

**MEETING NOTICE
VILLAGE OF OSCEOLA
HISTORIC PRESERVATION COMMISSION**

Date: November 26, 2024
Time: 4:30 p.m.
Place: Village Hall, Rm 105, lower level

AGENDA

- 1) Call to Order
- 2) Approval of Agenda
- 3) Approval of Minutes
 - a. September 24, 2024
- 4) General Business
 - a. Review Chapter 4 on Wisconsin Historic Preservation Commission Training
 - b. Discuss and review Public Art Ordinances
- 5) Future agenda items and updates
- 6) Adjourn

NOTE: It is possible that members of other governmental bodies of the municipality may be present at the above scheduled meeting to gather information about a subject over which they have decision-making responsibility. No action will be taken by any governmental body at the above-stated meeting other than the governmental body specifically referred to above in this notice. Meetings may be recorded for public viewing and record retention.

Please note that, upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate services. For additional information or to request this service, contact Village Hall at (715) 294-3498.

VILLAGE OF OSCEOLA
HISTORIC PRESERVATION COMMISSION PROCEEDINGS
September 24, 2024

The Historic Preservation Commission of the Village of Osceola met in person on September 24, 2024. Chair Burch called the meeting to order at 4:16 p.m.

Present: Dan Lorenz, Perry Rice, Van Burch and Jerry Viebrock
Absent: Allana Clymer
Staff Present: Devin Swanberg and Carie Krentz

Approval of Agenda

Motion by Lorenz and second by Rice to approve agenda.

(Vote: Yes-4, No-0, Motion Carried)

Approval of Minutes

Motion by Lorenz and second by Viebrock to approve July 24, 2024 meeting minutes.

(Vote: Yes-4, No-0, Motion Carried)

General Business

Review and Discuss Chapter 3 of WI Historic Preservation Commission Training

Rice reviewed what he pulled out of Chapter 3, with (1) no community can duplicate your historic resources; (2) heritage tourism, which lead to a discussion on tourism in Osceola and Swanberg stated he will reach out Wyatt Yeager, Mainstreet Director, who will have much more information on this topic; and (3) HPC should take part in communities comprehensive planning process, which did not happen this go round. Swanberg stated the Village is ready to approve current Comp Plan and that going forward should include HPC members at stakeholder meetings. Discussion on what could be HPC's actionable items and how to proceed to get these items defined. One suggestion was having two members meet and start forming what is important here and what does not relate. Read Chapter 4 for next meeting.

Discuss and Review potential mural/exterior wall ordinances

Lengthy discussion what would and would not work in the historic district of Osceola for murals. Rice has not seen many samples that include wording regarding being in an historic district, which is making it more difficult to define. Group wants to have some guidelines to follow. Swanberg stated he would create a simple ordinance for the group to work with to begin to create what would work for our Village.

Future agenda items and updates

Read Chapter 4 before next meeting.

Chair Burch adjourned the meeting at 5:16 p.m.

Respectfully submitted by
Carie A. Krentz, Village Clerk

Chapter 4: Starting a Preservation Commission

Historic Preservation Ordinances, Chapter 4: Starting a Preservation Commission

In 1994, the Wisconsin State Legislature passed a law requiring cities and villages in which properties on the State Register or National Register of Historic Places are located to create draft historic preservation ordinances. As a result of this legislation, there are now approximately 170 communities throughout Wisconsin that have a local historic preservation ordinance.

To find out whether or not your community has a historic preservation ordinance and/or an active historic preservation commission, review our list of [Historic Preservation Commissions in Wisconsin](#) or contact your local town council or local planning commission.

Purpose of a Historic Preservation Ordinance

A historic preservation ordinance enables a community to protect its sense of place, maintain and revitalize its downtown and older neighborhoods, increase community pride, and reinforce overall economic development. In a community that does not have a historic preservation ordinance, individuals and/or private non-profit organizations may wish to approach their elected officials to create one. Proponents should:

- Discuss how the lack of an ordinance has affected the appearance and heritage of the community
- Explain how the protections of an ordinance would benefit property values, stimulate investment, and promote tourism
- Gather data from other successful communities in the state to illustrate the benefits of ordinance implementation

A preservation ordinance should reflect the preservation needs and goals of its community:

- Is there an existing historic district?
- Is there a need to create new historic districts?
- What are the threats to local historic resources — growth, neglect, development?

A committee or task force of representatives will need to determine the preservation goals and objectives of the community and set priorities. Public input and support is important so that the concerns and issues of citizens are recognized and addressed. The task force members should reflect a wide range of individuals in the community. An effort should be made to educate the public and build support by holding public meetings or workshops, distributing informative flyers, developing presentations, or other methods. Targeted groups should include elected officials, members of the media, the business community, property owners and neighborhood organizations, local architects and designers, realtors, civic clubs, and educational leaders.

Considerations for Developing a Commission

Once a preservation ordinance is enacted, the community's chief elected official may appoint members to a historic preservation commission. Approximately half of the 170 Wisconsin communities with a historic preservation ordinance also have a preservation commission. A community may choose to empower an existing local governing board with the duties of a commission in lieu of establishing a body of preservation

or development-focused community members. This might be a good alternative for smaller communities where the number of interested and qualified potential members is limited.

Communities must have a commission in place in order to become a Certified Local Government (CLG). The CLG program was enacted as part of the National Historic Preservation Act Amendments of 1980 and was established in Wisconsin to encourage and assist local government-initiated historic preservation. Once certified, a local government is eligible for matching sub-grants from the federal Historic Preservation Fund for specific CLG activities. Commissions within CLG communities also play a larger role in reviewing National Register of Historic Places nominations within their communities' boundaries and are eligible to authorize the use of the Wisconsin Historic Building Code for locally designated historic buildings.

Interested parties and individuals, including residents, property owners, and preservation groups, should work with local government officials to determine how the commission will function. It might prove helpful to review ordinances of other communities similar to your own and to seek advice from the Wisconsin Association of Historic Preservation Commissions (WAHPC) and the Wisconsin Historical Society's State Historic Preservation Office.

The historic preservation commission serves as a design review board. The community must also decide whether the commission will have binding authority or advisory authority. A commission with advisory authority simply makes a recommendation to property owners regarding an alteration to their historic property. This recommendation is not compulsory; it is a suggestion that considers the protection of the property's historic character. The decisions of a commission with binding authority, on the other hand, are compulsory. Property owners have a legal requirement to comply with the design review decisions of a commission with binding authority.

Procedures for Enacting a Historic Preservation Ordinance

The key procedures for enacting a historic preservation ordinance are summarized below:

- Draw together a group of interested parties — residents, property owners, business owners, preservation group members, etc. — to serve as a task force
- Review ordinances of other communities; seek advice from Wisconsin Association of Historic Preservation Commissions (WAHPC) and/or from the Wisconsin Historical Society's State Historic Preservation Office
- Determine the preservation goals and objectives of the community
- Educate the public, build support for preservation, and target groups such as elected officials, the business community, neighborhood organizations, realtors, developers, and members of the media
- Adopt a historic preservation ordinance
- Appoint members to a historic preservation commission
- Work with the local government to determine how the preservation commission will function

Commission Membership and Authority, Chapter 4: Starting a Preservation Commission

A historic preservation commission is established through local preservation ordinance adoption and becomes part of the local governing authority. The size, responsibilities, and authority of a commission will vary depending on local laws and the needs of a given community.

Commission Membership

Commission members should be citizens of the area and have an interest in and knowledge of historic preservation. If possible, members should have demonstrated special interest, experience, or education in fields such as history, architecture, law, real estate, rehabilitation, or planning. Some communities require that the commission include a resident of a local historic district or an owner of a local historic landmark. This helps to ensure that those who are subject to the commission's authority are represented.

All commission members should have an interest in the preservation and protection of historic resources. Establishing a qualified historic preservation commission is an important component for acquiring and maintaining status as a Certified Local Government (CLG). CLGs are defined as any city, village, county, or town that has been certified by Wisconsin's State Historic Preservation Office (SHPO) and the Department of the Interior as meeting certain criteria. Benefits of CLG status include being eligible to apply for preservation grants that can cover a wide variety of historic preservation activities.

Members of a commission should serve overlapping or staggered terms (typically not more than four years). Members should become familiar with local zoning laws and codes, and master plans concerning their community's and the region's growth. Commission members should strive to continuously educate themselves about historic preservation and its role in the community.

It is a good idea for commission members to attend at least one annual training event. For guidance in this area, contact the Wisconsin Historical Society's SHPO and/or the [National Alliance of Preservation Commissions](#) (NAPC). The NAPC meets once every two years, and commissions are encouraged to join the organization and to attend their meetings. The NAPC also regularly offers a Commission Assistance and Mentoring Program.

A Commission's Role in City Government

A preservation commission will have to work with other government departments and agencies from time to time. Key contact includes:

- **Building Inspectors and Zoning Officials:** Building inspectors and zoning officials are generally given the responsibility for enforcing the preservation ordinance.
- **Planning Department:** The commission will work with the planning department to ensure that the preservation ordinance and design guidelines are compatible with other zoning regulations.
- **Public Works Departments:** These departments will be called upon to assist the commission's work when necessary.
- **Legal Counsel or Consultants:** The commission should develop a close relationship with the community's legal counsel or consultants in case the commission is challenged in court.

The commission should keep in regular contact with these agencies, and keep them informed of its activities. These departments should be knowledgeable about the commission's policies and procedures and be familiar with how it operates in case they are called upon for assistance. The commission should also try to involve members of these departments in any commission activities in which their knowledge, training, experience, or responsibilities are useful, or in activities in which these agencies will ultimately be involved.

New Commission Member Orientation, Chapter 4: Starting a Preservation Commission

Newly appointed commission members should receive basic training and orientation to their new position by staff or other commission members. Existing members of the commission should make a strong effort to welcome and accept new members, and to make themselves available to answer any questions that new members may have.

Introductory Materials

New commission members should be given an introductory packet of materials that includes copies of the following documents:

- Local preservation ordinance
- Commission bylaws
- Commission standards and procedures
- Design guidelines
- Maps of each existing historic district
- [Roberts Rules of Order](#)
- Other materials that explain the roles and responsibilities of the commission

It is tremendously important for each member of the commission to have a copy of the local historic preservation ordinance and to become thoroughly familiar with it. Commissioners should know this document inside and out, because it is the basis of the commission's power and all decisions the commission makes. Commission members should bring their copy of the ordinance to every meeting and refer to it often when discussing projects and rendering decisions.

Additional Resources and Training

Training sessions or workshops are also beneficial and can help ease a shift in commission membership. Slideshows or PowerPoint presentations can be used to explain the commission's activities. These can be made available on CD-ROM for home use or available through the commission's website, which can also be a source of information and further resources.

If your historic preservation commission has design review as part of its major responsibilities, new members should be briefed by a staff member, or the commission chairperson or vice-chairperson, on typical design review issues. It is important that a commission establish and apply consistent rulings regarding design guideline standards and explain the reasoning behind these standards to incoming members. This will orient new members to the rationale the commission has used in the past on guidelines for rehabilitation and new construction and the precedents to help articulate future decisions.

Throughout their tenure on the commission, members should continue to educate themselves and keep informed of issues concerning historic preservation within their community.

Working With (or Without) Staff, Chapter 4: Starting a Preservation Commission

A preservation commission may or may not have a paid staff depending on a variety of factors. Of course, a key factor is the available budget. Most preservation commissions in Wisconsin do not have a paid staff.

Sharing Support Staff

For some communities, it is feasible for commissions to share staff support with other departments or boards of the local government. For other communities, a committed group of volunteers ensures that the commission runs smoothly. At the very least, a commission will require someone to perform clerical duties. These include sending notices to property owners, processing applications, arranging meetings and preparing agendas, and keeping minutes. If a commission shares staff resources with another local government entity, it is best if a single person works with the commission to perform these clerical duties.

Filling a Need for Specialized Knowledge

Whether or not a commission has a hired staff, it is a good idea to identify one person with design knowledge and/or historical training and experience. This person may be a local government staff person who is shared with other entities, such as the planning board, or it may be a dedicated volunteer or a salaried employee of the commission. The person with this specialized knowledge can provide the commission with technical assistance and help property owners with design review applications. The review process will be more efficient by ensuring that applications are properly completed and all required documentation is in order before it reaches the commission, which also saves the applicant time, money, and frustration. The person in this "expert" role can also aide the commission by making sure its members have the information they need to make thoughtful decisions.

When a commission undertakes a project such as conducting a survey or creating an inventory of historic resources, it may need to reach beyond volunteer or shared staff resources. These projects are labor-intensive and time-consuming, and they require people with special knowledge and experience. These types of projects generally place too much burden on shared staff and often make it necessary to hire either temporary employees or consultants to conduct the work.

Working with Professionals, Volunteers, and Students, Chapter 4: Starting a Preservation Commission

A preservation commission often must rely on people outside of its own membership to accomplish the commission's work. These human resources may include a hired professional contractor, volunteers, and students.

Working with a Hired Professional

Sometimes a commission will want to hire a professional consultant to accomplish a specific task. Consultants are often used for large, labor-intensive projects such as developing a National Register district nomination, conducting a survey of resources, or writing design guidelines. Consultants can bring a wide range of professional experience and knowledge to a project and offer an outside perspective.

When a commission is deciding whether or not to hire a consultant, the commission needs to clearly define the project and what services will be performed, who will perform each task, time frames, and the costs involved. Both the consultant and the client need to understand these factors. Keep in mind that a consultant will need to work with staff and the commission so the progress of the project is monitored.

When a commission is choosing a consultant, a good first step is to check with the State Historic Preservation Office (SHPO) for advice on how to hire a contractor. The SHPO will be able to identify what qualifications to look for regarding your specific project. Other communities may have undertaken similar projects and may

be able to suggest names of potential consultants. Provide potential consultants with a request for proposal that defines the scope of work and requires specific responses about how the project will be carried out, costs, timelines, and other details. Ask for qualifications and a list of previous clients for similar projects. Contact these clients for their opinions of the consultants' work.

Working with Volunteers

Volunteers can be a great asset to a preservation commission. Volunteers can help complete projects, provide added support to staff, and assist with program details. Tasks assigned to volunteers should not be related to the legal responsibilities of the commission or require the expertise of professionals, such as keeping meeting minutes or notifying affected property owners. These jobs should be reserved for staff members. But volunteers can do a number of small jobs or assist with long-range projects, such as:

- Updating photographs of historic resources,
- Conducting research on properties,
- Helping to organize and host awards programs, and
- Assisting with development and distribution of promotional materials and activities.

Volunteers with special skills can serve as members of special advisory committees. These committees can advise the commission on items such as publication formats, graphic standards for signs, landscape evaluation, and other matters.

Volunteers also can be excellent advocates for historic preservation. Volunteers who have a positive experience with the commission can help generate support for preservation activities in the community and bring a positive image to the commission.

Volunteers can come from a variety of sources and a wide range of backgrounds. Retirees typically have a number of skills and experiences as well as time. Other great sources of volunteers are local and regional historical societies and preservation organizations, neighborhood associations, agricultural and arts organizations, local clubs, and sororities or fraternal organizations.

Working with Students

Students at colleges and universities represent a potential pool of interns and volunteers. Many schools throughout Wisconsin have academic programs in history, art history, and architecture. Commissions should establish contact with nearby programs to identify tasks within their work plans that might be of interest to students. Universities and colleges in Wisconsin with related fields of study include the following:

- Alverno, Milwaukee, History
- Beloit College, Beloit, History, Art History
- Cardinal Stritch University, Milwaukee, History
- Carroll College, Waukesha, History
- Carthage, Kenosha, History
- Concordia University, Mequon, History
- Edgewood College, Madison, History
- Lakeland College, Sheboygan, History
- Lawrence University, Appleton, History, Art History
- Marian College of Fond du Lac, History, Art History
- Marquette, Milwaukee, History
- Mount Mary College, Milwaukee, History

- Northland College, Ashland, History
- Ripon College, Ripon, History
- St. Norbert College, De Pere, American Studies, History
- Silver Lake College, Manitowoc, History
- University of Wisconsin, Eau Claire, Public History, History
- University of Wisconsin, Green Bay, History
- University of Wisconsin, La Crosse, History, Public History
- University of Wisconsin, Madison, History, Material Culture Studies
- University of Wisconsin, Milwaukee, History, Public History, Architecture and Urban Planning
- University of Wisconsin, Oshkosh, History
- University of Wisconsin, Parkside, History
- University of Wisconsin, Platteville, History
- University of Wisconsin, River Falls, History
- University of Wisconsin, Stevens Point, History
- University of Wisconsin, Superior, History
- University of Wisconsin, White Water, History, Public History
- University of Wisconsin Two Year program, Baraboo/Sauk County, History
- University of Wisconsin Two Year program, Barron County, History, Urban and Regional Studies
- University of Wisconsin Two Year program, Fond du Lac, Architectural Studies, Landscape Architecture
- University of Wisconsin Two Year program, Fox Valley, Architecture, History
- University of Wisconsin Two Year program, Manitowoc, History
- University of Wisconsin Two Year program, Marathon County, Architecture, History
- University of Wisconsin Two Year program, Rock County, Architecture, History
- University of Wisconsin Two Year program, Washington County, Architecture, Architectural Studies, Interior and Landscape Design, History, Urban and Regional Studies
- University of Wisconsin Two Year program, Waukesha, Architectural Studies, Landscape Architecture, History, Urban and Regional Studies
- Wisconsin Lutheran College, Milwaukee, History

**VILLAGE OF OSCEOLA
POLK COUNTY, WISCONSIN**

**Public Art Ordinance
Historic Preservation District**

Section 1: Purpose

The purpose of this ordinance is to enhance the cultural and aesthetic environment of the Village of Osceola through the inclusion of public art within the Historic Preservation District. Public art, such as murals and other artistic displays, should reflect the heritage and identity of the community, contributing to the preservation and celebration of Osceola's unique character and history.

Section 2: Definitions

- **Public Art:** Any artwork, including but not limited to murals, sculptures, and installations, that is displayed in outdoor public spaces, particularly within the Historic Preservation District.
- **Heritage of the Community:** Cultural, historical, or natural elements that are significant to the history, traditions, and identity of the Village of Osceola.
- **Historic Preservation Committee:** A designated group responsible for overseeing the preservation and enhancement of the historic character within the district.

Section 3: Approval Process

1. Submission of Proposals:

All public art proposals intended for installation in the Historic Preservation District must be submitted to the Historic Preservation Committee. Proposals shall include:

- Detailed description of the artwork, including size, location, medium, and installation method.
- A statement explaining how the artwork represents the heritage of the community.
- Artist's qualifications and previous work.

2. Review and Approval by Historic Preservation Committee:

The Historic Preservation Committee shall review proposals based on the following criteria:

- Relevance to the heritage, culture, and history of the Village of Osceola.
- Compatibility with the architectural and historic character of the surrounding area.
- Artistic merit and aesthetic quality.

The committee may approve, deny, or request modifications to the proposal to ensure it aligns with the goals of the Historic Preservation District.

1. **Board Approval:**

Before final approval, the village board must approve the public art to be displayed by majority vote.

Section 4: Maintenance Requirements

1. **Lifespan and Maintenance:**

Public art must be maintained for the life of the artwork. Maintenance includes regular cleaning, repair of any damage, and restoration if necessary, to preserve the appearance and integrity of the piece.

2. **Responsibilities:**

The property owner or sponsoring organization is responsible for the ongoing maintenance of the public art. A maintenance plan must be submitted as part of the proposal process, outlining the expected lifespan of the artwork and how it will be cared for.

3. **Alteration or Removal:**

No public art within the Historic Preservation District may be altered or removed without the approval of the Historic Preservation Committee. If removal is necessary due to damage or other factors, efforts must be made to replace the artwork with a new piece that continues to reflect the heritage of the community.

Section 5: Compliance and Enforcement

Failure to maintain public art as outlined in this ordinance may result in penalties, including fines or removal of the artwork. The Historic Preservation Committee is authorized to enforce compliance with this ordinance and may take necessary actions to ensure that public art remains a vibrant and integral part of the Historic Preservation District.

Section 6: Exemptions

Public art that predates the enactment of this ordinance shall be exempt from the approval process but will be subject to maintenance requirements as specified in Section 4.