Minnesota Statewide Historic Preservation Plan 2022–2032
Grand Marais is one of the few natural harbors on Minnesota’s portion of Lake Superior’s North Shore. Considered together, its range of buildings, structures, archaeological sites, and culturally significant landscape features form a Maritime Cultural Landscape and potential National Register district, connected to the histories of American Indian nations, the fur trade, Great Lakes shipping and commercial fishing, tourism, and art. The entrance to the harbor is shown here, with breakwaters and navigation markers. Photo by David Mather
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Upon request, this material will be made available in an alternative format such as large print, Braille, or audio recording. Printed on recycled paper.
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,

[Signature]

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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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

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responsibility of the SHPO ... to ... prepare and implement a comprehensive statewide historic preservation plan." 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

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<td>Set engagement goals &amp; plan research</td>
<td>Kick off public engagement</td>
<td>Pandemic schedule adjustment</td>
<td>Public engagement &amp; research continues</td>
<td>Draft based on research &amp; engagement released for comment</td>
<td>Winter</td>
<td>Submit 2022-2032 plan to NPS</td>
<td>New plan adopted (pending NPS approval)</td>
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<td>Consultation letters sent to Tribal Chairs</td>
<td>Public engagement &amp; research continues</td>
<td>Contact tribal representatives</td>
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<td>Survey released 9/20/19 &amp; closed 1/2020</td>
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Figure 2: 2022–2032 Plan development timeline

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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.

**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.

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 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.