# CITY OF MADISON

# HISTORIC PRESERVATION PLAN

**Partial Working Draft**

**August 21, 2019**

This is an initial partial working draft for discussion by the Historic Preservation Plan Advisory Committee. Because the focus of this version is on content, it is unformatted, unedited, and contains only text without images, illustrations, call out boxes, etc.

# DOCUMENT OUTLINE

**Chapter 1 – Introduction**

**Chapter 2 – Community Engagement**

**Chapter 3 – Underrepresented Communities Survey Summary**

**Chapter 4 – Goals, Objectives & Strategies**

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# CHAPTER 1

# INTRODUCTION



The City of Madison has a rich heritage, which includes cultural resources, historic buildings, and established historic districts cherished by both residents and tourists. This plan provides a comprehensive framework for the continued preservation of these important places to provide current and future generations with the knowledge of local history and heritage. The planning process employed strategies to engage, educate, and connect with all the groups that make up Madison's unique history, with a particular emphasis on traditionally underrepresented groups. The project team conducted substantial research to identify places where a significant event took place, historic stories, and events related to underrepresented groups in Madison's history. Through an inclusive public process, Goals and Strategies were developed to capitalize on Madison's unique identity, educate the public on the values of historic preservation, promote best practices, and guide policy and preservation.

Historic preservation is an activity that preserves historic resources, and uses the resources to tell a story of heritage and culture. It includes the identification, evaluation, designation, protection and retention of significant architectural, historic, and cultural resources in the built and natural environments. Resources range from buildings and structures, to sites and districts, to landscapes and streetscapes. By protecting the historic character and fabric of the community, preservation enables the people of today and tomorrow to connect with the people and events that underlie their past. The value and impact of historic preservation is strengthened when there is a focus on healthy living and green building practices to support the retention of older buildings, leading to a strong and unique sense of place, and enhancing the quality of life in a community. *(adapted from the City of St. Paul, MN Comprehensive Plan. 2008)*

# PLAN PURPOSE

The Madison Historic Preservation Plan is developed to celebrate and preserve the places that represent the city's collective histories. It provides guidance for development proposals, capital improvements, and implementation policies to ensure preservation is integrated into both long-range planning and current development projects. The Plan recommends strategies and tools to 1) more effectively integrate historic preservation into public policy, 2) utilize existing land use, zoning, and development standards to support preservation, 3) explore educational and promotion partnerships, 4) capitalize on economic development and financial incentives, 5) highlight sustainable building practices, and 6) encourage heritage tourism. In addition, Madison's Historic Preservation Ordinance is being updated to reflect current historic preservation best practices.

The City has an established preservation program, with numerous successful adaptive reuse projects that have been catalytic for individual properties and neighborhoods. While Madisonians value their historic properties, many factors challenge the preservation of those properties. This plan identifies policies, resources, training, and other strategies to make preservation feasible and valued.

The Historic Preservation Plan should be updated every 10 years, following the City's Comprehensive Plan update.

# HISTORIC PRESERVATION IN MADISON

The preservation of Madison's historic resources became a priority in 1969 when a venerable sandstone farmhouse, the Abel Dunning House (Mapleside), on the near west side was put up for sale. A large corporation made an offer on the property, contingent on the demolition of the house. When a small group of citizens expressed concern for the fate of the house, the realtor offered to sell the house to them if they could meet the corporate buyer's price of about $100,000. Despite a valiant effort, the group raised only a fraction of the purchase price and on a cold Saturday morning in 1970 the house was torn down. A few months later, it was replaced by a Burger King.

It was the loss of this beautiful and historic building that prompted the establishment of the Madison Landmarks Commission. The Landmarks Commission ordinance, spearheaded by Mayor William Dyke and passed in 1971, gave the commission the power to designate historic buildings as landmarks. The Landmarks Commission was charged with approving exterior alterations of landmarks and was given the authority to delay demolition of an historic building for up to one year. The ordinance also gave the Common Council the authority to designate significant areas as historic districts, which would then be subject to the same reviews as landmarks. Since then, the ordinance has been refined from time to time. One of the most significant changes occurred in 1980 when the Common Council gave the Landmarks Commission the power to deny demolitions.

In the 1950s, '60s and '70s several of the finest Victorian houses in Mansion Hill were demolished to make way for large Modern buildings. Fearful of further erosion of the residential and architectural character of this historic neighborhood, residents petitioned the City to designate Mansion Hill as a historic district. The Common Council designated Mansion Hill as Madison's first historic district in 1976.

The City subsequently created four more historic districts: Third Lake Ridge in 1979, University Heights in 1985, Marquette Bungalows in 1994, and First Settlement in 2002.

Since designating the Bradley House 1 as the city's first local landmark property in 1971, the City has been designating specific buildings, archaeological sites, and objects of historic distinction as landmarks. There are currently 182 historic landmarks in the city.

Landmarks and Local Historic Districts were created to retain and enhance buildings and areas that are historically or architecturally significant. Today, the Landmarks Commission must approve exterior alterations to landmark buildings and buildings within the local historic districts, including additions, new structures, and demolitions. They also approve work that may impact designated archaeological sites or other landmark sites. They also make recommendations to the Plan Commission on whether new development adjacent to landmark properties is too large and visually intrusive to the landmark, and provide their findings on the potential historic value any buildings proposed for demolition within the City. These approvals help to protect the character of buildings, streetscapes and neighborhoods and constitute a majority of the City's preservation efforts.

# HISTORIC PRESERVATION IN WISCONSIN

The preservation, collection, and interpretation of Wisconsin's history began before Wisconsin's statehood in 1848 with the founding of the Wisconsin Historical Society (WHS) in Madison in 1846. Early historians were especially interested in Indian mounds and antiquities. The Wisconsin Natural History Society, founded in Milwaukee in 1848, began publishing *The Wisconsin Archeologist* by 1901, the longest continuously published archaeological journal in North America, and established the Wisconsin Archeological Society in 1903. By the turn of the twentieth century, many Wisconsin communities and counties began establishing local historical societies. Together, these organizations worked to save more than 500 mounds throughout the state.

By the early 1900s, historic preservation efforts began to focus on buildings and other historic sites as well. During the first half of the twentieth century local private donors, historical societies, and governments purchased historic buildings in order to preserve them. The Integrated Park Act of 1947 enabled the state to acquire, restore, and develop historically and archaeologically significant properties using general funds and led to the development of historic sites and parks throughout the state.

While the first historic preservation ordinances in the United States were adopted during the 1930s, the first ordinances in Wisconsin were enacted during the late 1960s and early 1970s in Milwaukee, Madison, Fond du Lac, and Mineral Point, enabling these communities to designate local landmarks and historic districts overseen by local historic preservation commissions.

The National Historic Preservation Act (NHPA) of 1966 created the National Register of Historic Places and federal match-grant programs. Governor Warren P. Knowles designated the WHS as the state agency to administer federal and state historic preservation programs. The NHPA was amended in 1980 to create the federal historic preservation tax credit for the rehabilitation of

income-producing historic buildings and the Certified Local Government (CLG) program to aid local municipalities in inventorying and protecting historic properties.

During the early 1980s, the Wisconsin legislature established a historic building code, created a 30-day demolition permit delay for the recording of NRHP-listed buildings, and established a burial sites preservation program.

Wisconsin Act 395 in 1987 created the Wisconsin State Register of Historic Places, enacted a state tax credit for rehabilitating income-producing and owner-occupied residences, expanded archaeological programs, protections for archaeological properties, and regulations of historic properties owned by state and local governments. Wisconsin Act 31 in 1989 increased funding for preservation again, strengthened the state tax credit, bolstered the state archeology program, and further protected burial sites as well as instituted state agency review procedures covering state property, licenses, permits, and grants.

The Wisconsin legislature continued to promote historic preservation through the 1990s, becoming one of the first four states to establish a heritage tourism program, developing a model historic preservation ordinance for local municipalities, expanding the state historical marker program, requiring municipalities that contain NRHP properties to enact historic preservation ordinances, banning abrasive cleaning of historic buildings, and imposing substantial penalties for damaging protected archaeological features or demolishing historic buildings without a permit. Wisconsin Act 9 in 1999 required most municipalities to adopt comprehensive plans that include consideration of historic, archaeological, and cultural resources.

Recognized for its economic development and community revitalization benefits, historic preservation remains a priority in many communities throughout the state to this day. The state historic preservation tax credit was increased from 5 to 20 percent in 2014 but limited with a $3.5 million per parcel cap in 2018.

# HISTORIC PRESERVATION TRENDS

Historic preservation is about more than saving architectural landmarks or sites of significance, today preservation contributes to neighborhood revitalization, sustainability, and awareness of historical and cultural events. The reuse of a building can create a unique gathering area that spurs additional investment in the area, while preventing a structure from being lost. Below are ways historic preservation is providing economic and social benefits through revitalization.

**Livability and Quality of Life** – Blocks of smaller, older buildings create vibrant walkable neighborhoods preferred by both younger and older generations. Adaptive reuse as restaurants and coffee shops provide gathering places for residents to meet, relax, or work and make mixed-use neighborhoods a preferred choice.

**Economic Development** – Historic preservation projects include a variety of economic benefits, such as job creation, increased tax value, and increased tourism. The investment can be catalytic by spurring redevelopment of surrounding properties throughout the neighborhood.

**Cultural Preservation and Tourism** – The number of travelers interested in arts, culture, and history continues to grow. Experiencing a city or neighborhood while actively learning about the sites benefits visitors, as well as local residents. Cultural tourism can be considered a local and state economic driver.

**Community Connection** – Preserving and showcasing links between underrepresented groups and significant events or cultural identity can create a community connection. Preservation projects can be part of the storytelling experience.

**Affordable Housing Options** – Rehabilitating existing structures can be less expensive than new construction, offering housing choices for varying income levels. Rehabilitation often spurs additional rehabilitation and investment, reducing vacancies and stabilizing neighborhoods.

**Entrepreneur Focused** – Adaptive reuse of small older buildings provides an affordable option for new business owners. Clustering of investment can develop into a mixed-use neighborhood that includes housing, restaurants, and housing and attract additional investors. The 'creative economy' is proven to thrive in older, mixed-use neighborhoods.

The Plan Goals and Objectives reflect these current trends as well as traditional tools for promoting historic preservation.

# HOW TO USE THE PLAN

In 2018, the City of Madison adopted its Comprehensive Plan to create a collective vision for the future and establish priorities and policies to achieve that future. It also created a framework for topic-specific plans to expand on the Comprehensive Plan's recommendations. This Historic Preservation Plan is one of the topic-specific plans to further a Comprehensive Plan strategy to "Preserve the historic and special places that tell the story of Madison and reflect racially and ethnically diverse cultures and histories." That Plan also includes the following recommendation: "Complete, adopt, and implement a Historic Preservation Plan as a framework for the future of Madison's historic preservation program."

The Historic Preservation Plan provides both the vision and policy direction for historic preservation within the City through identification of community values, goals, objectives, and strategies. The Plan will be used by the City and preservation groups to guide preservation efforts and make capital investment decisions. Developers, individual property owners, and the general public may use the Plan to learn about preservation programs, resources, and potential partners.

Community Value Statements were established at the beginning of the planning process based on public input, along with staff and Committee review. Chapter 4 outlines the goals, objectives, and strategies as a framework for future preservation activities. Goals are the overarching statement of intent, Objectives are more specific intent statements expanding upon the overall goal, and Strategies are the actions to implement the objectives.

Historic Preservation is a common recommendation throughout various City Plans and studies. In addition to the Comprehensive Plan, adopted plans such as the Downtown Plan (2012), emphasize blending preserved older structures, new construction, architectural gems, and public spaces.

The Historic Preservation Plan should be used in conjunction with other City plans that touch on or regulate historic preservation including, but not limited to:

1. City of Madison Comprehensive Plan
2. Downtown Plan
3. Cultural Plan
4. Sustainability Plan
5. Various Neighborhood Plans

The Implementation Chart, found in Chapter 5, identifies priorities, potential partners, and responsible parties for the strategies. Annual review of the strategies and status should serve as the ongoing tool to measure the success and impact of the Plan.

# CHAPTER 2

# COMMUNITY ENGAGEMENT



Successful Historic Preservation requires support from the community, local organizations, and the City. This support can be achieved through active public engagement that creates knowledge, interest, and ownership of ideas and recommendations of the Plan. The Historic Preservation Plan will be a resource for the entire community, therefore the process engaged a wide range of residents and stakeholders. To reflect the diversity of the community there was a focus on engaging traditionally underrepresented communities, including the following groups: African-American, First Nation, Hmong, Latinx/Hispanic, LGBT+, and Women.

A major goal of the public input effort was to help all people, including future generations, feel connected to their community and discover places of significance. The more places and buildings that people experience in their community that represent their own history, the more they will feel a sense of belonging. The variety of input strategies were designed to reach a broad range of people while bringing attention to the complexity and benefit of preservation.

**Historic Preservation Plan Advisory Committee**

The Historic Preservation Plan Advisory Committee (HPPAC) was established to advise staff, the consultants, and the Landmarks Commission on the development of the Historic Preservation Plan and related public engagement, and serve as a forum for public testimony and comments regarding the process and recommendations. The Committee's 13 members were appointed by the Mayor and confirmed by the Common Council to provide a broad and diverse representation of people interested and impacted by historic preservation.

The Historic Preservation Plan Advisory Committee, the consultant team, and City staff developed a comprehensive engagement strategy to gather input from a variety of groups, including underrepresented groups, at varying locations throughout the City. The strategy was approved by the HPPAC, Landmarks Commission, and the Landmarks Ordinance Review Committee. The Historic Preservation Plan Advisory Committee worked with City staff and the consultant team to identify the community's values around historic preservation, followed by Goals - what we want to accomplish, Objectives - how we can do it, and Strategies - actions to implement the plan. Recommendations and strategies are based on public input received through meetings, online surveys, project website, emails, and City communication, as well as consultant and staff expertise and experience in historic preservation.

# INCLUSIVE ENGAGEMENT PROCESS

The City of Madison is committed to racial equity and social justice, and required all staff and consultants working on this plan to participate in the City's Racial Equity and Social Justice Initiative (RESJI) training. The Communication and Public Engagement Process was evaluated using the City's RESJI Equity Analysis Tool and revised to ensure a diversity of viewpoints and stories inform the recommendations. The team felt it was critical the public be part of determining a comprehensive engagement process, therefore a draft set of engagement principles was presented to the public at the Kickoff meeting and two meetings focusing on community values. Below are the Principles developed, as informed by public feedback.

**Engagement Principles**

- Provide options to participate a little or a lot
- Explain how input will be used
- Be responsive and flexible
- Keep it simple and clear
- Show trust and respect all perspectives
- Involve stakeholders from the beginning
- Make it personally relevant
- Actively engage underrepresented communities and ask who is not at the table
- Utilize existing groups and networks
- Ask people what services they need to participate and how they want to participate
- Engage stakeholders in developing ideas and not just responding to set questions

**Communication**

An important aspect of providing a comprehensive, inclusive approach was to communicate to a diverse set of stakeholders about the process, engagement opportunities, and project status. Diverse community members were part of identifying, learning about, discussing, and planning for the preservation of buildings and places that are important representations of the histories of all groups in Madison. A variety of outreach formats were utilized during the development of the Plan to reach a broad audience, with an emphasis on underrepresented groups. Input techniques included traditional meetings, discussions, project website, and newsletters, as well as social media, radio and TV stories, and online articles. The City also worked with various interest groups to distribute meeting notices to their networks and promoted historic preservation through related events such as Living History at the Madison Public Library, Historic Preservation Selfie Contest, and the Mayor's Roundtable event. Essential materials were available in Hmong and Spanish and translators were provided at public meetings when requested.

# KICK-OFF MEETING

The City of Madison hosted a public meeting to kick off the Historic Preservation Project on Tuesday, September 26, 2017, at the Goodman Community Center.

The meeting included an introduction of the process by City staff and the consultant team for the two parts of the project - developing the Historic Preservation Plan and updating the existing local historic district ordinances. The meeting included opportunities to provide written notes and ideas on a variety of historic preservation topics including: discovery of underrepresented communities' histories, groups and individuals to engage in the process, important historic resources, opportunities and concerns for ordinance revisions, and general historic preservation thoughts.

**Key Themes**

Public comments and discussion identified the following key elements be integrated into the planning process.

- Respect all perspectives
- Involve stakeholders from the beginning
- Engage underrepresented communities and reach out to groups not at the meetings
- Utilize existing groups and networks
- Engage stakeholders in developing ideas and not just responding to set questions

# COMMUNITY VALUES MEETINGS

The City of Madison hosted two public meetings to establish the "Community Values" and discover historic resources on November 2 and 29, 2017. The meetings included presentations by City staff and the consultant team describing the Project and the need to gather values around historic preservation. An interactive exercise helped participants discover those places that attendees felt should be retained for future generations and why. From this discussion, the attendees created value statements for further development.

Small groups answered the following questions:

"What places in Madison should be preserved for the next generation? Why?"

"Where do you feel connection to community in Madison?"

"Where do you take visitors in Madison?"

**Key Themes**

Public comments and discussion identified the following key elements be integrated into the community values.

- Consider current and future generations
- Emphasize what is unique about Madison
- Preserve both buildings and places
- Ensure all voices are part of the process

### Community Value Statements

Utilizing public input, and two review meetings with the Historic Preservation Plan Advisory Committee, the Value Statements were developed to guide the Historic Preservation Plan recommendations.

1. Madison values places that are significant in representing:
    a. history, events, people, and architecture from all eras of Madison's past,
    b. histories of underrepresented communities, and
    c. Madison's unique culture, character, and identity.
2. Madison values public awareness and knowledge of:
    a. Madison's historic places,
    b. Madison's diverse history, including places that no longer exist, and
    c. benefits and value of historic preservation.
3. Madison values new development and investment in historic places that compliments the context and character of significant historic places.
4. Madison values public historic preservation initiatives with community input.

# COMMUNITY SURVEY

An online survey was created to allow people to share their preservation priorities and provide guidance for future areas of focus. The survey was available online and in print, open for approximately three months, and completed by 755 respondents. Approximately 70% of respondents were residents, with 14% owning a historic property. The survey provided a means to reach a broad base of people and opinions and establish a baseline of perspectives.

Questions covered a range of topics from ranking historic resources, how resources should be spent on historic resources, which groups are underrepresented in the story of Madison's history, threats to preservation, and buildings and places key to Madison's history and culture.

City-owned buildings; parks and open spaces; and cemeteries and Native American landscapes were ranked as most important historic resources. City website content; conferences and events; and publications were the top three strategies suggested for educating people about historic preservation practices. New construction, cost of preservation, and neglect were the top three threats to historic properties.

Insert info graphics for selected answers

# GOALS AND OBJECTIVES MEETINGS

The City of Madison hosted two public meetings, May 3, 2018 in the Red Gym on the UW Campus and May 21, 2018 at Madison East High School, to discuss community goals and objectives. The first meeting included a presentation by City staff and the consultant team to describe the findings from the previous meetings and engage the public in conversations about the desired outcomes of the project followed by smaller group discussions based on community value topics. The second meeting was an Open House format with stations for each of the key topics which influenced the development of specific goals and objectives.

**Key Themes**

Public comments and discussion provided the following key elements be integrated into the goals and objectives.

- Emphasize what is unique about Madison's culture and heritage
- Tell stories of both existing historic buildings and buildings lost
- Ensure tools are provided for historic property owners
- Ensure all voices are part of the process

# STRATEGIES AND PRIORITIES OPEN HOUSE

The City of Madison hosted an Open House on Wednesday, February 27, 2019 at the Madison Municipal building to gather input on the proposed strategies and the goals and objectives they relate to. Attendees were also asked to help identify the timing and potential partners to implement each strategy. An online survey of the proposed strategies was provided for those unable to attend the Open House to identify priorities and potential partners. Short (0 to 2 years) and medium (3 to 5 years) term were the most suggested implementation timelines.

**Key Themes**

Public comments provided suggestions for priorities and implementation of the strategies.

- Partner with local organizations to successfully implement the variety of strategies
- Provide opportunities for historic preservation education and training
- Celebrate existing and lost historic sites
- Work with all groups to include storytelling as part of implementation

# ADVISORY COMMITTEE MEETINGS

### Meeting #1: February 26, 2018

The City of Madison Historic Preservation Plan Advisory Committee held its first meeting on Monday, February 26, 2018 at Goodman Community Center. The HPPAC elected a Chair and Vice Chair and discussed procedures and the schedule of the committee. Staff and the consultants provided a presentation on the Plan process and the findings from the previous public meetings and draft community value statements.

### Meeting #2: April 11, 2018

The Historic Preservation Plan Advisory Committee held its second meeting at the John Wall Pavilion, Tenney Park, 402 N Thornton Avenue. The Advisory Committee learned about the purpose of City plans and the benefits of historic preservation. The Committee discussed how the Historic Preservation Plan can go beyond the typical plan to be uniquely Madison.

**Meeting #3: June 12, 2018**

The Historic Preservation Plan Advisory Committee held its third meeting in June at the City-County Building. The Advisory Committee learned about the community input received to date, existing efforts the City already undertakes relating to Historic Preservation, and provided feedback on the draft goals and objectives. The committee discussed the need for lost buildings of significance, as well as existing historic buildings, to be referenced. Another priority was to preserve community character and specific historic buildings. Stewardship of city-owned buildings and financing for preservation projects were suggested as critical issues for preservation to be successful.

**Meeting #4: June 27, 2018**

The Committee continued their discussion and review of the goals and objectives and started to identify priorities at the City-County Building. Discussions included the need to expand to landscapes and public spaces, not just preservation of buildings, and how the term sustainability can be integrated into the discussion.

**Meeting #5: October 10, 2018**

The Advisory Committee met at the City-County Building to discuss strategies related to the goals and objectives they previously endorsed. The draft list of strategies reflects those things the City is already doing, suggestions from public meetings, and ideas from staff and consultants. The Committee supported the overall intent of the strategies and discussed specific wording suggestions and potential partners.

**Meeting #6: December 12, 2018**

Advisory Committee members reviewed and ranked the draft strategies related to each goal and objective prior to the December 12th meeting. At the Madison Municipal building they discussed and prioritized the strategies.

**Meeting #7: July 10, 2019**

The Advisory Committee met at the City-County Building to hear the consultant's presentation of the draft Underrepresented Communities Historic Resources Survey Report and draft Strategy for Future Survey Work. The Committee discussed the methodology and findings of the Survey Report, and it was clarified that this would be a resource for the Historic Preservation Plan and other efforts, but would be a research document that builds on past survey work and could be expanded in the future. However, the Strategy for Future Survey work would be integrated into the Plan.

**Meeting #8: July 17, 2019**

The consultants presented drafts of Chapter 4 (Goals, Objectives, & Strategies) and Chapter 5 (Implementation) at a meeting in the City-County Building. The table in Chapter 5, proposed a timeframe, cost estimate, responsible party, and potential partners for each recommended strategy to facilitate implementation of the Plan's recommendations.

**Meeting #9: _____, 2019**

insert summary of additional meetings

# CHAPTER 3

# UNDERREPRESENTED COMMUNITIES SURVEY SUMMARY



As part of the Historic Preservation Plan, a Historic Resource Survey was performed. The purpose of the survey was not to write a definite history of the City of Madison, but rather to provide an overview of the history of the city with specific emphasis on six underrepresented communities: African American, First Nations, Hmong, Latino, LGBTQ, and Women. The survey was conducted over a period of a year, beginning in May 2018 and concluding in June 2019. It consisted of four major work tasks: 1) reconnaissance survey, 2) historical research, 3) evaluation of significant resources, and 4) survey report. The Underrepresented Communities Historic Resource Survey can be used in future planning decisions and to increase public awareness of the collective history of the community.

**Reconnaissance Survey**

During the reconnaissance survey, approximately 132 resources of historical interest were identified. For resources that were previously identified, information contained in the Wisconsin Historical Society's online Architecture and Historic Inventory (AHI) or the Wisconsin Historic Preservation Database (WHPD) was confirmed and corrected if needed, and field observations were recorded if any alterations, additions, or demolition work had been done to the structure since it was last surveyed. A new digital photograph of each property was taken and added to the AHI/WHPD. New historic context related to an underrepresented community was added if not previously known. During the survey approximately 74 previously identified resources were updated.
In addition to updating the previously identified resources, 58 new resources of interest to Madison's underrepresented communities were observed and documented. Information was noted, field observations were recorded, and a digital photograph of each resource was taken and uploaded into the AHI/WHPD.

**Historical Research**

Historical research was conducted throughout the course of the survey to provide historical context to evaluate resources. Of great importance were items located at the City of Madison Department of Planning & Community & Economic Development, including, but not limited to, their extensive collection of research on local history. Arguably the most extensive history of the City of Madison that is not focused on an underrepresented group is David Mollenhoff's *Madison: A History of the Formative Years* published in 1982 with a second edition completed in 2004, which covers the city's history from before its establishment to the early twentieth century. Secondary information was also found at the Wisconsin Historical Society Library and Archives and the City of Madison Assessor's Office, in newspapers and periodicals, and from personal interviews.

A wealth of information on the history of underrepresented groups exists outside of this Historic Preservation Plan and the survey report and address these subjects more comprehensively, including Muriel Simms' recently published *Settlin': Stories of Madison's Early African American Families* and Richard Harris' *Growing Up Black in South Madison*. Simms' book draws on interviews and recollections of the Black community's experience in Madison from the late nineteenth century to the present day, while Harris' work describes his experience of growing up in South Madison. Likewise, Barbara Robinson Shade's series of articles on Black history, published in the *Capital Times* during the Spring and Summer of 1979 and the bi-monthly newspaper *Capital City Hues* have provided lengthy articles on the history of underrepresented groups in Madison.

While there is no complete history of First Nation people in the Madison area, there are broader histories such as Patty Lowe's *Indian Nations of Wisconsin: Histories of Endurance and Renewal* and Robert Birmingham and Katherine Rankin's *Native American Mounds in Madison and Dane County* that address more general histories of native peoples and the effigy mounds found around the four lakes region of Madison.

Likewise, there is no complete source for the history of the Hmong in Madison. However, there are excellent histories of the people and their experience in the United States, including Khong Meng Her's *A History of Hmong Men: PEB LEEJ TXIV LUB NEEJ (Our Fathers' Lives)* and *The Hmong in Wisconsin – On the Road to Self-Sufficiency* published by Wisconsin Policy Research Institute, in addition to the work of the Minnesota Historical Society on the subject of Hmong history in the United States.

Latino history in Madison is a largely recent subject and many of the best sources are not specifically about the City of Madison. However, two prominent and useful histories of Latinos in Wisconsin are Maggie Ginsberg's article "Out of the Shadows" in *Madison Magazine* and Sergio M. Gonzalez's *Mexicans in Wisconsin*. Tess Arenas and Eloisa Gomez's book *Somos Latinas: Voices of Wisconsin Latina Activists*, while not a history, is an excellent work that deals with the Latina experience in Madison.

The work of R. Richard Wagner, including a *Timeline of Wisconsin LGBTQ History - A Sampling* and his recently released *We've Been Here All Along, Vol.1* is invaluable in recording the history of LGBTQ people in Madison. A series of selected oral history interviews narrated by Scott Seyforth for the University of Wisconsin-Madison *Campus Voice* is also a good source for local LGBTQ experiences.

The history of Madison Women can be found in sources such as Genevieve McBride's collection *Women's Wisconsin*, the chapter "Social Change and the American Woman, 1940-1970" in William Chafe's *A History of Our Time*, and the article "Married Women's Property Rights in Wisconsin, 1846-1872" included in the *Wisconsin Magazine of History* in the winter of 1994-1995 and written by Catherine B. Cleary.

**Evaluation of Significant Resources**

After the reconnaissance survey and historical research were completed, the data was analyzed to determine which resources were potentially eligible for designating as Landmarks or Historic Districts by the City of Madison and/or listing in the State and National Registers of Historic Places. City of Madison Landmark evaluation was performed according to the City of Madison's Historic Preservation Ordinance, Section 41.07 - Designating Landmarks, Subsection (2) Standards. State and National Register evaluations were performed according to the National Register's Criteria for Evaluation and Criteria Considerations which are used to assist local, state, and federal agencies in evaluating nominations to the State and National Registers of Historic Places. The eligibility of historic resources for the State and National Register was reviewed by the Wisconsin Historical Society.

The Wisconsin Historical Society's *Survey Manual* recommends surveys include properties that are more than forty years old, rather than fifty years old, so the report does not become quickly out of date. In addition, the histories of some of the underrepresented groups studied in Madison are rather recent. With this in mind, the evaluation of resources for designation as City of Madison Landmarks included significant people and places more than thirty years old, so the end result was inclusive and useful for decades to come. Evaluation for the State and National Registers of Historic Places was held to the standard fifty-year Criteria Consideration.

**Survey Report**

The survey report further describes the project and methodology. It gives a broad historical overview of the City of Madison and provides context on the histories of six underrepresented communities, including African American, First Nations, Hmong, Latino, LGBTQ, and Women. According to guidelines set forth in the Wisconsin Historical Society's *Survey Manual*, those histories are further arranged in a series of themes, including government, architecture, education, social and political movements, religion, arts and literature, commerce, planning and landscape architecture, recreation and entertainment, and notable people. Resources eligible for designating as Madison Landmarks or listing in the State and National Registers were evaluated based on their association with these themes.

The report is intended to be a work in progress, a living document, which can lead to future research and can be updated over time as new information is collected. Copies are kept at the City of Madison Department of Planning & Community & Economic Development and the Historic Preservation Division of the Wisconsin Historical Society.

The following is a summary of the histories of the six underrepresented communities featured in the report.

**African American Context**

While not as large as other northern industrial cities, Madison's African American community has left an indelible mark on the city's modern history. While there are some records of African Americans involved in the eighteenth century fur trade in Wisconsin, there is no evidence to suggest that any inhabited the area around what would become the City of Madison. However, some of the earliest inhabitants of Madison during the nineteenth century were African American.[1]

The first record of an African American in Madison dates from 1839, a few years after the settlement was established, when an unidentified Black woman served James Morrison, the owner of the American House Hotel, until 1845. Two years later, the census listed the first African American resident of Madison by name, Darky Butch. He lived alone with no obvious profession and was one of six African Americans identified in the city of 632 inhabitants. While the majority of African Americans in the nation before the Civil War were slaves in southern states, Black residents of Wisconsin and Madison were free. Following the Fugitive Slave Act of 1850, the underground railway brought African Americans to Wisconsin, an abolitionist state that resisted compliance with the federal law.[2]

An 1849 state referendum approved the suffrage of African American men. This result was largely ignored until 1866. The term "White" was removed from the state's constitution articles on suffrage later in the 1880s.

The population of African Americans in Wisconsin numbered only 200 in 1840 and grew to nearly 1,200 people by the 1860s. A number immigrated to Wisconsin from southern states after the Civil War, and a few settled in Madison, drawn to the opportunities in education and employment that the state capitol offered.[3]

African Americans living in Madison throughout the nineteenth century were not geographically concentrated in any distinct area of the city. In 1900, Madison's Black population was 69 people, divided into only 19 households. Most of them were transplanted from Milwaukee or migrated from southern states.

However, things changed in the early twentieth century, as this small group formed a distinct community centered around a couple of institutions: the St. Paul African Methodist Episcopal Church and the Douglass Beneficial Society, located on East Dayton Street not far from the Capitol Square and downtown Madison in a neighborhood often known as the Old Market. The non-extant church provided economic and social support to African Americans who moved to the growing city.[4] A few houses and other buildings, such as the Hill Grocery, the Weaver Grocery, and the homes of the Miller, Butts, Carmichael, Shepard, Bates, and Henderson families, were purchased and moved to locations in the Old Market neighborhood as the first African American community grew during the first two decades of the

twentieth century. In the 1910 census, Madison's African American population is listed as 143, 0.5% of the city's total and twice what it was ten years earlier. Nearly all lived along or near East Dayton Street.[5]

During the 1920s, African Americans moved outside of Old Market and settled in other neighborhoods such as the Greenbush and South Madison. While the population of Blacks in Madison during the 1920s and 1930s did grow, it did not match the national trends of interwar migration from the south, likely because Madison lacked the large-scale skilled manufacturing jobs and agricultural labor employment found in other northern cities.

During the depression years, the African American community suffered economically as unemployment levels rose to thirty percent, nearly twice that of the city as a whole, which accompanied raids and assaults, segregation in housing, and widespread prejudice and discrimination towards the community that numbered 348 people in 1930.[6]

According to the 1940 census, eighty percent of the Black population of the city lived in only three of Madison's twenty wards: the near east side along East Dayton Street, the Greenbush neighborhood, and further south along Park Street. Despite this segregation, Madison was reported to be the "congenial" city in the state for Blacks.[7]

Large-scale migration of African Americans to Wisconsin, and Madison specifically, really began after World War II. A further influx of Blacks to the city came from the military airfield at Truax on the east side of the city, which housed several African American servicemen, and students at the University of Wisconsin. Madison's African American community grew to 648 people by 1950.

The Civil Rights movement had begun in earnest during the mid-1950s. A 1954 State Commission on Human Rights and a 1959 NAACP publication on *Negro Housing in Madison* both pointed to existing discrimination, especially in housing. African Americans lived in 13 of the 21 wards in the city in the 1950s; however, 76% of Black households were limited to the 9th and 14th Wards that covered South Madison and the Greenbush neighborhoods. Exclusionary redlining based on race, ethnicity, religion, and class were common through the 1950s and did not completely or legally disappear until the 1970s.[8]

In response to national trends, the City of Madison created a Commission on Human Rights to improve race relations in 1954. There was a hope in Madison, within the city government and the African American community, that prejudice and inequality in employment and housing could be resolved locally through studies and public policy rather than protest and conflict.[9]

The Federal Housing Act of 1949 and the modified Housing Act of 1954 were intended to identify blighted areas for removal and redevelopment, usually near the core of large American cities. In 1958, the Madison Redevelopment Authority, using federal urban renewal funds, planned to clear a section of the Greenbush neighborhood known as the Triangle which was bounded by South Park Street, West Washington Avenue, and Regent Street. Residents were forced out and given sixty days to relocate. The two-year plan, begun in 1962, demolished much of the neighborhood and slowly replaced it with parks, office buildings, a hospital expansion, and, ironically, low-income housing. Notable black

businesses and institutions were forced to closed or relocate further south along Park Street. By 1960, Madison's African American population reached 1,489, about one percent of the city's total.[10]

In 1961, a group of NAACP protestors visited the state capitol in favor in civil rights for African Americans followed by a series of nonviolent sit-ins to force action on a legislation prohibiting housing discrimination. Two years later Madison's equal housing law was passed. The ordinance prohibited housing discrimination based on race and provided for open accommodations and fair employment. It was the first ordinance of its kind in the state and appeared to have immediate and lasting effects. It was followed by the creation of the Madison Equal Opportunities Commission in 1964. As a point of reference, the federal Civil Rights Act was passed in 1964.[11] The Wisconsin legislature approved of an open housing law in 1965, which was significantly strengthened a couple of years later. Likewise, Madison became the first city in the state to approve of its own nondiscriminatory housing ordinance in 1967, which expanded on the 1963 effort. In 1968, when the Urban League applied for an affiliate in Madison, funding was initially rejected by the United Way because "discrimination, as it exists in other communities, does not exist in Madison."

However, problems persisted, and, in 1969, when Black students at the University of Wisconsin organized a strike of classes to encourage the creation of education reform, a Black Studies Department, and more African American faculty, the demonstration grew to the point that the National Guard was called. After marches and demonstrations that included thousands of students, most of their demands were met. Following these experiences, the African American community became increasingly organized and involved in the political and cultural life of Madison. The 1970s and 1980s saw many firsts for African Americans in the City of Madison, including the first Black police officer, first Black woman television anchor, first Black principal.

Following the development of Park Street south and the beginnings of the Beltline Highway in 1950 and the urban renewal of the Greenbush neighborhood in the early 1960s, many of African Americans moved to the South Madison neighborhoods, which became the center of the African American community, featuring institutions, businesses, and gathering places. In 1970, Madison's African American community grew to 2,607, or about one and one-half percent of the city.[12]

During the twenty-first century, the concentration of the African American community in South Madison has dispersed as many have moved to other neighborhoods on the west and east sides of the city. This has perhaps been encouraged by the influx of recent immigrant groups, such as Latinos and Hmong, who have also occupied South Madison. However, many of the African American community's institutions, physical, social, and cultural, persist in the area. In 2010, the African American population of Madison reached 16,507 people or approximately 7% of the city's total.[13]

**First Nations Context**

Wisconsin contains the most Native American nations of any state east of the Mississippi River with twelve tribes total. Among these, three language families are represented including Algonquian

(Menominee, Ojibwe, Potawatomi, Munsee), Siouan (Ho-Chunk), and Iroquoian (Oneida). All of these tribes are represented in the City of Madison.

Archeological evidence suggests that native peoples arrived in southern Wisconsin roughly 10,000 years ago. The early Paleo-Indian stages developed into the Archaic stage from 8,000 to 2,000 years ago, when the area around the four lakes became a popular location for settlement. The Woodland Tradition that followed saw the development of advanced tools, farming, permanent settlements and building, pottery, and the construction of burial mounds.[14]

Approximately 1,000 years ago, this culture began building complex effigy mounds. These large earthen mounds took on abstract geometric shapes and more common shapes that represent animals. Likely the expression of their religious beliefs, the effigy mounds vary considerably and cover several phases of development in the wider region. Most effigy mounds are located at high points adjacent to deep water, spanning the distance that covers the three distinct realms of the Woodland culture universe: the lower world, middle world, and the upper world. Certain animals are symbolically associated with this tripartite division. As many as 4,000 such mounds have existed in Wisconsin, with 1,500 of them located in the four lakes area. The Ho-Chunk tribe asserts that they are the direct descendants of the Woodland society native to Wisconsin that built the mounds, and the four lakes area around Madison is a former cultural center of their historical society.

The Woodland culture was replaced by the Mississippian Tradition of approximately 1,000 years ago. There is evidence of extensive conflict as arrowhead technology and palisaded settlements developed rapidly. It is likely that distinct tribes and intensive agriculture also developed during this period. Eventually, the two cultures combined in what is known as the Oneota people, who, at the time of European contact in the seventeenth and eighteenth centuries, are described similarly to the Ho-Chunk tribe.

Partly due to European settlement and conflict, new tribes moved into Wisconsin from the east. This pressure brought conflict and disease, and the Oneota population declined considerably. The Ho-Chunk tribe, who occupied western and south-central Wisconsin including what is now Madison, recovered as the center of a regional trade network in the late eighteenth century.[15] The Ho-Chunk, initially known as the Winnebago, a name given to them by the Potawatomi tribe and Europeans, refer to themselves as Hoocaak, which means “sacred voice.”[16]

By the early nineteenth century, the Ho-Chunk tribe’s population had reached nearly 3,000, and they occupied much of southern and western Wisconsin. Following a series of treaties, before, during, and after the Blackhawk War, the Ho-Chunk, led by chiefs White Crow and Whirling Thunder, were required to relocate west of the Mississippi River beginning in 1832. When Madison and Dane County were established as part of the Wisconsin territory in 1836, there were Ho-Chunk settlements around the four lakes. The federal government attempted to remove them several times throughout the nineteenth century unsuccessfully. Many were forcibly moved in 1865 to a reservation established in what is now Nebraska. Others simply ignored the treaties and stayed or returned to Wisconsin as refugees. The Ho-Chunk are presently divided into two federally recognized tribal groups: The Ho-Chunk Nation of Wisconsin and the Winnebago Tribe of Nebraska.[17]

Ho-Chunk people were routinely mentioned by some of the first White inhabitants of Madison from the mid-nineteenth century on. Though they were certainly present, their story was not well documented.

A policy of assimilation was adopted by the federal government in the late nineteenth century. The General Allotment Act (Dawes Act) of 1887 changed the ownership of tribal lands to individual owners of 80-acre parcels, selling many to White settlers in an attempt to expose native people to their culture. Schools were introduced with the explicit purpose of removing the cultural traditions of Native Americans.[18]

A few Ho-Chunk returned to the City of Madison for work or an education, but inevitably remained tied to their homes further north and west in the state in places such as Black River Falls, Tomah, Wittenberg, and Nekoosa. Several Ho-Chunk camps persisted in and around Madison in the late nineteenth and early twentieth century. Settlement camps existed at the present University Bay, University of Wisconsin Arboretum, Vilas Park, Tenney Park, and Cherokee Marsh among others. However, little evidence of these settlements remains.[19]

The early twentieth century witnessed the development of interest in Native American peoples on an academic and cultural level. Working on behalf of the Wisconsin Archeological Society and the State Historical Society, archeologist, professor, and museum director Charles E. Brown led efforts to identify, map, and protect effigy mound sites in Madison and the rest of the state and educate the public as to their importance. He worked to interact with native peoples and the local Ho-Chunk in Madison specifically. As many as 80% of the mounds have been destroyed during the last 200 years by agricultural practices and urban expansion. In 1966, the National Historic Preservation Act was enacted at the federal level, and this was followed locally by the establishment of the Madison Landmarks Commission in 1970. During the following two decades, most of the remaining local effigy mounds were identified and protected. Effigy Mounds and mound groups can be found in Madison and the surrounding area in Burrows Park, Elm Side Park, Hudson Park, the Edna Taylor Conservancy, the Mendota State Hospital grounds, Cherokee Park, Vilas Circle Park, Vilas Park, Forest Hill Cemetery, Edgewood College Campus, Observatory Hill, Picnic Point, the Arboretum, Spring Harbor school grounds, Governor Nelson State Park, Yahara Heights County Park, Indian Mound Park, Goodland County Park, and Siggelkow Park.[20] In 1985, a Wisconsin state law was passed that prohibits the disturbance of burial sites.[21]

The Society of American Indians met at the University of Wisconsin in 1914 for their fourth annual conference after being encouraged by professor Charles E. Brown. The first recognized native rights organization composed of native Americans, the society lobbied for equal rights during the first half of the twentieth century, often in terms of legal assimilation rather than sovereignty. In 1934, the effects of the General Allotment Act (Dawes Act) were reversed with the passage of the federal Indian Reorganization Act, which encouraged tribes to form tribal governments and provide political bodies to govern themselves. Critics of the act were successful in passing a resolution in 1953 that created the goal of terminating Indian reservations and relocating their inhabitants to urban areas equipped with housing assistance and job training programs. Many Native Americans in Wisconsin took this opportunity, some of whom ended up in Madison; however, it effectively destroyed fifty tribes, including the Menominee, who underwent termination.[22]

The 1960s and 1970s experienced an increase in Native American activism and an interest in cultural preservation that accompanied a national trend in favor of civil rights.[23] In 1975, documents were signed that restored tribal status to the Menominee in the Determination of Rights and Unity for

Menominee Shareholders which defined all tribes' legal status in Wisconsin and affirmed their traditional treaty rights to a degree of sovereignty.

This tribal self-determination was bolstered by the introduction of gambling. In 1987, Wisconsin passed a referendum that approved of the creation of a state lottery and gave tribes the right to establish casinos on their land. Many tribes such as the Ojibwe, Mohican, and Potawatomi subsequently opened casinos. The Ho-Chunk tribe has developed six casinos in Wisconsin, including Ho-Chunk Gaming–Madison, established in 1999 on the far southeast side of the city.[24] Gambling has proven to be very lucrative, providing economic benefits to tribal members, increasing economic strength and political and legal influence, and contributing to the overall welfare of and reinvestment in the tribe. Casinos have also become one of the most visible forms of the modern Native American community in Madison and throughout the state.[25]

Presently, the Ho-Chunk tribe numbers approximately 8,000 people, half of whom live in the state, and owns 4,602 acres scattered across the state. Recent census data indicates that besides Ho-Chunk there are several other prominent tribes presently represented in Madison including Cherokee, Chippewa, Choctaw, Creek, Ojibwe, Dakota, Navajo, Menominee, Iroquois, Blackfeet, Apache, and South, and Central American Indians. The Ho-Chunk tribe is the largest locally, with 295 registered members of the tribe living in Dane County, of which approximately half live in the City of Madison. There are also nearly 700 Native American students at the University of Wisconsin. Native Americans make up approximately 1% of the total population of Madison and the surrounding region. They have not, during the city's history, lived in specific neighborhoods or areas in dense homogenous communities. Instead, native people have lived throughout the city and the surrounding communities in a dispersed fashion. Recent significant work of the Madison Community Foundation Grant and the Teejop Community History Project have supported interviews, museums, signage, businesses, and sites that record the history of native peoples.

**Hmong Context**

Hmong people in Madison share a cultural heritage that has been traced to the first century in the hilly region that is now southern China.[26] In the eighteenth and nineteenth centuries, the Hmong people, fleeing conflict and oppression in China, migrated south to Laos, northern Vietnam, and Thailand.[27] Hmong people in Madison commonly identify modern-day Laos as their ancestral home.[28]

In the twentieth century, Western Christian denominations proselytizing in Laos developed relationships in the region. Some Hmong communities cultivated a particularly close relationship with missionaries from the Christian and Missionary Alliance (CMA) Church, and missionaries cooperated to build church buildings and at least one school. CMA missionaries also helped develop the written Hmong language in the 1950s from a language that was previously only spoken.[29]

In the 1960s, the American military recruited men of ethnic minorities in Laos, including Hmong, to join in battles against communist rule in the region. Between 30,000 and 40,000 Hmong soldiers and civilians were killed in battles and assaults that continued until 1973.[30] To comply with the 1973 Paris Peace Accords, the United States military withdrew from the Laotian Civil War, also called the Secret War, which coincided with the more widely known Vietnam War. In the wake of the war, the

communist Pathet Lao regime took control in the region and launched a campaign to capture or kill Hmong people who fought with American troops. While many Hmong men stayed in Laos to fight for their own land, most Hmong people, led by General Vang Pao, fled Laos to neighboring Thailand where they were concentrated in refugee camps.

Beginning in 1975, the United States honored the Hmong people's war-time alliance by adopting policies that offered the opportunity to immigrate to the United States. American policies regarding resettlement of Hmong immigrants were designed to favor settlement in locations that offered high potential for successful adjustment to a new and different culture. Although Wisconsin was not initially designated as a receiving state for Hmong immigrants, a relatively small number arrived in the state in 1975 and 1976 and settled in cities other than Madison.

In anticipation of the potential need for resettlement of more Hmong refugees in Wisconsin, the Division of Emergency Government created a new Resettlement Assistance Office to anticipate the aid they may need.[31] By 1979, the federal settlement strategy had resulted in significant concentrations of Hmong people in nine states, including 2,000 to 2,500 who had settled in Wisconsin. Around 500 of those had settled in the Madison area, most of them in the Bayview Apartments (later Bayview Town Houses) and Wexford Ridge Apartments.[32]

Under federal policy changes in 1979, Wisconsin was added as a major receiving state for Hmong refugees.[33] State agencies and relief workers affiliated with Christian religious denominations began preparing for a dramatic increase in immigrant refugees.[34] Leaving Laos, and then Thailand, to move to the United States was a harrowing and deeply emotional journey for many Hmong people.[35] They would travel a great physical distance, but also a staggering cultural distance to settle in Wisconsin.[36] It was expected that the new residents would need support in making the transition. At a national conference of Lutheran denominations at the St. Benedict Center in Middleton (now Holy Wisdom Monastery) in 1978, the chairman of the International Rescue Committee asked attendees to respond to the expected urgent needs of refugees in the wake of fighting in Vietnam and Laos.[37] At a similar conference one year later at the same venue, state representatives and officials involved in resettlement planning outlined policies that the state was implementing in preparation for a wave of new residents settling in Wisconsin.[38]

The first dramatic increase in Hmong immigration happened during a three-year period from 1979 through 1981 when an estimated 43,000 Hmong people resettled in the U.S.[39] That wave, plus secondary migration to Wisconsin from other states, brought about 10,300 Hmong people to the state.[40] It is unclear how many settled in Madison during that period. A second wave of Hmong immigration to the U.S. happened from 1988 through 1990. This period brought more Hmong people to Madison. By 1988, 660 lived in Madison, and by 1990 there were 750.[41]

Faith-based humanitarian service organizations and government agencies played significant roles in the resettlement of new Hmong residents in Madison. Catholic Social Service, Lutheran Social Services, and Dane County Department of Social Services were among the earliest agencies to offer resettlement services to Hmong immigrants, hiring Hmong staff to bridge the cultural gap as early as 1979. In 1980, Madison Metropolitan School District officials noticed an increase in students using their Hmong bilingual program[42] and appropriated funding to hire their first Hmong-language teacher.[43] Community Centers welcomed Hmong residents and offered assistance with overcoming common difficulties of resettlement: housing, transportation, health care, income, and opportunities to practice cultural traditions.[44]

Having been displaced from their cultural homeland, it was important for new Hmong residents in Madison to maintain connections to their cultural heritage through traditional practices, foods, arts, and language. Hmong people collaborated with public museums, schools, libraries, and community centers to share their traditional arts and crafts.[45] They showcased Hmong food, art, and cultural traditions at neighborhood festivals and street fairs in the 1980s and 1990s.

The late 1980s and early 1990s was a period when new Hmong residents demonstrated their resilience in overcoming the dramatic cultural differences. A Hmong public school counselor characterized the trend as "learning to live in two cultures and succeed in both."[46] Education had become an important force in the development of the Hmong community.[47] Hmong women were enrolling in colleges and universities and obtaining advanced degrees.[48] The first Hmong Madisonian to win public office was elected to the school board in 2001, a "breakthrough step for the Hmong community."

As the number Hmong resident increased, so did manifestations of their cultural traditions. Horticulture is an important component of Hmong culture in Laos. Hmong immigrants brought cultural food traditions to Madison and converted their gardening proficiency to economic value. Many Hmong families who settled in Madison took advantage of public garden plots after 1985 when the Community Action Commission established a program to allow gardening on designated areas of public land.[49] Some Hmong families bought land in rural Dane County to grow produce to sell at the Dane County Farmer's Market, sometimes renting land to other gardeners.[50] By the early twenty-first century, Hmong farmers were a significant component of the market.[51]

Submitting to western medical practices was particularly challenging for Hmong people accustomed to treating illness with traditional herbal remedies and shaman healers. Hmong immigrants who studied western medicine became translators for Hmong people who needed medical attention in Madison. In the early twenty-first century, small Hmong-run businesses emerged to offer medical care to an increasing number of elderly Hmong residents. There was also a unique need for culturally relevant care for Hmong immigrants suffering from mental health issues related to traumatic evacuation from a violent homeland. Leaders in Madison's Hmong community emerged who established places and practices to address these needs.

Traditional Hmong culture includes complex funerary rituals that take place over several days. Hmong residents of Madison have mostly held funeral rituals in private homes. A few professional funeral homes have made regular accommodations for the ceremonies, but the desire for a venue to consistently accommodate traditional Hmong funeral ceremonies has not been realized.[52] A section of Forest Hill cemetery has been designated for permanent interment of deceased Hmong residents, where relatives continue to carry out traditions to honor their ancestors.[53]

Traditional Hmong culture includes an annual harvest celebration around the end of November when Hmong people celebrate the end of a growing season and look forward to the beginning of another.[54] For Hmong people in Madison, as in many other American cities, the Hmong New Year celebration has evolved into a community-wide event to share and celebrate Hmong cultural traditions and history. Activities associated with some of the early Hmong New Year celebrations have been held at various

public places in Madison including Reindahl Park, Brittingham Park, and West High School.[55] In the twenty-first century, the event has been held in Exhibition Hall at Alliant Energy Center.

Hmong people have traditionally had animistic spiritual beliefs.[56] In the twentieth century, many Hmong people adopted Christian religious practices in response to relationships with Western missionaries.[57] Hmong converts to Christianity established congregations in Madison, often meeting in existing church buildings. About one-third of Hmong people in the United States practice Christianity, though the proportion is higher in some states. Hmong Christians belong to many denominations, but the largest number are members of the Christian Missionary Alliance Church.[58]

Immigration of Hmong families to Wisconsin continued through the 1990s and into the twenty-first century. In 2000, Madison was home to 1,842 Hmong residents (of 2,235 in Dane County). In 2004, Thailand closed a large temporary shelter with about 15,000 remaining Hmong refugees.[59] This brought another wave of Hmong immigrants to Madison. By 2010, 2,637 Hmong residents had settled in Madison (of 4,016 in Dane County).[60] A large proportion of new Hmong residents during these decades settled in the long-established Hmong community at Bayview Town Houses.

**Latino Context**

The term Latino is a broad one, encompassing people belonging to multiple cultures, nations, and races across multiple continents. However, in the United States, the term has come to refer to those whose ancestry originates in the Spanish-speaking parts of the western hemisphere. Latino's diversity includes significant populations of people from backgrounds such as Mexican, Puerto Rican, Cuban, Columbian, and many more. Latinos have lived in and migrated to the United States for centuries. In terms of numbers, the Latino population of Madison has grown exponentially in the last three decades making them one of the largest groups in the city.[61]

Many, though not all, Latinos have come to the Madison area as a result of migration for employment and opportunities for their families. Some of the earliest known Latinos in the State of Wisconsin came to the area to take part in the fur trade. Some stayed and supported the American Revolution in the late eighteenth century, taking part in a raid on the British fort at Prairie Du Chien on behalf of the Spanish government. Some Mexicans immigrated to the state in the late nineteenth century, and the construction and maintenance of railroads continued to draw Mexicans in particular to the area. The first Spanish-speaking communities in Wisconsin appeared in the 1910s in Milwaukee, establishing institutions and religious organizations. Farm labor and manufacturing industries brought migrants from Mexico during the following decades. These migrants typically returned to Mexico, though some settled in the state, often in rural communities, continuing to work on dairy and vegetable farms. However, many of these migrants came into conflict with striking workers and were deported in the 1930s during the depression years.[62]

The labor shortages of World War II and the following economic boom brought Mexican migrant workers back to Wisconsin. The federal Bracero Treaty of 1943 allowed for the temporary employment of migrants, mostly from Latin American countries. The program continued until 1964, and many of the migrants eventually brought their families and settled in Wisconsin. By 1950, census records indicate

approximately 1,000 Latinos living in the entire state; however, this is misleading since seasonal and temporary workers were not counted. Wisconsin, though it had plenty of jobs during the period, was not a favorable place for migrant Mexicans in particular, and Mexico sanctioned the entire state as a warning to its citizens that Wisconsin had poor working conditions and hostile relations.[63]

Unlike Milwaukee and the small cities of southeast Wisconsin, the Mexican community was very small in Madison during the 1960s. Many of the arrivals to the city were college students with the exception of small Cuban and Puerto Rican communities. In addition to students, migrant farm workers of Mexican origin became common during this period in the rural areas around Madison. These workers organized the National Farm Workers Association and the Obreros Unidos as a part of a national movement of mostly Latino farm workers. They petitioned and marched to hold the food industry accountable for better working conditions for migrants. In 1966, a number of farm workers marched from Wautoma to Madison over five days in support of their goals.[64]

The diversity of Latinos is often overlooked. While many of the immigrants to Madison of Spanish-speaking origin are Mexican, other groups have also had an impact on the city's history. These communities often have different stories to tell. The first known groups of Puerto Ricans came to Wisconsin in the 1940s, often in a migratory pattern intending to return to their home. However, many stayed and settled, usually in the larger cities of Milwaukee and Madison. During the post-war era, Puerto Ricans were often employed in unionized industrial jobs and integrated more seamlessly into the community. Cubans came to the area in the wake of the Cuban Revolution in 1959 and settled in Madison. This first wave of refugees was often well-educated and professional and fit in easily while maintaining their Cuban identity. A subsequent wave of Cuban refugees was expelled in the early 1980s. However, coming from lower socioeconomic standing, they had a more difficult time settling in and finding employment and services.[65]

The Latino population of Madison began to grow in the early 1970s, though only slowly at first. More Mexicans began to settle out of migrant agriculture and find homes in the city. Many were American born and of Mexican descent, often referred to as Chicanos. Some became students at the University of Wisconsin and formed organizations like La Academia de la Raza and Movimiento Estudiantil Chicanx de Aztlán (MEChA). These student organizations took part in protests in support of civil rights causes carried over from the experiences of many groups during the 1960s. The University of Wisconsin-Madison eventually developed a new Chicano and Latino Studies Department, coursework, and newsletters addressing issued faced by the Latino community. A lack of bilingual education in Madison schools appeared to significantly dampen outcomes for Latino students, and the community applied pressure to encourage bilingual staff throughout the 1970s and into the 1980s.[66]

By the 1980s, a host of organizations existed to serve the growing Latino community. Organization de Hispano-Americanos, funded by the federal government, was one of the first agencies in the city to provide English language programming and aid through local community colleges. The United Migrant Opportunity Services (UMOS) worked with immigrants and migrants to provide financial assistance and guidance.[67] Catholic churches such as the Holy Redeemer Catholic Church and St. Joseph Catholic Church held services in Spanish. Originally opened in 1983 with funding provided by the United Way of Dane County, Centro Hispano was established to serve incoming Cuban refugees and has since provided

services to all Latinos in the city. A series of Supermercados appeared across the city catering to the culinary needs of Latino groups. Many of these resources have existed on the south and east sides of Madison, especially at the periphery, nearest to where Latinos settled.[68]

Legal immigration from Mexico and other Latin American countries has become, by many accounts, nearly impossible since the 1960s if one does not belong to the high end of the socio-economic spectrum. Many Latino immigrants have arrived in the United States undocumented. The total present number is estimated at about 11 million, half of whom arrived from Mexico. For many of these immigrants, coming to Madison for better opportunities for themselves and their families has not been easy, especially with the constant threat of deportation and having to exist in a semi-invisible legal state. During the 1980s and 1990s, approximately 63,000 Latinos lived in Wisconsin, 65% of which were Mexican. Indeed, Mexicans are certainly the largest nationality among Latinos, and their population and culture can often seem dominant.[69]

Among the 15,948 Latinos currently living in Madison, nearly 7% of the total population, 10,558 are identified as Mexican, 1,165 are Puerto Rican, 299 are Cuban, and there are significant number of Dominicans, Guatemalans, Hondurans, Nicaraguans, Salvadorans, Argentineans, Chileans, Colombians, Ecuadorians, Peruvians, and Venezuelans. Presently, Latinos are the second largest and the fastest growing ethnic minority population in the state and in Madison, growing nearly 50% since 2000. Over 20% of the student body in Madison schools identify as Latino.[70] Latinos are not limited geographically to a specific part of Madison, but instead live in every neighborhood. However, many of the recent immigrants of the Latino community have settled along the periphery of the city on the south and east sides of the city.[71]

**LGBTQ Context**

There is no doubt that queer people have lived in Madison since the city's formative years.[72] Few, if any, of those early Madison residents lived in open recognition of their relationships or their identity. Doing so meant facing substantial social and economic risks. As early as 1836, when the laws of the Wisconsin Territory were inherited from the Michigan Territory from which it was cleaved, any person in Wisconsin could be arrested, fined, or imprisoned for engaging in or being suspected of engaging in in "unnatural"[73] sex acts, even in the privacy of their own homes.[74] These state statutes were known as sodomy laws because they specifically targeted only sex acts defined as sodomy.

The legal jeopardy faced by sexually active queer people intensified in the 1920s. The Supreme Court of Wisconsin, in a 1926 case, upheld a conviction of a couple caught in an act of sodomy after the warrantless entrance of their home by police.[75] In a 1928 case, the court affirmed a conviction for sodomy based on uncorroborated testimony of a sexual partner. This unequal treatment under the law forced LGBTQ people to choose between living in open recognition of their identity and living with full access to the law, economy, and society. During this period, most LGBTQ people chose to conceal their true identities from employers, schools, religious communities, business associates, friends, and, in many cases, families in order to avoid social marginalization or a debilitating criminal record that often

allowed public scrutiny of their lives against their will. The statutes were silent on similar non-procreative sex acts involving females until 1955 when they, too, were explicitly outlawed.[76]

In the 1940s police in Madison were enforcing the state's sodomy laws by arresting men suspected of engaging in sexual activity with other men. In the fall of 1944, police in Madison arrested a ring of gay men on morals charges.[77] In the summer of 1948, Madison and University of Wisconsin police raided a home after questioning a 19-year-old man who produced an invitation to a party at that address. Police arrested the two residents on morals charges under Wisconsin's sodomy law.[78] Follow-up investigations resulted in charges against twelve other men.[79] Private gatherings at houses such as this were a common method of socializing, networking, and organizing in the LGBTQ community at a time.[80]

Wartime and sexology research in the late 1940s combined to raise academic and popular interest in sexual minorities. Historians credit the social upheaval of World War II with making LGBTQ people more visible to each other and other Americans. Then in 1948, just three years after the end of the war, Alfred Kinsey and his team of sex researchers at Indiana University published the first of two reports on their ground-breaking studies of human sexuality. The 1948 report on male sexual behavior (a similar report on female sexual behavior was published in 1953) suggested that homosexuality is within the range of normal human sexual behavior and, thus, not a pathology or a deviation.[81] Initially, Kinsey's research was controversial among the psychiatry profession, and homosexuality continued to be widely defined as a mental disorder.

In 1947, the state legislature enacted a Psychopathic Offender Law that permitted the institutionalization for treatment of any sexual psychopath, whether or not the person had committed a crime. It was replaced a few years later by the Sexual Deviate Act that focused on punishing acts of sodomy, but more overtly defined perpetrators as sexually deviant. Characterizations of LGBTQ people as deviant and psychopathic were generally supported by the psychiatric profession who largely embraced theories of pathology and emotional immaturity to explain homosexuality.[82] These theories presumed that homosexuality could be cured through psychotherapy or behavioral treatments. Homosexuality was included in the first edition of the Diagnostic and Statistical Manual of Mental Disorders (DSM) in 1953.

The 1950s saw the emergence of a period of progress toward LGBTQ civil rights known as the Homophile Movement, when awareness of LGBTQ people and the injustice they faced continued to grow. The Wisconsin State Journal ran a regular column by Dr. George W. Crane from 1941 to 1955. Crane consistently employed the theory of emotional immaturity when answering questions from readers about homosexual issues, asserting to Madison readers that homosexuals could be re-educated.[83] The Journal began running a similar advice column by Ann Landers in 1958. Landers' advice about homosexuality acknowledged disagreements among psychologists, sociologists, and criminologists, but stopped short of siding with professionals who argued that homosexuality is within the bounds of normal. Homosexuality was removed from the DSM in 1973, when a majority of the psychiatric profession tilted against the theory embraced by Crane.

Wisconsin's sodomy laws continued to affect the lives of queer people in the 1960s and policing on gay matters was still occurring. Gay people were not safe even on the Madison campus of the University of

Wisconsin. In 1962, the university's Dean of Men felt that graduating gay men would reflect poorly on the school. He employed the resources of the university's Police Department to identify and question male students suspected of being gay. Many gay students were expelled, threatened with expulsion, or withdrew voluntarily during a period labelled the Gay Purge.[84]

Perhaps encouraged by civil rights activism organized by groups in other American cities, LGBTQ people in Madison asserted rights that had long been denied them. Simply being who they were in public was one of those rights. Some bars and cafes offered tolerance and discretion, particularly to gay men, but did not advertise it lest they attract unwanted attention from police or homophobic customers.[85] Travel guides, such as the Lavender Baedeker and International Guild Guide, relied on advice from their readers about bars and restaurants where gay travelers might be welcome and listed several Madison bars in the early and mid-1960s.[86]

The Stonewall uprising in New York City in late June of 1969 sparked a nationwide wave of organization and activism known as the Gay Liberation Movement that continued into the 1970s and 1980s.[87] Within a few months of Stonewall, organization of Madison's LGBTQ community shifted from informal gatherings in private homes to formalized organizations and public advocacy for equal rights. The Madison Alliance for Homosexual Equality (MAHE), founded in October 1969, was the first group to organize and publicly advocate for LGBTQ civil rights in Wisconsin.[88] Besides the palpable need for legal reforms, there was a pent-up need in the early 1970s for organization, information sharing, community building, and socializing without the risks of harassment. Crossroads of Madison established the Madison Gay Center in 1973, the first gay community center in Wisconsin.[89]

On the political front, several LGBTQ candidates entered public service in the 1970s. LGBTQ groups in Madison gained legal ground in 1975 when the Common Council adopted amendments to the city's 1963 Equal Opportunities Ordinance that added sexual orientation to the classes of people against whom discrimination was prohibited. It was the first such municipal ordinance in Wisconsin and one of the earliest in the nation.[90] In February 1982, Governor Dreyfus signed the "Wisconsin Gay Rights Bill" Chapter 112 of Wisconsin Law, prohibiting discrimination in employment, housing, and public accommodations on the basis of sexual orientation, becoming the first state in the country to enact such a law.[91]

By the 1980s, the Gay Liberation Movement in Madison had made significant progress in establishing places to support LGBTQ community and culture and increase the visibility of LGBTQ people. Visibility, it was argued, would help counteract negative portrayals and perceptions of queer people. Coming out would help break down stereotypes, challenge prejudice and discrimination, and normalize queerness. At a time when the AIDS crisis was forcing visibility on the LGBTQ community by striking gay men disproportionately, positive visibility meant increased empathy for and attention to the crisis from the public, government agencies, and medical profession.

The 1990s had a decentralizing effect on Madison's LGBTQ community, as the community was enjoying wider tolerance and integration than in previous decades. In the early twenty-first century, LGBTQ people have made significant progress toward visibility and acceptance in the broader Madison community. LGBTQ people routinely run for and are elected to local public office. The annual LGBTQ

Pride parade has continued to attract large crowds of queer people and friends. OutReach LGBTQ Community Center has become the leading organization supporting and connecting LGBTQ people in the community. LGBTQ bars and dance clubs have continued to come and go and are advertised widely without ambiguity. Madison's public school district has invited gender and sexuality alliance groups into the schools. Many teams, clubs, and groups continue to serve the wide range of interests of the LGBTQ community at all age, income, and ability levels.

**Women Context**

Women have been in the four-lakes region since Paleo-Indian cultures first settled here thousands of years ago.[92] Archaeological records suggest that women in southern Wisconsin were miners, traders, farmers, civic leaders, and partners in domestic routines.[93] During Wisconsin's territorial era from 1787 to 1848, women arrived with the migration of European fur traders and settlers moving west of the Great Lakes.[94] Though women often shared the physical burdens of frontier settlement, they were outnumbered by men and did not have the same rights as men under the law or under traditional cultural gender roles.[95]

Drafting of Wisconsin's constitution was done without input from Wisconsin women.[96] Provisions granting women legal right to their own personal property and wages earned were discussed and eventually excluded from the constitution when it passed in 1848. Married women had no legal right to their property, custody of their children, protection from spousal abuse, and women did not have the right to vote to change these laws.[97] Two years later, in 1850, the Wisconsin legislature passed a constitutional amendment granting women legal possession of their own property.[98] However, the provision was severely curtailed by subsequent court rulings that narrowly interpreted it.[99]

Women gained limited access to education in the 1840s and 1850s. The earliest schools to which women were admitted were privately run and only admitted women. While girls were allowed to attend the earliest public primary schools, college education was largely unavailable to women. The University of Wisconsin first admitted women in 1860, to a ten-week course in the Normal Department.[100]

Women also began to organize and advocate for equal rights and protections under law. Groups coalesced to focus primarily on temperance and suffrage.[101] The temperance movement in Wisconsin sought policy changes that would limit the consumption of alcohol and in turn reduce instances of violence against women that often resulted from excessive alcohol use. Wisconsin already had a law, passed in 1859, prohibiting alcohol consumption on Sundays, but it was seldomly enforced in Madison. In the early 1870s, temperance groups lobbied for new legislation and new local ordinances to limit alcohol consumption, but the city's large and influential German population lobbied against their efforts and prevailed.[102] By the end of 1873, thirty cities in Wisconsin, including Madison, had organized temperance campaigns.[103]

The Wisconsin Women's Suffrage Association was founded in 1869 in Milwaukee, boosted by a visit to Madison by leaders of the young national movement who addressed a session of the state legislature.[104]

After more than a decade of organizing women state-wide, the group persuaded the state legislature to pass legislation in 1885 allowing women to vote on school matters.[105] The provision suffered setbacks in Wisconsin courts, but it was an important step in a long struggle for equality for Wisconsin women that would last well into the twentieth century.

In the later years of the Progressive Era, Wisconsin women finally won major victories for which they had been fighting for decades. Their advocacy for the prohibition of alcohol culminated in the adoption of the eighteenth amendment to the United States Constitution in 1919 which prohibited the manufacture, sale, and transportation of intoxicating liquors. In 1920, after more than a half-century of activism, suffragists won nationwide voting rights for women in the form of the nineteenth amendment. Wisconsin was the first state to ratify it.[106] In 1921, Wisconsin also became the first state to adopt an equal rights law which granted women "the same rights and privileges under the law as men in the exercise of suffrage, freedom of contract, choice of residence for voting purposes, jury service, holding office, holding and conveying property, care and custody of children, and in all other respects."[107]

In the wake of these advancements, women rushed into the job market in the 1920s when new labor laws requiring a minimum wage for women and limiting the number of hours they could be required to work made it attractive for them to enter the workforce. Many women who had filled job vacancies left by men during World War I stayed in the job market after the war was over. In 1920, more than 32% of Madison women over the age of sixteen worked outside the home.[108] However, many working women in Madison lost jobs during the Great Depression. Work programs coordinated by the federal government and state work-relief agencies primarily targeted men.[109] In the early years of the Depression, a debate raged in Madison over whether married women who worked were taking jobs from men who were expected to provide for families. The debate was stoked by a 1931 proposal by a state legislator to terminate married women employed by state agencies, hundreds of whom lived in Madison.[110] The debate continued through the remainder of the Great Depression, and, in 1939, a member of the Dane County Board of Supervisors sought a similar measure for women employees of the county.[111] The Madison Board of Education also had a policy in the late 1930s of refusing to renew contracts of married women teachers who did not have tenure.[112] The Wisconsin Attorney General's office determined the policy to be unconstitutional in 1939.[113] Wisconsin Governor Julius Heil revived the policy again in 1940, but this time faced public ridicule in *The Capital Times* for suggesting it.[114] Despite the sentiment against the practice, the Madison Board of Education continued its policy until 1942.[115]

World War II brought more women out of traditional domestic roles and into the workplace than ever before.[116] However, as the war came to an end, working women were widely expected to step aside and let returning veterans, predominantly men, return to the work force.[117] Initially, the number of employed women declined nationwide, but employment figures show a sharp increase in the number of women working after 1947.[118] By 1950, the percentage of employed women had returned to wartime peaks, and there were numerous clubs, seminars, and conferences in Madison aimed at helping women prepare for and succeed in professional careers.[119]

The emergence of the second wave of feminism in the 1960s coincided with the American civil rights and anti-war movements.[120] Several things coalesced into a renewal of the women's movement: a

pervasive phenomenon of fatigue in the lives of American women was identified in several books, the birth control pill was approved for use by the Food and Drug Administration in 1960, and Civil Rights Act which prohibited discrimination based on sex was adopted in 1964.

Astute political leaders who saw the emerging cultural shift convened panels to identify and advise them on how to address the issues of inequity. President John F. Kennedy created a Commission on the Status of Women in 1961 which influenced Wisconsin Governor John Reynolds to establish a state-level Commission on the Status of Women in 1964. The state commission coordinated conferences in Madison and other Wisconsin cities, lobbied state legislators to correct inequities in state laws, and compiled lists of women qualified for appointed seats on state boards and commissions.[121]

The National Organization for Women (NOW) was co-founded in 1966 by Betty Friedan and 49 others, including Madison educator and activist Dr. Kathryn F. Clarenbach who was installed as its first chairperson.[122] NOW struck a nerve with American women and quickly became the leading women's rights organization in the country. Less than a year after the organization was founded, membership had reached about 900. Wisconsin, along with California and New York, was one of the organization's early centers of gravity in 1967 when the Madison chapter was officially formed.[123]

The University of Wisconsin's institutional response to the women's liberation movement was initially peripheral. For example, in 1970, a University of Wisconsin Extension specialist in women's education developed a four-session course on the movement itself.[124] University regents made it a system-wide policy in 1974 that all University of Wisconsin institutions initiate a Women's Studies program.[125] The following year, University of Wisconsin-Madison hired the first director of the Women's Studies program.[126] In 1981, the campus established a graduate program in women's history.[127]

By the late 1970s, the movement had become multifaceted and complicated to address an increasing number of special-interest issues.[128] In 1979, Governor Lee Dreyfus disbanded the state's 30-member Commission on the Status of Women and replaced it with a single staff person, accusing the Commission of not representing the breadth of women's ideas in the state.[129] In response, leaders established a framework for a new state-wide coalition of women's organizations.[130] The Wisconsin Women's Network (WWN) could prioritize issues, bring together a group of member organizations willing to act on the issue, and, from that group, build a task force to confront the unique aspects of the issue.[131] Older organizations promoting equality and rights for women enjoyed new relevance, and new organizations emerged to focus on specific issues. By 1981, WWN had 58 member organizations and task forces on issues such as domestic abuse, Wisconsin's marital property laws,[132] the criminal justice system,[133] health and social services, media, reproductive rights, and child care.

NOW was still the dominant organization for women's rights and equality. It was characterized as the nation's largest and richest feminist organization, with 950 chapters, 220,000 members, and an annual budget of $13 million. NOW led the effort to persuade states to ratify the Equal Rights Amendment (ERA) to the U.S. Constitution in both 1972 and 1982. The Madison chapter followed suit, often holding monthly meetings to stage consciousness-raising and recruitment events and lobby for progressive legislation. Wisconsin promptly ratified the amendment in 1972. However, several states have yet to do so, keeping the amendment in limbo for the last 47 years. NOW and other women's organizations in

Madison continued to draw attention in the 1980s to sexist public policies, pay equity for women, gender equity in the workplace, and to defending women's right to abortion against growing attempts by states to limit it.

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CHAPTER 4

# GOALS, OBJECTIVES, & STRATEGIES

The Goals and Strategies for preservation reflect a strong intent to showcase Madison's unique identity, promote and educate the public on the values of historic preservation, and guide policy and preservation through an inclusive process. Based on the Community Value Statements established at the beginning of the planning process, Goals are the overarching statement of intent, Objectives are more specific intent statements expanding upon the overall goal, and Strategies are the actions to implement the objectives. All statements have been evaluated and revised through a series of public input, Historic Preservation Plan Advisory Committee, and City staff review meetings. Combined together, the goals, objectives, and strategies will guide preservation-based decisions for the City of Madison.

## GOAL 1: Promote historic preservation in Madison.

Madison is rich in historical buildings, sites, and character. Promoting the values and benefits of historic preservation is vital to telling the story of Madison's past while encouraging the continued protection of buildings and places that are part of the cultural history. The City already has a variety of strategies that promote historic preservation, including walking tour brochures and landmark plaques, but a wider audience can be reached with additional tools and events. Engaging the public can be done through a variety of ways from online resources and media to interactive activities and tours.

**OBJECTIVE 1a Promote cultural tourism and civic pride by sharing Madison's unique culture and character.**

**STRATEGIES**

i. **Place plaques at existing buildings and sites, lost buildings, and cultural places to identify significant historical events and locations.**

Buildings and places should emphasize the actions and events associated with underrepresented groups including Native Americans, Latinos, African Americans, Hmong, LGBTQ, and women.

ii. **Locate storytelling plaques at cultural and historical buildings and at historical sites throughout the city.**
Signage can assist in the promotion and understanding of Madison's unique culture and character. The buildings and sites can be identified on walking tour maps, social media, and online resources.

iii. **Develop tourism marketing and branding materials that highlight historic attractions in the city.**
Use smart technology, alternative transportation tours (vans, bike, boats, etc.), and public ceremonies to showcase existing and new landmark designations and the ongoing importance of historic preservation. Marketing strategies should be in a variety of forms – maps, graphic information fliers, online resources – and in different languages.

## OBJECTIVE 1b Celebrate social history along with buildings, places, and cultural landscapes.

### STRATEGIES

i. **Create story sharing events, local and city-wide, that allow people to learn about Madison's social history.**
Details of historic buildings, places, and cultural landscapes can be the focus of the events. A variety of events and media should be utilized to reach a broad audience including: neighborhood story sharing nights, radio talk shows, podcasts, and online videos. Events should be broadcast in different languages.

ii. **Sponsor a Historic Preservation booth at local events with brochures, educational graphics, and resources.**
City staff, neighborhood ambassadors, and volunteers can explain the unique aspects of features representing Madison's diverse history and the benefits of preserving them.

## OBJECTIVE 1c Share stories of places that have been lost while also looking forward.

### STRATEGIES

i. **Create an exhibit of lost buildings and significant structures that can be shared at different locations across the city and online.**
Signage can be located on sites where a building or landmark was lost, with a link to more online information about the property and other historic topics. The exhibit can be a traveling resource or located in a place that experiences significant public viewing opportunities.

ii. **Produce historic preservation social media sites.**

Sites can provide easily accessible online resources where people can post or share historic items. Materials and photos may not be verified for accuracy, but will provide an outlet for people to share and view historic preservation photos, artifacts, and stories.

iii. **Create story sharing events about buildings and landmarks that have been lost.**
A variety of events and media should be utilized to reach a broad audience including: neighborhood story sharing nights, radio talk shows, podcasts, and online videos. Events should be broadcast in different languages.

**OBJECTIVE 1d Promote best practices in historic preservation within City-owned buildings and places.**

**STRATEGIES**

i. **Coordinate an urban design program to visually promote City-owned historic buildings and historic districts.**
The program could include online resources about buildings and districts, walking tour brochures, street signs that identify historic districts, or signage on or in city-owned historic buildings. Unique logos or colors could be used signify the historic amenities.

ii. **Publish a list of City-owned historic buildings and provide public access.**
Allow the public to experience and learn about the physical improvements and preservation of historic public buildings and places. Public access could be made available during public or private events, during regular public hours, or by appointment.

# **GOAL 2:** Preserve places that represent architecture, events, and people important to Madison's history.

Diverse people, architecture, and activities all contribute to the culture and character of cities. Madison's unique identity and history includes significant buildings, places, events, and diversity of people. Buildings and places associated with historical events should be preserved and utilized to illustrate the stories and impact on the city's development. Proposed strategies build on the City's existing historic preservation ordinance and programs to strengthen the protection of Madison's history.

**Objective 2a. Represent the history of Madison's diversity.**

**STRATEGIES**

i. **Determine which types of resources/building types/groups are underrepresented in the current historic resources inventory.**
Use the results of the Underrepresented Communities Historic Resource Survey Report and this plan to inform prioritization for preservation programs and historic designation for missing properties and places.

ii. **Create story sharing activities, local and city-wide, that highlight Madison's past and current diversity.**
Cross-cultural roundtable discussions could explore the city's diverse architecture, places of significant events, and variety of people and cultures. Emphasis should be on underrepresented groups including Native Americans, Latinos, African Americans, Hmong, LGBTQ, and women. Events should be shared in different languages and at varied locations across the city.

## Objective 2b. Ensure good stewardship of historic buildings, districts, and places.

**STRATEGIES**

i. **Adopt a City policy regarding the use of historic preservation easements on landmark-eligible properties the City sells to ensure the properties are protected.**
Evaluate what building features could be unique elements to restore or protect. Work with the Landmarks Commission to determine if the property should have an easement applied. Although the City sometimes does this now, the process could be clarified and formalized.

ii. **Provide "do-it-yourself" training workshops about historic preservation techniques.**
Workshops should assist current and future property owners understand the unique aspects of historic buildings. Specific topics could include unique materials, windows, roofing, flooring, etc. Explore teaming with local builders, architects, contractors, and building supply stores to develop and advertise the events.

iii. **Consider a city-wide building protection policy for historic buildings that are adjacent to construction projects.**
Focus should be on movement and vibrations occurring from adjacent construction projects that could negatively impact the historic building or structure.

## Objective 2c. Protect historic buildings that are deteriorated or threatened by demolition.

**STRATEGIES**

i. **Require demolition permit documentation to be strengthened and expanded.**

Define specific documentation/photograph requirements for buildings to be demolished. Review criteria and evaluation for demolition requests for historic buildings, including whether the request is the result of demolition by neglect.

ii. **Develop a "Top 10 Historic Buildings to Preserve" exhibit or program.**
Use the program to identify buildings that are vacant or neglected and could be a candid to preserve. The exhibit can be a traveling resource or located in a place that provides significant public viewing opportunities.

iii. **Work with professional organizations to create a Disaster Response Plan and Assistance Program for historic resources.**
Emphasis should be on pre-disaster mitigation, prevention, and relief to assist property owners. Coordinate with American Institute of Architects (AIA Wisconsin) to recruit historic preservation professionals to assist pre and post-disaster planning. Allow fast-track design review and grant application review for property owners who create and implement a plan.

# **GOAL 3:** Promote historic preservation as part of economic development.

The rehabilitation of historic buildings has a significant economic impact on neighborhoods and cities. Increased property values, construction jobs, and catalytic investment are a few examples of how historic preservation can create value. Historic neighborhoods have proven to retain property values and can serve as retail and social gathering places. Building reuse can provide an affordable alternative to new construction for both residential and commercial uses, making it a sustainable and attractive option for property owners and investors. Existing financing tools, grants, and tax credits are supplemented with proposed strategies to expand the opportunity to make historic preservation even more advantageous.

## Objective 3a. Promote sustainable economic growth by integrating reuse, preservation, and new development,

**STRATEGIES**

i. **Develop a database of properties that are eligible for historic tax credits.**
Use the database to inform property owners and developers of the opportunity to preserve and reuse identified buildings. Include the database as part of online resources that are easily updated and visible to the public.

ii. **Encourage adaptive reuse as an affordable housing option.**

Reuse of buildings into residential properties is usually less expensive than new construction and can reduce vacancies, provide affordable ownership and rental options, and can spur additional rehabilitation in neighborhoods.

iii. **Identify and publicly list vacant lots permitted for development within historic districts.**
Document the permitted uses consistent with Downtown Plan, neighborhood plans, and where historic preservation could benefit the neighborhood or district.

iv. **Promote and document how good design is good for business development and retention.**
Highlight design strategies for new construction and the rehabilitation of existing buildings that have added economic, social, and environmental value to neighborhoods and the city.

### Objective 3b. Identify incentives and financial resources and allocate funding for historic preservation projects.

**STRATEGIES**

i. **Identify and provide grants for condition assessments, historic structures reports, and other professional historic preservation services for historic properties.**
Utilize the grants to promote preservation of buildings and places. Additional funding sources may lead to more buildings being preserved and reused, and more catalytic investment in neighborhoods.

ii. **Dedicate demolition permit fees to help fund programs related to historic preservation.**
Work with the City to establish a process for allocating all or specific demolition fees to historic preservation planning efforts, building rehab, City purchase of historic buildings or places, or ongoing maintenance of City-owned historic buildings.

iii. **Develop a revolving loan program that can be used for private rehabilitation and property acquisition for historic preservation projects.**
Utilize the loan program to promote historic preservation. Additional funding sources may lead to more buildings being preserved and reused, and more catalytic investment in neighborhoods..

iv. **List local, state, and federal funding sources on the City's Historic Preservation website.**
Provide links to historic preservation resources, studies, and organizations that may have additional funding ideas.

### Objective 3c. Measure neighborhood and community benefits from historic preservation.

**STRATEGIES**

i. **Prepare an annual impact study of historic property investments in the City.**
Utilize the study to showcase the benefits of preservation including property values and non-financial benefits to the neighborhood and City. The document should include the impacts of the State and Federal Historic Tax Credit such as benefit to adjacent properties, jobs generated, sale price comparisons, and days on market.

ii. **Establish a database that documents the base assessments of historic preservation properties and projects.**
Having a base assessment will allow the City to track changes in value.

# **GOAL 4:** Coordinate municipal policies to protect historic resources

Clear and consistent policies will make it easier to encourage preservation of Madison's historic buildings and places. Many municipal policies and processes can be confusing to the general public and property owners, therefore the policies and processes should be reviewed to ensure a clear and transparent historic preservation procedure. Easily accessible policies and online information can add to the success of existing City ordinances, regulations, and codes.

### Objective 4a. Coordinate efforts and regulations among City plans, policies, ordinances, and departments.

**STRATEGIES**

i. **Coordinate historic preservation recommendations and policies among departments and agencies.**
Create a matrix listing City historic preservation regulations, design guidelines, and other rules or standards that may impact historic preservation projects, along with designated departments or special processes. Post the matrix on the City's Historic Preservation website so it is easily accessible.

ii. **Develop a document that outlines the development proposal review process and criteria for historic properties to educate staff, departments, committees, and the public.**
Clear procedures will provide staff efficiency and inform property owners and commissions on the approval standards are for each step of the process.

### Objective 4b. Facilitate and coordinate preservation efforts with other governmental and community entities.

**STRATEGIES**

i. **Collaborate with other historic preservation commissions, historical societies, tribal groups, and related groups to explore and promote historic preservation.**
Outline common interests, mutual benefits, value of historic sites, and share historical data and research. Coordinate with Ho-Chunk tribal government and other agencies who promote preservation.

ii. **Encourage building rehabilitation programs that focus on historic properties.**
Work with groups, such as Habitat for Humanity, who are working in the neighborhoods and could integrate historic properties into their existing programs or develop new programs. Programs could provide incentives for preservation.

iii. **Collaborate with MATC and technical universities to develop trades and skills necessary for historic preservation.**
Classes could be integrated into existing degrees or new certifications. Expanding the number of people who understand the unique skills and techniques of historic preservation is necessary as current contractors may near retirement.

## Objective 4c. Integrate historic preservation and environmental sustainability policies.

**STRATEGIES**

i. **Include building reuse as a sustainable strategy in City plans and policies.**
The "greenest" building is the one already built and City policies should generally prioritize reuse over demolition. Encourage salvage and reuse of materials from buildings being demolished. Work with local recycling and salvage companies to create incentives and learn how reuse policies can be integrated into City redevelopment procedures.

ii. **Allow a streamlined process for using sustainable strategies on historic buildings.**
Approved sustainable strategies should make historic buildings more efficient, without loss of historic character. Provide examples and best practices of how sustainable strategies can be incorporated into historic preservation projects.

## Objective 4d. Provide clear and predictable City processes.

**STRATEGIES**

i. **Provide an online outline of the process and all pertinent information required for historic preservation applications.**
Evaluate if a pre-application step would be helpful in understanding necessary steps and fees. Include links to resources and other City requirements as appropriate to provide a transparent and clear process.

ii. **Allow an expedited/simplified review process for tax credit projects.**

Develop incentives that allow projects to be streamlined if following all the required historic preservation regulations.

iii. **Prepare illustrated design guidelines for buildings within historic districts, including those outside period of significance.**
The revised Historic Preservation Ordinance will include requirements for local historic districts. It will also include guidelines with additional direction on meeting the requirements. Providing illustrated examples will help to further clarify and communicate the intent of the ordinance.

### Objective 4e. Enforce and enhance existing preservation programs.

**STRATEGIES**

i. **Consider properties with existing National Register of Historic Places designation for local designation.**
Provide property owners an explanation of potential benefits of local designation and the process and expectations for approval. Coordinate the designation process with the Landmarks Commission.

ii. **Review the boundaries of existing historic districts related to coterminous or overlapping National Register of Historic Places districts.**
There should be consistency between local and national district boundaries. Map and explain the differences and steps required to provide consistency.

iii. **Develop a training program for historic preservation staff and commission members that reviews the purpose, procedures, and regulations of preservation projects.**
Include an overview of a recent project to explain the steps followed and lessons learned. The program should include enforcement training for City inspectors.

iv. **Review and simplify historic preservation applications and forms.**
Updates should be based on input from property owners, developers, and staff. Simplification could be based on conflicting requests, complexity of the forms, or confusing wording.

v. **Update the Historic Preservation Plan every 10 years.**
The City's Comprehensive Plan is updated every ten years. Following each update, this plan should be updated to ensure that it remains current and effective in implementing the City's historic preservation program.

**ORDINANCE REVISIONS**

The City is in the process of a comprehensive update of its Historic Preservation Ordinance. Madison's five local historic districts currently each have their own ordinance requirements for additions, alterations, and new construction. Some of these ordinances are over 40 years old, and have not been modified since they were created.

The Common Council created a committee of five alders- the Landmarks Ordinance Review Committee (LORC)- charged with revising the ordinance. Goals of the ordinance revision include: internal consistency, clarity, and alignment with current preservation practices. The Committee completed the ordinance update, except for the portion including the historic districts, in 2015. The Committee is now focusing on the districts portion of the ordinance. This process analyzed the historic resources in each district, examined successes and challenges, evaluated current ordinances, and proposed a new ordinance framework. This process is expected to be completed in 2019.

# **GOAL 5:** Engage the community in determining ongoing historic preservation priorities.

Collaboration and open engagement with the public will inform preservation priorities and can expand the amount of participants. The planning effort should provide a variety of engagement opportunities and scales across the city, from neighborhood chats to city-wide preservation exhibits and online postings. Building on the Library's Living History Program, the following strategies provide an inclusive approach to gathering feedback and increasing awareness of historic preservation in Madison.

### Objective 5a. Solicit ideas and stories about historic preservation from the public through a variety of methods and techniques.

**STRATEGIES**

i. **Utilize a variety of tools, both digital and in-person, to gather and post information about Madison's history, diversity, and culture.**
Work at different scales to gather input including neighborhood chats, public workshops, city-wide exhibits, youth participation, and tourist engagement. Incorporate findings into social media, websites, radio shows, tours, and local curriculum so the conversation continues. Present in different languages.

ii. **Integrate art into the story telling aspect of historic preservation.**
Work with local artists to develop mobile public art projects that solicit ideas from adults and youth throughout the city. Coordinate a way to showcase the findings, both online and at local events.

iii. **Sponsor a historic preservation booth at local events with brochures, educational graphics, and resources.**
City staff, neighborhood ambassadors, and volunteers can explain the benefits of preservation and gather input about priorities, concerns, and personal experiences.

### Objective 5b. Ensure an actively inclusive engagement process.

**STRATEGIES**

i. **Reach out to local underrepresented groups to gather additional information about buildings, places, or events that should be part of Madison's story.**
Identify resources that can help to explain the history and cultural significance of underrepresented groups – Native Americans, African Americans, Latinos, Hmong, LGBTQ, and women. Include underrepresented members on review committees and outreach programs.

ii. **Expand the neighborhood/trusted advocate ambassadors program to include historic preservation.**
Work with current ambassadors and identify new ambassadors who can reach out to local neighborhood groups, attend neighborhood events, and create opportunities for engagement. The program should provide ambassadors with materials that explain the benefits and value of historic preservation, along with a couple successful local projects.

iii. **Utilize social media to announce events and engage the public on historic preservation practices, events, policies, and projects.**
Integrate project photos and people interacting in historic places to show active engagement of preservation in Madison. Post in different languages and engage groups active in historic preservation to share posts and announcements.

# **GOAL 6:** Educate the public about Madison's history and the value and benefits of historic preservation.

Sharing the stories of Madison's history and explaining the value and benefits of historic preservation can foster better understanding and support for preservation programs. Interactive online tools, curriculum engagement, and resources for property owners are a few ways people can learn about the general benefits to detailed buildings techniques. Education should be geared towards all ages and all aspects of development, from property owners to project reviewers. Building on the variety of existing tours and recognition programs, a more robust website, expanded media resources, and additional training opportunities can enhance the knowledge and demand for historic preservation.

### Objective 6a. Educate visitors and residents of all ages about Madison's history.

**STRATEGIES**

i. **Create interactive websites, online articles, exhibits, and tours on the benefits of preservation.**

Develop digital and hardcopy resources with historic data, facts, and local success stories that can be circulated with tourism materials, local school programs, and at major public venues throughout the City. Include materials in different languages.

ii. **Digitize and create a website for the City's historical collection, including local historic district and landmark applications and National Register of Historic Places nominations.**
This will make readily available information related to the city's historic resources.

iii. **Encourage the development of radio talk shows, podcasts, video, and other mediums that highlight stories about historic preservation.**
Inform and educate in different languages on a variety of topics to a broad audience.

iv. **Coordinate with local schools to integrate historical activities into the curriculum at different age groups.**
Provide opportunities to site visits to a variety of historic preservation projects to show the different scales of projects, and have a list of guest speakers who can present at school events or in specific classes.

v. **Provide a mechanism to amend or update existing landmark nominations and designations.**
Updates can reflect recent events or historical changes affecting the property's historical significance since the original nomination.

vi. **Develop and maintain an easy-to-find online instructional form for historic preservation actions and procedures.**
A clear and transparent process can reduce the number of calls to the planning department and encourage more participation in historic preservation projects.

### Objective 6b. Support the public and property owners by informing them about historic preservation benefits, techniques, efforts, and requirements.

**STRATEGIES**

i. **Develop a property owner handbook that highlights restoration strategies, materials, techniques, and regulations.**
Conduct outreach meetings to explain historic preservation techniques to property owners, provide hands-out tutorials, and post the handbook and tutorials online as possible.

ii. **Create a technical page on the Historic Preservation website that has links to local and national historic preservation resources.**
Information posted should include funding, new technologies or materials, historic properties, historic preservation architects, contractors, and consultants, etc.

iii. **Develop a training course for real estate and insurance professionals that highlights the city procedures and process for historic preservation projects.**
Coordinate between City staff, commissions, and local developers to develop a program that addresses the procedures, lessons learned, and best practices.

### Objective 6c. Recognize and publicize successful preservation projects.

**STRATEGIES**

i. **Establish events to showcase historic preservation.**
Examples could include "Rehabarama," to highlight historic preservation investment in low to moderate income neighborhoods; quarterly Tour of Homes highlighting preservation and rehabilitation projects; and an Annual State of Historic Preservation address during National Historic Preservation Month in May.

ii. **Develop an awards program that honors property owners for careful stewardship of historic properties and local historic preservation projects.**
The program can include a variety of projects scales from small retail adaptive reuse projects to large reuse projects. The program could be integrated with existing awards or a separate event and recognition.

### Objective 6d. Share stories of historic and community places that have been lost or are under-recognized.

**STRATEGIES**

i. **Create an online catalog and map of historic sites and buildings.**
Utilize the catalog to showcase the amount and different types of historic projects throughout the city. Include both existing sites and buildings that have been lost.

ii. **Produce historic preservation social media sites.**
Develop sites where people can post photos and facts about lost buildings, or places people may not be familiar with, that were part of a significant historical event.

# CHAPTER 5

# IMPLEMENTATION



City coordination and community partnerships are vital to the successful implementation of the Plan Goals, Objectives, and Strategies. Recommendations cover a broad range of topics from promotion and education, to policies and economic development, and address buildings, public spaces, and people. Timing and partners identified in the Implementation Chart were influenced by public input from individuals and local historic preservation groups. Many of the recommendations will benefit a variety of stakeholders throughout the City and celebrate the diversity of Madison's cultural and historic character.

Ongoing Historic Preservation efforts and programs as outlined in Appendix B should be continued, and can be enhanced by the recommended strategies. Staffing and funding, for existing and proposed efforts, are critical implementation components that need to be prioritized and evaluated along with other City projects and programs.

The City of Madison has adopted numerous neighborhood plans, special area plans, and other plans. Many of these plans, such as the Downtown Plan, contain specific recommendations pertaining to historic preservation. The Historic Preservation Plan does not displace those plans and is intended to serve as a framework to provide current context to their recommendations. The focus of the implementation strategies in this plan is on new or previously undefined initiatives to address gaps or opportunities identified during the planning process.

Staff should provide an annual progress report summarizing the status of strategies, impacts of implemented actions, and identify key next steps for the following year. Staff will work with the Landmarks Committee to ensure continued progress is made with approval on next steps by the City Council based on available resources.

## PRIORITY STRATEGIES

The new implementation strategies are described in Chapter 4 and included in the Implementation Chart on the following pages. There are numerous strategies and the Implementation Chart considers potential resources and suggests a timeline for each. However, resources aside, the Advisory Committee identified the highest priority strategies to achieve each of the six goals. Below is a summary of the Advisory Committee's priority strategies:

insert summary as identified by the HPPAC

# FUTURE SURVEY STRATEGY

One of the elements of the Historic Preservation Plan was to develop a strategy for future survey work. This strategy is included in Appendix A.

# IMPLEMENTATION CHART

Public input, along with committee and staff reviews, helped to establish priorities for each of the recommended strategies. Strategies may require additional funding and resources, therefore partners will be necessary to support the successful implementation of proposed recommendations. The charts on the following pages shall serve as a guideline for the timeframe, cost estimate, and potential partners to implement the Historic Preservation Plan.

**Timeframe**
The timeframe identifies when the actions should be initiated, completion will vary depending on available staffing, budget, and other ongoing City programs and projects.

**Cost Estimate**
The cost estimate provides an "order of magnitude" cost relative to the other strategies. It includes both hard and soft costs, such as staff time.

**Potential Partners**
Potential partners is a suggested list of groups, agencies, and associations who could collaborate to make the implementation a success. This is an initial list and may include other groups.

| GOAL 1 - PROMOTE HISTORIC PRESERVATION IN MADISON | | | | |
|---|---|---|---|---|
| **OBJECTIVE** | **RECOMMENDED STRATEGY** | **TIMEFRAME** | **COST ESTIMATE** | **POTENTIAL PARTNERS** |
| Objective 1a. Promote cultural tourism and civic pride by sharing Madison's unique culture and character | Place plaques at existing buildings and sites, lost buildings, and cultural places to identify significant historical events and locations. | Medium Term (3 to 5 years) | **$$** | Centro Hispano of Dane County, Dane County Historical Society, Hmong Madison, Ho Chunk Nation, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center, Wisconsin Historical Society |
| | Locate storytelling plaques at cultural and historical buildings and at historical sites throughout the city. | Medium Term (3 to 5 years) | **$$** | Downtown Madison Inc, Capitol Neighborhoods Inc, Historic Madison Inc, Madison Trust for HP |
| | Develop tourism marketing and branding materials that highlight historic attractions in the city. | Medium Term (3 to 5 years) | **$$** | Chamber of Commerce, Capitol Neighborhoods Inc, Dane County Historical Society, Destination Madison, Downtown Madison Inc, Historic Madison Inc, Madison Trust for HP, local tour companies, public TV |
| Objective 1b. Celebrate social history along with buildings, places, and cultural landscapes | Create story sharing events, local and city-wide, that allow people to learn about Madison's social history. | Short Term (0 to 2 years) | **$** | Centro Hispano of Dane County, Historic Madison Inc, Hmong Madison, Ho Chunk Nation, Madison Public Library, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center, UW Madison and student organizations |
| | Sponsor a Historic Preservation booth at local events with brochures, educational graphics, and resources. | Medium Term (3 to 5 years) | **$$** | Historic Madison Inc, Madison Trust for HP |
| Objective 1c. Share stories of places that have been lost while also looking forward | Create an exhibit of lost buildings and significant structures that can be shared at different locations across the city and online. | Long Term (5+ years) | **$$$** | Historic Madison Inc, Madison Public Library, Madison Trust for HP, UW Madison |
| | Produce historic preservation social media sites. | Short Term (0 to 2 years) | **$** | Centro Hispano of Dane County, Historic Madison Inc, Hmong Madison, Ho Chunk Nation, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center, Wisconsin Historical Society, local neighborhood associations |
| | Create story sharing events about buildings and landmarks that have been lost. | Medium Term (3 to 5 years) | **$** | Historic Madison Inc, Madison Public Library, Madison Trust for HP |
| Objective 1d. Promote best practices in historic preservation within City-owned buildings and places | Coordinate an urban design program to visually promote City-owned historic buildings and historic districts. | Medium Term (3 to 5 years) | **$$$$** | Neighborhood Associations |
| | Publish a list of City-owned historic buildings and provide public access. | Short Term (0 to 2 years) | **$$** | Madison Public Library |

**GOAL 2 - PRESERVE PLACES THAT REPRESENT ARCHITECTURE, EVENTS, AND PEOPLE IMPORTANT TO MADISON'S HISTORY**

| OBJECTIVE | RECOMMENDED STRATEGY | TIMEFRAME | COST ESTIMATE | POTENTIAL PARTNERS |
|---|---|---|---|---|
| Objective 2a. Represent the history of Madison's diversity | Determine which types of resources/building types/groups are underrepresented in the current historic resources inventory. | Medium Term (3 to 5 years) | $$ | Centro Hispano of Dane County, Hmong Madison, Ho Chunk Nation, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center, Wisconsin Historical Society |
| | Create story sharing activities, local and city-wide, that highlight Madison's past and current diversity. | Medium Term (3 to 5 years) | $ | Centro Hispano of Dane County, Historic Madison Inc, Hmong Madison, Ho Chunk Nation, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center, Wisconsin Historical Society, local neighborhood associations |
| Objective 2b. Ensure good stewardship of historic buildings, districts, and places | Adopt a City policy regarding the use of historic preservation easements on landmark-eligible properties the City sells to ensure the properties are protected. | Long Term (5+ years) | $$ | Historic Madison Inc, Madison Trust for HP |
| | Provide "do-it-yourself" training workshops about historic preservation techniques. | Medium Term (3 to 5 years) | $$ | Historic Madison Inc, Madison Trust for HP, Madison College, building trades |
| | Consider a city-wide building protection policy for historic buildings that are adjacent to | Short Term (0 to 2 years) | $ | Historic Madison Inc, Madison Trust for HP, local developers |
| Objective 2c. Protect historic buildings that are deteriorated or threatened by demolition | Require demolition permit documentation to be strengthened and expanded. | Short Term (0 to 2 years) | $ | Historic Madison Inc, Madison Trust for HP |
| | Develop a "Top 10 Historic Buildings to Preserve" exhibit or program. | Medium Term (3 to 5 years) | $$ | Historic Madison Inc, Madison Trust for HP |
| | Work with professional organizations to create a Disaster Response Plan and Assistance Program for historic resources. | Medium Term (3 to 5 years) | $$ | American Institute of Architects, Historic Preservation Institute at UW-Milwaukee, UW-Milwaukee School of Architecture & Urban Planning |

| GOAL 3 - PROMOTE HISTORIC PRESERVATION AS PART OF ECONOMIC DEVELOPMENT | | | | |
|---|---|---|---|---|
| **OBJECTIVE** | **RECOMMENDED STRATEGY** | **TIMEFRAME** | **COST ESTIMATE** | **POTENTIAL PARTNERS** |
| Objective 3a. Promote sustainable economic growth by integrating reuse, preservation, and new development | Develop a database of properties that are eligible for historic tax credits. | Short Term (0 to 2 years) | $$ | Historic Madison Inc, Madison Trust for HP |
| | Encourage adaptive reuse as an affordable housing option. | Medium Term (3 to 5 years) | $$$$ | Community Development Authority, Habitat for Humanity, Madison Development Corporation, local developers |
| | Identify and publicly list vacant lots permitted for development within historic districts. | Short Term (0 to 2 years) | $$ | Historic Madison Inc, Madison Trust for HP, local real estate organizations |
| | Promote and document how good design is good for business development and retention. | Medium Term (3 to 5 years) | $$ | Downtown Madison Inc, Chamber of Commerce, National Trust for Historic Preservation |
| Objective 3b. Identify incentives and financial resources and allocate funding for historic preservation projects | Identify and provide grants for condition assessments, historic structures reports, and other professional historic preservation services for historic properties. | Long Term (5+ years) | $$ | Historic Madison Inc, Madison Trust for HP, National Trust for Historic Preservation |
| | Dedicate demolition permit fees to help fund programs related to historic preservation. | Medium Term (3 to 5 years) | $ | Community Development Authority, Madison Development Corporation |
| | Develop a revolving loan program that can be used for private rehabilitation and property acquisition for historic preservation projects. | Long Term (5+ years) | $$ | Local foundations and lending institutions |
| | List local, state, and federal funding sources on the City's Historic Preservation website. | Short Term (0 to 2 years) | $ | Historic Madison Inc, Madison Trust for HP, National Trust for Historic Preservation, Wisconsin Historical Society |
| Objective 3c. Measure neighborhood and community benefits from historic preservation | Prepare an annual impact study of historic property investments in the City. | Medium Term (3 to 5 years) | $$$ | Historic Madison Inc, Madison Trust for HP, National Trust for Historic Preservation, Realtors Association, Wisconsin Historical Society, local lending institutions |
| | Establish a database that documents the base assessments of historic preservation properties and projects. | Medium Term (3 to 5 years) | $$ | Realtors Association, Madison Trust for HP, Wisconsin Historical Society |

| GOAL 4 - COORDINATE MUNICIPAL POLICIES TO PROTECT HISTORIC RESOURCES | | | | |
|---|---|---|---|---|
| **OBJECTIVE** | **RECOMMENDED STRATEGY** | **TIMEFRAME** | **COST ESTIMATE** | **POTENTIAL PARTNERS** |
| Objective 4a. Coordinate efforts and regulations among City plans, policies, ordinances, and departments | Coordinate historic preservation recommendations and policies among departments and agencies. | Short Term (0 to 2 years) | $ | City departments |
| | Develop a document that outlines the development proposal review process and criteria for historic properties to educate staff, departments, committees and the public. | Short Term (0 to 2 years) | $ | City departments |
| Objective 4b. Facilitate and coordinate preservation efforts with other governmental and community entities | Collaborate with other historic preservation commissions, historical societies, tribal groups, and related groups to explore and promote historic preservation. | Medium Term (3 to 5 years) | $ | Dane County Historical Society, Historic Madison Inc, Ho Chunk Nation, Madison Trust for HP, Wisconsin Historical Society, local neighborhood associations |
| | Encourage building rehabilitation programs that focus on historic properties. | Medium Term (3 to 5 years) | $ | American Institute of Architects, Habitat for Humanity, Madison College, Madison Trust for HP, Realtors Association |
| | Collaborate with MATC and technical universities to develop trades and skills necessary for historic preservation. | Medium Term (3 to 5 years) | $ | American Institute of Architects, Madison College, Realtors Association, building trades |
| Objective 4c. Integrate historic preservation and environmental sustainability policies | Include building reuse as a sustainable strategy in City plans and policies. | Short Term (0 to 2 years) | $ | Habitat for Humanity, Project Home, Sustain Dane, architectural salvage companies |
| | Allow a streamlined process for using sustainable strategies on historic buildings. | Short Term (0 to 2 years) | $ | City departments |
| Objective 4d. Provide clear and predictable City processes | Provide an online outline of the process and all pertinent information required for historic preservation applications. | Short Term (0 to 2 years) | $ | City departments |
| | Allow an expedited/simplified review process for tax credit projects. | Short Term (0 to 2 years) | $$ | Wisconsin Historical Society |
| | Prepare illustrated design guidelines for buildings within historic districts, including those outside period of significance. | Long Term (5+ years) | $$$$ | American Institute of Architects, Historic Preservation Institute at UW-Milwaukee, UW-Milwaukee School of Architecture & Urban Planning |
| Objective 4e. Enforce and enhance existing preservation programs | Consider properties with existing National Register of Historic Places designation for local designation. | Medium Term (3 to 5 years) | $$ | Historic Madison Inc, Madison Trust for HP, Wisconsin Historical Society, local neighborhood associations |
| | Review the boundaries of existing historic districts related to coterminous or overlapping National Register of Historic Places districts. | Medium Term (3 to 5 years) | $$ | Historic Madison Inc, Madison Trust for HP, Wisconsin Historical Society, local neighborhood associations |
| | Develop a training program for historic preservation staff and commission members that reviews the purpose, procedures, and regulations of preservation projects. | Short Term (0 to 2 years) | $$ | Wisconsin Historical Society |
| | Review and simplify historic preservation applications and forms. | Short Term (0 to 2 years) | $ | City departments |
| | Update the Historic Preservation Plan every 10 years. | Long Term (5+ years) | $$$ | Centro Hispano of Dane County, Historic Madison Inc, Hmong Madison, Ho Chunk Nation, Madison Trust for HP, Network of Black Professionals, OutReach LGBTQ Community Center |

| GOAL 5 - ENGAGE THE COMMUNITY IN DETERMINING ONGOING HISTORIC PRESERVATION PRIORITIES | | | | |
|---|---|---|---|---|
| **OBJECTIVE** | **RECOMMENDED STRATEGY** | **TIMEFRAME** | **COST ESTIMATE** | **POTENTIAL PARTNERS** |
| Objective 5a. Solicit ideas and stories about historic preservation from the public through a variety of methods and techniques | Utilize a variety of tools, both digital and in-person, to gather and post information about Madison's history, diversity, and culture. | Medium Term (3 to 5 years) | **$$** | Centro Hispano of Dane County, Historic Madison Inc, Hmong Madison, Ho Chunk Nation, Madison Public Library, Madison Trust for HP, local neighborhood associations |
| | Integrate art into the story telling aspect of historic preservation. | Medium Term (3 to 5 years) | **$$** | Dane County Historical Society, Historic Madison Inc, Madison Arts Commission, Madison Trust for HP, local artists, local schools |
| | Sponsor a historic preservation booth at local events with brochures, educational graphics, and resources. | Long Term (5+ years) | **$$** | Dane County Historical Society, Historic Madison Inc, Madison Trust for HP, National Trust for Historic Preservation, Wisconsin Historical Society |
| Objective 5b. Ensure an actively inclusive engagement process | Reach out to local underrepresented groups to gather additional information about buildings, places, or events that should be part of Madison's story. | Short Term (0 to 2 years) | **$** | Centro Hispano of Dane County, Hmong Madison, Ho Chunk Nation, Network of Black Professionals, Urban League |
| | Expand the neighborhood/trusted advocate ambassadors program to include historic preservation. | Medium Term (3 to 5 years) | **$** | Centro Hispano of Dane County, Hmong Madison, Ho Chunk Nation, Madison Trust, Network of Black Professionals, Urban League |
| | Utilize social media to announce events and engage the public on historic preservation practices, events, policies, and projects. | Short Term (0 to 2 years) | **$** | Dane County Historical Society, Downtown Madison Inc, Historic Madison Inc, Ho Chunk Nation, Madison Public Library, Madison Trust for HP, neighborhood associations |

**GOAL 6 - EDUCATE THE PUBLIC ABOUT MADISON'S HISTORY AND THE VALUE AND BENEFITS OF HISTORIC PRESERVATION**

| OBJECTIVE | RECOMMENDED STRATEGY | TIMEFRAME | COST ESTIMATE | POTENTIAL PARTNERS |
|---|---|---|---|---|
| Objective 6a. Educate visitors and residents of all ages about Madison's history | Create interactive websites, online articles, exhibits, and tours on the benefits of preservation. | Short Term (0 to 2 years) | $$ | Destination Madison, Historic Madison Inc, Madison Public Library, Madison Trust for HP, public radio and TV, Wisconsin Historical Society, UW Madison, local touring groups |
| | Digitize and create a website for the City's historical collection, including local historic district and landmark applications and National Register of Historic Places nominations. | Medium Term (3 to 5 years) | $$ | Madison Public Library |
| | Encourage the development of radio talk shows, podcasts, video, and other mediums that highlight stories about historic preservation. | Medium Term (3 to 5 years) | $ | Dane County Historical Society, Destination Madison, Historic Madison Inc, Madison Public Library, Madison Trust for HP, public radio and TV, Wisconsin Historical Society, local touring companies |
| | Coordinate with local schools to integrate historical activities into the curriculum at different age | Long Term (5+ years) | $$ | Local schools, Madison College, UW-Madison, Wisconsin Historical Society |
| | Provide a mechanism to amend or update existing landmark nominations and designations. | Medium Term (3 to 5 years) | $ | Wisconsin Historial Society |
| | Develop and maintain an easy-to-find online instructional form for historic preservation actions and procedures. | Medium Term (3 to 5 years) | $ | City departments |
| Objective 6b. Support the public and property owners by informing them about historic preservation benefits, techniques, efforts, and requirements | Develop a property owner handbook that highlights restoration strategies, materials, techniques, and regulations. | Long Term (5+ years) | $$$ | American Institute of Architects, Historic Preservation Institute at UW-Milwaukee, National Trust for Historic Preservation, Madison College, UW-Milwaukee School of Architecture & Urban Planning |
| | Create a technical page on the Historic Preservation website that has links to local and national historic preservation resources. | Short Term (0 to 2 years) | $$ | Historic Madison Inc, Madison Trust for HP, National Trust for Historic Preservation, Wisconsin Historical Society |
| | Develop a training course for real estate and insurance professionals that highlights the city procedures and process for historic preservation projects. | Long Term (5+ years) | $$ | Historic Madison Inc, Madison Trust for HP, Wisconsin Historical Society, Madison College, local trade groups |
| Objective 6c. Recognize and publicize successful preservation projects | Establish events to showcase historic preservation. | Long Term (5+ years) | $$$ | Historic Madison Inc, Madison Trust for HP, Wisconsin Historical Society |
| | Develop an awards program that honors property owners for careful stewardship of historic properties and local historic preservation projects. | Medium Term (3 to 5 years) | $$$ | Downtown Madison Inc, Historic Madison Inc, Home Builders and Remodelers groups, Madison Trust for HP, Wisconsin Historical Society, local business & neighborhood associations |
| Objective 6d. Share stories of historic and community places that have been lost or are under-recognized | Create an online catalog and map of historic sites and buildings. | Long Term (5+ years) | $$ | Historic Madison Inc, Madison Trust for HP, Wisconsin Historical Society |
| | Produce historic preservation social media sites. | Short Term (0 to 2 years) | $ | Dane County Historical Society, Historic Madison Inc, Madison Trust for HP, Wisconsin Historical Society, local neighborhood associations |

## APPENDIX A

# STRATEGY FOR FUTURE SURVEY WORK

# City of Madison, Wisconsin

## Strategy for Future Survey Work



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The contents and opinions contained in this report do not necessarily reflect the views or policies of the city, nor does the mention of trade names or commercial products constitute endorsement or recommendation by the City of Madison.

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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 the 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

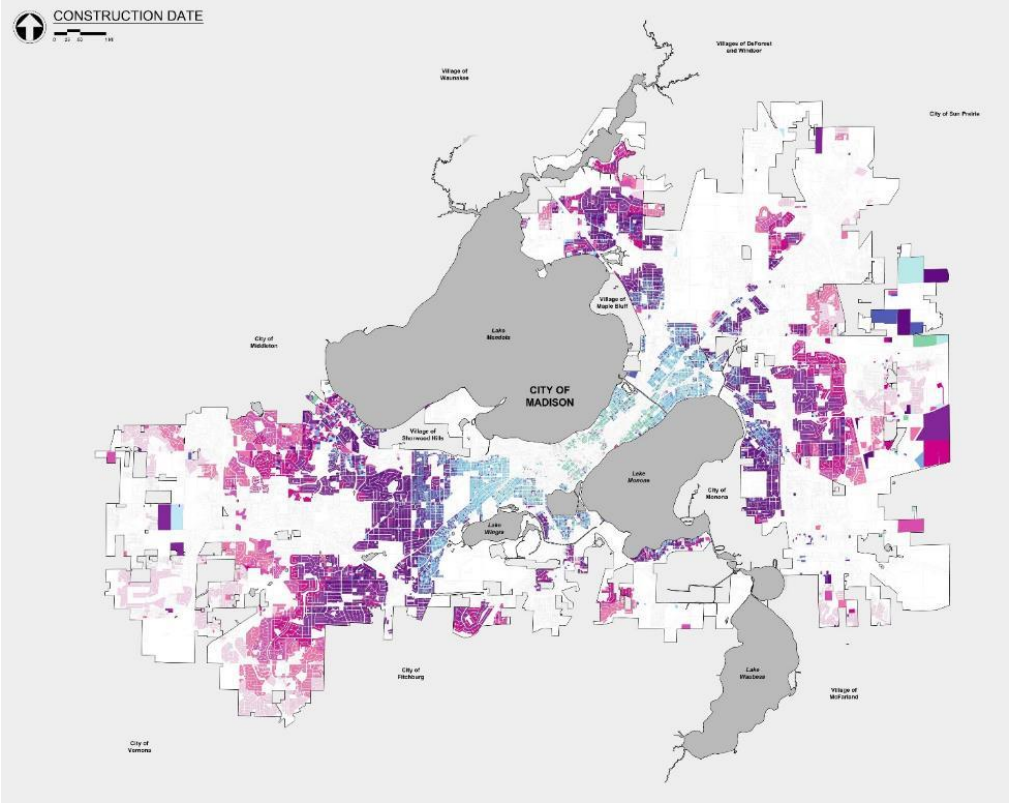
To aid in carefully defining the parameters of future intensive survey work in Madison an effort was made to map and consider a variety of factors that can influence the boundaries of a survey. Typically, surveys are bounded by a governmental boundary: a neighborhood, municipality, township, or a quadrant 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.

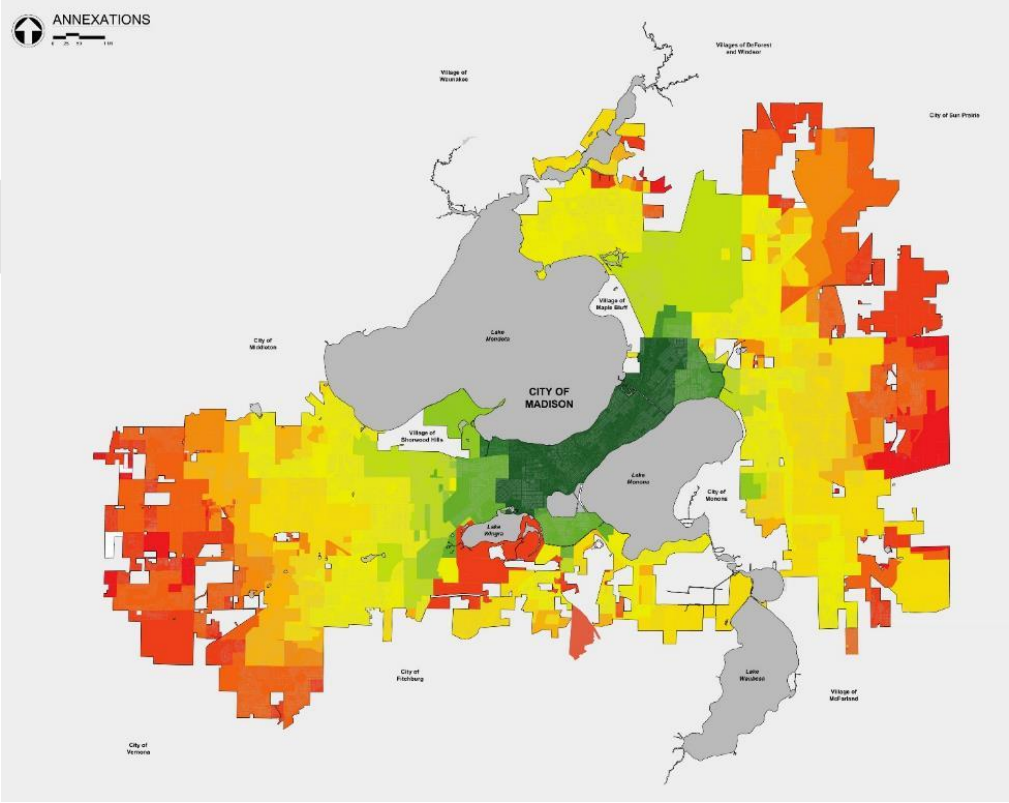
Maps of demographics such as race and ethnicity, based on U.S. census data, were used to aid in defining parts of city as possible concentrations of underrepresented groups for the first intensive survey. A series of maps that illustrate the development of Madison over time, specifically the construction 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.




*Construction Date: Color gradient from pre-1900 (green) to 2000's (pink)*




*Annexation Date: Color gradient from pre-1850 (dark green) to 2000's (red)*

## 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.

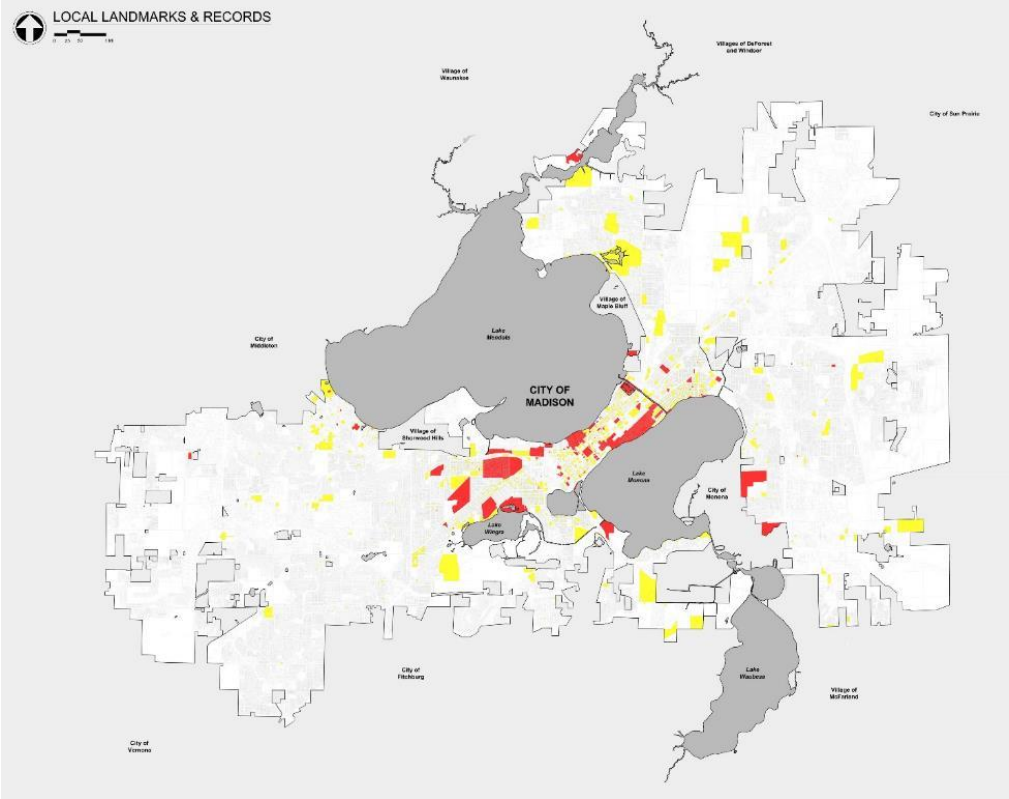
An effort was also made to make most of these suggested survey boundaries equal in approximate population and the total number of resources to be surveyed. The population of Madison is 233,209 people as of the last 2010 US census and has an estimated present population of 252,551 residents due to continuing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

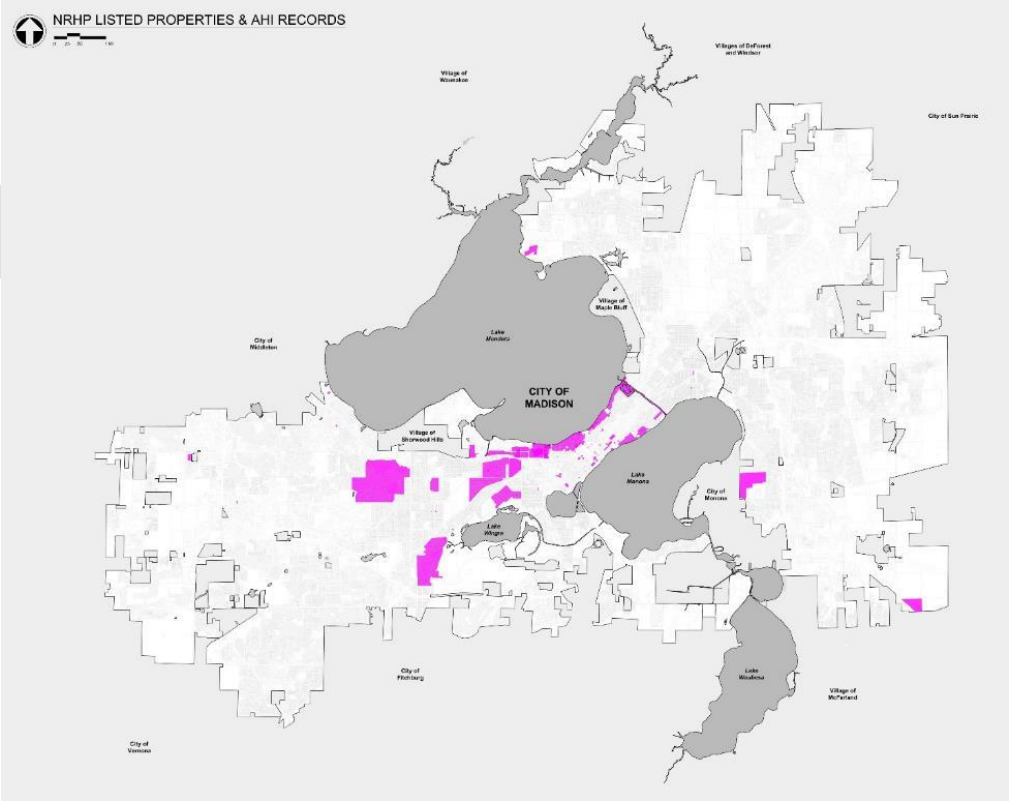
On a purely economic level, the areas of the city that have received the most inquiries, for both historic tax credits and development, along major corridors are also a priority for surveying. Prominent and larger commercial and industrial buildings will likely lead to the largest projects in the near 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.

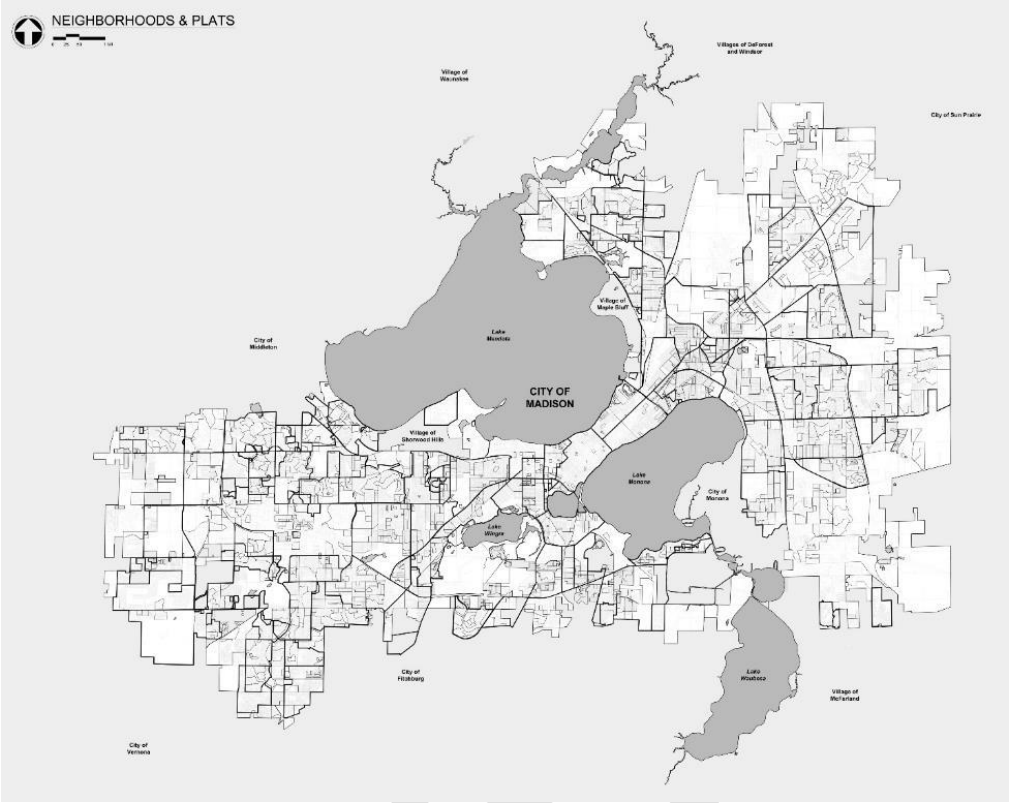
The extreme edges of the city, those that have been annexed within the last twenty years, do not really share all their history with the City of Madison and have historically been rural in nature. Historic properties in these areas are likely to be farmsteads, estates, and agricultural. Furthermore, 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)*



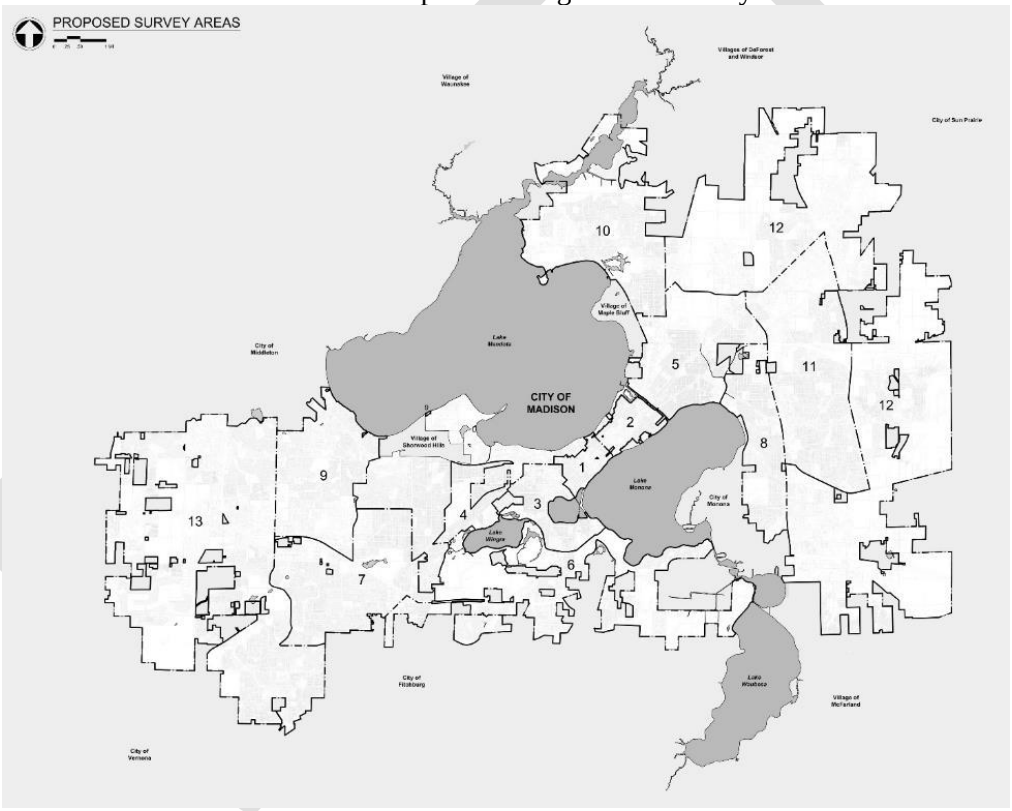

*Neighborhoods and Plats: Neighborhood associations, plats, and subdivision boundaries in the city*

## Proposed Survey Areas

Proposed survey areas include, in a suggested order of priority, the following:

1. Capitol Square area: defined by the previously surveyed areas around the Capitol Square that have undergone considerable change and redevelopment since first surveyed in the early 1980s and continue to be under the most redevelopment pressure.
2. Isthmus re-survey area: defined by the previously surveyed areas around the neighborhoods of Marquette and Tenny-Lapham that have undergone considerable change and redevelopment since first surveyed in the early 1980s.
3. Greenbush and Bay Creek: including Bayview, Monona Bay, Bay Creek, Greenbush, Vilas, South Campus, Brittingham, and State-Langdon neighborhoods.
4. Dudgeon Monroe and Regent: including parts of the Regent neighborhood.
5. Atwood, Near East Side, Schenk's Corners, Eken Park, and Worthington Park: including Schenk-Atwood-Starkweather-Yahara, Worthington Park, Eken Park, Carpenter-Ridgeway, Emerson East, and Sherman Terrace neighborhoods.
6. South Side, Burr Oaks, Allied and Waunona: including Bridge-Lakepoint, Waunona, Highland Manor, Indian Springs, Moorland-Rimrock, Capitol View Heights, Bram's Addition, Burr Oaks, Allied, and Dunn's Marsh neighborhoods.
7. Midvale Heights, Arbor Hills, and Orchard Ridge: including Leopold, Arbor Hills, Midvale Heights, Summit Woods, Orchard Ridge, Meadowood, Prairie Hills, and Greentree neighborhoods.
8. Eastmoreland and Glendale: including Glendale, Lake Edge, Eastmorland and neighborhoods.

9. Spring Harbor and Parkwood: including 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

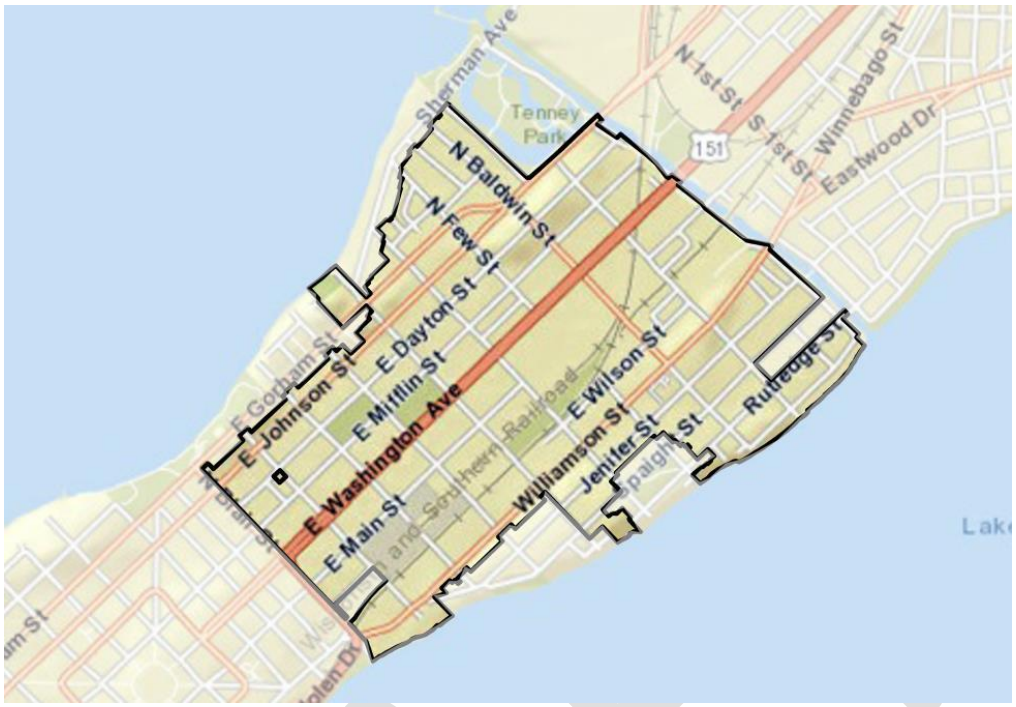
city, covering the Westmorland, Sunset Village, and University Hill Farms neighborhoods is now well covered and will not need to be re-surveyed for some time. Indeed, the standards of the near west side survey can stand as a model for future intensive surveys with the outcomes of the underrepresented 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.

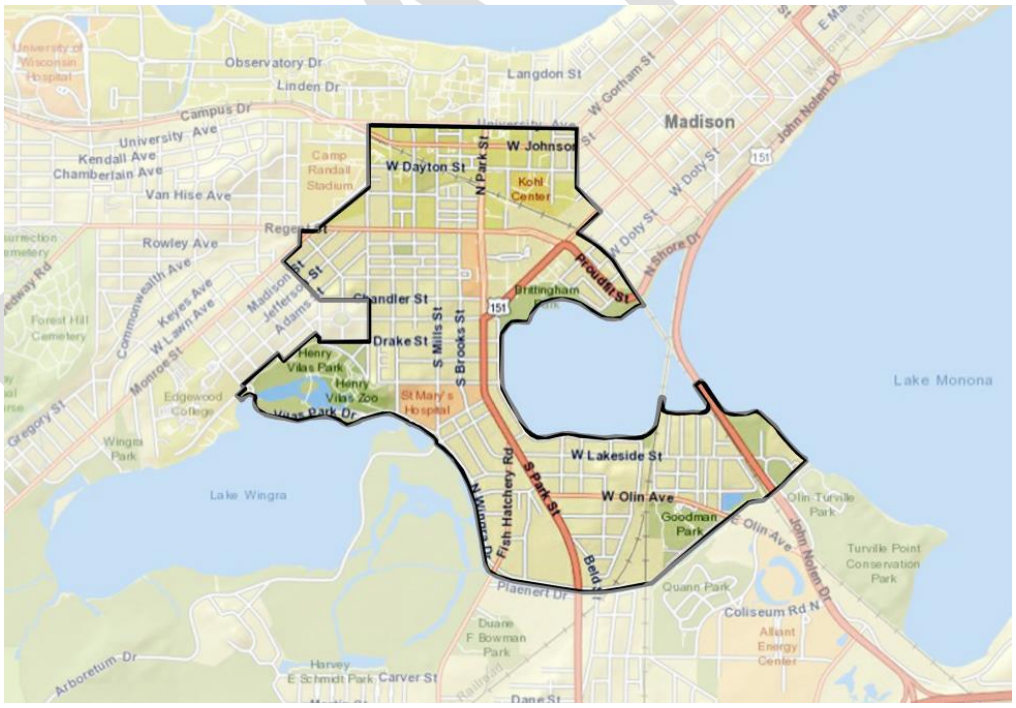
The University of Wisconsin-Madison campus in its entirety is a distinct parcel of the city that has been covered well and consistently without a formal survey ever being produced over the last forty years. The campus itself has several historic districts in the State and National Registers of Historic 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:

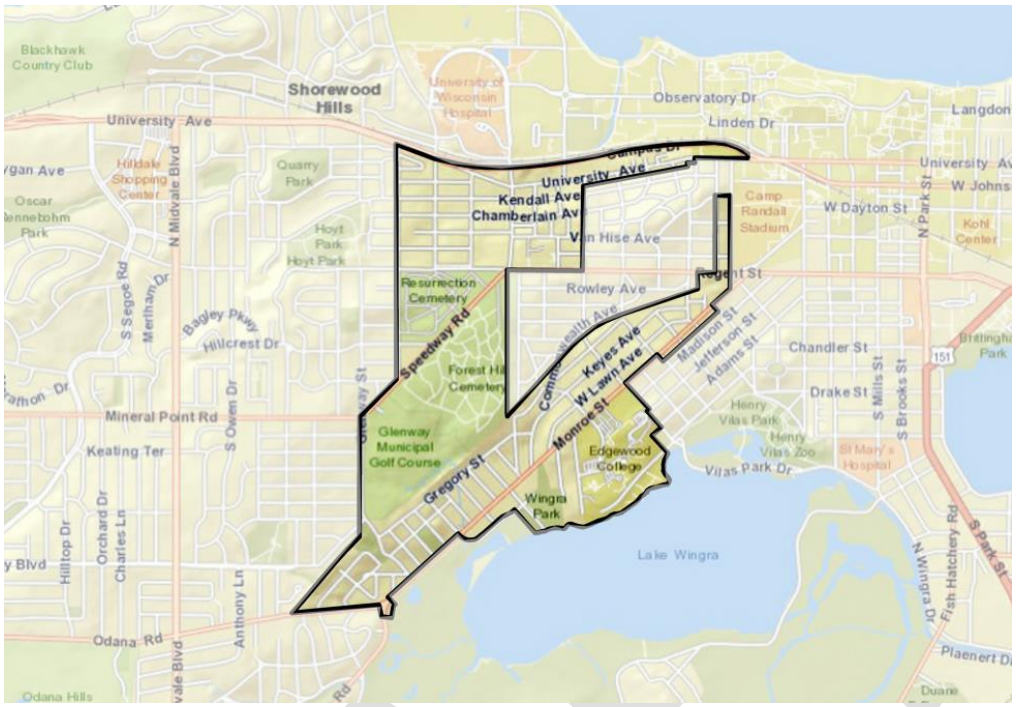

*Proposed Survey Area 1: Capitol Square area*



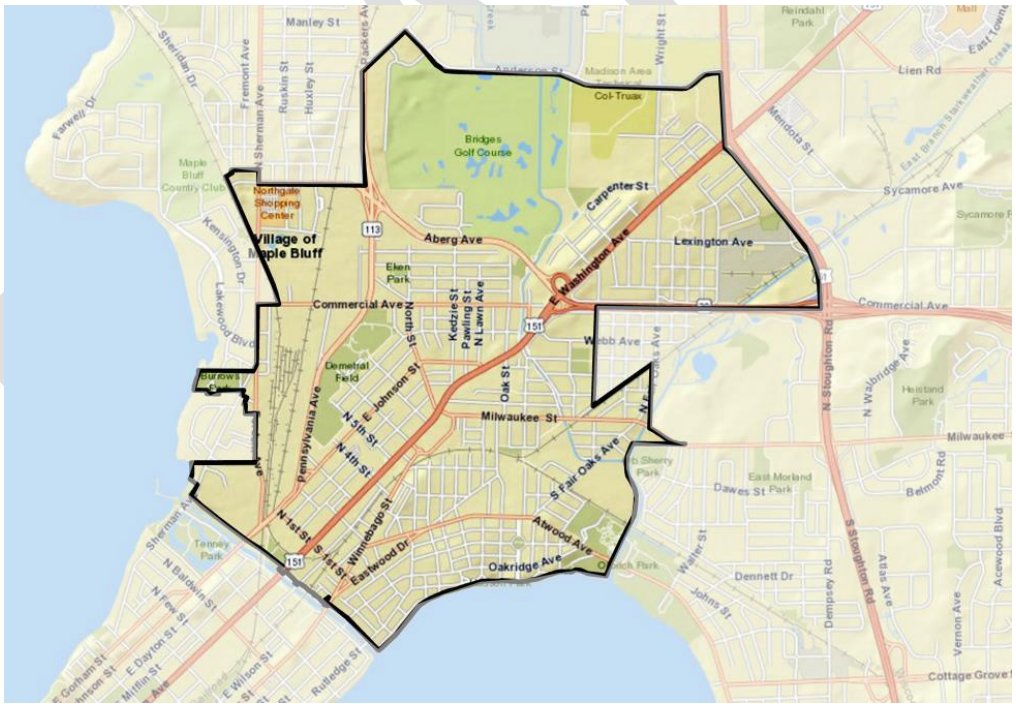

*Proposed Survey Area 2: Isthmus area*



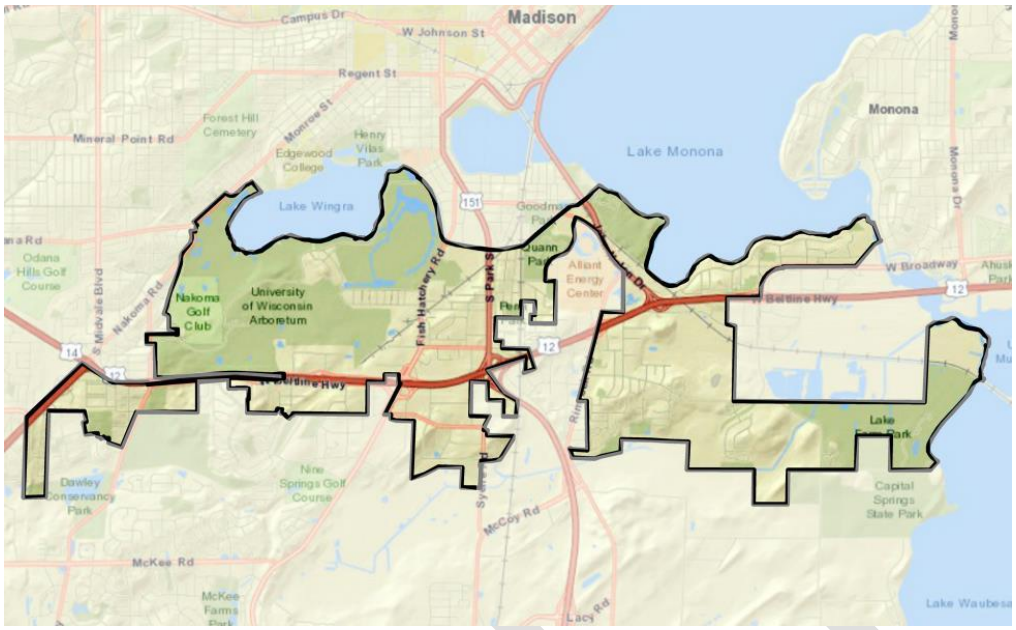

*Proposed Survey Area 3: Greenbush and Bay Creek*



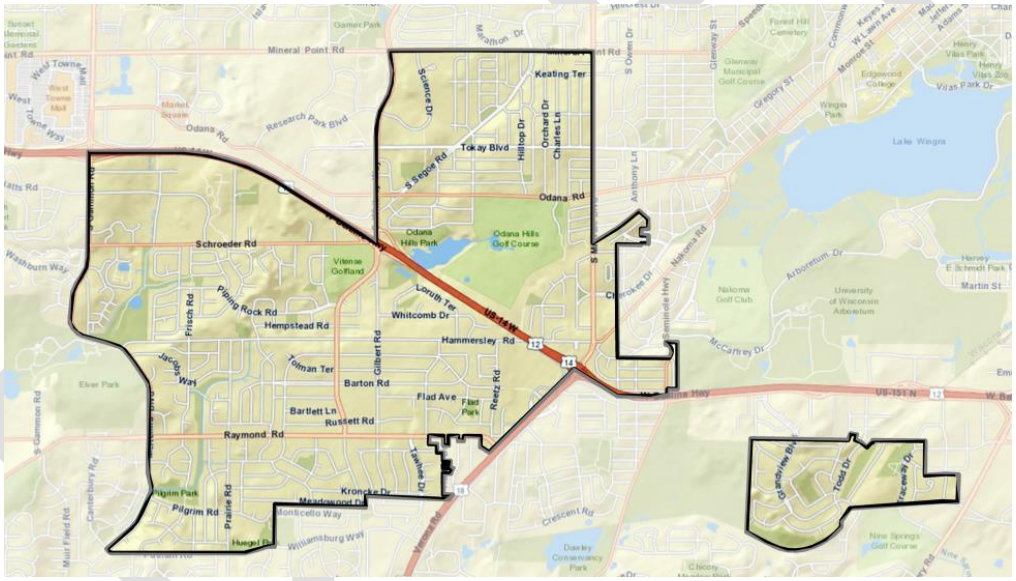

*Proposed Survey Area 4: Dudgeon Monroe and Regent*



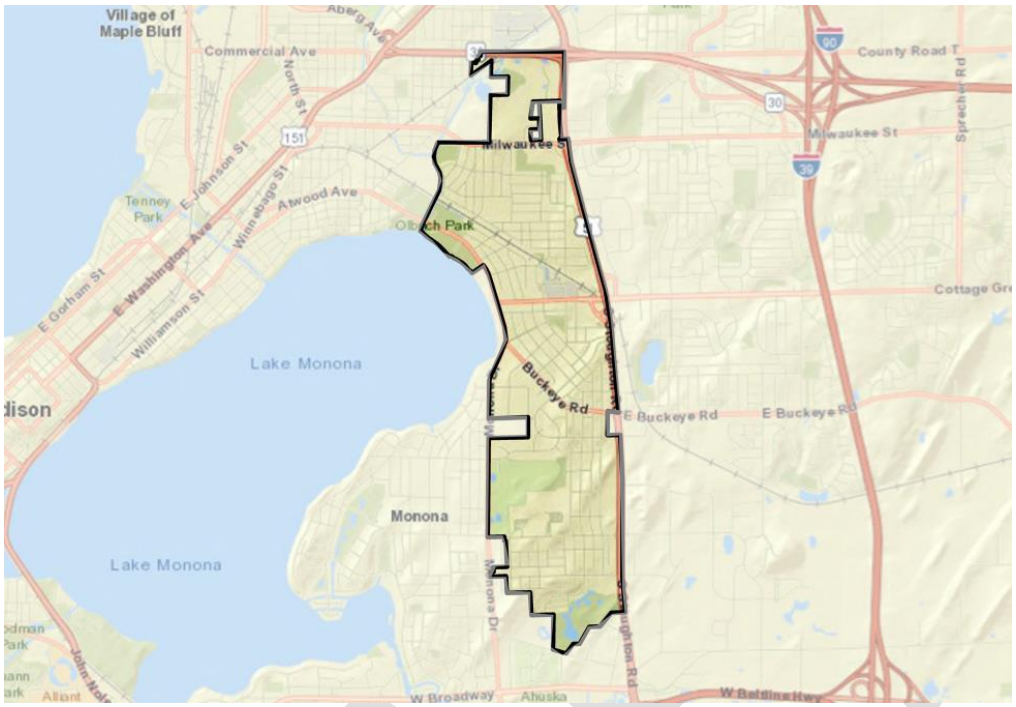

*Proposed Survey Area 5: Atwood, Near East Side, Schenk's Corners, Eken Park, and Worthington Park*



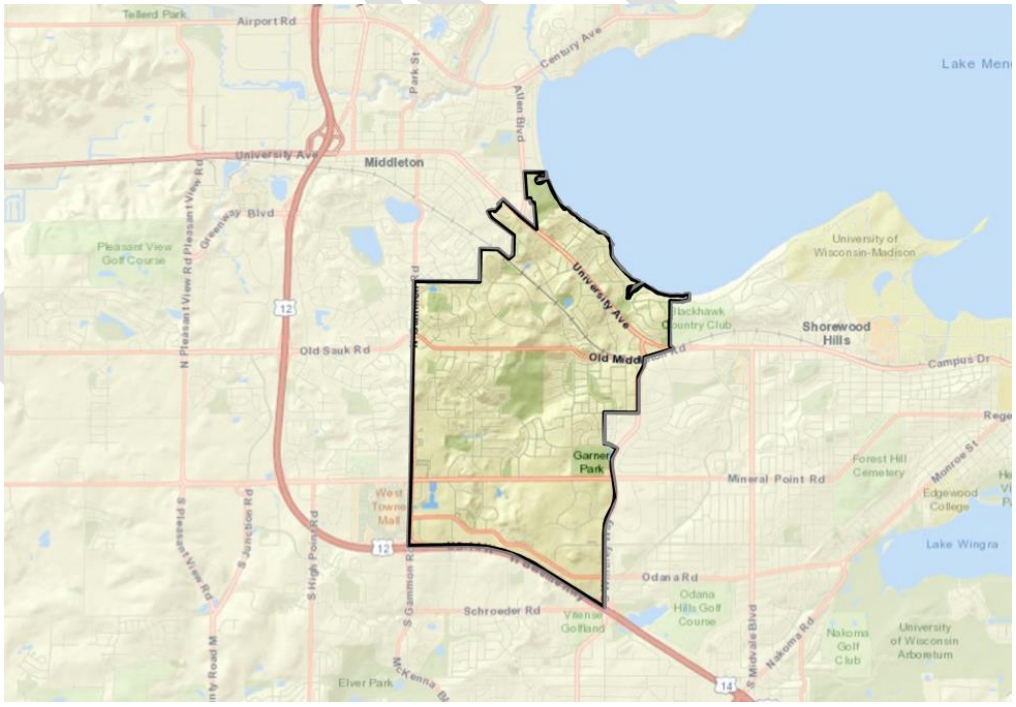

*Proposed Survey Area 6: South Side, Burr Oaks, Allied, and Waunona*



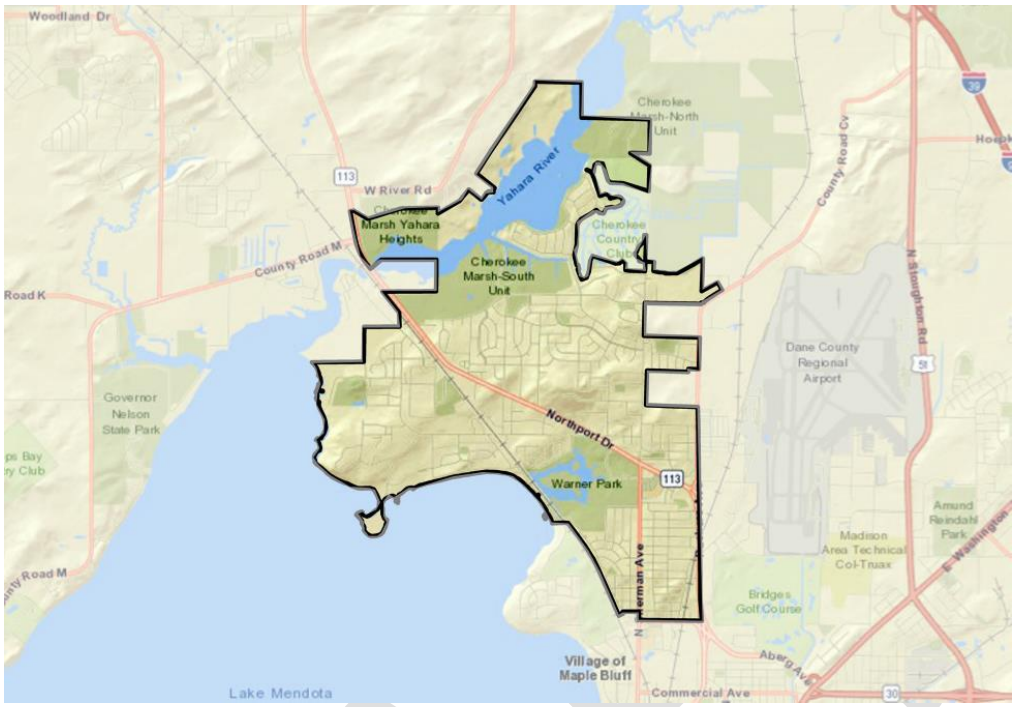

*Proposed Survey Area 7: Midvale Heights, Arbor Hills, and Orchard Ridge*



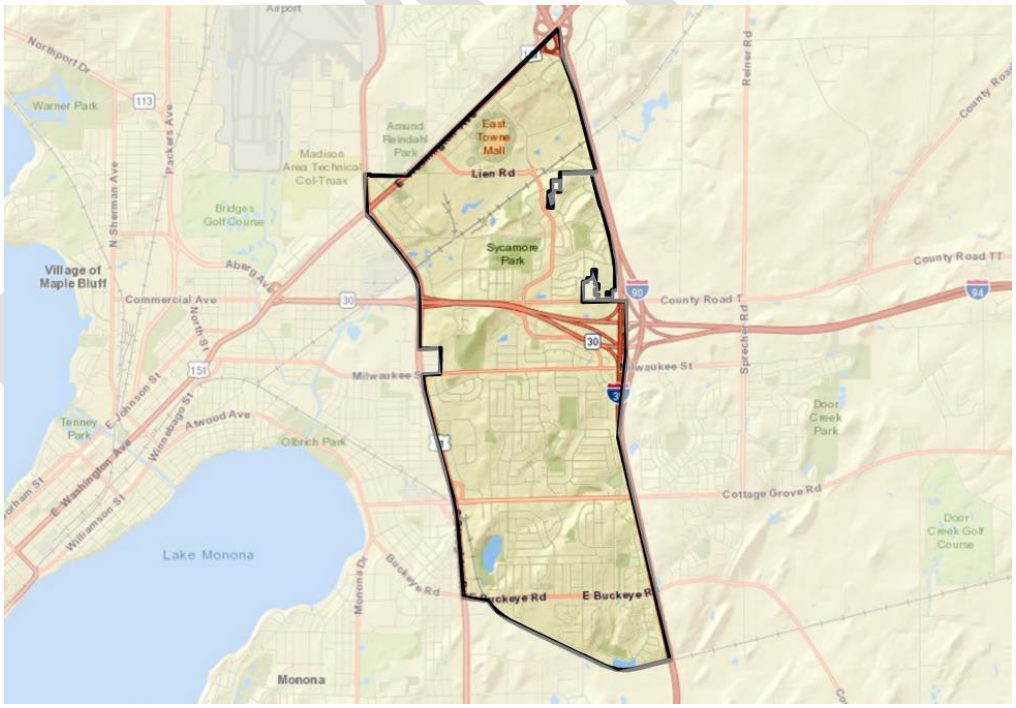

*Proposed Survey Area 8: Eastmoreland and Glendale*



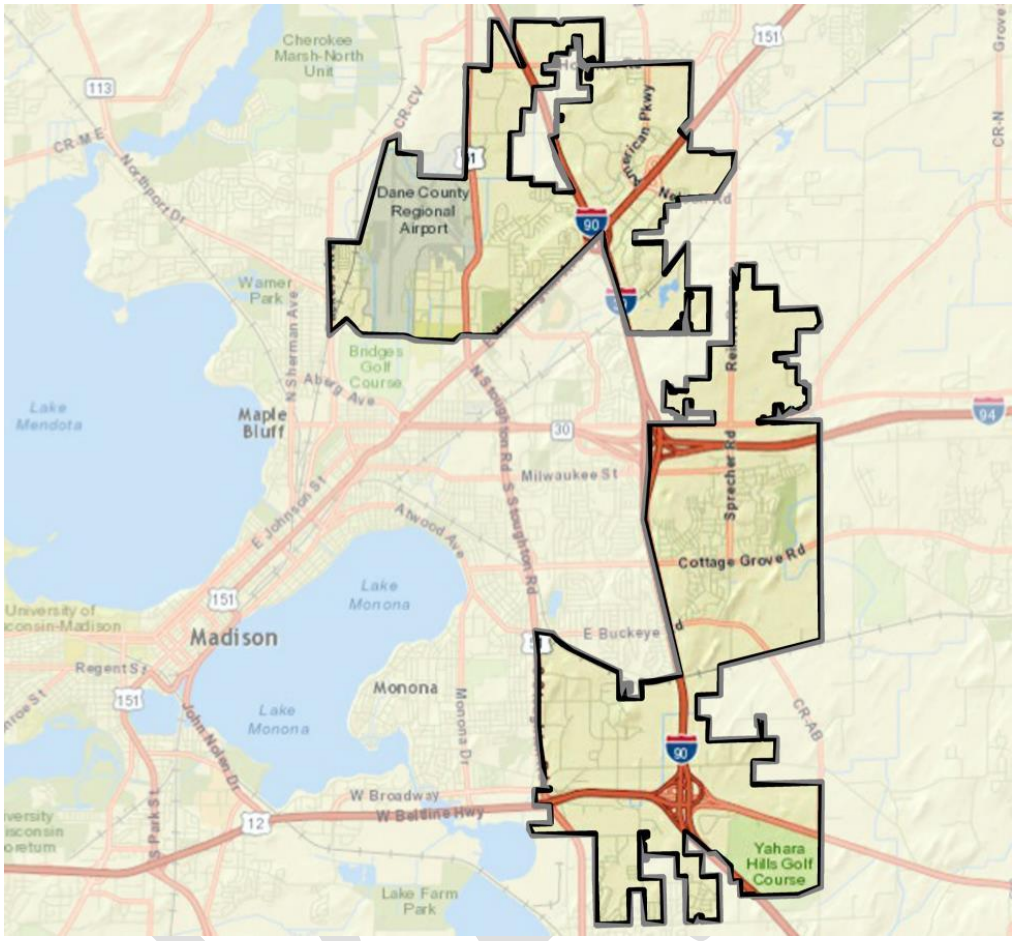

*Proposed Survey Area 9: Spring Harbor and Parkwood*



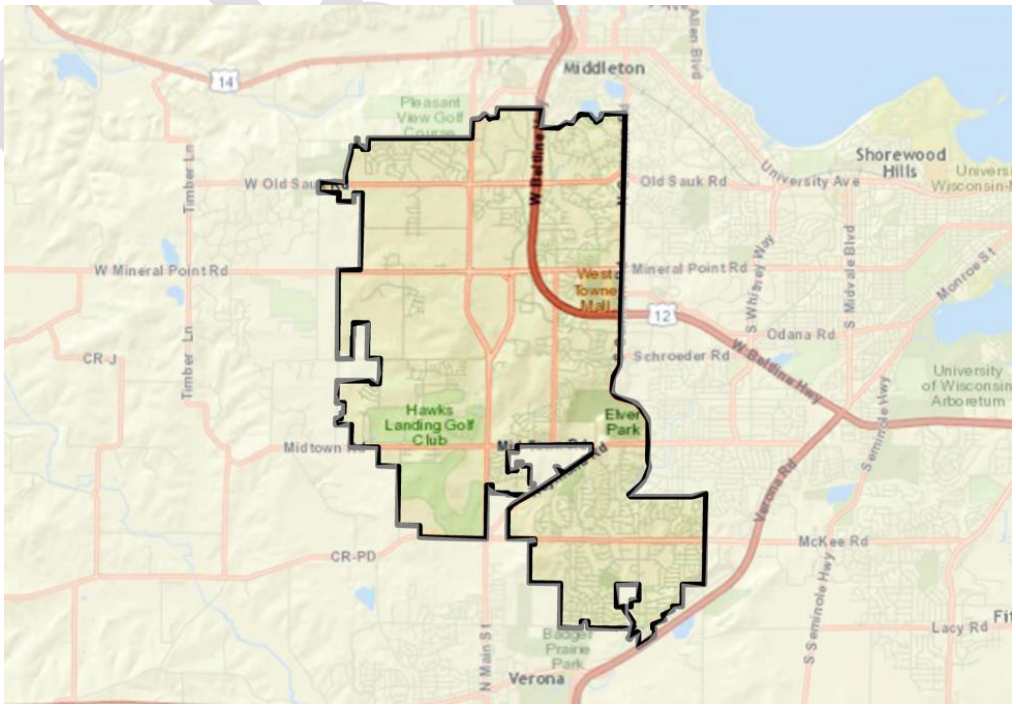

*Proposed Survey Area 10: North Side*




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

## APPENDIX B

# CURRENT PRESERVATION ACTIVITIES

In addition to administering the Historic Preservation Ordinance, the City currently promotes preservation through a variety of activities. These activities are proposed to continue in the future and are listed in the appendix to provide more focus on proposed new or expanded activities. Below is a partial listing on these current activities organized by the goals and objectives outlined in this plan.

### GOAL 1 Promote historic preservation in Madison

**Objective 1a. Promote cultural tourism and civic pride by sharing Madison's unique culture and character.**

| | EXISTING PROMOTION ACTIVITIES STRATEGIES | Explanation |
|---|---|---|
| i | Walking tour brochures | Brochure with historict data and facts. Graphics could be updated. |
| ii | Landmark plaques | Installed on designated landmarks per HPO 41.07(8) |
| iii | "Experiential Tourist Development" program | Planning staff working with Destination Madison |

**Objective 1b. Celebrate social history along with buildings, places, and cultural landscapes.**

| | EXISTING SOCIAL HISTORY STORYTELLING STRATEGIES | Explanation |
|---|---|---|
| i | Walking tour brochures | Brochure with historic data and facts. Graphics could be updated. |
| ii | Landmark plaques | Installed on designated landmarks per HPO 41.07(8) |

**Objective 1c. Share stories of places that have been lost while also looking forward.**

**Objective 1d. Promote best practices in historic preservation within City-owned buildings and places.**

| | EXISTING BEST PRACTICE STRATEGIES | Explanation |
|---|---|---|
| i | Staff involvement | Planning Division staff to educate other departments' staff about the importance of preserving historic resources and techniques for doing so. |

## GOAL 2 Preserve places that represent architecture, events, and people important to Madison's history.

**Objective 2a. Represent the history of Madison's diversity**

**Objective 2b. Ensure good stewardship of historic buildings, districts, and places**

| | EXISTING STEWARDSHIP STRATEGIES | Explanation |
|---|---|---|
| i | Spring Letter | Annual reminder letters to historic resource property owners about responsibilities. |
| ii | Historic Preservation Ordinance –Sub-Chapters 41E and | The Historic Preservation Ordinance (HPO) specifies the maintenance obligation of property owners. |
| iii | Minimum Maintenance code for rental and owner occupied property | Madison General Ordinances has a Minimum Housing Code that specifies treatment of all buildings. |
| iv | Letter to owners of properties identified as eligible for designation in new surveys (coordinated with meeting) | Currently this is coordinated with Certified Local Government funded projects related to National Register of Historic Plances district nominations. |

**Objective 2c. Protect historic buildings that are deteriorated or threatened by demolition**

| | EXISTING STEWARDSHIP STRATEGIES | Explanation |
|---|---|---|
| i | Historic Preservation Ordinance protects historic resources – Section 41.15 | The Historic Preservation Ordinance specifies a Demolition by Neglect provision |
| ii | Promote moving historically significant buildings to appropriate sites | |

## GOAL 3 Promote historic preservation as part of economic development.

**Objective 3a. Promote sustainable economic growth by integrating reuse, preservation, and new development**

**Objective 3b. Identify incentives and financial resources and allocate funding for historic preservation projects**

| | EXISTING FUNDING STRATEGIES | Explanation |
|---|---|---|
| i | Façade Improvement Grant Program | Program established to support and encourage small businesses to reinvest in commercial districts with matching grants to restore or improve facades/storefronts. Preservation planner is on staff team. |
| ii | Tax Increment Financing | Governmental finance Strategy used to provide funds to construct public infrastructure, promote development opportunities and expand the future tax base. The proposed development should be consistent with and reinforce all City plans. |
| iii | Small Cap TIF | |
| iv | State and Federal Historic Tax Credit | Property owners of contributing properties listed on the National and State Registers are eligible to participate in the HTC program. |
| v | Acquiring Certified Local Government Grants to prepare National Register nominations | City of Madison is a CLG and has applied for and received grants to prepare NRHP historic district |

**Objective 3c. Measure neighborhood and community benefits from historic preservation**

## GOAL 4 Coordinate municipal policies to protect historic resources.

**Objective 4a Coordinate efforts and regulations among City plans, policies, ordinances, and departments**

| | EXISTING PROJECT REVIEW STRATEGIES | Explanation |
|---|---|---|
| i | Adopted City plans and special area plans support historic preservation. | Comprehensive Plan, Downtown Plan, Cultural Plan, Sustainability Plan, etc. |
| ii | Staff involved with other agencies and in other progra | Living History Project, Public Art, RESJI, Neighborhood grants, etc. |
| iii | Historic Preservation Ordinance | Standards, enforcement, and inspection regulations. |
| iv | Variety of other codes regulate historic preservation. | Zoning Code, Sign Code, solar and wind energy systems, development adjacent to landmarks, etc. |

**Objective 4b Facilitate and coordinate preservation efforts with other governmental and community entities**

| | EXISTING COLLABORATIVE STRATEGIES | Explanation |
|---|---|---|
| i | Mayor's Design Awards have preservation category | City recognition of preservation projects |
| ii | Staff is included in development inquiry meetings | Planning Division staff to education other department staff on the importance of preserving historic resources |

**Objective 4c. Integrate historic preservation and environmental sustainability policies**

| | EXISTING SUSTAINABILITY STRATEGIES | Explanation |
|---|---|---|
| i | Historic preservation issues are provided in Sustainability Plan | |

**Objective 4d. Provide clear and predictable City processes**

| | EXISTING PROJECT REVIEW STRATEGIES | Explanation |
|---|---|---|
| i | Staff is included in development inquiry meetings | Planning Division staff educates applicant on Historic Preservaiton Ordinance standards early in the process |

**Objective 4e. Enforce and enhance existing preservation programs**

| | EXISTING ENFORCEMENT STRATEGIES | Explanation |
|---|---|---|
| i | Staff assistance for applicants (development review, certificate of appropriateness, landmark nomination, NRHP nomination, building permit process) | |
| ii | Ensure the Landmarks Commission continues to be filled by diverse and knowledgeable members | |
| iii | Follow-Up Process for Landmark Certificate of Appropriateness projects | |
| iv | Annual Report of Certificate of Appropriateness approvals | |
| v | Continue to locally designate new landmarks and historic districts | More local designations will strengthen preservation in the City |
| vi | Continue to list eligible properties and districts in NRHP | |
| vii | Continue to conduct intensive surveys of the City and update historic context. | Intensive surveys are projects done to inventory and research historic properties. Historic context statements are written summaries about topics that are important in the history of the City. Intensive surveys and context statements are used to evaluate a property's historic significance and eligibility for designation. |
| viii | Staff/administrative approval for specific alteration, repair, and maintenance projects that clearly meet standards for review | |

## GOAL 5 Engage the community in determining ongoing historic preservation priorities.

**Objective 5a. Solicit ideas and stories about historic preservation from the public through a variety of methods and techniques**

| | EXISTING STORYTELLING STRATEGIES | Explanation |
|---|---|---|
| i | Living History Project at Madison Public Library | |

**Objective 5b. Ensure an actively inclusive engagement process**

## GOAL 6 Educate the public about Madison's history and the value and benefits of historic preservation.

**Objective 6a. Educate visitors and residents of all ages about Madison's history**

| | EXISTING EDUCATION STRATEGIES | Explanation |
|---|---|---|
| i | Walking tour brochures for public and local schools | Brochure with historict data and facts. |
| ii | "Experiential Tourism Development Program" | Planning staff working with Destination Madison |
| iii | Website posting of events and resources | |
| iv | Landmark plaques | Installed on designated landmarks per HPO |
| v | Baseline research on historic resources | |
| vi | Story sharing events | Community curated e.g. Living History Project, Pop-up Museum |
| vii | First Nation Cultural Landscape tours | |

**Objective 6b. Support the public and property owners by informing them about historic preservation benefits, techniques, efforts, and requirements**

**Objective 6c. Recognize and publicize successful preservation projects**

| | EXISTING RECOGNITION STRATEGIES | Explanation |
|---|---|---|
| i | Mayor's Design Awards | Historic Preservation category |

**Objective 6d. Share stories of historic and community places that have been lost or are under-recognized**

| | EXISTING PLACES LOST RECOGNITION STRATEGIES | Explanation |
|---|---|---|
| i | Living History Project at Madison Public Library | |

## APPENDIX C

# PLANS WITH PRESERVATION RECOMMENDATIONS

The City routinely conducts studies and adopts plans covering a variety of geographies and topics. Many of these documents contain recommendations related to historic preservation. The adoption of this Historic Preservation Plan does not change the status of these plans and studies but provides a current contextual framework for their recommendations. The list below provides examples of these plans and studies as a reference, beginning with the more recent documents. Note that it is not intended to be all inclusive.

Comprehensive Plan (2018)

Mansion Hill District Boundary Review (2018)

Langdon Neighborhood Character Study (2018)

University Hill Farms Neighborhood Plan (2016)

Lamp House Block Plan (2014)

Downtown Plan (2012)

Monroe Street Commercial District Plan (2007)

Williamson Street Design Guidelines – BUILD II (2004)

Note that this is only a partial listing to serve as a placeholder in this draft. Adopted plans and studies need to be reviewed for inclusion in this appendix.

## APPENDIX D

# ADOPTING RESOLUTION