



**INTERIM HISTORIC DESIGNATION
STUDY REPORT
GARDEN HOMES DOUBLE HOUSE
(BOVEE-HENGSTLER DOUBLE HOUSE)
4316-4322 NORTH 25TH STREET
MAY 2011**

INTERIM HISTORIC DESIGNATION STUDY REPORT

I. NAME

Historic: Garden Homes Double House / Bovee-Hengstler Double House

Common Name: **Garden Homes Double House**

II. LOCATION **4316-4322 N. 25th Street**

Legal Description - Tax Key No. 231-071-600-0
Re-Plat of BLK 2 Garden Homes Subd
in NW & SW ¼ SEC 6-7-22
BLOCK 2 Lot 16 & 17

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 Joe Bova/Garden Homes Neighborhood Association

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
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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 were a total of 105 living units. In October 2010, the house at 4330 N. 25th Street was demolished and in the spring of 2011 the fire-damaged double house at 4387-4389 N. 26th Street was demolished. The total number of freestanding buildings now stands at 91. 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 double houses 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 91 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 4316-4322 N. 25th STREET

The property at 4416-4422 N. 25th Street, the subject of this nomination, is located at the southeast corner of the Garden Homes Housing Project and is bordered to the south by Atkinson Avenue and bordered to the north by the vacant lot where 4330 N. 25th street used to stand. Behind the house, to the east, is located the Garden Homes Evangelical Lutheran Church.

The double 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 north property line and terminates at a 24-foot by 12-foot flat roofed garage. The rear yard features a grassy lawn with a small concrete patio and very few plantings. The property is enclosed by a chain link fence.

The Garden Homes Double House/ Bovee-Hengstler Double House that is the subject of this interim nomination is an example of Model 6b and Model 6G joined together to form a side-by-side duplex. Other examples of this design, using these two models, are located at 4401-4407 N. 25th Street and 4430-4436 N. 26th Street. Interestingly, architect Schuchardt did not simply repeat the same model side by side on his double houses but rather, combined two different models together so that the facades would not be symmetrical. Very often, a side entrance model would be combined with a front entry model as is the case here.

As stated above, a juxtaposition of two basic cottage plans created this double house. A masonry fire wall that extends from the basement to the roof line separates the two frame units and is typical of the construction of all the project's double houses. The subject double house consists of a rectangular block with side gabled asphalt shingled roof. Two masonry chimneys, one at the north end of the roof and one at the south end, extend from the roof, one for each unit.

Model 6G is represented at the right or south end of the double house. It is a side gabled, side entry cottage. The front or west elevation facing 25th Street is symmetrically composed of two basement sash windows and two bays of paired, double-hung sash windows on both the first and second stories. The main entry porch is located on the side elevation, facing Atkinson Avenue. Originally an open porch, this porch is now enclosed. This south elevation also includes another, side door, located at grade next to the main entry porch. Next to this side door is a pair of double hung windows. The second story has two pair of double hung sash windows. The attic story has a six-light square window. There are basement windows flanking the side entrance.

The left or north side of the double house is Model 6B. This model is a side gabled cottage with front entrance facing 25th Street. The flat roofed entry porch extends across much of the facade. While not very visible due to the porch, a central entry door is flanked by two double hung windows. The fenestration of the second story consists of two bays of paired, double-hung windows. The north side elevation consists of a side entrance at grade flanked by double hung windows. On the upper level are two double hung windows that respond to interior room arrangements. In the attic story is a narrow, rectangular, louvered vent. It appears that the basement windows have been covered over on this elevation.

The rear elevation, facing east and visible from Atkinson Avenue, is symmetrically arranged with both units featuring a projecting shed roofed bay and six-over-six double hung windows arranged individually or in pairs.

Features that identify this as Colonial Revival style consist of intact six-over-six double hung windows, short gable returns at the each of the side gables and a general tendency toward symmetry.

ALTERATIONS TO 4316-4322 N. 25TH STREET

Alterations consist of the application of aluminum siding (1977), and the enclosure of the entry porches (1951). The entry porch at 4416 N. 25th (Model 6G) originally would have consisted of a grouping of three square wooden posts supporting the porch roof at each outside corner. These posts would have been trimmed in wooden latticework. The perimeter of the porch roof would most likely have been trimmed out with a cross-buck design wooden railing. Removal of

these features probably occurred when the porches were enclosed in 1951. Today, the porch features three-over-one casement windows. The porch storm door is a modern 9-light over cross-buck design. The side lights have been blocked over.

The entry porch at 4422 N. 25th Street (Model 6B) there would have resembled the one at Number 4316. This porch too now has three-over-one casement windows.

Other changes include the removal of the original shutters that would have been installed with each grouping of windows. It appears that the basement windows on the north elevation at 4422 N. 25th Street have been covered over. The foundation has been parged, probably done at the time the building was sided. Early photos show that the original stucco cladding extended down to grade in one seamless plane.

Despite the alterations, the scale of the building, the siting on the lot, the roofline, the porches, and the windows all remain recognizable and distinctive from houses on adjacent streets outside of the development.

Schuchardt's treatment of the double house at Garden Homes differs from the iconic duplex form so common throughout Milwaukee. Instead of stacking one unit atop another, Schuchardt places the units side-by-side. This is not only more in keeping with European Garden City traditions where buildings were lower scale and the semi-detached flat was common, but also is more like traditional forms in Colonial America. This type of placement gave the occupants of each unit more a sense of being in a free standing house and allowed for more privacy than units placed atop one another. Double houses in Garden Homes were primarily located at the corners of the development and were placed on double lots. Double houses can be found at 4316-4322 N. 25th Street, 4321-4327 N. 25th Street, 4384 N. 25th Street and its other side addressed at 2465 W. Congress Street, 4437-4441 N. 25th Street 4476-4482 N. 25th Street, 4340-4344 N. 26th Street, 4380-4380A N. 26th, 4400-4406 N. 26th Street. The two exceptions to this pattern are 4374-4374A N. 25th Street and 4387-4389 N. 26th Street (razed) which were located in mid-block. The corner double houses tend to anchor the corners of the development and give visual weight to the streetscapes.

VII. SIGNIFICANCE

The Garden Homes Double House / Bovee-Hengstler 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 in the United States 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. It is important to keep the integrity of the district in order to ensure continued eligibility for historic tax credits and not to 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 4316-4322 North 25th Street. The current owner of the building, 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 demolished 4330 N. 25th Street in October 2010 following the failure of that property to get permanent historic designation. It intends the now vacant lot at 4330 N. 25th and the site of 4316-4322 N. 25th Street to become playground space for the children at its school.

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 planned 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 Hampstead 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.

HISTORY OF 4316-4322 N. 25TH STREET

The double house at 4316-4322 N. 25th Street (originally Hampstead Avenue) was constructed between 1922 and 1923 per the plumbing permit dated April 28, 1923. It was listed as vacant in the 1923 city directory. In 1924 the first occupants moved in, Benedict A. and Myrtle Bovee (south half Number 4316) and Henry C. and Bertha Hengstler (north half Number 4322). Bovee was acting dean of the College of Electrical Engineering and later listed as instructor. Hengstler worked as an electrician. Short term occupants seemed to live at Number 4316 including salesman Elmer R. Wurl (1926), appraiser Roland H. Lambov (1927), lumberyard worker Frank Finman (1929-1930) and two salesmen for Gridley Dairy John F. Kelley (1933) and Ewald Zarden (1934-1935). Some longer term occupants lived in the north half Number 4322 including welder Arnold M. Manske (1927-1932), and hardware store owner Edward D. Staadt (c.1948-1970) and Milwaukee County Transit worker Alfred Stevenson (c.1971- 2005). Two pastors of Garden Homes Evangelical Lutheran Church lived on the premises briefly. Rev. Eric C. Schroeder lived at Number 4316 in 1931 and Rev. Erhard C. Pankow lived at Number 4322 in 1935. (Milwaukee City Directories; Permit records dated April 28, 1923)

Edward Staadt actually owned the property and made the most numerous changes to the property including the construction of a 12-foot by 24-foot garage in 1951, the enclosure of the two entry porches also in 1951, the replacement of furnaces and the replacement of various plumbing fixtures between 1948 and 1966. (Permit records dated December 24, 1948, June 3, 1949, May 24, 1951, June 13, 1951, December 14, 1965, October 21, 1966.)

Owners Alfred and Martha Stevenson had the building covered with aluminum siding in 1977. They also made \$600 of repairs to fire damage in 1978. Martha Stevenson conveyed the double house to the Garden Homes Evangelical Lutheran Church on September 15, 2005.

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. The City of Milwaukee currently owns four properties in the district and work is starting to restore those buildings. 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. They are working with Preserve Our Parks to initiate programs and events at Garden Homes Park so that the neighborhood can reclaim this green space and make it the amenity it was designed to be.

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 unavoidable 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 Double House / Bovee-Hengstler Double 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 Double House/Bovee-Hengstler Double 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.

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 Double House / Bovee-Hengstler Double 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 mostly 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 Double House / Bovee-Hengstler Double 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, craftsman 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 role 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 Double House / Bovee-Hengstler Double 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 double House / Bovee-Hengstler Double House is an essential part of the Garden Homes development. The development stands out from the neighborhoods that adjoin it because it is centered on a park, features winding streets and has a consistency of scale, setback and design that set it off. This double house is prominently situated at one of the entry points into the neighborhood and anchors the district.

X. PRESERVATION GUIDELINES

Any exterior alteration, exclusive of painting, will require a Certificate of Appropriateness. Any existing exterior features can remain. The historic designation does not mean that the owner is required to restore their building to original condition, but that when major changes are made, such as the installation of new siding, windows, doors and porches, that they are compatible with the original designs of the double house.

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 double 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 on the front elevation, but may be added to the rear roof surface. 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 and paint them out to minimize impact.

The construction of new dormers or other rooftop features, addition of skylights, solar panels and satellite dishes, and re-roofing require review by Historic Preservation staff and a Certificate of Appropriateness. Retain the existing original chimney if possible. No rooftop construction is allowed, as this would compromise the appearance of the house. The roofs were originally finished with red or green shingles and those colors are preferable when re-roofing time comes around. Architectural shingles are not required and a three-tab shingle, the least expensive variety, is strongly encouraged.

B. Materials

1. Masonry

- a. Covering masonry with other materials (wood, sheet metal, vinyl siding, etc.) is not allowed. The only masonry on an original Garden Homes house was the raised foundation, typically pored concrete or concrete block, and the brick chimney.
- b. Repoint defective mortar in chimney and foundation by duplicating the original in color, hardness, texture, joint finish and joint width. Because mortar that is too hard is prone to premature failure, consult the masonry chapters in the books, As Good As New or Good For Business for further explanation. Replaced mortar joints should be tooled to match the style of the original which was a simple, raked joint. Consultation with historic preservation staff and a Certificate of Appropriateness is required before starting any repointing. If chimneys are rebuilt, a brown brick that matches the original should be used.
- 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 because it erodes the surface of the materials and speeds up the deterioration of the masonry. Do not use 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. Existing substitute siding, that was applied before the local historic district was created, may remain. If there is a request to replace it in the future, staff will work on helping the owner with installing the appropriate new stucco cladding. If small areas of existing substitute siding are damaged, they may be replaced with new, matching substitute siding. In the event all the substitute siding is removed, the guidelines would be to install new stucco siding to generally match the original finish.

2. Wood/Metal

- a. Retain original material, whenever possible. Do not remove architectural features such as original porches and windows that are essential to maintaining the building's character and appearance. Owners should repair original materials rather than completely remove and replace them. This is often an economical way to go.
- 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 original front porches were not elaborate, but are essential to the character of each house. The existing porches of the subject double house can remain. If a new front porch (or porches) were to be built, 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 as shown in the original construction plans. The exiting handrail at Number 4316 may be retained but in the event it is replaced it should be made of wood and follow the designs on the original blueprints as well as examples in Living With History. There is currently no handrail at Number 4322.

C. Windows and Doors

1. Retain existing window and door openings as they are essential to the architectural character of the building. Retain the existing configuration of panes, sash, surrounds and sills, except as necessary to restore to the original condition. This double house retains its original six-over-six sash windows which are important to maintain. Do not make additional openings or changes in existing window or door openings making them larger or smaller 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. New windows and even patio doors can be installed on the rear elevation but the windows must be replaced with sizes that match the original.
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—which is relatively easy to do today. The front doors were originally the six-panel variety and these are readily available today in the event a door has to be replaced. Do not fill-in or cover openings with inappropriate materials such as glass block or concrete block. Glass block windows may be installed in basement windows on the rear of the house. In the event other windows in the house are changed, they should be made of wood, match the originals and be fitted with a wood combination storm/screen. The existing metal storms do not have to be removed. Although not as energy efficient as a typical wood combination storm screen, they can be painted out to minimize their appearance. 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 porches were enclosed, three-over-one casement windows were installed and did not match the original windows of the house. They can be retained. 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 on the front elevation and side elevations are not permitted. If new windows are required, replacements will be of wood and match the six-over-six style of the originals. Insulating glass is allowed in new windows. Sometimes

the existing wood windows can be fitted with insulating glass and this practice is strongly encouraged, if possible. The door at the front of the house at Number 4322 is not visible at this time. 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.

3. Steel bar security doors and window guards for basement windows are permitted but their design must be simple in nature and generally reflect the guidelines on page 79 of Living With History. Bars may also be installed on the rear windows. 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 on the front elevation requires 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. There are many types of light fixtures appropriate for Garden Homes. Historic Preservation staff can provide examples. 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 raised rear deck installation requires a Certificate of Appropriateness. The installation of retaining walls along the front of the property is not allowed. 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. The current garage may remain. 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, are generally permitted in the rear yards 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 raised foundation, overhangs and window size and placement that are part of the new principal structures in the district must be compatible to and sympathetic with the design of the building. Secondary buildings such as garages and outbuildings must be smaller in size and shorter in height than the historic building on the lot. If the existing garage were to be replaced, the Historic Preservation office has plans for new garages that are available to owners of houses in local historic districts.

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.

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 11(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. All buildings in the district are considered historically significant.

3. Location

In general secondary buildings in the district such as garages can be demolished if they are beyond repair.

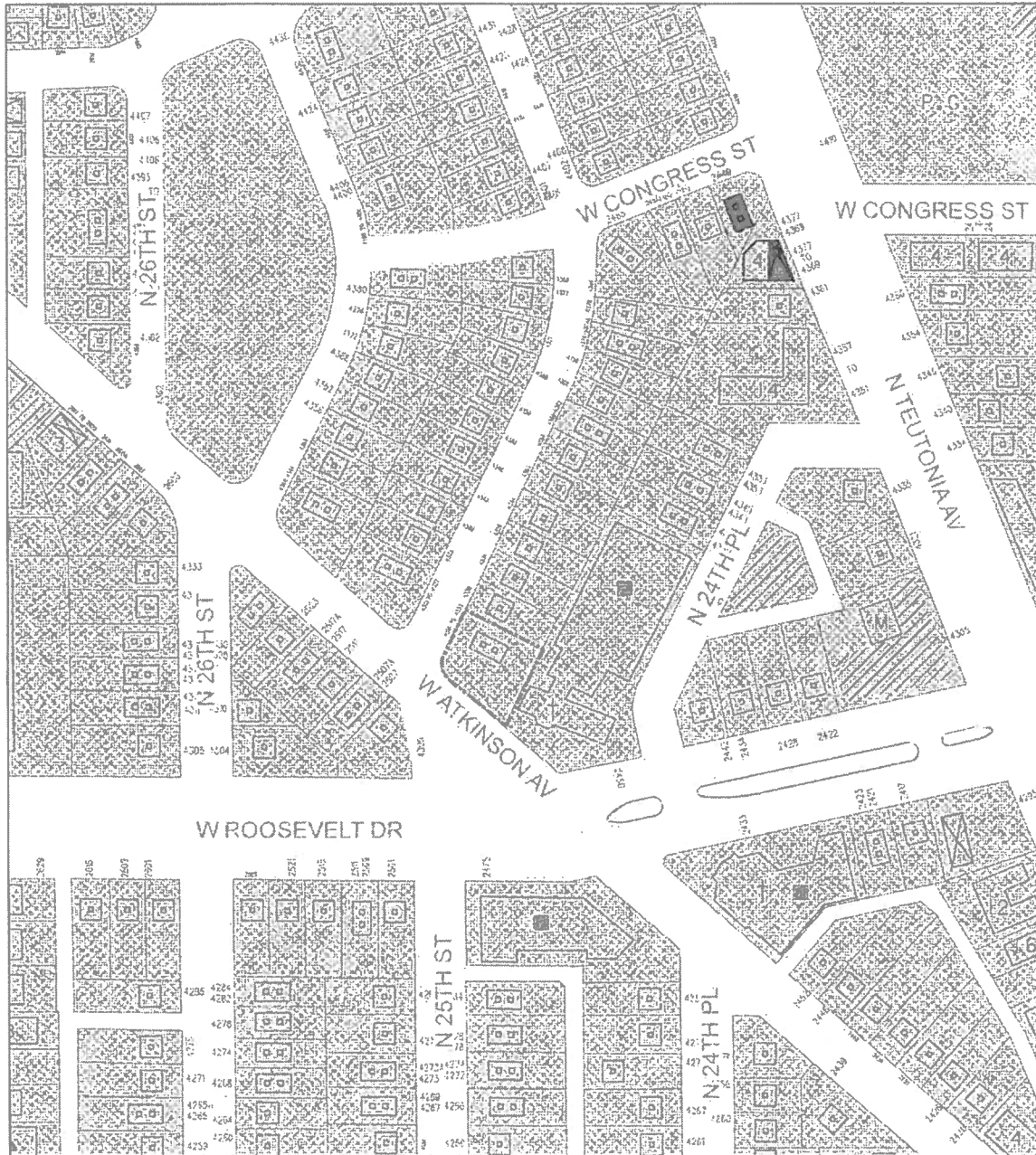
4. Potential for Restoration

Consideration will be given, on a case-by-case basis, as 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.

Interim Historic Designation 4316-4322 N. 25th Street May 2011



 Property Boundary

0 100 200 400 Feet



City of Milwaukee 5-12-11
1 RR127962. RTW



