MANSION HILL BOUNDARY REVIEW
MADISON, WISCONSIN

2018 Survey Report

City Project #8665-0-2017-JA
30 November 2018

PRESERVE, LLC
MANSION HILL BOUNDARY REVIEW

PREPARED FOR:
City of Madison Planning Division
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Madison, WI 53701
Project # 8665-0-2017-JA

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Cover Image: North Pinckney Street looking west toward East Gilman Street. The house in the foreground is the Alexander McDonnell House built in 1858. The house in the background is the Van Slyke/Richardson House built in 1857. These homes, situated at the top of Mansion Hill, represent two of the most historically significant in the district.
Introduction
The City of Madison Downtown Plan (adopted in 2012) discusses the advantages of having the regulatory aspects of local historic districts coupled with the incentive aspect of National Register of Historic Places districts. Recommendation 194 in that plan states: “Work with the State Historical Society on creating National Register Historic Districts that are generally coterminous with local historic district boundaries to take advantage of State tax credits and reduce confusion.” This report provides the necessary background information to begin that discussion for Mansion Hill, which has both local and National Register districts which do not align. Modifying either of these districts will require a public process before any actions are taken.

Terminology
Mansion Hill National Register of Historic Places District will be referred to herein as Mansion Hill NRHD.
Mansion Hill City of Madison Local Historic District will be referred to herein as Mansion Hill LHD.

Approach
In November 2017, the City of Madison contracted Preserve, LLC to complete a reconnaissance survey of thirty-three properties which fall in either the Mansion Hill Local Historic District or the Mansion Hill National Register Historic District, but not both, and present the findings in a boundary review study. Preserve, LLC partnered with Euer Preservation Consulting LLC to execute this work. On-site research and reconnaissance work was executed from December 2017 – February 2018. The objective of the survey was to evaluate these conflicting boundaries and make recommendations about inclusion of properties in the district in which they were not currently included. The secondary objective was to evaluate whether the local and national Mansion Hill district boundaries could be made coterminous. Preserve, LLC also noted changes to the survey areas since the districts were listed, such as demolition, new construction, and significant additions.

Survey Boundaries
The survey was executed in four separate areas of the Mansion Hill neighborhood where the local and national district boundaries do not align. A fifth area crosses over into the Langdon National Register of Historic Places District and is described in 5. below.
1. Seventeen properties located west, east, and south of the intersection of North Henry Street and West Gilman Street
2. Five properties located west of the intersection of North Carroll Street and West Johnson Street
3. Ten properties around the intersection of East Johnson Street and North Pinckney Street
4. One property located at 316 North Butler Street between East Gorham Street and East Johnson Street
5. Twenty-one properties included in the Mansion Hill LHD are part of the Langdon Street National Register of Historic Places District

A map of the survey area is included in the District Maps section that follows.

Research Methods
Preserve, LLC used the National Register district nomination as the basis for research to ascertain the essential district character resulting in National Register of Historic Places eligibility. The team then utilized city records, including building permit files, historic preservation planning records, and the City of Madison’s online assessor databases to provide additional context and direction for survey work and to confirm observations such as additions, construction type, etc. Finally, Preserve, LLC reviewed Sanborn Fire Insurance Maps and other historical atlases and maps to confirm construction dates and neighborhood development.
**METHODOLOGY**

**Treatment of Non-Contributing Buildings Forty-to-Sixty Years Old**

Preserve, LLC surveyed all currently non-contributing buildings forty-to-sixty years old, recording the same data and observations as the team recorded for contributing buildings. In the thirty-two years since the original nomination was completed, cities and preservationists are reevaluating the significance and character of mid-twentieth century buildings and structures. Including buildings as recent as forty-years old ensures that the surveyed data remains useful for at least the next decade as these buildings cross the fifty-year threshold required for a building to be evaluated as historic by the National Register of Historic Places. Consideration of the character and style of these buildings is essential to providing a thorough picture of the neighborhood’s development over time.

**Evaluation Criteria**

Many criteria were used to evaluate the ongoing significance and character of buildings, including style or form, building type, integrity, current historic designation (local and national), and key character defining features. Evaluation of integrity was determined based on three categories as described on the following page:

- **High Integrity**
  - Retains exterior features, stylistic elements, and form/massing
  - Retains original windows (or replacements closely matching original material/configuration)
  - No significant additions/alterations (other than ADA accessibility/code required alterations) or only additions/alterations executed within the period of significance
  - Siting/site context consistent with historic use (i.e. no large front additions or parking lots)

- **Moderate Integrity**
  - Retains exterior features, stylistic elements, and form/massing with only moderate alterations (replacements permitted in keeping with historic style)
  - Retains original windows (or replacements predominantly matching original material/configuration on at least the primary elevation(s))
  - Additions/alterations executed in a sensitive way so as to not significantly alter the primary elevation(s) or executed within the period of significance
  - Siting/site context consistent with historic use and predominantly intact
  - Removable additions such as exterior exit stairs necessary for multi-family code compliance

- **No Integrity**
  - Significant alterations of exterior features, stylistic elements, and/or form/massing
  - Enclosing or covering of historic elements in modern materials
  - Replacement windows not in keeping with the style
  - Additions/alterations/reconfiguration to primary elevations
  - Significant siting/site context alterations
  - Demolition/modern-era construction

Buildings determined to retain high or moderate integrity are considered contributing to the historic district for the purposes of this study. Buildings which were not previously listed as contributing but were built between forty-to-sixty years ago and have high integrity are also considered contributing for the purposes of this study. Buildings which retain no integrity or that have been demolished are considered non-contributing for the purposes of this study, even if they were originally listed as contributing to the historic district(s).
FIGURE B:

MANSION HILL
BOUNDARY REVIEW

CURRENT DESIGNATIONS

LEGEND

- Mansion Hill National Register District Boundary
- Contributing Building (Mansion Hill National Register District)
- Non-Contributing Building (Mansion Hill National Register District)
- Mansion Hill Local Historic District Boundary
- 2018 Mansion Hill Boundary Review Survey Area
- 2018 Langdon Neighborhood Character Study Survey Area
- Individually Listed as a City of Madison Landmark
- Madison Landmark Listed on Nat’l Register of Historic Places

Diagram by Preserve, LLC, March 2018

Base Map: Mansion Hill National Historic District Map
City of Madison Department of Planning and Development, May 2004
FIGURE C:

NOTE: Consult the 2018 Langdon Neighborhood Character Study for Recommendations on Contributing vs. Non-Contributing Structures and Local District Boundaries for these properties.
MANSION HILL NEIGHBORHOOD HISTORICAL CONTEXT

Boundaries and Borders

Refer to the District Maps on pages p. 3 through 8 for a visual description of neighborhood boundaries and borders.

Mansion Hill is located on the southeast shore of Lake Mendota. Comprising roughly fifteen city blocks, Mansion Hill is located just three blocks northeast of Capitol Square. The neighborhood is bordered by the James Madison Park neighborhood to the north, the First Settlement neighborhood to the east, and the University of Wisconsin-Madison and the State Street district to the south. Street borders meander around this district but roughly consist of West Johnson Street (southeast), West Gorham Street (south, southeast), North Butler Street (northeast), and half a block southwest of North Henry Street. Lake Mendota is the boundary at the north end of the district. The Langdon Street National Register District is the boundary at the southeast, with some exceptions to be discussed herein.

Neighborhood History

The Mansion Hill neighborhood contains the most intact concentration of high-style, architect-designed nineteenth- and early twentieth-century homes in the city. These homes were designed for Madison’s most prestigious business leaders, government leaders, legal minds, and University of Wisconsin faculty. Many of these families first moved to the isthmus from New York state, maintaining personal, social, familial, and business connections and creating new connections afforded by their proximity in Mansion Hill.
The Mansion Hill Historic District is located on part of James Duane Doty’s original 1836 plat for Madison. The area did not begin to develop in earnest until the 1850s. The first building in Mansion Hill was constructed in 1846 for J.T. Clark (demolished). It was a frame house on a large plot surrounded by densely wooded terrain. Building took off in Mansion Hill when Levi B. Vilas, a judge, and Jeremiah T. Marston, a prominent businessman, built homes near the west side of the Mansion Hill district in 1851 (current Langdon National Historic District, both demolished). These homes set the standard for future development. Mansion Hill experienced its first construction boom between 1851 and 1880. Approximately forty homes survive from this period, including several Italianates built of locally-quarried sandstone. These early homes were built on large parcels located on the lake side of Gilman Street extending all the way to the lakeshore.

On the southeast side of Gilman Street, early homes were smaller with more modest Greek Revival and Italianate styling. Six rental houses were built during the 1870s, a precursor to the type of development that would become more common as the century progressed. Many of these modest homes were replaced by Queen Anne, Dutch Colonial Revival, and Tudor Revival homes during the late 1800s. During a second building boom lasting from 1880 to 1910, density increased with the development of new lots and the subdividing of larger parcels. Nearly eighty buildings date to this later period. Many of these homes were built for descendants of the first residents, retaining the elite flavor of the neighborhood. More rental houses were built too, mostly concentrated around West Gilman and West Gorham Streets and toward State Street.

Of the six surviving buildings of Madison’s first architecture firm Donnel and Kutzbock, five lie within the Mansion Hill district. After their partnership dissolved, Kutzbock worked alone. Only one of his buildings survives, the Gates of Heaven Synagogue, moved to the Mansion Hill neighborhood in 1971 from West Washington Avenue. The firm of Claude and Starck designed eight houses in the district, the most of any architect, including several in the Prairie School and Craftsman Styles. Other notable Madison architects who worked in the district include John Nader, David R. Jones, Ferdinand Kronenberg, J.O. Gordon and Frederick Paunack, Law & Law (Law, Law and Potter), Frank Riley, and Balch and Lippert. Lawrence Monberg, based in Kenosha, designed three fine Art Moderne buildings for the Quisling family, including the Quisling Towers Apartments (1 East Gilman Street).
The first residents were predominantly New Yorkers representing prominent families in the areas of law, politics, commerce, and the development of agricultural implements, Madison’s first important manufacturing industry. The White/Delaplaine House at 130 East Gilman Street (individually listed on the National Register) served as the home of all of Wisconsin’s governors from 1885, when it was occupied by Governor Jeremiah Rusk, until 1950. Rusk purchased the house in 1883 and sold it to the State in 1885. Rusk later served as U.S. Secretary of Agriculture. Elisha W. Keyes resided at 102 East Gorham Street (1853, remodeled 1871, 1889) and was a Dane County District Attorney, Madison Postmaster during a time when the post held great influence, Mayor of Madison, State Assemblyman, Regent of the University of Wisconsin, municipal judge, and leader of Wisconsin’s powerful Republican party earning the nickname “Boss” Keyes. Several other prominent politicians maintained homes in the area, including Chief Deputy U.S. Marshal and State Senator Willett S. Main, (511 North Carroll Street, 1858), prohibition leaders J.B. and M.A.B. Smith (127 West Gilman Street), and State Treasurer Solomon Levitan who commissioned the Sheridan Apartments (8 East Gorham Street, 1916) and lived there until his death in 1940.

Of the legal influencers in Mansion Hill, one of the most significant was Daniel K. Tenney, a prominent lawyer and alderman. He earned a national reputation working in Chicago for a time, winning cases against insurance companies for damages from the devastating Chicago Fire of 1871. He gave a large sum for the creation of Tenney Park, the first city park with public lake access, and in doing so morphed a private, elite parks organization into the forerunner of the Madison Parks Department. His first Madison house at 401 North Carroll Street is intact. Another prominent attorney, Breese Stevens, also lived at 401 North Carroll Street (after Tenney). He served as Mayor of Madison in 1884-85, was a founding director of the First National Bank, director of the Madison Gas Light and Coke Company (Madison Gas and Electric Company), director of the agricultural implements manufacturer Fuller and Johnson, and a regent of the University of Wisconsin for many years. Orsamus Cole, a member and later Chief Justice of the Wisconsin Supreme Court for 37 years lived at 406 North Street, 1937, individually listed on the National Register), the Quisling Clinic (2 West Gorham Street, 1945), and the Edgewater Apartments and Hotel (642 Wisconsin Avenue, 1946).
Pinckney Street (1874). Robert Bashford, co-owner of the Madison Democrat, was a Madison Mayor, and State Senator who lived at 423 North Pinckney Street. Arthur B. Braley built the house at 422 North Henry Street (1852, listed on the National Register). He was a Police Justice for Madison for more than ten years and an alderman, as well as a patron of literature. Wisconsin poet Ella Wheeler Wilcox stayed in Braley's Mansion Hill home in 1883. John Aylward built the house at 414 North Pinckney Street (1900) where the family remained until the late 1950s. He was a U.S. Attorney for the western district of Wisconsin and a director of the Madison Plow Company as well as the National Guardian Life Insurance Company of Madison. He also served as a curator for the Wisconsin State Historical Society.

Several Mansion Hill residents were founders and/or officers of prominent banks and served as insurance executives. Dane County Bank and Richardson Abstract Company owner Napoleon B. Van Slyke bought the house at 510 North Carroll Street in 1859. He was also a quartermaster at Camp Randall during the Civil War and involved in establishing Forest Hill Cemetery in 1857. Van Slyke's partners James Richardson (28 East Gilman Street) and Timothy Brown (116 East Gorham Street) also lived in the Mansion Hill neighborhood. Several individuals important to the development of First National Bank also lived in Mansion Hill, including Frederick Brown (121 East Gilman Street), Morris E. Fuller (423 North Pinckney Street), and Chauncey Williams (28 East Gilman Street).

By 1918, Madison was recognized as a regional life insurance hub, with every company in the state operating at least one Madison office. Many founders and executives of insurance companies lived in Mansion Hill, including Joseph W. Hobbins (114 West Gilman Street), his brother Harry B. Hobbins (135 West Gilman Street), Halle Steensland (315 North Carroll Street, moved to 15 West Gorham Street), Richard Nicodemus (133 East Gilman Street), Morris E. Fuller (423 North Pinckney Street), and Julius T. White (130 East Gilman Street and 114 West Gilman Street). White was also a general in the Union Army during the Civil War and the brother-in-law of Madison founding father James Doty. Notable University of Wisconsin faculty also resided in Mansion Hill including Allan D. Conover (151 West Gilman Street), a partner in the architecture firm of Conover and Porter and professor of engineering, and Daniel Mead (120 West Gorham Street), a nationally recognized civil engineer and university professor.
Early land speculators, developers, and real estate moguls also called the area home, including George Burrows, a State Senator and realty executive who specialized in northern timber lands. He lived at 406 North Pinckney Street from 1875 until at least 1907. Between 1857 to 1867, first Dane County District Surveyor George Delaplaine lived at 130 East Gilman Street, which later served as the Governor’s Mansion. William T. Fish, a contractor and founder of Fish Lumber Company (Fish Building Supply) built 510-12 North Henry Street. He also partnered with others to develop the suburban subdivisions of Wingra Park and University Heights, which became popular among wealthy residents who began to leave Mansion Hill in the early 1900s.

In 1883, agricultural implements manufacturer Morris E. Fuller (423 North Pinckney Street) and his partner John A. Johnson (312 Wisconsin Avenue, demolished), joined Samuel Higham (319 North Pinckney Street, 1887), Chauncey Williams (28 East Gilman Street), and Lansing W. Hoyt (102 East Gorham Street, 1853) to purchase the Madison Plow Company. Their enterprise soon grew into the largest and most prominent manufacturer in Madison, manufacturing plows, cultivators, corn planters, harrows, hay rakes, and transplanters and shipping them nationwide. It was one of the largest employers in the city by 1902. By 1910, the firm’s M.L. Johnson gasoline engine was a major nationally-recognized product.

Between 1910 and 1950, Mansion Hill transformed from a neighborhood of prestigious addresses to the heavily student-populated neighborhood it remains today. This transformation was driven by an increase in building density and a sharp increase in student population with only female students provided with on-campus housing. Wealthy homeowners were increasingly dissatisfied with the close proximity of student fraternities, sororities, and rooming houses and moved to new more fashionable suburbs. As wealthy residents moved, their mansions were subdivided to make room for students, accelerating the trend. The ample space in the large homes was converted easily to multi-unit houses with little effect on the exteriors, helping Mansion Hill retain much of its historic character from its days as a neighborhood of Madison’s most prominent citizens.

Only two owner-occupied single-family residences were built between 1910 and 1946, while twenty apartment buildings were constructed during the same period. Several of these apartment buildings were designed in the Art Moderne style. Institutional buildings were also
built during this later period, including the Madison Masonic Temple (301 Wisconsin Avenue, 1923-25), the First Church of Christ Scientist (315 Wisconsin Avenue, 1929), and the Quisling Clinic (2 West Gorham Street, 1945).

The Mansion Hill LHD was listed by the City of Madison in 1976 as the city’s first historic district. A similar but not identical district within the Mansion Hill neighborhood was entered in the National Register of Historic Places on June 4, 1997. The local district includes two properties on the fringes of the National Register district boundaries, as well as twenty-one properties in the neighboring Langdon Street National Historic District. The following section Preservation Issues, provides further details on current Mansion Hill neighborhood historic designation types and the resulting complexities in interpretation.
IMAGE 13: Large-scale development marks the south edge of the district as the neighborhood transitions to the commercial neighborhood around the State Capitol.

MANSION HILL NEIGHBORHOOD PRESERVATION ISSUES

Historic District/Landmark Designations

A primary impetus of this study is conflicting district designations and subsequent enforcement of historic preservation standards as conveyed to the public.

Buildings in the Mansion Hill LHD carry multiple historic landmark designations such as:

- Fifteen buildings are individually listed as City of Madison landmarks
- Seven buildings are also individually listed on the National Register of Historic Places in addition to being individual City Landmarks
- Twenty-one Madison Mansion Hill District buildings are within the Langdon Street National Register Historic District
- Thirty-one neighborhood properties are located within the Mansion Hill NRHD but not included in the Mansion Hill LHD
- Two properties are included within the Mansion Hill LHD but not the Mansion Hill NRHD

See Figure A on page p. 3 for a diagram of multiple designations and overlaps.

These overlapping designations can cause confusion to the public resulting in a preservation public-relations issue. Individual or local district designations that apply to each property in the National District are identified in Appendix A.
City of Madison Designation (individual or contributing within a district)
The City of Madison’s Historic Preservation Ordinance protects City landmarks from historically inappropriate exterior alterations. Approval is required for exterior alterations, new buildings/additions, and demolitions through the Certificate of Appropriateness (COA) process. This ordinance helps protect the character of the neighborhood as a whole and helps ensure that no harm comes to the City’s historic icons.

National Register of Historic Places Designation (individual or contributing within a district)
National Register listing, individually or as part of a district, does not prevent the owner from making unsympathetic or historically inappropriate changes to the building except where the:
- Owner is a government entity wishing to demolish or otherwise alter the building
- Owner wishes to obtain tax credits for significant restoration or maintenance costs through the Historic Preservation Certification Application process (Historic Tax Credit Application)

A property where the integrity has been substantially affected by alterations or demolition may be at risk of losing its National Register listing in the event of an audit by the Wisconsin State Historic Preservation Officer, the National Park Service Technical Preservation Services, or when an owner pursues Historic Preservation Tax Credits. Properties on the National Register are also on the State of Wisconsin Register of Historic Places, oversight is in line with National Register listings. Properties on the State Register are also eligible for State historic tax credits.

Issue of Overlapping Districts
The various boundaries of local and national Historic Districts, which include different regulations and ordinances and differing standards, is confusing. The Mansion Hill Boundary Review Diagrams in the District Maps section and the list of properties in Appendix A are intended to clarify which district, and therefore regulations, apply to each property surveyed. Once the appropriate designation is determined, see Figure D below for associated guidelines.

Preservation Activity to Date

FIGURE D: Guidelines for Complying With Historic Preservation Regulations

<table>
<thead>
<tr>
<th>Historic Designation</th>
<th>Associated Regulation</th>
<th>Oversight Entity</th>
<th>Required Forms</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mansion Hill or Langdon National District ONLY</td>
<td>NPS Standards (optional)</td>
<td>WHS/NPS</td>
<td>None (unless HTC desired, then HTC Application)</td>
</tr>
<tr>
<td>Mansion Hill OR Langdon National District - AND - Mansion Hill Local District</td>
<td>NPS Standards (optional) AND Madison Historic Preservation Ordinance</td>
<td>WHS/NPS Madison Landmarks Commission</td>
<td>Madison COA HTC Application (if tax credits desired)</td>
</tr>
<tr>
<td>Individually Listed on the National Register</td>
<td>NPS Standards (optional)</td>
<td>WHS/NPS</td>
<td>None (unless HTC desired, then HTC Application)</td>
</tr>
<tr>
<td>Individually Listed as a City of Madison Landmark</td>
<td>Madison Historic Preservation Ordinance</td>
<td>Madison Landmarks Commission</td>
<td>Madison COA</td>
</tr>
<tr>
<td>Mansion Hill Local District ONLY</td>
<td>Madison Historic Preservation Ordinance</td>
<td>Madison Landmarks Commission</td>
<td>Madison COA</td>
</tr>
</tbody>
</table>

Resources on regulations, oversight entities, and forms are included in Appendix B.

Common Acronyms
COA: Certificate of Appropriateness form
HTC: Historic Tax Credit
NPS: National Park Service Technical Preservation Services
WHS: Wisconsin Historical Society State Historic Preservation Office
Mansion Hill Historic District Preservation Plan
This historic district preservation plan was prepared by the Madison Planning Department Historic Preservation Planner (1975).

Mansion Hill Local Historic District Ordinance
The Madison Historic Preservation Ordinance includes a section containing regulations specific to properties within the Mansion Hill LHD. This ordinance applies also to properties in this survey that are within the local historic district whether or not they are in the Mansion Hill NRHD. The current Mansion Hill Historic District ordinance affecting these twenty-one properties is located in Sec. 41.22 of the municipal code. A link to the full ordinance is included in Appendix C. Landmarks Commission

Alterations to the buildings within the Mansion Hill local historic district are subject to review by the Madison Landmarks Commission. The Commission must approve a “Certificate of Appropriateness” (COA) before alterations, new construction, or demolition can occur at these properties. Through the COA process, the commission helps retain the historic character of the neighborhood as a whole.

Downtown Historic Preservation Plan
This plan (adopted in 1998) made numerous recommendations regarding historic districts and landmarks throughout the downtown. At that time, the Task Force that created the plan did not identify any outstanding issues in Mansion Hill that required correction or study.

The Downtown Plan
The Downtown Plan (adopted in 2012) included a chapter on historic resources. Among its recommendations was to work towards having coterminous boundaries for local and National Register districts.

City of Madison Historic Preservation Plan
Madison is in the process of creating its first Historic Preservation Plan, which will identify, celebrate, and preserve places that represent Madison’s collective history. As of the writing of this document, the plan has not yet been adopted by the City. The local historic district ordinance standards for the Mansion Hill local historic district, of which twenty-one properties are located in the Langdon Street National Register Historic District, will also be updated.

Historic Preservation Ordinance Revision
Madison is currently in the process of updating the standards for each of its five local historic districts, including Mansion Hill. (The general requirements were revised in 2015.)

Development Pressures
Since the first purpose-built multi-unit housing was built in the late 1800s, historic Mansion Hill properties have faced development pressure. While the size and long-term use of the buildings as multi-unit housing has protected much of their exterior features, growth will continue to encourage new development in the nearby neighborhoods such as Mansion Hill. Demand for newer units with amenities may increase pressure to demolish historic homes in favor of larger, contemporary multi-story buildings. Property values along the lakefront and downtown have escalated, increasing pressure for owners to obtain the highest and best land use.

The Mansion Hill neighborhood’s close proximity to University of Wisconsin’s Madison campus, desirable State Street, and Capitol Square creates a positive synergy sought after by any city-center but also pressure for additional housing inventory. Balancing these pressure with maintaining the sense of place that makes Madison’s neighborhoods so appealing while also addressing growth is a difficult task that requires holistic city planning that allows space for development while retaining key places of character.
SURVEY FINDINGS

IMAGE 14: View looking northwest in the Mansion Hill District from the intersection of N Carroll and West Gorham Streets.

IMAGE 15: View looking southeast on North Pinckney Street from the intersection with East Gilman Street.
Summary of Findings

The contributing buildings within Mansion Hill were erected over a period of one hundred years between 1850 and 1946. The continuity of scale, materiality, form, and style within the Mansion Hill neighborhood is attributed to this period of construction and the neighborhood status as one of Madison’s oldest intact residential districts. In some cases these buildings replaced earlier single-family frame or masonry homes.

The Mansion Hill NRHD and the Mansion Hill LHD have similar, but not identical, borders. Twenty-one properties within the local district are also located within the Langdon National Register Historic District and have retained a similar character to that in Mansion Hill. Only two properties within the Mansion Hill LHD are not located within a National Register district. One is a vacant lot and the other is a brick and concrete apartment building built in 1966. Thirty-one properties are located within the Mansion Hill NRHD, but not the Mansion Hill LHD. With few exceptions and recent changes, these properties also retain a similar character to that within the Mansion Hill LHD.

Physical Characteristics

Mansion Hill sits atop a ridge running northeast-southwest approximately parallel to the shore of Lake Mendota with the high point along Gilman Street. Similar to the Langdon Street Historic District to the northwest and west, Mansion Hill was the home of many of Madison’s most elite residents. Langdon transformed dramatically after the turn of the twentieth century with the razing or significant remodeling of older homes and construction of rooming houses and Greek letter society houses. In contrast, Mansion Hill retained many of its nineteenth century homes, giving it a distinct character from the Langdon Street Historic District. Mansion Hill is also distinguished from the residential neighborhood to the east, which is characterized by more modest and smaller scale single family and multi-family homes.

The Mansion Hill NRHD retains the largest concentration of architect-designed nineteenth century houses in Madison. A wide variety of architectural styles characterizes the district, with a concentration of Italianate, Second Empire, and German Romanesque Revival residences. Other styles include Queen Anne, Prairie School, Period Revival, and Art Moderne. Despite the subdivision of most homes into multiple rental units, the exteriors of the homes and overall character of the district are retained with high integrity. The neighborhood also retains the largest concentration of designs by Donnel and Kutzbock, Madison’s first architecture firm, as well as the work of several other noted architects and crafts people.

Most of the buildings in the district are frame or masonry, including the largest concentration of buildings constructed of locally-quarried sandstone in the city.
SURVEY FINDINGS

EXAMPLES OF HISTORIC CHARACTER IN THE SURVEY AREA

IMAGE 18: A good example of a simple Period Revival Style apartment building at 116-118 West Johnson Street.

IMAGE 20: The Hiram and Lydia Nye House at 115 East Johnson Street was converted to apartments with few exterior alterations.

IMAGE 21: A colorful Queen Anne multi-family residence with a high degree of integrity at 110-112 E Johnson Street.

IMAGE 19: A Georgian Revival apartment building at 408 North Henry Street is one of the tallest buildings in the survey area.

IMAGE 22: An example of a residential scale Queen Anne with good integrity at 225 West Gilman Street.
**RECOMMENDATIONS**

**Designation Type Identification**

Each of the thirty-three surveyed property designations was entered into a Microsoft Access database. Findings include numerous overlapping designations and borders that vary between local and national districts. A listing of each studied property with its current historic designations is located in Appendix A.

As part of this study, properties were evaluated to determine whether they are still contributing to the Mansion Hill NRHD. A listing of each studied property with proposed historic designations is located in Appendix A.

**Streamlining**

Non-coterminous boundaries and overlapping historic districts generate confusion and discord among property owners. During this study, the consultant team reviewed property data and found five types of historic designations within the Mansion Hill District (aforementioned). These five types of historic designations represent three differing review standards as follows:

1. Secretary of the Interior Standards, National Park Service (used for State and National Register individual and district listed properties)
2. City of Madison Historic Preservation Ordinance Subchapter 41G: Designated Historic Districts, Historic District Ordinances, 41.22 Mansion Hill Historic District
3. City of Madison Historic Preservation Ordinance (used for properties with individual landmark designation)

Moving forward, it will be important to coordinate all City, State, and National planning efforts such as:

1. Resolve overlapping historic designations by redefining the Mansion Hill LHD boundary to mirror the Mansion Hill NRHD (consult the attached Mansion Hill database for changes in contributing status)
   a. Expand the local district boundary to mirror the National Register district
   b. Remove local designation from the two properties that lie outside of the National Register boundary as they are non-contributing
      i. 209 North Pinckney Street (parking lot)
      ii. 316 North Butler Street (outside of the local period of significance 1850-1930, not architecturally significant)
2. Modify the Mansion Hill LHD to transfer twenty-one properties in the Langdon Street National Historic District into a new City of Madison Langdon Street Historic District
3. Expand the Mansion Hill LHD definition to include a new definition of contributing and non-contributing properties (such as sites within the boundary that are unbuilt parcels or outside the period of significance, refer to Images 22 and 23)
4. Coordinate the pending Preservation Plan with all historic designations, past studies, reports, and the Secretary of the Interior’s Standards as warranted

**Communication**

Ensuring that all neighborhood property owners are active participants in the establishment of goals for Mansion Hill is paramount. Tools for communicating with owners and residents alike may include:

**IMAGE 23:** The apartment building at 316 North Butler Street is outside the period of significance for the local district.

**IMAGE 24:** The house at 209 North Pinckney Street was razed and is now a parking lot.
SURVEY FINDINGS

1. Listening sessions
2. Mail surveys
3. Neighborhood organization meetings
4. Stakeholder group meetings
5. Web-based surveys

The City of Madison website for the Planning Division Historic Preservation page should be enriched to communicate key information all in one place. Information to include should consist of:
1. Landmark designation nomination documents (blank forms and approved submissions)
2. National Register designation nomination documents, provide a link to the National Park Service, National Register Nominations Online Records, “NPGallery Digital Asset Search” (https://npgallery.nps.gov/NRHP)
3. Design guidelines (should be developed)
4. Historic resources (Preservation Briefs, etc.)
5. Incentives such a façade grants, easements, etc.; provide a link to the Wisconsin Historical Society web page “Historic Tax Credit Resources for Income-Producing Properties and Residential Properties” (https://www.wisconsinhistory.org/Records/Article/CS15309)
6. Future Planning Division study documents
7. Search engine of designated properties by address for ease of searching (should be developed)
8. COA form and instruction guide

NEXT STEPS

1. Resolve overlapping historic designations by modifying the Mansion Hill LHD to mirror the Mansion Hill NRHD
2. Include “Contributing” and “Non-Contributing” differentiations to all district properties to allow for municipal and owner clarity on review standards for individual properties
3. Review recommended changes within this study to “Contributing” and “Non-Contributing” changes in status within the Mansion Hill Historic District

Note: Items 2 and 3 above require ordinance and process revisions.
### APPENDIX A

**Mansion Hill Boundary Review, List of Surveyed Properties**

**City of Madison Project # 8665-0-2017-JA**

**March 20, 2018**

<table>
<thead>
<tr>
<th>Address</th>
<th>Parcel ID</th>
<th>Current Name</th>
<th>Building Type</th>
<th>Historic Name</th>
<th>Architect or Builder</th>
<th>Construction Date</th>
<th>Style or Form</th>
<th>Individual Designation</th>
<th>Current District Designation</th>
<th>Proposed Designation</th>
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<tbody>
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<td>316 N Butler Street</td>
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<td>Bayshore Apartments</td>
<td>Apartment</td>
<td>Bayshore Apartments</td>
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<td>Multi-unit Residential</td>
<td>Dr. Cornelius &amp; Elizabeth Harper Residence</td>
<td>Conover &amp; Porter, Arch.; Fred Hansen, Bldg.</td>
<td>1898</td>
<td>Queen Anne</td>
<td>Mansion Hill Local</td>
<td>Mansion Hill Local</td>
<td>Mansion Hill Local</td>
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<td>1878, 1892-1898 moved</td>
<td>Italianate</td>
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<td>Kent Hall</td>
<td>Miller &amp; Waltz</td>
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<td>Reddemann</td>
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<tr>
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<td>Multi-unit Residential</td>
<td>Russell &amp; Anne Chase Rental Housing</td>
<td>Claude &amp; Stark</td>
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<td>Joseph &amp; Louise Pearson Residence</td>
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<td>Craftsman</td>
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<td>223 W Gilman Street</td>
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<td>Edward Tough, Architect</td>
<td>1894</td>
<td>Craftsman</td>
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<td>Hansen, Bldr</td>
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<td>Marks Investment Corp. Apartments</td>
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<td>Unknown</td>
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<td>Georgian Revival (Vernacular)</td>
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<td>Gordon &amp; Paunack, Architect</td>
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<td>Queen Anne</td>
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<td>Windsor Apartments</td>
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<td>American Foursquare</td>
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<td>Gausewitz</td>
<td>1961-1962</td>
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<td>Queen Anne</td>
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<td>Multi-unit Residential</td>
<td>Victor &amp; Mary Peck Residence</td>
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<td>Colonial Revival</td>
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<td>Queen Anne</td>
<td>Mansion Hill Local</td>
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</table>
# Mansion Hill Boundary Review, List of Surveyed Properties

City of Madison Project # 8665-0-2017-JA

<table>
<thead>
<tr>
<th>Address</th>
<th>Parcel ID</th>
<th>Current Name</th>
<th>Building Type</th>
<th>Historic Name</th>
<th>Architect or Builder</th>
<th>Construction Date</th>
<th>Style or Form</th>
<th>Individual Designation</th>
<th>Current District Designation</th>
<th>Proposed Designation</th>
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<td>114 E Johnson Street</td>
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<td>Dexter Curtis House</td>
<td>Multi-unit Residential</td>
<td>Hiram &amp; Lydia Nye House</td>
<td>1888</td>
<td>Queen Anne</td>
<td>Mansion Hill NR (C)</td>
<td>Mansion Hill Local (C), Mansion Hill NI (C)</td>
<td>Mansion Hill Local (C), Mansion Hill NI (C)</td>
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<tr>
<td>116 E Johnson Street</td>
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<td>1888</td>
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<td>Windermere Apartments</td>
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<td>21 E Johnson Street</td>
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<td>John M. Bowman House</td>
<td>Multi-unit Residential</td>
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<td>Italianate (Vernacular)</td>
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<td>Mansion Hill Local (C), Mansion Hill NI (C)</td>
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<td>Kennedy Manor</td>
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<td>Charles Morgan House</td>
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<td>1920; 1925 remodel</td>
<td>Neo-Classical Revival</td>
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## Mansion Hill Boundary Review, Recommended Designations

City of Madison Project # 8665-0-2017-JA

March 20, 2018

### Contributing - Mansion Hill Local Historic District

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<th>Address</th>
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<th>Current Name</th>
<th>Historic Name</th>
<th>Current District Designation</th>
<th>Proposed Designation</th>
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<tr>
<td>304 N Carroll Street</td>
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<td>John Grinde Residence</td>
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<td>Mansion Hill Local (C), Mansion Hill NR (C)</td>
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<tr>
<td>308 N Carroll Street</td>
<td>0709-144-2217-9</td>
<td>Dr. Cornelius &amp; Elizabeth Harper Residence</td>
<td>Mansion Hill NR (C)</td>
<td>Mansion Hill Local (C), Mansion Hill NR (C)</td>
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<td>Mansion Hill Local (C), Mansion Hill NR (C)</td>
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<tr>
<td>205-211 W Gilman Street</td>
<td>0709-144-2101-4</td>
<td>Russell &amp; Anne Chase Rental Housing</td>
<td>Mansion Hill NR (C)</td>
<td>Mansion Hill Local (C), Mansion Hill NR (C)</td>
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<tr>
<td>212 W Gilman Street</td>
<td>0709-144-2033-9</td>
<td>J.B. Parker Investment House</td>
<td>Mansion Hill NR (C)</td>
<td>Mansion Hill Local (C), Mansion Hill NR (C)</td>
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</tr>
<tr>
<td>214 W Gilman Street</td>
<td>0709-144-2032-1</td>
<td>Amanda Noyes Rental House</td>
<td>Mansion Hill NR (C)</td>
<td>Mansion Hill Local (C), Mansion Hill NR (C)</td>
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<tr>
<td>218 W Gilman Street</td>
<td>0709-144-2031-3</td>
<td>H.C. Keeler Residence</td>
<td>Mansion Hill NR (C)</td>
<td>Mansion Hill Local (C), Mansion Hill NR (C)</td>
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<td>219 W Gilman Street</td>
<td>Addition to 223 W. Gilman</td>
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<td>Mansion Hill Local (C), Mansion Hill NR (C)</td>
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<tr>
<td>223 W Gilman Street</td>
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<td>Joseph &amp; Louise Pearson Residence</td>
<td>Mansion Hill NR (C)</td>
<td>Mansion Hill Local (C), Mansion Hill NR (C)</td>
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<tr>
<td>225 W Gilman Street</td>
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<td>Hubert &amp; Margaret Schmitz House</td>
<td>Mansion Hill NR (C)</td>
<td>Mansion Hill Local (C), Mansion Hill NR (C)</td>
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<tr>
<td>146-148 W Gorham Street</td>
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<td>Hiram &amp; Lydia Nye House</td>
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<tr>
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## APPENDIX B

### Non-Contributing - Mansion Hill Local Historic District

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<th>Address</th>
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<th>Current Name</th>
<th>Historic Name</th>
<th>Current District Designation</th>
<th>Proposed Designation</th>
</tr>
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<tbody>
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<td>140-142 W Gorham Street</td>
<td>0709-144-1815-2</td>
<td>Marks Investment Corp. Apartments</td>
<td>Mansion Hill NR (NC)</td>
<td>Mansion Hill Local (NC), Mansion Hill NR (NC)</td>
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<tr>
<td>415 N Henry Street</td>
<td>0709-144-1811-0</td>
<td>J.J. Heinrich’s Apartment Building</td>
<td>Mansion Hill NR (NC)</td>
<td>Mansion Hill Local (NC), Mansion Hill NR (NC)</td>
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<tr>
<td>508 N Henry Street</td>
<td>0709-144-2036-3</td>
<td>A.H. Petersen Apartment Building</td>
<td>Mansion Hill NR (NC)</td>
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### Remove From District - Mansion Hill Local Historic District

<table>
<thead>
<tr>
<th>Address</th>
<th>Parcel ID</th>
<th>Current Name</th>
<th>Historic Name</th>
<th>Current District Designation</th>
<th>Proposed Designation</th>
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<tbody>
<tr>
<td>316 N Butler Street</td>
<td>0709-144-0628-0</td>
<td>Bayshore Apartments</td>
<td>Bayshore Apartments</td>
<td>Mansion Hill Local</td>
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<td>209 N Pinckney Street</td>
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### Contributing - Proposed Langdon Street Local Historic District (Currently in Mansion Hill Local Historic District)

<table>
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<tr>
<th>Address</th>
<th>Parcel ID</th>
<th>Current Name</th>
<th>Historic Name</th>
<th>Current District Designation</th>
<th>Proposed Designation</th>
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<tbody>
<tr>
<td>1 Langdon Street</td>
<td>0709-144-1801-2</td>
<td>Kennedy Manor</td>
<td>Kennedy Manor</td>
<td>Langdon NR (C), Mansion Hill Local</td>
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<td>10 Langdon Street</td>
<td>0709-144-0905-2</td>
<td>Charles Morgan House</td>
<td>Langdon NR (C), Mansion Hill Local</td>
<td>Langdon Local (C), Langdon NR (C)</td>
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<tr>
<td>103 Langdon Street</td>
<td>0709-144-1101-5</td>
<td>Delta Gamma Sorority</td>
<td>Langdon NR (C), Mansion Hill Local</td>
<td>Langdon Local (C), Langdon NR (C)</td>
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<tr>
<td>104 Langdon Street</td>
<td>0709-144-1021-5</td>
<td>Romano Bunn House</td>
<td>Langdon NR (C), Mansion Hill Local</td>
<td>Langdon Local (C), Langdon NR (C)</td>
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<tr>
<td>108 Langdon Street</td>
<td>0709-144-1020-7</td>
<td>Kappa Alpha Theta Sorority</td>
<td>Acacia Fraternity House</td>
<td>Langdon NR (C), Mansion Hill Local</td>
<td>Langdon Local (C), Langdon NR (C)</td>
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<tr>
<td>115 Langdon Street</td>
<td>0709-144-1102-3</td>
<td>Chi Omega Sorority</td>
<td>Chi Omega Sorority</td>
<td>Langdon NR (C), Mansion Hill Local</td>
<td>Langdon Local (C), Langdon NR (C)</td>
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<td>12 Langdon Street</td>
<td>0709-144-0904-4</td>
<td>Delta Tau Delta</td>
<td>Alpha Xi Delta Sorority House</td>
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<td>Langdon Local (C), Langdon NR (C)</td>
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<td>120 Langdon Street</td>
<td>0709-144-1018-2</td>
<td>Delta Delta Delta Sorority</td>
<td>J.E. Mosely House</td>
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<td>Langdon Local (C), Langdon NR (C)</td>
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<tr>
<td>121 Langdon Street</td>
<td>0709-144-1103-1</td>
<td>John J. Suhr House</td>
<td>Langdon NR (C), Mansion Hill Local</td>
<td>Langdon Local (C), Langdon NR (C)</td>
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<tr>
<td>124 Langdon Street</td>
<td>0709-144-1017-4</td>
<td>Kappa Sigma Fraternity</td>
<td>Kappa Sigma Fraternity</td>
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<td>Langdon Local (C), Langdon NR (C)</td>
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<tr>
<td>127 Langdon Street</td>
<td>0709-144-1104-9</td>
<td>Alexander &amp; Emma Main House</td>
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<tr>
<td>16 Langdon Street</td>
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<td>Phi Gamma Delta</td>
<td>Phi Gamma Delta</td>
<td>Langdon NR (C), Mansion Hill Local</td>
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<td>2 Langdon Street</td>
<td>0709-144-0906-0</td>
<td>Cassin Hayes House</td>
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<tr>
<td>25 Langdon Street</td>
<td>0709-144-0803-8</td>
<td>Society Hill Condo</td>
<td>Kate Sarles House</td>
<td>Langdon NR (C), Mansion Hill Local</td>
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<tr>
<td>28 Langdon Street</td>
<td>0709-144-0901-0</td>
<td>Alpha Phi Chapter House</td>
<td>Frank G. &amp; Mary G. Brown House</td>
<td>Langdon NR (C), Mansion Hill Local</td>
<td>Langdon Local (C), Langdon NR (C)</td>
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<tr>
<td>29 Langdon Street</td>
<td>0709-144-0804-6</td>
<td>Lake Towne Apartments</td>
<td>John E. &amp; Olive Davies House</td>
<td>Langdon NR (C), Mansion Hill Local</td>
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</table>

### Non-Contributing - Proposed Langdon Street Historic District (Currently in Mansion Hill Local Historic District)

<table>
<thead>
<tr>
<th>Address</th>
<th>Parcel ID</th>
<th>Current Name</th>
<th>Historic Name</th>
<th>Current District Designation</th>
<th>Proposed Designation</th>
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<tbody>
<tr>
<td>616 N Carroll Street</td>
<td>0709-144-1022-3</td>
<td>Kent Hall</td>
<td>Langdon NR (NC), Mansion Hill Local</td>
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<td>620 N Carroll Street</td>
<td>0709-144-1023-1</td>
<td>Carroll Hall</td>
<td>Langdon NR (NC), Mansion Hill Local</td>
<td>Langdon Local (NC), Langdon NR (NC)</td>
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<tr>
<td>112 Langdon Street</td>
<td>0709-144-1019-0</td>
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<td>Langdon NR (NC), Mansion Hill Local</td>
<td>Langdon Local (NC), Langdon NR (NC)</td>
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<tr>
<td>17 Langdon Street</td>
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<td>Langdon NR (NC), Mansion Hill Local</td>
<td>Langdon Local (NC), Langdon NR (NC)</td>
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<tr>
<td>22 Langdon Street</td>
<td>0709-144-0902-8</td>
<td>Lake Towne Apartments</td>
<td>Langdon NR (NC), Mansion Hill Local</td>
<td>Langdon Local (NC), Langdon NR (NC)</td>
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</tr>
</tbody>
</table>
RESOURCES

City of Madison Applications and Forms for Landmarks and Construction in Historic Districts
Information on processes for filing COA’s, Demolitions, Variances, and the Landmark Nomination Process.

City of Madison Historic Preservation Ordinance
The Historic Preservation Ordinance guides all work on properties listed in the Mansion Hill Historic District.

Madison Hill Historic District National Register Nomination
Original nominating document submitted, including history of most properties in the district, overall historical context for the district, and information on architects, architectural styles, and important residents.
https://npgallery.nps.gov/NRHP/AssetDetail?assetID=5c8ca92e-c9b0-4ce1-95ef-23bbd2ff6f57

National Park Service Technical Preservation Services Preservation Briefs
The National Park Service, Technical Preservation Services has provided a series of Preservation Briefs outlining best practices for repair, rehabilitation, preservation, and restoration work. These briefs are valuable tools in executing work on historic structures and can also be used to educate and evaluate contractors for repair, rehabilitation, and restoration work.
https://www.nps.gov/tps/how-to-preserve/briefs.htm

Wisconsin Historical Society Historic Tax Credit Resources
The Wisconsin Historical Society provides numerous resources to begin evaluating a property for Historic Tax Credit eligibility for private residential and commercial income-producing properties, as well as forms and instructions for submitting Historic Tax Credit applications. Note, Historic Tax Credits are complicated, partnership with a Historic Preservation Consultant is recommended.
https://www.wisconsinhistory.org/Records/Article/CS15309

Wisconsin Historical Society Survey Manual
The Wisconsin Historical Society regularly updates a Survey Manual to guide all reconnaissance and intensive survey work. This manual was used to ensure implementation of proper criteria and processes throughout the study. The Manual also provides key information for cities and neighborhood groups on determining what types of surveys are needed, identifying goals of surveys, and establishing proper survey boundaries and criteria.
BIBLIOGRAPHY


Preservation and Research Contacts

Wisconsin Historical Society Archives, 816 State Street, Madison, WI 53706, t: 608-264-6460
www.wisconsinhistory.org

Madison Historic Preservation Planning, 125 S. Hamilton Street, Madison, WI 53701, t: 608-266-6552
https://www.cityofmadison.com/dpced/planning/historic-preservation-planning/1589
IMAGE 25: Looking north from the intersection of North Carroll and West Gorham Streets.