

CHAPTER 9: CULTURAL RESOURCES

Introduction

The relationship between historic preservation and smart growth planning may not be immediately obvious. The preservation of historic resources¹ seems at first to have little to do with managing new growth and development. Yet the two issues are interconnected. Put simply, historic preservation is smart growth. The reuse of an historic building uses the existing infrastructure instead of creating a demand for something new. Historic buildings utilize existing land, roads, sewers, utilities, and public services, and require virtually nothing new. Less pressure is therefore put on open land. Reuse of a building also raises, or at the very least, maintains the existing property values of a neighborhood. Moreover, if the building in question is under-utilized or abandoned outright, then adaptive reuse restores its status as a local tax-generator. Reuse also requires labor, thus creating local jobs and boosting the local economy. The location of historic architecture is also an important factor. Historic buildings typically are situated in denser, pedestrian-friendly neighborhoods. These neighborhoods also tend to be mixed-use: residential, commercial, and even light industrial uses are often sited within close proximity to each other. This means that people may reach their shopping and work destinations by means other than the automobile, minimizing traffic congestion and air pollution.

Four main issues are addressed in this chapter. First, the policy context and legal basis for historic preservation is outlined. Second, existing intergovernmental relationships in the field of historic preservation are discussed. Third, an inventory of existing historic, cultural, and archaeological resources is provided within the context of an historical overview of the region. Finally, some initial conclusions are drawn about the cultural resource issues that may arise.

In terms of the 14 local comprehensive planning goals listed in Chapter 1, East Central takes the view that those listed below relate specifically to planning for cultural resources.

- Preservation of cultural, historic, and archaeological sites.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Balancing individual property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

¹ The definition of historic resource used here will be that provided under Title III, Section 301 (16 U.S.C. 470w) of the National Historic Preservation Act of 1966: historic property, historic resource or cultural resource means any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion on the National Register, including artifacts, records, and material remains related to such a property or resource.

The Policy Context

Federal

Historic preservation occurs at all levels of government², as well as within the private and non-profit sectors. Certain broad and far-reaching programs, like the National Register of Historic Places, provide a framework within which most preservation activities, whether national, statewide, or local, are based.

The federal government began identifying and documenting historic resources during the first decades of the 20th Century, with the passage of the American Antiquities Act of 1906 and the Historic Sites Act of 1935. The latter established the National Historic Landmarks program. These laws, however, were limited in their scope, and focused mainly on the preservation of government-owned buildings and on the recordation of public and private historic properties. Of the Wisconsin buildings identified during surveys conducted under these early acts, only 30% survive to this day. Of the Indian mounds and archaeological sites that were recorded, only 25% are still intact.

The National Historic Preservation Act of 1966, as amended, is the core piece of legislation that informs historic preservation in the United States. This program was conceived as a partnership among federal, state, tribal, and local governments, nonprofit and for-profit organizations, and individual citizens. It established the National Register of Historic Places program and laid the groundwork for future preservation across the country. The National Historic Preservation Act was conceived as a response to the growing disregard for America's heritage demonstrated in the 1950's and 1960's, when a massive federal program of road-building and slum clearance swept away entire historic neighborhoods in cities from Boston to Chicago to Madison. The National Historic Preservation Act recognized that the protection of both public and private historic resources, through a program of recognition, technical assistance, and financial incentives, was in the public interest.

The National Register of Historic Places is the nation's official list of cultural resources worthy of preservation. As a national program, its role is to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources. The National Park Service administers the program. Properties listed in the National Register of Historic Places include buildings³, structures⁴, objects⁵, sites⁶, and districts⁷ that are significant for a number of

² For a complete list of the numerous laws, regulations, standards, and executive orders that relate to historic preservation at the various levels of government, with links to each document's full text, see the National Park Service's "Laws, Regulations, and Standards" website at www.cr.nps.gov/linklaws.htm. Also relevant is the bulletin, *Historic Preservation Legislation in Wisconsin, (1996)*, which may be found at www.legis.state.wi.us/lrb/pubs/ib/96ib2.pdf.

³ A building, such as a house, barn, church, hotel, or similar construction, is created principally to shelter any form of human activity. The term may also be used to refer to a historically and functionally related unit, such as a courthouse and jail or a house and barn.

⁴ The term structure is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter, such as bridges, roads, canals, grain elevators, and trolley cars.

⁵ The term object is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed, for example, fountains

reasons: for their association with American history, architecture, archaeology, engineering, or culture.

All federal agencies are subject to the requirements of the National Historic Preservation Act discussed above. Certain individual units of government play a particularly active role in historic preservation. The Department of Housing and Urban Development (HUD) is one such unit. HUD maintains a library of technical publications related to economic development, rehabilitation, and other topics relevant to historic preservation⁸. The Department of Transportation Federal Highway Administration (DOTFHWA) also engages in historic preservation as a routine part of its duties⁹. The Federal Highway Administration's TEA-21 (Transportation Equity Act for the 21st Century, PL 105-178 and 206) program is especially important to historic preservation. One of TEA-21 goals is the protection and enhancement of communities, while providing safe and efficient transportation services. To these ends, the program provides funds for transportation enhancements, a general provision that can include the preservation of historic resources that relate to transportation in some way. A National Register of Historic Places building located on a state trunk highway would, for example, be eligible for transportation enhancement funds.

State

Perhaps the most significant aspect of the National Historic Preservation Act of 1966 to statewide historic preservation is the requirement that states have in place an historic preservation office with qualified staff in order to participate in the program. In 1972, six years after the National Historic Preservation Act became law, Wisconsin hired its first historic preservation staff. Shortly thereafter, properties in Wisconsin began to be listed on the National Register of Historic Places. The first resources in the region to be listed were two houses: the 1856 Octagon House at 276 Linden Street in Fond du Lac, Fond du Lac County, and the 1836 Charles A. Grignon House at 1313 Augustine Street in Kaukauna, Outagamie County. Both were listed on the National Register in 1972. The state offices also administer historic preservation programs in which local communities and individuals can participate. Such programs include the Historic Rehabilitation Tax Credit program, the Certified Local Government Program, the Sub-grants program, and others. 36 CFR Part 61 provides the regulatory framework for voluntary participation by state, local, and tribal governments in this national program.

and statuary. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment.

⁶ A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value regardless of the value of any existing structure. Examples of sites include effigy mounds, burial sites, both Indian and European-American, battlefields, rock carvings, shipwrecks, natural features like rock formations, and designed man-made landscapes.

⁷ A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. For example, a business district, college campus, a workers' housing estate, or a residential neighborhood. Districts comprised of other types of resources like archaeological sites also exist but are less common.

⁸ These resources can be obtained at the Department's official website, www.hud.gov, or at the HUD USER site, www.huduser.org.

⁹ Information on this program can be found at the Federal Highway Administration website, www.fhwa.dot.gov.

In Wisconsin, historic preservation laws are hierarchical and mutually exclusive. If a local unit of government, and no other, is involved in preservation in one way or another, then Wis.Stat. 66.1111 is applicable. If only a state agency is involved, then the applicable law is Wis.Stat. 44.40. If there is involvement by a federal agency, then the National Historic Preservation Act 106 is triggered.

The State Register of Historic Places is the official listing of properties determined to be significant to the state's heritage and is maintained by the Division of Historic Preservation at the Wisconsin Historical Society. In Wisconsin, the State and National Registers are essentially the same thing; if a property is listed on one, it is typically listed on the other¹⁰. The State Register was created by 1987 Wisconsin Act 395, and became effective on 1 January, 1989.

Additional historic preservation statutes affect specific units of state government. For example, school districts must comply with the provisions of Wis.Stat. 120.12 (21) with respect to school properties on or eligible for the National Register of Historic Places. In 2000, the Wisconsin State Historic Preservation Office drafted a plan for the five-year period ending in 2005. The purpose of this document was to provide general policy guidance for the future.

Local

In 1993, historic preservation became a required part of the local planning process. The 1993 Wisconsin Act 471 mandated that municipalities that were home to properties on the National Register of Historic Places must, by the end of 1995, adopt a local historic preservation ordinance. The purpose of these ordinances was to establish a preservation program, administered by a local historic preservation commission that would ensure the continued existence of a community's cultural resources. Historic preservation commissions, or local landmarks commissions, as they are commonly called, are official bodies that are empowered to identify locally significant historic resources. A representative from the local government unit's planning or economic development office typically staffs them. Monthly public meetings are usually held at the municipal hall, and are formally announced in the same manner as other official public meetings.

The types of resources that are landmarked are similar to those listed on the National Register: in particular, those buildings and historic districts that the community deems important. Unlike the voluntary and honorific National Register program, however, local landmarking is a police power: it is a matter of community interest, and as such, an historic preservation commission typically holds the power to prohibit the alteration or demolition of a listed landmark. For this reason, historic preservation commissions vary greatly from community to community. Their responsibilities and goals, and the nature of the properties they landmark, reflect the local climate and the degree to which it embraces historic preservation as a valuable community endeavor. Nevertheless, the overarching purpose of landmarks commissions is to identify potential historic resources within the community and to advocate for their preservation. Local ordinances differ in the degree to which they allow for this general goal to be met.

¹⁰ The National Register of Historic Places is used to indicate both the State and National Register in this document.

Other

The non-profit sector also supports local preservation efforts. One of the best known and most successful of these programs is the Main Street Program. In 1977, the National Trust for Historic Preservation initiated the National Main Street Program to infuse life in older down towns nationwide through the marriage of historic preservation and economic development. The Division of Community Development of the Wisconsin Department of Development administers the Wisconsin Main Street program, which was created by 1987 Wisconsin Act 109. Because certain financial benefits accompany the program, participation is not automatic and communities must apply for entry into the competitive program. In addition to nationwide programs like Main Street, communities within the region are also home to a variety of local historic preservation groups.

With 250,000 members worldwide, the National Trust for Historic Preservation is the primary non-profit advocacy organization in the United States. The National Trust was founded in Washington, D.C. in 1949. Its mission is "to provide leadership, education and advocacy to save America's diverse historic places and revitalize our communities". The National Trust exerts more influence than any other preservation advocacy organization. The organization also hosts an annual "ten most endangered" list, which focuses attention on historic properties at risk of being lost throughout the nation.

Madison is home to the Wisconsin Trust for Historic Preservation, a statewide non-profit organization that functions in much the same way as its national namesake. Like the National Trust, the Wisconsin Trust advocates for better preservation practices, provides technical guidance, and annually draws up a state-wide "ten most endangered" list.

Private, for-profit consultants make up a large portion of the professionals working in the field of historic preservation. The projects they undertake, researching and writing National Register of Historic Places nominations, conducting intensive surveys of architecture, or undertaking archaeological investigations, are collectively referred to as "cultural resource management" or "CRM."

Intergovernmental Cooperation

An excellent example of intergovernmental cooperation in the field of historic preservation within the region is the Fox River Heritage Parkway, a multi-jurisdictional project along the Fox River that is currently under development. This project extends the length of the Fox River from Lake Winnebago to the Bay of Green Bay and incorporates 17 lock properties within three counties.

The Fox River Heritage Parkway is actually an extension of the larger Fox-Wisconsin Heritage Corridor, which encompasses river related heritage elements from Prairie-du-Chien in the southwest corner of the state to Green Bay in the northeast. The historic river corridor follows the Marquette-Joliet discovery route of the 1670's. The Heritage Parkway utilizes 17 historic lock sites and their related properties to create a new public park owned by the state which will be developed and utilized by the local communities and governing jurisdictions where each site is located. The project will preserve nationally significant cultural heritage, provide recreational opportunities and act as an economic generator for the local tourism and business economies.

The scope and complexity of intergovernmental cooperation required to create, and to ultimately implement this project, is unprecedented in Wisconsin's history. The lock site properties, previously owned by the U.S. Army Corps of Engineers, are being transferred to the state and placed under DNR ownership with management responsibilities shared by an Authority created by state legislation. The funding to restore the navigational system linking the 17 park sites, that will become the heritage parkway, comes from a mix of federal, state, and local private contributions managed by three-area community foundations.

As these 17 lock sites are on the National Register of Historic places, the planning effort has required the cooperation of different levels of government and various organizations. These include East Central, the Friends of the Fox, local Historic Commissions and Historical Societies, the Wisconsin State Historical Society, the National Parks Service and the National Trust for Historic Preservation, as well as the preservation planning staff of the Army Corps of Engineers. State and federal preservation standards and requirements must be considered and integrated into development plans being proposed by local governing bodies. These local leaders and their staff will determine the most desirable uses for the parkway properties to insure that they will best serve the needs of the communities. All of these individual needs are being woven into a unified Fox Heritage Parkway plan.

All of the many and diverse entities involved in this project are working together on a shared vision because they have a common interest in the success of the project. The project illustrates how governmental units and their staff, on all levels from local to federal, can work together in a cooperative manner to achieve a common goal.

Background Information

The region's history has been defined by its diverse peoples, societal trends, and historical events and it is home to an eclectic assortment of cultural resources. Some of these resource types are only found within one of more of the counties, while others can be found in other parts of Wisconsin and outside the state as well. Several cultural and historical books and maps on Wisconsin were published during the 1990s. Because of the ready availability of these comprehensive resources, similar maps describing the history of the region, ethnic settlement patterns, prominent industries, religious groups, places associated with significant individuals, etc., are omitted from the current report¹¹. Information on those areas that have been surveyed is available from the on-line Architecture and History Inventory (AHI). In addition, the State Historic Preservation Office maintains a list of intensive surveys with project dates (Exhibit CR-1).

To give a flavor of the region's cultural resources a brief description of a series of historical themes is presented below. To tie these themes to physical places, a partial selection of National Register of Historic Places properties associated with the various themes is also included. These buildings and archaeological sites tell only part of the region's story, however. This is because history, and our understanding of it, is in a constant state of change. Additional properties will be listed on the National Register in the future as their historical worth is

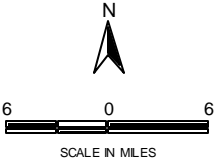
¹¹ See the University of Wisconsin's Cultural Map of Wisconsin: *A Cartographic Portrait of the State (1996)*, the Wisconsin Cartographers' Guild's *Wisconsin's Past and Present: A Historical Atlas (1998)*, and Kazimierz J. Zaniewski and Carol J. Rosen's *The Atlas of Ethnic Diversity in Wisconsin (1998)*.

Exhibit CR-1 Intensive Surveys of Historic Architecture

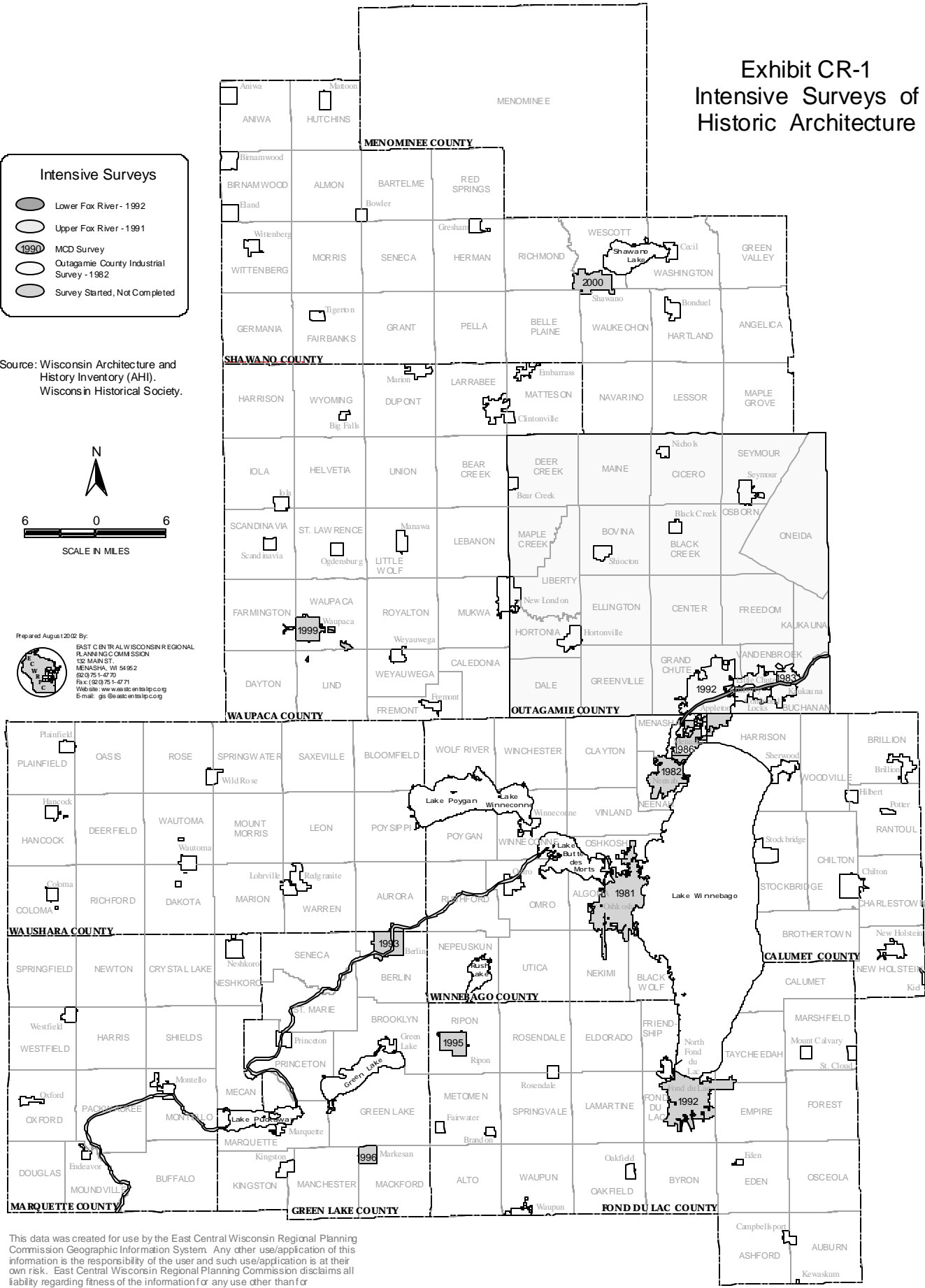
Intensive Surveys

- Lower Fox River - 1992
- Upper Fox River - 1991
- 1990 MCD Survey
- Outagamie County Industrial Survey - 1982
- Survey Started, Not Completed

Source: Wisconsin Architecture and History Inventory (AHI), Wisconsin Historical Society.



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discovered, and as time passes and formerly non-historic resources gradually become historic. This section concludes by presenting a summary snapshot of current cultural resources.

Indigenous Settlement

Indigenous Peoples

The region was once home to several indigenous groups that predate not only European settlement, but that of tribal Native Americans as well. These Paleo-Indian groups first began hunting, fishing, and gathering food in Wisconsin 12,000 years ago. Significant to the region is the Old Copper Culture group that settled and worked in the area beginning in about 3,000 BC. This group was named after the tools its members crafted using ore extracted from copper mines on Upper Peninsula of Michigan. The counties around Lake Winnebago are particularly rich with the material artifacts of this culture. Subsequent pre-tribal groups also left evidence of their presence: Early, Middle, and Late Woodland mounds (both non-representation conical mounds and effigy "image" mounds), Middle Mississippian mound groups such as that at Aztalan, and Oneota pictographs and petroglyphs. The continued protection and preservation of mounds is especially important, as an estimated four-fifths of all mounds in Wisconsin have been destroyed since the European settlement first began.

Tribes

Contact between European explorers and Wisconsin natives began in the mid-17th Century, when French and British explorers and traders arrived by way of the Great Lakes. Leaving Green Bay, a trader could travel southwest on the Fox River as far as Portage. There, as the town's name implies, he could transfer to the Wisconsin River, which, in turn, would empty his boat into the Mississippi River near Prairie du Chien, thus allowing passage from the East Coast of the United States to the Gulf of Mexico.

During these early voyages explorers encountered several flourishing native groups. Two tribes were prominent in the region: the Menominee and the Ho-Chunk (or Winnebago). The Menominee tribes claimed extensive lands to the north of Lake Winnebago and west of Green Bay. Ho-Chunk lands were situated to the south, in the flat lands to the south and west of Lake Winnebago. Other native groups could also be found in the area. Potawottami lands to the east of Lake Winnebago extended from as far south as Indiana and as far east as Michigan. Trading villages representing a diverse handful of tribes could be found along major bodies of water: Saux, Mascouten, Meskwaki, and Miami villages once existed along the Fox River, as did Ho-Chunk and Meskwaki villages on the shores of Lake Winnebago. Not all of these Native American groups were indigenous to the area, however. Some, like the Oneida and Stockbridge-Munsee tribes, migrated to Wisconsin from New York in the 1820s and 1830s.

The once-thriving Native American presence in the region today is primarily limited to three areas. The Menominee reservation sits in the self-same county that was created out of two other counties, Shawano and Oconto, in 1961 (making it the newest county in the state). The small Stockbridge-Munsee reservation in Shawano County borders the Menominee reservation to the south, and the Oneida reservation is located to the southeast, straddling both Outagamie and Brown counties. The many Native American place names of the region remain as a legacy to these peoples.

Within the region, there are two buildings listed on the National Register of Historic Places that are significant for their association with Native Americans. These are Saint Joseph of the Lake Church and Cemetery in the Town of Menominee, Menominee County; and the Lutheran Indian Mission in the Town of Red Springs, Shawano County. There are also many archaeological sites. These include: the Calumet County Park Group, Stockbridge Harbor, and the Stockbridge Indian Cemetery, all in the Town of Stockbridge, Calumet County; the High Cliff Mounds in the Town of Harrison, Calumet County; the Aebischer Site (47CT30) in the Town of Charlestown, Calumet County; the Ridge Group in the Town of Brothertown, Calumet County; the Pipe Site in the Town of Calumet, Fond du Lac County; the Hamilton-Brooks Site in the Town of Berlin, Green Lake County; the Bonnie Oaks Historic District in the Town of Douglas, Marquette County; the Osprey Site in the Village of Kaukauna, Outagamie County; Sanders Site (47WP26 and 47WP70) in the Town of Fremont, Waupaca County; the Whistler Mound Group in the Village of Hancock, Waushara County; the Bell Site in the Town of Algoma, Winnebago County; the Brainerd Site in the Town of Vinland, Winnebago County; the Carpenter Site (47 Wn 246) in the Town of Rushford, Winnebago County; the Doty Island Site (47-WN-30) and Menasha Lock Site, both in the City of Menasha, Winnebago County; the Doty Island Village Site in the City of Neenah, Winnebago County; the Overton Archaeological District in the Town of Oshkosh, Winnebago County; the Kamrath Site and Lasley's Point Site, both in the Town of Winneconne, Winnebago County; and the Metzsig Garden Site (47WN283) in the Town of Wolf River, Winnebago County. It should be stressed that this list includes only known archaeological sites; additional sites will undoubtedly be discovered in the future.

There are relatively few National Register-listed cultural resources related to Native Americans in the region. One can attribute this in part to a difference between European-Americans and Native Americans conceptions of what is meant by "historic" or what exactly a "cultural resource" is. Wisconsin Historical Marker on State Highway 55, 2.5 miles north of Keshena, Menominee County, describes the Spirit Rock, a natural feature imbued with meaning through its association with an important Meneminee tribal legend. It also gives some sense of what resources Native Americans regard as having cultural value.

Settlement

Old World Wisconsin is a book published in 1944 that explored the European immigrant communities of the state. Indeed, Wisconsin is a state rich with a great diversity of "Old World" European settlement. From early French and French-Canadian traders and explorers, whose presence are still felt in such place names as Prairie du Chien, Fond du Lac, Butte des Morts, Eau Claire and others, to Italians in Racine County, Poles in Portage County, and Finns in Douglas County, nearly every European nationality is represented. The buildings erected by these groups during the last 150 years lend the Wisconsin landscape its unique historical charm. Several of the more predominant groups found in the region are described below.

British Isles and Anglo-American

Two centuries after the first explorers began to chart the Wisconsin area, people from the British Isles and their American cohort Anglo-American Yankees from the eastern seaboard arrived in Wisconsin, as settlement began in earnest. Marquette County was especially favored by British and Irish settlers. English and Scottish settlement could be found throughout

Winnebago and Marquette counties, while small pockets of Welsh settlement appeared in Winnebago, Fond du Lac, Green Lake, and Waushara counties. Irish settlement occurred in Waupaca, Winnebago, and Fond du Lac counties, with significant settlement in Marquette County. A testimony to the influence of these groups can be found in the places names of the region. Winchester, Manchester, and Ripon were named for their English precedents, while Dundee was a reference to the seaport on Scotland's east coast. Settlers from the eastern states also brought their communities' names with them: Medina, New London, Maine, Plainfield, Brandon, and Princeton are all Yankee place names. The significance of these place names has faded over the years, as most communities in Wisconsin have been christened with either English or Native American place names.

Within the region, there is one property listed on the National Register of Historic Places that is significant for its association with English-Americans: the John Scott Horner House at 336 Scott Street, Ripon, Fond du Lac County.

German

A quick scan of surnames in almost any city directory will reveal that German is the predominant ethnicity in Wisconsin. Significant German settlement occurred in the rural and urban areas of all of the counties in the region. The immigrants that settled here tended to cluster together on the basis of point of origin. Thus, Germans from the northern states often settled together, as did those from Bavaria and other states in the south. Not surprisingly, Lutheran churches are found more often in the former areas, Catholic churches in the latter. The presence of German names on many of these churches stand as a reminder of the original settlers' ethnic and religious affiliation. To the rear of the East Central offices in Menasha is a former church, now an apartment complex, with the words "Ev. Luth. Dreieinigkeits Kirche" "Evangelical Lutheran Trinity Church" inscribed in a panel at the base of the steeple. Parochial schools affiliated with German congregations were also identified by the German word for "school": the "Ev. Luth. St. Peter's Schule" in the Town of Freedom, Outagamie County, and the "St. Marien Schule" in Chilton, Calumet County, being two cases in point. No other ethnic group in Wisconsin openly proclaimed its ethnicity to the degree that Germans did. Because of this open expression of ethnicity, German-built buildings are often easy to identify. Certain building types were also commonly associated with German immigrants. Like other ethnic groups, Germans tended to continue their chosen professions in their new home. It is no coincidence, therefore, that Wisconsin has a long tradition of beer-brewing and sausage-making. Many of these buildings, especially in the Milwaukee area, the famous *Deutsch Athen* of Teutonic culture, are listed on the National Register.

Communities with German origins can be found in the region. If the region is akin to other areas of the state, German names were likely anglicized or changed outright during the two World Wars. Surviving names include Berlin, Germania, Kiel, New Holstein, Wittenberg, and Zittau. Many more townships were named in honor of the "old country," among them Berlin, Germania, New Holstein, and even Helvetia (the Latin name for Switzerland). Streets named after early German residents also abound.

Within the region, there are four properties listed on the National Register of Historic Places that are significant for their association with German-Americans. These are the Herman C. Timm House at 1600 Main Street, New Holstein, Calumet County; the Fuhrmann Hotel in Pipe,

Fond du Lac County; Temple Zion and School at 320 N. Durkee Street and 309 E. Harris Street, Appleton, Outagamie County; and the Mayer-Banderob House at 809 Ceape Avenue in Oshkosh, Winnebago County. The J. & C. Wipf Mills at 280 N. Main Street, Iola, Waupaca County, is significant for its association with Swiss-Americans, presumably immigrants from a German-speaking canton in Switzerland.

Scandinavian

Scandinavian immigrants, those from Denmark, Finland, Iceland, Norway, and Sweden, settled in great numbers throughout the state during the 19th Century. Oddly, however, the counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, and Outagamie attracted little in the way of Scandinavian settlement. What presence there is in the region tends to be from Norwegians and Danes. Norwegian settlement occurred in large pockets in Shawano, Waupaca, Waushara, and Winnebago counties. The Waupaca County settlement was centered in the communities of Scandinavia and Iola, and was part of a Norwegian colony known as "Indielandet" ("the Indian Land"). Danes settled in large numbers in and around Waupaca. The remaining Scandinavian countries are not well represented, however. Communities of Swedes are completely absent in the region, while place names like Elo and Ladoga suggest some Finnish settlement. The Village of Pulcifer was established by Icelanders who eventually relocated to the Dakota Territory. The unincorporated community of Landstad, Town of Vinland, and (of course) the Village and Town of Scandinavia are nods to the ethnic origins of the prevalent local settlers. The Village of Lind Center and Town of Lind were both named in honor of "the Swedish Nightingale": the 19th Century operatic singer Jenny Lind.

Within the region, there are three properties listed on the National Register of Historic Places that are significant for their association with Danish-Americans, all in the City of Waupaca. These are the Danes Hall at 303 N. Main Street; the Jens Hansen Wagon and Carriage Shop at 117 E. Fulton Street; and the Matt and Lena Jensen House at 501 W. Fulton Street. The Danes Hall was the home of a fraternal organization primarily for Danish-Americans, and as such was a major center of Danish life in the state. No other Scandinavian groups are represented in the National Register within the region.

Unlike the Germans, Scandinavians were less likely to proclaim their ethnicity openly. Few buildings in region, or in Wisconsin, have linguistic identifiers like the German Kirche (church) or Schüle (school). A rare exception is St. Peter's Lutheran Church in Iola, the cornerstone of which is inscribed "Ev. Luth. Kirke"—kirke, of course, being "church" in both Norwegian and Danish. The United Norwegian Lutheran Church in the community of Winchester, Winnebago County, is also named in such a way as to identify the ethnicity of its original congregation. In this case, however, the name is in the new language of English. Like those of German immigrants, epithets of Scandinavian grave stones are often written in the native language. For example, Födt (born) and Döde or Död (died) are common on early Norwegian stones, as are passages of scripture.

Other European Settlement

In addition to Yankees, Britons, Irish, Scandinavians, and Germans, subsequent waves of immigrants came from Southern and Eastern Europe. Many of these people made their way to the region to work on farms and in the paper mills. Dutch Catholics settled in great numbers in

the Fox Cities, as well as in the southeastern section of Fond du Lac County¹². Poles, the state's second largest ethnic group, after Germans, settled in pockets in Green Lake, Marquette, and Waushara counties. Shawano County is also home to a village named after Poland's second city, Krakow. A small number of Italians also settled alongside the Poles on the Green Lake-Waushara County border. At present, no resources related to these immigrant groups have been recognized as being eligible for the National Register of Historic Places.

Non-European Settlement

Settlers from outside of Europe began to arrive in greater numbers following World War II. Two countries stand apart as major contributors: Mexico and Laos. Appreciable Mexican immigration can be found in four counties: Fond du Lac, Marquette, Menominee, and Waushara. Hmong immigrants—an ethnic minority from northern Laos and Vietnam—can be found in large numbers in Outagamie County, and to a lesser degree in Fond du Lac and Winnebago counties. Wisconsin, in fact, is third after California and Minnesota in number of Hmong-American citizens. The region is also home to immigrants from China, India, Korea, and Laos. African-Americans, while significantly represented in Milwaukee County, have not settled in large numbers in the region.

Because non-European immigration is a relatively new phenomenon, few cultural resources within the state are old enough to have been listed on the National Register of Historic Places for their association with any of the new ethnic groups. One of the few examples of this type of resource is the Fairbanks Flats in Beloit, Rock County. This apartment complex was built for Southern African-Americans who migrated to Wisconsin during World War I to supplement the diminished industrial workforce. As time passes, more of these types of properties will become eligible for the National Register. The burgeoning social organizations for new immigrants (e.g. Hmong-Americans) might play an active role in identifying the next generation of cultural resources in Wisconsin.

Religion

Like most parts of the country, organized religion has played a significant role in the settlement of Wisconsin. In 1906, the state was approximately half Roman Catholic and one-third Lutheran, while the remaining was a mixture of other denominations, including Methodist, Congregationalist, Baptist, Presbyterian, and German Evangelical. In the region, the counties with larger urban centers, Fond du Lac, Outagamie, and Winnebago, have tended to be Catholic, while the rural, farming areas have been Lutheran, Green Lake, Marquette, Menominee, Shawano, Waupaca, and Waushara. The Lutherans in the region are predominantly of the Missouri or Wisconsin synods, both historically German, as opposed to the Norwegian synods of the southern and western parts of the state. Calumet County is the one exception; it is both rural and heavily Catholic. Other faiths represented in the area include Jewish, Baha'I, and Amish.

The region is also home to "Wisconsin's Holy Land," an area east of Lake Winnebago that includes portions of Calumet and Fond du Lac counties, as well as parts of Manitowoc and Sheboygan. This area is so-called because of the cluster of communities named after their local

¹² For a history of Dutch in the Town of Alto, Fond du Lac County, see the Fond du Lac County local history website at http://www.wlhn.org/fond_du_lac/fdl_co.htm.

Catholic churches. The villages in this "Holy Land" include Charlesburg, Jericho, and St. Anna in Calumet County, and Calvary, Johnsburg, Marytown, Mt. Calvary, St. Joseph, St. Peter, and St. Cloud in Fond du Lac County. Many of the Catholic churches in these communities are prominently sited, and visually evoke the towns of southern Germany from which their settlers emigrated. Contrast these with the Calumet County communities of Kiel and New Holstein, which were settled by Germans from the predominantly Lutheran, northern German state of Schleswig-Holstein.

Places of worship of many different denominations in the region are listed on the National Register of Historic Places. These include the following: First Baptist Church of Fond du Lac at 90 S. Macy Street, Fond du Lac, Fond du Lac County; First Congregational Church at 220 Ransom Street, Village of Ripon, Fond du Lac County; St. Peter's Episcopal Church at 217 Houston Street, Ripon, Fond du Lac County; St. John Evangelical Lutheran Church and the St. Matthias Mission, both in Town of Auburn, Fond du Lac County; St. John the Baptist Catholic Church, Town of Taycheedah, Fond du Lac County; Zion Lutheran Church at 912 N. Oneida Street and the Temple Zion and School at 320 N. Durkee Street and 309 E. Harris Street, both in Appleton, Outagamie County; Holy Cross Church at 309 Desnoyer Street and the St. Mary's Catholic Church at 119 W. 7th Street, both in Kaukauna, Outagamie County; Algoma Boulevard Methodist Church at 1174 Algoma Boulevard, First Methodist Church at 502 N. Main Street, First Presbyterian Church at 110 Church Street, and the Trinity Episcopal Church at 203 Algoma Boulevard, all in Oshkosh, Winnebago County; and finally, the Veterans Home Chapel in the Town of Farmington, Waupaca County. Houses of worship are also included in several of the National Register of Historic Places historic districts within the region.

Industry

Outside of Milwaukee, the region is one of the more heavily industrialized areas of Wisconsin. The Fox River waterway, so important to early explorers and traders in their transcontinental passage from the Atlantic Ocean to the Gulf of Mexico, provided later generations of settlers with a ready source of water, food, and, most importantly, hydropower for industry. Indeed, access to hydropower and the proximity of counties in the region to the pine forests of the north made the processing and transportation of wood projects a logical economic choice. Cities along Lake Winnebago and the waterways of Fond du Lac, Outagamie, Waupaca, and Winnebago counties were home to flour mills, furniture and building supply manufactures, carriage and wagon works, paper mills, and just about every variety of wood processing plant imaginable. Other industries that were less dependent on waterpower also thrived: stoneware and earthenware production, the processing of fruits and vegetables, tanning and leather processing, and of course brewing.

The region is very significant geologically, and, since settlement times, has been home to a healthy stone quarrying and masonry industry. Limestone quarries once operated on the western shores of Lake Winnebago, while Niagara Limestone was removed from sites to the south and east of the lake. Outagamie County was home to a handful of sandstone quarries, and granite veins were tapped in Fond du Lac, Green Lake, Marquette, Waupaca, and Waushara counties. Two types of granite are of particular note. The first, red granite, is an igneous rock quarried in and around the community of the same name in Waushara County. Red granite holds the distinction of being Wisconsin's official state rock. The second type of stone is Montello granite, from the eponymous village in Marquette County. Montello granite

was once heralded as the hardest granite in the world. Buildings in the Montello Commercial Historic District, as well as the Charles Samuel Richter House on 105 Underwood Avenue, incorporate Montello granite into their designs. The Wisconsin State Capitol and Grant's Tomb in New York are two of the more famous buildings to make use of Montello granite.

The industrial history of the region is rich and varied. In addition to the processing plants and factories themselves, a host of ancillary buildings were also erected in communities large and small. Many of these still stand: union halls, public meeting spaces, cooperative stores, workers' housing, and mansions for local captains of industry. While some of the original industries persist, many are long gone today. Yet the area is still replete with the industrial heritage of earlier days.

Agriculture

Agriculture has played a significant role in the region, much as it has throughout the rest of the state. Wheat was once an important crop in all the counties in the region. But the importance of wheat began to wane in the late 19th Century, and was eventually supplanted by a variety of other crops. Among the new sources of food were barley, cabbage, apples, cucumbers, potatoes, mint, and snap beans. Yet despite the rich tradition of agriculture in the region, only a handful of related properties have been listed on the National Register of Historic Places: the Bonnie Oaks Historic District in the Town of Douglas, Marquette County; the Klein Dairy Farmhouse at 1018 Sullivan Avenue, Kaukauna, Outagamie County; and the Alanson M. Kimball Farmhouse in the Town of Leon, Waushara County. Perhaps one of the most unique National Register buildings in all of Wisconsin happens to be a farm building in Winnebago County, which was once home to a thriving fox and mink fur industry. The unusual Cole Watch Tower in the Town of Omro is comprised of a two-story Italianate house onto which has been grafted a multi-story, Art Deco watch tower. It stands as one of the most conspicuous landmarks to an historic industry in the state.

As wheat production was declining in Wisconsin, another industry was growing just as quickly: dairying. The counties of the region are situated in what was once known as the Eastern Cheese Region of Wisconsin, one of the most prolific cheese-producing regions in the state and in the world. Thousands of farms in Winnebago and Outagamie counties, and in particular, Calumet and Shawano counties, produced milk for cheese and for bottling. The Rosendale Men's Club erected a commemorative marker on State Highway 103, to the west of Ladoga, Fond du Lac County, in honor of Chester Hazen's cheese factory. Hazen was the first full-time cheese manufacturer in Wisconsin. The marker is situated just west of Ladoga on State Highway 103, at the former site of Hazen's factory. Only one building is listed on the National Register of Historic Places, and serves as a reminder of this once flourishing tradition: the Philip H. Kasper Cheese Factory in the Town of Union, Waupaca County. Many other buildings associated with cheese production, dairy barns, creameries, cheese factories, still stand in the region. Most have probably been adapted for other uses.

Several industrial buildings in the region are listed on the National Register of Historic Places. These include the following: the J. P. Luther Company Glove Factory at 139 S. Pearl Street and the Wisconsin Power and Light Berlin Power Plant at 142 Water Street, both in Berlin, Green Lake County; J. B. Courtney Woolen Mills at 301 E. Water Street and the Fox River Paper Company Historic District, both in Appleton, Outagamie County; the J. & C. Wipf Mills at 280 N.

Main Street, Iola, Waupaca County; the Crescent Roller Mills at 213 Oborn Street and the Jens Hansen Wagon and Carriage Shop at 117 E. Fulton Street, both in Waupaca, Waupaca County; in Waupaca, Waupaca County; the Rural on the Crystal Historic District in the Town of Dayton, Waupaca County; and finally, the Paine Lumber Company Historic District in Oshkosh, Winnebago County. Two additional industrial properties, the Appleton Wire Works at 600 S. Atlantic Street, Appleton, Outagamie County, and the Chief Oshkosh Brewery at 1610 Doty Street, Oshkosh, Winnebago County, have both been determined eligible for the National Register of Historic Places but are not yet listed. It should be noted that several of the historic districts in the region are home to a variety of uses, including industrial buildings.

Transportation

Early explorers used the waterways of eastern Wisconsin to travel to the interior of Wisconsin and beyond. Subsequent generations arrived by rail, automobile, and aircraft. Indeed, the counties that comprise the region have long been at the heart of an expansive state and interstate transportation system. The many cultural resources related to water, ground, and air travel reflect this important transportation heritage.

The indigenous population and earliest traders used the Fox River as a water highway. Subsequent generations "improved" the river for better shipping through the addition of locks and canals. Many of these structures survive to this day, and are now listed on the National Register of Historic Places. These include the Appleton Lock 1-3 Historic District and Appleton Lock 4 Historic District, both in Appleton, Outagamie County; Cedars Lock and Dam Historic District and the Little Chute Locks and Canal Historic District, both in Little Chute, Outagamie County; the Kaukauna Locks Historic District in Kaukauna, Outagamie County; the Rapide Croche Lock and Dam Historic District in the Town of Buchanan, Outagamie County; the Menasha Dam and the Tayco Street Bridge, both in Menasha, Winnebago County; and finally, the Eureka Lock and Lock Tender's House, Town of Rushford, Winnebago County. The heyday of these industrial properties was the late 19th and early 20th centuries.

Freight and passenger rail was also present in the region. Not only did the Chicago and Northwestern Railway maintain two lines in northeastern Wisconsin, but railways served the populations of several of the larger cities and interurban lines allowed passage between Fond du Lac and Green Bay. Prior to the Chicago and Northwestern Railway, the Soo Line operated in the region and the Rock River Valley Union Railroad connected Fond du Lac and Janesville. Two properties related to railroading are listed on the National Register of Historic Places: the 1892 Chicago and Northwestern Railroad Depot at 182 Forest Avenue, Fond du Lac, Fond du Lac County; and another station, the 1892 Chicago and Northwestern Railroad Depot at 500 N. Commercial Street, Neenah, Winnebago County. An official Wisconsin Historical Marker affixed to the 1905 Hotel Menasha at 177 Main Street in Menasha's Upper Main Street Historic District commemorates the founding of the Wisconsin Central Railroad on that site.

Part of the latticework of historic and modern roadways is the Raube Road Site in the Town of Springvale, Fond du Lac County, an old section of the c.1835 military road that linked the forts of Howard, Winnebago, and Crawford. A locally erected commemorative plaque on Winnebago Drive in Fond du Lac marks the location of one of many tollgates that operated in the area before roads were publicly maintained. Walter Owen Park in Clintonville, Waupaca County, is

home to a Wisconsin Historical Marker that commemorates the invention of the first successful four-wheel drive automobile.

Air transportation is represented on the National Register, too. The 1922 Larson Brothers Airport, Town of Clayton, Winnebago County is oldest extant airfield in the state. A Wisconsin Historical Marker also commemorates the site. Another marker at Wittman Field Airport in Oshkosh recognizes the historical accomplishments of S.J. Wittman, "aircraft designer, race pilot, inventor." The Municipal Airport in Clintonville, Waupaca County, features a Historical Marker that tells the story of the 1944 birth of Wisconsin Central Airlines.

Wisconsin's communities grew and markets developed around transportation nodes. Several National Register buildings in the region owe their existence to one form of transportation or another. The Augustin Grignon Hotel in the Town of Winneconne, Winnebago County, is a former stagecoach hotel, as is Club Harbor (or Fuhrman Hotel), a stopping place of the military road in the Town of Calumet, Fond du Lac County. The 1897 Joseph Kronser Hotel and Saloon in the Town of Greenville, Outagamie County, was built to accommodate travelers on a rail line that passed through the town.

Recreational water transport is also significant to the region. E.C. Kiekhaefer, inventor of outboard boat motors under the trade name Mercury, started production in 1939 in what was then the Town of Fond du Lac.

Government Buildings

Several of the buildings owned by units of government are listed on the National Register of Historic Places. Of the 10 county courthouses, 5 are listed (Calumet, Green Lake, Marquette, Waushara, and Winnebago), and at least one more, Outagamie, is eligible for listing. Several post offices and public schools are listed, although some of these are no longer owned by the federal government or local school district. Multiple buildings at the State of Wisconsin Veterans Home in the Town of Farmington, Waupaca County, are on the National Register: a 31-resource historic district, the Commandant's Residence Home, the Old Hospital, and the Veterans Home Chapel. The Village of Hortonville has the region's only municipally-owned historic resource: the Hortonville Community Hall at 312 W. Main Street.

One of the most common public buildings encountered in travels through rural Wisconsin is the small school; the proverbial one-room schoolhouse. Although school consolidation in the 1950s and 1960s closed the vast majority of these schools, many of the buildings themselves are still extant. Although some have been abandoned, others have been converted for use as private residences and town halls. Those not marked by a cast-stone name panel on the façade can be identified by other means: location at a crossroads; ample fenestration to allow light into the classrooms; or the presence of a pair of entrance doors, side by side, one for girls and the other for boys.

Architects

The region is home to one of Wisconsin's most talented and prolific 19th Century architects, William Waters (1843-1917). A New Yorker by birth, Waters immigrated to Oshkosh in the 1850s and established a successful architectural practice. In the course of the long career that

followed, his firm designed nearly 150 buildings primarily in the counties around Lake Winnebago: schools, churches, governmental buildings, and private residences. A Waters design was also chosen to represent the State of Wisconsin at the 1893 Columbian Exposition in Chicago. Numerous William Waters buildings are listed on the National Register of Historic Places, including the Henry J. Rogers House, Hearthstone, at 625 W. Prospect Ave., Appleton, Outagamie County, and the Oshkosh Grand Opera House at 100 High Ave., Winnebago County. This number represents only a handful of his total body of work. The Oshkosh Public Library, also designed by Waters, provides a walking tour of the architect's local buildings.

Identified Cultural Resources

In all, the region is home to 198 buildings, structures, objects, sites, and districts listed on the State and National Registers of Historic Places, out of approximately 1,600 statewide and 74,000 nationwide. Wisconsin is ranked around tenth in number of National Register listings, an impressive statistic given the relative youth and size of the state, especially as compared with those of the east coast. These properties reflect the history and people that make up the region. The majority of National Register properties are buildings: houses, commercial buildings, government buildings, and churches. There are also numerous historic districts and archaeological sites, as well as a handful of objects and structures. This breakdown of resources by type within the region is typical of general trends in Wisconsin and other states. By far the best represented National Register resource type is the building. Properties continue to be listed on the National Register today (Exhibit CR-2).

The region is also home to two National Historic Landmarks. The Fountain Lake Farm in the Town of Montello, Marquette County, is one. This historic farm and landscape is associated with the life of Scottish-born naturalist John Muir. A Wisconsin Historical Marker on State Highway 22, 8 miles south of Montello, commemorates the naturalist and his work in what is now known as "John Muir Country". The Little White Schoolhouse at 303 Blackburn Street in Ripon is the other National Historic Landmark in the region. This unassuming school housed an important historical event: the founding of the Republican Party in the 1850s. These exceptional properties represent two of only 30 National Historic Landmarks in the state and less than 2,500 nationwide.

Many National Register of Historic Places properties in the region have benefited under preservation incentives offered by the state and federal government. Perhaps the most important of these is the Historic Rehabilitation Tax Credit program, which provides a 25% state and federal tax credit to owners of historic properties, both income-producing and residential, who agree to rehabilitate their buildings in a manner consistent with the Standards for Historic Rehabilitation. Other National Register properties have been impacted by government projects and therefore subjected to review through the Section 106 compliance process. Communities large and small have also received grants through the Wisconsin State Historic Preservation Office to conduct surveys in order to identify the existence of historic properties within their areas. Many properties identified as historic during these surveys have later been nominated to the National Register by their owners.

At the local level, 18 villages and cities, but no towns or counties, have enacted historic preservation ordinances and formed commissions to administer these codes (Exhibit CR-3). A subset of this group of municipalities have Certified Local Government status through the

Wisconsin State Historic Preservation Office. Many communities with preservation ordinances have also designated local landmarks as a way of ensuring the continued, tangible presence of history within their borders. A small number of communities, that are required to have preservation ordinances, do not yet have them in place.

In the region, the relative quality of historic preservation ordinances varies from effective to ineffective. The City of Fond du Lac is regarded as an example of good practice. Effective ordinances establish clear operating criteria and allow commissions to actively landmark properties to ensure their continued protection for the benefit of whole community. Those judged to be ineffective tend to lack this ability. In order to encourage strong and effective ordinances, the Wisconsin Historical Society's Division of Historic Preservation makes funding available to certain communities that meet the required qualifications. Communities with certified ordinances can participate in the Certified Local Government program, which allows them to apply for special grants to promote preservation locally. Only four of the 18 communities within the region are Certified Local Governments.

Several neighborhood-based non-profits exist in the region at present. Appleton is home to two 501©3 groups: the Old Third Ward Neighborhood Association and the City Park Association. Each of these groups serve neighborhoods that were, at one time, threatened by redevelopment and encroaching non-compatible uses: the Old Third Ward by Outagamie County government buildings, and City Park by neighboring Lawrence University. Both have pursued National Register listing as a means of generating interest and publicity in their neighborhoods. To date there are no citywide organizations, like the Madison Trust for Historic Preservation, a non-profit advocacy organization that serves Wisconsin's capital, based within the region.

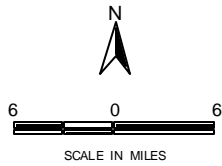
In the region, three communities currently have Main Street status: Ripon, Tigerton, and Waupaca.

Exhibit CR-2 National Register of Historic Places and National Historic Landmarks

Number by Community

1 National Register of Historic Places
& National Historic Landmarks

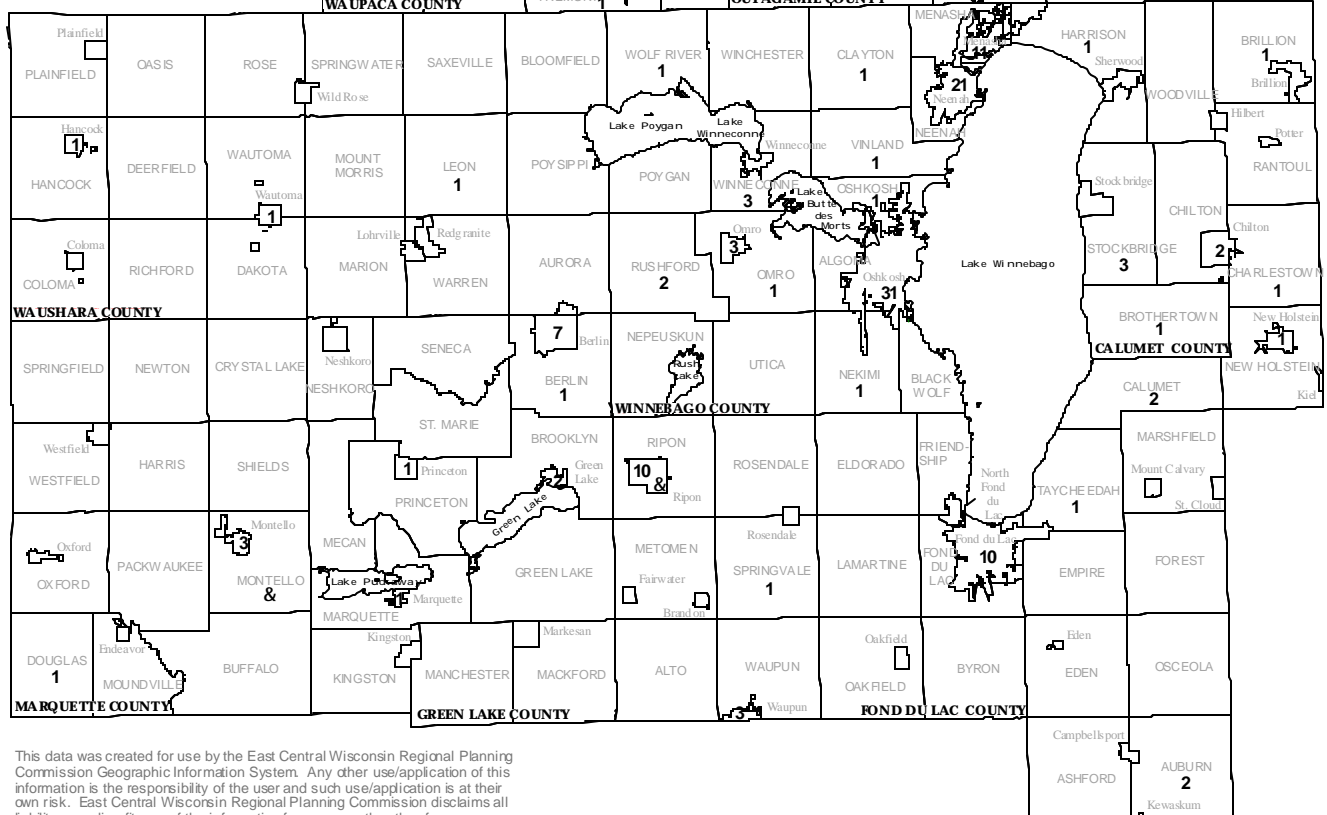
Source: Wisconsin National Register
and State Register Database.
Wisconsin Historical Society.



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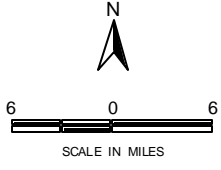
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Exhibit CR-3 Local Historic Preservation Activities

Historic Activities

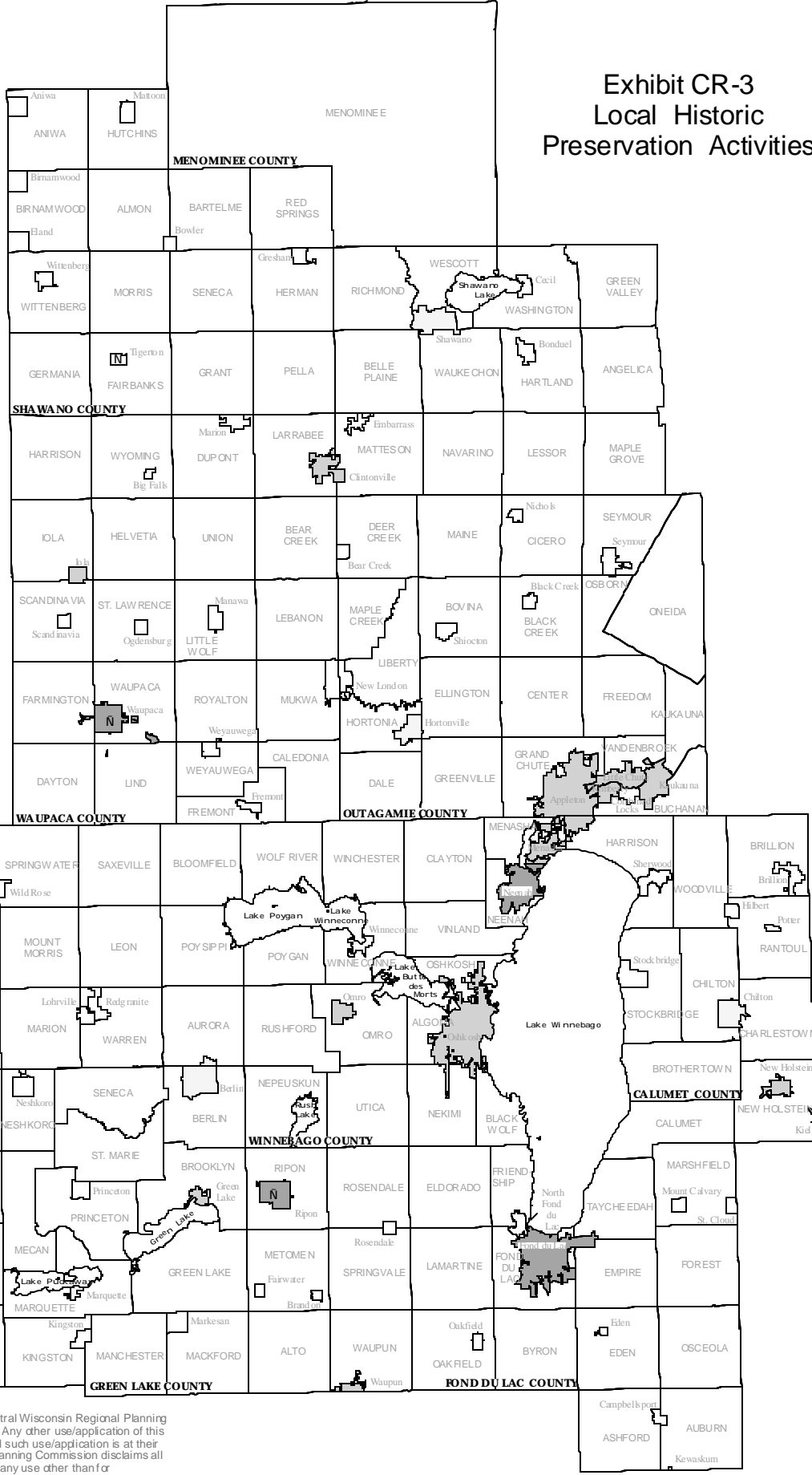
- Certified Local Government
- H.P. Ordinance Enacted
- H.P. Ordinance Needed
- Main Street Member

Source: Wisconsin Historical Society.



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Cultural Resources: Key Findings

Current Trends

- There are 198 buildings, structures, objects, sites and districts, within the region, listed on the State and National Registers of Historic Places.
- The region is home to 2 National Historic Landmarks.
- There are 18 Preservation Commissions.
- Four communities have Certified Local Government status through the Wisconsin State Historic Preservation Office.
- 3 communities currently have Main Street status.
- There are a number of local Historical Societies.

Future Trends

- When planning for cultural resources and smart growth, it is not essential that one is aware of each and every cultural resource within the area. However, it is important to know how to access relevant information, and to have a sense of the distribution of each type of resource and the participation in the various programs.
- It is also important to be able to identify areas where surveys to identify cultural resources have not been conducted, or where surveys were conducted so long ago that the validity of the gathered information is in question. It is to these areas that effort and resources should be channeled.
- An awareness of these things will help ensure that planning for cultural resources is accomplished with orderly effectiveness, not in an ad hoc or piecemeal fashion.

Identification of Issues

- How can we improve the identification and inventory process for cultural resources, including archaeological sites?
- The number, extent and depth of cultural resource surveys that have been conducted in the region to date have been inadequate, for example, there are a number of areas in the region that have never had a reconnaissance survey, or for which existing surveys are dated. Similarly, there are areas in the region that have never had an intensive survey, or for which existing surveys are dated. How can we address inadequacies in the surveying cultural resources?
- How can we address some thematic holes in the historical record, particularly in terms of industrial sites along the waterways and lakes; agricultural sites associated with cheese-making; properties associated with indigenous populations and ethnic settlement groups such as the German, Dutch, and British?
- In areas where low to moderate income housing is in short supply, the Historic Rehabilitation Tax Credit program works well as a means of generating such housing, and can be piggybacked with other related programs (e.g. WHEDA's housing assistance programs). How can we ensure that local communities are aware of federal and state programs, such as the Historic Rehabilitation Tax Credit program?
- Historic preservation programs, in general, seem to be underutilized because many communities are unaware of their existence. This suggests a lack of communication

between the various levels of government involved in preservation. How can we address communication and education issues?

- Benefits are likely to accrue if preservation commissions within the region network and share best practice examples with each other. An example of best practice, implemented by one commission within the region but currently no others, is the City of Oshkosh Landmarks Commission's Acanthus Award program. This honorific, annual program is a means of focusing attention on local individuals, businesses, and organizations that help protect Oshkosh's cultural heritage. How do we promote sharing of best practice?
- There is recognition and a desire to capitalize on historic and cultural resources to benefit quality of life and create economic development opportunities. Historic preservation is increasingly regarded as an important tool in resisting the community homogenization that often results from "big box" developments. How do we plan for the preservation of government-owned historic buildings, and the reuse of historic buildings over new construction?¹³.
- The importance of preserving Indian tribal heritage and cultures is regarded as important, especially language. At present, only one tribe in the region has a Tribal Preservation Officer¹⁴ the Menominee Indian Tribe of Wisconsin, based in Keshena, Menominee County. How can we best support the three tribes within the region as they work to preserve their respective heritages?
- How do we address the fact that there are a number of communities in the region that are required to have local historic preservation ordinances, because of the presence of National Register listings, that do not have such ordinances in place?
- Is there a need for a regional clearinghouse for information relevant to local historic preservation commissions?
- How do we balance the benefits of cultural preservation with the costs involved?

¹³ See, for example, Executive Order No. 13006, which encourages the location of federal facilities on historic properties in central cities.

¹⁴ The National Historic Preservation Act provides for the creation of Tribal Preservation Officers, the equivalent of State Historic Preservation Officers, for federally recognized Indian tribes.