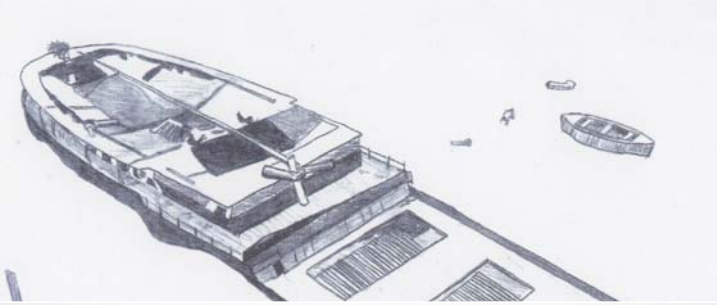
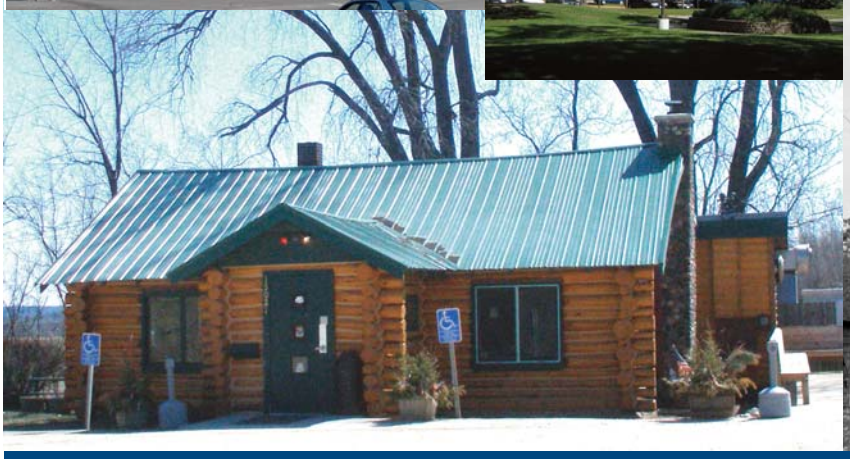
A New Season

Preservation Plan for Minnesota's Historic Properties

2012-2017

State Historic Preservation Office





Minnesota Historical Society

Front Cover: (clockwise from upper right) Benjamin Noble (shipwreck), Knife River vicinity, Lake County; Waterford Bridge, Waterford Twp., Dakota County; Benike Family Barn, Farmington Twp., Olmsted County; Log Cabin, Oak Park Heights, Washington County; Young Women's Christian Association of Duluth (YWCA), Duluth, Saint Louis County; workshop session at Wood Lake Battlefield Historic District, Sioux Agency Twp., Yellow Medicine County; Cedar Square West, Minneapolis, Hennepin County.

Back Cover: Grand Mound (National Historic Landmark), Unorganized Territory, Koochiching County.

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Preservation Plan for Minnesota's Historic Properties 2012–2017

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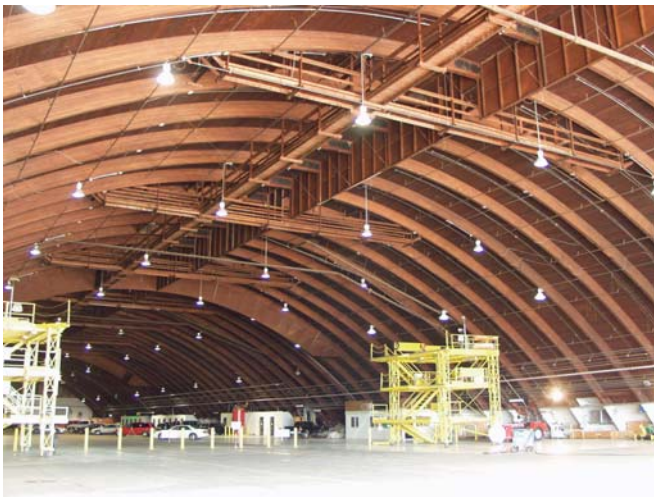
Minnesota Historical Society

State Historic Preservation Office
345 Kellogg Blvd. W.
St. Paul, MN 55102
651-259-3450
FAX 651-282-2374
E-MAIL mnshpo@mnhs.org

Introduction

Minnesota's historic and archaeological resources are as rich and diverse as its people and its landscape. Each community has a character all its own, whether it's the rugged landscape of the Iron Range, the wide open prairies of the southwest, the charming main street of a small river town or the warehouse district of a major metropolitan area. And our story is a patchwork of the contributions of generations who came before us. Varied as we are, the people of Minnesota share a deep sense of place. It is the responsibility of each of us to preserve that legacy for future generations.



Riverside Hangar, St. Paul, Ramsey County

Chik Wauk Lodge, Unorganized Territory, Cook County

A New Season for Historic Preservation

In recent years Minnesota's citizens and lawmakers took steps to ensure that preservation of the state's historic and cultural resources would be long-lasting. The result: A new season has dawned for historic preservation in Minnesota.

In November 2008, voters gave voice to what the people of Minnesota value when they passed a constitutional amendment creating a new sales tax of 3/8 of a cent to support outdoor heritage, parks and trails, clean waters, and arts and cultural heritage. For the first time, the words "Minnesota history" appear in the state's constitution. And in 2010, after years of concerted effort, the state's preservation community celebrated passage of legislation establishing a new historic rehabilitation tax credit for Minnesota.

A Blueprint for Action

Now we must leverage these new tools to build on our strong, four-decades-long foundation of historic preservation activity. To maximize their potential, the Minnesota State Historic Preservation Office (SHPO) has developed this new six-year statewide historic preservation plan to serve as a blueprint for all those committed to preserving Minnesota's irreplaceable historic and archaeological resources.

The plan is designed to assess Minnesota's progress toward preservation goals set during the previous planning period and provide direction for the state's preservation community in the years ahead. Intended for preservationists across the state, the plan will be adapted and implemented in communities large and small, urban and rural. Working together, with clear priorities and common goals, the Minnesota preservation community stands ready to set a new standard for historic preservation.

A Vision for the Future

How might historic preservation look in Minnesota at the end of this 2012–2017 planning period? With the preservation community united in its stewardship of Minnesota's rich resources, it is sure to be thriving in all its dimensions:

- Preservation will be seen as a broad, inclusive movement that identifies, protects, preserves and interprets important places and events associated with all people who have contributed to Minnesota's past.

- Historic resources in their many forms — the built environment, landscapes, archaeological sites — will be recognized and celebrated by all citizens as a record of our rich cultural heritage.

- Community leaders and property owners alike will see preservation as an essential tool for revitalizing Minnesota's cities, towns and neighborhoods and for saving a disappearing countryside.

- The preservation community will be a strong network of people from diverse cultures, backgrounds and disciplines, working together to leverage the human and financial resources necessary to make preservation happen across the state.

Duluth Armory, Duluth, Saint Louis County

Hewitt Public School, Hewitt, Todd County

First National Bank — Soo Line Building, Minneapolis, Hennepin County

Putting the Plan Together

This statewide historic preservation plan provides the overall framework for the ongoing work of historic preservation — resource identification, evaluation, registration and protection — by all of Minnesota's preservation partners. Information for the plan has been gathered from many sources encompassing both the public and professional sectors. It is meant to work in concert with other planning documents that address Minnesota's historic preservation needs — MnDOT's Management Plan for Historic Bridges, for example, and the state's disaster plan for historic properties, as well as the plans of local heritage preservation commissions around the state.

The SHPO Role

The State Historic Preservation Office, located at the Minnesota Historical Society, plays the lead role in developing and implementing Minnesota's preservation plan. SHPO staff members work to:

- Review the previous plan's goals and measure accomplishments.
- Spearhead the public participation process, compiling and reviewing the full range of comments and recommendations.
- Assess the state's historic resources and the challenges and opportunities inherent in preserving them.
- Translate this body of information into preservation goals and strategies.

Identifying Our Consituents

Key to formulating the state's historic preservation plan is the public participation component — tapping the ideas of a wide range of constituents committed to preserving the state's cultural resources. For this plan, the SHPO identified the following groups for input:

- The general public.
- Preservation-related professionals and those familiar with the field of historic preservation and the work of the Minnesota SHPO. Participants included Tribal Historic Preservation Officers, the State Review Board, the Minnesota Historical Society Grants Review Committee, statewide and local historic preservation organizations, heritage preservation commissions, Certified Local Governments, Main Street cities, preservation consultants, other Minnesota Historical Society staff members, historians, architectural historians and archaeologists.
- Local and county historical organizations.
- American Indian communities.
- Federal, state and local government officials and others whose decisions affect or have the potential to affect historic and cultural resources.
- Developers, real estate professionals and people in the construction trades.
- Other special-interest populations.

Public and Professional Input

To communicate with these diverse audiences and solicit input for the statewide plan, the SHPO developed a process that combines regional meetings for the public with periodic planning sessions for selected groups. The gatherings are designed to identify strengths and weaknesses of current preservation programs and explore trends and issues affecting Minnesota's cultural resources. Input for the plan comes from these forums and other sources outlined below:

Facilitated Public Meetings: Six regional meetings — one in the metropolitan area of Minneapolis/St. Paul and five in greater Minnesota — were facilitated by an outside consultant and attended by SHPO staff to measure perceptions about preservation, identify regional issues and threats to historic properties, and gauge the need for technical assistance and funding.

Agency Participation: The SHPO conducted planning sessions with state and federal agency personnel, local

Christiania Lutheran Free Church, Eureka Twp., Crow Wing County

heritage preservation commissions, the State Review Board, Grants Review Committee and other individuals. In addition, information on statewide issues affecting historic preservation was gleaned from the planning documents of other agencies, annual reports of heritage preservation commissions and reports of review and compliance activities.

Workshops: The SHPO hosted workshops for state and federal agencies and for other agencies receiving federal funds to discuss concerns about projects affecting historic resources. Several state agencies that lacked comprehensive planning for their cultural resources were targeted for cooperative work over the past five years.

Online Survey: Comments from stakeholders and the general public also were solicited through an online survey on the Minnesota Historical Society's website, a tool used to gather feedback for the previous plan as well. This time, the quality of the feedback was equally good but the rate of return was considerably lower.

Newsletters: The SHPO's two electronic newsletters, The Minnesota Preservation Planner and Local History News, kept constituents informed of the planning process, encouraged attendance at facilitated meeting and urged participation in the online survey.

Social Media: Although the number of people accessing the SHPO's blog and Facebook page is relatively small, these avenues provided another means to steer people to the online survey and invite them to review a draft of the statewide plan.

Ongoing Analysis of Trends and Issues: Periodic roundtable discussions at departmental meetings help SHPO staff sort through feedback received throughout the year. The steady volume of phone calls and e-mails from constituents facing a wide range of preservation problems serves as an invaluable barometer of trends and issues, providing real-world case studies for conference and workshop topics as well as aiding the planning process.

Summary of Public Input

More than 200 individuals representing all levels of historic preservation activity — federal, state, regional and local — provided input for this plan. Some attended the facilitated public meetings or took the online survey to identify issues and gauge needs. Others took part in larger planning sessions and in one-on-one discussions. Still others reviewed a draft of the plan.

Many respondents shared both their perceptions about the state of historic preservation in Minnesota and their thoughts on goals for the next planning period. All provided valuable feedback and made thought-provoking suggestions. A brief summary of their input follows.

General Observations

A majority (76.6 percent) of those polled online and at public meetings thought that historic preservation is holding steady or gaining ground in their communities. There were regional differences, however; in the northern and west-central regions of the state, a markedly lower percentage of respondents thought that preservation was gaining ground.

Successes Cited

By far, the most frequently cited successes for the previous planning period were new funding sources — the Legacy grants program and the state historic preservation tax credit. Other notable successes included:

- Preservation and/or rehabilitation of historic buildings that helped raise community awareness about historic preservation.
- Downtown revitalization efforts.
- Creation of local preservation groups.
- Growth and development of Minnesota's tribal historic preservation offices.
- Growing awareness of traditional cultural properties.

Challenges

Among barriers to progress in strengthening preservation efforts statewide, the following were mentioned most frequently:

- The current recession has shrunk budgets and shifted priorities for governments, agencies and property owners.
- Preservation is often viewed as cumbersome, complicated and expensive.
- Many communities lack historic preservation ordinances and design guidelines.
- Due to demographic changes and population shifts, there are shortages of skilled preservation professionals as well as volunteers, particularly in greater Minnesota.

Greatest Needs

Current and future needs for historic preservation in Minnesota were identified by those participating in public

Dodd Ford Bridge, Shelby Twp., Blue Earth County

forums and reviewing the statewide plan draft. Among their suggestions:

Education at all levels:

- *For schools*: Incorporate local history and historic preservation into curricula.
- *For government officials and staff*: Promote the benefits of historic preservation and provide guidance in how to develop and use preservation tools.
- *For preservation professionals:* Offer training in the interpretation of laws and standards.
- *For the construction industry:* Develop technical training in rehabilitating and restoring historic properties.
- *For laypeople*: Develop guides on preservation basics such as how to do a preservation tax credit project and how to list a property on the National Register.

More funding for:

- Incentives for homeowners to preserve their historic houses.
- Qualified staff for HPCs.
- Protection for endangered properties through such means as revolving loan programs.

Planning:

- Increase the number of HPCs and CLGs across the state to enact local preservation ordinances and develop community-based design guidelines.
- Incorporate historic preservation in comprehensive and master plans at all levels.
- Strengthen the connections between historic preservation and sustainability.

Increased SHPO presence:

- Provide more onsite preservation assistance and training to government officials, local communities and property owners in all regions of the state, especially in greater Minnesota.
- Use multiple forms of communication to reach out to both the preservation community and the general public.
- Develop programs to attract and engage a more diverse audience.

Survey priorities:

- Identify cultural resources in small towns, rural areas and elsewhere that are underrepresented in existing surveys, and get eligible properties listed in the National Register.
- Increase surveys of historic landscapes and resources from the post–World War II era and the recent past.

Advocacy:

- Increase media coverage for historic preservation.
- Develop new preservation advocacy groups, especially at the local level.
- Recruit volunteers to help with all aspects of preservation work.
- Begin efforts to reauthorize the state rehabilitation tax credit to extend beyond its 2015 expiration date.

Feedback on the Draft Plan

Just as suggestions gathered at the regional planning meetings have been incorporated into this document, so have many of the ideas received from individuals reviewing the draft plan. Although their numbers were fewer this year than in the past, their comments were nonetheless invaluable in shaping the final plan. Particularly insightful was input from the Preservation Alliance of Minnesota and the National Park Service's Department of Heritage Preservation Services.

Looking Ahead

Over the next six years, the SHPO will test, evaluate and fine-tune the assumptions, goals and strategies presented in this document. The revision process for the next plan, to be published in 2017, will begin in 2015 with a series of listening sessions to measure accomplishments. By then, it will be time for a fresh look at our progress and the challenges that remain in protecting and preserving Minnesota's historic resources.

Franklin Junior High School, Brainerd, Crow Wing County

Chaska Historical Marker, Chaska, Carver County

Duluth Commercial Historic District, Duluth, Saint Louis County

Dr. George R. Christie House, Long Prairie, Todd County

United States Post Office, Fairmont, Martin County

Robert Wallace (shipwreck), Palmers, Saint Louis County

The Current Picture: Priorities, Statewide Factors, Preservation Partners

Overview

Minnesota has an immense array of historic properties, from the expected — distinctive houses, county courthouses and commercial districts — to the unexpected — a pipestone quarry, a lime kiln, a covered bridge, a steam freighter shipwreck. Together, they help tell Minnesota's story.

These tangible links to our past have been identified and preserved around the state by countless preservation-minded individuals and organizations. The core of that effort is the ongoing work of Minnesota's State Historic Preservation Office, which to date has identified nearly 63,000 historic structures and more than 17,900 archaeological sites. Of these, more than 1,600 properties, including some 150 historic districts, are listed in the National Register of Historic Places. For their transcendent value to the nation as a whole, 25 of Minnesota's National Register properties have also been named National Historic Landmarks. Several hundred more individual properties as well as historic districts encompassing thousands of additional properties have been designated locally by municipalities around the state.

Identifying the Resources

The SHPO began a systematic inventory of Minnesota's historic resources in 1977 with a county-by-county survey of standing structures. By 1988 an estimated 32,000 historic properties had been identified and evaluated. This early survey work generated a baseline of data still relied upon today.

Since that time the SHPO and other preservation partners have undertaken more specialized surveys and cultural resource studies to fill gaps. Areas of focus have included state-owned buildings, historic bridges, properties built under federal relief programs of the 1930s, University of Minnesota properties, historic farmsteads, highway waysides, properties associated with the logging industry, Woodland tradition archaeological sites, and logging-era dams. Special legislative appropriations and federal grants also have contributed to the body of survey material in such areas as agricultural historic landscapes, the Grand Rounds of Minneapolis, and historic shipwrecks in Lake Superior and other inland lakes and rivers.

Many recent surveys have been conducted by federal and state agencies to comply with laws governing specific public and private projects. These surveys are identifying new categories of resources in rural areas (e.g., small-town water towers) as well as automobile-era resources affected by transportation projects.

Information generated by all of these surveys is available at the Minnesota SHPO for use by the public and for research and planning by government agencies. Much of the data has been made accessible through searchable databases; information from National Register nominations, for example, is posted on the websites of the Minnesota Historical Society and National Park Service.

Stuntz Bay Boathouse Historic District, Breitung Twp., Saint Louis County

At the local level, 33 Minnesota communities with heritage preservation commissions (HPCs) have, since the 1980s, conducted surveys of their own, funded largely by federal Certified Local Government (CLG) grants. Since 2010, grants from the Minnesota Arts and Cultural Heritage Fund also have supported such work. (The SHPO administers both grant programs.) Minnesota's two largest cities, Minneapolis and St. Paul, have already been updating their earlier surveys — Minneapolis completing a 10-year project with CLG grants and St. Paul initiating a similar effort with a 2010 Arts and Cultural Heritage Fund grant. As these funding sources feed the work of a growing number of HPCs, those HPCs will expand the statewide inventory, ensuring that historic properties are duly considered in local planning efforts.

Historic Contexts

To aid in the identification and evaluation of Minnesota's historic and archaeological resources, the SHPO developed a three-tiered framework of historic contexts defined by time period, theme and geographic area. That framework, which sets priorities for survey, registration and treatment activities, helps determine the significance of each resource within the larger picture of the region's history:

I. Broad statewide patterns encompassing three periods: Pre-Contact (9500 B.C.–A.D. 1650), Contact (1650–1837) and Post-Contact (1837–1945).

II. Specific themes, identified as needed, to evaluate properties best understood in a framework smaller than statewide patterns.

III. Contexts developed by a particular city or other local area for use in local planning.

Survey Priorities

During this next planning period, emphasis will be placed on updating the statewide survey and expanding survey work to address gaps. Financial resources available from the Arts and Cultural Heritage Fund will help ensure that the work gets done. The priorities:

- Update the statewide county-by-county standing structures survey to meet current preservation standards, reflect changes in site conditions and include resources that have become eligible since the original survey was done. This is needed especially in areas where there are no HPCs to initiate the work.

- Continue efforts to complete the statewide archaeological survey. Begun in 1977 but finished in only a handful of counties, the archaeological survey is a high priority, especially as development threatens sites near the shorelines of lakes and rivers. Recent appropriations from the Arts and Cultural Heritage Fund, along with support and leadership from the Office of the State Archaeologist, the Minnesota Indian Affairs Council and the Minnesota Historical Society's Archaeology Department, will help ensure that a strategic approach is taken.

- Encourage consideration of traditional cultural properties in all surveys, and train surveyors and cultural resource professionals on how to identify and better integrate them in their work.

- Undertake a comprehensive, statewide study of historic landscapes, both urban and rural, and develop additional historic contexts to properly identify, document and evaluate them.

- Conduct surveys of post–World War II resources, developing new historic contexts to help identify and evaluate them, especially those in suburban areas not previously considered potentially significant.

- Make SHPO survey files more widely accessible via a robust, easily searchable GIS-based system so that the information can be used effectively by future generations for research and historic preservation planning. Coordinate those efforts with partner agencies, such as MnDOT and the Office of the State Archaeologist, that are also engaged in cultural resource management.

Statewide Factors Affecting Historic Resources: Challenges and Opportunities

Many factors affect historic preservation in Minnesota — from economics and land use patterns to changing demographics and shifting cultural values. This section addresses some of the most pressing statewide factors that will likely necessitate changes in how the historic preservation community goes about its work.

Changing Demographics

Minnesota is on the precipice of a great transition. While its population is growing, it is also aging and becoming more diverse as people leave rural areas for the state's urban centers.

Population Growth: One of the fastest-growing states in the region, Minnesota saw its population growth accelerate in the 2000s. And over the next 25 years the state is expected to grow by another 1.3 million people. But distribution of that growth is uneven across the state; most of it is concentrated in urban centers — Minneapolis and St. Paul (particularly the exurban ring), St. Cloud, Moorhead and Rochester — and along a corridor extending diagonally from border to border across the state's midsection.
At the same time, many rural areas are losing population. Especially hard hit are counties along Minnesota's northern and southern borders and nearly the entire southwestern region of the state.

An Aging Population: Like the rest of the country, Minnesota will experience an unprecedented demographic

Farmers and Mechanics Savings Bank, Minneapolis, Hennepin County

shift over the next decade as baby boomers reach retirement age. And the labor force is likely to shrink as the number of retirees outpaces the number of younger Minnesotans entering the job market.

■ *Challenge:* Population shifts — both growth and loss — often lead to the abandonment and deterioration of property types such as churches and schools. Population decline in rural areas and the attendant loss of historic resources there are particularly troubling; in some regions, small communities are nearly disappearing from the landscape.

■ *Challenge:* In growth areas, especially on the suburban fringe, there will be continued pressure to replace rural landscapes with development. Among the likely results: Small towns will struggle to maintain their historic character, and archaeological resources will be lost.

■ *Opportunity:* The migration of young people to city centers acts as a revitalizing force and stimulates the adaptive reuse of historical buildings in the urban core.

■ *Opportunity:* The increasing number of retirees creates a vast pool of volunteers who can serve the needs of nonprofit organizations such as those in the historic preservation field. And reverse migration of retirees to northern and rural communities may strengthen the rural economy while building volunteer capacity for preservation activities there.

Diversity: At the same time, Minnesota is becoming more diverse. The 2010 census confirms that much of the state's population growth is tied to its growing minorities. The numbers of Black or African American, Asian, African, Hispanic or Latino, and other nonwhite groups have increased by more than 50 percent in the last decade, while the white population has remained relatively constant.

■ *Challenge:* Without the full involvement of currently underrepresented minorities in the field of historic preservation, significant resources associated with their history and culture may be lost.

■ *Opportunity:* As minorities are better integrated into the realm of historic preservation, they can play an important role in telling their own stories and in identifying and preserving resources that matter to them and are important to their heritage.

■ *Opportunity:* Minnesota's American Indian tribes and their THPOs have become more actively engaged in historic preservation. They can help identify and preserve resources important to the tribes, improve collaboration among tribes and with government agencies, and establish strategies for preserving their culture and traditions.

Economics

Economic circumstances in Minnesota during the previous planning period of 2006–2010 were marked by extreme contrasts. Unprecedented growth and development characterized the first half of the period, especially in urban centers such as the Twin Cities region, Fargo/Moorhead and Rochester. There was also substantial development, particularly associated with recreational activities, in the state's northern lake country. This rapid growth placed severe pressure on many types of historic resources but also provided opportunities for the rehabilitation and preservation of other properties.

The second half of the planning period was dominated by rising unemployment and a major economic recession. Property values plummeted, new development slowed to a trickle, and many homeowners faced foreclosures, some abandoning their properties. It is anticipated that the rate of growth and development in Minnesota will continue at a slower rate into the foreseeable future.

But out of this grim economic climate emerged a ray of light. After a decade of trying, historic preservationists

succeeded in persuading state legislators to include a Minnesota Historic Structure Rehabilitation Tax Credit in a jobs bill signed into law in 2010. Their argument: The rehabilitation of historic buildings stimulates local economies, creating more jobs and keeping more dollars in the community than new construction.

■ *Challenge:* In many cities, foreclosures and abandonment of properties have resulted in increased demolition of historic resources.

■ *Opportunity:* The slowdown of development, especially in suburban areas, is providing a temporary reprieve from development pressures on historic resources and is buying time to identify historic properties and plan for their preservation.

■ *Opportunity:* Decreasing property values have made historic properties more affordable for those who want to acquire and preserve them, at the same time that those lowered values have made demolition and infill construction less profitable for speculators.

■ *Opportunity:* Unemployed and underemployed Minnesotans may seek job training in areas such as historic preservation and the trades, where there are currently shortages of trained professionals and skilled workers in many regions of the state.

The Legacy Amendment

Against a backdrop of the worst economic downturn since the Great Depression, Minnesota voters in 2008 passed a constitutional amendment creating a new sales tax of 3/8 of a cent to support a variety of causes. Popularly known as the Legacy Amendment, it dedicates funds for projects and activities in the areas of outdoor heritage, parks and trails, clean waters, arts, and cultural heritage.

Of the total annual proceeds from the sales tax, 19.75 percent is dedicated to the Arts and Cultural Heritage Fund (ACHF) to support "arts, arts education and arts access, and to preserve Minnesota's history and cultural heritage." Already, the impact of the new revenue stream has been felt: $6.75 million in grants was distributed in the 2010–2011 biennium, and $10.5 million is available for distribution in 2012–2013. In all, projections based on current sales tax revenues indicate that Minnesotans will invest more than $1.2 billion in ACHF programs and projects over the 25-year life of the tax.

■ *Opportunity:* At a time when significant social and demographic changes are transforming the cultural and economic fabric of our communities, the Arts and Cultural Heritage Fund holds incredible potential for what can be accomplished for the future of history and historic preservation in Minnesota.

■ *Challenge:* Responsibility for spending the funds wisely is shared not only by history, historic preservation and cultural heritage organizations but by all Minnesotans. Leveraging the potential of the ACHF will require a citizenry that is culturally literate, technologically savvy, historically aware and creative. And organizations will need to be adaptable and responsive to meet the needs of a more diverse, connected and mobile population.

Transportation and Infrastructure

Much of Minnesota's public infrastructure is aging. A significant investment in rehabilitation or reconstruction is needed for the state's roads and highways, water and sewer systems, and public utility systems. Of particular concern are our transportation systems. An aging population will demand safer roads and more transit options. And regions of the state that are growing will demand alternative modes of transportation and ways to reduce congestion and travel times.

■ *Challenge:* As revenues decline, governments are investing less in maintenance, resulting in continuing deterioration of the state's aging infrastructure.

■ *Challenge:* The development of new infrastructure and transportation systems may adversely affect historic resources. For example, some mass transit options create pressure to increase density, threatening smaller historic buildings.

■ *Opportunity:* Many of Minnesota's infrastructure systems are now more than 50 years old, making them potentially eligible for the National Register of Historic Places. This may afford them greater consideration in the planning process.

■ *Opportunity:* Many historic areas, especially those developed during the pre-automobile era, were designed for walkability and mass transit. Land use and transportation planning should strive to maintain and rehabilitate these areas.

■ *Opportunity:* As Minnesotans and leisure travelers from surrounding states seek alternatives to long-distance trips, day trips will become more prevalent. Historic communities across the state can attract visitors by capitalizing on their proximity and marketing their heritage tourism efforts.

■ *Opportunity:* Increasing demand for alternative modes of transportation such as walking and biking trails will encourage adaptive reuse of historic transportation corridors and historic bridges.

Sustainability and the Environment

Minnesota is doing its part to promote sustainability, green energy and other environmental causes. Historic preservationists find themselves ahead of the curve with their oft-repeated adage, "The greenest building is the one that's already built." They know that rehabilitating historic resources, rather than demolishing them and replacing them with new construction, avoids filling landfills with construction debris and reduces greenhouse gas emissions associated with new construction.

■ *Challenge:* Despite the positive benefits of historic preservation on the environment, many people do not closely associate historic preservation with sustainability.

■ *Challenge:* Renewable energy sources such as wind and solar power have the potential to negatively affect historic resources. Wind farms can alter the character of rural landscapes, and solar panels can compromise the character of historic properties if their location and placement are not carefully considered.

■ *Opportunity:* Many historic buildings were designed with energy-efficient systems such as natural lighting and ventilation. Over time, however, these features have been compromised. Their restoration should be promoted as a means to reduce energy consumption.

■ *Opportunity:* The conservation of natural resources may have the additional benefit of preserving some types of traditional cultural properties.

Globalization and the Local Response

The move toward globalization began in earnest in the decades after World War II and proved particularly beneficial for the United States. Demand for American goods surged between 1940 and 1970, spurring construction of new manufacturing facilities across the country and inaugurating one of the longest periods of sustained economic growth in American history.

More recently, however, manufacturing in the U.S. has gone into decline as the availability of cheap labor overseas moved the production of goods offshore, leaving behind an abandoned industrial landscape. In the hands of developers, older brick mills and warehouses have found new life as offices, apartments, condominiums and artist lofts. But mid-20th-century factories — many designed for specific, now-obsolete purposes — are proving more difficult to reuse.

These negative impacts of globalization have prompted a social movement towards localization in some communities, with an emphasis on rehabilitating urban core areas as well as neighborhoods and small towns.

■ *Challenge:* The decline of manufacturing in Minnesota has resulted in a glut of vacant industrial facilities across the state. Many of these buildings, though less than 50 years old, are considered white elephants and face the threat of demolition.

■ *Opportunity:* A historic context needs to be developed for identifying resources associated with this significant post–World War II period in American and Minnesota history so that the diversity of property types and their geographic dispersion can be documented. The establishment of criteria for their evaluation will guide informed decision-making.

■ *Opportunity:* For resources identified as historically significant and worthy of preservation, reuse studies can be done to identify potential new uses.

■ *Opportunity:* Historic preservation can help strengthen the economies of local communities by realizing community reinvestment.

Gethsemane Episcopal Church, Appleton, Swift County

Grand Opera House, St. James, Watonwan County

This analysis of statewide factors affecting historic resources draws on a number of sources, including:

- *2010 United States Census.*
- *Reports and data from the State Demographer's Office and the Minnesota Department of Employment and Economic Development.*
- *Minnesota's 2008–2012 Comprehensive Outdoor Recreation Plan.*
- *Minnesota Statewide Transportation Policy Plan, 2009–2028.*
- *Minnesota Pollution Control Agency's 2008 Strategic Plan.*
- *"A Twenty-Five-Year Vision, Framework, Guiding Principles, and Ten-Year Goals for the Minnesota Arts and Cultural Heritage Fund," a report to the Minnesota Legislature, Jan. 15, 2010.*

The Preservation Community in Minnesota

Interest in historic preservation has grown substantially since the first statewide preservation plan was published in 1991. Minnesota now has a wide and diverse range of preservation organizations, professionals in related fields, skilled artisans, architects and developers with preservation expertise. Following are Minnesota's many partners and the varied roles they play in guiding the state's preservation efforts. (For a list of web links to these organizations and agencies, see page 29.)

Partners Whose Primary Purpose Is Historic Preservation

Minnesota State Historic Preservation Office

The Minnesota SHPO, located at the Minnesota Historical Society and funded from both federal and state sources, plays the lead role in implementing the statewide preservation plan. The Historic Preservation Department that houses the SHPO also administers the federally mandated historic preservation program, several grants programs and the state historic rehabilitation tax credit, enacted in 2010. With staff stretched thin as demand for its services grows, the department is working to broaden its statewide reach through several new avenues — a website designed to answer frequently asked questions, an electronic newsletter that promotes preservation events and successes, and a social media presence geared to a wider audience.

At a time when grant funds have become increasingly scarce, the Minnesota SHPO is fortunate to have witnessed an unprecedented expansion in state-funded grants for historic preservation. Joining the longtime County and Local Historic Preservation Projects Grants Program, which uses state bond funds to aid publicly owned historic properties, is the new Minnesota Historical and Cultural Grants Program, established after voters in 2008 passed a constitutional amendment providing ongoing funding for a number of causes. This program is proving to be a game changer (see page 11).

Minnesota's Tribal Historic Preservation Offices

The presence of Tribal Historic Preservation Offices (THPOs) in carrying out the provisions of the National Historic Preservation Act has been one of the most significant developments in the country's preservation movement over the past decade. In the last five years Minnesota has seen the number of its THPOs more than double. Joining the

Eitel Hospital, Minneapolis, Hennepin County

Mille Lacs, Leech Lake and White Earth bands of Ojibwe as tribes with THPOs were the Bois Forte Band of Chippewa Indians, the Fond du Lac Band of Lake Superior Chippewa, the Grand Portage Band of Lake Superior Chippewa, the Lower Sioux Indian Community and the Upper Sioux Indian Community. The National Park Service designates these tribes, at their request, to play a role parallel to the SHPO in administering preservation programs on their reservations. Minnesota THPOs have focused on archaeological sites and traditional cultural properties and are now working with the SHPO on other types of historic resources. They are also increasing collaboration among tribes.

National Trust for Historic Preservation
This nonprofit organization provides national leadership in historic preservation and is an important partner to Minnesota's preservation community. The National Trust's commitment has been crucial to fostering preservation advocacy and strengthening both statewide nonprofit preservation organizations and local preservation programs.

In recent years the Trust has done considerable work to raise awareness of preservation in the state. The organization held its annual National Historic Preservation Conference in St. Paul in 2007, included threatened Minnesota properties on its annual Eleven Most Endangered list (the Fort Snelling Upper Post in 2006 and the Pillsbury A Mill in 2011), and named two Minnesota cities to its annual Dozen Distinctive Destinations (Red Wing in 2008 and St. Paul in 2011). In addition, the Trust provided grant funding for several important preservation initiatives in the state and, through timely outreach from its Midwest Office, offered informed intervention in a number of controversial preservation issues.

Preservation Alliance of Minnesota
Founded in 1981, the Preservation Alliance is Minnesota's only statewide nonprofit organization dedicated exclusively to the preservation, protection and promotion of historic resources. The Alliance works to preserve Minnesota's cultural resources through preservation advocacy, education and a preservation easement program. The organization is home to the Minnesota Main Street program, annually issues a list of Minnesota's Ten Most Endangered Historic Properties, hosts the Minnesota Preservation Awards program and offers tours of historic sites across the state.

The Alliance also spearheaded an advocacy campaign, spanning more than a decade, that ultimately led to passage of the Minnesota Historic Structure Rehabilitation Tax Credit in 2010. Other significant strides in recent years: a membership now exceeding 500, a fourfold budget increase since 2006 and a full-time staff of four.

Local Heritage Preservation Commissions (HPCs)
There are currently 56 Minnesota communities with local preservation ordinances and established HPCs (see list, page 28). These communities are among Minnesota's strongest preservation partners, providing leadership and advocacy on preservation issues across the state despite having little or no local funding and/or professional staff. A total of 43 communities with HPCs participate in the Certified Local Government (CLG) program, administered by the SHPO and the National Park Service, making them eligible for federal pass-through grants to conduct surveys, designate historic properties, develop and enforce design guidelines, and undertake a wide range of preservation education activities.

Government Players

Federal Agencies
All federal agencies have historic preservation responsibilities under the National Historic Preservation Act. These responsibilities include the stewardship of historic properties owned by the agencies, as well as consideration of how their ongoing work might affect historic properties owned by others.

- **The National Park Service** owns, maintains and interprets historic properties in Minnesota at Voyageurs National Park, the St. Croix National Scenic Riverway, and Grand Portage and Pipestone National Monuments, and works to preserve and interpret historic properties

in the Mississippi National River and Recreation Area. Through its external programs, the NPS also provides important oversight for historic preservation programs across the country, including the National Register of Historic Places and the work of the SHPOs. Through publication of its Preservation Briefs and dissemination of guidelines on treatment methods for historic properties, the NPS sets stewardship standards for the nation.

■ **The Advisory Council on Historic Preservation** (ACHP) is an independent federal agency that oversees the historic preservation work of other federal agencies in consultation with the SHPOs. The ACHP has authority to intervene in and help resolve complex or controversial preservation projects with federal involvement. The agency also offers training and guidance on federal preservation law and practices.

■ **The U.S. Forest Service** owns historic properties in the Superior and Chippewa National Forests and promotes awareness of these resources through Passport In Time, its volunteer archaeology and historic preservation program.

■ **The Federal Highway Administration** is a significant funding source for historic preservation activities, primarily through enhancement fund grants. The agency also undertakes extensive survey, identification and evaluation projects related to federal transportation improvement programs. Initiatives such as the Context-Sensitive Design program and the agency's proactive efforts in tribal consultation have made it responsive to the changing needs of its preservation partners and the state's historic resources.

■ Among federal agencies with cultural resource professionals on staff are the **Federal Emergency Management Agency**, the **Natural Resources Conservation Service**, the **U.S. Fish and Wildlife Service**, the **U.S. Army Corps of Engineers**, the **U.S. Department of Housing and Urban Development**, the **U.S. General Services Administration**, the **Bureau of Indian Affairs** and the **U.S. Department of Veterans Affairs**, all working to ensure that historic properties are considered as they carry out their missions.

■ The **U.S. Department of Agriculture/Rural Development**, the **U.S. Department of Health and Human Services**, the **Federal Communications Commission**, the **Federal Energy Regulatory Commission**, the **U.S. Department of Energy**, the **Federal Transit Administration** and the **Federal Railroad Administration** periodically fund or license projects involving sewer and water systems, communications towers, hydropower developments and rail transportation that can affect historic properties.

American Indian Tribes

Minnesota's tribes have long advocated preserving their cultural resources. In 1992 the National Historic Preservation Act was amended to provide for expanded participation by all tribes in the national preservation program through consultation on federal projects and the establishment of Tribal Historic Preservation Offices (see page 13). In recent years, the input of tribal elders and tribal cultural resource professionals has broadened the scope of historic preservation in Minnesota, on and off reservation lands.

State Agencies

The State of Minnesota, through its many agencies, owns numerous historic properties. The principal stewards of state-owned cultural resources are the Minnesota Department of Administration, Department of Natural Resources and Department of Transportation. Many other agencies also undertake activities and projects that may affect historic properties. Some examples:

■ The **Minnesota Department of Administration** is responsible for a number of historically significant state-owned buildings. The department also houses the Office of the State Archaeologist (see page 16).

■ The **Minnesota Department of Natural Resources** (DNR) oversees hundreds of historic resources, including buildings — many from the WPA era — and archaeological sites in state parks and other areas across the state. Those locations also include many significant historic landscapes. A team of DNR cultural resource professionals oversees much of the preservation work carried out under DNR stewardship.

■ The **Minnesota Department of Transportation** (MnDOT), through its cultural resources unit as a delegated agent of the Federal Highway Administration (FHWA), reviews all FHWA-funded projects to carry out the agencies' preservation responsibilities in Minnesota. Since the last preservation plan was issued in 2006, MnDOT has overseen the survey of thousands of historic

resources across the state, completed a statewide preservation plan for Minnesota's historic bridges, developed context statements for railroads and Woodland Tradition archaeological resources, and collaborated with the SHPO to prepare guidelines for Minnesota Historic Property Records. MnDOT is also an active partner in the preservation of historic properties overseen by the agency, notably historic bridges and waysides.

■ The **Minnesota Department of Employment and Economic Development**, through such programs as Small Cities Development, provides funds for economic development and community revitalization.

■ The **Minnesota Indian Affairs Council** is the official liaison between tribal governments and the State of Minnesota. Its mission is to protect the sovereignty of the 11 Minnesota tribes and the well-being of American Indians throughout the state. The Council works closely with the Office of the State Archaeologist in carrying out responsibilities to protect American Indian burial sites, and serves as a sounding board for policy decisions affecting Indians in Minnesota.

■ The **Minnesota Pollution Control Agency**, in its environmental planning role, is positioned to encourage consideration of historic resources during planning for feedlots, industrial development and public infrastructure projects.

■ The **Office of the State Archaeologist**, established in 1963, sponsors, conducts and directs research into the prehistoric and historic archaeology of Minnesota; protects and preserves archaeological sites and objects; disseminates archaeological information through the publication of reports and articles; identifies, authenticates and protects human burial sites; reviews and licenses archaeological fieldwork in the state; and enforces provisions of MN Statutes 138.31–138.42 and 307.08.

■ The **Minnesota Historical Society** is a nonprofit educational and cultural organization established in 1849 to preserve and share Minnesota history. The Society receives major support from the State of Minnesota and performs numerous crucial preservation-related functions. In addition to housing Minnesota's SHPO, the Society is the steward of some of the state's most significant historic sites; it administers 32 of them, many in cooperation with local historical organizations. These sites are an important tool for preservation, education and outreach, as well as a generator of cultural and heritage tourism around the state.

Local Governments/Agencies

City and county governments, school districts and other local government entities own and manage a wide array of historic properties. Those resources include county courthouses, city and township halls, libraries, schools, fire departments, water towers, and formerly private properties that have come to local governments through abandonment or acquisition. Local planning and development agencies, as well as elected and appointed officials, are responsible for implementing municipal policies that may affect both publicly and privately held historic properties.

Among communities working to preserve notable local structures and landscapes are Minnesota's five Main Street cities, which joined the National Trust program after it was relaunched in 2010 by the Preservation Alliance of Minnesota in partnership with the SHPO, with a grant from the Arts and Cultural Heritage Fund. The Main Street program provides communities with a comprehensive strategy for preserving historic buildings and offers the training, tools and support they need to undertake commercial revitalization.

Other Organizations and Individuals

Preservation Professionals

Independent historians, architectural historians and archaeologists throughout the state perform contract work for federal and state agencies, local governments, private developers and the SHPO. Other professionals and tradespeople whose fields have a significant impact on historic resources include architects, builders, contractors, lenders, attorneys and real estate agents. Thanks to work generated through the new state historic rehabilitation tax credit and the Minnesota Historical and Cultural Grants Fund, the pool of preservation professionals in the state is growing.

Professional Organizations and Friends Groups

A number of professional organizations in the state promote historic preservation and offer education programs for their members. Among them:

■ The **American Institute of Architects Minnesota**, representing the state's architects, advocates for preservation of Minnesota's historic resources largely

through its Historic Resources Committee. Local chapters in Minneapolis and St. Paul collaborate with the HPCs in those cities on annual preservation awards programs that recognize preservation efforts.

■ The **Minnesota Chapter of the American Society of Landscape Architects**, dedicated to careful stewardship and wise planning of cultural and natural environments, strengthens awareness of historic landscape preservation through programs and continuing education.

■ Several **professional archaeological organizations**, including the Society for American Archaeology, the Society for Historical Archaeology, the Plains Anthropological Society, the Midwest Archaeological Society, the Council for Minnesota Archaeology and the Minnesota Archaeological Society, publish journals, sponsor annual conferences on Midwest archaeology and advocate for resource protection.

■ The **Minnesota Chapter of the American Planning Association** promotes the benefits of well-planned, livable communities, of which historic preservation is an important component. The national organization issues publications on the economic, design and cultural benefits of preservation and offers guidance on planning for historic resources.

Nonprofit Advocacy and Friends Groups

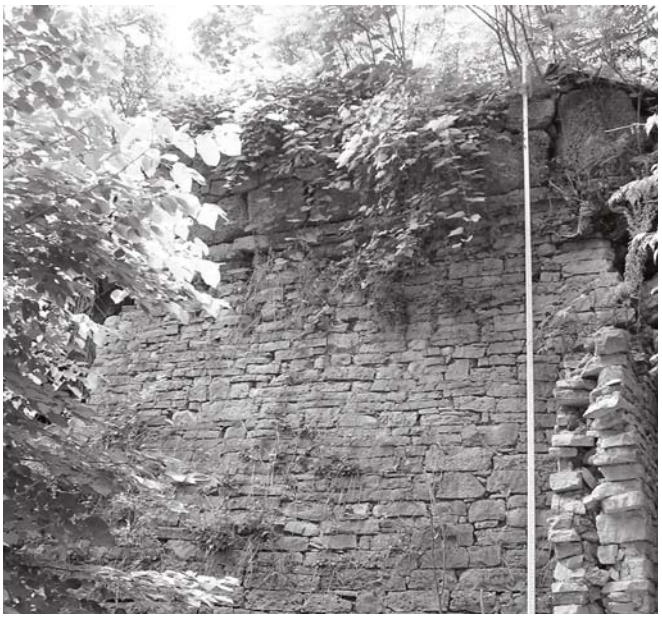
An ever-increasing number of highly visible special-interest nonprofit organizations and friends groups are dedicated to advocating for the state's historic resources:

■ The **Minnesota Chapter of the Society of Architectural Historians**, founded in 1973, promotes the preservation of important architectural resources through advocacy, tours, public programs and a quarterly newsletter.

■ The **Friends of Minnesota Barns** was formed in 2003. Through its workshops, consultations and annual awards program, the organization works to educate Minnesotans about, and increase their awareness of, the importance of preserving the state's historic barns and farmsteads.

■ A number of **traditional historic preservation groups** have formed in the last five years, many of them with boards, charters and 501(c)3 status. They include DOCOMOMO US MN, Dodd Ford Road Bridge Association, Friends of Christ Church Lutheran, Friends of Floral Hall, Friends of the Kirkbride, Friends of the Riverfront, Greater Litchfield Opera House Association, Jackson Preservation Alliance, Kasson Alliance for Restoration, Preserve Minneapolis, Minneapolis Historic Homeowners Association, and the Prairie Skyline Foundation. These groups join the ranks of established community and neighborhood organizations such as Historic St. Paul, the Duluth Preservation Alliance and the St. Cloud Historical and Neighborhood Preservation Association.

Komensky School, Hutchinson Twp., McLeod County



Stillwater South Main Street Archaeological District (DOE), Stillwater, Washington County

■ An emerging group of **nontraditional preservation advocates** supports historic preservation for reasons other than a dedication to history. This group includes advocates for energy conservation, green building, sustainable development, transit alternatives, environmental quality, job creation, skilled-trades education and cultural tourism development. New alliances with such groups in the coming planning period will strengthen preservation efforts statewide.

■ **Social media–based** groups are proving valuable to the historic preservation cause, especially those with short-term goals such as saving a particular historic resource or sharing information on a particular subject. Nearly two dozen such groups have formed in recent years, often disbanding after the group's work is done.

County and Local Historical Organizations

Minnesota is home to more than 400 historical organizations, including county historical societies in each of the state's 87 counties. Many of these organizations are stewards of historic properties, some of which are administered as house museums, others as general history museums. Increasingly, county and local historical organizations are directing their attention to preservation projects in their communities and have become local leaders and vocal advocates for preservation. Many have established websites or social media sites to reach wider audiences, educate the public and seek volunteers.

Minnesota History Coalition

Recognizing strength in numbers and a united voice, a variety of history and historic preservation organizations formed the loosely organized Minnesota History Coalition in 2008–2009 to advocate for a shared agenda before the state legislature. Coalition members included the Minnesota Historical Society, Preservation Alliance of Minnesota, Minnesota Alliance of Local History Museums, Minnesota's Historic Northwest, Council for Minnesota Archaeology and Minnesota Archaeological Society. The coalition sponsored meetings around the state to gather input, then presented a recommendation to the legislature to fund history and historic preservation through the Arts and Cultural Heritage Fund.

Owners and Developers of Historic Properties

A majority of the state's historic resources are in the hands of private property owners and developers, a group that is key to the success of resource preservation statewide. Many of those individuals appreciate the historical and architectural significance of their properties, but others remain unaware of their properties' importance. Owners also have varying means and abilities to care for their historic properties. The availability of state historic rehabilitation tax credits to augment the federal tax credits is attracting significant attention from property owners and developers.

Commerce Building, St. Paul, Ramsey County

Milford Mine Historic District, Wolford Twp., Crow Wing County

Minnesota Building, St. Paul, Ramsey County

Little Falls and Dakota Depot, Starbuck, Pope County

Listening Point, Morse Twp., Saint Louis County

Gauging Our Progress

Minnesota's first statewide historic preservation plan, issued in 1995, outlined an agenda of broad goals for the state's preservation community. In subsequent plans, priorities and strategies for implementation changed as the field of historic preservation evolved and new opportunities arose.

For each plan the Minnesota SHPO monitors ongoing progress toward the state's preservation goals, aided by feedback from individuals and organizations with a stake in historic preservation as well as from the interested public. Following is a summary of just some of the accomplishments of Minnesota's many preservation partners around the state over the past five years; others are referenced elsewhere in the plan. Intended to be representative, not exhaustive, this summary is organized around the six broad goals put forth in the 2006 statewide historic preservation plan.

1. **Create statewide awareness of and appreciation for the value of Minnesota's historic resources.**

■ In 2007 St. Paul hosted the National Trust for Historic Preservation for its annual national preservation conference. Attracting nearly 2,000 preservationists from across the country, the event allowed Minnesota to showcase for a national audience the diversity of its historic resources and its many preservation achievements. The months of preparation as well as the conference itself served to unite the local preservation community, garnered considerable media attention and spawned a new local preservation organization, Preserve Minneapolis. Formed to strengthen a Minneapolis presence at the conference, the organization has grown into a vital voice in the Twin Cities preservation community.

■ With the aid of federal Certified Local Government grants and Minnesota Historical and Cultural Grants, both administered by the SHPO, the cities of St. Cloud, Little Falls, Wabasha, New Ulm, Northfield and Red Wing have developed programs to increase the visibility of their historic resources and promote heritage tourism. The programs range from guided tours, printed brochures and interpretative panels to audio tours that can be downloaded to a MP3 player or cell phone. Stillwater went a step further, developing an Heirloom Homes and Landmarks Sites Program to educate the public about the city's history and unique identity; one popular component is a website that offers technical information for property owners on how to maintain historic houses and design compatible additions.

■ Public archaeology programs also have grown in popularity and reach. Some examples: the annual program at Mille Lacs Kathio State Park, sponsored by the Minnesota DNR, and the public component of an Elk River CLG grant project. These programs allow visitors to experience archaeological research firsthand, either as participants in a dig or as observers.

■ Historic preservation has gained visibility across the state in recent years through coverage in print and broadcast media of newsworthy events such as preservation awards in local communities and the Preservation Alliance of Minnesota's annual awards and endangered properties list.

■ Numerous recent publications also have raised the profile of the state's historic resources. Some examples: the AIA Guide to the Twin Cities; books on specific building types, such as courthouses, cabins and school houses of Minnesota; and books on prominent architects, including Edwin Lunde and African American architect Cap Wigington.

■ Historic preservation efforts are gaining momentum and reaching a wider audience through the use of social media and electronic newsletters. Recent years have seen the creation of some 30 special-interest groups to promote particular historic properties and take on threats to others.

■ Cooperative Stewardship workshops, first held in 2005 and planned for 2006 and beyond to promote resource protection and raise awareness about the risks to Minnesota's archaeological resources, lost momentum as the political climate shifted. But the observation each spring of Archaeology Week remains strong, involving a growing number of organizations under the leadership of the Office of the State Archaeologist.

2. **Encourage integration of historic preservation at all levels of planning.**

■ The Metropolitan Council requires all city councils, town boards and county boards throughout the seven-county Twin Cities metropolitan area to update their

comprehensive plans every 10 years. A new 10-year cycle began in 2008, with many plans now including chapters to address local cultural resources. The City of St. Paul developed its first-ever historic preservation plan as part of this process. By including preservation in their comprehensive plans, cities are taking a critical step toward ensuring that historic preservation receives equal consideration among other, often-competing interests such as economic development, environmental protection, transportation and urban design.

■ Years of effort by an interagency task force have borne fruit in the completion of a master plan for the preservation and adaptive reuse of Fort Snelling's Upper Post. The plan includes recommendations for contemporary uses, structure preservation, infill development, transit connections, governance and financing. Together with stabilization and preservation of building exteriors, completed in recent years by Hennepin County in partnership with the DNR, this comprehensive plan sets the stage for implementation.

■ A number of communities around the state have developed or updated preservation plans to guide their historic preservation commissions in making planning decisions. For example, the Cities of Eden Prairie and Newport each developed management plans for their city-owned buildings. Waseca, Mankato, Fergus Falls and Chaska — all CLG communities — developed historic contexts as a first step in planning for the future of their historic resources. And St. Cloud and several other cities updated their preservation ordinances.

■ The Minnesota Department of Transportation completed the state's Historic Bridge Plan, a proactive effort to protect the state's significant historic bridges. In addition, the Stillwater Bridge Management Plan was completed under terms of the Memorandum of Agreement for the St. Croix Crossing. Using these plans, MnDOT has rehabilitated six of its historic bridges in the past five years and is planning to rehabilitate six more during the next planning period.

■ Planning efforts by the City of Minneapolis for its Warehouse Historic District included a survey of historic streets and pavement types and a Heritage Streets Plan to preserve them.

■ The University of Minnesota Morris completed a preservation plan for its campus, a National Register historic district.

■ Notable progress was made in integrating archaeology with broader historic preservation concerns in two places — Minneapolis, which amended its local preservation ordinance to include consideration of archaeological resources, and Cass County, which enacted an ordinance that requires archaeological review of planned developments.

■ The Programmatic Agreement for the Central Corridor, a major light-rail initiative connecting downtown Minneapolis and St. Paul, was signed, and work is now underway. From resource identification to station area design, project planning has integrated historic preservation concerns throughout.

3. Expand the statewide network of organizations and individuals engaged in historic preservation.

■ Since the last statewide preservation plan was issued in 2006, the Preservation Alliance of Minnesota has made major strides. Membership now exceeds 500, the

Bridge No. 5722, Spring Valley, Fillmore County

Minnesota State Public School for Dependent and Neglected Children, Owatonna, Steele County

Milwaukee Elevator, Preston, Fillmore County

budget has increased nearly fourfold, and its staff grew from one part-time employee to four full-time positions, including a field representative and a Main Street coordinator. Through these expansions, the Preservation Alliance of Minnesota now truly fulfills its role of serving communities across the state.

■ Five additional tribes — the Bois Forte Band of Chippewa Indians, Fond du Lac Band of Lake Superior Chippewa, Grand Portage Band of Lake Superior Chippewa, Lower Sioux Indian Community and Upper Sioux Indian Community — have assumed certain SHPO responsibilities, bringing the number of Minnesota Tribal Historic Preservation Offices to eight.

■ The Minnesota Main Street program was relaunched in 2010, naming five cities as Main Street communities in the program's first 18 months: Brainerd, Faribault, New Ulm, Red Wing and Willmar. Another 22 cities were designated associate communities. The reenergized Main Street program, under the leadership of the Preservation Alliance with financial support from the Arts and Cultural Heritage Fund in partnership with the SHPO, has created another major avenue for Minnesota communities to engage with historic preservation.

■ After passing new local preservation ordinances or strengthening existing ones, six more local governments have earned Certified Local Government status, bringing the number of CLGs in the state to 43. The new CLGs are Fergus Falls, Florence Township in Goodhue County, Litchfield, Mankato, North St. Paul and Waseca. The total number of Minnesota communities with local heritage preservation commissions statewide now stands at 56.

■ The Preservation Alliance of Minnesota is expanding the state's network of preservation partners by reaching a new audience with new tools: historic preservation training for realtors.

4. Promote historic preservation as an economic development tool and provide economic incentives that encourage it.

■ In 2010 Minnesota became the 31st state to enact a statewide historic preservation tax credit. After years of lobbying and advocacy efforts by the preservation community, the Historic Structure Rehabilitation Tax Credit was passed by the Minnesota Legislature and signed into law by the governor as part of a jobs bill to foster job creation, increase the local tax base and encourage community revitalization. In the first year, 24 projects applied for the new state tax credit, which works in combination with the existing federal historic tax credit — a sizable jump from the previous year, when only two Minnesota projects sought the federal tax credit.

■ In 2008 Minnesota voters approved a constitutional amendment known as the Clean Water, Land and Legacy Amendment, establishing a sales tax increase of 3/8 of a cent to create four funds supporting a variety of causes. The Arts and Cultural Heritage Fund will receive 19.75 percent of revenues generated from the increase to support arts, arts education and arts access and to preserve Minnesota's history and cultural heritage. This new revenue stream will change the landscape of funding for history and historic preservation for the next 25 years.

■ The statehood sesquicentennial in 2008 leveraged a one-time $500,000 appropriation to supplement the state's modest grants-in-aid program. A significant portion of that funding assisted historic properties.

■ State flood relief appropriations in 2007 and 2010 included $250,000 to cover preservation needs for historic properties damaged in the flooding.

■ The Minnesota Main Street program, relaunched in 2010 (see goal #3 above), can be characterized largely as a tool for economic development and community revitalization.

District No. 44 School, Taylor Twp., Traverse County

Kasson Public School, Kasson, Dodge County

5. Identify, evaluate and designate significant historic and archaeological resources.

■ In the years since the last statewide historic preservation plan was issued, nearly 8,450 structures and 1,130 archaeological sites have been identified.
■ A total of 53 individual properties and eight historic districts encompassing 401 properties were listed in the National Register of Historic Places between Jan. 1, 2006, and Oct. 31, 2011. Five archaeological sites also were added to the Register during that period. In addition, four properties were designated National Historic Landmarks, bringing the number in Minnesota to 25. Images of many of these new listings are featured throughout this plan.
■ Among the resources added to the National Register are several associated with underrepresented cultural groups, including the People's Union Church in Otter Tail County, a nondenominational religious gathering place administered by women.
■ In reviews of federal and state projects, nearly 500 Minnesota properties were evaluated as eligible for listing in the National Register, according them protection under federal law.
■ A total of 68 proposed designations of historic resources by local communities were reviewed, adding protection for them at the local level.
■ Legacy grant and partnership funds contributed significantly in 2010–2011 to survey, evaluation and registration work. More than $160,000 supported historic and archaeological surveys, approximately $60,000 funded evaluation projects, and $87,000 funded completion of nominations for 16 properties to be listed in the National Register of Historic Places.
■ With funding from a federal Preserve America grant, the SHPO completed a comprehensive survey and National Register nomination documentation of the Grand Rounds in Minneapolis, laying the groundwork for formal recognition of this revered cultural landscape.

6. Encourage appropriate management and treatment of historic resources.

■ The cities of Carver, Faribault and Winona used CLG grant funds to develop design guidelines for historic properties in their communities.
■ Reuse studies were completed for a number of threatened or underused historic properties, including the Anderson House in Wabasha, B'Nai Abraham Synagogue in Virginia, the Bemidji Carnegie Library in Bemidji and the Cummins-Grill House in Eden Prairie.
■ To implement national and state preservation laws, governmental and private partners have developed cultural resource management plans such as Xcel Energy's plan for hydroelectric facilities in the Saint Anthony Falls Historic District, Chippewa National Forest's Plan for the Rabideau CCC Camp, and the Minnesota Department of Military Affairs plan for Camp Ripley.
■ MnDOT has rehabilitated numerous historic waysides over the past five years and has plans to rehabilitate over 10 more in the next planning period, depending on funding availability.

Goals and Strategies for 2012–2017

These goals and strategies have been shaped with input from Minnesota's historic preservation community to give direction to our work over the next six years. It is up to each of us to pursue them in our own way, whether it's by collaborating with other partners, defining a specific work plan and measurable outcomes for a particular preservation organization, or volunteering for a favorite preservation cause. Though the means to reach them may vary, these goals unite us in our statewide effort to preserve the state's historic resources.

1. Preserve the places that matter: Increase the identification, designation and protection of Minnesota's historic and archaeological resources.

■ Update inventory data and make the information widely accessible through new technology.

■ Fill gaps in the survey record, focusing on archaeological resources, cultural landscapes, traditional cultural properties and historic resources of the recent past.

■ Increase designations to local registers and the National Register for properties representing the full range and geographic spread of Minnesota's historic resources, using grant and tax credit assistance when appropriate to bring those resources the added recognition and protection afforded by designation.

■ Increase protections for significant resources by strengthening selected state laws (Environmental Quality Board rules, for example) and establishing local preservation ordinances.

■ Advocate for and direct resources to threatened and underused high-profile National Register properties as well as places where advocacy will build on and enhance local capacity.

2. Promote preservation's economic benefits: Strengthen the connections between historic preservation, community economic vitality and sustainability.

■ Increase use of state and federal preservation tax credits for adaptive reuse of historic sites and structures.

■ Publicize annually the economic impacts of the Minnesota Historic Structure Rehabilitation Tax Credit and advocate for its reauthorization.

■ Resurrect Minnesota's "This Old House" law to create incentives for rehabilitating historic properties and revitalizing residential neighborhoods and to combat the loss of historic fabric from tear-downs.

■ Increase participation, advocacy and stable funding for the Minnesota Main Street program to revitalize historic commercial centers.

■ Invite Legacy grant applications that result in job creation and/or job training in preservation and construction trades. Report back and celebrate successes.

■ Document and publicize the economic value and sustainability of traditional historic districts and site rehabilitation projects, and showcase energy-efficient preservation projects.

3. Educate, educate, educate: Build a foundation for effective preservation education and activism.

■ Develop a historic preservation curriculum adaptable for all ages, including grades K–12 and trade and technical schools.

■ Improve interpretation of cultural resources and historic sites around the state by integrating compelling, instructional stories of historic preservation.

■ Develop and implement hands-on workshops and training opportunities that demonstrate effective treatment techniques for historic resources.

■ Provide training and support for heritage preservation commissions, local government staff and owners of historic properties to enhance preservation outcomes.

■ Improve understanding of and compliance with local, state and federal preservation laws.

■ Connect Minnesota's preservation partners and reach wider and more diverse audiences through social media and other communications vehicles.

■ Develop and implement programs to train, equip and mobilize more volunteers to engage at all levels of historic preservation activity.

4. Increase diversity in Minnesota's historic preservation community: Include participants who reflect the breadth of the state's racial/ethnic groups, geography, income levels and ages.

■ Create volunteer, training and professional opportunities in the preservation field that involve underrepresented groups, including immigrants and racial/ethnic minorities.

■ Strengthen communication, coordination and consultation with American Indian communities. Encourage tribes to expand and enhance their historic preservation programs and develop additional preservation expertise.

■ Expand survey and designation efforts to include properties associated with underrepresented groups and to assure that all regions of the state are fairly represented and served.

Henry C. Oldenburg House, Carlton, Carlton County

■ Increase participation in preservation conferences, training and workshops through such means as scholarships and internships for Minnesota's diverse populations.

■ Include groups devoted to green and sustainable development in the network of preservation partners.

5. Lead the way: Develop leaders at all levels to strengthen Minnesota's preservation network.

■ Create a united voice in advocating for the use of Legacy funds to benefit historic preservation, as the Minnesota History Coalition did for history.

■ Establish a preservation response team to better coordinate efforts when historic resources or funding sources are imminently at risk or when public policy affecting historic preservation requires urgent attention.

■ Develop and implement a training program for preservation leaders at the local and regional levels.

■ Incorporate preservation training into existing leadership training programs at key agencies.

■ Increase the capacity of Minnesota's statewide, regional and local nonprofit preservation partners by enlisting, training and referring volunteers for historic preservation programs and projects.

■ Establish a means to convene a broad array of preservation leaders on a regular basis to improve communication and keep everyone moving towards implementation of the statewide plan.

All of us have a vested interest in Minnesota's future. Join in the effort to realize the goals and strategies set forth in this statewide preservation plan as a foundation for public and private action. By doing so, our legacy will be a lasting one.

Appendix: Preservation Legislation

Historic preservation in Minnesota is governed by a combination of federal, state and local laws and regulations and supported by a variety of funding sources. The State Historic Preservation Office can serve as a first stop for help in understanding and using these resources.

Federal Legislation

National Historic Preservation Act of 1966, as amended (16 USC 470 et seq.). The most comprehensive federal law pertaining to the protection of cultural resources, this legislation established State Historic Preservation Offices in each state, created the National Register of Historic Places and framed a partnership among federal, state, tribal and local agencies. Among the law's provisions:

- **Section 106** requires federal agencies to consider the effect of their activities on historic properties and to afford the Advisory Council on Historic Preservation the opportunity to comment on those activities. In practice, this provision is administered under regulations defined in 36 CFR 800 that require federal agencies to consult with the appropriate State Historic Preservation Office in all undertakings. Certain projects with effects on historic properties also are referred to the Advisory Council.
- **Section 110** defines the broad requirements for preservation programs in federal agencies.

Other Federal Laws Concerning Protection of Cultural Resources:

- **National Environmental Policy Act of 1969**, as amended (42 USC 4321 and 4331–4335).
- **Archaeological and Historic Preservation Act of 1974**, as amended (16 USC 469–469c-2).
- **American Indian Religious Freedom Act of 1978**, as amended (42 USC 1996 and 1996a).
- **Archeological Resources Protection Act of 1979**, as amended (16 USC 470aa mm).
- **Abandoned Shipwrecks Act of 1987** (43 U.S.C. 2101–2106).
- **Native American Graves Protection and Repatriation Act of 1990**, as amended (25 USC 3001 et seq.).

State Laws Concerning Historic and Cultural Resources

Minnesota Statutes, Chapter 138. Designates the director of the Minnesota Historical Society as the State Historic Preservation Officer (MS 138.081) and places responsibility for Minnesota's historic preservation program firmly with the Minnesota Historical Society. Chapter 138 also contains sections pertaining to historic and archaeological resources:

- **Minnesota Field Archaeology Act** (MS 138.31–138.42). Establishes the Office of the State Archaeologist; requires licenses to engage in archaeology on public land; establishes ownership, custody and use of objects and data recovered during survey; and requires state agencies to submit development plans to the State Archaeologist, the Minnesota Historical Society and the Minnesota Indian Affairs Council for review when there are known or suspected archaeological sites on the area.
- **Minnesota Historic Sites Act** (MS 138.661–138.669). Establishes the State Historic Sites Network and the State Register of Historic Places, and requires that state agencies consult with the Minnesota Historical Society before undertaking or licensing projects that may affect properties on the network or on the State or National Registers of Historic Places.
- **Minnesota Historic Districts Act** (MS 138.71–138.75). Designates certain historic districts and enables local governing bodies to create commissions to provide architectural control in these areas.

Related State Laws and Rules:

- **Minnesota Private Cemeteries Act** (MS 307.08). Protects all human burials or skeletal remains on public or private land.
- **Minnesota Environmental Rights Act** (MS 116B.02). Considers historic resources as part of the natural resources continuum, according them protections under the act.
- **Minnesota Environmental Quality Board Rules**. These pertain to state Environmental Assessment Worksheets and Environmental Impact Statements.
- **Minnesota Shoreland Management Rules** (Mn Rules 6120.2500 6120.3900).
- **Wetland Conservation Act Rules.**

Sam S. Shubert Theatre, St. Paul, Ramsey County

Pence Automobile Company Building, Minneapolis, Hennepin County

State Laws Relating to Funding for Historic Preservation

Minnesota Statutes, Chapter 290.0681 and 297I.20. Establishes the Minnesota Historic Structure Rehabilitation Tax Credit, signed into law in April 2010 as part of a jobs bill to stimulate job creation, community revitalization and private investment in historic properties. The state tax credit, covering 20 percent of eligible rehabilitation costs, must be used in conjunction with the 20-percent federal historic preservation tax credit. This results in tax credits totaling 40 percent of eligible costs, effectively incentivizing historic preservation. Like the federal credit, the Minnesota tax credit applies only to income-producing properties. The program is administered by the State Historic Preservation Office in partnership with the Minnesota Department of Revenue. The credit is set to expire after fiscal year 2015 unless it is reauthorized.

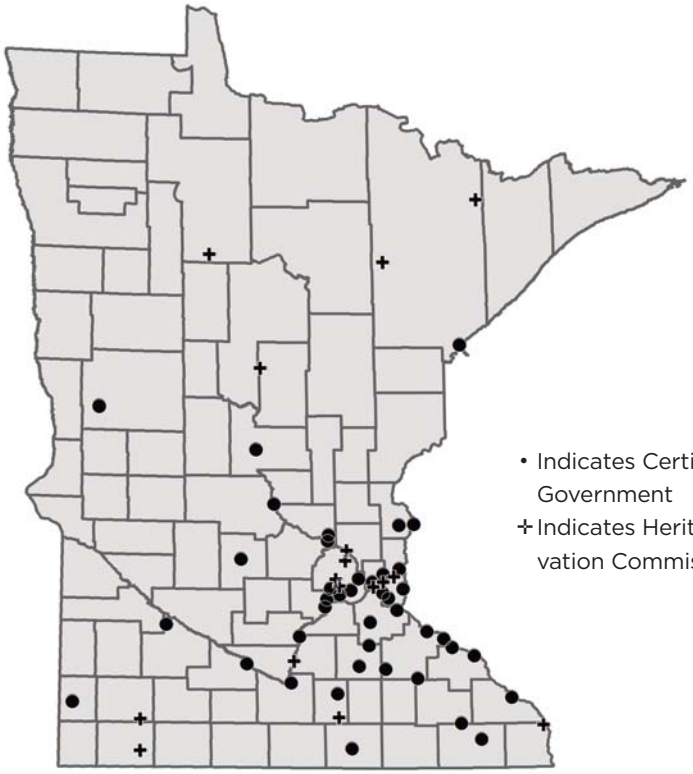
Clean Water, Land and Legacy Amendment to the Minnesota Constitution, Article XI. Approved by Minnesota voters in November of 2008, the Legacy Amendment supports outdoor heritage, clean waters, and parks and trails as well as arts, and cultural heritage. A portion of the funds has been appropriated to the Minnesota Historical Society to be administered in a grants program; this marks an important new source of funding for historic preservation in the state. Because the amendment was written to continue over a 25-year period, it promises a sustained, long-term investment in Minesota's cultural resources.

Local Government Historic Preservation Activities Authorized by State Law

Minnesota Statutes 471.193. Enables local units of government to establish heritage preservation commissions and promote historic resources. This provides perhaps the most comprehensive protection for historic properties because it happens at the local government level where most decisions about land use and buildings are made.

Appendix: Communities with Local Heritage Preservation Commissions

- Afton
- Albert Lea
- Anoka
- Belview
- Bemidji
- Carver
- Center City
- Chaska
- Chatfield
- Cottage Grove
- Duluth
- Eden Prairie
- Edina
- Elk River
- Ely
- Excelsior
- Faribault
- Farmington
- Fergus Falls
- Florence Township
- Fulda
- Hastings
- Henderson
- Hibbing
- Kenyon
- LaCrescent
- Lake City
- Lake Elmo
- Lanesboro
- Litchfield
- Little Falls
- Mankato
- Maplewood
- Minneapolis
- Minnetonka
- New Richland
- New Ulm
- Newport
- North Saint Paul
- Northfield
- Osseo
- Otsego
- Pequot Lakes
- Pine Island
- Pipestone
- Red Wing
- St. Cloud
- St. Paul
- St. Peter
- Stillwater
- Taylors Falls
- Wabasha
- Waseca
- Wayzata
- Winona
- Worthington



• Indicates Certified Local Government

✢ Indicates Heritage Preservation Commission

Appendix: Web Links

Organizations and Agencies Referenced in the Plan

Advisory Council on Historic Preservation:
http://www.achp.gov/

American Institute of Architects, Minnesota:
http://www.aia-mn.org/

American Planning Association, Minnesota Chapter:
http://www.mnapa.com/

American Society of Landscape Architects, Minnesota Chapter: http://asla-mn.org/

Bureau of Indian Affairs: http://www.bia.gov/

Council for Minnesota Archaeology:
http://mnarchaeology.org/

DOCOMOMO US MN:
http://www.docomomo-us-mn.org/

Duluth Preservation Alliance:
http://www.duluthpreservation.org/

Federal Emergency Management Agency:
http://www.fema.gov/

Federal Communications Commission:
http://www.fcc.gov/

Federal Energy Regulatory Commission, Dept. of Energy:
http://ferc.gov/

Federal Highway Administration:
http://www.fhwa.dot.gov/

Federal Railroad Administration:
http://www.fra.dot.gov/

Federal Transit Administration:
http://www.fta.dot.gov/

Friends of Minnesota Barns:
http://www.friendsofminnesotabarns.org/

Heritage Preservation Commissions (HPCs):
http://www.mnhs.org/localhistory/mho/heritage.html

Historic St. Paul: http://www.historicsaintpaul.org/

Midwest Archaeological Conference:
http://www.midwestarchaeology.org/

Minnesota Alliance of Local History Museums:
http://www.minnesotahistorymuseums.org/

Minnesota Archaeological Society:
http://mnarchaeologicalsociety.org/

Minnesota Dept. of Administration:
http://www.admin.state.mn.us/

Minnesota Dept. of Natural Resources:
http://www.dnr.state.mn.us/index.html

Minnesota Dept. of Transportation:
http://www.dot.state.mn.us/

Minnesota Dept. of Employment and Economic Development: http://www.positivelyminnesota.com/

Minnesota Historical Society:
http://www.mnhs.org

Minnesota Indian Affairs Council:
http://www.indianaffairs.state.mn.us/

Minnesota Office of the State Archaeologist:
http://www.osa.admin.state.mn.us/

Minnesota Pollution Control Agency:
http://www.pca.state.mn.us/

Minnesota State Historic Preservation Office:
http://www.mnhs.org/shpo/

Minnesota's Historic Northwest:
http://www.mnhistoricnw.org/

National Park Service: http://www.nps.gov/

National Trust for Historic Preservation:
http://www.preservationnation.org/

Plains Anthropological Society:
http://www.ou.edu/cas/archsur/plainsanth/

Preservation Alliance of Minnesota:
http://www.mnpreservation.org/

Preserve Minneapolis:
http://www.preserveminneapolis.org/

Society for American Archaeology: http://saa.org/

Society for Historical Archaeology: http://www.sha.org/

Society of Architectural Historians, Minnesota Chapter:
http://www.mnsah.org/

Tribal Historic Preservation Offices:
http://www.nps.gov/history/hps/tribal/thpo.htm

U.S. Army Corps of Engineers: http://www.usace.army.mil/

U.S. Dept. of Agriculture/Rural Development:
http://www.usda.gov/

U.S. Dept. of Health and Human Services:
http://www.hhs.gov/

U.S. Dept. of Housing and Urban Development:
http://portal.hud.gov/

U.S. Dept. of Veterans Affairs: http://www.va.gov/

U.S. Fish and Wildlife Service: http://www.fws.gov/

U.S. Forest Service: http://www.fs.fed.us/

U.S. General Services Administration: http://www.gsa.gov/

U.S. Natural Resources Conservation Service:
http://www.nrcs.usda.gov/wps/portal/nrcs/home

Federal and State Legislation Citations

Federal

Abandoned Shipwrecks Act of 1987:
http://www.cr.nps.gov/local-law/FHPL_AbndShipwreck.pdf

Archaeological Resources Protection Act of 1979:
http://www.nps.gov/archeology/tools/Laws/arpa.htm

Archaeological and Historic Preservation Act of 1974:
http://www.nps.gov/archeology/tools/Laws/AHPA.htm

American Indian Religious Freedom Act of 1978:
http://www.nps.gov/history/local-law/
FHPL_IndianRelFreAct.pdf

Native American Graves Protection and Repatriation
Act of 1990: http://www.nps.gov/history/
nagpra/MANDATES/25USC3001etseq.htm

National Environmental Policy of 1969:
http://ceq.hss.doe.gov/nepa/regs/nepa/nepaeqia.htm

National Historic Preservation Act:
http://www.achp.gov/nhpa.html
Section 106: http://www.achp.gov/work106.html
Section 110: http://www.achp.gov/section110.html

Minnesota

MN Statutes, Chapter 138:
https://www.revisor.mn.gov/statutes/?id=138
MN Field Archaeology Act:
https://www.revisor.mn.gov/statutes/?topic=1065996
MN Historic Sites Act:
http://www.mnhs.org/shpo/review/legislation.htm
MN Historic Districts Act:
https://www.revisor.mn.gov/statutes/?topic=1092337

MN Historic Structure Rehabilitation Tax credit, MN
Statutes, Chapter 290.0681:
https://www.revisor.mn.gov/statutes/?id=290.0681

MN State Enabling Legislation, MN Statutes 471.193:
https://www.revisor.mn.gov/statutes/?id=471.193

MN Private Cemeteries Act:
https://www.revisor.mn.gov/statutes/?id=307

MN Environmental Rights Act:
https://www.revisor.mn.gov/statutes/?id=116B

MN Environmental Quality Board Rules:
http://www.eqb.state.mn.us/program.html?Id=18107

MN Shoreland Management Rules:
http://www.dnr.state.mn.us/waters/
watermgmt_section/shoreland/index.html

Wetland Conservation Act Rules:
http://www.bwsr.state.mn.us/wetlands/wca/index.html

Clean Water, Land and Legacy Amendment to the MN
Constitution, Article XI, Sec. 15:
http://www.house.leg.state.mn.us/cco/rules/mncon/
Article11.htm

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St. Paul Norwegian Evangelical Lutheran Church, Almond Twp., Big Stone County

Minnesota Historical Society

D. Stephen Elliott
Director, Minnesota Historical Society
State Historic Preservation Officer

Pat Gaarder
Deputy Director, Minnesota Historical Society
Deputy State Historic Preservation Officer

State Historic Preservation Office

Britta L. Bloomberg (through 12/31/11)
Historic Preservation Department Head
Deputy State Historic Preservation Officer

Barbara Mitchell Howard (effective 1/1/12)
Historic Preservation Department Head
Deputy State Historic Preservation Officer

Thomas Cinadr
Inventory and Information Management Coordinator

Leslie Coburn
Government Programs and Compliance Assistant

Michele Decker
Administrative Secretary

John Fulton
Legacy Grants Assistant

Denis Gardner
National Register Historian (effective 11/16/11)

David Grabitske
Manager of Outreach Services

Kelly Gragg-Johnson
Review and Compliance Specialist

Mary Ann Heidemann
Manager of Government Programs and Compliance

Robert Herskovitz
Outreach Conservator

Julie Hillenbrand
Grants Technician

Joe Hoover
Program Associate, Legacy Grants

Melinda Hutchinson
Grants and Field Services Assistant

Michael Koop
Historic Preservation Program Specialist

David Mather
National Register Archaeologist

Linda Pate
Preservation Specialist, Technical Services

Susan Roth
National Register Historian (through 11/30/11)

Mandy Skypala
Grants Specialist

Natascha Wiener
Senior Design Reviewer

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The Society has statutory responsibility for the state's historic preservation program. The State Historic Preservation Office advocates for the preservation of the state's irreplaceable historic and archaeological resources and provides statewide leadership in carrying out its mission to identify, evaluate, register and protect historic properties in Minnesota.

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Minnesota
Historical Society

State Historic Preservation Office
345 Kellogg Blvd. W.
St. Paul, MN 55102
651-259-3450
FAX 651-282-2374
E-MAIL mnshpo@mnhs.org