



AGENDA OF THE LANDMARKS COMMISSION

WEDNESDAY, AUGUST 17, 2022, 4:30 PM
Virtual Meeting. Public may join via Zoom.

A. Zoom Meeting Information.

- I. This item contains Zoom information, instructions, and a link to the Virtual Comment Form.

B. Roll Call.

- I. Members: Chair Ron Dehn, Vice Chair Paul Martzke, Ald. Brian Johnson, Ian Griffiths, Susan Ley, David Siegel, and Rebecca Derenne

C. Approval of the Agenda.

- I. Approval of the agenda for the August 17, 2022, meeting of the Landmarks Commission.

D. Approval of Minutes.

- I. Approval of the minutes from the July 20, 2022, meeting of the Landmarks Commission.

E. Communications & Referrals

- I. Communication from Alder Galvin, District 4, related to number of meetings of the Landmarks Commissions.

F. Regular Business.

- I. Consideration with possible action on request from the State Historic Preservation Office to review a nomination to the National Register of Historic Places for the property located at 1424 Admiral Court, also known as Mason Manor.

G. Informational.

- I. Staff-Level COA Applications.
2. Review City Raze/Repair Orders and Demolitions.

3. Staff Update.

4. Date of next meeting: Wednesday, September 21, 2022.

H. Adjournment.

- 1) THIS MEETING IS RECORDED: THE VIDEO OF THIS MEETING AND MINUTES ARE AVAILABLE ONLINE AT www.greenbaywi.gov
- 2) ACCESSIBILITY: Any person wishing to attend who requires special accommodation because of a disability, should contact the City Safety Manager at 920-448-3125 at least 48 hours before the scheduled meeting time so that arrangements can be made.
- 3) QUORUM: Please take notice that a majority or quorum of the Common Council will attend this Landmarks Commission meeting and will constitute a meeting of the Common Council for purposes of discussion and information gathering relative to this agenda.
- 4) REPRESENTATION: The party requesting the communication, or their representative, should be present at this meeting.

Virtual Meeting Instructions



Landmarks Commission

Zoom Meeting Information

Join Zoom Meeting

<https://us02web.zoom.us/j/89692538356?pwd=azA0c1hWd3kxaklnCjZRXJQUW5qZz09>

Meeting ID: 896 9253 8356

Passcode: 973532

One tap mobile

+16468769923,,89692538356# US (New York)

+13017158592,,89692538356# US (Washington DC)

Dial by your location

+1 646 876 9923 US (New York)

+1 301 715 8592 US (Washington DC)

+1 312 626 6799 US (Chicago)

+1 253 215 8782 US (Tacoma)

+1 346 248 7799 US (Houston)

+1 408 638 0968 US (San Jose)

+1 669 900 6833 US (San Jose)

Meeting ID: 896 9253 8356

Passcode: 973532

Find your local number: <https://us02web.zoom.us/j/89692538356?pwd=azA0c1hWd3kxaklnCjZRXJQUW5qZz09>

Public Comments

If you wish to speak at this public meeting or leave a comment, please fill out the online [Comment Form](#) prior to the meeting.

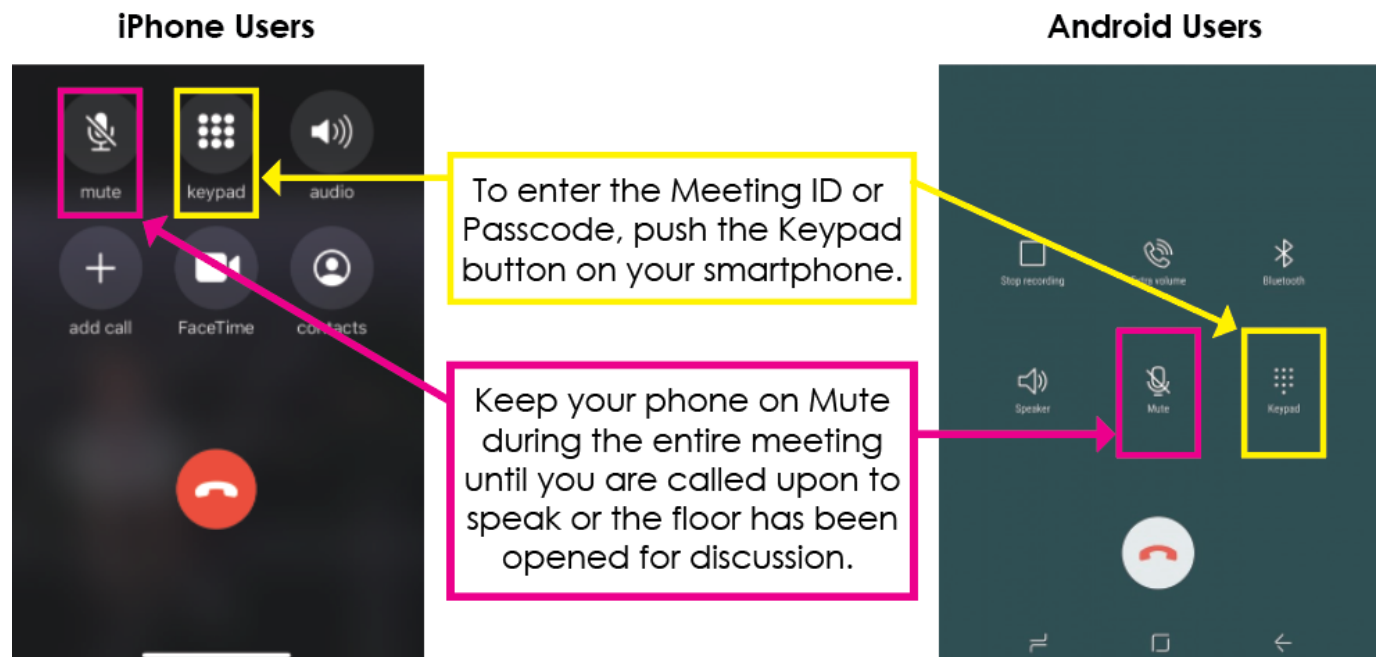
Additional Information

1. Wisconsin Open Meetings Law still applies
 - a. Persons interested in speaking to an item must state their name and address for the minutes.
 - b. Committee/Commission/Board members will still follow *Roberts Rules of Order Newly Revised 12th edition*.
2. Please log into the Zoom meeting at least 10 minutes before the meeting begins to ensure a proper connection and that your technology is working.
 - a. If you are a Board Member, please log into [CivicClerk](#) with a computer, laptop, or tablet device.
3. Once you are in the meeting please mute yourself.
 - a. You may unmute yourself when you are called upon to speak.
4. Waiting room
 - a. When you call in or connect via web or Zoom app, you will be placed in a “waiting room.”
 - b. The meeting host will then admit you to the meeting, and mute you upon entrance (you will still be able to hear and or otherwise observe the meeting).
5. Registering
 - a. The host may ask you to register for the meeting. A registration link will be sent to you along with the invite. You'll receive another email confirming that you're registered for the meeting.
 - b. If you're using a phone, your registration will be tied to an email.
6. Raising your hand
 - a. Committee/Commission/Board members—you can either use CivicClerk and request to speak or you can also utilize the “raise your hand” tool in the Zoom platform (you'd need to use a computer or tablet) to let the host know you would like to speak. You can also un-mute yourself and start speaking.
 - b. Persons with items on the agenda or other interested parties—you can also utilize the “raise your hand” tool on the Zoom platform via computer or mobile device. You will be allowed to speak once the committee, commission, or board has moved to “open the floor for interested parties to speak.” Once discussion on your agenda item has concluded, the host will mute you, unless the committee opens the floor again.
7. What devices should I use?
 - a. Smart phone (please see more detailed instructions on page 3)
 - b. Land line
 - c. Tablet—in advance of the meeting, please download the Zoom Meeting app by using either the Apple Store or the Play Store. You will be asked to input your name, to identify you for the meeting.
 - d. Computer—you can access the meeting through a web browser by clicking on the meeting link, or through the Zoom Meeting app. If using the app, please download it in advance of the meeting. You will be asked to input your name, to identify yourself for the meeting.
 - e. For tablet and computer users--if you download the app you may be asked to verify your email.

8. Zoom etiquette
 - a. Muting yourself when you're not speaking will prevent your background noise from interfering with others' ability to listen to and participate in the meeting.
 - b. If you're using a telephone, please identify yourself with your phone number and state your name and address before you speak. Zoom meeting hosts can see only your telephone number and will ask you to identify yourself.
9. Closed session
 - a. Persons in the Zoom meeting will be put into a waiting room while the committee/commission/board meets in Closed Session. Participants will be admitted back into the Zoom meeting once the committee reconvenes in Open Session.
 - b. Persons watching a Common Council meeting live on YouTube will see a gray screen with the City logo during closed session.
10. Persons interested in attending anonymously or listening to the meeting may call in by dialing *67 followed by the phone number in the Zoom Meeting Information box.

Calling into the Zoom meeting using a smartphone

1. Dial the phone number listed at the beginning of this document.
2. When prompted, enter the Meeting ID number followed by #
3. Once you are in the meeting, notify the meeting host that you are in and state your name.
4. If you do not wish to speak, please make sure your phone is on **Mute**
 - a. If you're using a smartphone, look at your screen and click the Mute button





Report to the
Landmarks Commission
of the City of Green Bay

MEETING DATE

August 17, 2022

PREPARED BY

Stephanie Hummel, Staff

AGENDA ITEM # E.1

Communication from Alder Galvin, District 4, related to number of meetings of the Landmarks Commissions.

BACKGROUND

Please review the attached communication from Alder Galvin, District 4. Staff supports two meetings per month during our construction season. However, we would like to refer this item to staff to further review staff time allocation, determine the busiest months, and adjust our preservation code to reflect any changes in meetings. Staff encourages Landmarks Commission members to provide feedback on their availability, and general thoughts on increasing the number of meetings throughout the year.

RECOMMENDATION

Refer to Staff.

FISCAL IMPACT**ATTACHMENTS**

- I. Communication- 2022-08-02 Dist 4 to Landmarks

From: noreply@civicplus.com
To: [Celestine Jeffreys](#)
Subject: Online Form Submittal: Alders' Petitions and Communications
Date: Monday, August 1, 2022 1:43:54 PM

Alders' Petitions and Communications

Name	Bill Galvin
Committee Name	Landmarks Commission
Text of Communication	That the landmarks commission set two meetings monthly during the months of March through November to better accommodate individuals who are trying to retain contractors, labor and or supplies for projects that come before the commission.

Email not displaying correctly? [View it in your browser.](#)



Report to the
Landmarks Commission
of the City of Green Bay

MEETING DATE

August 17, 2022

PREPARED BY

Stephanie Hummel, Staff

AGENDA ITEM # F.I

Consideration with possible action on request from the State Historic Preservation Office to review a nomination to the National Register of Historic Places for the property located at 1424 Admiral Court, also known as Mason Manor.

BACKGROUND

We have received notice of a nomination to the National Register of Historic Places for 1424 Admiral Court, better known as Mason Manor. The full nomination packet is attached for Landmarks Commission review. Also attached is a memo from the State Historic Preservation Office (SHPO) detailing the Commission's role in this nomination. The Commission is to review the nomination and provide an opinion as to whether the property meets the eligibility requirements. Once this review is completed, Staff will follow-up with SHPO via a letter from our Commission, signed by our Chair.

RECOMMENDATION

To provide a letter of support to SHPO related to the nomination of 1424 Admiral Court.

FISCAL IMPACT**ATTACHMENTS**

1. MEMO - CLG review of NR noms
2. 00_Mason_Manor_NR Nom



Memorandum

To: Certified Local Governments in Wisconsin
From: State Historic Preservation Office (SHPO), Certified Local Government Coordinator
Date: July 25, 2022
Re: *National Register of Historic Places* nominations for properties in CLG jurisdictions

When the *State Historic Preservation Office* (SHPO) receives a *National Register of Historic Places* (NRHP) nomination for a property within the jurisdiction of a *Certified Local Government* (CLG), the preparer will share the nomination with the chief elected official and the Historic Preservation Commission (HPC) in that community at least 60 days prior to the State Review Board's consideration of the nomination. The State Review Board meets quarterly, typically in February, May, August, and November.

This is an opportunity for the HPC to comment on the nomination and contribute local knowledge of the property and its history.

As a CLG, your commission's responsibility is to review the nomination and provide an opinion as to whether the property meets the eligibility criteria for the NRHP. Typically, HPCs do this by placing the nomination on the agenda of a regular meeting and allocating time for public comment as well as commission review. It is not within the HPC's responsibility or authority to require or request edits from the nomination preparer. If the commission has concerns or feedback about the content of the nomination, that information should be transmitted directly to the SHPO.

A summary of public comments and/or a letter of the commission's opinion may be submitted, by postal mail or email, to:

Ian Gort
ian.gort@wisconsinhistory.org

State Historic Preservation Office
Wisconsin Historical Society
816 State St. Rm. 305
Madison, WI 53706

The letter may come from the chair of the HPC, the director of the Planning Department, the chief elected official, or any combination thereof. Regardless of whether the SHPO receives correspondence from the CLG, the SHPO will proceed with the nomination process.

Wisconsin Word Processing Format (Approved 1/92)

**United States Department of Interior
National Park Service****National Register of Historic Places
Registration Form**

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in *How to Complete the National Register of Historic Places Registration Form* (National Register Bulletin 16A). Complete each item by marking "x" in the appropriate box or by entering the information requested. If an item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900A). Use a typewriter, word processor, or computer, to complete all items.

1. Name of Property**historic name** Mason Manor**other names/site number** N/A**2. Location****street & number** 1424 Admiral Court**city or town** Green Bay**state** Wisconsin**code** WI**county** Brown**code**

N/A

N/A

009

not for publication**Vicinity****zip code** 54303**3. State/Federal Agency Certification**

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this X nomination request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property X meets _ does not meet the National Register criteria. I recommend that this property be considered significant _ nationally _ statewide X locally. (_ See continuation sheet for additional comments.)

Signature of certifying official/Title

Date

State or Federal agency and bureau

In my opinion, the property _ meets _ does not meet the National Register criteria.
(_ See continuation sheet for additional comments.)

Signature of commenting official/Title

Date

State or Federal agency and bureau

Mason Manor

Brown County

Wisconsin

Name of Property

County and State

4. National Park Service Certification

I hereby certify that the property is:

☐ entered in the National Register.

☐ See continuation sheet.

☐ determined eligible for the

National Register.

☐ See continuation sheet.

☐ determined not eligible for the

National Register.

☐ See continuation sheet.

☐ removed from the National

Register.

☐ other, (explain:)

Signature of the Keeper

Date of Action

5. Classification

Ownership of Property
(check as many boxes as
as apply)

private
X public-local
public-State
public-Federal

Category of Property
(Check only one box)

X building(s)
District
Structure
Site
Object

Number of Resources within Property
(Do not include previously listed resources
in the count)

Contributing	noncontributing
1 building	0 buildings
0 sites	0 sites
2 structures	2 structures
0 objects	0 objects
3 total	2 total

Name of related multiple property listing:

(Enter "N/A" if property not part of a multiple property listing.)

N/A

Number of contributing resources
previously listed in the National Register

0

6. Function or Use

Historic Functions

(Enter categories from instructions)

DOMESTIC/multiple dwelling
Current Functions

(Enter categories from instructions)

DOMESTIC/multiple dwelling

7. Description

Architectural Classification

(Enter categories from instructions)

Modern Movement

Materials

(Enter categories from instructions)

foundation CONCRETE

walls BRICK

CONCRETE

roof PLASTIC MEMBRANE

other

Narrative Description

(Describe the historic and current condition of the property on one or more continuation sheets.)

Mason Manor
Name of Property

Brown County
County and State

Wisconsin

8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for the National Register listing.)

- ☒ A Property is associated with events that have made a significant contribution to the broad patterns of our history.
- ☐ B Property is associated with the lives of persons significant in our past.
- ☐ C Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- ☐ D Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations

(Mark "x" in all the boxes that apply.)

Property is:

- ☐ A owned by a religious institution or used for religious purposes.
- ☐ B removed from its original location.
- ☐ C a birthplace or grave.
- ☐ D a cemetery.
- ☐ E a reconstructed building, object, or structure.
- ☐ F a commemorative property.
- ☐ G less than 50 years of age or achieved significance within the past 50 years.

Areas of Significance

(Enter categories from instructions)

SOCIAL HISTORY

Period of Significance

1972

Significant Dates

N/A

Significant Person

(Complete if Criterion B is marked)

N/A

Cultural Affiliation

N/A

Architect/Builder

Nichols & Barone, Inc. (John "Jeff" Nichols & Louis J. Barone)
Selmer Company, builder

Narrative Statement of Significance

(Explain the significance of the property on one or more continuation sheets.)

Mason Manor
Name of Property

Brown County
County and State

Wisconsin

9. Major Bibliographic References

(Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

Previous Documentation on File (National Park Service):

- preliminary determination of individual listing (36 CFR 67) has been requested
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic landmark
- recorded by Historic American Buildings Survey #
- recorded by Historic American Engineering Record #

Primary location of additional data:

X State Historic Preservation Office

- Other State Agency

- Federal Agency

- Local government

- University

X Other

Name of repository:

Brown County Library

10. Geographical Data

Acreage of Property approximately 3.965 acres

UTM References (Place additional UTM references on a continuation sheet.)

1 16 416002 4930541
 Zone Easting Northing

2 16 416076 4930504
 Zone Easting Northing

3 16 415989 4930329
 Zone Easting Northing

4 16 415916 4930366
 Zone Easting Northing

☐ See Continuation Sheet

Verbal Boundary Description (Describe the boundaries of the property on a continuation sheet)

Boundary Justification (Explain why the boundaries were selected on a continuation sheet)

11. Form Prepared By

name/title Wm. Jason Flatt, PE
organization Fairchild & Flatt Consulting, LLC
street & number 1857 Riverside Ave
city or town Marinette

state WI

Date June 11, 2022
telephone 715-735-1881
zip code 54143

Mason Manor
Name of Property

Brown County
County and State

Wisconsin

Additional Documentation

Submit the following items with the completed form:

Continuation Sheets

Maps A USGS map (7.5 or 15 minute series) indicating the property's location.
A sketch map for historic districts and properties having large acreage or numerous resources.

Photographs Representative black and white photographs of the property.

Additional Items (Check with the SHPO or FPO for any additional items)

Property Owner

Complete this item at the request of SHPO or FPO.)

name/title	Cheryl Renier-Wigg, Deputy Development Director, c/o City of Green Bay	Date	June 11, 2022
organization	Green Bay Housing Authority	telephone	920-492-3790
street & number	100 N Jefferson Street	zip code	54301
city or town	Green Bay	state	WI

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 et seq.).

Estimated Burden Statement: Public reporting burden for this form is estimated to average 18.1 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork Reduction Projects, (1024-0018), Washington, DC 20503.

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Section 7 Page 1

Mason Manor
Green Bay, Brown County, Wisconsin

The Mason Manor apartment building, located at 1424 Admiral Court in Green Bay, Brown County, Wisconsin, stands a short distance to the north of Mason Street on Green Bay's west side in an area that had consisted largely of farmland located at the leading edge of suburban sprawl during the 1960s. The building is a substantial eight-story high rise apartment complex, whose main block has a roughly rectangular footprint of approximately 262'-10" long by 50'-6" wide. An original two-story block, roughly 52'-0" long by 41'-8" wide and attached via hyphen, is located to the east of the main block, near the main block's center, and is surrounded by a terraced patio area. A related and historically significant elevated circular drive structure is located to the west of the building, linking the site to its approach from Admiral Court. This circular drive includes a spiral ramp downward, providing access to the main entrance on the first floor as well as an original parking lot of 78 spaces. Later changes include an eight-story addition to the north end of the main block, built in 2010, to accommodate storage units and a freight elevator. The long east and west exterior façades of the building are characterized by largely continuous horizontal ribbons of concrete delineating each floor, with paired groupings of 2/2 windows within each bay. The twelve bays are separated by vertical brick piers which are interrupted at each floor by the aforementioned concrete ribbons. The narrow south façade of the building is entirely clad in brick. The newer north façade addition is similarly clad in brick, but here a single north-facing window opening has been added at each floor. Windows were replaced in 1984 but, despite this, the property has high integrity, and the building was evaluated as potentially eligible for National Register listing in 2022¹. The condition of the building has not changed since the property was determined potentially eligible for listing. Mason Manor continues to be used in the capacity for which it was designed and built—the first apartment building in the City of Green Bay built specifically to offer low-cost housing units for the elderly.

DESCRIPTION

Site

The Mason Manor apartment building is an eight-story high rise apartment complex whose original main block has a roughly rectangular footprint of approximately 262'-10" long by 50'-6" wide. The building is oriented with its long axis very nearly aligned with north and south. The building sits on just under four acres of land in the southeast portion of a city block. This parcel is effectively the western half of the southeastern quarter of the block. Mason Manor is approached from the west via Admiral Court, a relatively short road (one half of this city block in length) that intersects South Fisk Street to the west and runs parallel to Mason Street located a short distance to the south and adjacent to the Mason Manor property. The east end of Admiral Court, which was constructed in tandem with Mason Manor according to architectural plans for that building, is both an elevated cul-de-sac and a circular ramp that descends to ground-level parking for Mason Manor. This parking lot does have

¹ Christopher Meyers (Deputy State Historic Preservation Officer, Wisconsin SHPO) to Trent Claybaugh, 31 March 2022.

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Section 7 Page 2 Mason Manor
Green Bay, Brown County, Wisconsin

direct access to Mason Street, to the south, and also to South Locust Street, to the east, via a driveway that extends around the north end of the Mason Manor apartment building. To the north, this city block is bound by Western Avenue, and to the east by the aforementioned South Locust Street.

Within this city block, a vacant grassy lot of roughly four acres, owned by a nearby Catholic high school, is immediately to the east of Mason Manor. To the west there are nine two-story apartment buildings on either side of Admiral Court (four to the north, five to the south), as well as a commercial restaurant in the southwest corner of the block accessible from both Mason Street and South Fisk Street. Additional apartment buildings of similar size occupy much of the block to the north of Mason Manor, with a handful of single-family houses at the northeast and northwest periphery of the block, along South Fisk Street, Western Avenue, and the northern portion of South Locust Street.

Neighboring blocks include an array of uses. Areas north of Western Avenue are suburban residences, primarily one- and two-story houses, as well as a few two-story apartment blocks. Most of the block east of South Locust Street is occupied by Notre Dame high school and its athletic fields, but houses line the northern edge of this block along Western Avenue. A suburban neighborhood is to the south of Mason Street, and beyond this is the city's 60-acre Enos Colburn Park. The area west of South Fisk Street includes a large suburban shopping mall on the south side of Mason Street and a mix of smaller commercial buildings and two-story apartment blocks on the north side of Mason Street. South Military Avenue is one block west of South Fisk Street and serves as a major north-south traffic artery on Green Bay's west side.

Mason Street is a major east-west thoroughfare that runs adjacent to the southern edge of the Mason Manor property and extends beyond the width of the city, past I-43 in the east and I-41 in the west, effectively creating a north-south division through the city's center where it spans the Fox River. Here, the 200-mile-long Fox River has historically marked the border between the east and west sides of the city and flows north into the Bay of Green Bay, the world's largest freshwater estuary, which in turn connects to Lake Michigan. The City of Green Bay, first settled by Europeans following Jean Nicolet's arrival in 1634, was officially incorporated as a city in 1854 and, as of the 2020 census, has a population of 107,395, making it the third largest city in Wisconsin after Madison and Milwaukee.

Retaining Wall

The western edge of the Mason Manor property is defined by a large, sloping, concrete retaining wall, identified as a concrete bank on the original construction plans for the property. This retaining wall is integral to the design of the property, depicted on original plans for the building, constructed at the same time as the building, and is a character-defining feature of the property. As such, this concrete bank structure contributes to the integrity of the property.

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Section 7 Page 3

Mason Manor
Green Bay, Brown County, Wisconsin

This wall marks the point from which Admiral Court transitions from a surface street (to the west) to an elevated cul-de-sac (to the east) and takes the place of the natural topography that had been previously present, most notably a relatively steep gradient along the western edge of the Mason Manor property. A concrete wall atop this retaining wall, with chain link fencing above, marks the western edge of the property from Mason Street in the south to the northern edge of the parking lot, well north of the northern end of the building, but short of reaching the northern edge of the property. Overall, the wall is approximately 470-feet long.

A series of vertical concrete columns are positioned along the middle of the sloped portion of the retaining wall. These columns are variously used as foundations for light poles or foundations for concrete planters and may also serve as underground anchors to secure the position of the retaining wall. Original plans called for openings in the sloped embankment for decorative plantings, but the concrete columns appear to have either replaced these openings at time of initial construction or were added later. Original plans further describe the concrete bank as being four inches thick with a welded wire mesh and horizontal rods at the expansion joints.

Admiral Court Cul-de-Sac

The primary approach to the Mason Manor apartment building is from Admiral Court, which runs east-west as a surface street from South Fisk Street to the west, and parallel to Mason Street to the south. Upon reaching the lot upon which Mason Manor is situated, Admiral Court becomes an elevated cul-de-sac that provides vehicular drop-off access to a building entrance on the second floor. This elevated cul-de-sac is integral to the design of the property, depicted on original plans for the building, constructed at the same time as the building, and is a character-defining feature of the property. As such, this cul-de-sac structure contributes to the integrity of the property.

The elevated cul-de-sac is circular in plan and approximately 140-feet in diameter. The southern portion is an in-line extension of Admiral Court to the west. Vehicles approaching from South Fisk face the southwest corner of the Mason Manor apartment building before beginning a counter-clockwise turn at the southern (six-o'clock position) end of the cul-de-sac. A second-floor entrance to the building is near the eastern (three-o'clock position) end of the cul-de-sac. An inside lane, with descending spiral access which turns through roughly 270-degrees to the ground floor parking lot, is accessible at the northern (twelve-o'clock) end of the cul-de-sac. Avoiding this inside lane returns vehicles towards South Fisk Street to the west.

The upper portion of the cul-de-sac has a sidewalk along the southern and eastern portions of the road. Short concrete walls with metal railings above encircle the entire cul-de-sac as well as the sides of the descending spiral ramp at the center of the cul-de-sac. The outer periphery of the cul-de-sac is

United States Department of the Interior
National Park Service

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Continuation Sheet

Section 7 Page 4Mason Manor
Green Bay, Brown County, Wisconsin

illuminated via ten lamp poles, each topped with a spherical globe at a height roughly in line with the top of the second story of the building, and all original to the 1972 completion of the complex. At ground level, a tree is planted in the center of the cul-de-sac, and its upper branches extend above second-floor roadway.

Non-contributing Structures

The Mason Manor property includes two non-contributing structures. A wooden gazebo near the building's northeast corner was constructed in the 1980s. A two-car garage near the northern corner of the property was constructed in the 1990s. Neither of these structures were included in the original plans for the complex, and neither plays a significant role in the history of the property.

Mason Manor – Exterior

West (front) façade

The historic Mason Manor building stands eight stories tall and, prior to the construction of a north-end addition in 2010, the building was divided into twelve bays on the front (west) and rear (east) façades. The rear façade is relatively flat, with all bays in the same plane. The front façade has a slightly more elaborate texture, with the ten center bays in the same plane and the two end bays, at the north and south ends of the façade, stepped back towards the east.

The front of the building is approached from Admiral Court. Due to the topography of the site, the eastern end of Admiral Court terminates as an elevated cul-de-sac, the center of which is a ramp that descends to the ground level parking lot and first story of the building. An entrance to the building, roughly centered in the façade and located at the second floor, is immediately adjacent to the elevated Admiral Court cul-de-sac. This entrance, situated below a rectangular marquee roof projecting from the façade, consists of a pair of glass automatic doors flanked by narrow brick piers and large, single-pane glass sidelight windows. The marquee roof is painted—the only area of paint on the building's exterior—and displays the address "1424 ADMIRAL COURT" on its west-facing side.

Counting from north to south, the central entrance is in the sixth of twelve bays along the building's front façade. This bay is set off from the neighboring fifth bay to the north via a recessed brick pier that extends continuously from the ground to the roofline. A comparable, but significantly wider, recessed brick pier is to the south of the entrance, denoting the location of the elevator shaft within the building. Within this sixth bay, the first and second floors have entrances, the third floor has a large central window framed by narrow brick piers and a single 1/1 window to either side of those piers. The arrangement of glass and brick at the third floor copies the same arrangement at the entrance on the second floor. Each floor above the third floor has two pairs of 1/1 windows, each pair separated by

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Mason Manor
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a vertical metal channel, and narrow brick piers at the north and south ends of the bay. Floors are separated by horizontal ribbons of concrete; the marquee roof above the second-floor entrance matches the height and width of these ribbons on the floors above.

The four bays immediately to the north of the central entrance and the five bays immediately to the south are all very nearly identical to one another. Here, each floor is defined by continuous horizontal concrete ribbons, including at the ground and at the roofline. The butt ends of these concrete ribbons are visible at the north and south ends, as well as at the recessed portions of vertical brick wall that frame the entrance bay. Each bay is separated from the next by vertical brick piers (each roughly two bricks wide). These brick piers are all in line with one another, from one floor to the next, and each is flush with the plane of the continuous horizontal concrete ribbons. As with the central entrance bay, two pairs of metal-framed 1/1 windows are recessed slightly, with metal paneling to either side of the paired windows and a vertical metal channel within each bay separating one pair of windows from the other pair. It should be noted that these vertical metal channels are in the same location within each bay (co-linear from floor to floor), but their locations within the bay vary from centered (bays 2, 5, 6, and 7), south of center (bays 3, 4, 9, and 11), or north of center (bays 8 and 10). These channels line up with interior walls behind the façade.

The second and eleventh bays mark the north and south ends of the front plane of the building. At these ends, a small inside corner detail, all in brick, steps the façade back and exposes the north and south butt ends of the continuous horizontal concrete ribbons that mark the division between each floor. The exterior brick walls then step further back before reaching the narrower first and twelfth bays. These end bays each have a single pair of 1/1 windows near the main block of the building, with metal paneling to either side. As with the other bays, each floor is marked by a horizontal concrete ribbon, including at the roofline. These ribbons are absent at the ground and top of the first floor as single entrance doors surrounded by glass panels fill this wall space. The butt ends of these ribbons of concrete are again exposed (the north end at the first bay and the south end at the twelfth bay) at a small inside corner detail, beyond which is a solid brick wall that extends to the north and south side façades of the building.

A rooftop structure for mechanical systems, above the fourth bay, is visible on the building's front façade. A handful of cellular antennas are mounted to the wall at the top of the ninth and eleventh bays, right at the roofline.

East (rear) façade

The full height of this eight-story tall apartment block is best viewed here, at the building's rear (east) façade. Here, the 12 bays are clearly divided at the building's center, with six bays to the north and six bays to the south. The center division is recessed a short distance from the plane of the façade and is

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clad entirely in red brick arranged in a running bond pattern. This vertical division is a few feet wider than half of the width of the apartment bays arranged to either side. The apartment bays immediately adjacent to this central brick division appear slightly narrower than those bays elsewhere, but this appearance is the result of a portion of these center apartments occupying a portion of the space behind the recessed vertical division. The outer apartment bays all have a uniform width of around 20 feet and all share the same wall plane.

As on the front façade, here each floor is delineated with a continuous horizontal ribbon of concrete immediately below and immediately above the windows. The lowest of these concrete ribbons meets the ground and is slightly shorter (vertically) than those above. The highest ribbon, which is slightly taller (vertically) than all others, is located above the eighth-story windows where it acts as the façade's entablature with no cornice above. These horizontal bands are interrupted only by the central, recessed, brick-clad, vertical division described above. The width of each bay is defined by a vertical brick pier, and each pier is only about two brick faces in width and flush with the surface of the horizontal ribbons of concrete.

Each apartment has a total of four 2/2 windows. All these windows are grouped in pairs such that each apartment has a northern pair and a southern pair of windows, with a vertical strip of colored wall surface separating the two pairs from one another and from the brick piers at the sides of each bay. These windows and the surrounding wall surfaces are slightly recessed from the plane of the concrete ribbons and brick piers. The overall appearance is that the windows are almost evenly spaced across the entire façade, recognizing that the overall width of each brick pier plus its adjacent recessed wall surfaces is slightly wider than the recessed wall space that separates paired window groups within each bay. Between each paired group of windows within each bay, a rectangular metal channel has been mounted vertically to the wall surface. These channels are in line with the interior wall behind the façade and are co-linear within each vertical bay; however, their relative location from one bay to the next is inconsistent. The channels are centered in those bays that are adjacent to the façade's central division as well as in those bays at the north and south ends of the building. Elsewhere, the second bay from the central division, both to the north and south, has this channel positioned slightly closer to the center of the building façade rather than centered in the bay; the third bay has the channel positioned slightly farther from the center of the façade; the fourth bay has the channel favoring the center of the façade; and the fifth bay places the channel closer to the ends of the building.

Roughly centered in the rear façade, at ground-level, is a historic two-story block connected to the main block via hyphen. The east façade of this two-story block is divided into three bays, as delineated by brick piers matching those on the main block. Here, as on the main block, a short (vertically) continuous horizontal ribbon of concrete extends along the ground, below the brick piers, and a similar but taller (vertically) ribbon of concrete covers the entirety of the second story of this façade. Within each first-story bay are six metal-framed windows grouped as three taller units below

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three shorter units. The center window in the lower group is a two-part, crank-opening type, while the other five are fixed in position.

An inside corner detail is present where the ends of the east façade of this two-story block meet the walls of the north and south façades of that same block. These inside corners are clad entirely in brick, the result being that the large horizontal ribbons of concrete just below the roofline on the east, north, and south façades are interrupted by the brick of these inside corners from one wall to the next. The north and south façades of the two-story block are each two bays wide. The eastern-most bay matches those present on the east façade of the block. Half of the western bay is fitted with a glass door with sidelight, while the other half has a 1-by-1 sliding window; both halves have a single large transom window above. Both the north and south façades continue towards the west, but that continuation, not quite as wide as the two bays with windows, is clad entirely in brick from ground to roofline and is stepped back a short distance from the plane of the horizontal concrete ribbons, complementing the aforementioned inside corner details at the east end of the block.

The entire two-story block is connected to the main block of the building via a narrow hyphen. This hyphen has the horizontal ribbons of concrete just below the roofline as well as at the ground level, with glass windows between arranged in a fashion similar to those elsewhere on the two-story block.

A substantial, eight-story addition, built in 2010, extends from the north end of the building. This addition, including its eastern façade, is described under the north (side) façade portion later in this section of the nomination.

South (side) façade

The south wall of the main block, facing Mason Street to the south, is clad entirely in the red brick used elsewhere on the building. The brick extends from the ground to the roofline and is arranged in an all-over running bond pattern. The face of each brick, here and elsewhere, appears to match standard “utility size” bricks of 3-5/8” x 3-5/8” x 11-5/8”, with a standard 3/8” mortar joint, gray in color. No fewer than five cellular telephone antennas are mounted to the surface of this wall, four near the southwest corner of the building and one centered on the facade. Electrical utility boxes are mounted to the surface of the wall, just above the ground, centered in the façade.

At the east end of the wall an inside corner detail, like those found on the two-story block on the building’s east side, is present. The southern butt ends of the horizontal concrete ribbons located on the east façade are visible here, on the south-facing portion of this inside corner, with brick extending vertically between each adjacent pair of horizontal concrete ribbons.

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At the west end of the wall, the stepped nature of the building's west (front) façade is visible. Here, the south facades of a series of three inside corners are visible. Moving from east to west, the first inside corner south façade shows the butt ends of horizontal concrete ribbons, with brick running vertically between these, that define the southern-most bay of windows on the west façade. The south façade of the next inside corner is clad entirely with brick. The south façade of the third, western-most, inside corner is a repeat of the first, with the butt ends of the horizontal concrete ribbons showing and brick running vertically between these.

North (side) façade

A substantial, eight-story addition, built in 2010, covers the entire historic northern plane of the building. At the northeast corner of the historic main block, the historic northern façade is connected to the main block of the building at an inside corner detail, like that at the southeast corner of the building described in the south (side) façade text above. This inside corner detail remains intact at the northeast corner of the historic main block of the building. A series of brick-clad stepped walls formed by outside and inside corners lead from this inside corner detail to the eastern façade of the addition. Specifically, the southern wall of the 2010 addition extends from the north wall of the historic main block towards the east, a modest distance beyond the eastern plane of the historic main block of the building. From there, the wall turns and proceeds a short distance to the north (creating the first outside corner of the addition's stepped appearance), and then turns and proceeds again to the east. At this point, the wall again turns to the north (creating the second outside corner), and from here another inside corner detail is created, mimicking that at the southeast corner of the building on the building's south façade. The south-facing portion of this inside corner detail includes the butt ends of horizontal concrete ribbons that divide each floor of the addition's east façade (plus at the roofline and foundation), as well as the brick piers that extend vertically between each of these concrete ribbons. At the east façade, the addition is effectively one bay in width, with each bay having a ribbon of five windows (three fixed panes with a single 1/1 window at the north and south ends).

The northern butt ends of the horizontal concrete ribbons are again revealed in an inside corner, just north of the eastern façade windows. A brick-clad wall extends from this inside corner to the north, and then turns to west to form the northeast corner of the 2010 addition. The northern-most end of the addition is, like the southern façade of the historic block of the building, clad entirely in brick. There are three lights mounted to the surface of the wall at the top of the third story, and no fewer than four cellular antennas are mounted to the surface of the wall, just below the roofline.

The northern-most end of the 2010 addition described thus far overlaps only a portion of the eastern half of the historic northern façade of the main block (the result of the multiple steps that pushed the eastern façade of the addition significantly east of the main block's own eastern façade). The western portion of the 2010 addition steps back towards the south, then diagonally to the southwest (parallel to

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the parking lot rather than strictly parallel and perpendicular to the other walls of the building), and again to the south, all as a solid brick wall with no fenestration. At this point, almost centered in the width of the historic building block, the wall of the addition turns again to the west, creating the western half of the addition's northern façade, well set back to the south of the northern-most end of the addition. Paired 2/2 windows are at each floor, abutting the inside corner of the walls. A glass entry door with sidelight is at the ground floor, sheltered by a small flat roof supported at its east and south sides by the inside corner of the building and a diagonal tension rod at its northwest corner extending to the north façade of the building. As with elsewhere on the addition's northern façade, the walls are clad entirely in red brick, and the window openings here have brick sills.

The windows and doors occupy the eastern third of this north-facing wall, with no fenestration in the western portion of the wall. Notably, the western portion of this wall is a full story taller than elsewhere to accommodate an elevator shaft and associated equipment above the roofline. Continuing to the west, the exterior wall of the 2010 addition steps back diagonally to the southwest, parallel to the adjacent parking lot, and then again to the south where it meets the historic northern façade of the main block. A narrow sliver of the historic northern façade remains exposed here and marks the boundary between the historic main building block and the taller portion of the 2010 addition.

Mason Manor – Interior

The building was constructed to provide 156 apartment units as affordable housing for elderly citizens of Green Bay. Nearly all the apartment units consist of a combination kitchen and living area, plus a single bedroom and one bathroom. Those on the east (rear) side of the building are primarily efficiency units of 392 square feet each. Other units are larger, mostly 505 square feet². Public spaces include the entrance areas centered in the west façade of the first and second floors. Inside, these relatively wide and open entrance areas, with low ceiling heights, divide the north and south halves of the building and intersect with narrower north-south halls (five feet wide with drop panel ceilings seven feet high) that divide the west (front) and east (rear) halves of the building. This central public area, at the intersection of the entrance hall and the narrower long-axis hall, includes a pair of elevators at the southwest corner and a stair tower at the southeast corner, and this arrangement is consistent on all floors. On the ground floor, restrooms are located at the northeast corner of the hall intersection, and a laundry room is located at the northwest corner. The east-west entrance hall continues to the east into the community room contained in the two-story block at the center of the east (rear) façade. On the second floor an office and a conference room replace the first floor restrooms and public rooms at the northeast and northwest corners of the hall intersection. On higher floors apartments occupy the corresponding spaces.

² *Green Bay Press Gazette* (Green Bay, WI), 26 March 1972.

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For floors three through eight, the eastern (rear) half of the building contains twelve apartment units at each floor (one per bay, recalling that the rear façade is twelve bays wide). These apartment units extend from the southern end of the façade to the northern end of the historic building block, with a stair tower between bays six and seven as counted from north to south. The western half of the building is divided into nine apartment units in bays two through eleven. The first and twelfth bays, at the north and south ends of the original building, provide space for stair towers, exercise rooms, and reading rooms. Owing to the offices and restrooms, the first and second floors have fewer apartment units. Here, the first and second floors each have ten units on the east side (none in bays five and six). Eight units are on the west side (none in bays one, five, six, and twelve) of the second floor, but only two units are on the west side of the first floor. Those two units are a typical one-bedroom apartment in bay four and a three-bedroom unit spanning bays two and three, originally earmarked for the building's custodian and his family. The southwest quarter of the first floor is largely dedicated to heating, firefighting, and plumbing systems as well as a recreation room.

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Significance

The Mason Manor apartment building is eligible for the National Register of Historic Places under the National Register Criterion A, due to its association with and contribution to Green Bay's social history, particularly as this relates to the community's approach to promoting the welfare of society through providing adequate and affordable housing for its elderly and impoverished citizens. Mason Manor is a physical product that stands at a conceptual nexus of the forces of highway construction, suburban sprawl, urban renewal, declining availability of affordable housing, expanding public policy, and economic factors. Specifically, highway construction generated suburban sprawl and the construction of suburban shopping centers. Urban renewal resulted in the destruction of older housing units that had previously been among the few housing options available to low-income senior citizens. Public policy at the national level in the form of the Housing and Urban Development Act of 1965 created new opportunities for communities to better serve this segment of society. Mason Manor relates to this public policy and the formation of the current Green Bay Housing Authority in 1968, which was created for the purpose of addressing the housing needs of low-income senior citizens at a time when affordable housing throughout the city was being razed to make way for urban renewal and private developments.

Period of Significance

The period of significance for the Mason Manor apartment building is 1972, the year of its construction. The creation of the Green Bay Housing Authority and the subsequent completion of this apartment building, Green Bay's first of this scale to address the housing needs of elderly citizens of meager means, marks an important milestone in the community's ongoing public housing efforts. Subsequent public housing projects and the ongoing operation of Mason Manor by the Green Bay Housing Authority underscore the importance of this building and the circumstances that brought about its construction.

Land Acknowledgement

This nomination recognizes the depth of human presence here, the ancestral homeland of American Indians for millennia, including the Ho-Chunk, Menominee, and Ojibwe tribes. From as early as the seventeenth century, inter-tribal conflict, tribal settlement changes, Euro-American exploration and settlement, and ensuing military campaigns all had the effect of repeated displacement of Indians of many tribal affiliations. This continuous tribal movement resulted in Wisconsin being home to many tribes who originated from other parts of the country, generating a pattern of immigration, relocation, and formation of a new homeland. Some of these tribes remain in Wisconsin;

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others may not, but numerous count Wisconsin as home: Brotherton, Dakota, Fox/Meskwaki, Ho-Chunk, Kickapoo, Mascoutens, Menominee, Miami, Munsee, Odawa, Ojibwa, Oneida, Potawatomi, Stockbridge, Sauk, and Wyandot tribes. We acknowledge that the property that is the subject of this nomination is located on land long occupied by American Indians.

Historic Context

The construction of the Mason Manor apartment complex, which opened in 1972, was the product of both the community's physical development trends and the evolution of public policy related to the housing needs of poor and elderly citizens. This historic context first addresses the physical development of the City of Green Bay. Against this larger backdrop the changes in public policy towards low-income elderly housing that led to the creation of the Green Bay Housing Authority and the Mason Manor apartment complex are then detailed.

Development of the City of Green Bay

The City of Green Bay is the county seat for Brown County. Wisconsin's oldest and third largest city, Green Bay is approximately 120 miles north of the city of Milwaukee. The City of Green Bay lies where the waters of what French explorers called "La Baye" (the bay of Green Bay, off Lake Michigan) meet today's celebrated Frozen Tundra of football and where, in 1634, some of those French explorers would first meet the Winnebago, bringing together two distinct cultures. Historically speaking, the City of Green Bay, situated on the east and west riverbanks at the mouth of the Fox River (the East River meets the Fox River here as well), is located on one of the most important water routes in North America. The Fox River enabled small boats to pass from the Great Lakes to the Mississippi River with one relatively short portage between the Fox and Wisconsin Rivers. This waterway was an important fishing and hunting region for several woodland Indian tribes including the Menomonee, Ho-Chunk, and Fox. By the seventeenth century, it was a route of exploration for French voyageurs and fur trappers. After the War of 1812, Americans began to employ the waterway as a military route between Fort Howard, Fort Winnebago, and Fort Crawford at present day Green Bay, Portage, and Prairie du Chien, respectively.

The first documented instance of a European arriving in what is now Wisconsin was Jean Nicolet who, in 1634, met the members of the Winnebago at Red Banks on the East shore of Green Bay and claimed the land in the name of New France. French traders and missionaries followed in the 1650s and 1660s and, in 1671, Jesuit Father Claude Allouez established the St. Francis Xavier Mission near De Pere, now a city south of Green Bay on the Fox River. The 1680s through the 1760s were marked

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by a series of intermittent conflicts among the French, British, and various tribes for control of the region.

Some time prior to 1719 the French colonial authorities constructed Fort St. Francis, commonly called Fort La Baye, on the west shore of the Fox River near the river's mouth. In addition to creating this birthplace of Green Bay's west side, the French also brought with them their long-lot system of land survey. This system divided the land into long, narrow strips, each with a narrow frontage along the Fox River. As a result, many older sections of Green Bay today are characterized by relatively long and narrow rectangular city blocks with roads running perpendicular and parallel to the Fox River.

In 1761 British soldiers arrived at present-day Green Bay to protect British traders and establish relations with this region's native peoples. The soldiers erected Fort Edward Augustus at the site of the former St. La Baye, but British military presence was short-lived. The region did remain under British rule until it was ceded to the United States at the close of the Revolutionary War in 1783.

Even during British rule most area residents were either French-Canadian or mixed Indian/French-Canadian. By the early 1800s several voyageurs and traders had established themselves in the area, including Grignon, Porlier, Lawe, Franks, Roi, and Vieau. Many of their names remain familiar today in the form of street names and historical associations.

The United States did not truly exercise its authority over Wisconsin until the War of 1812. In 1816 American soldiers arrived in Green Bay and built Fort Howard at the site of the earlier Fort Edward Augustus and Fort La Baye. At that time there were fewer than 300 people (approximately 40-45 families) living in the area³. The fort soon became a hub of commerce, medicine, and social activities. Notably, Major Zachary Taylor was stationed at Fort Howard from 1818 to 1820 and would go on to be elected President of the United States in 1840. American settlers began coming to the area following the establishment of Fort Howard in 1816 and, in so doing, began to supplant French culture. Among those early American settlers were Doty, Whitney, Arndt, Baird, and Martin.

In 1829 the village of Navarino was platted by Daniel Whitney east of the Fox River on land acquired from earlier French-Canadian inhabitants. Streets built parallel to the river were named after American presidents and remain so today. By 1830 Whitney had built the Washington House, the first hotel in Green Bay. In 1835 the village of Astor was platted by Ramsey Crooks and Robert Stuart, also east of the Fox River, on land that had been acquired by the American Fur Company, largely through foreclosures on homestead mortgages. A magnificent hotel called Astor House was built in

³ Heggland, op. cit., 68.

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1835 as a competitor of the Washington House. A strong rivalry continued to develop between Navarino and Astor, but the two were consolidated in 1838 as the borough of Green Bay⁴.

Other significant developments also contributed to the transformation of Green Bay from a trading outpost to a permanent settlement. The first area school was begun in 1822 for the children of soldiers and civilians around Fort Howard, but it was not until 1840 that the first public classes were held⁵. In 1833 Wisconsin's first newspaper, the Green Bay Intelligencer, was formed. The Bank of Wisconsin, built in 1835 in Astor, was this country's first bank west of Lake Michigan.

The Americans were the first to develop roads connecting Green Bay with other settlements. The Military Road, which connected Green Bay, Portage, and Prairie du Chien, was completed in 1837 and served to increase Green Bay's importance as a port of entry for the Wisconsin Territory. This road largely followed an earlier Indian trail along the south bank of the Fox River⁶.

In 1848 Wisconsin achieved statehood largely through the efforts of Green Bay's Morgan L. Martin and Henry S. Baird. In 1850 the federal government approved the sale of military land around Fort Howard. The military garrison permanently abandoned Fort Howard in 1851 and the village of Fort Howard was platted. By 1856 Fort Howard was incorporated as a borough while, on the east side of the Fox River, Green Bay was incorporated as a city two years earlier and replaced De Pere as the county seat. The first courthouse, built in 1854, was replaced by a larger building in 1866 and again by today's current courthouse in 1911.

By the mid 1850's, Belgian, Dutch, German, Irish and Scandinavian settlers were immigrating to the area. Green Bay was becoming a transportation and service hub and Fort Howard was becoming a manufacturing center. The fur trade had been replaced by the lumbering and fishing industries, and following the Civil War these would be joined by shipyards, breweries, flour mills, market gardens, brickyards, and iron furnaces.

In 1862 the Chicago & Northwestern became the first railroad with service to the area; its depot was in Fort Howard, bolstering the importance of Fort Howard and fueling its rivalry with Green Bay⁷. At this time a ferry service was the only means of crossing the Fox River between Green Bay and Fort Howard so, in 1863, the City of Green Bay funded a bridge at Walnut Street⁸. A second railroad, the

⁴ Heggland, op. cit., 76.

⁵ Heggland, op. cit., 13.

⁶ Heggland, op. cit., 11.

⁷ Heggland, op. cit., 175.

⁸ Heggland, op. cit., 178.

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Green Bay & Western, would also locate its depot at Fort Howard in 1871. It would not be until the arrival of the Chicago, Milwaukee, St. Paul & Pacific Railroad in 1873 that Green Bay would have its own train service and, in time, the railroads would become the largest area employers.

Fort Howard was incorporated as a city in 1873. At that time, roughly 40% of the local population was foreign born. Not all immigrants sought employment in Fort Howard and Green Bay; many were farmers who settled in places like Preble to the east. Initially wheat was cultivated, but this gave way to diversified crops and dairy farming as the soil became depleted. The cheese and dairy industry became a significant component of the character of the community in the early 20th century⁹.

The fourth quarter of the nineteenth century was a time of growing population and increasing urbanization of Fort Howard and Green Bay. Streetcars were introduced in Fort Howard in 1893¹⁰. Not to be outdone, streetcars were put in service in Green Bay in 1894. In 1895 the papermaking industry came to Green Bay at the site of the former Green Bay Iron Furnace Company north of the East River. Also in 1895, a referendum on the union of the cities of Fort Howard and Green Bay passed with overwhelming voter support.

By the early twentieth century much of modern Green Bay's character had been forged. The community had been founded upon the fortitude of early explorers and settlers, and competitive rivalries like those between Navarino and Astor or Green Bay and Fort Howard had shaped the community's image of itself. Fittingly, in 1919, Earl "Curly" Lambeau and George Calhoun organized a football team. The Green Bay Packers continue to symbolize the character and spirit of this community.

Just as the Packers were being created, the City of Green Bay began working with prominent landscape architect and city planner John Nolen. His 1921 plan for Green Bay called for better use of the riverfront, improved utilization of the waterways, a civic center of public buildings around a central park, and a streamlined railroad infrastructure. While not all these goals were immediately pursued, they have continued to influence subsequent planning initiatives to the present day.

By the mid-twentieth century the automobile had contributed to the growth of the city and new building materials have taken their place alongside wood frame and brick construction. Following World War II, production style single-family detached houses were built to the west and east of the city's historic center. As housing extended well beyond downtown, suburban shopping centers and an accompanying infrastructure of roads were built.

⁹ Heggland, op. cit., 14.

¹⁰ Deborah Martin, History of Brown County, Volume 2 (Chicago: S.J. Clarke Co., 1913), 78.

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Beginning in the 1950s, the downtown urban core of Green Bay underwent significant changes as a reaction to the rise in suburban development. In 1956 the new City Hall building was opened, and a new post office was opened across from this City Hall building in 1958. More important was the formation of the Gregby (a contraction of “Greater Green Bay”) Committee in 1956. A small group of downtown businessmen raised funds to hire Victor Gruen and Associates, a Los Angeles Planning Consultant, to create a master plan for the redevelopment of the downtown shopping and business district. That plan was approved by the City in 1960, and demolition of Green Bay’s historic premier area for high-end retail and department store establishments along North Washington and Main Streets in the urban core began in 1967. This demolition cleared a site for the construction of the Port Plaza Mall, which began in 1975 and opened in 1977. The mall would be further expanded in the early 1980s, but by the 1990s the mall was struggling to compete with suburban shopping centers.

In 1964 Green Bay and Preble merged, adding at once nineteen square miles of area and roughly 14,000 residents to the city. Half of the current housing stock was built before 1966, meaning that roughly half of the homes in Green Bay are 50 years old or older. Today, Green Bay is Wisconsin’s third-largest city by population, annexation having contributed much to that growth. Immigration has also continued to contribute to the city’s growth, in recent decades predominantly Latino and Asian immigrants. The population is projected to continue to grow at a healthy rate beyond the year 2020.

Poor and Elderly Housing in Green Bay

Public policy addressing the needs of the poor in Wisconsin effectively began in 1838 when the Wisconsin Territorial legislature passed an act that made the county the public unit responsible for poor relief and abolished imprisonment for debt. This law was influenced by similar laws that had been enacted in Ohio, Michigan, and Illinois. Per Wisconsin’s law, primary responsibility for an impoverished individual was to be borne by three generations of that person’s family, and a fifteen dollar per month fine could be levied against family members who failed to support their indigent relatives. For those poor who were unable to work and who had no family, the county government was assigned primary responsibility provided that the individual had resided in the county for the previous twelve months. If this twelve-month residency requirement had not been met and the pauper was not sick or dying, the person was to be removed back to the county where they had last established twelve-month residency. A county could, under this territorial law, provide relief directly to the pauper (commonly referred to as “outdoor relief”), contract out their care, or appoint agents to act as overseers of the poor. Workhouses (a form of “indoor relief”) could also be built to

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accommodate and employ the county poor, and orphans or unsupported minors were to be bound out as apprentices¹¹.

In 1848, shortly after achieving statehood, Wisconsin enacted two statutes changing the relationship between towns and counties and making the town the primary unit of local government responsible for the poor. Town supervisors were assigned primary responsibility for the town poor, while impoverished people who did not live in towns remained the responsibility of the county.

In addition to this statutory requirement that towns and counties provide for the poor, several communities had also created outdoor relief programs involving a local official who, with a tax-funded budget, would provide paupers with money for food, fuel, clothing, or medical treatment. Additionally, construction of alms-houses (also called poor houses) had taken root in this country in the second quarter of the nineteenth century, even if it was not yet common in Wisconsin¹². This added some measure of complexity to the public policy addressing the needs of the poor, as noted in an 1850 article of Milwaukee's Daily Free Democrat.

*Here a very free discussion sprang up about the pauper business of the city. It seems, on the whole, to be a complicated affair.—There are city paupers, and county paupers, and out-door relief, and alms-house supplies. It seems, also, one of the Alms-house committee had given a pauper an order of \$5, which he wished to take up in whiskey. A plan was recommended for the systemic relief of pauperism, which will doubtless be adopted.*¹³

In 1849 Wisconsin revised the state statutes, including a thirty-six-section chapter on the support of the poor. Towns and counties retained responsibility for their respective poor, but the distinction between town poor and county poor could be eliminated if the majority of the towns in a county voted to have the county assume all expense for the poor in the county¹⁴. This is what happened in Brown County when, in 1856, the Board of Supervisors voted to make the poor a county charge¹⁵.

Indoor relief, in the form of almshouses, poorhouses, and hospitals, had become a preferred public policy on the east coast by the 1830s¹⁶. It was not until the 1860s that this would become a common

¹¹ Quigley, William P. "Rumblings of Reform: Northern Poor Relief in Antebellum America, 1820-1860", 6.

¹² "History of 19th Century American Poorhouses". Historical Overview of the American Poorhouse System.

¹³ *Daily Free Democrat* (Milwaukee, WI), 25 October 1850.

¹⁴ Quigley, William P. "Rumblings of Reform: Northern Poor Relief in Antebellum America, 1820-1860", 6.

¹⁵ Martin, Deborah. History of Brown County, Volume 1 (Chicago: S.J. Clarke Co., 1913), 169.

¹⁶ Penner, Robert. "The Profits of Insanity: The Urbanization and Economic Development of Asylum Poor Farms in Wisconsin, 1890-1920", 3.

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public policy in Wisconsin, led in part by the construction of the Wisconsin State Hospital for the Insane in 1857¹⁷. That same year, the county board of Brown County ordered the purchase of the poor farm site, consisting of 112 acres owned by David P. Saunders for the purchase price of \$1,600. This farm was located in what would, in 1859, become the Town of Preble (and part of the City of Green Bay in 1964). The purchase was complete in July, and in November the Superintendent of the Poor for the County of Brown met for organization. By early 1858, the Brown County Poor House was home to thirty-nine patients, composed of mental cases, derelicts, disabled vagrants, and alcoholics. The mental cases included two families of seven children each, and the Superintendent employed another inmate, an aged German school teacher, to educate the children using the dining room of the institution as the classroom¹⁸.

By March of 1859 the Brown County Poor House was too small for the number of paupers living there, so an addition of forty feet by twenty-four feet was recommended and approved. In 1863 the Superintendent recommended that the county appropriate twenty-five dollars for apple trees to be planted the following spring, and also recommended that an additional building be built. As justification for these recommendations, the Superintendent stated, "We believe that it [the apple trees] will be the most profitable investment that the county has made on the Farm, as well as its being a great comfort to the inmates whose misfortunes force them to seek a home from the Public. We would also recommend that there be a building built suitable for the confinement of insane persons and for the purposes of discipline of the unruly inmates"¹⁹.

At the close of the Civil War, legislation for the creation of the National Asylum of Disabled Volunteer Soldiers, later called the National Home for Disabled Volunteer Soldiers, was passed by Congress and signed by President Lincoln. This legislation ultimately resulted in the construction of eleven branch campuses across the country, including the Northwestern Branch in Milwaukee, Wisconsin, which is part of the Milwaukee Soldiers Home (added to the NRHP in 2005 and designated a National Landmark in 2011). These facilities were built specifically to address the needs of veteran soldiers of the Union forces of the Civil War, but eligibility was expanded in 1871 to include veterans of the War of 1812 and the Mexican War, and expanded again in 1884 to include any honorably discharged soldier or sailor who could not support himself due to disability. Veterans of the Spanish American War became eligible for these National Homes in 1900²⁰. Although these facilities were distinctly separate from indoor relief efforts for the poor, they are notable in this context because

¹⁷ Penner, Robert. "Profits of Insanity", 4.

¹⁸ Daumueller, William C. "125 Years of Service, 1858-1983, Brown County Mental Health Center", 1.

¹⁹ Daumueller, William C. "125 Years of Service, 1858-1983, Brown County Mental Health Center", 2.

²⁰ National Park Service, "History of the National Home for Disabled Volunteer Soldiers".

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the first iteration of the Green Bay Housing Authority, formed after WWII, focused on veteran housing needs as well.

Just as the Brown County Poor House was growing to meet demand in the 1860s, so too was the State Hospital and other similar facilities across the state. Industrialization, population growth, and the economic recession of the early 1870s left thousands of unskilled laborers without jobs, and many people found their way into state asylums²¹. The problem continued to build, leading to state legislation in 1881 (the “Wisconsin Plan of state and county care for the chronic insane”) that budgeted for the creation of a county-based system to alleviate pressure on the state institutions by transferring care for the insane and destitute to a more local basis²². A dual system of indoor relief was thereby created in which state asylums offered treatment to people who could be cured while county institutions focused on providing long-term care for the chronic insane as well as providing interim services to the poor²³. The new law specified that counties which possessed “accommodations for the proper care of the chronic insane” should be paid one-and-a-half dollars per week, an amount equal to half of the total care cost, for each person maintained there. Brown County, like many other counties across the state, responded by constructing, in 1882, a second building on the Poor Farm to accept county insane²⁴.

Throughout the Midwest this approach towards combining the care of chronically insane and destitute poor in the same setting, often in the same building, became the common public policy approach towards dealing with these two issues. Because of their dual nature, these institutions were often referred to as County Asylum Poor Farms, and this pairing of the chronic insane and the destitute was considered to be suitable as both classes of individuals were judged to be unsalvageable members of society, fit to co-exist in a nominally separated environment²⁵.

The Wisconsin Plan of 1881 empowered county authorities to seek state funding to expand county facilities. This, combined with the tacit acknowledgement that county inmates were effectively incurable of their conditions (including insanity or poverty), created an incentive for county leadership to transform their asylums from cost centers (or even self-sustaining entities) into profit centers through exploitation of the labor of the inmates. More inmates meant more labor, and budgets

²¹ Robison, Dale W. *Wisconsin and the Mentally Ill*, 54-55

²² Penner, Robert. “Profits of Insanity”, 17.

²³ Penner, Robert. “Profits of Insanity”, 5.

²⁴ Daumueller, William C. “125 Years of Service, 1858-1983, Brown County Mental Health Center”, 3.

²⁵ Penner, Robert. “Profits of Insanity”, 18.

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typically emphasized growth rather than improvement in treatments or amenities for those who lived at these asylums²⁶.

In Brown County, additions continued to be made to the asylum from 1882 onwards, ostensibly to maintain pace with the demands of the growing population, and by 1930 there were 140 patients here. Records show that by 1933, if not earlier, the Brown County Asylum was “self-sustaining” and had a positive balance of \$40,283 in its fund. It was noted that “produce raised on the asylum farm and revenues from the state and other counties for the care of patients more than compensated for expenditures”²⁷. This suggests that the self-sustaining nature of the Brown County Asylum included profits to the county, as was typical at other asylums throughout Wisconsin²⁸.

There was little change to public policy affecting housing for the poor or elderly until the 1930s when several pieces of New Deal legislation addressed the nation’s growing housing crisis brought on by the Great Depression. Nationally, daily mortgage defaults were totaling as many as one thousand by 1932, and, by 1933, half of all mortgages were in arrears²⁹. In 1934, the National Housing Act created the Federal Housing Administration with the aim of improving household standards and conditions. Section 207 of this Act authorized mortgage insurance for low-cost housing projects to encourage investment in quality housing within reach of families with small incomes³⁰. The Social Security Act, signed into law in 1935, created a social insurance program that paid a continuing income to retired workers over the age of 65, which, by extension, helped to address the housing needs for elderly citizens. The United States Housing Act of 1937 established the nation’s public housing system and established the model of providing federal subsidies to local housing authorities for the elimination of unsafe and unsanitary housing conditions, eradication of slums, and provision of good dwellings for families of low income. From September of 1938 through June of 1941 this United States Housing Authority (under the oversight of the Federal Works Agency beginning in 1939) loaned roughly \$800 million towards the construction of 587 low-rent housing developments, as well as some housing for defense industry workers. Altogether, 170,000 dwelling units were constructed during this time using USHA loans³¹. Additionally, the G.I. Bill, signed into law in 1944, included providing low-interest loans and low-cost mortgages to veterans. This, combined with the Veterans’ Emergency Housing Act of 1946, prompted action in Green Bay³².

²⁶ Penner, Robert. “Profits of Insanity”, 23.

²⁷ Daumueller, William C. “125 Years of Service, 1858-1983, Brown County Mental Health Center”, 4.

²⁸ Penner, Robert. “Profits of Insanity”, 26-27.

²⁹ Hayes, Adam, “National Housing Act”.

³⁰ Thompson, Lisa, “National Housing Act (1934)”.

³¹ Thompson, Lisa, “United States Housing Act (1937)”.

³² Whieldo, L, “National Housing Emergency, 1946-1947”.

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The first major undertaking by the City of Green Bay under the framework of these federal laws was the first iteration of the Green Bay Housing Authority. This Green Bay Housing Authority was created in December of 1945 with the goal of securing affordable housing for returning veterans. On April 16, 1946, the Mayor and Common Council passed a resolution recognizing “an emergency because of the present critical housing shortage” and, by act of the Common Council, this new Green Bay Housing Authority was directed to use \$220,000 for the purchase, dismantling, and re-erecting one hundred houses³³. All the houses to be purchased had been constructed for and used by defense industry workers at Kingsford Heights, Indiana, a wartime community built to accommodate the Kingsbury Ordinance Plant which employed over 20,000 people.

The Greene and Gust Construction Company, under the direction of Elmer Gust of Oshkosh, Wisconsin, was awarded a \$131,200 contract to package the houses in Kingsford Heights, Indiana, and to relocate and erect the houses in Green Bay. The price to purchase the 100 units from the Federal Public Housing Authority was \$63,788.50, which included a space heater and gas range for each unit (although, notably, not a refrigerator, despite earlier agreements stating that refrigerators would be included). The allotment of houses to Green Bay included 15 one-bedroom units, 60 two-bedroom units, and 25 three-bedroom units³⁴. House prices were set at \$2,500 for a one-bedroom unit erected on its site, \$2,850 for a two-bedroom (\$1,650 without a site), and \$3,250 for a three-bedroom (\$2,050 without a site)³⁵. The first of these “demountable houses”, a two-bedroom unit with its own site, was constructed at 1202 South Oakland Avenue for Mr. and Mrs. Rufus Herrman³⁶. This house remains here as of this writing. Others would soon follow, primarily in what had been a largely undeveloped area between Ninth and Seventh streets just west of the Northwestern railroad tracks and elsewhere in the Highland Park addition³⁷. In total, 87 units were erected on sites provided by the City and 13 were erected on privately owned lots³⁸.

All of these demountable houses were quick to sell, and the program was considered to be both successful and a wise investment for the City. By August of 1947, after all the houses had been constructed and sold, it had become clear that the program was left with a surplus of \$27,000, which

³³ *Green Bay Press Gazette* (Green Bay, WI), 07 May 1946.

³⁴ *Green Bay Press Gazette* (Green Bay, WI), 15 April 1946.

³⁵ *Green Bay Press Gazette* (Green Bay, WI), 20 September 1947.

³⁶ *Green Bay Press Gazette* (Green Bay, WI), 02 August 1946.

³⁷ *Green Bay Press Gazette* (Green Bay, WI), 27 April 1946.

³⁸ *Green Bay Press Gazette* (Green Bay, WI), 29 August 1947.

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was refunded to the 100 veterans who had purchased the houses³⁹. Their work complete, the Green Bay Housing Authority was disbanded on January 6, 1948⁴⁰.

Highway construction in the 1950s would have an impact on housing across the country, particularly after the passage of the Federal Aid Highway Act of 1956. Highway construction would ultimately result in widespread displacement of traditionally low-income communities and encouragement of suburban sprawl. In Green Bay, several of the demountable houses erected between 1946 and 1947 would be reacquired by the city and auctioned off to make room for a new highway route between Highland Avenue (Lombardi Avenue since 1968) and Mason Street⁴¹. Subsequent suburban sprawl included the development of the Green Bay Plaza, a shopping mall built on 23 acres of unimproved land at the intersection of West Mason Street and Military Avenue. Construction of this \$1-million development began on November 13, 1961⁴².

In 1964 the Town of Preble, home to the Brown County Asylum, was consolidated with the City of Green Bay following a referendum. This facility, which opened in 1858, had been expanded again in 1934, renamed the Brown County Hospital in 1948, was again expanded from 1966 to 1968, and continued to operate at this location until it was closed in 2009 and demolished in 2013⁴³. A new Brown County Community Treatment Center, opened in 2008 at 3150 Gershwin Drive in Green Bay, replaced the services of the old Asylum.

Other than highway construction, public policy directly related to housing remained largely unchanged between the late 1940s and the early 1960s. The Housing and Urban Development Act of 1965 created the Department of Housing and Urban Development (HUD), introduced rent subsidies that encouraged the construction of low-income housing, and authorized the Federal Housing Authority to insure mortgages for non-profit organizations that would construct low-income housing⁴⁴. The Housing and Urban Development Act of 1968 was enacted with the goal of enabling lower income families to acquire the ownership of their own homes.

On October 5, 1967, the Green Bay City Council Advisory Committee recommended the creation of a new Green Bay Housing Authority to investigate the need and feasibility of a low-rent housing program for the community, particularly for low-income senior citizens and other low-income

³⁹ *ibid*

⁴⁰ *Green Bay Press Gazette* (Green Bay, WI), 14 May 1951.

⁴¹ *Green Bay Press Gazette* (Green Bay, WI), 04 May 1953.

⁴² *Green Bay Press Gazette* (Green Bay, WI), 14 November 1961.

⁴³ Daumueller, William C. "125 Years of Service, 1858-1983, Brown County Mental Health Center", 4-16.

⁴⁴ Gustafson, Doug, "Short History of Public Housing in the US (1930s-Present)".

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families⁴⁵. By the summer of 1968 architects Jeff Nichols and Louis Barone, of the firm Nichols and Barone, were providing guidance to this new incarnation of the Green Bay Housing Authority, thanks in part to Barone's past professional experience working in a HUD office⁴⁶. The Green Bay Housing Authority created a proposal to build a 150-unit low rent housing project for the elderly, and an application for this project was sent to the HUD office in Chicago in February of 1969.

Supporters of the Green Bay project noted that Green Bay was lagging behind other Wisconsin communities, both larger and smaller than Green Bay, in consideration of housing for the elderly. This delayed approach was blamed, in part, on the City's focus on gaining federal approvals for the first phases of the Gregby urban renewal project⁴⁷. Notably, the phase one of the Gregby project directly resulted in the elimination of 97 dwelling units in the 15 months prior to February 1970. Elsewhere in the city during that same time, an additional 31 units were razed to make way for new construction and 40 units were eliminated through housing code enforcement condemnation, for a total of 168 mostly low-rent housing units eliminated⁴⁸. At a higher level, 5,015 of 35,524 housing units in Brown County present at the time of the 1960 census were classified as either deteriorating or dilapidated, making those units candidates for eventual destruction. Additional housing for the elderly and low-income residents was needed to meet demand created by lost dwelling units and population growth.

1969 marked the first year that HUD had allocated mortgage assistance funds to Brown County. The Green Bay HUD application moved slowly through the approval process, prompting Congressional Representative John W. Byrnes to write to HUD in September 1969 urging action. By October HUD approved a preliminary loan of \$25,000 for planning purposes⁴⁹. That same year the Green Bay Housing Authority reviewed seven sites for the proposed 150-unit senior citizen apartment building⁵⁰. Criteria for site consideration included cost, contour of the land, status of street improvements, and proximity of services deemed important to the elderly (public transportation, churches, recreation, and shopping facilities)⁵¹. The site for the building, roughly four acres in the 1400 block of West Mason Street just a short distance from the aforementioned Green Bay Shopping Plaza on Green Bay's west side (which included a grocery store), was selected in early 1970⁵². A HUD loan of \$2,479,868 was then granted to the Green Bay Housing Authority that spring for the construction of what was now a

⁴⁵ *Green Bay Press Gazette* (Green Bay, WI), 06 October 1967.

⁴⁶ *Green Bay Press Gazette* (Green Bay, WI), 19 July 1968.

⁴⁷ *Green Bay Press Gazette* (Green Bay, WI), 06 October 1968.

⁴⁸ Albee, Stephen I. Green Bay, Brown County Plan Department report, February 1970.

⁴⁹ HUD Project No. WIS-74-A, Timeline of Action Taken.

⁵⁰ *Green Bay Press Gazette* (Green Bay, WI), 10 September 1969.

⁵¹ *Green Bay Press Gazette* (Green Bay, WI), 27 September 1969.

⁵² *Green Bay Press Gazette* (Green Bay, WI), 15 January 1970.

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design for a 156-unit apartment building⁵³. Bids for construction were opened on April 2, 1970, and ultimately the Selmer Company was awarded the general construction contract⁵⁴.

Mason Manor residents began moving into the building in January of 1972, and an official dedication ceremony and opening occurred in March of that year. The minimum age of tenants was set at 62 years old and a maximum was set for income and value of personal assets. Rent ranged from \$35 to \$65 per month, but was not to exceed twenty-two percent of the renter's income⁵⁵.

Mason Manor was the first public housing tower in Green Bay and was the primary goal envisioned when the City created the Green Bay Housing Authority in February 1968. Other projects soon followed, but those were undertaken by organizations other than the Green Bay Housing Authority. Notable projects at this time include the Villa West apartments and the Monroe Plaza apartments.

The Villa West senior apartments on Green Bay's west side was championed by the Green Bay Diocesan Housing Corporation under HUD's Section 221(d)(3) program for moderate-income households and projects designated for the elderly. The Villa West Housing Project, as planned, was to consist of eleven two-story buildings containing a total of 168 units⁵⁶. Funding for 114 units was awarded⁵⁷. Total cost of Villa West was approximately \$1.2 million, and the apartments were dedicated and opened in 1972. Like Mason Manor, applicant criteria were set by the Federal Housing Administration, and included a minimum age of 62 years and maximum income and asset values⁵⁸.

The Monroe Plaza apartments also targeted elderly residents of low to moderate income. This 195-unit high rise building was a private undertaking that used HUD rent supplements and \$3,166,100 in mortgage insurance through the National Housing Act. This apartment building is also notable as being a part of the Green Bay Port Plaza urban renewal area on the city's east side (part of the Gregby plan). Groundbreaking for this ten-story apartment building took place in 1974 and was open for viewing in October of the following year. The first six floors were open for occupancy in December 1975, and the remaining four floors became available in January 1976⁵⁹.

⁵³ *Green Bay Press Gazette* (Green Bay, WI), 16 March 1970.

⁵⁴ City of Green Bay Certificate of Occupancy, Permit No. 774-70, 21 July 1970.

⁵⁵ *Green Bay Press Gazette* (Green Bay, WI), 26 March 1972.

⁵⁶ *Green Bay Press Gazette* (Green Bay, WI), 30 July 1970.

⁵⁷ *Green Bay Press Gazette* (Green Bay, WI), 24 November 1970.

⁵⁸ *Green Bay Press Gazette* (Green Bay, WI), 20 August 1972.

⁵⁹ *Green Bay Press Gazette* (Green Bay, WI), 02 December 1975.

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Scattered-sites housing became an attractive model for city housing authorities following the *Gautreaux v. Chicago Housing Authority (CHA)* lawsuit in 1969. Here, the court found that CHA had engaged in a pattern of racial discrimination in selecting housing sites. Specifically, the CHA unconstitutionally discriminated against CHA tenants by selecting sites for public housing based on the racial makeup of the surrounding communities. The result was that the CHA was required to redistribute their public housing⁶⁰.

Under the scattered-site public housing model, affordable low-density units are scattered throughout diverse, middle-class neighborhoods. In Green Bay, the Housing Authority first discussed ownership of scattered sites in 1987⁶¹. Prior to that time, the Green Bay Housing Authority remained focused on managing the Mason Manor apartments, public-private partnerships to secure capital for privately backed housing initiatives, assisting homeowners in their efforts to access programs intended to assist with maintaining their properties, and navigating various government programs for the benefit of Green Bay's low-income residents. Some of the first houses acquired by the Green Bay Housing Authority were in the 1300 and 1400 blocks of University Avenue on Green Bay's east side. Here, acquisition of fifteen existing houses served a dual purpose—the houses were to be relocated (moved back on their lots) to accommodate the widening of University Avenue and, once moved, the houses would be rehabilitated for public housing⁶².

Today the Green Bay Housing Authority, now in its fifty-fourth year, administers two housing programs, Mason Manor and Scattered Sites. The Scattered Sites program currently consists of forty-eight single-family homes and duplexes located throughout the City of Green Bay (down from fifty units within the last decade). Per the Housing Authority's latest five-year plan, effective July 2, 2020, the goals of the organization are to improve the quality of public housing units, manage the properties in an accountable and responsible manner, improve the quality of life for its residents, ensure equal opportunity and affirmatively further fair housing, reposition all public housing units (specifically, transfer the scattered sites public housing units into Section 18 of the U.S. Housing Act of 1937 through demolition and/or disposition), and work toward ending homelessness⁶³.

⁶⁰ *Gautreaux v. Chicago Housing Authority*, United States District Court, N.D. Illinois

⁶¹ *Green Bay Press Gazette* (Green Bay, WI), 24 September 1987.

⁶² *Green Bay Press Gazette* (Green Bay, WI), 26 October 1988.

⁶³ Vonck, Kevin J. "Certification by State or Local Official of PHA Plans Consistency with the Consolidated Plan or State Consolidated Plan", form HUD-50077-SL, November 2019.

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Architecture

As noted earlier, the Mason Manor apartment complex was designed by Nichols and Barone. The architectural firm of Nichols and Barone was responsible for several community centers and apartment buildings (especially those for the elderly), primarily in Wisconsin, and many of those buildings remain in use today. Among their work is included the following examples.

- 1968 – Quincy House Apartments, 441 South Quincy Street, Green Bay, WI
- 1969 – Brillion Community Center, 120 Center Street, Brillion, WI
- 1970 – Okato Manor (Senior Apartments), 407 Arbutus Avenue, Oconto, WI
- 1970 – Bridgeview Apartments (Senior Apartments), 1801 8th Avenue, Menominee, MI
- 1971 – Sun Valley Manor (Senior Apartments), 25 N 12th Street, Clintonville, WI
- 1972 – Villa West (Senior Apartments), 1650 9th Street, Green Bay, WI
- 1973 – Oneida Nation Memorial Building (Civic Center), 2913 Artley Street, Oneida, WI
- 1974 – Nicolet Terrace (Senior Apartments), 850 Morning Glory Lane, DePere, WI
- 1979 – Parkview Haven (Senior Apartments), 1325 N 8th Street, Manitowoc, WI

Historical records suggest that John T. (Jeff) Nichols and Louis James Barone pursued separate professional paths beginning around 1980. Nichols died November 27, 1994⁶⁴. Barone is presumed to still be living in Green Bay as of this writing.

Most of the Nichols and Barone designs are examples of contemporary architecture, particularly what is often referred to as brutalism. This contemporary style is described in the Wisconsin State Historical Society's publication, Cultural Resource Management in Wisconsin (CRMW). First published in 1986, the CRMW refers to contemporary architecture as any mid-twentieth century building of distinction and historic interest with a style that cannot be ascribed to other styles discussed within that publication. Green Bay has several examples of brutalist architecture, several of which rise to the level of consideration for individual listing in the National Register of Historic Places (NRHP). Mason Manor is not one of these more elaborate examples, with overt stylistic character, but rather is a simpler, more economical form of the style. As a result, Mason Manor is not considered eligible for the NRHP under Criterion C, Architecture.

⁶⁴ *Green Bay Press Gazette* (Green Bay, WI), 28 November 1994.

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Integrity

The Mason Manor apartment complex has undergone some changes in its half-century of use. All windows were replaced in 1984. An eight-story addition to the north end of the main block, built in 2010, created space for storage units and a freight elevator. Entry doors were replaced and mortar joints tuckpointed in 2018. Despite these changes, the property maintains a high degree of integrity. Specifically, the building's location is unchanged, the setting remains largely as it was when built in 1972, the design is recognizable as being that first conceived by the architects in 1970, the materials are, with the exception of the windows, mostly historic, the workmanship of the tradespeople who built the complex is unchanged, the feeling of the property reflects the aesthetics of the early 1970s, and associations with the Green Bay Housing Authority and elderly housing remain today. Taken as a whole, the Mason Manor apartment complex maintains a degree of integrity sufficient to warrant NRHP listing.

Area of Significance: Social History

The Mason Manor apartment complex is eligible for the National Register of Historic Places under the National Register Criterion A, due to its association with and contribution to Green Bay's social history. The construction of Mason Manor was the culmination of efforts by the community to establish the Green Bay Housing Authority and to construct affordable housing for the elderly citizens of meager means. The Mason Manor apartment complex is the product of community development trends and evolving public policy related to affordable senior housing. As Green Bay's first apartment complex built to accommodate low-income senior citizens, its construction was an important milestone for the nascent Green Bay Housing Authority and served locally as a model for navigating Housing and Urban Development projects. Today the Green Bay Housing Authority continues to serve the city's elderly at Mason Manor as well as low-income families through a scattered sites program.

Conclusion

The Mason Manor apartment complex is eligible for the National Register of Historic Places under Criterion A for its associations with the genesis of the current Green Bay Housing Authority and as the city's first large-scale apartment building specifically addressing the needs of elderly housing. This apartment building is locally significant for its role in social history; its construction is a physical manifestation of the community's first modern efforts to promote the welfare of society by providing affordable housing for elderly citizens. For these reasons, Mason Manor is eligible for the National Register of Historic Places.

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Archaeological Potential

The Mason Manor area was inhabited by pre-historic and historic period Native Americans, as well as by eighteenth and nineteenth century European and American immigrants. Much of the land in this area has been extensively disturbed by construction activities during the period of significance. As a result, the likelihood of extant archaeological resources predating current features is slim.

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Green Bay, Brown County, Wisconsin

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Section 10 Page 1

Mason Manor
Green Bay, Brown County, Wisconsin

Verbal Boundary Description:

The boundary for the Mason Manor apartment complex is shown on the accompanying map. The historic boundary coincides with the current legal description of the parcel. The parcel, number 6-142 in the City of Green Bay, is rectangular in shape, measuring around 270 feet (at the northeast and southwest ends) by 640 feet (at the southeast and northwest ends). The lot encompasses roughly 172,700 square feet in Tanks subdivision of private claim 2 to 9.

Boundary Justification:

The district boundaries as described encompass the contiguous historic boundary associated with the Mason Manor apartment complex.

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Section photos Page 1

Mason Manor
Green Bay, Brown County, Wisconsin

Name of Property:	Mason Manor
City or Vicinity:	Green Bay
County:	Brown County
State:	WI
Name of Photographer:	Wm. Jason Flatt
Date of Photographs:	2 June, 2022, and 9 June, 2022
Location of Original Digital Files:	1857 Riverside Ave, Marinette, WI 54143

Photo # 1 of 32 (WI_Brown County_Mason Manor_0001)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 9 June, 2022
West façade and south side of cul-de-sac, camera facing northeast.

Photo # 2 of 32 (WI_Brown County_Mason Manor_0002)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 9 June 2022
West façade and cul-de-sac, camera facing east.

Photo # 3 of 32 (WI_Brown County_Mason Manor_0003)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 9 June 2022
West façade and cul-de-sac, camera facing east.

Photo # 4 of 32 (WI_Brown County_Mason Manor_0004)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 9 June 2022
West façade and cul-de-sac, camera facing northeast.

Photo # 5 of 32 (WI_Brown County_Mason Manor_0005)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 9 June 2022
West façade (center) and south façade (right), camera facing northeast.

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Section **photos** Page 2

Mason Manor
Green Bay, Brown County, Wisconsin

Photo # 6 of 32 (WI_Brown County_Mason Manor_0006)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

West façade, camera facing southeast.

Photo # 7 of 32 (WI_Brown County_Mason Manor_0007)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

North façade (left) and north façade (right), camera facing southeast.

Photo # 8 of 32 (WI_Brown County_Mason Manor_0008)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

East façade (left) and north façade (right), camera facing south.

Photo # 9 of 32 (WI_Brown County_Mason Manor_0009)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

East façade, camera facing west.

Photo # 10 of 32 (WI_Brown County_Mason Manor_0010)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

West façade, camera facing southwest.

Photo # 11 of 32 (WI_Brown County_Mason Manor_0011)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

West façade, camera facing southwest.

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Section photos Page 3

Mason Manor
Green Bay, Brown County, Wisconsin

Photo # 12 of 32 (WI_Brown County_Mason Manor_0012)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

West façade (left) and north façade (right) of community room, corner detail, camera facing southwest.

Photo # 13 of 32 (WI_Brown County_Mason Manor_0013)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

West façade (left) and south façade (right) of community room and hyphen, camera facing northwest.

Photo # 14 of 32 (WI_Brown County_Mason Manor_0014)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

South façades (left & right) and west façade (center), camera facing north.

Photo # 15 of 32 (WI_Brown County_Mason Manor_0015)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

South façade, camera facing north.

Photo # 16 of 32 (WI_Brown County_Mason Manor_0016)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 9 June 2022

Cul-de-sac, from below, camera facing east.

Photo # 17 of 32 (WI_Brown County_Mason Manor_0017)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 2 June 2022

Parking lot, below cul-de-sac, camera facing south.

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Section photos Page 4

Mason Manor
Green Bay, Brown County, Wisconsin

Photo # 18 of 32 (WI_Brown County_Mason Manor_0018)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 2 June 2022
West façade (left) and retaining wall (right), camera facing south.

Photo # 19 of 32 (WI_Brown County_Mason Manor_0019)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 2 June 2022
Garage, camera facing northwest.

Photo # 20 of 32 (WI_Brown County_Mason Manor_0020)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 2 June 2022
First floor entrance, camera facing west.

Photo # 21 of 32 (WI_Brown County_Mason Manor_0021)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 2 June 2022
First floor entrance (bottom) and second floor entrance (top), camera facing west.

Photo # 22 of 32 (WI_Brown County_Mason Manor_0022)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 2 June 2022
Hyphen leading to community room, first floor, camera facing east.

Photo # 23 of 32 (WI_Brown County_Mason Manor_0023)
MASON MANOR
City of Green Bay, Brown County, WI
Photo by Wm. Jason Flatt, 2 June 2022
Community room, first floor, camera facing northwest.

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Section photos Page 5

Mason Manor
Green Bay, Brown County, Wisconsin

Photo # 24 of 32 (WI_Brown County_Mason Manor_0024)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 2 June 2022

Hallway, first floor, camera facing north.

Photo # 25 of 32 (WI_Brown County_Mason Manor_0025)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 2 June 2022

Hallway (left) and door (right), first floor, camera facing south.

Photo # 26 of 32 (WI_Brown County_Mason Manor_0026)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 2 June 2022

Recreation room, first floor, camera facing southwest.

Photo # 27 of 32 (WI_Brown County_Mason Manor_0027)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 2 June 2022

Laundry room, first floor, camera facing northwest.

Photo # 28 of 32 (WI_Brown County_Mason Manor_0028)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 2 June 2022

Elevator hall, second floor, camera facing west.

Photo # 29 of 32 (WI_Brown County_Mason Manor_0029)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 2 June 2022

Elevator hall, third floor, camera facing west.

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Mason Manor
Green Bay, Brown County, Wisconsin

Photo # 30 of 32 (WI_Brown County_Mason Manor_0030)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 2 June 2022

South staircase (right) and entrance (left), second floor, camera facing west.

Photo # 31 of 32 (WI_Brown County_Mason Manor_0031)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 2 June 2022

North staircase (left) and entrance (right), second floor, camera facing west.

Photo # 32 of 32 (WI_Brown County_Mason Manor_0032)

MASON MANOR

City of Green Bay, Brown County, WI

Photo by Wm. Jason Flatt, 2 June 2022

Storage lockers in 2010 addition, second floor, camera facing east.

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Mason Manor
Green Bay, Brown County, Wisconsin

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Figure 2: USGS Quadrangle Map with Mason Manor apartment complex detail view
Figure 3: Site Plan & Exterior Photo Key
Figure 4: Interior Photo Key
Figure 5: Interior Photo Key detail view (south)
Figure 6: Interior Photo Key detail view (north)

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Mason Manor
Green Bay, Brown County, Wisconsin

Section figures Page 2

Figure 1: USGS Quadrangle Map with Mason Manor apartment complex

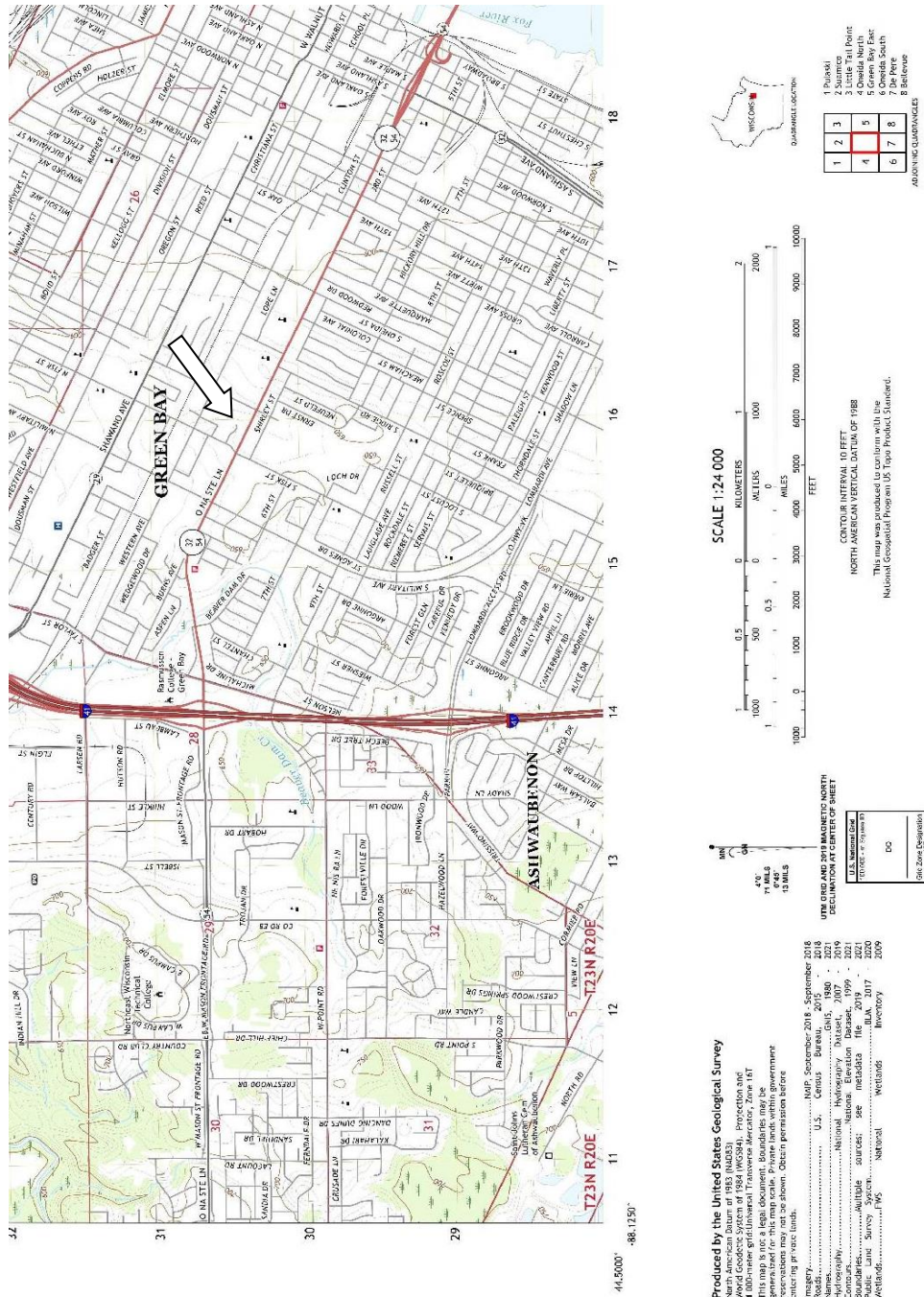
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Green Bay, Brown County, Wisconsin

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Mason Manor
Green Bay, Brown County, Wisconsin

Figure 2: USGS Quadrangle Map with Mason Manor apartment complex detail view

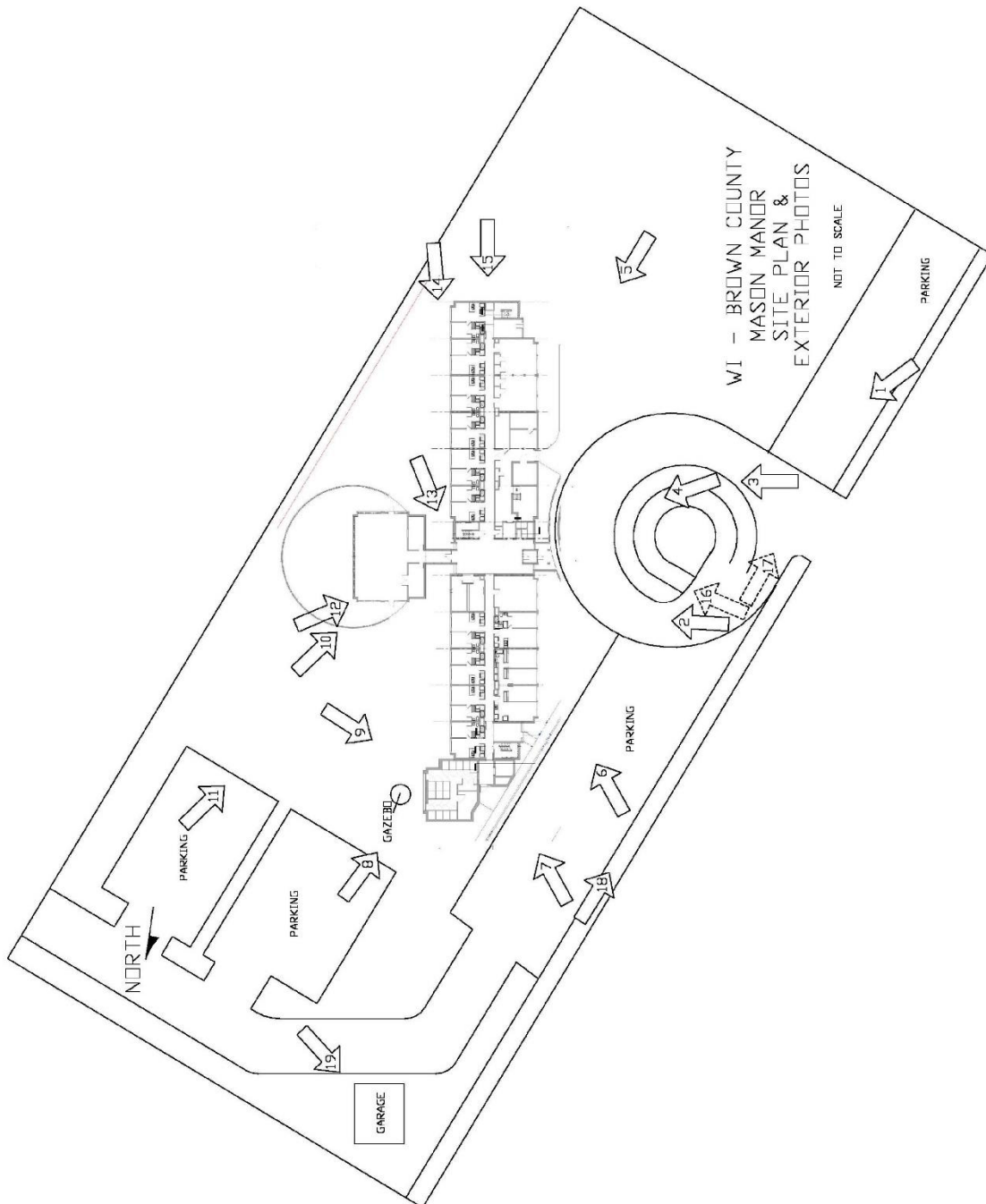
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Mason Manor
Green Bay, Brown County, Wisconsin



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Mason Manor
Green Bay, Brown County, Wisconsin

Figure 3: Site Plan & Exterior Photo Key

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Mason Manor
Green Bay, Brown County, Wisconsin

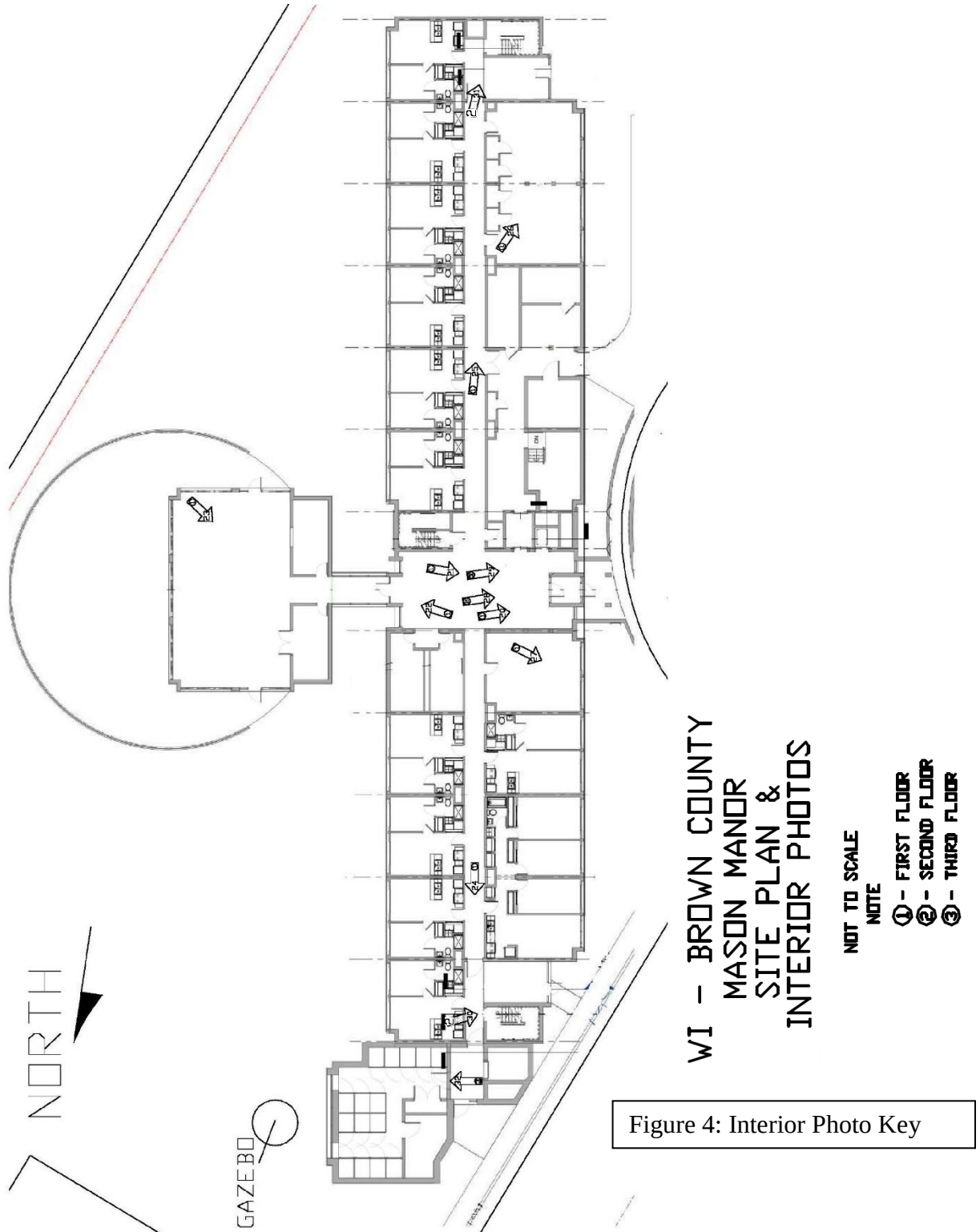


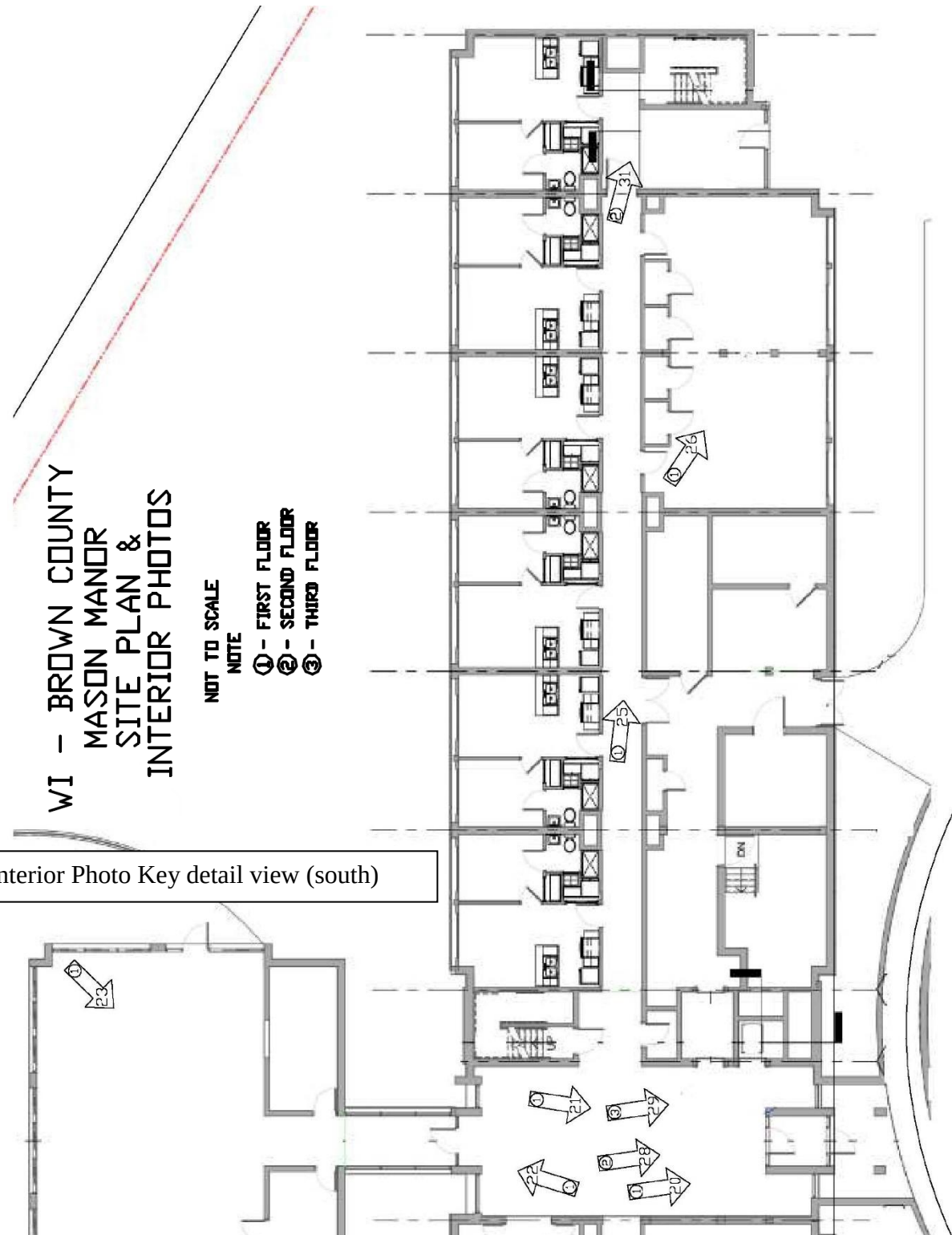
Figure 4: Interior Photo Key

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Mason Manor
Green Bay, Brown County, Wisconsin



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Mason Manor
Green Bay, Brown County, Wisconsin

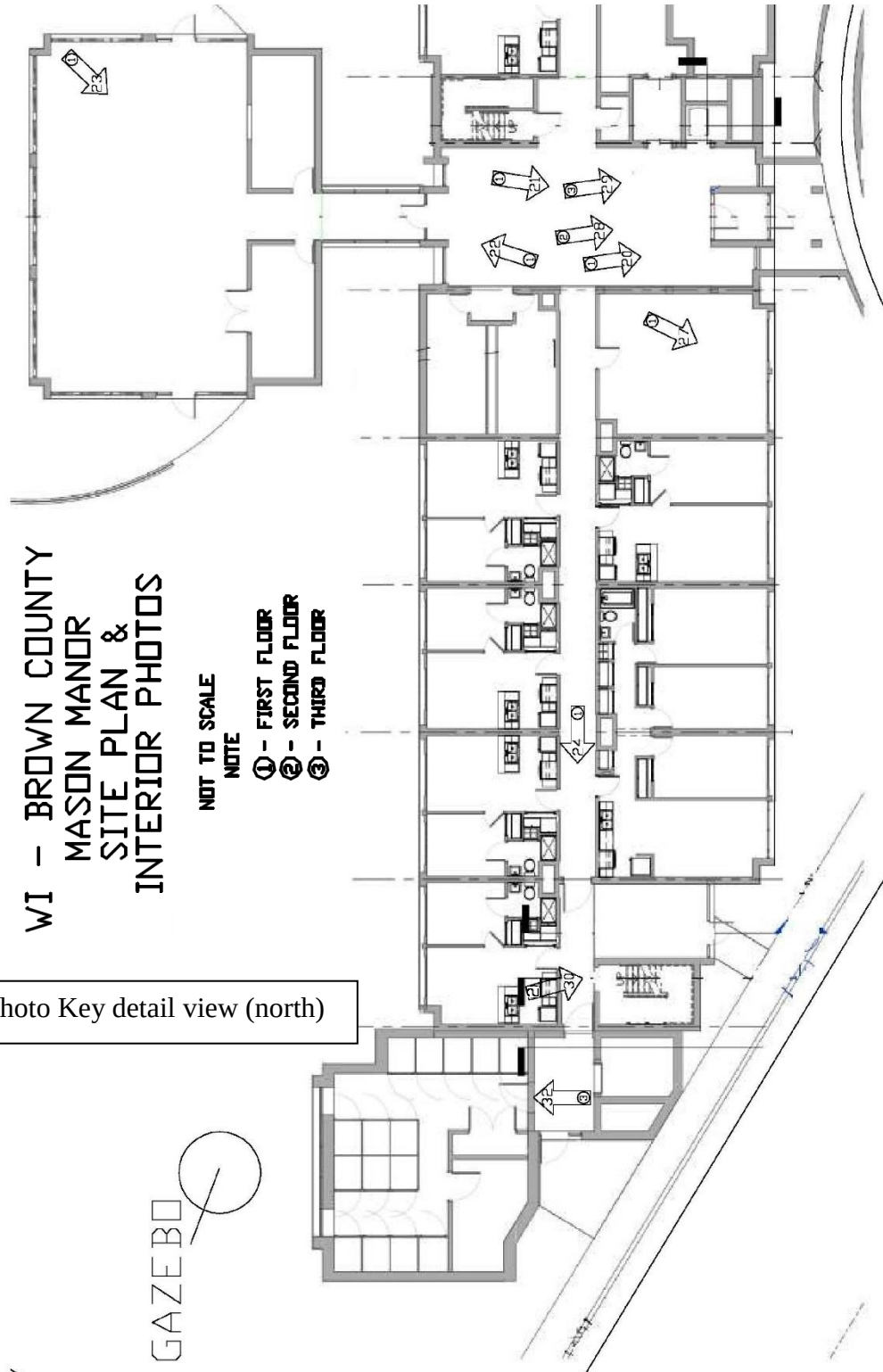


Figure 6: Interior Photo Key detail view (north)



Report to the
Historic Preservation Commission
of the City of Green Bay

MEETING DATE

August 17, 2022

PREPARED BY

Stephanie Hummel, Staff

AGENDA ITEM # G.I

Staff-Level COA Applications.

BACKGROUND

- COA 22-30, 1023 S Van Buren, Chimney
- COA 22-31, 1125 S Monroe, Chimney
- COA 22-32, 635-639 S Quincy, Roof

RECOMMENDATION

No Action Required

FISCAL IMPACT

ATTACHMENTS

None



Report to the
Landmarks Commission
of the City of Green Bay

MEETING DATE

August 17, 2022

PREPARED BY

Stephanie Hummel, Staff

AGENDA ITEM # G.2

Review City Raze/Repair Orders and Demolitions.

BACKGROUND

- 1208 Wirtz Avenue
- 1643 Cass Street

RECOMMENDATION

No Action Required

FISCAL IMPACT**ATTACHMENTS**

1. Notice and Order to Raze or Repair-1208 Wirtz Avenue-Signed
2. Notice and Order to Raze or Repair-1643 Cass Street-Signed

NOTICE AND ORDER TO RAZE OR REPAIR
A BUILDING LOCATED AT
1208 WIRTZ AVENUE
GREEN BAY, BROWN COUNTY, WISCONSIN

THE CITY OF GREEN BAY, A WISCONSIN MUNICIPAL CORPORATION, TO:

Bart M. Bellin
1208 Wirtz Avenue
Green Bay, WI 54304

The undersigned, a duly appointed Building Inspector for the City of Green Bay, Brown County, Wisconsin, recently caused to be inspected the premises located at 1208 Wirtz Avenue, Green Bay, Brown County, Wisconsin, parcel number 1-99, more particularly described as follows:

Lot 29, Block "B", Plat of Warren & Cady's Subdivision of Lot 41 of Tank's Subdivision of Private Claims 2-9, in the City of Green Bay, West side of Fox River, Brown County, Wisconsin

and determined that the buildings on such premises are old, dilapidated, and out of repair, and are consequently dangerous, unsafe, unsanitary, or otherwise unfit for human habitation, occupancy, or use.

THEREFORE, IT IS ORDERED, pursuant to the authority set forth in Wis. Stats. § 66.0413(1)(b), that the following reasonable repairs be made to make said building safe and sanitary:

To return the home to a safe and habitable condition, repairs would be required to address the roof system, structural components in the floors and walls, damage to the electrical system, and any affected plumbing and HVAC systems or components. Any floor, ceiling or wall coverings that sustained water, heat or smoke damage would require replacement. Any mold found would require remediation. At the time of rehabilitation, all addressed building elements and their related components would be required to be brought into compliance with the State UDC Building code, as well as any non-compliant safety violations. Further, as a requirement of the Green Bay Municipal Code the garage would have to be reconstructed.

or said building shall be razed and the rubble and the remains thereof removed, and any excavation caused by such razing filled and leveled and the site restored to a dust-free and erosion-free condition within thirty (30) days following the service of this Notice and Order upon you.

NOTICE IS GIVEN that upon your failure to repair or raze the building and fill and level any excavation caused thereby and restore the site to a dust-free and erosion-free condition within the thirty (30) day period prescribed, the City of Green Bay, Brown County, Wisconsin, may cause such buildings or parts thereof to be razed and removed and the site restored to a dust-free and erosion-free condition. The work shall consist of razing and removing the condemned structure, all out buildings, accessory structures, flatwork, driveway aprons, and fill at the specified address, filling all basements, crawl spaces, and excavated areas with approved granular material, topsoil, and seed. The costs of such razing, removal, and restoration of the site to a dust-free and erosion-free condition may be charged in full or in part against the real estate upon which such buildings are located and if that cost is so charged, it is a lien upon such real estate, and may be assessed and collected as a special tax.

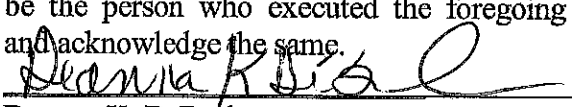
NOTICE IS FURTHER GIVEN that you may challenge this Notice and Order pursuant to Wis. Stats. § 66.0413(1)(h), which is an exclusive remedy.

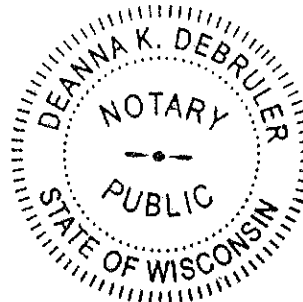
Dated this 5th day of August, 2022.


Matt Bablitch
Building Inspector

STATE OF WISCONSIN)
) ss
COUNTY OF BROWN)

Personally came before me this ____ day of August, 2022, the above named, Matt Bablitch, to me known to be the person who executed the foregoing instrument and acknowledge the same.


Deanna K. DeBruler
Notary Public, State of Wisconsin
My Commission Expires: 1-2-23



NOTICE AND ORDER TO RAZE OR REPAIR
A BUILDING LOCATED AT
1643 CASS STREET
GREEN BAY, BROWN COUNTY, WISCONSIN

THE CITY OF GREEN BAY, A WISCONSIN MUNICIPAL CORPORATION, TO:

Colin P. Bergh
1425 S. Baird Street
Green Bay, WI 54301

The undersigned, a duly appointed Housing Inspector for the City of Green Bay, Brown County, Wisconsin, recently caused to be inspected the premises located at 1643 Cass Street, Green Bay, Brown County, Wisconsin, parcel number 21-1287-1, more particularly described as follows:

That part of the South One-Quarter (S $\frac{1}{4}$) of Lot Two (2), according to the recorded Plat of Astor's Subdivision of Private Claims Three (3) to (7), East side of Fox River, in the City of Green Bay, Brown County, Wisconsin, describe as follows: Beginning at a point on the East line of Heyrman Street where the same intersects the North line of the South $\frac{1}{4}$ of Lot 2; thence Southerly along the Easterly line of Heyrman Street; 323 feet to the point of beginning of the property to be herein described; then Easterly parallel with the North line of the South $\frac{1}{4}$ of Lot 2; thence Westerly on the Southerly line of said Lot 2 to the Easterly line of Heyrman Street; then Northerly along the Easterly line of Heyrman Street to the point of beginning.

and determined that the building on such premises is old, dilapidated, and out of repair, and us consequently dangerous, unsafe, unsanitary, or otherwise unfit for human habitation, occupancy, or use.

THEREFORE, IT IS ORDERED, pursuant to the authority set forth in Wis. Stats. § 66.0413(1)(b), that the following reasonable repairs be made to make said building safe and sanitary:

1. Repair or replace the significantly sagging and storm water damaged roof structure that has missing covering (shingles) at East side of structure. A licensed contractor will be required to provide structural analysis on the integrity of the roof system and provide a plan on how the roof will be repaired or replaced. All associated roof coverings, shingles, chimney, vents, etc. associated with this repair will need to be properly replaced as well. Any required permits must be obtained.
2. Repair or replace collapsing floor structure involving kitchen, bathroom/mechanical room, living room and bedroom, including exposed openings in the bedroom and bathroom floors. Any areas of water damaged caused by the roof leak must be

removed and replaced in a workmanlike manner. Work must be completed by a licensed contractor and any required permits must be obtained.

3. Repair or replace ceiling damage as evidenced by water leakage and fallen insulation.
4. Repair or replace all shock hazards, including all uncovered switch and receptacle boxes as well as exposed ceiling light fixture wires. Work must be completed by a licensed electrical contractor and any required permits must be obtained.

or said building shall be razed and the rubble and the remains thereof removed, and any excavation caused by such razing filled and leveled and the site restored to a dust-free and erosion-free condition within thirty (30) days following the service of this Notice and Order upon you.

NOTICE IS GIVEN that upon your failure to repair or raze building and fill and level any excavation caused thereby and restore the site to a dust-free and erosion-free condition within the thirty (30) day period prescribed, the City of Green Bay, Brown County, Wisconsin, may cause such building or part thereof to be razed and removed and the site restored to a dust-free and erosion-free condition. The work shall consist of the razing and removing the condemned structure, all out buildings, accessory structures, flatwork, driveway aprons, and fill at the specified address, filling all basements, crawl spaces, and excavated areas with approved granular material, topsoil and seed. The costs of such razing, removal and restoration of the site to a dust-free and erosion-free condition may be charged in full or in part against the real estate upon which such buildings are located and if that cost is so charged, it is a lien upon such real estate, and may be assessed and collected as a special tax.

NOTICE IS FURTHER GIVEN that you may challenge this Notice and Order pursuant to Wis. Stats. § 66.0413(1)(h), which is an exclusive remedy.

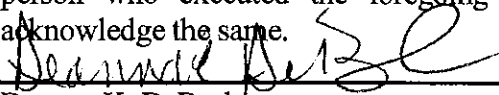
Dated this 8th day of August, 2022.



Tim Meves
Housing Inspector

STATE OF WISCONSIN)
) ss
COUNTY OF BROWN)

Personally came before me this 8th day of August, 2022, the above named, Tim Meves, to me known to be the person who executed the foregoing instrument and acknowledge the same.



Deanna K. DeBruler
Notary Public, State of Wisconsin
My Commission Expires: 1-2-23

