



## Landmarks Commission

Cravath Lakefront room 2nd floor 312 West  
Whitewater Str, Whitewater, WI, 53190 \*In Person  
and Virtual

**Wednesday, August 07, 2024 - 6:00 PM**

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**Citizens are welcome (and encouraged) to join our webinar via computer, smart phone, or telephone. Citizen participation is welcome during topic discussion periods.**

### **Landmarks Commission**

Aug 7, 2024, 6:00 – 8:30 PM (America/Chicago)

**Please join my meeting from your computer, tablet or smartphone.**

<https://meet.goto.com/608028117>

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Access Code: 608-028-117

United States: +1 (224) 501-3412

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**Please note that although every effort will be made to provide for virtual participation, unforeseen technical difficulties may prevent this, in which case the meeting may still proceed as long as there is a quorum. Should you wish to make a comment in this situation, you are welcome to call this number:  
(262) 473-0108.**

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## **AGENDA**

### **CALL TO ORDER**

### **ROLL CALL**

### **APPROVAL OF AGENDA**

*A committee member can choose to remove an item from the agenda or rearrange its order; however, introducing new items to the agenda is not allowed. Any proposed changes require a motion, a second, and approval from the council to be implemented. the agenda shall be approved at reach meeting even if no changes are being made at that meeting.*

### **CONSENT AGENDA**

*Items on the Consent Agenda will be approved together unless any committee member requests that an item be removed for individual consideration.*

1. June 12, 2024 Minutes

**HEARING OF CITIZEN COMMENTS**

*No formal Committee action will be taken during this meeting although issues raised may become a part of a future agenda. Participants are allotted a three minute speaking period. Specific items listed on the agenda may not be discussed at this time; however, citizens are invited to speak to those specific issues at the time the Committee discusses that particular item.*

***To make a comment during this period, or during any agenda item: On a computer or handheld device, locate the controls on your computer to raise your hand. You may need to move your mouse to see these controls. On a traditional telephone, dial \*6 to unmute your phone and dial \*9 to raise your hand.***

**CONSIDERATIONS / DISCUSSIONS / REPORTS**

- [2.](#) Staff updated on the City's Historical personal property.
- [3.](#) Discussion and consideration of the status of the Old City Hall Bell.
- [4.](#) Discussion and Consideration of status of old City Bricks.
- [5.](#) Discussion and possible action on who should serve on the ad hoc committee for the Effigy Mounds strategic plan.

**FUTURE AGENDA ITEMS****NEXT MEETING DATE SEPTEMBER 4, 2024****ADJOURNMENT**

A quorum of the Common Council may be present. This notice is given to inform the public that no formal action will be taken at this meeting.

**Anyone requiring special arrangements is asked to call the Office of the City Manager / City Clerk (262-473-0102) at least 72 hours prior to the meeting.**



## Landmarks Commission

Whitewater Municipal Building Community Room,  
312 West Whitewater St., Whitewater, WI 53190  
\*In Person and Virtual

**Wednesday, June 12, 2024 - 6:00 PM**

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**Citizens are welcome (and encouraged) to join our webinar via computer, smart phone, or telephone. Citizen participation is welcome during topic discussion periods.**

### Landmarks Commission

Jun 12, 2024, 6:00 – 8:00 PM (America/Chicago)

**Please join my meeting from your computer, tablet or smartphone.**

<https://meet.goto.com/994249853>

**You can also dial in using your phone.**

Access Code: 994-249-853

United States: +1 (408) 650-3123

**Get the app now and be ready when your first meeting starts:**

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**Please note that although every effort will be made to provide for virtual participation, unforeseen technical difficulties may prevent this, in which case the meeting may still proceed as long as there is a quorum. Should you wish to make a comment in this situation, you are welcome to call this number: (262) 473-0108.**

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## MINUTES

### CALL TO ORDER

Called to order at 6:00 p.m.

### ROLL CALL

### APPROVAL OF AGENDA

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Motion made by Council Representative Smith, Seconded by Board Member Weigel.  
Voting Yea: Council Representative Smith, Board Member Weigel, Chairperson Adamitus, Board Member Olm

### CONSENT AGENDA

*Items on the Consent Agenda will be approved together unless any committee member requests that an item be removed for individual consideration.*

1. Approval of April 3, 2024 Minutes.

### CONSIDERATIONS / DISCUSSIONS / REPORTS

2. Discussion and possible approval to replace the existing residential stove exhaust fan with a new stainless steel round mounted on same square based 28 7/8 " in diameter and overall height of 27 1/4 " (current is 16 9/16").

This is for safety and code compliance and good for the building.

Motion to replace the existing residential stove exhaust fan with a new Stainless steel round mount.

Motion made by Board Member Olm, Seconded by Council Representative Smith.

Voting Yea: Council Representative Smith, Board Member Weigel, Chairperson Adamitus, Board Member Olm

3. Discussion and possible approval to dispose of historical bookcases that were found in the White Building.

There is a set of these bookcases, 1 in White Building, 1 in Finance and are two more in the Armory Basement. There is damage to the one in the White Building. Library is willing to reuse and would need to do repairs. The bookcase previously held DVD's and VHSs which we don't have a need for anymore. Board Member Olm states he thinks that they are from the old White Library. There are currently 65 items of property that have been tag. Pat has photos of each of these.

Motion to repurpose the bookcase for use at the Library and any repairs need to come back to the committee.

Motion made by Board Member Olm.

Voting Yea: Council Representative Smith, Board Member Weigel, Chairperson Adamitus, Board Board Member Olm

4. Discussion about reconvening the ad hoc committee for a 5-year strategic plan for the Effigy Mounds.

Board Member Weigel is proposing the reconvening five-year strategic planning committed with input from the Ho-Chunk Nation, Parks and Rec, River Forestry as well as

Wisconsin Historical Society and greater community members with the goal to create a shared, sustainable, long-term vision for the maintenance, preservation, interpretation and education of the effigy mounds. Chairperson Adamitus mentioned his concern is the up and down in maintenance.

Citizen Peggy stated she is in support of the ad hoc committee because we need to have transparency. She mentioned that Bill Quackenbush sent a statement or assessment form and that filling out this form shouldn't hold up progression to move forward. The cultural resource plan should be strategic plan.

Motion to reconvene the ad hoc committee for a strategic plan for the Effigy Mounds.

Motion made by Board Member Olm, Seconded by Board Member Weigel.  
Voting Yea: Council Representative Smith, Board Member Weigel, Chairperson Adamitus, Board Member Buely, Board Member Olm

## **FUTURE AGENDA ITEMS**

Next Meeting is July 3, 2024

Examine the property/Pat's book

Grants

Historical Property policy

## **ADJOURNMENT**

Adjourned at 6:54 p.m.

Motion made by Board Member Olm, Seconded by Board Member Buely.  
Voting Yea: Council Representative Smith, Board Member Weigel, Chairperson Adamitus, Board Member Buely, Board Member Olm

A quorum of the Common Council may be present. This notice is given to inform the public that no formal action will be taken at this meeting.

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# Landmarks Agenda Item

Meeting Date:	August 7, 2024
Agenda Item:	Staff Update on the City's Historical Personal Property
Staff Contact (name, email, phone):	Taylor Zeinert <a href="mailto:tzeinert@whitewater-wi.gov">tzeinert@whitewater-wi.gov</a> 262-473-0149

**BACKGROUND**  
(Enter the who, what, when, where, why)

When City Staff found the Bookcases that were marked Historic Property that was discussed at the 5/23 meeting. Staff connected with Pat Blackmer. Pat was a long-standing Landmarks member. Pat and I meet to discuss the tag on the bookshelf. When meeting about the tag, Pat shared that there were several things marked as City's Historic Property. Pat shared with staff two maroon booklets that have pictures and labels of the historic property. Pat also gave staff the labels to be used on future historic property.

**PREVIOUS ACTIONS – COMMITTEE RECOMMENDATIONS**  
(Dates, committees, action taken)

N/A

**FINANCIAL IMPACT**  
(If none, state N/A)

N/A

**STAFF RECOMMENDATION**

Staff's recommendation is to create criteria about what is considered historic property.

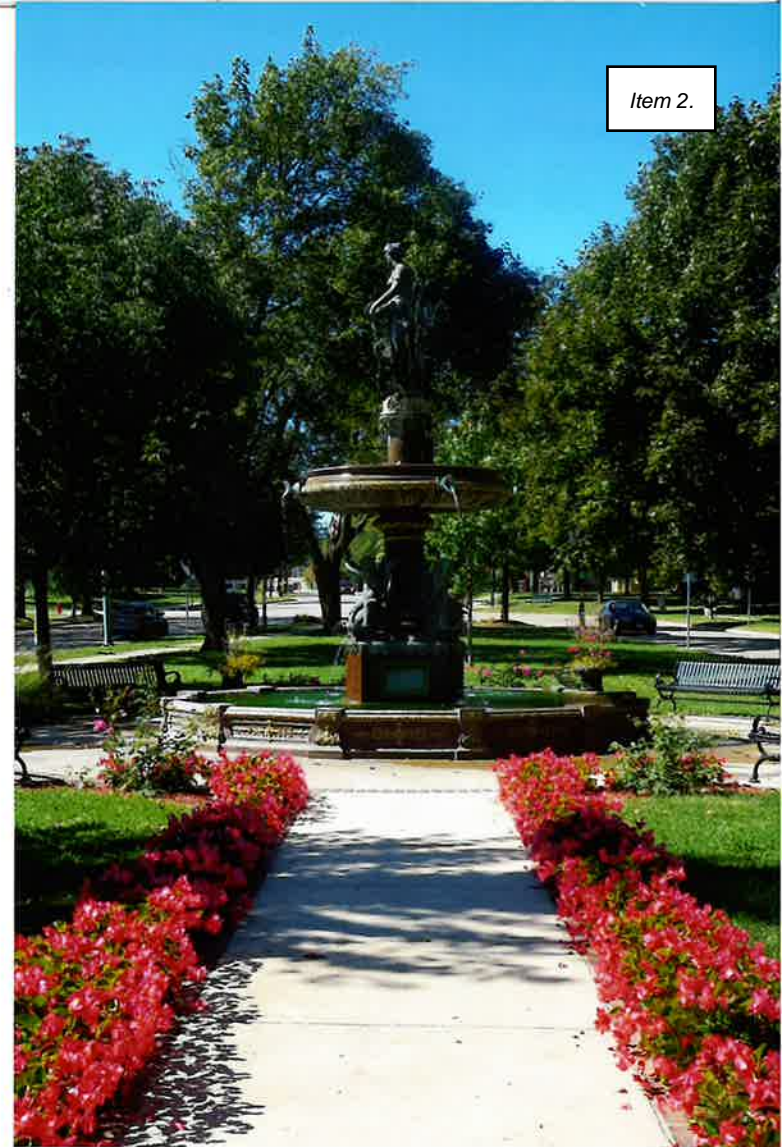
**ATTACHMENT(S) INCLUDED**  
(If none, state N/A)

Photo of the City's Historical Property Archives



1885 Whitewater Lithograph  
Located in the City Clerk's  
Office Municipal Building

1903 Birge Fountain  
Located in Flat Iron  
Park at the White  
Memorial Library





Free Library Letters  
Located on the  
White Memorial  
Library



Item 2.



Item 2.

Miniature of the Kiernan -Yasko House

LEON PESCHERET ETCHINGS  
(Irvin L. Young Memorial Library)

"Aloha – 1965"

"Baskin Creek Tennessee"

"Belgian Village Chicago (View 1)"

"Belgian Village Chicago (View 2)"

"Beyond Roarin' Fork, Tennessee"

"By the Side of the Road"

"City Hall, Whitewater"

"Covered Bridge"

"Deer Lake"

"Devil's Lake Wisconsin"

"End of Summer"

"Giant Whispering Pines"

LEON PESCHERET ETCHINGS, Cont'd.

"Greetings and Good Wishes From the Peshcere

"Heart Prairie Lutheran Church"

"Ida Lewis Yacht Club Newport"

"Main Street"

"Market Place, Taxco Mexico"

"Member of Chamber of Commerce -1954 Birge  
Fountain in Library Park"

"Member of Chamber of Commerce – 1953  
Whitewater Lake"

"Mt. Rainer Washington"

"Off Shore Wind"

"Old Main"

"Our Barn"

LEON PESCHERET ETCHINGS, Cont'd.

"Over the Ridge"

"Plymouth Vt."

"Skiing"

"Sterlingworth Point, Lauderdale Lakes"

"Taxco, Mexico"

"Tennessee Highland"

"The Birches"

"The Jones Farmstead in Winter"

"The Red Mill"

"The State Teachers College"

"The Studio"

"Untitled"

LEON PESCHERET ETCHINGS, Cont'd.

"Village Spire" inscribed and autographed to Charles Johnson by Pescheret

"Whitewater Wisconsin 1937"

"Whitewater" (view from cemetery hill)

"Winter"

Snowbound 1942  
0066

Old Ironsides  
0067 1936

In the Poconos  
0068

Bell from the City Hall Building  
located in front of the Fire  
Station on Whitewater Street



Item 2.



Bas Relief  
Located in the  
White Memorial  
Library



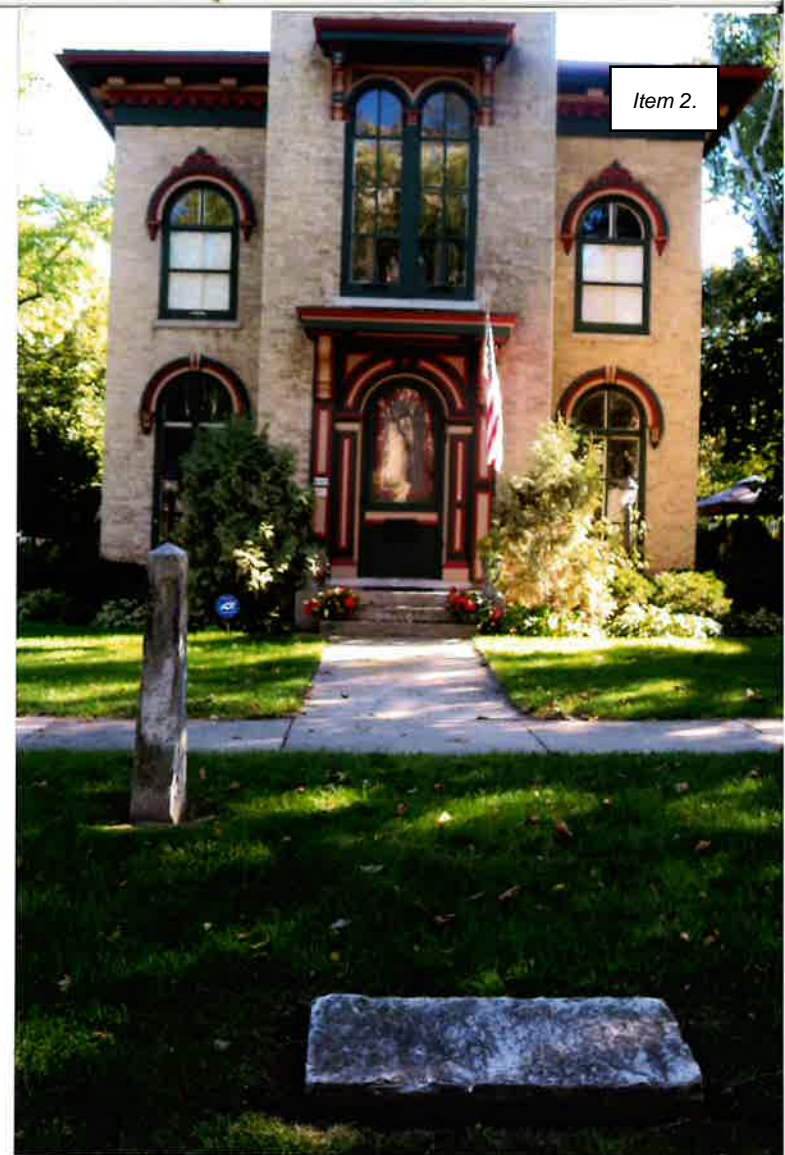


Bas Relief  
Located in the White  
Memorial Library



Bas Relief  
Located in the White  
Memorial Library

Hitching Post/Carriage Step  
Located on the terrace at  
445 Center Street



Item 2.



Original Birge Fountain Cherubs. Located in the basement of the White Memorial Library



Rooster Crossing Sign  
(Original is missing) Copy is located at  
the office in the City Garage

Original Birge Fountain "Maid of the Mist"  
Located in a case in the basement of the  
White Memorial Library



Horse Fountain  
Located at the Whitewater  
Historical Society on  
Whitewater Street



Historical Marker regarding the Depot  
Located at the Historical Society on  
Whitewater Street





Starin Park Pillar  
Located at the old  
entrance to Starin Park  
on Starin Road



Item 2.

Starin Park Pillar  
Located at the  
oldeentrance to Starin  
Park on Starin Road



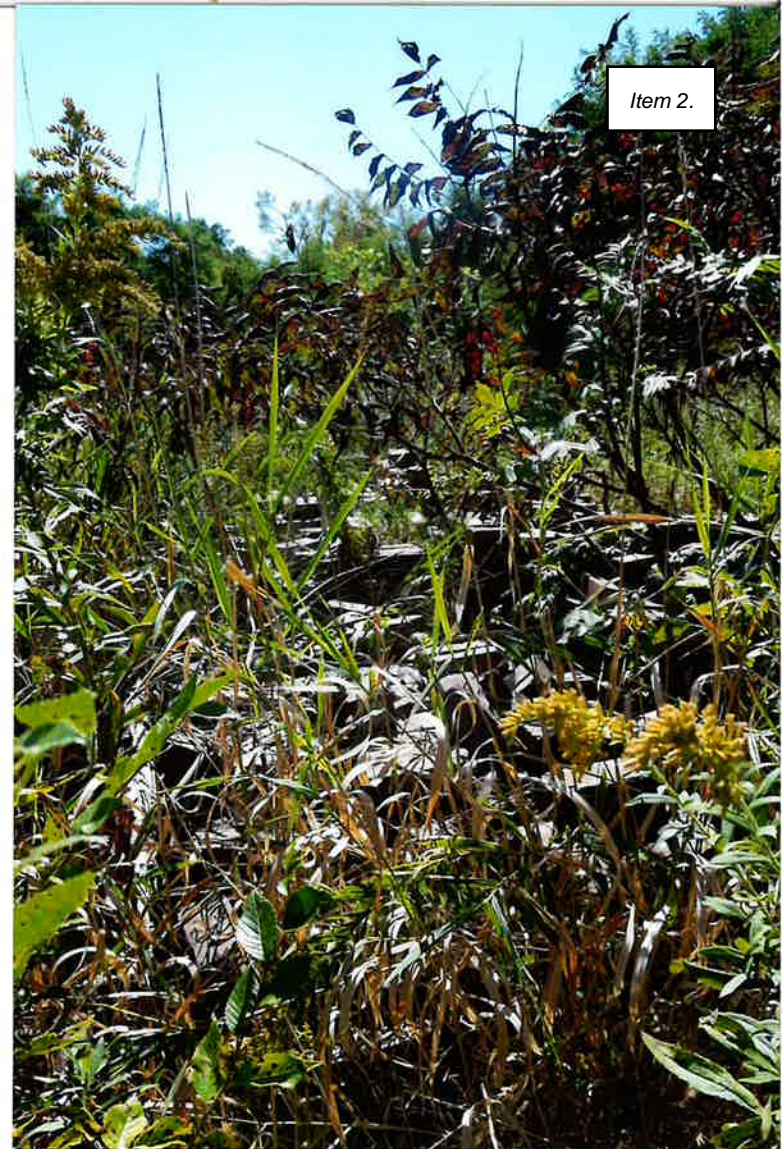
Item 2.

Starin Watertower  
Located at Starin  
Park  
Built in 1889



Item 2.

Whitewater City Street Bricks  
Located on the City Garage  
property



War Memorial Statue  
Located at North and  
Main Streets



Vietnam Veterans Memorial  
Located at the entrance to  
Starin Park on Starin Road



Item 2.

White Memorial Library book shelf  
Located in the basement office at  
White Memorial Library





# Landmarks Agenda Item

Meeting Date:	August 7, 2024
Agenda Item:	Discussion and Consideration of the Status of the Old City Hall Bell
Staff Contact (name, email, phone):	Taylor Zeinert <a href="mailto:tzeinert@whitewater-wi.gov">tzeinert@whitewater-wi.gov</a> 262-473-0149

**BACKGROUND**  
(Enter the who, what, when, where, why)

The City Hall Bell is marked as City of Whitewater Historic Property. The red on the Bell is currently fading and chipping off of the Bell. City Staff is coming to the commission to see if they would be able to re-paint the red portion of the Landmark.

**PREVIOUS ACTIONS – COMMITTEE RECOMMENDATIONS**  
(Dates, committees, action taken)

N/A

**FINANCIAL IMPACT**  
(If none, state N/A)

N/A

**STAFF RECOMMENDATION**

It is staff recommendation to allow staff to re-paint the red exterior of the bell.

**ATTACHMENT(S) INCLUDED**  
(If none, state N/A)

Photos of the City Bell









# Landmarks Agenda Item

Meeting Date:	August 7, 2024
Agenda Item:	Discussion and Consideration of the Status of the Old City Bricks
Staff Contact (name, email, phone):	Taylor Zeinert <a href="mailto:tzeinert@whitewater-wi.gov">tzeinert@whitewater-wi.gov</a> 262-473-0149

**BACKGROUND**  
(Enter the who, what, when, where, why)

The City street Bricks is marked as City of Whitewater Historic Property. The Bricks are currently located behind the City Garage.

**PREVIOUS ACTIONS – COMMITTEE RECOMMENDATIONS**  
(Dates, committees, action taken)

N/A

**FINANCIAL IMPACT**  
(If none, state N/A)

N/A

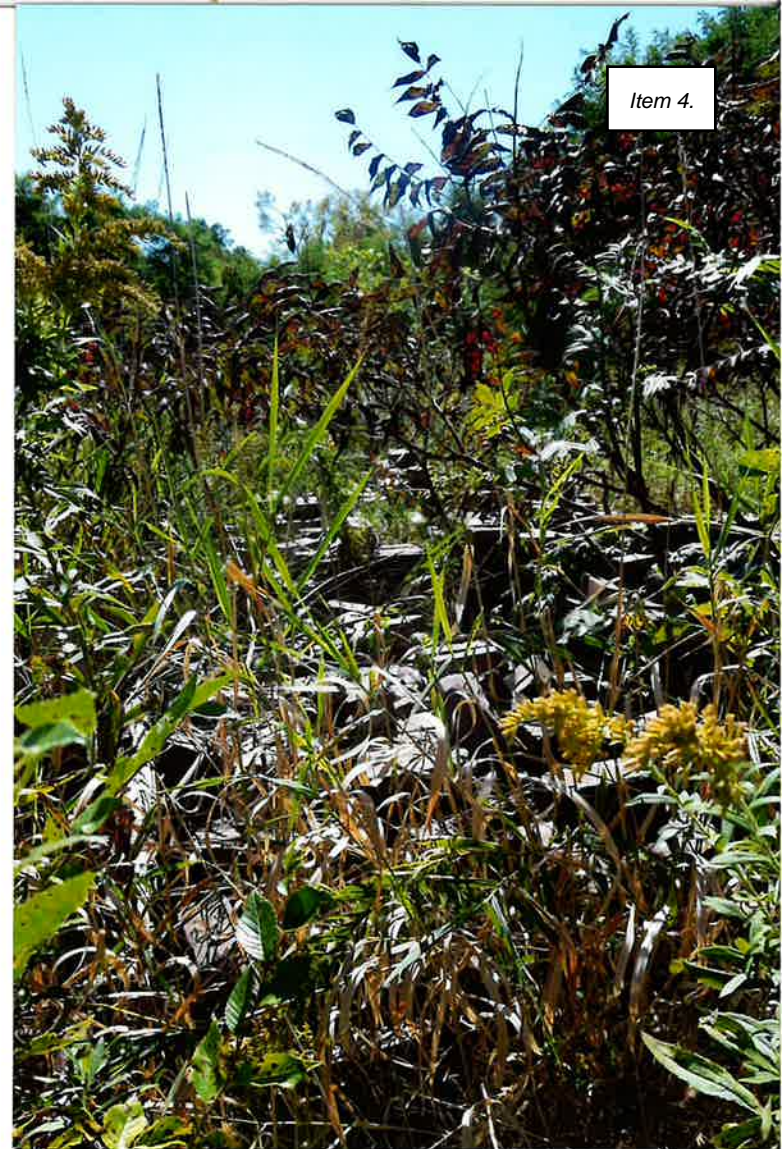
**STAFF RECOMMENDATION**

City Staff is looking for guidance as to what the Commission would like to see done with the Bricks.

**ATTACHMENT(S) INCLUDED**  
(If none, state N/A)

Photo from the City’s Historical Property Archives

Whitewater City Street Bricks  
Located on the City Garage  
property





# Landmarks Agenda Item

Meeting Date:	August 7, 2024
Agenda Item:	Discussion and Possible Action on Who Should Serve on the Ad Hoc Committee regarding the Effigy Mounds Strategic Plan.
Staff Contact (name, email, phone):	Taylor Zeinert <a href="mailto:tzeinert@whitewater-wi.gov">tzeinert@whitewater-wi.gov</a> 262-473-0149

**BACKGROUND**  
(Enter the who, what, when, where, why)

At the Landmarks meeting held on 6/23 the Commission moved to form an Ad Hoc committee regarding the Effigy Mounds in hopes to create a strategic plan. It was not decided who would serve at this committee at the 6/23 meeting; however, with this agenda item I would ask that the commission evaluate who should serve on this committee.

**PREVIOUS ACTIONS – COMMITTEE RECOMMENDATIONS**  
(Dates, committees, action taken)

N/A

**FINANCIAL IMPACT**  
(If none, state N/A)

N/A

**STAFF RECOMMENDATION**

Staff Recommendation that the following representative from the below backgrounds make up the ad hoc committee:

- Tribal Leader or Tribal Liaison
- Member of the Wisconsin Historical Society
- Subject matter Expert: Archaeologist of Tribal Partner
- Community Member- Must be a Resident of Whitewater
- A Neighbor of the Mounds
- Restoration Ecologist or Conservation Expert
- Friends Group or Service Group

**ATTACHMENT(S) INCLUDED**  
(If none, state N/A)

Best Practices in Public Mound Maintenance A Perspective from the Office of the State Archaeologist  
Wisconsin Historical Society

**Best Practices in Public Mound Maintenance  
A Perspective from the Office of the State  
Archaeologist Wisconsin Historical Society**



WISCONSIN  
HISTORICAL  
SOCIETY

***Introduction-The Ideal Management Plan***

The successful management of properties containing Native American mounds comes down to one simple philosophy: such properties should not be managed as public spaces with mounds in them. Instead, they should be managed as human burial sites that happen to be open to the public. Failure to put fragile mounds at the center of management activities invariably leads to damage to the mounds, public anger, violation of State laws protecting human burial sites, and potential financial or regulatory penalties.

On a more detailed level, property management plans must balance a number of competing interests. It is important to remember that mound sites are not ancient sites, though they may be very old. Instead, they are living places of worship and memory, where Native Peoples come to reflect, pray, mourn, and pay honor, and where adherents of many religions and spiritual practices seek connection to other worlds and honor those who came before. Features of the ideal management plan should:

- *Put preservation of the mound site first, above all else.*
- *Always be in compliance with Wisconsin's burial sites preservation law (Wis. Stats. 157.70), and any other Federal, State, or Local regulations that protect archaeological, historic, and human burial sites.*
- *Be deliberate, thoughtful, and take the unique aspects of the site at all seasons of the year into account.*
- *Clearly, concisely, and in detail outline what actions need to be undertaken, in what order, in what time-frame, with what partners, and with what rationale.*
- *Provide logistical and financial support for those actions, in both the short and long-terms.*
- *Provide strong and immediate remedies for any violation of the plan.*
- *Take the needs and wishes of stakeholders such as descendant communities, neighbors, and property users into account.*
- *Facilitate safe visitation, to the extent possible without harming the integrity of the site and site setting.*
- *Factor in the possibility of religious or spiritual use of a site, while maintaining appropriate separation of Church and State and avoiding religious discrimination.*
- *Balance what the public wants from the site with what is respectful.*
- *Create and maintain a sense of stewardship among the local community.*
- *Engage the expertise of preservation and subject-matter experts.*
- *Avoid antagonizing potential preservation partners.*
- *Recognize that changes to sites, no matter how well intentioned, have unforeseen consequences that may need to be addressed or even reversed.*
- *Recognize that site restoration and management can be a very labor-intensive and long-term process, potentially one that will continue for generations.*

**DRAFT**

## ***What is a Mound Site?***

Starting around 2,300 years ago, the Native peoples of Wisconsin began to create earthen mounds within their cemeteries. Mounds can be burial markers (covering human burials), tombs (containing human burials), and ceremonial structures (representations of spirits, ancestors, cosmic concepts, etc.), and usually serve all three roles all at once. Mounds come in three general types:

- **Geometric Mounds:** The most common geometric mounds are 'conical' or round, dome shaped mounds. The next most common are 'linear' mounds, which are shaped like embankments. Other geometric forms are rarer, and include combinations of linear and conical forms, triangles, ovals, and crosses. Conical mounds were built for the longest period of time—from 2,300 years ago to just over 300 years ago. Linear and other geometric mound forms were built between 1,500 years ago and around 800 years ago. Most, if not all, geometric mounds contain or mark human burials.
- **Effigy Mounds:** Effigy mounds are shaped like animals, spirits, and human beings. Wisconsin is one of the only places in the world where effigy mounds were built. Effigies were built between 1,300 and 800 years ago. Most, if not all, effigy mounds contain or mark human burials.
- **Platform Mounds:** Platform mounds are rare in Wisconsin. These mounds are shaped like flat-topped pyramids. They were used as platforms on which temples and the houses of leaders were built. Some contain human burials.

In addition, mound sites may contain circular or oval embankments called enclosures where dances, ceremonies, and other special activities were carried out. Human burials may lie unmarked in between and around the mounds. The buried foundations of special structures such as mortuaries, temples, and burial scaffolds may be present as well, along with the remains of campsites and villages set up near the mounds.

## ***Mounds and the Law***

Each mound site—and indeed each feature within a mound site—has its own unique set of preservation challenges. Some stem from regulatory factors. The boundaries of regulated areas differ in extent, overlap, and location at each site, and control which management actions legally may take place in different parts of the property in what order, and in what timeframe. Site managers and all staff who work within the site should demonstrate understanding of where those boundaries are and what can and cannot be done within them. A flow-chart plan and maps should be distributed to all staff who manage or work within the site, from high-level officials to park staff who mow or police the site.

- Wis. Stats. 157.70: Wisconsin's burial sites preservation law contains three main provisions that affect site managers:
  - The law forbids disturbance to human burial sites without prior authorization from the Wisconsin Historical Society.
    - All projects that might disturb the ground must be submitted to the Wisconsin Historical Society's Compliance section in the form of a "Request to Disturb. How the Compliance section handles the request depends on how the area that will be disturbed is legally classified:
      - Uncatalogued: Uncatalogued areas have a lower degree of protection. Projects affecting uncatalogued areas must be

submitted to the Wisconsin Historical Society at least 30 days in advance, and authorization for the project will be authorized, though an archaeologist may be required to monitor the project or excavate in advance of the work. Uncatalogued areas are usually the largest boundary at a mound site.

- Catalogued: Catalogued areas have the highest degree of protection. Projects affecting catalogued areas must be submitted to the Wisconsin Historical Society at least 90 days in advance, and authorization for the project may be denied. Catalogued areas are usually smaller than uncatalogued boundaries, and several catalogued areas may exist within the uncatalogued boundary of the mound site. Again, all those who work within the site should know where those boundaries are.
  - The law does not allow public entities to sell or transfer burial sites to private ownership without prior approval of the Wisconsin State Burial Preservation Board.
  - The law requires anyone who sees disturbance to a human burial site (damage to mounds, exposed human remains) or believes such damage is about to occur to immediately report the disturbance to the Wisconsin Historical Society.
- Listing on the National Register of Historic Places: NRHP listing affects how sites are treated when State and Federally-funded projects or permits are involved in an activity at the site. This boundary may differ from the catalogued and uncatalogued boundaries of the site. All impacts to NRHP listed sites-or sites eligible for listing, which includes most mound sites-from Federal or State projects must be explored and mitigated before the project can proceed.
- Listing as a National Historic Landmark: NHL listing opens up a wider set of potential funding and grant sources for sites.
- Listing as a local historic landmark: Local listing may trigger further Compliance review, or local review under local ordinances.
- Local burial site ordinances. Several municipalities have instituted their own ordinances to supplement Wis. Stats. 157.70. Site managers should be aware of any such ordinances and build them into their management plan.

### ***Preservation vs. Interpretation***

The State Archaeologist's Office recommends initial classification of mound sites into a continuum of "Preservation" vs. "Interpretation".

Sites that fall on the Preservation end of the scale are those sites in pristine condition with original vegetative cover, which would needlessly be threatened or degraded by increased human interaction. These sites are usually, though not always, in areas rarely visited by the public, such as those in remote settings in State Natural Areas. Management of such sites should focus on keeping humans away from the mounds, while monitoring them for vandalism or natural damage.

Sites that fall on the Interpretation end of the scale are those in heavily-visited, landscaped parks with abundant existing infrastructure. Interpretation at these sites helps draw the attention of the public to them in a way that helps to protect and preserve them. Management of such sites-if done right-is fairly time and labor-intensive. The



assistance of the hands-on park staff and their supervisors/managers is crucial for the plan to succeed. Good management relies on careful vegetation control, thoughtful interpretive signage, and long-range planning regarding infrastructure type and placement.

### ***Mound Site Management***

#### *Vegetation*

Sites deemed suitable for preservation rather than interpretation (e.g., those not generally visited by humans) should be maintained in their original setting (oak savannah, prairie, woodlands) wherever possible. Vegetation at sites on visited properties must be very carefully managed to preserve the integrity of the mounds and stop foot traffic over them while allowing them to be seen and understood.

- o Ground Cover: Ground cover on mounds should consist of native grassy species requiring infrequent maintenance. Species that grow to maximum heights of two feet or less are preferred for visited locations. Taller vegetation requires more maintenance, hides mounds from view, obscures invasive species, and can attract burrowing animals. Species to consider in more open settings include Sideoats grama, Hairy grama, Northern Sea Oats, Little Bluestem, Prairie Dropseed, and Porcupine grass, along with shorter seasonal wildflowers. Healthy covers of ephemeral flowers and leaf duff should be maintained on mounds in more shady environments.
- o Trees: Trees should be discouraged from growing on or within a few feet of mounds, and any trees growing on or very near mounds should be removed or carefully monitored for signs of damage, disease, and toppling. Removal of woody vegetation should not be automatic unless the presence of the vegetation poses an immediate threat to the site or to public safety, but should be carefully considered in terms of the full management plan. Full tree removal, if planned, should take place slowly over the course of many years to allow ground cover to adapt and to prevent erosion of newly-exposed mound surfaces. Any tree removal within catalogued or uncatalogued boundaries should be conducted only in frozen ground conditions (except in emergency situations), and vehicles should be kept away from mounds entirely. Some trees at mound sites are of spiritual, cultural, or historical significance, and Tribal consultation is recommended during tree removal planning. Any tree removal must be approved in advance by the Wisconsin Historical Society.

The root balls of trees that fall can rip up mounds, damaging and destroying them and exposing human remains to view. If trees do fall, the rootball and surrounding soil should be carefully examined-preferably by an archaeologist qualified to work with human remains-for the presence of human bone and/or artifacts. Any items found should be placed back within the hole created by the tree fall, the trunk should be cut at the top of the root ball, and the root ball tipped back into the mound to 'repair' the damage. The stump should not be ground. By law, any tree damage that exposes soil within or next to a mound to view should be reported to the Wisconsin Historical Society. Any tree removal must be approved in advance by the Wisconsin Historical Society.

- Invasive Species Removal: Management plans should incorporate the cost and logistics for invasive species management, as removal can be a labor-intensive and long-term process. If mounds are not in a visited location, eradication of woody species such as honeysuckle and buckthorn may not be cost or labor effective. Woody species should be cut or clipped by hand and the stumps treated with herbicide to prevent resprouting. Species such as garlic mustard and thistle should carefully be pulled by hand (never dug) during damp soil conditions to better allow the roots to be removed whole. Periodic burning is helpful in open environments, and may be necessary to eradicate some invasive ground covers. Whole-scale spraying of herbicide or pesticide is discouraged. If ground cover needs to be fully replaced, a smothering method utilizing sunblocking ground fabric or a heat-treatment method using clear-plastic sheeting is recommended rather than chemical application.
- Planting: Ground cover planting should be done via seed scattering instead of digging/planting. Small plugs may be put into place in areas around and between mounds (not on them) provided the plugs extend only an inch or two into the soil. New trees should be planted outside of catalogued areas, or within catalogued areas with the presence of WHS authorization and an archaeological monitor. Any new trees should be placed far enough from mounds that the root ball of the mature tree will not impact the mound.
- Burning: Periodic burning of mounds with native grass covers is recommended, to mimic Native prairie and savannah management, to stimulate healthy grass growth, and to suppress invasives. Following burning events, managers should take the opportunity to re-survey mound contours and mark them in non-invasive manners to guide that season's mowing and vegetation management activities.
- Let Nature Take Its Course: Nature has a way of self-correcting. If non-woody native species begin to work their way into a mound area (wildflowers, ferns, different grass mixes), site managers should observe rather than immediately remove those species. If the changes are not leading to damage to the mound and are not hampering interpretation of the site, they should be allowed to continue and should be adjusted for in management activities.

### **Mowing**

Every effort should be made to avoid running lawnmowers over burial mounds. Any given instance of foot traffic and mower traffic may be brief, but when multiplied over the course of years and decades can flatten and destroy mounds forever. This is one of the main points where management of publicly-owned mound sites falls short, as parks staff often have a "mow it and be done with it" philosophy. This approach, however, always leads to damaged mounds. At the same time, proper mowing and vegetation management practices can actually reverse years of damage, allowing mounds to decompress and 'breathe' again.

The ideal mowing plan for a mound at a visited site is one that:

- Allows vegetation to grow up high enough to protect the mound from erosion
- Discourages foot traffic
- Sets the mound apart from the surrounding area
- Keeps vegetation short enough to not obscure or hide the mound
- Keeps vegetation short enough to not attract burrowing animals

- o Either avoids mowing the mounds themselves, or trims them in a way that avoids a stubbly "cut hayfield" appearance.

A model mowing regime at most sites should involve the following steps:

- o Resurvey of mound outlines in the early spring, in particular after any burning episodes.
- o Establishment of a 'mowing line' at the edge of the mound beyond which riding mowers (or even hand mowers) may not pass.
- o Mower decks should be set higher than normal at the mower line to avoid scalping the edge of the mound.
- o Grass on the mound should be allowed to grow three or more inches higher than grass next to the mound, in order to highlight the mound and ensure that visitors can recognize it for what it is.
- o If the grass on the mounds needs to be manicured or shaped, a weed trimmer should be used instead of a mower, never cutting the vegetation closer to the mound than six to eight inches. If a mower absolutely must be used, the mound should be hand-mowed-as little as possible-with the deck set as high as possible.
- o Grass around and between mounds should be allowed to grow a little higher than grass in the main park area (though lower than the mounds themselves), to set off places where recreational activities are not appropriate. This can be achieved by setting mower decks a couple of inches higher than normal, taking care not to scalp mound edges at the no-mow line.
- o Mound areas should be examined for offerings before mowing or trimming events, in order to avoid damaging offerings and/or mowers.
- o All mowing and weed-trimming should take place during dry conditions when the ground is firm enough to handle the weight of people and/or mowers without compressing the soil.

### *Animal Damage*

Animal damage is one of the most frustrating things to deal with when it comes to mound sites, as it is almost unavoidable and can be very difficult to stop.

- o Reduce mole and ground squirrel damage at visited sites by making vegetation cover unattractive to them.
- o Larger burrowing animals such as ground hogs, badgers, skunks, or foxes should be trapped and relocated elsewhere following all local and/or WDNR protocols, and the burrows re-filled by hand using the soil pushed out by the animal.
- o Soil pushed out of burrows should be carefully examined, and any items that resemble bone or artifacts placed as deeply in the hole as possible before it is refilled.
- o Dogs should be discouraged within mound areas.

### *Visitor Experience*

#### *Traffic Flow*

- o Routing foot and vehicle traffic:
  - o Management plans should take into account the full range of traffic through a site. A narrow, grassy trail near a mound may be perfect for foot traffic, but inadequate to allow maintenance or emergency vehicles to

- pass without damaging the mound. Trail placement and width should take into account the largest vehicles (work trucks, snow plows, etc.) to be used in that part of the property.
- o Trails/paths should suit ADA requirements, while also reducing impact to the site and minimizing labor and maintenance costs. Trail beds should be raised above the original ground surface whenever possible, to avoid impacting potential archaeological or burial features.
- o Trails, paths, or sidewalks should never come within ten feet of a mound and any trails, paths, or sidewalks that pass through or over a mound should be removed as soon as possible.
- o Volunteer paths that impinge upon mounds and mound areas should be blocked as soon as they are noticed by dragging fallen limbs across the pathway. Park managers might even explore encouraging the growth of stinging nettle or thorny plants along places where volunteer paths keep appearing, as an added inducement to stay on the trail.
- o Signage should be placed along paths/sidewalks/trails at the edges of the mound site, so that visitors are alerted that they are entering a human burial site.
- o Parking:
  - o Parking areas should not be placed within potential burial areas or within ten feet of mounds.
  - o Railroad ties, boulders, or other barriers should be put in place to prevent visitors from driving and parking on or over the mounds.

### *Recreation*

Ideally, there should be a clear line between recreational areas and mound sites. If an activity would not be considered appropriate in a cemetery, it should not be considered appropriate within a mound site. However, public lands are public lands, and there may be a wide range of community thought on what activities are appropriate and what are not. Some neighbors or visitors may object to any restriction, while others may object to any activity. A good management plan finds an appropriate and pragmatic balance, always putting the care of the mounds first. Tribal consultation and partnership are strongly encouraged on this matter, as is community education.

- o Barriers: Physical barriers may be needed to separate recreational areas from mound areas. Natural wood 'zig-zag' or 'snake rail' fencing combined with flower plantings allows barriers to be erected in an aesthetic and flexible manner without placing posts in the ground. Fences do not need to fully block access—a few segments of fencing often suffice to identify a boundary. Stretches of tall prairie grass or hedges also provide less-intrusive visual cues separating spaces.
- o Firepits: Tribal consultation may reveal that the presence of a firepit is desirable. If so, Tribal partners may have thoughts regarding the placement, orientation, and layout of the firepit area.
- o Signage: Thought should be given to the wording on signage identifying the function of recreational areas. "Community area" rather than "picnic" or "play" area, "Spiritual care area" or "storytelling circle" to identify a firepit or fire circle, etc.
- o Litter Disposal: Litter disposal areas should be placed near picnic, grill, or play areas, but as far from the mounds as possible. Situations where individuals need

to walk through the mound area to reach litter disposal areas should be avoided. Litter containers should be policed and lidded to avoid trash and litter blowing into the mound area.

## ***Interpretation***

### *On-Site Interpretation*

It is the State Archaeologist's philosophy that an unmarked burial site is an endangered burial site. The public cannot be relied upon to identify mounds as burial sites, nor to understand how to be respectful towards them without some help. A management plan for mounds should include concrete protocols for designing, installing, monitoring, repairing, and updating signage.

- o Placement:
  - o Signage should be placed at the margins of mound groups, rather than within mound sites.
  - o Every entrance to the mound area should be signposted in some fashion.
  - o Any markers or older signs set on or within 10 feet of mounds should be removed and relocated further away. As with all activities that will disturb the ground, contact the Wisconsin Historical Society for authorization before proceeding.
  - o Simple signs identifying a feature as a mound (e.g., "Burial mound, keep off") may be needed at some locations within a mound site depending on foot traffic and patterns of visitor use.
  - o Interpretive signs should face the mound site wherever possible.
  - o If the mounds are visible from the interpretive sign, any maps should be oriented with respect to the viewer so that they can better understand where they are in relationship to the site.
  - o The signage should not compete visually with the mounds.
- o Content:
  - o Existing signage should be examined for derogatory or outdated language and accuracy, and replaced if not up to current standards.
  - o The sign should be appropriate to its function-to educate, to signpost, to warn, etc.
    - Interpretive signage should cover the basics—who, what, when, and why, and include a Tribal voice, as well as a request to be respectful within the site.
    - Signposts should be smaller and posted at all entrances to the mound area. An example might read "Now entering a burial mound area. Please be respectful."
    - Warning signs should be small, to the point, obvious, but non-intrusive. An example might read "Burial mound. Keep off."
  - o In cases where mound sites are split between public and private ownership, the mound site as a *whole* should be interpreted, while maintaining confidentiality for private landowners and discouraging trespassing onto private property.
  - o Content creation should include input from subject matter experts and Tribal partners.
  - o Multi-lingual signage, including Native languages, is preferred, wherever possible.
  - o Bronze plaques dedicated by organizations such as the Wisconsin Archeological Society, Federation of Women's Clubs, or local historical

societies should be offered back to those organizations if they are removed. If the organizations are not interested, they should be offered to local museums or the Wisconsin Historical Society.

- Signage should include features to make the site accessible to those with visual or mobility impairments. Raised relief models of the mounds and low height placement are recommended.

- Installation

- Signs should be mounted on bases that can be moved rather than embedded into the ground. We recommend that the sign be mounted on supports welded to a heavy steel plate, which can then be covered with cobbles or gravel to make it appear as though the sign is firmly in the ground.
- Small warning signs placed next to mounds should be mounted on trees, hung from chains, or otherwise mounted between approaching visitors and the mound. These signs should be obvious, but not intrusive.

- Monitoring

- Signage should be regularly monitored for signs of defacing, vandalism, etc.

### *Off-Site Interpretation*

More detailed information about the mound site—including any ongoing management activities or closures—should be hosted on your community's website. Off-site information helps drive visitation, educate the public, and facilitate preservation of the site. QR codes linking to this information may be placed on signage at the mound site itself, but should be monitored frequently to ensure that pranksters or scammers haven't printed bogus codes and pasted them over the correct codes.

### ***Offerings and Spiritual Practices***

Visitors—both Tribal and non-Tribal—may leave offerings behind on or near mounds. A good management plan will contain protocols for how such offerings are handled, and how long they will be left in place. Tribal consultation is strongly encouraged on this matter in particular. Examples of offerings commonly left at mound sites include tobacco (crumbled or in small fabric bundles), prayer ribbons, feathers, crystals, hand-made objects, votive candles, and liquids or other substances in glass containers.

- Offerings should be left for the agreed-upon time in the management plan before being removed.
- Follow Tribal guidance regarding the handling and disposal of offerings.
- All areas should be policed for offerings prior to mowing/weed trimming and/or vehicle traffic through the mound site to avoid damaging either the offerings or the equipment, and to avoid spraying glass shards through the site area.

The management plan should take into account the possibility of conflict between Tribal and non-Tribal spiritual use of some sites, and between spiritual use of the site and recreational use of the site. To say this may be a difficult balance is an understatement. In general, a good management plan should:

- Allow spiritual practices to be conducted within and near the mound area, in a manner that allows the practitioners to be free from harassment and/or

discrimination. This may mean temporarily closing the park at certain times of the year, providing security, or simply asking disrespectful visitors to leave.

- o If the spiritual practice would cause damage to the mound site (burial of crystals or 'orgone objects'), violate State Law (unauthorized excavation of a new firepit within the catalogued area}, or be considered disrespectful by Tribal communities (exorcism of 'demons' by a Fundamentalist sect), alternative venues should be offered-and if not accepted then the practice should not be permitted to go forward.
- o
- o If conflict arises between different spiritual users (e.g., Tribal vs. Nee-Pagan), Tribal concerns should be given precedence to the extent possible without discriminating on religious grounds. Mediation between the groups is recommended in these instances.

### ***Consultation and Partnership***

We strongly recommend that all managers of burial mound sites create and maintain relationships with a wide range of partners. These partners should be involved in the creation of the management plan and activities within the park, and should be consulted when circumstances require (and in many cases when they do not, to maintain harmony and good relations). Every effort should be made to develop good long-term relationships with Tribal Historic Preservation Offices and local Tribal members, and with the owners of neighboring properties.

Perhaps the most important step of consultation and partnership is to identify suitable partners. There are many 'experts' who have strong feelings about mounds, but who lack the necessary expertise or background to guide correct management of a burial site. Good partners bring two things to the table:

- o The authority to speak and act—someone within a Native Nation or other organization who can make promises and take action with the support of their Nation or organization.
- o Subject-matter expertise—someone who has the training and knowledge to accurately guide decisions regarding management of the site.

Failure to cultivate partnerships, and the elevation of ego and territoriality (on both sides) over what is best for a mound site, results in the creation of rifts that can hamper the care of a mound site for a generation. Site managers and park staff may not be happy at having 'outsiders' intrude on their decision-making processes and workflows. However, just as a cardiac surgeon shouldn't be expected to understand the ins and outs of computer programming, site managers should recognize that they are unlikely to be experts in all aspects of mound management and care. Partnerships help fill in the gaps, keep activities within the park on legal footings, keep the public happy, and can often result in a pool of volunteers ready and able to lessen the load on park staff.

On the other hand, the limits on partnerships should also be made abundantly clear-in a calm and non-combative manner-to all involved. There are practical and legal limitations on what can be done at any mound site. It is incumbent upon potential partners to recognize the limits of their authority, their expertise, and the law, and to not overstep their bounds in a manner that increases conflict. Mediation of disputes and better maintenance of the site is always preferable to maintenance of grudges.

With that in mind, potential partners may be sought amongst a wide array of Wisconsin's communities, agencies, and civic organizations:

- Tribes: Wisconsin's Native Nations, as descendants of the people buried within the mounds, should be consulted at all stages of the management planning process, when interpretive signage is being created, and when events that promote or celebrate the mounds are being planned. They may also request to be involved in some aspects of park management such as prairie burns, removal of offerings, dedication of facilities, etc.
- Statutory: The Wisconsin Historical Society must—by law—authorize in advance any project that will disturb ground within the site boundary. The Society also offers subject matter expertise and information/visuals for interpretive signage and online materials, and investigates disturbances to burial sites. In some cases, the Society may legally need to approve your management plan, and should be consulted periodically as the management plan is being drafted.
- Subject Matter Experts: Subject matter experts should be consulted during drafting of the management plan and during creation of interpretive signage. The pool of experts may need to include prairie specialists, arborists, and other individuals in addition to archaeologists and Tribal partners.
- The Wisconsin Archeological Society provides assistance to archaeological/burial site managers, and can assist with the creation of management plans and interpretive signage. The Wisconsin Archeological Society also helps to promote and host events at mound sites, particularly during May (Wisconsin's Archaeology Month).
- The Local Community: No management plan should be created without the input of local users. By involving the local community in the care of a mound site, you foster a sense of ownership and belonging that results in more respectful use of the site and a more watchful eye for trouble. Users may also be able to alert you to issues you would otherwise not have taken into consideration during planning.

Neighbors: The same recommendation holds true for the owners of neighboring parcels. If ownership of the mound site is split between public ownership and a neighbor, then partnership is a necessity. Neither party can dictate what happens on the other side of the property line, so in order to protect the mound sites as a whole and avoid bad public relations arising from the public airing of feuds, it is best for both to find a way to work together. When it comes to mounds, good fences do not make for good neighbors.

- Local Historical and Archaeological Societies provide a valuable volunteer pool, for promotion of events, vegetation management, site clean-up days, and other activities. They may also have historic images and maps of the site for use in interpretive signage, web articles, and other content. It is good practice to include local historians in event planning and management plan creation.
- Scouts/Public Service Groups: are one of the major volunteer pools for mound sites. Members of these organizations can assist with events, site clean-up, trail restoration, and even minor construction projects such as fence-building, design and construction of shelters, and so forth.



- Friends Groups: Dedicated Friends groups form a steady support base for any park or park system.

### **Accountability**

Finally, any management plan is only as good as the ability of staff on the ground to abide by it. If on-site management of a mound group is outsourced to dis-interested or antagonistic parties, or if there is no means to monitor the quality of work, pay for the work, or to enforce management provisions, then the plan might as well not exist. Public opinion will turn against you as visitors notice continuing damage and deterioration of the site. All levels of management, from the top official in your organization to the person trimming the grass, are responsible and accountable.

Successful management of the site must thus include:

- Adequate training for all staff, right down to part-time high school interns, regarding what can and cannot be done in order to abide by State Law and the management plan.
- An acknowledgement on behalf of all involved that they understand their duties and responsibilities.
- Adequate long-term financing and staffing to put the plan into operation.
- Oversight and monitoring of work at the site to ensure that the plan is being adhered to.
- A means by which partner organizations can object to deficiencies in the work at the site, with real results.
- Enforced penalties for those who do not adhere to the plan, starting with re-training and working up to dismissal.
- If on-site management is outsourced, there must be some means of removing those duties from those not adhering to the plan and assigning them to other organizations/agencies who will.