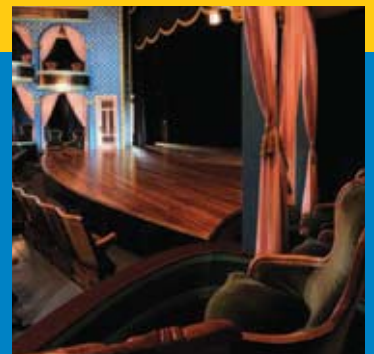


Preserving Wisconsin's Civic Legacy

A Guide to Rehabilitating
and Reusing Local
Government Properties



NATIONAL
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FOR
HISTORIC
PRESERVATION®

BY GREGORY R. MATHIS
AND SALEH VAN EREM

THE 106 GROUP LTD.



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NATIONAL TRUST FOR HISTORIC PRESERVATION TEAM

Royce Yeater, Midwest Director
Genell Scheurell, Senior Program Officer, Midwest Office
Frank Butterfield, Director, Wisconsin Field Office
Mary Butler, Design Director
Byrd Wood, Editor

CONTRIBUTORS

Soo Line Depot: Dale Kupczyk, Executive Director, Ashland Area Development Corporation, Brea Grace, Director of Planning and Development, City of Ashland, and Barb Clement, City of Ashland

Cumberland Library: Lori Bock, Director, Cumberland Public Library, Pat Churchware, Marge Linderman, and Claire Johnson

Florence County Courthouse and Jail: Pat Christian, President, Florence County Historical Society and Debra DeMuri, Secretary-Treasurer, Florence County Historical Society

Grant County Courthouse: John Patcle, Chair, Grant County Board of Supervisors, Linda Gebhard, County Clerk, Grant County, Brenda Halverson, Maintenance, Grant County, Eugene Bartels, Past County Board Chair, Neil Gardner, Past County Board Chair, Donald McKelvey, Past County Board Member, Joachim Hans Kostrau, Past County Board Member

Independence City Hall: Bill Baxa, Friends of City Hall

Janesville High School: Jim Thorpe, Former Board Member, Janesville Performing Arts Center and Helen Bradbury, President, Stone House Development

Lincoln High School: Keith Shaw, Principal, Lincoln High School

Mineral Point Municipal Theater & Opera House: Philip Mrozinski, President, Mineral Point Opera House, Inc.

Potosi Brewery: Frank Fiorenza, Potosi Village President and Potosi Brewery Foundation Board Member, and Greg Larsen, Executive Director, Potosi Brewery Foundation

Stoughton City Hall, Library & Auditorium: Bill Brehm, Director, Stoughton Opera House

Columbus Street Water Tower: Ed Addison, Sun Prairie Historical Society and Peter Klein, Sun Prairie Historical Library and Museum

Tigerton Village Hall and Engine House: Kathi Polzin, Vice President, Tigerton Main Street, Inc.

General: Tamara Szudy, League of Wisconsin Municipalities

Wisconsin State Historic Preservation Office: Jim Draeger, Richard Bernstein, Chip Harry Brown, III, Jennifer Davel, Joseph DeRose, Mary Georgeff, and Daina Penkiunas

AUTHORS

Gregory R. Mathis, The 106 Group Ltd.

Saleh Van Erem, The 106 Group Ltd.

Photography by Doug Ohman, Pioneer Photography and Services, Inc.

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ON THE COVER: (Images clockwise from center) Grant County Courthouse, Lancaster; Stoughton City Hall, Stoughton; Columbus Street Water Tower, Sun Prairie; Stoughton City Hall, Stoughton; Lincoln High School, Manitowoc



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Introduction

MUNICIPALITIES AND OTHER UNITS OF LOCAL GOVERNMENT IN WISCONSIN are owners of a wide array of historic buildings, many of which are landmarks that contribute to the architectural legacy of the community and are often a source of civic pride. However, as these buildings grow older and the needs of the community change, local governments are faced with decisions about what to do with these historic properties. Experience demonstrates that older and historic buildings can be updated, and even expanded, to meet modern needs, while simultaneously contributing to the local economy, enhancing the sustainability of the community, and enriching the sense of place and community pride. However, civic leaders often fail to consider all these issues and instead opt for a superficial analysis of cost based on false assumptions that renovation is too expensive. Moreover, when new construction is the selected alternative, often little thought is given to what to do with the older building that will be left behind. Many are demolished or simply vacated and left to deteriorate, when they could be adapted to other governmental uses or sold and rehabilitated by others for a new use that could benefit the community by creating jobs and generating increased revenues when the building is added to the tax rolls.

This booklet is designed to help civic leaders and their communities make informed decisions about the continued use of some of their most important resources—their historic municipal buildings. Included in these pages are case studies, financial tools that may be of assistance, and basic information to help make clear the sometimes-confusing world of historic preservation.

The case studies highlight the successful rehabilitation and adaptive use of a variety of building types commonly owned by local governments. They describe the challenges associated with each example, how these challenges were overcome, and the resultant positive impact that the preservation and reuse of the property has had on the community. The case studies also include information on project costs and funding sources.

Contributions for this booklet came from interviews with local government officials, project managers, interest groups, and citizens who shared their case studies. Staff from the Wisconsin Historical Society also provided substantial insight and information.

WHAT IS MUNICIPAL HISTORIC PRESERVATION?

People often mistakenly believe that historic preservation means “freezing” a building in time. While preserving a building to reflect a certain period of time might be appropriate for a few select, museum quality structures, historic preservation has a much broader and more dynamic meaning. Within the context of this publication, the term “historic preservation” describes methods and approaches for rehabilitating, and even expanding, historic buildings for ongoing municipal use and the adaptive use of historic buildings for new public and private uses.

The term “older and historic buildings,” recognizes that not all old buildings may be historically designated but they still may have useful lives through rehabilitation and adaptive use.

Note that the focus of this publication is on structures owned by local units of government, whether built by and for governmental activities or acquired through abandonment and tax foreclosure. The term “municipal” refers to city, county, school districts, and other units of local government.



The Case for Preserving Municipal Facilities

The case for preservation of municipal facilities falls into three categories: 1) it is fiscally responsible and cost effective to care for and reuse what already exists; 2) it is sustainably responsible to avoid unnecessary environmental impacts; and 3) it is culturally enriching to know our shared history.

THE ECONOMIC CASE FOR MUNICIPAL HISTORIC PRESERVATION

There are many economic advantages associated with the preservation and rehabilitation of municipal facilities.

Good Stewardship Is Cost Effective

Good stewardship and continual care of municipal structures is economically wise for many reasons, one of which is that rehabilitation and preservation avoids the huge capital costs of infrastructure replacement. Current studies demonstrate that rehabilitation of older and historic structures is the most cost effective use of tax dollars. While buildings may need to undergo a major renovation every few decades, and operating systems may need to be replaced and upgraded from time to time, the preservation of a solid structural framework in an old building accounts for 15–30% of the value of the total cost of a building. Therefore, the cost to rehabilitate is generally only 70–85% of the value of a building, thereby assuring that renovation will always be a competitive option.

Encourages Business Incubators

Older and historic buildings create low cost incubation opportunities for new businesses and even new governmental programs.

Leads to Community Stabilization

If local government functions move to another building in a different location, the adaptive use of the old building can stimulate additional investment by the private sector and demonstrate government's willingness to stabilize the neighborhood around the old building through targeted investment. Often it is a strategic investment in a prominent municipal structure that sends the message to other investors and starts the momentum toward community revitalization of depressed downtowns and neighborhoods. Studies show that when compared to new construction, older and historic buildings, once renovated, tend to enjoy longer life spans and hold

DEMOLITION OF MUNICIPALLY OWNED BUILDINGS

A number of historic municipally owned buildings across Wisconsin have been lost in recent years, including several that were listed in the National Register of Historic Places. Examples include the Douglas County Courthouse, where the original 1878 building was razed. It was replaced by an addition to the 1937 wing of the original structure. Other examples include several historic schools, and the Administration Building and School at the Milwaukee County Home for Dependent Children.

their value longer, thereby generating more leverage that stabilizes and enhances property values.

Creates More Jobs

Investment in preservation also creates more jobs than comparable expenditures in new construction. Because rehabilitation is more labor intensive and less material intensive, it tends to generate more jobs per million dollars expended. Those jobs will be skilled local construction trades. Studies also show that rehabilitation involves purchases from local suppliers and

partnerships and placed key buildings in private hands to use the credits and bring new state and federal dollars to their communities.

THE SUSTAINABILITY CASE FOR PRESERVING MUNICIPAL BUILDINGS

Avoids Sprawl by Investing in the Community's Core

Investment in older and historic facilities owned by municipal governments provides environmental as well as social and economic benefits since these

Cultural touchstones and unique places make life more varied, and inherently attract civic and commercial activities, create people watching opportunities and the chance meetings that make for a rich community life.

retailers, keeping both labor and materials dollars circulating within the community. Demolition, on the other hand, has little economic advantage.

Invests in Existing Neighborhoods

Because older and historic buildings tend to be located in well-developed neighborhoods with existing infrastructure in place, the rehabilitation of old and historic buildings eliminates many infrastructure costs associated with land development in undeveloped areas. It also helps sustain property values in the compact core of the community, yielding ongoing cost savings in public services for generations to come.

Increases Tax Revenues

Federal and state historic preservation tax credits help encourage reinvestment in older and historic buildings and are a self-funding incentive. Because projects that use these credits must be income-generating, they provide a prompt return to public coffers from the taxable income generated when buildings are completed. At the local level, another added benefit is increased property values after a building is rehabilitated, which results in increased property tax revenues for local governments. While local units of government cannot directly benefit from these incentives, many communities have created public-private

buildings are usually located in a central downtown location. By stemming sprawl and investing in older core areas of historic towns, communities become more sustainable, more walkable, and maximize the efficiency of public transit. By rehabilitating and reusing older buildings and neighborhoods, local government can influence the behavior of other investors, leading by example.

Conserves Embodied Energy

Older and historic buildings provide a long-term energy value that can impact a community's carbon footprint. All built construction represents embodied energy, which is the energy it took to construct the building originally, including the fabrication of all its materials and their transport and assembly in place, which is lost for all time through demolition. Once one adds: 1) the energy consumed in demolition; 2) the carbon dioxide resulting from adding to landfills; and 3) the energy necessary to replace the old building, one arrives at an energy expenditure requiring 50-70 years to recoup, even if the replacement structure is as energy efficient as possible.

Supplies the Greenest Building

Life cycle analysis suggests that the greenest building is the one already built, and that replacement of only

those operating systems and other elements whose useful life is truly exhausted is the more sustainable practice. Moreover, centuries-old buildings in Europe and elsewhere around the world show that old and historic buildings can be successfully rehabilitated and reused in many different ways over time.

Meets LEED and Sustainability Standards

Based on the growing number of older and historic building renovation projects that are being Leadership in Energy and Environmental Design (LEED) certified, older and historic buildings can be easily updated to meet modern energy performance standards and can perform as well as new buildings. LEED standards include provisions for green operations of existing buildings, essentially improving their performance with only a limited investment, but with smarter occupancy practices. Many older and historic buildings often have a distinct advantage over new construction, because they were designed to respond to their climate in an era without air conditioning and electric lights. Heavy masonry walls and building mass can hold heat to temper the effects of seasonal change, while natural shading and cross ventilation, wisely planned siting and orientation, and other centuries-old environmentally responsive design practices help most older buildings meet current energy standards.

THE CULTURAL CASE FOR HISTORIC PRESERVATION

Municipal Buildings and Community Identity

Municipal facilities are, almost by definition, structures with historic significance, because they were built to represent the hopes and dream of the community. Over time, in those facilities, events took place that are part of the shared history of the community. Elections and meetings that set the course of history happened there, social and political gatherings marked turning points, education shaped future leaders, recreation enriched a way of life, and public servants responded to threats and disasters, met challenges, and claimed opportunities. These government and institutional buildings represent our common story as a community, and

Lincoln High School, Manitowoc.

their preservation reinforces cultural continuity from generation to generation.

Landmarks and Symbols

Many municipal structures are prominent landmarks consciously imbued with meaning and symbols. Their siting, design, decoration, and public spaces represent a specific idea of place—a vision that represents the aspirations of a community. They are often enriched with distinctive features and forms intended to stand out in the context of the city, to help us find our way and know where we are, as well as who we are. Many are the works of well-known architects engaged to provide the very best of the building arts for an emerging city. Some are creative solutions to engineering problems; others are the product of local labor—work of our fathers’ hands—quite literally.

Quality of Life

Historic and older buildings enrich the quality of life for all citizens. Cultural touchstones and unique places make life more varied, and inherently attract civic and commercial activities, create people-watching opportunities, and the chance meetings that make for a rich, community life.

Sense of Place

Individually and collectively, our municipal buildings create a marketable sense of place. While much of the sprawl of post World War II construction has a sameness that makes it difficult to distinguish one city from another (dubbed the “geography of nowhere”





by writer James Kunstler), older and historic buildings and the neighborhoods they form tend to create a distinctive place that defines the community. A community's identity is critical in a competitive development market. Preservation, particularly of municipal buildings, can help create a sense of place that makes a community stand out. Many communities have used their unique identity to forge a strong brand image that generates heritage tourism, attracts visitors, and helps fuel their economy.

CALL TO ACTION

Preservation strengthens communities in the following ways:

- **Helps Manage Change:** The continued and adaptive use of older and historic buildings helps to anchor communities faced with rapid change. Preservation includes protecting the past for the future and conserving community character and identity. Preservation is an alternative to demolition, which often creates unsightly gaps in the fabric of a community. The presence of these vacant lots often encourages further disinvestment in a neighborhood or community.
- **Promotes Economic Vitality:** Preservation promotes economic vitality by enhancing a community's sense of place, which is something that can be exploited to support marketing efforts and attract tourists. It also encourages investment by residents and businesses, resulting in revitalized commercial areas that create jobs, stabilize property values, and increase the tax base.
- **Achieves Green Goals:** Preservation is inherently

green and both directly and indirectly contributes to a more sustainable community. It also avoids unnecessarily adding demolition debris to landfills and conserves building materials.

■ **Protects Community Pride and Identity:** Municipal, county, school districts, and other units of local government can use their facilities to lead the way in demonstrating the benefits of historic preservation. Quality maintenance and stewardship sets an example for all to follow, and pays dividends over time. In addition, the rehabilitation of even a single government facility can play a critical role in demonstrating the benefits of reinvestment, but at more modest and prudent levels than new construction. Preservation strategies stimulate adaptive use by other investors, and establish policies that encourage such investments in the entire building stock of the community. Governments can be a leader for other projects that preserve and highlight the unique character of a community, encourage targeted reinvestment by others, and create a more sustainable lifestyle.

■ **Creates a Win-Win for All:** Rehabilitating and reusing municipal buildings is a win-win situation for the entire community. Rehabilitation and reuse create jobs, keep more money in the community, increase the tax base, avoid the need for new infrastructure, attract tourists who bring in outside dollars, and secure the long-term viability of the historic core of a community. Dozens of community leaders across Wisconsin and the nation have seen the potential and taken action to claim the benefits of historic preservation for themselves and their citizens.



Florence County Courthouse and Jail

FLORENCE

A story of politics, access, space needs, and maintenance

The Florence County Courthouse and Jail (1889, National Register of Historic Places [NRHP]) are two closely related buildings with different preservation challenges. The courthouse is one of the oldest active courthouses in Wisconsin and its story is embroiled in politics. The jail, also constructed in 1889, is a rare remaining example of a building type that was once common throughout Wisconsin but which recently has faced obstacles

associated with limited reuse options and maintenance.

The Courthouse: Meeting modern needs and overcoming politics

By the early 1980s, the courthouse's lack of handicap accessibility, combined with the county's demand for more space, forced the county board to take a closer look at current and future needs of the century-old courthouse. In 1984 the county commissioned a

feasibility study to look at various options, including:

- Rehabilitating and upgrading the present building and constructing an addition to meet space needs;
- Finding a new use for the present courthouse and constructing a new courthouse to meet all program requirements; and
- Demolishing the present building and constructing a new facility.

The study showed that the courthouse was in good shape and recommended rehabilitating it and constructing an addition to meet space needs. In 1986 the board approved \$128,000 to complete asbestos removal and electrical upgrades, and to prepare plans for an accessible addition.

Facing opposition

Over the next few years, an anti-tax group that opposed spending on public buildings, including schools, lobbied for demolishing the courthouse and replacing it with a pre-engineered metal building in the county-owned industrial park outside of Florence. Although the feasibility study recommended rehabilitation of the existing building, the county board continued to face vocal opposition over the next few years. In response the board wisely conducted a Courthouse



Renovation-Replacement Survey in 1992 to gauge true public opinion on alternatives. Despite a clear notice in the survey that an addition and rehabilitation were the most expensive option, the survey results showed that it was the preferred alternative. The survey also showed that 10 percent of respondents selected no alternative, preferring to do nothing since they thought taxes were already too high. Knowing that the public already overwhelmingly supported preservation and expansion, and that opponents supported no action of any kind, not just preservation, the county board approved the expansion project.

However, everything changed after the 1992 election. Several board members were replaced by members with different ideas. The new board overturned the previous board's decision and started promoting replacement of the building. The courthouse was added to the Wisconsin Trust for Historic Preservation's most endangered list and the political rhetoric quickly escalated in this otherwise quiet county. A petition in support of rehabilitating and expanding the building was circulated and signed by more than 1,000 residents in this county of less than 5,000 people. A petition of this size was unprecedented. Given the resultant political pressure to keep and expand the courthouse, three of the newly elected board members who touted demolition resigned. They were replaced by previous board members who had supported retaining and expanding the building. With newfound support, the reconstituted board soon approved



\$1,600,000 in county bonds to rehabilitate the courthouse and construct an architecturally compatible 10,000-square-foot handicapped accessible addition behind the historic building. The project was completed in 1994 and has resulted in a functional building that meets the county's needs while saving a beautiful historic building that is not only the pride of the county, but also a place that attracts visitors to Florence from around the state.

The Jail: The need for maintenance and a new use

Of the two buildings, the jail was more challenging to preserve and maintain. Closed in the 1930s, the jail slowly deteriorated due to decades of neglect. Even though many counties were demolishing their historic jails, in 1969 Florence County attempted to repair its jail. However, the use of unsuitable mortar and the instal-



lation of drywall on the interior, which trapped moisture, caused additional damage and by the 1980s, the building was in dire need of help. Since the county had no use for the old jail and was understandably reluctant to spend funds on its upkeep, the Florence County Historical Society, recognizing the significance of the building, took on the cause. In the early 1990s, the roof was replaced, some exterior masonry work was done, and a furnace was installed to help control temperatures, but the jail

SNAPSHOT



continued to deteriorate. Building on the successful restoration and expansion of the courthouse, the historical society worked with the Jeffris Family Foundation and the Wisconsin State Historic Preservation Office (SHPO) to get advice on how to properly preserve the building. A Historic Structure Report was prepared and the cost was split between the county, the historical society and the Jeffris Family Foundation. With a plan in place that included firm costs (\$68,600), the historical society received a challenge grant from the Jeffris Family Foundation in 2000 to help pay for the restoration. The grant required a two-thirds local match and the county board, which realized the project's momentum and its potential for enhancing the courthouse square, approved bond funding for the match.

However, there were still challenges. Since the jail was owned by the county, the project had to comply with county spending regulations. Fortunately, a local resident with project management experience volunteered to oversee the project. As the project progressed in 2002, masonry repairs proved far more costly than expected and used up most of the available funds. Using volunteer labor, the historical society was able to complete the interior for the cost of materials, saving thousands of dollars and avoiding the need for another fundraising effort. Today the jail is a branch museum of the historical society and serves as a unique gateway to the new main entrance of the courthouse.

Keys to Success

- Consider alternatives and seek assistance from experts to develop a plan that is both realistic and accurate, especially as it pertains to cost. This approach will result in sound decisions, open up fundraising possibilities, and ensure that repairs do not cause harm to the building.
- Determine true public opinion as vocal opponents or supporters of a project may only represent a small minority that may be at odds with a larger, silent majority.
- Evaluate all alternatives and be prepared to question claims that are not backed by hard data. Research the issues to be able to distinguish fact from fiction. In this case, some who opposed rehabilitating the courthouse made claims about how it would be cheaper to replace the courthouse with a new building, but did not provide factual data to their back claims.

Public Benefits

- Preserves two historic buildings that serve as the focal point for the county and draw tourists to Florence.
- Provides the county with a highly functional courthouse that meets its space needs; is accessible and comfortable; and will last for another century.
- Fosters a greater appreciation of historic buildings in the county and serves as an inspiration for the restoration of other buildings in downtown Florence.
- Opens the jail to the public and provides a means for maintaining it without using taxpayer funds thanks to the county's partnership with the Florence County Historical Society.

Project Details

PROJECT COST	\$1,674,000
Courthouse	\$1,600,000
Jail	\$74,000

FUNDING SOURCES

Courthouse	
County Bonds	\$1,600,000
Jail	
County Bonds	\$45,800
Jeffris Family Foundation Grant	\$22,800
Florence County Historical Society	\$1,400
Florence Utilities In-kind services & materials	\$2,500
Other Donations	\$1,500
TOTAL	\$1,674,000

FOR MORE INFORMATION

Florence County Clerk: (715) 528-3201; www.florencewisconsin.com
Florence County Historical Society: (715) 528-3597;
www.florencewisconsin.com/AboutFC/FCHShome.html

Grant County Courthouse

LANCASTER

Meeting the need for space, security, and accessibility



The Grant County Courthouse (1902, NRHP) is the third courthouse to stand on the square in Lancaster. The majestic courthouse, with its stately glass and copper dome, is located in the heart of the community and is a focal point of the entire county.

While the building had been updated over time, including the addition of an elevator, the county found itself outgrowing the 90-year-old courthouse. In 1994 the county board started to look at its current and future space needs and the viability of the courthouse and found:

- The amount of space needed for county offices and courts exceeded the space available in the courthouse;
- The limited number of entrances posed a significant security threat because the public, prisoners, juries and staff often came in contact with each other because they had to access the building through the same spaces;
- The electrical, mechanical, and communications systems were inefficient, and starting to fail; and
- The second floor did not meet life-safety codes for adequate exits.

In response, the county completed a space needs study that considered three options:

- Rehabilitating the courthouse for administrative offices and constructing a new court building across the street;
- Rehabilitating the courthouse for court use and constructing a building for administrative offices across the street; or
- Rehabilitating the courthouse for administrative offices and constructing a new courthouse adjacent to the county jail, located approximately one mile away.

The costs for all options were similar, so the county board held a series of meetings over a six-month period to collect input from its departments and county residents. Throughout this process, there was overwhelming support for rehabilitating the building, not only for its historical and architectural merit, but because of its potential for maintaining efficiency in county government operations by keeping county offices in one location. Rehabilitating the existing building also ensured the continued vitality of Lancaster's downtown, which would have been threatened if the courts



had moved to the jail site on the edge of the community.

Despite the opposition of a few members, the county board overwhelmingly voted to construct a new 50,000-square-foot administrative office building across the street and rehabilitate the courthouse for use by the courts. The \$2,200,000 administrative office building was completed in 1998. The following year, the county embarked on the courthouse rehabilitation project, including work on the foundation, exterior masonry repairs, and the restoration of the dome, all of which meet the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. (For a description of the Secretary of the Interior Standards, see www.nps.gov/history/hps/tps/standguide.) Interior work included installing new

walk-up service counters in the atrium which improved customer access while making department offices safer; separating prisoner access from public spaces; replacing the heating, electrical, mechanical and communications systems in the building, some of which dated to 1902, with new systems; and full compliance with the Americans with Disabilities Act (ADA) standards. As part of the rehabilitation, a 5,000-square-foot addition was constructed at the rear of the courthouse. Designed to match the original courthouse design, this space houses the heating plant, prisoner receiving, holding cells, and a badly needed second jury courtroom. The \$2,600,000 rehabilitation project was completed in 2001.

Both the construction of the new administrative office building and the courthouse rehabilitation were funded entirely with county bonds. The county issued one round of bonds for the administrative office building and another one for the courthouse restoration. Since the bond total was well within the



county's debt limit established by state law, and there was no real public opposition for the project, a referendum was not required.

The restoration of the courthouse has been a huge success. It provides needed court space, has increased security and visitor accessibility, and has resulted in more usable square footage. The newer systems have also resulted in lower operational costs. In addition, the new administrative office building has meant adequate space for county departments, and the proximity to the courthouse has allowed departments to maintain efficiency of county government operations that would have been lost if the courthouse had been relocated to the edge of town. Moreover, the restoration of the courthouse and the construction of the new administrative office building ensured the long-term viability of downtown Lancaster by maintaining an anchor that will be there for another at least another 100 years.

SNAPSHOT



Keys to Success

- Practice patience since it can often take several years to explore options and reach a decision.
- Make every effort to rehabilitate and reuse a historic property because it is an asset and holds meaning to the community.
- Take a long-term approach rehabilitating a historic building. New construction can sometimes seem more economical than the rehabilitation of an older or historic building when construction costs are compared. However, new construction may ultimately prove to be far more costly over the long term due to increased maintenance costs associated with a more complex modern building that may be constructed with less durable materials than the historic building.
- Collaborate: The county board created a building committee to oversee both projects that included representatives from the board, the county clerk's office, sheriff's department, local historical society, the State Bar of Wisconsin, and members of the public, all of which provided input to make sure the project would meet the community's needs and be a success.

Public Benefits

- Ensures the rehabilitated and expanded courthouse and new administrative office building are attractive, adequate and safe facilities that will meet the needs of the county for decades to come.
- Increases security for the public and county employees.
- Makes the building more accessible and easier to use.
- Creates efficiencies by keeping most county offices and functions in one location, thereby reducing travel time and associated costs between facilities.
- Keeps a major employer in downtown Lancaster to ensure the downtown's long-term viability by attracting additional business and events.

Project Details

PROJECT COST:	\$4,800,000
Courthouse Restoration	\$2,600,000
New Administrative Building	\$2,200,000

FUNDING SOURCES

County Bonds	\$4,800,000
TOTAL	\$4,800,000

FOR MORE INFORMATION

Grant County Clerk: (608) 723-2675; www.co.grant.wi.gov

Independence City Hall

INDEPENDENCE

Preservation can be less expensive and more successful

The Independence City Hall (1903, 1904, NRHP) is a local landmark that serves as a beacon, attracting people to the community. The stately Romanesque Revival

style structure, complete with a distinctive clock tower, is located on a prominent corner in downtown Independence. When it was built, it was a true multi-use



building, housing city offices, the police department, the library, council chambers, and an opera house on the upper floor. Well into the 1950s, the building was a hub of activity, providing venues for learning, entertainment, and socializing. However, after a new gymnasium was added to the high school and other event facilities in the community improved, the opera house fell out of use and less attention was given to the city hall.

Even though the city continued to fund the building's maintenance account over the years, it was not enough and over the next 30 years, city hall slowly deteriorated. By the mid-1990s, the building had fallen into disrepair; plants were growing out of deteriorated masonry joints, there were broken windows on the upper floors, and the clock faces were falling off. A neglected gutter had resulted in significant water damage. The poor condition of the building prompted a community debate. Those who either had no association with the building or did not recognize its value to the community, clamored for demolishing city hall and replacing it with a pre-engineered metal building. This group included sev-

eral community leaders as well as city council members who felt the maintenance fund should be used for demolition.

In 1996 a group of concerned citizens formed Friends of City Hall to encourage the city council to consider saving the building. The Friends had a broad base of support, including older residents who had fond memories of the building during its heyday, chil-

knowledge and the fact it would cost \$100,000 to demolish the building and more than \$500,000 to build a new facility, the Friends successfully argued for preservation. As a result, the city council narrowly approved \$100,000 in 1997 to stabilize the exterior of the building. Work included a new roof and masonry and window repairs. The Friends were successful because they had a detailed plan that included realistic costs.

on this challenge and over the next two years, using hundreds of hours of volunteer labor, removed more than 600 pounds of debris, uncovered and refinished the original wood floors and tin ceiling, and reacquired and restored the original theater seats. Due to the amount of volunteer labor and donated materials and services, project costs were minimized. For example, a local retired machinist fabricated



dren, and adults in their 20s, 30s, and 40s who saw the building as a community landmark and were intrigued by its potential.

Given the brewing controversy, the Friends arranged for the city's architect, a local contractor, and an architect from the SHPO to look at the building. All three determined it was structurally sound despite years of neglect. Armed with this

Opponents were then challenged to provide a plan showing how it would be cheaper to demolish city hall and replace it with a new building which would be as durable and long lasting as the historic one.

While the council approved exterior repairs, it refused to approve the use of tax dollars to restore the opera house on the upper floor. Therefore, the Friends took

parts for the clock, which would have cost \$20,000 if purchased from a clock manufacturer. The restored opera house opened in 1999 and was an instant success, holding more than 30 events its first year. Events held at the opera house range from ticketed performances, such as concerts and plays, to private parties such as family reunions.

SNAPSHOT



To ensure continued success, the Friends sought to make the opera house accessible. In 2000 the city received a federal Community Development Block Grant (CDBG) to make the entire building accessible by adding an elevator, ADA compliant restrooms, and a second means of egress. The grant was matched by the city, the Friends, and numerous donations from local businesses and individuals. As evidence of the support for this project, a former resident who was very impressed by the opera house restoration left \$46,000 to the city and the Friends to further rehabilitate the building. This \$425,000 project was completed in 2003. The result of this project and the one completed in 1997 is a city hall that is more durable and architecturally distinctive and that cost less than a new metal building (\$525,000 compared to more than \$600,000).

Building on Successful Partnerships

Given the Friends' record of accomplishment, they were given a significant role in planning for rehabilitation of the building. This proved important when the city decided to rehabilitate its office space. While some city council members who had construction experience first proposed to "modernize" the offices, the Friends helped the city develop a plan that would maintain the historic character of city offices and meet modern needs. While much has been accomplished, not all is done. The Friends are currently raising funds to restore the first floor library as the next phase of this ongoing community project.

Keys to Success

- Listen to proactive residents and make structural repairs a priority, rather than waiting until it is too late to save the building.
- Increase public awareness so the community can learn about the issues and the vision for the building. Open houses and newspaper articles can be crucial to gaining community support.
- Involve community members and keep them active, seeing projects through to completion.
- Keep the community informed about the project and its benefit because residents are more likely to support a project they understand.
- Obtain support from surrounding communities and former residents with donations and volunteer labor.
- Capitalize on the skills of volunteers.

Public Benefits

- Creates positive publicity for the community through press coverage, especially when similar buildings in other communities may be suffering from neglect.
- Fosters increased use of the building, resulting in more awareness of the need to maintain the building, and lessening the chance it will fall into disrepair in the future.
- Generates revenue for the city, which manages the opera house, and helps pay for ongoing maintenance of the building.
- Attracts visitors to the opera house who spend money in shops and restaurants, thereby improving the economic vitality of Independence.

Project Details

TOTAL COST:	\$640,500
Exterior Restoration	\$100,000
Theater Restoration	\$115,000
Accessible Addition	\$425,500

FUNDING SOURCES

Exterior Restoration	
City	\$100,000
Theater Restoration	
Ashley Furniture Donation	\$25,000
Friends (donations and volunteer labor)	\$90,000
Accessible Addition	
CDBG Grant	\$220,800
Federal Earmarks to City	\$82,700
Friends of City Hall	\$40,000
City	\$13,000
Independence Lions Club	\$3,000
IMD Corporation	\$20,000
Individual Donor	\$46,000
TOTAL	\$640,500

FOR MORE INFORMATION

Independence City Clerk: (715) 985-3055; www.independencewi.org

Tigerton Village Hall and Engine House

TIGERTON

Community involvement can foster local government involvement

The Tigerton Village Hall and Engine House (1905, NRHP) was constructed to house the village's offices and fire department. The two-story, Italianate style building, complete with a hipped roof bell/hose tower, is

located in downtown Tigerton on the village's main street. The building served the village for more than 70 years until the community's needs outgrew it, at which time new facilities were constructed one block to the



north. The new village hall was completed in 1979 and a new fire station was constructed in 1980. For several years, the village continued to use the old building to store fire trucks, but it was eventually sold to a private owner. During the 1990s, two different private parties attempted to convert the building for use as a restaurant, but funding was never obtained to complete the projects.

With the building deteriorating after having stood mostly vacant for two decades, the village board was considering demolition. In 2003 Tigerton Main Street Inc. purchased the building for \$9,000 with the intention of restoring it for use as a Main Street office and perhaps the public library. However, the village board and library staff did not want to relocate the library from its space in the 1979 village hall complex. Realizing the importance of the building to the community, Tigerton Main Street, Inc. remained undeterred and began to look at other potential uses for the building. Ultimately, the organization decided to rehabilitate the building for its offices on the first floor, and to create a meeting space/museum on the second floor that could be rented out for events.



Tigerton Main Street Inc. immediately began to raise funds to stabilize the bell tower and replace the roof. In 2003 it organized the first annual Tigerton Main Street Fourth of July Block Party to generate support for the project. The event raised the first \$8,000, followed by another \$30,000 that came from area organizations, community groups, and many individual donors. Tigerton Main Street Inc. also obtained a matching grant from the National Trust for Historic Preservation to help pay a consultant to complete a Historic Structure Report to make sure the building was sound and to guide repairs. The building was found to be structurally sound and in August 2003, a new roof was installed and the bell tower was reconstructed at a cost of \$40,000.

For the next three years, Tigerton Main Street Inc. continued its fundraising efforts for the restora-

tion of the building. With funding finally in place, the exterior restoration began in July 2006 and work on the interior began in September. The project was completed in February 2007 and the newly rehabilitated building was rededicated on July 4th.

There was support within the community to save the Village Hall and Engine House. The Village of Tigerton became involved in the rehabilitation process after community officials saw the amount of community support for the project. It gave Tigerton Main Street Inc. a \$62,600 temporary loan so the organization would have enough collateral to be eligible for a United States Department of Agriculture Rural Development loan. Without the financial assistance from the Village of Tigerton, Tigerton Main Street Inc. would not have received the USDA loan. The Village also applied for and received a \$10,000 grant from the Stockbridge-Munsee Community Band of Mohican Indians for the work.

The community was successful in obtaining a \$167,000 challenge grant from the Jeffris Family Foundation. This grant was instrumental in establishing the momentum needed to raise the remainder of the funding, which included large grants from non-profits and foundations, such as the Home Depot Foundation, Wisconsin Public Service Resources Foundation, Thrivent Financial, Herbert Kohl Charities, and the Shawano Area Community Foundation. Donations also came from many local businesses and organizations, and from more than 100 area residents. As much as possible, local construction firms were used in the project, although historic preservation experts were brought in to restore the exterior brick. Knowing the tight budget and the desire of the community to be involved, the project architect alerted Tigerton Main Street Inc. whenever work could be done by volunteers, engaging many residents. Qualified contractors volunteered to complete some of the interior demolition work, painting, and landscaping, saving the organization money.

The rehabilitation of the Tigerton Village Hall and Engine House has not only resulted in the reuse

of the building, but the revitalization of an entire downtown. This project has fostered the rehabilitation of at least three other downtown Tigerton buildings, including one that now houses an antique store, a retail shop, and a beauty shop, and residential rental space. The American Legion has also



restored its downtown building. Parks in the downtown area have been cleaned up, and two streets were rebuilt with new decorative sidewalks and crosswalks. In 2008 the downtown was further revitalized with new streetscaping, including new street signs and ornamental garbage receptacles. Building on this momentum, the community was able to pass a bond referendum in 2008 to rehabilitate the 1916 high school to include a day care center and a community fitness center as well as district offices and high school music rooms. This redevelopment has not only resulted in a more vibrant and economically viable downtown, it has improved property values, increased civic pride, and made Tigerton a more desirable place to live, work, and visit.

SNAPSHOT



Keys to Success

- Listen to and involve the community since residents may have ideas that have not been considered and could lead to success and benefit the municipality and community.
- Prevent buildings from falling into serious disrepair. As a building deteriorates, the costs to rehabilitate it increase and, if neglected for too long, the community may lose a landmark that could serve as a catalyst for economic development.
- Capitalize on the professional skills of volunteers.
- Strategically raise funds and seek out a variety of funding sources.
- Generate community interest and financial support for the project through community events such as block parties.
- Be persistent. Small towns can do great things.

Public Benefits

- Catalyzes downtown redevelopment and additional economic development.
- When a municipal landmark is rehabilitated, it serves as a model for owners of other downtown businesses to follow.
- Bringing the community together encourages a “can do” attitude among residents.

Project Details

TOTAL COST: **\$500,000**

FUNDING SOURCES

Jeffris Family Foundation Grant	\$167,000
USDA Rural Development Loan and Grant	\$100,000
USDA Loan	\$62,600
Stockbridge-Munsee Community Band of Mohican Indians	\$10,000
National Trust for Historic Preservation Grant	\$5,000
Ralph and Helene Schroeder Foundation	\$5,000
First Nation Bank of Tigerton	\$5,000
Tigerton Advancement Association	\$5,000
Home Depot	\$3,000
Fisher-Ruckle Service	\$2,700
Central Wisconsin Electric Coop Operation Roundup	\$2,500
Wisconsin Public Service Resources Foundation	\$2,500
Additional Grants, Private Donations, Volunteer Labor and In-Kind Services	\$129,700
TOTAL	\$500,000

FOR MORE INFORMATION

Tigerton Main Street, Inc.: (715) 535-2110; <http://users.mwwb.net/tigertonmainstreet>



Stoughton City Hall, Library, and Auditorium

STOUGHTON

Sometimes it takes awhile, so be patient and stay focused

The restoration of the Stoughton City Hall and Opera House (1900, NRHP) was the culmination of an 18-year effort to rehabilitate the building, and it has led to a decade-long revitalization of downtown Stoughton.

With its corner turret, which rises to 100 feet, the Stoughton City Hall is an imposing Romanesque Revival style building prominently located on Main Street at the entrance to downtown Stoughton. The building is a fine

example of a historic mixed-used municipal building with city offices and meeting spaces on the first floor and in the basement, one of the largest second-story theaters in the Midwest, and, during its early years, the city's library. The theater closed in 1953 when the city deemed it a safety hazard, and the top of the bell tower was removed in 1961 due to its poor condition.

By 1981 the City of Stoughton found itself trying to offer modern services in undersized spaces in a deteriorated building with outdated systems. To determine the best option—demolition or rehabilitation and expansion—the city commissioned a study to evaluate the condition of city hall. As the study was being completed, the political posturing began. While some people assumed demolition was cheaper and touted replacement, a small community group formed to advocate for preservation. The study, prepared by an architect who understood historic buildings, found that despite years of neglect city hall was structurally sound, but in need of repairs and updates to its systems. The study recommended rehabilitation, which allowed preservationists and those primarily concerned with fiscal responsibility to find common ground since saving the



building was the least expensive option.

Despite some minor opposition, there was considerable support for rehabilitation, and in 1982, the city council voted in favor of restoring city hall over constructing a new building on a green field site on the city's fringe. The first step, which was funded by the city, was to replace the roof and repair windows. The council did not support the use of tax dollars to rehabilitate the auditorium or rebuild the clock tower, so it created the Auditorium Restoration Committee, which was charged with exploring the feasibility of rehabilitating the auditorium. The committee found widespread support, and in 1983, the small group that had advocated for city hall founded the Friends of the Stoughton City Hall and Auditorium to raise funds to rehabilitate the auditorium and clock tower. The mayor and the Friends then worked together to recruit volunteers and donors and to build support for the rehabilitation of the entire building. The community



quickly responded. One of the first donations was from an individual who gave \$2,500, which demonstrated the donor's confidence in the project and inspired many other individuals and businesses to contribute funds and volunteer time. Other fundraising efforts included car raffles, auctions, house tours, and benefit performances. As the community began to see progress, more and more people contributed to the cause, including residents of nearby commu-



nities and former residents who now live around the country.

Work on city hall was done in stages as funds were raised

- 1983** New roof and repairs to windows and masonry completed
- 1989** Clock tower restored
- 1990** Enclosed fire escape added to provide a second means of egress from the theater
- 1990** Lobby restored
- 1992-1994** New heating system and air conditioning installed for the theater
- 1994** Modern dressing rooms constructed between floors
- 1995-1996** Balcony restored (structural repairs) and reopened
- 1997-2001** Opera house restoration completed
- 1998-2002** City offices and meeting spaces rehabilitated
- 2006** New fire station constructed adjacent to city hall

While the city paid to restore the exterior, the lobby, and the interior spaces it uses in the building, the Friends raised more than \$750,000 to restore the auditorium and to improve the theater, including additions for egress and accessibility. By 1997 the Friends had raised and spent close to \$250,000 on the restoration of the auditorium. That same year, the Friends received a \$332,500 challenge grant from the Jeffris Family Foundation to complete the restoration of the theater. The city helped secure the grant by

SNAPSHOT



agreeing to make up any gap between what the Friends could raise and what was required by the grant, effectively guaranteeing the match.

In terms of community pride and economic development, the restoration has been a huge success. The opera house provides a venue for concerts, plays, and other theater productions which is cheaper and more accessible than many venues in nearby Madison. A management team with theater experience is now running the opera house so the number of bookings has continued to expand with 36 performances planned for the 2010-2011 season. The growing popularity of the opera house has made it a catalyst for the revitalization of downtown Stoughton. In a community of 13,000, the opera house draws 12,000 attendees per year, 85 percent of which do not live in Stoughton. Attendance continues to increase, adding to the amount of outside dollars being spent in Stoughton's stores, restaurants, and hotels. This has allowed downtown Stoughton to continue to reinvent itself and remain viable, in spite of competition from nearby big-box stores in Madison. Building on this success, Main Street spruced up in 2000 with new lights, benches, and streetscaping. Dane County also created a grant program to help businesses restore their facades. Reflecting this success, Main Street Stoughton has won awards for its efforts in creating a vibrant and beautiful downtown.

Keys to Success

- Develop a vision, be patient, and do not give up.
- Show progress as a way to build community support even if work on the project moves slowly.
- Identify funding sources from outside the community. Many government agencies and nonprofit foundations offer programs that can provide funds that otherwise would not be available, allowing a project to be completed more quickly.
- Hire staff experienced in running an event venue. Having knowledgeable staff that knows how to bring in and promote events will ensure the economic viability of the facility.

Public Benefits

- Creates a sense of pride and accomplishment in the community.
- Provides a local venue for entertainment so residents do not need to travel to other communities thereby keeping dollars in the community.
- Attracts visitors to the community who spend money, thereby improving its economic viability.
- Fosters the revitalization of a small community downtown which can prosper in the face of big-box competition in a large city nearby.

Project Details

TOTAL COST	\$930,000
Exterior Restoration	Unknown
Clock Tower Restoration	\$105,000
Lobby Restoration	Unknown
Fire Escape Addition	\$75,000
Opera House Restoration (Including ADA addition)	\$750,000
Rehabilitation of City (Offices & Meeting Rooms)	Unknown

FUNDING SOURCES

Exterior Restoration	
City general funds	Unknown
Clock Tower Restoration	
Friends (from fundraising)	\$105,000
Auditorium Restoration (including accessible addition)	
Jeffris Family Foundation Grant	\$332,500
Friends (from fundraising)	\$417,500
Fire Escape Addition	
Friends (from fundraising & \$15,000 City loan)	\$75,000
Lobby Restoration	
City general funds	Unknown
Rehabilitation of City Offices and Meeting Rooms	
City general funds	Unknown
TOTAL (opera house and clock tower)	\$930,000+

FOR MORE INFORMATION

City of Stoughton: www.cityofstoughton.com
Director of Opera House: (608) 873-7523



Mineral Point Municipal Theater and Opera House

MINERAL POINT

The importance of phasing to accomplish big projects

The Mineral Point Opera House is part of the Mineral Point Municipal Building (1913-1914, NRHP), which is typical of the multi-use municipal buildings that are common throughout Wisconsin. However, the opera house is unusual in that unlike many municipal auditoriums in Wisconsin that closed in the 1950s, it has mostly remained in continuous operation.

In 1988 a nonprofit was formed to operate the theater, with the ultimate goal of restoring it. The group received a grant from the National Trust for Historic Preservation to prepare a master plan, but no progress was made toward rehabilitation due to a lack of funds. The group continued to operate the theater for nearly a decade, before the State of Wisconsin finally mandated that the lobby restrooms be made ADA compliant and sprinklers be installed within six months, or the state would order the theater closed. The nonprofit was faced with what seemed like daunting costs and little time to raise the necessary funds to make the upgrades. Knowing that it would lose support and community interest would wane if the theater closed for any extended period, the group reorganized with a wider constituency that included a member of the city

council who acted as a liaison with the city. This broader support proved beneficial as the group weighed its options. Those with business experience devised a plan to complete the project in phases. The nonprofit group then worked closely with state officials

to obtain approval for the plan and get a time extension to allow the most critical work to be completed without closing the theater.

Phase I, completed at a cost of \$220,000 in 2003, included rehabilitating the lobby and entrance/ticket booth, making the restrooms



SNAPSHOT



Keys to Success

- Break down large, complex projects into a series of smaller, more manageable phases.
- Address critical code issues first so facilities can stay open and remain in the public eye.
- Have the right mix of skills and talents on the team responsible for planning and implementing the project. Include political and business leaders who have the skills and experience needed to plan the project, raise the necessary funds, and find political support.
- Find outside funding for projects.
- To get large grants and donations from outside sources, it is important to demonstrate that there is strong local support for a project. Show how both the municipality and the community is involved as evidenced by donations and volunteer contributions.

Public Benefits

- Provides Mineral Point with an outstanding space for performing arts.
- Draws visitors to downtown with a restored landmark.

Project Details

TOTAL COST:	\$2,200,000
Lobby Rehabilitation	\$220,000
Auditorium Restoration	\$1,500,000
Stage & Dressing Rooms	\$450,000
Tuckpointing & Marquee	\$30,000

FUNDING SOURCES

City of Mineral Point	\$500,000
Jeffris Family Foundation Grant	\$500,000
Anonymous Donor	\$500,000
Donations from local residents and businesses	\$220,000
Jeffris Family Foundation Challenge Grant	\$150,000
Funds Needed	\$330,000
TOTAL	\$2,200,000

FOR MORE INFORMATION

Mineral Point Opera House: info@mpoh.org; www.mpoh.org
City of Mineral Point City Clerk: (608) 987-2361; www.mineralpoint.com/community_life/city_government.html



handicap accessible, and installing sprinklers and ADA compliant seating in the auditorium. This phase was completed with donations from businesses and private individuals in the community who donated anywhere from \$1 to \$5,000. Facing continued pressure from the state for additional life safety improvements, in 2007 the group started searching for funding to complete the rehabilitation of the theater space, which was estimated to cost \$2.5 million. The following year, the group received a \$500,000 challenge grant from the Jeffris Family Foundation that required a two-for-one match. Seeing the support the project was generating, the city contributed \$500,000 and the nonprofit successfully secured an additional \$500,000 donation to meet the match requirements. In 2009 with \$1.5 million in hand, Phase II of the theater restoration began and was completed one year later. Work included restoration of the theater finishes, mechanical and electrical

systems upgrades, and the addition of sprinklers.

While the opera house now provides a beautiful space for events, additional plans are still in the works. Phase III is expected to cost \$450,000 and will include the construction of new dressing rooms under the stage and stage improvements, including new sound and lighting systems, curtains, and refinishing the stage. The final phase (Phase

IV) is a \$30,000 project that will focus on the exterior of the theater and will include masonry work and restoring the marquee. As of 2010 the restoration was still ongoing and the Mineral Point Opera House Inc. was attempting to raise additional funds to match a second Jeffris Family Foundation challenge grant that would cover Phases III and IV.



Cumberland Public Library

CUMBERLAND

*If at first you don't succeed,
keep trying*

The continued use and expansion of the Cumberland Public Library (1905, NRHP) is the culmination of a 20-year effort. The library is one of 63 Carnegie libraries constructed in Wisconsin between 1901 and 1915 and the handsome, Classical Revival style structure's stately presence on Second Avenue not only reflects its value as a place of knowledge for the community, but also serves as a gateway to the downtown.

The library had served the learning needs of the community for more than a century, but by the late 1980s, its ability to meet those needs was waning. Use of the library was increasing and there was not enough space for books and patrons. Like many Carnegie libraries, it also had a raised first floor that was not accessible to all visitors. The growing need for space for computers posed an additional challenge. Therefore, in 1989

the library director determined that the library was inadequate, and the community looked at expanding or building new. This initial effort to address a growing community need, however, never gained footing.

Demands on the library continued to grow and by the early 1990s, there was growing pressure to make the library ADA accessible. A number of alternatives were considered, including



building a library on a new site on the edge of town, incorporating a facility into the high school, and adding on to the existing library. There was even a proposal to build an addition that could also house the police department. In response, the library board conducted a survey to see if the community preferred to expand the historic building or construct a new one. Residents saw the old library as a community icon and liked its location, so the preference was to expand the existing building. In response, plans were prepared and some funds were raised. However, professionals from outside the community led this effort, so residents never took ownership of it and the initiative languished.

After nearly a decade of no progress, a new committee was created in 2007 and charged with developing a plan to provide a facility that would meet Cumberland's increasing needs. The committee, composed of a new library director and individuals with a broad range of experience, including grant writing, fundraising, construction, and law, spearheaded a new effort to expand the library. With its collective energy and experience, this team moved



the project forward. The added benefit of this team was that it provided in-kind professional expertise without cost to the library.

Although fundraising for the project was a 20-year effort, the vast majority of the funds came from a focused effort over approximately a one-year period, beginning in 2007. In 1989 a trust fund was established to hold funds for the library expansion. Between 1996 and 2003, \$131,000 was added to the fund. When the building committee started on a new fundraising effort in 2007, the committee focused on finding a few generous donors and then worked with the press to announce each donation. Contributions were strategically staggered, so there were regular press releases that kept the project in the public eye and helped it gain momentum. Another important aspect was that the fundraising effort

focused on raising money for the library as a cause, rather than for either expanding the old library or building a new one. The benefit of this approach was that it provided flexibility because funds could be used for either alternative and would not be lost if a specific alternative did not move forward.

While several large, \$100,000 donations and a \$320,000 commitment from the City of Cumberland were pledged to the project, the key was a \$500,000 grant from the St. Angelo Family Foundation, which required evidence of community support; and the raising of an additional \$250,000 in matching funds.

Once funding was in place, the decision was made to construct an accessible addition to the rear of the library, according to a design that respects the historic building and allows it to maintain its prominence as a gateway to

downtown Cumberland. New functions, including computer space, additional stacks, and the circulation desk were placed in the addition. The main floor of the original library was restored to its 1906 appearance; it now provides a timeless space for reading and community events. The basement of the original library now houses staff and additional workspace.

Due to the building committee's careful oversight of construction, the committee was able to control costs and keep the project under budget. As a result, when the building opened in



2009 enough funds were left over to pay for the maintenance of the building for several years, thereby saving taxpayers' money.

SNAPSHOT



Keys to Success

- Include the right people on the project team, including individuals who have expertise in various aspects of a project, such as fundraising, construction, and facility use.
- Involve local residents in the project to get buy-in and support from the broader public.
- Find experts who are interested in the project and will volunteer their professional services if funds are scarce.
- Work with the press to keep the project in the public spotlight to build momentum and support.
- Seek out a variety of funding sources and be strategic when fundraising. While bake sales may generate a lot of publicity and community interest, they typically do not generate large enough gifts. Similarly, while government agencies, foundations, and private benefactors may contribute large grants or donations, they often want to see that the public supports the project before they will provide funds.

Public Benefits

- Keeps the library in the heart of the community, thereby preserving the vitality of the neighborhood and the nearby downtown.
- Retains a gateway to downtown Cumberland.
- Restores the historic reading room, which provides an elegant space for its historic use.
- Provides the community with a handicapped accessible facility with sufficient space to meet modern use needs.
- Minimizes increases in public spending through careful cost control during construction. This allows for surplus funds at project completion that are being used to pay for increased operational costs of the larger facility.

Project Details

TOTAL COST: \$1,715,000

FUNDING SOURCES

Cumberland Federal Foundation Grant	\$100,000
Ardisam Grant	\$100,000
Wadell Foundation Grant	\$100,000
Endeavour Foundation Grant	\$100,000
St. Angelo Family Foundation Grant	\$500,000
City of Cumberland	\$320,000
Library Building Trust Fund*	\$131,000
Other Private Donations	\$250,000
TOTAL	\$1,601,000

* Includes several large donations, proceeds from fundraisers, and other private donations.

FOR MORE INFORMATION

Cumberland Public Library: (715) 822-2767; www.cumberlandpl.org

Lincoln High School

MANITOWOC

Upgrading for continued use



The continued operation of Lincoln High School (1922) is a testament to the value of public schools to a community, and an example of how historic schools can provide children with a quality educational experience on par with any modern school building.

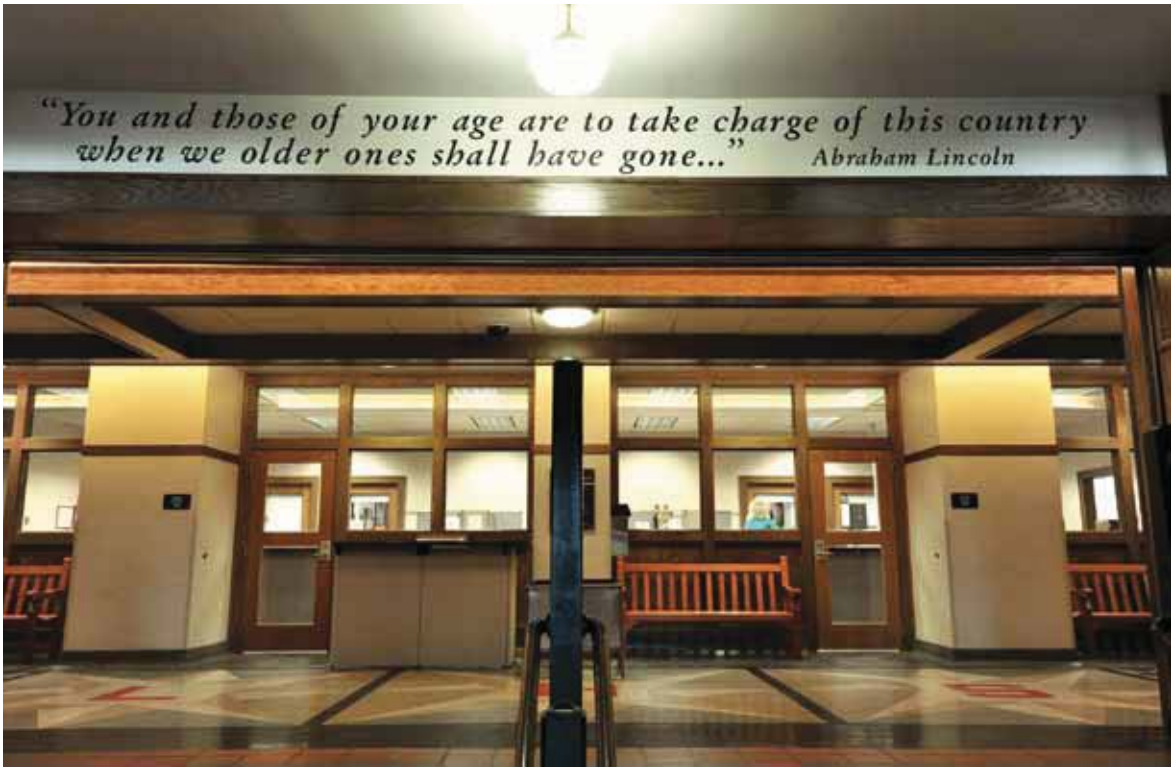
The Manitowoc School District is composed of ten schools:

seven elementary schools, two middle schools, and one high school (Lincoln). The majestic three-story, Collegiate Gothic style Lincoln High School is the crown jewel of the district. Perched on the dunes overlooking Lake Michigan, the school is defined by its prominent central tower, which is a landmark on the lakeshore. In addition to its architecture and setting, Lincoln High is noted for its elaborate

graduation ceremonies which are a tradition in this city of 35,000.

In 1996 the district's superintendent recognized that Lincoln High, both middle schools, and several elementary schools were becoming outdated and needed upgrades or replacement. Knowing that a referendum would be required for financing any upgrades, architects were brought in to evaluate the





schools, make recommendations, and prepare cost estimates. Initially, the architects recommended demolishing Lincoln High School and replacing it with a new facility. The architects' recommendations were primarily based on concerns about not being able to inspect the school's infrastructure since most of its electrical, mechanical, and plumbing systems were concealed in walls and could not be easily evaluated. Recognizing the importance that Lincoln High had to the community due to its traditions, outstanding design, and the associations that many residents have with it, the school board and superintendent

did not want to demolish the school and directed the architects to prepare cost estimates for rehabilitating and expanding the school.

With costs in hand, in 1996 the district proposed a \$25 million referendum that included \$10 million for Lincoln High and \$15 million for the rehabilitation of two middle schools. At

the time, \$25 million was one of the largest referendums in state history. Although the estimated cost to rehabilitate Lincoln High was more than \$10 million, the board did not want to ask for more since it was concerned that the referendum would not pass. Therefore, the restoration of the auditorium was dropped from the project.



Using a unique word-of-mouth campaign rather than the marketing and advertising blitzes that are more commonly used by school districts, the referendum was approved by 73 percent. The rehabilitation of Lincoln High began in 1997 and most work was done when the school was out of session. The

SNAPSHOT



project included all new systems (mechanical, electrical, plumbing), new floors and lockers, and additional features that were added to make the building fully accessible. For example, a new ADA ramp to the building was built into the contours of the historic landscape. A science wing was added. A new auxiliary gymnasium and pool were also added within existing spaces. In the case of the pool, the original was removed and a new one installed in its place, which allowed most of the historic fabric of this area to be retained. Since a primary goal was to retain the historic character of the building, classrooms were not reconfigured or combined and historical paint colors were used throughout the building.

When the rehabilitation was completed in 1999, residents lined up around the block to tour the building. With this outpouring of community support, the district embarked on the restoration of the auditorium in 2001 using the district's surplus funds. For this project, the district chose to restore the appearance of the theater to its as-built appearance (the theater had been heavily altered by a remodeling in 1951), which included re-creating a Merlin Pollack-designed mural in the arch above the proscenium depicting President Lincoln and the reunification of the North and South after the Civil War. When the auditorium was finished, residents once again lined up around the block to see it, and it is now a popular facility used by both the Manitowoc schools and performing arts groups.

Keys to Success

- Build community support for rehabilitating a historic school by showing the community how the structure will be used and how improvements will benefit the public and students.
- Use architects and contractors who understand historic buildings to help prevent inflated project cost estimates and cost overruns due to inaccurate assumptions.
- Challenge architects, contractors, and other building experts who propose replacing rather than rehabilitating structurally sound buildings.

Public Benefits

- Provides a desirable educational facility that is beautiful, highly functional, and draws students from other schools.
- Saves taxpayers millions of dollars with a rehabilitation cost of under \$12 million, while a new facility would have cost more than \$40 million.
- Improves educational opportunities; many modern schools are built with larger classrooms, thereby allowing for very large class sizes that can compromise the quality of education. Since classrooms in Lincoln High School are slightly smaller than those found in new facilities, class sizes are kept manageable.
- Upholds traditions, such as Lincoln High School's elaborate graduation ceremony.
- Provides the community with an outstanding performing arts space that is shared by both the school and performing arts groups.

Project Details

TOTAL COST: \$11,650,000

FUNDING SOURCES

Referendum Funding	\$10,000,000
School District Surplus Funds	\$1,650,000
TOTAL	\$11,650,000



FOR MORE INFORMATION

Manitowoc Public School District: (920) 686-4777;
www.manitowocpublicschools.com
Lincoln High School: (920) 683-4861

Janesville High School

JANESVILLE

The importance of being creative, but pragmatic, and also finding the right team

The Janesville High School (1923, NRHP) represents both conventional and creative reuses of a common building type. The school is an imposing three-story Collegiate Gothic style structure which was constructed as part of an effort to attract General Motors to the community. The high school served the Janesville area for more than 70 years, until 1996, when a new facility was built to accommodate the increasing needs of a growing community.

The school board briefly considered demolition of the former school. However, given the cost of demolition, the affection of alumni for the building, and its prominent location near the center of Janesville, the school board opted to build the new high school on a different site and to sell the old building for reuse. In 1997 the school board issued a request for proposals from bidders interested in acquiring and reusing the building.

The board received numerous competitive proposals, but it was Stone House Development's proposal that caught its attention. Stone House called for rehabilitating the school for use as apartments, which is a common reuse for many historic schools. Stone House also pledged to not harm the ornate theater in the building and to lease it to a nonprofit organization. The idea of retaining the theater for public use was appealing to the board,



so it sold the school and two acres of land to Stone House, even though Stone House's offer of \$150,000 was not the highest bid.

The conversion of the school into apartments began in 1997 and was relatively straightforward. Every attempt was made to preserve as much historic fabric as possible: lockers were left in place in the halls and classrooms were mostly left intact, with built-in cabinets and chalkboards retained. The 55 apartments were completed one year later, and the first residents moved in early in 1999. This project benefited from a variety of funding sources, including federal and state housing and historic rehabilitation tax credits, abatement grants, tax increment financing, loans, and private equity. The apartments were the recipient of the 1999 Best Private Development Award by the Wisconsin Downtown Action Council.

The theater was a more challenging project. There were two major obstacles to reusing the theater as a performing arts space. The first was making it compatible with the residential use. Since the building was of extremely sound construc-



tion with thick walls, noise from the theater was not a problem; however, access was a challenge. Historically, the main entrance to the theater was from a hallway in the building that became a residential corridor during the rehabilitation. The reuse of this hall as an entrance raised concerns about safety and noise. The solution was to retain a large, non-historic addition on one side of the theater to provide a new main entrance, lobby space, and a ticket booth. This space, which also serves as exhibit and event space, is the point where most patrons enter the theater. While the historic hallway is still used, its use is limited and it is staffed during performances.

The second challenge was fundraising. When Stone House acquired the property, a number of arts organizations attempted to collaborate to redevelop the theater. Three years later the Janesville Performing Arts

Center (JPAC), was established to oversee the rehabilitation of the theater. This group was mostly composed of business leaders in the community who knew how to find funding and develop real estate. Members were given responsibilities based on their area of expertise, such as fundraising, finance, design, and construction. As fundraising progressed, members of arts organizations provided input on the restoration to make sure the revamped facility would meet the needs of artists and the community. It took five years to raise the necessary funds for the restoration, with momentum finally starting to build in 2001 when the project received two \$100,000 donations. However, the key to reaching success was a \$1 million donation from an anonymous donor in 2003. The donation was given on the condition that the City of Janesville match the donation.

However, a small contingent in the community did not want to see city funds used for the theater. As part of its match, the city built a parking lot for the theater that could also be used by the library next door, thereby reducing concerns about the use of city funds. Groundbreaking took place in November 2003 and project was completed in September 2004.

Since the theater opened, it has become a focal point of the arts community in Janesville and provides many arts organizations with high-quality performance and exhibit space. It has also spurred the revitalization of one end of the downtown. An unexpected outcome is that the presence of a theater has actually made the apartments in the building more desirable since many people are attracted to the arts culture associated with the theater. As a result, the apartments have a much higher occupancy rate than other apartment complexes in the city.



SNAPSHOT



Keys to Success

- Build a successful project team by finding people with the skill sets needed to complete the project.
- Continue to show progress even if it is slow so the community will continue to support the project.
- Hire knowledgeable staff with experience operating a theater, both in terms of booking acts and ticket sales.

Public Benefits

- Creates an attractive place to live with the theater making the apartments a more desirable place by providing access to the arts and the amenities of the nearby downtown.
- Establishes a focal point for the arts community in Janesville, giving arts organizations an outstanding venue for performance and exhibits.
- Creates an anchor at one end of the downtown which has spurred the development of several new buildings and businesses, and even the rehabilitation and expansion of an adjacent library.

Project Details

TOTAL COST	\$9,450,000
Apartments	\$5,300,000
Theater	\$4,150,000

FUNDING SOURCES

Apartments	
Mil levy	\$2,100,000
Private Equity (Federal housing credits: \$162,000 for 10 years)	\$1,652,000
Federal Historic Rehabilitation Tax Credits	\$798,000
U.S. Dept. of Housing & Urban Development Home Investment Partnership Program (HOME) (Section 42 tax credits)	\$225,000
Wisconsin Historic Preservation Tax Credits	\$200,000
Tax Increment Financing	\$175,000
Wisconsin Dept. of Natural Resources Remediation and Redevelopment Program Grant	\$150,000
Theater	
Anonymous Donation	\$1,000,000
City of Janesville (funding & developed a parking lot)	\$1,000,000
Harvey & Virginia Turner	\$100,000
Mick & Jane Blain Gilbertson	\$100,000
Theater Unlimited, Inc.	\$54,000
General Motors & United Auto Workers Raffle Proceeds	\$40,000
Donations & Grants from other Individuals, Businesses & Foundations	\$1,856,000
TOTAL	\$9,450,000

FOR MORE INFORMATION

Stone House Development: (608) 251-6000;
www.stonehousedevlopment.com
 Janesville Performing Arts Center: (608) 758-0297;
www.janesvillepac.org

Columbus Street Water Tower

SUN PRAIRIE

Finding a way to preserve without public investment



The Columbus Street Water Tower in Sun Prairie (1899, 1912, NRHP) was the first public works project in the community representing Sun Prairie's "coming of age." Located high atop a hill near the center of town and soaring to a height of 92 feet, the Columbus Street Water Tower is an important landmark on the prairie which identifies the city. However, after 93 years of use, the water tower was decommissioned in 1992. The Columbus Street Water Tower Board built two new water towers to serve the increasing water needs of this rapidly growing community, and the Sun Prairie Light and Water Commission announced plans to demolish the old tower. In response, an alarmed community quickly circulated a petition that was signed by nearly 4,000 of Sun Prairie's 25,000 residents opposing the demolition. To address the community's concerns, the Sun Prairie City Council formed the Columbus Street Water Tower Board to consider alternatives and decide the fate of the structure.

The board worked with the city, Sun Prairie Light and Water Commission, Sun Prairie Historical Society, and the public as part of a process to decide the fate of the water tower. With widespread community support, the board

ultimately decided that the water tower should be preserved and that a small plaza should be constructed around it. However, the key to this decision was an agreement negotiated by the Columbus Street Water Tower Board whereby the City of Sun Prairie agreed to take ownership of the water tower and the Sun Prairie Light and Water Commission would donate the water tower to the city and \$18,360 (the estimated cost to demolish the structure) toward its preservation. In turn, the City of Sun Prairie assigned stewardship of the water tower to the Sun Prairie Historical Museum, which is a division of the city government. The Sun Prairie Historical Society also agreed to raise funds for the ongoing preservation and maintenance of the tower, after ownership transfer to the city and the initial restoration was complete.

After the decision was made to preserve the water tower, the question became how to fund its restoration. While the Light and Water Commission had maintained the water tower’s structural integrity, the windows were severely deteriorated and concrete had often been used to patch deteriorated stone, resulting in an unattractive appearance. Additional funds were needed to restore the tower to its historic appearance and the Water Tower Board was charged with raising the funds. Aside from the funds provided by Sun Prairie Light and Water Commission, all funds for the initial restoration of the water tower came from donations and fundraising activities. Financial support came from local businesses, service clubs, families, and even schoolchildren. Small amounts of money were

also raised from quilt sales and ice cream socials. However, one of the key fundraising tools was a “buy a brick” program, where bricks were sold for \$45. Bricks were inscribed with the name of the donor and used to pave the small plaza surrounding the water tower, ultimately generating more than \$25,000 for the \$62,094 project.

In 1995 the stone base of the tower was cleaned and tuckpointed,

the plaza was built, and the tower was rededicated in November. Over the next few years, under the guidance of the Columbus Street Water Tower Board and using funds from the ongoing “buy a brick” program, the windows were restored and lights were installed in the plaza to illuminate the tower. All work was completed by the centennial of the water tower, which was observed on December 14, 1999.

SNAPSHOT



Keys to Success

- Understanding that community landmarks come in all forms and sizes, some of which may not have a functional reuse.
- Restoring landmarks, such as water towers, that residents and visitors associate with the identity of a community underscores a sense of community identity and pride.
- Recognition that the cost to preserve and maintain unique structures, even those without a profit-generating reuse is often minimal, and their value in terms of community identity and ability to boost community pride often outweighs the cost to preserve them.

Public Benefits

- Preserves a community landmark that continues to serve as an icon of the community.
- Creates a new public space in the plaza around the water tower.
- Avoids creating a vacant space devoid of use located in the middle of a prominent intersection in the community.
- Eliminates public investment in the project other than what would have been expended on demolition.

Project Details

TOTAL COST:	\$62,094
Water Tower Restoration	\$32,000
Plaza & Lighting	\$30,094

FUNDING SOURCES

Sun Prairie Light & Water Commission donation (demolition cost)	\$18,360
Sun Prairie Historical Society Fundraising Effort*	\$43,734
Water Tower Board donation of stipends	\$1,200
TOTAL	\$63,294

* Includes proceeds from a “buy a brick” program, personal and business donations, and other fundraisers.

FOR MORE INFORMATION

Sun Prairie Historical Library & Museum: (608) 837-2915;
www.cityofsunprairie.com
 Sun Prairie Historical Society: (608) 837-7844



Soo Line Depot

ASHLAND

Overcoming disaster

Rails reached Ashland in 1877 and the small town quickly grew to become an important destination on the Soo Line. Realizing the significance of the rapidly growing hamlet to the railroad, the company replaced an earlier depot with a stately, two-story Richardsonian Romanesque style “union depot” (1889, NRHP), complete with a prominent tower, to serve the growing needs of the community and the railroads that served it. The Soo Line spared little expense, constructing the depot of a handsome brownstone. The depot served the Soo Line and the community for nearly 80 years, until passenger service ended in the late 1960s.

After the end of passenger service, the depot stood empty for nearly two decades, until it was rehabilitated between 1985 and 1987. As part of this effort, the interior was left largely intact, and an elevator and two fire escapes were added to the exterior. It was also listed in the National Register of Historic Places. When it opened in 1987, the depot housed a fine dining establishment and a brewpub on the first floor, and professional offices on the second floor. While the restaurants were popular and attracted visitors from miles away, the building, with its many small rooms and awkward

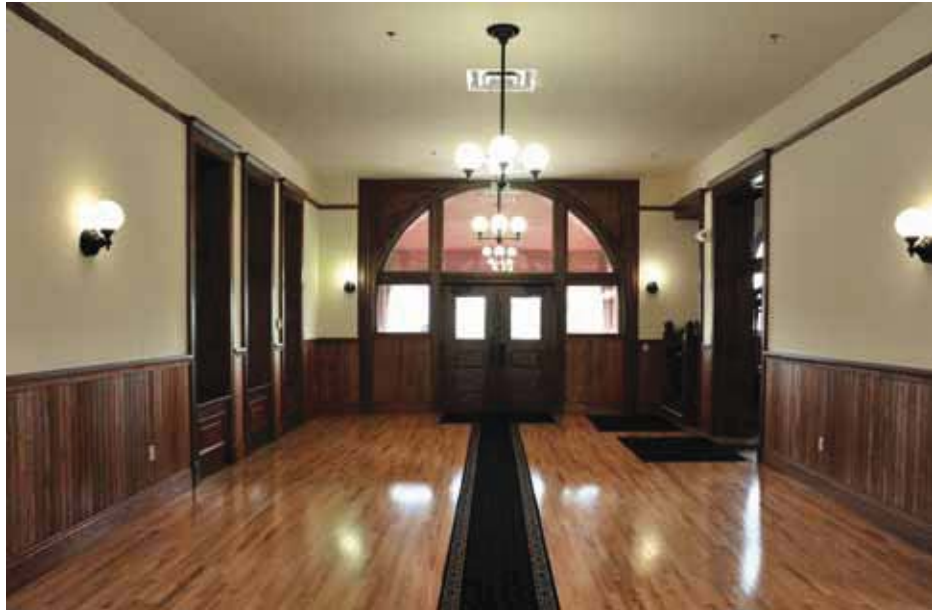
spaces, did not generate a good cash flow, so it was repossessed and changed owners twice over the ensuing decade.

On April 1, 2000, a major fire gutted the depot. The building was underinsured, covering only the mortgage, and all seemed lost. However, Ashland residents rallied around this community landmark. Led by the mayor, the community set out to find a way to save the depot. The mayor, along with members of the Ashland Area Development Corporation (AADC), a retired banker, and others collaborated to develop a plan to save the building.



Community meetings were held to get public input on what should go into the building after it was reconstructed. The AADC also created a number of committees to help plan the project, including building, finance, marketing, and legal. All told, nearly 50 individuals were involved in overseeing the project. The resultant plan, developed with support from the depot's owner, called for the building to be donated to the AADC who would then redevelop it. The plan specified rehabilitation of the depot with a similar mix of uses as before the fire, but a more efficient use of space and additional square footage in the attic. The estimated cost for the project was \$2,200,000.

While there was near unanimous support within the community, project planners knew they could not undertake a project of this magnitude on their own so they sought outside assistance. The



AADC applied for a \$499,000 Save America's Treasures grant and the City of Ashland applied for a \$1 million Transportation Equity Act for the 21st Century (TEA-21) grant for the project. Both grants posed challenges. The TEA-21 grant requirements stipulated that a depot had to be put back in service as an active rail depot. However, since there is no passenger train service to Ashland, State Senator Bob Jauch had to intervene. The Save America's Treasures grant posed a different challenge, requiring a dollar-for-dollar match that had to be raised within 90 days. The AADC started a fundraising campaign and the community responded. In less than three months more than \$600,000 in cash and \$117,000 of in-kind services were raised. Donations ranged from \$5 to \$50,000, and also included profits from fundraisers. As an example of the widespread support, one individual who could not afford to make a monetary contribution collected cans and donated

the proceeds to the project. In-kind services ranged from construction services to free ads in the local newspaper promoting the fundraising effort. After this initial drive, additional funds continued to be raised, including \$32,000 from a "buy a brick" campaign where bricks were sold for \$100 and used to pave the platform in front of the depot. A nearby Tax Increment Finance (TIF) district was also expanded to include the depot to help pay for infrastructure costs.

On April 1, 2001, exactly one year after the fire, the AADC acquired the property for a dollar and immediately got to work. The debris from the fire, untouched for a year, was removed and the rehabilitation began. Phase I, which cost \$1 million to complete, included installing a steel structure in the building, a new roof, and removing the exterior elevator tower. The benefit of the steel structure was that it opened up the first and second floor areas to create an addi-



SNAPSHOT



tional 2,000 square feet of usable space in the attic area without changing the original structure. The building was also made energy efficient by adding 14 inches of insulation to the attic, furring out interior walls to conceal insulation, and installing SHPO-approved energy efficient windows that were manufactured in Ashland. Phase II, which was delayed until additional funding was in place, was completed in 2007 at a cost of \$1,512,000 and included repairing the exterior masonry, installing new windows, electrical and mechanical systems, and a new interior elevator shaft, and restoring the lobby and staircase. All plans were approved by the SHPO to ensure that the historic character of the building was maintained.

After the depot was restored, it was sold in 2008 for just under \$400,000. While this may seem like a financial loss, it has actually benefitted the community in several ways. First, since the rehabilitation was mostly funded with grants and donations, it cost the city and the AADC very little other than staffing costs. The restoration, however, put an important landmark back on the tax rolls. More importantly, it has spurred an additional \$7.3 million in redevelopment within a two-block radius of the depot, including \$2.7 million in public investments and \$4.6 million in private development. Revitalization projects included a large park, a credit union, a drugstore, medical facilities, and restored storefronts which have increased property values, thereby adding to tax rolls and creating new jobs.

Keys to Success

- Community desire to save the building is essential.
- Landmarks have intrinsic values that extend beyond monetary value of a single project—they create community pride, attract visitors, and can serve as a catalyst for additional development.
- A well thought out plan with an intended end reuse for the building is critical to a successful outcome.
- Seek outside funds and apply for grants as costs can be beyond the capacity of the local municipality.
- Plan for sufficient maintenance and operation funds once the building is rehabilitated.

Public Benefits

- Spurs an additional \$7.3 million in redevelopment within a two-block radius: \$2.7 million in public investment and \$4.6 million in private investment.
- Returns property to the tax rolls.
- Increases in property values and increases in sales tax revenues.
- Creates jobs during construction and attracts jobs to the downtown area.

Project Details

TOTAL COST:	\$2,512,000
Phase I	\$1,000,000
Phase II	\$1,512,000

FUNDING SOURCES

TEA-21 Grant	\$1,000,000
Save America's Treasures Grant	\$499,000
Cash Donations	\$600,000
In-Kind Services	\$117,000
Buy a Brick Campaign	\$32,000
Sale After Rehabilitation	\$400,000
TOTAL	\$2,648,000



FOR MORE INFORMATION

Ashland Area Development Corporation: (715) 682-8344;
www.ashlandareadevelopment.com

City of Ashland Planning & Development Department: (715) 682-7041;
www.ci.ashland.wi.us



Potosi Brewery

POTOSI

Be patient with white elephants, there will be a right time and use

Today the rehabilitated Potosi Brewery (1852, 1890, 1902; NRHP) serves as a testament to the ability of a very small town to successfully undertake a large project. It also demonstrates that if a municipality is patient and avoids the often politically expedient urge to demolish a blighted building with no current use, it can reap huge rewards.

The Potosi Brewery was founded in 1852 and remained in continuous operation for 120 years until

changes in the brewing industry forced the plant to close in 1972. The brewery was not only the principal employer in the small town of Potosi, population 711, it was also a source of community pride. After the plant closed, it was listed in the National Register of Historic Places; but with no maintenance, it slowly fell into disrepair over the next 30 years. The municipality eventually acquired the property due to non-payment of back taxes, and

concerned citizens subsequently acquired it and donated it to the nonprofit Potosi Brewery Foundation. The original purchaser planned to demolish the complex to salvage the brick for sale as landscaping material. However, knowing that the property was listed in the National Register of Historic Places and given its importance to the community, concerned village officials rescinded the purchase agreement and sought a new buyer



who would rehabilitate the property. In 1998 the village sold the brewery to a local artist who planned to rehabilitate the complex for commercial uses.

As the new owner and others in the community began to recognize the potential of the property, plans for it expanded. To help implement these plans, the Potosi Brewery Foundation was established in 2000 with the goal of rehabilitating the brewery. The foundation discovered that the original stone building was sound, but the 1916 and 1933 additions were in danger of collapsing, and possibly contained asbestos and lead. Since these structures were too dangerous to enter to perform any abatement work, in 2003 the village demolished the additions. The demolition confirmed the contamination and it was abated. Then remaining walls were stabilized and tuckpointed, and a new roof, and new mechanical systems were installed.

Efforts then turned to finding a new use for the brewery. With 28,000 square feet of space in the complex, roughly the size of a big-box store, a major user and possibly several smaller users were needed to fill the building. In 2003 the founda-



tion approached the American Brewiana Association which was looking for a site to build the National Brewing Museum. Potosi was successful in its bid, beating out St. Louis and Milwaukee, and became the new home of the museum. This success helped build momentum for restoring the brewery and attracting other users, including the Potosi Brewery Museum, a gift shop, and a restaurant and brewpub. Now beer is again being brewed at the facility and sales are growing, with markets extending across Wisconsin and into Iowa.

Opened in 2008, the success of the brewery continues to spur additional development in Potosi, including the Great River Road Interpretive Center, which was funded by a \$509,000 grant from the Department of Transportation. A \$2 million convention center was built across the street, a number of



new businesses have opened, including a restaurant/hotel, two gift shops, and a resort lodge consisting of rustic cabins. A \$125,000 observation deck overlooking the Mississippi River is also being constructed, funded by a grant from the National Scenic Byways Program.

Funding for the \$7.5 million project was not simple. There were numerous pollution remediation and economic development grants from a multitude of state and federal agencies. There were loans from several federal

and state agencies, and donations and grants from literally hundreds of individuals, businesses, and foundations such as the Jeffris Family Foundation.

Originally conceived as a \$3.6 million project, the Potosi Brewery Foundation received more than \$5 million with over half coming from 400 plus private donors and the rest from state and federal grants and loans. The Village of Potosi played a critical role in obtaining funding, and served as the agent for applying for grants and distributing the funds to the foundation as the project proceeded. The village also contributed \$30,000 and paid 40 percent of the cost for new curbs, gutters, and sidewalk improvements for adjacent streets. In the first two years of operation, approximately 90,000 visitors from every state and 38 foreign countries have come to Potosi.



SNAPSHOT



Keys to Success

- Identify the importance of a property—abandoned or occupied—to the community.
- Recognize the desire and community support for rehabilitation and reuse.
- Believe in the community and in its ability to do something big.
- Be aggressive when pursuing funding and tenants.
- Think outside the box and be creative when looking for ways to fill a big-box-sized space in a village of 700 that is well off the beaten path.
- Seek multiple types of funding from a variety of sources.

Public Benefits

- Creates an economic boom for the area by attracting large numbers of tourists who are spending money in the community.
- Draws additional tourist attractions, facilities and businesses to the community, thereby creating jobs and improving its economic vitality.
- Generates tax funds that can be used to complete other community improvement and infrastructure projects.
- Instills civic pride. A very small town successfully undertaking such a huge project develops a sense of community pride and a “can do” mentality.

Project details

TOTAL COST: **\$7,500,319**

MAJOR FUNDING SOURCES

Donations from Individuals and Businesses	\$2,500,000
Federal Highway Administration National Scenic Byways Program (2 project specific grants & portions of grants for byway corridor)	\$890,574
U.S. Department of Commerce Brownfields Grant	\$400,000
Brownfields Grant	\$120,000
Jeffris Family Foundation Grant	\$400,000
American Brewiana Association	\$250,000
Wisconsin Department of Tourism	\$150,000
Village of Potosi	\$30,000
Wisconsin DNR’s Remediation & Redevelopment Program Brownfields Site Assessment Grant	\$30,000
Dubuque Racing Association	\$20,745
Department of Transportation	\$509,000
Other Sources	\$2,200,000
TOTAL	\$7,500,319

FOR MORE INFORMATION

Village of Potosi: (608) 763-2261
 Potosi Brewery Foundation: (608) 763-4002;
www.potosibrewery.com/foundation.cfm



Conclusion

Much of Wisconsin's legacy is revealed in the publicly owned, historic buildings located in the heart of the towns and villages across the state. These community landmarks serve as anchors to historic downtowns, providing jobs and services that many other businesses rely on for survival. Communities can save, rehabilitate and reuse these buildings to their benefit. The case studies cited in this publication demonstrate that historic buildings can be rehabilitated to meet modern needs. Rehabilitating a historic building is often less expensive than constructing a new facility. Historic downtowns attract outside visitors who spend money in the community. Rehabilitation of these buildings can lead to downtown and neighborhood revitalization, accelerated economic growth, enhanced community character, and increased community pride.

DEBUNKING MYTHS

There are many common misconceptions about the preservation, rehabilitation, and reuse of historic buildings that should be better understood when a municipality is deciding the future of one of its historic buildings. The case studies in this document prove that many of the myths associated with historic preservation are inaccurate. The following is a summary of some of the most common myths and reality.

MYTH: *It costs more to rehabilitate a historic building than it does to construct a new facility.*

FACT: As the case studies show, older and historic municipally owned buildings can be successfully rehabilitated, and even expanded, for ongoing municipal use. As exemplified by the Independence City Hall and Lincoln High School, rehabilitation is often cheaper than new construction.

MYTH: *A modern building will last longer, and better serve the community, than a historic building.*

FACT: Historic municipal buildings are usually of very solid construction; they were built to last and even if neglected for decades, they can remain structurally sound, as evidenced by the Independence City Hall. Moreover, they can be rehabilitated to meet modern needs as illustrated by all of the case studies.

MYTH: *A historic building cannot be made accessible or meet the modern-day needs.*

FACT: While historic municipal buildings may have some challenges, such as a lack of accessibility, outdated mechanical systems, and poor insulation, these are all challenges that can be overcome in a cost effective manner as evidenced by the Florence County Courthouse, Grant County Courthouse, Mineral Point Opera House, and the Cumberland Library.

MYTH: *No one cares about old buildings.*

FACT: Many people appreciate old buildings, espe-

cially those that are community landmarks, even if they do not regularly talk about it with others. Rehabilitating a historic building for either ongoing public use or an adaptive new use means an icon of the community is preserved. This icon will outlast a new building, save the municipality money, and continue to be a point of community identity. These successful rehabilitations can rekindle civic pride, as evidenced by the Sun Prairie Water Tower, Tigerton Village Hall and Engine House, Janesville High School, and the Lincoln High School.

MYTH: *There is no other use for older or historic buildings owned by local governments.*

FACT: There are numerous examples of reuse of historic buildings. Oftentimes, especially when a building is rehabilitated for an income-generating use, it can become a catalyst for additional economic development. Fine examples include the Stoughton City Hall and Opera House, Potosi Brewery, and the Soo Line Depot in Ashland.

CHECKLIST FOR A SUCCESSFUL PROJECT

There are several essential components to the successful rehabilitation and reuse of historic, municipally owned buildings. The following is a checklist of the key steps to making a project a success:

- Assess the ability of the building to be rehabilitated and expanded if needed for ongoing public use or for conversion to a new use.

Get Community Support

The community's desire to save the building is essential to ensure success.

- Gauge true public opinion, so a vocal or powerful minority does not force decisions to be made that are contrary to the opinion of a more silent majority. The case studies for the Florence County Courthouse and Independence City Hall reflect this challenge.
- Get the community involved. With increased awareness and understanding, more of the community will get behind a project and the easier it will become to raise funds, find and use volunteers' professional skills, and improve the chance for success.
- Keep the community updated on the project's progress.
- Engage the public and let them know how they can contribute to the project.
- Even though progress may be slow, a community will continue to support a project if it sees results.
- Work with the press to build momentum and support by keeping the project in the public spotlight.

Oftentimes, especially when a building is rehabilitated for an income generating use, it can become a catalyst for additional economic development.

Evaluate the Building

Community landmarks come in all forms and sizes, some of which may not have a functional reuse. Landmarks are often structures that residents and visitors associate with the identity of a community; the loss of these landmarks can result in an erosion of community identity and pride. Landmarks have intrinsic values that extend beyond monetary value of a single project—they create community pride, attract visitors, and can serve as a catalyst for additional development.

- Assess community needs.
- Assess the condition of the building.

- To get large grants and donations from outside sources, it is important to show that there is strong local support for a project as evidenced by donations and volunteer contributions.

Form an Effective Project Team

Get the right people involved with the project. Case studies such as the Cumberland Library, Janesville High School, and the Mineral Point Opera House, demonstrate how critical it is that the project team has a variety of skills and experience to make the project a success and to finish it in a timely manner. The team needs to include:



Stoughton City Hall, Library and Auditorium, Stoughton.

- Architects who understand and have experience working with historic buildings, and who can provide technical knowledge of the property.
- Individuals with experience in financing and fundraising.
- Individuals with project management and construction experience who know how to keep a project on schedule and on budget.
- New tenants and potential users who can ensure the rehabilitated building will meet their needs.
- Residents who often have creative ideas that can benefit the municipality and the community.
- Political and business leaders who have the necessary skills and experience to plan the project, raise the needed funds, and find political support.

Make a Plan

A well thought out plan that sets out an intended end use for the building and that demonstrates how a project will benefit the community is critical to a successful outcome. Without a plan, it is difficult to make rational decisions about the fate of the project and get public support. Similarly, as evidenced by the Florence County Jail, without a plan, potential funders are reluctant to give money until they know exactly how it will be used. Have a detailed plan that:

- Assesses the community's needs.
- Considers alternatives and potential benefits of each.
- Seeks assistance from experts so the plan is both realistic and accurate, especially as it pertains to cost. This will help the project team make sound

decisions, find funds, and ensure that repairs do not cause harm to the building.

- Outlines the future use for the building.
- Provides cost estimates for construction and includes sufficient maintenance and operational funds once the building has been rehabilitated. When comparing costs between preserving a historic building and constructing a new one, it is important to consider the cost of demolition in the equation.
- Identifies potential phasing of the project, if needed. Break down large, complex projects into a series of smaller, more manageable stages.

Prepare for the Long Haul

- Develop a vision, be patient and do not give up. It can take several years to explore options and reach a decision.
- The building may need to be stabilized, moth-balled, and secured during the process.

Raise Funds

- Be strategic when fundraising and seek out a variety of funding sources.
- If the project will need public financing, such as through a referendum or general funds, it is important to show the public how the funds will be used and how they will benefit the community.
- Seek funding from outside the community (e.g., neighboring communities, former residents, etc.).

There is a vast array of funding sources available to communities such as tax credits and grants and loans from federal and state agencies and foundations. The case studies from Stoughton and Potosi exemplify how the use of funding from outside the community can enable a project to be completed much faster than if a community attempts to do it alone. In Stoughton, it took nearly two decades

- In the case of uses that generate income, such as an auditorium, rehabilitating this portion of a building first can help provide funding that can be used to fund rehabilitation of other portions of a building in the future.
- Address critical code issues first so facilities can stay open and remain in the public eye.



Potosi Brewing Company, Potosi.

to complete the restoration of their opera house without outside funding. However, in Potosi, with a population of 711, the community was able to complete a \$7.5 million project in only a few years, by actively seeking support from numerous sources outside the community.

- Public-private partnerships can open doors to additional funding sources.

Phase the Project

While some projects are fortunate to have all the necessary funding upfront, many do not have this luxury. Therefore phasing the project may be necessary.

- Consider doing a project in phases, starting with the most critical items first, such as structural repairs and life-safety issues, before moving on to other tasks. The opera houses in Mineral Point and Stoughton are examples of how phasing was used to complete projects as funding became available.
- Despite financial necessity, one benefit of phasing is that some components of a building can return to use quickly, thereby generating income, interest in, and support for future stages of the project.

Believe in the Project and the Community

Last, but arguably most important, believe in the community and in its ability to do something ambitious. Refuse to accept failure; all communities, large and small, can do great things if everyone works together.

Summary

Cities, counties, and school districts should face decisions on the fate of their historic buildings with an open mind and an analytical approach. Fully evaluate the building's condition and potential, seek community support, bring together an effective project team, develop a preservation plan, and be creative when seeking funding. When a government-owned building can no longer serve its public function, others should be given the opportunity to acquire the building and find a new use for it that will benefit the community.

In facing decisions related to historic buildings, seek out the many sources of technical and financial assistance. The most common sources of assistance are identified in Appendix A and Appendix D.

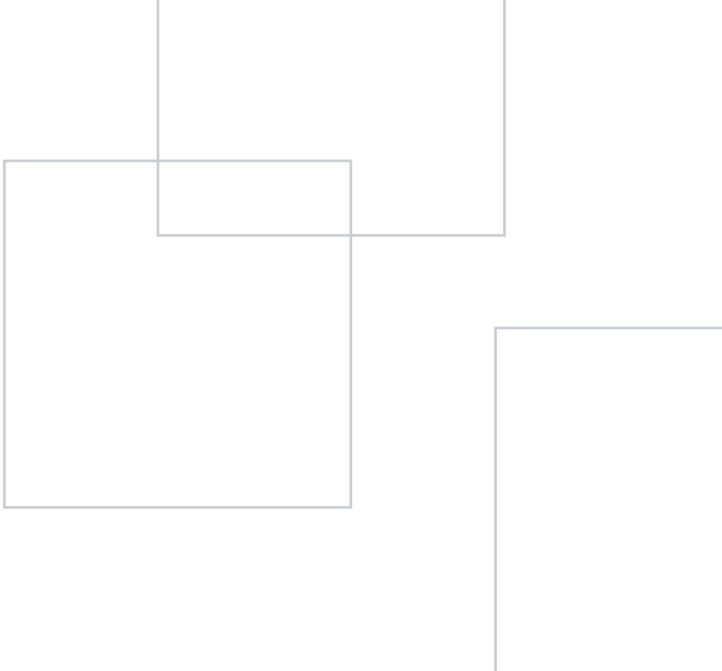
Because local governments have an obligation to make fiscally sound decisions, careful and objective analysis of comparative costs will often demonstrate that rehabilitation is the less expensive option, and almost always offers the better long-term value. But decision makers need to consider issues beyond cost, such as sustainability, aesthetics, quality of life, and sense of place. Civic leaders should also be responsive to the wishes of their constituents who usually place significant value on their architectural legacy and the contribution it makes to the community they call home.

And when a successful renovation of a historic structure is complete, it should be celebrated as honoring the past and investing in the future.

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APPENDIX A

Funding Sources and Incentives for Municipal Historic Preservation

Many federal, state, and local governments, as well as nonprofit organizations and corporations provide funding for the rehabilitation of municipal buildings in the form of grants, loans, and even tax credits for properties being rehabilitated for non-public uses. While the following list primarily focuses on funding sources available to municipalities for the rehabilitation of historic buildings for ongoing municipal ownership and use, it includes some other funding sources that a municipality could offer as part of a package for the private non-municipal reuse of a building.

PRESERVATION GRANTS

Federal

Preserve America is a matching grant program that provides funding to designated Preserve America communities to support preservation efforts through heritage tourism, education, and historic preservation planning. Preserve America communities in Wisconsin include Bayfield, Cedarburg, De Pere, Eau Claire, Fond du Lac, Green Bay, Lac de Flambeau Band of Lake Superior Chippewa Indians, Lodi, Mazomanie, Mineral Point, New Berlin, Osceola, Richfield, Ripon, Stoughton, Waukesha, Wausau, West Allis, and Whitewater. More information is available at www.preserveamerica.gov/federalsupport.html or www.nps.gov/history/hps/hpg/preserveamerica.

Save America's Treasures (SAT) program, established in 1998, provides grants for the preservation of nationally significant historic properties. CLGs, as well as other local governments, educational institutions, and nonprofit 501 (c) (3) organizations are eligible to apply for SAT grants. Of the nearly 20 projects in Wisconsin that have received SAT grants, nearly half have been awarded to projects seeking to restore the types of historic buildings that are commonly owned by local governments. This list includes the Oneida County Courthouse in Rhinelander, Langdale County Courthouse in Antigo, Lincoln County Courthouse in Merrill, Medford Carnegie Library, Grand Theater in Wausau, and the Soo Line Depot in Ashland. For more information, visit: <http://www.nps.gov/history/hps/treasures>.

Community Development Block Grants (CDBG)

are available from the Department of Housing and Urban Development (HUD). The CDBG program provides funding to communities for a wide range of activities that meet one of the following national objectives: 1) benefits to low- and moderate-income persons; 2) prevention or elimination of slums or blight; 3) community development needs that have a particular urgency because existing conditions pose a threat to the health or welfare of the community for which other funding is not available. To learn more about the CDBG program, visit <http://www.hud.gov/offices/cpd/communitydevelopment/programs/index.cfm>.

United States Department of Agriculture (USDA)

offers a number of Grant and Loan Programs through its Rural Development Division. In Wisconsin, the Rural Development Division's Wisconsin Regional Office administers these programs. For more information on the programs administered by this office, go to <http://www.rurdev.usda.gov/wi>.

- **USDA Rural Development Loans and Grants** are available for community facilities and rural libraries under the American Recovery and Reinvestment Act. For more information on this program, visit: <http://www.wo.ala.org/districtdispatch/wp-content/uploads/2010/01/USDA.pdf>.
- **USDA Community Facilities Direct and Guaranteed Loans** are available to rural communities and towns of up to 20,000 residents for the construction, enlargement, or improvement of community facilities for public services, health care, and public safety. More information on this

program is available at http://www.rurdev.usda.gov/RD_Loans.html.

Public Works and Economic Development program and the **Economic Adjustment Assistance program**, from the Economic Development Administration (EDA) provide:

- Funding for the construction, expansion or upgrade of essential public infrastructure and facilities,
- A wide range of technical, planning, and public works and infrastructure assistance in regions experiencing adverse economic changes that may occur suddenly or over time, and
- Revolving loan fund capitalization that could be used to fund preservation projects and programs.

More information on EDA programs is available at <http://www.eda.gov/AboutEDA/Programs.xml>.

Brownfields Program is a grant program offered by the Environmental Protection Agency (EPA) to help communities safely clean up, and sustainably reuse brownfields sites. Brownfields grants support revitalization efforts by funding environmental assessment, cleanup, and job training activities. An eligible entity may apply for up to \$200,000 per site. To learn more about the Brownfields Program, visit http://www.epa.gov/region8/land_waste/bfhome/grants.html.

Local Transportation Enhancements (TE) The Wisconsin Department of Transportation (WisDOT) receives federal funds to provide grants for up to 80 percent of costs for a wide variety of projects that enhance surface transportation. Eligible categories include acquisition of historic sites; historic preservation; rehabilitation and operation of historic transportation buildings, structures and facilities; establishment of transportation museums; archaeological planning and research; purchase of scenic easements; and preservation of abandoned railroad corridors. To learn more about this program, go to <http://www.dot.wisconsin.gov/localgov/aid/te.htm>.

State

The **Blight Elimination and Brownfield Redevelopment Program (BEBR)** from the Department of Commerce provides financial assistance to municipalities to remediate environmental contamination. The grant can provide funding for the rehabilitation of buildings, including asbestos and lead-paint abatements. Additional information on this

program is available by visiting: <http://commerce.wi.gov/CD/CD-bfi-grants.html>.

Wisconsin Historical Society, Division of Historic Preservation (DHP) administers the National Park Service's Historic Preservation Fund subgrants. While these grants are mostly for survey and registration, the DHP will accept other strong applications, such as applications for funds to complete a Historic Structure Report for a historic municipal building. However, these grants are only available to Certified Local Governments (CLG). There are approximately 60 CLGs in Wisconsin. To become a CLG, a local government must have a preservation ordinance that provides for the designation and protection of historic properties, a preservation commission, maintain an inventory of local historic properties, and provide a mechanism for public participation in its preservation program. Additional information and applications are available by going to: <http://www.wisconsinhistory.org/hp/grants>.

Aids for the Acquisition and Development of Local Parks (ADLP) through the Wisconsin Department of Natural Resources (DNR) help to buy land and develop or renovate local park and recreation area facilities for nature-based outdoor recreation purposes (e.g., trails, fishing access, and park support facilities). The grants provide financial assistance for environmental cleanup and redevelopment projects focused on protecting the environment; however, they can also promote the protection and restoration of cultural resources by funding the rehabilitation of buildings. To learn more about the program, visit <http://dnr.wi.gov/org/caer/cfa/lr/stewardship/Local/local.html>.

Foundations and NonProfits

There are many national, statewide, and local non-profit organizations and foundations that support historic preservation and offer grants to municipalities and others trying to preserve historic buildings.

The **National Trust for Historic Preservation** offers planning grants to various historic preservation projects. Information on the many different types of programs offered by the National Trust is available at www.preservationnation.org/resources/find-funding.

The **Jeffris Family Foundation of Janesville** is dedicated to preserving Wisconsin's cultural heritage and history. The foundation grants annually to preserva-

tion projects that have strong support within their local communities. Visit www.jeffrisfoundation.org/funding.php for more information.

Wisconsin Humanities Council grants provide funding for humanities educational programs that are presented to the public. Although these grants do not directly fund rehabilitation, they can provide communities with funding for programs such as museum exhibits, history projects, lecture series, and guided tours. To learn more about the types of grants available from the Council, go to <http://www.wisconsinhumanities.org/grants.html>.

TAX CREDITS

Federal

Historic Rehabilitation Tax Credits (HRTC) are available to income generating properties. Two types of credits available: a 20% rehabilitation credit that is equal to 20% of the amount spent on a certified rehabilitation that meets the *Secretary of the Interior's Standards for Rehabilitation* is available to certified historic structures (those listed in or eligible for listing in the NRHP), and a 10% rehabilitation credit that is available for the rehabilitation of non-historic buildings that were constructed before 1936. The *Secretary of the Interior's Standards for Rehabilitation* were established by the National Park Service and provide guidance for how to rehabilitate buildings while maintaining their historic character. The guidelines are available at <http://www.nps.gov/history/hps/tps/tax/rhb>.

While government agencies are not eligible to use tax credits, they may consider selling historic tax credits to an entity that could utilize the credits to offset their tax liability. Another option might be sell the building to a private owner and lease space in it after it is rehabilitated. Contact: http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp#Program%20and%20Application%20Requirements or see the National Trust Community Investment Corporation website at www.ntcicfunds.com for more information on syndicating historic tax credits.

New Markets Tax Credits (NMTC) are an economic development tax incentive administered by the United States Department of the Treasury through its Community Development Financial Institutions (CDFI) Fund. The purpose of the program is to

provide equity capital to boost commercial economic development activities in underserved geographies. NMTCs are allotted to community development entities (CDEs) based on a competitive application process. To qualify for an award, the CDE must be a domestic corporation or partnership whose mission is to serve or provide investment capital for low-income communities or persons, have a board or advisory board that includes representatives of the low-income community served, and the CDFI Fund must certify the CDE. To learn more about the NMTC program, please visit: http://www.cdfifund.gov/what_we_do/programs_id.asp?programID=5 or the National Trust Community Investment Corporation website at www.ntcicfunds.com.

Low Income Housing Tax Credit (LIHTC) program can be used to fund the rehabilitation of a historic municipal building that is being converted to housing. This program provides grants for capital investment in projects, via a formula-based allocation to state housing credit allocation agencies. The housing credit agencies in each state distributes these funds competitively and according to their qualified allocation plan. Additional information on this program is available on the HUD website at: <http://www.hud.gov/offices/cpd/affordablehousing/training/web/lihtc/basics>.

State

Wisconsin Supplemental Historic Preservation Credits (WSHPC) are available to income generating properties that qualify for federal HRTCs. The program provides an additional 5% credit on the cost of the rehabilitation to the property owner in the form of a discount on state income taxes. Projects that qualify for federal HRTCs are automatically eligible for the WSHPC. Like the federal HRTC program, in order to receive the WSHPC, projects must comply with the Secretary of the Interior's Standards for Rehabilitation. To learn more about this program, go to: [http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp#Program and Application Requirements](http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp#Program%20and%20Application%20Requirements).

OTHER INCENTIVES AND RESOURCES

Preservation Easements are legal agreements made between property owners and qualified easement holding organizations.

A historic preservation easement protects a facade, interior, or entire historic property, whatever is noted in the terms of the easement. The easement-holding organization oversees the state of the historic property, reviews proposed changes to the property, and has the legal authority to enforce the terms of the easement, whether it is requiring maintenance or stopping unapproved alterations and demolition. An easement is recorded in the county records office and it “runs with the land” in perpetuity. Every successive property owner is required to abide by the terms of the historic preservation easement.

To hold a historic preservation easement an organization must be a charitable or nonprofit organization. The Wisconsin Historical Society accepts historic preservation easements statewide. In Wisconsin, an easement donation comes with a financial incentive for the property owner such as an income tax deduction or reduced local property taxes. Additional information on the benefits of preservation easements and financial incentives for them may be obtained by visiting: <http://www.nps.gov/hps/tps/tax/easement.htm>.

The **Architectural Services Program** of the Wisconsin State Historic Preservation Office (SHPO) provides technical assistance to local governments that own historic properties.

- For historic properties owned, assisted, or licensed by units of government, the SHPO reviews rehabilitation work for conformance with the *Secretary of the Interior's Standards for Rehabilitation*.
- Technical publications and educational materials are produced and provided to the public to promote proper preservation of historic buildings. SHPO staff can assist facility managers and maintenance staff with how to maintain and care for historic buildings. They can also guide facility managers in the development of budgets that allow for maintenance of historic buildings. These publications also provide guidance on how to rehabilitate buildings and design new additions, which can guide project managers, and designers as they make decisions about reuse, expansion, or even demolition.
- A website that provides links that can answer repair and restoration questions.

Wisconsin Historical Society Database can help identify private and public sources of funding assis-

tance for projects in Wisconsin. Assistance include grants, low-cost loans and tax credit programs. There are funding programs administered by federal, state and local agencies, as well as by private organizations. To use the database go to <http://www.wisconsinhistory.org/hp/funding/search.asp>.

The Advisory Council on Historic Preservation (ACHP) is the federal agency charged with promoting the preservation and continued use of the nation's historic resources. The ACHP maintains a website that lists and describes sources of federal funding for historic preservation projects. The website is accessible at <http://www.achp.gov/funding.html>.

The **National Trust for Historic Preservation** also maintains on its website a “finding funding” section that identifies sources of support for different types of preservation projects, including those available to public agencies. In addition to providing information on its own funding programs, the website describes and provides links to key federal programs that fund historic preservation. For more information, see: www.preservationnation.org/resources/find-funding.

Municipal Initiatives

Since historic preservation can be an effective economic development strategy for small towns, large cities, and all sizes of municipalities in between, many municipalities in other states have developed programs to combat the loss of historic structures and to rehabilitate municipally owned properties. One of the best examples in the country is Natchez, Miss. (population 16,044), which founded the Large Unused Municipal Properties (LUMPS) program. This public-private partnership program targets large unused properties for rehabilitation by finding private developers, grants, historic rehabilitation tax credits, or other funds. This program has rehabilitated buildings for a battered women's shelter, low-income housing, a performing arts center, a farmers' market, and an African American museum.

In addition, many communities also have economic development agencies that may be part of a village, town, city, or county government, or which may be a quasi-independent agency that can provide assistance in identifying additional funding sources.

APPENDIX B

Laws That Impact Historic Properties

There are many federal, state, and local laws that governments must be aware of and abide by when considering the fate of a historic building that is owned by a municipality. The key laws that municipalities must be aware of are summarized below.

FEDERAL LAWS

There are many federal laws and statutes regarding historic properties. The main statute is the National Historic Preservation Act of 1966, as amended. This law acknowledges the importance of historic and cultural resources to our nation's heritage and puts provisions in place for their documentation and protection. Section 106 of the National Historic Preservation Act of 1966, as amended, allows for the Advisory Council on Historic Preservation to comment on federal undertakings (projects that receive federal funding or require federal permitting) that may affect cultural resources. The full language of the act can be found at http://www.nps.gov/history/history/online_books/fhpl/nhpa.pdf.

For information on all federal preservation laws, the NPS has developed a book with a complete listing of the federal laws and statutes. The book, *Federal Historic Preservation Laws* is available at http://www.nps.gov/history/history/online_books/fhpl/index.htm.

STATE LAWS

The State of Wisconsin also has many laws regarding historic properties. Most of the state's comprehensive historic preservation legislation is found in **Wisconsin Act 395**. This act established the Wisconsin State Register of Historic Places (Wis. Stat. § 44.36); created a 5% state tax credit for rehabilitating income-producing historic buildings (Wis. Stat. § 71.07 (9m)); expanded the field archaeology act and property tax exemption for archaeological properties (Wis. Stat. § 44.47); regulates historic properties owned by local governments (Wis. Stat. § 66.05); regulates state-owned historic properties (Wis. Stat. § 44.41); establishes the regional archae-

ology program (Wis. Stats. § 44.48); and provides funding for the above and for the general historic preservation program of the Wisconsin Historical Society. Section 66.05 of Wisconsin Act 395 is the most pertinent to historic municipal buildings. This statute relates to local orders to repair or raze dilapidated buildings. It includes provisions related to historic buildings that require a 30-day delay in the implementation of any repair or raze orders while the Wisconsin Historical Society is notified of such orders. There is also a different presumption regarding the reasonableness of the cost of repairs. Any order under Wis. Stat. § 66.05 may be appealed to the circuit court by an affected person. Two additional statutes affect local units of government and school districts, and their decisions regarding historic buildings in their ownership.

- **Wisconsin Stat. § 66.111** requires all municipalities to consider whether their actions may affect historic properties listed in the National Register of Historic Places or the State Register. Actions subject to this statute include the construction of a new facility that results in the abandonment of a State or National Register-listed building. If a project is being considered by a local government, the local unit of government is required to consult with the Wisconsin Historical Society during the early planning stages of the project to determine if the proposed project will result in an adverse effect to the property. If the Wisconsin Historical Society determines that the proposed project will result in an adverse effect, the Historical Society can require the local government to explore and consider alternatives that may avoid, minimize, or mitigate the adverse effect.
- **Wisconsin Stat. § 120.12(21)** requires all school districts during the early stages of the development of long-range planning for facilities

development or for the proposed demolition of historic properties to consult with the Wisconsin Historical Society early in the planning process to determine if the plan result in effects to properties listed in the State or National Register of Historic Places. If the Wisconsin Historical Society determines that the proposed project will result in an adverse effect, the Historical Society can require the local government to explore and consider alternatives that may avoid, minimize, or mitigate the adverse effect.

For additional information, most historic preservation legislation in the state is outlined in *Historic Preservation Legislation in Wisconsin*, available at <http://www.legis.state.wi.us/LRB/pubs/ib/96ib2.pdf>, and *Wisconsin's Major Historic Preservation Statutes*, which can be found at <http://www.wisconsinhistory.org/hp/handouts/statutes.pdf>.

LOCAL LAWS

Many municipalities have enacted preservation ordinances and established preservation commissions whose purpose is to preserve and protect historic properties within the municipality. Many municipalities have the power to designate historic properties and maintain design review control over these properties. If a local government is interested in establishing a preservation ordinance to preserve historic buildings within its borders, more information can be found in the following section. A sample preservation ordinance can be obtained from the SHPO.

Certified Local Governments

The Certified Local Government (CLG) program was enacted as part of the National Historic Preservation Act Amendments of 1980. The program is a preservation partnership between local governments and the state and national government and is administered by the NPS and SHPOs in each state. The Wisconsin CLG program

was established to further encourage and assist historic preservation by local governments. More than 1,200 local governments across the country are CLGs, of which Wisconsin has 63 cities or counties participate in the program.

A CLG is a city, village, town, or county that has been certified by Wisconsin's SHPO and the NPS as meeting the following basic criteria:

- Enforces appropriate local ordinances for the designation and protection of historic properties;
- Has established a qualified historic preservation commission by local ordinance;
- Maintains a system for the survey and inventory of local historic properties; and
- Provides for public participation in the local historic preservation program.

More information on how to become a CLG is available at <http://www.wisconsinhistory.org/hp/clgs>.

The benefits of becoming a CLG include access to the expert technical advice of the SHPO and NPS. Additional technical advice can be solicited from the National Alliance of Preservation Commissions (NAPC), Preserve America, and the National Trust for Historic Preservation, and the National Main Street Center. Financial benefits of being a Wisconsin CLG include eligibility to apply for Wisconsin Historic Preservation Fund Subgrants from the federal Historic Preservation Fund. These subgrants can be found at <http://www.wisconsinhistory.org/hp/grants/>. Additional Wisconsin CLG benefits include eligibility to authorize the use of the Wisconsin Historic Building Code for locally designated historic buildings and the ability to comment on NRHP nominations within municipal boundaries before the designations are sent to the State Historic Preservation Review Board.

APPENDIX C

Types of Historic Designation

NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places was established by the National Historic Preservation Act of 1966. The National Register is administered by the National Park Service (NPS), which supports public and private efforts to identify, evaluate, and protect American's historic and archeological resources. The National Register of Historic Places is the nation's official listing of historical, architectural, archeological, engineering, and/or culturally significant properties. Historic districts, sites, buildings, structures, and objects can be listed. While listing in the National Register of Historic Places is mostly honorific, it provides consideration in planning for federal projects; eligibility for historic preservation tax credits if it is an income producing property; and qualification for federal and state grants for historic preservation. If a municipality or school district in Wisconsin owns a listed property, the SHPO must be consulted when planning for the property to determine how the historic property will be affected.

WISCONSIN STATE REGISTER OF HISTORIC PLACES

In 1989 the Wisconsin Legislature established the Wisconsin State Register of Historic Places. The register lists districts, sites, buildings, structures, and objects for their historical, architectural, archaeological, engineering, and cultural significance. Properties in Wisconsin are generally simultaneously nominated to both the NRHP and

Wisconsin Register. Like the National Register, the State Register is mostly an honor, but requires municipalities and school districts to consult with the SHPO when they are planning projects that will affect a property listed on the State Register.

LOCAL DESIGNATION

Many municipalities that have preservation ordinances, including all that are CLGs, have provisions in their ordinance to designate or landmark historic properties and districts within their municipal limits for the purpose of preserving and protecting significant historic resources by maintaining design review control over these properties. These communities have also established preservation commissions to perform the design review. The goal of the design review process is to manage and guide changes to designated properties so that they can be adapted to meet modern needs and uses while retaining their historic character. This is a benefit, because the mechanism ensures the long-term preservation of a community's most important landmarks. If a municipality designates a historic building that it owns, the preservation commission will need to be involved in the discussion regarding the fate of the building. These commissions also retain information on how to preserve and maintain historic buildings and on funding sources for preservation that can be valuable to decision makers.

APPENDIX D

Further Assistance

NATIONAL TRUST FOR HISTORIC PRESERVATION (NTHP)

Midwest Office

53 West Jackson Blvd, Suite 350
Chicago, IL 60604
T (312) 939-5547

F (312) 939-5651
E mwro@nthp.org

[www.preservationnation.org/about-us/
regional-offices/midwest](http://www.preservationnation.org/about-us/regional-offices/midwest)

WISCONSIN HISTORICAL SOCIETY

Division of Historic Preservation and Public History

816 State Street, Room 305
Madison, WI 53706-1482

T (608) 264-6493
F (608) 264-6504

www.wisconsinhistory.org/hp

The **National Trust for Historic Preservation** (www.PreservationNation.org) is a non-profit membership organization bringing people together to protect, enhance and enjoy the places that matter to them. By saving the places where great moments from history—and the important moments of everyday life—took place, the National Trust for Historic Preservation helps revitalize neighborhoods and communities, spark economic development and promote environmental sustainability. With headquarters in Washington, DC, eight regional and field offices, 29 historic sites, and partner organizations in 50 states, territories, and the District of Columbia, the National Trust for Historic Preservation provides leadership, education, advocacy and resources to a national network of people, organizations and local communities committed to saving places, connecting us to our history and collectively shaping the future of America's stories.



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MUNICIPALITIES AND OTHER UNITS OF LOCAL GOVERNMENT IN WISCONSIN are owners of a wide array of historic buildings, many of which are landmarks that contribute to the architectural legacy of the community and are often a source of civic pride. However, as these buildings grow older and the needs of the community change, local governments are faced with decisions about what to do with these historic properties.

This booklet is designed to help civic leaders and their communities make informed decisions about the continued use of some of their most important resources—their historic municipal buildings. Included in these pages are case studies, financial tools that may be of assistance, and basic information to help make clear the sometimes-confusing world of historic preservation.

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Chicago, IL 60604
www.PreservationNation.org

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