



PRESERVATION SHORE TO SHORE

MICHIGAN'S COMPREHENSIVE HISTORIC PRESERVATION PLAN

STATE HISTORIC PRESERVATION OFFICE



STATE
Michigan

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State Historic Preservation Office
Michigan Historical Center
Michigan Department of State
Candice S. Miller
Secretary of State

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Cover Photos: ***From shore to shore, Michigan has a rich diversity of historic resources. Peninsula Township leads the way in farmland preservation with its program to purchase development rights on the Old Mission Peninsula. In Detroit, the opulent mansion built for railroad car manufacturer Frank J. Hecker was rehabilitated to house law offices. The Vermillion Life Saving Station on Lake Superior, which aided distressed ships from 1877 until World War II, faces an uncertain future.***

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The glass towered Renaissance Center and the Gothic Revival Christ Church give distinction to Detroit's skyline

INTRODUCTION

Historic preservation has a picture to offer of Michigan's future—a picture alive with people enjoying the places that have been preserved from Michigan's past. Downtown, people live and work in the proud, tall buildings of Michigan's golden age of industry. Mammoth brick and concrete factories still manufacture products or find new life as housing, shops, or offices. City and village skylines are punctuated by the towers, domes, and steeples of city halls, courthouses, and houses of worship. Shoppers strolling on Main Street admire the ornate brick and red sandstone storefronts. Residential neighborhoods delight the eye with all the variety and intricate detail of dozens of different architectural styles, and houses display their repaired porches and freshly painted clapboards. New development respects the old and enhances the character of the community. Parks, fairgrounds, and cemeteries are places of recreation and refuge as they were for those who created them many decades ago. Travelers through Michigan find broad vistas of cherry orchards and corn fields with farmhouses and barns, and rustic lodges secluded in the forests. The Great Lakes shore seems never ending—sandy dunes and rocky points dotted with lighthouses, boat houses, shipping docks, and quaint summer cottages. Protected archaeological sites preserve those remnants of our history that survive only below ground and under water. From Isle Royale to Monroe, the natural and the built environment are in harmony, and every place in Michigan maintains its distinctive identity.

Hidden in this picture are policies, laws, plans, financial incentives, and educational programs that nourish it and keep it alive. Historic preservation strives to preserve our historic resources for our future enjoyment, education, and economic advantage. *Preservation Shore to Shore* is designed to promote and assist historic preservation planning throughout the state. The plan will guide the activities of the State Historic Preservation Office (SHPO) and historic preservationists throughout Michigan. The plan is also written for those who do not consider themselves historic preservationists, to communicate preservation values and policies that may prove useful.

In preparing this plan, State Historic Preservation Office staff members analyzed many records, reports, and public surveys to identify the most important issues facing historic preservation in Michigan today. Lack of awareness of the value of historic resources and the opportunities and benefits of historic preservation is an overriding issue that affects all of the others. Historic preservation cannot begin until people value and want to preserve their heritage. One group of issues focuses on the need to better document, evaluate, register, and protect Michigan's historic resources. Preservation planning at any level must start by identifying what historic resources are present. Although half of the state has been systematically surveyed at a basic level for above-ground resources (less for archaeology), the information such reconnaissance survey provides is incomplete. Little or no survey has been conducted in many areas experiencing rapid population growth. In some areas where survey has been conducted, not enough data has been evaluated to identify all of the historically significant resources that should be recognized and protected.

More protection is needed for state owned and privately owned historic resources. Although approximately 22,500 of Michigan's historic resources are listed in the National Register of Historic Places and nearly 17,000 historic resources are protected by local ordinances, this probably represents less than 10 percent of all of the historically significant resources in the state. Preservation activities have favored some varieties of historic resources over others. Underdocumented resources include structures and sites (as compared to buildings); resources postdating 1930; and resources relating to themes other than architecture, especially ethnic heritage, agriculture, entertainment/recreation, landscape architecture, and conservation.

A second group of issues focuses on land use and population trends and their effect on urban and rural environments. Land use, with sprawl at the center of concern, is a



Preservationists need to focus attention on significant architecture of the recent past, such as the Power Center for the Performing Arts in Ann Arbor.

key environmental issue, and better land use planning is urgently needed. Population movement from urban to rural areas threatens historic resources and the quality of life both for cities being abandoned and for rural areas experiencing rapid development. Small town and neighborhood business districts, already struggling to compete with malls and shopping centers, now face competition from superstores as well. Agricultural lands and their associated historic resources have been declining rapidly. In the face of the need for better land use planning, the property rights movement poses a threat to all types of land use regulation, including preservation ordinances. Population trends affecting historic preservation include Michigan's growing ethnic and racial diversity and the growing number of poor and elderly. Preservationists must be able to address the needs of these groups in order to achieve the common goal of vital, livable communities.

A third group of issues focuses on economic trends. Tourism, including casino gaming, offers important opportunities for historic preservation but can threaten historic resources without careful planning. Insufficient economic incentives to preserve historic resources is another threat to their survival. Additional funds are needed to provide effective support for historic preservation efforts throughout the state.

Goals and objectives address these critical preservation issues. Although the following six goals are prioritized to reflect current needs, they are closely interrelated, and all are important.

Goal 1: Increase public knowledge of Michigan's historic resources and the benefits of historic preservation.

Goal 2: Promote community revitalization and economic development through historic preservation.

Goal 3: Promote effective land use planning that incorporates preservation planning.

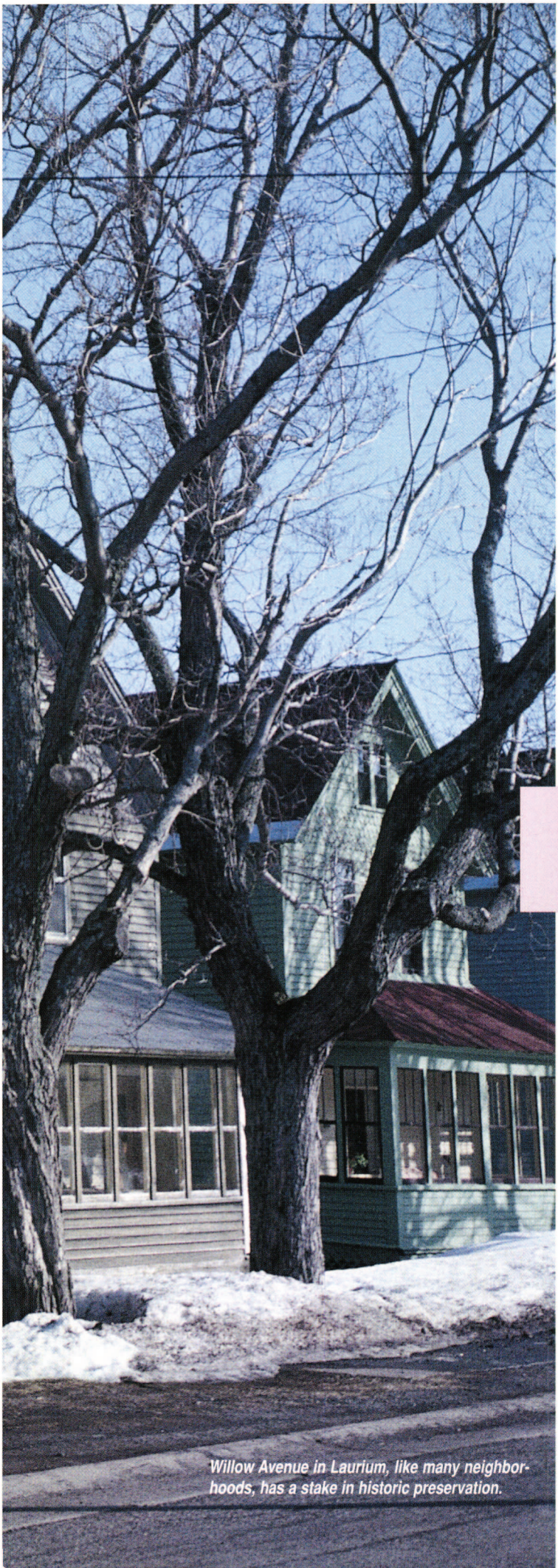
Goal 4: Increase protection of Michigan's historic resources.

Goal 5: Document Michigan's historic resources more fully.

Goal 6: Achieve fuller funding for historic preservation.

The issues, goals, and objectives of this comprehensive plan are designed to be incorporated into the planning efforts of federal and state agencies, local governments, not-for-profit organizations, community groups, businesses—all who have an impact on Michigan's historic resources. In this way we will continue the progress we have already made toward a Michigan future that preserves the richness of Michigan's past.





Willow Avenue in Laurium, like many neighborhoods, has a stake in historic preservation.

THE PLANNING PROCESS

Since 1975, the SHPO has operated on a five-year planning cycle. The major components in the preparation of the 1995 comprehensive plan have been development of a vision for historic preservation in Michigan; assessment of the status of Michigan's historic resources; identification of demographic, economic, governmental, and environmental trends that affect those historic resources; identification of critical issues; and development of goals.[1]

PLAN DEVELOPMENT

The vision for the future of historic preservation in Michigan that begins the comprehensive plan is based on the vision developed by the SHPO staff of archaeologists, architects, historians, and planners, and members of the Michigan Historic Preservation Network for the *Michigan Historic Preservation Community Plan* in 1994. Information about historic resources derives primarily from records created and collected by the SHPO and the Office of the State Archaeologist. Information about relevant social trends comes primarily from reports and periodicals prepared by other organizations and agencies, including census data, economic reports, planning studies, and government task force reports. SHPO staff members identified critical issues through a process of discussion and analysis, assessing the status of historic resources in relation to social trends and to the issues and needs identified by the public. SHPO staff then developed goals and objectives based on these issues and on the status of goals from previous planning efforts. In addition to the many files, reports, and data bases used to support the plan, staff experience, though more difficult to put into a footnote, has been essential to the entire process.

Public participation is a key part of the planning process. Public comment on the SHPO's activities is solicited at least annually. In August 1993 the SHPO conducted a written survey of public opinion using two survey questionnaires. The Public Interest Survey was distributed to Michigan residents who have a general interest in historic preservation or who could be affected by historic preservation. The more detailed Historic Preservation Survey was distributed to professional and avocational preservationists and other professionals who affect historic preservation.



Preservation planning can identify alternatives to demolition.

The distribution of 406 Public Interest Surveys produced 140 responses, and the 711 Historic Preservation Surveys brought 264 responses. The survey findings are integrated throughout the comprehensive plan and were especially important in identifying which issues are most critical, and which goals and objectives should receive emphasis.

The preliminary draft comprehensive plan was distributed for public review to representatives from the 1993 surveys and to additional interested individuals. Approximately 260 copies of the preliminary draft plan were distributed, resulting in 35 written responses from federal and state agencies; local governments; historic preservation professionals and organizations; planners; environmental, historical, and housing organizations and institutions; and other concerned individuals. The comments were thoughtful and substantive and resulted in substantive revisions to the draft. The final draft comprehensive plan was approved by the National Park Service in October 1995.

Implementation

Plan implementation will begin with the development of a statewide historic preservation action agenda that will identify actions, time frames, and participants for accomplishing each of the objectives. The SHPO will coordinate development of the action agenda through a process that will involve stakeholders such as state agencies; planning agencies; not-for-profit organizations representing the interests of preservation, neighborhoods, affordable housing, environmental conservation, and minority groups; educational institutions; local governments; and others who can assist with and benefit by plan implementation. The action agenda will be a primary, though not the sole, means of plan implementation. Plan goals and objectives are written so that they may be incorporated into planning at the state, regional, and local levels and adapted to meet specific needs and priorities. The published plan will be widely distributed.

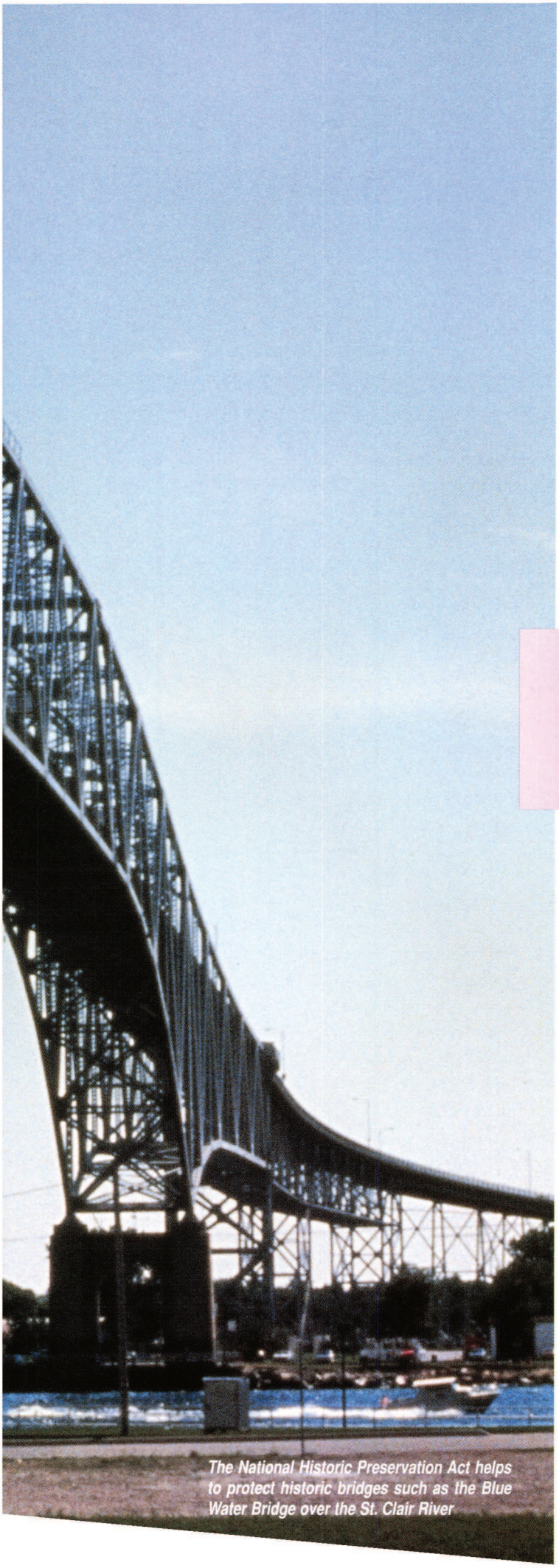
The statewide action agenda will form the basis for the work plan that the SHPO develops each year as part of its Historic Preservation Fund (HPF) grant application. The goals and tasks of the SHPO's annual work plan relate directly to the goals and objectives of the comprehensive plan, reflecting the priorities identified for that year. Comprehensive plan goals and objectives are also furthered through integration into the selection criteria that the SHPO uses in awarding HPF matching grants.

Progress toward comprehensive plan goals will be monitored through an annual assessment of progress made on the action agenda, again involving those who participate in the development of the action agenda. Progress will also be

measured through the end of year report that the SHPO submits to the National Park Service, reporting on the accomplishment of SHPO annual work plan tasks.

The 1995 comprehensive plan will guide historic preservation in Michigan until a new plan is completed in the year 2000. SHPO staff will continue to assess goals, collect information, and solicit public comment throughout the five year period. In 1998, staff members will begin again to compile and analyze information for the new comprehensive plan.





The National Historic Preservation Act helps to protect historic bridges such as the Blue Water Bridge over the St. Clair River

The Framework for Preservation in Michigan

Historic preservation activities in Michigan are supported by a framework of national, state, and local governments, legislation, not-for-profit organizations, and educational programs.

The State Historic Preservation Office

Historic preservation activities in Michigan are supported by a framework of national, state, and local governments, legislation, not-for-profit organizations, and educational programs. The State Historic Preservation Office (SHPO) programs help people throughout the state identify, evaluate, register, interpret, and protect Michigan's historic resources. Michigan's SHPO was established twenty-eight years ago, following passage of the National Historic Preservation Act (NHPA), which enabled every state to establish a preservation program under the supervision of a state historic preservation officer. The SHPO is located within the Michigan Historical Center in the Department of State, and works closely with the center's Office of the State Archaeologist (OSA) and the department's Grant Section of the Budget Division. The governor of Michigan appoints the state historic preservation officer, who in turn appoints the State Historic Preservation Review Board to advise on matters related to preservation and to approve nominations for the National Register of Historic Places for submission to the National Park Service. The governor also appoints the Michigan Historical Commission, which reviews and approves applications for historical markers and listing in the Michigan State Register of Historic Sites, among other duties. SHPO staff members include historians, architects, and planners.

The SHPO's programs are funded by an annual Historic Preservation Fund (HPF) matching grant from the National Park Service. The state of Michigan provides the required 40 percent match to the HPF grant by funding staff salaries, travel, and supplies. At its peak, in 1980, the HPF grant to Michigan was over $1 million. For 1995, Michigan received $691,872. Because the HPF grant is expected to remain static or decline, state support will become even more critical in the future.

Survey

The first step in any preservation effort is survey to identify, document, and assess the resources in a given area. The SHPO's comprehensive statewide survey is ongoing. Currently, the SHPO's statewide inventory contains approximately three hundred thousand survey cards with photographs documenting above-ground resources throughout Michigan. This represents basic survey of about half of the state. The Office of the State Archaeologist maintains a data base of over fifteen thousand archaeological sites plus records on an estimated one thousand shipwrecks and other sites on Michigan's Great Lakes bottomlands.

Registration

Registration programs recognize and promote public awareness of historic resources, which may be registered at the national, state, or local level. The National Historic Landmarks Program, administered by the National Park Service, recognizes the nation's outstanding cultural-historical resources. Resources are designated as landmarks when they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Michigan has thirty-three National Historic Landmarks, ranging from Fair Lane, Henry and Clara Bryant Ford's estate in Dearborn, to the Huron Lightship, one of the few extant historic lightships in the U.S.

The National Register of Historic Places, also administered by the National Park Service, is the nation's list of properties worthy of preservation. The national register includes resources significant in American history, architecture, archaeology, engineering, and culture at the national, state, and local levels. Michigan currently has nearly thirteen hundred national register listings, representing more than twenty-two thousand individual resources. Nominations to the national register are reviewed by the SHPO and the State Historic Preservation Review Board, then, if approved, submitted to the Keeper of the National Register at the National Park Service. Listing in the national register does not restrict a private citizen from altering or disposing of a property, and the recognition conferred by listing encourages preservation. In addition, national register listing provides limited protection in relation to federal undertakings and qualifies the property for federal tax incentives.

The Michigan State Register of Historic Sites and the Michigan Historical Marker Program were established by Public Act 10 of 1955 to provide official recognition for historic resources in Michigan. Currently, there are nearly twenty-six hundred listings in Michigan's state register; approximately thirteen hundred of these have markers. Listing in the state register is purely honorary; it does not restrict the owner and does not confer legal protection or tax benefits. State register listing does serve as a reminder of a place's historical significance. Markers are a lasting, visible public record of Michigan's past, dedicated in ceremonies that draw communities together to celebrate their heritage. A 1993 public interest survey shows the marker program to be the SHPO's best known program.[2]

The Centennial Farm Program recognizes working farms owned and operated by members of the same family for one hundred years or more. More than fifty-two hundred farms have been designated since the Michigan Historical Commission established the program in 1948. When a farm is designated, the owner receives a Centennial Farm certificate and a sign. Like state register listing, Centennial Farm designation is honorary, with no restrictions or protection. Unlike state register listing, Centennial Farm designation does not focus on the preservation of tangible resources.

Local Government Programs

In addition to operating programs to designate historic resources at the national and state levels, the SHPO helps local governments designate resources in their communities. Under Michigan's Local Historic Districts Act (PA 169 of 1970, as amended), communities may prepare a historic district study committee report and draft an ordinance in order to designate and protect local historic resources. Once districts are established, a local historic district commission reviews proposed work to insure that it respects the integrity of the resources within the district. The SHPO's role under PA 169 is primarily advisory: staff members review study committee reports, design guidelines, and ordinances, and provide training and assistance to historic district commissions.

The SHPO also assists local governments through the Certified Local Government (CLG) Program, a nationwide program established by the 1980 amendments to the National Historic Preservation Act. A local government with a historic preservation ordinance may be certified if it meets specific standards for administering its local historic districts and for surveying its historic resources. Michigan's twelve Certified Local Governments work closely with the SHPO on preservation programs.

Grants

The SHPO subgrants a portion of Michigan's Historic Preservation Fund grant as matching grants to local governments and others to carry out preservation activities. Grant projects include surveys of above-ground and

archaeological resources, preparation of national register nominations, preservation planning, technical studies, and public education. Ten percent of Michigan's total HPF grant is reserved for grants to CLGs and can be used to fund restoration and rehabilitation work as well as other types of preservation activities. For 1995, seventeen applicants requested a total of over $440,000; approximately $118,000 was granted to seven CLG and non-CLG recipients. Unfortunately, inflation and rising costs in the face of static or reduced funding caused the SHPO to suspend the non-CLG portion of the grant program in 1996.

At present, restoration and rehabilitation grants are limited to CLGs. However, from 1971 to 1981, the SHPO was able to subgrant a portion of its HPF grant to a wide variety of recipients to acquire, protect, stabilize, preserve, rehabilitate, or restore properties listed in the National Register of Historic Places. From 1975 to 1979, a state funded State Register Grant-In-Aid Program provided $100,000 a year in acquisition and development funds for publicly owned or nonprofit properties listed in the State Register of Historic Sites. At present, the state holds easements on about sixty-five properties that received HPF or state register development grants. The easements require that these properties be maintained without substantial alteration for a specified length of time.

Rehabilitation Tax Credit

The federal tax credit for rehabilitating historic buildings is the only financial incentive currently available throughout Michigan that is designed specifically to encourage investment in historic buildings. The credit is for substantial rehabilitation of historic buildings for commercial, industrial, agricultural, or rental residential use. Since 1981, when the Economic Recovery Tax Act began to provide attractive investment tax credits for property owners and investors, more than five hundred rehabilitation projects have been certified in Michigan, representing over $500 million of private investment in historic buildings. Between 1982 and 1985, Michigan had 155 certified rehabilitation projects worth over $205 million. The National Trust for Historic Preservation estimated that this investment created 7,280 jobs and rehabilitated 1,284 housing units. Tax credit rehabilitation projects declined when the 1986 Tax Reform Act reduced the value of the credit to 20 percent and limited its use by imposing passive loss rules. An owner of a rehabilitation project is eligible for the tax credit if the property is listed in the National Register of Historic Places or contributes to a registered historic district or a certified local historic district. To qualify, the rehabilitation work must be reviewed and approved by the SHPO and the National Park Service as consistent with the historic character of the property and the district where it is located.

Environmental Review and Compliance

Under Section 106 of the National Historic Preservation Act (NHPA), activities that are assisted or licensed by federal agencies are reviewed for their effect on resources that are listed in or eligible for the national register. The SHPO works with the federal agency or other agency receiving federal funds to identify resources that are national register listed or eligible and to determine whether the project will have an adverse effect on those properties. If there is an adverse effect, the agencies and the SHPO consult with the Advisory Council on Historic Preservation, an independent agency established by the NHPA and appointed by the United States president, to try to find ways to mitigate the adverse effect. In most cases, consultation resolves the conflict, and the project proceeds after the adverse effects are mitigated. The SHPO and Office of the State Archaeologist review over thirty-five hundred projects a year as part of the Section 106 environmental review and compliance process.

Legislation

Federal

More than any other law, the National Historic Preservation Act of 1966, as amended, determines how preservation activities are conducted in the United States, including Michigan. The National Register of Historic Places, the Advisory Council on Historic Preservation, Section 106 review and comment on federal undertakings, the Certified Local Government Program, and the Historic Preservation Fund are products of the NHPA. Because the State Historic Preservation Office is funded by the Historic Preservation Fund, all of its preservation activities are conducted according to the federal regulations developed under the NHPA. In addition to the NHPA, the Department of Transportation Act of 1966, the National Environment Policy Act of 1967, the Archaeological and Historic Preservation Act of 1974, and the Archaeological Resources Protection Act of 1979 all contain provisions for reviewing the impact of federal undertakings on aboveground or archaeological resources. The Tax Reform Act of 1986 provides a tax credit for rehabilitating income producing historic properties as discussed above. The homeowner tax credit bill currently under consideration in

Congress would create a tax credit for taxpayers who rehabilitate their principal residences, and would encourage the rehabilitation of historic residences in Michigan as elsewhere.

State

In Michigan, the Natural Resources and Environmental Protection Act (PA 451 of 1994, as amended, Part 761) protects archaeological resources located on state lands, including Great Lakes bottomlands. The Department of State and the Department of Natural Resources share responsibility for managing these resources. PA 451 confirms the state's ownership of archaeological resources on these lands, and prohibits salvage or excavation unless a permit is obtained from the Department of Natural Resources. Ann Arbor is the only municipality with local legislation that protects archaeological sites on privately owned lands.

The Natural Resources and Environmental Protection Act (Part 21, Subpart 11) also enables the creation of voluntary easements that limit the use or alteration of land, bodies of water, or designated historic resources. Easements can thus ensure that the features that give a resource its historic character are not altered. Property owners may grant easements to units of government or not-for-profit organizations. Under the federal Tax Reform Act of 1986, property owners who donate easements qualify for federal income tax deductions.

Michigan's Local Historic Districts Act (PA 169 of 1970, as amended) enables villages, cities, townships, and counties to establish local historic districts in which historic district commissions have the authority to review all proposed construction, alterations, and demolition. Amendments to the act adopted in 1992 have strengthened it by expanding definitions and clarifying procedures. Among the 1992 changes are adoption of the *Secretary of the Interior's Standards for Rehabilitation* and *Guidelines for Rehabilitating Historic Buildings* as the standards for design review, and the establishment of a procedure for appealing commission decisions to the State Historic Preservation Review Board. There are currently fifty-one local governments in Michigan with local historic districts pursuant to PA 169.

The Michigan Historic Preservation Network prepared bills to establish a state income tax credit for the rehabilitation of designated historic resources that were introduced into the Michigan legislature in 1995. If adopted, the tax credit would apply both to income producing and owner occupied property, and would be an important incentive for historic preservation at the state level. The next initiative on the network's legislative agenda will be a bill to establish state level environmental review, requiring review of state actions for their effect on historic resources.

Organizations

The National Trust for Historic Preservation, the nationwide not-for-profit preservation organization, has approximately fifty-five hundred Michigan members. The Michigan Historic Preservation Network, Michigan's statewide not-for-profit preservation advocacy organization, has approximately eight hundred members. Founded in 1981 as the Michigan Historic District Network, the network broadened its mission and reorganized in 1988 as the Michigan Historic Preservation Network. The importance of the network to Michigan's historic preservation effort is evident in the key role it has played in many preservation initiatives, including the Small Community and Rural Preservation Issues Forum, the Detroit Heritage and Community Development Forum, and the 1992 amendments to Michigan's Local Historic Districts Act. The SHPO and the network work together closely: in 1994 the two prepared the *Michigan Historic Preservation Community Plan,* and the network's newsletter includes a SHPO news section. The network assists local preservation through its annual conference, training workshops for historic district commissioners, and community technical assistance. In 1994, the network received a $35 thousand challenge grant under the National Trust for Historic Preservation's Statewides Initiative Program. The grant is being used to strengthen the organization, including hiring its first professional staff.

Other statewide organizations involved in preserving Michigan's historic resources are the Conference on Michigan Archaeology, the Michigan Archaeological Society, and the Saarinen (Michigan) Chapter of the Society of Architectural Historians. The Conference on Michigan Archaeology is an association of professional archaeologists active in policy and advocacy on behalf of archaeology. The Michigan Archaeological Society membership includes professional and amateur archaeologists and others with an interest in archaeology. The society contributes actively to education and research on Michigan archaeology by assisting with the state's archaeological site inventory, conducting workshops and conferences, and publishing the journal, *The Michigan Archaeologist.* The Saarinen (Michigan) Chapter of the Society of Architectural Historians publishes a newsletter and sponsors seminars and tours to promote interest in and understanding of Michigan's architecture.

Other preservation organizations work at a local level or focus their attention on specific types of resources. The Kent County Council on Historic Preservation, the Preservation Guild of Bay View, and Preservation Wayne in Detroit are examples of groups that promote historic preservation at the county or community level. Among many special interest

groups are the Michigan Underwater Preserve Council, the Great Lakes Lighthouse Keepers Association, the Log Cabin Society, and the Tiger Stadium Fan Club.

Local historical societies often include historic preservation activities within their broader mission of preserving and promoting Michigan history. The Historical Society of Michigan acts as an umbrella organization to coordinate local historical society activities. The Michigan Alliance for the Conservation of Cultural Heritage was founded in 1988 as an association of museums, libraries, and other cultural institutions and organizations concerned with the preservation of all aspects of material culture, including artifacts, written documents, and the built environment. The Michigan Committee for the Preservation of Architectural Records (COPAR) is involved in identifying and appraising architectural records and promoting their conservation. The programs of the Michigan Historical Center are supported and promoted by the Michigan Historical Center Foundation and the Friends of Michigan History.

Schools

A number of Michigan universities offer coursework in archaeology and in historic preservation. The Historic Preservation Program at Eastern Michigan University (EMU), established in 1979 under a Preservation Education Fund grant from the National Trust for Historic Preservation, is one of the largest preservation programs in the United States. EMU offers a master of science degree in historic preservation as well as a certificate in historic preservation studies. Michigan State University offers a historic preservation specialization through both its Urban and Regional Planning Program and its Department of Human Environment and Design. Michigan Technological University's Industrial Archaeology Program includes coursework in heritage management, and the University of Michigan offers courses in historic preservation in its College of Architecture and Urban Planning.

There are some historic preservation programs in the secondary schools. Manistee's Architective Program for elementary and junior high school students uses local buildings to study architecture. Patrick Connors of Tecumseh was awarded the Michigan Historic Preservation Network's Citizen Award for his high school local history courses based on the data base of Tecumseh history and historic architecture that he created.

Other States

Michigan's historic preservation program has come far since passage of the National Historic Preservation Act in 1966. Michigan excels in the protection of underwater resources, its state-of-the-art enabling law for local historic districts, an outstanding historical marker program, the SHPO's use of the ARGUS collections management data base to integrate SHPO programs with all other programs of the Michigan Historical Center, and the close working relationship between the SHPO and the Michigan Historic Preservation Network. Michigan was the first state to produce a volume in the *Buildings of the United States* series. Nevertheless, comparisons to other states reveal some challenges. In 1994, the Michigan SHPO ranked thirteenth among the states in the size of its HPF grant, yet it ranked only thirty-first in the number of employees working in historic preservation.[3] Michigan's historic preservation program had the equivalent of twelve full-time staff, compared to sixteen in Louisiana, thirty-six in North Carolina, thirty-one in Florida, and twenty-six in Virginia, the states closest to Michigan in size (area and population). Twenty-seven states operated state funded historic preservation grant programs in 1994, whereas Michigan has not had a state funded grant program since 1979.[4] By 1992, thirty-seven states had laws establishing state income tax incentives or enabling property tax incentives specifically for rehabilitating historic properties.[5] Michigan has no such laws. By 1989, twenty-eight states required review of state actions affecting historic resources similar to the federal review and compliance process.[6] Michigan does not.





The Middle Village Cemetery in Emmet County expresses cultural traditions of the Odawa Indians.

MICHIGAN'S HISTORIC RESOURCES

Michigan's historic and natural resources, together, give the state its distinctive identity. Historic resources are buildings, structures, objects, sites, and districts that are significant to the history, architecture, archaeology, engineering, or culture of a local community, the state of Michigan, or the United States. Resources may be significant for their association with historical events, activities, or patterns; for their association with important persons; for their distinctive design, construction, or formal characteristics; and for their potential to yield important historical information. Historic resources have integrity, that is they are largely intact, so that they convey their historical messages accurately and effectively.[7]

Buildings such as houses, barns, garages, and stores are built to shelter human activity. Structures such as bridges, power plants, silos, or burial mounds are created for purposes other than human shelter. Objects are smaller in scale than structures and are usually artistic in nature. Examples include statues and fountains. Sites are the locations of events or activities, buildings or structures that may be standing or vanished, where the location itself possesses significance. Archaeological sites, petroglyphs, gardens, battlefields, and fields are examples of sites. Districts are concentrations or linkages of buildings, structures, objects, and sites that are united historically or aesthetically by plan or physical development. Neighborhoods, civic centers, and college campuses are examples of districts.[8]

Historic resources have little meaning when considered in isolation; to make sense they must be viewed in the context of the history and culture of their time and place. The lone log house in a French building tradition that survives from Monroe's earliest settlement has a different meaning than two hundred prefabricated houses erected for automobile factory workers in Flint in 1920. Context forms the framework for our assessment of Michigan's historic resources, and for this analysis it is broken down into three components: theme, time period, and region. For themes, we have adopted the thirty areas of significance used to evaluate properties for listing in the National Register of Historic Places.[9] For time periods we have used the seven periods employed in the SHPO's national and state register data base. For regions we have used the seventeen regions developed for *Buildings of Michigan,* published in 1993 as part of the Society of Architectural Historians' series, *Buildings of the United States.*[10]

For archaeological resources, the nature of the resources and research methods has resulted in a somewhat different contextual framework. Archaeology is one of the thirty themes used in the overall analysis; however, without detailed study, it is usually impossible to determine the precise function of an archaeological site. Most sites were multifunctional, and do not fit easily into the national register-based themes. Time periods for precontact sites coincide roughly with the cultural stages traditionally used by archaeologists: Paleo-Indian, Archaic, and Woodland. Time periods for postcontact archaeological sites are contact period, nineteenth century, and twentieth century. However, as with themes, there is often insufficient information even to assign sites to these broad time periods unless detailed study has been conducted.

The following assessment of Michigan's historic resources is based primarily on analysis of survey reports, the state archaeological site file, and the comprehensive plan data base created for this study.[11] Records from other program areas including local historic districts, environmental review, and the Centennial Farm Program were evaluated more informally. This analysis provides a general picture of our knowledge of Michigan's historic resources. Although omissions and inconsistencies in the records prevent the figures from being absolutely precise, the data are accurate enough to show proportions and relationships and thus strengths and weaknesses.

Themes

The thirty themes used in this analysis are agriculture, architecture, archaeology, art, commerce, communications, community planning and development, conservation, economics, education, engineering, entertainment/ recreation, ethnic heritage, exploration/settlement, health/medicine, industry, invention, landscape architecture, law, literature, maritime history, military, performing arts, philosophy, politics/government, religion, science, social history, transportation, and other. These themes correspond to the thirty areas used to explain the significance of historic resources nominated to the national register.

National Register

Historic resources listed in the National Register of Historic Places usually have the most fully developed contexts.[12] When a resource is researched, themes not obvious from its physical appearance often become evident. Figure 1 shows the frequency of the thirty themes for resources listed in the national register. Architecture is the most common theme by far, associated with approximately 75 percent of national register listings. When a property is significant for its architecture, it is usually because it embodies the distinctive characteristics of a type, period, or method of construction, or possesses great aesthetic value. Architecture dominates national register listings in part because in the earlier days of the register, architectural design was emphasized more than social history, and the concept of contexts had not been developed. Many resources that were listed under architecture exclusively would today be considered to represent other themes as well.

The frequency of the second and third themes of commerce and industry is consistent with their strong presence on the Michigan landscape and with Michigan's long and diverse history as an industrial state. It is also a result of interest in the federal rehabilitation tax credit for income producing property. Social history, ranked fourth, refers to the promotion of community welfare, and includes a wide variety of building types, such as libraries, labor halls, and asylums. Some themes have fewer listings because those resources are relatively uncommon, for example, art, invention, or philosophy. Although maritime history appears to be under-represented, many maritime resources are listed under other themes such as engineering and transportation.

FIGURE 1. National Register Themes

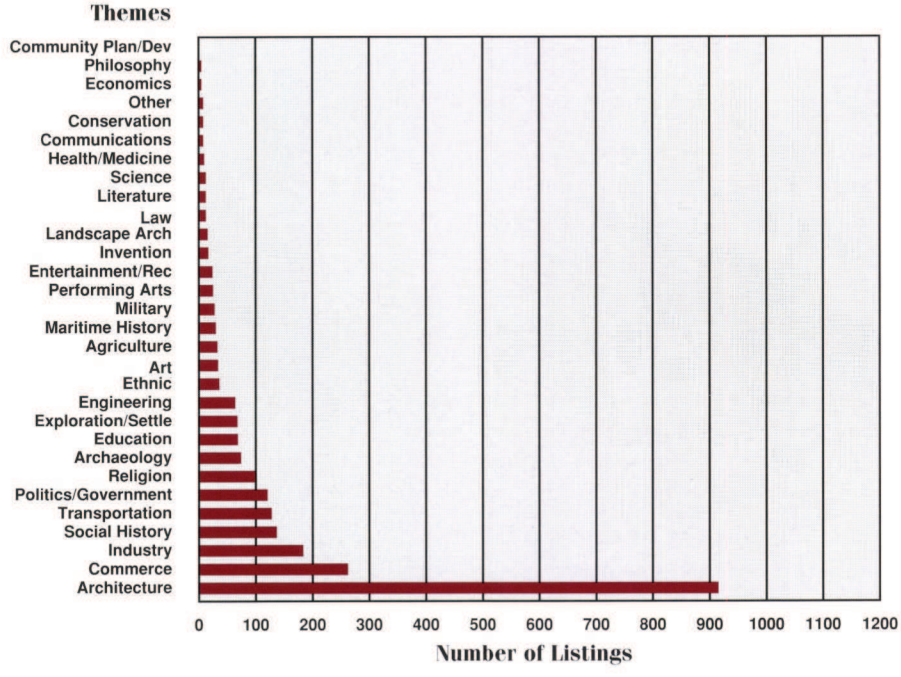
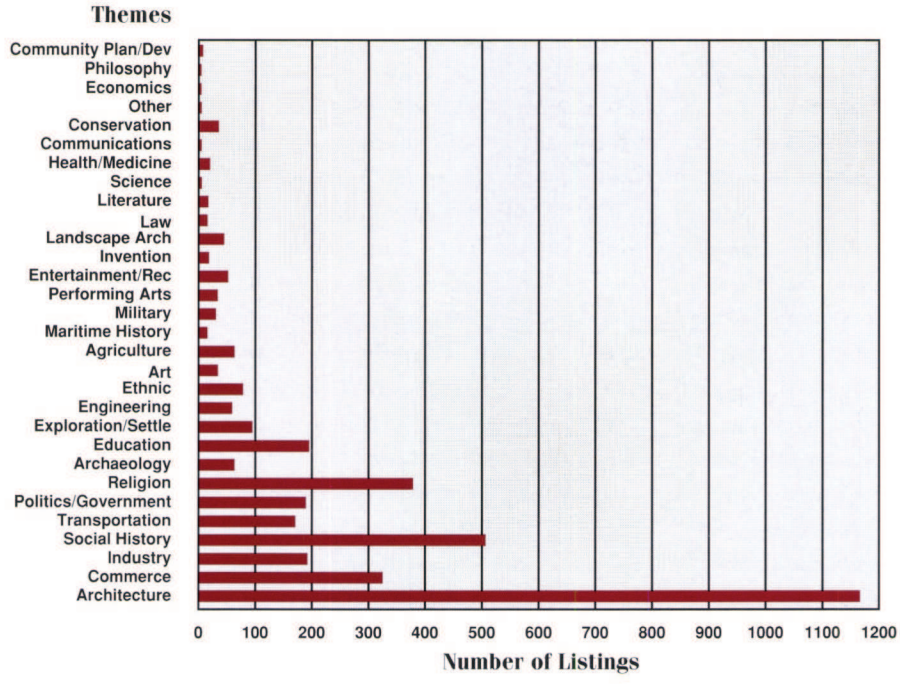


FIGURE 2. State Register Themes



The five themes which seem to be most underrepresented in relation to their significance to Michigan history are ethnic heritage, agriculture, entertainment/recreation, landscape architecture, and conservation.

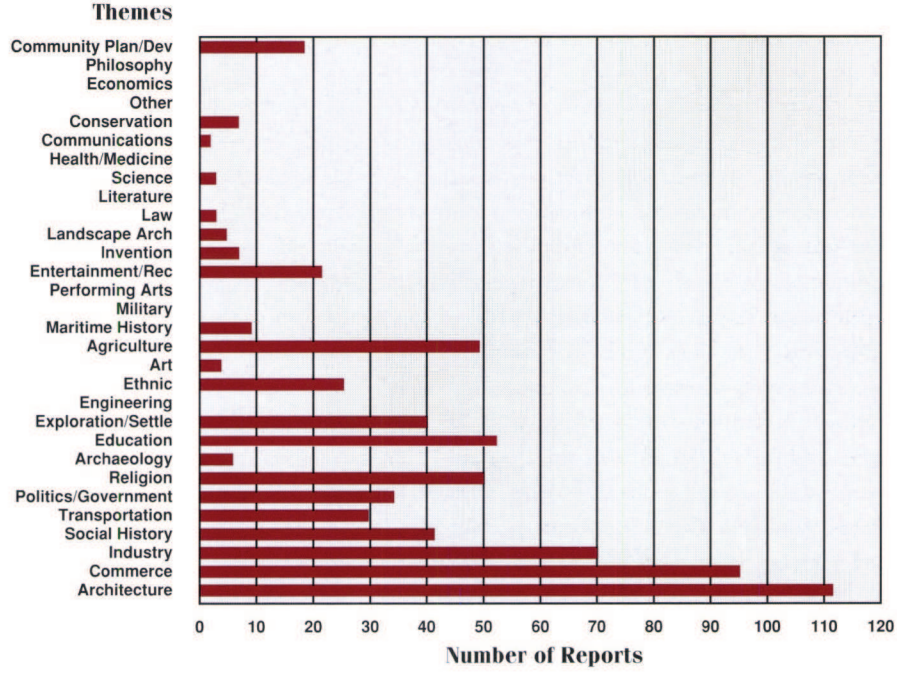
State Register

Analysis of themes for state register listings shows architecture again as the most common theme, associated with about 60 percent of state register listings where themes could be identified (figure 2).[13] Of the top ten state register themes, nine were also in the top ten national register themes, although in different order. Ethnic heritage ranked tenth among state register themes compared to twelfth among national register themes. Archaeology, ranked twelfth among state register themes, ranked eighth among national register themes. The relative frequency of different themes in the state register relates to the requirement that a property must be listed in the state register to qualify for a historical marker; state register applications are often motivated by the desire for a marker. Thus, fewer archaeological sites are listed because archaeological sites are left unmarked in order to protect them. The more frequent occurrence of themes such as social history, education, and religion in the state register, compared to the national register, suggests greater public interest in listing and marking buildings important to the local community such as masonic halls, schools, and houses of worship.

Survey

Survey themes for above-ground historic resources were identified through a review of 112 survey reports prepared under HPF grants (figure 3).[14] As with national register listings, architecture, commerce, and industry were the three most frequent themes. Architecture was a theme for all 112 reports (and is also documented by approximately three hundred thousand survey cards with photographs). Of the top ten survey themes, nine coincided with the top ten national register themes, although the order varied after the first three. Eight themes (including "other") did not show up in the survey review. Differences between the survey report analysis and the national and state register analysis occurred partly because of the relatively small sample of survey reports,

FIGURE 3. Survey Themes



and partly because survey usually provides a general look at a large area, rather than a detailed look at a smaller area or at an individual resource.

Of special note is Michigan's first Traditional Cultural Properties Survey, conducted in 1994 by the Little Traverse Bay Bands of Odawa Indians. The survey included archaeological and ethnological fieldwork to assemble archaeological, ethnological, historical, and environmental information about the Odawa's historic Middle Village settlement in Emmet County. Traditional Cultural Properties surveys such as this are an important contribution toward documenting Michigan's ethnic heritage.

Local Districts

When a local historic district is created, the state enabling law requires preparation of a historic district study committee report to document the district's historical significance. These statements of significance identify themes important to the district's history. Most local historic districts are residential districts designated primarily for their architectural significance, secondarily for their social history. Business districts are also designated under local ordinances, though less commonly than residential districts. Business districts are generally designated for their architectural significance, although their function as commercial centers is recognized as well. Schools, houses of worship, and other public buildings, frequently found within residential or business districts, are generally recognized for their contribution to the overall architectural character and social history of their districts. Because of their prominence, these public buildings are often individually designated as local landmarks.

Environmental Review

The Section 106 environmental review process generates a large volume of documentation of Michigan's historic resources. Housing rehabilitations account for the largest share of projects reviewed: approximately two thousand to three thousand rehabilitations a year. Properties scheduled for rehabilitation are evaluated on the basis of their architectural significance as documented by a survey card with photograph. Rarely is there historical documentation beyond a construction date, if that. If the residence is not national register listed or eligible, its appearance may be altered by the rehabilitation. Despite these limitations, these housing rehabilitation survey cards are the only record the SHPO has for much of Michigan's residential architecture.

The environmental review process also generates reports that document resources that may be affected by a project or that are prepared as part of the mitigation when there is an adverse effect. Many of these reports are produced for transportation projects and document such resources as roads, bridges, and railroad depots. The Office of the State Archaeologist houses over three thousand environmental review archaeological survey reports. Other themes documented by environmental review reports include industry (factories), social history (libraries, public housing projects), education (schools), engineering (bridges, dams), agriculture (farms), maritime history (breakwaters, lighthouses, Coast Guard stations, harbors), military (bases), and landscape architecture (parks). In addition, the joint Department of Natural Resources/Department of State underwater salvage permit process documents shipwrecks and other underwater resources.

In addition to survey and environmental review reports, the SHPO maintains a library of more than seven hundred reports that document different themes and subthemes in greater depth. The mining industry, for example, is the subject of *Historic American Engineering Record Report: Quincy Mining Company* (1979), *Michigan Copper Mining District Historic Resources Management Plan* (1990), and *Historic Resources of the Iron Range of Marquette County, Michigan, 1844-1941* (1991).

Centennial Farm Records

The theme of agriculture, although underrepresented in the national and state registers, is documented through the records of the Centennial Farm Program. This program recognizes working farms that have remained in the same family for one hundred or more years. Between 1948 and 1995, over fifty-two hundred farms were designated as centennial farms, the large majority located in the southern half of the Lower Peninsula. Centennial farm designation is not based on whether or not historic buildings have survived. The amount of historical information contained in a centennial farm application varies; more recent applications tend to have more information. At a minimum, the application gives the date the farm was purchased, the legal description, and a family genealogy. More complete applications include additional historical information, photographs, and a map of the farm layout. The SHPO plans to upgrade the Centennial Farm Program to comply with federal standards for documenting and evaluating historic resources.

Archaeology

Archaeology encompasses the history of American Indians prior to contact with Europeans and the history of all of Michigan's peoples following the Europeans' arrival. The state archaeological site file includes information on

the sites identified through seventy-nine archaeological surveys funded by HPF grants as well as sites identified through other means. The site file contains approximately 11,770 precontact site components (each component representing one occupation at a site). Of these precontact site components, approximately 30 percent are camps or villages, 8 percent are cemeteries and burial mounds, 2 percent are "other" such as petroglyphs or caches, and for the remaining 60 percent no function is known. The archaeological site file also contains approximately 6,340 postcontact site components, primarily homesteads, residences, towns, and associated outbuildings and dumps, relating to the themes of exploration/settlement, social history, and ethnic heritage.

In addition to the archaeological site file, the Office of the State Archaeologist maintains records on an estimated one thousand shipwrecks, submerged shipyards, and docks on Great Lakes bottomlands, documenting Michigan's maritime history. Other themes represented by archaeological sites include commerce (trading posts), industry (logging camps, mining related sites, mills, brickyards), transportation (shipwrecks, lighthouses, airfields, railroad-related sites), religion (missions, churches, cemeteries), engineering (dams, bridges), agriculture (farms, orchards, Indian fields, fishing grounds), military (forts, battlefields), and conservation (CCC camps, fire towers). Logging and recreational cabins are probably overrepresented because of the amount of survey conducted in national forests. Ethnic heritage other than American Indian and Euro-American is underrepresented. Archaeology should be a primary source of information about exploration/settlement; however most of those sites are in urban areas where archaeology is limited by greater expense, difficult logistics, and the destruction of the archaeological record by construction.

Public Opinion Survey

In two public opinion surveys conducted by the SHPO in 1993, Michigan residents were asked to identify which historic buildings and sites, as categorized by themes, were most valuable to their communities. The five themes most often identified as having the highest value were architecture, commerce, religion, education, and landscape architecture. This list suggests the importance to local communities of such resources as houses, central business districts, houses of worship, schools, and parks. The emphasis on architecture indicates that distinctive architecture is valued by the public as well as by architectural historians and that we should continue to document this theme along with other aspects of historical context.[15]

Time Periods

The seven time periods used to analyze above-ground resources are precontact, 1600-1825, 1826-1865, 1866-1900, 1901-1930, 1931-1945, and 1946-present. These periods, divided according to major events that affected Michigan history, were developed for the SHPO's data base of national and state register listings. All indicators show a bell curve of information about time periods, with relatively little documentation on the earliest and most recent time periods and the greatest amount of documentation for 1866-1930. In the national and state registers, the largest number of listings are for the 1866-1900 time period (figures 4 and 5).[16] The lower figures for the 1600-1825 and 1826-1865 periods correspond to the smaller number of above-ground resources that survive from those time periods. The lower figures for the two time periods covering 1931 to the present are due in part to the criteria for listing, which state that resources less than fifty years of age are not eligible except in cases of exceptional importance. Additionally, there has been less interest in preserving twentieth century resources, even when they are more than fifty years old. Thus there are fewer listings for 1901-1930 than for 1866-1900. Still, the four hundred plus listings for 1901-1930 show that twentieth century resources have not been ignored, and interest in this time period is growing. Locally designated resources appear to follow the same general pattern as those listed in the national and state registers.

Nearly 100 percent of the 112 above-ground survey reports contain information about resources

FIGURE 4. National Register Time Periods

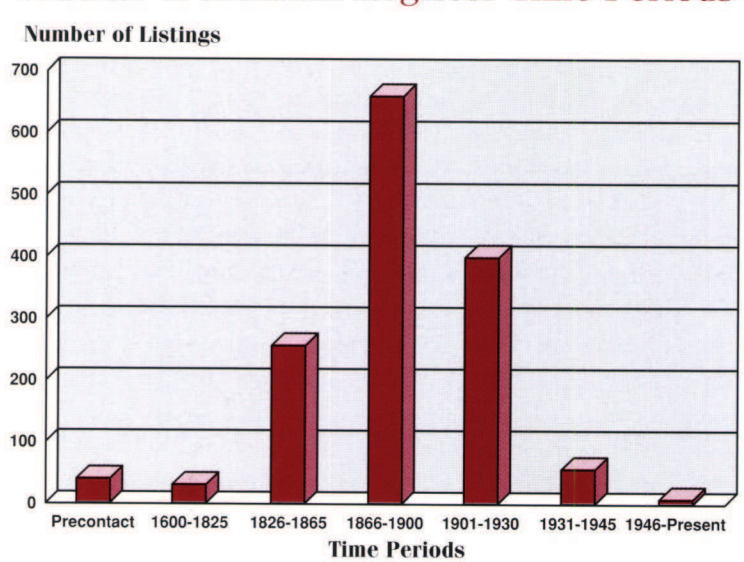
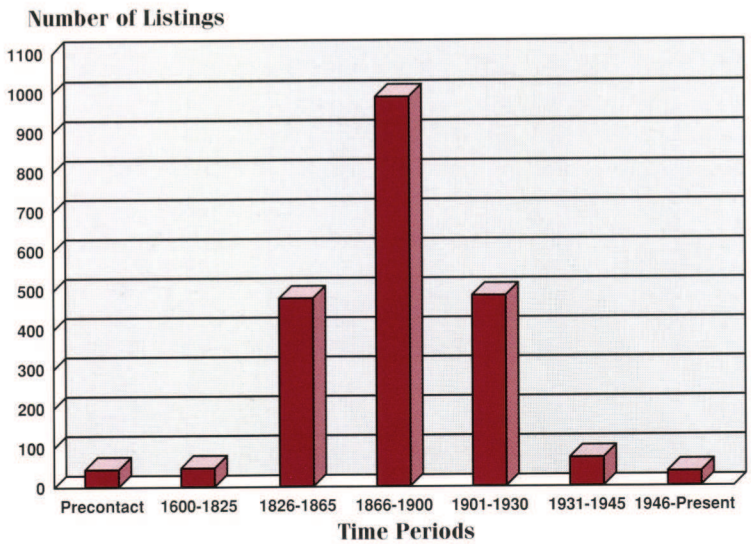


FIGURE 5. State Register Time Periods



dating from 1866 to 1900 and from 1901 to 1930.[17] Seventy percent of the reports contain information about resources dating from 1826 to 1865, while only two reports contain information about resources predating 1825. Again, this corresponds to the relative scarcity of above-ground resources from the earlier time periods. About 60 percent of the reports contain information for the period 1931-1946, and nearly 40 percent, for the period 1946 to the present. Although this analysis indicates only that these more recent periods are receiving some documentation (not how much documentation), it suggests that twentieth century resources may be receiving more attention at the identification level than at the registration level.

The Section 106 environmental review process generates the most documentation for the periods 1901-1930 and 1931-1945. While designation is guided by criteria of historical significance, environmental review is driven by the incidence of federally funded or licensed projects. Even though environmental review documentation may be limited to a survey card and photograph, this body of information about twentieth century resources will become increasingly important as attention to this century increases.

Within the archaeological record, precontact site components are classified according to three broad cultural stages Paleo-Indian (ca. 10,000 B.C.-8000 B.C.), Archaic (ca. 8000 B.C.-500 B.C.), and Woodland (ca. 500 B.C.-1650 A.D.). Of the approximately 11,770 precontact site components recorded, 318 are Paleo-Indian; 2,196 are Archaic; and 3,324 are Woodland. The remainder can be identified only as precontact. Of the approximately 6,340 postcontact site components, 212 are contact period (ca. 1650-1800); 2,470 are nineteenth century; 2,219 are twentieth century; and for the remainder the date is unknown. The contact period, corresponding to the 1600-1825 time period used for above-ground resources, is better represented by archaeological sites than by designation or above-ground survey. Although the postcontact era represents only 3 percent of the chronology of Michigan's human history, postcontact site components account for 35 percent of the total number of archaeological site components. This inequity occurs because postcontact sites are easier to locate than precontact sites.

Regions

The seventeen regions used to describe the distribution of Michigan's historic resources are Metropolis, Suburban Satellite, South-Central Border, Michiana and Southwestern Lower Peninsula, Grand River Valley, Capital, Saginaw Bay and River Valley, Thumb, Heartland, West Michigan Shore, Traverse Bay, North-Central Lakes and Forests, Huron Shore, Copper Country, Iron Ranges, Central Upper Peninsula, and Sault and Mackinac (map 1). Developed for *Buildings of Michigan*, these regions are based on Michigan's geography and historical development.

U.S. Census of Housing

Because survey to identify Michigan's historic resources has not covered the entire state, other indicators, such as information about historical settlement patterns, help to show where historic resources may be present. One indicator is the U.S. Census of Population and Housing, which includes an estimate of the number of year-round housing units built before 1940 for each county. Because a house is the basic unit of settlement, this census gives a rough indication of concentrations of historic resources (map 2). The largest concentrations of pre-1940 houses are in the Suburban Satellite Region and Metropolis, i.e. the Detroit metropolitan area. Metropolis (Wayne County) alone has an estimated 204,000 year-round housing units built before 1940. The sparsest regions are the Sault and Mackinac, and the North-Central Lakes and Forests, each with less than 10,000 pre-1940 year-round housing units. Of course, year-round housing units exclude archaeological sites and many locally significant building types, such as the summer cottages and cabins characteristic of the resort history of these two regions, and ephemeral lumbering camps.

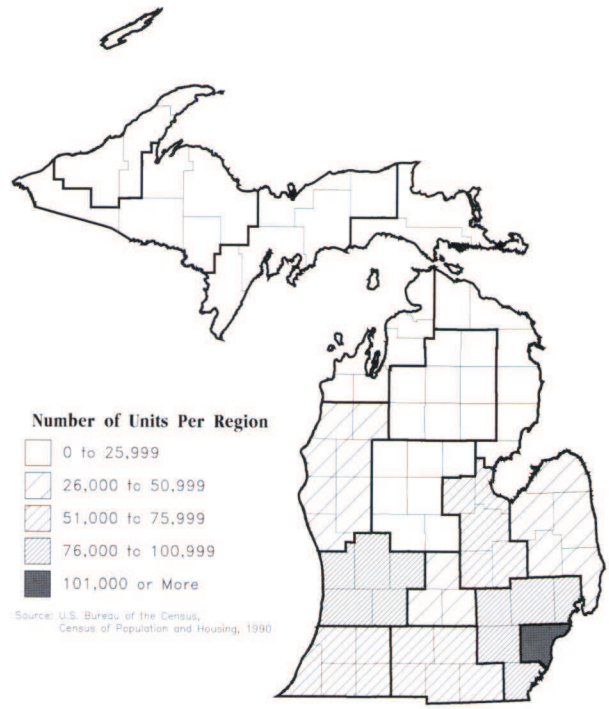
Above-Ground Survey

About half of the state's land area has been systematical-

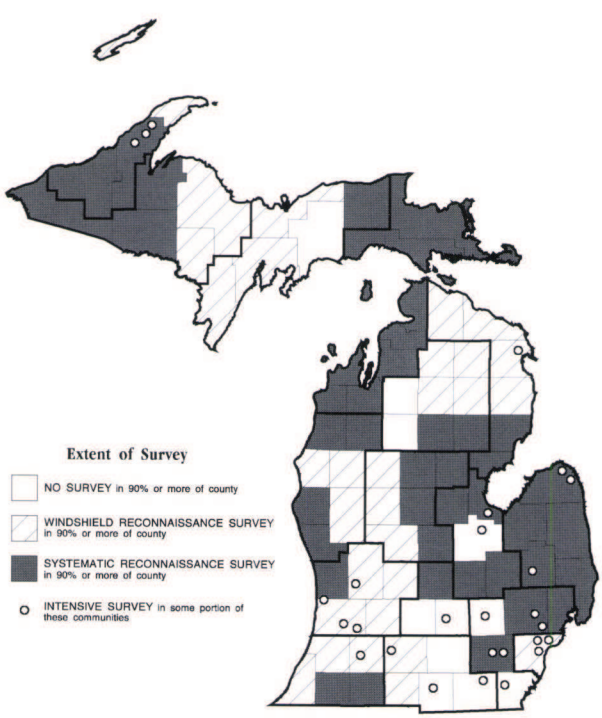
MAP 1. MICHIGAN REGIONS



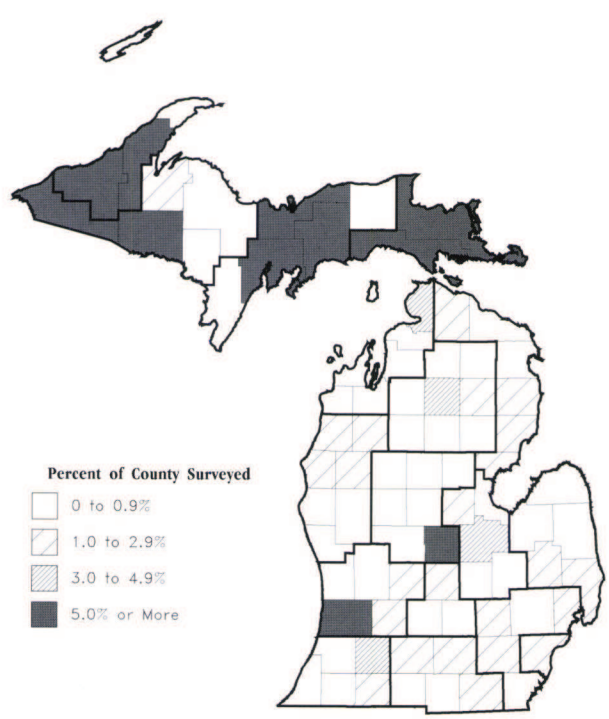
MAP 2. YEAR-ROUND HOUSING UNITS BUILT 1939 OR EARLIER



MAP 3. ABOVE-GROUND HISTORIC RESOURCES SURVEY



MAP 4. ARCHAEOLOGICAL SURVEY



Maps created August, 1995

ly surveyed to identify above-ground historic resources. Map 3 shows how much survey has been conducted in each county according to the SHPO's statewide inventory and survey records. In eleven counties there has been almost no survey; in these counties survey has been confined to one to three municipalities, at the most. Windshield reconnaissance survey has been conducted in thirty counties. Although these windshield surveys, conducted until about 1980, were ostensibly countywide, they were spotty in their coverage; only selected buildings were photographed and rural areas were generally neglected. Wayne County presents an unusual situation: although a number of intensive surveys have been conducted in the Detroit area, the western portion of the county is entirely unsurveyed, with the exception of Canton Township. Systematic reconnaissance survey has been conducted in forty-two counties: generally, surveyors covered the entire county area and photographed every primary building older than a given age.[18] In some cases, research was conducted on historical context. However, the usefulness of much of this raw survey data is limited because there is usually insufficient information to evaluate historical significance. In addition, wherever survey has been limited to the reconnaissance level, additional survey is needed to identify many resources overlooked or omitted, especially for surveys conducted before 1983 when federal standards for identification and evaluation were adopted. Intensive survey, with enough research to determine national register eligibility, has been conducted in some portion of twenty-seven cities or townships. Where surveys have been conducted but not filed with the SHPO, that information is not available for reference or planning and cannot be counted as part of the statewide inventory.

Archaeology

About 3 percent of the state, approximately 1,784 square miles, has been surveyed to identify archaeological sites. Map 4 shows which counties have received the most survey coverage. Survey coverage has been heaviest in the Upper Peninsula on national forest lands. Survey coverage has been relatively weak in southern Michigan, considering the density and length of settlement in these regions. Surveys have shown that archaeological site distributions range from one site per square mile in the western Upper Peninsula to ten sites per square mile in the southernmost counties.

Map 5 shows the distribution of identified archaeological sites according to region.[19] Despite the low level of survey in the Suburban Satellite Region, the largest number of sites (approximately 2,000) has been recorded there, indicating the richness of the archaeological record in that region. The Saginaw Bay and River Valley Region is second, with approximately 1,950 sites, reflecting the unusually large number of precontact sites found in Saginaw County. The largest number of precontact site components is found in the southern half of the Lower Peninsula, where precontact settlement was most intensive. Distribution of postcontact site components is more variable and seems to reflect where survey has been conducted as much as it reflects historic settlement patterns.

National and State Register

The regional distribution of national register listings corresponds to historic settlement patterns to some degree. It also reflects the level of activity of local preservationists (map 6). Certainly it is no surprise that Metropolis (Wayne County) tops the list with 206 listings. The unexpectedly high number of listings in the Iron Ranges is the result of a cooperative countywide survey and multiple resource nomination project conducted by planners and historians in Iron County. In the lowest rank, the range is from 3 national register listings in the North-Central Lakes and Forests Region to 50 in the Capital Region. The distribution of state register listings (map 7) corresponds more closely to densities of historic resources as indicated by the map of year-round housing units. The Suburban Satellite Region tops the list with 292 listings, followed by Metropolis with 248; at the bottom is North-Central Lakes and Forests with 18.[20]

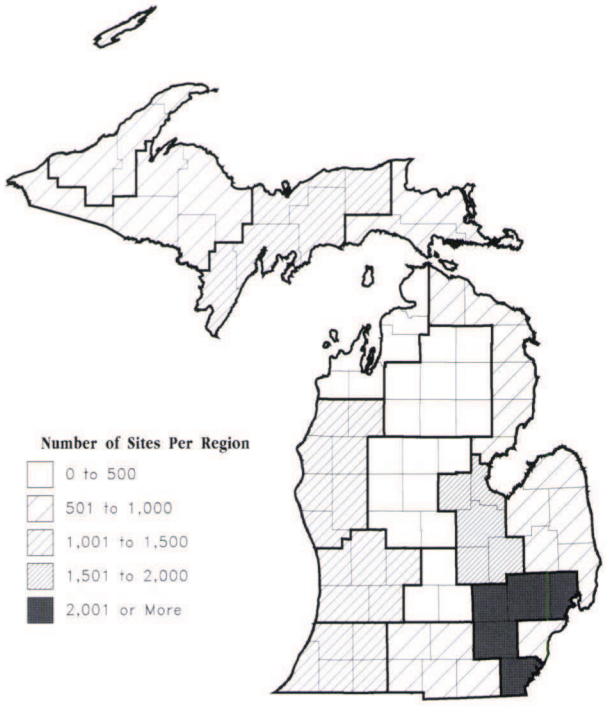
Local Historic Districts

The distribution of historic resources protected through designation as local historic districts (map 8) corresponds closely to where the largest concentrations of those resources are found. Metropolis, the Suburban Satellite Region, and the Grand River Valley Region have the largest number of resources in local historic districts and the largest number of year-round housing units built before 1940. But the figures also show that a relatively small percentage of those resources are protected. Metropolis is the leader, with approximately forty-seven hundred historic resources in local historic districts. Yet Metropolis contains an estimated 204,000 pre-1940 housing units, many of which would be considered historic, plus thousands of non-residential buildings. Six regions have no local historic districts.

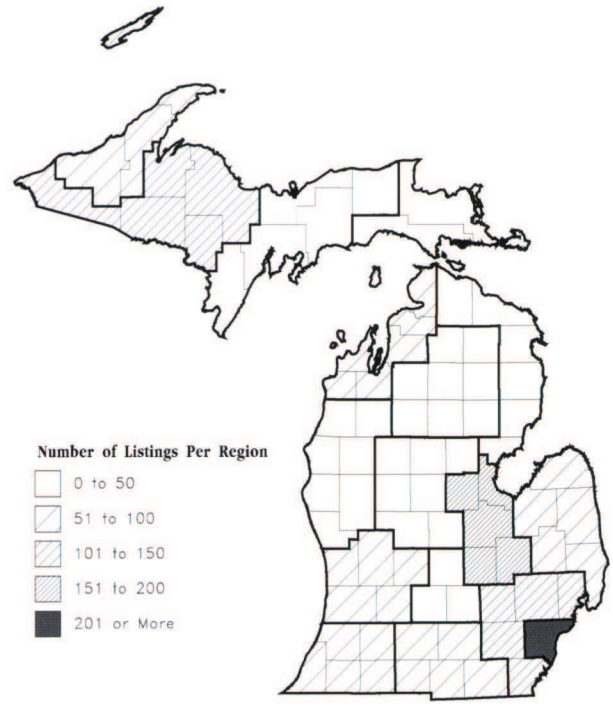
Classes

Historic resources may also be classified according to their physical form, that is whether the resource is a building, structure, object, site, or district. Historic preservation has tended to focus on buildings, which are more numerous

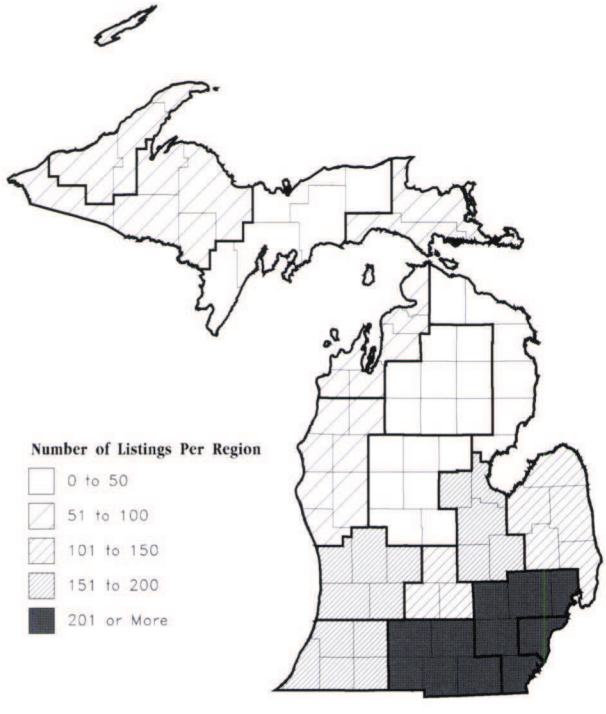
MAP 5. ARCHAEOLOGICAL SITES



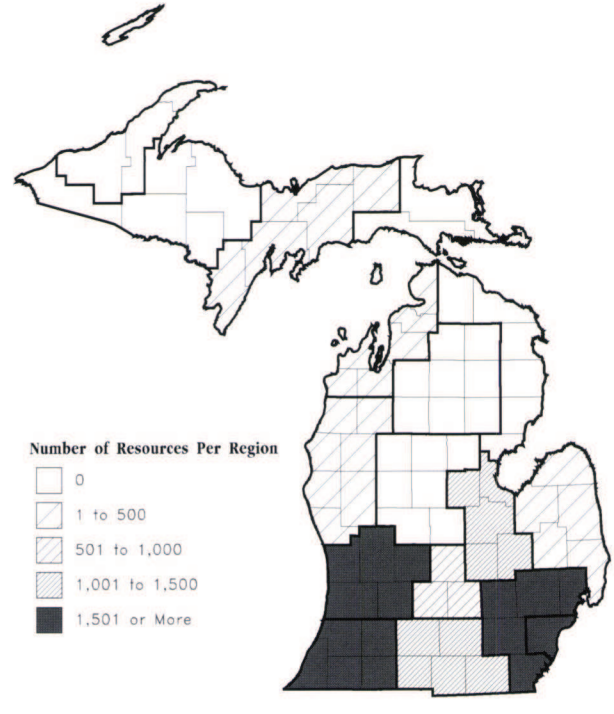
MAP 6. RESOURCES LISTED IN THE NATIONAL REGISTER



MAP 7. RESOURCES LISTED IN THE STATE REGISTER



MAP 8. RESOURCES LISTED IN LOCAL HISTORIC DISTRICTS



and prominent than structures or objects and more obvious than sites. In addition, techniques to meet the special challenges of landscape preservation are just emerging. The emphasis on buildings is evident in the national and state registers. Approximately 21,300 Michigan buildings, 800 sites, 290 structures, and 130 objects are listed in the national register, either individually or as contributing resources in districts and elsewhere.[21]

The state register lists individually approximately 1,700 buildings, 80 structures, and 15 objects.[22] Examples of structures are the Kalamazoo State Hospital Water Tower and Detroit's Tiger Stadium; examples of objects are the General Custer statue in Monroe and the Manistee courthouse fountain in Onekama. All but 1 of the 112 above-ground survey reports discuss buildings; less than half mention structures; and about one-third mention objects. Data obtained through environmental review emphasize buildings, specifically houses, but environmental review is also an important source of information for structures, such as those associated with transportation routes and the coastline.

Archaeology, by definition, documents sites. There are currently over fifteen thousand sites in the state archaeological site file; 0.5 percent of these are registered. The national and state registers list individually about ninety sites apiece. These are primarily archaeological sites although some landscapes, such as gardens, parks, and trails, are included. Sites are documented in about three-fourths of the above-ground survey reports.

The national register lists approximately 210 districts in Michigan. Frequently these are residential or business districts.[23] One district may include hundreds of resources. Few districts are listed in the state register because of that program's requirement of written consent from every property owner within the district. However, the state register includes approximately two hundred listings that may be considered districts, for example summer camps or college campuses. The environmental review process also furnishes information about districts that may be eligible for the national register.

Michigan's Local Historic Districts Act allows districts that contain only one resource, which differs from the multiple resource concept of a district generally used. However, most of Michigan's approximately five hundred local historic districts contain multiple resources; the total number of historic resources in these districts is nearly seventeen thousand. When a district is designated locally or listed in the national register, it implies that not only buildings, but also the connecting fabric of structures, objects, and landscape is considered. In the case of local historic districts, the law specifically includes structures, sites, objects, features, and open spaces in addition to buildings. Nevertheless, local historic districts have tended to focus on buildings, with consideration of other resources developing slowly. Preservationists are attempting to sharpen awareness of all resources within districts, particularly landscapes and archaeological sites.

Conclusion

The publication in 1993 of *Buildings of Michigan,* written and edited by State Historic Preservation Officer Kathryn Bishop Eckert, has helped to document and publicize Michigan's rich architectural heritage. Yet with only half of the state systematically surveyed at even the most basic level (less for archaeology), we can assume that a great many historic resources remain to be identified. When we consider that between 1980 and 1990, the estimated number of pre-1940 year-round housing units in Michigan decreased from approximately 950,000 to 800,000, we see that we are losing the evidence of our past before we have a chance to document its existence. Where resources have been identified, evaluated, and registered, attention has focused on buildings and their architectural significance. Much less attention has been given to other aspects of historical significance, or to structures, objects, and sites. Attention has also focused much more on nineteenth century than on twentieth century resources. Once we document these material remains of Michigan history more fully, they can fulfill their potential to contribute to our understanding of Michigan's past.

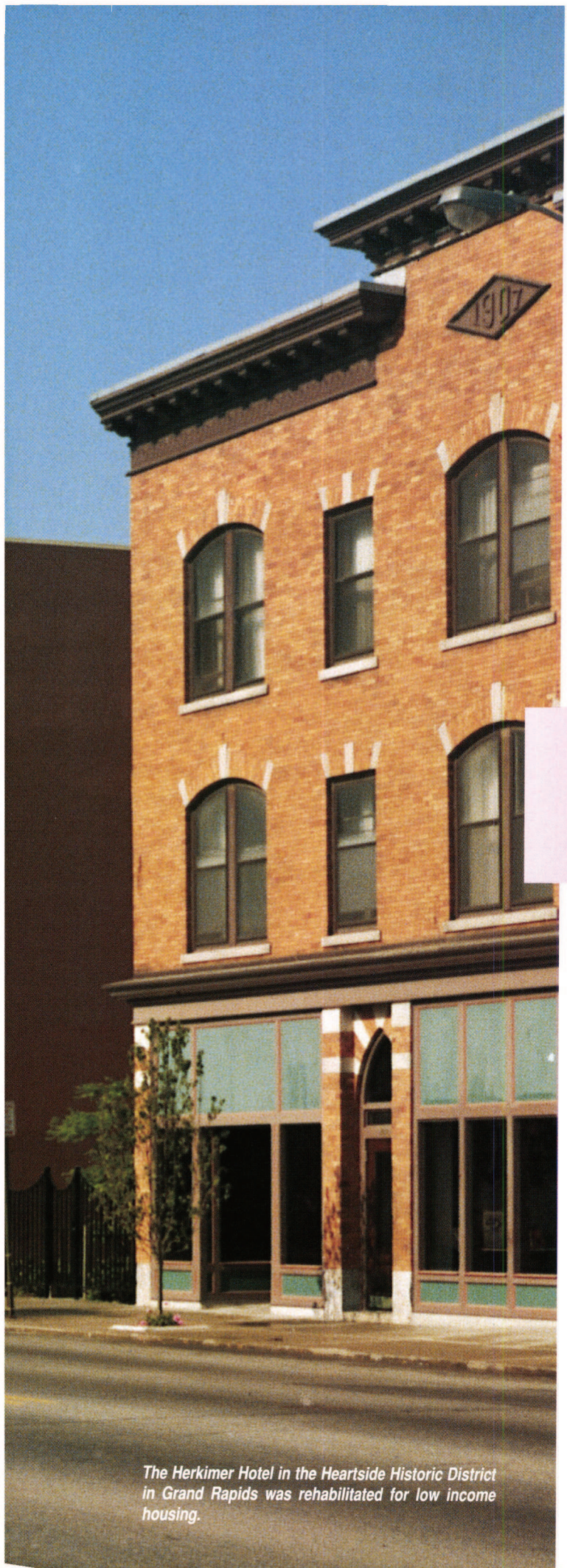
We can add to our knowledge of Michigan's historic resources in different ways. One is to conduct additional survey and research, an ongoing process. Another is to incorporate more of the survey work conducted around the state into the SHPO's statewide inventory and survey records. A third is to gain greater access to the information the SHPO has already collected. We are approaching the latter by converting all of our records to the ARGUS collections management data base system. The ARGUS system is now being used to catalogue incoming site data. Once our existing survey, designation, environmental review, and archaeological records are on ARGUS, we will be able to integrate, analyze, and make available information about our historic resources in ways we can only dream about now.

If only a small portion of Michigan's historic resources has been identified, even less has been registered or protected. The approximately 22,500 historic resources listed in the National Register of Historic Places receive limited protection from projects involving federal funds or permits. About 21,300 of these listed resources are buildings, of

which an estimated 80 percent, or 17,000, are residences.[24] If we look at the approximately 800,000 year-round housing units built before 1940 in Michigan, we may estimate that perhaps 25 percent of these (200,000) have enough integrity and significance to be considered historic, at least as contributing resources in historic districts.[25] By this measure, 8.5 percent of Michigan's potentially historic dwellings are listed in the national register.

The greatest protection is afforded to the nearly 17,000 historic resources in local historic districts. An estimated 90 percent of these, roughly 15,000, are residences. By comparing this figure to the number of potentially historic pre-1940 housing units, we find that 7.5 percent are protected by local ordinances. These calculations do not consider summer cottages, commercial buildings, factories, and many other types of historic buildings, structures, sites, and objects. While no one would suggest that all pre-World War II buildings should be designated as historic, certainly more than 10 percent of our built heritage deserves to be preserved.


ELKS
HOTEL
HERKIMER



The Herkimer Hotel in the Heartside Historic District in Grand Rapids was rehabilitated for low income housing.

Just as historic resources must be considered in their cultural-historical context, historic preservation takes place in the larger cultural-historical context of the state of Michigan. Characteristics of Michigan's population, the state's economic structure and well-being, public policy, and peoples' attitudes and values all affect historic resources. Assessment of trends in these areas is a necessary step in identifying historic preservation issues.

Michigan's People

After growing steadily through most of the twentieth century, Michigan's population appears to be levelling off. At the end of 1994, with a population approaching 9.5 million, Michigan remained the eighth most populous state in the nation. Between 1980 and 1990, the state's population grew 0.4 percent, compared to 9.8 percent for the U.S. as a whole. Michigan's growth picked up in the early 1990s with a growth rate of 2.2 percent between 1990 and 1994, compared to 4.7 percent for the United States. Forecasts for the future vary from a slight decline to a slight increase; the change predicted is 7 percent or less in either direction in twenty years.[26]

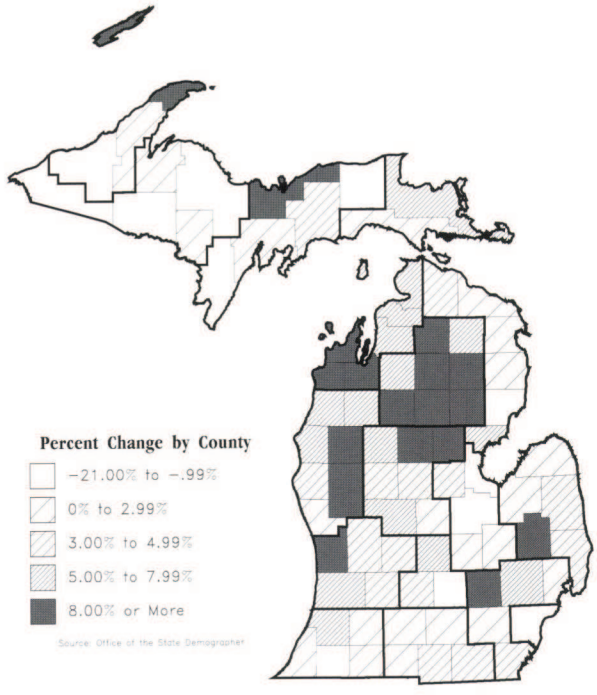
The Context for Preservation in Michigan

Though relatively stable in overall size, the characteristics of Michigan's population are changing significantly. There is greater racial and ethnic diversity today, with the state's minorities increasing from 11.8 percent in 1970 to 16.6 percent in 1990, and a projected increase to 20 percent by 2010.[27] African Americans are the largest minority group, and there are smaller communities of Hispanics, Asians, Arabs and Chaldeans, and American Indians.

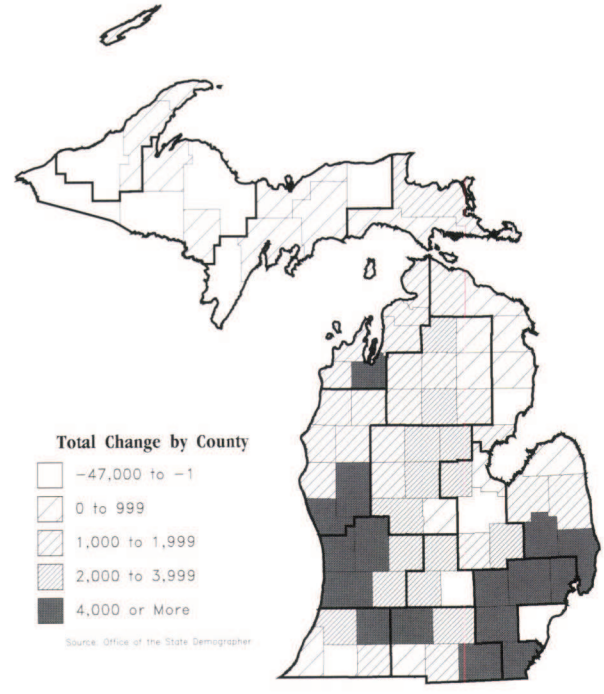
The elderly and the poor are also increasing in numbers. The aging of Michigan's population parallels the aging of the U.S. population. Between 1970 and 1990, the percentage of people in Michigan age 55 and over increased from 16.9 to 20.5 percent and this trend is expected to continue. The trend toward fewer children is expected to continue as well. The percentage of Michigan's population below the poverty threshold increased from 9.4 percent to 13.1 percent between 1970 and 1990, from almost 820,000 people to approximately 1.2 million.[28]

Michigan's cities have been losing population to suburban and rural areas. Some rural counties, most notably in the

MAP 9. PERCENTAGE POPULATION CHANGE IN MICHIGAN, 1990-1994



MAP 10. TOTAL POPULATION CHANGE IN MICHIGAN, 1990-1994



Upper Peninsula, have also been experiencing population loss. In percentage growth, the northern Lower Peninsula has been the fastest growing part of the state (map 9). This trend is expected to continue. However, the largest gain in number of people is expected to be in the suburban and rural areas surrounding Detroit and Grand Rapids (map 10).[29] Despite Detroit's population loss, Wayne and Oakland Counties are home to about one third of Michigan's population and are expected to remain so.[30]

Despite the levelling off of Michigan's population growth, the number of households continues to increase. Between 1970 and 1990 the number of households in Michigan increased 28.9 percent from 2.7 million to 3.2 million. This increase is due in large part to the declining number of persons per household: the average number of persons per household declined from 3.27 in 1970 to 2.66 in 1990. More people are living in single-parent households or living alone.[31] In addition, the number of second homes in Michigan has been increasing steadily, from a total of 170,932 in 1960 to 223,549 in 1990. The greatest growth in second homes is occurring in the northern Lower Peninsula.[32]

These demographic trends have a broad and direct effect on land use and housing needs and thus on historic resources. The movement of people from urban to rural areas leads to the deterioration of urban centers on one hand and loss of rural resources to suburban and exurban development on the other hand. Roads are widened and new roads are built to ease access to these developing areas. The growing number of households means a growing demand for housing, met mostly through new suburban housing developments. However, there is increasing recognition that existing housing stock and infrastructure are valuable resources for the housing market.[33]

To promote rehabilitation of historic buildings, preservationists must consider the needs of different population groups. The elderly need housing and services that offer accessibility, comfort, and convenience. For example, ranch houses, increasingly viewed as historic resources, tend to appeal to older people seeking one floor living. There is also the opportunity to rehabilitate buildings to provide health care and social services. The Villa Maria, a national register listed home for girls in northwest Grand Rapids, was rehabilitated as an elderly living complex of nine buildings on a six acre campus. The Grand Traverse Commons redevelopment of the former Traverse City Regional Psychiatric Hospital for senior housing and medical care is now underway. With the increase in poverty, there is an even greater need for affordable housing. Historic building rehabilitations have been proven to provide high quality, affordable housing in many cities.[34] One Michigan example is the Rickman Hotel, built in 1908 in Kalamazoo and rehabilitated in 1994 to provide eighty-four low income housing units. Both the Rickman Hotel and the Villa Maria used the federal tax credit for historic rehabilitation.

At times the need to provide affordable housing is at odds with the desire to maintain historic features of a building. At the national level, the Advisory Council on Historic Preservation has developed a policy to address this conflict, recommending that application of the Secretary of the Interior's standards and guidelines for rehabilitation be tailored to local circumstances and that the focus in maintaining integrity be on neighborhoods rather than on individual buildings. In

Michigan, the SHPO and the Keweenaw National Historical Park have held a housing preservation issues workshop in Calumet to begin to apply this policy. Workshop participants developed a housing preservation strategy with the goal of keeping people living in their houses. The workshop resulted in alternative treatment standards geared to local circumstances and focused on preserving neighborhoods rather than individual houses.

Michigan's growing cultural diversity reinforces the imperative to identify and preserve the historic resources of all racial and ethnic groups. Preservationists will need to be both flexible and creative to address the interests of groups ranging from Indian tribes, whose cultural resources pre-date the arrival of Europeans, to African Americans, for whom significant events often post-date World War II and whose resources may not fit the official definitions of architectural or historical significance. An important step was taken toward addressing the preservation concerns of African Americans in Michigan's largest city with the organization in 1995 of the Detroit Heritage and Community Development Forum. This task force of Detroit's community leaders and representatives of local, state, and national preservation organizations aims to increase the participation of African Americans in historic preservation and to increase the contribution of historic preservation to the African American community and to the city of Detroit. The forum's first major initiative was the September 1995 Michigan African American Symposium, designed to assist people in preserving African American neighborhoods and heritage in Detroit and other cities.

Michigan's Economy

A healthy economy benefits historic preservation in many ways. People who are employed and have disposable income can afford to maintain and improve their homes, visit historic sites, and support public programs, such as restoring a local movie theater. Personal income is a key indicator of economic growth. Between 1984 and 1994, Michigan per capita personal income grew 69 percent, compared to 63 percent for the U.S. as a whole. Michigan's 1994 per capita personal income averaged $22,333, some $500 above the national average of $21,809. Employment is another key indicator of economic growth. Between 1984 and 1994, Michigan added 631,000 jobs, a growth rate of 16 percent, reaching a record level of employment in 1994.[35]

Manufacturing

Manufacturing remains Michigan's number one industry. In 1991, more than $143 billion of Michigan-manufactured products were shipped. However, manufacturing's role is smaller than it was once, as jobs have shifted into the service industry. Between 1970 and 1990, manufacturing jobs decreased from 1,081,000 to 940,000, while service jobs increased from 408,000 to 939,000. In 1994, manufacturing's share of Michigan employment was 21.0 percent, and the service industry's share was 23.6 percent. The manufacturing industry has also become more diversified, with a decline in automotive employment and increases in lumber and wood products, furniture, printing and publishing, and plastics.[36]

Despite downsizing, the automotive industry remains the largest manufacturing sector in Michigan. General Motors, Ford, Chrysler, Mazda, and Volkswagen of America have their corporate headquarters in Michigan, and the first four operate nineteen automobile and light truck assembly facilities in the state. There are an additional nine automotive research and development facilities in Michigan and more than 350 independent automobile-related parts suppliers.[37]

Automobile manufacturers have abandoned many historic factories to build new plants that accommodate modern production technology. The modern, one-story plants require far more land area than the multistory plants they replace, yet they provide fewer jobs. In 1981, Chrysler's abandoned six story, 5 million square foot Dodge Main Plant, completed in 1914, was demolished along with part of the surrounding Polish American neighborhood in order to clear a five hundred acre site for General Motors's new 3.2 million square foot Poletown assembly plant. In 1995 the Poletown plant employed less than five thousand people in two shifts. By comparison, Ford's Highland Park plant, the birthplace of the moving assembly line, is also 3.2 million square feet, but in a six story building that occupies less than one hundred acres. The Highland Park plant employed up to seventy thousand people until Ford moved production to the River Rouge Plant. Highland Park currently serves as a storage facility, with a few hundred employees.[38]

Where the automotive industry has continued to occupy its historic facilities, surrounding communities have remained vital. This can be seen in Detroit's New Center area, where General Motors maintains its world headquarters in the General Motors Building, a National Historic Landmark, or in the national register listed Civic Park neighborhood in Flint, sustained by the GM plants nearby.

Agriculture

Agriculture is Michigan's second largest industry, contributing more than $37 billion a year to the state's economy. With over one hundred food and fiber products, Michigan has the second most diverse agricultural industry in the U.S. But agricultural land is declining rapidly. In 1992 there were approximately 46,500 farms on 10.1 million acres of farmland. Between 1954 and 1992, 6.4 million acres of farmland were lost, a 39 percent decrease. The greatest loss has taken

place in the southern half of the Lower Peninsula, where the largest portion of Michigan's most productive agricultural lands is located.[39] When farms disappear, the villages that served historically as market and social centers for those farms are affected as well. Public opinion surveys identified farmsteads and other structures related to agriculture as among Michigan's most threatened historic resources.[40]

The aging population of farmers, the sometimes marginal profitability of farming, and pressure for land development in areas of population growth all contribute to agriculture's decline. Agricultural lands afford a greater profit when used for housing developments than when used for farming. There has been some progress in counteracting this marketplace imperative. Under the Farmland and Open Space Preservation Act (PA 116 of 1974), landowners relinquish development rights to the state or local government in return for tax benefits. In 1994, 4.5 million acres of farmland were protected under this act. However, most of the agreements are for only a ten year period, and recent court rulings allow farmers to break the agreements even earlier. Peninsula Township in Grand Traverse County pioneered the use of a purchase of development rights (PDR) program in 1994. Funded by a property tax increase, the PDR program will allow the township to purchase conservation easements to protect farmland, shoreline, and scenic views from development. However, Michigan currently lacks a state enabling law for PDR programs.[41]

New farming technology helps farms survive, but it may be harmful to historic resources. Such innovations as metal pole barns, open bunker silos, and rolled hay bales lead to the abandonment of older farm structures. Although nearly 90 percent of Michigan's farms are still individually owned, farms have become larger and more specialized,[42] also leading to the abandonment of many farm buildings and the destruction of landscape features such as fence rows. Deep plowing and heavy equipment destroy archaeological sites that older plowing techniques left undisturbed. An estimated half of Michigan's archaeological sites are on agricultural lands.

Beyond its high rank among Michigan industries, agriculture is a significant resource in many ways. As the Michigan Farmland and Agriculture Development Task Force noted, "The importance of agriculture must be fully realized and valued by the public, not only for food and fiber production, but also because of the watersheds, habitats, view corridors, recreation opportunities, open space and tourism associated with farmland."[43] Inherent in this statement is the historic and aesthetic value of the agricultural landscape. The farmland task force was appointed by Governor John Engler in 1994 to identify issues and develop recommendations to preserve Michigan's declining agricultural base. The Michigan Department of Agriculture is working on implementing the task force's recommendations, which include establishing voluntary agricultural security areas, establishing purchase and transfer of development rights programs, and improving planning and zoning.

In June 1995 a Small Communities and Rural Issues Forum was sponsored by Michigan State University Extension, the Michigan Historic Preservation Network, and the SHPO. The top five priority issues identified by forum participants were unplanned development, economic viability, lack of awareness, balance between preservation and development, and private property versus community. This statewide forum will be followed by regional forums and the development of action plans.

Tourism

Tourism is Michigan's third largest income generator, after manufacturing and agriculture. In 1993, travelers spent $10 to $12 billion in Michigan. In 1987 there were approximately three hundred thousand tourism-related jobs in the state. The travel industry in Michigan is growing at a rate of 5 to 7 percent a year, reflecting a growth in the travel industry nationally and internationally.[44]

Michigan's greatest tourist attraction is its scenic landscape and expansive lakeshore. *Midwest Living*'s *Michigan Travel Ideas* extolled the virtues of Allegan's "lovingly preserved 19th-century buildings," Ypsilanti's Historic Depot Town, and the lighthouses "that stand solitary vigils along the state's thousand miles of Great Lakes shore."[45] Sightseeing accompanies outdoor recreation as a primary reason for pleasure travel.[46] Three of Michigan's top five tourist destinations in 1989, ranked by attendance, were Frankenmuth, known for its German heritage, Henry Ford Museum and Greenfield Village, and Mackinac Island.[47] Consider the drawing power of Mackinac Island, a state park and National Historic Landmark. Visitors flock to Mackinac Island to see attractions such as the Grand Hotel and Fort Mackinac and to experience the overall historic ambience of the island. In 1987, Mackinac County had more tourism related jobs per thousand residents than any other Michigan county.[48]

The drawing power of these historic sites demonstrates the strength of heritage tourism, that is tourism motivated by interest in an area's history. Heritage area programs are being developed throughout the U.S. to use heritage tourism as a tool for economic development and community preservation. Heritage areas are regions with outstanding historic and natural resources relating to common themes. The Western Upper Peninsula Planning and Development Regional Commission is pioneering heritage area development in Michigan in its Forest Interior Heritage Area with the themes of logging, mining, homesteading and agriculture, townsite trade and processing centers, and the Depression era and the

conservation movement. Heritage corridors may be viewed as linear heritage areas. The Michigan Historic Preservation Network is creating a heritage corridor along Michigan's Great Lakes Coast with its Sweetwater Trail, designed to develop the tourism potential of Michigan's historic maritime resources.

Another indicator of travelers' interest in history is the growing popularity of bed and breakfast lodgings. Between 1986 and 1990, the number of bed and breakfast establishments in Michigan increased from 176 to 378.[49] Adaptive reuse as a bed and breakfast has offered a new lease on life for many large historic homes unsuited to today's smaller households.

Heritage tourism clearly has much to offer, for the tourism industry and associated economic development opportunities, and for the adaptive reuse and preservation of historic resources. However, tourism can threaten historic resources when not managed appropriately. Historic restaurants and lodgings are endangered by today's vacationers' standards for comfort and predictability. For example, the number of commercial cabin/cottage lodging establishments in the state decreased from 1,239 to 684 between 1986 and 1990. As lakefront property becomes scarcer, small summer cottages are torn down and replaced by large, year-round and retirement homes, contributing to the widespread development that threatens the scenic landscape and shoreline at the core of Michigan's tourism industry.[50] There a danger that the real historic character of a place may be lost in a welter of pseudo-historic tourist attractions. Vandalism of tourist attractions is also a concern, for example the disturbance of shipwreck sites by irresponsible divers.

Casino gaming is one part of Michigan's tourism industry that historic preservationists need to watch. At present, casino gaming in Michigan takes place in eleven casinos on Indian reservations; in addition, Michigan residents travel to out-of-state casinos, particularly Casino Windsor in Ontario. Indian-owned, off-reservation casinos must be approved by the federal government and Michigan's governor; private casinos are illegal. Recent proposals for Indian-owned, off-reservation casinos and privately owned casinos led to the establishment of the Governor's Blue Ribbon Commission on Michigan Gaming. In its April 1995 report, the commission recommended limited expansion of gaming in privately owned casinos and off-reservation Indian-owned casinos. The majority concurred that the economic benefits outweighed the admitted social problems.[51] However, in his June 1995 veto of the proposed Greektown casino in Detroit (Indian owned and already approved by the federal government), Governor Engler announced decisively his opposition to any expansion of casino gaming in Michigan. Thus a major expansion of casino gaming will not occur in the immediate future, although Indian tribes plan to expand gaming on reservations, and proponents of private casinos have stated their intention to lobby the Michigan legislature.

Casino gaming in other states has had mixed results for historic preservation. Casinos have helped historic preservation when historic buildings have been sensitively rehabilitated for gaming, deteriorated towns have been revitalized, and revenues have been used to support historic preservation projects. In Michigan, tribes use a portion of casino profits for heritage programs. But casinos have also hurt communities by competing with existing service providers and attractions for visitor dollars, and by destroying historic resources for gaming facilities and parking. The results seem to depend on the local circumstances, combined with how carefully casinos are planned for and regulated.[52]

Real Estate and Construction

Real estate development trends are also noteworthy. Michigan's total construction investment, including construction of industrial facilities, offices, housing, retail, and infrastructure increased from $2.5 billion in 1984 to $5.8 billion in 1994. Well over half of 1994 construction was housing, amounting to a $4.1 billion investment, primarily in new construction.[53] While new development has generally been viewed as growth, there is increasing recognition that costs of this growth in terms of roads, water, sewer, and schools are passed on to taxpayers.[54]

Planners increasingly urge the rehabilitation of older housing, but building codes are often unsympathetic to preserving the historic character of such buildings. Michigan has no state building code; instead the Building Officials Code of America (BOCA) has been widely adopted in Michigan communities. Although BOCA offers compliance alternatives that preserve historic features, local officials are often unfamiliar with these alternatives and how they can be applied.

The only economic incentive available statewide specifically for rehabilitating a historic building is the federal income tax credit for income producing property. The property tax benefit available to all homeowners under Michigan's Mathieu-Gast Act can be used to offset the costs of rehabilitating historic as well as other houses. This act provides that the added cash value of a property resulting from home improvements will not be considered as part of the tax assessment until the property is sold. However, despite an informational brochure prepared by the Michigan Historic Preservation Network, the act is not well known and is probably underutilized.

Other types of assistance may be available locally. The Carriage Town Historic Neighborhood Association in Flint recently received a HUD grant to assist homeowners with exterior rehabilitation. Federal, state, and local loan programs can assist prospective homeowners with purchasing or rehabilitating

a home. These range from HUD's 203(k) loan program, to the Detroit Neighborhood Investment Corporation's vacant housing purchase and rehabilitation program.

Urban Economic Development

Michigan's cities are suffering from stagnation or decrease in property values and loss of private investment. This disinvestment compounds over time, as the urban fabric and quality of life deteriorate, accelerating the flight to the suburbs. Jobs and tax revenue are lost as people move out of the urban centers. In addition to thousands of manufacturing jobs, Detroit lost over four thousand retail and service jobs between 1972 and 1987. Recent employment growth has reversed this trend in Detroit and in other Michigan cities. Overall, employment in Detroit grew by 7.8 percent between 1984 and 1994. Still, in 1995 there were an estimated one hundred vacant commercial buildings in the city.[55]



This grocery wholesaler's warehouse in Saginaw, previously abandoned, was rehabilitated as office space.

The loss of business income in cities resulting from the movement of businesses to the suburbs is augmented by the trend toward bigger discount retailers replacing small, independent retailers and the older, relatively smaller discounters. Located on the outskirts of towns and cities, superstores draw retail dollars not only from urban centers but also from the central business districts of small towns, weakening businesses already struggling to compete with malls and shopping centers. Public surveys indicate that historic business districts are highly valued and perceived as greatly threatened in local communities.[56] The Downtown Development Act (PA 197 of 1975) is designed to assist in the revitalization of central business districts, but the effectiveness of DDA programs and their sensitivity to historic resources varies. During the early 1980s, the Michigan Main Street Program under the auspices of the Michigan Department of Commerce provided assistance to many downtowns. Michigan Main Street adopted the National Trust for Historic Preservation's comprehensive four point approach of organization, design, promotion, and economic restructuring to foster a preservation-based downtown revitalization. Unfortunately, the program was discontinued as a result of budget cuts. Of ten midwestern states, Michigan is one of two without a statewide Main Street Program.[57]

Conclusion

Historic preservation has much to contribute in the economic arena, through preservation of agricultural lands, development of heritage tourism, historic building rehabilitation, and urban revitalization. The economic benefits of historic preservation have been amply demonstrated around the country.[58] However, the economic development programs put forth in Michigan often pay little attention to historic resources and historic preservation. Much more consideration is given to natural resources and environmental protection. Economic development reports may briefly mention promoting historic resources as tourist attractions, or the cost effectiveness of utilizing existing housing and infrastructure, but they usually stop short of acknowledging the full potential for historic preservation to contribute to the local economy and quality of life.[59]

Government in Michigan

Federal Government

The federal government presence is felt in Michigan through property that it owns, programs that it operates, and projects that it funds or licenses. In all of these circumstances, historic resources are protected under the National Historic Preservation Act.

The federal government owns more than three million acres of land in the state, including national forests, national parks and lakeshores, national wildlife refuges, military bases, U.S. Coast Guard properties, and the Soo Locks. Michigan's national forests are the Huron and Manistee in the Lower Peninsula and Hiawatha and Ottawa in the Upper Peninsula. The national park system in Michigan includes Isle Royale National Park, Sleeping Bear Dunes National Lakeshore, Pictured Rocks National Lakeshore, and Keweenaw National Historical Park. The establishment of the Keweenaw park in 1992 was a milestone, both in recognizing the copper mining heritage of the Keweenaw Peninsula, and in pioneering a new approach to national park management, with much of the park land remaining in private ownership.

Historic and archaeological resources are found throughout these federally owned lands. Under the National Historic Preservation Act, federal agencies are required to identify, evaluate, register, and protect historic resources under their juris-

diction. In Michigan, this mandate is being carried out with varying degrees of thoroughness. The U.S. Forest Service has conducted extensive archaeological surveys, is inventorying fire towers and administrative sites, and is working with the SHPO to preserve the 1930s-era Chittenden Nursery in Manistee National Forest. On the other hand, the mission to preserve wilderness at national parks other than Keweenaw needs to be reconciled with the mission to preserve cultural landscapes, historic buildings and structures, and archaeological sites.

Military base closings have shaken the foundations of communities in many states, Michigan included. Since 1990, two of Michigan's three air force bases have closed. The closing of K. I. Sawyer Air Force Base in Marquette County poses a preservation challenge for nearby Gwinn, the model company town designed in 1907 for the Cleveland-Cliffs Iron Company. Also of concern is the U.S. Coast Guard's possible abandonment of lighthouses as new navigational technology makes them obsolete and its reduction in maintenance due to budget cuts.

Although federally funded programs have been reduced in recent years, they still have a significant impact at the state level. The programs administered by the U.S. Department of Housing and Urban Development (HUD) have the greatest effect on Michigan's historic resources. Community Development Block Grants (CDBG), made directly to local communities, are occasionally used for historic preservation activities such as the historic resource survey conducted in Saginaw or the facade rehabilitation program in Detroit's Brush Park. But the majority of CDBG funds go to housing rehabilitations that often fail to preserve or restore a house's historic features. The SHPO can guide rehabilitation work only when a house is determined eligible for the national register, individually or as part of a historic district. This leaves out many houses where historic character is still evident, or recoverable, but integrity is not high enough for the national register. HUD and the Advisory Council on Historic Preservation are working together to balance historic preservation and affordable housing so the two can further the common goal of community revitalization.

HUD's 203(k) loan program, as recently revised, allows a home buyer to purchase and rehabilitate a home with one mortgage payment. The federally backed loans are available from participating banks and mortgage companies and can be used for most rehabilitation work for one- to four-family dwellings at least one year old. The 203(k) loan program has been used extensively in Grand Rapids to rehabilitate houses in the city's historic districts. As this program becomes better known, we hope other cities will follow Grand Rapids's example.

The Rebuild Michigan Program, started in 1993, is a state initiative using HUD funds to rebuild the public infrastructure, including roads, water, sewer, and public buildings. Most of the funds have gone toward water and sewer projects, which frequently require archaeological surveys. This can be problematic when local municipalities do not have the money to pay for such surveys, which are not covered by the grants. Work on public buildings has generally involved demolition and new construction. One exception is Park Township in Ottawa County, which used a Rebuild Michigan grant to rehabilitate its 1930s community center.

The Empowerment Zone/Enterprise Community Program administered by HUD and the U.S. Department of Agriculture will have a major effect in four designated areas over the ten year period beginning in 1995. The city of Detroit, designated an Empowerment Zone Community, will receive $136 million in federal grants and federal and state tax benefits. The three Enterprise Communities of Muskegon, Flint, and Lake County will receive $2.95 million apiece in federal grants and less extensive tax benefits. In Detroit, the private sector has committed over $1 billion to the Enterprise Zone over the ten year period. With its goals of revitalization through economic opportunity, sustainable community development, community based partnerships, and strategic vision for change, the Empowerment Zone/Enterprise Community Program could offer a great opportunity for restoration of historic neighborhoods and business districts. The Detroit Heritage and Community Development Forum is working to develop a model historic preservation project in Detroit's Empowerment Zone. However preservationists will need to move quickly to prevent extensive demolition proposed in Detroit and Flint, and to ensure that rehabilitation will preserve historic character.

State Government

Like the federal government, the state government affects historic resources through state programs, state-funded or licensed projects, and as a property owner. As responsibility continues to shift from federal to state government, the state's role will increase. Unfortunately, there is no state law corresponding to the National Historic Preservation Act, and historic resources affected by state actions are not protected. One example: when state funds were used to demolish vacant buildings near schools under the 1994 School Safety Act, there was no consideration of the historical significance of these buildings or their potential for rehabilitation.

When state programs receive federal funds, the effects of these programs on historic resources are considered. The Coastal Zone Management Program, administered by the Michigan Department of Environmental Quality in cooperation with the U.S. Department of Commerce, is of particular importance to Michigan, which has a longer contiguous coastline than any other state. The Coastal Zone Management Program provides

matching grants for protection, or sensitive enhancement and development, of coastal resources, which may include preserving and restoring historic coastal features. For example, Muskegon County used a coastal zone management (CZM) grant to prepare restoration plans for its historic railroad station, and the Michigan Maritime Museum in South Haven used a grant to preserve and interpret historic maritime resources. In 1995 the Michigan Historical Center was awarded two CZM grants to begin to create a computer data base for Michigan shipwrecks and to complete a comprehensive cultural resource management plan for the Fayette townsite in Fayette State Park.

The Library Services and Construction Act, administered by the Library of Michigan, provides U.S. Department of Education funds for library construction, which may include rehabilitation of historic library buildings. The Spies Library in Menominee is an example of a library rehabilitated under this act.

Road building projects carried out or funded by the Michigan Department of Transportation (MDOT) have a profound effect on landscapes throughout the state. Most road building projects receive federal funds and thus are reviewed under Section 106 of the National Historic Preservation Act and Section 4(f) of the Department of Transportation Act. MDOT's numerous road building and improvement projects affect the adjoining and nearby landscapes in the broadest way. This is evident in discussions about the proposed freeway to parallel U.S. 23 along the Lake Huron coastline. The freeway would not only affect the views along the road but also accelerate development of the entire northeastern section of the Lower Peninsula. Such development is consistent with the economic growth goals of the Michigan Transportation Economic Development Fund, created in 1987 and reauthorized in 1993. But MDOT includes in its goals for 1995-2015, to retain and enhance the vitality of local communities and to respect cultural as well as natural environments. Without local zoning and regional planning, the rapid development this freeway would encourage is unlikely to be sensitive to the special character and resources of this region.[60]

Bridges are historic resources unique to transportation systems. In 1993, MDOT counted 4,173 bridges on state highways and 6,436 bridges on local roads.[61] Historic bridges are frequently lost because of lack of maintenance and because rehabilitating them to meet modern traffic standards is difficult. Consider, for example, the metal truss highway bridges manufactured in the early 1900s by the Joliet Bridge and Iron Company of Joliet, Illinois. Between 1975 and 1995, the SHPO identified twenty-five Joliet metal truss bridges in Michigan; in 1995, only six were left. The Federal Highway Administration's Critical Bridge Fund will often pay to replace a bridge but not to rehabilitate it. The enhancement provisions of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) were designed, in part, to correct this prejudice against historic bridges.

The Intermodal Surface Transportation Efficiency Act has fundamentally affected transportation planning in every state. Most pertinent to historic preservation has been the provision that 10 percent of the Surface Transportation Program be set aside for transportation enhancement activities, including historic preservation activities such as acquisition of historic sites, historic highway programs, archaeological research, and rehabilitation of historic structures. Michigan was one of the first states to establish its Transportation Enhancement Activity Program, funding 267 projects totaling $51.1 million in the first three rounds of funding. Of these, 34 historic preservation projects received $5.4 million.[62]

Under the ISTEA Program, railroad bridges are being rehabilitated as rails-to-trails projects, and a statewide bridge inventory will be completed in 1996. Other ISTEA historic preservation projects have included a rural context study to identify the resources that comprise rural farmsteads, brick street rehabilitation projects, and rehabilitation of commercial business district facades. In 1993, the state established a Heritage Route Program for state highways with historic, scenic, or recreational significance. Michigan's first Heritage Route, part of U.S. 41 on the Keweenaw Peninsula, was dedicated in September 1995. Clearly, ISTEA has contributed to historic preservation in Michigan. Nevertheless, the contribution has not been as great as in some other states. This is due to the relatively small proportion of ISTEA funds going toward historic preservation in Michigan and to the relatively strict definition of "transportation related" that MDOT has adopted.

Governor Engler has proposed a Renaissance Zone Program intended to revitalize economically distressed rural and urban areas in a manner similar to the federal Enterprise Zones. This state program would waive all state taxes except sales taxes in up to eight designated zones if local governments agree to waive local taxes also. Historic preservation could be a part of the neighborhood, business district, and industrial district revitalization that the Renaissance Zone Program is intended to foster.

From time to time, funds for historic preservation projects become available through other state programs. Between 1985 and 1995, the Michigan Department of Commerce operated the Michigan Equity Program to provide funding assistance to local units of government for regional cultural projects, including historic preservation projects. For example, Canton Township used a Michigan Equity Grant to move the threatened Bartlett-Travis House, which will become the center of a living history farm museum. The elimination of this program in August 1995 ended one of the last remaining sources of state funds for community historic preservation projects.

Michigan has more state owned land than any other state except Alaska.[63] The lack of state laws and policies to protect historic resources on these lands is a serious concern. The inventory of state owned historic resources undertaken in the 1980s is incomplete and out of date, hindering planning efforts. In some cases it may fit an agency's program to maintain or rehabilitate its historic buildings. The multimillion dollar restoration of state government's most important historic building, the Michigan State Capitol, was overseen by the bipartisan legislative-executive Michigan Capitol Committee. A popular tourist destination, the restored capitol generates tremendous good will for the state and provides a superb example of the restoration of a public building. But in other cases rehabilitation may be perceived as a luxury a state agency cannot afford, given scarce funds and other priorities.

Problems also arise when state-owned properties are declared surplus and abandoned or sold. The Department of Management and Budget (DMB) is responsible for disposing of most state-owned property. DMB procedures require consultation with the SHPO when disposing of historic property, but do not give much direction regarding this consultation. At times, this process has resulted in historic preservation easements being placed on national register listed or eligible properties. For example, a preservation easement to preserve historic character was recorded with the deed when a portion of the Traverse City Regional Psychiatric Hospital was sold, and the SHPO is currently involved in negotiating an easement for the St. Joseph Lighthouse Depot.

The Michigan Department of Natural Resources (DNR) controls nearly 4.5 million acres of state forests, game and wildlife areas, parks and recreation areas, and boating and fishing sites, plus 38,000 square miles of Great Lakes bottomlands.[64] Historic resources on these lands range from archaeological sites to Civilian Conservation Corps camps, from hunting and fishing lodges to former farmsteads. Because the primary purpose of the DNR is to protect and sustain natural resources, historic buildings and structures are sometimes seen as a liability, and either removed or demolished. The DMB is not involved in the disposal of property under the DNR's jurisdiction. In Tuscola County, when the DNR acquired the Purdy farm containing the largest octagonal barn in the state as land for a state game area, it had no plans to maintain or use the barn or farmhouse. A local group is working to save the barn; the outcome is uncertain.

The Michigan Historical Center participated in developing the DNR's *Vision 2020: A Strategic Plan for Michigan State Parks*[65] which recommends inventorying and protecting historic as well as natural resources as part of a new program of resource stewardship. The DNR's Parks and Recreation Division has worked closely with Michigan Historical Center staff in its historic parks, participating in joint planning and carrying out its responsibilities for preservation and maintenance particularly at Fort Wilkins, Fayette, and Hartwick Pines State Parks. In Harrisville State Park, the DNR supported the local historical society's land use study of the Sturgeon Point Lighthouse complex in order to protect the historical integrity of that resource.



The tugboat* Mary Alice B *is one of hundreds of underwater archaeological sites on state-owned Great Lakes bottomlands.

The DNR has been a strong partner in protecting archaeological resources. In 1995 the Parks and Recreation Division funded the first inventory of archaeological sites in state parks and recreation areas. The Land and Water Management and Law Enforcement Divisions have worked with the Department of State since the 1970s to protect shipwrecks. The Forest Management Division is working with the Office of the State Archaeologist to identify and protect archaeological sites, and the Wildlife Division has helped sponsor many years of survey at Tobico Marsh in Bay County, where dozens of undisturbed archaeological sites were discovered.

The campuses of Michigan's state universities contain historic buildings and landscapes that are treasured by communities on and off campus. Although state universities receive state funds, they operate independently, governed by their boards of trustees. Unfortunately, university policies do not always reflect a preservation ethic, as evident in the recent destruction of Longyear Hall at Northern Michigan University despite a broad-based campaign to save it. On the other hand, universities also make major investments in historic preservation, as in the University of Michigan's restoration of the Law School Quadrangle. In honor of Michigan State University's 140th anniversary, the university is undertaking a campaign to preserve historic campus buildings.

Tribal Governments

The federal government recognizes ten tribal governments in Michigan. Under the 1992 amendments to the National

Historic Preservation Act, a tribal government may act as its own State Historic Preservation Office to preserve historic resources on tribal lands. Once the regulations to implement this provision are in place, the Michigan SHPO will work to develop a strong cooperative relationship with tribal governments interested in taking on this responsibility and to address concerns about tribal resources located on lands they do not control.

Local Governments

Local governments are custodians of historic resources that are often focal points for a community: a county courthouse, or a city park with a bandshell. Local and regional planning for historic resource management is hampered by Michigan's home rule governmental structure. Michigan has more than eighteen hundred local units of government, compared to an average of three hundred to four hundred per state for the U.S.[66] Conflicts regarding policies on land use or resource management often occur between adjacent local government units. Local governments are also challenged by the decreasing availability of federal and state assistance. County road commissions, for example, are hard pressed to maintain their roads and bridges. Only fifty-one of Michigan's local governments have historic preservation ordinances.

Michigan's Environment

The quality of human life depends on the quality of our environment. Broadly defined, the environment we live in includes the social environment as well as the physical environment, and the physical environment includes both built and natural elements. Qualities we seek for our communities and families range from attractive homes and shopping areas to parks and open space, to clean air and water. It makes sense that the state of Michigan has identified environmental protection as a high priority.

Land Use Planning

In 1992, the Michigan Relative Risk Analysis Project identified poor land use planning as one of the greatest threats to Michigan's environment. For this project, teams of scientists, citizens, and government agency representatives identified twenty-four outstanding issues that threaten Michigan's physical environment and ranked the relative risk to the environment posed by each. The "absence of land use planning that considers resources and the integrity of ecosystems" was one of six issues identified as posing the highest risk. At issue, according to the report, is "farmland, Great Lakes and other shorelines, habitat modification, inefficient use of public money, lack of an integrated state land use plan, loss of open space, multiple jurisdictions, soil erosion, timber management, urban sprawl/urban flight, and wetlands."[67] Because historic resources occupy land area, land use planning is a fundamental part of historic preservation.

At the center of concern about land use is sprawl, defined as automobile oriented, low density development on the outskirts of cities and towns.[68] There are a number of indicators of sprawl in Michigan. The percentage of Michigan's population living in the suburbs increased from 18 to 27 percent between 1970 and 1990. Between 1995 and 2010, an additional three hundred thousand acres of Michigan land is expected to become urbanized. The largest increases in urbanized land are occurring in southeast Michigan: in the seven county Detroit metropolitan area, a 6 percent population increase over twenty years is expected to increase developed land by 40 percent.[69]

There are many reasons why sprawl occurs, including the impetus of private developers, public policy that encourages fringe development through road building, zoning, and tax structure, and a reshaping of the American dream in which ownership of a house and land has increasingly come to mean a house in the suburbs. Ultimately, sprawl makes this dream elusive for all. Urban neighborhoods are abandoned and deteriorate, and rural villages lose their social institutions and sense of community as they are overwhelmed by housing subdivisions and commercial strips. New suburbs, before long, become older and crowded, developing urban problems that prompt people to move ever further into the country. Historic preservationists and other professionals surveyed by the SHPO identified construction and development as one of the greatest threats to historic resources.[70]

Sprawl is a national problem. In Michigan, the Relative Risk Analysis Project follow-up committee is investigating land use; in 1992 the Americana Foundation (a Michigan-based philanthropic foundation) sponsored a symposium on Michigan land use; and the House Republican Policy Committee on Land Use issued its report in 1994. One priority identified by these groups and other Michigan planners is the need to revise Michigan's outdated planning and zoning legislation. Michigan's seven planning and zoning enabling acts need to be integrated and updated to take advantage of planning tools that were unavailable when these laws were drafted and to facilitate more cooperative planning among Michigan's local units of government. The Subdivision Control Act of 1967 has also been targeted for revision because it has accelerated the fragmentation of large parcels of land into small lots.[71]

Zoning and planning laws have a great impact on historic resources. Some cities, such as Manistee and Bay City, have used their zoning ordinances to establish historic overlay zones in which there is formal review of the effects of proposed work on historic resources. But all zoning affects the

historic character of neighborhoods through regulation of building height, area, size, location, density, and land use.

Conservation easements can be an effective method of counteracting sprawl. Under a conservation easement, development on a parcel of land may be restricted. If the land is to be preserved for agricultural use, then development for housing would be prohibited; if the land is to be preserved as a natural wetland, then agriculture would be prohibited as well. Easements may be sold, leased, transferred, or donated in order to protect open space, recreational, ecological, agricultural, and historic resources. In Michigan, approximately twenty-eight not-for-profit land trusts hold conservation easements on about thirty-two thousand acres of land preserved primarily as natural areas. Programs in which conservation easements, or development rights, are purchased (PDR) or development rights are transferred (TDR) are receiving increasing attention, particularly in relation to preservation of agricultural land. The House Republican Policy Committee on Land Use recommended state enabling legislation for PDR and TDR programs, and encouraged use of conservation easements in general.[72]

Urban Revitalization

The degradation of urban environments, like the absence of land use planning, was another of the six issues that the Relative Risk Analysis Project identified as posing the highest risk to Michigan's environment. Deteriorated and abandoned structures and the effects of sprawl join various types of pollution and contamination as components of urban degradation.[73] Some landlords contribute to the problem by neglecting maintenance of rental properties. Urban revitalization is needed not only to save the cities where the majority of Michigan's people still live, but also to save the countryside by providing an attractive alternative to suburban living. It is appropriate that urban redevelopment was one of the policy recommendations of the Michigan Farmland and Agriculture Development Task Force.[74]

Urban redevelopment is a major component of sustainable development, defined as meeting the needs of the present without compromising the ability of future generations to meet their own needs.[75] Urban redevelopment contributes to sustainable development by conserving the existing built environment instead of consuming increasingly scarce natural resources for new construction. Rehabilitating old buildings contributes on a large scale to the three Rs—reduce, reuse, recycle—and keeps construction and demolition debris out of the landfills.[76]

While a clean environment and a strong economic base are necessary components for revitalized cities, they are not enough. Again and again we have seen how the vitality of a community is linked to the vitality of its neighborhoods. More than 250 neighborhood associations in Michigan communities are a crucial part of this link, working to create the qualities that make cities livable, including beautification, fighting crime, economic development, health, youth programs, and historic preservation.[77] These local neighborhood associations are linked through the statewide Neighborhood Associations of Michigan, which publishes a directory and newsletter and sponsors an annual meeting. In many cities, neighborhood associations and historic district commissions work closely together for livable communities.

In its action strategy for revitalizing urban communities, the Urban Enhancement Task Force of the Southeast Michigan Council of Governments advised: "In many older urban centers . . . reusing aging structures would be better than abandonment or demolition. In addition to their historic and architectural value, many of these buildings can be recycled because they have potential to house emerging technologies and micro-businesses in industrial areas, or persons in residential areas."[78] It was disappointing that the *Framework for Action* for Detroit developed by Mayor Archer's Land Use Task Force did not include historic preservation in its land use strategy.[79] However, community advocates have made historic preservation part of the land use agenda in the community forums held to discuss the task force recommendations.

Property Rights

The regulations that help to protect Michigan's natural and historic resources are under attack by the property rights movement. Although the Private Property Rights Act passed in 1995 by the U.S. House of Representatives targets federal regulations that protect endangered species and wetlands, other proposed federal legislation would apply to a variety of federal regulations. Such laws could require federal agencies that comply with Section 106 of the National Historic Preservation Act to compensate private property owners for a reduction in property value of as little as 10 percent. The Property Rights Preservation Act that was introduced in the Michigan legislature proposed assessment of the takings potential of all existing or proposed state government regulations, halting government actions under these regulations until completion of the assessment. Although the substitute bill that replaced the original bill poses less of a threat to protective regulations, more proposals for takings legislation are anticipated.

Prior to the introduction of takings legislation, the courts determined when private property rights were being violated. Although in recent years the courts, including Michigan's, have been scrutinizing land use regulations more closely, they have upheld the basic principle that a regulation is not a taking of property if it substantially advances a legitimate public interest and does not deprive the property owner of all reasonable use of his or her land. Under this principle, historic preservation ordinances have been upheld many times.[80]



East of Petoskey, this farming community of German heritage seeks to protect its farmland from development.



Many issues emerge from the preceding discussion of Michigan's historic resources, the trends that affect them, and efforts to preserve them. SHPO staff members analyzed and discussed information on resources and trends in relation to issues and needs identified by the public to determine the most important issues facing historic preservation in Michigan today. Some of these issues present challenges to the preservation of Michigan's historic resources; others offer opportunities; and some are both challenge and opportunity. The issues are grouped by subject; they are not ranked in order of importance.

Too few people are aware of the value of historic resources and the opportunities and benefits of historic preservation.

Historic preservation begins when people value their heritage. Public survey respondents identified failure to recognize the importance of historic resources as a strong threat to their preservation and called for more education programs. The opportunities lost due to lack of knowledge about historic preservation are evident everywhere: in building code compliance alternatives that go unheeded; in failure to take advantage of tax benefits for rehabilitation; in economic development plans that ignore historic preservation; and in buildings demolished because alternatives for reuse were not explored.

CRITICAL ISSUES

Documentation of the state's historic resources is incomplete.

Effective and equitable planning depends on the information that survey provides. Although half of the state has been systematically surveyed at a basic level for aboveground resources, the information such reconnaissance survey provides is incomplete. About 3 percent of the state has been surveyed for archaeological resources. Preservationists need to broaden and intensify survey efforts and have the opportunity to use computer technology to assist in this process.

The parts of Michigan that are growing most rapidly include large areas where little or no survey has been conducted.

The northern Lower Peninsula and the areas surrounding Grand Rapids and Detroit are the fastest growing parts of the state. This is where survey is most needed to guide

planning and to document historic properties before they are destroyed.

Where survey has been conducted, not enough data has been evaluated to identify all of the historically significant resources that should be recognized and protected.

Survey data must be evaluated in order to serve as a basis for planning. More efficient evaluation techniques can make this process more productive.

Overall, a small portion of Michigan's historic resources, probably less than 10 percent, has been listed in the National Register of Historic Places or protected by local ordinances.

Although approximately 22,500 of Michigan's historic resources are listed in the National Register of Historic Places, and nearly 17,000 historic resources are protected by local ordinances, this probably represents less than 10 percent of all of the historically significant resources in the state. Existing laws and policies that recognize and protect historic resources need to be more widely used, and additional laws and policies need to be created.

Michigan state government has no overall preservation policy for the many historic resources it owns and has inadequate regulations to assess the impact of state funded or licensed projects on historic resources.

With state-owned resources ranging from rambling state hospitals to archaeological sites, preservation planning is badly needed throughout state government. State-funded projects affect many additional resources the state does not own. Nearly thirty other states have programs for review and compliance for state-funded and licensed projects.

There has been relatively little recognition of or protection for structures and sites.

Landscapes, archaeological sites, and structures ranging from garden walls to industrial hoists deserve far more attention than they have received. Landscapes are important as resources and as part of the context for buildings, structures, and objects. Important elements of our heritage are documented almost exclusively by archaeological sites.

There has been relatively little recognition of or protection for resources dating later than 1930.

Preservation activity has not kept pace with the growing awareness of the importance of the recent past. Important historical events for African Americans and other minorities and the resources associated with those events often post-date World War II. The landscape of gas, food, and lodging created by the automobile has special significance for Michigan.

Where resources have been documented, registered, and protected, not enough attention has been given to their full cultural and historical significance.

In the past, attention often focused exclusively on a building's architectural attributes. The SHPO's current records system impedes easy access to information on different aspects of a resource's significance. While architecture remains important, the development of full cultural and historical contexts for understanding historic resources should be a priority.

Ethnic heritage, agriculture, entertainment/recreation, landscape architecture, and conservation are particularly underdocumented in relation to their importance to Michigan history.

Analysis of the SHPO's national and state register listings revealed few listings for these themes. Although these five are not the only themes worth documenting, a special effort is needed to bring about a level of recognition in line with their historical significance.

Land use, with sprawl at the center of concern, has emerged as one of Michigan's leading environmental issues.

Sprawl threatens historic and natural resources alike. There is an urgent need for better land use planning, including preservation planning. State planning and zoning laws need to be revised for better growth management, and the use of conservation easements should be encouraged. Preservationists have the opportunity to work with planners and environmentalists to achieve common goals.

The deterioration of Michigan's cities is a key environmental issue.

As cities have lost population to suburban and rural areas, deterioration and disinvestment have followed. Historic building rehabilitation is large scale recycling that contributes economically, aesthetically, and socially to urban revitalization. Local preservationists and neighborhood associations have the opportunity to work together to create livable cities.

Small town and neighborhood business districts, already struggling to compete with malls and shopping centers, now face competition from superstores as well.

Public surveys show that communities value their main streets and their corner stores. Policies and regulations that hamper the reuse of historic commercial buildings need to

be revised. A statewide Main Street Program would help to support and assist downtown revitalization.

Rural communities are losing the physical and social qualities that distinguished them historically.

The growth occurring in rural areas due to the urban and suburban exodus often destroys or overwhelms existing farms and villages. Yet many people leave the rural communities where they grew up in order to find jobs. In both scenarios, historic buildings and the way of life associated with them are abandoned.

Michigan's agricultural lands and their associated historic resources have been declining rapidly.

Because of agriculture's importance to Michigan's economy and environment, state government has made preservation of agricultural lands a priority. While preservationists support this initiative, preserving historic agricultural resources goes beyond simply preserving agriculture. Planning, economics, and technology all need to be considered.

The property rights movement poses a threat to all types of land use regulation, including preservation ordinances.

Preservation ordinances established by local communities regulate the use of privately owned historic properties for the entire community's benefit. The actions of property rights advocates threaten to undermine the protection afforded by local ordinances along with the resulting benefits. Proposed state and federal takings legislation would weaken state and federal laws that protect historic resources.

Michigan's population is becoming more ethnically and racially diverse.

This reinforces the need for the historic preservation community to identify and preserve the heritage of all of Michigan's ethnic and racial groups and to incorporate cultural values into local preservation plans.

The growing number of Michigan's poor and elderly citizens need affordable housing. More people live in single-parent households or live alone.

Historic building rehabilitation can help meet the housing and facilities needs of these sectors of the population. In situations where historic preservation priorities conflict with affordable housing priorities, both groups need to continue working together to resolve the conflict and achieve the common goal of livable communities.

Historic resources play a major role in Michigan tourism, one of the state's largest industries.

Through heritage tourism, preservation makes an important contribution to economic development while providing opportunities for adaptive reuse and community revitalization. However without careful planning, tourism related development can threaten historic resources.

Casino gaming, currently limited to Indian reservation casinos, could follow the nationwide trend and expand in the future.

Governor Engler's recent veto of an Indian-owned casino in Detroit has stopped the expansion of casino gaming in Michigan for the present. However, Indian tribes plan to expand gaming on reservations, and proponents of private casinos have stated their intention to lobby the Michigan legislature. Casino gaming in other states has had mixed results for historic preservation.

Insufficient economic incentives to preserve historic resources, including archaeological sites, threatens their survival.

Public survey respondents identified the cost of preservation as the most serious threat to historic resources. Although historic preservation has been shown to promote community revitalization and economic development, real or perceived costs of specific projects often become an obstacle. State and local tax incentives designed specifically to encourage rehabilitation of historic properties are one effective means of offsetting preservation costs. Michigan belongs to a small minority of states lacking these historic rehabilitation incentives.

Additional funds are needed for a fully effective Michigan historic preservation program.

State support for historic preservation in Michigan is less than in other states of comparable size. The SHPO is unable to keep pace with current requests for assistance, and public surveys show the need for more assistance. Grant requests for historic preservation projects far exceed the amount of available funds.



The Arcadia Creek redevelopment project combined rehabilitation with new construction to revitalize downtown Kalamazoo.



GOALS

The goals and objectives that follow address Michigan's critical preservation issues, suggest solutions where there are problems, and propose ways to take advantage of opportunities. The goals are statements of a desirable long-term future for historic preservation in Michigan. The objectives are measurable activities undertaken in pursuit of a goal and can be achieved within the five year time frame of the comprehensive plan. The statewide historic preservation action agenda will identify specific actions, with time frames and participants, for implementing each of the objectives. The goals and objectives are intended to guide the activities of historic preservationists throughout Michigan, including but not limited to the SHPO. They are written so that they may be incorporated into planning at the state, regional, and local levels and adapted to meet specific needs and priorities.

In developing goals and objectives, SHPO staff considered progress made toward goals stated in previous planning efforts. In the past seven years, the State Historic Preservation Office has participated in five major preservation planning efforts, beginning with the Cranbrook Issues Forum in 1988 and most recently the *Michigan Historic Preservation Community Plan* of 1994. At the Cranbrook Forum, seventy-five representatives of real estate, government, corporate, banking, philanthropic, and preservation interests identified issues and opportunities for historic preservation in Michigan and developed an implementation plan for their top five goals. The issues and goals identified at the Cranbrook Forum and at four follow-up regional forums have reappeared in one form or another in all of the SHPO's subsequent preservation planning efforts.

The goals in this comprehensive plan take particular note of progress made toward the goals in *Michigan's Comprehensive Historic Preservation Plan* of 1990. The 1990 comprehensive plan presented six goals. The first was "To draft, introduce, and pass preservation bills in the Michigan legislature that will address funding, technical assistance, review of state projects, and financial incentives for the homeowner, and to assist in amending PA 173 (1929) to better protect archaeological resources." Progress toward this ambitious legislative agenda includes the extensive 1992 amendments to Michigan's Local Historic Districts Act, the Michigan Historic Preservation Network's current initiative for a state his-

toric rehabilitation tax credit, and work toward amending the Antiquities Act (formerly PA 173 of 1929, now part of the Natural Resources and Environmental Protection Act). The second goal was "To achieve a level of funding and preservation techniques that is sufficient to meet the preservation needs of Michigan." Financial, organizational, and technical progress toward this goal can be seen in the National Trust for Historic Preservation's Statewides Initiative Grant to the Michigan Historic Preservation Network, the establishment of the Keweenaw National Historical Park, the preparation of the master plan to redevelop the Traverse City Regional Psychiatric Hospital, and the implementation of the ARGUS collections management data base system by the Michigan Historical Center.

The third goal of the 1990 plan was "To increase public awareness of and involvement in historic preservation by increasing the preservation network throughout Michigan." A few of the many workshops and publications that address this goal are the network's annual conference, the SHPO's annual workshop, the *Preservation Details* bulletin series, the *Network News*, *Landmarks to Landscapes*, and *Buildings of Michigan*. The SHPO and the network actively work with agencies and organizations at the national, state, and local levels, including HUD, DNR, MDOT, and numerous local governments and organizations. Progress toward goal four, "To include historic preservation at all levels of planning" is evident in the SHPO's involvement in DNR planning for state parks, the Western Upper Peninsula Planning and Development Regional Commission's forest interior heritage area project, Canton Township's Cherry Hill preservation plan, and the city of Kalamazoo's Arcadia Creek project and resulting historic preservation program.

Goal five of the 1990 plan, "To pursue preservation projects that have been identified by HPS [the Historic Preservation Section of the Bureau of History] as priorities" focused on grant support for survey and registration of threatened and underdocumented historic resources. Some of the grant projects that met this goal included surveys of rural resources in Superior and Canton Townships, the Ontonagan survey of copper mining resources, and the rural Saginaw archaeological survey. Goal six, "To offer technical assistance to immediate preservation needs," focused on the SHPO's role in meeting preservation needs. This goal has been addressed through intensive technical assistance workshops in Ionia, New Baltimore, Menominee, Manistee, and Port Huron; assistance with projects ranging from the Michigan State Capitol restoration to the campaign to save Tiger Stadium; grants for feasiblity studies of Ishpeming City Hall and the Menominee Waterworks, and grants to restore the Buckland Chapel in Pontiac and the Woodward School in Kalamazoo.

The above is a sampling rather than a complete list of actions taken toward 1990 comprehensive plan goals. Clearly, much has been accomplished. All of the 1990 goals are contained within the 1995 goals and objectives, which have been written to focus on today's critical issues. Although the goals and objectives that follow are ranked in a priority order reflecting current needs, they are closely interrelated, and all are important. The goal to increase public knowledge is ranked first because historic preservation cannot begin until people value their heritage and want to preserve its tangible aspects.

Goal 1. Increase public knowledge of Michigan's historic resources and the benefits of historic preservation.

1. Promote instruction about local history and historic preservation in schools and other youth programming.
2. Increase interaction with minority groups to encourage their involvement in historic preservation.
3. Increase interaction with groups that impact historic resources, such as realtors, contractors, and lawyers.
4. Use the Internet and other communications technology to reach a broader audience.
5. Develop publications to help meet the demand for technical assistance.
6. Provide more workshops and other training opportunities.

Goal 2. Promote community revitalization and economic development through historic preservation.

1. Build alliances with neighborhood, housing, and economic development organizations.
2. Show people that they have a choice about what their communities become.
3. Promote the establishment of local historic preservation organizations.
4. Advocate for income and property tax incentives for historic property rehabilitation.
5. Promote and publicize all sources of financial assistance that can be used for historic rehabilitation.
6. Encourage sustainable tourism that uses historic resources respectfully.
7. Encourage the establishment of heritage areas and corridors.
8. Pursue the reestablishment of Michigan's Main Street Program and the incorporation of Main Street standards into Downtown Development Authority activities.

Goal 3. Promote effective land use planning that incorporates preservation planning.

1. Build alliances with planners, land managers, and environmentalists in the public and private sectors.
2. Promote regional planning and intergovernmental cooperation.
3. Pursue state planning legislation that promotes growth management and historic preservation.
4. Direct attention toward the preservation of agricultural lands and associated resources.
5. Encourage the use of easements, including enabling laws for purchase of development rights and transfer of development rights programs.

Goal 4. Increase protection of Michigan's historic resources.

1. Promote the adoption of local preservation ordinances and improve the administration of existing ordinances.
2. Pursue state legislation requiring review of state-funded or licensed activities for their effect on historic resources.
3. Pursue the adoption of a state government preservation policy to protect state-owned historic resources.

Goal 5. Document Michigan's historic resources more fully.

1. Improve access to and utilization of existing and incoming data about historic resources.
2. Develop the contextual framework to allow evaluation of the full cultural and historical significance of Michigan's historic resources.
3. Increase, and improve the efficiency of, evaluation and registration of surveyed resources.
4. Increase survey coverage of the state with emphasis given to areas threatened by development or abandonment and regions that are underdocumented.
5. Emphasize those themes, time periods, and classes that are most underdocumented: the themes of ethnic heritage, agriculture, entertainment/recreation, landscape architecture, and conservation; the time period 1930 to the present; and the resource classes of sites and structures.

Goal 6. Achieve fuller funding for historic preservation.

1. Increase private funding for historic preservation.
2. Increase local government funding for historic preservation.
3. Advocate for funds to support programs operated by the State Historic Preservation Office and the Office of the State Archaeologist.
4. Advocate for establishment of a state funded historic preservation grant program.
5. Promote the development of historic preservation loan programs.

NOTES

1. The planning process is described in more detail in Michigan Department of State, Bureau of Michigan History, "Michigan Planning Process Document" (Lansing, 1994, photocopy).

2. Michigan Department of State, Bureau of Michigan History in conjunction with the Research and Evaluation Division, "Michigan State Historic Preservation Office Public Interest Survey" (Lansing, 1993, photocopy), p. 2.

3. The HPF grant apportionment is based on area and population. The number of employees is the number of full-time equivalents, and is calculated from the end-of-year reports submitted to the National Park Service by each SHPO.

4. National Conference of State Historic Preservation Officers, *The Directory of State Historic Preservation Programs* (Washington, D.C.: National Conference of State Historic Preservation Officers, 1994).

5. Marya Morris, *Innovative Tools for Historic Preservation,* Planning Advisory Service Report no. 438 (Chicago: American Planning Association, 1992), p. 4.

6. State Historical Society of Iowa, *State Initiatives and Programs, State Historic Preservation Offices: A Survey by the State Historical Society of Iowa for the National Conference of State Historic Preservation Officers* (Des Moines: State Historical Society of Iowa, 1989).

7. National Park Service, *Guidelines for Completing National Register of Historic Places Forms,* National Register Bulletin 16, Part A (Washington D.C.: National Park Service, 1991), p. 37.

8. National Park Service, *Guidelines for National Register,* p. 15.

9. National Park Service, *Guidelines for National Register,* pp. 40-41.

10. Kathryn Bishop Eckert, *Buildings of Michigan* (New York: Oxford University Press, 1993).

11. The 112 survey reports chosen for analysis represent all of the above-ground survey reports prepared under HPF grants. The surveys were conducted between 1974 and 1994. Each report was reviewed to identify themes, time periods, regions, and resource classes (building, structure, object, site, district) included in the survey. Archaeological surveys were analyzed as part of the analysis of the state archaeological site file, which contained over 15,000 records as of 14 February 1995 when the analysis was conducted. The comprehensive plan data base created for this analysis consists of 2,736 records. This includes 1,277 national register listings and 2,099 state register listings; 640 of the records are for properties listed in both national and state registers. The plan data base was created by beginning with the complete data base of state and national register listings as of 1 January 1995, and removing approximately 500 informational designations that did not appear to have specific historic resources associated with them, for example, an informational marker on stagecoach travel in Michigan. Themes, time periods, and resource classes were identified for as many of the records as possible; where information was missing an effort was made to fill it in.

12. Of the 1,277 national register listings in the plan data base, themes are recorded for 1,265. Of the 1,265 listings with themes, 583 are also listed in the state register. Up to four themes are recorded for each listing.

13. Of the 2,099 state register listings in the plan data base, themes are identified for 1,986. Of the 1,986 listings with themes, 583 are also listed in the national register. Up to four themes are recorded for each listing.

14. Up to seven themes were identified for each survey report. Because of the nature of survey and the survey report, the number of resources associated with each theme was not quantified.

15. Michigan Department of State, Bureau of Michigan History in conjunction with the Research and Evaluation Division, "Michigan State Historic Preservation Office Historic Preservation (Professionals/Preservationists) Survey" (Lansing, 1993, photocopy), p. 2; Michigan Department of State, "Public Interest Survey," p. 2.

16. Of the 1,277 national register listings in the plan data base, time periods are recorded for 1,235. Of the 2,099 state register listings in the plan data base, time periods are recorded for 1,883. Of these totals, 620 records with time periods are listed in both the state and national registers. Up to three time periods are recorded for each listing.

17. Up to seven time periods were identified for each survey report.

18. In Macomb County, the area covered by systematic reconnaissance survey is closer to 80 percent than 90 percent, and the area omitted includes some of the densest settlement.

19. The Office of the State Archaeologist uses nine archaeological regions which are more meaningful for the precontact and contact periods. For this plan, archaeological sites have been grouped according to the seventeen regions to facilitate comparison to other historic resources. Once the data bases on above-ground and archaeological historic resources are entered into the ARGUS collections management data base, resources may be grouped and analyzed according to any geographical unit needed.

20. These figures exclude informational marker designations that are given a state register number but are not associated with historic resources.

21. These figures are from the National Park Service (NPS) national register data base as of May 1995.

22. Of the 2,099 state register listings in the plan data base, classes are identified for 2,085.

23. From the NPS national register data base, May 1995.

24. Figures for the numbers of historic resources and buildings are from the NPS national register data base, May 1995.

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