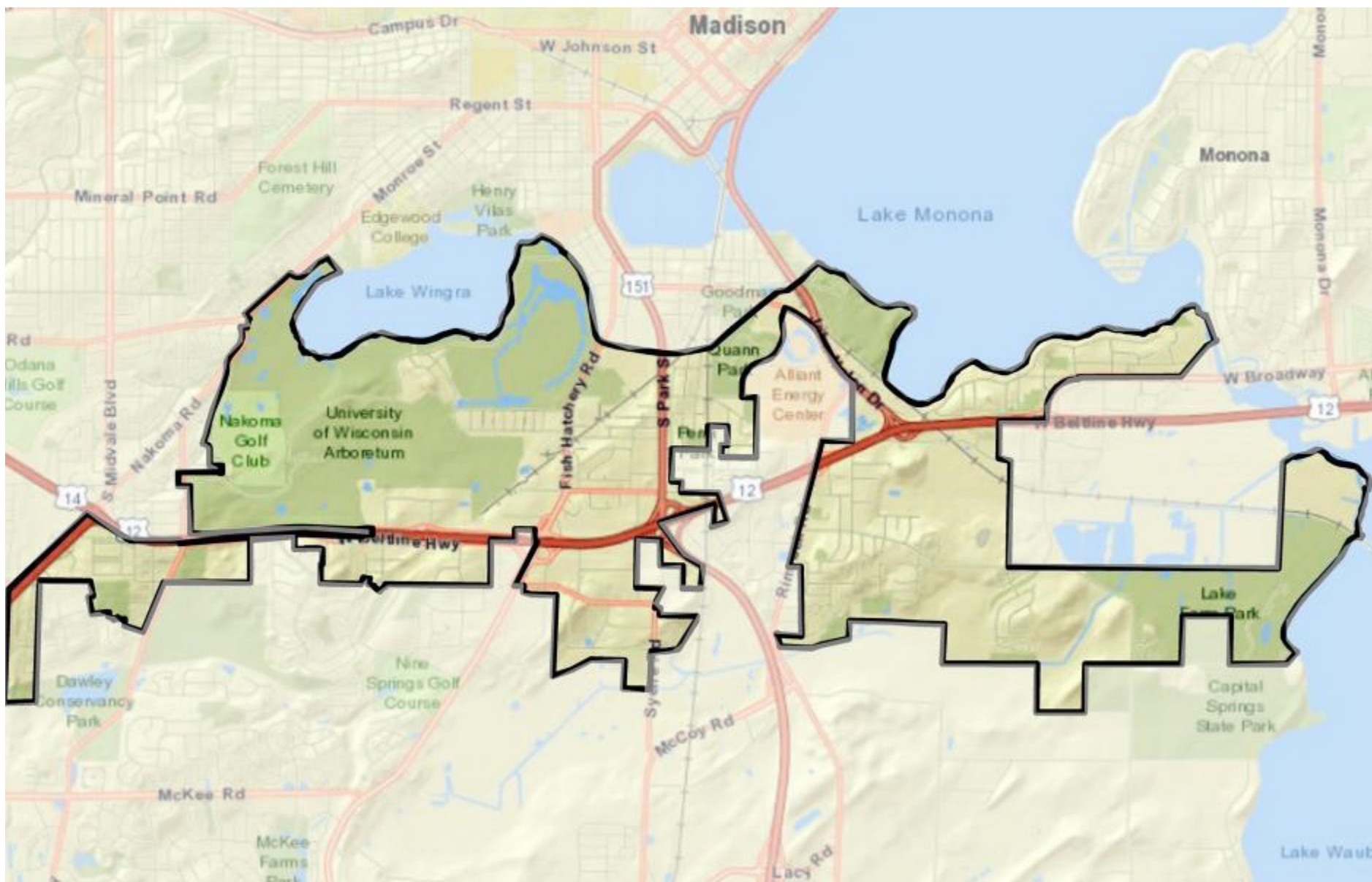
4. Dudgeon Monroe and Regent: including parts of the Regent neighborhood.



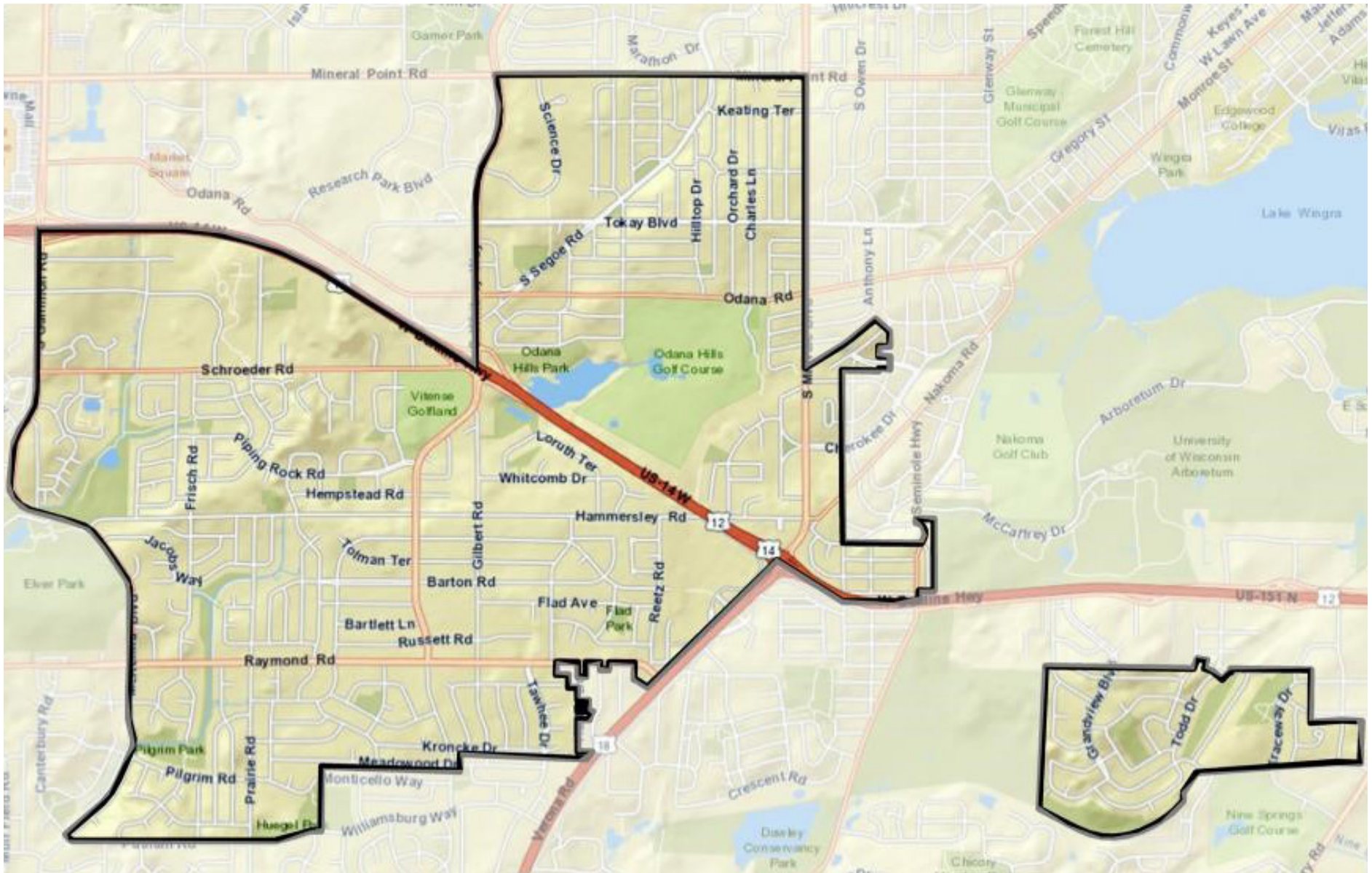


5. Atwood, Near East Side, Schenk's Corners, Eken Park, and Worthington Park: including Schenk-Atwood-Starkweather-Yahara, Worthington Park, Eken Park, Carpenter-Ridgeway, Emerson East, and Sherman Terrace neighborhoods.



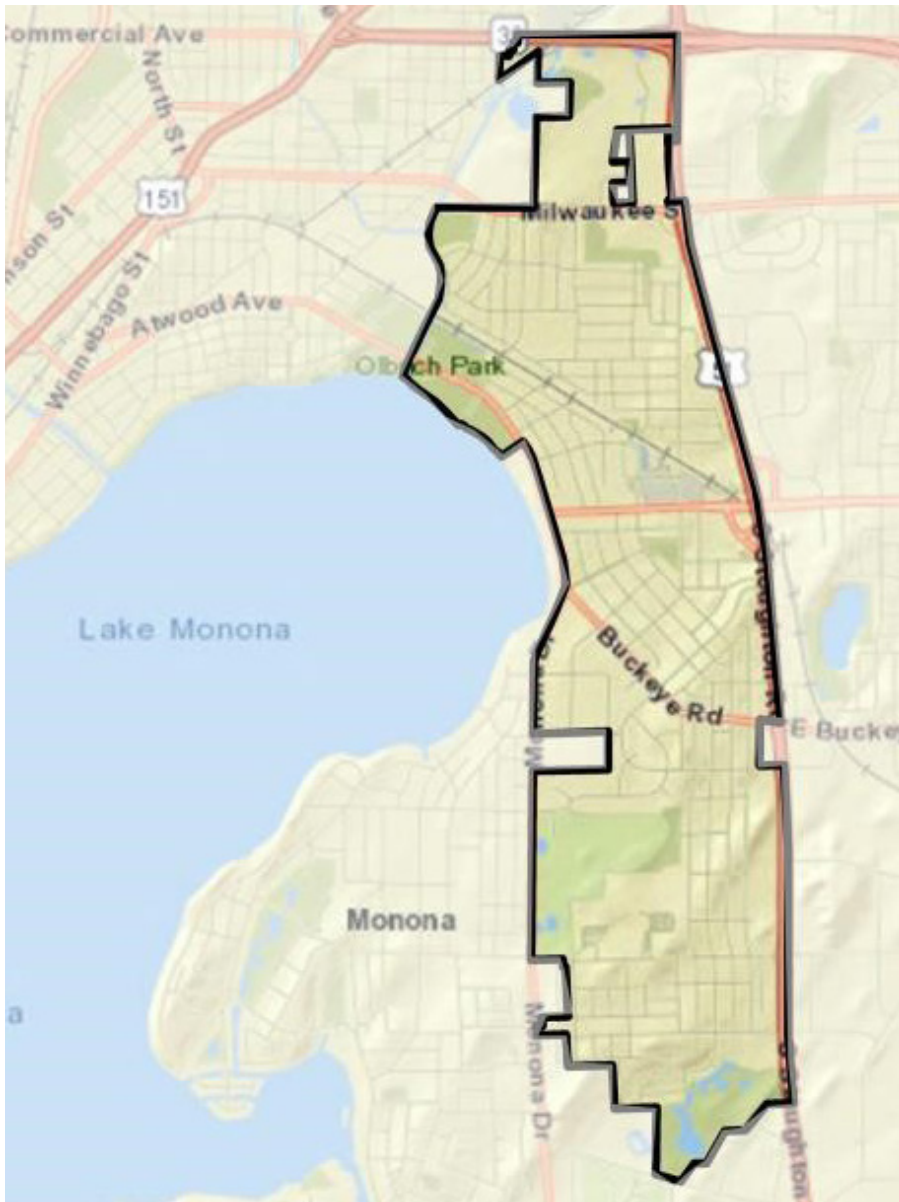


6. South Side, Burr Oaks, Allied and Waunona: including Bridge-Lakepoint, Waunona, Highland Manor, Indian Springs, Moorland-Rimrock, Capitol View Heights, Bram's Addition, Burr Oaks, Allied, and Dunn's Marsh neighborhoods.

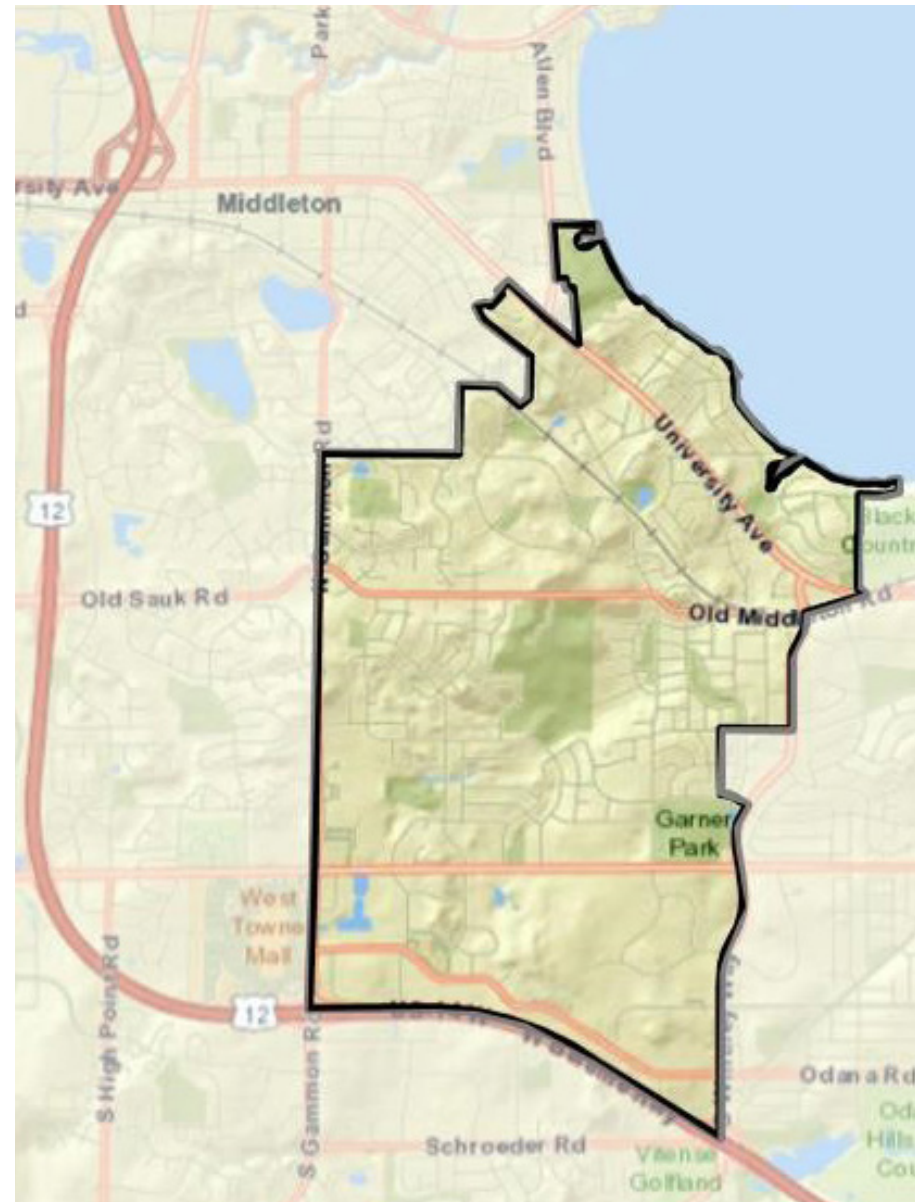


7. Midvale Heights, Arbor Hills, and Orchard Ridge: including Leopold, Arbor Hills, Midvale Heights, Summit Woods, Orchard Ridge, Meadowood, Prairie Hills, and Greentree neighborhoods.

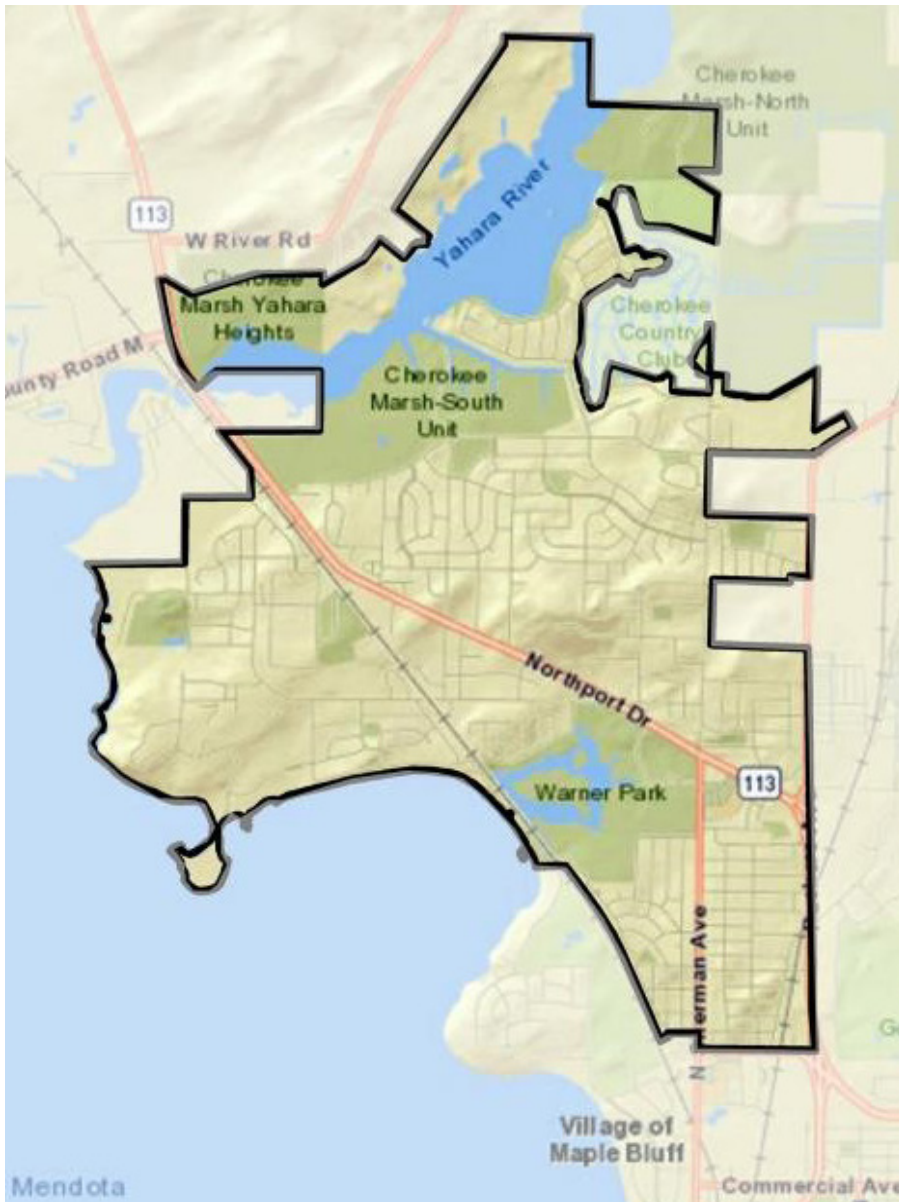




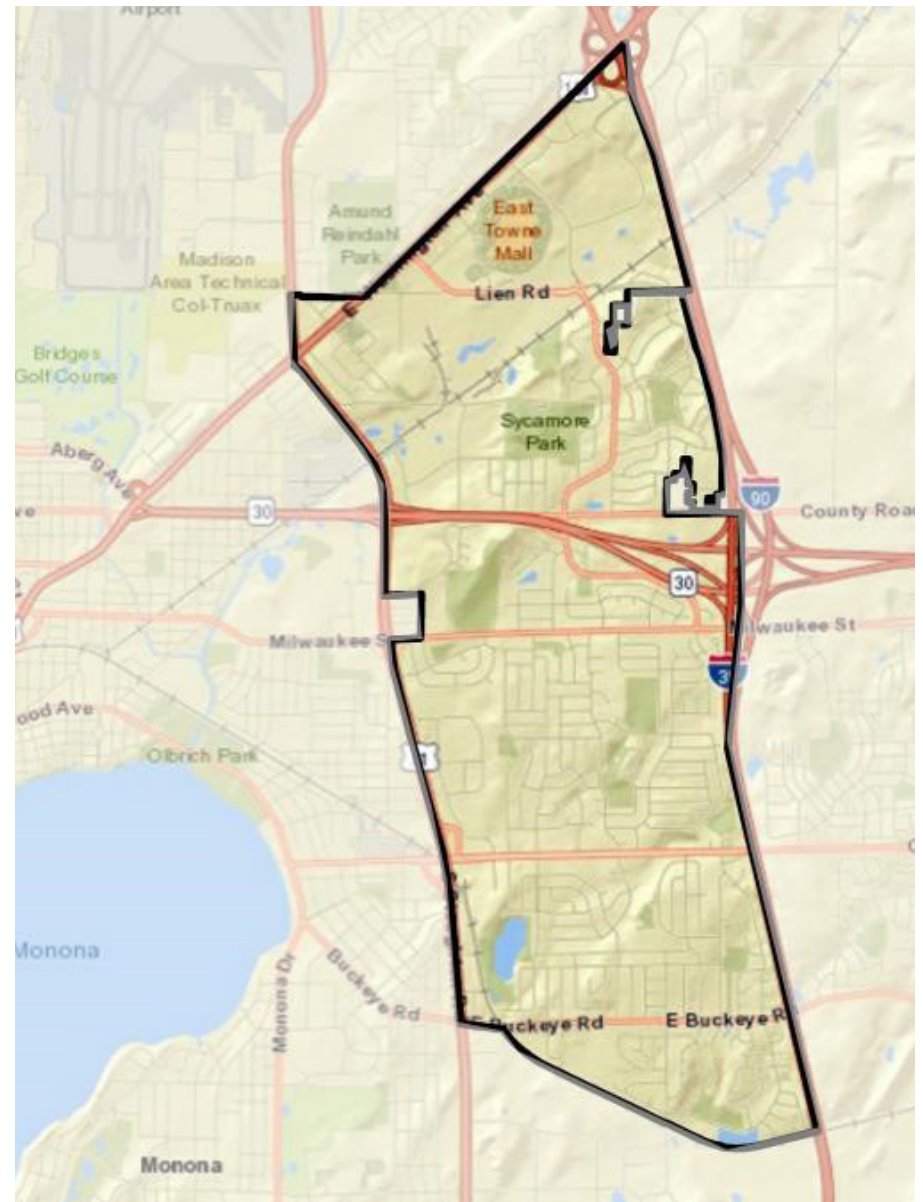
8. Eastmoreland and Glendale: including Glendale, Lake Edge, Eastmorland and neighborhoods.



9. Spring Harbor and Parkwood: including Crestwood, Parkwood Village, Parkwood Hills, Woodland Hills, Woodlands, Saukborough, Skyview Terrace, Old Middleton Greenway, Highlands, Appalachian Ridge, Spring Harbor, Glen Oak Hills, and Faircrest neighborhoods.

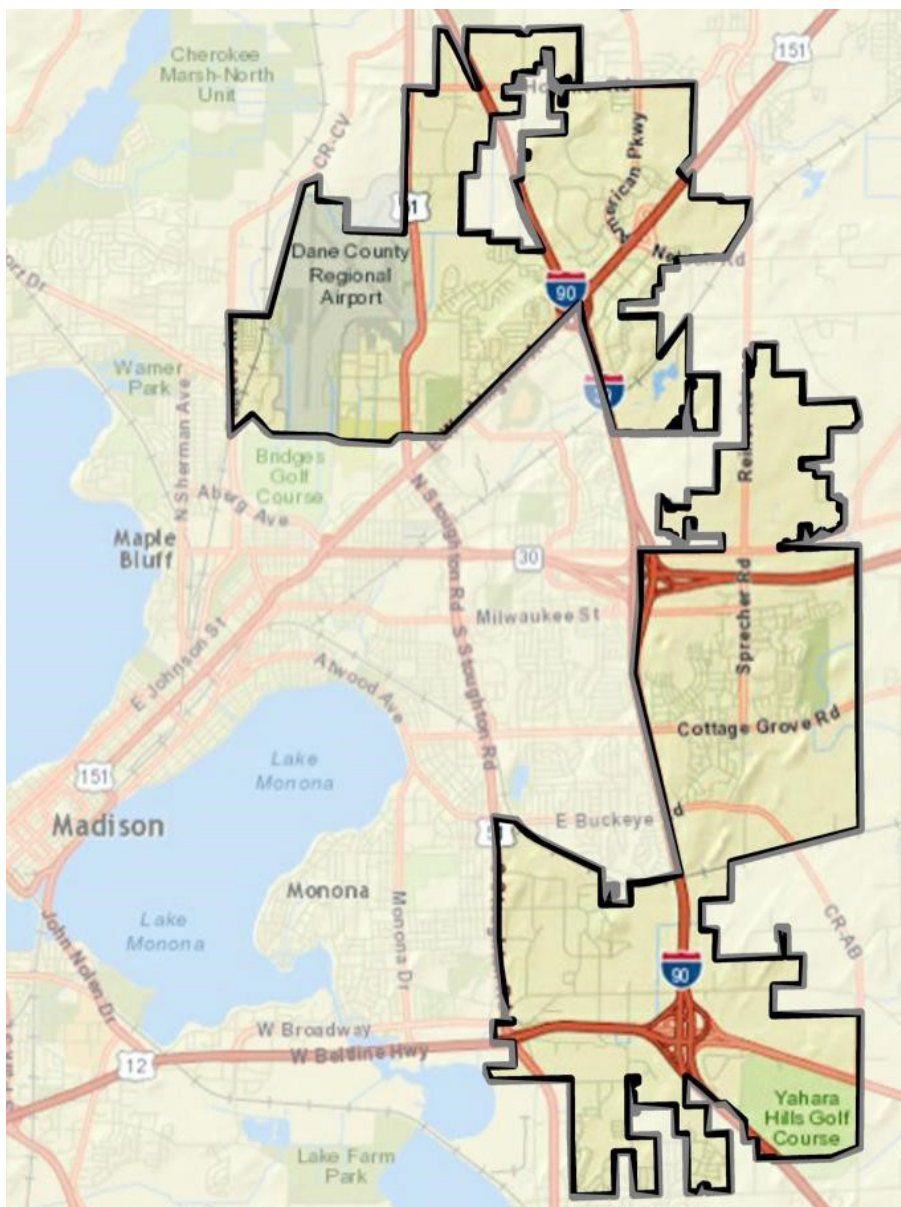


10. North Side: including Brentwood Village, Sheridan Triangle, Maple Wood, East Bluff, Mendota Hills, Lerdahl Park, North Lake Mendota, Kennedy Height, Cherokee Park, Cherokee Garden, Lake View Hill, Whitetail Ridge, Trinity Park, and Berkley Oaks neighborhoods.

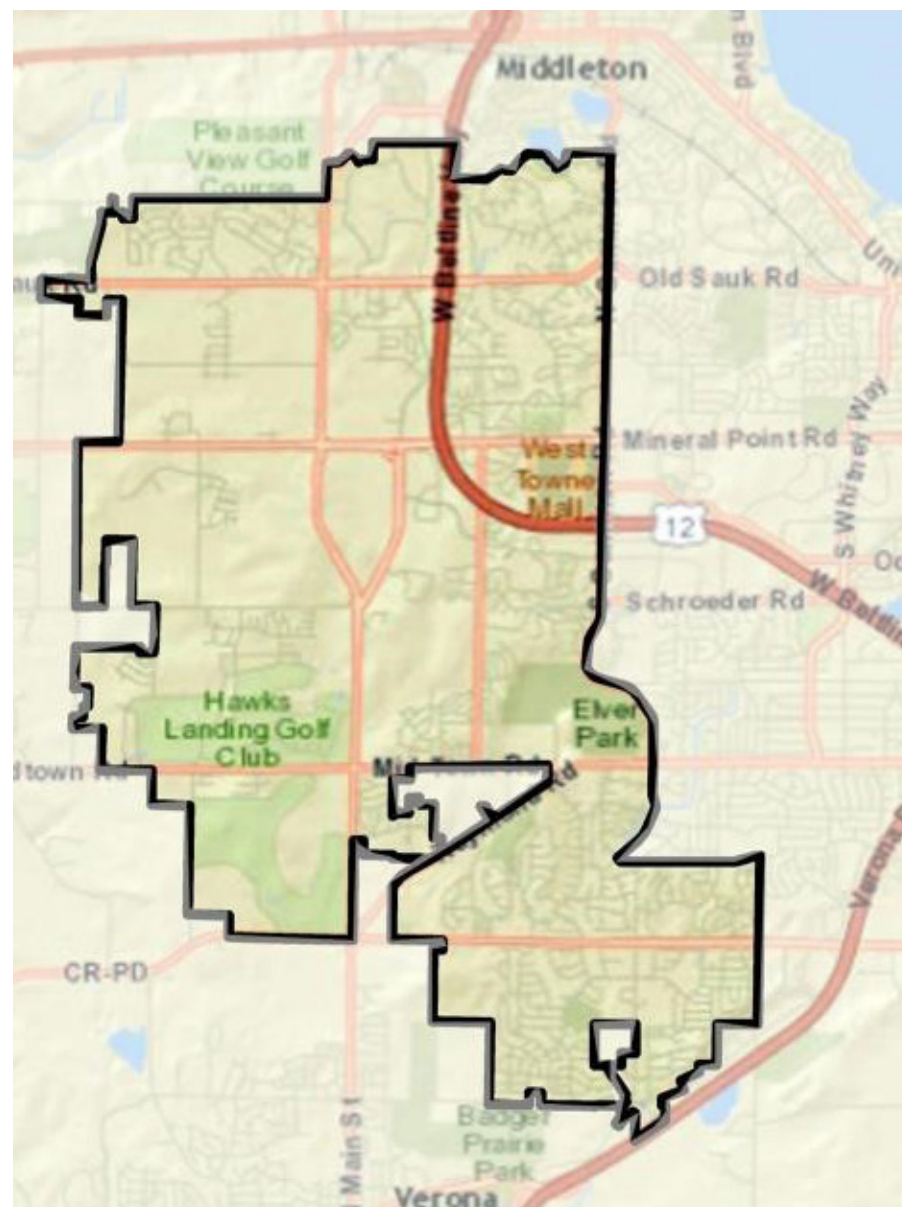


11. Ridgewood, Rolling Meadows and Elvehjem: including Elvehjem, Rolling Meadows, Heritage Heights, Burke Heights, Ridgewood, and Mayfair Park neighborhoods.





12. Eastern Suburbs: these areas, including the Twin Oaks, Secret Places, Richmond Hill, McClellan Park, Sprecher East, Bluff Acres, and Westchester Gardens neighborhoods and any adjacent future annexation.



13. Western Suburbs: including the Maple-Prairie, Stone Meadows, Glacier Ridge, Country Grove, Westhaven Trails, Skyview Meadows, High Point Estates, Newberry Heights, Hawk's Landing, Cardinal Glenn, Oakbridge, Sauk Creek, Greystone, Blackhawk, Wexford Village, Wexford Crossing, Junction Ridge, Tamarack Trails, and Walnut Grove neighborhoods and any adjacent future annexation.







# APPENDIX B - CURRENT PRESERVATION ACTIVITIES

In addition to administering the Historic Preservation Ordinance, the city currently promotes preservation through a variety of activities. These activities are proposed to continue in the future and are listed in the appendix to provide more focus on proposed new or expanded activities. Below is a partial listing on these current activities organized by the goals and objectives outlined in this plan.

## GOAL 1 PROMOTE HISTORIC PRESERVATION IN MADISON

| OBJECTIVE                                                                                                 | EXISTING PROMOTION ACTIVITIES                   | Explanation                                                                                                                                                |
|-----------------------------------------------------------------------------------------------------------|-------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Objective 1a. Promote cultural tourism and civic pride by sharing Madison's unique culture and character. | i. Walking tour brochures                       | Brochure with historic data and facts. Graphics could be updated.                                                                                          |
|                                                                                                           | ii. Landmark plaques                            | Installed on designated landmarks per HPO 41.07(8)                                                                                                         |
|                                                                                                           | iii. "Experiential Tourist Development" program | Planning staff working with Greater Madison Convention and Visitors Bureau                                                                                 |
| Objective 1b. Celebrate social history along with buildings, places, and cultural landscapes.             | i. Walking tour brochures                       | Brochure with historic data and facts. Graphics could be updated.                                                                                          |
|                                                                                                           | ii. Landmark plaques                            | Installed on designated landmarks per HPO 41.07(8)                                                                                                         |
| Objective 1d. Promote best practices in historic preservation within city-owned buildings and places.     | i. Staff involvement                            | Planning Division staff to education other department staff on the importance of preserving historic resources. Education of other agency staff is needed. |

*OPPOSITE: Napoleon B. & Laura S. Van Slyke House, 28 East Gilman Street*

## GOAL 2 - PRESERVE BUILDINGS AND PLACES THAT REPRESENT ARCHITECTURE, EVENTS, AND PEOPLE IMPORTANT TO MADISON'S HISTORY

| OBJECTIVE                                                                                             | EXISTING STEWARDSHIP STRATEGIES                                                                                     | Explanation                                                                                           |
|-------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|
| Objective 2b. Ensure good stewardship of historic buildings, districts, and places                    | i. Spring Letter                                                                                                    | Annual reminder letters to historic resource property owners about responsibilities.                  |
|                                                                                                       | ii. Historic Preservation Ordinance – Sub-Chapters 41E and 41F                                                      | The Historic Preservation Ordinance (HPO) specifies the maintenance obligation of property owners.    |
|                                                                                                       | iii. Minimum Maintenance code for rental and owner occupied property                                                | Madison General Ordinances has a Minimum Housing Code that specifies treatment of all buildings.      |
|                                                                                                       | iv. Letter to owners of properties identified as eligible for designation in new surveys (coordinated with meeting) | Currently this is coordinated with CLG funded projects related to NRHP historic district nominations. |
| Objective 2c. Protect historic buildings and places that are deteriorated or threatened by demolition | i. Historic Preservation Ordinance protects historic resources – Section 41.15                                      | The Historic Preservation Ordinance specifies a Demolition by Neglect provision                       |
|                                                                                                       | ii. Promote moving historically significant buildings to appropriate sites                                          |                                                                                                       |

## GOAL 3 - PROMOTE HISTORIC PRESERVATION AS PART OF ECONOMIC DEVELOPMENT

| OBJECTIVE                                                                                                         | EXISTING FUNDING STRATEGIES                                                                          | Explanation                                                                                                                                                                                                                                |
|-------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Objective 3b. Identify incentives and financial resources and allocate funding for historic preservation projects | i. Façade Improvement Grant Program (city)                                                           | Program established to support and encourage small businesses to reinvest in commercial districts with matching grants to restore or improve facades/storefronts. Preservation planner is on staff team.                                   |
|                                                                                                                   | ii. Tax Increment Financing (city)                                                                   | Governmental finance Strategy used to provide funds to construct public infrastructure, promote development opportunities and expand the future tax base. The proposed development should be consistent with and reinforce all city plans. |
|                                                                                                                   | iii. Small Cap TIF (city)                                                                            |                                                                                                                                                                                                                                            |
|                                                                                                                   | iv. State and Federal Historic Tax Credit (state)                                                    | Property owners of contributing properties listed on the National and State Registers are eligible to participate in the HTC program.                                                                                                      |
|                                                                                                                   | v. Acquiring Certified Local Government Grants to prepare National Register nominations (city/state) | City of Madison is a CLG and has applied for and received grants to prepare NRHP historic district                                                                                                                                         |



## GOAL 4 - COORDINATE MUNICIPAL POLICIES TO PROTECT HISTORIC RESOURCES

| OBJECTIVE                                                                                                  | EXISTING STRATEGIES                                                                                                                                    | Explanation                                                                                                                                                                                                                                                                                                                        |
|------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Objective 4a Coordinate efforts and regulations among city plans, policies, ordinances, and departments    | i. Adopted city plans and special area plans support historic preservation.                                                                            | Comprehensive Plan, Downtown Plan, Cultural Plan, Sustainability Plan, etc.                                                                                                                                                                                                                                                        |
|                                                                                                            | ii. Staff involved with other agencies and in other programs                                                                                           | Living History Project, Public Art, RESJI, Neighborhood grants, etc.                                                                                                                                                                                                                                                               |
|                                                                                                            | iii. Historic Preservation Ordinance                                                                                                                   | Standards, enforcement, and inspection regulations.                                                                                                                                                                                                                                                                                |
|                                                                                                            | iv. Variety of other codes regulate historic preservation.                                                                                             | Signage, solar and wind energy systems, development adjacent to landmarks, etc.                                                                                                                                                                                                                                                    |
| Objective 4b Facilitate and coordinate preservation efforts with other governmental and community entities | i. Mayor's Design Awards have preservation category                                                                                                    | City recognition of preservation projects                                                                                                                                                                                                                                                                                          |
|                                                                                                            | ii. Staff is included in development inquiry meetings                                                                                                  | Planning Division staff to education other department staff on the importance of preserving historic resources                                                                                                                                                                                                                     |
| Objective 4c. Integrate historic preservation and environmental sustainability policies                    | i. Historic preservation issues are provided in Sustainability Plan                                                                                    | Sustainability Plan references historic preservation.....                                                                                                                                                                                                                                                                          |
| Objective 4d. Provide clear and predictable city processes                                                 | i. Staff is included in development inquiry meetings                                                                                                   | Planning Division staff to education other department staff on the importance of preserving historic resources                                                                                                                                                                                                                     |
| Objective 4e. Enforce and enhance existing preservation programs                                           | i. Staff assistance for applicants (development review, certificate of appropriateness, landmark nomination, NRHP nomination, building permit process) |                                                                                                                                                                                                                                                                                                                                    |
|                                                                                                            | ii. Ensure the Landmarks Commission continues to be filled by diverse and knowledgeable members                                                        |                                                                                                                                                                                                                                                                                                                                    |
|                                                                                                            | iii. Follow-Up Process for Landmark Certificate of Appropriateness projects                                                                            |                                                                                                                                                                                                                                                                                                                                    |
|                                                                                                            | iv. Annual Report of Certificate of Appropriateness approvals                                                                                          |                                                                                                                                                                                                                                                                                                                                    |
|                                                                                                            | v. Continue to locally designate new landmarks and historic districts                                                                                  | More local designations will strengthen preservation in the city                                                                                                                                                                                                                                                                   |
|                                                                                                            | vi. Continue to list eligible properties and districts in NRHP                                                                                         |                                                                                                                                                                                                                                                                                                                                    |
|                                                                                                            | vii. Continue to conduct intensive surveys of the city and update historic context.                                                                    | Intensive surveys are projects done to inventory and research historic properties. Historic context statements are written summaries about topics that are important in the history of the city. Intensive surveys and context statements are used to evaluate a property's historic significance and eligibility for designation. |
|                                                                                                            | viii. Staff/administrative approval for specific alteration, repair, and maintenance projects that clearly meet standards for review                   |                                                                                                                                                                                                                                                                                                                                    |

## GOAL 5 - ENGAGE THE COMMUNITY IN DETERMINING ONGOING HISTORIC PRESERVATION PRIORITIES

| OBJECTIVE                                                                                                                       | EXISTING STORYTELLING STRATEGIES                    | Explanation |
|---------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------|-------------|
| Objective 5a. Solicit ideas and stories about historic preservation from the public through a variety of methods and techniques | i. Living History Project at Madison Public Library |             |

## GOAL 6 - EDUCATE THE PUBLIC ABOUT MADISON'S HISTORY AND THE VALUE AND BENEFITS OF HISTORIC PRESERVATION

| OBJECTIVE                                                                                                | EXISTING EDUCATION STRATEGIES                          | Explanation                                                                |
|----------------------------------------------------------------------------------------------------------|--------------------------------------------------------|----------------------------------------------------------------------------|
| Objective 6a. Educate visitors and residents of all ages about Madison's history                         | i. Walking tour brochures for public and local schools | Brochure with historic data and facts.                                     |
|                                                                                                          | ii. "Experiential Tourism Development Program"         | Planning staff working with Greater Madison Convention and Visitors Bureau |
|                                                                                                          | iii. Website posting of events and resources           |                                                                            |
|                                                                                                          | iv. Landmark plaques                                   | Installed on designated landmarks per HPO 41.07(8)                         |
|                                                                                                          | v. Baseline research on historic resources             | Gather base property values and neighborhood status                        |
|                                                                                                          | vi. Story sharing events                               | Community curated e.g. Living History Project, Pop-up Museum               |
|                                                                                                          | vii. First Nation Cultural Landscape tours             |                                                                            |
| Objective 6c. Recognize and publicize successful preservation projects                                   | i. Mayor's Design Awards                               | Historic Preservation category                                             |
| Objective 6d. Share stories of historic and community places that have been lost or are under-recognized | i. Living History Project at Madison Public Library    |                                                                            |









# APPENDIX C - COMMUNITY ENGAGEMENT

The character of Madison is instilled by the isthmus location between Lakes Monona and Mendota and the preservation of historic places that provide a sense of place with connection to the past and assurance of that opportunity for the future.

Underrepresented communities have contributed to the preservation of Madison's historic fabric through original use, preservation, adaptive reuse and sharing of the history that represents the entire community. A major goal of this plan is to ensure that the resources provided, places preserved and the history shared includes underrepresented communities.

This plan strives to integrate the value of historic preservation, both tangible and intangible, in policy for city leadership such that the contribution of individual properties support a greater civic vision. This plan strives for integrated historic preservation policy to ensure preservation concurrent with the continual transformation of the built form results in beauty, sustainability, inclusiveness and a sense of time and history to place.

## HISTORIC PRESERVATION PLAN ADVISORY COMMITTEE

The Historic Preservation Plan Advisory Committee (HPPAC) was established to advise staff, the consultants, and the Landmarks Commission on the development of the Historic Preservation Plan and related public engagement, and serve as a forum for public testimony and comments regarding the process and recommendations. The Committee's 13 members were appointed by the Mayor and confirmed by the Common Council to provide a broad and diverse representation of people interested and impacted by historic preservation.

The Historic Preservation Plan Advisory Committee, the consultant team, and city staff developed a comprehensive engagement strategy to gather input from a variety of groups, including underrepresented groups, at varying locations throughout the city. The strategy was approved by the HPPAC and Landmarks Commission. The

**OPPOSITE: University Presbyterian Church and Student Center, 731 State Street**

Historic Preservation Plan Advisory Committee worked with city staff and the consultant team to identify the community's values around historic preservation, followed by goals - what we want to accomplish, objectives - how we can do it, and strategies - actions to implement the plan. Recommendations and strategies are based on public input received through meetings, online surveys, project website, emails, and city communication, as well as consultant and staff expertise and experience in historic preservation.

## INCLUSIVE ENGAGEMENT PROCESS

The City of Madison is committed to racial equity and social justice, and required all staff and consultants working on this plan to participate in the City of Madison Racial Equity and Social Justice Initiative (RESJI) training. The Communication and Public Engagement Process was evaluated using the city's RESJI Equity Analysis Tool and revised to ensure a diversity of viewpoints and stories inform the recommendations. The team felt it was critical the public be part of determining a comprehensive engagement process, therefore a draft set of engagement principles was presented to the public at the Kickoff meeting and two meetings focusing on community values. Following are the Principles developed, as informed by public feedback:

- Provide options to participate a little or a lot
- Explain how input will be used
- Be responsive and flexible
- Keep it simple and clear
- Show trust and respect all perspectives
- Involve stakeholders from the beginning
- Make it personally relevant
- Actively engage underrepresented communities and ask who is not at the table
- Utilize existing groups and networks
- Ask how people want to participate and what services they need to participate
- Engage stakeholders in developing ideas and not just responding to set questions

## COMMUNICATION

An important aspect of providing a comprehensive, inclusive approach was to communicate to a diverse set of stakeholders about the process, engagement opportunities, and project status. Diverse community members were part of identifying, learning about, discussing, and planning for the preservation of buildings and places that are important representations of the histories of all groups in Madison. A variety of outreach formats were utilized during the development of the Plan to reach a broad audience, with an emphasis on underrepresented groups. Input techniques included traditional meetings, discussions, project website, and newsletters, as well as social media, radio and TV stories, and online articles. The city also worked with various interest groups to distribute meeting notices to their networks and promoted historic preservation through related events such as Living History at the Madison Public Library, Historic Preservation Selfie Contest, and the Mayor's Roundtable event. Essential materials were available in Hmong and Spanish and translators were provided at public meetings when requested.

## KICK-OFF MEETING

The City of Madison hosted a public meeting to kick off the Historic Preservation Project on Tuesday, September 26, 2017, at the Goodman Community Center. The meeting included an introduction of the process by city staff and the consultant team for the two parts of the project - developing the Historic Preservation Plan and updating the existing local historic district ordinances. The meeting included opportunities to provide written notes and ideas on a variety of historic preservation topics including: discovery of underrepresented communities' histories, groups and individuals to engage in the process, important historic resources, opportunities and concerns for ordinance revisions, and general historic preservation thoughts.

### KEY THEMES

Public comments and discussion identified the following key elements be integrated into the planning process.

- Respect all perspectives
- Involve stakeholders from the beginning
- Engage underrepresented communities and reach out to groups not at the meetings
- Utilize existing groups and networks
- Engage stakeholders in developing ideas and not just responding to set questions

## COMMUNITY VALUES MEETINGS

The City of Madison hosted two public meetings to establish the "Community Values" and discover historic resources on November 2 and 29, 2017. The meetings included presentations by city staff and the consultant team describing the Project and the need to gather values around historic preservation. An interactive exercise helped participants discover those places that attendees felt should be retained for future generations and why. From this discussion, the attendees created value statements for further development. Small groups answered the following questions:

"What places in Madison should be preserved for the next generation? Why?"

"Where do you feel connection to community in Madison?"

"Where do you take visitors in Madison?"

### KEY THEMES

Public comments and discussion identified the following key elements be integrated into the community values.

- Consider current and future generations
- Emphasize what is unique about Madison
- Preserve both buildings and places
- Ensure all voices are part of the process

## COMMUNITY VALUE STATEMENTS

Utilizing public input, and two review meetings with the Historic Preservation Plan Advisory Committee, the Value Statements were developed to guide the Historic Preservation Plan recommendations.

1. Madison values places that are significant in representing:
  - a. history, events, people, and architecture from all eras of Madison's past,
  - b. histories of underrepresented communities
  - c. Madison's unique culture, character, and identity.
2. Madison values public awareness and knowledge of:
  - a. Madison's historic places,
  - b. Madison's diverse history, including places that no longer exist
  - c. benefits and value of historic preservation.

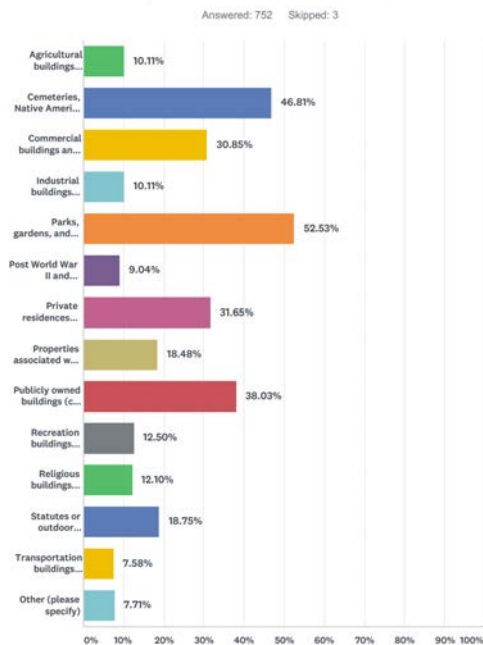
3. Madison values new development and investment in historic places that compliments the context and character of significant historic places.
4. Madison values public historic preservation initiatives with community input.

## COMMUNITY SURVEY

An online survey was created to allow people to share their preservation priorities and provide guidance for future areas of focus. The survey was available online and in print, open for approximately three months, and completed by 755 respondents. Approximately 70% of respondents were residents, with 14% owning a historic property. The survey provided a means to reach a broad base of people and opinions and establish a baseline of perspectives.

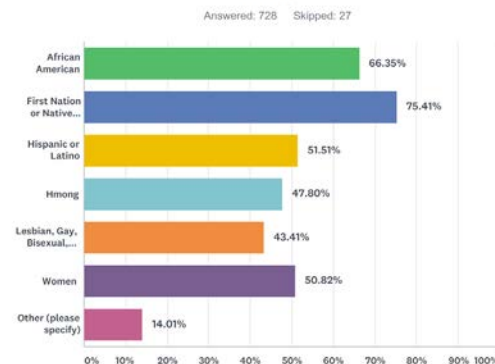
Questions covered a range of topics from ranking historic resources, how resources should be spent on historic resources, which groups are underrepresented in the story of Madison's history, threats to preservation, and buildings and places key to Madison's history and culture.

Q1 Which three types of historic resources are most important to you?  
(Please choose up to three.)

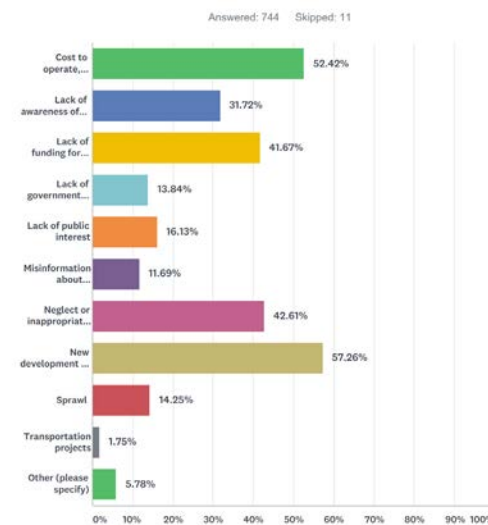


City-owned buildings; parks and open spaces; and cemeteries and Native American landscapes were ranked as most important historic resources. City website content; conferences and events; and publications were the top three strategies suggested for educating people about historic preservation practices. New construction, cost of preservation, and neglect were the top three threats to historic properties.

Q3 Which of the following groups are underrepresented or not well documented in understanding the history of Madison? (Select all that apply.)



Q5 What are the major threats to historic properties? (Please choose up to three.)



## GOALS & OBJECTIVES MEETINGS

The City of Madison hosted two public meetings, May 3, 2018 in the Red Gym on the UW Campus and May 21, 2018 at Madison East High School, to discuss community goals and objectives. The first meeting included a presentation by city staff and the consultant team to describe the findings from the previous meetings and engage the public in conversations about the desired outcomes of the project followed by smaller group discussions based on community value topics. The second meeting was an open house format with stations for each of the key topics which influenced the development of specific goals and objectives.

### KEY THEMES

Public comments and discussion provided the following key elements be integrated into the goals and objectives.

- Emphasize what is unique about Madison's culture and heritage
- Tell stories of both existing historic buildings and buildings lost
- Ensure tools are provided for historic property owners
- Ensure all voices are part of the process

## STRATEGIES & PRIORITIES OPEN HOUSE

The City of Madison hosted an open house on Wednesday, February 27, 2019 at the Madison Municipal building to gather input on the proposed strategies and the goals and objectives they relate to. Attendees were also asked to help identify the timing and potential partners to implement each strategy. An online survey of the proposed strategies was provided for those unable to attend the open house to identify priorities and potential partners. Short (0 to 2 years) and medium (3 to 5 years) term were the most suggested implementation timelines.

### KEY THEMES

Public comments provided suggestions for priorities and implementation of the strategies.

- Partner with local organizations to successfully implement the variety of strategies
- Provide opportunities for historic preservation education and training
- Celebrate existing and lost historic sites
- Work with all groups to include storytelling as part of implementation

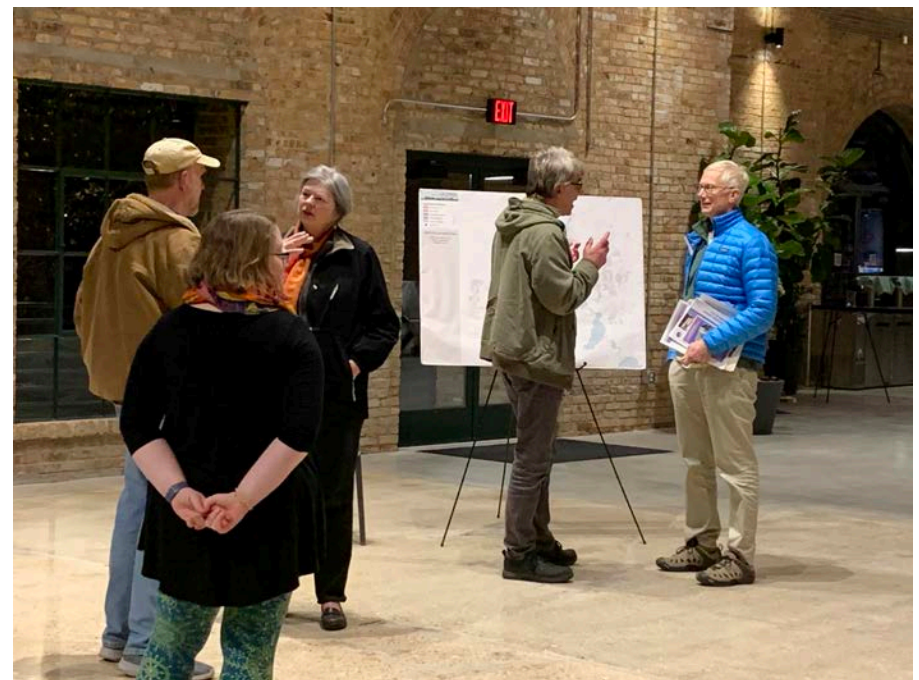
## DRAFT PLAN OPEN HOUSE

The City of Madison hosted an open house on Wednesday, November 20, 2019 at the Garver Feed Mill to gather input on the Final Draft Plan. Boards highlighting the process, underrepresented communities survey, goals and objectives, strategy for future survey work, and next steps were on display for the public to review. A video presentation of the underrepresented communities survey was available, along with printed plan reports.

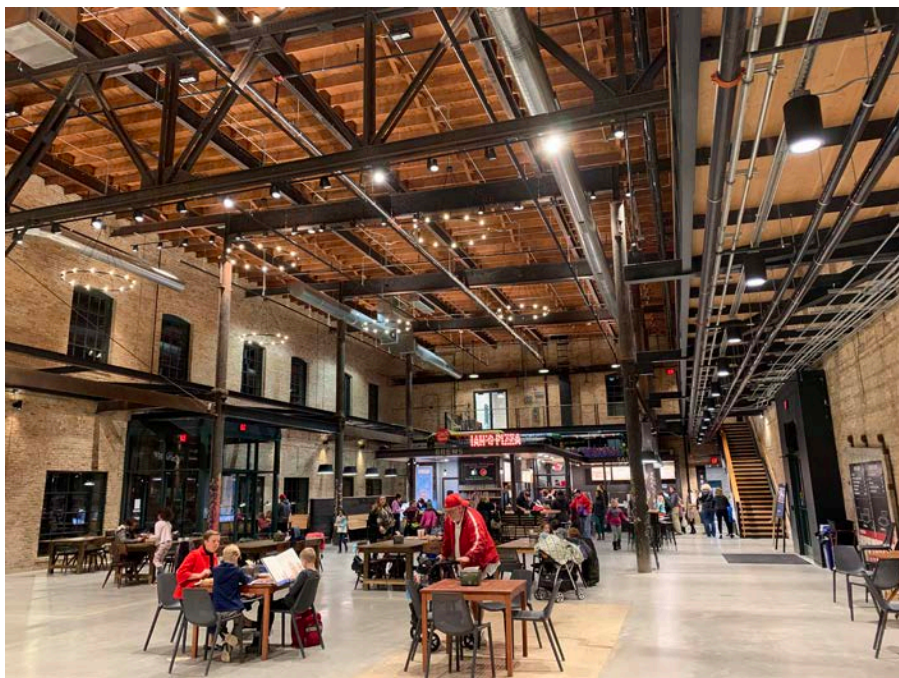
### KEY THEMES

Public comments provided support for the process and recommendations with the following suggestions.

- Edits to the University of Wisconsin-Madison historic survey explanation.
- Continued inclusion of historic preservation in city development projects.
- Reference need to review staff capacity for the implementation of the recommendations.







*The Draft Plan Open House featured informational and interactive panels, along with space to socialize and dine, at the recently renovated Garver Feed Mill.*

## LANDMARKS COMMISSION APPROVAL

On January 27, 2020, the Landmarks Commission held a special meeting to consider the Draft Historic Preservation Plan as recommended by the Historic Preservation Advisory Committee. The Landmarks Commission considered additional public and staff comments and unanimously recommended that the plan be approved, including the comments and edits discussed at the meeting, and that it be forwarded to the Common Council for introduction.

## COMMON COUNCIL

On February 13, 2020, Alders Marsha Rummel, Patrick Heck, and Arvina Martin sponsored the Historic Preservation Plan for introduction to the Common Council. And at its February 25, 2020, meeting, the body referred the legislation and document to the Plan Commission for their advisory recommendation to the Landmarks Commission.

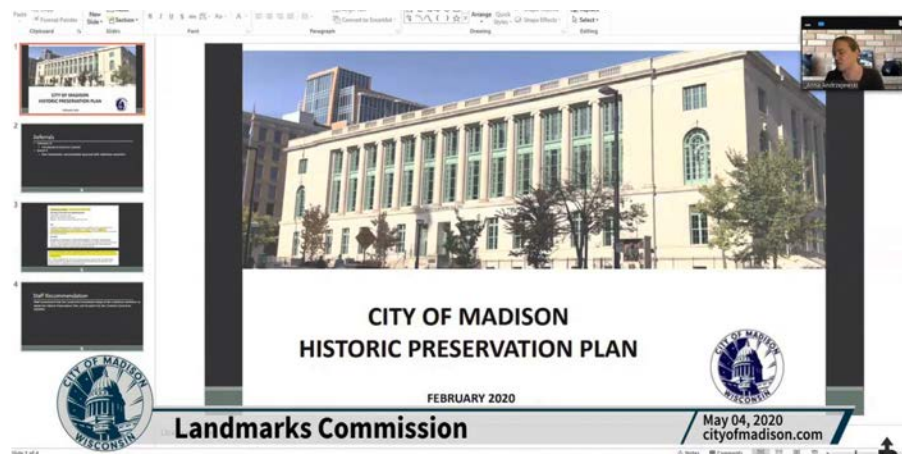
## PLAN COMMISSION

Prior to the Plan Commission meeting, the alders sponsoring the plan agreed to modify the resolution to include that the Common Council would accept the Underrepresented Communities Historic Resources Survey as a living document. This would highlight the precedent-setting survey, while allowing it to evolve as the City gathered additional information on historic resources related to Madison's underrepresented communities. At the March 9, 2020, Plan Commission meeting, the body advised the Landmarks Commission to adopt the substitute resolution and the preservation plan as drafted.

*Due to the coronavirus public health crisis, the Madison Common Council cancelled all public meetings on March 17. Essential public bodies began to conduct business by virtual meetings at that point. As a result, the final public meetings for reviewing the preservation plan were held virtually.*

## LANDMARKS COMMISSION

As part of its May 4, 2020, virtual meeting, the Landmarks Commission moved by unanimous consent to recommend that the Common Council adopt the substitute resolution and the Historic Preservation Plan.



*Staff provided a slide presentation of the final edits for the Landmarks Commission's review, with Dr. Anna Andrzejewski (pictured upper right) chairing the meeting.*

## COMMON COUNCIL

At the May 19, 2020, virtual Common Council meeting, the council unanimously adopted the substitute resolution and the Historic Preservation Plan; accepted the Underrepresented Communities Historic Resource Survey Report; and dissolved the Historic Preservation Plan Advisory Committee.



*Sheri Carter, Madison's first African-American woman to serve as Common Council President, presided over the meeting where the City adopted the plan.*

## ADVISORY COMMITTEE MEETINGS

### MEETING #1 - FEBRUARY 26, 2018

The City of Madison Historic Preservation Plan Advisory Committee (Committee) held its first meeting on Monday, February 26, 2018 at Goodman Community Center. The Committee elected a Chair and Vice Chair and discussed procedures and the schedule. Staff and the consultants provided a presentation on the Plan process and the findings from the previous public meetings and draft community value statements.

### MEETING #2 - APRIL 11, 2018

The Committee held its second meeting at the John Wall Pavilion, Tenney Park, 402 N Thornton Avenue. The Committee learned about the purpose of city plans, the benefits of historic preservation, and how the Historic Preservation Plan can go beyond the typical plan to be uniquely Madison.

### MEETING #3 - JUNE 12, 2018

The Committee held its third meeting in June at the City-County Building. The Committee learned about the community input received to date, existing efforts Madison already undertakes relating to Historic Preservation, and provided feedback on the draft goals and objectives. The Committee discussed the need for lost buildings of significance, as well as existing historic buildings, to be referenced. Another priority was to preserve community character and specific historic buildings. Stewardship of city-owned buildings and financing for preservation projects were suggested as critical issues for preservation to be successful.

### MEETING #4 - JUNE 27, 2018

The Committee continued their discussion and review of the goals and objectives and started to identify priorities at the City-County Building. Discussions included the need to expand to landscapes and public spaces, not just preservation of buildings, and how the term sustainability can be integrated into the discussion.

### MEETING #5 - OCTOBER 10, 2018

The Committee met at the City-County Building to discuss strategies related to the goals and objectives they previously endorsed. The draft list of strategies reflects those things the city is already doing, suggestions from public meetings, and ideas from staff and consultants. The Committee supported the overall intent of the strategies and discussed specific wording suggestions and potential partners.

### MEETING #6 - DECEMBER 12, 2018

Committee members reviewed and ranked the draft strategies related to each goal and objective prior to the December 12th meeting. At the Madison Municipal building they discussed and prioritized the strategies.

### MEETING #7 - JULY 10, 2019

The Committee met at the City-County Building to hear the consultant's presentation of the draft Underrepresented Communities Historic Resources Survey Report and draft Strategy for Future Survey Work. The Committee discussed the methodology and findings of the Survey Report, and it was clarified that this would be a resource for the Historic Preservation Plan and other efforts, but would be a research document that builds on past survey work and could be expanded in the future. However, the Strategy for Future Survey Work would be integrated into the plan.

### MEETING #8 - JULY 17, 2019

The consultants presented drafts of Chapter 4 (Goals, Objectives, & Strategies) and Chapter 5 (Implementation) at a meeting in the City-County Building. The table in Chapter 5, proposed a timeframe, cost estimate, responsible party, and potential partners for each recommended strategy to facilitate implementation of the plan recommendations.

### MEETING #9 - AUGUST 21, 2019

The Committee discussed comments received from the Madison Alliance for Historic Preservation, as well as their own perspectives, regarding the format and content of the draft.

### MEETING #10 - OCTOBER 3, 2019

The Committee continued discussion on potential revisions and edits to the draft plan and provided direction to staff and the consultants for the preparation of the final draft plan. The final draft plan was released prior to the November 20, 2019 Public Open House. It also served as the base document for approval by the Advisory Committee and the Landmarks Commission.

### MEETING #11 - DECEMBER 18, 2019

Staff and the consultants presented the Final Draft Plan for review and comment, including public input received at the November 20, 2019 Open House. Final suggestions and approval were given to move the plan to the Landmarks Commission.







# APPENDIX D - PLANS WITH PRESERVATION RECOMMENDATIONS

The City of Madison routinely conducts studies and adopts plans covering a variety of geographies and topics. Many of these documents contain recommendations related to historic preservation. The adoption of this Historic Preservation Plan does not change the status of these plans and studies but provides a current contextual framework for their recommendations. The list below provides examples of these plans and studies as a reference, beginning with the more recent documents. This is not intended to be all inclusive.

**COMPREHENSIVE PLAN (2018)**

**MANSION HILL DISTRICT BOUNDARY REVIEW (2018)**

**LANGDON NEIGHBORHOOD CHARACTER STUDY (2018)**

**UNIVERSITY HILL FARMS NEIGHBORHOOD PLAN (2016)**

**LAMP HOUSE BLOCK PLAN (2014)**

**DOWNTOWN PLAN (2012)**

**MONROE STREET COMMERCIAL DISTRICT PLAN (2007)**

**WILLIAMSON STREET DESIGN GUIDELINES – BUILD II (2004)**

*OPPOSITE: Belmont Hotel, 101 East Mifflin Street, Winterbotham Building, 25 N Pinckney Street, Maeder Building, 23 N Pinckney Street*





# APPENDIX E - FINAL APPROVAL AND ADOPTING RESOLUTION



City of Madison

City of Madison  
Madison, WI 53703  
www.cityofmadison.com

## Legislation Details (With Text)

|                        |                                                                                                                                                                                                                                                                                                                                                  |                      |                                                               |              |                                         |
|------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|---------------------------------------------------------------|--------------|-----------------------------------------|
| <b>File #:</b>         | 59575                                                                                                                                                                                                                                                                                                                                            | <b>Version:</b>      | 2                                                             | <b>Name:</b> | Adopting the Historic Preservation Plan |
| <b>Type:</b>           | Resolution                                                                                                                                                                                                                                                                                                                                       | <b>Status:</b>       | Passed                                                        |              |                                         |
| <b>File created:</b>   | 2/13/2020                                                                                                                                                                                                                                                                                                                                        | <b>In control:</b>   | Department of Planning and Community and Economic Development |              |                                         |
| <b>On agenda:</b>      | 5/19/2020                                                                                                                                                                                                                                                                                                                                        | <b>Final action:</b> | 5/19/2020                                                     |              |                                         |
| <b>Enactment date:</b> | 5/27/2020                                                                                                                                                                                                                                                                                                                                        | <b>Enactment #:</b>  | RES-20-00395                                                  |              |                                         |
| <b>Title:</b>          | SUBSTITUTE Adopting the Historic Preservation Plan as a supplement to the Comprehensive Plan, directing staff to implement the recommendations contained in the plan, accepting the Underrepresented Communities Historic Resource Survey Report, and dissolving the Historic Preservation Plan Advisory Committee.                              |                      |                                                               |              |                                         |
| <b>Sponsors:</b>       | Marsha A. Rummel, Patrick W. Heck, Arvina Martin                                                                                                                                                                                                                                                                                                 |                      |                                                               |              |                                         |
| <b>Indexes:</b>        |                                                                                                                                                                                                                                                                                                                                                  |                      |                                                               |              |                                         |
| <b>Code sections:</b>  |                                                                                                                                                                                                                                                                                                                                                  |                      |                                                               |              |                                         |
| <b>Attachments:</b>    | 1. Madison HPP Final Draft February 2020.pdf, 2. Underrepresented Communities Intensive Survey Report - DRAFT 7-2-19_r.pdf, 3. Martens_Comment_03-09-20.pdf, 4. HPP Adopting Resolution, (draft substitute), 5. Staff Memo on Final Draft Preservation Plan 5-4-20, 6. LC Staff Presentation 5-4-20, 7. 59575 LC Report 5-4-20, 8. Version_1.pdf |                      |                                                               |              |                                         |

| Date      | Ver. | Action By                                                     | Action                                              | Result |
|-----------|------|---------------------------------------------------------------|-----------------------------------------------------|--------|
| 5/19/2020 | 2    | COMMON COUNCIL                                                | Adopt                                               | Pass   |
| 5/4/2020  | 2    | LANDMARKS COMMISSION                                          | RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER   | Pass   |
| 3/9/2020  | 1    | PLAN COMMISSION                                               | Return to Lead with the Recommendation for Approval | Pass   |
| 2/25/2020 | 1    | LANDMARKS COMMISSION                                          | Referred                                            |        |
| 2/25/2020 | 1    | COMMON COUNCIL                                                | Referred                                            |        |
| 2/13/2020 | 1    | Department of Planning and Community and Economic Development | Referred for Introduction                           |        |

No additional City appropriation is required with the adoption of the Historic Preservation Plan. However, implementing recommendations within the Plan will require additional staff or consultant resources. The timeframe and estimated level of cost for each recommended strategy starts on page 54 of the plan. These expenditures, as well as others, will need to be included in future capital and operating budgets, subject to Common Council approval at that time.

SUBSTITUTE Adopting the Historic Preservation Plan as a supplement to the Comprehensive Plan, directing staff to implement the recommendations contained in the plan, accepting the Underrepresented Communities Historic Resource Survey Report, and dissolving the Historic Preservation Plan Advisory Committee.

WHEREAS, during the development of the Downtown Plan, several commissions stressed the need for a City Historic Preservation Plan to ensure that historic preservation remains an effective tool to preserve the city's historic resources; and

WHEREAS, early in the process of revising the Historic Preservation Ordinance, the Ad Hoc Landmarks Ordinance Review Committee and members of the public stressed the need for a City Historic Preservation Plan to guide the preservation program; and

WHEREAS, the Comprehensive Plan, adopted in August, 2018 (Legistar File # 51349), provided a vision for the City's future and established a comprehensive set of goals, strategies and actions, including a recommendation to "Complete, adopt, and implement a Historic Preservation Plan as a framework for the future of Madison's historic preservation program"; and

WHEREAS, in November 2017, the Common Council approved a resolution (Legistar File # 49177) creating the Historic Preservation Plan Advisory Committee (HPPAC) to assist with the development of the Historic Preservation Plan (Plan); and

WHEREAS, a consultant team, including Legacy Architecture, Inc., CE Planning Studio, LLC, and Archetype Historic Property Consultant, was retained to assist with the development of the Plan and related activities; and

WHEREAS, a Communication and Public Engagement Strategy was approved by the HPPAC and Landmarks Commission in early 2018 to ensure an inclusive planning process and a Plan that celebrates and preserves the places that represent the city's collective histories; and

WHEREAS, a major component of the planning effort was for the consultant team to conduct research and prepare a detailed Underrepresented Communities Historic Resource Survey Report, that will serve as a living resource, and which is summarized in the Plan; and

WHEREAS, the HPPAC, working with staff and the consultant team, facilitated public engagement, worked to identify the community's values around historic preservation, and developed the following goals to reflect those values:

- 1) Promote Historic Preservation in Madison
- 2) Preserve buildings and places that represent architecture, events, and people important to Madison's history
- 3) Promote historic preservation as part of economic development
- 4) Coordinate municipal policies to protect historic resources
- 5) Engage the community in determining ongoing historic preservation priorities
- 6) Educate the public about Madison's history and the value and benefits of historic preservation; and

WHEREAS, detailed objectives and strategies were developed to achieve the six goals and prioritized by the HPPAC, with the following identified as the 14 highest priority strategies (in no particular order):

- Place plaques at existing buildings and places, lost buildings, and cultural sites to identify significant historical events and locations.
- Develop tourism marketing and branding materials that highlight historic attractions in the city.
- Coordinate an urban design program to visually promote City-owned historic buildings and places.
- Determine which types of buildings and places are underrepresented in the current historic resources inventory.
- Develop a "Top 10 Historic Buildings and Places to Preserve" exhibit or program.
- Develop a database of properties that are eligible for historic tax credits.
- Encourage adaptive reuse as an affordable housing option.
- Develop a document that outlines the development proposal review process and criteria for historic properties to educate staff, departments, committees, and the public.
- Prepare illustrated design guidelines for buildings and places within historic districts, including those outside period of significance.
- Consider properties with existing National Register of Historic Places designation and those identified through future survey work for local designation.
- Utilize a variety of tools, both digital and in-person, to gather and post information about Madison's history, diversity, and culture.
- Reach out to local underrepresented groups to gather additional information about buildings, places, or events that should be part of Madison's story.
- Utilize social media to announce events and engage the public on historic preservation practices, events, policies, and projects.
- Create interactive websites, online articles, exhibits, and tours on the benefits of preservation; and

WHEREAS, the HPPAC unanimously recommended approval of the Plan on December 18, 2019 and forwarded it to the Landmarks Commission; and

WHEREAS, the Landmarks Commission unanimously recommended approval of the Plan on January 27, 2020, with the recommendation to forward it to the Common Council for introduction.

NOW, THEREFORE BE IT RESOLVED, that the Historic Preservation Plan is hereby adopted as a supplement to the Comprehensive Plan.

BE IT FURTHER RESOLVED, that staff is directed to implement the recommendations contained in the Historic Preservation Plan, including submitting necessary staffing and other expenditure requests in annual Capital and Operating Budgets.

BE IT FURTHER RESOLVED, that the Underrepresented Communities Historic Resource Survey Report is hereby accepted and may be administratively updated as new historic resources and other information is discovered.

BE IT FINALLY RESOLVED, that the Common Council expresses its appreciation to members of the Historic Preservation Plan Advisory Committee for contributing their time and expertise to this important effort and hereby dissolves the Committee.

**OPPOSITE: U.S. Post Office and Courthouse, now the Madison Municipal Building,  
215 Martin Luther King Jr. Boulevard**

