Minnesota Statewide Historic Preservation Plan 2022–2032

DEPARTMENT OF ADMINISTRATION
STATE HISTORIC PRESERVATION OFFICE

Minnesota State Historic Preservation Office
Minnesota Department of Administration
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Welcome Letter

January 1, 2022

Greetings,

It's my pleasure to share with you the **Minnesota Statewide Historic Preservation Plan 2022-2032 (Plan)**, as ultimately, it is your plan. As mandated by federal law, the Plan was formally reviewed and approved by the National Park Service on December 23, 2021.

The Plan is the culmination of a three-year statewide collaborative process of gathering insights and learning from the public, stakeholders, and many partners. The Plan shares a vision for historic preservation in our state and elaborates on how Minnesotans can work together to preserve and protect the diverse historic and cultural resources across the state. This document is organized in two parts. The first part describes how we got to where we are now through past accomplishments, trends affecting historic resources, and challenges and opportunities ahead to preserve the state's rich heritage. The second outlines how we can achieve the state's vision by accomplishing the five broad Plan Goals that focus on partnerships, access to information, equity, economic benefits, and sustainability and climate resiliency.

A special thank-you to the Tribal Historic Preservation Officers, State Historic Preservation Review Board members, our many state agency partners, Heritage Preservation Commission members, local communities, history and preservation-focused organizations, and preservation practitioners for sharing your time, knowledge, and contributions to this Plan. We all play a role in stewardship of Minnesota's irreplaceable historic resources, and we learned from many of you the importance *place* has for communities and individuals alike.

Moving forward, there is not one entity that can accomplish the Plan's Goals and Objectives alone. On behalf of myself and the State Historic Preservation Office, we look forward to achieving the Plan Goals with our existing partners while welcoming new partners to participate in the state's preservation activities.

Sincerely,

Commissioner Alice Roberts-Davis
State Historic Preservation Officer

Minnesota State Historic Preservation Office Mission and Guiding Values

Mission

The SHPO's mission is to encourage best preservation practices, so that all people can share in the enduring environmental, social, and economic benefits of Minnesota's historic and cultural heritage.

Guiding Values

- **Guidance:** assist and advise our partners statewide in achieving their historic preservation goals and responsibilities through creative and innovative approaches
- **Cooperation:** foster existing and new partnerships to ensure that historic resources and culture are considered at all levels of planning, development, and government
- **Participation:** welcome and encourage all people's involvement in the state's historic preservation efforts
- **Education:** make historic preservation education, training, technical assistance, and knowledge available to all people
- **Access:** increase ease of access and use of historic preservation data through improved information management
- **Commitment:** cultivate a team of professionals dedicated to achieving our mission and vision and administering state and federal laws

In Memory Of

Denis P. Gardner | 1965-2022

Author and National Register Historian

Whose contributions to preservation in Minnesota and historical scholarship will extend well beyond his death.

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Figure 1: PreserveMN Conference 2020 and Plan Public Engagement Kick-off, St. Cloud. Photo by Catherine Sandlund

Introduction

> *Preservation planning is the rational, systematic process by which a community develops a vision, goals, and priorities for the preservation of its historic and cultural resources.*[1]

In Minnesota, historic resources are found nearly everywhere—in small towns and cities, in fields and forests, and along rivers and lakes. All of these resources reveal important facts about Minnesota's past. "Historic preservation" is a term often used to describe protecting historic resources through acts such as preserving archaeological sites and landscapes and reusing older buildings. Oftentimes the notion of historic preservation is extended to retaining our greater history and what can be preserved, like legacy businesses, food traditions, and folkways. "Cultural resources" refer more broadly to "the tangible—physical places and objects we can touch—and the intangible—stories, songs, and celebrations we experience in the moment."[2] By contrast, the National Register of Historic Places recognizes historic properties such as districts, sites, buildings, structures, or objects significant in American history, architecture, archaeology, engineering, and culture at the state or local level.[3]

Developing the Plan

The State Historic Preservation Office (SHPO) plays the lead role in developing Minnesota's preservation plan in accordance with federal law, regulations, and policies. The National Historic Preservation Act of 1966, as amended, provides a broad mandate for the SHPOs in the United States to undertake statewide preservation planning. The Preservation Act states that, "It shall be the

[1] National Park Service, "Historic Preservation Planning Program," https://www.nps.gov/subjects/historicpreservationfund/preservation-planning-program.htm.

[2] National Park Service, "Tangible and Intangible Cultural Heritage," https://www.nps.gov/articles/tangible-cultural-heritage.htm.

[3] National Park Service, "Historic Preservation: What Is Historic Preservation?," https://www.nps.gov/subjects/historicpreservation/what-is-historic-preservation.htm.

responsibility of the SHPO … to … prepare and implement a comprehensive statewide historic preservation plan."[4] Direction from the National Park Service (NPS) requires the SHPO to "carry out a historic preservation planning process that includes the development and implementation of a comprehensive statewide historic preservation plan to provide guidance for effective decision making about historic property preservation throughout the State." Additional federal guidance advises the SHPOs to conduct meaningful public participation, identify significant issues affecting historic resources and propose realistic solutions to those issues, and prioritize preservation activities during the life cycle of the Plan. NPS calls for statewide preservation plans that, at a minimum, include a summary of Plan development; past Plan assessment; a summary of the historic and cultural resources throughout the state; guidance for the management of historic and cultural resources such as Goals; Objectives and Actions that provide a vision for the state; a time frame; and a bibliography.

In 2019, the Minnesota SHPO kicked off a collaborative process to gain public insights and examine preservation practices throughout the state. The three-year-long planning process culminated in the Minnesota Statewide Historic Preservation Plan 2022–2032.

Two primary goals, established prior to starting the public planning process, guided the work: 1) gain authentic and meaningful input from partners, stakeholders, the public, and the SHPO team; and 2) use that feedback to guide the direction of the Plan. From the start, an inclusive approach was adopted, beginning with officewide collaboration to identify stakeholders and public engagement themes. This collaborative approach applied team expertise in specialty areas and increased ownership of the Plan. Additionally, the SHPO team utilized their varied expertise during public engagement events, through collaborative brainstorming sessions, as part of group writing exercises, and to analyze public comment.

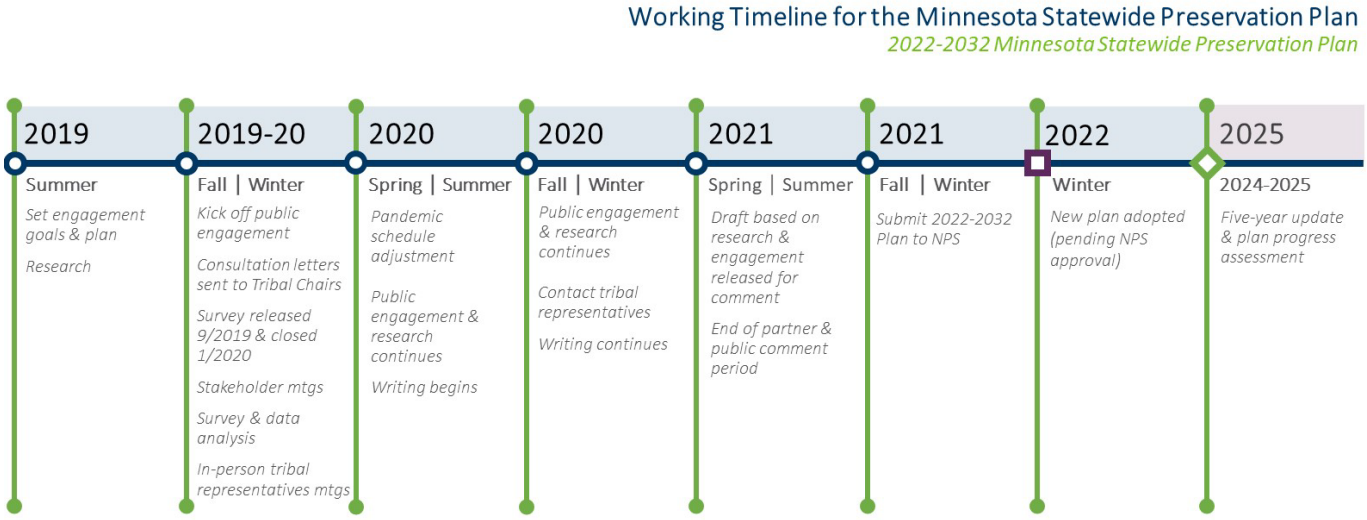

Figure 2: 2022–2032 Plan development timeline

[4] National Historic Preservation Act of 1966, as amended through 2016, https://www.achp.gov/sites/default/files/2018-06/nhpa.pdf.

Plan Organization

This Plan is organized in two parts: *Part I: Foundation for the Minnesota Statewide Historic Preservation Plan* and *Part II: Guidance for the Management of Historic and Cultural Resources (Goals, Objectives, and Actions)*.

Part I: Foundation for the Minnesota Statewide Historic Preservation Plan

The sections of Part I create a thorough assessment of the past and current conditions that affect and are projected to affect historic preservation efforts throughout the state. This section also establishes future milestones for the Plan. This information and analysis were used as the foundation for the Plan Goals and priorities.

The *Looking Toward the Future* assessment includes a review of the population changes expected in the state of Minnesota and the potential impact on preservation.

Public, Partner, and Tribal Participation highlights the important voice the public had in the creation of this Plan.

Participation Summary: Identifying Themes for Goal Setting describes how analysis of the Statewide Preservation Plan engagement comments yielded several recurring preservation themes. This section discusses how the themes are used, in part, to generate the Plan Goals and priorities for the next 10 years.

Implementing the 2022–2032 Plan shares the time frame of the State Plan (or "planning cycle") and sets a five-year mark for a review prior to revisions after 10 years. This section also encourages organizations throughout the state to incorporate the Statewide Historic Preservation Plan into their ongoing work plan development and scheduled activities. The SHPO's adoption and use of the Plan is discussed and future engagement goals are shared.

An Overview of Minnesota's Historic Resources includes an assessment of the state's historic resource data and a summary assessment of the full range of historic and cultural resources throughout the state.

Measuring Accomplishments Toward Achieving the Prior 2012–2021 Plan assesses the state's preservation efforts since the prior plan was issued. This assessment and progress report are used to inform the Goals and set priorities for the new Plan.

Part II: Guidance for the Management of Historic and Cultural Resources

The Guidance for the Management of Historic and Cultural Resources, including the Goals, Objectives, and Actions, was created in response to the historic preservation themes identified by the public, partners, and stakeholders during engagement. The themes became five Goal statements provided to help guide the management of historic and cultural resources throughout the state. Under each Goal is information about the social, economic, political, legal, and environmental trends affecting historic resources specific to that topic. There are also Objectives and Actions crafted to help achieve the Goal. These Goals, and the related Objectives and Actions, are designed to address all historic and cultural resources, including but not limited to buildings, structures, objects, archaeological sites, landscapes, traditional cultural places, and underwater resources.

Through the Goals, the Plan provides a preservation vision for the state and the SHPO along with guidance for the management of historic and cultural resources. While the SHPO implements many of the Plan's recommendations, the Plan Goals—created in collaboration with the public, our partners, and stakeholders—can be adopted throughout the state to meet and overcome preservation challenges at the local, county, regional, and state levels. The guidance for the management of historic and cultural resources is written so that any number of organizations, individuals, agencies, and governments can adopt the Goals, Objectives, and Actions to further their own preservation activities—as well as those of the state of Minnesota.

Guidance: Goals, Objectives, and Actions

Each of the Goals is introduced through discussion of current important issues facing historic preservation related to the Goal, including a discussion of threats and opportunities for resources related to the Goal.

GOAL 1: Facilitate Connections and Cultivate Partnerships

This Goal seeks to position historic preservation in an even more meaningful role in the review process by working collaboratively with affected stakeholders to integrate preservation more fully into foundational decision-making processes and planning. Advancing the Objectives and Actions under this Goal will help achieve other desired outcomes described in this Plan by incorporating historic preservation into a wider variety of planning and regulatory conversations.

GOAL 2: Expand and Share Information, Skills, and Access

Expanding how and what historic preservation stories and information are shared has the power to advance preservation understanding, trust, participation, and overall outcomes. This Goal strives to use effective communication tools in order to capture people's interest in Minnesota's history and make clear the relevance of historic preservation in their lives. Sharing clear information about how preservation is applicable to all Minnesotans can create stronger ambassadors and boost public engagement.

Overwhelmingly, Minnesotans felt that historic preservation is important to appreciate cultural identity and heritage, to access historic resources, and to learn about Minnesota's history.

GOAL 3: Develop Proactive Strategies That Advance Equity, Expand Access, Increase Diversity, and Foster Inclusion

The principles of diversity, equity, and inclusion are key preservation values. Welcoming more diverse participants in historic preservation—those who reflect the demographics of Minnesota, based on race, gender, ability, ethnicity, sexuality, etc.—is a step toward achieving these principles. Successfully addressing the Objectives and Actions under this Goal will help tell a broader, more complete story about Minnesota's past.

GOAL 4: Promote Economic Benefits and Inspire Innovative Financial Opportunities

This Goal seeks to recognize the real need for funding tools and strives to encourage new sources of funding, promoting current economic incentives, and safeguarding existing tools. Successfully addressing the Objectives and Actions under this Goal will provide more economic incentives to encourage preservation, document program outcomes, and publicize the economic benefits of preserving spaces and places.

GOAL 5: Strengthen Links Between Preservation, Sustainability, and Resiliency

Climate change threatens not only the tangible environment around us but also the intangible ways of life we value. Accounting for sustainability and climate resiliency is now at the forefront of our planning needs. Understanding, identifying, planning for, and addressing these threats to historic resources is critical in conducting disaster planning. Successfully addressing the Objectives and Actions under this Goal will help us understand potential risks, adopt measures to address those risks, set priorities, and improve responses when our cultural resources are impacted.

Part I:

Foundation for the Minnesota Statewide Historic Preservation Plan

Looking Toward the Future

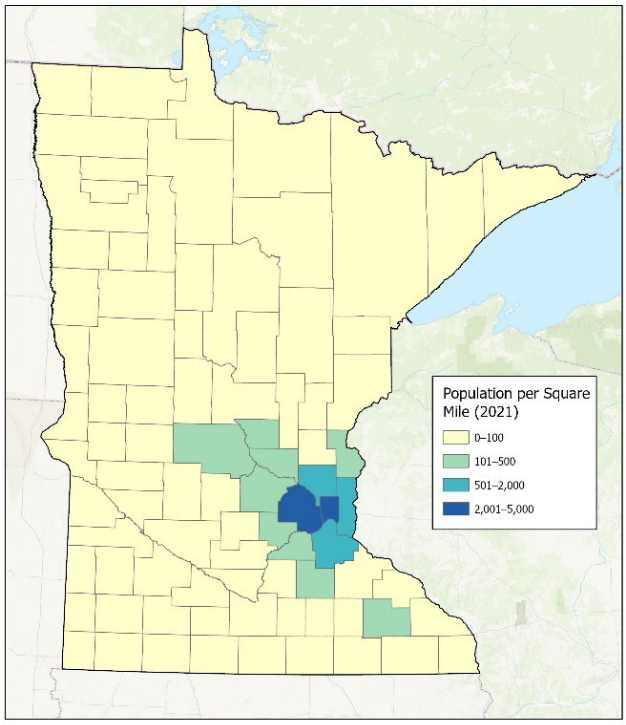

Figure 3: Minnesota Population Per Square Mile

The state of Minnesota's evolving demographics and economics have and will continue to impact historic preservation work and the state's historic and cultural resources.

The Minnesota State Demographic Center projects demographic changes to the state. These changes will take shape during the life of this Plan and inevitably affect preservation work throughout the state.

Based on the State Demographer's latest estimates, the total population of Minnesota in 2020 was 5,709,754. As of 2019 Minnesota's five largest cities were Minneapolis, St. Paul, Bloomington, Rochester, and Duluth. Three of the top five are located in the Twin Cities metro area.

From now until 2070, Minnesota is expected to experience a slower rate of growth.[5] To date, population losses due to out-migration were countered by the arrival of international residents, and Minnesota gained more people than it lost over the past two decades.[6] However, these gains are showing signs of slowing, as fewer new immigrants are expected to arrive in Minnesota. Additionally, rural Minnesota is experiencing a decline in population as residents relocate to urban areas. This trend is projected to lead to declining population in more than two-thirds of Minnesota's 87 counties. Six of the state's 11 Economic Development Regions combined are projected to lose over 160,000 residents by 2053.[7] In the 1960s–70s, declining population resulted in dramatic renewal efforts, such as the Urban Renewal movement, through which a substantial number of irreplaceable buildings and neighborhoods were lost. However, our communities learned from those losses and put into place measures that require a thoughtful process to help avoid future similar losses. Today, preservation tools such as Historic Tax Incentives and the Minnesota Main Street program are celebrated for their ability to positively address commercial vacancies, underutilized

[5] Minnesota State Demographic Center, "Data by Topic: Our Projections," https://mn.gov/admin/demography/data-by-topic/population-data/our-projections/.

[6] Minnesota State Demographic Center, "Minnesota On the Move: Migration Patterns & Implications," January 2015, https://mn.gov/admin/assets/mn-on-the-move-migration-report-msdc-jan2015_tcm36-219517.pdf.

[7] Minnesota State Demographic Center, "Data by Topic: Our Projections," https://mn.gov/admin/demography/data-by-topic/population-data/our-projections/. The 11 Economic Development Regions are: Northwest, Headwaters, Arrowhead, West Central, North Central, Southwest Central and Upper Minnesota Valley, East Central and Central, Southwest, South Central, Southeast, and Seven-County Twin Cities.

properties, population declines, economic distress, and other impacts of shifting populations.

Immigration has always been part of the story of Minnesota. In 1920, about 1 in 5 Minnesotans were foreign-born. By 2017, the ratio was about 1 in 12. The largest groups of foreign-born Minnesotans in 2017 (in descending order) were born in Mexico, Somalia, India, Laos (including Hmong), Vietnam, China, Ethiopia, and Thailand (including Hmong). Languages other than English were spoken in the homes of 11.7% of Minnesotans older than five years.[8] The number of people of color (those who identify as a race other than White alone) and/or those who are Hispanic or Latinx in Minnesota has grown five times as much as non-Hispanic White residents. People of color more commonly live in metro areas; however, people of color live in every part of the state.[9] As the state continues to experience demographic change, it is critical to not only reflect back, but to intentionally look forward and consider how to best celebrate the cultural heritage of today's population.

Minnesota's workforce is expected to experience both a changing face demographically and a slowing rate of growth. Two changes that will continue to occur simultaneously are that baby boomers will transition out of the workforce and the labor force will experience slowing growth. For the state of Minnesota only a 0.1% average annual growth is projected during the 2020–2025 period.[10] As preservation tradespeople and professionals retire from the workforce, it is important that the pipeline into the field be expanded. Recruiting and training a more diverse staff will meet the needs of identifying and preserving the state's historic and cultural resources.

Minnesota's economy has also experienced change, transitioning from one based on material extraction and processing to one based on finished products and services. However, agriculture is still a major part of the economy even though less than 1% of the population is employed in the farming industry. State agribusiness has changed from production to processing and the manufacturing of food products. Forestry, another early industry, remains strong, with logging, pulpwood processing, forest products manufacturing, and paper production. An expanding biomedical industry is led by the world-famous Mayo Clinic, along with Medtronic, Boston Scientific, Abbott Laboratories, and many more corporations.

According to the Minnesota Department of Employment and Economic Development, the state's top economic sectors include medical technology, manufacturing, data and information technology, environmental technologies, and food production. Minnesotans work across a variety of these sectors, with the largest employment area being the service industries, including business and health care services. As economic sectors and the technologies used by those sectors experience change, the natural and built environments that once supported those sectors are often vacated. Retaining a property's historic use or finding a new use that requires minimal change to the defining characteristics of the building and its site and

[8] US Census Bureau, 2018 American Community Survey, https://www.census.gov/programs-surveys/acs.

[9] Minnesota State Demographic Center, "Data by Topic: Age, Race, and Ethnicity," https://mn.gov/admin/demography/data-by-topic/age-race-ethnicity/.

[10] Minnesota State Demographic Center, "In the Shadow of the Boomers: Minnesota's Labor Force Outlook," December 2013, https://mn.gov/admin/assets/in-the-shadow-of-the-boomers-labor-force-outlook-msdc-dec2013_tcm36-219251.pdf.

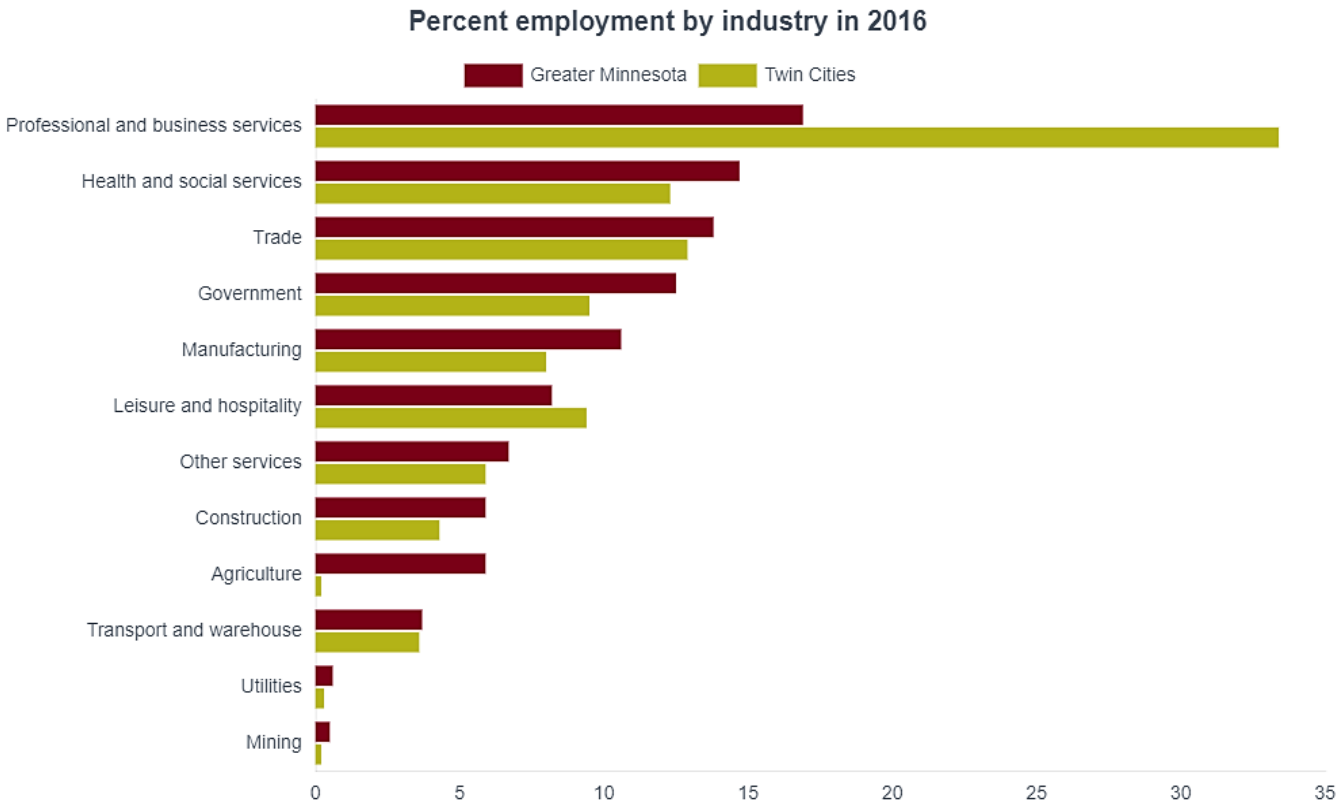

Figure 4: Percent employment by industry in Minnesota in 2016, broken out by Greater Minnesota and the Twin Cities

environment can become increasingly challenging. Landscapes and single-purpose structures that once supported Minnesota's economy, such as grain elevators, mills, power plants, mines, agricultural fields, and barns, face specific challenges to maintaining continued use or accommodating new ones.

These demographic changes and economic realities will inevitably have an impact on the state's current and emerging historic and cultural resources. Changes in demographics could influence an evolution in the preservation workforce, preservation project champions, and historic resource caretakers. New populations bring new approaches, broader stories, and a more diverse field of preservation practitioners in Minnesota. Additionally, the number and type of preservation and rehabilitation projects in urban and rural areas may experience fluctuations based on market forces and population needs. Preparation for these demographic changes is part of the ongoing work of this Plan. Engaging new professionals and advocates, making the case for economic and environmental sustainability, sharing the benefits of preservation in languages other than English, striving to identify historic resources that are important to non-English-speaking populations, amplifying presettlement populations and their perspectives, and identifying other activities are all essential approaches to meeting the state's preservation needs. Ongoing analyses of the effects of demographic and economic forces upon preservation will ensure that all people can share in the enduring environmental, social, and economic benefits of Minnesota's historic and cultural heritage.

Public, Partner, and Tribal Participation

Figure 5: The SHPO team engaging with the public during an event at Mille Lacs Kathio State Park

The public's participation was key in helping to identify historic preservation issues for this Plan, and the State Historic Preservation Office (SHPO) is grateful for the communities large and small, urban and rural throughout the state who shared their thoughts about the preservation challenges and opportunities facing Minnesota. The Plan relied on input gathered through a variety of engagement tools from the public, preservation professionals, owners of historic properties, the Minnesota State Historic Preservation Review Board, tribal nations, federal and state agencies, local governments, academics, and nonprofit partners to inform a historic preservation vision for the future of the state and to establish planning goals.

The overall planning timeline was three years, with two years dedicated to public engagement efforts led by the SHPO (see Figure 1, p. 5). Team members followed engagement principles of meeting people where they are and providing multiple methods of interaction. The SHPO contracted with the State of Minnesota's Management Analysis and Development (MAD) consultants to facilitate and analyze the partner/stakeholder conversations and to coordinate and evaluate the online survey (see Appendices 3 and 4).

Engagement Goals and Approach

To encourage authentic conversations and generate meaningful input, the Planning Team created an engagement plan that set goals to guide and focus resources early in the process. Goal setting required thinking critically about engagement approaches that would better connect with varying professions, underserved groups, and underrepresented communities that have not traditionally been part of the conversation.

Engagement Goals

- *Accessible Participation: Meet people where they are and use their preferred method of communication*
- *Inclusivity*
- *Transparency*
- *Authenticity*
- *Broad Participation*
- *More Diverse Conversations*
- *Informed Participation*
- *Analysis of Information*

Approach

Keep the public informed, listen to and acknowledge their concerns and aspirations, and provide feedback on how public input influenced the draft and final Plan.

Identifying Issues, Opportunities, and Threats to Historic Resources

The SHPO held two work sessions facilitated by a member of MAD to brainstorm issues, opportunities, and threats to historic preservation in Minnesota. These sessions helped identify where additional research was needed and where public input was critical to fully understand the scope of preservation needs in Minnesota. These efforts led to developing engagement questions and identifying stakeholders. As part of identifying partners, each stakeholder's level of engagement, interest in preservation, and impacts on historic preservation activities in Minnesota were analyzed.

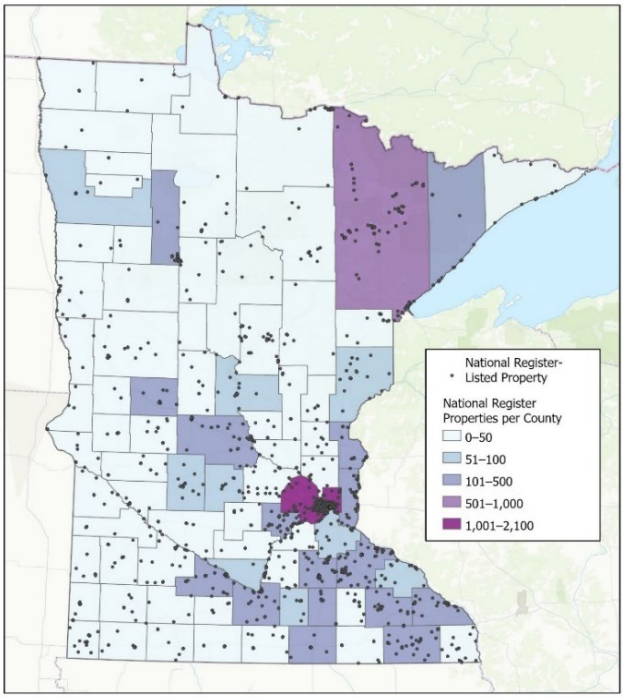

Figure 6: National Register sites across the state of Minnesota used as a planning tool to determine geographic engagement focus areas

Figure 7: Minnesota Housing Partner meeting: (left to right) Mariyam Naadha (MAD), Jessica Burke (MAD), Anne Heitlinger (Minnesota Housing), Ryan Baumtrog (Minnesota Housing), and John Patterson (Minnesota Housing)

Highlights of the Engagement Efforts

- **Engagement Goal Setting**: The SHPO team set goals to help guide initial stages of engagement. The internal SHPO Planning Team carried out and led the engagement efforts.
- **SHPO Planning Work Session:** Conducted in the summer of 2019, this work identified partners and stakeholders and framed the scope of public engagement questions.
- **State Historic Preservation Review Board Interviews:** Each of the 14 State Review Board members were interviewed to gain a broader perspective on engagement needs, trends, and topics.
- **Online Public Survey:** An online survey was released in September 2019 and remained open until January 2020. There were 1,354 responses, of which 570 were partially completed surveys. Survey respondents indicated they were active in historic preservation in their community. The largest professional groups consisted of historians/architectural historians, government employees not related to education or elected office, preservation professionals, and those who work in a trade related to historic preservation (see Appendix 3).
- **Interactive Exhibitors at Public and Professional Events:** Team members participated in eight public and professional engagement events as exhibitors. During these events, staff had individual conversations with over 310 individuals. The COVID-19 pandemic halted plans to attend additional professional events as exhibitor participants.
- **Media Coverage:** Statewide television and public radio stations broadcast and Greater Minnesota newspapers published stories that encouraged the public to engage with the planning effort and provide feedback to the survey.

- **Guest Speaker Events:** Team members presented information about the Plan and encouraged engagement at several professional conferences, university lectures, community meetings, and other events. The COVID-19 pandemic halted plans to attend additional public engagements.

- **Meeting in a Box:** A "Meeting in a Box" was released for use by nonprofits, community organizations, Certified Local Governments (CLGs), and other government agencies during existing meetings or as an independent event to facilitate conversations and further inform the Plan. Eleven nonprofits, community organizations, and public government commissions hosted events.

- **Tribal Engagement:** The SHPO initiated engagement efforts with Minnesota's 11 federally recognized tribal nations,[11] federally recognized tribes outside of Minnesota with an interest in the state,[12] and Minnesota Indian Affairs Council (MIAC). The SHPO presented at the MIAC's December 2019 board meeting, initiated consultation with Minnesota's tribal nations, and contacted tribal nations beyond state borders. The SHPO team met individually with Tribal Historic Preservation Officers (THPOs) and staff at Red Lake Nation, Upper Sioux Community, Leech Lake Band of Ojibwe, and White Earth Nation. By March 2020 the onset of the COVID-19 pandemic precluded any further in-person visits. Because managing the pandemic, which disproportionately impacted tribal communities, took precedence for the tribes the SHPO provided alternative options for giving feedback for the Plan.

- **Partner/Stakeholder Meetings:** Facilitated meetings were held with nearly 20 state and local preservation partner organizations and their subject matter experts, staff, and officials. The SHPO sought input from 17 partnering agencies and stakeholders in the preservation of Minnesota's historic resources. The

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[11] Lower Sioux Indian Community, White Earth Nation, Leech Lake Band of Ojibwe, Grand Portage Band of Lake Superior Chippewa, Shakopee Mdewakanton Sioux Community, Mille Lacs Band of Ojibwe, Red Lake Nation, Fond du Lac Band of Lake Superior Chippewa, Upper Sioux Community, Prairie Island Indian Community, and Bois Forte Band of Chippewa.

[12] Apache Tribe of Oklahoma, Bad River Band of the Lake Superior Tribe of Chippewa Indians of the Bad River Reservation Wisconsin, Cheyenne and Arapaho Tribes Oklahoma, Flandreau Santee Sioux Tribe of South Dakota, Fort Belknap Indian Community of the Fort Belknap Reservation of Montana, Ho-Chunk Nation (WI), Iowa Tribe of Kansas and Nebraska, Keweenaw Bay Indian Community Michigan, Lac du Flambeau Band of Lake Superior Chippewa Indians of the Lac du Flambeau Reservation of Wisconsin, Lac Vieux Desert Band of Lake Superior Chippewa Indians of Michigan, Menominee Indian Tribe of Wisconsin, Rainy River First Nations (Canada), Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin, Santee Sioux Nation Nebraska, Sisseton-Wahpeton Oyate of the Lake Traverse Reservation South Dakota, Sokaogon Chippewa Community Wisconsin, Spirit Lake Tribe North Dakota, St. Croix Band of Lake Superior Chippewa, and Turtle Mountain Band of Chippewa Indians of North Dakota.

interviews and workshops were facilitated by MAD.

- **Follow-up Survey:** Additional surveys were conducted during the pandemic and in response to local and national calls to address disparities in how people of color, including members of Black and Indigenous communities, are treated and valued.
- **Public Comment on the Draft Plan**: The Draft Plan based on public input was made available for review and comment in the summer of 2021.

The Pandemic, Social Reckoning, and Insurgency

After the start of the engagement efforts regarding the Plan, Minnesota, its communities, and the nation experienced several major events and turbulent times, including a pandemic, social reckoning, and insurgency against the authority of the United States. Given these circumstances, following up on earlier public and partner engagement was deemed essential. Listening, learning, and planning work will occur over the next 10 years, so the additional engagement consisted of two online and social media questions: "Looking back on the past year, how has your view of the role of historic preservation in Minnesota changed?" and "Looking ahead, how should diversity, equity, and inclusion be included in preservation?" While participation numbers for this survey were low, respondents' thoughtful and powerful comments illustrate that additional work is needed to realize the state's vision for preservation. Respondents focused comments on inequities and did not comment on the pandemic or the insurgency. Some of the public/partner comments stated that the May 2020 murder of George Floyd in Minneapolis was a clarion call to action, emphasizing that diversity, equity, and inclusion must be a greater focus in preservation.

Future Collaboration

Throughout the engagement process and plan development, the SHPO cultivated existing relationships and planted the seeds for new ones; however, team members did not have the opportunity to speak with all interested parties. Relationship building will continue through the life of this Plan, with a concerted effort to connect with more diverse groups and geographies prior to the five-year Plan update.

> *"I think diversity, equity, and inclusion should be what leads the field of preservation into the future. It needs to be at the forefront[,] and preservation needs to change to recognize that."*
>
> *"If our profession lacks diversity, we will continue to fail whole groups of people by undervaluing their spaces and experiences simply because we are less exposed to those spaces and people. We must respond to this call to action."*
>
> —Public input from 2021 Plan Survey

Tribal Historic Preservation Office Input

Figure 8: (left to right) Samantha Odegard (Tribal Historic Preservation Officer) and Drew Brockman (THPO Lead Monitor) of the Upper Sioux Community; David Mather (National Register Archaeologist) and Kelly Gragg-Johnson (Environmental Review Specialist) of SHPO, February 2020. Photo by Leslie Coburn

While past statewide preservation plans recognized the importance of protecting cultural resources representing millennia of American Indian habitation in Minnesota, the current planning process was more deliberate in seeking out the perspective of tribal cultural resources staff through meaningful, in-person conversations about ongoing needs and opportunities. At the Minnesota Indian Affairs Council's December 2019 board meeting, Deputy State Historic Preservation Officer Amy Spong gave a summary of the Plan and anticipated listening sessions with tribes. As part of this outreach, the SHPO Environmental Review Program (ERP) Team planned to make visits to all 11 federally recognized tribes in the state. In February and early March 2020, the ERP Team met individually with Tribal Historic Preservation Officers (THPOs) and staff at Red Lake Nation, Upper Sioux Community, Leech Lake Band of Ojibwe, and White Earth Nation. Unfortunately, by mid-March the onset of the COVID-19 pandemic precluded any further in-person visits; managing the pandemic, which disproportionately impacted tribal communities, took precedence for the tribes. Alternative options for giving feedback for the Plan were provided and encouraged.

American Indian tribes are recognized by the US Constitution as sovereign nations, having existed before the founding of the United States. Their inherent right to exercise self-governance, including preserving cultural identities and managing tribal economies, places tribes on par with federal and state governments in their authority to exercise control within established boundaries. Although American Indians make up a little over 1% of Minnesota's total population, membership in a Dakota or Ojibwe tribe distinguishes them from other underrepresented communities in the state.

Jaime Arsenault, White Earth THPO, explained during a visit: "Tribal sovereignty is tied to cultural resources." The importance of tribal cultural properties is that they "keep people connected to their community. If you took all of that away, then the tribes wouldn't be tribes."

The Upper Sioux Community THPO staff identified the need to educate tribal members about the

significance of cultural landscapes, such as Barn Bluff in Red Wing, as paramount to reinforcing the community's identity. "If we're going to be Dakota, we need to connect to those sites," said Upper Sioux THPO Samantha Odegard. Landscapes can have an intangible meaning, she said, conveyed not just by artifacts found there but also in the stories, traditions, and spiritual experiences related to these places.

A theme the ERP Team heard many times during these visits is that preserving places tied to cultural heritage is not just about safeguarding history; it benefits the mental, spiritual, and physical health of individuals. Displacement and historical trauma experienced by Indigenous people has led to negative outcomes through generations. Reconnecting Native peoples with their traditions and cultural places is critical to restoring wholeness and wellness in their communities. Tribal cultural resource programs need adequate funding for facilities, staffing, and resource management to protect their cultural heritage and educate tribal members about the significance of cultural resources. This process is not a luxury; it is essential to begin healing the wounds that have been inflicted historically. There is a need to increase awareness of this important connection to place, especially for Indigenous people, so that there will be greater respect for and willingness to protect meaningful places in the state. "It should be the state's value to protect sites," asserted Drew Brockman, THPO of the Upper Sioux Community. "Not just for the next seven generations of Native youth, but for all of the state's people."

At Leech Lake, THPO Amy Burnette noted that "people just do better" with an intact sense of identity. Native people especially are tied closely to their traditional lands, cultural sites, and spiritual places. These connections not only are important to individual well-being but give an identity to the tribal community.

There is sometimes a fine line between a natural and a cultural resource—often they are one and the same. Tribes with current or ancestral interest in an area and those with treaty rights should take the lead in identifying significant cultural resources and traditional cultural landscapes. Project proposers need to consult with tribes early in the planning process in order to identify cultural resources that may be affected. Adverse effects can include direct disturbance of a resource as well as visual impacts to a landscape. Kade Ferris, Red Lake THPO, stressed that tribes need to be at the forefront of developing context studies and identifying American Indian cultural resources. And broader conversations need to occur about how—and with whom—to share sensitive data about properties of traditional, sacred, and cultural importance.

Looking toward the future, the action items in this Plan include strengthening tribes' capacity for managing and interpreting cultural resources as well as fostering the strong partnerships and meaningful communication that lead to better outcomes. The SHPO ERP Team was honored by the tribal staffs' candor and willingness to share their thoughts during in-person visits in preparing this Plan. It is hoped that these conversations will continue in the not-too-distant future.

*Figure 9: **RIGHT** Wild Rice, Lower Rice Lake in Clearwater County*

Participation Summary: Identifying Themes for Goal Setting

Figure 10: Open Streets West Broadway North Minneapolis. Photo by Catherine Sandlund

Throughout the engagement process, Minnesota residents shared insightful, thoughtful, and powerful ideas—including a desire to make the plan accessible and ensure that it continues to reflect the diverse populations and regions of Minnesota. Public engagement efforts began in 2019 during the annual Preserve Minnesota conference in St. Cloud and ended with an online survey in 2021. Plan outreach reinforced ongoing relationships and facilitated new connections with partners and the public.

During analysis of the comments received, several recurring topics or themes emerged. These themes were used to generate the Plan Goals and priorities for the next 10 years (see *Part II: Guidance for the Management of Historic and Cultural Resources* for the product of this public feedback). Public input highlighted an overarching value that, "*Preservation is important to preserve cultural identity and heritage, to access historic resources, and to learn about Minnesota's history.*"

Emerging Themes

- Historic preservation is directly tied to economic vitality and sustainability.
- Stakeholders want more education and technical assistance, money, and partnership opportunities.
- Changing and improving the regulatory framework would make preservation easier.
- Cultivating and coordinating partnerships among stakeholders should be encouraged.
- Information needs to be shared and made more accessible.
- Historic preservation needs to broaden its perspective, and evaluation criteria must be more inclusive of diverse communities and historic resources.
- More archaeological sites need to be inventoried and designated.
- Minnesotans have insufficient knowledge about historic and cultural resources.
- The public survey ranked the top threats to preservation as low lawmaker interest; the public not valuing preservation; a lack of understanding of resources; and a perception that new is better than old.

- Higher costs and limited funds are barriers to preservation.
- Historic preservation should be more fully integrated into local planning.
- Pro-development housing policies are perceived to be in conflict with preservation.
- A shortage of skilled tradespeople and professionals is a barrier for preservation.
- The impact of climate change on preservation is significant and needs to be addressed.

Goals for the Management of Historic and Cultural Resources

After analysis of the themes and review of public, partner, and stakeholder comments, an outline was created as the starting point for statewide Goals and Objectives.

The themes, along with all the engagement feedback, became the five Goals listed below. Added to the Goals are related Objectives and Actions that will provide direction for the management of historic and cultural resources. The Goals are as follows:

GOAL 1: Facilitate Connections and Cultivate Partnerships

GOAL 2: Expand and Share Information, Skills, and Access

GOAL 3: Develop Proactive Strategies That Advance Equity, Expand Access, Increase Diversity, and Foster Inclusion

GOAL 4: Promote Economic Benefits and Inspire Innovative Financial Opportunities

GOAL 5: Strengthen Links Between Preservation, Sustainability, and Resiliency

Implementing the 2022–2032 Plan

The preceding preservation plan, *A New Season: Preservation Plan for Minnesota's Historic Properties 2012–2017*, was initially set to expire in 2017. Several circumstances required extensions for this Plan to expire in December 2021. Leadership changes at the State Historic Preservation Office (SHPO) in 2016 necessitated the first extension. Another extension was needed in 2018, when the SHPO was transferred from the Minnesota Historical Society (MNHS) to the Minnesota Department of Administration. While it was not feasible to initiate an engagement and public participation process during this transition period, it also was not prudent to begin a planning process when both the SHPO and MNHS had not fully explored how the two organizations would partner moving forward.[13] In 2020, the COVID-19 pandemic impacted staff capacity and halted in-person engagement plans, requiring a third and final extension.

Time Frame for Plan / Planning Cycle 2022–2032

Review in 2026

A five-year, midpoint review of the Plan will be completed as necessary. Prior to the scheduled midpoint review in 2026, the SHPO will work toward supporting and promoting the Plan in the following ways:

[13] The MNHS remains an important partner for the SHPO. MNHS has committed to continue to define its role in preservation in collaboration with the Minnesota SHPO and other preservation partners.

- Continue building existing relationships and initiate new relationships, particularly with those organizations identified as priority groups.
- Build awareness of the Plan and how it can be used to help guide the management of historic and cultural resources throughout the state.
- Remind partners and others to utilize and revisit the Plan during their own policy, planning, and work plan effort.
- Identify and work with partners to recognize who will lead the work and who may support the efforts needed to realize Plan Objectives.
- Monitor and assess progress across the state and allow for partners and communities to share their accomplishments that achieve Plan Goals.
- Recalibrate portions of the Plan if the midpoint assessment shows there is strong need for amendments.

New Plan Update for 2032

Work on the next Plan will begin in 2029 for completion and adoption effective in 2032.

Action Items for the State of Minnesota and Preservation Organizations

Organizations throughout the state are encouraged to incorporate the Statewide Historic Preservation Plan into their ongoing work plan development and scheduled activities.

Action Items for the SHPO: Establish Yearly Targets

In conjunction with annual reporting requirements, the SHPO will prioritize the Goals and Objectives that relate to its Historic Preservation Fund (HPF) responsibilities. This process will begin in late fall for completion by early in the next calendar year. This effort will allow for assessment of past successes and analysis of potential shortfalls. The SHPO will invite partners to participate in this level of work plan development, especially those who are working directly with the office to realize Plan Goals. The Plan will be used as a framework to identify the HPF activities for the coming year. Activities that are specific, measurable, achievable, realistic, and time-based will be prioritized. Each activity will identify internal leaders and necessary external partners and set targets for completion. To support planning continuity, the SHPO will continue to utilize the internal planning team model that will guide the 2022–2032 Plan through its tenure and initiate ongoing planning efforts on behalf of the office.

During the planning process, the public and partners identified several potential tasks and plan updates. Potential priorities may include improving the SHPO website, convening a statewide tribal engagement meeting, creating preservation funding incentives, focusing on process improvements (i.e., digital management systems), and clarifying the SHPO's partnership with the MNHS and MNHS Heritage Preservation Department. Certain planning documents, such as the Disaster and Recovery Plan for Historic and Cultural Resources, require updates, and new planning documents, such as the Climate Action Plan, are needed.

Next Steps for Engagement

The 2022–2032 Plan engagement resources and timelines did not allow the SHPO to connect with all interested parties in this planning cycle; however, it is the SHPO's intention to continue the important work of listening, meeting, and relationship building throughout the duration of this Plan. Ongoing engagement efforts will capitalize on opportunities to explore new connections through existing organizations and programs and by stepping out of the standard preservation networks. Engagement of

these groups will continue through the planning period, especially in the first five years.

Because Minnesota's land mass is a large area (86,936 square miles total) with a dispersed population, building meaningful relationships and creating an authentic presence around the state can be difficult.[14] The SHPO will continue to explore a full spectrum of engagement methods, from in-person to virtual.

The SHPO will continue to cultivate relationships with MNHS, Tribal Historic Preservation Offices (THPOs), tribal cultural resources staff, professional organizations, other state agencies, post-secondary education institutions, advocacy organizations, local and county historical societies, Heritage Preservation Commissions, local governments, and others.[15]

[14] US Census Bureau, "State Area Measurements and Internal Point Coordinates," https://www.census.gov/geographies/reference-files/2010/geo/state-area.html.

[15] MNHS and SHPO should continue to collaborate on fostering an appreciation for Minnesota history among all Minnesotans.

An Overview of Minnesota's Historic Resources

Figure 11: He Mni Can (Barn Bluff), Red Wing. Photo by David Mather

Minnesota has approximately 13,000 years of human history within its current borders and is fortunate to have a wide variety of historic and cultural properties to illustrate that history. These range from cultural landscapes to built environments, rural townships to urban cities, and everything in between. The properties include archaeological sites that represent the remnants of past activities, whether from the ancient or relatively recent past.

When considering historic properties as part of preservation planning, it is useful to identify the categories of historic and cultural resources recognized in the National Register of Historic Places (NRHP). Buildings and structures are the most visible historic property types because they are extant constructions. A building is a property mainly used for sheltering people and their activities. Examples include houses, churches, commercial and industrial buildings, courthouses, and libraries. Structures, on the other hand, are largely those properties built for other purposes. Bridges, tunnels, dams, turbines, windmills, grain elevators, and fire towers are examples. Finally, an object is something such as a piece of statuary, a monument, or a fountain. In contrast, a site may not be readily recognizable. Some sites are archaeological sites. For example, a building or structure that has decomposed into ruins and artifacts has become a site. Such sites can be recent or ancient, ranging from places of habitation or resource gathering to ceremony and much more. Funerary mounds, rock shelters, and petroglyphs are further examples, as are shipwrecks and battlefields. Other sites are places identified in written records, such as a treaty signing or fur trade rendezvous location, or through oral history, such as an important gathering place for medicinal plants.

Historic Districts are a compilation of resources, such as a grouping of commercial, industrial, or residential buildings; archaeological sites; or a combination of different resource types. A district reflects cohesion and continuity. While the

individual building or resource helps define the district, the collection as a whole is the focus.

Traditional Cultural Properties and Cultural Landscapes are rooted in culture, and are most often represented in the NRHP as sites or districts. The former are places expressing the core traditions, beliefs, practices, and social institutions of communities, such as a place central to the history or cosmology of an American Indian tribe. Such places act as lodestones (natural magnets) binding people to cultural identity. Other examples include urban settings, such as a Polish, Jewish, or African American neighborhood, or natural locations, like a valley, field, or bluff with cultural significance. Cultural Landscapes are substantially cohesive landforms and can be designed, vernacular, or comprised entirely of natural features. There are many types of landscapes, such as an area of rocky outcrops or rolling hills, river systems, or lakeshores. Formal gardens, cemeteries, and campus malls are additional examples. Even streetscapes and farmsteads can be landscapes.

Historic properties need to be understood within their own frame of reference. A historic context is used as an organizational framework to provide information necessary for recognizing and potentially comparing historic properties. Historic contexts can be developed around any subject; however, they are often specific to a period of time, resource type, or geographic area. The development of these documents allows us to recognize the significance of historic resources beyond what is readily visible. Historic contexts are inherently flexible in their subject matter, ranging in focus from nationwide architectural trends to local social movements. The development of robust historic contexts allows us to understand the impact of people's activities on the land and offers a framework through which to understand the significance of that impact with regard to preservation planning.

Assessment of Survey and Inventory Efforts

Historic properties are tangible links to our past and allow us to better understand and learn from our shared history. At the core of that effort is the ongoing work of Minnesota's State Historic Preservation Office (SHPO), which manages and leads preservation initiatives throughout the state. One of the largest ongoing projects, required by the National Historic Preservation Act of 1966, as amended, is the organization of the Statewide Inventory. The Inventory is a collection of information related to properties identified through cultural resource surveys. It is not intended to be exhaustive, and indeed it cannot be. It will always be a work in progress as surveys proceed and the scope of historic preservation evolves. Within the Inventory, only a small percentage of identified properties are currently eligible for listing or are listed in the NRHP. Most have not been evaluated. A well-managed inventory of properties in the state allows all preservation professionals, advocates, and municipal planners to focus their work more efficiently. Cumulative survey efforts have, to date, identified approximately 86,000 standing properties and 21,000 archaeological sites (see Figure 15: Inventoried Properties by County and Table 1: Total Inventoried Properties by County, p. 32–33).

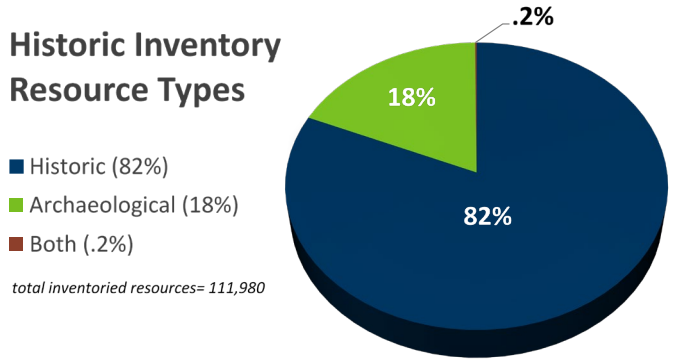


Figure 12: Historic Inventory Resources Types

Figure 13: Kawishiwi Lodge, Cabin 15, near Ely. Photo by Rolf T. Anderson

Of the 111,980 inventoried resources, most are buildings and structures, with archaeological sites representing only about 20% of the current inventory listings, despite covering the vast majority of Minnesota's history. Historic designation efforts have been disproportionate across the state and across time periods.

It is important to keep in mind that designation happens at many different levels. Several hundred more individual properties as well as historic districts encompassing thousands of additional properties have been designated locally by municipalities around the state. While these designations use criteria based on but different from that of the NRHP, the SHPO strives to maintain an accurate recording of these findings to facilitate project review and research.

In the past, the SHPO had sufficient funding to routinely conduct survey and inventory projects as well as prepare historic contexts as part of the department's annual work plan. This effort was to fulfill the SHPO's charge under the National Historic Preservation Act. However, since the early 1990s, funds for comprehensive survey efforts have only sporadically been available to the SHPO. For example, in 2013, under the stipulations of a Memorandum of Agreement, the Minnesota Department of Transportation (MnDOT) undertook a survey of Chaska brick resources in the vicinity of Carver County, which resulted in the preparation of an NRHP Multiple Property Documentation Form.

In order to assist in the recognition of the state's historic resources, approximately 60 statewide historic contexts were developed. These documents range in focus from the Paleo Indian Tradition to

State's Veterans Facilities to Railroads and Agricultural Development (1870–1940). Like the comprehensive survey discussed earlier, funds for developing statewide historic contexts were difficult to secure after the early 1990s. As a result, many of the documents provide only a brief overview of an otherwise rich subject matter. Conversely, many municipalities are creating robust historic contexts that will provide a better understanding of the significance of related historic properties.

In addition to survey projects initiated by specific federal and state funding, the SHPO continues to gain many new inventory records from survey projects undertaken by Minnesota's 46 Certified Local Governments (CLGs). These projects are assisted by federal funds and administered by the SHPO to aid local governments in implementing historic preservation planning projects. Eligible CLG grant activities include development of local historic resource inventories. Many CLGs have adopted goals to conduct comprehensive citywide surveys over successive years in multiple phases. For example, the cities of Duluth and Fergus Falls have taken advantage of numerous CLG grants to identify historic resources in specific geographic areas or neighborhoods. In other cases, municipalities have chosen to use CLG funds to concentrate on a particular type or era of resources. For instance, the City of Minneapolis conducted a survey of streetcar-related commercial buildings and the City of Newport identified all mid-twentieth-century resources within its borders. Four different CLG grants allowed the City of Elk River to investigate the potential of archaeological resources along the Mississippi River, while the City of Edina's CLG grant paid for a reconnaissance-level survey to determine if archaeological sites are present within the city limits. Data from these surveys are incorporated into local planning and permitting databases, as well as the Statewide Inventory.

Historic and Cultural Resources Requiring Additional Research, Documentation, and Understanding*

1. Archaeological heritage in general
2. Wild rice stands
3. Natural resources that are linked to cultural resources and practices
4. Cultural landscapes
5. Historic parks and recreation facilities at the municipal/city levels
6. Recreation and vacation resources
7. Agricultural land
8. Rural agricultural buildings (barns, granaries, slaughterhouses, etc.)
9. Resources related to missing historic contexts
10. Auto-oriented buildings of the Modern and other eras (drive-ins, outdoor theaters)
11. Purpose-built buildings such as movie theaters
12. Resources and downtown cores that are now in floodplains
13. Small-scale commercial buildings in urban cores
14. Dams
15. Water towers
16. Rural bridges
17. Industrial buildings
18. Churches
19. Decommissioned public buildings and municipal buildings (fire stations, libraries, schools, etc.)
20. Higher education buildings
21. Brutalist buildings
22. Post-modernist resources
23. Modernist resources
24. Properties located in areas that are impacted by climate change

**Survey of MN SHPO staff. Not intended to be comprehensive or a list of priorities*

Plan survey respondents pointed to the largest perceived threats to historic preservation in Minnesota: an indifference to and a lack of understanding about historic and cultural resources. More than half of stakeholders surveyed for this Plan are concerned that lawmakers and the general public are uninterested in historic preservation and do not recognize the benefits to themselves or their community. A primary way to combat this apathy is to make information and data related to historic resources more accessible, ideally within a system that is data driven but also inspiring. Accurate information about historic and cultural resources can be folded into ongoing storytelling at the local and state levels to highlight the accessibility and relevance of the historic environment within Minnesota. The opportunity exists to create more accurate data so that users can better understand the wide range of resources and communities represented within the Inventory.

To that end, the SHPO is working toward a comprehensive and integrated data system that will allow for electronic access to data, mapping of all inventoried historic resources, and a file management system for conducting project reviews and tracking for the SHPO's many programs. Since the 2018 relocation to the Department of Administration, the SHPO has enjoyed broad support for digitization and technology improvements and has partnered with MnDOT and the Minnesota Geospatial Information Office (MnGeo) in a multiyear effort to scan paper records and build an application that will make inventory data available to researchers and the general public in a geospatial context. In 2021, the SHPO began working with MnGeo to provide for electronic project and application submissions for the State Environmental Review and Tax Incentive Programs. This two-year effort will replace the SHPO's outdated and separate databases with an integrated, cloud-based file management system. To facilitate these efforts and provide more help to researchers, the SHPO hired a cultural resource information manager in 2018.

Identification and Recordation of Inventoried Resources

The Statewide Historic Inventory is an archive of information related to surveyed properties in the state. The program has recorded approximately 91,428 historic resources and about 20,552 archaeological sites representing every county in Minnesota. This information, housed and managed at the SHPO offices, is generated by the SHPO, other government agencies, county and local historical societies, educational institutions, research organizations, and private property owners. The Inventory contains information on Minnesota's known archaeological sites and historic standing structures. The majority of archaeological sites and many historic standing structures have not yet been inventoried; as that work is undertaken, additional properties will be added to SHPO files. The Inventory currently includes information on close to 112,000 resources, 14,614 of which have been determined eligible for or are listed in the NRHP. Each resource is recorded on a Statewide Inventory or Site Form.

Inventory information, including historic and architectural inventory forms, archaeology site forms, National Register nomination, and all other related reports and supporting documentation, are available to staff and researchers at the State Historic Preservation Office. In addition to these documents, the SHPO maintains copies of preservation planning reports related to all levels and types of documentation produced in conjunction with our various programs. However, counties in the southeast and central parts of the state are disproportionately represented in the Inventory. Although the Inventory has grown substantially during the 2012–2021 planning cycle, only a small percentage of Minnesota has been

Figure 14: Dairy Queen, Rochester. Built in 1947, this is the first DQ in Minnesota. Photo by Michael Koop

surveyed. Furthermore, although many of the state's urbanized areas have been surveyed to some degree, much of this survey data is approaching 30 or more years in age. While the SHPO manages these records, the data is often outdated, which must be taken into consideration when using resource data for research and analysis.

The Inventory is growing at an average rate of 1,700 newly identified resources per year. The largest contributor to the Inventory is the environmental review process, which generates an average of 790 new and updated inventory forms and 160 reports annually. These resources are predominantly standing structures, with the vast majority being surveyed at just the reconnaissance, or windshield survey, level, resulting in limited historical research being completed for individual properties. This type of survey is biased toward architectural significance and often only considers the most well-known historic context available.

Of the more than 1,800 National Register–listed properties in Minnesota (see Figure 15: Inventoried Properties by County, p. 32), 64% are listed for their association with broad patterns of history (Criterion A), 16% for their association with persons significant in history (Criterion B), 62% for their significant design or construction (Criterion C), and 6% for their information potential (Criterion D). Increasing the number of nominations that recognize archaeological sites beyond their information potential, properties related to traditional cultural practices, gender diversity, difficult history, and communities typically underrepresented in the federal program is essential in the next decade and will allow Minnesota's historic and cultural resources to better represent the current and past breadth of our shared history. Not only should new contexts, surveys, and designations be pursued, but listed properties should be reexamined to incorporate information that provides a more comprehensive understanding of their significance.

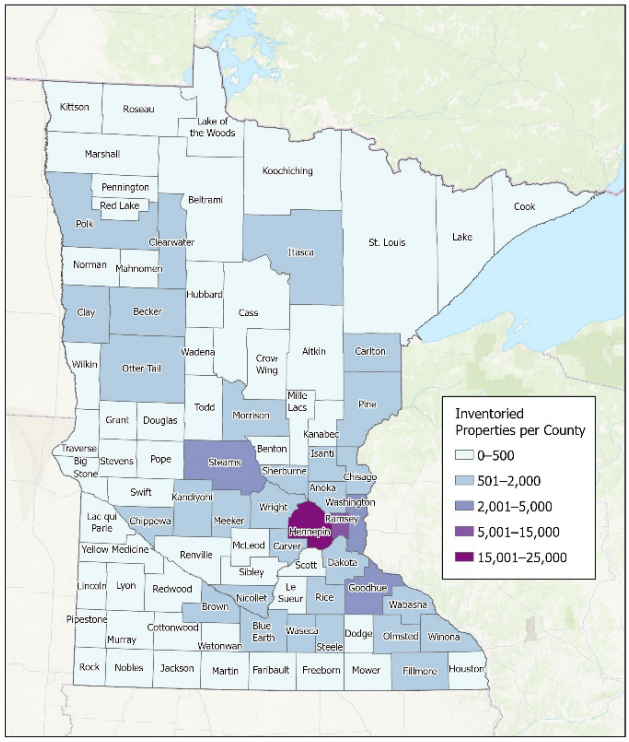


Figure 15: Inventoried Properties by County

County	Total Inventoried	NRHP[16]
Aitkin	615	12
Anoka	1061	19
Becker	718	8
Beltrami	967	13
Benton	540	6
Big Stone	372	10
Blue Earth	1307	33
Brown	1653	45
Carlton	678	15
Carver	1573	38
Cass	2253	19
Chippewa	667	9
Chisago	931	21
Clay	696	19
Clearwater	656	5
Cook	1133	14
Cottonwood	541	5
Crow Wing	682	36
Dakota	1399	39
Dodge	416	12
Douglas	602	15
Faribault	630	14
Fillmore	1496	37
Freeborn	546	9
Goodhue	2911	70
Grant	268	4
Hennepin	20358	180
Houston	691	18
Hubbard	493	6
Isanti	627	9
Itasca	2381	21
Jackson	490	8
Kanabec	290	7
Kandiyohi	782	17
Kittson	268	3
Koochiching	383	14

[16] National Register districts are counted as only one listing even though they may contain dozens or hundreds of individual properties.

County	Total Inventoried	NRHP[16]
Lac qui Parle	464	12
Lake	1754	22
Lake of the Woods	166	5
Le Sueur	687	28
Lincoln	391	8
Lyon	561	11
Mahnomen	236	3
Marshall	438	3
Martin	561	8
McLeod	490	9
Meeker	601	11
Mille Lacs	418	13
Morrison	1726	26
Mower	473	11
Multiple Counties	254	1
Murray	417	9
Nicollet	948	25
Nobles	324	13
Norman	266	6
Olmsted	1075	30
Otter Tail	1153	28
Pennington	167	4
Pine	792	24
Pipestone	336	16
Polk	973	7
Pope	387	14
Ramsey	11495	127
Red Lake	178	2
Redwood	446	26
Renville	484	8
Rice	1611	77
Rock	381	21
Roseau	251	3
Saint Louis	7668	134
Scott	648	22
Sherburne	1060	6
Sibley	439	7
Stearns	2760	39
Steele	751	17
Stevens	234	6
Swift	359	9
Todd	494	13
Traverse	235	5
Wabasha	1166	27
Wadena	321	7
Waseca	1072	13
Washington	2941	46
Watonwan	346	6
Wilkin	289	8
Winona	1980	48
Wright	876	27
Yellow Medicine	616	7
TOTALS	**107233**	**1868**

Table 1:Total Inventoried Properties by County

Measuring Accomplishments Toward Achieving the Prior 2012–2021 Plan

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

For each plan, the Minnesota State Historic Preservation Office (SHPO) monitors ongoing progress toward the state's preservation goals, aided by feedback from individuals and organizations with a stake in preservation as well as from the interested public. The following is a sampling of the accomplishments of Minnesota's many preservation partners from around the state since 2012, when the most recent statewide preservation plan was finalized. While the highlighted programs are select examples, they also represent a snapshot of successful endeavors that make up the current environment for historic preservation in the state. Intended to be representative, not exhaustive, this summary is organized around the five broad goals put forth in the 2012 statewide historic preservation plan.

It is important to note that for the majority of time this assessment covers (and since the late 1960s) the SHPO was located at the Minnesota Historical Society (MNHS), the quasi-state nonprofit history organization. In 2017, a law change, passed by the legislature and approved by the governor, directed the 2018 move of the SHPO to the Minnesota Department of Administration. Most of the SHPO-related activities referenced in this section represent initiatives that occurred when the SHPO was housed within a larger Heritage Preservation Department in MNHS, which included Local History Services and Grant Programs.

2012–2021 Plan Goal: *Preserve the places that matter: Increase the identification, designation, and protection of Minnesota's historic and archaeological resources.*

Digitization of the Statewide Historic Inventory, Analysis, and Digital Mapping

Development of Minnesota's Statewide Historic Inventory began in the 1970s, and since then it has been available only in hard copy by visiting the SHPO and the Office of the State Archaeologist (OSA). In order to make the Inventory more accessible, the SHPO partnered with the Minnesota Department of Transportation's Cultural Resources Unit (MnDOT CRU) in 2017 to complete a needs assessment and requirements gathering study. The SHPO moved to the Department of Administration in 2018 and in 2019 began scanning the Inventory documentation in preparation for integration into an online platform. SHPO conducted a business analysis to identify needs and started geolocating historic properties in 2019. Also, that year the Minnesota Geospatial Information Office (MnGeo) began scoping for a new geospatial web application, which will ultimately facilitate the creation, review, and maintenance of Inventory information currently held in multiple Microsoft Access databases.

Peavey Plaza: Preserving a Cultural Landscape

Peavey Plaza is a two-acre sunken park adjacent to Nicollet Mall highlighted by a recessed reflecting pool and a dramatic fountain. Designed by Modernist landscape architect M. Paul Friedberg, FASLA, and dedicated in 1975, it is regarded as one of the most important works of landscape architecture in the twentieth century. The downtown Minneapolis park was recently rehabilitated and reopened amid much celebration.

Saving Peavey Plaza and securing its long-term future occurred only after a lengthy grassroots effort and legal battle. The plaza served its intended purpose admirably for decades but did not age well, especially given Minnesota's challenging winters. Pressure to update the plaza had been building on the City of Minneapolis, which proposed raising it to street grade, thereby obliterating the original design. The City also applied to the Minneapolis Heritage Preservation Commission (HPC) for a permit to demolish Peavey Plaza. In 2012, the HPC voted 8–1 to deny the demolition application. Alarmed by the City's controversial proposal to demolish the Modernist icon, the Cultural Landscape Foundation and the Preservation Alliance of Minnesota (now Rethos Places Reimagined) filed a lawsuit under the Minnesota Environmental Rights Act, and they prevailed in saving the plaza from demolition, thus enabling rehabilitation.

Peavey Plaza was listed in the National Register in 2013 as the finest surviving example of Friedberg's work from the period. A new design approved by the HPC and the SHPO retained character-defining features according to the Secretary of the Interior's Guidelines for the Treatment of Cultural Landscapes. The $10 million rehabilitation, completed in July 2019, preserved the majority of the original design and features of the plaza. The project improved its accessibility and brought new light to the southern end of Nicollet Mall.

Figure 16: The rehabilitated Peavey Plaza, Minneapolis. Photo © Elizabeth Felicella

Historic Trunk Highway Studies

The Minnesota Department of Transportation's Cultural Resources Unit (MnDOT CRU) initiated a study of pre-1971 trunk highways as part of the agency's ongoing efforts to identify and evaluate historic resources for consideration during environmental review processes, particularly Section 106 of the National Historic Preservation Act. In 2013 and 2016 MnDOT CRU completed two statewide historic contexts related to the development of Minnesota's trunk highway system: *Minnesota Trunk Highways (1921–1954): Historic Context and National Register Evaluation and Integrity Considerations* (August 2016) and *Evaluation Report and Historic Context: Minnesota Bridges, 1955–1970* (July 2013), which included trunk highway evaluations. MnDOT CRU worked closely with the SHPO in developing both of these studies. These two historic contexts, along with the associated National Register criteria created to facilitate evaluation of individual properties, have become the basis for the state's work in systematically identifying and evaluating the entirety of the trunk highway system. This collaboration with MnDOT offered an opportunity for the state agencies to work together toward a common goal, much of which was accomplished outside of the formal project review process.

Survey and Designation

During the previous planning period from 2012–2020, the SHPO and its partners achieved the following:

- 15,222 standing structures identified
- 2,297 archaeological sites identified
- 92 local landmark designations reviewed and commented on
- 146 individual properties listed in the National Register of Historic Places (NRHP)
- 9 historic districts encompassing 1,354 properties listed in the NRHP
- 84 archaeological sites listed in the NRHP

Among the archaeological sites listed in the National Register is Indian Mounds Park in St. Paul, which uniquely preserves the only remaining burial mounds within the Minneapolis–St. Paul urban core, which roughly overlies the traditional cultural hub of the Dakota. The site is significant for providing evidence of the northernmost examples of Hopewell-style earthworks along the Mississippi River. The 18 mounds originally constructed at the site were prominent features within a much larger cultural landscape highly visible along the margins of the Mississippi River Valley. This sacred cemetery site provided a nucleus for burial rituals over thousands of years throughout the Middle Woodland Tradition and likely into the early historic period.

Figure 17: Indian Mounds Park, St. Paul. Photo by Sigrid Arnott

New SHPO Staff

Due to the increased number of National Register evaluations and nominations generated from the Minnesota Historical and Cultural Heritage (Legacy) Grant program and the state historic tax credits program, a new National Register architectural historian was added to the SHPO in 2015. In addition, a cultural resources information manager was hired in 2018 to lead efforts in completing a web portal and digitizing paper documents as well as to manage the survey and Inventory documentation and data. A new staff position, communications and grants manager, was created in 2019 to develop internal website content, oversee social media outlets, and manage the federal grants program.

Legacy Grant Review

SHPO staff serve as subject matter experts for the Minnesota Historical and Cultural Heritage (Legacy) Grant program, funded through the state's Arts and Cultural Heritage Fund and administered by the Minnesota Historical Society. Staff provide technical assistance, review, and process grant applications for projects that preserve and enhance access to Minnesota's cultural and historical resources. To date, staff have reviewed and commented on hundreds of proposals for projects from across the state in multiple program areas, including historic context studies, property evaluations, surveys, National Register nominations, reuse studies, and historic structure reports.

2012–2021 Plan Goal: *Promote preservation's economic benefits: Strengthen the connections between historic preservation, community economic vitality, and sustainability.*

Historic Preservation Tax Incentives Program

The use of state and federal preservation tax credits for the rehabilitation and adaptive reuse of historic buildings has had a significant impact throughout Minnesota and with projects of all sizes. Although most projects are in the Twin Cities, about one-quarter have been in Greater Minnesota, including Cannon Falls, Duluth, Ely, Faribault, Fergus Falls, New Ulm, Owatonna, and St. Cloud. Completed projects range in size from $12,000 to over $200 million in qualified rehabilitation expenses. Dayton's

Department Store project in Minneapolis, at an estimated $213.8 million in historic tax credits, is the largest tax incentives project to date.

Rehabilitation of the McCloud-Edgerton House, by contrast, illustrates how the credit can be utilized for even small-scale residential properties. Historic Saint Paul acquired the McCloud-Edgerton House when the condemned property was flagged by the City of St. Paul as a Category 2 Registered Vacant Building. Despite its location within the Irvine Park Historic District, the value of the parcel was considered higher as a vacant lot, which posed an imminent threat. Within one month of purchasing the abandoned circa 1870 duplex, Historic Saint Paul found a buyer to ensure the property's long-term preservation. The ensuing rehabilitation is one of the smallest state tax credit projects completed to date: the $238,723 project received $33,901 in tax credits in 2014.

State Historic Tax Credit Reports

A decade worth of research has revealed the success and importance of the state historic tax credit program administered by the SHPO in partnership with the Minnesota Department of Revenue. The Minnesota Historic Structure Rehabilitation Tax Credit was signed into law in April 2010 as an incentive to stimulate job growth, increase local tax bases, and revitalize communities across the state by encouraging private investment in historic properties. In the first year, 24 projects applied for the new state tax credit, a sizable increase from the previous year, when only two Minnesota projects sought the federal tax credit. The SHPO is required by law to "annually determine the economic impact to the state from the rehabilitation of property for which credits or grants are provided." Starting in 2011, the University of Minnesota Extension has worked with the SHPO to analyze and report annually on the economic impact of the state historic tax credit. Collectively,

Figure 18: Ely's State Theater was rehabilitated using state and federal preservation tax credits. Photos by Charlene Roise

the reports from 2011–2020 demonstrate the remarkable success of the state historic tax credit program and the positive impact it has had on Minnesota's economy as well as its historic resources. As of the end of 2020, the Minnesota historic tax credit has resulted in:

- 144 new tax credit projects
- $3.5 billion of economic activity generated
- $1.9 billion in labor income generated
- 18,650 jobs supported
- $9.52 of economic activity generated for every $1 of historic tax credit (FY 2020)

Finally, the industries experiencing the largest impacts from the rehabilitation work include wholesale trade, owner-occupied dwellings

(including mortgage-owned houses), and real estate (rental properties and realtor revenues).

Legacy Grants Support Preservation

The Minnesota Historical and Cultural Heritage Grants program—popularly known as Legacy grants—is a competitive process created to provide financial support for projects focused on preserving Minnesota's history and culture. This state-funded program is made possible by the Arts and Cultural Heritage Fund using sales tax revenue resulting from the Clean Water, Land and Legacy Amendment created through the vote of Minnesotans in 2008. While the Legacy grants program is administered by the Minnesota Historical Society, SHPO staff provide technical support to review and monitor grants for preservation projects; this work was used as a matching share for the federal Historic Preservation Fund for eligible grant projects when SHPO was at MNHS. Hundreds of historic resources statewide have benefited from Legacy funds, with over $2 million in grants being used for projects spanning a range of SHPO program areas.

Legacy Grants for Preservation, 2012–2020:

- 10 grants = $212,200 for Historic Context Studies
- 48 grants = $844,947 for Surveys of Buildings and Archaeological Sites
- 28 grants = $226,639 for Evaluations of Historic Resources
- 61 grants = $754,394 for National Register/Local Designation Forms
- 123 grants = $15,469,273 for "Bricks and Mortar" Rehab Projects
- 249 grants = $6,507,771 for Planning Documents

Highlighted below are four examples of Legacy-funded preservation projects.

1. St. Cloud State University

St. Cloud State University received a Legacy grant to conduct an archaeological survey to locate the remains of Fort Holes—a civilian fortification constructed in 1862 in response to a perceived American Indian threat. The project to find the archaeological remains of Fort Holes resulted in educational opportunities for the local community of Fair Haven and for students at St. Cloud State University. Working in partnership with the Stearns History Museum, 22 community volunteers assisted with the fieldwork portion of the project. Fieldwork was open to public viewing and allowed for discussion with site visitors, which provided great opportunities to demonstrate how the archaeological process works.

Figure 19: Fair Haven. Photo by Rob Mann

2. Grant County Courthouse

Grant County's 1905 Beaux Arts/Renaissance Revival–style courthouse was designed with ornate interior murals by Odin J. Oyen. Legacy funds conserved and preserved four murals, decorative panels, and an 18x25-foot ceiling mural entitled *Justice and Power of the Law*. The project included paint analysis, matching historic mortar/plaster, and replication of plaster. The project demonstrated how the interior—with its conserved, preserved, and reproduced murals, scrolling, stained glass, woodwork, and built-in furniture—provides a link to the past, not just with the decorative features themselves but also with the memory of the craftsmen, such as Oyen, who produced them.

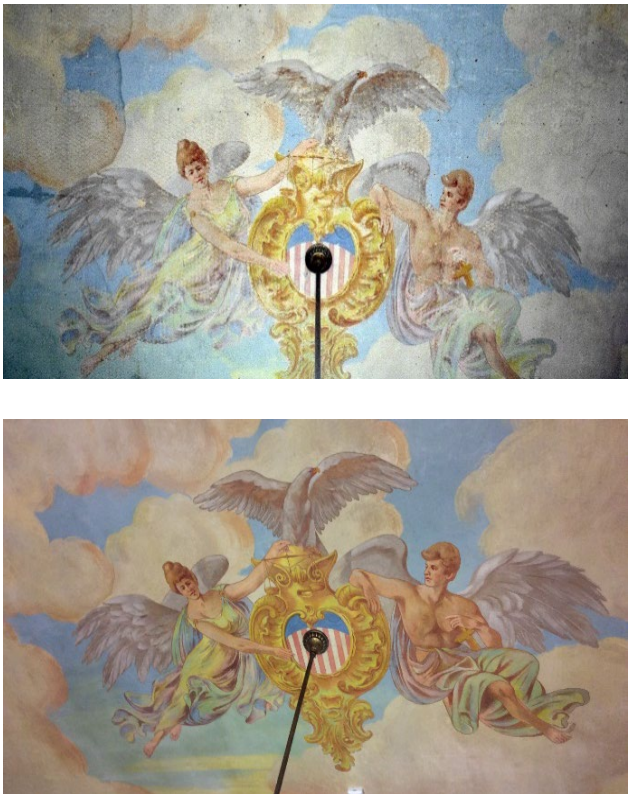


Figure 20: Grant County Courthouse courtroom ceiling mural before and after restoration. Photos by Scott Gilbertson

3. Andrew Peterson Farmstead

The Andrew Peterson Farmstead in Carver County is distinctive because Swedish immigrant Peterson—an agricultural and horticultural innovator who established the farm—kept a daily diary for 43 years, from 1855 to 1898. Six Legacy grants totaling $236,640 have been secured by the Carver County Historical Society (the site owner) to preserve the buildings and landscape on the property. Funds have been used to prepare an interpretive master plan for the farmstead; write a historic structures report; investigate structural issues, prepare construction drawings, and restore a barn's stone foundation; and repair the framing and exterior walls of another barn. These projects will allow the currently unoccupied site to be converted for use as a multifunctional visitor center dedicated to interpreting the property through the lens of Minnesota's rich immigrant and agricultural history.

4. Old Highland Neighborhood, Minneapolis

Old Highland in Minneapolis's Near North neighborhood partnered with Preserve Minneapolis to bring national old house expert Bob Yapp to teach nine hands-on workshops over three days on exterior wood repair, window restoration, and passive wood flooring repair and restoration. The

Figure 21: Participants in Bob Yapp's Old House Restoration workshop sponsored by Preserve Minneapolis and the Old Highland neighborhood scrape paint from wood siding. Photo by Linda Pate

workshops taught neighborhood residents that instead of disposing of old-growth material in a landfill, rehabilitating windows, siding, spindles, and columns is an environmentally friendly practice that helps reduce their carbon footprint. Homeowners also learned that home restoration is an economically sustainable practice.

2012–2021 Plan Goal: *Educate, educate, educate: Build a foundation for effective preservation education and activism.*

As part of the SHPO's outreach efforts, staff presented numerous specialized educational sessions, including to the Minnesota Municipal Clerks Institute, the Association of Minnesota Counties, and the Department of Iron Range Resources and Rehabilitation. Staff also served as guest lecturers for classes at Minnesota State University, Mankato; St. Cloud State University; the University of Minnesota Duluth; and the University of Minnesota Twin Cities. The National Register architectural historian co-teaches a class on historic research and documentation, and the National Register archaeologist teaches a class on applied heritage management, both at the University of Minnesota Twin Cities. Finally, the National Register historian traveled throughout the state and gave approximately 75 presentations about the National Register program, historic bridges, and the Minnesota State Capitol.

Preservation Training

The SHPO produces the annual Preserve Minnesota (PreserveMN) conference, which brings together volunteer and professional practitioners from across the state. The conference is held in a different city each year, hosted by a Certified Local Government (CLG) that uses a CLG grant to cover some of the expenses. The event provides an unparalleled opportunity for sharing, learning, networking, and strengthening preservation efforts in our state. Participation has grown gradually in the past decade, with over 200 attendees at the 2019 conference.

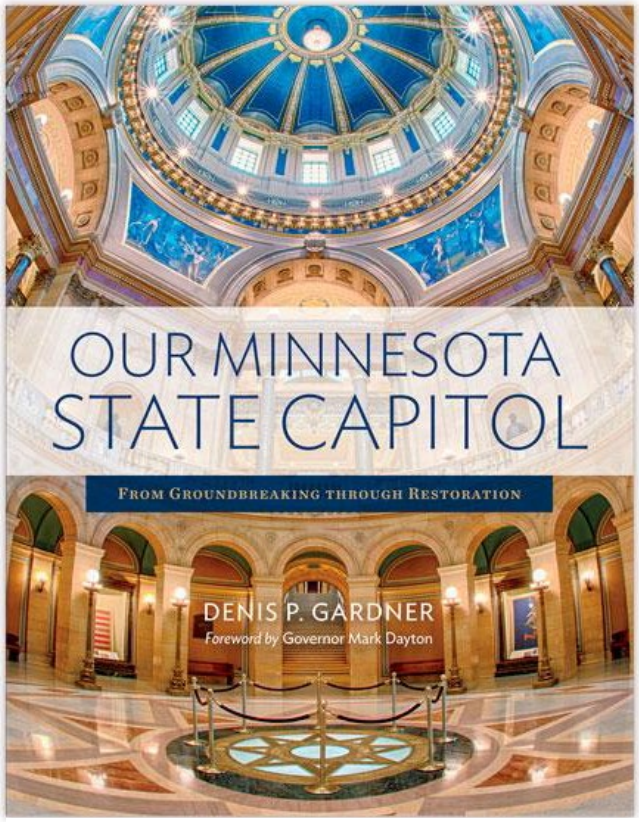


Figure 22: Our Minnesota State Capitol *by National Register Historian Denis Gardner includes stories of the capitol's construction, its renovation in 2015–2017, laborers and craftspeople, and the design by noted architect Cass Gilbert.*

Figure 23: Archaeologist Doug Birk (1943–2017) leads a tour of the Little Elk Heritage Preserve in Lindbergh State Park during the 2015 Preserve Minnesota conference. Photo by David Mather

In addition, the SHPO worked with and provided CLG grants to the cities of Red Wing (2013), Faribault (2014), Winona (2016), and Little Falls and St. Cloud (2021) to host the Commission Assistance and Mentoring Program (CAMP®) offered by the National Alliance of Preservation Commissions (NAPC). CAMP® training includes hands-on activities, informative group discussions, and high-quality presentations by prominent professionals for preservation-focused boards and commissions, their partners, and others who are interested in or impacted by this work.

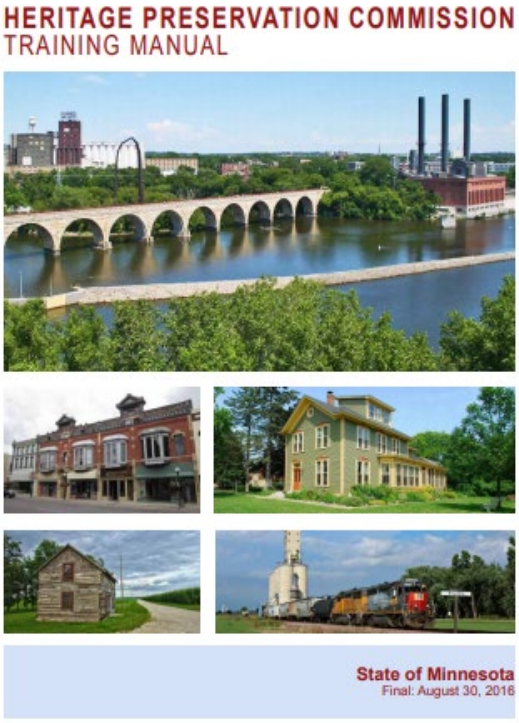
Figure 24: Participants in the Commission Assistance and Mentoring Program (CAMP®) held in Faribault perform a skit during the training. Photo by Michael Koop

Education for All

The SHPO's history partners often use federal Certified Local Government grants, Minnesota Historical and Cultural Heritage Grants, and funds from the state-funded Heritage Partnership Program to educate at the local and regional level. Many are taking this opportunity to prepare walking tours, podcasts, heritage tourism apps, and educational programs on history and preservation. For instance, the City of Stillwater received a Commission Excellence Award from the NAPC in 2014 for their education and website projects. The SHPO also partnered with Rethos Places Reimagined (formally Preservation Alliance of Minnesota) to develop a new place-based learning program originally known as Cornerstone Academy. Many of the training sessions, including a tax credit program featuring SHPO staff members, were sold out. In 2014 the SHPO combined its annual statewide preservation conference with the annual meeting of the American Association for State and Local History, which was held in St. Paul. "Greater than the Sum of Our Parts" featured multiple sessions and tours related to preservation and provided a terrific opportunity for attendees to network with local history and preservation peers from across the country.

Heritage Preservation Commission Training Program

Heritage Preservation Commissions (HPCs) across Minnesota struggle with a host of issues, including waning support for historic preservation, insufficient staff capacity, recruitment and retention of qualified commission members, and, perhaps most importantly, inadequate, infrequent, and inconsistent training activities. Minnesota's 57 HPCs vary greatly in terms of their size, demographics, financial capacity, and regulatory framework and the resources of the built environment they work to protect. Some HPCs are



going strong, while others are languishing or have become inactive due to waning interest and membership. Many commission members lack the knowledge and experience to navigate the complex and difficult decisions they are charged with making. In 2015–2016, a training resource was developed to satisfy the needs of communities with HPCs across the entire state. A training manual introduces participants to key concepts, common terminology, and core principles of preservation practices. Topics include local preservation, the legal basis for preservation, designation and treatment of historic properties, project review, and design issues. The manual is designed to be introductory even as it covers a wide range of material. It serves as a companion piece to an online tutorial for heritage preservation commissioners that provides a more abbreviated introduction to the same topics. Both the manual and the online tutorial follow the same

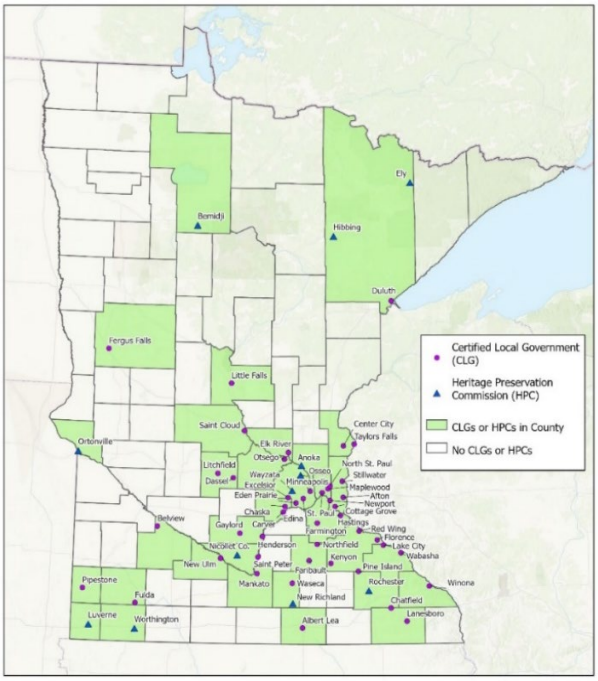


Figure 25: Locations of HPCs and CLGs in Minnesota

organizational structure, with training materials organized in a format that is user-friendly and highly visual. Their modular formats can be built upon over time as further topics are introduced.

Improving Understanding of and Compliance with Preservation Laws

One example of interagency cooperation and partnership is the work that the SHPO has done with other agencies at St. Croix State Park. On July 1, 2011, straight-line winds of over 100 miles per hour tore through the St. Croix Recreational Demonstration Area (RDA), a state park and National Historic Landmark, damaging or destroying 84 of the park's 163 historic buildings. The St. Croix RDA's historic structures, roads, and trails comprise the most extensive collection of individual New Deal projects in Minnesota and are located within one of the largest and best examples of RDA planning and design in the country. The event was declared a major disaster, making federal funding available to the Minnesota Department of Natural Resources (DNR), which is responsible for maintaining the park. After weeks of steady effort to clear debris, the park was opened to visitors, but damaged buildings—simple Adirondack-type shelters, masonry and log cabins, bicycle and picnic shelters, and administrative buildings—were cordoned off. The Federal Emergency Management Agency (FEMA) was on the ground soon after the disaster declaration to provide support as the DNR continued its work and assessed the damage to historic structures. As the extent of the damage became clear, FEMA's regional environmental officer reached out to the National Park Service Midwest Office, the SHPO, the Minnesota Division of Homeland Security and Emergency Management, and the DNR to review the projects and discuss ways to appropriately repair the historic structures. The consulting parties gathered regularly to review and discuss treatment measures to ensure that the historic character of the RDA would not be compromised. This level of engagement, driven by the DNR's plans for repairs and managed by FEMA's environmental review staff, resulted in the timely review of nearly 60 separate grant projects affecting almost half of the structures in the RDA. The consultation process successfully addressed damage to the park's historic resources, preserving an important part of our nation's history. That success allows the park to continue providing opportunities for outdoor recreation as originally envisioned almost 90 years ago. The consulting parties, guided by the requirements of Section 106, preserved St. Croix's place as the best example of RDA design and planning and maintained its collection of architecturally significant Rustic style buildings for the enjoyment of future generations.

Stillwater Lift Bridge and St. Croix River Project

Another example of government partnership occurred in Stillwater, home to the historic Stillwater Lift Bridge, and the proposal for the St. Croix River Crossing project. A proposed new

Figure 26: The St. John's Landing Group Camp Cabin in St. Croix State Park, one of many buildings that was damaged and repaired after straight-line winds on July 1, 2011. Photos by MN DNR

highway bridge to the south of Stillwater, which was the subject of a federal Section 106 review, took the better part of three decades to complete. The project was a complex undertaking that involved two states, seven federal agencies, six state agencies, the Minnesota SHPO, the Wisconsin SHPO, various local, state, and national advocacy groups, as well as the citizens of several communities in the area that would be affected by the construction of a new vehicular river crossing to replace the historic bridge crossing. It is also the largest bridge construction project in Minnesota's history.

Those in favor of a new bridge argued that it was needed to address traffic congestion in downtown Stillwater, most of which is a National Register–listed historic district, and to accommodate growth in western Wisconsin. Environmentalists countered that a new freeway-style bridge would harm the St. Croix River, a federally protected National Wild and Scenic Riverway, and encourage urban sprawl. Preservationists fought to protect the iconic historic Stillwater Lift Bridge, which is listed in the National Register of Historic Places. Constructed in 1931, the bridge has a functional and symbolic connection with downtown Stillwater and is significant as a rare surviving example of vertical-lift highway bridge construction of the Waddell and Harrington type.

After years of project planning, alternatives analysis, stakeholder meetings, a lawsuit, and extensive Section 106 consultation, the new St. Croix Crossing Bridge opened on August 2, 2017. Interstate highway vehicular traffic has been rerouted onto the new bridge, and the historic Stillwater Lift Bridge has been rehabilitated and converted into a bicycle and pedestrian facility. A 4.7-mile bicycle and pedestrian loop trail crosses the St. Croix River at the Stillwater Lift Bridge and the new St. Croix Crossing bridge. The Stillwater Lift Bridge rehabilitation/conversion and the loop trail construction were two of several mitigation measures agreed upon by all signatories to resolve the adverse effects caused by the new bridge construction. The opening of the new bridge in August 2017 was a tremendous success given the history and complexities of the project review.

Environmental Review Program

Following the SHPO's transfer from the Minnesota Historical Society to the Minnesota Department of Administration, the Government Programs and

Compliance unit was renamed the Environmental Review Program (ERP). The ERP Team partnered with the state agency's Continuous Improvement (CI) staff to develop and complete a CI project focused on process improvements and efficiencies, including website updates and communications with stakeholders. From 2012 to 2020, SHPO completed approximately 27,168 reviews: 2,390 were non-federal reviews for state and local projects, and 14 were for properties that have preservation covenants or easements. To help facilitate this work, SHPO maintains 43 Programmatic Agreements and/or Memorandums of Understanding with an array of federal and state agencies.

2012–2021 Plan Goal: *Increase diversity in Minnesota's historic preservation community: Include participants who reflect the breadth of the state's racial/ethnic groups, geography, income levels, and ages.*

Updated Fort Snelling Historic District

Using an Underrepresented Community Grant from the National Park Service, the Fort Snelling Historic District National Register nomination form (originally listed in 1966) is in the final stages of being updated. Preparation of the new nomination, a multiyear effort, has been led by the SHPO's National Register Archaeologist. The new nomination fully recognizes the importance of all people central to the property's history, with particular attention paid to the underrepresented communities of African Americans, American Indians, Japanese Americans, and women.

The Lee House: A Right to Establish a Home

During 2014 the SHPO had the unique and rewarding opportunity to recognize a property significant for its association with civil rights in Minnesota. Arthur and Edith Lee purchased a small home in south Minneapolis in 1931. The young couple was African American, and their new home was in an area that homeowners considered a "white neighborhood." Although the neighborhood did not have restrictive covenants, 400 residents had signed a "gentleman's agreement" with the Eugene Field Neighborhood Association promising not to sell or lease their property to non-Caucasians. Soon after the Lees moved in, many community members tried to force them out of the house, and race riots enveloped the house and neighborhood after the story was printed in local newspapers. The attacks continued for months. Thankfully, the Lees had the National Association for the Advancement of Colored People (NAACP) and Lena Olive Smith, Minnesota's first female African American lawyer, on their side. Smith worked on their behalf to ensure a peaceful resolution, preserving the Lees' civil and property rights. However, the police maintained a presence near the property and escorted the Lees' six-year-old daughter to kindergarten the entire year. The Lees moved out of the house in 1933.

In the early 2000s, Professor Greg Donofrio and his students at the University of Minnesota picked up the effort to honor the Lees. The class researched the history of the house and historic contexts related to school integration, home ownership, civil rights, and media relations. The University of Minnesota's Goldstein Museum of Design also featured an exhibition curated by Donofrio and a consultant as a result of the research: "A Right to Establish a Home." In addition, two Minnesota high school students won a State History Day competition for their exhibit on the Lees: "Racism in Our Hometown: The Arthur Lee Family, Minneapolis (1931)."

Figure 27: Arthur and Edith Lee House, Minneapolis. Photo by Michael Koop

Donofrio's class worked in partnership with the Field Regina Northrop Neighborhood Group to secure a Legacy grant to write a National Register nomination. There wasn't a dry eye during the presentation of the nomination before the State Review Board in May 2014. Arthur and Edith Lee's descendants attended the meeting, along with the most recent owner of the property, 92-year-old Pearl Lindstrom, who spoke about how much it meant to her to be able to honor the Lees by listing the property. The Arthur and Edith Lee House was listed in the National Register on July 11, 2014. Lindstrom passed away in November, just as the SHPO learned the nomination was being featured on the National Park Service's (NPS) National Register website.

Public Archaeology at Kathio National Historic Landmark

In east-central Minnesota, Kathio National Historic Landmark (designated in 1964) commemorates the ancestral homeland of the Mdewakanton Dakota nation and their meeting with French explorers Daniel Greysolon Sieur du Lhut and Father Louis Hennepin in 1679 and 1680, respectively. The landmark encompasses the entirety of Mille Lacs Kathio State Park and a significant portion of the Mille Lacs Band of Ojibwe community. The landmark's rich archaeological and cultural heritage, beautiful natural resources, and public accessibility make it an ideal location for interpretive programs.

Figure 28: Erin Fallon, Mille Lacs Kathio State Park naturalist, leads a voyageur canoe tour of restored wild rice beds in Ogechie Lake, Kathio National Historic Landmark. Photo by David Mather

For many years, the SHPO has collaborated with Minnesota State Parks on public archaeology programs. Recently, the reach of those programs has expanded through collaboration with the Mille Lacs Band of Ojibwe and the Mille Lacs Tribal Historic Preservation Office (THPO), particularly through new programs at the Mille Lacs Indian Museum. Annual or ongoing programs that the SHPO regularly assists with include:

- Public Archaeology research excavations or tours
- Kathio Archaeology Day programs (with the Minnesota Archaeological Society)
- "Snowshoeing into the Past"
- "Canoeing into the Past"

The canoeing programs use two 10-person "voyageur" canoes owned by Mille Lacs Kathio State Park. These programs allow members of the public to experience being on the water without needing to know how to canoe on their own. Guides steer the canoes, leaving room for 18 participants on each trip. The tours are guided by the Mille Lacs Kathio State Park naturalist and the SHPO National Register archaeologist. Tours were held for a Minnesota teacher training workshop and for regular state park and Minnesota Historical Society programs. The canoe programs allow participants to experience the state park in a meaningful way, by getting a sense of the landscape and traditional travel routes. Multiple archaeological sites can be seen from the water and discussed on the tours. Visitors can also witness the return of wild rice to the National Historic Landmark for the first time in at least 40 years. Changes to dams at the outlets of Mille Lacs and Ogechie Lake have allowed the rice to grow again. These were cooperative projects between the Mille Lacs Band of Ojibwe and Minnesota State Parks, and the SHPO assisted with project reviews, along with the Mille Lacs THPO and the US Army Corps of Engineers. Historically, dense stands of wild rice in the outlet lakes provided the staple food source that supported Dakota and, later, Ojibwe villages in the area. Restoration of the wild rice beds is a significant enhancement of the historical integrity of the National Historic Landmark as a whole.

Figure 29: Northern Bedrock Historic Preservation Corps, with assistance from Ray Stenglein of Environmental Associates Inc., repaired the masonry stairs at Riverside Park, St. Cloud. Photo by Ann Marie Johnson

2012–2021 Plan Goal: *Lead the way: Develop leaders at all levels to strengthen Minnesota's preservation network.*

Partnering for Preservation

Three partnerships that occurred when the SHPO was located at the Minnesota Historical Society (MNHS) and continue today under the stewardship of MNHS demonstrate the benefits of collaborating with stakeholders to advance preservation. These partnerships are described below.

Rethos Places Reimagined Education

In 2014, through an MNHS Legacy Partnership Grant, the SHPO worked with Rethos Places Reimagined (formally Preservation Alliance of Minnesota) to launch Cornerstone (now PAM Education), a preservation education initiative. The statewide program developed a training series for homeowners, realtors, community members, and professionals in fields that frequently interact with historic buildings and districts. Dozens of classes led by expert instructors including SHPO staff have been held for over 4,500 students on topics including window, plaster, and porch repair; Arts and Crafts stenciling; and understanding historic tax credits.

Northern Bedrock Historic Preservation Corps

The second partnership involved working to establish the Northern Bedrock Historic Preservation Corps, a Duluth-based nonprofit whose mission is to develop an enduring workforce and life skills through service learning in historic preservation and community stewardship. Corps members receive basic training followed by significant hands-on experience and mentoring from specialists in the field. Northern Bedrock trains young adults while addressing the preservation needs of historic structures and landscapes across the state, ranging from historic barns and log Civilian Conservation Corps (CCC) buildings to cemeteries. Each Northern Bedrock field season has seen an increase in capacity, with three crews working hitches on sites from Grand Portage to

Thief River Falls to Hastings. In 2018 alone corps members completed over 14,000 service hours of historic preservation for 21 organizations throughout the state, working on 23 historic structures, making repairs in eight cemeteries, and surveying five archaeological sites.

Main Street Program Returns to Minnesota

The Main Street program was relaunched in 2010 in a partnership with Rethos Places Reimagined (formally Preservation Alliance of Minnesota). Using Legacy grants and other funds, the program has grown steadily so that today it has 20 Designated Main Street and Network Communities. Minnesota Main Street promotes downtown vitality by leveraging communities' existing assets: people, businesses, places, and unique stories. Since 2010 the program has helped build stronger communities through preservation-based economic development. For every $1 spent running a local Main Street program, $26 are reinvested in the community's district. Reinvestment in Minnesota's Main Street districts has resulted in the following:

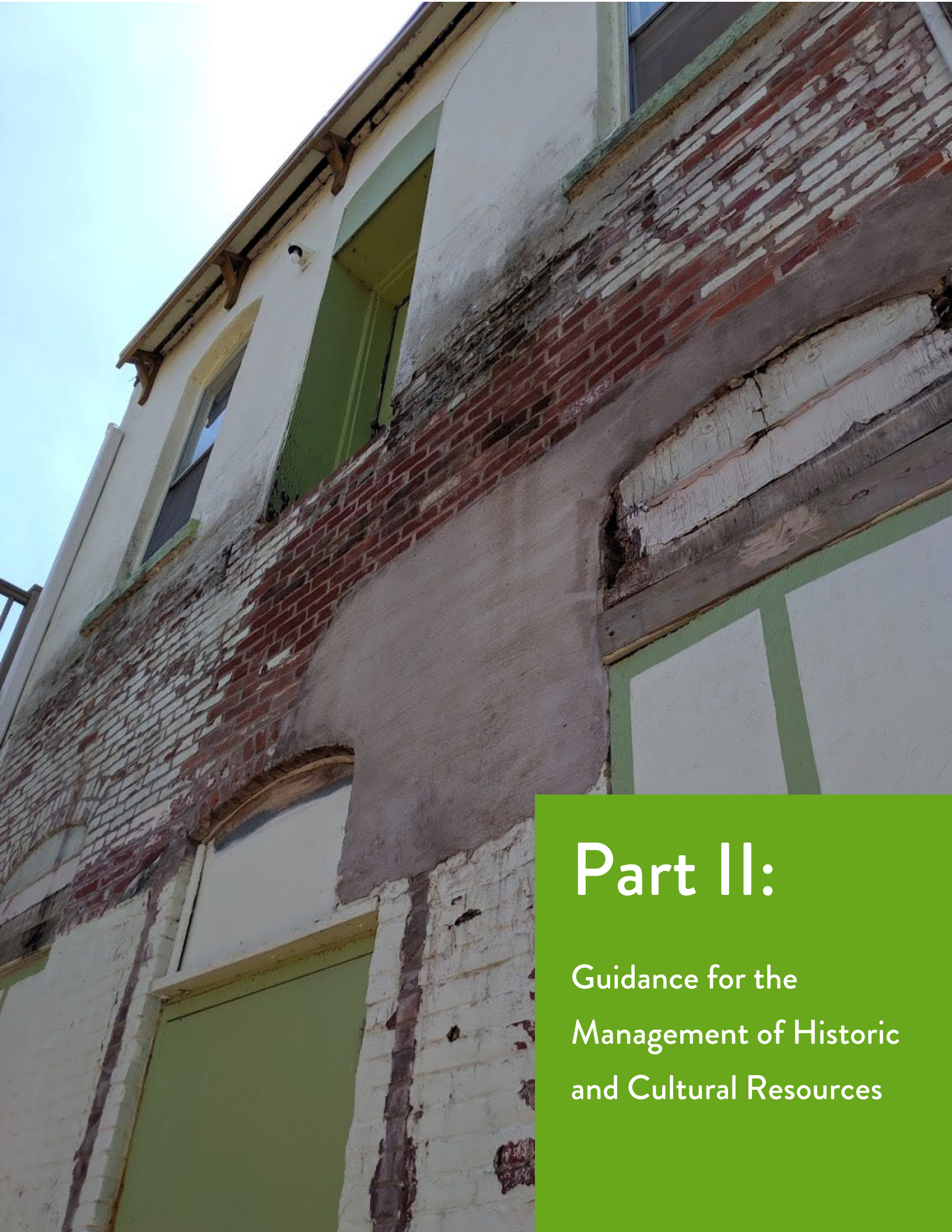
- 889 new jobs created
- $99,781,477 in private downtown investment
- $38,320,605 in public downtown investment
- 627 building rehabilitation projects
- 159 new small businesses and expansions
- 48,055 volunteer hours contributed

Communication with Elected Officials

SHPO staff and others participate each year in National Historic Preservation Advocacy Week by meeting in Washington, DC, with members of the Minnesota congressional delegation. Senators and representatives are educated about preservation success stories in their districts, the benefits of preservation to their communities, economic impacts of preservation including the historic tax credit program, and the importance of the work of the State Historic Preservation Office. The SHPO also notifies local elected officials when a property is listed in the National Register to ensure they are aware of the significant historic properties located in their communities.

Figure 30: Northfield is one of Minnesota's 12 Designated Main Street Communities. Photo by Michael Koop

In addition, various preservation partners, including Rethos, MNHS, the Minnesota History Coalition, and other history organizations have advocated on the state level for policy and funding for historic preservation and history activities.



Part II:

Guidance for the Management of Historic and Cultural Resources

GOAL 1: Facilitate Connections and Cultivate Partnerships

Figure 31: Site visit to the freighter William A. Irvin *during repair, Superior, Wisconsin, summer 2019*

The National Historic Preservation Act, which was passed in 1966 and later amended, establishes a framework of identifying and recognizing properties worthy of preservation, sharing historic property information, and protecting historic resources that may be impacted by government agencies and their work. The intent of historic preservation policy, not dissimilar to other federal and state environmental laws enacted in the 1960s and early 1970s, is to ensure public participation and accountability in governmental decision-making. The intent is often forgotten and overshadowed by perceptions of looming bureaucracy that is either too stringent in its requirements or detrimental to meaningful public engagement and governmental decision-making.

Each year, significant historic and cultural resources are protected on behalf of Minnesota's citizens when thousands of projects, activities, and programs are reviewed by local, state, and federal agencies for effects on historic resources. This Goal seeks to position historic preservation in an even more meaningful role in the review process by working collaboratively with affected stakeholders to integrate preservation more fully into foundational decision-making processes and planning. Advancing the Objectives and Actions under this Goal will help achieve other desired outcomes described in this Plan by incorporating historic preservation into a wider variety of planning and regulatory conversations.

Even in this digital age of instantaneous information and social media connectivity, there remains a disconnect among historic preservation stakeholders, decision-makers, and the interested public. Individuals who work primarily in the field of

historic preservation typically know how to identify and engage with other preservation organizations and governmental agencies. However, preservation practitioners often struggle to meaningfully connect and engage with the general public, including individuals and groups who may have an interest in identifying and preserving historic properties. Even when the concept of "historic preservation" successfully appeals to an individual or organization, they may still struggle to understand how to identify, preserve, and protect the properties they see as worthy of preservation.

Overcoming the barriers that historic preservation standards and regulations present has been and continues to be a challenge. Preservation practitioners need to work within the inherent flexibility of these standards and regulations to break down barriers, so that all communities can access preservation programs. For individuals and organizations trying to identify and preserve their historic properties, the historic preservation realm can be difficult to break into and the path to recognition is sometimes daunting. With governmental agencies, the regulations may be misunderstood and, as such, are often approached as a "check off" aspect of environmental review and a hindrance to economic development.

When Minnesotans were asked to share their top threats to historic preservation, 55% of the respondents chose "low lawmaker interest in historic preservation."

—2020 Plan Survey

The disconnect among these groups presents an inherent threat to historic properties. Conflicting goals arise among the public's desires, stakeholders' policies, program needs, and historic preservation. For instance, there are often challenges in balancing programmatic needs (e.g., providing affordable housing or keeping historic buildings functional on college campuses) with preservation goals.

What appears to be a lack of public interest may be the result of individuals and organizations who recognize the significance of historic properties to their communities but do not know how to engage with governmental decision-makers or funders. For example, as part of environmental review for public projects, governmental agencies make decisions in consultation with requisite historic preservation organizations (the State Historic Preservation Office, tribes, Heritage Preservation Commissions) but do not adequately engage the public in this process. Truly engaging the public during consultation on a project more completely fulfills the intent of the National Historic Preservation Act. Public consultation and engagement can involve everything from identification of a historic resource to assessment of effects on historic properties to mitigation for the loss of historic properties.

Stakeholders said there are opportunities for traditional preservation organizations to step out of their comfort zone to work with arts organizations, economic development organizations, and others they might not traditionally view as potential allies.

The future of preservation depends greatly on our ability to encourage the support and active participation of a broad spectrum of people. The resources to accomplish preservation efforts are always limited. Support is needed in areas such as policy and program development, along with initiatives to inform and train special interest groups. It is important to build capacity for the future by engaging and educating a more diverse cross section of the population and, in doing so, to

gain widespread support for historic preservation. Welcoming broader and more diverse participation in preservation may help address threats stemming from misunderstandings, lack of information, organizational differences, diverse perspectives, and competing priorities. Preservation can fully access the advantages of relationships by continuing to seek out collaborations between preservation organizations and other entities—including those that are not directly involved in preservation.

Building long-lasting partnerships allows organizations to cooperate not only on singular specific projects but on larger long-term common goals. Historic preservation is naturally compatible with other community values and revitalization strategies. When combined, these strategies become even more powerful tools for preserving and using historic resources and enhancing community assets.

Forming unique partnerships has the potential to fuel innovation in all fields. A tangible example of how powerful cross-disciplinary partnerships can work is the creation of the Minnesota Historical and Cultural Heritage Grants program—popularly known as Legacy grants. Arts, history, cultural, and environmental advocates found commonalities and joined together to make the case that a state fund could help achieve measurable and lasting impacts within Minnesota. This state-funded grant program is made possible by the Arts and Cultural Heritage Fund using sales tax revenue resulting from the Clean Water, Land and Legacy Amendment created through the vote of Minnesotans in 2008. Another example of interagency cooperation and partnership resulting in a positive outcome is the work that occurred to save the historic resources at St. Croix State Park (a National Historic Landmark) after straight-line winds over 100 miles per hour tore through the park in 2011. The State Historic Preservation Office (SHPO) worked with the Federal Emergency Management Agency (FEMA), the Minnesota Department of Natural Resources (DNR), and the Minnesota Division of Homeland Security and Emergency Management to assess damage to buildings, roads, and trails. The consulting agencies met regularly and collaborated to ensure the character of the park's historic and cultural resources would be protected.

Throughout the history of preservation, the field has been uniquely positioned to bridge organizational divides and be at the center guiding collective decision-making. This Plan seeks to facilitate connections and cultivate partnerships through the following Goal, Objectives, and Actions:

GOAL 1: Facilitate Connections and Cultivate Partnerships

Organizations throughout the state are encouraged to incorporate the Goals, Objectives, and Actions of the Statewide Historic Preservation Plan into their ongoing work plans.

Objective 1: Foster, strengthen, and expand relationships among and with communities and groups throughout Minnesota

Actions:

a. Continue to identify partners and advocates

b. Form relationships and develop partnerships with and among underrepresented communities and groups statewide; seek new partnerships that have not traditionally been included in the benefits of preservation
c. Make connections with new groups, including professional organizations and special interest groups
d. Form partnerships that result in advocacy for ongoing financial support and future development of meaningful financial incentives
e. Expand geographic outreach efforts to underserved areas
f. Foster communication between local jurisdictions and tribes during project planning and environmental review, particularly for proposed development in sensitive areas, such as lakeshores
g. Strengthen and expand existing relationships with Tribal Historic Preservation Offices (THPOs) and tribal communities
h. Establish a program to support an annual gathering of THPOs and tribal cultural resources staff to discuss issues related to proposed projects and information sharing

Objective 2: Increase knowledge of and build support for historic preservation among government officials

Actions:

a. Provide legislators and elected and appointed officials with actionable information on the positive impacts of preservation projects within their districts and communities
b. Provide simple guidance, self-training options, and virtual technical assistance in lieu of face-to-face meetings
c. Encourage and support governments at the municipal, county, and state levels to preserve publicly owned historic properties
d. Support Minnesotans' efforts to become engaged in local, state, and national preservation advocacy initiatives
e. Assist Minnesota's Heritage Preservation Commissions (HPCs) and Certified Local Governments (CLGs) to strengthen their preservation programs and equip them with tools to address current challenges and improve the HPC-CLG information-sharing network
f. Encourage governments at the municipal, county, and state levels to consider the impact that statutes, local codes, zoning, policies, and procedures may have on preservation projects

Objective 3: Clarify and coordinate roles to improve preservation outcomes

Actions:

a. Clarify the roles and responsibilities of federal, state, and local agencies to more fully integrate historic preservation into decision-making processes
b. Collaborate with stakeholders to review and update policies that address the intent behind historic preservation laws to identify ways to improve collaboration, coordination, and the execution of such policies
c. Utilize available digital applications to the fullest extent in providing best practice examples, templates, and other technical resources to cities, counties, and agencies at all levels to incorporate historic and cultural resource management planning into their procedures
d. Identify appropriate means and methods to address historic preservation regulatory education and training needs
e. Establish a broad consortium of historic and cultural resource professionals and non-preservation professionals to support their environmental review roles regarding preservation

GOAL 2: Expand and Share Information, Skills, and Access

Figure 32: Mobile workshop, "Masonry: How to Repair Historic Stonework," by John Speweik during the PreserveMN Conference, Lanesboro, 2013. Photo by Michael Koop

Today there are countless ways to communicate and share information—from real-time social media posts to on-demand training—and people are accustomed to the ease of information access. So why, when asked, did 42% of Minnesotans surveyed respond that increased access to historic preservation information would help them be more active in historic preservation?[17] It could be because history is being made every day and our understanding of context, significance, and compatible treatments must grow and evolve along with the passing of time.

Expanding how and what historic preservation information and stories are shared has the power to advance preservation understanding, trust, participation, and overall outcomes. Building and maintaining strong partnerships requires solid foundations, rooted in communication and information sharing. As the state's demographics change, enhancing our understanding of all Minnesotans' perspectives improves the delivery of historic preservation information. A better understanding of the process and challenges faced by all builds trust in the work and reduces skepticism, which can lead to amenable resolutions.

Sharing clear information about how preservation is applicable to all Minnesotans can create stronger ambassadors and boost public engagement. Innovative methods to reach new audiences have not yet been fully utilized to disseminate information about what historic preservation is, including the little-known fact that preservation is a proven tool for economic development. An ongoing challenge will be to capture and engage the attention of younger demographic groups (millennials and Gen Z) that are replacing the baby

[17] Minnesota Management Analysis and Development (MAD), "Statewide Historic Preservation Plan 2020–2030—Summary of Partner and Stakeholder Input," June 30, 2020.

boom generation. This engagement will require being mindful of their perceptions of historic preservation, preferences for technology-driven sources for information and communication, desires for connectivity and mobility, willingness to approach problems in nontraditional ways, and appreciation of authentic places and experiences.

Communication, education, and social interaction occur differently than they did as recently as a decade ago. Getting the preservation message out to existing and new preservation audiences is essential to building support and keeping individuals and organizations engaged in preservation issues and topics. Today the preservation ethic is entwined with other social topics and movements, including environmental sustainability, local food production, and even outdoor recreation and travel. This Goal strives to use effective communication tools in order to capture people's interest in Minnesota's history and make clear the relevance of historic preservation in their lives.

Like other environmental movements, historic preservation can be experienced as both a personal effort and a policy-led endeavor. Ultimately, the goal is to preserve, recognize, and care for those places that matter. The foundation that supports these movements is the same: an awareness and knowledge of the historic resources in our communities. This knowledge is held in preservation planning documents, in historical society archives, in city planning departments, and in the public consciousness. However, access to this knowledge can be limited for myriad reasons, including physical and language barriers or a lack of digital material or because the stories have not been recorded.

Preservation planning calls for recording stories and histories through historic context development. Creating historic contexts is the first step to understanding the resources that surround us and is one of the most efficient ways we have to recognize a greater diversity of properties. The engagement process for this Plan identified the need to broaden our understanding and interpretation to include a greater variety of historic resources that represent Minnesota's rich history and culture, and the need to include underrepresented groups—such as American Indian nations, communities of color, and refugees and immigrants—in our work. Increasing the understanding of new historic contexts and resources and then sharing that information can assist in making informed decisions about the treatment of historic and cultural resources.

Expanding the breadth of information on existing and emerging historic resources, along with improving the delivery of that information, supports the retention and celebration of the places that matter. According to survey and engagement results completed as part of this statewide planning effort, there is simply not enough preservation information available in Minnesota to properly locate and understand potential historic resources. Fifty-one percent of the survey respondents chose "a lack of understanding of existing and potential resources" as one of their top five threats to historic preservation. While we live our lives in and around the built environment, it can often take a single event—the demolition of a beloved building or loss of a landscape, for instance—to help us see the value of the older properties that surround us. Expanding capacity to identify, evaluate, and designate historic resources increases the likelihood that broader and more diverse contexts and resources can be identified, considered, celebrated, and protected. Sharing this information increases awareness of and appreciation for historic and cultural resources.

While gaps in public knowledge can lead to misunderstandings about the role of preservation, there is also a need for trades training along with

higher and continuing education. A lack of preservation education and training is a barrier to successful historic preservation activities. The engagement survey showed that a majority of design professionals felt that more preservation-based continuing education opportunities would help them be prepared to work on preservation projects, and they felt that integrating preservation into university-level design studies and studios would help preservation efforts statewide. According to 70% of respondents, the pathway into preservation trade professions could be better supported through preservation-focused technical and training programs. Another 64% said working tradespeople could use more workshops and hands-on training sessions. The 2020 Associated General Contractors–Autodesk Workforce Survey reported that 46% of firms in Minnesota had unfilled hourly craft positions.[18] This survey illustrates the importance of recruiting and training new tradespeople to work on the state's historic resources.

Municipalities and entities engaged in historic preservation could benefit from technical assistance and training, such as easier access to design standards, criteria to evaluate sites, foundational documents like historic context studies, and other research to identify and preserve historic and cultural resources. Providing high-quality and relevant education for local elected officials, governing bodies, nonprofits, Heritage Preservation Commissions, and Certified Local Governments is critical. Education empowers local communities and nonprofit entities engaged in preservation to make knowledgeable decisions about the treatment of their historic resources.

The opportunities to increase awareness and generate interest through education of and technical assistance to the general public was highlighted through the engagement process; respondents suggested the need for more hands-on experiences to allow people to experience historic sites more fully. Telling the stories associated with historic assets can help a community better understand why preserving those assets is important.

The future of preservation depends greatly on our ability to encourage the support and active participation of a broad spectrum of people in the community. Many of the tools needed to support participation already exist, including online information and training resources, social media platforms, and traditional approaches such as hands-on education. A first step in achieving the Objectives for this Goal is to take advantage of the existing tools and then explore new options and platforms for delivering information. Increasing access to existing resources is another step in this process. This includes raising awareness of existing tools and simplifying the processes to access resources and materials. By sharing information and increasing awareness, we can demonstrate to Minnesotans that historic preservation is socially and financially beneficial and worthwhile.

This Plan seeks to expand and share information, skills, and access through the following Goal, Objectives, and Actions:

[18] Associated General Contractors of America, "The Economic Impact of Construction in the United States and Minnesota," September 2020, https://www.agc.org/sites/default/files/Files/Construction%20Data/MN.pdf.

GOAL 2: Expand and Share Information, Skills, and Access

Organizations throughout the state are encouraged to incorporate the Goals, Objectives, and Actions of the Statewide Historic Preservation Plan into their ongoing work plans.

Objective 1: Increase capacity for the identification, evaluation, and designation of historic resources

Actions:

a. Develop standardized methods, consistent language, and guidelines to record information accurately
b. Educate the public about the benefits of historic contexts and encourage a broader range of partners for initiating development of contexts
c. Encourage development of new and updates to existing historic contexts
d. Conduct surveys of historic resources statewide
e. Explore nontraditional means to gather survey information by incorporating preservation into existing partner planning and related data-gathering efforts, such as mitigation plans and assessment surveys
f. Initiate preparation of new and updates to existing designations of properties to the National Register of Historic Places
g. Encourage engagement with communities to define their important places and spaces
h. Encourage identification and protection of historic and archaeological sites, cultural landscapes, traditional cultural properties, and sacred sites throughout Minnesota (on and off tribal lands), including on federal lands
i. Develop context studies, conduct surveys, and complete evaluations of traditional cultural properties and landscapes proactively led by and in consultation with Minnesota tribes and those with ancestral presence in Minnesota
j. Initiate planning and consultation with Minnesota Tribal Historic Preservation Offices (THPOs), tribal cultural resources staff, and others to identify a platform and protocols for protecting and sharing sensitive cultural resource data collected by/for THPOs and tribal cultural resources staff

Objective 2: Improve and expand delivery of preservation information

Actions:

a. Encourage the use of technology to digitize, retain, and share information
b. Develop and streamline new pathways for disseminating information
c. Redesign existing digital communication to improve online presence and provide greater access to information
d. Broaden community outreach and education through new programming and curriculum development
e. Develop a geospatial integrated database of the Statewide Inventory of historic resources
f. Continue development of an interdisciplinary, interconnected, and accessible shared digital data system among the State Historic Preservation Office, the Office of the State Archaeologist, the Minnesota Indian Affairs Council, and other potential partners

Objective 3: Develop public outreach methods to reach new participants and nontraditional audiences

Actions:

a. Meet people in their local community, use plain language, and be active listeners
b. Increase capacity to mentor new participants in preservation programs
c. Reinforce links to and relationships with groups and partners who may not see their work as being directly related to historic preservation
d. Utilize existing platforms (such as Minnesota Digital Library, CollectiveAccess, MNopedia, etc.) to aid in sharing information and knowledge

Objective 4: Increase awareness and understanding of historic preservation programs, activities, and benefits for new and existing audiences

Actions:

a. Articulate connections between community-valued places and historic preservation
b. Assess existing programs and activities to identify new programming needs or improvements
c. Perform more data analysis of resources and preservation activity throughout the state to better identify gaps in information and education
d. Increase resources dedicated to understanding current outreach and education needs
e. Develop multiple formats to create a wider spectrum of learning and teaching opportunities
f. Support development of learning resources and curriculum that increases the knowledge needed to work with historic and cultural resources

GOAL 3: Develop Proactive Strategies That Advance Equity, Expand Access, Increase Diversity, and Foster Inclusion

Figure 33: Tile installation, Pillsbury A Mill, Minneapolis. Photo by Catherine Sandlund

The voices, stories, and perspectives of people from diverse backgrounds must be included in the processes that document and protect places of cultural and historical significance. The May 2020 murder of George Floyd while in police custody in Minneapolis heightened conversations about the urgent need to rectify disparities in how Black people, Indigenous people, and people of color are treated and valued. A memorial that sprang up organically at the intersection where Floyd died continues to draw mourners from across the country and globe and underscores the importance of place in our collective memory. The field of historic preservation is increasingly aware that it is time to tell the stories of Minnesota's underrepresented communities and shed light on the places that bear witness to those narratives.

The principles of diversity, equity, and inclusion are key preservation values. Welcoming more diverse participants in historic preservation—those who reflect the demographics of Minnesota, based on race, gender, ability, ethnicity, sexuality, etc.—is a step toward achieving these principles. Creating fair access to the same opportunities while acknowledging the barriers and privileges that exist for some groups leads to more equitable outcomes. Inclusion goes a step further to intentionally value and engage with people who have traditionally been excluded or ignored. Some of these groups include people of color, people with disabilities, Indigenous people, members of the LGBTQ community, immigrant communities, and even residents of rural areas.

Successfully addressing the Objectives and Actions under this Goal will help tell a broader, more complete story about Minnesota's past, even if some of those truths may be painful. By rejecting polarized thinking and instead developing greater capacity to consider complex and sometimes disparate ideas simultaneously, we can move closer to meeting the challenges of preserving our shared and individual histories.

Minnesota's racial demographics continue to shift. Historically, the land within the state's current boundaries was occupied by indigenous people—

primarily Dakota and Ojibwe. Native history in Minnesota extends back at least 13,000 years. Thus, the period from the establishment of Minnesota Territory in 1849 to the present accounts for only 1.3% of Minnesota's human history. Treaties in the mid-nineteenth century opened vast areas of land to white settlements. By 1853, within the future state's land area the number of immigrants of European ancestry exceeded that of the American Indian population for the first time. Today, the number of people of color in Minnesota is growing at a faster rate than the white population.[19] In 2020, 32% of the state's youngest residents (0–4 years) were people of color, compared to only 6% of people over 65.[20] In planning for the future of historic preservation in the state, current decision-makers must identify, preserve, and interpret the cultural heritage of today's youth. A belief held by many American Indian tribes is that the current generation must consider the impact of its actions on those who come after it—and to the seventh generation into the future.

In the field of historic preservation, more diversity in staffing and leadership—both professional and volunteer—is needed. Preservation organizations can examine and adjust long-standing policies and outreach efforts to become more inclusive. High educational standards and relatively modest salaries for professionals in the field act as a barrier and disincentivize participation. In addition, traditional channels for announcing scholarships, job postings, and volunteer opportunities may not reach underrepresented communities. One survey respondent for this Plan said: "The murder of George Floyd and the way the community responded by taking charge of the memorial space and caring for one another there reminded me of the power of place and the power of every choice we professionals make in what to preserve. If our profession lacks diversity, we will continue to fail whole groups of people by undervaluing their spaces and experiences simply because we are less exposed to those spaces and people. We must respond to this call to action."

Lack of both funding and staffing in the preservation departments of many nonprofits and government agencies makes it challenging to conduct proactive outreach, which leads to default work tasks and reactionary responses to traditional inputs. Additionally, preservation planning efforts are often determined by the particular project's funding, goals, and design. For some communities, invitations to participate in preservation discussions may go unheeded and be considered less of a priority in the face of critical issues such as food and housing insecurities, access to jobs and affordable health care, and social injustices.

Traditionally, historic preservation has focused on designating and preserving buildings and structures often noted for their distinctive characteristics—such as architectural or engineering excellence (Criterion C for evaluating the eligibility of a property for the National Register of Historic Places). Properties of underrepresented communities may not be as readily recognized for either their archaeological significance or their important associations with events or individuals. For this reason, these properties may experience damage to archaeological resources, physical alterations, deferred maintenance, and incompatible replacement materials that threaten

[19] Minnesota State Demographic Center, "Data by Topic: Our Projections," https://mn.gov/admin/demography/data-by-topic/population-data/our-projections/.

[20] Minnesota Compass, "Minnesota's Population: All Minnesotans," https://www.mncompass.org/topics/demographics.

the property's ability to convey its historic significance—if it survives at all.

Disinvestment in a building, community, or neighborhood can lead to demolition as a solution to perceived blight. Too often, public and nonprofit entities charged with building rehabilitation and redevelopment fail to engage with the community or conduct adequate research that would uncover hidden histories. Without this historic research and broad engagement, few properties that are historically significant to currently underrepresented communities are identified. Without historic contexts and other tools to identify these properties, they may be overlooked and left unprotected by federal, state, or local historic preservation laws. Often federal funds are used to provide expedient fixes to older properties, such as the replacement of original components with incompatible materials, that, ultimately, degrade the property's historic value. The possibility of archaeological resources being present in locations of proposed ground-disturbing projects is not often considered. Moreover, large-scale projects can threaten sacred and cultural landscapes, such as wild rice areas. Greenfield developments on urban fringes often create visual or audible impacts on undocumented sites related to American Indian history. Ongoing compromise and loss of potentially historic places make efforts to identify properties associated with underrepresented communities even more imperative.

Yet, sharing previously untold stories can bring about fear and resistance, for various reasons. In some communities, there is concern that historic designation of a single property or a whole district will lead to regulations that place an undue financial burden on low- to moderate-income owners trying to maintain their property. Property owners assume they will be required to make repairs at a higher standard than they can afford. Some people believe that a neighborhood recognized as historic may attract better-off buyers and encourage more investment, resulting in gentrification and increasing prices, rents, and taxes that force out lower-income residents. While studies show that this outcome is not always the case, particularly when incentives, tax breaks, and other tools are employed, more work can be done to create policies and procedures that support retaining affordability in historic neighborhoods.

In providing input for this Plan, some of the public survey respondents emphasized that the work to make space for new voices to be heard should not alienate the traditional proponents of historic preservation. These comments illustrate that some residents fear that bringing to light stories of underrepresented communities may erase or detract from the work of telling the long-established history of European settlement in Minnesota.

This Plan emphasizes the importance of relationship building to foster communication and trust among individuals and organizations. The first step is to identify underrepresented groups and understand the ways in which they may prefer to engage or lead, which may be different from the way preservation engagement and leadership has happened in the past (e.g., workshops, conferences, organization newsletters, on-site visits, or walking tours).

More direct input is needed from diverse communities to understand the places they value and the narratives they want to express. Historical documentation may be sparse or not easily found; therefore, oral histories should be included in the research when possible. In addition, the role of intangible cultural heritage—traditions like skills and practices, inherited from ancestors or brought to the state from other countries—needs to be acknowledged.

Preservation planning must include strategies to create context studies and to identify, evaluate, register, and protect properties associated with underrepresented communities. Older National Register of Historic Places (NRHP) nominations, as well as some local landmark designations, should be updated to include a more comprehensive history. In addition, inventory data from the original 1980s statewide survey of historic structures needs to be updated for many of Minnesota's urban and rural communities. These strategies, among others, will help us recognize the breadth of our history.

Many survey respondents for this Plan expressed the desire for more education and interpretation about places important to the state's diverse population, particularly about places associated with Minnesota's American Indian tribal communities.

Historic buildings, sites, landscapes, monuments, and structures are the tangible evidence that help us to share our stories with one another. This Plan seeks to develop proactive strategies that advance equity, expand access, increase diversity, and foster inclusion through the following Goal, Objectives, and Actions:

GOAL 3: Develop Proactive Strategies That Advance Equity, Expand Access, Increase Diversity, and Foster Inclusion

Organizations throughout the state are encouraged to incorporate the Goals, Objectives, and Actions of the Statewide Historic Preservation Plan into their ongoing work plans.

Objective 1: Focus on inclusive preservation planning that reflects diverse communities and experiences and respects all communities' goals and visions for their future so that all can share in the benefits

Actions:

a. Identify historically underrepresented communities in preservation planning and ensure they are included in future efforts
b. Include diversity, equity, and inclusion initiatives in future planning efforts
c. Empower planning bodies to adopt historic preservation practices and policies that are inclusive, address persistent inequities, support diversity, and focus on equitable outcomes

Objective 2: Increase representation and recognition of places important to diverse communities

Actions:

a. Expand efforts to identify and evaluate resources associated with underrepresented communities
b. Encourage development of historic contexts by and for underrepresented communities
c. Increase National Register listings and local landmark designations of resources associated with underrepresented communities
d. Encourage development of new and updates to existing historic contexts that share a broader, more inclusive story
e. Update existing designations of properties to the National Register of Historic Places that share a broader, more inclusive story; improve access to this information

f. Acknowledge the importance of intangible cultural heritage

Objective 3: Work to better understand, measure, document, and address inequities in the preservation field, education, and hiring practices

Actions:

a. Identify key metrics necessary to understand inequities
b. Prioritize robust data collection that facilitates analysis of disparities
c. Foster and prioritize organizational expertise, capacity, and funding needed to address inequities and make meaningful changes
d. Create and support education and employment pipelines in preservation professions for traditionally underrepresented groups

Objective 4: Engage a more diverse audience; listen to better identify, understand, and address broader perspectives

Actions:

a. Reduce barriers to participation in preservation
b. Recognize that preservation work can intersect with difficult and often painful histories
c. Encourage culturally appropriate and inclusive education and training opportunities

Objective 5: Acknowledge that achieving equity and diversity goals will require transformation, responsiveness to change, and a recognition of the role of unconscious bias

Actions:

a. Reach a shared understanding of the historical role of preservation in creating and maintaining inequities
b. Develop and employ equity tools to inform decisions when considering new policies, programs, or proposals; utilize those equity tools to examine current practices, policies, and procedures
c. Encourage and support diverse Minnesota voices to be heard at the federal level during funding, standards development, policy setting, and other actions that impact preservation

GOAL 4: Promote Economic Benefits and Inspire Innovative Financial Opportunities

Figure 34: Storefront being renovated, Historic Baker Importing Company Building at 212 North Second Street, Minneapolis. Photo by Catherine Sandlund

As Tom Mayes explores in the book *Why Old Places Matter*, "Old places support a sound, sustainable, and vibrant economy that also fulfills deeper human needs of continuity, identity, belonging, and beauty." Historic places are important, and they help define the rich and varied stories of Minnesota's past. Because of their uniqueness, historic resources help to create a sense of continuity that encourages people to invest in and preserve the history of their community. While sentiment plays a significant role in grounding residents to their community, there are also economic reasons that make a sense of place important.

The economic impact of historic and cultural preservation has been the subject of multiple studies, articles, and reports for at least 40 years.

The findings of all these writings share similar results: historic preservation leads to significant positive economic impacts, including job creation, increased property values, and heritage tourism.

Many survey respondents to this Plan noted the importance of historic preservation for economic vitality and providing solutions in community and economic revitalization efforts. Unsurprisingly, in outreach efforts for this Plan funding was identified as one of the top threats as well as one of the top needs. Stakeholders noted that they believe the cost of preservation and limited funding opportunities are obstacles that contribute to low support for preservation. While certain preservation activities can have larger up-front costs, those initial costs can create a perception of greater expense for all preservation activities—such as purchasing specialized materials to maintain historic buildings and improving accessibility for Americans with Disabilities Act (ADA) compliance. Both real and perceived costs of preservation create barriers and challenges for developers, property owners, and others. For public officials in smaller cities, the cost, along with limited financial opportunities, adds to resource constraints that curb their ability to prioritize preservation. In addition, a lack of understanding about how grants and historic tax credits could assist in rehabilitation, as well as inexperience navigating the processes to access such financial assistance, may limit preservation efforts. For organizations that work in preservation, overhead and administrative costs impact their efforts, including the ability to attract staff, maintain properties, and provide support to partners and others—especially those associated with underrepresented communities.

Given both the real and perceived higher costs, preservation is often cited as a barrier; however, opportunities exist to counter perceptions by explaining and emphasizing the economic benefits of preservation.

Minnesota has benefited from several federal grants and tax incentive programs that further preservation activities, such as identification and rehabilitation of historic resources. Most notable are the Historic Preservation Fund (HPF), administered by the National Park Service, and the Federal Historic Preservation Tax Incentives Program. The HPF is the main source for funding the nation's historic preservation program and supports all of the State Historic Preservation Offices (SHPOs), the Tribal Historic Preservation Offices (THPOs), and territories to carry out their mandated responsibilities. The HPF also offers annual competitive grants to the SHPOs and other eligible applicants, such as for underrepresented communities, resources that have national-level significance, and revitalization in rural and midsize communities. The SHPO has not always had the capacity to take advantage of these grants, nor support other eligible applicants in Minnesota.

A provision of the HPF for the SHPOs requires 10% of the federal funds to pass through to Certified Local Governments (CLGs) with Heritage Preservation Commissions whose local preservation programs utilize federal preservation standards and guidelines. The SHPO offers an annual competitive grant program that supports identification, designation, planning, and education activities. The City of Wabasha, for instance, produced a series of four walking tour brochures that highlight its historic landmarks. While grant amounts remain small and CLGs often don't have the capacity to apply for and manage grants, they also struggle with obtaining a local match to leverage the federal funds.

The nation's most effective program to promote historic preservation and community revitalization through historic rehabilitation is the Federal Historic Preservation Tax Incentives Program, which, as a financial resource, helps encourage preservation. This program, administered by the National Park

Service in partnership with the State Historic Preservation Offices and the Internal Revenue Service, was first enacted in 1978 and made permanent in the tax code in 1986. It attracts private capital to revitalize often abandoned and underperforming properties and generates new economic activity by leveraging private dollars to preserve historic buildings. By 2019 the program had leveraged over $109.18 billion in private investment, spurring the rehabilitation of over 46,000 historic properties across the country.[21]

Minnesota's previous preservation plan, *A New Season: Preservation Plan for Minnesota's Historic Properties 2012–2017,* introduced two new actions that Minnesotans and lawmakers took to "ensure that preservation of the state's historic and cultural resources would be long-lasting." One action became the Arts and Cultural Heritage Fund, which provides funding to the Minnesota Historical and Cultural Heritage Grants (MHCHG), also known as Legacy grants. The other action resulted in the creation of the Minnesota Historic Structure Rehabilitation Tax Credit. Minnesota voters created a 3/8-cent sales tax by approving the Clean Water, Land and Legacy Amendment in 2008. The MHCHG is aimed at preserving Minnesota's history and cultural heritage and receives 19.75% of overall Legacy funding.[22]

The Minnesota Historical Society (MNHS) administers the MHCHG and reports annually on how the funds are distributed through the various programs and their impact. Since the program began, 2,801 grants have totaled more than $58 million and 75 of the 87 counties have received $100,000 or more. While the Legacy program has made a substantial impact on history work in Minnesota, there is always a need for more granting programs— especially those specifically created for preservation work. The SHPO's move from the MNHS in 2018 resulted in a loss of non-MHCHG financial resources and endowments that might have been targeted for historic preservation educational programming and building capacity with SHPO partners and stakeholders. While many SHPOs nationwide offer various grants to support the preservation of historic resources like private homes and barns, Minnesota has no grants other than those provided by the Certified Local Government program. Some respondents to this Plan's public survey saw opportunities for the creation of a long-term sustained funding mechanism dedicated to historic preservation, such as leveraging the state capital budget or increasing grants from the Legacy Fund. Recently, SHPO was added as a member of the oversight board for disbursing funds through the Statewide Survey of Historical and Archaeological Sites, joining MNHS, the Minnesota Indian Affairs Council, and the Office of the State Archaeologist. The SHPO is a member of the Minnesota History Coalition, an advisory group of several history organizations that have developed recommendations for the legislature on how the MHCHG can best serve Minnesotans.

The MHCHG can also be attributed to the launching or relaunching of new partnerships and preservation programs, most notably the Northern Bedrock Historic Preservation Corps, Rethos Places Reimagined (formerly Preservation Alliance of Minnesota) educational programming, and the Minnesota Main Street program. Northern Bedrock was established in 2011 to meet two converging

[21] National Park Service, "Federal Tax Incentives for Rehabilitating Historic Buildings: Annual Report for Fiscal Year 2020," https://www.nps.gov/tps/tax-incentives/taxdocs/tax-incentives-2020annual.pdf.

[22] Minnesota Historical Society, "Minnesota History: Building a Legacy," January 2021, https://www.mnhs.org/sites/default/files/reports/mnhs-legacy-report-2021.pdf.

needs: 1) an aging stock of historic structures and landscapes in need of maintenance and repair; and 2) a need to create a pathway for young adults into the growing preservation trades workforce. Rethos's educational programming includes classes and workshops for homeowners; Old Home Certified, a Minnesota realtor designation; tours and talks about architecture, local history, and building trades; and Rehab Labs, which offer hands-on instruction for small groups. Rethos Main Street program was relaunched in 2010, and today it has 20 Designated Main Street and Network Communities. Main Street programs promote downtown vitality by leveraging communities' existing assets: people, businesses, places, and unique stories, and the program has helped build stronger communities through preservation-based economic development. For every $1 spent running a local Main Street program, $26 are reinvested in the community's district.[23] Artists on Main Street, a program initiated in 2018 by Rethos in partnership with Springboard for the Arts and with support from the Bush Foundation, explores how arts can support rural communities and contribute to thriving communities and local economies, including reviving neighborhoods, downtowns, and main streets in Greater Minnesota.

In addition to the MHCHG, the MNHS administers the State Capital Projects Grants-in-Aid Program, which supports historic preservation projects of publicly owned buildings that are listed in the National Register of Historic Places. This program is dependent on legislative funding and has not been consistently funded. The future of this program and its potential to positively impact projects throughout the state of Minnesota could be the focus of advocacy efforts.

State agencies with land management and asset preservation responsibilities plan for preservation, rehabilitation, and even demolition of historic resources. Public funds spent to preserve, maintain, and rehabilitate the state's historic resources are not always tracked as preservation-related investment in the state's resources. These investments should be included in measuring the commitment or challenges related to funding and preserving state-owned historic resources.

The successes and economic impact of the Minnesota Historic Structure Rehabilitation Tax Credit program are well documented through annual reports since the legislature first adopted the program in 2010.[24] The program offers a 20% state tax credit for qualified historic rehabilitations and generally parallels the existing Federal Historic Preservation Tax Incentives Program. It also offers project investors an option of a grant in lieu of a credit in order to maximize the efficiency of the public dollars assisting the project. In 2011, the University of Minnesota Extension Services started working with the SHPO to analyze and report annually on the economic impact of the state historic tax credit. Collectively, the reports from 2011 to 2020 demonstrate the remarkable success of the state historic tax credit program and the positive impact it has had on Minnesota's economy as well as on its historic resources. The 2020 report demonstrated that for every dollar of Minnesota Historic Structure Rehabilitation Tax Credit, there was $9.52 in economic activity created in Minnesota. With the taxes generated from projects, approximately one-third of the credit will be

[23] Rethos Places Reimagined, "Rethos Main Streets," https://www.rethos.org/rethos-main-streets.

[24] The Minnesota Historic Structure Rehabilitation Tax Credit is set to expire on June 30, 2022.

Effect	Output (millions)	Employment (FTEs)	Labor Income (millions)
Direct	$108.1	330	$25.5
Indirect	$32.9	180	$12.0
Induced	$35.5	210	$12.3
Total	$176.5	720	$49.8

Source: University of Minnesota Extension estimates, IMPLAN

Figure 35: Total economic impact of Minnesota Historic Structure Rehabilitation Tax Credit projects receiving National Park Service Part II approval between July 1, 2019 and June 30, 2020 (FY 2020)

returned to state and local governments immediately upon completion of the projects.

While the federal and state historic tax credits have been a boon to Minnesota's economy, their use is limited to income-producing properties listed in the National Register. For this reason, it is imperative to establish additional incentives that will provide financial relief for property owners who are interested in rehabilitating not only residences but also rural properties, including barns. In addition, during interviews for this Plan, stakeholders emphasized that despite the success of the state historic tax credit program, information about the tax credits should be more widely promoted.

Data from the Minnesota Historic Structure Rehabilitation Tax Credit and the Minnesota Main Street programs clearly demonstrate the positive economic benefits provided by these platforms. However, Minnesota has never conducted a thorough statewide analysis of the broader economic impacts of historic preservation. The state's preservation movement would benefit greatly from research that comprehensively addresses issues of downtown, neighborhood, and commercial district revitalization and the reuse of historic buildings.

Some survey respondents suggested leveraging partnerships among organizations and agencies involved in historic preservation to fund preservation activities. These include state disaster contingency funds that could be leveraged for preservation during disasters or increased state transportation funds to prepare historic context studies. Other stakeholders noted that better coordination between existing pools of state and local financial resources can support funding smaller organizations or local governments that are under-resourced.

In addition to providing more economic incentives to encourage preservation, there needs to be a more concerted attempt to document program outcomes and publicize the benefits and funding mechanisms available. Success stories that demonstrate the cultural and economic benefits of preservation should be publicized widely on social media and websites. Finally, greater efforts should be made to identify and train key groups—developers, municipal staff, local heritage preservation commissioners, legislators, and others—on the economic impact of historic preservation in Minnesota.

This Plan seeks to promote economic benefits and inspire innovative financial opportunities through the following Goal, Objectives, and Actions:

GOAL 4: Promote Economic Benefits and Inspire Innovative Financial Opportunities

Organizations throughout the state are encouraged to incorporate the Goals, Objectives, and Actions of the Statewide Historic Preservation Plan into their ongoing work plans.

Objective 1: Identify and recognize community funding needs and gaps to inform development of tools that address those needs

Actions:

a. Leverage partnerships among organizations and agencies to fund preservation activities and create mechanisms for better coordination between existing pools of funding
b. Develop additional incentives to strategically address inequities and encourage participation of underrepresented and marginalized communities
c. Utilize data and research to inform development of new funding opportunities to protect and preserve historic resources
d. Encourage use of best practices for development of new effective grant programs
e. Prioritize funding of preservation activities based on the Goals, Objectives, and Actions of this statewide plan
f. Identify external funding sources to create a State Historic Preservation Office (SHPO) endowment or revolving fund specifically for public programs, and explore ways for the public to contribute and participate
g. Establish an emergency preservation fund to respond quickly to historic resources impacted by disasters
h. Inspire innovative means to support the preservation of intangible heritage

Objective 2: Document program outcomes and publicize economic benefits, incentives, and funding mechanisms

Actions:

a. Validate community efforts to celebrate and support the benefits of preservation
b. Identify local leaders who will champion and advocate for preservation in the media, at conferences, and at events around Minnesota
c. Gather preservation success stories from local communities and publicize those stories statewide
d. Evaluate and publicize the economic impacts of federal and state-funded preservation activities and incentive programs
e. Identify and track state funding that negatively impacts or results in the loss of historic resources

Objective 3: Improve access and functionality of existing funding opportunities

Actions:

a. Increase participation in and support the use of existing federal, state, and local preservation grant and tax incentive programs
b. Adjust funding selection criteria and encourage awards to projects that demonstrate an ability to increase equity and access
c. Explore ways to balance fiscal hardships with financial incentives resulting in positive or neutral owner financial impacts
d. Encourage state agencies to consider impacts to historic resources at the early stages of their project planning efforts, funding requests, and grant making to incorporate preservation outcomes into their criteria
e. Clarify the roles and responsibilities of the SHPO and the Minnesota Historical Society regarding the Minnesota Historical and Cultural Heritage (Legacy) Grants program and other state-funded grants programs

Objective 4: Work to safeguard existing funding tools and organizations that make preservation happen in Minnesota

Actions:

a. Secure long-lasting economic incentives and support for communities
b. Promote continued funding for Tribal Historic Preservation Offices and the SHPO to build capacity to lead in Minnesota
c. Protect existing funding programs such as Legacy grants, State Capital Projects Grants-in-Aid, Historic Preservation Fund, and historic tax incentives

GOAL 5: Strengthen Links Between Preservation, Sustainability, and Resiliency

Figure 36: The Red River flooded its banks in April of 1997 to devastating effect. The City of East Grand Forks now has a flood plan in place to ensure its downtown never looks like this again.[25]

As individuals and as communities, we often find it difficult to plan for threats that feel overwhelming or abstract. Over the last several years, the threat of climate change has been demonstrated by increased wildfires, record flooding, and unstable weather patterns. In Minnesota, climate change threatens not only the tangible environment around us but also the intangible ways of life we value. Accounting for sustainability and climate resiliency is now at the forefront of our planning needs.

The Minnesota Department of Natural Resources (DNR) climatology division says that the three primary effects of climate change in Minnesota will lead to: 1) an increase in severe storms; 2) a warmer and wetter climate; and 3) warmer cold temperatures (i.e., higher daily low temperatures). It is relatively easy to understand how these shifts will have a negative effect on our ecosystems, but how exactly do these changes affect our historic and cultural resources? Historic and cultural landscapes, archaeological sites, habitats for culturally significant plants and animals, as well as historic buildings and structures can all be damaged from erosion, flooding, volatile weather, severe heat, and loss of cold low temperatures.

[25] Minnesota Department of Public Safety, "Like It Was Yesterday: The 20th Anniversary of the Red River Flood," blog post, April 3, 2017, https://dps.mn.gov/blog/Pages/20170403-blog-red-river-flooding-anniversary.aspx.

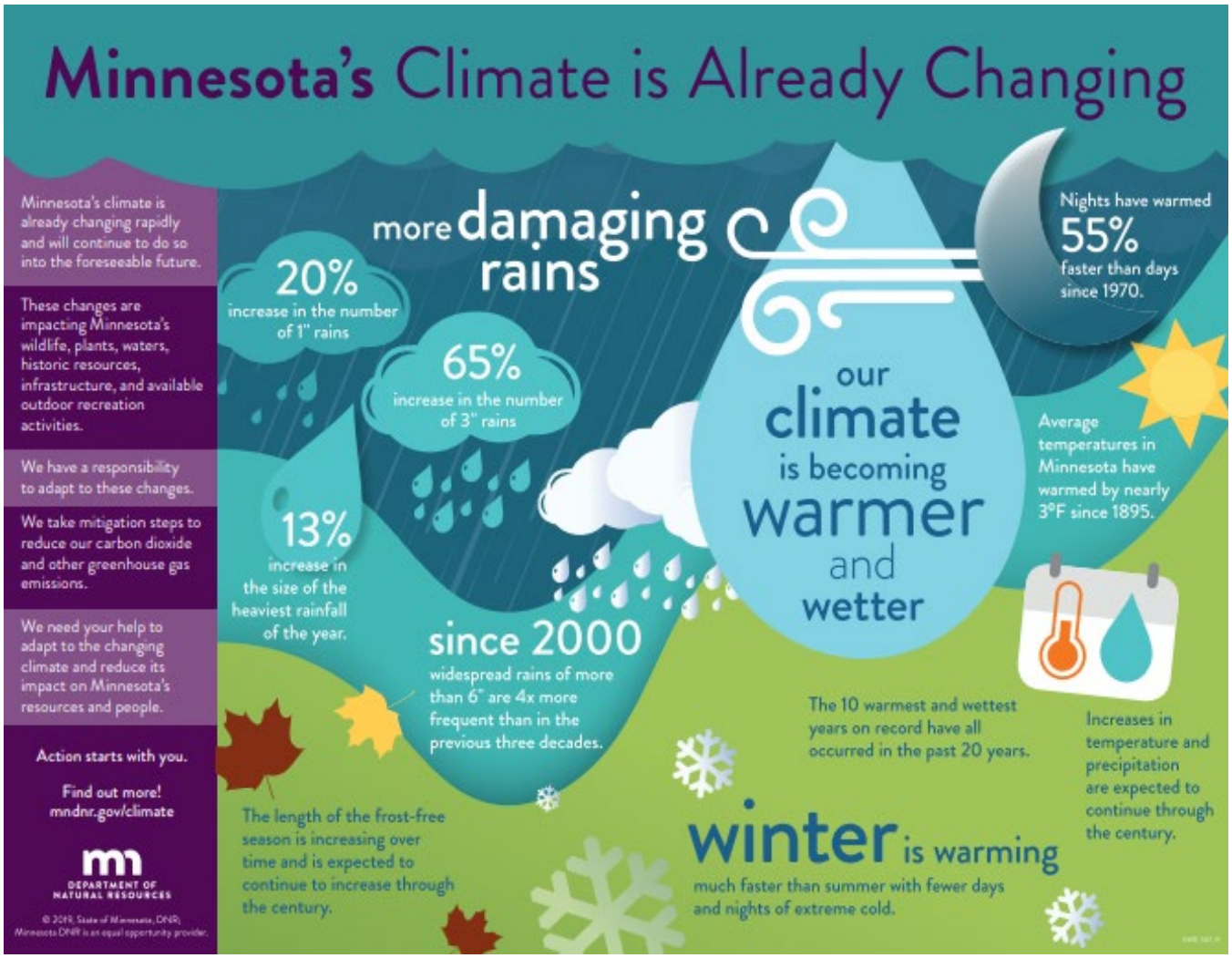


Figure 37: Primary effects of climate change in Minnesota include an increase in severe storms, a warmer and wetter climate, and warmer cold temperatures.[26]

More frequent precipitation from severe rainstorms creates fast-moving flash floods with strong currents that can damage or destroy buildings and the infrastructure that supports and protects them. Flooding causes erosion throughout the landscape as well as along lake and river shores due to increased water flow and wave action. Archaeological sites are inherently fragile, and because they are usually buried in the ground, any earthmoving can destroy artifacts and related evidence outright or severely disrupt their position. With the place of origin destroyed or disrupted, archaeological sites and historic properties can lose cultural and scientific significance. Other severe storms, such as tornadoes or straight-line winds, frequently topple trees, which can displace the soil,

[26] Minnesota Department of Natural Resources, "Minnesota's Climate is Already Changing," https://files.dnr.state.mn.us/natural_resources/climate/change/climatechange-factsheet.pdf.

disrupt archaeological sites, and cause significant damage to building roofs and envelopes.

The overall increase in precipitation will also have a more gradual effect, causing chronic flooding in some locations, flooding at unusual times of the year in other locations, or severe rain events toggling with chronic drought.

Revision of the Federal Emergency Management Agency (FEMA) floodplain boundaries now being undertaken will reflect what is already a reality. Individual and whole districts of historic resources will likely be located in floodplains where previously flood waters were a concern only in the severest of storms. With these changes will come economic hardships such as a loss of business during increasing flooding interruptions, an increase in maintenance and adaptation costs, and a lack of funding for chronic problems because emergency assistance is not offered for repeated smaller flooding.

As our climate gradually becomes warmer and wetter, the biological range of plant and animal species will change. Some of these species have important cultural significance, such as wild rice stands and sugar maple trees. Wild rice is disrupted by changes in water levels and pollution. Likewise, sugar maples have their own habitat requirements, and historic stands will be lost if Minnesota's climate becomes too hot. Cultural landscape features such as wild ricing areas and sugarbush stands can be prominent landmarks or places important to a group's history or belief system. As we lose valuable species, we will conversely gain invasive species such as the termite, which will be able to live long-term in Minnesota and could be a direct threat to the built environment.

The temperature swings that accompany the warming of our lowest temperatures will lead to an increase in freeze-thaw cycles. This shift will put increased stress on buildings designed for a more

Figure 38: A tree blown over by straight-line winds from the 2011 severe storm that disrupted an archaeological site in St. Croix State Park

stable climate. Moisture management in buildings will also become challenging due to extreme heat and the accompanying rise in relative humidity, which can lead to mold issues where moisture was previously regulated. Additionally, winter conditions on roadways and sidewalks will lead to an increased use of chemical treatments, which can cause damage to nearby building materials and natural environments.

Historic resources will need to be adapted to become more resilient to severe weather events as well as chronic changes. Modifying buildings and infrastructure to handle these changes will require complex solutions. In order to avoid unintended negative effects, solutions should be thoughtful, use sound data, and take into account the effects on neighboring buildings and communities. This level of care will help us avoid increasing vulnerabilities and undermining the capacity to further adapt in the future. Preservationists are practiced in building strategies to manage change over time: these talents should be utilized to help adapt resources to be more resilient to pending risks.

Not only do we need to prepare for the oncoming climate disaster, but we also have a duty to implement measures to reduce the crisis. There is still time to avoid the most severe climate changes, but reducing carbon release in the next 10 years is critical. Implementing strategies that prevent the release of greenhouse gases now will reduce and slow the impacts that will take place over the next 50 years and into the future. Retaining and reusing existing buildings can serve that immediate need to avoid carbon release in the near future.

Constructing new buildings and creating new materials releases a great deal of carbon through manufacturing and transportation. In addition, a large amount of embodied carbon is released in construction and demolition waste. As buildings are designed to be more energy efficient over time, more of the environmental impacts come from the building materials themselves, making it better for the environment to keep these buildings in use instead of constructing new. Even with energy efficiencies, it takes an extremely long time to make up the carbon release of new construction. Building reuse avoids the release of new carbon into the atmosphere and reuses existing embodied carbon.

Existing buildings have already expended that embodied carbon, and by adaptively reusing the whole building a significant amount of carbon release is avoided. Existing buildings can be rehabilitated to be as energy efficient as a new building at a lower rate of carbon release—therefore retaining the embedded carbon and expending a far smaller amount to achieve the same result.

While "the greenest building is the one that is already built" has perhaps become cliche among preservationists, members of larger sustainability and green building communities have not necessarily adopted this tenet. It is incumbent on preservationists to make the case by creating and presenting empirical evidence to support this understanding. Organizations such as the Climate Heritage Network, Historic Scotland, the National Trust for Historic Preservation, and the Zero Net Carbon Collaboration for Existing and Historic Buildings have spent considerable time studying this topic and presenting evidence to the larger community. A 2020 congressional action plan about solving the climate crisis specifically recommends expanding the federal Rehabilitation Tax Credit to significantly decrease greenhouse gas emissions.[27]

Organizations like the Minnesota Pollution Control Agency (MPCA) have come out in strong support of accounting for environmental impacts of a structure's entire life cycle, highlighting the benefits of reuse when an existing building is updated for operational and energy efficiency. Through the agency's Built Environment program, the MPCA has voiced its interest in and commitment to partnering on furthering these efforts across the state.

Connecting with the sustainable building community and city planners who map out broader community policies is critical not only in making the case for preserving older buildings but to be part of the larger solution. As Minnesota's landfills reach or exceed capacity, keeping building materials out of the waste stream and in continued use within the built environment has many more benefits than drawbacks. Good planning and preparation, as well as proactively sharing this information, can help Minnesotans understand that the reuse of historic

[27] House Select Committee on the Climate Crisis, "Solving the Climate Crisis," https://climatecrisis.house.gov/report.

and existing structures can make a major impact on decarbonizing the built environment.

Understanding, identifying, planning for, and addressing potential threats to historic resources is powerful when it begins at the community level. The sooner communities understand the risks to historic resources, the sooner they can share information with other entities conducting disaster planning—and, more importantly, take steps to prepare for responses to potential risks. The foundation of a good risk assessment is a comprehensive Statewide Inventory that effectively represents all historic resources. A risk assessment for each community is the first step in understanding individual community disaster response and preparation needs; however, not every community has the same resources, landscape, climate, or hazards. Risk assessments should include culturally significant plant and animal habitats as well as cultural landscape features. We face a critical need for baseline data before we can adequately plan for disasters and other threats.

Risk planning works better if we share and partner with others, such as disaster planning professionals and organizations. Understanding and integrating historic resource knowledge into other planning efforts is critical. FEMA and the DNR are actively revising their listings of floodplain locations throughout the state. The Department of Public Safety and Homeland Security has released a new Minnesota State Hazard Mitigation Plan that includes climate change adaptation.[28] All counties and municipalities have disaster and emergencies plans. Public participation in the development of these plans should be encouraged so that each plan truly takes into account what the policies mean for the community and its historic resources and so that community members are prepared when disaster strikes. As preservation professionals work with governmental and regulatory authorities, awareness of historic resources and how to protect them increases. Preservation partners can provide expertise and experience regarding adaptation of existing buildings and resources for increased resilience to disaster.

Figure 39: Grand Mound—a landmark cultural resource now at risk from chronic flooding. Photo by David Mather

[28] Minnesota Department of Public Safety, Homeland Security and Emergency Management, "State Hazard Mitigation Plan," https://dps.mn.gov/divisions/hsem/hazard-mitigation/Pages/state-hazard-mitigation-plan.aspx.

Resilience adaptations address risks before acute or slow-onset disasters occur. These thoughtful changes are completed before a disaster strikes and can help our resources withstand and more quickly recover from events. Several broader adaptation plans already exist. For instance, the 1854 Treaty Authority has introduced a plan for adaptations to cultural resources due to climate change. The International Council on Monuments and Sites (ICOMOS) introduced a plan for cultural resources ranging from movable heritage to built structures that can help identify climate perils for each resource and how to proceed with planning for them. The State of Minnesota's Climate Change Subcabinet is drafting a framework for immediate action that will show how we can integrate our work with other organizations' plans.

Humans are sometimes slow to react to a future problem because it does not necessarily seem real to them. However, when people see that something they care about is at risk, this awareness can be the catalyst needed to set action into motion. Historic and cultural resources also can inspire Minnesotans to change behaviors and work to mitigate climate change.

Historic preservation is, and should be, a key part of the solution to the sustainability and disaster-related challenges faced by communities throughout the state. This Plan seeks to strengthen links between preservation, sustainability, and resiliency through the following Goal, Objectives, and Actions:

Goal 5: Strengthen Links Between Preservation, Sustainability, and Resiliency

Organizations throughout the state are encouraged to incorporate the Goals, Objectives, and Actions of the Statewide Historic Preservation Plan into their ongoing work plans.

Objective 1: Understand potential risks to historic and cultural resources; identify threats and possible solutions

Actions:

a. Make risk assessments of historic and cultural resources standard during surveys, then integrate this information into local disaster and sustainability plans
b. Engage with other disciplines to focus on and assess risks to historic resources
c. Promote greater awareness of historic and cultural resources located within flood risk zones and areas that are suspectable to urban flooding that may be impacted by severe weather
d. Promote greater awareness of historic and cultural resources' vulnerability to wildfires, erosion, tornadoes, and other disasters

Objective 2: Rethink large collective issues by adopting whole-system approaches with new and existing partners

Actions:

a. Continue to build and foster new interdisciplinary partnerships to develop a shared understanding of the challenges of long-term sustainability policies and how to enact them

b. Support efforts to improve climate resiliency that include measures to mitigate impacts on cultural and historic resources
c. Demonstrate the threats to historic and cultural resources and the connection between historic preservation and environmental sustainability to inspire action
d. Disseminate information about the relationships among historic preservation, sustainability, and resiliency developed by industry leaders such as the Minnesota Pollution Control Agency (MPCA), the Advisory Council on Historic Preservation (ACHP), the Federal Emergency Management Agency (FEMA), the National Trust for Historic Preservation (NTHP), and the International Council on Monuments and Sites (ICOMOS)
e. Consider how climate change affects traditional cultural properties, such as traditional wild ricing locations, during the regulatory decision-making process
f. Work with local, state, and national professional and trade organizations to promote best green practices for historic buildings
g. Demonstrate across all disciplines that the reuse of historic and existing buildings can contribute to decarbonizing the built environment

Objective 3: Prioritize resiliency and disaster preparedness planning

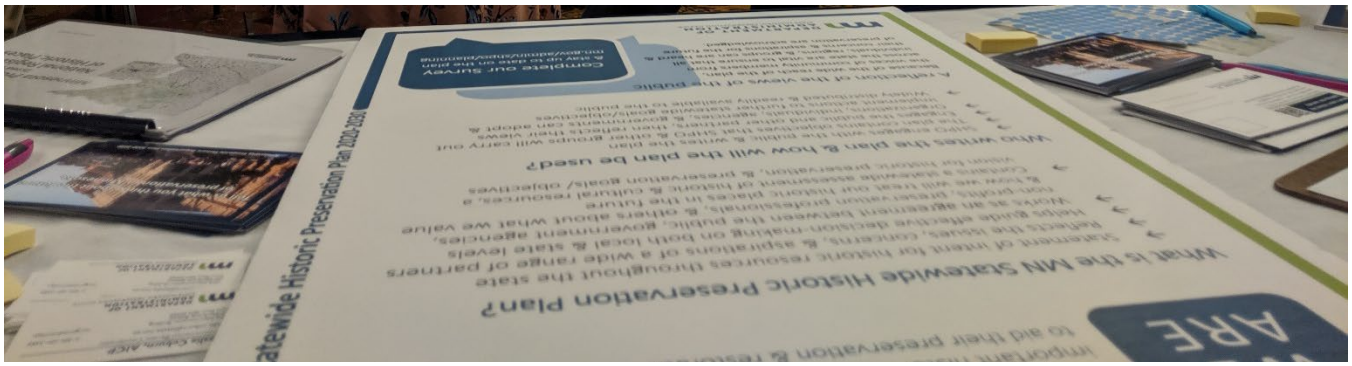
Actions:

a. Encourage Certified Local Governments (CLGs) and other municipalities to update their design guidelines to include sustainability and resilience as separate and distinct issues
b. Initiate disaster preparedness and update the Statewide Historic Resource Disaster Plan
c. Encourage the adoption of innovative state, national, and international plans (such as the ICOMOS Climate Action Report)
d. Learn from and integrate practices related to preservation, sustainability, and resiliency developed by industry leaders (e.g., ACHP, NTHP, ICOMOS, National Alliance of Preservation Commissions) into all future planning efforts and new policies
e. Help communities identify sensitive proactive adaptations and resolutions
f. Work across government entities to integrate preservation considerations into sustainability and disaster planning initiatives
g. Utilize equity tools and inventory information to assist in prioritizing resources needing adaptation
h. Seek funding from nontraditional sources to adapt historic and cultural resources to be more resilient to future threats

Objective 4: Improve the state's ability to respond to emergencies and predicted environmental changes that will impact historic and cultural resources

Actions:

a. Establish a preservation-focused emergency response network; engage with the Minnesota Department of Public Safety's Division of Homeland Security and Emergency Management and other state, county, and local government units to make sure historic resources are integrated into all plans for protection
b. Train preservation professionals and others who participate on teams responding to disasters, emergencies, and environmental climate changes to consider impacts on historic and cultural resources
c. Pursue proactive adaptations to resources to increase their resilience before disasters occur



Invitation to Participate

This Plan outlines the current state of resources and preservation efforts statewide, envisioning that Minnesotans will appreciate the significant contribution history makes in forming the character of their communities and landscapes. The Plan identifies five major Goals with related Objectives and Action steps, which together strive to achieve the preservation vision shared with the Minnesota State Historic Preservation Office (SHPO) during the engagement for this Plan. Carrying out the Objectives and Actions of this Plan will demand considerable effort—more than one person, office, elected official, organization, city, or region can tackle alone. As one of the state's valuable preservation partners, the SHPO invites you to join us in working toward achieving the Goals and positive preservation outcomes throughout our state. In fact, we invite all of our partners, both established and emerging, to adopt these goals and take action to respect their history and identify and protect their assets in ways that add value to local environments and sustain their unique authenticity of place. By working together, Minnesotans can help the SHPO fulfill our responsibilities in protecting and enhancing our historic and cultural resources for the benefit of all.

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Appendix 2. Acronyms

ACHP	Advisory Council on Historic Preservation
ADA	Americans with Disabilities Act
CAMP®	Commission Assistance and Mentoring Program
CCC	Civilian Conservation Corps
CI	Continuous Improvement
CLG	Certified Local Government
COVID-19	Coronavirus Disease 2019
DNR	Minnesota Department of Natural Resources
ERP	Environmental Review Program
FEMA	Federal Emergency Management Agency
FY	Fiscal Year
HPC	Heritage Preservation Commission
HPF	Historic Preservation Fund
ICOMOS	International Council on Monuments and Sites
Legacy grants	Minnesota Historical and Cultural Heritage Grant program
LGBTQ	Lesbian, Gay, Bisexual, Transgender, Queer
MAD	Minnesota Management Analysis and Development
MIAC	Minnesota Indian Affairs Council
MnDOT	Minnesota Department of Transportation
MnDOT CRU	Minnesota Department of Transportation Cultural Resources Unit
MnGeo	Minnesota Geospatial Information Office
MNHS	Minnesota Historical Society
MPCA	Minnesota Pollution Control Agency
NAACP	National Association for the Advancement of Colored People
NAPC	National Alliance of Preservation Commissions
NPS	National Park Service
NRHP	National Register of Historic Places
NTHP	National Trust for Historic Preservation
OSA	Minnesota Office of the State Archaeologist
RDA	Recreational Demonstration Area
SHPO	State Historic Preservation Office
THPO	Tribal Historic Preservation Office

Statewide Historic Preservation Plan 2020-2030 | **Summary of Partner and Stakeholder Input**

June 30, 2020

The Minnesota State Historic Preservation Office (MNSHPO) administers and oversees programs aimed at identifying important historic and cultural resources to support their preservation and continued use in the state of Minnesota. The resources and the people that impact them are also the focal point for preservation planning in the state, including overseeing the development of the Statewide Historic Preservation Plan—a strategic plan that "reflects the issues, concerns, and aspirations of a wide range of preservation partners and helps guide effective decision making on both local and state levels"[1] in Minnesota.

Over the course of several months, from August 2019 through February 2020, MNSHPO led engagement efforts to gather input from historic preservation partners and stakeholders to help inform the Statewide Historic Preservation Plan 2020-2030. MNSHPO contracted with the state's Management Analysis and Development (MAD)[2] department to assist in designing and analyzing the results of some of these efforts.

Survey administration and analysis

The summary included in this report is the results of the State Historic Preservation Plan stakeholder input survey. The survey was open to the public from September 10, 2019 to January 10, 2020.
MAD administered the survey online using Snap Survey Software, which records data as questionnaires are completed. A link to the survey was published on the MNSHPO website and disseminated to people who attended public events that MNSHPO attended as part of their public engagement efforts.

Partial responses and data cleaning There were 1,354 responses, of which 570 were partial responses. MAD counted each survey response with at least one question answered and eliminated 431 empty responses. With the inclusion of partial results, the number of responses for each question below (n) will vary. In several questions, respondents could select multiple responses.

MAD did not clean the data[3] and the open-ended responses were redacted to remove personal information and edited for clarity. While MAD and MNSHPO attempted to provide an exhaustive list of options for respondents to choose from, respondents have chosen "other" in several instances and wrote in an option that may have already been listed. MAD did not clean these entries and have included them in this report as selected by the respondent.

Precision of estimate and representativeness: This survey was designed to collect information from as many Minnesotans as possible so results should not be generalized beyond specific group of self-selected survey respondents. The individuals that responded to this survey may not be representative of all Minnesotans—the survey respondents may be particularly interested in historic preservation or may be more inclined to affirm that they are engaged in historic preservation activities.

[1] For more information about the Statewide Historic Preservation Plan 2020-2030, refer to https://mn.gov/admin/shpo/planning/statewide-plan-new/

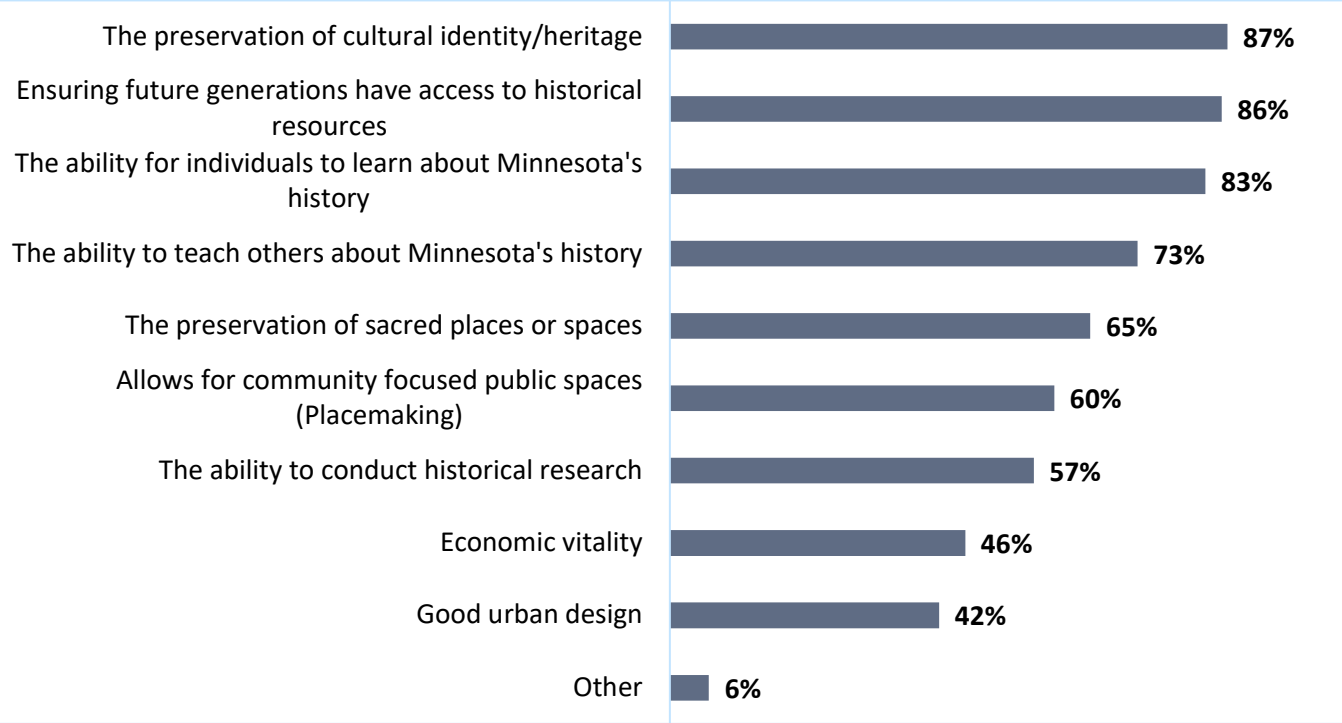
[2] MAD is the State of Minnesota's in-house unit that provides neutral, third party management consulting services to public sector agencies. For more information, visit: http://www.mn.gov/mmb/mad.

[3] Data cleaning is a process where incorrect, corrupted, incorrectly formatted, duplicate, or incomplete data within a dataset is fixed or removed. For more information about data cleaning ,visit: https://www.tableau.com/learn/articles/what-is-data-cleaning

Survey results

Importance of historic preservation

Figure 1: For which reasons is historic preservation important? (n=911, no limit on responses)
The percent of survey question respondents who reported that the following statements described why historic preservation is important:



Respondents also added other reasons why historic preservation is important with most respondents most commonly citing the following:

- **Sustainability (n=13)**
- **Preservation of architecture and craftsmanship (n=5)**
- **Learning trades, preservation of craftsmanship (n=3)**
- **Provides a sense or feel of place (n=2)**
- Preservation of things assumed of MN for decades (arts and music)
- Citizens who are informed about history make wiser political decisions
- Its Cool
- Embodied memory: historic sites are not only about the past, but are vital components of our present
- Good Economic sense
- Unique architecture
- To preserve things that will never be duplicated and it also gives a specific feel and pride.
- Once it's gone, it's gone forever. It's a jewel to Ottertail County
- Keeping depth in time in the visual landscape
- History is infrastructure, which is an idea I want to shout from the rooftops.
- To let NIMBYs veto development.
- To preserve accurate historical accounts.
- Respect for the culture and an emphasis on Native American culture.
- It creates a visual/ physical experience of depth in time, supporting the sense of place
- Could help in maintaining rural dwellings available for families
- Linking a shared history between all groups who have occupied MN
- Green space with endangered plants and animal life unique to the City of Saint Paul.
- Can be used to avoid history repeating itself
- The ability to teach others the importance of preserving wilderness recreational cultural landscape.

- I think the built environment is the most accessible of historical resources.
- There is responsibilities we share from our past to admit and correct for the sake of our future.
- Oxcart River Crossing/Native Settlement/River Commerce/Current and Future Public Use Area.
- Making a space that honors the history of the building while embracing contemporary use.
- The Kirkbride facility is/was the backbone/foundation of Fergus falls.
- The history of mental health in Minnesota
- Preservation of historical landscapes and natural systems.
- Refuge for wildlife and migratory birds
- Environmental resources need to be protected.

Figure 2: Which of these describes the importance of historic preservation to you? (n=911)
A majority of respondents (83 percent) indicated that historic preservation was extremely important to them.

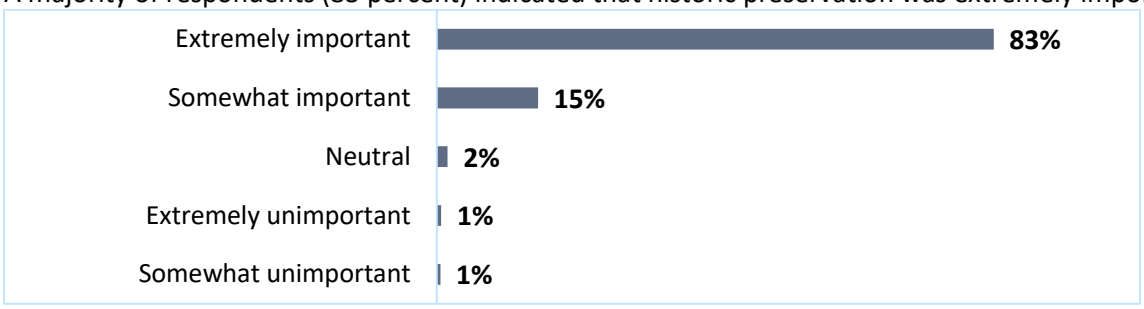


Figure 3: How do you feel about the amount of historic preservation that occurs in Minnesota? (n=910)
About two-thirds of respondents indicated that more historic preservation should occur in Minnesota.

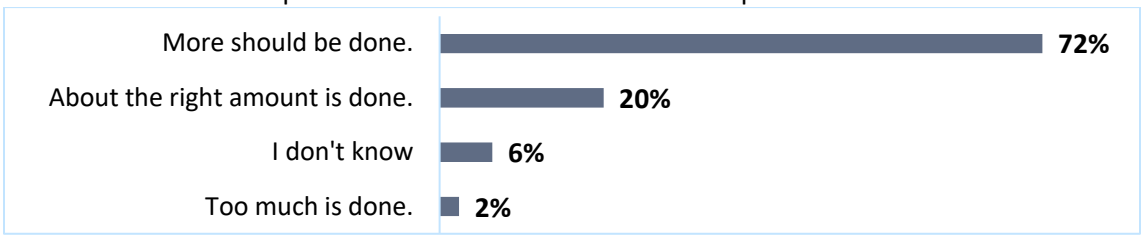


Figure 4: How do you feel about the amount of knowledge that Minnesotans have about historic/cultural resources? (n=912)
A great majority (87 percent) of respondents indicated that there is not enough knowledge amongst Minnesotans about historic/ cultural resources.

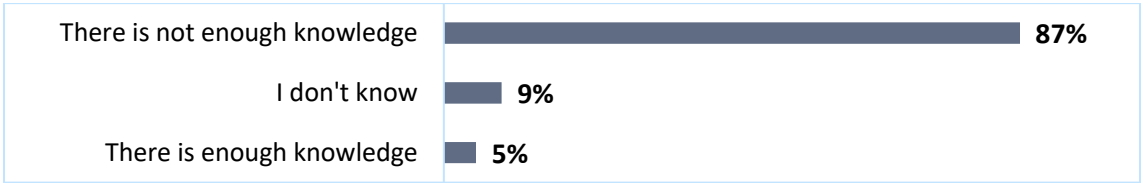


Figure 5: Do you think the roles and responsibilities regarding historic preservation in Minnesota are clearly defined? (n=911)
About half of the respondents (45 percent) indicated that the roles and responsibilities regarding historic preservation in Minnesota are not clearly defined, while another 40 percent of respondents indicated that they did not know if roles and responsibilities were clearly defined.

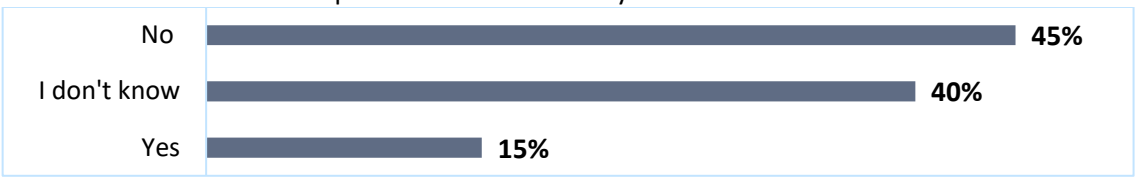
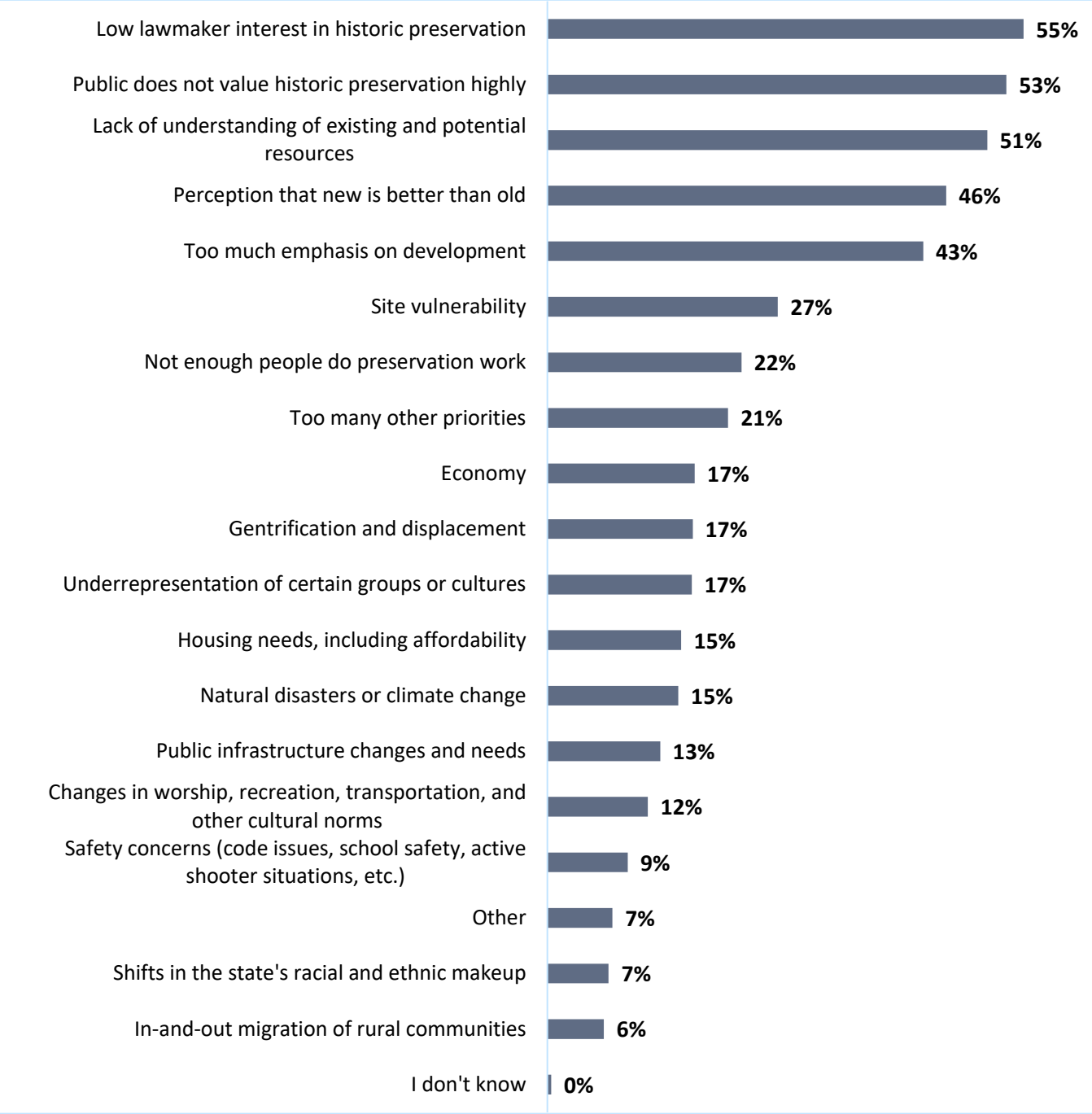


Figure 6: What do you see as the biggest threats to historic preservation that should be addressed in the next ten years? (n=909, up to five responses)

When asked to select the top five threats to historic preservation that should be addressed in the period of the next historic preservation statewide plan, 55 percent of respondents chose "low lawmaker interest in historic preservation. Other most frequently chosen options were, "the public does not value historic preservation" (53 percent), and "a lack of understanding of existing and potential resources" at 51 percent.



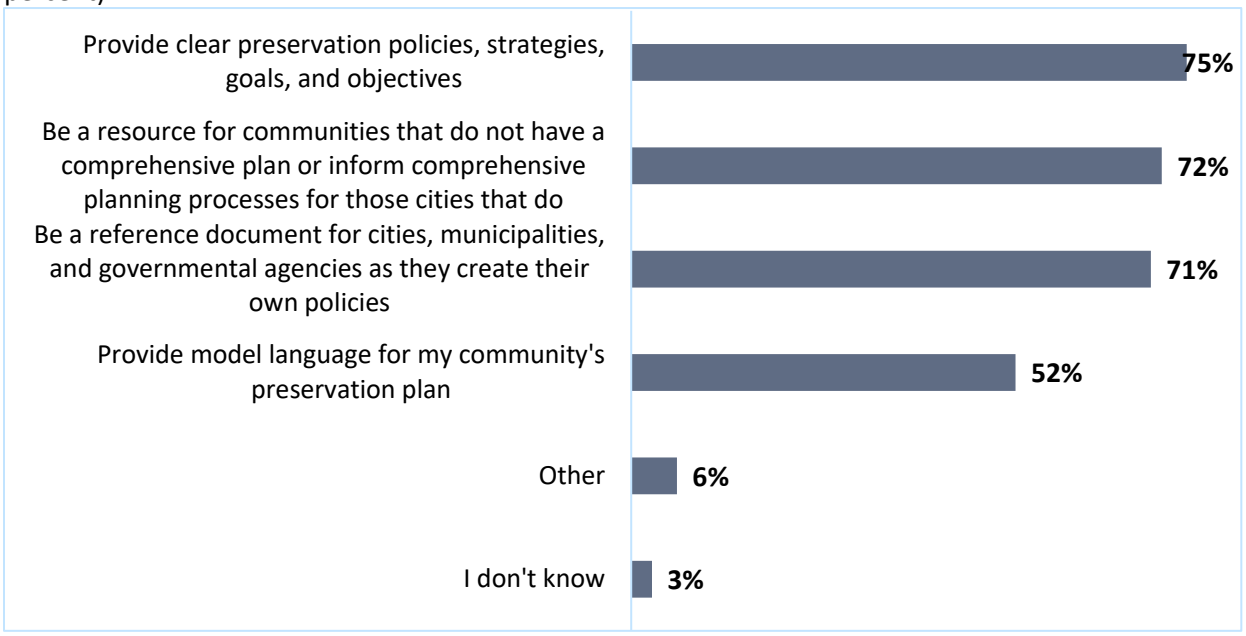
Other reasons specified by the respondents (100-character limit)

- **Lack of funding (18)**
- **High cost (9)**
- Poor urban planning that does not see preservation as a resource; elitist perception
- Racism
- Private owners not motivated or have financial capacity to rehab buildings to historic standards.

- I see [name of organization] as a threat to archaeological resources as [name of organization] has very little regard for the discipline
- Extreme rehabilitation standards of SHPO & [organization]for historic buildings=demolition or no rehab. Cost
- Preservation for preservation's sake. We should be allowed to fix past mistakes.
- Lack of understanding of economic benefits of preservation projects
- Government bureaucracy that creates roadblocks rather than collaborative problem-solving
- Emphasis on development - particularly historic building stock within Opportunity Zones
- The way this question is phrased suggests these things cannot coexist with historic preservation....
- People unable or unwilling to purchase homes that "need work," expectation of instant gratification
- SHPO seen as rigid in application of SOI's standards - flexibility to respond to climate, economics, etc
- I think that working with the SHPO is too difficult, so the field is losing interest and talent
- Inability of people to envision historic places (with necessary modifications) made relevant
- Lack of understanding about geographic preservation is a much bigger problem in MN.
- Frequent demolitions
- Revisionists and activists are focused on destruction - ie. "Tear Down the Fort," Changing names
- Demolitions and out-of-scale building within historic neighborhoods or communities
- Perception that only new buildings can be 'green' / 'sustainable', combined with strict Energy Codes
- Overreach from preservation groups, which more often than not ruins well-intention renovation
- NIMBYs
- A Drive to Increase Tax Revenue
- Clear bias in favor of some cultural expressions, ethnicities, and environmental "concerns"
- Again, I see the potential for revisionist history to be a threat to the accurate representation to
- Potential loss of Historic Credit matching grant
- None
- This field is not large enough for a thoughtful answer. So at minimum, better communication strategies
- Politics
- Revisionist re-write of history making natives into oppressed victims instead of aggressors.
- People need to be encouraged to identify places people and dates in photos & learn what's important
- One size fits all Fed/State tax credit programs deny opportunities due to complexity/cost
- Abuse of the process to try to stop change.
- Minneapolis and St Paul selling out to market rate & luxury developers: reuse for affordability is needed!!
- Difficulty in representing the collective desire for preservation
- Lack of flexibility of building codes when old buildings are renovated.
- Institutions like the [organization] in Minneapolis have used political power to destroy 1880's homes and environment.
- Poor government. St Paul City Council...looking at you.
- Too many sticks, not enough carrots. Tax credit programs are far too complex and burdensome.
- Lack of forward thinking in rural communities. They are sheltered, short-sighted areas.
- Many building owners do not want more rules if what they can or cannot do to their business place or

Figure 7: How could a statewide preservation plan assist your local government? (n=820, no limit on responses)

Most commonly, respondents indicated that a statewide preservation plan could "provide clear preservation policies, strategies, goals, and objectives" (75 percent), "be a resource for communities that do not have a comprehensive plan or inform comprehensive planning processes for those cities that do" (72 percent), and "be a reference document for cities, municipalities, and government agencies as they create their own policies" (71 percent).



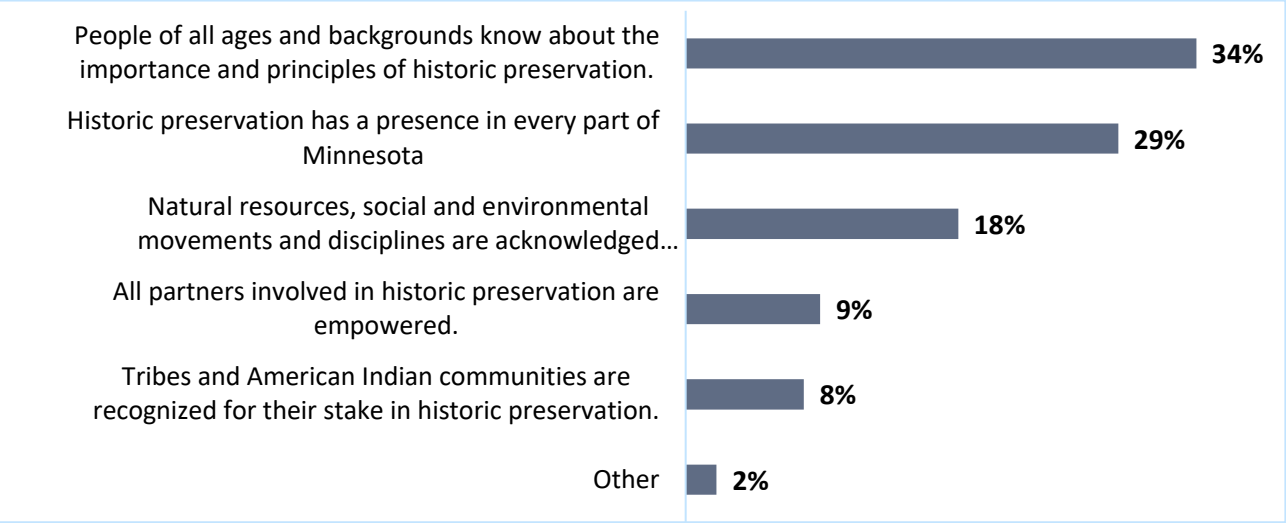
Other reasons specified by the respondents (100-character limit)

- **Serve as a resource and provide technical assistance to communities and local governments (11)**
- **Funding/financial resources (8)**
- **Coordinate state plan with local plans (2)**
- Make sure they comply with necessary laws for community like ADA
- Consider the cost to small Gov entities and the time historic reviews take.
- Provide realistic market approaches that allow for the preservation of historic locations.
- Provide framework and tools for enforcement.
- Attend city council meetings, become a face for preservation, not just committee name.
- Strengthen grant applications (small projects contribute to a bigger goal)
- Make available and push building inspection offices to adopt preservation code for renovations
- I'd like to see a broadening of what is heritage preservation to more intangible heritage.
- Bridging the gap between rural and urban MN.
- Validate Caring for history or Local government aid will be jeopardized
- Historic Preservation and Main Street Minnesota partnership is powerful
- Instead of tearing down homes and buildings, move them so more people can live there, be green also
- Statewide plans can help limit stodgy, overreaching groups from stifling quality development
- We are located within another state
- Nothing
- Stronger protections of the process. More flexible rules.
- Specifically exclude small projects in established cities from the EAW process
- Be very cautious about the first box, overreach is what derails SHPO
- There should not be one.
- It doesn't. History is local and should be decided as such.

- the Highwood development policy and regulation document from April 1995 should remain in effect
- State should generally default to local control where it exists until/unless it proves ineffective
- This presumes I believe it could assist local government; that case has not been made.
- To be able to have all officials on the same page to work for the same goals.
- Serve as a bulwark against misinformation and anti-preservation political pressure.
- Enforce the law: MERA reviews need to be done by the State, not the city that approves bad plans!!!
- Municipalities need to be called to heel - They can currently be as indifferent as they want to.
- Advocate for citizens when local government oversteps boundaries and/or misapplies rules.
- People in general don't know that sites can be preserved or saved.

Figure 8: Below are ways, in a perfect world, historic preservation could look in 2030. Which one resonates the most with you? (n=825)

Percent of respondents who indicated that the following statements best described their vision for historic preservation in 2030:

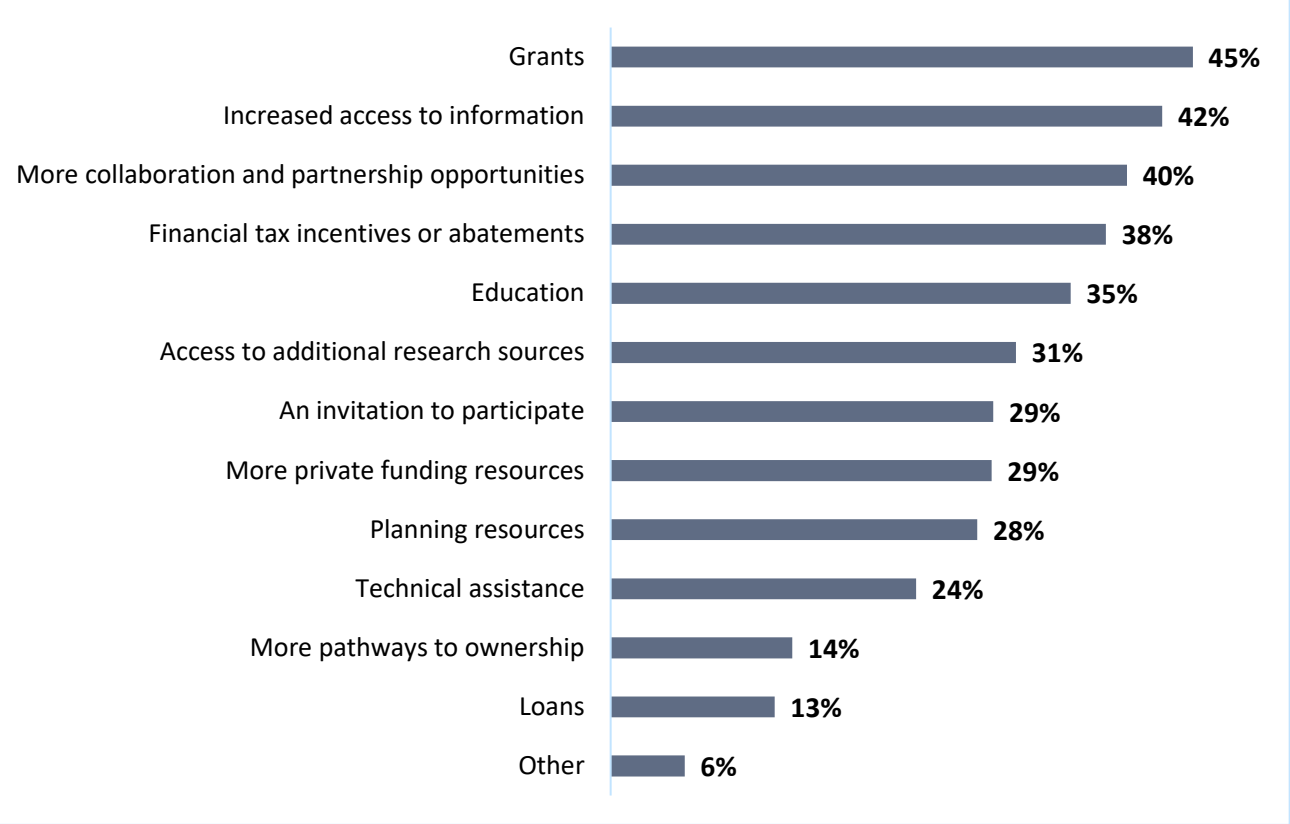


Other reasons specified by the respondents (no character limit)

- As a resource
- Historic preservation should be more inclusive with places so all people are celebrated, all places are celebrated, and communities lead the discussion rather than Washington DC.
- Preservation hurdles are reduced
- The state of MN puts up the money to preserve sites and doesn't rely on property owners to bear the burden of preservation.
- Get rid of it
- Preservation becomes a top priority, with more education of environmental benefits.
- That every Minnesotan knows their stories and histories contribute to historic preservation.
- None of the above should be a choice
- None of the above. Too much emphasis on social aspects rather than history.
- Preservation would focus on sustainability and creative reuse of structures, rather than preventing change.
- Minnesota be the leading state in preservation of cultural landscapes
- For History & Preservation to be Held in High Regard in the Decisions made by elected officials. To have Communities (taxpayers) have more input in these decisions before they are put into law.
- Everything listed, plus, ensuring value is assigned to our history and heritage.

- Respectful, affordable, reuse with neighborhood/tribal input to preserve local small businesses & housing.
- Both Tribes and American Indian communities are recognized for their stake in historic preservation & Natural resources, social and environmental movements and disciplines are acknowledged within historic preservation

Figure 9: In order for me to be more active in historic preservation I could use: (n=808, no limit on responses)
Most commonly, respondents identified that grants (45 percent), increased access to information (42 percent), more collaboration and partnership opportunities (40 percent) as resources for them to be more active in historic preservation.



Other options specified by the respondents (no character limit)

- Funding/Financing (5)
- Time (4)
- Tools/resources to help me educate policy makers and elected officials about the benefits of preservation. Like a press kit, but made for lobbying elected.
- More reasonable approaches to historic preservation.
- legal resources to support enforcement.
- I'm not personally involved any longer.
- A SHPO rep to attend at least one historical society board meeting annually with MN updates.
- Online access to up-to-date inventory of standing structures
- Examples of what other communities have done and a list steps I can take to achieve similar results
- Ways to diminish percentage of rental v.s. homestead property in an area
- Increased salary.
- More attention to geography. Sacred places and an understanding of geographic thought is a bigger problem.
- Assistance in rural communities with limited economic resources to maintain buildings.
- Support from elected officials---most of whom seek development of any kind over historic preservation. They go for easy,

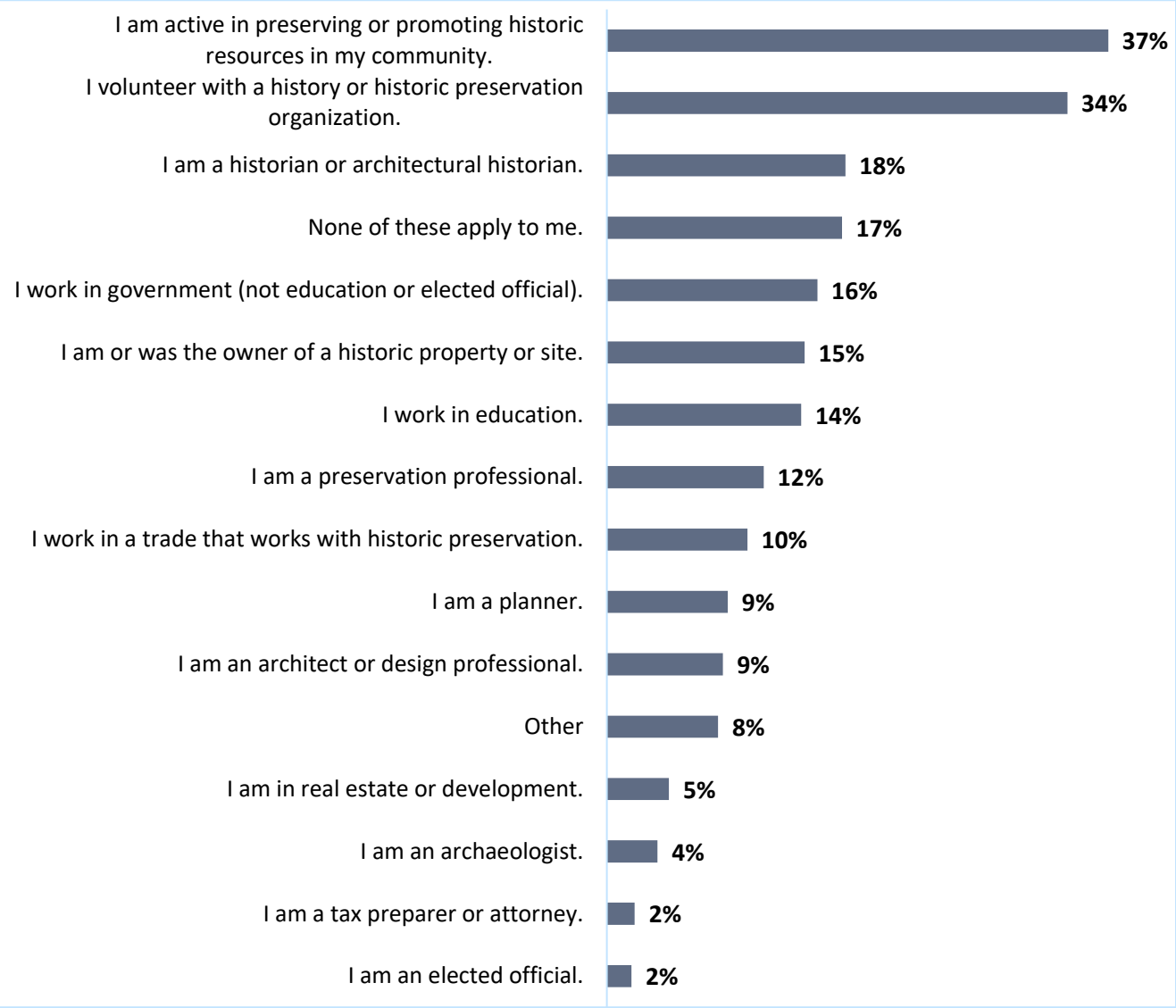
short term $, rather taking the long view of what is best for our City.
- None
- Government and planning bodies working with and supporting preservation, rather than working against it chasing development money.
- Disability access within realms of preserved properties. We need to do better than current best practices
- I may be paraphrasing two items listed above (partnership opportunities and pathways to ownership). If these mean ways to help - projects, volunteering - I could do that. I always scan for these in the Local History News
- The hours at my local historical society are the hours I work. I have to take PTO to volunteer, which I have done, but it's a limited resource. They are understaffed and dont have the interest/budget to be open other hours, so it's a no-win scenario.
- disincentivized rental v.s. homesteading; encourage ownership/preservation
- I do not want to be more active in preservation
- Embrace cultural landscapes as historic sites and historic districts
- Make the city planners and proposals by developers conform to MERA and do EAWs!!!
- Hook me in with a fun local project by speaking at my group's meeting, have contagious enthusiasm, look for most engaged people at event, reach out to each person individually.
- live outside the metro
- How to transfer private to county/state ownership with ensured preservation.
- Most of the time it seems that elected officials are just "checking a box" when they hold a public hearing; I'd be more involved if I thought my perspective would be included.
- Teeth in the law to enforce rules and regs when they are ignored or misapplied by local government.
- I am very active, but I run into a lack of education and apathy everywhere in government. We need to educate the decision makers!
- I am interested in the preservation of older buildings and do not want to see them torn down if they can be repurposed
- I just need to find others who don't want to erase history
- physical ability
- Adequate, skilled, dedicated HPC staff at City of Mpls. in their own Dept.
- I just ended a 5 year term on our HPC here in [city], MN. Reason frustrated that after 5 years we are no closer to our goal of defining our city historical area then when we started. 6-7 people took $90 a month during this 5 years of my service and not where we should be. 2years ago I was frustrated and felt guilty of getting the money. For what...showing up ! In this group leadership was not the best. Maybe small town mentality and not good leadership training. Maybe there should have been an outline and timeline of expectations. Or need to be accountable to one person that is overseeing the Commission. Right now no member of our city office or council is attending. Maybe reason of being frustrated on slow movement. The HPC should give a written report to our monthly council meetings might have made the group work harder on making this a reality.

About respondents

When asked to select their involvement in historic preservation, many survey respondents indicated they were active in historic preservation in their community (37 percent), and that they volunteered with history or historic preservation organizations (34 percent). The largest professional groups consisted of historians/architectural historians (18 percent), government employees not related to education or elected office (16 percent),

preservation professionals (12 percent), and those that work in a trade related to historic preservation (10 percent).

Figure 10: Please check all of the following that apply to you. (n=831, no limit for responses)

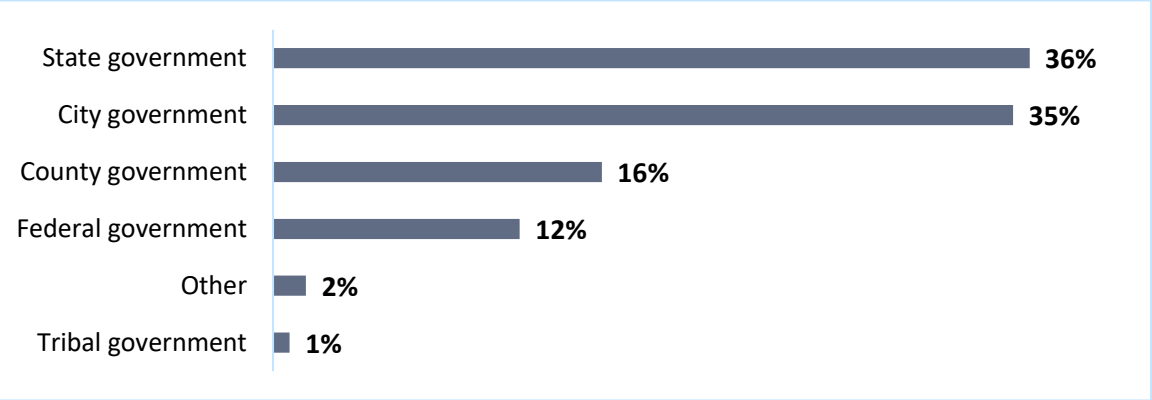


Other options specified by the respondents (100-character limit)

- **Citizen interested in historic preservation (70)**
- I am currently a member of my city's Heritage Preservation Committee
- serve on City HPC commission
- I work for a historical society.
- Community Activist looking for opportunities to save historic resources.
- My degree is in historic preservation.
- I am a nonprofit professional that loves existing places and supports small business.
- I donate locally when I can. As a part-time newspaper reporter, I work hard to document changes in t
- Graduate student
- Hockey board member and writer
- I am a THPO
- Wealth management
- Amateur genealogist
- Marketing
- None

- As stated above, I both live and work in historic buildings.
- I live in a historic neighborhood. Not sure that it is formally designated.
- None
- Past elected city council
- none retired
- Praying for our church
- None, so far.
- none.
- N/A
- Community member

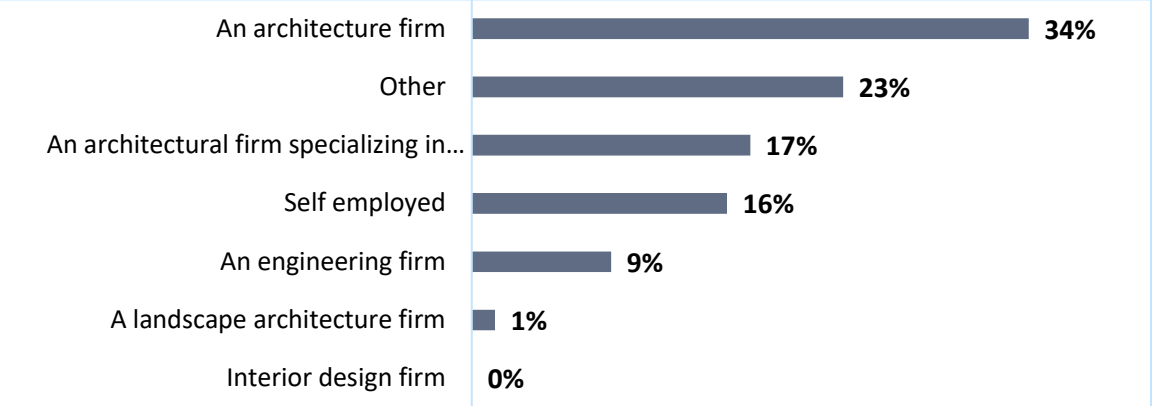
Figure 11: For which level of government do you work? (n=129)
Around 70 percent of respondents who said they worked for the government said they worked for either state or city governments.



The survey asked additional questions of specific historic preservation related professionals. The following sections summarizes responses for those questions by professional groups.

Architects and design professionals

Figure 12: Which of the following best describe your workplace (architect or design professional)? (n=70)
Over a third of respondents who identified as architects or design professionals indicated that they worked at an architecture firm.



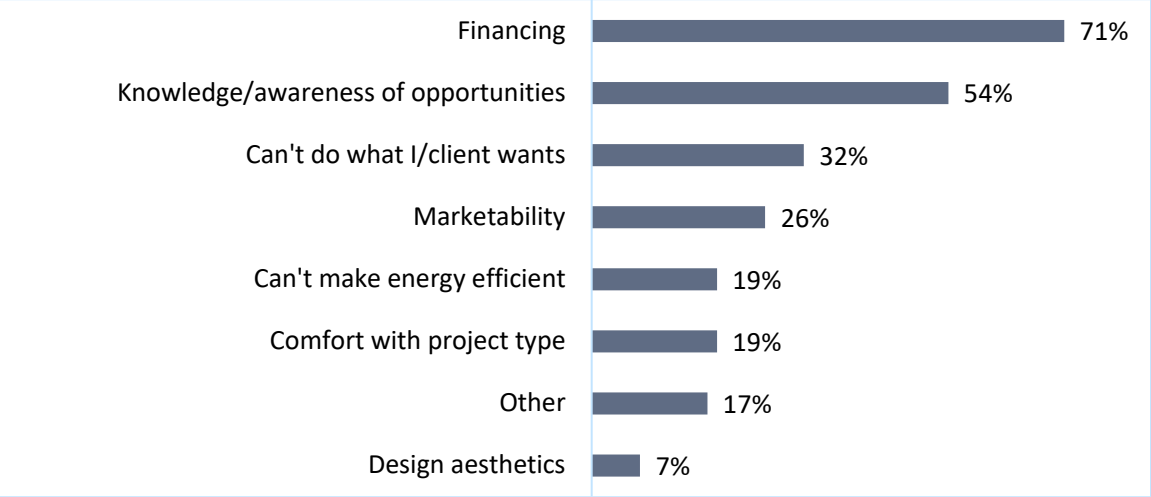
Other options specified by the respondents (100-character limit)

- **MnDOT (2)**
- **state agency/government (2)**
- **Public school district/ urban school district (2)**
- Landscape Nursery / design build
- division of government
- State Agency Environmental Services Office
- I work in facilities at a large hospital group
- A consulting firm specializing in history and building reuse.
- Non-profit
- Director of a non-profit

- CRM Firm
- An architecture firm (note spelling)

Figure 13: As a design professional what do you see as the barriers to your clients taking on a preservation project? (n=69, up to three responses)

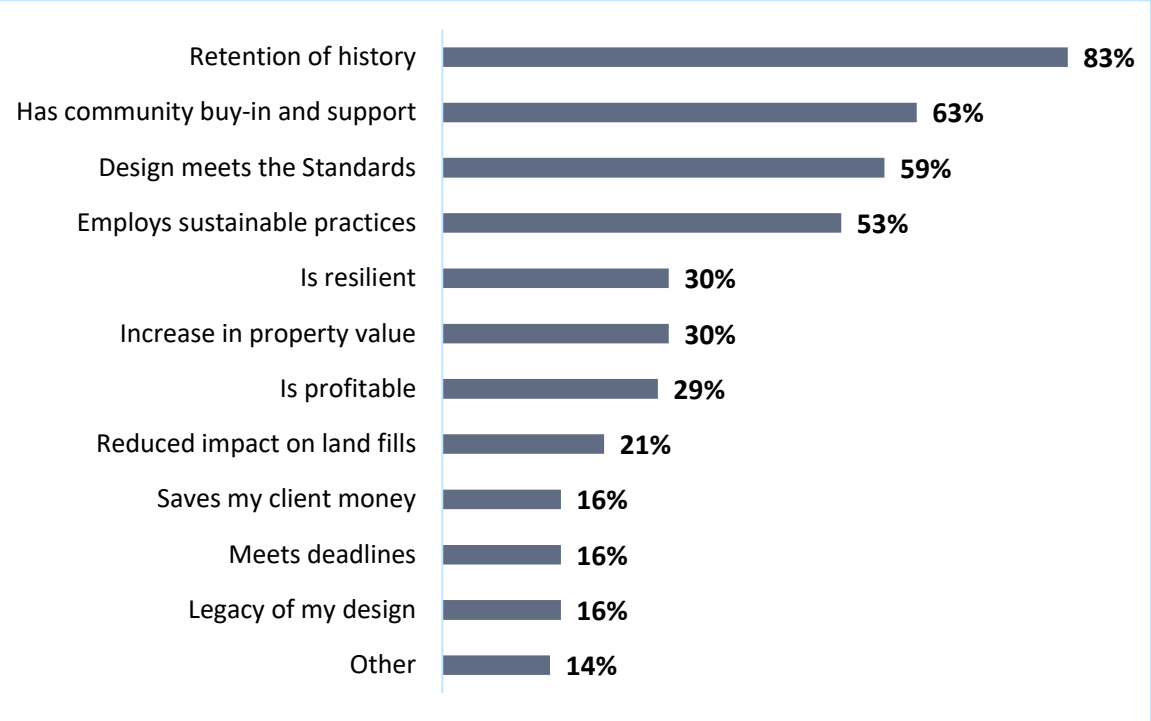
Most commonly, respondents identified financing (71 percent), lack of knowledge and awareness of opportunities (54 percent), and inability to do what they or their client wants (32 percent) as the barriers to taking on a preservation project.



Other options specified by the respondents (100-character limit)

- Perception that preservation guidelines/standards are barriers rather than enablers
- Old buildings do not meet current functions. Not all old buildings are historic.
- Client's view on code compliance vs. cost; especially separation of spaces and fire protection.
- economics and cost benefit
- cost prohibitive to rehab and maintain
- longer timelines for historic work, specialized professionals required
- Cost. Limitations. Review process.
- Current tax credit system favor large/professional developers/intimidates others
- Lack of knowledge of cultural landscapes as heritage resource
- The cost of doing it right.
- The extra time the SHPO reviews inject into the project schedule

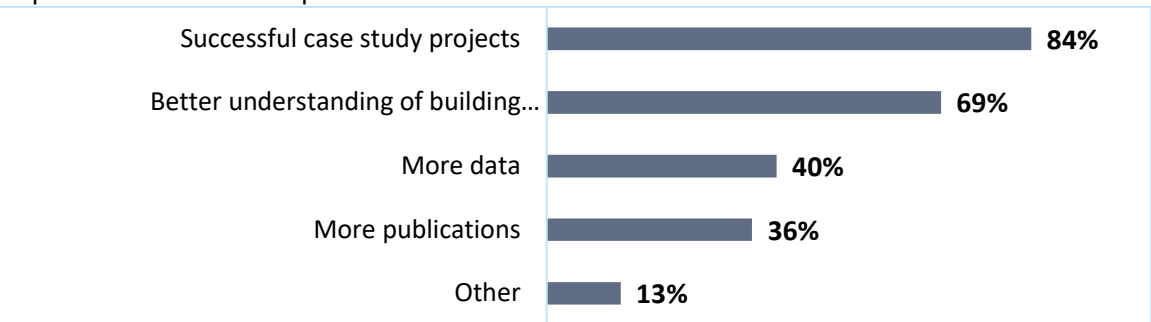
Figure 14: As a design professional what are your project success indicators? (n=70, could choose five)
Most commonly, respondents indicated that "retention of history" (83 percent), "community buy-in and support" (63 percent), and "design meeting the standards" (59 percent) were success indicators for their projects.



Other options specified by the respondents (100-character limit)

- **Meets client's needs (4)**
- solutions that balance preservation objectives with the demands/expectations of contemporary use
- Public ed. on benefits of good, practical maintenance and preservation of historic craftsmanship
- Reasonably easy and economical to maintain and operate
- Harmony and compatibility of design. Client goals. Beauty, durability, improved performance.
- Adaptive reuse that is flexible enough to sustain usefulness long into future

Figure 15: What tools or polices could help dispel common misconceptions about the sustainability of preservation? (n=70, no limit on responses)
Most commonly, respondents indicated that successful case study projects (84 percent) could help dispel common misconceptions about the sustainability of preservation. Additionally, "better understanding of building regulations and requirements" (69 percent), and "more data" (40 percent) were also indicated as tools or policies that would help.

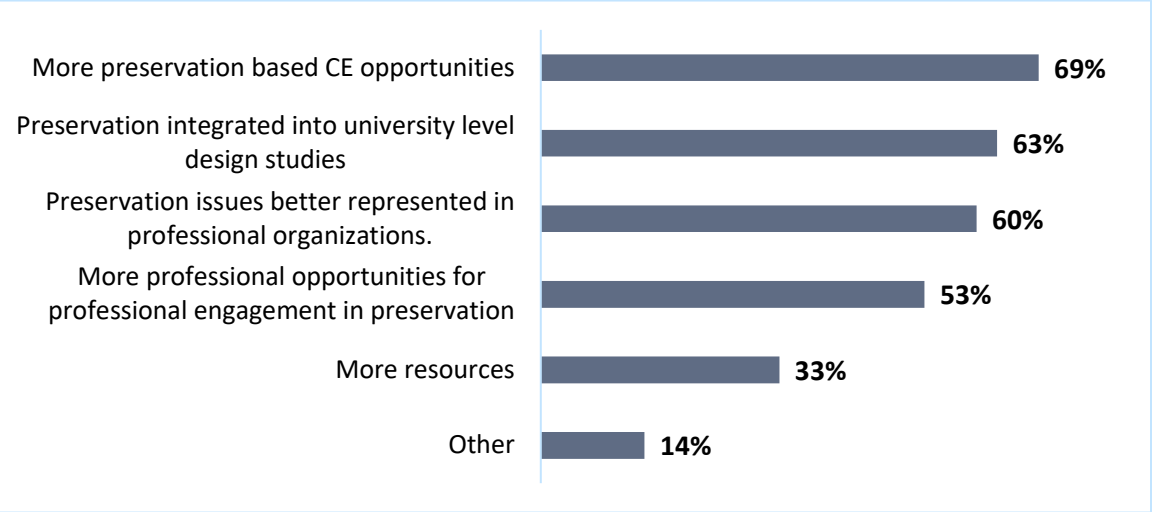


Other options specified by the respondents (100-character limit)

- Media can be very useful, with an assist by public relations
- SHPO takes 30 days to review effects of a road/bridge project. 30 days is too long of time.
- Incentivize use of existing structures and their life cycle cost savings-this should be option #1
- More carrots, less sticks. More flexibility in terms of costs & sustainability.
- Leading question and not a misconception.
- Provide a list of tax credit users who found the process simple, fair and cost-effective
- Better understanding of cultural landscapes as heritage resource
- Helping more PEOPLE do it - so people see it is achievable and not that hard or unattainable.
- Education as to whether invisible historic details even continue to be historic.

Figure 16: What could help working design professionals and emerging professionals be best prepared to work on preservation design projects? (n=70, no limit on responses)

Nearly 70 percent of respondents said more preservation-based continuing education opportunities would help them and other emerging professionals be prepared to work on preservation design projects. More than 60 percent said integrating preservation into university-level design studies would help, and almost as many said professional organizations could better represent preservation issues.

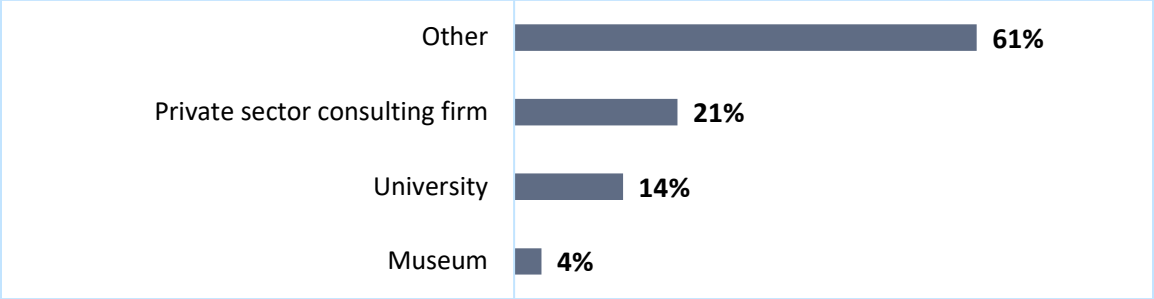


Other options specified by the respondents 100-character limit)

- Education on assisting the client in funding the restoration and renovation project.
- Better available reference material on how buildings were made at different points in time.
- expanding the SOI standard professions-Historic Engineer and Historic Landscape Architect categories
- Easier access to identifying historical properties (Map not list by county)
- Timely decisions,
- Workshops on tax credit use for City Staff, Owners, Developers, and Designers
- First, better university landscape architecture degree program education about cultural landscapes
- For larger preservation or designated projects, a primer on what the process looks like so more firm
- Unlimited budgets

Archaeologists

Figure 17: Please identify your type of workplace (n=28)



Of the 28 respondents who identified themselves as archaeologists, 17 respondents indicated that they worked in some level of government (see "other" responses below.)

Other options specified by the respondents (n=12, 100-character limit)

- **Federal Government (5)**
- State government
- Government Office
- In the Natural Resources Office of a federal power marketing organization.
- library
- County, not related to my archaeological college major
- National Park Service
- tribal

Figure 18: How do archaeological sites compare to historic structures or buildings in our state's inventory? (n=27)

A majority of respondents (67 percent) indicated that archaeological sites are underrepresented in the state's inventory.

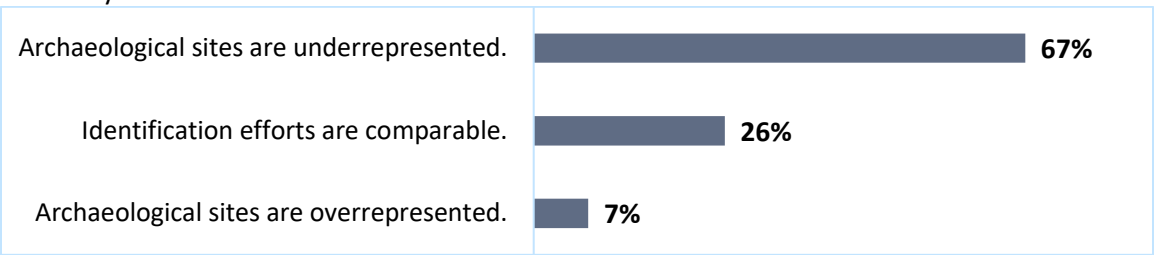


Figure 19: How do archaeological sites compare to historic structures or buildings in our state's historical designations (National Register of Historic Places listings, or local designations)? (n=26)

Similarly, an even larger majority (83 percent) indicated that archaeological sites are underrepresented in the National Register of Historic Places listings.

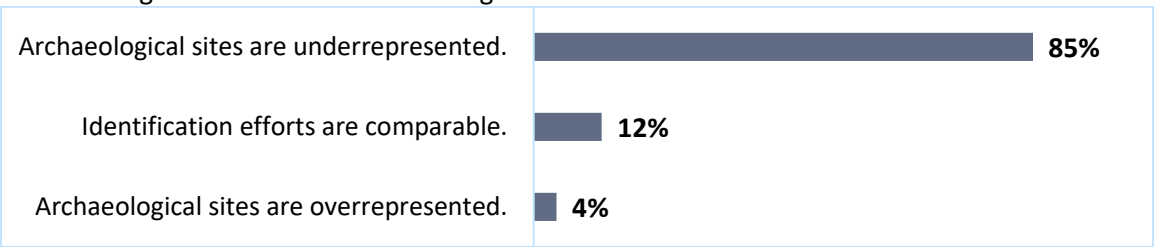
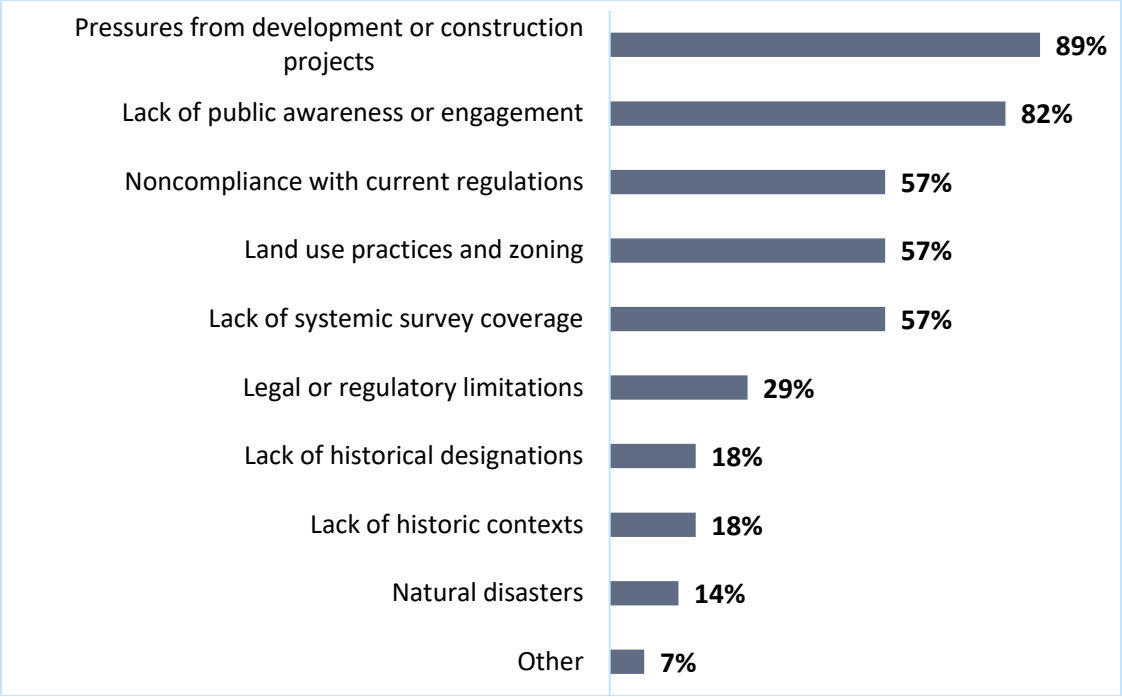


Figure 20: What are the main threats to preservation of archaeological sites in Minnesota? (n=28, up to five responses)

An overwhelming majority of respondents (89 percent) indicated that pressures from development or construction projects was a threat to preservation of archaeological sites in Minnesota. Another major threat identified respondents was the lack of public awareness or engagement" (82 percent).

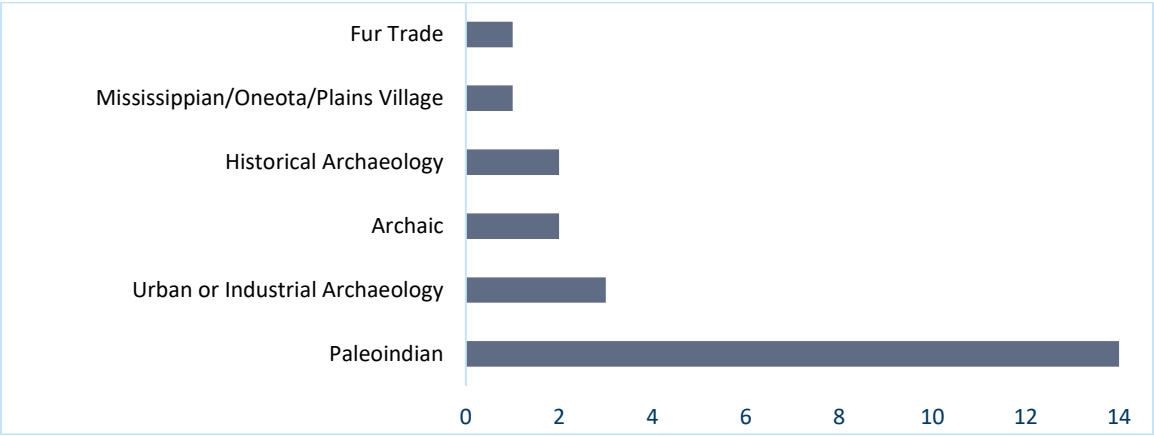


Other options specified by the respondents (100-character limit)

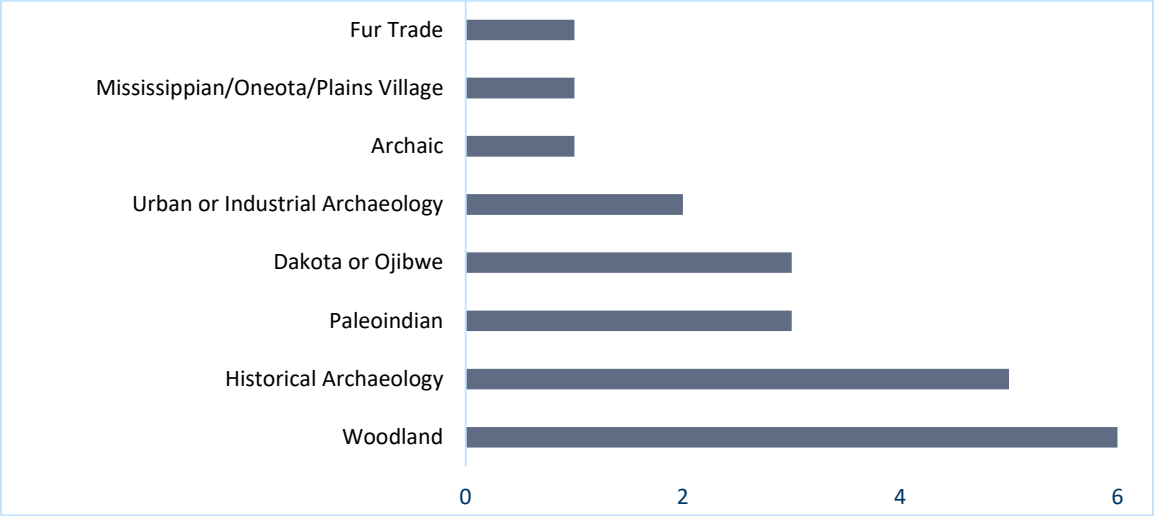
- Pushing mediocre sites as NRHP eligible. Tribes circumventing reporting requirements due to IP.
- Vandalism

Figure 21: Impression of the representation of time/cultural periods among Minnesota's currently known archaeological sites (1 is most plentiful, 8 is least plentiful):
Most respondents indicated that the Paleoindian period was the most plentiful in Minnesota's currently known archaeological sites while "woodland" was selected the as the least plentiful.

a) respondent ranking for most plentiful (1)



b) Respondents ranking for least plentiful (8)



Planners

Most of the respondents who indicated they are planners said they do not work with a consulting firm that does contract work for a government agency (n=58) while 11 respondents indicated they did. Many indicated they work for some level of government, with many of those who described the organization they worked for as some level of government.

How would you describe the organization you work for? (100-character limit)

- **Local government or municipality (11)**
- **City (10)**
- **Federal Government (3)**
- **County Government (2)**
- **University/Higher Education (2)**
- Civil rights advocacy
- Retired from Metro Transit
- Historical Society
- Natural Resources Office of a federal power marketing administration
- State regional economic development agency
- Chateau Frontenac Ltd. Planner of a 7 home historic PUD
- non profit
- state entity
- Government agency
- Disaster Management
- school district
- a non-profit intermediary within the community & economic development field
- Housing Authority
- I serve on my local planning commission and am a former elected official.
- design firm
- 1 of 9 service cooperatives in the state - we do partner with LUG's in a planning/zoning capacity

Figure 22: From the vantage point of your position with your current organization, how well is historic preservation integrated into land use planning and the broader public policy? (n=68)

Most respondents said historic preservation is moderately or poorly integrated into land use planning and broader public policy. Just 12 percent said it was very well integrated.

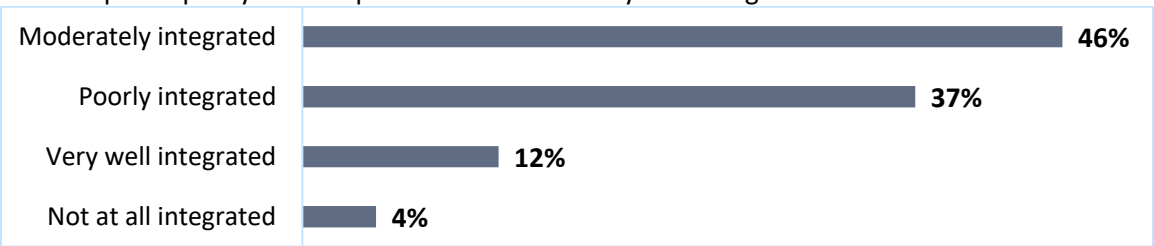
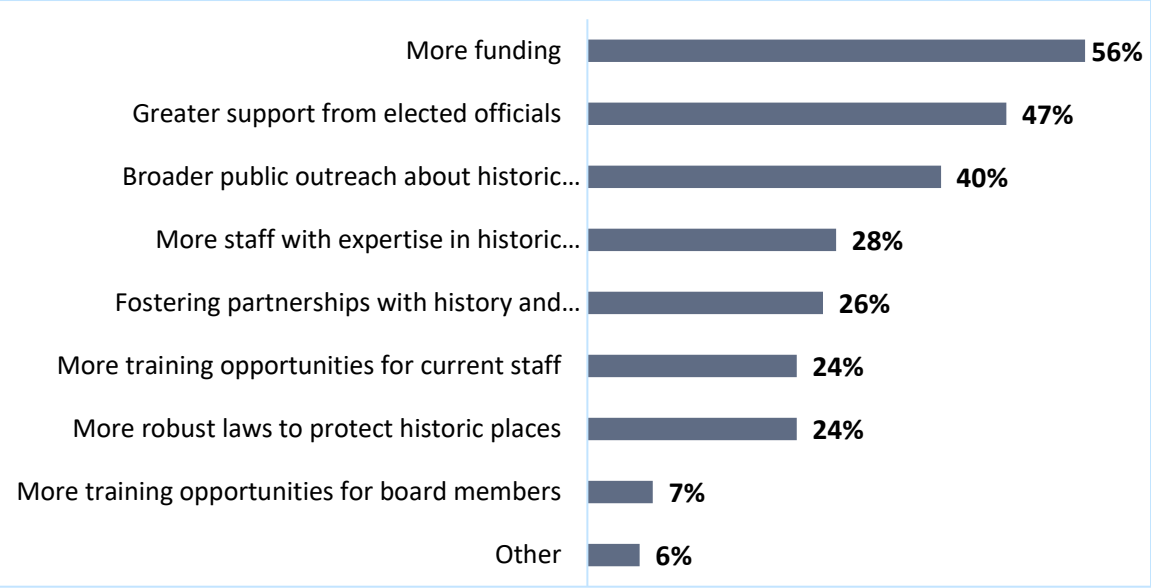


Figure 23: Which of the following would most encourage preservation planning within your organization? (n=68, up to three responses)

Most commonly respondents identified, “more funding” (56 percent), “greater support from elected officials” (47 percent), and “broader public outreach about historic preservation” (40 percent) as activities that would encourage preservation planning within their organizations.



Other options specified by the respondents (100-character limit)

- Better understanding of all aspects of H.P. by local planners.
- Creative and inviting interactive techniques to entice people to learn about history
- It is not a priority of my particular agency
- Integrating preservation with land use planning and economic development

Figure 24: What could SHPO provide to best support your organization's historic preservation activities? (n=66)

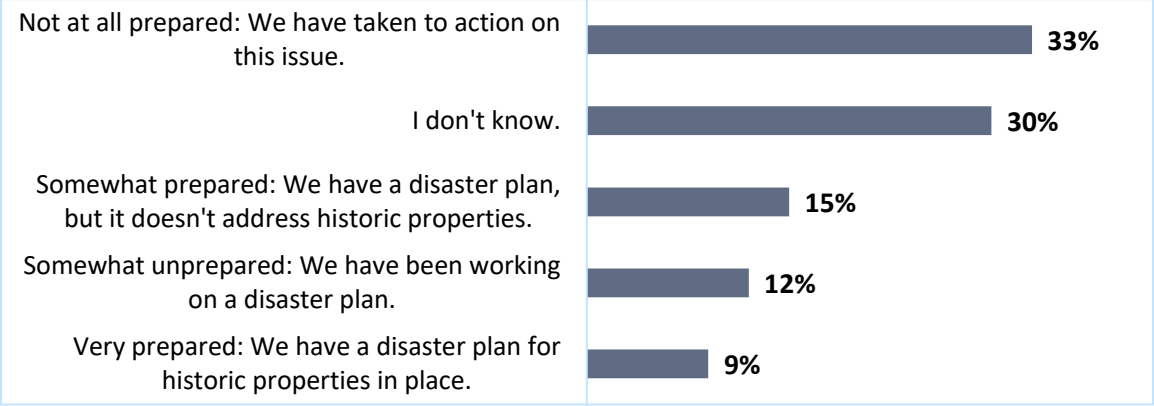
Respondents indicated that “more grant funding for preservation planning” (30 percent), “examples of best practices/successful projects online” (24 percent), and “technical assistance to staff” (23 percent) as the top choices for support that SHPO could provide for their organizations.

Other options specified by the respondents (100-character limit)

- $ for capital improvements to buildings that are in disrepair and in danger of being lost.
- Better understand and accommodate the financial limitations of certain locations.
- exploring additional methods that would incentivize private preservation efforts at state legislation
- Guidance and support for using replica building materials -more fire/climate change resistant.
- Hire historical landscape architect staff

Figure 25: How prepared is your agency to respond to threats to historic properties caused by natural disasters and climate change? (n=66)

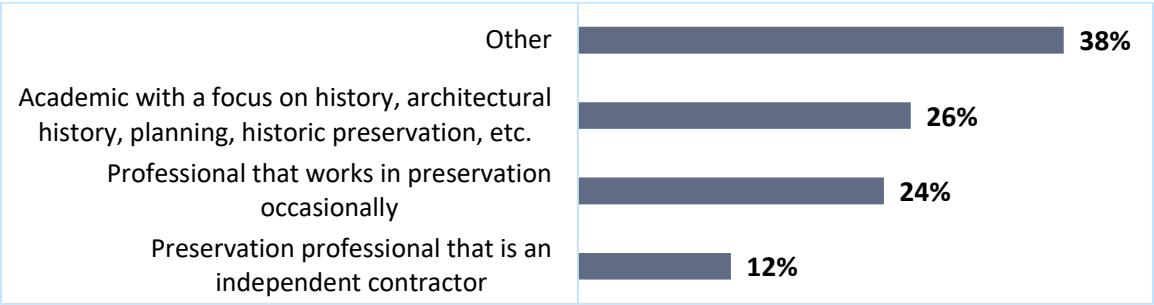
Over a third of respondents indicated that their organizations were not at all prepared to respond to threats to historic properties caused by natural disasters and climate change, while close to another third of respondents indicated that they did not know.



Historians and architectural historians

Of the 142 respondents who indicated they are historians or architectural historians, nearly 40 percent indicated their profession was “other:” Those professions ranged from museum director to consultants and volunteers.

Figure 26: Please select the profession that best describes you.



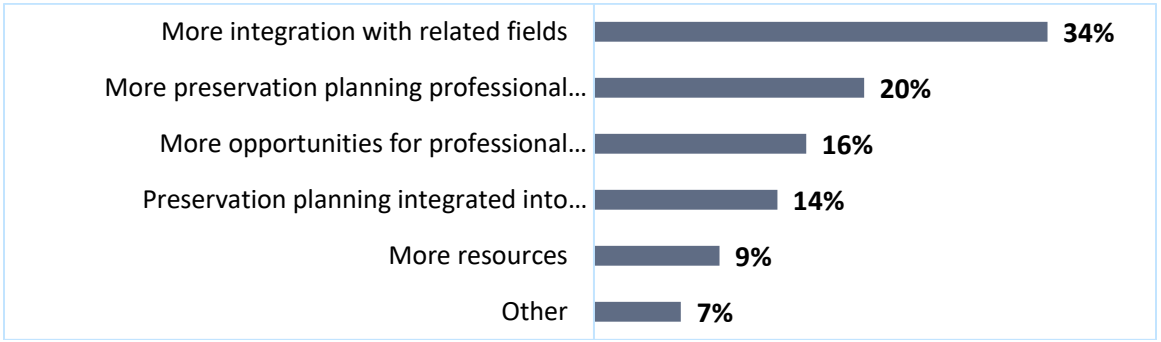
Other options specified by the respondents (100-character limit)

- Volunteer museum CEO, fundraiser, archivist, editor and docent
- Historical researcher, author, long time HPC member, and preservation-minded nonprofit board member
- I am Executive Director of a building on the National Register and a member of our city's HPC
- Small Museum Director
- staff member of environmental and preservation consulting firm
- Curator, author, historian on a community level, increasing awareness of African American history.
- An active volunteer (board member) with my local historical society

- helping educate others on documented history
- State government
- Minnesota aviation historian, no professional schooling but a lifelong interest in preservation.
- Artist
- Archivist
- Full-time preservation professional but not an independent contractor
- Museum Director
- Project Coordinator at Historic Preservation AmeriCorps program
- Local historian
- Historical research; historical novel writer
- Federal CRM
- professional at a consulting firm
- Professional that works in preservation regularly
- Sharing early Minnesota to people I encounter in different situations.
- I am an amateur historian and writer.
- Writer
- I am self taught with interests in history, interior/exterior historic design, architecture.
- Museum professional
- I work for an historical society.
- History buff and 1 course short of MA in Historic Preservation
- I am a registered architect that likes history and the history about the projects I work on
- Non-profit
- Designer, Artist, and Jeweler.
- Public historian operating a local historical society
- Doctorate in History, not actively in academia
- THPO
- Contracted (non-independent) architectural historian
- Work with [organization], grad school student in Historic Preservation
- I'm a community-based historian and volunteer my time to write and educate the public about untold s
- Public historian
- Editor of neighborhood history book.
- Ma in museum studies, preservation of artifacts and historic structures
- Director of local Historical Society
- professional working in preservation (NOT occasionally)
- postgraduate history student
- Volunteering to preserve an historic church and am researching its history for national registry.
- City Planner
- clg staff
- Preservation professional within a global professional services company

Figure 27: What could help working historic preservation professionals and emerging professionals be best prepared to work within the historic preservation field? (n=138)

Percent of respondents who indicated the following statements describe what could help working historic preservation professionals and emerging professionals be best prepared to work within the historic preservation field.

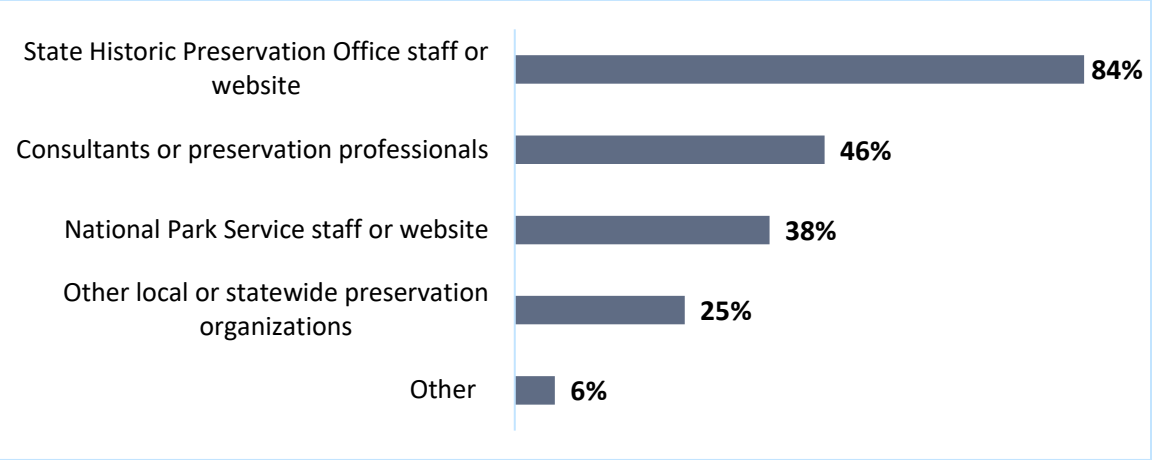


Other options specified by the respondents (100-character limit)

- More partnership opportunities and funding sources for non-profit groups like NBHPC
- Better earnings in the field.
- Better preservation training community outreach programs for people in trade school
- I'm not sure, i'm not a professional historian.
- Clarified and streamlined process at SHPO - from step one to completion
- If the Preservation office would answer emails when we require information
- US Secretary of Interior include Historic Landscape Architects as qualified HP Professionals
- SHPO should promote positive, collaborative relationships with preservation professionals.
- Hands on experience

Historians' main choice for advice on document preparation for national register nominations was SHPO staff or website, with 84 percent of respondents choosing that option. The next-most popular choice, at 46 percent was consultants or preservation professionals. Rounding out the top three was National Parks Service staff or website, with 38 percent.

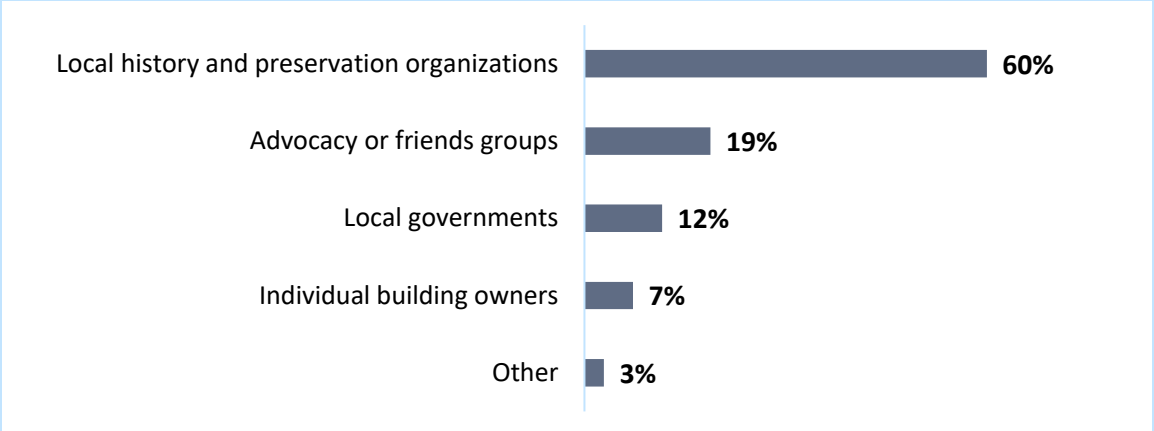
Figure 28: When preparing National register nominations, who do you turn to for advice on document preparation? (n=135, no limit on responses)
Percent of respondents who indicated that the following statements describes where they turn for help in preparing national register nominations.



Other options specified by the respondents (100-character limit)

- state and local historical societies
- There should be an NA on this question because not everyone taking survey preps NR nomination
- Local and state SHPO generally are not helpful - we shouldn't need a consultant to untangle the proc
- Whomever can help us to accomplish our goal
- People who will be deprived of opportunity by preservation
- I've not prepared a nomination yet.
- National Register of Historic Places staff

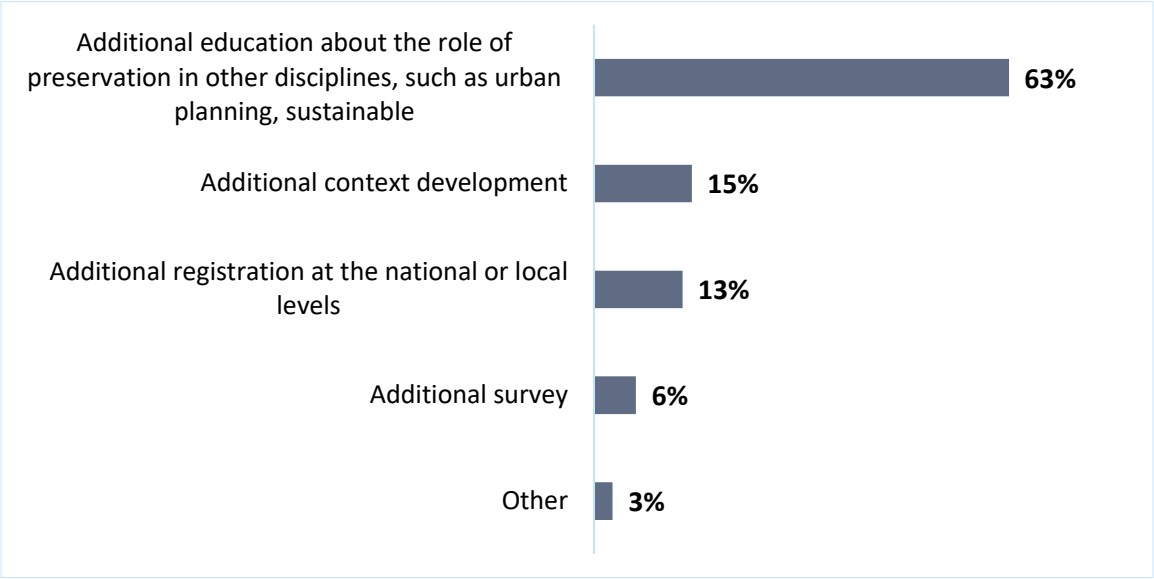
Figure 29: National Register nominations are the culmination of the preservation planning process, which often begins with survey or context development. Which organization or groups of people do you see as the most willing to initiate and be actively engaged in the preservation planning process? (n=138)
Percent of respondents who indicated that the following statements best describes organizations/ groups that are most willing to initiate and be actively engaged in the preservation planning process.



Other options specified by the respondents (100-character limit)

- Try engaging with high school students and trade schools
- NR nominations are NOT the culmination of the preservation planning process.
- Historic American Landscapes Survey

Figure 30: What, in your opinion, is the greatest statewide preservation planning need? (n=142)
Percent of respondents who indicated that the following statements best describes the greatest statewide preservation planning need:



Respondents who work in a trade that works with historic preservation

Table 1: Please identify your type of workplace. (n=79)

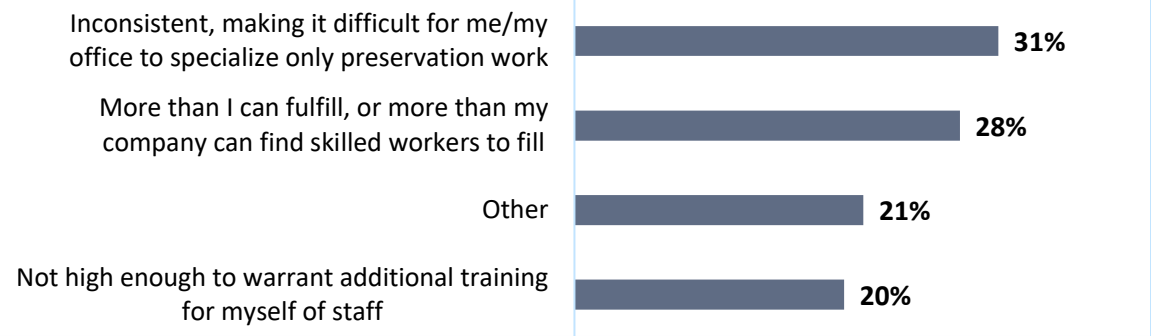
Type of workplace.	79
Other	52
Self employed	17
Construction company specializing in preservation work	6
General construction company	4

Other options specified by the respondents (100-character limit)[4]

[4] "Trade" was not defined in the survey questionnaire.

- Museum (8)
- Historical Society (5)
- Architectural Firm (5)
- Nonprofit (3)
- Government Office
- Arts and Culture organization focusing on history/research/preservation
- Federal CRM
- cultural resources management company
- Historic site
- Consultant- engineering and planning
- Consulting company specializing in history and building reuse/re-activation
- state agency
- Facilities Planning
- Housing Authority
- County government that has done several historic preservation projects
- Building maintenance at parish over 140 years old
- Commercial Property Management
- Federal Government (3)
- Government employment working with property development.
- State office.
- Manage design department for large lumber retailer
- library
- Retired
- Seriously, you didn't consider public historians at local museums for your survey?
- preservation office
- THPO
- GIS technician, occasionally working with historic maps and geographic data.
- materials estimator of construction materials
- retired City Administrator
- NA

Figure 31: Which of the following best describes current demand for preservation focused trade skills? (n=71)
Percent of respondents who indicated that the following statements best describes current demand for preservation focused trade skills:

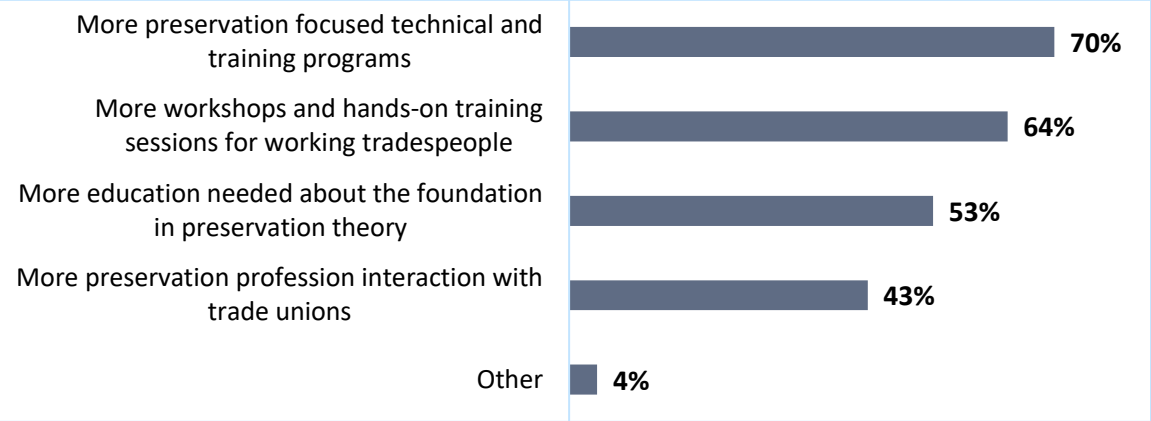


Other options specified by the respondents (100-character limit)

- N/A.
- Not enough skilled museum directors and others working with preservation
- Critical shortage of trade specialists in the field.
- Non-existent
- We normally hire out the specialized work to sub-contractors; which are in short supply.
- I'm a realtor. I want to focus on mainly working with pre-1940 homes and buildings.
- We need more accessible info to give to folks interested in preservation, inc. skilled contractors
- Demand for projects but unable to reach required funds
- Not enough information about what preservation focused trade skills means.
- I have no idea

Figure 32: How could the pathway into preservation trade professions be better supported? (n=74, no limit on responses)

According to 70 percent of respondents, the pathway into preservation trade professions could be better supported through preservation-focused technical and training programs. Another 64 percent said working tradespeople could use more workshops and hands-on training sessions. More than half indicated there is a need for more education about the foundation in preservation theory.

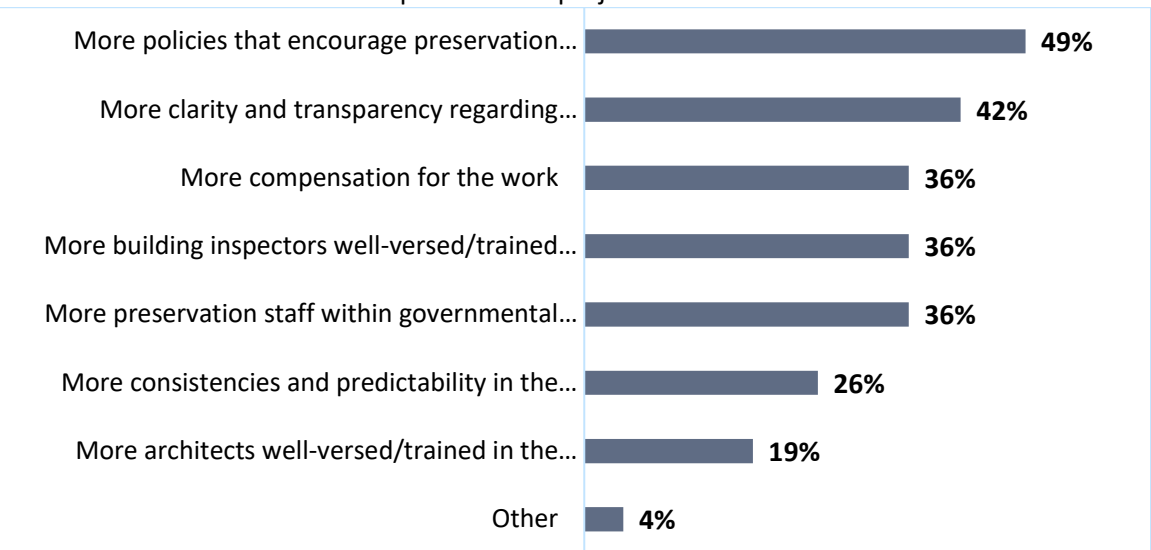


Other options specified by the respondents (100-character limit)

- The very meaning of "Preservation" as a term needs to be more fully defined and explained.
- More money in the field.
- Get the public interested in tackling preservation oriented projects so they, in turn, hire trades

Figure 33: From your perspective as a tradesperson, what sort of measures would increase either your participation in preservation projects or increase the number of successful historic preservation projects? (n=69, up to three responses)

Most commonly, respondents noted that “more policies that encourage preservation tradespersons included in preservation work” (49 percent), “more clarity and transparency regarding approval processes” (42 percent), and “more compensation for the work” (36 percent) would increase their participation in projects or increase the number of successful historic preservation projects.



Other options specified by the respondents (100-character limit)

- Easier pathway for the next generation to learn from the (retiring in great numbers) professionals.
- grants and other funding

Respondents who work county, local, or tribal government unit

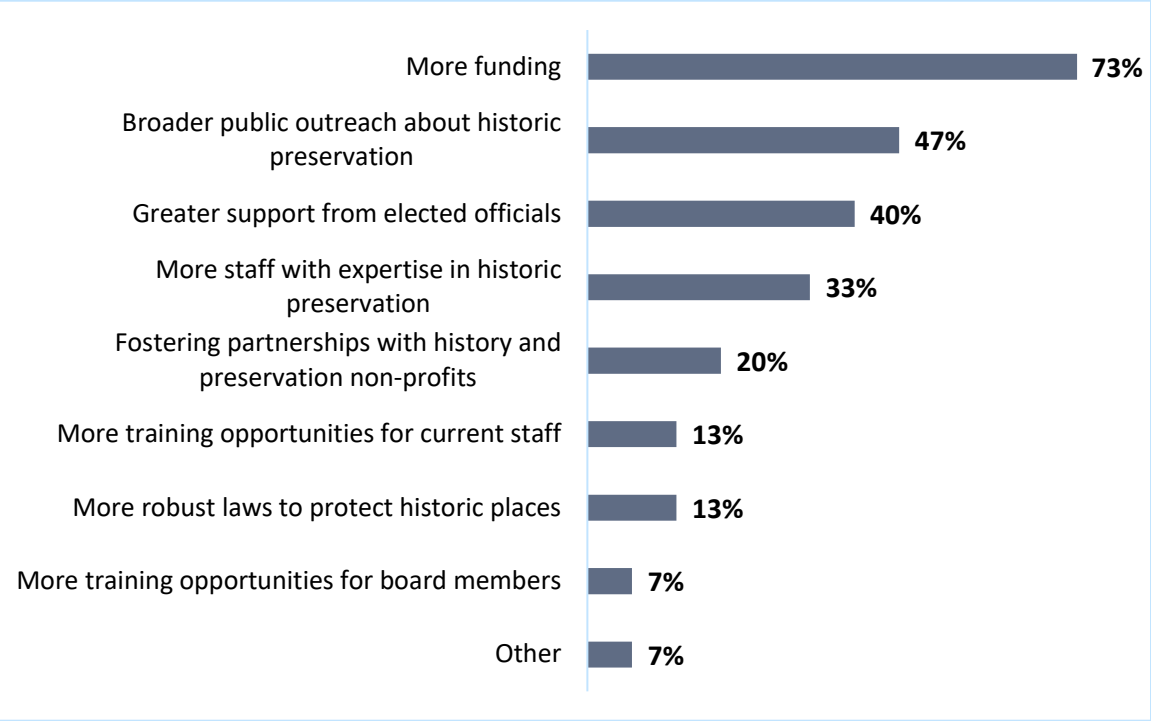
Only 15 respondents said they work for a county, local or tribal government. Of those, nine said historic preservation is poorly integrated into land use and broader public policy. None said it was very-well integrated.

Table 2: From the vantage point of your position with your current organization, how well is historic preservation integrated into land use planning and the broader public policy? (n=15)

Response	Count
Poorly integrated	9
Moderately integrated	5
Not at all integrated	1
Very well-integrated	0

Figure 34: Which of the following would most encourage preservation planning within your organization? (n=15, up to three responses)

Percent of respondents who indicated that the following statements describe what would most encourage preservation planning within their organization:



Other options specified by the respondents (100-character limit)

- Re: demographics male and female are sexes not genders - there was nowhere to comment on demographic

Table 3: What could SHPO provide to best support your organization's historic preservation activities? (n=15)

Response	Count
More grant funding for preservation planning	6
Examples of best practice/successful projects online	4
Other	3
Online training	1
In-person training	1
Technical assistance to staff	0

Other options specified by the respondents (100-character limit)

- Money
- none
- accepting official correspondence via email so 30-day comment periods are actually 30 days

Table 4: How prepared is your agency to respond to threats to historic properties caused by natural disasters and climate change? (n=15)

Response	Count
I don't know.	6
Somewhat prepared: We have a disaster plan, but it doesn't address historic properties.	4
Not at all prepared: We have taken to action on this issue.	3
Somewhat unprepared: We have been working on a disaster plan.	2
Very prepared: We have a disaster plan for historic properties in place.	0

Demographics

Table 5: Where in Minnesota do you call home? (n=520, no limit on responses)

Response	Count
Minneapolis/St. Paul	172
Twin Cities metro (excluding Minneapolis/St. Paul)	135
Rural Central	81
Rural Southeast	72
Rural Northwest	48
Rural Southwest	47
Rural Northeast	38
Duluth	7
Shakopee Mdewakanton Sioux Community Reservation	5
St. Cloud	1
Leech Lake Band of Ojibwe Reservation	1
Prairie Island Indian Community Reservation	1
Red Lake Nation Reservation	1

Figure 35: Which age group best describes you? (n=779)

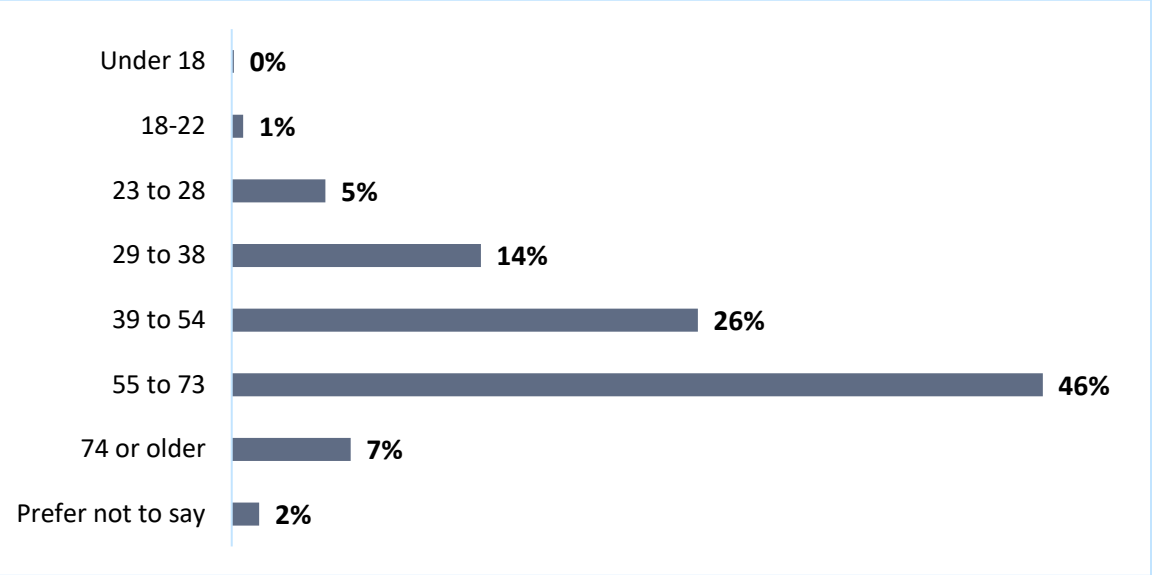
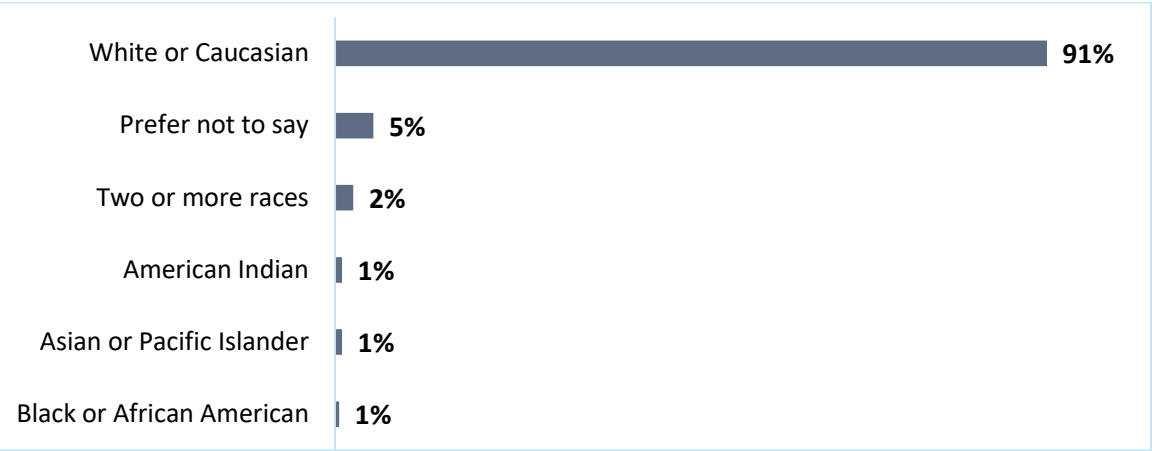


Table 6: With what gender do you most closely identify? (n=777)

Response	Count
Male	335
Female	418
Nonbinary or third gender	2
Prefer not to say	22

Figure 36: With what race do you most closely identify? (n=779)



Most survey respondents (90 percent) also indicated they are non-Hispanic.

Table 7: With what ethnicity do you most closely identify? (n=752)

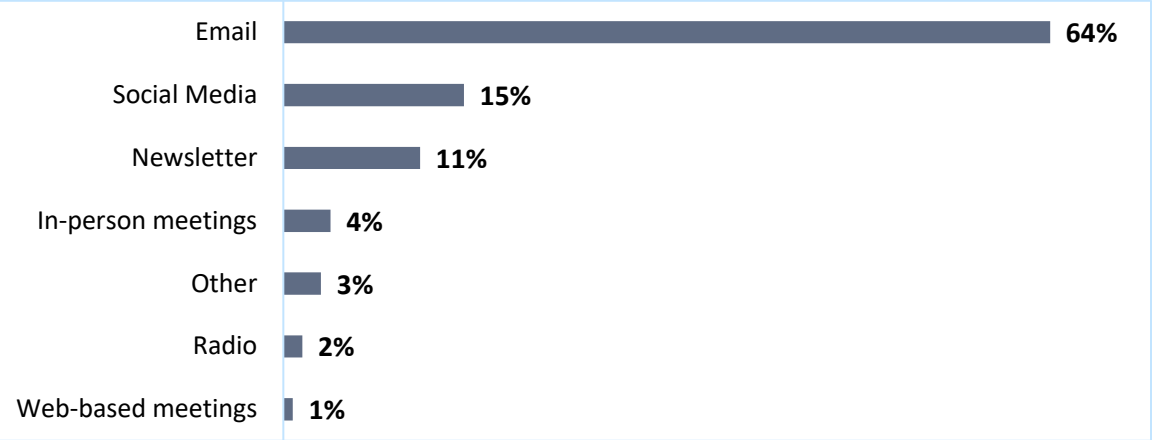
Response	Count
Non-Hispanic	676
Prefer not to say	71
Hispanic	5

Future contact with State Historic Preservation Office

Table 8: Finally, how do you prefer to hear from the Minnesota State Historic Preservation Office? (n=762)

Response	Count
Email	488
Social Media	115
Newsletter	87
In-person meetings	30
Other	24
Radio	12
Web-based meetings	6

Figure 35: Finally, how do you prefer to hear from the Minnesota State Historic Preservation Office?



Other options specified by the respondents (100-character limit)

- Referred by friend
- Online newsletter
- All of the above depending on the subject matter. E-mail for specific project/work related communication
- Phone calls
- MN
- My friend
- All of the above!
- email and newsletter
- kstp / news outlets
- mail
- In the news
- Website, news releases
- Ha, I'd prefer not to at all.
- newspaper and online media (not social)

Statewide Historic Preservation Plan 2020-2030 |
Summary of Partner and Stakeholder Input

June 30, 2020

The Minnesota State Historic Preservation Office (MNSHPO) administers and oversees programs aimed at identifying important historic and cultural resources to support their preservation and continued use in the state of Minnesota. The resources and the people that impact them are also the focal point for preservation planning in the state, including overseeing the development of the Statewide Historic Preservation Plan—a strategic plan that "reflects the issues, concerns, and aspirations of a wide range of preservation partners and helps guide effective decision making on both local and state levels"[1] in Minnesota.

Over the course of several months, from August 2019 through February 2020, MNSHPO led engagement efforts to gather input from historic preservation partners and stakeholders to help inform the Statewide Historic Preservation Plan 2020-2030. MNSHPO contracted with the state's Management Analysis and Development (MAD)[2] department to assist in designing and analyzing the results of some of these efforts.

Partner and stakeholder engagement process

MNSHPO led engagement and consultation with a wide array of partners and stakeholders including subject matter experts, state agencies in areas related to historic preservation, the general public, and the Minnesota State Historic Preservation Review Board. These efforts include,

- eight public and professional engagement events
- one-on-one conversations with hundreds individual including input from individuals on select survey questions
- Semi-structured interviews with subject matter experts, state and local preservation partners and officials, including the Minnesota State Historic Preservation Review Board
- Engagement efforts with Minnesota's 11 federally-recognized tribes and Minnesota Indian Affairs Council (MIAC) cultural resources staff [3]
- An online statewide public survey[4]

These partner and stakeholder groups are collectively referred to as "stakeholders" in this summary report.

Summary process

This report summarizes the input received from engagement efforts with partners and stakeholders for the next statewide historic preservation plan. The first section highlights some key general findings. The rest of the report is organized by topics related to challenges, opportunities, and resource needs identified by the stakeholders, and their vision for the statewide preservation plan, highlighting places where there was consensus and disagreement among and across groups. Although this report explores several areas separately, we heard from

[1] For more information about the Statewide Historic Preservation Plan 2020-2030, refer to https://mn.gov/admin/shpo/planning/statewide-plan-new/

[2] MAD is the State of Minnesota's in-house unit that provides neutral, third party management consulting services to public sector agencies. For more information, visit: http://www.mn.gov/mmb/mad.

[3] This engagement is not included in this summary and can be found in the final report

[4] The summary of the findings from the survey can be found in the final report

many stakeholders about the inter-related nature of these issues. Therefore, the report attempts to identify places where topics may intersect and overlap.

More information about the stakeholders in the conversations, the outreach efforts for statewide input, and list of type of questions used to guide the conversations, is included in a series of appendices.

Some discussions were with one individual associated with one organization, while other discussions included people from multiple organizations or people from one organization but serving multiple roles. In order to be clear and accurate, analysts used the following terms:

- **Participant** refers to an individual
- **Organization** refers to a specific organization
- **Conversation** is a general term to include interviews where more than one organization was represented, and the people in the conversations are **participants**

Throughout this document, the **numbers in parentheses** indicate the times that certain topics or themes were mentioned in comments and feedback for the statewide preservation plan. An individual member's comments may be counted more than once across different themes, as MAD was not always able to neatly separate comments on some topics into just one theme.

Key General Findings

Importance of historic preservation

Most commonly, participants in several conversations highlighted the importance of historic preservation for **preservation of places and spaces (42).** A few stakeholders who participated in conversations are mandated to preserve specific historic and cultural sites, while others view the preservation of the built environment as an important goal for their mission. Many stakeholders highlighted that preservation of historic places and spaces ensures future generations have access to these resources. In a few conversations, stakeholders noted preservation of historic and cultural places is important for placemaking– creating connections between people and public spaces that promote health and wellbeing of a community. These stakeholders noted that specific historic buildings and spaces such as downtowns, main streets, campuses, etc., connect people to the experience of a specific place.

In several conversations, stakeholders also noted historic preservation is important for **preservation of cultural identity and heritage of Minnesota (41)**. In several conversations, stakeholders discussed how historic preservation is critical in connecting people to the state's history as well as in celebrating the diverse communities of Minnesota. Stakeholders identified the importance of historic and cultural resources, including historic and cultural sites, downtowns, main streets, and tribal cultural resources for communities in Minnesota. Additionally, in one conversation, a stakeholder noted historic and cultural resources are also important drivers of tourism to the state.

For a few stakeholders who participated in conversations, historic preservation is a core component of their **mission and goals to support thriving communities (24)**. For a few stakeholders, historic preservation is a core mission of the work they do, and for others, historic preservation relates broadly and in varying degrees to their mission to promote the wellbeing of communities. This included increasing access to affordable housing, economic and community development, improving multi-modal transportation, public health, economic development, and stewardship over the environment and natural resources. Where historic preservation is not directly tied to their mission, stakeholders identified how preservation of historic and cultural resources is an integral part of a community's cultural identity and preservation of heritage.

In several conversations, stakeholders also noted the **importance of historic preservation for economic vitality (22).** For many stakeholders, preservation of historic and cultural resources is important for economic growth in local communities. Stakeholders noted historic preservation plays a critical role in community and economic development, including in increasing the value of properties as well as adaptive reuse of buildings for commercial and housing purposes. One stakeholder group, noted activities such as Artists on Main Street[5] program initiated in 2018, contribute to thriving communities and local economies, including reviving neighborhoods, downtowns, and main streets in Greater Minnesota. These types of activities that focus on economic vitality has the added advantage of preservation of historic properties and resources such as downtowns in Greater Minnesota. In many conversations, stakeholders discussed the state and federal tax credit program, insurance programs, and other grant funding available for preservation of historic sites and the significance of these funding opportunities for historic preservation.

In many conversations, stakeholders identified the **importance of historic preservation for sustainability (22).** These stakeholders noted that from a sustainability perspective, historic preservation provides an opportunity to reuse and repurpose physical spaces and places significant to communities for environmental conservation. According to these stakeholders, demolitions and development come at an environmental cost, such as more construction materials in landfills, and preservation is critical for reducing the carbon footprint. One stakeholder also noted that from an environmental justice perspective preservation is critical for conserving natural resources are important to specific communities in Minnesota and reduces the impact of pollution on communities.

A few conversations discussed the importance of historic preservation for **conservation of natural landscape and wildlife (6)**. Specifically, stakeholders noted the significance of natural resources and landscapes and their important to American Indian populations in Minnesota. Another stakeholder identified the importance of water and the preservation of this natural resource for the health of communities.

Stakeholders' areas of biggest concern

Stakeholders discussed an array of challenges and barriers for historic preservation in the state. Most commonly, stakeholders identified lack of understanding of existing historic properties and resources (65), regulatory framework (60), low public and lawmaker interest in preservation (57), cost of preservation (44), and to a lesser extent, urban planning and development (21), lack of skilled tradespeople and professionals (18), and climate change and natural disasters (17).

Lack of understanding of historic properties and resources

Stakeholders discussed lack of understanding of existing resources (57) as a significant barrier to historic preservation. Several stakeholders identified knowledge gaps about existing resources that impact the work they do. Others also discussed the need to broaden understanding and interpretation to include a greater variety of resources that represent the rich history and culture of Minnesota. A few stakeholders discussed that currently resources identified for preservation are limited to those of importance to Euro-American settler history from a specific time frame (past 50 years or more). For example, these stakeholders noted that mid-century modern buildings, Brutalist architecture, landscapes and natural resources, and other modern spaces that are significant to communities are also important for historic preservation consideration. A few stakeholders specifically mentioned the need to broaden understanding to include resources associated with underrepresented communities such as American Indians, communities of color, and refugees and immigrants. One stakeholder noted that current definitions also may limit more intangible resources that are important to

[5] Artists on Main Street is a program by RETHOS that aims to explore how arts can support rural communities in Greater Minnesota. For more information, visit https://www.rethos.org/artists-on-main-street

communities of color while another noted that natural resources and landscapes are particularly significant to American Indian communities. Another stakeholder discussed that the current perception also excludes places such as main streets and downtowns in greater Minnesota that have cultural and economic significance to communities. One stakeholder also noted that the current definition of preservation results in a perception of preservation as elitist which consequentially reduces public interest in historic preservation.

Challenges with the regulatory framework

Most commonly, participants in conversations discussed challenges with the existing regulatory framework (60) that creates challenges for stakeholders in carrying out preservation work. Frequently, stakeholders noted that permitting and approval processes[6] adds to project timelines and can slow down projects. Others discussed that there is a lack of clarity about roles and responsibilities of preservation actors, which can constrain relationships between stakeholders and their partners and communities. Other challenges discussed included a lack of clarity in state and local regulatory framework, lack of protocols and procedures, and guidelines for preservation.

Low public and lawmaker interest in preservation

When asked about their biggest concern or the greatest threat to historic preservation in the state, low public and lawmaker interest for historic preservation (57) emerged as a key concern for stakeholders. A few stakeholders often mentioned that a perception that "new is better" in addition to attractiveness of new development results in low support for preservation amongst elected and public officials. Others also suggested that there is lack of understanding about historic and economic significance of historic places among decision makers. Many stakeholders also specifically mentioned there is a lack of awareness and understanding of importance of historic preservation among the general public, with several participants especially raising concern about younger generations' understanding and appreciation of preservation.

Preservation cost and funding opportunities

Stakeholders highlighted that cost of preservation and limited funding opportunities (44) is a barrier for historic preservation. Several stakeholders highlighted that costs associated with historic preservation also contributes to low support for preservation. Stakeholders added that there are increased costs associated with purchasing specialized materials to maintain historic sites and improving accessibility (ADA compliance) which are a financial challenge for those interested in preservation, property owners, and developers. Another stakeholder suggested that while there is interest in reusing and rehabilitating historical sites to increase access to affordable housing, the cost of preservation is often higher than building new housing. Other factors such as accessibility and energy efficiency challenges with historical sites also adds to this tension that makes it unfeasible for stakeholders.

A few stakeholders noted that for public officials in smaller cities and municipalities the cost along with limited financing opportunities adds to resources constraints that limit their ability to prioritize preservation. Some stakeholders noted that lack of understanding of financing opportunities such as grants and the historic tax credit, as well as difficulty navigating processes to access those opportunities may also limit historic preservation efforts. Another noted that currently the financial resources for historic preservation are tied to income-producing properties and does not provide much support for private homeowners.

For organizations that work in historic preservation, the cost of preservation impacts the work they do as well, including ability to attract staff, maintain properties, and provide support to partners and other organizations. Another noted that funding is also needed for improving the breadth of historical and cultural resources,

[6] Participants in conversations did not differentiate between local, state, and federal permitting and approval processes.

especially those associated with underrepresented communities. Another noted that the changing climate and prioritization of mitigation strategies such as modernizing buildings will add to limited resources.

One stakeholder noted that preservation needs are also increasing, and there is a greater need for increasing a stable source of funding for historic preservation.

Historic preservation constraints in urban development and redevelopment

Stakeholders often highlighted that expanding urban and suburban areas (21) bring new challenges for preservation. Stakeholders noted that pro-density development to increase access to housing is often in tension with historic preservation. Several stakeholders stated that prioritization of development and redevelopment has caused the loss of historic sites, archaeological resources, and architecture. As discussed earlier, one stakeholder said that often it is less expensive to build new housing, while adaptive re-use of historic sites is more costly. Another highlighted that factors such as the changing economy can create real estate booms, which can also result in loss of older buildings, infill, and gentrification.

A few stakeholders noted that there is resistance to new development in historical areas because of negative perceptions about density in historical areas. However, a few stakeholders noted pro-density development and redevelopment, and historic preservation do not necessarily have to be competing goals. Another noted that, there is a need to shift towards cities and areas that are both pro-density and pro-preservation.

Shortage of skilled tradespeople and professionals in preservation

Some stakeholders also identified that shortage of skilled tradespeople and professionals in the field (18) of historic preservation is a barrier for the future of preservation. Several conversations highlighted that there is a lack of capacity to provide professional support in preservation work. One stakeholder noted that often local governments lack preservation knowledge and expertise to provide support to the public. A few stakeholders noted that a pipeline to building professional expertise in historic preservation and retaining expertise is critical for preservation. One stakeholder recommended integration of preservation into university level design courses, or professional organizations. Another discussed the need for a comprehensive analysis of the historic preservation professional field to understand the market and to attract expertise to the field. Stakeholders in a few conversations noted the importance of skilled tradespeople in the field, highlighting that currently there is a shortage of tradespeople such as masons. Others noted that there is also limited knowledge about correct techniques and materials needed for historic preservation. A few other stakeholders noted that often contractors and others who work on buildings lack expertise or experience working in historic buildings.

Climate change and natural disasters

In a few conversations, stakeholders identified that climate change and natural disasters (17) are a challenge for historic preservation. A few participants identified site vulnerability to climate change and disasters including flooding damage to historic bridges, and fungal damage to historic buildings. Others noted that with changing climate and Minnesota's vulnerability to flooding, the risk to historical places needs to be highlighted in the statewide plan.

Opportunities for promoting historic preservation

When asked about opportunities for promoting historic preservation in Minnesota, many stakeholders discussed educational and technical assistance (89), financial resources (40), regulatory framework (29), and strengthening

coordination and partnership between preservation actors (23). To a lesser extent, stakeholders also discussed and diversity and equity (16).

Education/technical assistance

Most frequently, stakeholders pointed to the opportunities for increasing awareness and generating interest through education and technical assistance to the public and preservation professionals (89). Some of these stakeholders suggested more hands-on experience for the public to allow people to more fully experience historic sites or to use cultural resources. Telling the stories behind historic assets can help a community better understand why preserving those assets is important. A few stakeholders noted another aspect of increasing awareness could be generating environmental awareness – that tearing down structures creates more waste, for example.

Several stakeholders talked about a lack of necessary skills and knowledge among tradespeople when it comes to working in historic preservation. Stakeholders suggested increasing mentoring and apprenticeship opportunities to help build the knowledge and skills so tradespeople can then capitalize to connect to more work in the field. Related to this is a need to show that quality workmanship and materials are important to historic preservation.

Some stakeholders pointed to opportunities for technical assistance. Entities engaged in historic preservation – especially those not intimately involved – could use the technical assistance, such as guidelines or criteria, access to foundational documents such as context studies, and other research to identify and preserve historic and cultural resources. Stakeholders need this type of support to know what to look for in terms of character and design features when assessing a resource, and then to understand adverse effects of developing structures near historic sites. A few stakeholders also discussed broader education gaps about preservation including the role of SHPO. These stakeholders recommended better coordination between preservation actors and SHPO for technical assistance to promote preservation. Stakeholders in several conversations discussed integration of historic preservation into classroom education. Starting early was a common theme in these conversations, as early as kindergarten and through university-level design classes.

A few stakeholders discussed other opportunities for education and outreach such as the Minnesota Tool Library, and working with non-profits who support local officials and city governments in preservation work, and state agencies who interact with property owners, developers, etc.

Financial resources

As discussed earlier, stakeholders frequently cited the cost of preservation as a barrier. In many conversations, stakeholders identified using financial resources (40) to incentivize preservation and disincentivize new construction. The most mentioned financial opportunity in conversations with stakeholders was incentives for historic preservation – especially tax credits. Stakeholders said current historic tax credits should be more widely promoted and there should be more or larger tax incentives for property owners to preserve properties and sites, including for those with non-incoming producing properties. On the flip side, other stakeholders said there should be a tax or surcharge on permits and building supplies that would go to fund historic preservation. Some added new construction should be disincentivized, as well.

A few stakeholders discussed the need for long-term sustained funding mechanism for historic preservation. Specific funding examples include leveraging the state capital budget for preservation as well as focusing efforts on passing preservation dollars to support projects. Some stakeholders talked about increasing grant funding – most notably the Legacy Fund – and combining other existing funding streams to better fund historic preservation efforts in Minnesota. Another stakeholder suggested community land trusts for rehabilitation and a state match for existing funding programs.

A few stakeholders also suggested leveraging partnerships amongst organizations and agencies involved in historic preservation to fund preservation activities. These include state disaster contingency funds that could be leveraged for preservation during disasters, or state transportation funding for context studies. Stakeholders noted that better coordination between existing pools of state financial resources can support funding smaller organizations or local governments that are under-resourced.

Regulatory framework

Several stakeholders discussed opportunities in the regulatory framework and planning processes (29). Some recommended loosening existing regulations to make getting involved in historic preservation easier. They noted working with authorities at the local level to align preservation criteria with national criteria could be beneficial, as building code enforcement occurs at the local level. Others suggested a different set of local permitting rules for historic buildings or flexibility for locally significant places.

Some stakeholders noted there is an opportunity to reduce burdens from the regulatory framework such as construction codes. Building codes often require projects to be finished in a set amount of time. Allowing building in phases might be beneficial to preservation, especially considering construction costs.

One participant pointed to the popularity of the craft consumables industry, with many breweries and distilleries housed in repurposed older buildings as an example of the state revisiting its policy to promote preservation. According to the participant, there is an opportunity to examine other state laws and regulations that may be unintentionally thwarting use of historic properties.

Planning processes

State agency stakeholders talked about opportunities to incorporate questions or information gathering on historic assets in the course of their regulatory work. SHPO could be involved directly in some of these processes to review, which can also be an opportunity for local governments to identify important historic resources. Some stakeholders identified potential opportunities in their planning processes that could be explored more for identification of historical resources. Examples of this include, county hazard mitigation plans, alternative review of projects by SHPO, streamlining preservation priorities in grant funded programs, etc.

Coordination

Stakeholders also talked about opportunities for coordination (23) that exist in historic preservation. As highlighted earlier, most frequently stakeholders suggested opportunities for coordination and collaboration between SHPO and other preservation entities. A few stakeholders said SHPO should be taking the lead in coordinating the numerous agencies and organizations that are involved or could be involved in historic preservation. A few others also discussed opportunities for historic preservation partners to collaborate on sharing financial resources or increasing awareness and education efforts.

Other stakeholders said there are opportunities for traditional preservation organizations to step out of their comfort zone to work with arts organizations, economic development organizations, and others they might not traditionally view as potential allies.

In a few conversations, stakeholders also discussed that there is a need for improved coordination to discuss path forward when there are areas of tension between their policy and programmatic goals and statewide historic preservation goals. As described earlier, these stakeholders noted there is often a challenge in balancing their programmatic needs (i.e., affordable housing, or buildings use in campuses) with preservation goals.

Equity and inclusion

Stakeholders noted that changing demographics and a more inclusive approach to preservation can also create more opportunities. Stakeholders identified opportunities for engaging with tribal communities to gather more information about tribal cultural resources that need to be protected. immigrant communities are making new history and will have historic properties and cultural resources to protect that will need to be identified. Stakeholders suggested expanding the criteria to include intangible resources, and approaches such as cultural asset and story mapping that can identify resources that are important for communities of color, immigrant and refugee communities. Stakeholders also highlighted that it is critical to build trust and relationship with underrepresented communities to set goals for a historic preservation approach that is more inclusive of the diverse communities of Minnesota. A stakeholder also recommended utilizing traditional cultural properties to explore more opportunities for inclusion of resources significant to underrepresented communities and communities in greater Minnesota.

As pointed out in a few conversations earlier, historic preservation can be a part of the placemaking movement happening in Greater Minnesota. As communities grapple with keeping young people in towns and drawing new residents, preservation can play a role in reviving local communities, including downtowns and main streets. A few stakeholders noted the sustainability angle of preserving existing buildings as well as addressing housing shortages in communities.

Preservation plan

Stakeholders discussed what would make preservation work successful – including what they see as most important for a vision for historic preservation and ways a statewide plan could help their agency or organization's work.

Vision for the preservation plan

Several partners and stakeholders talked about their vision for the preservation plan in conversations. A few stakeholders would like to see a preservation plan with a clearly laid out mission and vision for preservation goals for the state of Minnesota. A few hopes that such a plan will lead to elevation of historic preservation—so it becomes "second nature". Several stakeholders said they hope the statewide plan will be inclusive on a number of levels – including more focus on Greater Minnesota, more inclusive of indigenous communities and communities of color, and others who may feel excluded from the preservation efforts.

A few stakeholders want the statewide plan to address the constraints between reusing or repurposing historic buildings and sites and the regulatory side of preservation. As discussed earlier, stakeholders noted that current criteria for preservation can create a tension between preservation efforts and practical use of buildings and sites. A few stakeholders hoped that the new preservation plan can ease some of these constraints, and the statewide plan would help them achieve a balance between these priorities.

A few stakeholders specifically mentioned that they would like to see the plain use plain or simple language and avoid jargon or technical language.

How can a statewide plan help stakeholders

Stakeholders in conversations had some very aspirational ideas and some very practical ideas on how a statewide plan could help them.

Overall many stakeholders identified that a statewide plan helps them to improve their planning, funding, and outreach efforts to elevate historic preservation. As highlighted above, stakeholders discussed opportunities for improved communication and partnership between historic preservation partners and stakeholders.

Specifically, many stakeholders talked about the need for resources and support to come out of the state plan, especially for local governments or preservation partners. Stakeholders specifically highlighted sample code and ordinance language; for maps, graphs, and statistics that can be used to develop proposals; for best practices and lessons learned from other groups, and other resources that could help local officials in making decisions around historic preservation. Other stakeholders said they want financial support for local preservation efforts to come out of the statewide plan, or for the statewide plan to help them with tax credits and grants.

Several stakeholders said they would like to be able to use the plan as an outreach tool. The statewide plan could help coordinate efforts to educate the public about the economic, environmental, and social benefits of historic preservation. They want to be able to use the plan to show the legitimacy of preservation to their own clients, elected officials, and stakeholders.

Resources needed by stakeholders

Stakeholders identified specific resources and supports they need for their preservation work. As highlighted in sections above, most commonly they identified:

- Greater partnership and coordination with MNSHPO
- Tools and resources for education and awareness
- Technical assistance and planning resources
- Funding

A: Interview Guides

Interview guide for state agencies and preservation organizations

Interviewers used the following questions to guide their conversations and were instructed to use probes to further explore topic areas.

1. What is your agency/ organization's mission? How does your mission (directly or indirectly) relate to historic preservation activities?
2. Can you discuss how your agency/ organization sets goals, priorities, work plans?
3. From your perspective what is the biggest challenge facing historic preservation in Minnesota in the next 10 years? (e.g. environmental, historic preservation workforce, access, knowledge, financial etc.)
4. What gaps in preservation knowledge does your
5. agency/ organization see in Minnesota and your own agency/ organization?
6. What historic resources (e.g., archaeological resources, historic structures, cultural landscapes, etc.,) are lacking or missing in our statewide understanding and documentation/ inventory?
7. How can Minnesota's preservation efforts increase the identification and promotion of more diverse resource types (e.g., archaeological resources, historic structures, cultural landscapes, etc.)? And increase the number of people, organizations, and partners to participate in preservation?
8. What do you think is most important as a vision for historic preservation?
9. How can statewide preservation partnerships be strengthened to enhance the shared visions for historic preservation in Minnesota?
10. Is there anything else you'd like to share with us about the statewide historic preservation plan?

Interview guide for Minnesota State Review Board

Interviewers used the following questions to guide their conversations and were instructed to use probes to further explore topic areas.

1. What would a good outcome from the statewide planning process look like?
2. From your perspective, what is the biggest challenge facing preservation in the next 10 years?
3. What are some important issues, threats, and opportunities facing resources in the State of Minnesota?
4. What are some groups that you currently engage with that you believe should be included in this process?
5. Is there anything else you would like to add?
6. Would you be willing to convene stakeholder conversations in your region, community, or area of interest?

SHPO would like to convene a small advisory group of board members to guide the stakeholder engagement process. We expect the advisory group to meet between four and six times during the stakeholder engagement process (roughly July 2019-January/February 2020). There may also be materials to review or small to moderate tasks assigned, based on your interest and expertise. We will strive to make these meetings as convenient for you as possible.

7. Are you interested in and available for participation on the advisory committee?

B: Meeting-in-a-Box instructions and agenda

1. Welcome and introduction (5-10 minutes)
    - Sign-in sheet
    - Online video welcome message and presentation
2. Opening exercise (5-10 minutes)

    Start by asking participants to answer one of the following questions:

    - What is one Minnesota place, location, or site that you want preserved in order to pass on to the next generation?
    - Why do you want to get involved in the Statewide Historic Preservation Plan?
    - What is your favorite historic site?
3. Exercise task 1– rank and vote (20 minutes)
    - As a group rank the things that our group sees as the **biggest threats to historic preservation**.

    Conduct voting through a show of hands for each option. Alternatively, allow the group to go to the list and mark their choices or use a sticky dot or check mark for each viable option.
    - Ask participants to divide up in groups of four to decide which one of the top three they want to discuss. Now, ask everyone to discuss, **"What could be done to address these threats?"**
4. Exercise task 2– rank and vote (20 minutes)
    - As a group rank the reasons listed on our worksheets that illustrate **why historic preservation is important.**

    Conduct voting through a show of hands for each option. Alternatively, allow the group to go to the list and mark their choices or use a sticky dot for each viable option.
    - Ask the participants to pair up to focus on one or all three of the reasons why historic preservation is important. Ask them to discuss:
        - Which one of the three reasons most resonates with them
        - How the importance of historic preservation in the State of Minnesota could be better promoted.
5. Exercise task 3– (20 minutes)
    - Ask all participants to reflect and write on the question, "**how could a statewide preservation plan assist you personally, your organization, or your local government?"**
    - Reconvene the large group and ask participants to share their reflections and thoughts.
6. Final conclusions (5-10 minutes)
    - Ask participants to describe how the meeting-in-a-box experienced worked for them
    - Collect worksheets and group discussion notes and return to SHPO.

C: List of organizations interviewed

- Environment Quality Board
- Explore MN Tourism
- League of Minnesota Cities
- Metropolitan Council
- Minnesota Department of Employment and Economic Development
- Minnesota Department of Health
- Minnesota Department of Natural Resources
- Minnesota Department of Public Safety, Homeland Security & Emergency Management
- Minnesota Department of Revenue
- Minnesota Department of Transportation
- Minnesota Historical Society
- Minnesota Housing Finance
- Minnesota Pollution Control Agency
- Minnesota State Historic Preservation Review Board
- Preservation Alliance of Minnesota - RETHOS
- Public Facilities Authority
- University of Minnesota- Twin Cities

D: List of events attended

- Council for Minnesota Archaeology Conference, February 15, 2019, St. Cloud, Minnesota
- A'19 MN- The Minnesota Conference on Architecture, November 12-15, 2019, Minneapolis, Minnesota
- American Planning Association Conference 2019, September 25-27, 2019, Breezy Point, Minnesota
- Archaeology Day, Minnesota Archaeological Society, September 28, 2019, Mille Lacs Kathio State Park, Minnesota
- Midwest Archaeological Conference, October 10, 2019, Mankato, Minnesota
- Open Streets West Broadway, September 14, 2019, Minneapolis, Minnesota
- Preserve MN Conference, September 11-13, 2019, St. Cloud, Minnesota

E: Additional partners and stakeholders

This is a list of organizations and people that interviewees suggested for additional conversations and engagement. These contacts are an opportunity for SHPO to expand on the findings from the partner and stakeholder input conversations and explore additional areas of interest that arise from the findings.

- Minnesota Council on Disability
- Council for Minnesotans of African Heritage
- Minnesota Council on Latino Affairs
- Council on Asian Pacific Minnesotans
- MN Council of Nonprofits
- MN Humanities Center