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MEMORANDUM

TO: Waterloo Historic Preservation Commission, Community Development Board, Pertinent City Staff
SUBJ: Remaining Pages of the Draft Narrative Report of the Architectural Survey of Historic Structures
DATE: May 30, 1995

As I promised, attached is the last part of thorough draft of the Final Report narrative that will accompany the updated architectural survey of historic structures in Waterloo. It turned out longer than I expected.

Since I have only heard from one of you so far, I am assuming that you are (1) very happy with what you have already read, (2) waiting to receive the final portion before completing your review,, (3) as overwhelmed with work as I am and have not had time to even look at the first half yet. Whatever the reason, I would appreciate hearing from you directly, before the June 15 meeting if you have substantive comments that you would like me to address, so that I will have time to incorporate your comments. Please call me as soon as you have read through the document to let me know what substantive changes you want, if any.

Again, feel free to call me at the telephone number on this stationary's header and, if I am unavailable, leave a message where I can reach you (and when would be the best time to return the call). This number serves both my home and office and you are welcome to call anytime between 8 a.m. and 10 p.m., any day of the week, even on the weekend. If you prefer long-distance charges be at my expense, just let me know and I will be glad to call you back.

I will be seeing you soon.

suggestions, but by no means the only possibilities, would be to consider the neighborhood south and east of the Irving Terrace Apartments on Independence Avenue or to consider the homes in the area south and west of the Grout Museum. It would be best to start with small areas, maybe no more than one or two blocks and expand with success so that the Commission members can get actively involved in the project and be better able to see the impact of their efforts.

D. Incorporate Historic Preservation into City Planning Efforts

The City of Waterloo has made great strides in encouraging historic preservation over the past decade. The Commission could help the City in its development efforts by taking a more active role in such planning projects at the earliest stages. In addition, the Commission should consider developing map overlays that identify the locations of historic structures throughout the city and work with the planning commissions to develop strategies to identify which properties are considered especially critical for future development projects. Sioux City recently completed a similar project and they were able to reach a consensus about what structures would be preserved in constructing a skywalk system and developing a large commercial project. Such a strategy helps place the Historic Preservation Commission in the role of participant in city planning and development, rather than having the Commission viewed as a hindrance to "progress." Future comprehensive plans should also integrate historic preservation issues into all aspects of city planning.

In addition, the Commission should consider requesting changes in local ordinances that would place design review requirements on city funded projects that could have an impact on historic structures. This could be one method of reinforcing the importance of the city's heritage that would encourage the consideration of historic preservation issues in the early stages of the city's planning efforts on its road construction and public infrastructure improvements.

E. Educate Landlords and Homeowners on Rehabilitation Practices and Financial Benefits

One of the most critical roles of every successful historic preservation commission is its role in educating property owners about historic preservation. It was evident from discussions with home owners, landlords, and tenants that many individuals in Waterloo are eager to learn more about proper procedures to use to preserve their historic buildings. Many would be eager to find out that technical information and product resources are readily available to help them with their own maintenance efforts. The Commission should investigate ways to disseminate this information. Maybe the local news media would be willing to assist. Possibly a file could be created at the public library as a reference tool.

The Commission should consider sponsoring a series of workshops, with one workshop designed specifically for landlords and the other for home owners. Possibly, it would be easier to meet with home owners in smaller groups to address issues that are pointed specifically at the opportunities in the neighborhood or to have workshops in target neighborhoods with hands-on demonstrations. Not only should these workshops talk about procedures to use in making repairs and rehabilitating their historic home, but they would need to address the opportunities available for funding, the benefits of historic preservation, and the locations of technical support information. The workshop for landlords needs to specifically address concerns of landlords and focus on the financial aspects of renovating an historic property, making them aware of the many opportunities for coupling financial programs to make it feasible to rehabilitate historic commercial properties.

The Commission also needs to follow-up on the meetings by the property owners in the Walnut Street area to determine whether or not to pursue the district nomination on this neighborhood. If this nomination is not completed quickly, the viability of this neighborhood will quickly deteriorate to such a point that a district nomination will no longer be possible. It appears that National Register listing may be the one means of helping residents save this neighborhood since it could provide protection from further encroachments by commercial developments, road construction, demolition, and shoddy building maintenance. It could also help rally the residents by increasing the pride in their neighborhood and it could encourage owners to make improvements by providing opportunities to take advantage of historic preservation financial incentives.

The central business district needs to be re-evaluated for several reasons. Local efforts to revitalize downtown Waterloo could have a serious impact on the historic buildings in the downtown and it would be important to work with those leading this effort to help determine which buildings have National Register potential either in their current condition or after appropriate rehabilitation. Also, some buildings that had been evaluated as not eligible in past surveys (and were not re-evaluated in this current survey) may actually be considered individually eligible or at least contributing to a potential commercial district. In Waterloo's case, the downtown structures need to be evaluated not only for their original architectural features, but also for the significant renovations that were completed prior to World War II that have gained their own degree of significance. Since the downtown has never been thoroughly evaluated to determine its potential for historic districts, this evaluation could be enlightening.

Managing survey projects can be time consuming and the Commission needs to set priorities with this in mind. In addition, the sources of funding may dictate which projects are completed first. Whenever possible, the Commission needs to investigate a wide variety of funding sources. It should also examine the possibility of utilizing the funds or services of someone involved in the downtown revitalization effort or in Walnut Street neighborhood) to coordinate their projects.

C. Target Neighborhoods to Encourage Historic Rehabilitations

Throughout the city, there is evidence that many home owners and landlords are trying valiantly to revitalize their neighborhoods. They have recognized the importance of properly maintained structures in presenting a positive visual image of the neighborhood, in increasing property values and rents, and in discouraging crime. It is also encouraging to see that more property owners are taking pride in the design features of their old home and are attempting to preserve the historic features of their house. In some cases, out of financial necessity, home owners are choosing to repair rather than replace siding and windows, but it still has the effect of preserving the historic integrity of the house.

Most of the property owners are proud of their efforts and the Commission should consider targeting one or two neighborhoods to encourage these efforts by recognizing their successes, by providing technical support or by helping find financial resources for historic rehabilitation projects. It is possible that some the historic integrity of the neighborhood could be regained and the area become eligible for the National Register of Historic Places. Interestingly enough, homeowners in neighborhoods that have already faced the problems accompanying deterioration are much more receptive to listing on the National Register and to design review because they recognize its protective and financial benefits.

The maps utilized as working documents for this survey are part of the project files returned to the Historic Preservation Commission and the red dots on these maps highlight structures that were tentatively determined individually eligible and the green dots noted structures that were considered as possible contributing structures. Since many of the neighborhoods around town were not thoroughly canvassed, these maps are not a thorough documentation of the eligibility potential of a neighborhood but it would be a starting point for identifying target neighborhoods that might be on the cusp of historic district eligibility. Two immediate

Of special concern, are those properties that are considered contributing to existing or potential districts, but not individually eligible for the National Register. At present, the Commission has taken a more lenient approach to properties that were rated "B" but there were considerably fewer now that the new survey has been completed. Those that are now rated as contributing are very important to the integrity of potential or listed historic districts. The eligibility of a National Register district is determined by the proportion of eligible and contributing structures when compared with the not eligible and non-contributing structures. In general, areas with less than 70 percent eligible and contributing are not considered viable historic districts. With the current approach to design review for the contributing structures, many of these are now being considered not eligible, decreasing their individual status, but also impacting the neighborhood as a whole. Without the contributing structures, any of Waterloo's district would not be viable and there is an increasing likelihood that the Highland Historic District could be de-listed if this approach on design review continues. If the Commission wants to ensure the viability of these districts, this needs to change and, in fact, owners requesting changes to such structures should be encouraged to reverse earlier alterations, strengthening the eligibility status of the property rather than further weakening it. This may require changes to the existing ordinance or it may simply be a matter of changing the policies that the Commission has used to review such structures, but the Commission needs to consider their desire review of contributing structures for both the existing National Register district in Highland and whether or not they want to ensure the viability of other potential districts.

B. Additional Survey and District Nominations

After completing this survey, there are suggestions for four additional survey and nomination activities. The first recommendation is for a future comprehensive survey at the time that this current project needs updating. The second and third suggestions are to complete work for the two potential historic districts. The final recommendation is to re-evaluate the downtown properties.

Because of the changes in the philosophy about eligibility for the National Register, the passage of time that has made some unaltered structures individually eligible that were previous considered not eligible, and the potential of omissions from the surveys to date, it is suggested that the next comprehensive survey of Waterloo be a complete canvas of the community. To cut the cost, the database would only need to list the address and evaluation of all properties, with photographs and site inventory forms completed for those that were determined eligible. In fact, by conducting this survey when it is time to update the current survey, probably in another ten to fifteen years, it could actually make the work of the consultant more efficient since it is easier to simply cover every property within a given area than it is to search out specific addresses. Given the size of Waterloo, the city might want to break this survey into four stages, one for each ward. In addition to being an architectural survey, the next comprehensive survey should also re-evaluate the historical significance of properties and update the 1984-1986 historical survey completed by Barbara Long to include all structures built after 1935 as well.

More immediately, the Historic Preservation Commission needs to complete an intensive survey of the area south and east of Byrnes Park to determine potential historic district(s) in that neighborhood (See the map * attached to this report for suggested boundaries to the study area.). This is an important neighborhood in Waterloo, both historically and currently, and historic district status is becoming more attractive to the homeowners as a method of maintaining the viability of this neighborhood and protecting it from commercial encroachments or deterioration. After completing this intensive survey and reviewing the recommendations for district(s), the Historic Preservation Commission needs to conduct an educational campaign followed by a survey (or public forum) to discuss whether or not the owners want to pursue the actual nomination of their neighborhood. Just remember that it is critical that public forums follow public education and such forums cannot be the only means of determining the owners' attitudes since vocal opponents always receive more exposure in such venues.

changes to the local preservation ordinances. One change is simply a change in terminology, but the others suggested below are important considerations that need careful consideration first by the commission and then by city officials. In each of these suggested changes, there is always the potential of increasing the work load of city staff and the Historic Preservation Commission members, but there is also the possibility that some changes could actually make the work of the commission easier. Also, property owners, especially landlords and commercial developers, are always skeptical of changes to codes and to procedures for building permits.

First, the local design review ordinances that affect historic properties needs to have some basic terminology updated. The previous survey by Barbara Long utilized a version of the Iowa Site Inventory form that listed the options for eligibility as "A: Key structure/individually may qualify for the National Register, B: Contributing structure, C: Not eligible/intrusion. The forms have been revised by the State Historical Society of Iowa and no longer utilize this A, B, C, designation which is how the local ordinance references what structures must be reviewed by the Historic Preservation Commission. Although the city may wish to make more substantive changes than just terminology, at a minimum, the ordinance needs to be modified so that "A" is changed to "Eligible," "B" is replaced with "Contributing to a Potential or Existing Historic District," and "C" becomes "Not Eligible nor Contributing to a Potential or Existing Historic District."

In addition, because of the visual observations, the conversations with property owners encountered during this survey and the threats to the continued eligibility or the National Register listing of several residential neighborhoods, this report suggests that the Historic Preservation Commission consider some additional changes to this ordinance.

Of these, the city needs to generally reconsider its demolition ordinances. At present, the demolition provisions of the ordinance allows significant historic structures to be demolished simply by waiting out a short 90 day period, no matter what the opinion of the commission or the condition of the structure. In addition, some landowners are obviously practicing "demolition by neglect" whether or not the property is considered an historic structure. Also, neighbors trying to rid their neighborhood of "undesirable" elements (vagrants, drug dealers, etc.) have been utilizing requests for demolition as a solution, which unfortunately only puts additional vacant lots in the neighborhood and moves the criminal element to another house, usually nearby, where the procedure is ultimately repeated. Such activities not only threatens many significant and irreplaceable historic structures in Waterloo, but it threatens the continued viability and survival of neighborhoods as more and more homes come under the wrecking ball. For both the city and the county, this is an expensive practice, because it often leaves a vacant lot, one that does not increase the local property tax receipts. It also endorses the erroneous belief that it is more expensive to renovate an old building than to build a new one, setting a bad example for the rest of the community. A number of communities across the nation have had to face this same issue and the Historic Preservation Commission should take an active role in gathering information from other cities, analyzing their approaches, and working with city staff and the appropriate committees to determine how to best tackle this problem.

Although this current survey has increased the number of eligible properties considerably, it does not necessarily mean that the Historic Preservation Commission need to view this as an immediate increase in their workload. The Commission and city staff should consider making alterations to the preservation ordinances that could clearly define basic design review standards that could easily be applied by the city's building inspection and code enforcement staff. Then the Commission need only review requests from those property owners with the more unusual requests or who wish to appeal the city inspector's determinations. The Commission is already aware, through its experience in the past five years, of what are the standard requirements and requests for building permits on historic properties (such things as replacement siding, changes to windows, etc.) and could help prepare the design standards that the building inspection department would follow. As a cross-check, the Commission could still review the written documents from the building inspection on historic buildings to track compliance and work undertaken on historic properties.

Modern Home" possible. In most cases, the technology would be only a component in the construction of the house. Residential garages were not determined eligible except as a structure accompanying an eligible house, although the existence of the original garage was especially critical in determining the property's eligibility when the garage was important to the layout of the property or the design of the house. The utility connections and mechanical systems have often been updated, although some homes may retain their original switches or light fixtures. Often homes of this era feature nooks for the telephone. Only in rare instances will the impact of technology be the major factor in determining the eligibility of a house, such as in the case of the Lustron homes or the all-concrete house. In most cases, it will simply be a supporting factor in determining its importance to the residential developments during the period from 1935 to 1950.

D. Historic Contexts Prior to 1950 to Consider Besides Architectural Developments

Since this current project was an architectural survey, most of the non-residential structures would not qualify for the National Register because of alterations, but the relatively few extant examples of industrial, transportation or civic structures built during this period could be incorporated into the historic contexts if their time frames were extended to 1950. At a later date, Waterloo's Historic Preservation Commission might want to consider formally expanding these contexts to incorporate structures that do not qualify for architectural significance but are significant to the historical developments in Waterloo prior to 1950.

The "Industrialization" context needs to be expanded to specifically incorporate the construction frenzy that followed the Great Depression and the building campaign that prepared Waterloo its role in wartime production for World War II. Most of these structures have been altered and would not be eligible to the National Register on the basis of architectural merits or integrity, but several might qualify due to their association with this period in industrial development in Waterloo.

The "Transportation" context should include a discussion of the impact of the automobile on Waterloo's growth which would recognize the service stations and small industries or warehouses dependent upon trucking for their success. Architecturally, there are very few designs that merit consideration for eligibility to the National Register, especially since many have been adapted to new uses or otherwise "modernized" over the years, drastically altering the original designs. There are at least three notable exceptions: a brick full-service station on East Fourth just north of the railroad tracks, the gasoline pumping station near the National Cattle Congress that transferred fuel to trucks for shipment to nearby stations, and the Coca Cola Bottling Plant which was built in 1939 to distribute that beverage by truck to regional markets.

"Civic Development" as a context especially needs to be updated to include the burst of civic construction projects completed during the 1930s. Like other places in the United States, the federal programs to combat the Great Depression led to a surge in public construction programs and Waterloo utilized federal funds to build a new federal building, sewage treatment facilities, bridges across the Cedar River, and public school buildings. In addition, the city's Water Department was busy trying to keep up with the increasing demand for city water that sprang from both the increase in population and the popularity of modern technologies and comforts in the home. Although many of these civic structures have been altered in recent years, either to update their use or as part of flood control efforts, a few still retain most of their original structural or architectural design features, especially structures that are part of the Rath complex and schools like Longfellow Elementary School. The current Pumping Station, designed by Mortimer B. Cleveland, and the wells in Waterworks Park are testaments to their Water Department's efforts in the 1930s as well as good industrial designs.

VI. Recommendations for Historic Preservation Planning

A. Revise Local Ordinances to Update Terminology and Provide Better Protection

For several reasons, the Historic Preservation Commission needs to consider recommending

Craftsman bungalows and Cape Cod houses the luxury of using masonry in their designs, not only a lower maintenance material, but one that symbolized wealth and prosperity since it had previously been available only to those who could afford expensive masonry support walls. Such veneering techniques also made it possible to combine numerous wall materials, a feature popular on the Tudor Revival houses of this era. Metal casement windows, plastic window screens, and rollscreens within the window frames were also promoted during this era as features that required less maintenance.

Asbestos shingles became a popular siding material, utilized originally as a replacement material that provided a fireproof, maintenance free exterior. One supplier's advertisement promoted asbestos siding "if your house looks 'down at the heels.'" Some Waterloo homes were apparently built with asbestos shingles during the 1930s as evidenced by the newspaper reference to the two story "English" (now known as Tudor Revival) home built for Donald Smucker at 427 Campbell. Without physical inspection, newspaper references or written construction documents, it is difficult to determine whether the asbestos is replacement siding or original, seriously complicating efforts to determine the architectural integrity of many homes built during this era.

Concrete had been introduced to earlier generations as a cheap, quick and durable construction material in the form of blocks shaped like stones (referred to as faux stone in this survey), and it was still utilized for foundations during the 1930s, although plain concrete blocks were more commonly used on foundations as streamlined designs became more popular. Just south of Byrnes Park, on Martin Road, the Zeidler Concrete Products promoted their model home built entirely of fire-safe, precast concrete walls with the interior concrete floors poured from colored concrete that was waxed to a shine. Finished in 1937, it was one of the few Art Deco designs in Waterloo, an appropriate style for such a modern concept home.

Another experimental building material was promoted nationally by one war time manufacturer in his effort to convert to a peacetime economy and to quickly meet the need for additional housing after World War II. These Lustron homes were an early example of manufactured housing, made with steel frames and metal panels, with a baked enamel finish. The components of the complete house were shipped by truck to the construction site where they could be quickly assembled. Even the roof "shingles," lintels, sills, interior walls and trim were made from contrasting colors of these metal panels. All of the homes were of the same design, although window placement could vary and each was a simple variation of a Ranch design with a corner entry porch. Although they never attained immense popularity, Waterloo had at least seven of these Lustron houses, usually with blue or tan color schemes.

Mechanical systems and other utility connections became important components in the modern homes built after 1935. While older homes were being retrofitted for modern heating equipment, a popular remodeling project during the late 1930s, new homes were built with gas, forced air heating systems. Iowa Public Service Company encouraged the improvement of existing homes by adding more electrical outlets to provide modern lighting and to give the home a new and comfortable appearance. New homes were generally built with electrical service, not only to accommodate lights, but also to support the myriad of electrical appliances that were becoming common features of the modern home. Some homes even featured early air conditioning systems utilizing this electrical service. The city's Water Department experienced a phenomenal increase in water usage as more homes were connected to the city's water supplies. In 1935, there were only 9,077 water meters in Waterloo but by 1950, 14,128 facilities had meters, mostly residential connections. Over 4000 telephone customers had been added between 1935 and 1941, totally 14,740 subscribers in 1941 and after the war, the telephone became a common household item with nearly 20,000 subscribers by the end of 1947. These technological innovations provided utilities and mechanical systems that made life in the modern home cleaner and more comfortable.

The property types that would be associated with this context, "The Impact of Modern Technology on House Design and Suburban Development," would include many of the same properties as the previous context, since the modern technology made the "Quest for the

individual homes that have retained their original features will provide the best examples of property types associated with this context.

Property type examples would include those houses in styles that grew in popularity as part of the context, especially the Craftsman houses, the later variations of the Colonial Revival styles (Georgian inspired designs, the Dutch Colonial houses, Garrison Colonials and Cape Cods), the eclectic revival houses (especially the Tudor Revival), and the later developments of the Minimal Traditional and Ranch styles. Special consideration should be given to those modest examples of these styles since they epitomize this quest for all Waterloo home owners. Rarely will multiple family dwellings be included as examples of this context since the primary goal was single-family dwellings, but the Hammond Court development built by Cleve G. Miller in 1941 aspired to the principles of the modern home by creating a separate enclave, much like a miniature suburban development, for this series of modern, streamlined one and two unit structures.

C. Impact of Modern Technology on House Design and Suburban Development

Modern technology played a significant role in both house design and suburban developments in Waterloo. The automobile, new construction materials and methods, modern utilities, and the labor-saving devices for the home all impacted residential developments.

Of all of the technological innovations of the twentieth century, the automobile was by far the most influential and its impact on Waterloo is best expressed in both the location and design of homes during the era between the two world wars. With the increasing popularity of automobiles, newer neighborhood developments were no longer strongly linked to the proximity of streetcars, interurban routes or public bus lines, although mass transit remained popular in Waterloo throughout this period. Suburban developments promoted their location in terms of minutes to work by car and proximity to major arterial streets such as Independence, Logan, Washington, Franklin, Parker, Falls, Williston and West Fourth. The independence provided by the automobile also made it possible for builders to readily develop subdivisions that were not only far removed from the center of the city and closer to the country life that was so important to modern home owners, but it also made those less expensive lands on the perimeter of the city available for development, allowing larger lots that could be utilized to provide space between neighbors and that encouraged the development of the more horizontal and rambling styles that became more popular after World War II.

The storage of the family's automobile affected architectural designs in this era as well, which began with a frenzy of garage construction as economic confidence returned after the Great Depression. While early garages were usually designed to accommodate one car and were detached from the house and placed near the rear of the lot, if not facing an alley, later residential designs incorporated the garage into the design of the home. Most residential construction still utilized detached frame garages throughout this era, although it was often placed such that its door faced the street with the driveway paralleling the house and accommodating a secondary entry to the side of the house, especially a design feature of the more modest house designs. Some homes, especially Colonial Revival designs, utilized wings that most often flanked the house with a sunroom or screened porch on one side and an attached garage on the other. The more prestigious homes utilized two car garages and many had garages were constructed to match the design and materials used on the house. Ultimately garage facilities were not only attached to the house, but integrated into the design, especially in the Ranch homes that were gaining in popularity in the 1940s. The positioning of the garage which was originally screened from public view became a prominent feature on most designs by the late 1940s.

Technological developments in construction materials resulted in the introduction of numerous materials to make the modern home more comfortable, less expensive to construct and easier to maintain. Insulation materials, especially rock wool, were promoted as one means of making the home more comfortable. Asphalt shingles provided a less expensive alternative to other roofing materials. Masonry veneering techniques allowed homeowners of even modest

such developments as masonry veneering and many homeowners in Waterloo could now afford to convey the image of solidity and permanence previously associated only with expensive masonry support walls. In this post-depression era, it not only became popular to scale down the size of a home, while still retaining the popular stylistic features and comforts of a modern home, but it also became a standard practice to encourage residential construction and purchases with later expansions in mind. Second floors of many Cape Cods were left unfinished but ready for two more bedrooms. Advertisements encouraged purchases of smaller homes on larger lots with space for additions as the owner's needs and means allowed. As a consequence, the quest for the modern home was within the reach of more and more Waterloo families and by 1942 when housing construction stopped for World War II, 8667 families lived in homes they owned.

Developers, realtors, boosters, and residents favored the modern single-family detached house that was designed with what was consistently referred to as a "modern plan." The "modern" home was smaller than its nineteenth century predecessor, rooms were designed to fulfill specific functions (bathrooms, closets, laundry rooms, and garages being the most notable examples) and they were fitted with the newest in plumbing, electricity, and heating systems to make the home more comfortable. Even the more expensive homes highlighted in the newspaper incorporated these concepts, designed to provide both comfort and charm.

The trend continued with housing built after World War II, even with the shortages of building materials, as is evidenced by the headline, "Comfort, Charm, Unusual Storage Space" for the 1948 article on the new home of Dr. Howard Hartman. It featured dedicated rooms for laundry, drying, storage, and specific closets for coats and linens. Besides utilizing the most modern technologies in its construction, from rollscreened casement windows to the heatolator in the fireplace and the water softener, it had a fully equipped, entirely electric kitchen (including a stove, refrigerator, dishwasher, and garbage disposal). The owners had "wisely built a two car garage" and "planned first for comfort and convenience."

For some, this "quest for a modern home" took on special meaning. While the housing problems faced by blacks were not unique to Waterloo, they did face dual problems due to racism in the community. Although they too wanted to fulfill the American dream of living in a single family, modern home, blacks had trouble finding funding for their own homes even when they were otherwise credit-worthy. Although the Board of Realtors had unsuccessfully petitioned the city council to pass an ordinance that would prohibit sales of houses to blacks in white districts, de facto segregation emerged long before 1950 with blacks restricted to dwellings in the area south and west of Newell and Linden in the triangular section northeast of the tracks. Instead of a local ordinance realtors and developers utilized another tactic, the restrictive covenant, that the Supreme Court declared unconstitutional in 1948. Many subdivisions, such as Kenyon's development of South Prospect specifically utilized restrictive covenants limiting not only the type of housing to be constructed (for example, no duplexes), but also prohibiting the sale or occupancy by "any person other than of Caucasian race). Realtors also refused to show blacks homes in certain areas of town. Promotions for these suburban neighborhoods specifically or obliquely referenced the restriction of housing to "whites only." For some home buyers, but by no means all, this was a factor in their selection of a specific subdivision or even a development outside the city limits because they viewed life in a "whites only" neighborhood as part of that quest for a modern home, a part of their safe and comfortable environment.

This context, "The Quest for the Modern Home," would include neighborhoods or individual homes in the suburban developments that had been established with these principles in mind, both those begun in the 1910s as prestigious neighborhoods and those that became common as middle class and working class neighborhoods in the 1930s and 1940s. Besides the expansion of the Highland District, the area south and east of Byrnes Park that has been proposed for intensive survey to identify historic district(s) is the best example of an intact historic neighborhood associated with this context, since many of the modest income neighborhoods had been specifically developed to accommodate later additions to each home as the owners saw the need or they were built with inferior insulation or siding materials that have since led to the popularity of replacement siding. For the modest income neighborhoods, the scattered

Drive, north to the airport, east to Evansdale and west to Cedar Falls, an area that still contains the vast majority of Waterloo's residential developments today.

B. The Quest for the Modern Home

Although neighborhood development and suburban developments helped characterize the growth of Waterloo throughout the first half of the twentieth century, the Multiple Property Listing for Waterloo has as yet not treated this as a separate topic within the context "Architecture in Waterloo" which focused on works by local architects, house types and residential styles. All of these categories need only to have the time frame extended with minor additions to incorporate the newer styles introduced in the 1930s, as mentioned in the evaluation earlier in this report. However, residential construction blossomed in the pre-World War II neighborhoods that extended beyond mere utilitarian house construction to embrace the concept of suburban developments designed to fulfill the need for comfort and security in the modern world. This quest for the modern home culminated in the residential developments in Waterloo during the 1930s.

Since the beginning of the century, a national movement had encouraged the development of suburban residential areas designed to ease the stress of modern life and foster a positive family life. This quest for a modern home extended beyond the simple utilitarian need to provide housing and focused upon the improving the quality of life by making the neighborhood a haven from the urban problems of congestion, ugliness, industrial land use. While Long's study pointed to numerous early twentieth century neighborhood developments, speculators developing the prestigious neighborhoods of Highland, Kingbird Hill and Prospect Hill in the 1910s were the first to emphasize the attractive and safe environment of their residential areas, the benefits of living in an area removed from the noise and filth of the industrial and business centers, and the comfort of modern homes on spacious lots that had been landscaped to provide the best of the countryside with the conveniences of modern city life.

While these concepts were first applied in only the most prestigious neighborhoods, where winding street patterns, large lots, and park-like landscaping tried to replicate the visual images associated with country living, this suburban ideal would be popularized during the building boom in the late 1930s. Although the luxury of large park-like developments was not available to all home owners, developers tried to apply the concepts and their promotional literature at least referenced the comforts of the modern home and character of the neighborhood as a refuge from the stresses of modern life. To varying degrees, these same concepts continue to serve as the basis for the popularity of suburban neighborhoods today. Even the popular architectural styles of the era commonly referenced the country estates of Europe or were revivals of American colonial styles when life was simpler and untarnished by the demands of modern life. Later, Minimal Traditional and Ranch styles which directly relate their rambling proportions to the concept of country living.

No longer tied to locations within easy walking distance of work or near public transportation because of the increasing popularity of the automobile during the 1920s and 1930s, home owners and developers focused on providing the advantages and modern conveniences of the city with the joys and healthful benefits traditionally associated with country living. The prestigious neighborhoods south and east of the Byrnes Park area and in Highland continued to expand during the 1930s. Suburban developments for more modest housing proliferated in all parts of the city as well as in suburbs to the east and west of Waterloo, developments such as Castle Hill and Home Acres.

Unlike earlier generations, the quest of the modern home extended beyond the setting, to the dream of owning a single-family, detached home. Mortgage bankers and builders bolstered by the new Federal Housing Administration could afford to expand the housing market in the 1930s without substantial financial risk. They attempted to nourish this dream of home ownership for all of Waterloo's families by providing a "comfortable" home that was suited to the aspirations and finances of the middle class and the "typical workingman" of Waterloo. Modern technology and construction innovations made new homes more affordable with the

that last year prior to the construction stoppage of World War II when remodeling expenditures would exceed new home construction. To encourage home owners to update their residences, the Junior Chamber of Commerce sponsored what became known as the Model Remodel Home at High and Maple Streets which became a showcase for modern conveniences and decorating ideas. Not only did it encourage local homeowners, but the idea was copied around the nation. Many home owners made improvements, updating furnaces, adding additions or enclosing porches for additional living space, and building garages. Others recognized the economic potential of helping alleviate the housing shortage by dividing their old "outdated" residence into two or more modern apartments.

Although remodeling was the focus of promotional efforts to encourage construction spending in 1935, new home construction increased dramatically with "many fine residences built" according to the *Courier*. Speculative housing development resumed when M. E. George built 3 homes on Carolina and Cleve G. Miller started two Colonial style homes in west Waterloo. Prospect Hills promoted lots sales starting at \$600 in a series of advertisements. West High students completed their third house since 1931 at 612 Campbell. Waterloo was leading the state in home building.

Each successive year prior to World War II revealed a rapid increase in house construction. New home construction rapidly eclipsed remodeling existing residences or converting them into apartments. Builders and individuals developed new housing areas of all sizes, in all parts of town. Subdivisions started years earlier continued to grow with new homes constructed on previously empty lots and on property at periphery of the neighborhood, especially in the Highland neighborhood east of the downtown and in the areas around Home Park Boulevard, Kingbard Hill and Prospect Boulevard in west Waterloo. Numerous new subdivisions opened. John Kenyon developed the much publicized South Prospect Addition. M. E. George led all other developers with projects scattered around town, on Byron, Hawthorne, Kinglsey and Derbyshire in west Waterloo and many of the homes in Highland (especially those on Vine, Steeley and Independence). By 1939, George often completed more than 60 houses in a single year and he developed his own subdivisions in northeast Waterloo around Idaho and Newell and in southeast Waterloo on Baltimore, Lombard, Terrace Drive and Cornwall. By 1937, more was being spent on new home construction than in the pre-depression benchmark year of 1928 and by 1939, Waterloo shattered a 26 year record for home building, beating the 1913 record of 374 new homes with 393 houses built. Construction continued to soar with 506 houses finished in 1941, just as the United States entered the war.

In April 1942, at the beginning of the annual construction season, the War Production Board imposed construction freezes on home building and limited the amount spent on remodeling due to wartime material shortages, just as it limited commercial construction to projects necessary for war production. Although a few homes would be built each year during the war, once again Waterloo had to await a change in national events before resuming its construction boom. As Table " shows, only 37 homes applied for permits in 1942 prior to the construction ban and no figures were reported in 1943 and similarly light figures were noted for 1944. Although the city issued building permits for 151 new homes in 1945 as the war drew to a close and issued 429 more in 1946, shortages in building materials continued to plague home builders until late in 1948.

After 1935, new suburbs, outside the city limits, also grew rapidly, partly through their efforts to promote a "safe" lifestyle for moderate income families. Castle Hill, west of Deere and Company in west Waterloo, Casebeer Heights near Elk Run, and Home Acres in what is now Evansdale all experienced increasing residential growth and new home construction. In fact, of the 506 houses reported in 1941, 116 were built in these suburbs rather than inside the city limits of Waterloo. Residential growth, whether within the city limits or outside continued to spread in every direction. After World War II, this trend continued and in response to the need for additional space to accommodate the growth of the city, the Waterloo planning commission proposed an extension of the city limits in all four directions. By 1949, the city had succeeded in this annexation effort, incorporating Castle Hill within the city limits and increasing the size the town to an area over 20,000 acres. In general, the boundaries extended south to San Marnan

This growth in population came because of the economic opportunities in Waterloo during this period which based its growth on the factories that distinguished Waterloo as the leading industrial city of Iowa. Although Deere and Company came close to closing in the early 1930s, by 1935 the worst had past. In 1935, the local newspaper inspired confidence in the future of Waterloo by consistently reporting on all signs of returning prosperity. By the end of the year, it reported that there had been a "decided increase in payrolls, in employment and in trade..." and Waterloo had been picked by *Forbes Magazine* as one of the top ten "bright spots" in business in the nation.

While not yet achieving pre-depression levels of growth and economic well being, 1935 marked the resumption of the phenomenal growth that had come to characterize Waterloo during the first quarter of the century. Sales at retail businesses generally increased 25 percent and many businesses reported that buyers were concentrating on a better class of goods. Real estate sales were at their highest since the depression began. Vacancies were disappearing and community leaders recognized that the housing shortage was acute. Home building rose 234 percent, business building increased 68 percent, and construction for public buildings gained 463 percent over expenditures in 1934. Waterloo led the state with a 8.7 percent increase in industrial employment while the state's average was only 2.9 percent.

In the years that followed, industrial employment made consistent gains, both in terms of wages and employment totals, as industrial production skyrocketed, but Waterloo also developed its position as a popular convention location and a major retail trade center for northeastern Iowa. Repeatedly, the annual review of progress in the *Courier* reported "steady progress, expansion and prosperity" and emphasized the healthy nature of the growth that was not artificially dependent upon the government's building efforts or upon the expansion of the national defense program. During the late 1930s, all indications pointed to the recovery of the local economy: bank deposits increased along with real estate investments, retail sales rose, construction in the private sector skyrocketed and major industries increased payrolls and production. After 1940, Waterloo's industries began converting to wartime production, but the initial prosperity following the Great Depression came not from defense programs but from the economic structure established by its pre-1930 industries.

2. *Residential Construction Trends*

For the purposes of this architectural survey it is significant to note this economic growth since it directly relates to the construction boom during this era. The recovery from the Great Depression and the impact of World War II are the major factors affecting both pre and post war construction developments. Table * in the appendix of this report consolidates statistics reported in the *Courier* about construction during this period. Since most of the structures determined eligible to the National Register are residential, rather than commercial or civic projects, much of the following discussion of construction trends focuses on residential construction development, although the chart incorporates all reported figures for future reference. It reinforces the premise of defining 1935 as the beginning of a new era in Waterloo's construction history and helps shows that new home construction was the most accurate barometer of the impact of the Great Depression and World War II.

Prior to 1935, private construction came to a near standstill as everyone grappled with the problems of the Great Depression, but 1935 saw a marked change in the confidence of investors with a sharp increase in the number of residential construction projects. In the three previous years, few new homes had been built and by 1934 there were only 29 building permits issued for new homes. In contrast, builders applied for 113 permits for new homes in 1935, more than the accumulated total of the past three years, while expenditures for remodeling homes increased 31 percent. Residential improvements exceeded business and industry's investments in their infrastructure and even outstripped the public construction expenses.

Over 30 percent of all construction dollars went to residential improvements in 1935 as homeowners regained enough confidence to begin investing in their homes. This would be

While some neighborhoods have experienced a renaissance during the last decade, most do not yet meet the basic standards of eligibility for historic district status, although several should be actively encouraged with the historic rehabilitation efforts on individual properties if the neighborhood residents want to pursue National Register listing in the future. For now, there are still three areas that contain historic districts. The Walnut Street area is quickly losing its potential for National Register district eligibility due to the demolition of historic structures and the encroachment of commercial construction, but residents should be encouraged to quickly pursue this nomination to better protect the remaining properties. The Highland neighborhood's National Register boundaries could be expanded to include the vast majority of the original neighborhood now the the properties on the fringes of the neighborhood are fifty years old, but only if a majority of the property owners agree to the listing, something that does not appear likely at the present. The third area is a large tract extending south and west from Campbell and Kimball, around the Byrnes Park neighborhoods. This area needs to be evaluated for the potential of one large district or several smaller districts and there is increasing support in the neighborhood for district status. To aid in preparing specifications for a study area, a map outlining the boundaries of the proposed study area is included with this report (Map *) and every address was entered into the database with a tentative evaluation of its eligibility relative to a potential district.

V. Historic Contexts for Architectural Developments, 1935-1950

Completed in 1988, the National Register's Multiple Property Listing on the Historical and Architectural Resources of Waterloo, Iowa provides an important framework for developing historic contexts for the period 1935 through 1950. In most cases, the existing categories should simply be expanded to cover those developments that occurred prior to 1950, although residential developments should be the focus of two additional contexts that distinguish these developments from earlier eras of home construction, the concept of the modern home and the technological changes that impacted housing design and location.

A. Historical Developments in Waterloo, 1935-1950

1. *Rapid Expansion and Prosperity*

To understand the significance of the developments in architecture during this era, it is essential to understand the factors that dominated this period of Waterloo's development. Like other communities around the nation, Waterloo suffered the economic devastation of the Great Depression, but the momentum that had already made Waterloo the factory city of Iowa helped it recover earlier than most Iowa towns.

By 1950, the end of this study period, the population of Waterloo had reached 65,198, the end of the phenomenal growth that it had experienced for a half century. As depicted on the chart adopted from a 1950 *Courier* review of Waterloo's development, for every decade from 1900 through 1950, Waterloo witnessed a steady population increase of 10,000 to 15,000, except for the decade marred by the Great Depression and even then, the population grew by 12 percent.

Census Year	Population	Percentage of Growth
1900	12,580	
1910	26,693	112.2
1920	36,230	35.7
1930	46,191	27.2
1940	51,743	12.0
1950	65,198	24.4

Waterloo was the fastest growing city in Iowa in 1950. Such remarkable growth came with its attendant problems, especially a housing shortage that resulted in a frenzy of housing construction which still defines the visual landscape of Waterloo even to this day. Neighborhoods and subdivisions, as well as suburbs, expanded rapidly from 1935 through 1950.