

## MEMORANDUM

TO: City Planning Commission

FROM: Jill Thacher, City Planner/Historic Preservation Coordinator

SUBJECT: **Discussion regarding Proposed South Fourth and Fifth Avenues Historic District**

DATE: April 1, 2010

The following information was requested at an earlier Planning Commission meeting about the proposed South Fourth and Fifth Avenues Historic District.

*1) How many dwelling units are contained in the proposed district?*

There are 95 residential mailing addresses in the proposed district. Using the City's GIS database, staff estimates that there are 29 single-family, five duplex, and 12 multi-family buildings in the proposed district.

*2) How many of the sites are non-conforming?*

Thirty-seven residential lots are less than the minimum 8,500 square feet required in R4C districts. Nine residential lots are conforming to the minimum lot size.

As background for the Commission's discussion on the proposed historic district, the following items are attached:

- South Fourth and Fifth Avenues Historic District Study Committee Preliminary Report (February 16, 2010)
- Comments from Diane Giannola (March 8, 2010)
- Communication from Kristine Kidorf (March 16, 2010)

## PRELIMINARY REPORT

### PROPOSED FOURTH AND FIFTH AVENUE HISTORIC DISTRICT STUDY

ADOPTED, FEBRUARY 16, 2010

#### CHARGE OF THE STUDY COMMITTEE

Pursuant to Chapter 103, Section 8:408 of Ann Arbor City Code, the Fourth and Fifth Avenue Historic District Study Committee ("Study Committee") was established by the Ann Arbor City Council to evaluate a residential area just south of downtown Ann Arbor to determine if it meets criteria for historic district designation. The Study Committee was established by Council vote on August 17, 2009 and members were appointed on September 8, 2009. The Study Committee was given until September 2010 to complete its work and make its recommendation to City Council in the form of a report. The City Council also passed a resolution establishing a six-month moratorium on building permits in the proposed historic district that expired on February 6, 2010. A six-month extension of the moratorium was passed by City Council on February 1, 2010, extending it until August 6, 2010.

#### STUDY COMMITTEE MEMBERS

*Patrick McCauley, Chair*, is a graduate of the University of Michigan with a BA in History. He has worked on older and historic homes for over 20 years with his family's painting business. He has restored three houses on his own since 2001, and won a Rehabilitation Award from the Ann Arbor Historic District Commission in 2007 for the rehabilitation of his 1845 Greek Revival-style house.

*Kristi Gilbert, Vice Chair*, is a ten year resident of the Old West Side. She has a Master's degree in Historic Preservation from Eastern Michigan University and previously served on the city's Independent Historic Properties Historic District Study Committee. She is a member of the Ann Arbor Historic District Commission's Annual Awards Committee and serves on the Michigan Historic Preservation Network's Historic Resources Council Committee.

*Ina Hanel-Gerdenich* is an architectural historian and preservation planner. She obtained her Master of Science degree in historic preservation from Eastern Michigan University and is a preservation consultant. Her clients have included local units of government, institutions of higher education, non-profit organizations and private property owners. To date she has served on four historic district study committees in the local area and has rehabilitated two houses. She has also served on the board of directors of the Washtenaw County Historical Society, the Kempf House Center for Local History, and the Michigan Barn Preservation Network.

*Rebecca Lopez Kriss* is a Masters Candidate at the Gerald R. Ford School of Public Policy at the University of Michigan. She currently sits on the board of the Ann Arbor Area Chamber of Commerce and volunteers in various capacities throughout the city. The 4th and 5th Avenue Historic District Committee is her first experience with preservation; she enjoys research, training and education.

*Sarah Wallace* is an Ann Arbor native and received her Master's degree in Historic Preservation Planning from the University of Pennsylvania in 2006. She has served on the Ann Arbor Historic District Commission since the summer of 2007, and is currently chair.

*Tom Whitaker* is a resident of the Germantown neighborhood where he lives with his family in a restored home. He has a Bachelor's degree in construction management and a Master's degree in historic preservation from Eastern Michigan University, as well as a graduate certificate in real estate development from the University of Michigan. He formerly worked for the Christman Company, where he helped manage the restoration of the University of Notre Dame's Main Administration Building. He also managed construction projects for U of M, including historic restorations of Hill Auditorium and the Rackham School of Graduate Studies. Previously, he served on the West Area Plan Steering Committee for the City of Ann Arbor.

*Susan Wineberg* is a historic preservationist with a degree from Eastern Michigan University. She has served on the Ann Arbor Historic District Commission three times, served as President of the Washtenaw County Historical Society for five years, and continues to serve as Chair of the Awards Committee of the Ann Arbor Historic District Commission. She has also served on and chaired many local historic district study committees. She lives in an 1850 Greek Revival-style house in the Old Fourth Ward Historic District.

The study committee was assisted in its work by Jill Thacher, AICP, City Planner with the City of Ann Arbor and Kristine Kidorf of Kidorf Preservation Consulting.

## **DESCRIPTION OF THE DISTRICT**

The proposed historic district is shown on the attached district map. It is generally bounded by South Fourth and Fifth Avenues, running approximately one block beginning just south of William Street to and including both sides of Packard Street on the south edge of downtown Ann Arbor. The topography is primarily flat, with a slight slope downward toward Packard Street. South of Packard Street there is a steep hill. The district is an urban neighborhood, with concrete sidewalks and tree lawns containing a mix of newer and mature trees on both sides of the streets. South Fifth Avenue is two lanes wide of one-way, southbound traffic, with a bike lane, and South Fourth Avenue and Packard Street are two lanes wide with two-way traffic. The north-south alley to the west of Fourth Avenue is one lane wide and has several garages adjacent to it. It is one of the few alleys in the downtown area that remains partially residential in character.

There are forty-six residential buildings and one church in the district. The houses have varying front yard setbacks, but all generally have front yards with smaller side yards. The houses on the southwest corners of South Fourth and Fifth Avenues where Packard intersects have large irregularly shaped lots because of Packard's angular alignment. Those houses fronting South Fourth and Fifth Avenues face east and west, while those located on Packard Street face north and south.

The houses in the district vary in size and style. There are small, one-and-a-half story and two-story Greek Revival-style houses and two-and-a-half story Queen Anne houses, many with vernacular

detailing. There are a few Italianate-style and several Arts and Crafts-style houses. The majority of the houses are sided with clapboard, some of which has been covered with artificial siding, and there are a number of brick and stucco houses. The German Church is a large stone Gothic Revival structure with several additions. Eleven of the houses have older garages, including one that is attached to a barn.

There are a number of landscape features in the district. The majority of properties have mature trees in the front and/or rear yards, including those planted in a pattern at 120 Packard and an old one at rear between 314 and 308 Packard. Seven properties have mature (possibly lilac) bushes in the front and/or side or rear yards. The historic fencing in the district consists of a wrought iron fence shared by two properties and one example of a wood frame fence with a middle section of metal chicken wire. The latter is unique in that it includes one section topped with old wrought iron cresting. Both fences have associated gates.

## **INVENTORY**

Portions of the district were surveyed as part of larger surveys by the city of Ann Arbor in 1973, 1975, 1976, 1978, 1982, 1988 and 1990. Copies of the survey forms and photographs are located at the City of Ann Arbor in the offices of the Community Services Area, Planning and Development Services Unit.

An intensive level survey was conducted of the study area by the study committee. Copies of the survey forms are on file at the City of Ann Arbor in the offices of the Community Services Area, Planning and Development Services Unit.

## **COUNT OF HISTORIC AND NON-HISTORIC RESOURCES**

There are a total of forty-seven primary and fourteen secondary buildings in the district. One wrought iron fence (438 and 444 South Fifth Avenue) and one wood frame fence with wrought iron cresting and metal chicken wire middle (442 South Fourth Avenue), both with associated gates, also contribute to the district. One hundred percent of the resources contribute to the district, with the exception of one garage at 445 South Fourth Avenue.

## **LIST OF RESOURCES**

407 South Fifth Avenue – 1902 – Bannister House

411 South Fifth Avenue – 1901 – Andrew Reule House

415 South Fifth Avenue – 1838, 1859 – Gaskell-Beakes House

416 South Fifth Avenue – c. 1860 – Zebedee Waldron House

419 South Fifth Avenue – 1902 – Henry Mann House

427 South Fifth Avenue – c. 1896 – Francis M. Hamilton House

433 South Fifth Avenue – 1850s-1880s – Sidney Clarkson/Herbert Slauson House, 2 garages

437 South Fifth Avenue – 1866 – John McCarthy House

438 South Fifth Avenue – 1925 – Erwin Schmid House, 1 garage, wrought iron fence  
441 South Fifth Avenue – 1908 – Christeena Bross House  
444 South Fifth Avenue – 1905 – Erwin Schmid House, 1 garage, wrought iron fence  
445 South Fifth Avenue – 1890 – Frank J. Lewis House, 1 garage  
450 South Fifth Avenue – c. 1850 – Uri Bassett House  
500 South Fifth Avenue – 1894 – Emmanuel Wagner House  
504 South Fifth Avenue – 1911 – Herman Stierle House, barn  
506 South Fifth Avenue - 1888 - Alfred T. Bruegel House  
507 South Fifth Avenue – c. 1886, 1913 move/remodel – unknown, 1 garage  
509 South Fifth Avenue – 1927-28 – Thomas Corbett House, 1 garage  
515 South Fifth Avenue – 1874-78 – George Haller House, 1 garage (1924)  
408 South Fourth Avenue – 1902 – Karl Guthe House, 1 garage (1931-48), hitching post  
414 South Fourth Avenue – c. 1920 – Sophia Allmendinger House  
417 South Fourth Avenue – 1903 – Jonathon Stanger House  
423 South Fourth Avenue – 1896, 1933 – Bethlehem Evangelical Church  
426 South Fourth Avenue – 1861-63 - Jacob A. Polhemus House  
430 South Fourth Avenue – c. 1860 – Rose Cummings House  
432 South Fourth Avenue – 1924 – Bethlehem Evangelical Church Parsonage, 1 garage  
434 South Fourth Avenue – 1916 – Emil Calman House  
436 South Fourth Avenue – 1916 – Frank Bolich House  
437 South Fourth Avenue – c. 1915 – John and Fredericka Mayer House  
442 South Fourth Avenue – 1894 – Gottlieb Wild House, 1 garage, wood and wrought iron fence/gate  
445 South Fourth Avenue – 1890 – George and Emma Wahr House, 1 non-contributing garage  
451 South Fourth Avenue – 1850s-80s – William W. Wines House  
300 East Jefferson Street – 1899-1901 – Daniel and Nancy White House  
120 Packard Street – 1848 – William W. Wines/Dean House, 1 garage  
126 Packard Street – c. 1880s – Dr. Samuel A. Jones House  
200 Packard Street – c. 1865 – Edward Briggs House  
209 Packard Street – c. 1910 – unknown  
214 Packard Street – c. 1883 – Charles Wagner House

215 Packard Street – 1880-83 – Catherine Mogk House, 1 barn with garage addition

216 Packard Street – 1819 – Griffith Cossar House

219 Packard Street – 1853-66 – Cole House (1894)

220 Packard Street – c. 1860 – Johnson House

226 Packard Street – c. 1910 – unknown

228 Packard Street – c. 1908 – Gustav Sodt House

305 Packard Street – 1915 – Barker House

306 Packard Street – c. 1890 – Reinhardt House

314 Packard Street – 1894 – Walter C. Mack House

### **BOUNDARY DESCRIPTION**

The district is generally bounded by the east and west sides of South Fourth and Fifth Avenues south of William Street to and including the south side of Packard Street, more specifically described as:

Beginning at a point sixty feet north of the south lot line of Lot 15, Block 4 South, Range 4 East of the Original Plat of Ann Arbor; then west approximately 130 feet to the west line of the alley running north and south between South Main Street and South Fourth Avenue; then south along said west line to the NW corner of that portion of Lot 18 lying southwest of Packard Street, Block 5 South, Range 4 East of the Ann Arbor Land Company's Addition; then continuing South to the SW corner of Lot 15, Block 5 South, Range 4 East of the Ann Arbor Land Company's Addition; then East 66 feet; then North 80 feet; then East 66 feet; then Southeast approximately 80 feet across South Fourth Avenue to a point 26.5 feet north of southwest corner of Lot 2, Block 5 South, Range 5 East of the Ann Arbor Land Company's Addition; then east 47.5 feet; then south 43 feet; then east approximately 130 feet to the east line of Lot 4, Block 5 South, Range 5 East of the Ann Arbor Land Company's Addition; then South 49.5 feet; then East approximately 130 feet to the northeast corner of Lot 11, Block 5 South, Range 5 East of the Ann Arbor Land Company's Addition; then Southeast approximately 65 feet to the intersection of the east line of South Fifth Avenue and the southwest line of Packard Street; then South on the east line of South Fifth Avenue 95.5 feet; then deflecting 79 degrees, 50 minutes left for 67 feet; then deflecting right 73 degrees for 33.1 feet; then southeasterly to the east line of Lot 14, Block 5 South, Range 6 East of the Ann Arbor Land Company's Addition; then North 61 feet to the southwest line of Packard Street; then continuing North to the centerline of Packard Street, then northwesterly to the east line of Lot 2, Block 5 South, Range 6 East of the Ann Arbor Land Company's Addition; then North to the south line of Lot 1, Block 5 South, Range 6 East of the Ann Arbor Land Company's Addition; then east to the southeast corner of Lot 1, Block 5 South, Range 6 East of the Ann Arbor Land Company's Addition; then North 66 feet; then West 84 feet; then North 66 feet to the south line of East Jefferson Street; then continuing North across Jefferson Street to the north line of East Jefferson Street; then East 37 feet; then North 56 feet; then East 5 feet; then North 34 feet; then East 42 feet; then North 42 feet; then East 16.5 feet; then North 132 feet; then West 16.5 feet; then North 66 feet; then East 16.5 feet; then North 132 feet;

then West 148.5 feet to the east line of South Fifth Avenue; then continuing West to the west line of South Fifth Avenue; then South approximately 88 feet to the northeast corner of Lot 13, Block 4 South, Range 5 East of the Original Plat of Ann Arbor; then West to the centerline of South Fourth Avenue; then North to the Point of the Beginning.

## **BOUNDARY JUSTIFICATION**

In general, the proposed district boundaries were defined by the Ann Arbor City Council in its resolution dated August 17, 2009. The southern boundary has been modified to include properties on the south side of Packard Street. The properties contribute to the historic character of the district, and include an important pioneer house at 120 Packard that was constructed by the Wines family and was previously recognized by the city as an individual historic property.

The district is bounded on the north by the William Street Historic District. The eastern boundary echoes the eastern boundary of the original plat of Ann Arbor. This area and that along the southern boundary of the district are marked by residential areas illustrating contextual themes separate from those of the proposed district. To the east lies Hamilton Place, a cluster of houses associated with a development by land owner Francis Hamilton in the early 20<sup>th</sup> century. Farther south, the area to the east along Packard Street includes newer apartment buildings. South of the Packard Street properties the land begins to slope steeply. As in the area to the east of the district, the area to the south includes houses of architectural interest, particularly along South Fifth Avenue. These properties are associated with working class families whose neighborhood revolved around several factories and a lumber yard in the low land along East Madison Street. The historical association with early settlement and civic leaders is not as strong in this neighborhood as in the proposed district. The western boundary of the proposed district is defined by modern commercial buildings along Main Street, which are not congruous with the history or architecture of the proposed district.

## **HISTORY OF THE DISTRICT**

The Fourth and Fifth Avenue district is located at the intersection of three key elements of Ann Arbor's settlement history: early settlement, German ethnic settlement, and settlement associated with the University of Michigan. Located on the southern edge of the downtown, the area was initially developed by early American Yankees immigrants as part of the original plat filed by founders John Allen and Elisha Walker Rumsey. A number of prominent 19<sup>th</sup> century citizens lived here. To the west, just across Main Street, is what is now called the Old West Side, the largest neighborhood of German immigrants in the city. Some of that German settlement spilled over into the Fourth and Fifth Avenue district as well. German families in the neighborhood included the Mann, Schmid, and Walz families. Finally, the neighborhood was also settled by students and faculty associated with the expanding University of Michigan.

## Early Settlement and the Development of a Residential Neighborhood

Ann Arbor was founded in 1824 by John Allen and Elisha Walker Rumsey who platted the village and registered it in Detroit as “Ann Arbour.” The plat consisted of mostly rectangular blocks, each with an alley running along the length of the middle of the block.<sup>1</sup> Variations to this format existed for the parcels around the center public square and other selected parcels, particularly those along the eastern boundary. The latter includes those properties along the east side of South Fifth Avenue in the study area. The village grew quickly from fifty people in 1824 to over four hundred people just three years later when it became the Washtenaw County seat. John Allen was elected the first village president after the village was incorporated by the territory legislature in 1833. In 1837 the University of Michigan moved from Detroit because of the availability of land, namely the forty acres donated free of charge to the State of Michigan for the University by the Ann Arbor Land Company. The Michigan Central Railroad arrived in 1839 providing a passenger and freight link to Detroit and the United States for the village and surrounding farms. The village continued to expand during the mid-19<sup>th</sup> century, driven by the local economy. The economy was primarily based on providing services, storage, and supplies to the surrounding farms, as well as on real estate and legal services commonly associated with a county seat. From John Allen’s block house at the center of town, the direction of building in Ann Arbor extended north and south along Main Street and east and west along Huron Street. It soon extended along Fourth and Fifth Avenues, as well as along Ashley Street (formerly Second Street) and Packard Street.<sup>2</sup> In 1851, Ann Arbor was incorporated as a city by the state legislature and proclaimed itself the “most desirable residence in the Great West.”

By this time the Fourth and Fifth Avenues district was rapidly developing as a residential neighborhood. A plat map dated 1854 depicts houses on many, although not all, of the properties along South Fourth and Fifth Avenues as well as along Packard Street. Several of the larger platted properties along the east side of South Fifth Avenue were already divided into smaller parcels. Accompanying outbuildings (generally small barns and carriage houses) are shown at the rear of some of the properties, particularly those along the western side of South Fourth Avenue. These outbuildings were accessed via the alley cutting through the center of the block. This alley remains and is one of the few residential alleys in the downtown area.

The earliest extant houses in the district were constructed during the period from the 1830s through the 1850s and were associated with some of the early settler families of Ann Arbor. A few are highlighted here. The Clayton Gaskell house at 415 South Fifth Avenue was constructed about 1838 in the Greek Revival architectural style. Hiram Beakes inherited the property and enlarged the house in 1859. Hiram Beakes was the Mayor of Ann Arbor from 1873 to 1875 and lived in the house until the late 1890s. He was also Probate Judge of Washtenaw County in the 1870s. His daughter and son-in-law, Samuel Beakes (no relation) also lived in the house. Samuel Beakes was the first ward alderman, and then mayor from 1888-1890. He was active in local politics, being chair of the county Democratic Party, serving as city

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<sup>1</sup> Plat of Ann Arbor, 1824.

<sup>2</sup> O. W. Stephenson, Ph.D., *Ann Arbor: The First Hundred Years*, 1927, (433).



treasurer, and was the editor of the Democratic oriented Ann Arbor Argus. The William Wines house at 120 Packard Street was constructed in 1848. Mr. Wines was the operator of a lumber mill in Ypsilanti, and the founder of Wines and Worden clothing business. In the 1870s the house was sold to Nelson Strong, another Ann Arbor pioneer who sold it to his son-in-law Sedgewick Dean, a grocer. In 1902 Dean was one of the founders of the Argo Milling Company and built the Argo Power house in 1903. He also owned Dean & Co., a high-class retail and wholesale store that operated between the Civil War and World War I. His daughter Elizabeth Dean left two million dollars to the City of Ann Arbor in 1964 for “the perpetual care, maintenance, replacement and planting of trees on city-owned properties.”

By the end of the Civil War, the neighborhood was fully developed. A bird’s eye view map dated 1866 depicts individual houses on most of the parcels within the district. A surveyor’s map dated 1870 indicates that all but two lots have been developed. The neighborhood extended west to South Main Street and north towards East Liberty Street. The northern boundary was defined by the commercial buildings creeping south along Main Street, and by the former jail site between South Fourth and Fifth Avenues on East Liberty Street. The area to the east of the neighborhood was less densely populated, and the area south of Packard Street was undeveloped beyond those properties on the plateau immediately south of Packard Street.

From this time period to the first decades of the 20<sup>th</sup> century, much construction took place in the neighborhood. Houses were modified, such as the Gaskell-Beakes and Wines houses described above. Other houses were replaced by larger and more fashionable houses of the time as well as by more economical kit houses. These include many of the houses identified in this report. Later, changes to the landscape included replacing barns and carriage houses with one and two-car vernacular garages as automobiles became more prevalent. The one exception in the neighborhood is the barn located at 215 Packard Street, which was modified and added onto to accommodate cars instead of being replaced. Landscape features, such as the wrought iron fence at 438-444 South Fifth Avenue, relatively old lilac bushes scattered throughout the district and a few mature trees also remain from the late 19<sup>th</sup> and early 20<sup>th</sup> century period.

### **Ethnicity in the District**

Ann Arbor was initially settled by people coming from New York and other eastern states. The number increased substantially with the opening of the Erie Canal in 1825. A large influx of German immigrants, particularly from the Wuerttemberg area, also soon settled in town. Beginning with the arrival in 1829-30 of Jonathan Henry Mann and his wife, the number of German immigrants arriving in Ann Arbor steadily increased throughout the 19<sup>th</sup> century. In 1880 the census showed that one out of every nine residents of Ann Arbor was German-born. By this time Ann Arbor had a German newspaper, three German churches, a German Workingman’s Association, a German shooting club, a German Athletic Society, two German choirs, a German Coronet band and a large German-owned park.<sup>3</sup> German families rose to become business leaders and some of the area’s most prominent residents. Their names included Eberbach, Hutzel, Staebler, Mack, Schmid, Luick, Herz, Wagner, Haller, Haarer, Koch, Wurster, Muehlig,

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<sup>3</sup> Jonathan Marwil, *A History of Ann Arbor*, 1987, (61).

Schumacher, Arnold, Weinmann, Goetz, Bach, Fischer, Schlenker, George, Mann, Fritz, Walz and many others. Although the majority of Germans lived west of Main Street in what is now called the Old West Side, some early and prominent families resided in the district, including the Haller, Mann, Schmid, Stampfler, Wagner, and Walz families. The Muehligs and Eberbachs are associated with properties in the William Street Historic District, immediately north of the district.

Some of the German families within the neighborhood attended the Bethlehem Evangelical Church, the largest physical evidence of the German presence in the proposed district. The church then was central to German identity, which was reinforced later with the establishment of Muehlig Funeral Home in the old Jacobs mansion at Fourth and William in 1928. The Bethlehem congregation had previously been part of the first German-speaking Lutheran congregation founded by Pastor Friederich Schmid who came to Ann Arbor from Basel, Switzerland in 1833. In 1875 Pastor Schmid and some congregation members split off to form Zion Lutheran Church. The Bethlehem Congregation under the leadership of Pastor John Neumann hired Detroit architect Richard Rasemann to design the Richardsonian Romanesque style building with Gothic features which was constructed of native fieldstone. The building was completed in 1895 with the dedication in January, 1896. This was approximately twenty years after the congregation first purchased the land and built a parsonage. A parish hall was constructed as an addition to the church in 1932-1933 in a similar style to that of the church. It was designed by Ralph W. Hammett. The congregation also provided a German speaking school in the late 1800s through the first decade of the 1900s. The school became bilingual in 1906.

The Bethlehem congregation owned at least two other houses standing in the district. The house at 432 South Fourth, constructed in 1924, served as a parsonage during the first half of the 20<sup>th</sup> century, housing the Reverends Gustav Neumann (1924-1928), Theo Schmale (1928 - 1947), and Walter Press (1947 - 1955). It was sold in 1955. The house at 437 South Fourth was constructed by John and Fredericka Mayer in the 1910s and they lived there until 1929 when it was deeded to the church. The church still owns the property today.

Other homes in the district occupied by those of German descent include: 515 South Fifth (George Haller, 1875–1914); 506 South Fifth (Alber T. Bruegel, 1888-1920s); 504 South Fifth (Herman and Amanda Stierle, 1911 – 1960s); 500 South Fifth (Emanuel Wagner, 1894-1960s); 411 South Fifth (Andrew Reule, 1901-1940); 408 South Fourth (Karl Guth, UM Physics professor, 1902); 417 South Fourth (Jonathan Stanger, 1903-1940s); and 445 South Fourth (George and Emma Wahr and Schaffer family, 1890-1970s). Although no longer associated with the Bethlehem Church, descendants of Pastor Schmid's family lived next door at 438 South Fifth Avenue from 1905 until about 2002.

### **The expansion of the University of Michigan**

The University of Michigan arrived in Ann Arbor in 1837 and settled on land situated several blocks to the east of the district. In 1841 it opened its doors to students for the first time. The first of many significant growth spurts occurred in the 1850s and 1860s, after Henry Philip Tappan was hired as president in 1852. In 1865 the University of Michigan had the largest enrollment in the United States at

1,145 students.<sup>4</sup> President Tappan used a Prussian model for the university, one where “professors conducted original research, taught by lecture, and trained graduate students.”<sup>5</sup> As part of this approach, the university stopped providing room and board for students in 1852 and asked the local residents to open up their homes to house students. This arrangement provided additional income for many local families throughout the city.

By the 1870s Ann Arbor had evolved into a “university town.” The evolutions of the town and university have been invariably linked. The university spawned several building booms that expanded the university and the city at the same time. During the 19<sup>th</sup> and early 20<sup>th</sup> centuries, the city raised money through bonds and donations to construct university buildings. Several times, especially after the Civil War, World War I, and World War II, large influxes of students created housing shortages. Residents were asked to build on their vacant lots to accommodate the need.

During the second half of the 19<sup>th</sup> century, the University of Michigan developed its School of Medicine and University Hospitals. Begun in 1850, the School of Medicine became one of the better known programs in the United States. The University was also the first such school to establish a teaching hospital on campus in 1869. Between 1875 and 1945, at the same time as the medical program and hospital/clinical program grew, Ann Arbor played host to seventeen private hospitals scattered around the downtown area.<sup>5</sup> All were housed in modified private homes. The hospitals served as a place for patients to go if they needed care that could not be obtained at home. One of these hospitals was located at 416 South Fifth Avenue and was known as the Burrett-Smith Private Hospital. After serving as a private residence for almost 50 years, this stately Greek Revival was used by Drs. Cyrus Burrett and Dean Smith, who moved their practice there from 721 East Washington. At the north end of Fourth Avenue, the Jacobs mansion also served as the private hospital of Dr. Lynds until 1918, just before it became Muehlig’s Funeral Home now situated in the William Street Historic District.

By 1900 Ann Arbor had a population of 14,509 and the University of Michigan had 3,441 students and 166 faculty members. In 1903 the university acquired additional land to expand and both the city and school were experiencing building booms. Francis Hamilton, Ann Arbor’s mayor from 1905 to 1907, lived at 427 South Fifth Avenue during this time. He served as an alderman for the First Ward, and developed Hamilton Place located to the rear of his home just outside the eastern boundary of the proposed district. The development included tightly packed houses constructed close to the street. The 1920s also reflected the increased growth for the city and university.

As in many neighborhoods near the university campus, a number of properties in the district accommodated the growing numbers of University students and faculty, primarily by families taking in boarders. For example, Mrs. Allmendinger took in a number of tenants in her property at 414 South Fourth Avenue. As early as the 1910s the house at 445 South Fifth Avenue was taking in boarders as well. Mrs. Hughes had tenants at 441 South Fifth Avenue that included students and faculty at the University of Michigan. In fact, many of the homes in the district accommodated one or more boarders.

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<sup>4</sup> Joseph A. Firsinger, *Passport to Ann Arbor*, 1965.

<sup>5</sup> Grace Shackman, “The Private Hospital Era.” *Ann Arbor Observer*, March 1994.

After World War II the composition of the district began to change. Some of the early German families moved out of the district while others remained through the 1970s and later. Ann Arbor and the University of Michigan were poised for post-war growth. Many more families in Ann Arbor and in the district rented rooms to returning war veterans enrolling at the university. In the 1960s increasingly more houses in the district became rental units catering to the university community.<sup>6</sup> These houses, like those that remained as single family dwellings, have maintained their original residential appearance and character.

### **Architectural Styles in the District**

The architectural styles found in the Fourth and Fifth Avenue Historic district represent the progression of styles popular during the period beginning from the earliest days of settlement through the 1920s. Beginning in the 1830s settlers in the area brought their architectural traditions from the eastern United States, where the Greek Revival style of architecture was dominant. The style was one of the first popular Romantic styles in the areas of the United States being settled from about 1830 to 1850. It tends to mimic classical Greek temple fronts, with gabled or hipped roofs with a low pitch, a cornice band with wide trim, front doors surrounded by narrow sidelights and a transom above the door. The district contains a number of outstanding examples of the Greek Revival style, including 426 South Fourth Avenue and 415, 433, 437, and 450 South Fifth Avenue and 120 Packard (which also exhibits Italianate-style detailing added later).

The district also contains a number of buildings constructed in styles associated with the Victorian period. Popular from the 1860s through the 1900s, these styles include Italianate, Queen Anne, and Richardsonian Romanesque. The Queen Anne style in particular was popular to construct because of the plentiful supply of lumber in Michigan and the growing number of mills able to produce standard size lumber, including 2x4's and decorative elements. Ann Arbor had mills that produced brackets, cut shingles, doors, molding, and ornamentation that were located in the area now known as Kerrytown. A lumber yard was also situated just south of the district beginning at this time. The profession of architecture was growing, and pattern books were available to show how to build these houses. Examples of the Queen Anne style can be found at 417, 442 and 445 South Fourth Avenue, 419 and 445 South Fifth Avenue, 300 East Jefferson Street and 306 Packard Street.

The Italianate style with its cube-like massing, lower pitched roofs, brackets and round arch top and Palladian windows is also represented in the district. The Italianate style was more likely to be expressed in masonry construction accompanied by decorative wood trim and porches. The house at 430 South Fourth Street is an example using frame construction and wood siding.

Made popular in the late 1800s by Boston architect Henry Hobson Richardson, the Richardsonian Romanesque style was most popular for civic building such as city halls and post offices, as well as religious structures. Richardson's designs of the Allegheny Courthouse and Jail in Pittsburgh, and Trinity Church in Boston were noted for the use of heavy masonry and large Roman arches for openings. There

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<sup>6</sup> Lela Duff, *Ann Arbor Yesterdays*, 1962, (31).

is one example of Richardsonian Romanesque in the district. It is the Bethlehem Church at 423 South Fourth Street, which was designed by Detroit architect Richard Rasemann. An anchor building visible throughout the neighborhood, the church has native fieldstone walls. Although patterned after Richardson's designs, the architect also incorporated Gothic details, making the building a combination of Richardsonian Romanesque and Gothic Revival styles. Another example of this style in Ann Arbor is the former Michigan Central Railroad Depot (now the Gandy Dancer restaurant).

The turn of the 20th century brought more variety in the architecture of the neighborhood. The Colonial Revival style became one of the most popular styles throughout the United States, developing from an interest in all things colonial after the nation's Centennial celebration in 1876. The house at 228 Packard is an example of the style with Doric porch columns and cornice returns. The district also has two Dutch Colonial Revival examples, a common variation of the style. These are found at 441 and 500 South Fifth Avenue, the latter being constructed of brick.

Although the Colonial Revival style continues well into the 20th century, other styles begin to appear such as Arts and Crafts bungalows and Four Squares, and the English Revival or Neo-Tudor styles. Defined by the wide overhanging eaves, exposed rafter tails, large porches, and wood trim, the styles were developed in reaction to the increasing number of mass manufactured goods. Examples of the Arts and Crafts Style in the district are found at 226 Packard, and at 434 and 436 South Fourth Avenue, a set of twin houses. Architect Herman Pipp designed the example at 438 South Fifth Avenue.

As noted above, three architects are represented in the district: Richard Rasemann, Ralph Hammett, and Herman Pipp. Richard Rasemann (b. 1885) was a German-born architect educated in part at a German-American Seminary. He came to Detroit and went into practice from 1851 to 1891 with Swissborn Julius Hess. In addition to designing Bethlehem Evangelical Church in the district, he designed a number of prominent Detroit buildings including the Harmonie Club (1894); the Hinz Building (1908); and the Hemmeter Building (1911). Ralph Hammett designed the 1933 addition to the Bethlehem Evangelical Church. He was a professor at the University Of Michigan School Of Architecture from 1931 to 1965. He graduated from the University of Minnesota and held a master's degree from Harvard University. Before his arrival at the University of Michigan he taught at the University of Minnesota, the University of Washington, and the Illinois Institute of Technology. His other Ann Arbor designs include an addition to the First Congregational Church, the St. Andrews Episcopal Church chapel and parish hall, and the Lutheran Student Chapel and Center, Trinity Lutheran Church, Lord of Light Lutheran Church, and several homes. He designed an addition to the Women's City Club and renovations for the Kempf House. In 1976, he authored *Architecture in the United States: A Survey of Architectural Styles Since 1776*. Hammett also lived in the 1840s Guy Beckley house on Pontiac Trail.

Herman Pipp (1868-1945) was born in Brighton, Michigan and learned the architectural trade from his father, William Pipp. He came to Ann Arbor in 1891 after the death of his father. His brother Henry Pipp was a contractor who was also trained by the father, and who came to Ann Arbor in 1892. Herman Pipp's offices were located at 118 West Washington in Ann Arbor. He designed the former Ann Arbor City Hall (1907), the Nickels Arcade (1916), and the office building for Hoover Ball & Bearing Company. He worked with Detroit architect George Mason on the Princess Hotel in Toronto, Ontario. He also

designed a number remodeling projects including converting a roller-skating rink into the Majestic Theater (1907), renovating the Athens Theater (1907), and remodeling the German-American Savings Bank into a women's store for Charles Hutzel (1916). In Barton Hills he designed houses for the Olifphants and the Underdowns, as well as the golf course and country club building. He also designed Alpha Chi Omega fraternity house. Within the district Pipp designed the house at 438 South Fifth Street for Erwin Schmid.

## **SIGNIFICANCE OF THE DISTRICT**

Pursuant to PA 169 of 1970, as amended, and Chapter 103, Section 8:408 of Ann Arbor City Code, the Study Committee shall be guided by the criteria for evaluation issued by the U.S. Secretary of the Interior for inclusion of resources in the National Register of Historic Places. Further, in 2002, the State Historic Preservation Office, per Section 399.205 (3) of PA 169, adopted rules regarding local historic district designation that every study committee is required to follow. Those rules state that any local historic district--single or multiple resource--"shall follow" the criteria for listing in the national register.

To be considered eligible, a property must meet National Register requirements for age, integrity, and significance, as described on the National Register website:

- **Age and Integrity.** Is the property old enough to be considered historic (generally at least 50 years old) and does it still look much the way it did in the past?
- **Significance.** Is the property associated with events, activities, or developments that were important in the past? With the lives of people who were important in the past? With significant architectural history, landscape history, or engineering achievements? Does it have the potential to yield information through archeological investigation about our past?

An eligible property must possess integrity and meet at least one of four criteria for significance:

“The quality of significance in American history, architecture, archeology, engineering, 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.”

The proposed Fourth and Fifth Avenue Historic District is significant under national register criteria A, B, and C at the local level of significance. The period of significance for the district begins in 1838 with the

construction of the oldest extant house. It ends in 1941, the start of World War II and the beginning of the time when many of the early German families moved from the neighborhood.

**Criterion A. “...that are associated with events that have made a significant contribution to the broad patterns of our history.”**

The proposed Fourth and Fifth Avenue Historic District lies along the southern edge of the original village of Ann Arbor plat. It was the core of a residential neighborhood that evolved on the immediate south side of the downtown. Through its older homes, grid-like layout and street alley (present between Fourth Ave and Main Street along the western boundary of the district), it reflects the period during which early settlement of Ann Arbor by Yankees as well as by German immigrant families took place. It contains the homes of a number of early city leaders.

New settlers built houses in the area as it was close to the growing business district. By 1856 there were approximately twenty-two primary buildings in the proposed district with only ten vacant lots. The 1890 Bird’s Eye view shows the land in the proposed district completely built out. The Gaskell-Beakes house at 415 South Fifth Avenue was constructed by Clayton Gaskell about 1838. Gaskell was an early Yankee settler. Hiram Beakes then inherited the property and enlarged the house in 1859. Hiram Beakes was the Mayor of Ann Arbor from 1873 to 1875 and lived in the house until the late 1890s. He was also Probate Judge of Washtenaw County in the 1870s. His daughter and son-in-law, Samuel Beakes (no relation) also lived in the house. Samuel Beakes was the first ward alderman, and then mayor from 1888-1890. He was active in local politics, being chair of the county Democratic Party, serving as city treasurer, and was the editor of the Democratic oriented *Ann Arbor Argus*. Probably due to the housing crisis after World War I the house was converted into apartments in the 1920s, one of the earliest conversions in the proposed district.

The William Wines house at 120 Packard Street was constructed in 1848. Wines was the operator of a lumber mill in Ypsilanti, and the founder of Wines and Worden clothing business. In the 1870s the house was sold to Nelson Strong, another Ann Arbor pioneer who sold it to his son-in-law Sedgewick Dean, a grocer. In 1902 Dean was one of the founders of the Argo Milling Company and built the Argo Power house in 1903. He also owned Dean & Co., a high-class retail and wholesale store that operated between the Civil War and World War I. His daughter Elizabeth Dean left two million dollars to the City of Ann Arbor in 1964 for “the perpetual care, maintenance, replacement and planting of trees on city-owned properties.”

433 South Fifth was constructed in the 1850s, with an 1880s remodeling. It was constructed by Sidney Clarkson, an early Ann Arbor settler, whose family was instrumental in establishing the Episcopal Church of Ann Arbor. This house was converted to apartments by 1940. Also constructed in the 1850s, the Ditz/Stampfler house at 450 South Fifth Avenue was probably built by Uri Bassett who purchased the property for \$100 in 1849. Bassett was a teacher at the Old Academy formerly located at the northwest corner of Fourth Avenue and William Street. He sold the house to Franklin Wilcox in 1856 for \$500. Joseph Ditz, a tailor, purchased the house in 1860, and the Ditz family and their descendants, the

Stampfler family, lived in the house until at least the 1960s, one of many German families living in the neighborhood.

**Criterion B. “...that are associated with the lives of persons significant in our past.”**

The district contains the homes of several prominent Ann Arbor citizens, and is the strongest remaining physical connection to their lives and contributions. The Gaskell/Beakes House at 415 South Fifth Avenue is associated with two of Ann Arbor’s past mayors, Hiram Beakes and Samuel Beakes. Hiram Beakes was the Mayor of Ann Arbor from 1873 to 1875 and lived in the house from 1859 until the late 1890s. He was also Probate Judge of Washtenaw County in the 1870s. His daughter and son-in-law, Samuel Beakes (no relation) also lived in the house. Samuel Beakes was the First Ward alderman, and then mayor from 1888-1890. He was active in local politics, being chair of the county Democratic Party, serving as city treasurer, and was the editor of the Democratic oriented *Ann Arbor Argus*.

427 South Fifth Avenue was the home of Francis M. Hamilton until his death in 1914 at the age of 75. According to the 1880 Census, Francis M. Hamilton aged 41 was living in Ann Arbor as a school teacher at 444 East Huron Street with his wife Josephine, 34, his 8-year old son named Walter M. Hamilton and several other tenants. He was the First Ward alderman before becoming mayor of Ann Arbor from 1905-1907. Hamilton Place nearby was developed by and named after him. He also built many houses on William, Fifth and North University. He gave the University of Michigan a fountain located at North University and State Street. He was seen as a spirited public official.

433 South Fifth Avenue was the home of Herbert Slauson from 1905 through the 1930s. Slauson was a long-time superintendent of the Ann Arbor Public Schools and has a school named after him, Slauson School.

**Criterion 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.”**

The district contains concentrations of Greek Revival, Queen Anne, and Italianate style houses, representative of the district’s evolution in the second half of the 19<sup>th</sup> century. Later replacement houses were constructed in the Colonial Revival, Dutch Colonial Revival, and Arts and Crafts styles.

Two buildings in the proposed district are architect designed. Bethlehem Church, located at 423 South Fourth Avenue and constructed in 1895, was designed by Detroit architect Richard Rasemann in the Romanesque Revival style with Gothic influences. A 1933 addition was designed by Ralph W. Hammet. The Erwin E. Schmid house at 438 South Fifth Avenue was designed by architect Herman Pipp in the Arts and Crafts Style.

**CONCLUSION**

The committee recommends that the proposed Fourth and Fifth Avenue Historic District be designated by the Ann Arbor City Council as a local historic district. The district is significant for the physical link it



maintains to the early settlement period of Ann Arbor, for its association with German life in Ann Arbor and association with several Ann Arbor civic and political leaders.

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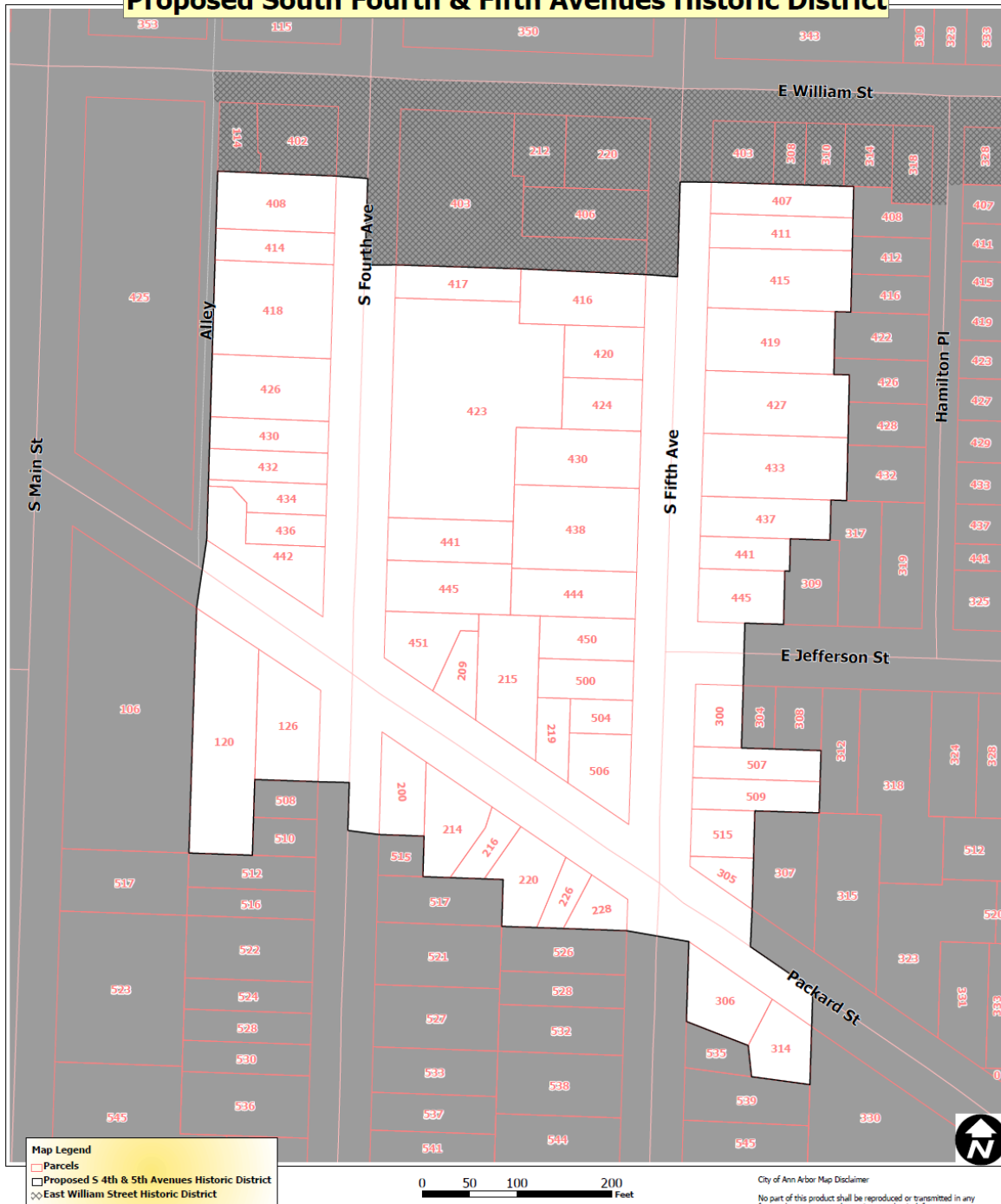
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DISTRICT MAP

**Proposed South Fourth & Fifth Avenues Historic District**



**Map Legend**  
 [Red Outline] Parcels  
 [Red Outline with White Fill] Proposed S 4th & 5th Avenues Historic District  
 [Red Outline with Grey Fill] East William Street Historic District

0 50 100 200 Feet



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 Map Created: 2/16/2010



**PHOTOGRAPHS**

**Photograph 1 – East side of Fifth Avenue looking south, February, 2010**



**Photograph 2 – West side of Fourth Avenue looking south, February, 2010**





Photograph 3 – 438 South Fifth Avenue, designed by Herman Pipp, September, 2009



Photograph 4 – 423 South Fourth Avenue, Bethlehem Evangelical Church, February, 2010





Photograph 5 – 450 South Fifth Avenue – Ditz/Stampfler House, September, 2009



Photograph 6 – 415 South Fifth Avenue, Gaskell/Beakes House, February, 2010





Photographs 7 & 8 – 432 South Fourth Avenue, house (Bethlehem Church parsonage) and garage, September 2009, February 2010





**Photograph 9 – 120 Packard, Wines/Dean House, November, 2009**



**Photograph 10 – Mature lilac bush and trees at 120 Packard, February, 2010**





Photograph 11 – 300 Packard, November, 2009



Photograph 12 – 442 South Fourth Avenue, Gottlieb Wild house, February, 2010





**Photograph 13 – Detail of wood and wrought iron fence at 442 South Fourth Avenue, February, 2010**



**Photograph 14 – Barn at 215 Packard Street**





Photograph 15 – Mature tree between 308 and 314 Packard Street, February, 2010



Photograph 16 – Wrought iron fence at 444 and 438 South Fifth Avenue, looking north, February, 2010

## **Introduction**

I am very disappointed in the level of detail that the *Fourth and Fifth Avenue Historic District Study Report* contained. Considering this issue is so highly politically charged I would expect the report to have addressed more detail about the historical integrity in relation to the significance of the district. In particular, I was hoping for more detail in regards to the standard used for determining whether a house was contributing to the district or not and what logic/reasoning went into the decision that a specific house was contributing.

I would like to make clear at this point that I am not saying the recommendation that the study committee made is incorrect. I do, however, believe that more logic, fact based reasoning and data needs to be included in the report so that the community and city council understands what criteria were used for evaluating the district. The study committee's report relays the conclusion (recommendation for historic district), but provides little evidence or data to support the conclusion and in essence says, "trust us" on how we determined it.

Currently the report has much detail in regards to the history of who lived there but it's insufficient in the following areas:

- The report does not go into detail regarding the significant events claimed in the report.
- The report does not go into detail regarding the significant persons claimed in the report.
- When it comes to the criteria used for the evaluation of the historic integrity it is sorely lacking in detail, yet the study committee concludes that 100% of the properties are contributing. What standard was used? Was the standard established by the by the U.S. Secretary of the Interior used in evaluating the properties? No standard was described.

*If, however, a different standard was used, such as establishing that a house is contributing based upon its creation date (i.e. age) rather than evaluating the historic integrity or historic fabric of the house, then this non-conforming standard should be defined in the text of the report. Also, any data that would have been collected under the conforming standard of the NPS should also be included so that the city council and/or community has the option of evaluating the properties using the recommended standards set forth by the NPS.*

- Most of the data collected to evaluate criteria were omitted from the report. I am assuming that each house was evaluated using the criteria suggested by the Michigan Historical Center State Historic Preservation Office and established by the U.S. Secretary of the Interior.

I am requesting that the data and evidence used by the committee to support the claims within the study report be inserted into the report.

The criteria that the study committee are required to use are referenced in the following:

According to Chapter 103 8:408.3 of the Ann Arbor city code (see appendix I):

*the study committee shall be guided by the selection criteria for evaluation issued by the United States secretary of the interior for inclusion of resources in the national register of historic places, as set forth in **36 CFR part 60**, as amended, **and criteria established or approved by the SHPO***

The Michigan State Historic Preservation Office says (see Appendix III):

*The criteria that a historic district study committee must apply when determining the historic significance of historic resources and the boundaries of historic districts are the criteria and considerations developed by the **U.S. Secretary of the Interior for the creation of historic districts, as set forth in National Register Bulletin 15: How to Apply the National Register Criteria***

**Secretary of the Interior**, National Register Bulletin 15: How to Apply the National Register Criteria states (see Appendix IV):

For a property to qualify for the National Register it must meet one of the National Register Criteria for Evaluation by:

- *Being associated with an important historic context **AND***
- *Retaining historic integrity of those features necessary to convey its significance.*

*The steps in assessing integrity are:*

- **Define the essential physical features that must be present** for a property to represent its significance.
- Determine whether the essential physical features are **visible** enough to convey their significance.
- Determine whether the property needs to be compared with similar properties. *And,*
- Determine, based on the significance and essential physical features, which aspects of integrity are particularly vital to the property being nominated and if they are present.

## **Criteria for Evaluation**

According to NATIONAL REGISTER OF HISTORIC PLACES TITLE 36 CFR 60 Sec 60.4 Criteria for evaluation (see Appendix II), an eligible property in the district must possess integrity and possess one of the following criteria to be significant, but none of these criteria are explained in the report:

**(1) Criterion A: *that are associated with events that have made a significant contribution to the broad patterns of our history***

The report does not appear to identify any “events.” The report speaks to the immigration of the Germans into this area, yet specifically says that most of the German immigrants actually chose to live not in the proposed district, but instead in the Old West side. If the German immigration was significant to the City of Ann Arbor history, there is no language in this section that says “why” this immigration is important versus any other immigrant group in Ann Arbor. What makes this group stand out? Why is the German immigration important for any reason? The report only makes assertions of fact with no references or evidence to back up the claim that this immigration event is significant to the City of Ann Arbor history.

According to the **Secretary of the Interior** , National Register Bulletin section VI (see Appendix IV)

The property you are evaluating **must be documented**, through accepted means of historical or archeological research (including oral history), to have existed at the time of the event or pattern of events and to have been associated with those events. **A property is not eligible if its associations are speculative.**

If the immigration “event” was documented then this information needs to be inserted into the report.

**(2) Criterion B: *that are associated with the lives of persons significant in our past.***

The people included in this section have their titles (i.e. Mayor) mentioned but the report does not explain what these people accomplished or their impact

upon the history of the city. An accomplishment – not a title – makes a person significant.

According to the National Park service Bulletin 15 section VI (see Appendix IV)

The persons associated with the property must be individually significant within a historic context. **A property is not eligible if its only justification for significance is that it was owned or used by a person who is a member of an identifiable profession, class, or social or ethnic group. It must be shown that the person gained importance within his or her profession or group.**

Eligible

The residence of a doctor, a mayor, or a merchant is eligible under Criterion B if the person was significant in the field of medicine, politics, or commerce, respectively.

Not Eligible

**A property is not eligible under Criterion B if it is associated with an individual about whom no scholarly judgment can be made because either research has not revealed specific information about the person's activities and their impact, or there is insufficient perspective to determine whether those activities or contributions were historically important.**

Language and references specific to the accomplishments of these Ann Arbor citizens needs to be inserted into the report to show that this claim is valid.

- (3) **Criterion 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**

This section should presumably include the standard and reasoning used for the evaluation of the properties. The survey sheets should contain the data collected along with the analysis pertaining to the specific property.

According to the **Secretary of the Interior** , National Register Bulletin sect. VIII (see Appendix IV)

A property important for illustrating a particular architectural style or construction technique must retain most of the physical features that



constitute that style or technique. A property that has lost some historic materials or details can be eligible if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. **The property is not eligible, however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style.**

In other words if there is little original historic fabric remaining on the house, the house is not eligible for consideration. The data need to be collected for an accurate report to be filed.

Although there is a section dedicated to architectural styles within the district in the History section early in the report, that section merely summarized the architectural styles and why such styles are important. But Criterion C is supposed to establish how the design and construction of each property is significant. The report should therefore include detail along with the explanation of the standard used for contributing vs. non-contributing decision-making.

Criterion C in the study report lists two buildings that were architecturally designed.

According to the Secretary of the Interior , National Register Bulletin section VI (see Appendix IV)

**The property must express a particular phase in the development of the master's career, an aspect of his or her work, or a particular idea or theme in his or her craft.**

**A property is not eligible as the work of a master, however, simply because it was designed by a prominent architect.** For example, not every building designed by Frank Lloyd Wright is eligible under this portion of Criterion C, although it might meet other portions of the Criterion, for instance as a representative of the Prairie style.

Language needs to be included explaining why this particular house is important to the architect's career or the house needs to be included in other sections of Criterion C.

### **Determining contributing vs. non-contributing**

The study committee prepared a survey sheet for each house which listed the style of the house and the materials of the foundation, walls and roof, but there is no language to what that means. Specifically, the report does not explain whether

these materials are original or important and should therefore be preserved. In fact many of the houses appear to have vinyl or aluminum siding and non-original windows (by looking at the pictures). Because the report should make the case that these particular houses are contributing architecturally, there should be some language dedicated to these issues. The report's descriptive notes section essentially reads like a realtor description with a few added notes about some of the architecture.

Above, I referenced the Secretary of the Interior's National Register bulletin 15 (see appendix IV) which provides that the steps in assessing integrity include defining the essential **features that must be present**, determining if they are **visible** and determining if these aspects are **vital to the property**. Considering that the study committee determined that 100% of the houses are contributing, the study committee should describe what went into their decision-making regarding whether something is contributing or non-contributing. The standard used along with the logic and reasoning needs to be spelled out. Should the house have 75% of the original materials or 50%? If the house had vinyl siding (non-original) and non-original windows, should it still be considered a contributing resource because of some other important element? Currently, neither the report nor the survey cards include any of these details.

The descriptive notes section of the survey cards should include a more detailed description of the historic fabric of the house, what materials are original, what has been replaced, when were the additions to the houses constructed, etc. Many of these houses have multiple additions added on to them, yet there is no mention of the historical significance of the later additions. When were the additions built? Are they historic in their own right?

## **Visibility**

Special attention should be paid to physical features that are covered up with modern materials with more emphasis place on whether there is enough historical fabric that is visible. The NPS states (see Appendix IV).

*Properties eligible must not only retain their essential physical features, but the features must be **visible** enough to convey their significance. This means that even if a property is physically intact, its integrity is questionable if its significant features are concealed under modern construction.*

*If the historic exterior building material is covered by non-historic material (such as modern siding), the property can still be eligible if the significant form, features, and detailing are not obscured.*

Language needs to be included that justifies a determination of “contributing” for all houses that have major physical features that are covered up.

Special attention should be paid to the additions that are added to the front of the original house. According to the NPS (see Appendix IV):

*If a property's exterior is covered by a non-historic false-front or curtain wall, the property will not qualify under Criteria A, B, or C, because it does not retain the visual quality necessary to convey historic or architectural significance. Such a property also cannot be considered a contributing element in a historic district, because it does not add to the district's sense of time and place. If the false front, curtain wall, or non-historic siding is removed and the original building materials are intact, then the property's integrity can be re-evaluated.*

If the addition that is added on to front of the house is modern (within 50 years) does that qualify as a false front? There are at least a couple of properties that have additions on to the front of the original house as stated on their survey sheets.

### **Properties owned by Religious institutions**

The National Register of Historic Places (see Appendix II) clearly provides that:

*properties owned by religious institutions or used for religious purposes.....shall not be considered eligible. However, such properties will qualify if they are integral parts of districts that do meet the criteria of if they fall within the following categories:*

*(a) A religious property deriving primary significance from architectural or artistic distinction or historical importance*

Because the criteria clearly stipulate that religious institutions are ineligible, the report needs much more definitive language regarding why the church at 423 S. Fourth and the house at 437 S. Fourth, which is owned by the church, are considered eligible and are contributing resources to the district

### **Broadway Historic District Committee**

I realize that the format for this study report is a template that was also used for the Broadway Historic District Study Committee. However, the Broadway study committee was different in an important way. Their report had 25% of the houses being non-contributing and they listed a reason for their disqualification as a contributing historic resource for the district for many of the houses (i.e. extensive remodeling) in the report. Although one did not know what standard was used to determine a contributing resource to the district, one knew that “a standard” was

used. When the Fourth and Fifth Avenue District Committee classifies everything as contributing, a reader of the report naturally wonders which standard was used or if any standard at all was used. This question can be easily clarified by including more detail on the survey sheets about the historic fabric and integrity of the house.

I was not able to look at the survey sheets for the Broadway Historic district because the link was broken on the city of Ann Arbor website.

### **Conclusion**

A newly established Historic District in the area of Fourth and Fifth Avenue will have an impact on the entire community. I – and the entire community – expect the study committee to be fully transparent in their standards and criteria used when evaluating the proposed district.

Specifically the report needs to modify the following:

- Criterion A: Documentation and/or references need to be included to justify the significance of the German immigration as an “event” or to justify any other implied event that has made a significant contribution to the history of the city.
- Criterion B: Documentation and/or references need to be included to justify the accomplishments of the significant individuals named in this section. An accomplishment – not a title – makes a person significant.
- Criterion C: The study committee needs to explain the criteria used to determine if a property is contributing or non-contributing to the proposed historic district
- Criterion C: The survey cards need more detail related to what features are still present, which features are visible along with a more detail description of the history of the additions to the houses.
- Criterion C: More detail is needed explaining how the two buildings that were architecturally designed are unique in the architects career

I therefore request that the report be modified to include the missing information so that the community, the Historic District Commission, the Planning Commission and the City Council all have the relevant information available to them when making their recommendations for approval.

# Appendix

## **I. Chapter 103 8:408.3 of the Ann Arbor City Code**

The study committee shall do all of the following:

- a) Conduct a photographic inventory of resources within any proposed historic district following procedures established or approved by the SHPO.
- b) Conduct basic research of each proposed historic district and the historic resources located within that district.
- c) Determine the total number of historic and non-historic resources within a proposed historic district and the percentage of historic resources of that total. In evaluating the significance of historic resources, **the study committee shall be guided by the selection criteria for evaluation issued by the United States secretary of the interior for inclusion of resources in the national register of historic places, as set forth in 36 CFR part 60, as amended, and criteria established or approved by the SHPO**, if any.
- d) Prepare a preliminary historic district study committee report that addresses at a minimum all of the following:
  - I. The charge of the study committee.
  - II. The composition of the study committee membership.
  - III. The historic district or districts studied.
  - IV. The boundaries for each proposed historic district in writing and on maps.
  - V. The history of each proposed historic district.
  - VI. The significance of each district as a whole, as well as as sufficient number of its individual resources to fully represent the variety of resources found within the district, relative to the evaluation criteria.
- e) Transmit copies of the preliminary report for review and recommendations to the historic district commission, the planning commission, the SHPO, the Michigan Historical Commission, and the State Historic Preservation Review Board.
- f) Make copies of the preliminary report available to the public as required by section 8:408(7).

[http://www.a2gov.org/government/communityservices/planninganddevelopment/historicpreservation/Documents/FINAL\\_ADOPTED\\_%20Chapter\\_103\\_09-28-07.pdf](http://www.a2gov.org/government/communityservices/planninganddevelopment/historicpreservation/Documents/FINAL_ADOPTED_%20Chapter_103_09-28-07.pdf)

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**II. NATIONAL REGISTER OF HISTORIC PLACES  
TITLE 36 CFR 60**

**Sec 60.4 Criteria for evaluation**

- 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.

**Criteria considerations.**

Ordinarily cemeteries, birthplaces, or graves of historical figures, **properties owned by religious institutions or used for religious purposes**, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years **shall not be considered eligible** for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria of if they fall within the following categories:

- (a) **A religious property deriving primary significance from architectural or artistic distinction or historical importance**

<http://www.nps.gov/nr/regulations.htm>

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**III. Michigan Department of History, Arts and Libraries Michigan  
Historical Center State Historic Preservation Office (SHPO)**

**Criteria for Evaluating Resources for Inclusion in Local Historic Districts**

*Page 2 Criteria for Historic District Boundary Determinations*

The criteria that a historic district study committee must apply when determining the historic significance of historic resources and the boundaries of historic districts are the criteria and considerations developed by the U.S. Secretary of the Interior for the creation of historic districts, as set forth in ***National Register Bulletin 15: How to Apply the National Register Criteria***

[http://www.michigan.gov/mshda/0,1607,7-141-54317\\_21884-59512--,00.html](http://www.michigan.gov/mshda/0,1607,7-141-54317_21884-59512--,00.html)

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**IV. U.S. Department of the Interior, National Park Service  
National Register Bulletin 15: How to Apply the National Register Criteria  
(excerpts, please see webpage for complete section)**

***Section III. HOW TO USE THIS BULLETIN TO EVALUATE A PROPERTY***

For a property to qualify for the National Register it must meet one of the National Register Criteria for Evaluation by:

- Being associated with an important historic context **and**
- Retaining historic integrity of those features necessary to convey its significance.

***Section VIII. HOW TO EVALUATE THE INTEGRITY OF A PROPERTY***

Historic properties either retain integrity (this is, convey their significance) or they do not.

***SEVEN ASPECTS OF INTEGRITY***

Location  
Design  
Setting  
Materials  
Workmanship  
Feeling  
Association

***ASSESSING INTEGRITY IN PROPERTIES***

Integrity is based on significance: why, where, and when a property is important. Only after significance is fully established can you proceed to the issue of integrity.

The steps in assessing integrity are:

- **Define the essential physical features that must be present** for a property to represent its significance.
- Determine whether the essential physical features are **visible** enough to convey their significance.
- Determine whether the property needs to be compared with similar properties. And,
- Determine, based on the significance and essential physical features, which aspects of integrity are particularly vital to the property being nominated and if they are present.

## *DEFINING THE ESSENTIAL PHYSICAL FEATURES*

All properties change over time. It is not necessary for a property to retain all its historic physical features or characteristics. The property must retain, however, the essential physical features that enable it to convey its historic identity. The essential physical features are those features that define both why a property is significant (Applicable Criteria and Areas of Significance) and when it was significant (Periods of Significance). They are the features without which a property can no longer be identified as, for instance, a late 19th century dairy barn or an early 20th century commercial district.

### Criteria A and B

A property that is significant for its historic association is eligible if it **retains the essential physical features that made up its character or appearance during the period** of its association with the important event, historical pattern, or person(s). If the property is a site (such as a treaty site) where there are no material cultural remains, the setting must be intact.

Archeological sites eligible under Criteria A and B must be in overall good condition with excellent preservation of features, artifacts, and spatial relationships to the extent that these remains are able to convey important associations with events or persons.

### Criterion C

**A property important for illustrating a particular architectural style or construction technique must retain most of the physical features that constitute that style or technique. A property that has lost some historic materials or details can be eligible if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. The property is not eligible, however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style.**

Archeological sites eligible under Criterion C must be in overall good condition with excellent preservation of features, artifacts, and spatial relationships to the extent that these remains are able to illustrate a site type, time period, method of construction, or work of a master.

### Historic Districts

For a district to retain integrity as a whole, the majority of the components that make up the district's historic character must possess integrity even if they are individually undistinguished. In addition, the relationships among the district's components must be substantially unchanged since the period of significance.

When evaluating the impact of intrusions upon the district's integrity, take into consideration the relative number, size, scale, design, and location of the components that do not contribute to the significance. A district is not eligible



if it contains so many alterations or new intrusions that it no longer conveys the sense of a historic environment.

A component of a district cannot contribute to the significance if:

- it has been substantially altered since the period of the district's significance or
- it does not share the historic associations of the district.

#### *VISIBILITY OF PHYSICAL FEATURES*

**Properties eligible under Criteria A, B, and C must not only retain their essential physical features, but the features must be visible enough to convey their significance. This means that even if a property is physically intact, its integrity is questionable if its significant features are concealed under modern construction.**

Archeological properties are often the exception to this; by nature they usually do not require visible features to convey their significance.

#### Non-Historic Exteriors

If the historic exterior building material is covered by non-historic material (such as modern siding), the property can still be eligible if the significant form, features, and detailing are not obscured. If a property's exterior is covered by a non-historic false-front or curtain wall, the property will not qualify under Criteria A, B, or C, because it does not retain the visual quality necessary to convey historic or architectural significance. Such a property also cannot be considered a contributing element in a historic district, because it does not add to the district's sense of time and place. If the false front, curtain wall, or non-historic siding is removed and the original building materials are intact, then the property's integrity can be re-evaluated.

<http://www.nps.gov/history/nr/publications/bulletins/nrb15/>

### **Section VI: HOW TO IDENTIFY THE TYPE OF SIGNIFICANCE OF A PROPERTY**

Criterion A: Event

Criterion B: Person

Criterion C: Design/Construction

Criterion D: Information Potential

\*\*For a complete listing of the Criteria for Evaluation, refer to Part II of this bulletin

The National Register Criteria recognize different types of values embodied in districts, sites, buildings, structures, and objects. These values fall into the following categories:

- **Associative value (Criteria A and B):** Properties significant for their association or linkage to events (Criteria A) or persons (Criteria B) important in the past.
- **Design or Construction value (Criterion C):** Properties significant as representatives of the manmade expression of culture or technology.
- **Information value (Criterion D):** Properties significant for their ability to yield important information about prehistory or history.

## CRITERION A: EVENT

Properties can be eligible for the National Register if they are associated with events that have made a significant contribution to the broad patterns of our history.

### *Understanding Criterion A: Event*

To be considered for listing under Criterion A, a property must be associated with one or more events important in the defined historic context. Criterion A recognizes properties associated with single events, such as the founding of a town, or with a pattern of events, repeated activities, or historic trends, such as the gradual rise of a port city's prominence in trade and commerce. The event or trends, however, must clearly be important within the associated context: settlement, in the case of the town, or development of a maritime economy, in the case of the port city. Moreover, **the property must have an important association with the event or historic trends, and it must retain historic integrity.** (See Part V: How to Evaluate a Property Within its Historic Context.)

Several steps are involved in determining whether a property is significant for its associative values:

Determine the nature and origin of the property,  
 Identify the historic context with which it is associated, and  
 Evaluate the property's history to determine whether it is associated with the historic context in any important way.

Applying Criterion A: Event

A property can be associated with either (or both) of two types of events:

A specific event marking an important moment in American prehistory or history and

A pattern of events or a historic trend that made a significant contribution to the development of a community, a State, or the nation.

The property you are evaluating **must be documented**, through accepted means of historical or archeological research (including oral history), to have existed at the time of the event or pattern of events and to have been associated with those events. **A property is not eligible if its associations are speculative.** For archeological sites, well reasoned inferences drawn from data recovered at the site can be used to establish the association between the site and the events.

## Significance of the Association

Mere association with historic events or trends is not enough, in and of itself, to qualify under Criterion A: the property's specific association must be considered important as well. For example, a building historically in commercial use must be shown to have been significant in commercial history.

## **CRITERION B: PERSON**

Properties may be eligible for the National Register if they are associated with the lives of persons significant in our past.

(For further information on properties eligible under Criterion B, refer to National Register Bulletin: Guidelines for Evaluating and Documenting Properties Associated with Significant Persons.)

### ***Understanding Criterion B: Person***

Criterion B applies to properties associated with individuals whose specific contributions to history can be identified and documented. Persons "significant in our past" refers to individuals whose activities are demonstrably important within a local, State, or national historic context. **The criterion is generally restricted to those properties that illustrate (rather than commemorate) a person's important achievements.** (The policy regarding commemorative properties, birthplaces, and graves is explained further in Part VII: How to Apply the Criteria Considerations.)

The persons associated with the property must be individually significant within a historic context. **A property is not eligible if its only justification for significance is that it was owned or used by a person who is a member of an identifiable profession, class, or social or ethnic group. It must be shown that the person gained importance within his or her profession or group.**

### Eligible

The residence of a doctor, a mayor, or a merchant is eligible under Criterion B if the person was significant in the field of medicine, politics, or commerce, respectively.

### Not Eligible

A property is not eligible under Criterion B if it is associated with an individual about whom no scholarly judgement can be made because either research has not revealed specific information about the person's activities and their impact, or there is insufficient perspective to determine whether those activities or contributions were historically important.

## **CRITERION C: DESIGN/CONSTRUCTION**

Properties may be eligible for the National Register if they 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.

### ***Understanding Criterion C: Design/Construction***

This criterion applies to properties significant for their physical design or construction, including such elements as architecture, landscape architecture, engineering, and artwork. To be eligible under Criterion C, a property must meet at least one of the following requirements:

- Embody distinctive characteristics of a type, period, or method of construction.
- Represent the work of a master.
- Possess high artistic value.
- Represent a significant and distinguishable entity whose components may lack individual distinction.

The first requirement, that properties "embody the distinctive characteristics of a type, period, or method of construction," refers to the way in which a property was conceived, designed, or fabricated by a people or culture in past periods of history. "The work of a master" refers to the technical or aesthetic achievements of an architect or craftsman. "High artistic values" concerns the expression of aesthetic ideals or preferences and applies to aesthetic achievement.

Resources "that represent a significant and distinguishable entity whose components may lack individual distinction" are called "districts." **In the Criteria for Evaluation (as published in the Code of Federal Regulations and reprinted in Part II)**, districts are defined within the context of Criterion C. Districts, however, can be considered for eligibility under all the Criteria, individually or in any combination, as is appropriate. For this reason, the full discussion of districts is contained in Part IV: How to Define Categories of Historic Properties. Throughout the bulletin, however, districts are mentioned within the context of a specific subject, such as an individual Criterion.

### **Applying Criterion C:**

#### ***Distinctive Characteristics of Type, Period, and Method of Construction***

This is the portion of Criterion C under which most properties are eligible, for it encompasses all architectural styles and construction practices. To be

eligible under this portion of the Criterion, a property must clearly illustrate, through "distinctive characteristics," the following:

- The pattern of features common to a particular class of resources,
- The individuality or variation of features that occurs within the class,
- The evolution of that class, or
- The transition between classes of resources.
- 

**Distinctive Characteristics:** "Distinctive characteristics" are the physical features or traits that commonly recur in individual types, periods, or methods of construction. To be eligible, a property must clearly contain enough of those characteristics to be considered a true representative of a particular type, period, or method of construction.

Characteristics can be expressed in terms such as form, proportion, structure, plan, style, or materials. They can be general, referring to ideas of design and construction such as basic plan or form, or they can be specific, referring to precise ways of combining particular kinds of materials.

***Type, Period, and Method of Construction:***

"Type, period, or method of construction" refers to the way certain properties are related to one another by cultural tradition or function, by dates of construction or style, or by choice or availability of materials and technology.

A structure is eligible as a specimen of its type or period of construction if it is an important example (within its context) of building practices of a particular time in history. For properties that represent the variation, evolution, or transition of construction types, it must be demonstrated that the variation, etc., was an important phase of the architectural development of the area or community in that it had an impact as evidenced by later buildings. **A property is not eligible, however, simply because it has been identified as the only such property ever fabricated; it must be demonstrated to be significant as well.**

***Works of a Master***

A master is a figure of generally recognized greatness in a field, a known craftsman of consummate skill, or an anonymous craftsman whose work is distinguishable from others by its characteristic style and quality. **The property must express a particular phase in the development of the master's career, an aspect of his or her work, or a particular idea or theme in his or her craft.**

**A property is not eligible as the work of a master, however, simply because it was designed by a prominent architect.** For example, not every building designed by Frank Lloyd Wright is eligible under this portion of Criterion C, although it might meet other portions of the Criterion, for instance as a representative of the Prairie style.

**From:** Thacher, Jill

**Sent:** Wednesday, March 17, 2010 1:16 PM

**To:** Diane Giannola; Ellen Ramsburgh; Kristina Glusac; Lesa Rozmarek; Patrick McCauley; Robert White; Sarah Shotwell; Bonnie Bona; Pratt, Evan; Eric Mahler; Wendy Woods; Erica; Derezinski, Tony; Jean Carlberg; Kirk Westphal

**Cc:** Rampson, Wendy; St. John, Jill; Kristine Kidorf

**Subject:** FW: response to comments

Dear Historic District and Planning Commissioners,

Kristine Kidorf, consultant to the Fourth and Fifth Avenue Historic District Study Committee, has provided information in response to Diane Giannola's comments on the proposed historic district study committee report in the message below.

As always, we appreciate your feedback and will use your comments to strengthen the final report for City Council.

Best,  
Jill

**From:** Kristine Kidorf [mailto:kristine@kidorfpreservationconsulting.com]

**Sent:** Tuesday, March 16, 2010 4:49 PM

**Subject:** response to comments

Dear Ms. Thacher,

On behalf of the Fourth and Fifth Avenue Historic District Study Committee I wish to provide additional information to the Historic District Commission and the Planning Commission in response to Commissioner Giannola's comments on the preliminary report.

Ms. Giannola has some valid points about using clearer language to explain the committee's findings and recommendations concerning the proposed district. Therefore we will endeavor to expand the final report to include more information on how the district's history connects to what is found in the present district and why that is important to Ann Arbor. We will also look at the information on the survey sheets and will make that information more clear.

As required by state and local ordinance, the committee used the Secretary of the Interior's Standards for Evaluating Historic Properties in determining the significance of the district and whether or not the individual properties are contributing or non-contributing. The committee determined that none of the properties within the proposed district had diminished architectural integrity. This is not to say that none of the properties have changed since they were constructed, but in the cases where artificial siding and replacement windows were installed the form, mass, and architectural style of the houses were still evident and still contribute to the district. One garage was constructed outside of the period of significance and it does not contribute to the district. Additions to the fronts of buildings were done historically – within the district's period of significance, and now contribute to the district.

Ms. Giannola's request to include data for each house within the report would make the report too large for copying and distribution. The State Historic Preservation Office has criticized the inclusion of

survey sheets with that information in the report in the past. The report is required to contain only representative photographs and history. Examples illustrating the findings will be expanded in the final report. The survey sheets are available and act as back-up documentation for the report.

With regard to the application of the national register criteria, the district as a whole must meet one or more of the criteria. Every property within the district is not individually evaluated as to whether it meets the criteria. In the Committee's opinion the combination of properties in the district meet national register criteria A, B, and C. Some properties may contribute to one, two, or three of the criterion, but not every building has to be individually eligible for the national register. It is also not necessary for every property to contribute to each criterion.

Criterion A does not only apply to single events in a community's history. As explained in *How to Apply the National Register Criteria for Evaluation*: "Criterion A recognizes properties associated with single events, such as the founding of a town, or with a pattern of events, repeated activities, or historic trends, such as the gradual rise of a port city's prominence in trade and commerce." In the case of the proposed district it is the trend of German and Yankee settlers in the district, particularly those that achieved prominence through their contributions to early Ann Arbor.

Ms. Giannola incorrectly states, "But Criterion C is supposed to establish how the design and construction of each property is significant." The district as a whole represents a period of architectural styles and building types in that period of Ann Arbor history. It is not necessary to evaluate each property to determine whether it is individually eligible under the architecture criterion when looking at a district. The same holds true for the two architect designed properties in the district. The language Ms. Giannola cites is for determining if an individual property is eligible for the national register under criterion C, not when looking at a district. Many historic districts contain architect designed buildings that contribute to a district but may not be individually eligible for the national register.

The committee looks forward to receiving any additional comments on the report from the Planning Commission and Historic District Commission and will consider them along with comments made by the public at the hearing scheduled for May 5, 2010 at 7 PM. Please contact me if you or the Commissioners have any questions.

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