

City of Madison, Wisconsin

Strategy for Future Survey Work

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Introduction

The Strategy for Future Survey

Work addresses the need for future intensive survey work in the City of Madison with the aim of identifying historic resources and districts for potential and listing in the State and National Registers of Historic Places. Such architectural and historical surveys are needed in Madison due to the inconsistency and lack of survey work in the city in the past and a conscious effort to aid in the application of the Historic Preservation Plan.

Methodology

The purpose of these surveys is to identify historic resources eligible for designating as local Landmarks and Historic Districts or listing in the State and National Registers of Historic Places. The City of Madison has standards for designating Landmarks as defined in Subsection (2) Standards of Section 41.07 - Designating Landmarks of the Historic Preservation Ordinance which are described as follows:

- A. It is associated with broad patterns of cultural, political, economic or social history of the nation, state or community.
- B. It is associated with the lives of important persons or with important event(s) in national, state or local history.
- C. It has important archaeological or anthropological significance.
- D. It embodies the distinguishing characteristics of an architectural type inherently valuable as representative of a period, style, or method of construction, or of indigenous materials or craftsmanship.
- E. It is representative of the work of a master builder, designer or architect.

State and national standards are defined by the National Register's Criteria for Evaluation and Criteria Considerations which are used to assist local, state, and federal agencies in evaluating nominations to the State and National Registers of Historic Places. The Criteria for Evaluation are described in several National Register publications as follows:

The quality of significance in American history, architecture, archeology, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. that are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. that are associated with the lives of persons significant in our past; or

- C. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. that have yielded, or may be likely to yield, information important in prehistory or history.

Architectural and historical surveys consist of four major work tasks: reconnaissance survey, architectural and historical research, evaluation of significant resources for inclusion in the intensive survey report, and preparation and presentation of the intensive survey report.

Surveying the entire city in one effort would be difficult given the scale, scope, and expense of such a project. Dividing Madison into smaller areas, defined by neighborhoods, history, dates of construction, and other factors, makes the completion of the survey in phases considerably more reasonable and likely. This is especially the case considering the sources of funding and grants to finance such an endeavor over the course of years. A series of mapping exercises aided in identifying the areas of future surveys, their boundaries, and their order of priority. Some of the city will not need to be surveyed since it has recently been covered by a professional intensive survey effort on the near west side of Madison. In addition, State and National Register listed districts are not a priority for re-surveying since the properties in them are already documented and listed. The analysis resulted in thirteen proposed intensive survey areas, organized according to their priority, across the City of Madison.

Themes

In 1994, the City of Madison produced a series of themes in support of intensive survey work in the city. This work provides the basis for future historic preservation work in Madison. The intensive survey of underrepresented groups can be understood as an extension of this work, intended for reference in future historic preservation work and surveys in the city. Likewise, the Wisconsin State Historical Society produced the *Cultural Resource Management in Wisconsin* (CRMP) manual in 1986 for a similar purpose, to assist in guiding and providing context for historic preservation work in the state such as intensive surveys and State and National Register nominations. In both the Madison and CRMP themes, there is a focus on pre-World War II resources, specifically those of an elite architectural or historical nature. Future survey work will endeavor to address areas of Madison's history that has not been covered as thoroughly. A combination of the methods and standards used for both the Madison and CRMP themes will inform future intensive survey work in Madison.

The Madison themes include chapters on Industry, Commerce, Services, Communications, Government, Education, Religion, Parks and Cemeteries, Social and Charitable Organizations, Ethnic Groups, Culture, Transportation, Labor Unions, Building Trades, Neighborhoods, Military History, and Agriculture. Some of the later chapters are incomplete, and each chapter contains a large host of subsections covering subcategories of building types such as foundries, libraries, primary schools, and so on. Residential resources are covered in the Master Architects and Architectural Styles sections rather than the Themes, and lack the historical component in most of their descriptions. Each chapter is organized with a general chronological overview of the specific sub-category's history followed by lists of buildings and other resources. The themes will prove to be a useful resource that provides the required context and background for further research on Madison's history through the future intensive survey work. Perhaps a majority of the pre-World War II resources in the city are already covered in detail within the themes.

The CRMP, likewise, is subdivided into large chapters, or themes, that provide historic context for certain aspects of Wisconsin History related to the built environment. These chapters, similar to the Madison Themes, are divided into study units that provide specific histories, examples, and bibliographic information. The chapters in the CRMP include Historic Indians, Fur Trade, Government, Settlement,

Agriculture, Industry, Transportation, Architecture, Education, Social and Political Movements, Religion, Art and Literature, Commerce, Planning and Landscape Architecture, and Recreation and Entertainment. This information is generalized at the state level and is useful when paired with the Madison themes for a broader context. The intention of the CRMP is to encourage future intensive surveys in the Wisconsin to include a discussion of each theme and study unit that pertains to the survey area. Intensive Surveys in Wisconsin typically closely follow the organization of the CRMP. While many chapters and subject matter are shared by both guides some areas are limited to one or the other. Broader themes of social history, political and military history, pre-white settlement, and industries and businesses that have had little presence in the city are noticeably missing from the Madison themes. Likewise, specific commercial and industrial types, and, of course, specific neighborhood or building histories are missing from the CRMP. Notable differences, or inconsistencies, between the two documents include the Building Trades and Labor Union sections in the Madison themes, which are not as extensively covered in the CRMP; and the Fur Trade and Agriculture sections of the CRMP have no equivalent in the Madison themes.

Survey of Underrepresented Groups

In addition to exploring the existing themes used by the City of Madison for historic properties and the mapping process used to identify areas of future survey work, a separate intensive survey of resources in the city associated with underrepresented groups was also completed. This intensive survey, covering the distinct communities of African American, First Nations, Hmong, Latino, LGBTQ, and Women, will serve as an additional research tool and reference for future survey work and will focus on identifying potentially eligible resources in the city for designating as local Landmarks and Historic Districts or listing in the State and National Registers of Historic Places. Such resources might be missed in future survey work which focuses on architectural integrity in the built environment. Indeed, past historic preservation efforts have often, unintentionally, overlooked many of these underrepresented groups.

The survey of resources associated with these six underrepresented groups was relatively unique compared with the methods and process of most professionally-conducted architectural and historic intensive surveys. The work focused on initial research into the groups respective histories in Madison and proceeded to identify and record properties and other resources from that point, whereas more traditional surveys conduct fieldwork first and then proceed with research. The underrepresented communities survey focused on finding specific concentrations of historic resources related to these diverse groups and actively sought to pursue the support, input, and knowledge of the local communities in the essential research needed for such a survey. Many the resources found in this survey dated from a period of significance within the recent history of the last fifty years.

Mapping Process

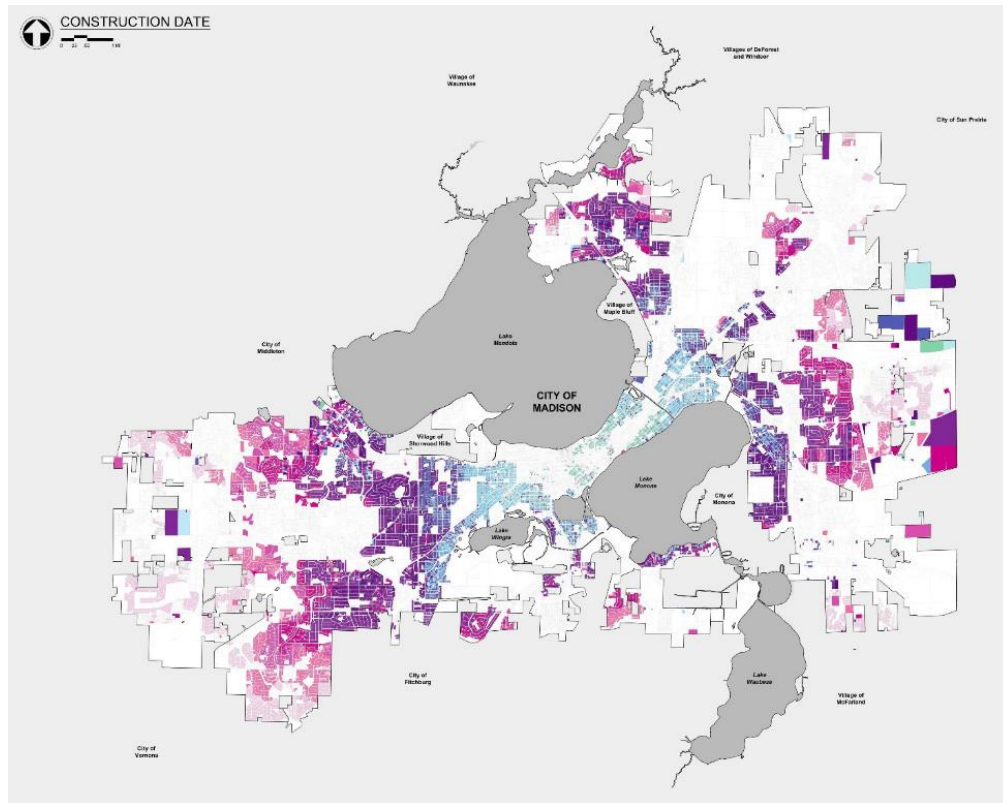
To aid in carefully defining the parameters of future intensive survey work in Madison an effort was made to map and consider a variety of factors that can influence the boundaries of a survey. Typically, surveys are bounded by a governmental boundary: a neighborhood, municipality, township, or a quadrant of a county. In the case of a larger city, such as a Madison, these boundaries are not always self-evident and need to be clearly defined. A complete survey of the entire city, undertaken all at once, would likely prove to be too expensive, time-consuming, and cumbersome. The City of Madison provided a plethora of demographic and property data to help inform decision-making and recommendations on the boundaries of thirteen proposed survey areas.

Some of the city has previously been surveyed, though not always in a consistent manner. The Capitol Square and Isthmus areas of the city were sporadically surveyed in 1980, the Atwood neighborhood was surveyed in 1994, the same year that the more comprehensive Madison themes were produced, an intensive survey of the Near West Side was completed in 2013, and the University of Wisconsin-Madison campus has been sporadically surveyed over the last few decades. However, most of Madison has not undergone an intensive survey despite a host of excellent resources for architectural and historical research available for the city.

Maps of demographics such as race and ethnicity, based on U.S. census data, were used to aid in defining parts of city as possible concentrations of underrepresented groups for the first intensive survey. A series of maps that illustrate the development of Madison over time, specifically the construction dates of taxable properties and of annexation areas to the city were valuable. The construction dates map reveals the expansion of the city and the demolition and renewal of certain areas in the historic core of Madison. Development is rarely consistent over time. Certain neighborhoods were constructed within a few short years, followed by a lengthy break in development after which the adjacent neighborhood, with a completely different architectural vocabulary and scale, would be completed. Likewise, mapping annexations to the city accrued over time shows a similar pattern for Madison, which spread from the Isthmus and Capitol Square area out to adjacent hills to either the east and west by the end of the nineteenth century. This was followed by development in the early twentieth century and then rapid suburban growth in the post-World War II period. Further annexation is continuing into the twenty-first century at the periphery.

Local Landmarks and Historic Districts, as well as State and National Register listed properties and historic districts, were also mapped to better gain a sense of what parts of the city already have concentration of historically identified and protected properties. There are 182 Landmark properties in the city and five large Historic Districts. The districts include: Mansion Hill designated in 1976, Third Lake Ridge designated in 1978, University Heights designated in 1985, Marquette Bungalows designated in 1994, and First Settlement designated in 2001. There are 160 individual properties listed in the State and National Registers of Historic Places in addition to 26 historic districts. These districts include: Bascom Hill, Lake Farms Mound Group, University Heights, East Wilson Street, Langdon Street, Simeon Mills, Orton Park, Wisconsin Memorial Hospital, East Dayton Street, Sherman Avenue, Edgewood College Mound Group, Elmside Park Mound Group, Merrill Spring Mound Group, Phlaum-McWilliams Mound Group, Spring Harbor Mound Group, Vilas Park Mound Group, Henry Mall, Marquette Bungalows, Mansion Hill, Fourth Lake Ridge, Nakoma, West Lawn Heights, Wingra Park, Jenifer-Spaight, Sunset Hills, and University Hill Farms, and were listed from 1974 to the present. Overlap between the local Historic Districts and the State and National Register properties and historic districts is common.

Perhaps the most helpful in closely defining boundaries of survey areas, often aligning with natural or human-made boundaries such as highways, waterways, and topography, are defined neighborhoods. These are mapped by neighborhood association boundaries, original plats, and subdivisions. Often these boundaries are shared: a neighborhood association's boundary will align with a legal subdivision and is widely understood by its residents as a defined place. In each case, the area generally shares certain aspects of building history. Typically, a proposed survey area will cover several neighborhoods.



Considerations

In addition to the outcomes of the mapping efforts, other information was also considered in defining the boundaries of proposed future survey work. The smaller and more manageable survey areas allow for more flexibility in conducting them at a rate of one or two every year with the possibility of using grant funding and a variety of consultants. The scale and scope of each survey should be approximately equal with a rough estimate of 500 surveyed resources in each survey area. Obviously, there are more than 500 properties in each proposed survey area; however, only a fraction of properties are actually surveyed and discussed in intensive survey reports.

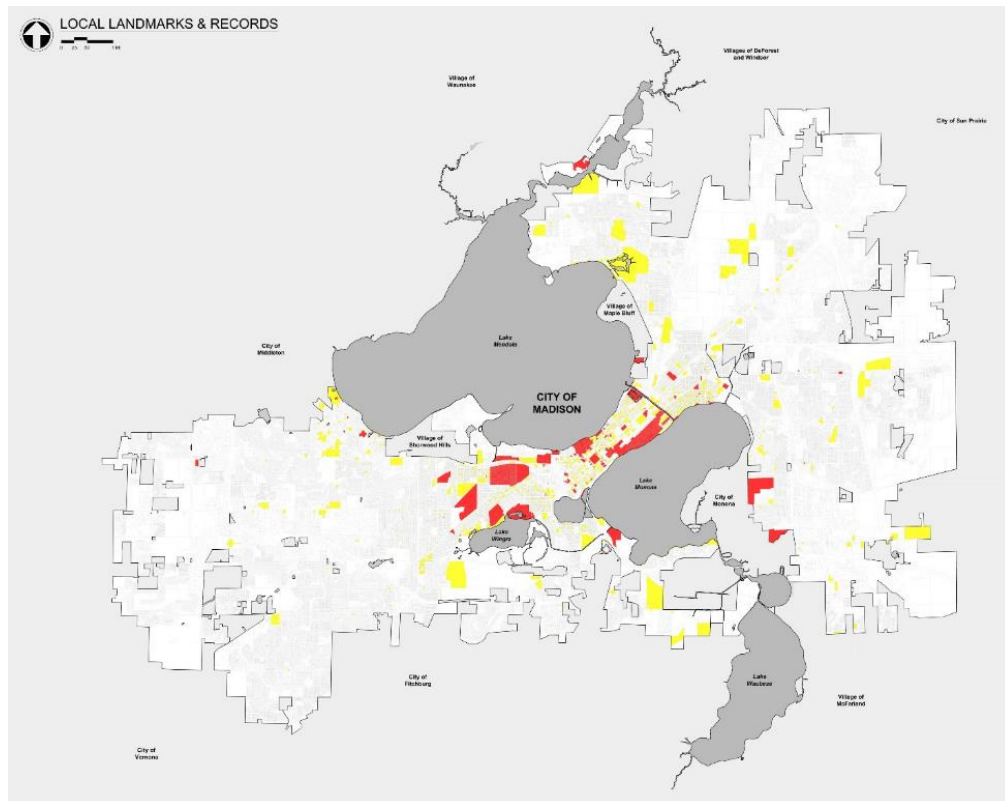
An effort was also made to make most of these suggested survey boundaries equal in approximate population and the total number of resources to be surveyed. The population of Madison is 233,209 people as of the last 2010 US census and has an estimated present population of 252,551 residents due to continuing growth. The city covers 76.79 square miles and has roughly 65,000 buildings and other resources.

Priority should also be given to survey the parts of Madison that have never been formally surveyed. However, much of the previous survey information is at least twenty years old or more and merits updating. This is especially the case considering that these areas, in the core of the city near the Capitol Square and along the Isthmus, have experienced the greatest amount of demolition and redevelopment during the last three decades. Some concern is warranted for the preservation of the city's historic core including the Capitol Square area, both east and west Washington Avenue, Johnson Street, and both Third Lake Ridge and Fourth Lake Ridge along the Isthmus.

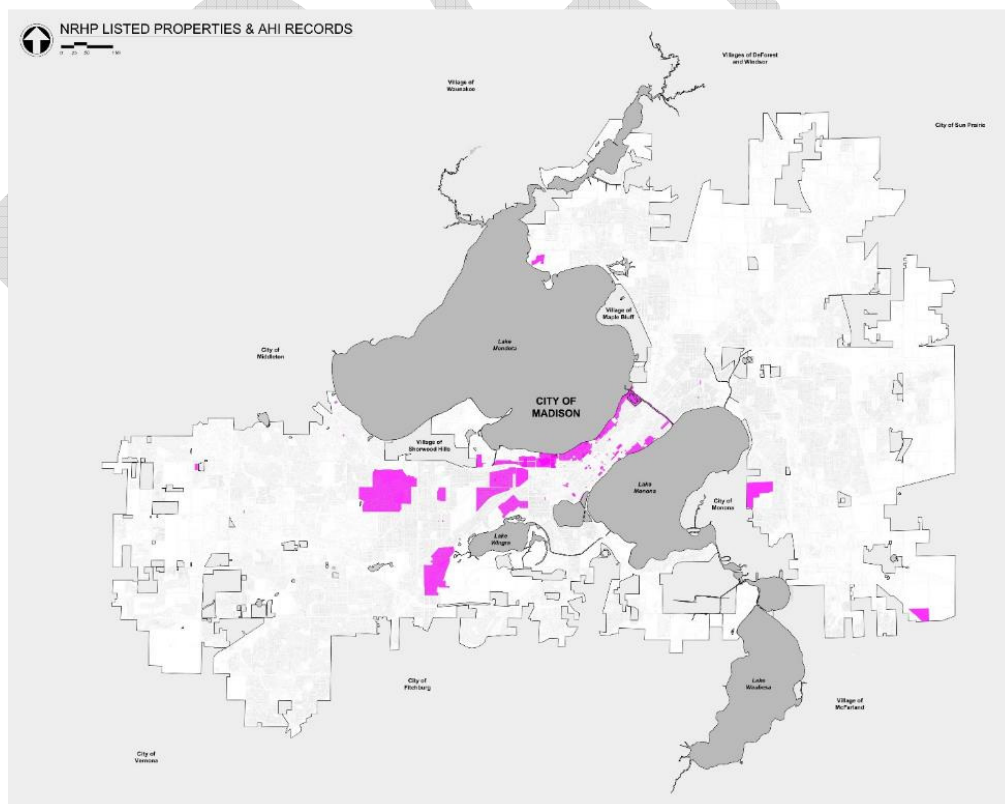
On a purely economic level, the areas of the city that have received the most inquiries, for both historic tax credits and development, along major corridors are also a priority for surveying. Prominent and larger commercial and industrial buildings will likely lead to the largest projects in the near future, and these properties need to be surveyed, especially considering that it can be argued that previous survey work in Madison has focused on residential neighborhoods of single family homes. These larger projects, found along major corridors in Madison, are likely clustered in the oldest parts of the city: near the Capitol Square, along the Isthmus, and near the university campus. Conveniently, the area that is most under threat from demolition is also the area with the greatest interest in historically sensitive redevelopment.

It is assumed that certain parts of the city will simply yield more in terms of eligible properties from intensive survey efforts. Age is large factor in this, considering the basic fifty-year rule in place for the State and National Registers of Historic Places. Thus, areas of Madison at the periphery, with more recent construction dates, have less priority than the historic core and neighborhoods immediately to the east and west of this area. However, there is also an effort to survey and cover areas that reflect the focus on the underrepresented groups mentioned earlier. On a racial and ethnic level, these groups have traditionally, and continue, to live and work at the edges of the city, though there was once some density in the historic core of Madison and on the south side. Certain areas of Madison have also been largely ignored in historic preservation efforts, specifically the east and south sides of the city, and these should be covered despite their humbler architecture and traditionally working-class histories.

The extreme edges of the city, those that have been annexed within the last twenty years, do not really share all their history with the City of Madison and have historically been rural in nature. Historic properties in these areas are likely to be farmsteads, estates, and agricultural. Furthermore, these areas are currently changing with new development and a constant accumulation of annexations by the city. While not a priority, when these parts of the city are eventually surveyed, their boundaries and the parameters of the survey itself will likely need to be reevaluated.

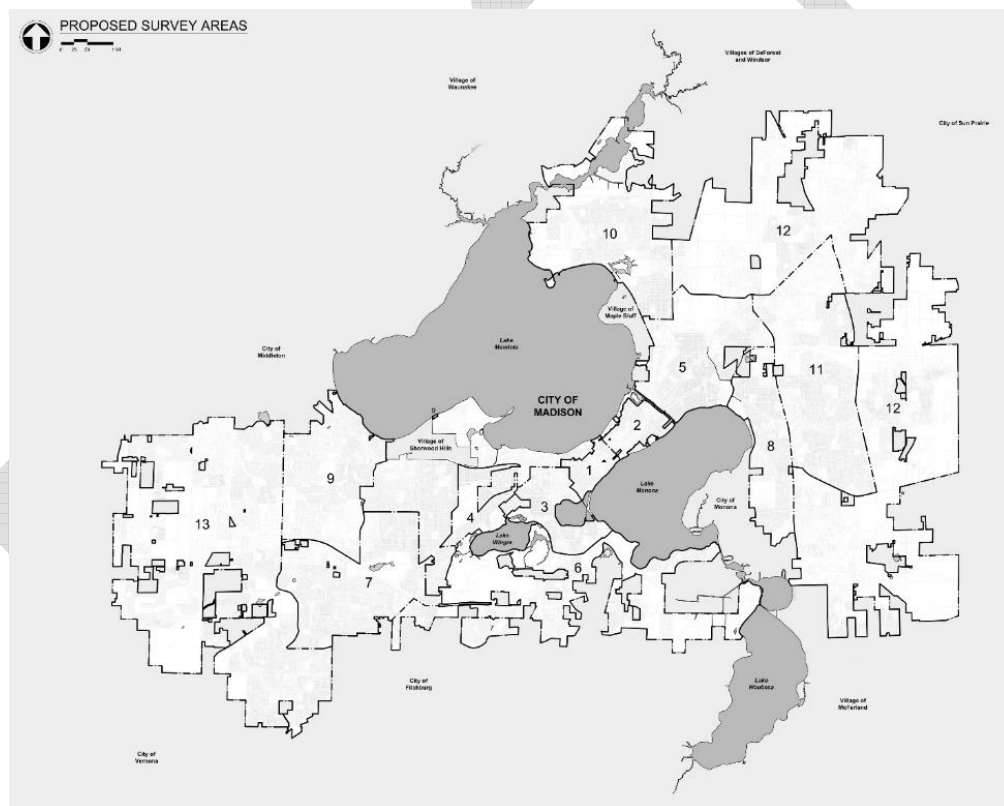


Local Landmarks and Records: Landmarked districts and individual properties (red), and city records (yellow)



National Register Listed Properties: NRHP districts and individual properties (purple)

9. Spring Harbor and Parkwood: including Parkwood Village, Parkwood Hills, Woodland Hills, Woodlands, Saukborough, Skyview Terrace, Old Middleton Greenway, Highlands, Appalachian Ridge, Spring Harbor, Glen Oak Hills, and Faircrest neighborhoods.
10. North Side: including Brentwood Village, Sheridan Triangle, Maple Wood, East Bluff, Mendota Hills, Lerdahl Park, North Lake Mendota, Kennedy Height, Cherokee Park, Cherokee Garden, Lake View Hill, Whitetail Ridge, Trinity Park, and Berkley Oaks neighborhoods.
11. Ridgewood, Rolling Meadows and Elvehjem: including Elvehjem, Rolling Meadows, Heritage Heights, Burke Heights, Ridgewood, and Mayfair Park neighborhoods.
12. Eastern Suburbs: these areas, including the Twin Oaks, Secret Places, Richmond Hill, McClellan Park, Sprecher East, Bluff Acres, and Westchester Gardens neighborhoods, may have their boundaries revisited to include future annexation or if development changes considerably.
13. Western Suburbs: these areas, including the Maple-Prairie, Stone Meadows, Glacier Ridge, Country Grove, Westhaven Trails Homeowners Assoc, Skyview Meadows, High Point Estates, Newberry Heights, Hawk's Landing, Cardinal Glenn, Oakbridge, Sauk Creek Homeowners Association, Greystone, Blackhawk, Wexford Village, Wexford Crossing, Junction Ridge, Tamarack Trails, and Walnut Grove neighborhoods, may have their boundaries revisited to include future annexation or if development changes considerably.



Proposed Survey Areas: Numbered in order priority, 1 thru 13

Some parts of the city are notably excluded from the proposed survey areas. Considering the protections and incentives that districts listed in the State and National Registers of Historic Places maintain, such districts are consciously excluded from the boundaries of the proposed areas. However, since some parts of the local Historic Districts overlap and extend beyond the State and National Register historic districts, these previously designated areas are included within proposed survey boundaries.

The near west side of the City of Madison was surveyed in 2013, and a thorough report was produced that led to several State and National Register historic district and individual nominations. This portion of the city, covering the Westmorland, Sunset Village, and University Hill Farms neighborhoods is now well covered and will not need to be re-surveyed for some time. Indeed, the standards of the near west side survey can stand as a model for future intensive surveys with the outcomes of the underrepresented groups survey also considered.

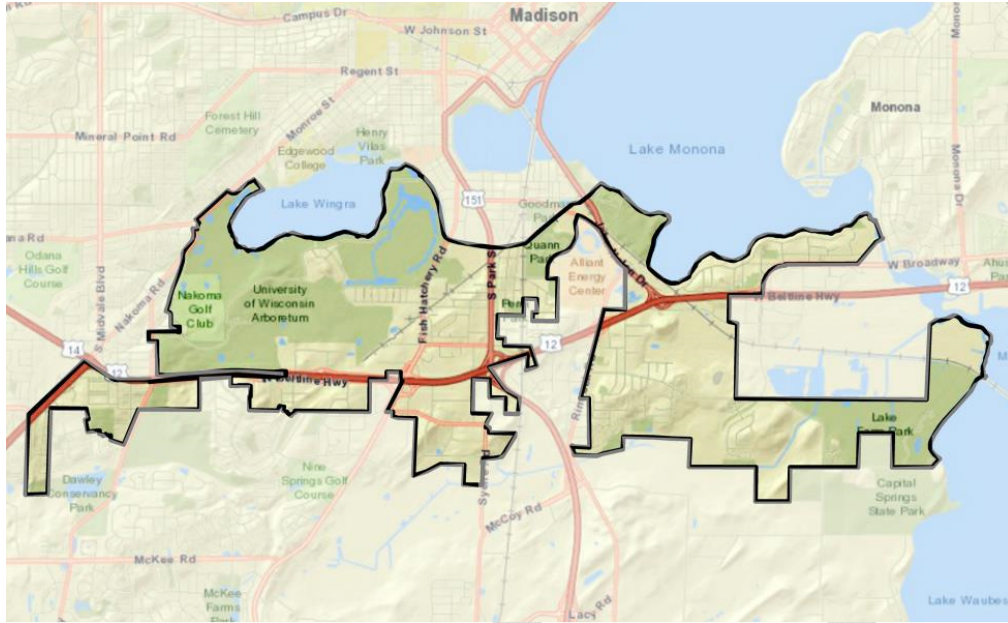
The City of Madison is still growing and parts of its municipal boundaries have changed significantly within the last decade. The last two proposed survey areas will likely have their boundaries change by the time intensive surveys are conducted in these areas. Likewise, the composition of the built environment in these areas will also change rapidly.

The University of Wisconsin-Madison campus in its entirety is a distinct parcel of the city that has been covered well and consistently without a formal survey ever being produced over the last forty years. The campus itself has several historic districts in the State and National Registers of Historic Places and a few individually listed and local Landmark buildings. The campus as a whole is both small and unique and perhaps, at some later time following the priority of the previously mentioned surveys, a specific intensive survey of the campus could be undertaken.

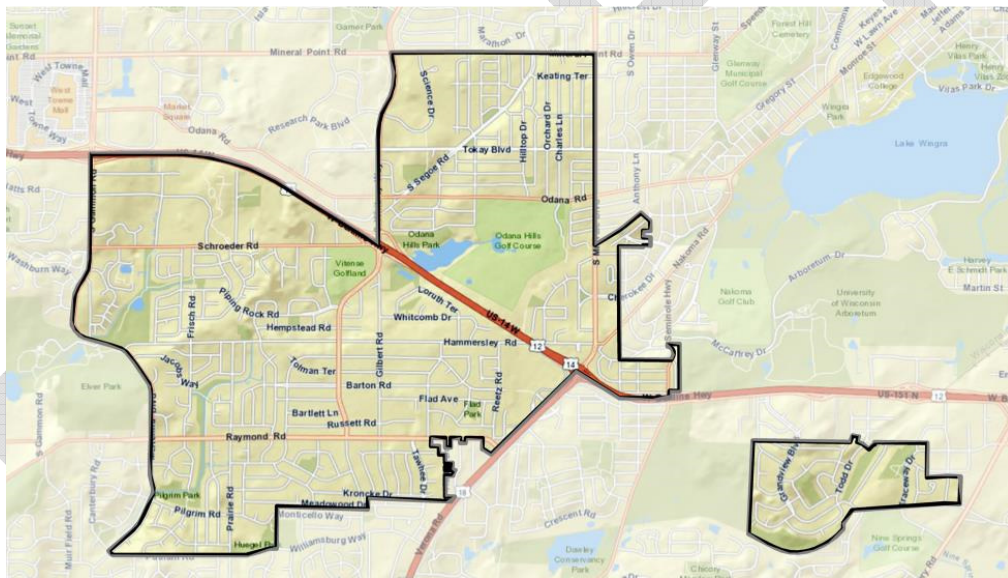
The following maps indicate more detailed boundaries of each proposed intensive survey area in Madison:



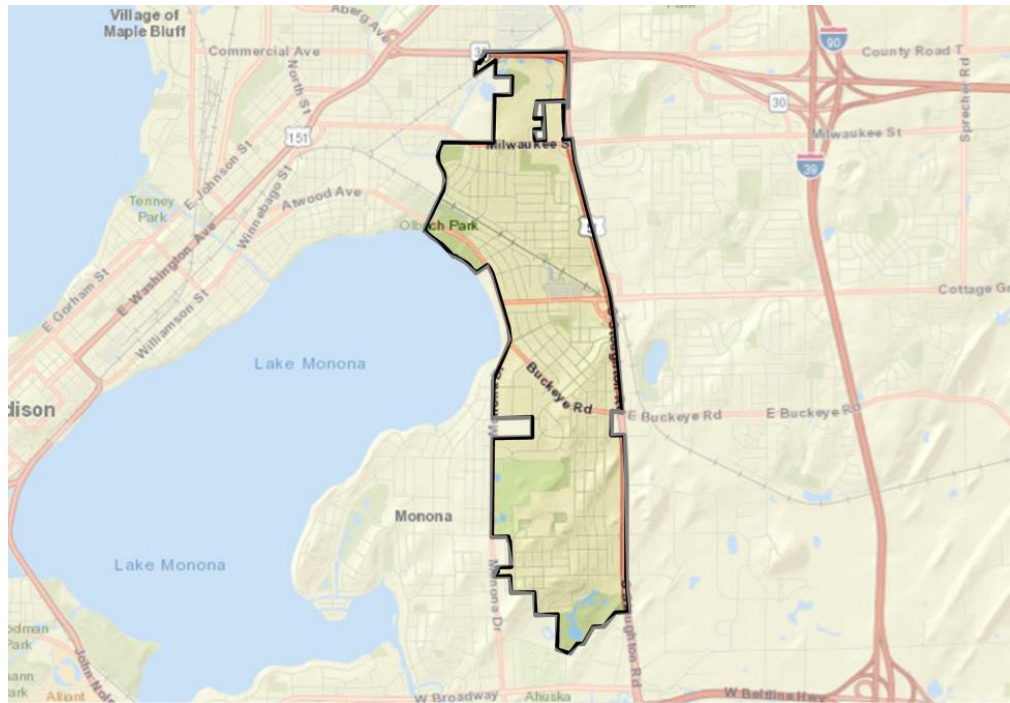
Proposed Survey Area 1: Capitol Square area



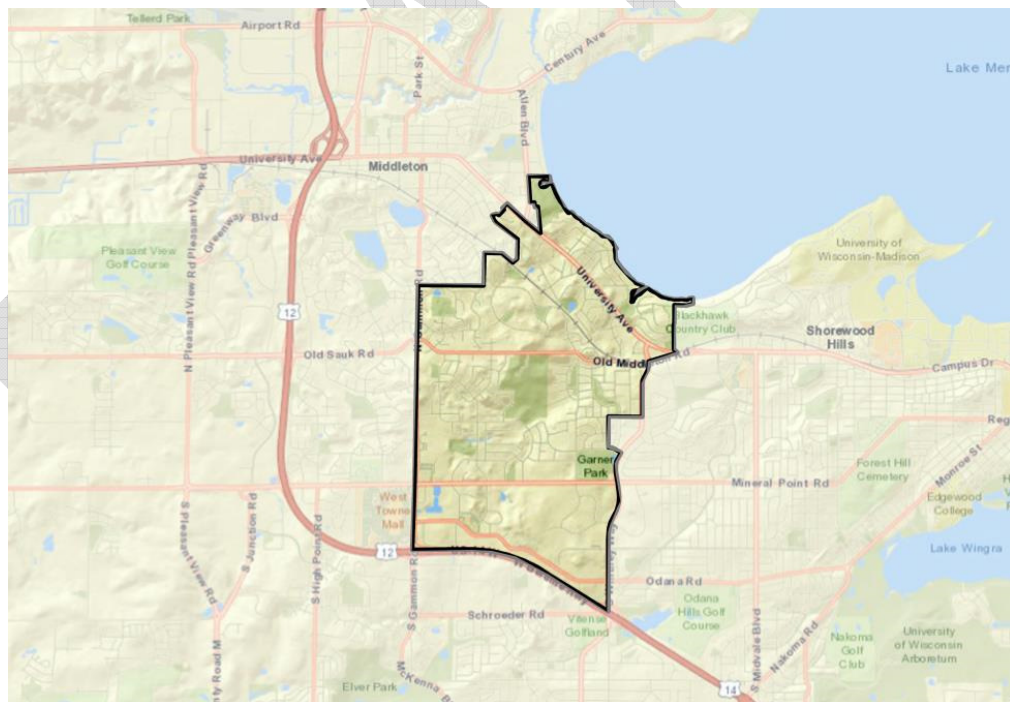
Proposed Survey Area 6: South Side, Burr Oaks, Allied, and Waunona



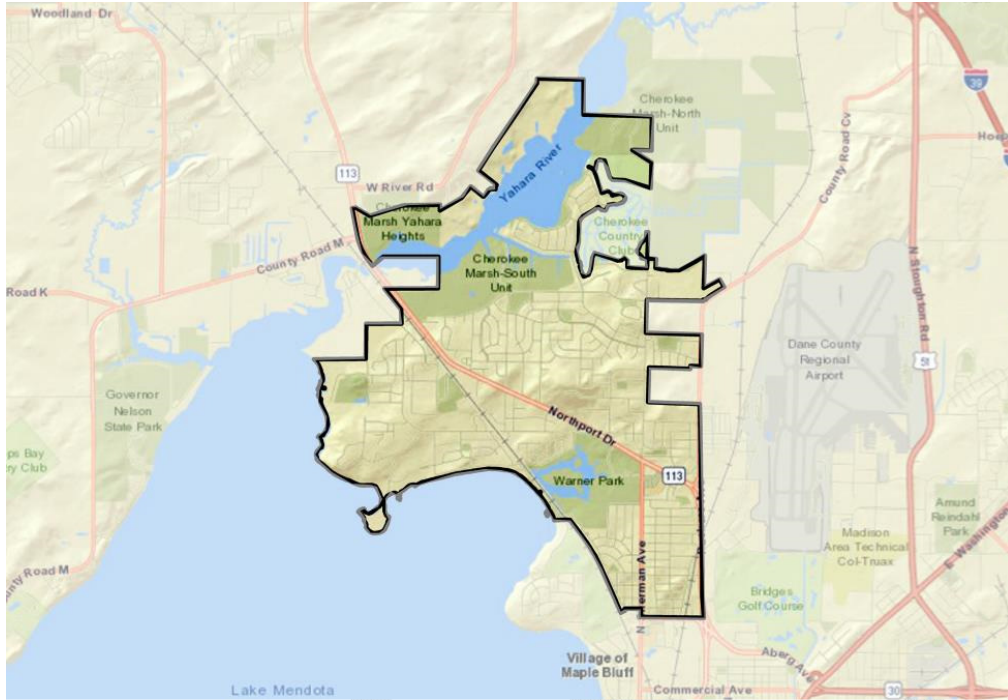
Proposed Survey Area 7: Midvale Heights, Arbor Hills, and Orchard Ridge



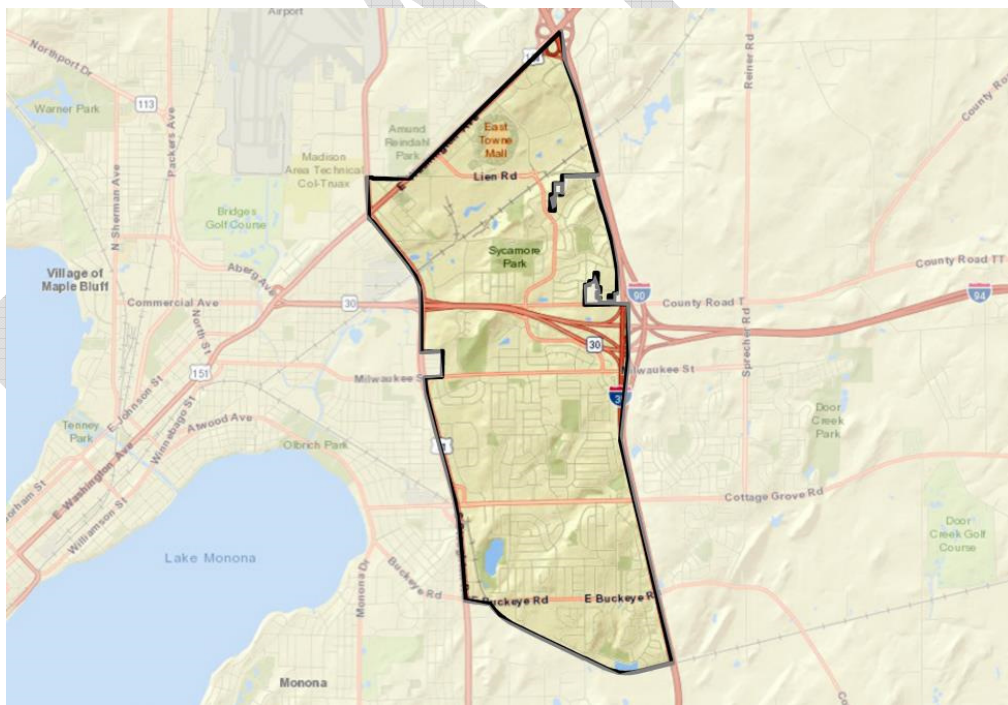
Proposed Survey Area 8: Eastmoreland and Glendale



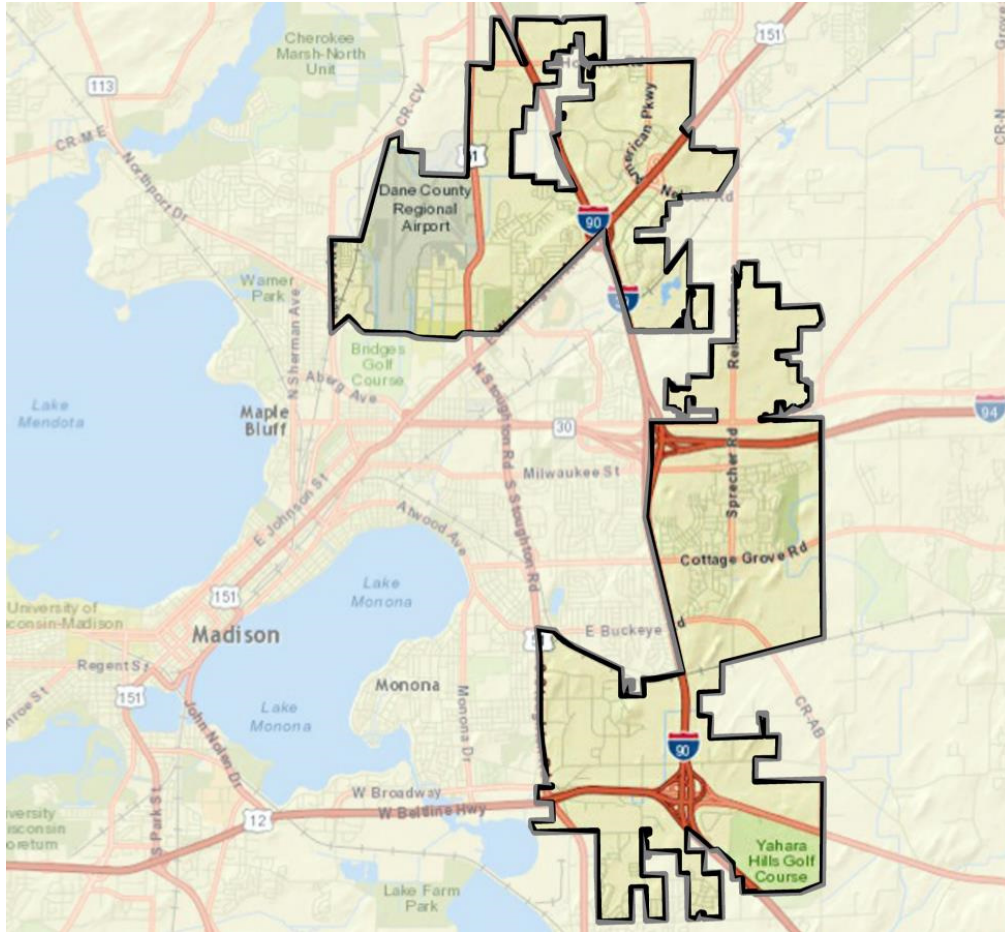
Proposed Survey Area 9: Spring Harbor and Parkwood



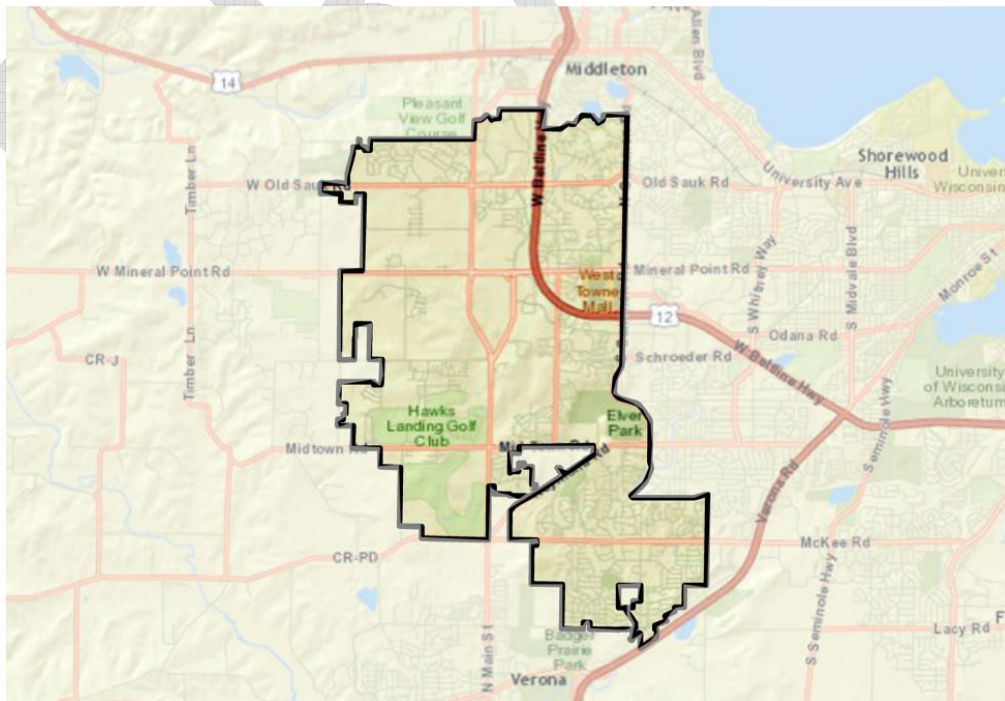
Proposed Survey Area 10: North Side



Proposed Survey Area 11: Ridgewood, Rolling Meadows, and Elvehjem



Proposed Survey Area 12: Eastern Suburbs



Proposed Survey Area 13: Western Suburbs

Recommendations

The preceding thirteen proposed intensive survey areas cover the majority of the City of Madison and, when combined with the upcoming intensive survey of underrepresented groups in the city, will bring the documentation of nearly all potential resources in Madison up to date regarding their history and potential eligibility for designation as a local Landmark or Historic District or listing in the State and National Registers of Historic Places. It is recommended that the City of Madison pursue these surveys and set a timetable regarding their completion in the near future. There is potential funding available for such projects through Certified Local Government grants and other sources.

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