



City of Milwaukee

200 E. Wells Street
Milwaukee, Wisconsin
53202

Meeting Agenda HISTORIC PRESERVATION COMMISSION

ANN PIEPER EISENBROWN, CHAIR

Sandra Ackerman, Patricia Balon, Ald. Robert Bauman, Randy Bryant, Matt Jarosz, and Allyson Nemec

**Staff Assistant, Linda Elmer, (414)-286-2232, E-mail:
lelmer@milwaukee.gov**

**HPC Planners: Carlen Hatala, (414)-286-5722,
chatal@milwaukee.gov; Paul Jakubovich, (414)-286-5712,
pjakub@milwaukee.gov**

Monday, April 12, 2010

4:00 PM

Room 301-B, City Hall

Special

1. [091618](#) Resolution relating to the interim historic designation of the house at 4330 N. 25th St., in the 1st Aldermanic District.

Sponsors: THE CHAIR

Attachments: [Petition for Interim Historic Designation](#)
[Letters to Owner and Nominator](#)
[Study Report](#)
[Map](#)

Members of the Common Council and its standing committees who are not members of this committee may attend this meeting to participate or to gather information. Notice is given that this meeting may constitute a meeting of the Common Council or any of its standing committees, although they will not take any formal action at this meeting.

Upon reasonable notice, efforts will be made to accommodate the needs of persons with disabilities through sign language interpreters or auxiliary aids. For additional information or to request this service, contact the Council Services Division ADA Coordinator at 286-2998, (FAX)286-3456, (TDD)286-2025 or by writing to the Coordinator at Room 205, City Hall, 200 E. Wells Street, Milwaukee, WI 53202.

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Legislation Details (With Text)

File #: 091618 **Version:** 0
Type: Resolution **Status:** In Committee
File created: 4/1/2010 **In control:** HISTORIC PRESERVATION COMMISSION
On agenda: **Final action:**
Effective date:

Title: Resolution relating to the interim historic designation of the house at 4330 N. 25th St., in the 1st Aldermanic District.

Sponsors: THE CHAIR

Indexes: HISTORIC PRESERVATION, HISTORIC STRUCTURE

Attachments: Petition for Interim Historic Designation, Letters to Owner and Nominator, Study Report, Map

Date	Ver.	Action By	Action	Result	Tally
4/1/2010	0	COMMON COUNCIL	ASSIGNED TO		
4/1/2010	0	HISTORIC PRESERVATION COMMISSION	HEARING NOTICES SENT		
4/1/2010	0	HISTORIC PRESERVATION COMMISSION	HEARING NOTICES SENT		

Number

091618

Version

ORIGINAL

Reference

Sponsor

THE CHAIR

Title

Resolution relating to the interim historic designation of the house at 4330 N. 25th St., in the 1st Aldermanic District.

Requestor

Drafter

CC-CC

lme

4/1/10

INTERIM HISTORIC DESIGNATION PETITION

1. Name of Property: Historical Garden Homes Neighborhood
Address of Property: 4330 N. 25th St. 53209
Zip Code

2. Name and Address of Owner

Name: Garden Homes Ev. Lutheran Church
Street Address: 2450 W. Coasevelt Dr.
City: Milwaukee State: Wis Zip Code: 53209
Daytime Telephone Number: 414) 873-3814
(Area Code)

Applicant (if different from owner) Martha Bernice Bone
Street Address: 4377 No. 25th St.
City: Milwaukee State: WI Zip Code: 53209
Daytime Phone Number: 414) 445-2417 Evening Phone Number SAME

3. Attachments

The following information is enclosed:

☒ Exterior photographs (required)
☐ Color slides of exterior (required)
☐ Copy of newspaper notice of demolition permit application
☐ Other (explain) _____

4. Legal Property Description

RE-PLAT OF B1K2 GARDEN HOMES SUBD IN NW & SW
1/4 SEC 6-7-22 Block 2 Lot 15

5. Description of Structure

Number of stories: 2

Wall cladding (check each that apply)

Clapboard ☐ Brick ☐ Stucco ☒ Stone ☐ Wood Shingle ☐ Terra Cotta ☐
Asphalt Siding ☐ Asbestos Tile ☐ Aluminum/Vinyl Siding ☒ Artificial Stone ☐
Other: _____

Describe Outstanding Features:

FRONT
white vinyl siding, w/ stucco at two feet from foundation.

3 upper windows, brown trim

2 lower windows, brown trim

Entrance at north end, enclosed porch w/ four west facing windows, 3 north facing windows + two south facing windows.

three steps on front porch, and two railings.

6. Significance

Areas of Significance:

- | | | |
|--|---|---|
| <input type="checkbox"/> agriculture | <input type="checkbox"/> economics | <input type="checkbox"/> law |
| <input checked="" type="checkbox"/> architecture | <input type="checkbox"/> education | <input type="checkbox"/> literature |
| <input type="checkbox"/> art | <input type="checkbox"/> engineering | <input type="checkbox"/> military |
| <input type="checkbox"/> commerce | <input type="checkbox"/> exploration/settlement | <input type="checkbox"/> music |
| <input type="checkbox"/> communications | <input type="checkbox"/> industry | <input type="checkbox"/> philosophy |
| <input checked="" type="checkbox"/> community planning | <input type="checkbox"/> invention | <input checked="" type="checkbox"/> politics/government |
| <input type="checkbox"/> conservation | <input type="checkbox"/> landscape architecture | <input type="checkbox"/> religion |
| <input type="checkbox"/> science | <input type="checkbox"/> theater | <input type="checkbox"/> transportation |
| <input type="checkbox"/> social/humanitarian | <input type="checkbox"/> other (specify) _____ | |

Date Built: 1923

Date Altered (if applicable) _____

Builder/Architect: William Schuchardt

Written Statement of Significance, including history of structure:
(continue on a separate sheet, if necessary)

*National Registry of Historical places.
Wisconsin Registry of ^{Historical} places.
First housing development project in the United States
supported by Municipal funds.*

7. Major Bibliographical References

*Utopia Revisted: The Harden Home
Houseing Project in Milwaukee
by Paul J. Kluborick
Stat Historical Society of Wisconsin
July/August 1993, Vol. XVII, No. 4*

8. Form Prepared By:

Name: Martha Bernice Lane Date 3/31/2010
Address: 4377 W. 25th St.
City: Milw. State: WI Zip Code: 53209
Telephone: (414) 445-2417
Signature: Martha B. Lane

ACKNOWLEDGMENT

STATE OF WISCONSIN
MILWAUKEE COUNTY

Personally came before me on this 31 day of MARCH in the year of 2010
the above named MARTHA BERNICE LOUE to me known to be the
Name of Person
person who executed the foregoing instrument and acknowledge the same.

Subscribed and sworn before me

[Signature]
Signature of notary

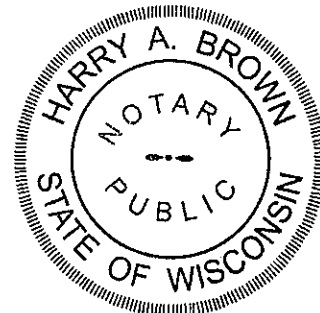
Notary Seal (required)

Notary Public, State of Wisconsin

My commission is/expires: 4-29-12

Milwaukee Historic Preservation Commission
Department of City Development
809 North Broadway
Milwaukee, WI 53202

414.286-5705

















www.milwaukee.gov

Office of the City Clerk

Ronald D. Leonhardt
City Clerk

Jim Owczarski
Deputy City Clerk

April 1, 2010

CERTIFIED MAIL

Garden Homes Evangelical Lutheran Church
2450 W. Roosevelt Dr.
Milwaukee, WI 53209

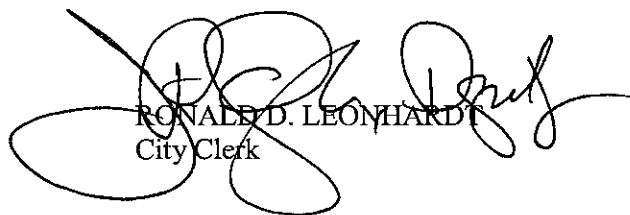
Dear Garden Homes Evangelical Lutheran Church:

On March 31, 2010, Martha Bernice Love petitioned for Interim Historic Designation nomination of your property at 4330 N. 25th St. The Historic Preservation Commission will determine whether the structure should be designated, on an interim basis not to exceed 180 days, as either an historic structure or as a nonsignificant structure not qualifying as an historic structure.

In accordance with the provisions of Section 308-81-10.5 of the Milwaukee Code of Ordinances, the Commission will hold a public hearing to consider this nomination on Monday, April 12, 2010 in Room 301-B of City Hall, 200 E. Wells Street at 4:00 PM.

A study report on the proposed designation will be available for your review at milwaukee.legistar.com/legislation under the file number 091618 if you wish to review it prior to the public hearing. If you have any questions, please contact Linda Elmer at 286-2232.

Sincerely,



RONALD D. LEONHARDT
City Clerk



www.milwaukee.gov

Office of the City Clerk

Ronald D. Leonhardt
City Clerk

Jim Owczarski
Deputy City Clerk

April 1, 2010

Martha Bernice Love
4377 N. 25th St.
Milwaukee, WI 53209

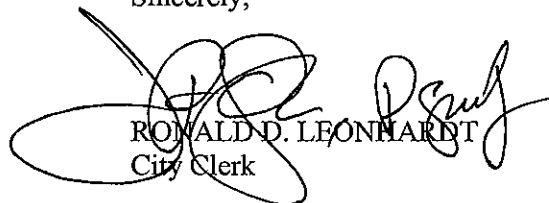
Dear Ms. Love:

On March 31, 2010, you petitioned for Interim Historic Designation nomination of the property at 4330 N. 25th St. The Historic Preservation Commission will determine whether the structure should be designated, on an interim basis not to exceed 180 days, as either an historic structure or as a nonsignificant structure not qualifying as an historic structure.

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Sincerely,



RONALD D. LEONHARDT
City Clerk

INTERIM HISTORIC DESIGNATION STUDY REPORT

I. NAME

Historic: Garden Homes House/Stibor House
Common Name: **Garden Homes House**

II. LOCATION 4330 N. 25th Street

Legal Description - Tax Key No. 231-071-500-0
Re-Plat of BLK 2 Garden Homes Subd
in NW & SW ¼ SEC 6-7-22
BLOCK 2 Lot 15

III. CLASSIFICATION Site

IV. OWNER **Garden Homes Evangelical Lutheran Church** 2450 W. Roosevelt Drive Milwaukee, WI 53209

ALDERMAN Ald. Ashanti Hamilton 1st Aldermanic District

NOMINATOR Martha Bernice Love

V. YEAR BUILT 1923 (Plumbing Permit dated April 28, 1923)

ARCHITECT: William Schuchardt (Numerous Documents)

NOTE: MUCH OF THIS REPORT IS TAKEN DIRECTLY FROM
THE GARDEN HOMES NATIONAL REGISTER NOMINATION
AND FROM A SUMMARY PREPARED
FOR PUBLICATION
AND LATER PRINTED
IN THE JULY/ AUGUST 1993 ISSUE
OF
WISCONSIN PRESERVATION

VI. PHYSICAL DESCRIPTION

The Garden Homes development, the nation's first municipally-sponsored, community-owned housing project was built between 1921 and 1923 on approximately 29 acres of flat land located four and one half miles northwest of the city's central business district. Garden Homes is bounded by today's North 27th Street, West Ruby Street, North Teutonia Avenue and West Atkinson Avenue. The district, which is laid out in a fan-like subdivision of curving streets, has the character of a small village with two-story, stuccoed cottages located behind small grass lawns on irregularly-shaped lots about 40 by 120 feet in dimension. Of the 93 freestanding buildings contained in the district, 11 were originally built as two-story, two-unit double houses, while the rest were detached, single-family, five- and six-room, two story houses. There are a total of 105 living units. An integral part of the subdivision is Garden Homes Park, a broad,

boulevard-like green space that separates North 26th Street into two roadways between W. Atkinson Avenue and West Port Sunlight Way.

Conceptually, the Garden Homes development appears to have been based primarily on the “garden city” of Letchworth, England, which was begun in 1903 as a major experiment in cooperatively-owned, working class housing set in a carefully planned environment. Originally the streets of the Garden Homes district were named after famous English examples of so-called “garden city” and “garden suburb” planning: Ealing, Hampstead, Port Sunlight, Bourneville, and Letchworth. Garden Homes is now listed in the National Register of Historic Places as a historic district with national significance in the areas of social history as well as community planning and design.

ARCHITECTURAL DESCRIPTION

The Garden Homes Historic District is built-up with simply-composed, rectangular, two-story, front-gabled and side-gabled cottages that local architect William Schuchardt designed in a simplified Colonial Revival style. The major architectural feature used to differentiate the otherwise similar boxy stucco houses from one another is the one-story, covered entry porch that typically is elevated four steps above grade. All of the houses have raised basements constructed of either concrete block (used during construction that took place in the winter) or poured concrete (used during construction in warm weather). The exteriors of the houses were originally clad with cream-colored stucco with green or red asphalt shingle roofs. The modest detailing common to all of the houses included gable returns trimmed with crown molding, six-panel entry doors, six-over-six double-hung windows, and decorative window shutters on all but the rear elevations.

A patented new building material called flaxolinum keyboard sheathing was used as an underlayment for the stucco exteriors. The material is composed of chemically-treated flax straw, seven-eighths-of-an-inch thick, with molded keyways to hold the stucco applied over it. The sheathing was touted as a superior insulator and was a labor-saver compared with the wood lath underlayment traditionally used for stucco.

Another innovative construction feature designed to increase energy efficiency was the use of spruce wood fiber insulation board, one-half inch thick for the interior wall and ceiling sheathing. It was finished with plaster veneer.

Originally the houses were centrally heated with coal/wood-burning basement furnaces that have been gradually replaced over the years with natural gas or oil-fired heating plants.

The houses were built according to nine basic exterior designs which were further varied by reversing the floor plans and/or the addition of a front gable to side-gable models. The principal elevation of each house faces the street on which it is located. According to the architect's original drawings, the three variations of the five-room, two-bedroom model were denoted “5A, 5B, and 5F.” The six variations of the six-room, three-bedroom model were simply denoted “6A, 6B, 6D, 6F, 6G, and 6H.” A total of seven, five-room cottages were built, and the remainder of the 94 buildings are three-bedroom, six-room cottages. Ten of the 11, two-unit rowhouses were created by simply butting together two standard single family cottage plans. The six-room, three-bedroom models contain about 1,100 square feet and measure approximately 23' x 25' in plan. The smaller five-room, two-bedroom model contains about 950 square feet and measures about 20' x 25' overall in plan.

Most of the cottages have front entries, but two models have side entries and two other models have both front and side entries that each lead to the first floor living room.

Each cottage was built with the same basic floor plan which the architect occasionally used in a reverse form for some cottages. The interior dimensions of a typical six-room cottage measuring 22'6" x 24'6" overall in plan are:

Living Room	19'9" x 12'7"
Dining Room	11'11" x 11'3"
Kitchen	10' x 10'
Bedrooms	12'6" x 11'8" 11'8" x 10'6" 10'10" x 8'10"
Bathroom	9' x 7'

Each cottage is entered from a prominent front or side porch that opens to the living room, the largest room in the house, which accounts for about half the floor space on the first floor. An L-shaped staircase to the second floor and a closet are located on the side wall of the living room. The two other principal first floor rooms located in the rear half of the cottage are a dining room adjacent to the living room and a kitchen. A side hall in the middle of the cottage that buffers the living room from the kitchen contains steps to the basement and a niche that originally was intended to house an ice box or refrigerator. The second floor rooms, a bathroom, and two or three bedrooms (depending on the model) are reached by means of the L-shaped staircase from the living room and are arranged around a central hall. All of the rooms in the cottages were finished with maple floors.

Over the years various alterations have been made to the exteriors of the houses. These principally have involved changes to the cladding material, the porches, the installation of replacement windows and the construction of rear additions. At a fairly early date, the innovative stucco system used to clad the exterior began to fail and many of the houses are now clad in asbestos, aluminum or vinyl siding. In some cases the addition of siding has resulted in the loss of decorative elements such as the Palladian-like curved molding over the windows on cottage type 6D. Quite a number of the houses have had the open porches enclosed to form a vestibule, a useful feature in a cold climate like Milwaukee where the front door opens directly into the living room. On the houses that originally had two porches off the living room, many have had one removed or else enclosed to form a small room. A few houses have had additions made to the rear. Generally, however, the houses in the district have maintained a fair measure of their original architectural integrity.

Despite cosmetic alterations, all 93 original cottages are still recognizable as part of a unified residential district that differs in character from the surrounding neighborhoods. All of the original cottages are designated contributing structures because collectively they represent the nation's first municipally-sponsored housing cooperative.

ARCHITECTURAL DESCRIPTION OF 4330 N. 25th STREET

The Garden Homes House/ Stibor House that is the subject of this interim nomination is an example of Model 6H. Six other examples of this design are located at 4366, 4374-74A, 4419, and 4420 North 25th Street and 4340 and 4376 North 26th Street. The property at 4330 North 25th Street is located at the southeast corner of the Garden Homes Housing Project and is bordered to the south by a double house and bordered to the north by a single family house.

As was described above, the house's main elevation fronts 25th Street and is set back from the sidewalk by a modest lawn with a small area of evergreen shrubs at the foundation. A driveway is located along the south property line. The rear yard features a wood deck, a doghouse, a chestnut tree and grass, and the remains of a garage. The subject house consists of a rectangular block with side gable roof and front entry porch at the left side of the façade. A

brick chimney extends from the left or north side of the roof. There is a skylight on the front slope of the roof. The entry porch has a hip roof and is enclosed with six windows, four of which are Prairie style sash with leaded glass and three of which are simple one-over-one sash. The stoop in front of the entry is enclosed with iron railings. The prime front door is not visible; there is a security storm door at the entry. The porch is flanked by paired windows on the first story. On the second story is located a single window above the porch and paired windows positioned above the paired windows on the first story. The right or south elevation features a small window in the apex of the gable and two windows on each floor. The left or north elevation features a louvered vent in the apex of the gable, a six panel door that accesses the center hall, two windows on the first story, a window that most likely illuminates the stairway and a window on the second story. The rear elevation features a small, one story extension with shed roof at its north end where the kitchen would be located. To its left or south is a sliding patio door that replaced original sash windows. This patio door accesses a wood deck. There are two windows on the second story; the original sash have been replaced with glass block. Two skylights are located on the rear roof slope. The foundation is parged with stucco cladding and it cannot be determined from the exterior whether or not it consists of concrete block or poured concrete.

The house retains its basic form and is recognizable as part of the National Register historic district. Changes to the exterior include the enclosing of the porch and changing the steps to the south side (1936); the removal of the stucco and application of aluminum siding (1980), glass block basement windows, the addition of a window in the south gable end, and the replacement of some of the six-paned sash. A frame stucco-clad garage was built by the original owner William Stibor for \$300 in 1929. It was demolished in the 1980s. The concrete slab and curbing remain. Fire damaged the house in 1986 and repairs included new framing, steel beams and columns. (Permit Records for 4330 N. 25th Street)

VII. SIGNIFICANCE

The Garden Homes House/Stibor House is significant because it is a contributing and integral part of the Garden Homes National Register Historic District. Unlike other historic districts which are grouped by period of development or as a collection of styles that relate to the broader development of American architecture, Garden Homes was designed as a set piece, with the roadways, houses and park all laid out at one time, by one architect and to fulfill an ambitious social goal of having decent affordable housing for the working class residents of Milwaukee. It was also the only development that was municipally sponsored and set up as a cooperative. The loss of any of the houses impacts the integrity of the district as a whole. Loss of this house could impact National Register status and may jeopardize consideration for National Historic Landmark status which is being explored at the present time.

The Garden Homes Historic District was listed in the National Register of Historic Places in 1990 because of its national significance in the areas of community planning and development and its local significance to social history in Milwaukee. Research indicates that Garden Homes is historically important as the nation's first municipally-built housing development. It offered each of its working-class tenants an opportunity to purchase equity in the project through a cooperative ownership plan, something not attempted before and quite revolutionary in Milwaukee. In terms of its conception and organization, the district is an interesting example of early twentieth century planning as the first municipally –sponsored housing project of its kind to incorporate the fundamental principles of England's Garden City form of planning, production-line construction techniques, and patented labor-saving materials.

Garden Homes exemplifies the progressive innovation in governmental function for which Wisconsin was known in the early 20th century. As the first municipally-built public housing

cooperative, Garden Homes began a nationwide tradition of providing low-cost, government-backed housing that continues to this day.

This nomination was submitted in response to the application for a demolition permit for 4330 North 25th Street. The current owner of the house, Garden Homes Evangelical Lutheran Church has been expanding in the neighborhood. Located at the intersection of W. Roosevelt Drive, North 24th Place, and West Atkinson Avenue, Garden Homes Evangelical Lutheran Church has enlarged its school along 24th Place, which resulted in the removal of some residential housing. It also has created a parking lot across from church property on North 24th Place. The church intends the house at 4330 N. 25th Street to become playground space for the school children. The church also owns the Garden Homes doublehouse at 4316-4322 North 25th Street immediately adjacent to number 4330.

VIII. HISTORY

The late nineteenth and early twentieth centuries saw unprecedented numbers of immigrants pour into the United States. Escape from oppression and the promise of better economic conditions spurred the tide. Many immigrants found work with the burgeoning manufacturing sector, in cities like Milwaukee. The promise of a better future was, many times, an illusion. While the work offered steady employment, wages were often low, leaving families with little disposable income for housing. The great influx of people left severe shortages of affordable, decent, working-class housing. Much like today, greater profits were to be had in building the new neighborhoods for prosperous upper middle and upper income families. The nation's housing problems were addressed as early as the 1890s when Congress held the first hearings on slums and urban blight. Although the hearings created national awareness of housing problems, no federal or local government programs resulted. (A Decent Home. The Report of the President's Committee on Urban Housing. U.S. Government Printing Office, 1969, p. 54)

Between 1913 and 1917 alone, Milwaukee's population increased by 79,000. During the same time period, there was a net increase of only 6,100 dwellings in the city, resulting in an estimated shortage of 7,000 housing units. (Milwaukee Sentinel April 20, 1919)

The development of small, stuccoed blocks trimmed with Colonial Revival style wooden porches, can trace its origins to the city's stunning 1910 municipal election of the nation's first Socialist mayor, Emil Seidel. One of the planks of the Socialist platform was the construction of city-built, low-cost homes for workers. Seidel told the Milwaukee electorate, "We do not expect to usher in the cooperative commonwealth in one or five years, but we do intend to do all our limited means permit to make Milwaukee a better place to live in." (H. Russell Austin, The Milwaukee Story Milwaukee: The Milwaukee Journal, 1946, p. 170)

Although Seidel failed to make public housing in Milwaukee a reality before his defeat in the 1912 election, the city's second Socialist mayor, Daniel W. Hoan, elected in 1916 succeeded. Mayor Hoan created a housing commission to tackle the city's housing shortage which was worsened by the moratorium on new housing construction during America's involvement in World War I. In September of 1918, the chair of Milwaukee's housing commission, William H. Schuchardt, went to Washington, D.C. in an effort to obtain Federal assistance to construct new public housing in Milwaukee. For the first time in U. S. history, Federal government aid for housing construction was made available to manufacturing centers that could prove that a lack of working-class housing was hindering the production of war materials. Because Milwaukee could not prove such a relationship, the request for Federal aid was denied. Eventually, the Federal government built about 30,000 units of war-time housing—about half of which were only dormitories or barracks—but none was built in Milwaukee and all were sold rather than maintained as public housing. (A Decent Home, p. 54)

A lack of adequate working-class housing became a key community issue in Milwaukee prompting Walter Davidson, vice-president of Milwaukee's Harley-Davidson motorcycle company, to comment

in 1920 that "The housing question is one of the most momentous the city has before it."
(Milwaukee Journal, March 4, 1920)

After World War I, Milwaukee's housing commission proposed a municipally-sponsored, low-cost cooperative housing project to ease the local housing shortage. Under the commission's plan, called the Garden Homes Project, occupants would not own their homes initially; instead they would purchase housing corporation common stock equal to the value of a house. The tenants would pay for their stock by making a 10% down payment and subsequent monthly payments spread over twenty years. The payments were to cover interest, taxes, upkeep, and other fixed costs. Tenants would also receive life insurance benefits and an annual five per cent cumulative dividend on their equity. The initial cost of the project was to be financed through the sale of preferred stock carrying a 5% per annum cumulative dividend, which would be purchased by city and county governments, and other interested investors. As the occupants of the houses paid on their common stock (only occupants of the houses could hold common stock), the preferred stock would be retired. It was expected that after about 20 years all of the preferred stock would be retired and the property would be wholly owned by the residents who at that time could elect to disband the housing corporation and convert the development to individual ownership. (A Few Facts About Housing, pamphlet published by Milwaukee Housing Commission, ca. 1920, pp. 17-23)

The financing plan was based on a prototype from England where about 60 cooperative housing associations had been established by 1919. (Milwaukee Leader, May 13, 1919) Cooperative housing was promoted by English author Ebenezer Howard whose highly influential book published in 1898, Garden Cities of Tomorrow, was the basis for the plan of Letchworth, England, the first true, totally planned cooperative community.

In 1919 at the urging of Mayor Hoan and his housing commission, legislation was enacted by the State of Wisconsin that for the first time in U. S. history allowed the creation of public housing corporations. The Garden Homes Company was formally incorporated under this enabling legislation in 1921. (Articles of Organization, Garden Homes Corporation)

Commenting on the new housing legislation in 1919, housing commission member William George Bruce said, "The [Garden Homes] Company itself should be the contractor and every possible element of profit should be squeezed out. This is not a question of charity. It is an investment for the benefit of the entire community." (Milwaukee Journal, March 4, 1920)

The housing corporation's original prospectus stated the following objectives:

1. To promote the economic erection; cooperative ownership and administration of healthful homes.
2. To place said homes in areas platted in accordance with the best ideas of city planning so as to provide the greatest utility as well as healthful conditions and attractive surroundings.
3. To encourage the occupation of modest homes at cost and within the means of those who now cannot acquire and retain their own homes.
4. To avoid the dangers that too frequently accompany the individual ownership of houses and speculative building devoid of public spirit.
5. To harmonize and join the interests of resident and investor by an equitable use of the profit arising from the increase of values and the careful use of property.
6. To provide ample space for playgrounds and recreation for both old and young.

7. To provide an opportunity for intensive gardening under instruction thus maintaining the home in part by this means. (Garden Homes Co. Prospectus)

The Garden Homes project was intended to provide housing for families earning a modest \$1,200 to \$1,500 per year in 1920. (Milwaukee Journal, June 24, 1921)

Raising funds through the sale of preferred stock proved difficult for the housing corporation, delaying construction. Some local politicians were reluctant to appropriate city funds for the plan because they charged it did not guarantee individual ownership of the homes. According to a Milwaukee Sentinel report some opposed the plan because it "hinted something strongly of Sovietism." (Milwaukee Sentinel, September 9, 1920)

Despite the added problem of a downturn in the local economy, the Garden Homes planners proceeded with their project. Start-up financing totaling \$177,300 was secured through the sale of preferred stock. City and county governments made initial investments of \$50,000 each and 38 local business leaders invested a combined total of \$77,300 along with a pledge to eventually invest \$300,000. (Helen Terry, Garden Homes Housing Project, unpublished manuscript written for Milwaukee Municipal Reference Library, 1934, pp. 2-3)

On July 25, 1921, the Garden Homes Corp. purchased for about \$28,000 the 29 acres of farmland known as the Groelling tract on which the development stands today. Mayor Hoan presided over the groundbreaking ceremonies for the project on September 22, 1921. On Wednesday, November 1, 1922, David Harper, the son of the city's building inspector, moved into a cottage located at 4356 North 26th Street and became the first occupant of the Garden Homes project. (Milwaukee Journal, November 1, 1922)

There were about 700 applicants for the 105 units that were eventually built. In 1921 Mayor Hoan said that the units would be sold only to individuals who could not otherwise afford a home and it was the job of the Garden Homes board of directors to select the individuals most in need of housing to live in the project. Applicants who had personal savings in excess of \$1500 were automatically rejected and urged to purchase a home through the private sector.

The 2-story, stuccoed houses in the development were built according to the designs of Milwaukee architect William H. Schuchardt, who donated his professional services and was a member of the Garden Homes board of directors. Schuchardt's designs for the Garden Homes cottages no doubt were influenced by his 1911 visit to garden cities in England and Germany.

Each of the Garden Homes cottages has the same basic floor plan and is architecturally undistinguished, but as an assemblage they comprise a picturesque, working class village with a decidedly European character that is unlike any other residential neighborhood in the city.

The homes were built at a cost of about \$4,500 each, which was about 25% less than the cost of a comparable new house in the city at that time. Costs were cut by using a standardized plan and production line techniques at the building site. The homes were constructed in consecutive order, and each crew of tradesmen progressed from one house to the next, performing virtually the same job each time. Because of the heavy municipal involvement in the project, some city construction equipment was used to further defray costs but not at the expense of delaying regular city projects.

From a purely technical standpoint, Garden Homes is an exercise in American ingenuity. It was not the nation's first example of mass-produced housing but the use of energy and labor-saving materials to reduce costs placed the development far ahead of its time. Of particular note was the use of a patented new material called flaxolinum keyboard sheathing as an underlayment for the exterior stucco. Made of compressed flax straw with molded keyways to hold the stucco applied over it, the material was reportedly first used on the Garden Homes project.

The implementation of such a utopian scheme like Garden Homes did not come about without challenges and criticism but, amazingly, the project was built.

Garden Homes became the focus of intense public debate in the city and was opposed by many business leaders, the local real estate board, and politicians. Some business leaders were irked that Garden Homes construction workers were paid high, union-scale wages at a time when Milwaukee was generally considered a non-union or "open shop town." Others feared that a Socialist success at Garden Homes would bolster the Socialist party platform with the Milwaukee electorate. (Milwaukee Journal, May 25, 1919; Annexation Activities of the City of Milwaukee, unpublished manuscript by Arthur W. Werba, c. 1927, pp. 1-10, City of Milwaukee Legislative Reference Bureau collection)

Shortly after the 105 units in the project were completed and occupied, the development encountered some major difficulties. Because there apparently had not been a suitable location for the project within the city limits, the project planners purchased a site outside Milwaukee with the intention of annexing it to the city. Construction of the project began before the area, partly lying in the Town of Wauwatosa and partly in the Town of Milwaukee, was formally annexed to the city. The two townships subsequently tried to legally block the annexation by filing three separate lawsuits. The legal battles delayed street improvements in the project area for months and long after the first house was occupied the streets were still a muddy quagmire. (Milwaukee Journal, February 20, 1938) The case was of such importance that it eventually reached the Wisconsin Supreme Court, which, on December 7, 1925, upheld the decision of a lower court that the annexation was legal. (Milwaukee Journal, December 8, 1925)

More problems developed in 1925 when the city assessed the project's residents between \$300 and \$750 each for street and storm sewer improvements. The residents angrily protested the assessment claiming misrepresentation of the actual cost of the homes. A few residents moved out in protest. On March 11, 1925, a Milwaukee Journal newspaper article appeared with the title: "Garden Homes Losing Charm, Many Residents Leaving 'Utopia' to Evade Assessment." The article reported that George Altpeter, chief of the city annexation division who lived in the Garden Homes development from its beginning, said "Seventy-five percent of the inhabitants will pull away and sell their stock if the special assessment is enforced." (Milwaukee Journal, March 11, 1925)

William H. Schuchardt, the designer of the project and the vice-president of the garden Homes Corp., expressed his disillusionment with the situation at that time and said "I am through striving to do something helpful for anybody. It is a most thankless job. I have given time and money to the Garden Homes Corporation, and now there is most unwarranted grumbling." (Milwaukee Journal, March 11, 1925)

Despite the reported widespread dissatisfaction, a vote in March, 1925, showed that Garden Homes' residents were split over the controversy with 38 in favor of individual ownership of the project's homes, 32 in favor of continuing the original cooperative ownership plan, and the others unsure. (Milwaukee Journal, March 17, 1925) Later it was reported that many of the Garden Homes residents wanted individual titles to their properties in order to sell them at their appreciated values. The single family houses which had cost about \$4,500 each to build in 1921-1923 were estimated to be worth about double that amount by 1925. (Milwaukee Journal, February 20, 1938)

Responding to the tenants' demands, in June of 1925 the state legislature enacted the Garden Homes Law Amendment which permitted the sale of the project's homes instead of leasing them. On Friday, July 17, 1925, the Garden Homes board of directors formally decided to disband the cooperative ownership and convert the project to individual ownership. Tenants were given the opportunity to purchase their homes at prices between \$4,700 and \$5,500.

With the change to individual ownership the Garden Homes Corporation functioned only to sell the housing stock and pay off all loans—a problem-plagued process which took more than ten years.

WHAT IS A "GARDEN CITY?"

Garden Homes as its name implies, it is based on the "garden suburb" and "garden city" forms of town planning that developed in England during the late nineteenth century.

As a bold experiment in community planning, the Garden Homes project was a reaction by Milwaukee's elected Socialist municipal government to the inadequate and crowded living conditions faced by low-income city dwellers.

In terms of its planning, Garden Homes is philosophically based on English models of so-called "garden-style" urban planning. In tribute to their predecessors, the Garden Homes designers named the streets of the housing project after the English housing developments that inspired them: Bourneville (1893), Ealing (c. 1881), Hampstead (1905), Port Sunlight (1888) and Letchworth (1903).

One of the earliest writings on city planning that influenced the Garden Homes designers was the 1898 book entitled "Garden Cities of Today," written by English author Ebenezer Howard. Howard coined the term "garden city," which he defined as a "town designed for healthy living and industry; of a size that makes possible a full measure of social life, but not larger; surrounded by a rural belt; the whole of the land being in public ownership or held in trust for the community." (Ebenezer Howard, Garden Cities of Tomorrow, London: Faber and Faber Ltd., 1946 edition, p.26) The principles of city planning that Howard outlined in his book were later applied in 1903 to the building of Letchworth, which was England's first "garden city." Letchworth became a model of city planning studied by planners around the world and was highly influential in the planning of Milwaukee's Garden Homes housing project. Howard's book proposed a new social system of cooperatively-owned housing developments as well as a new approach for urban design.

Howard was highly critical of traditional city development. His "garden city" concept was not intended to be a suburban development but rather a more livable and productive urban community. Population was to be limited to the number originally planned for the area. New communities were to be founded as soon as the existing land and houses were fully occupied. To limit the internal growth of the city and stop encroachments from neighboring urban developments, Howard's Garden City concept provided for a permanent belt of open, agricultural land around the perimeter of the community. To further maintain control of the community, ownership and control of the town was vested with the municipality itself. Much of Ebenezer Howard's work was based on the English "garden" concept of town planning which began to take shape during the middle of the nineteenth century as a reaction by social reformers against the planless and squalid working-class industrial towns that were built during the early years of the Industrial Revolution. The English garden developments represented a new vision of working-class life in a planned, controlled environment combining the advantages of town and country, but set in an essentially rural environment. The early "garden" developments, which were similar in many respects to Milwaukee's Garden Homes project, were characterized by two-story, detached and semi-detached houses located on spacious lots landscaped with grass lawns and gardens. Streets were often laid out in a curvilinear plan to respect the native trees and the natural contours of the land. A park was often an integral part of the garden developments.

Early developments in England tended to be more company towns with the employer leasing the buildings they constructed to those who worked in their plants. Later developments for the working class were constructed by the government or private housing cooperatives. The English housing developments for which the other streets in the Garden Homes project were named (Bourneville, Port Sunlight, Ealing, and Hampstead) were among the most successful and most studied examples of the co-called "garden" concept of city planning. A pamphlet published in 1922 to promote Garden Homes idealized the English developments stating, "Nowhere in Milwaukee are there such charming localities as Port Sunlight, Bourneville, Letchworth, and Hamstead Gardens." (A Few Facts About Housing, p. 17)

Among the features of these developments that were incorporated into Milwaukee's Garden Homes and make it unique in America are: the concept of cooperative ownership, the boulevard-like park on North 26th Street (originally the south traffic lane was called Letchworth Place) that divides the roadway into separate zones; a limit to the number of houses constructed; cottages designed as two-story detached and semi-detached dwellings and related by similar architectural design; separation, at least initially, from the rest of the city by open agricultural land; streets laid out in a curvilinear plan.

The ideals of the English Garden City movement overlapped with those of the City Beautiful movement in America, which began during the Chicago World's fair of 1893 and addressed the problems of haphazard city development. American interest in Howard's ideas led in 1906 to the creation of the Garden Cities Association of America. The group drew tentative plans for the construction of a series of garden communities to house 375 families in Long Island, Connecticut, New Jersey, Pennsylvania, and Virginia, but not a single house was ever constructed. Although the association published a journal, The Village, it never garnered widespread support and was dissolved in 1921. (Daniel Schaffer, Garden Cities for America, Philadelphia, Temple University Press, 1982, p.149)

Milwaukee's Garden Homes housing project built in 1921-1923 has been virtually ignored in historical accounts of the American Garden City movement. Many historians regard Radburn, New Jersey, begun in 1928 as the first American Garden City. (Carol A. Christensen, The American Garden City and the New Towns Movement, Ann Arbor, Michigan, U. MI. Research Press, 1986, p.2) Radburn, with its 1,500 residents and approximately 960 dwellings, was larger than Garden Homes and included an impressive inventory of facilities for residents including two swimming pools, five basketball courts, and two summer houses. Unlike Garden Homes, Radburn was never a cooperative, and thus it lacked an important feature of Howard's Garden City plan.

Garden homes was apparently America's first and last major experiment in municipally-built cooperative housing, earning it a unique place in the history of American public housing. From its beginning, Garden Homes was described as a municipal project. Referring to Garden Homes, Milwaukee Mayor Daniel W. Hoan, under whose administration the project was built, wrote in 1936 that "Milwaukee was the first city in the United States to sponsor a municipal and cooperative venture to build as a demonstration over one hundred individual homes." Mayor Hoan tried to stimulate national interest in cooperative housing. He was a key figure on the National Committee on Cooperative Housing which made a recommendation to Congress in 1922 to seriously consider cooperative housing similar to the Garden Homes project alleviate low-income housing shortages. The recommendation apparently had little effect.

THE AFTERMATH

On July 27, 1925 the Garden Homes board of directors voted to dissolve the cooperative venture and turn the properties over to the tenants who held the common stock. After purchasing their homes, many residents went on to sell them to new owners. By the late 1930's only about 40% of the original tenants still lived in the subdivision. Despite its problems, the Garden Homes Co. always remained financially solvent. Property taxes and special assessments were always paid to the city. Loans were repaid in a timely manner to both the city and county with 5% interest, and the bank loans were repaid with 6% interest. (Milwaukee Journal, February 20, 1938) William Schuchardt, the project's designer, left Milwaukee in 1927 for a teaching position in city planning at Cornell University in New York. He never again was active in Milwaukee public or private circles. Emil Seidel, the city's first Socialist mayor who initially proposed cooperative housing, purchased a Garden Homes cottage at 4431 North 25th Street in the late 1920s after the development was privatized.

The city of Milwaukee annexed more land, 229 acres, than what was represented by the Garden Homes development. It is known that Garden Homes was to be expanded beyond what was built between 1921 and 1923. Financial (lack of further investment by the business community), political (backlash against socialist policies) and social challenges (residents wanting to benefit from increased property values), all played a roll in ending the grand experiment in Garden City design. Even the street names were changed in the late 1920s. The colorful references to the English Garden cities, like Bourneville and Letchworth and Hampstead, vanished and substituted with the more prosaic 25th Street, 26th Street and so on. Only Port Sunlight remains.

It was not until the Great depression in the 1930s that widespread national interest in public housing revived, although a few low-rent apartment buildings had been constructed by the City of New York during the late 1920s. Cooperative housing was apparently never seriously considered during the embryonic period of American public housing policy in the early 1930s. In 1934 a program of direct Federal construction of low-rent housing projects, primarily in slum areas, resulted in about 60 new projects being built across the nation. This program ran into local opposition and was reworked into the Public Housing Program by the passage of the United States Housing Act of 1937, which more or less forms the basis of the current system of U.S. public housing. There was no public involvement in building housing in Milwaukee after the Garden Homes project until 1936, when the Federal government built and operated Parklawn, a cluster of low-rent apartment buildings on the city's northwest side. Now operated by the Housing Authority of the City of Milwaukee, Parklawn is an early example of the type of public housing projects built throughout the country since the 1930s that were intended to be operated by local governments with Federal subsidies.

Milwaukee's progressive housing practices, exemplified by Garden Homes, were instrumental in attracting the favorable attention of the Federal Resettlement Administration, which selected Milwaukee as one of four cities out of a field of 52 nationwide in which to develop a large, suburban, experimental, greenbelt, new town project during the late 1930s. Built at a cost of about \$10 million this vast project, known as Greendale, created a carefully planned new community in suburban Milwaukee that incorporated Garden City design concepts, standardized plans, and mass production construction techniques. Unlike Garden Homes, of course, Greendale is a model town that features a large residential district, a business center, school districts, churches, and police and fire stations. In selecting the Milwaukee area for the project, the Federal government stated that, "Milwaukee was outstanding by virtue of its very efficient planning department." (Edward Kerstein, Milwaukee's All American Mayor, Englewood Cliffs, NJ: Prentice Hall, Inc., pp. 115-116)

What was left of the utopian vision in Milwaukee was a neighborhood, conceived from scratch that is distinctive to this day. In terms of its overall design, Garden Homes represents an outstanding solution to the problem of providing economical, functional and aesthetically-pleasing moderate-income housing. The houses are not individually outstanding architecturally but as an assemblage they comprise a picturesque, working-class village with a decidedly European character that is unlike any other residential neighborhood in the city. Although all of the cottages have the same basic floor plan and were site built using a mass production approach, Garden Homes nevertheless manages to be an architecturally-interesting project with exteriors that were deftly and economically varied to avoid a banal, institutional appearance. One need only to compare the project to recent developments in the city to see how architect Schuchardt provided enough variation to create a lively and distinctive development.

With the conversion to private ownership, the houses of Garden Homes began to experience changes as owners sought to customize their appearance, deal with premature stucco failure, create sheltered entrances, and make repairs that were not always sympathetic to the original appearance. Many added garages, approached by side drives as there were no alleys in the development. Sometimes rear additions or decorative fireplaces were built.

The house at 4330 N. 25th Street was initially built in 1923 according to the plumbing permits. William F. Stibor and his wife Helen were the first occupants. Stibor worked as a clothing cutter at David Adler & Sons and is later listed as a salesman. Other nearby occupants had occupations

with titles that included sales, education, stockman, and electrician. The Stibors added a garage to the property in the summer of 1929, set at the south east corner of their lot. They also enclosed the front porch and changed the steps to the south. It is likely that the surviving Prairie Style windows on this porch date to that alteration. Later owners demolished the garage and repaired fire damage in the 1980s. Some windows have been replaced. Later owners or occupants included the Gabourys, the Stevensons and the Lanes. The house was acquired by Garden Homes Evangelical Lutheran Church in 2007. (Permit records dated April 28, 1923, June 13, 1929, June 23, 1936, November 6, 1980, April 9, 1986)

The recent recession has impacted the housing in Garden Homes. There are some foreclosed properties. Some houses are not foreclosed but have been boarded up. Another suffers from fire damage and the owner is working with the city to make repairs. Wanting to provide playground space for their student population, Garden Homes Evangelical Lutheran Church has begun buying up properties in Garden Homes with the intent of demolishing the houses. Up to this point, Garden Homes has remained amazingly intact. Neighborhood residents have banded together to tackle the problems presented by the economy and disinvestment on the part of some owners. They are currently seeking ways to have houses repaired and lived in by owner-occupants and this is rekindling the sense of community that was once part of the foundation of the development. The preservation of 4330 North 25th Street is critical for retaining National Register status and its accompanying tax credit incentives, and for possibly achieving National Historic Landmark status, which could open other avenues for funding projects.

THE ARCHITECT

William H. Schuchardt, the designer of the cottages in the Garden Homes Housing project, was a well-known Milwaukee architect and industrialist during the first quarter of the twentieth century. William Schuchardt and his twin brother, Carl W., were born in Milwaukee on April 28, 1874. Their mother, Rosalie (Winkler), was a Milwaukee native, and their father, Louis, was a German immigrant who worked for an uncle's banking firm in New York City (Schuchardt and Gebhardt) before coming to Milwaukee. Louis later worked for more than forty years as an accountant/auditing clerk for Milwaukee's Northwestern Mutual Life Insurance Company. (William George Bruce, *History of Milwaukee*, Vol. III Chicago: S.J. Clarke publishing Co., 1922 p.767) The Schuchardt family lived for many years on the city's near north side at 324 West Cherry Street (razed) before moving in 1893 to a Queen Anne-style frame house that is still standing at 941 North 29th Street. William also had another brother, Rudolph F.

William Schuchardt attended city public schools, and later studied at the University of Wisconsin in Madison between 1891 and 1893. He finished his college studies in architecture at Cornell University in Ithaca, New York, graduating with a bachelor's degree in 1895. After college, Schuchardt traveled throughout Europe for about a year and visited England, France, Germany, Italy and Spain. Returning to America in 1896, Schuchardt worked briefly as a draftsman for Richard E. Schmidt in Chicago. (*American Architects Directory*, New York: R. R. Bowker Co., 1955, p. 492) In 1897 Schuchardt worked as a draftsman for the well-known Milwaukee architect Alexander Eschweiler. During the early years of his career Schuchardt lived with his family at 941 North 29th Street. In 1898 the Milwaukee City Directory lists Schuchardt as an architect, although it is known that he primarily worked at that time in Philadelphia for the architectural firm of Cope and Stewardson. (*American Architects Directory* p. 492) His design work from that date remains unknown. In 1900 Schuchardt apparently returned to Milwaukee and worked as a draftsman for architect Elmer Grey. The following year Schuchardt formed a partnership with the established Milwaukee society architect, Howland Russel. Their office was located in the 300 block of East Mason Street in the city's central business district (razed). Schuchardt's name disappeared from the 1902 and 1903 City Directories, and it is believed that during those years he had returned to the East Coast to work for several different architectural firms. Returning to Milwaukee in 1904, Schuchardt opened his own architectural practice in Room 716 of the Goldsmith Building, which was located on the southwest corner of West Wisconsin Avenue and North Jefferson Street (razed). During this period he designed many expensive residences in the period revival styles popular at

that time including: the Loyal Durand residence (1906) located at 2212 North Lake Drive; the Augustus F. Chapman residence (1907) located at 2426 North Terrace Avenue; the Howard Greene residence (1907) located at 2025 North Lake Drive; and the Heilbrouner residence (1908) located at 2950 North Shepard Avenue. (Milwaukee Building Permits) In 1909 Schuchardt moved his office to 734 North Jefferson Street in the city's central business district (razed). Schuchardt married Gertrude Nunnemacher on November 1, 1911, and he subsequently moved out of the family house in 1912 and into a large Colonial Revival-style house built in 1890 that is still standing at 930 East Knapp Street. He then moved his offices to Jefferson Street.

One of the largest buildings Schuchardt designed in the Milwaukee area is the Neo-Gothic-style Redeemer Lutheran Church, 1905 West Wisconsin Avenue, constructed in 1915. That same year Schuchardt formed a partnership with Walter W. Judell. An example of the partnership's design work is the Harrison Green residence (1917) located at 2671 North Wahl Avenue. In 1917 the firm moved back to 734 N. Water Street in the city's central business district. The onset of America's involvement in World War I marked a turning point in Schuchardt's career. Building construction came to an abrupt halt in Milwaukee as the nation concentrated on the production of goods for the war effort. With little architectural work available, in June of 1918, Schuchardt took a job as the Vice-President, Secretary, and General Manager of Pelton Steel Co., a south side Milwaukee steel casting firm that employed about 200 workers in the production of military-related goods. (Bruce Vol. III, p. 767) in addition to his position at Pelton Steel, between 1919 and 1921 Schuchardt served as Secretary-Treasurer of the Western Iron Stores Co. located at 555 North Plankinton Avenue (razed). Schuchardt's partnership with Judell was apparently dissolved after they designed the Theodore F. Vogel residence in 1919 which is located at 2219 North Lake Drive. Around 1918 Schuchardt also began to assume duties on a public housing commission created by Milwaukee Mayor Daniel W. Hoan to study the city's working-class housing shortage, a condition that was worsened by the World War I construction lull.

Schuchardt was a staunch supporter of cooperatively-owned or so-called co-partnership housing. Writing in an annual Milwaukee building inspector's report published about 1910 Schuchardt stated, "Co-partnership housing has come to stay in Europe because it offers the wage earners a better bargain than any other scheme yet proposed. Co-partnership housing in Europe is a success, and labor leaders, philanthropists, and employers look forward confidently to a time when tenements and ugly monotonous workingmen's districts will be considered convincing evidence of barbarism. The remarkable results achieved by these co-partnership housing corporations hold a clear and unevadable challenge to us in America, Will we accept the challenge or confess ourselves unequal to the task? What will we in Milwaukee do about it? Have we adequate vision, have we sufficient initiative and the desire for better things or will we be content to merely muddle along?" (A Few Facts About Housing p. 14) Schuchardt's interest in cooperative housing dates to at least 1911 when he made a trip to England and Germany to study several housing cooperatives based on the planning principles advocated by Ebenezer Howard in his 1898 book, Garden Cities of Tomorrow. Schuchardt's European trip undoubtedly influenced his earliest-known design work for a Garden City-type development, an entry that was submitted in 1913 to the City Club of Chicago's international competition to address inadequacies in residential land use planning. (Alfred Yeomans, City Residential Land Development Chicago: University of Chicago Press, 1916)

Schuchardt was one of the key figures in the development of the Garden Homes Housing Project in Milwaukee, the nation's first municipally-sponsored, cooperatively-owned housing development. In 1921 Schuchardt designed the nine basic cottage prototypes that comprise the 93-building Garden Homes Housing Project, which was built between 1921 and 1923. Schuchardt became president of the board of directors of the Garden Homes Co., which was created by state legislation to oversee the administration of the housing project.

Schuchardt was a civic-minded individual who also served in Milwaukee as secretary of the Columbia Hospital Board of Directors, and as a trustee of the former Milwaukee Downer College between 1912 and 1925. An avid art collector, Schuchardt was a director of Milwaukee's Layton Art Gallery (defunct) between 1915 and 1925, and the Milwaukee Art Institute (razed) from 1910 to

1925. In memory of his wife, Gertrude, who died in 1919, Schuchardt donated to the Milwaukee Art Institute his collection of etchings that included works by major artists such as Rembrandt, Millet, Corot, Whistler, and Durer. (Bruce p. 768) This collection has since passed to the successor institution, the Milwaukee Art Museum. In 1923 the widowed Schuchardt moved out of the large house at 930 East Knapp Street and back to the family home at 941 North 29th Street with his mother, Rosalie. By 1924 Schuchardt had left his job with Pelton Steel to become the vice-president of Durant Manufacturing Co., a builder of counting machines located at 1929 North Buffum Street. In that same year Schuchardt was appointed by the Common Council to the Milwaukee Public Land Commission, of which he became president.

In 1925 Schuchardt's dream of a model cooperative housing project was shattered when dissatisfied Garden Homes' residents demanded and won individual ownership of their houses. Responding to criticism of the project, Schuchardt was quoted as saying "I am through trying to do something helpful for anybody." Two years later in 1927 at the age of 53, Schuchardt left Milwaukee and was never again active in Milwaukee public or professional circles. His mother, Rosalie, went to live with another son, Carl W., who lived at 3508 North Prospect Avenue in suburban Shorewood, and the family house at 941 North 29th Street was apparently sold. (Milwaukee city directories)

After leaving Milwaukee, Schuchardt became a Professor of City Planning at his alma mater, Cornell University and headed up the regional and city planning department at the college. Nine years after the death of his first wife, Schuchardt married Mildred Fraser on Nov. 17, 1928. By 1929 he had moved to Southern California where he worked with architects David Allison and Sumner Spaulding for about 12 years. Schuchardt served on the Los Angeles City Plan Commission between 1938 and 1948, and he was on the Board of Governors of the Los Angeles County Museum between 1944 and at least 1955. He was elected honorary member of the American Institute of Planners in 1949. Schuchardt died at the age of 84 on Thursday, April 17, 1958. His last known home address was in Arcadia, California, an eastern suburb of Los Angeles. (American Architects Directory p. 492; Who Was Who in America, Vol. 3 Chicago: A. H. Marquis Co., 1960 p. 764; Milwaukee Journal, April 18, 1958, p. 2 part 2)

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IX. STAFF RECOMMENDATION

Staff recommends that the Garden Homes House / Stibor House be given permanent historic designation as a City of Milwaukee Historic Structure as a result of its fulfillment of criteria e-1, e-3, e-4, e-6, e-7, and e-9 of the Historic Preservation Ordinance, Section 320-21 of the Milwaukee Code of Ordinances.

- e-1. Its exemplification of the development of the cultural, economic, social, or historic heritage of the City of Milwaukee, State of Wisconsin, or of the United States.**

Rationale: The Garden Homes House/Stibor House is significant because it is a contributing and integral part of the Garden Homes National Register Historic District. Unlike other historic districts which are grouped by period of development or as a collection of styles that relate to the broader development of American architecture, Garden Homes was designed as a set piece, with the roadways, houses and park all laid out at one time, by one architect and to fulfill an ambitious social goal of having decent affordable housing for the working class residents of Milwaukee. It was also the only development that was municipally sponsored and set up as a cooperative. The loss of any of the houses impacts the integrity of the district as a whole. Loss of this house could jeopardize consideration for National Historic Landmark status which is being explored at the present time.

The Garden Homes Historic District was listed in the National Register of Historic Places in 1990 because of its national significance in the areas of community planning and development and its local significance to social history in Milwaukee. Research indicates that Garden Homes is historically

important as the nation's first municipally-built housing development. It offered each of its working-class tenants an opportunity to purchase equity in the project through a cooperative ownership plan, something not attempted before and quite revolutionary in Milwaukee and the country. In terms of its conception and organization, the district is an interesting example of early twentieth century planning as the first municipally –sponsored housing project of its kind to incorporate the fundamental principles of England's Garden City form of planning, production-line construction techniques, and patented labor-saving materials. It predates Radburn, New Jersey, begun in 1928, that is often considered as America's first Garden City.

Garden Homes exemplifies the progressive innovation in governmental function for which Wisconsin was known in the early 20th century. As the first municipally-built public housing cooperative, Garden Homes began a nationwide tradition of providing low-cost, government-backed housing that continues to this day. In addition to the creative cooperative package, Garden Homes aimed to curb urban blight and enhance the quality of city life by giving city government more control over long-term planning and maintenance of neighborhoods. Living units were to have adequate light and air and the location of the development had to be healthful for the tenants. It was intended for the city to be involved for at least twenty years or until each resident had accumulated stock equal to the value of his or her house. The project was to be a model for future development although that did not occur.

e-3 Its identification with a person or persons who significantly contributed to the culture and development of the city of Milwaukee.

Rationale: The Garden Homes House / Stibor House is inextricably bound up with the history of the Garden Homes housing project, a major accomplishment of the administration of Milwaukee's Socialist Mayor Daniel Hoan. The grouping of buildings, still intact after all these decades, is the physical embodiment of the city's so-called "sewer socialists" whose goals were to improve the lives of the city's residents rather than impose a rigid political ideology. Assisting the lives of the working class who could not attain the American dream, despite all their hard efforts, was a major goal of Mayor Hoan. Hoan steered Milwaukee clear of many of the problems other major cities encountered during the Great Depression and was known throughout the country for his progressive leadership.

e-4 Its portrayal of the environment of a group of people in an era of history characterized by a distinctive architectural style.

Rationale: The Garden Homes House / Stibor House is an integral part of the Garden Homes development. The development was a set piece, conceived, designed and constructed as a whole with each house an important component. All of the houses were clad originally in the same material but had a variety of window groupings, porches and roofs that added interest to the Colonial Revival style of each.

e-6. Its identification as the work of an artist, architect, craftsperson or master builder whose individual works have influenced the development of the city of Milwaukee, state of Wisconsin, or of the United States.

Rationale: Architect William Schuchardt was an outstanding architect of his time in Milwaukee. He was trained through work at a number of architectural offices not only here but in other cities. Among his architectural commissions are the Loyal Durand residence (1906) located at 2212 N. Lake Drive, the Augustus F. Chapman residence (1907) located at 2426 North Terrace Avenue, the grant Fitch house on Prospect Avenue, the Fred Vogel house on Lake Drive and the Harrison Green Residence (1917) located at 2671 North Wahl Avenue. In addition to designing for Milwaukee's socially connected, Schuchardt was also interested in public service and the roll that architecture and planning could play in the lives of city residents. His leadership of various manufacturing concerns gave him credibility among the city's governmental leaders as well. He served on the board of Columbia Hospital, the Layton School of Art, the Milwaukee Art Institute, the Layton Art Gallery and Downer College. He also served on Milwaukee's housing and land commissions. His work on the design of Garden Homes, that included the house at 4330 North 25th Street, was done without fee, and reflected his interest in cooperative housing and his belief that even modest houses could be well-designed and affordable. His obituary indicates that Schuchardt established a national reputation as a city planner and was important in the zoning, lake front developments and street planning in the city in the 1920s.

e-7 Its embodiment of elements of architectural design, detail, materials, or craftsmanship which represent a significant architectural innovation.

Rationale: The Garden Homes House / Stibor House, along with the other houses in the development, was far ahead of its time in the utilization of energy and labor-saving materials to reduce construction and operating costs. Of particular interest was the use of a patented new material called flaxolinum keyboard sheathing as an underlayment for the exterior stucco. Made of flax straw, with molded keyways to hold the stucco applied over it, the material was apparently first used on the Garden Homes project. It was significant in that it served as both lath and insulation and was installed in large panels, thus speeding construction time over the conventional wood stick lath and stucco technology used at the time. The material is apparently no longer made but is remarkably similar to a modern sheathing material with the trade name "graylite," which is commonly used in residential construction. Flaxolinum or improper installation, or both, might have been responsible for the delamination of the stucco on some of the cottages within a few decades after completion.

The interior walls and ceilings were sheathed with another new, energy and labor saving material called spruce wood fiber insulation board, one-half-inch thick, which was finished with a skim coat of plaster veneer. This technique is similar to the present system of gypsum board finished with plaster veneer that was introduced during the late 1930s.

e-9. Its unique location as a singular physical characteristic, which represents an established and familiar visual feature of a neighborhood, community or the city of Milwaukee.

Rationale: The Garden Homes House / Stibor House is an essential part of the Garden Homes development. The development stand out from the neighborhoods that adjoin it because it is centered around a park, features winding streets and has a consistency of scale, setback and design that set it off.

X. PRESERVATION GUIDELINES

Any exterior alteration will require a Certificate of Appropriateness. The existing exterior features can remain. The following preservation guidelines represent the principal concerns of the Historic Preservation Commission regarding this historic designation. However, the Commission reserves the right to make final decisions based upon particular design submissions. Building maintenance and restoration must follow accepted preservation practices as outlined below. The intent of the guidelines are to preserve the house as closely as possible to its original form and details so that it remains a contributing structure in the Garden Homes National Register historic district.

A. Roofs

Retain the roof shape. Skylights are discouraged but may be added to the rear roof surface if they are not visible from the street or public right of way. The existing skylights may remain in place but in the event of re-roofing, the front skylight should be removed and the roof restored to its original shape and appearance.

No major changes can be made to the roof shape of the house, which would alter the building height, roofline or pitch. Locate mechanical systems and vents on the rear slope of the roof which is not visible from the public right of way and paint them out to minimize impact.

The construction of new dormers or other rooftop features, addition of skylights and satellite dishes, and re-roofing require review by Historic Preservation staff and a Certificate of Appropriateness. A satellite dish, if installed, must be reviewed by HPC staff, and must be located on the rear half of the south elevation. Retain the existing original chimney if possible. No rooftop construction is allowed, as this would compromise the appearance of the house.

B. Materials

1. Masonry

- a. Covering masonry with other materials (wood, sheet metal, vinyl siding, etc.) is not allowed.
- b. Repoint defective mortar in chimney and foundation by duplicating the original in color, hardness, texture, joint finish and joint width. See the masonry chapters in the books, As Good As New or Good For Business for explanations on why the use of a proper mortar mix is crucial to making lasting repairs that will not contribute to new deterioration of the masonry. Replaced mortar joints should be tooled to match the style of the original. Do not use mortar colors and pointing styles that were unavailable or were not used when the building was constructed. Consultation with historic preservation staff and a Certificate of Appropriateness is required before starting any repointing.
- c. Clean masonry only when necessary to halt deterioration and with the gentlest method possible. Sandblasting or high pressure water blasting or the use of other abrasive materials (soda, nut

shells, etc.) on brick and concrete surfaces is prohibited. This method of cleaning erodes the surface of the material and accelerates deterioration. Avoid the indiscriminate use of chemical products that could have an adverse reaction with the masonry materials. Work should be done by experienced individuals. Consultation with historic preservation staff and a Certificate of Appropriateness is required before any cleaning would begin.

- d. Repair or replace deteriorated material with new material that duplicates the old as closely as possible. Do not use new material that is inappropriate for the time period when the building was constructed. Consultation with historic preservation staff and a Certificate of Appropriateness is required before attempting work on the masonry.

2. Wood/Metal

- a. Retain original material, whenever possible. Do not remove architectural features that are essential to maintaining the building's character and appearance.
- b. Retain or replace deteriorated material with new material that duplicates the appearance of the old as closely as possible. In the Garden Homes Historic District, the front porches are essential to the character of each house. The existing front porch of the subject house can remain. If a new front porch were to be built on the house that is the subject of this nomination, it should follow the original plans. Do not cover any original architectural features with new materials that do not duplicate the appearance of the original materials. Covering wood or metal with aluminum or vinyl or other substitute material is not permitted although the existing aluminum siding may be retained. In the event the siding is removed, however, the original stucco finish should be restored.
- c. Ornamental wood details, such as gable returns at the roof, must be retained. Any new elements must replicate the pattern, dimension, and spacing of the original. The existing metal porch rails may be retained but in the event they are replaced they should be made of wood and follow the designs on the original blueprints as well as examples in Living With History.

C. Windows and Doors

- 1. Retain existing window and door openings. Retain the existing configuration of panes, sash, surrounds and sills, except as necessary to restore to the original condition. Do not make additional openings or changes in existing fenestration by enlarging or reducing window or door openings to fit new stock window sash or new stock door sizes. Do not change the size or configuration of the original windowpanes or sash. Use storm windows or protective glazing which have glazing configurations similar to the prime windows and which obscure the prime windows as little as possible.

2. Respect the building's stylistic period. If the replacement of doors or window sash is necessary, the replacement should duplicate the appearance and design and material of the original window sash or door. New glass must match the size of the historic glass. Avoid using inappropriate sash and door replacements. Do not fill in or cover openings with inappropriate materials such as glass block or concrete block. Existing glass block windows (3 on the house and at the basement window openings) may be retained, but in the event windows are changed, they should be made of wood, match the originals and be fitted with a wood combination storm/screen. Do not use modern style window units, such as horizontal sliding sash or casements, in place of double-hung sash or the substitution of units with glazing configurations not appropriate to the style of the building. When the porch was enclosed, Prairie style sash windows of leaded glass were installed and did not match the original windows of the house. They can be retained. Some of these porch windows have been replaced with plain one-over-one sash. They can remain but future replacements should match the Prairie originals or the originals on the house. Note: should the porch be completely rebuilt, it should match the original plans.

Vinyl, vinyl clad, metal, and metal-clad or fiberglass prime window units are not permitted. If new windows are required, replacements will be of wood and match the six-over-six style of the originals. The door at the front of the house is not visible at this time. The side door appears to be the original six panel design. If the original front door is still extant, every effort should be made to preserve it. If that is not possible, then replacement doors should match the original six panel design and fit into the original opening. The new rear patio door can be retained. Any changes to doors and windows, including installation of new doors and windows, require consultation with Historic Preservation staff and a Certificate of Appropriateness.

3. Steel bar security doors and window guards are generally not allowed. If permitted, the doors or grates shall be of the simplest design and installed so as to be as unobtrusive as possible. The existing security door can remain but in the event it will be replaced, it should conform to the designs in Living With History page 79. A Certificate of Appropriateness is required for this type of installation.

D. Trim and Ornamentation

There should be no changes to the existing historic trim or ornamentation except as necessary to restore the building to its original condition. Replacement features shall match the original member in scale, design, color and appearance. Consultation with Historic Preservation staff is required before any changes or repairs are made to the building.

E. Additions

No additions will be permitted on the front or sides of the subject house as this would destroy the character defining features of the building. Any other addition requires the approval of the Commission. Ideally an addition should either compliment or have a neutral effect upon the historic character of the building. Approval shall be based upon the addition's design compatibility with the building in

terms of window size and placement, building height, roof configuration, scale, design, color, and materials, and the degree to which it visually intrudes upon the principal elevations or is visible from the public right of way. Additions must be smaller than the building and not obscure the historic building.

F. Signs/Exterior Lighting

The installation of any permanent exterior sign or light fixture shall require the approval of the Commission. Approval will be based on the compatibility of the proposed sign or light with the historic and architectural character of the building. Consultation with Historic Preservation staff is required to assist in the selection of exterior fixtures. Plastic internally illuminated box signs are not permitted.

G. Site Features

New plant materials, paving, fencing, or accessory structures (garden sheds, storage sheds, and gazebos) shall be compatible with the historic architectural character of the building and requires a Certificate of Appropriateness. Any rear deck or patio installation requires a Certificate of Appropriateness. The current rear deck may remain. The installation of retaining walls along the front of the property is discouraged. The current chain link fence may remain. If replacement is considered, new fencing will follow the examples in Living With History and As Good As New. Any new driveway may be replaced in kind with concrete or asphalt. Any changes to the location of the drive will require consultation with preservation staff and a Certificate of Appropriateness. A new garage may be constructed at the rear corner of the lot and must be generally compatible with the overall design of the house. Consultation with Historic Preservation staff is required before starting any work that would involve the landscape features, the position of the driveway and service walks and new construction.

H. Guidelines for New Construction

It is important that new construction be designed to be as sympathetic as possible with the character of the structure. Small-scale accessory structures, like a gazebo or fountain, may be permitted depending on their size, scale and form and the property's ability to accommodate such a structure.

1. Siting

New construction must respect the historic siting of the building. It should be accomplished so as to maintain the appearance of the building from the street as a freestanding structure.

2. Scale

Overall building height and bulk, the expression of major building divisions including foundation, body and roof, and individual building components, such as overhangs and fenestration that are in close proximity to a historic building must be compatible to and sympathetic with the design of the building. New construction is to be smaller in size and shorter in height than the historic building.

3. Form

The massing of the new construction must be compatible with the goal of maintaining the integrity of the building as a freestanding structure.

4. Materials

The building materials which are visible from the public right-of-way should be consistent with the colors, textures, proportions, and combinations of cladding materials used on the historic building. The physical composition of the materials may be different from that of the historic materials, but the same appearance should be maintained and materials not available when the house was constructed should be avoided.

I. Guidelines for Demolition

Although demolition is not encouraged and is generally not permissible, there may be instances when demolition may be acceptable if approved by the Historic Preservation Commission. The following guidelines, with those found in subsection 9(h) of the ordinance, shall be taken into consideration by the Commission when reviewing demolition requests.

1. Condition

Demolition requests may be granted when it can be clearly demonstrated that the condition of a building or a portion thereof is such that it constitutes an immediate threat to health and safety and is beyond hope of repair.

2. Importance

Consideration will be given to whether or not the building is of historical or architectural significance or displays a quality of material and craftsmanship that does not exist in other structures in the area.

3. Location

Consideration will be given to whether or not the building contributes to the neighborhood and the general street appearance and has a positive effect on other buildings in the area.

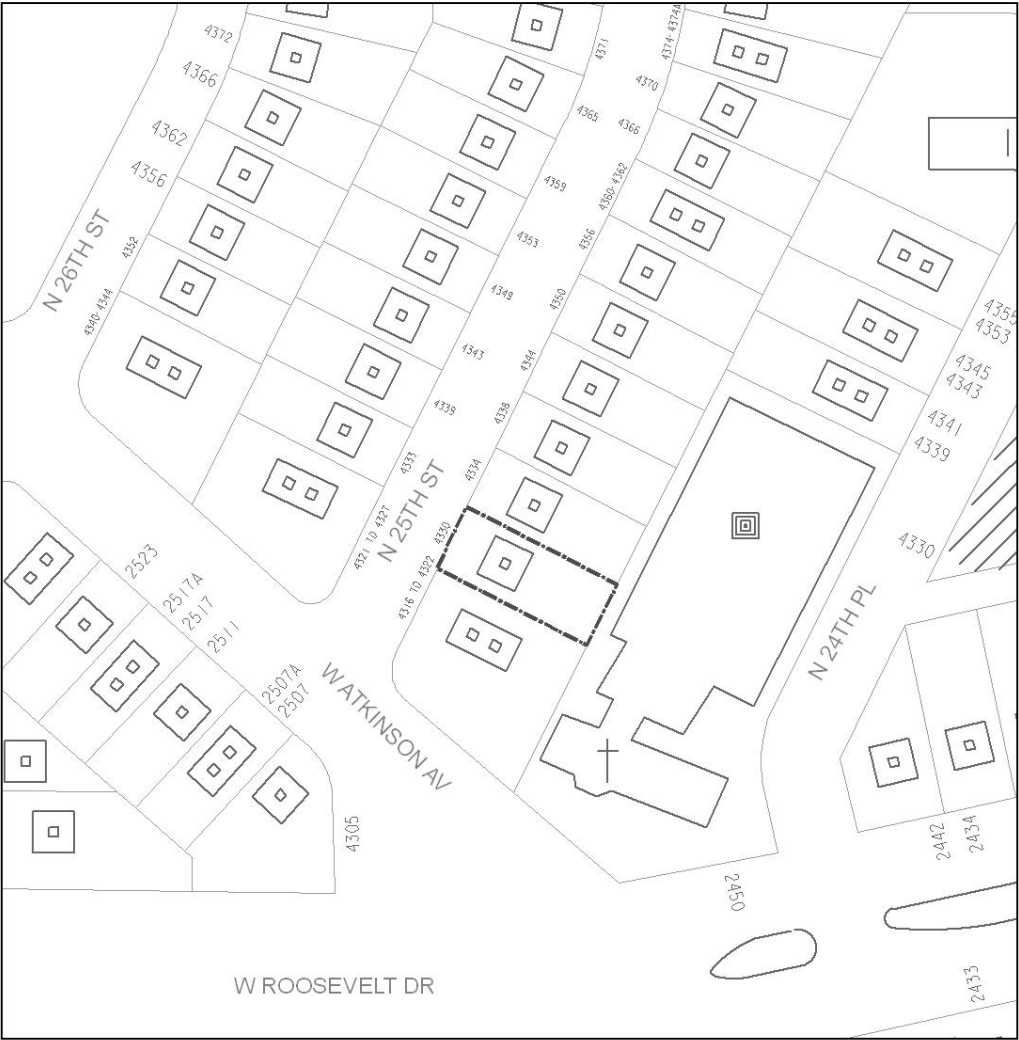
4. Potential for Restoration

Consideration will be given to whether or not the building is beyond economically feasible repair.

5. Additions

Consideration will be given to whether or not the proposed demolition is a later addition that is not in keeping with the original design of the structure or does not contribute to its character.

**Garden Homes House
4330 N. 25TH ST.**



 Parcel Boundary

0 50 100 200 Feet


N
City of Milwaukee 4-1-2010
gis28_10, AEH

Garden Homes House 4330 N. 25TH ST.





 Parcel Boundary

0 50 100 200 Feet



City of Milwaukee 4-1-2010
gis28_10, AEH

NOTICES SENT TO FOR FILE 091618:

[illegible]

SUBCHAPTER 3 COMMISSIONS

320-21. Historic Preservation Commission.

1. PURPOSE AND INTENT. Pursuant to s. 62.23(7)(em), Wis. Stats., it is declared a matter of public policy that the protection, enhancement, perpetuation, and use of improvements of special architectural character or special historical interest or value is a public necessity and is required in the interest of health, prosperity, safety, and welfare of the people. The purpose of this section is to:

a. Effect and accomplish the protection, enhancement and perpetuation of such improvements and of districts which represent or reflect elements of the city's cultural, social, economic, political and architectural history.

b. Safeguard the city's historic and cultural heritage, as embodied and reflected in landmarks and historic districts.

c. Stabilize and improve property values.

d. Foster civic pride in the beauty and noble accomplishments of the past.

e. Protect and enhance the city attractions to residents, tourists and visitors, and serve as a support and stimulus to business and industry.

f. Relate municipal programs in preserving housing and revitalizing commercial areas to the objectives of historic and architectural preservation.

g. Educate the public regarding the desirability of landmark designation and historic preservation as an enhancement of the quality of life.

h. Aid and assist individuals and public entities in the nomination of their properties to the national register of historic places.

2. EXEMPTION. This section shall not apply to the district specified in s. 200-61, except that the city may, with the concurrence of the architectural review board, designate the district as an historic district solely for the regulation of demolition permits in the district.

3. DEFINITIONS. The definitions shall be as follows unless the context requires otherwise:

a. "Alteration" means any material change in the external architectural features of any historic structure or structures within a historic site or district.

b. "Certificate of appropriateness" means a certificate issued by the commission

approving construction, reconstruction, rehabilitation or demolition of a historic structure or structures within a historic site or district.

c. "Commission" means the historic preservation commission created under this section.

d. "Demolition" means the complete or partial removal or destruction of any historic structure or any structure located within a historic district or site.

e. "Historic, architectural and cultural significance" means the attributes of a district, site or structure that possess integrity of location, design, settings, materials, workmanship and association which consider the following:

e-1. Its exemplification and development of the cultural, economic, social or historic heritage of the city, state of Wisconsin or the United States.

e-2. Its location as a site of a significant historic event.

e-3. Its identification with a person or persons who significantly contributed to the culture and development of the city.

e-4. Its portrayal of the environment of a group of people in an era of history characterized by a distinctive architectural style.

e-5. Its embodiment of distinguishing characteristics of an architectural type or specimen.

e-6. Its identification as the work of an artist, architect, craftsman or master builder whose individual works have influenced the development of the city.

e-7. Its embodiment of elements of architectural design, detail, materials or craftsmanship which represent a significant architectural innovation.

e-8. Its relationship to other distinctive areas which are eligible for preservation according to a plan based on a historic, cultural or architectural motif.

e-9. Its unique location as a singular physical characteristic which represents an established and familiar visual feature of a neighborhood, community or the city.

f. "Historic district" means a district which contains improvements which:

f-1. Have historical, architectural or cultural significance.

f-2. Represent one or more periods or styles of architecture typical of one or more eras in the history of the city.

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f-3. Cause such area, by reason of such factors, to constitute a distinct section of the city.

f-4. Has been designated as a historic district by the common council.

g. "Historic site" means one of the following:

g-1. A real property on which a structure having historical significance is located.

g-2. A real property on which there is no structure, but which itself is of historical significance that has substantial value in tracing the history of aboriginal man, or upon which a historic event has occurred.

g-3. A real property that has been designated a historic site by the common council.

h. "Historic structure" means any improvement which has a special character or special historic interest or value as part of the development, heritage or cultural characteristics of the city, state or nation and which has been designated as a historic structure by the common council.

i. "Improvements" means any building, structure, place, work of art, or other object constituting a physical betterment of real property, or any part of such betterment.

j. "Rehabilitation" means improving property through repair or alteration, making possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural and cultural values.

4. MEMBERS. a. Composition. The commission shall be composed of 7 members. One shall be a registered architect; one shall be either an historian or an architectural historian, either interested in the field of historic preservation; one shall be a person experienced in either real estate development or real estate financing; one shall be a member of the common council and 3 shall be citizen members. Each member shall have, to the highest extent practicable, known interest in preservation. Members shall be appointed by the mayor subject to confirmation by the common council.

b. Terms. Members shall be appointed for terms of 3 years. Members may be reappointed for succeeding terms. Any

member may be removed for just cause by the mayor upon notice and public hearing. When any member is removed or resigns, or when a vacancy occurs, the mayor shall appoint a new member in the same manner prescribed in par. a.

5. RULES OF THE COMMISSION. The commission shall elect from its membership a chair and a vice-chair whose terms of office shall be fixed by the commission. The commission shall adopt rules of procedure for the transaction of its business.

6. STAFF. The city clerk's office shall provide administrative and professional support to the commission.

7. FINANCIAL SUPPORT. The commission shall act as a policymaking body when administering donations, grants, and other financial assistance from any public body or agency including but not limited to the city of Milwaukee, the county of Milwaukee, the state of Wisconsin, and the government of the United States and any of its agencies, and from any private individual or group, for the purpose of carrying out the functions, powers, and duties of the commission. The commission may, in accordance with s.16.05, city charter, obtain agreements and contracts with public or private agencies or individuals, for assisting the commission in carrying out its functions, powers, and duties.

8. FUNCTIONS, POWERS, AND DUTIES. In addition to such other powers, duties and authority as are set forth in this section, the commission shall:

a. Maintain or cause to be maintained a comprehensive survey of sites, structures, and districts in the city identifying its historic, cultural, and architectural resources.

b. Prepare or cause to be prepared a current list of potential sites, structures, and districts as determined by the survey to be designated as historical, cultural or architectural sites, structures or districts.

c. Prepare or cause to be prepared a master plan based on the survey that will delineate a proper course of action for historic preservation planning in the city. Any amendments to the master plan shall be made only after consideration of the criteria set forth in this section.

d. Prepare or cause to be prepared when necessary measured drawings, photographs and appropriate documentation for sites and structures that are clearly endangered.

e. Recommend to the common council the designation of sites, structures, and districts as local historic sites, historic structures and historic districts. Once designated by the common council, such historic sites, structures and districts shall be subject to all provisions of this section, and the city clerk shall file that designation in recordable form with the Milwaukee county register of deeds.

f. Issue certificates of appropriateness that will allow or deny the alteration, demolition or exterior change to any designated historic site or structure or improvement within a historic district.

g. Issue mothballing certificates to allow enforcement of the city's building maintenance and condemnation codes against historic structures to be stayed.

h. Work closely with the state of Wisconsin historic preservation officer in attempting to include such properties designated as historic sites, structures or districts in the national register of historic places.

i. Work for the continuing education of the citizens of Milwaukee about the historic heritage of this city and the historic sites, structures and districts designated under this section.

j. Receive and solicit funds for historic preservation in the city. The funds shall be placed in a special city account for this purpose.

9. NOMINATION AND DESIGNATION OF HISTORIC SITES, STRUCTURES AND DISTRICTS.

a. Any person may make application for nomination of a structure, site or area for historic designation to the commission. The commission shall contact the owners of the real property of record and outline the reasons for and the effects of the designation on the structure, site or area under consideration.

b. The commission shall schedule a public hearing on the question of the application for designation. Notice as to the time, place and purpose of the hearing shall be sent at least 25 days prior to the hearing to the following parties:

b-1. The owner of the subject property. This notice shall be by certified letter.

b-2. The common council members of the aldermanic districts in which the proposed designation is located.

b-3. All persons or corporations who own property that is within 200 feet of the proposed designation. This notice shall be by first class mail.

c. Following the public hearing, the commission shall vote to make recommendations to the common council regarding the designation. A structure, site or area shall be deemed to be nominated for consideration as a historic structure, site or district when the commission has determined by a majority vote that the site, structure or area possesses one or more indicia of historical significance.

d. The commission shall make a recommendation with respect to the proposed designation in writing and shall notify the owner of the subject property and the common council. The commission shall set forth findings which constitute the basis for its recommendations. If the recommendations concern designation of a district, the commission shall consider and report in its findings the impact of designation on low and moderate income housing within the district.

e. The commission shall submit its recommendation for designation as a historic site, historic structure or historic district to the common council. The council in its decision on designation shall balance the interest of the public in preserving the affected property and the interest of the owner or owners in using the property for his or her purposes. If the council votes to approve the designation, the council's resolution shall by reference approve the study report for the proposed historic site, structure or district prepared by the historic preservation officer, including the preservation guidelines for the site, structure or district, subject to any modifications made to the report by the historic preservation commission or common council.

f. After the designation decision is final, the commission shall notify the owner of the subject property, the affected council member, the commissioner of city development, the commissioner of public works, and the commissioner of neighborhood services. The city clerk shall file, in recordable form, notice of the designation with the Milwaukee county

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register of deeds and shall cause the designation to be recorded.

g. In cases where the commission has nominated a site, structure or area for consideration for historic designation, final action, in accordance with this subsection, shall be taken within 2 years of the date of nomination. If final action is not taken, the nomination of the site, structure or area is terminated.

h. Once a nomination for historic designation has been dismissed or denied, the same site, structure or area may not be renominated unless one of the following conditions is met:

h-1. Two years have passed since the nomination was dismissed or denied. In such cases, the renomination shall be considered a new nomination for the purposes of this section. In cases where a nomination is terminated pursuant to par. g, the 2 years shall be counted from the date of the termination.

h-2. The commission is presented with substantial new evidence that could not reasonably have been presented at the previous hearing. In such cases, this evidence, including photographs, shall be accompanied by an appropriate application form. No renomination shall take place without the affirmative vote of a majority of the members of the commission.

h-3. All renominations shall be subject to the same notice requirements as the original public hearings.

10. AMENDMENTS TO ADOPTED GUIDELINES. For any designated historic site, structure or district, the common council may amend the preservation guidelines that it adopted at the time of designation of the site, structure or district pursuant to sub. 9-e. The procedure for amending the preservation guidelines shall be the same as the procedure for nomination and designation of historic sites, structures and districts, as set forth in sub. 9. The common council may amend preservation guidelines only after receiving a recommendation from the historic preservation commission.

11. REGULATION OF CONSTRUCTION, RECONSTRUCTION, REHABILITATION AND DEMOLITION. No owner, renter, occupant or person in charge of a historic site, historic structure or an improvement within a historic district shall reconstruct or alter all or any part of the exterior of such property or construct any

improvement upon such a property or properties or permit any such work to be performed upon such property or demolish such property unless a certificate of appropriateness has been granted by the commission. Unless such certificate has been granted by the commission, the commissioner of city development shall not issue a permit for any such work.

a. **Application.** Applications for certificates of appropriateness shall be filed with the city clerk's office, which certificate shall permit the applicant to proceed in accordance with this section. The city clerk's office shall immediately forward all applications to the commission for recommendation and report.

b. **Review.** Upon receipt of an application from the city clerk's office, the commission shall review the project at its next regular meeting. The commission may find the project appropriate and direct a certificate to be issued or it shall set a public hearing date within 30 days of its original review. When reviewing the certificate application, the commission shall consider:

b-1. Whether, in the case of a designated historic site, structure or district, the proposed work would detrimentally change, destroy or adversely affect any exterior architectural feature of the improvement upon which said work is to be done.

b-2. Whether, in the case of construction of a new improvement upon a designated site or within a historic district, the exterior of the improvement would adversely affect or not harmonize with the external appearance of other neighboring improvements on the site.

b-3. Whether, in the case of any property located in a historic district the proposed construction, reconstruction, exterior alteration, or demolition conforms to the objectives of the historic preservation plan for such district as duly adopted by the common council.

c. **Notification.** Notice of hearing shall be by certified letter addressed to the applicant at his or her residence or place of business, or if the applicant is a corporation, at the address stated in the application. There shall also be public notice given by the commission, as well as notice to the parties cited in sub. 9-b. The letter to the applicant may contain requirements for supplemental

information, including but not limited to any photographs, plans, floor plans, elevations and detail drawings of any structure or portion thereof to be subject to change. If the applicant is unable to furnish any or all required supplemental information by the date set for a hearing on the application, the applicant may request such a delay in the hearing as may be reasonable for obtaining the required information. The commission may also grant a request for a delay for any other good cause.

d. Hearing. If upon a hearing by the commission it appears that the proposed changes in the application are consistent with the character of the individual property or those of its district, the commission shall immediately direct the commissioner of city development to issue a certificate to the applicant. In making its determination on any application under this section, the commission shall apply the criteria set forth in sub. 12.

e. Issuance of Certificate. The commission may direct issuance of a certificate conditioned upon applicant's acceptance of certain changes in his or her plan.

f. Appeal. If upon a hearing by the commission the application for a certificate is disapproved and no conditional certificate is issued, or the applicant refuses to accept the changes in the plans recommended by the commission, the commission shall notify the applicant of its decision by certified mail within 15 days. The aggrieved applicant may appeal to the common council. Appeals shall be by a written request filed with the city clerk within 20 days after the mailing of the certified letter to the applicant of the commission's decision. The city clerk shall file the request to appeal with the common council. After a public hearing, the council may, by vote of 2/3 of its members, reverse or modify the decision of the commission if, after balancing the interest of the public in preserving the subject property and the interest of the owner in using it for his or her own purposes, the council finds that, owing to special conditions pertaining to the specific piece of property, failure to grant the certificate of appropriateness will preclude any and all reasonable use of the property or will cause serious hardship for the owner, provided that any self-created hardship shall not be a basis for reversal of modification of the commission's decision.

g. Demolition. Notwithstanding the provisions of the preceding paragraphs, if an applicant for a certificate of appropriateness seeks approval for demolition, the commission may by affirmative vote within 30 days after the public hearing defer determination on the application for a period not to exceed one year from the date of application for the demolition permit, and shall provide the applicant with a written report setting forth the reason or reasons for its deferral on the certificate application. An applicant whose application for certification of appropriateness for demolition has been deferred may appeal the deferral to the common council. If the commission determines to defer a demolition on the application, the commission and the applicant shall undertake serious and continuing discussions for finding a mutually agreeable method of saving the subject property. Furthermore, during this time, the owner shall take whatever steps are necessary to prevent further deterioration of the building. At the end of the one-year period, the commission shall act on the suspended application by either granting or refusing to grant a certificate of appropriateness for the proposed demolition.

h. Certificate of Appropriateness. In determining whether to issue a certificate of appropriateness for any demolition, the commission shall consider and may give decisive weight to any or all of the following:

h-1. Whether the building or structure is of such architectural or historic significance that its demolition would be detrimental to the public interest and contrary to the general welfare of the people of the city and state.

h-2. Whether the building or structure, although not itself an individually designated historic building, contributes to the distinctive architectural or historic character of the district as a whole and should be preserved for the benefit of the people of the city and the state.

h-3. Whether demolition of the subject property would be contrary to the purpose and intent of this section and to the objectives of the historic preservation plan for the applicable district as duly adopted by the common council.

h-4. Whether the building or structure is of such old and unusual or uncommon design, texture, or material that it could not be reproduced without great difficulty or expense.

h-5. Whether retention of the building or structure would promote the general welfare of the people of the city and the state by encouraging study of American history, architecture and design, or by developing an understanding of American culture and heritage.

h-6. Whether the building or structure is in such a deteriorated condition that it is not structurally or economically feasible to preserve or restore or use it, provided that any hardship or difficulty claimed by the owner which is self-created or which is the result of any failure to maintain the property in good repair cannot qualify as a basis for the issuance of a certificate of appropriateness.

h-7. Whether any new structure proposed to be constructed, or change in use proposed to be made, is compatible with the buildings and character of the district in which the subject property is located.

i. Enforcement and Penalties.

i-1. Any violation of this section shall be subject to the enforcement provisions of ss. 200-11-3 and 200-12-1 and the penalty provisions of s. 200-19. The commissioner of neighborhood services shall be responsible for enforcement of this section.

i-2. The historic preservation commission is authorized to hear appeals of orders issued pursuant to this section that require owners to restore their properties to their original condition, to apply for certificates of appropriateness or to comply with the terms of a previously granted certificate of appropriateness. Appeals shall be by a written request filed with the commission within 20 days of the date of the service of the order. If service of the order is made by mail, any appeal of the order shall be made in writing within 30 days of the date of the order. The commission may reverse or revise, in whole or in part, any order which a 2/3 majority of its members find an unreasonable hardship on a property owner. No hardship created by an order shall serve as a basis for reversing or revising an order. The commission shall notify the owner of its decision within 15 days.

j. Compliance. Insofar as they are applicable to a historic structure, historic site, or improvements in a historic district designated under this section, any provision of the building code shall apply, unless waived by the appropriate state or city officials. The commission may support or propose such waivers before the appropriate state or city appeals bodies.

12. GUIDELINES FOR REHABILITATION. In determining whether to issue a certificate of appropriateness for rehabilitation, the commission shall consider and may give decisive weight to any or all of the following:

a. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the exterior of a building, structure or site and its environment.

b. The distinguishing original qualities or character of a building, structure or site and its environment shall not be destroyed. The removal of alteration of any historic material or distinctive architectural features should be avoided when possible.

c. All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier or later appearance shall be discouraged.

d. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

e. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure or site shall be treated with sensitivity.

f. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. If replacement is necessary, the new material shall match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features shall be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different elements from other buildings or structures.

g. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken without a certificate of appropriateness.

h. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to, any project.

i. Contemporary design for alterations and additions to existing properties shall not be discouraged when the alterations and additions do not destroy significant historical, architectural or cultural material, and the design is compatible with the size, scale, color, material and character of the property, neighborhood, or environment.

j. Wherever possible, new additions or alterations to structures shall be done in such a manner that if the additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

13. INTERIM DESIGNATION.

a. Public Hearing. Prior to nomination or final designation of a structure as a historic structure, the commission must, after it is petitioned in accordance with par. b, hold a public hearing on the question of whether or not a structure should be designated, on an interim basis, not to exceed 180 days, either as a historic structure or as a nonsignificant structure not qualifying as a historic structure. Notice of the time, place and purpose of the hearing shall be sent by certified letter at least 7 days prior to the hearing to the owner or owners of the subject structure, and notice shall also be sent by first class mail or other comparable means to the common council member in whose district the structure is located and to the department of neighborhood services. The decision on interim designation shall be made within 5 days after the close of the public hearing, and shall be forwarded by certified letter to the owner or owners of the subject structure and also be sent by first class mail or other comparable means to the common council member in whose district the structure is located and to the department of neighborhood services.

b. Procedure. b-1. The hearing described in par. a shall, in cases where a demolition permit on the subject structure has been applied for under s. 200-26-1, be held within 15 days after receipt by the commission of a duly signed and acknowledged petition from any city resident.

b-2. The hearing described in par. a shall in cases where no demolition permit has been applied for under s. 200-26-1, be held within 45 days after receipt by the commission of a duly signed and acknowledged petition from either a city resident, the owner or owners of the subject structure or any city department, board, commission or official.

b-3. Petitions filed under this paragraph shall be filed on forms approved by the commission and available at the commission office. The commission will not consider more than one such petition on a particular structure in a 180-day period or as provided in par. f.

c. Demolition Permit Withheld. The commissioner of city development shall not issue a permit for the demolition of the subject structure until the conclusion of the hearing and the entry of the interim designation decision provided for in par. a and the exhaustion of either the appeal to the common council described in par. d, or the expiration of the time for taking an appeal. The commissioner of city development's issuance of a permit for demolition of the structure may be further delayed or otherwise affected by the commission's and common council's decision regarding interim and final historic designation.

d. Appeal Petition. If, after holding the hearing set forth in par. a, the commission determines not to designate, on an interim basis, the subject structure, any resident of the city may, within 5 days of the commission's decision, file a duly signed and acknowledged appeal petition with the city clerk for review of the commission's decision by the common council. The appeal petition shall be accompanied with a bond in the form set forth in par. e. The city clerk shall immediately notify the department of neighborhood services and the department of city development of the appeal petition. The common council shall review the commission's decision within 45 days after receipt by the city clerk of the appeal petition. The common council may then, after balancing the interest of the public in preserving the affected structure and the interest of the owner or owners in using the property for his or her own purposes, reverse or affirm the commission's decision on interim designation. If the common council reverses the commission's decision on interim designation, the subject structure shall be deemed designated as a historic structure on an interim basis for a period not exceeding 180 days. The city clerk shall immediately notify the department of neighborhood services and the department of city development of the common council's appeal decision.

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e. **Appeal Bond Required.** Any person desiring to appeal a commission decision, in accordance with par. d, shall, within the time specified in par. d, file with the city clerk a bond in the penal form of \$10,000, which shall be approved by the city comptroller as to sufficiency of surety and by the city attorney as to its form and execution. The bond shall insure that the person or persons taking the appeal shall pay to the owner or owners of the subject structure any or all damages which may be sustained by the owner or owners as a result of the delay caused by an appeal which does not result in the common council's reversal of the commission's decision denying interim designation.

f. **Common Council Review.** If, after holding the hearing set forth in par. a, the commission determines to designate, on an interim basis, the subject structure, the owner or owners of the structure may, within 5 days of the commission's decision, file a duly signed and acknowledged appeal petition with the city clerk for review of the commission's decision by the common council. The common council shall review the commission's decision within 45 days after the receipt by the city clerk of the appeal petition. The common council may then, after balancing the interest of the public in preserving the affected structure and the interest of the owner or owners for using the property for his or her own purposes, reverse or affirm the commission's decision on interim designation. If the common council reverses the decision on interim designation, the commissioner of city development may then issue any permits duly applied for pursuant to s. 200-26-1. The city clerk shall immediately notify the department of neighborhood services and the department of city development of the common council's appeal decision. The commission shall not entertain another petition for a hearing on the subject structure under par. a until 180 days after the common council's reversal of the commission's prior interim designation decision.

g. **Recommendation.** The interim designation of a structure shall be for a period not exceeding 180 days. Within 90 days of the date of the initiation of the interim designation, the commission shall hold the hearing described in sub. 9-b regarding the structure and forward its recommendations to the common council. During the period of interim designation, which

shall run for 180 days except in cases where the common council has taken final action on the commission's recommendation of the structure prior to 180 days, sub. 11 shall apply to the subject structure. The interim designation of any structure shall immediately be terminated if, while the interim designation is in effect, the historic preservation commission decides, pursuant to sub. 9, not to designate the same structure as historic.

14. SUPERVISION OF CERTIFICATE.

The commissioner of neighborhood services or the commissioner's appointed representative shall periodically inspect any undertaking authorized by a certificate of appropriateness. If the commissioner detects any violation of the conditions or standards prescribed in the certificate, or any uncertified change of any structure, the commissioner shall report such violations to the commission and take appropriate action under ss. 200-11-3, 200-12-1 and 200-19.

15. MOTHBALLING CERTIFICATE.

To prevent demolition of structures which should be left standing because of their historic significance, the historic preservation commission may grant the mothballing certificate required by s. 200-11.5 to allow the commissioner of neighborhood services to stay enforcement of property maintenance and condemnation code provisions against structures which have been designated local or national historic structures or which are part of local or national historic sites or districts.

a. **Application.** The owner of any structure with local or national historic designation may file an application for a mothballing certificate with the historic preservation officer, who shall immediately forward the application to the commission for recommendation and report. Application for a mothballing certificate may not be made for any structure which the commissioner of neighborhood services has determined poses an immediate threat to public health and safety.

b. **Hearing.** The commission shall schedule a public hearing on a request for a mothballing certificate within 30 days of its receipt of the application for a certificate. Notice of the time, place and purpose of the hearing shall be sent by regular mail to the applicant at the address stated on the application and to all owners of property within 200 feet of the property containing the

structure to which the mothballing certificate would apply. The notice shall be given at least 10 days prior to the hearing. The notice to the applicant shall also specify that the applicant is required to furnish a rehabilitation plan to the commission on or before the date of the hearing. The notice may require that the plan include one or more of the following: floor plans, detail drawings, elevations, photographs, and information on sources of financing and contractors and materials to be used. The plan shall specify a tentative time line for completion of the project or its various phases.

c. **Commission Findings.** After conducting the public hearing, the commission shall grant a mothballing certificate if it finds that the applicant has developed a plan for the rehabilitation of the structure which is consistent with the rehabilitation guidelines of sub. 12, which is within the financial means of the applicant, and which will be carried out within a reasonable period of time. The commission shall also determine that issuance of a mothballing certificate will not have a detrimental impact on nearby properties and the surrounding neighborhood. As a condition for granting a certificate, the commission may set any requirements which it deems appropriate. The commission shall notify the applicant of its decision within 15 days of the hearing.

d. **Upkeep of Premises.** The premises upon which a structure with a valid mothballing certificate is located shall be maintained in such a manner that adjacent sidewalks are kept clean of dirt and snow, lawns, trees and shrubs are suitably mowed and trimmed, and the grounds are free of litter, debris, junk cars and outdoor storage and nuisances of all types. The interior of the building shall be protected from the elements.

e. **Periodic Review.** A mothballing certificate shall be valid for the period of time deemed appropriate by the commission. The certificate shall be reviewed by the commission within 6 months of the date of original issuance and every 6 months thereafter. Notice of the review shall be given to the certificate holder and area property owners using the procedure described in par. b. At least 10 days prior to each review date, the certificate holder shall provide the commission with a written report on progress that has been made in implementing the rehabilitation plan during the

past 6 months. When reviewing a mothballing certificate, the commission shall evaluate the progress the certificate holder has made towards implementing or completing the rehabilitation project, or the progress that the certificate holder has made in obtaining the necessary financing for the project. The commission shall also consider the extent to which the certificate holder has complied with the provisions of this subsection and with any special conditions the commission placed on the certificate at the time it was issued. The commission may add conditions to a certificate, remove conditions from the certificate, or revoke the certificate after any periodic review of the certificate.

f. **Appeal.** If, upon a hearing by the commission, the application for a mothballing certificate is denied, the conditions attached to an approved mothballing certificate are unacceptable to the applicant, or a mothballing certificate is revoked by the commission, the applicant may appeal the commission's decision to the common council. Appeals shall be by written request filed with the city clerk within 20 days after the mailing of the certified letter to the applicant of the commission's decision. The city clerk shall file the appeal request with the common council. After a public hearing, the council may, by vote of 2/3 of its members, reverse or modify the decision of the commission if it finds that doing so would:

f-1. Serve the interest of the public by preserving an historic structure.

f-2. Not negatively impact the surrounding neighborhood.

f-3. Relieve the property owner of unreasonable conditions placed on the issuance of the mothballing certificate or hardships relating to implementation of the rehabilitation plan which are not self-created.

g. **Revocation.** If the department of neighborhood services or any owner or owners of property within 200 feet of a property with a currently valid mothballing certificate files a written petition with the commission requesting revocation of the certificate and stating the reasons for the request, the commission shall consider revocation of the certificate at its next regularly scheduled meeting which is at least 15 days from the date of receipt of the petition. Notice of the request for certificate revocation, along with the time and place of the commission meeting at which revocation will be

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considered, shall be sent to the certificate holder by certified mail at least 10 days prior to the meeting.

16. CERTAIN CHANGES NOT PROHIBITED. Nothing contained in this section shall prohibit the making of any change of any exterior or architectural feature on a designated historic site, historic structure or in a historic district pursuant to the order of any governmental agency or pursuant to any court judgment for the purpose of remedying emergency conditions determined to be dangerous to life, health, or property.

320-22. Milwaukee Commission on Domestic Violence and Sexual Assault.

1. ESTABLISHMENT.

The Milwaukee commission on domestic violence and sexual assault is established as provided in this section.

2. PURPOSE. The purpose of the Milwaukee commission on domestic violence and sexual assault is to increase safety for victims of domestic violence and their children and for victims of sexual assault, and to hold abusers accountable for their violent behavior.

3. COMPOSITION. a. A majority of commission members shall be city residents. The commission shall be composed of the following 33 members, each of whom shall be subject to confirmation by the common council:

a-1. One member appointed by the mayor.

a-2. One member appointed by the common council president.

a-3. One member appointed by the Milwaukee county executive.

a-4. Two representatives from the police department sensitive crimes unit and domestic violence unit, appointed by the chief of police.

a-5. One member appointed by the Milwaukee public schools superintendent.

a-6. One representative of child welfare agencies, appointed by the director of the bureau of Milwaukee child welfare, division of children and families, Wisconsin department of health and family services.

a-7. Three assistant district attorneys, including one who works with the area of sexual assault, one who works with the area of domestic violence and one who works with matters in children's court, appointed by the district attorney.

a-8. One representative of the state legislature, appointed by the mayor.

a-9. One representative of health care service providers, appointed by the common council president.

a-10. One representative of the Wisconsin department of corrections, division of community corrections, appointed by the mayor.

a-11. One representative of victim advocates, appointed by the common council president.

a-12. Four representatives of underserved communities, including one representative each of the African-American, Hispanic, Native American and Southeast Asian communities, 2 appointed by the president of the common council and 2 appointed by the mayor.

a-13. Six representatives of sexual assault and sexual abuse service providers, 3 appointed by the common council president and 3 appointed by the mayor.

a-14. Seven representatives of domestic violence service providers, 4 appointed by the common council president and 3 appointed by the mayor.

a-15. One representative of the LGBT community center, appointed by the common council president.

a-16. One representative of the Milwaukee judicial sector, appointed by the common council president.

b. The president of the common council and the mayor shall appoint commission members listed in par. a-8 to 16 from names recommended by the executive committee of the commission. The executive committee may recommend one or more names for each vacancy. Whenever the executive committee recommends one name for a vacancy, the appointing authority may request that the executive committee recommend additional names for that vacancy.

c. Any member of the commission may name an alternate.

4. TERMS. a. Members shall be appointed no later than 60 days after the third Tuesday in April in even-numbered years to 2-year terms expiring on the third Tuesday of April 2 years thereafter. When a vacancy occurs in a board position the appointing authority shall make an appointment within 60 days after the vacancy occurs.