



HERITAGE PRESERVATION COMMISSION
Regular Meeting March 13, 2025 - 4:00 p.m.
Minnesota Valley Room, First Floor, Intergovernmental Center

Any person speaking to the Commission shall give to the Secretary of the
Commission the NAME and HOME ADDRESS of such person prior to speaking.

1. **CALL TO ORDER**

2. **APPROVAL OF AGENDA**

3. **APPROVAL OF MINUTES**

1. Feburary 13, 2025 Minutes

4. **OLD BUSINESS**

1. 2025 Work Plan

5. **NEW BUSINESS**

1. Section 106 Consulting Party Mankato Trail Reconstruction

2. 2025 Preservation Month

3. Commissioner Education Introduction to Tools

6. **MISCELLANEOUS**

7. **ADJOURNMENT**

Heritage Preservation Commission

3. 1.

Meeting Date: 03/13/2025

Title

Feburary 13, 2025 Minutes

Attachments

February 13, 2025 Minutes

Historic Preservation Commission

Regular Meeting

February 13th, 2025 4:30pm

City of Mankato

Present: Jessica Potter, Tim Pulis, Mary Murray, John Zehnder

Staff: Sydney DePrenger, Bennett Hanson, Mark Konz

Call to Order

The meeting was called to order at 4:32 pm.

Approval of Agenda

Mary Murray moved to approve the agenda; John Zehnder seconded with all in favor.

Approval of Minutes

January 9th, 2025 Minutes:

Tim Pulis moved to approve the January minutes; John Zehnder seconded with all in favor

Old Business

CLG 2025 Grant Update

Today's Action Items:

- *No formal actions were taken by members of the Commission during the meeting.*
- *Sydney DePrenger will provide the CLG 2025 Grant application materials that she intends to submit to SHPO to the Commission on February 14th, 2025.*
- *Commission members will review the grant application materials and provide comments to Sydney DePrenger before Noon on February 18th, 2025.*
- *Sydney DePrenger will submit the final CLG 2025 Grant Application to SHPO on February 19th, 2025.*

Upcoming Action Items:

- *Identify the two locally designated properties to receive Locally Designated Plaques.*
- *Determine approach with Hubbard Mill Heritage Plaque.*
- *Identify alternative properties for Heritage Plaques.*

Minutes:

Sydney DePrenger stated that the 2025 CLG Grant is due the 21st of February. Sydney DePrenger indicated that she will be out of office for the 20 & 21st of February, and will therefore be submitting the grant application prior to the 20th. Sydney DePrenger stated that she submitted the draft application to Michael Koop with SHPO and that Michael had only minor adjustments he wished made to the grant application.

Sydney DePrenger stated that they were able to get the final estimates for the heritage plaques finished and the budget submitted to Michael Koop earlier today (February 13th, 2025). She clarified that Michael Koop had asked for detailed budget information during the initial draft submission and that submitting today allowed him to still review the budget prior to the submission of the final application. She reiterated that her intention would be to submit the final draft on February 19th after minor grammatical edits to the narrative portion of the application.

Jessica Potter recapped Sydney DePrenger's statements and confirmed what was stated.

Mark Konz asked if we had obtained sign-offs from the properties associated with the heritage plaques?

Sydney DePrenger stated that we received permission from Lincoln School for the installation of a heritage plaque on their property. Sydney DePrenger stated that the Hubbard Mill did not give their permission.

Jessica Potter clarified that Lincoln School provided authorization via an email to Sydney DePrenger. Jessica Potter stated that the Hubbard Mill will be up for sale likely by March and therefore the Mill did not want to commit to the plaque's installation as it would occur after sale of the Mill.

Jessica Potter stated that there are three options if we receive full funding: 1) Wait until the grant is awarded and then see where the Mill is with its new ownership. 2) Pick a different site for a heritage plaque and work through that new site. 3) Decline the funds for the second heritage plaque and continue on with Lincoln School.

Jessica Potter stated that if SHPO only provides partial funding, then they would proceed with the heritage plaque for Lincoln School.

Sydney DePrenger stated that the CLG Grant application included a request for funding for two additional Locally Designated Plaques from *Franklin Bronze Plaques*.

Sydney DePrenger stated that they would be awarded the CLG Grant in July, they would then order the plaques in December, followed by a 6-month wait for the plaques to arrive, meaning Spring of 2026.

Jessica Potter asked if the plaque companies provided timeframes for the plaques?

Sydney DePrenger stated that *Sewah Studios*, the provider of the Heritage Plaques, stated six months. Sydney DePrenger stated that *Franklin Bronze Plaques*, the provider of the locally designated plaques, stated 3-4 months.

Sydney DePrenger reiterated that on the timeline she provided to SHPO she has the award starting in July 2025 and the completion date as September 2026, meaning that the all plaques would be installed by September of 2026.

Jessica Potter stated that it would be reasonable for the Commission to have a better understanding of the situation with the Hubbard Mill by summer 2025 and they could then adjust accordingly.

Jessica Potter asked Sydney DePrenger whether she had identified the two locally designated properties to receive plaques?

Sydney DePrenger stated that she had not selected specific properties at this time and that the CLG grant did not include specification of the two properties.

Mary Murray asked why the Commission hadn't discussed the two locally designated plaques in the previous meeting? Mary Murray stated that she reviewed the minutes and did not see discussion of the two locally designated plaques, only the two heritage plaques.

Jessica Potter stated that the Commission sought and was awarded this CLG grant a couple years ago, but that they had had to return the funds for the two Heritage Plaques. She clarified that they were able to follow-through with the locally designated plaques at that time and that this 2025 CLG grant application is really a repeat of the previous grant proposal.

Sydney DePrenger stated that she remembered discussion of the two locally designated plaques in the previous (January 9th, 2025) meeting. Sydney DePrenger stated that Travis Johnson, the City Staff member that prepared the January 9th, 2025 meeting minutes recorded meeting audio. It was found in the previous minutes that Sydney would reach out to get quotes for the smaller plaques.

The commission discussed the possibility of ordering a plaque for the Hubbard Mill while the mill's new owners decided if they wanted the plaque. The commission agreed that if they did do this, it could be a waste of using the grant if the new owners do not agree in utilizing the plaque. The Commission also discussed the locations of the plaques, which these plaques would be on the property itself and not be within the public right-of-way.

John Zehnder asked if they don't get permission from the Mill, could they still pick a different site for a Heritage Plaque?

Jessica Potter stated that she thought it would be worth a shot, as once SHPO awards grant funds they do not want their funds returned, they want the work completed. She clarified that SHPO may be more forgiving considering they know the property is in the progress of changing ownership.

Mary Murray stated that she did not see the grant draft prior to its submission to SHPO and asked if that was not something that should be sent to the Commission?

Sydney DePrenger stated that she had not been asked to provide to the Commission, but that it is something that she could certainly provide to the Commission.

Mark Konz asked if City Staff had shared the previous grant submission to the Commission?

Jessica Potter stated that she did not recall, but that this submission did not get sent out.

Sydney DePrenger stated that she is comfortable providing the draft to the Commission and that she will send the grant draft to the Commission. She will send a draft when she has access to her work computer. Mark Konz asked that the Commission provide comments to Sydney DePrenger in response to the grant draft by Noon on Tuesday, February 18th.

Mark Konz stated that he believes it would be a good idea to have back-up Heritage Plaque locations identified and research completed on the locations, due to the situation with the Hubbard Mill.

Jessica Potter stated that they had discussed alternative locations during the previous meeting and that she had sent out a spreadsheet identifying which properties have plaques, are locally designated and have plaques, and those suitable for plaques. Jessica Potter stated that the Commission would just need to identify what property they would choose for the next Heritage Plaque.

Sydney DePrenger stated that she will send the Commission the materials that she intends to submit for the grant application next week and that the Commission should send her comments by Noon on Tuesday of next week.

Work Plan 2025

Today's Action Items:

- *No formal actions were taken by members of the Commission during the meeting.*
- *Staff Secretary for the Commission meetings will provide an overview of the actions taken and planned actions. This will be placed within the Meeting Minutes.*
- *Sydney DePrenger made a series of edits to the Work Plan during the meeting. Edits made mid-meeting have been reflected in the meeting minutes below.*
- *Sydney DePrenger will provide the Commission with an updated Work Plan reflecting the changes made during this meeting and provide that to the Commission on February 14th, 2025.*
- *Members of the Commission will review the Work Plan and materials and provide comments, feedback, and edits to Sydney DePrenger. It was suggested that this be done within a working document. This will be accomplished prior to the next Commission meeting.*

Upcoming Action Items:

- *Commission members have been tasked to consider what Work Plan items they wish to include in the 2025 Work Plan.*
- *Commission members were tasked to review relevant HPC documentation (Historic Context Study, Ordinance, Trainings, Design Guidelines, etc.) for the betterment of the 2025 Work Plan.*
- *At the upcoming HPC meeting, the Commission will review the Work Plan post-edits and work to fill-out target goals and action items/progress on the Work Plan.*
- *An easily publicly available list of all the locally designated properties should be created and maintained. This task may be dictated to a Work Plan Item.*
- *A centralized location for all HPC related documentation and records should be created. This task was not confirmed as Work Plan Item.*
- *Mary Murray intends to locate HPC related content using a Mankato resident's perspective and then detail the results to the Commission at a future meeting.*

- *The Commission will explore possible educational opportunities for the Commission members (state-wide training, member presentations, staff presentations).*
- *The Commission will coordinate with City Facilities Staff regarding interpretive signage, specifically for the Kern Bridge.*
 - *Commission would need to decide if the Kern Bridge signage would it be interpretive or heritage focused.*
- *Following updates to Mankato City Code, direct links to the Heritage and Local Designation Ordinances will be provided on the City of Mankato's "Heritage Preservation Commission" Webpage.*

Minutes:

Jessica Potter provided a recap of the previous Work Plan discussion. She stated that Commission had had a great discussion at the previous meeting, but that they had left without a "to do" plan for what should be done.

Sydney DePrenger explained that she sent a three-column agenda to the Commission, but that she had not had time to get content into the agenda prior to sending it out.

Sydney DePrenger stated that she had since began working on the Work Plan and displayed that version of the Work Plan on screen for the Commission. She stated that she removed a couple of the work plan items from the original and indicated those items on screen.

Sydney DePrenger presented the current Work Plan on screen and explained that she added "To create an updated Master List on properties that have designated plaques, interpretative plaques, & national register plaques."

Sydney DePrenger explained that she remembered Courtney Kramlinger receiving a grant to create the master plan years ago, but that she did not know if it had since been updated to reflect changes made. She explained that it would be useful to have the master list and a plan for updating the list as changes are made.

Sydney DePrenger explained that many of the other items on the Work Plan were retained from recent Work Plans created by previous HPC's. She gave the example of the target goal of installing two plaques and the progress item stating that the CLG grant that is being sought to fulfill this goal.

Jessica Potter stated that items 3 & 4 go together and that she would like to see the Work Plan identify what properties the two plaques are for and to add dates to the items in the progress column. She stated that this would help track the date of the grant submittal and maintain their plans over time.

Jessica Potter stated that for Target Goal she would like to see a "master goal", but also goals for the year. She also stated that she would like to see what had already been done spelled out as well.

Sydney DePrenger explained that Molly Westman reached out to Beth Heidelberg at MNSU to see if any of her students would be interested in historical property surveys, but that she had not heard back from Beth Heidelberg at this time.

Sydney DePrenger stated that she will change the number/order of the items as requested.

Sydney DePrenger stated that she removed a number of the work plan goals from the work plan she provided to the Commission as they were predominantly focused on items from previous years that had limited relevancy to the current Commission or Work Plan.

Jessica Potter stated that the partnership with the MN Main Street Program is still a possible partnership, it's called the "Downtown Partnership" instead of the "City Center Partnership", and explained that it would still follow the MN Main Street model. Jessica Potter stated to keep this Work Plan item, but to move it down the list.

Jessica Potter stated that a lot of the Work Plan revolved around education or awareness of what the HPC does.

Jessica Potter stated that she believes it would be useful to go back and find the last Work Plan and seeing if there were any items that the Commission was able to complete, or that were still outstanding.

John Zehnder asked if there are any alternative funding sources to hire consultants for surveys of historical properties?

Mark Konz stated that the City had received a CLG grant for the first twelve properties that were surveyed. He explained that since then, they have paid for one other survey, but otherwise Courtney Kramlinger was the one to perform the majority of more recent historical surveys. Mark Konz clarified that Courtney Kramlinger performed these surveys when she was in Sydney DePrenger's role, not her current role.

The commission discussed the cost of a survey. Mark Konz remembers the surveys cost about \$500.

Mary Murray asked that Sydney DePrenger flip back to the Work Plan that she was currently working on. She then asked if the six numbered items under "HPC Purpose" were the Commission's goals? And inquired if the Commission should be attaching Work Plan items to one or more of the six purposes?

Jessica Potter explained that the six purposes are the purposes of the Commission as outlined in the City of Mankato ordinance. Jessica Potter stated that she agrees with Mary Murray regarding building the Work Plan based on what the Scope of Work is.

Mary Murray stated that she believes the Commission is myopic on signage and that she sees much more to be done within the six purposes.

Questions about where to find the education documents and the location in the code that speaks to these six purposes were raised. Jessica Potter stated that in the January packet was the 2022 Work Plan and that it showed a Scope of Work from 2018 to 2022. Jessica Potter asked Mary Murray to remind her what materials she was referring to. Jessica Potter explained that many of their plans were on the website, including the Historic Context Study.

Mark Konz asked Sydney DePrenger to pull up the City of Mankato's "Heritage Preservation Commission" page. Mark Konz read down the page, stating that the Historic Context Study is the

first item, then the North Front Street Commercial Historic Design District Guidelines is another that this Commission worked on in the past. He also explained that the Statewide Heritage Preservation training items are both processed that the Commission and other organizations worked on at a state level to provide training to Commission members. Mark Konz clarified that they had went through all the training modules with Courtney Kramlinger when the training was published. Mark Konz stated that there were other tasks like Surveys that were completed by the Commission at didn't get published to the webpage online.

Mark Konz stated that he believes the Commission's guiding documents are the Mankato Historic Context Study and the Ordinance. Mark Konz explained that all the processes would either be in the Context Study or the Ordinance.

Mark Konz stated that the Ordinance is in City Code Section 10.82. Subd. 19 & 20. He explained that the city code will be changing soon, so the code number will likely change. Mark Konz stated that staff can link the to the Ordinance on the Webpage once the code has been updated to reflect the new format.

Mark Konz explained that Section 10.82 Subd. 20 is the list of designated properties. Shown as "Designated heritage preservation landmarks and districts."

Jessica Potter clarified that if the Commission were to add any more properties as locally designated then they would need to go to the City Council and ask that they that update this ordinance to include the new properties.

Jessica Potter stated that she believed a "reset" of the Commission for 2025 should occur. She explained that the Commission should go through the Ordinance, Historic Context Study, and founding documents to refresh the organization's reason for existence and purpose.

Mary Murray stated that they brought that up after the December meeting. She explained that going forward they thought they should have an educational module associated with each meeting.

Tim Pulis changed the topic. He stated that number nine on the Work Plan included in the agenda, titled: *"Review City retention of historic documents such as maps, plans, and others."* Is an item that he thinks is important. Tim Pulis referenced an old railroad map that was disposed of by City Staff ten years ago. He stated that there needs to be a way to preserve this historical documentation. Tim Pulis clarified that maybe the documents should come before the Commission when facing disposal.

Jessica Potter stated that one of the pieces of the Work Plan was to review Commission minutes to ensure that they have actually been doing what they said they wanted to do.

Jessica Potter questioned if a "meeting recap" should be included within the Meeting Minutes.

Mary Murray stated that it should list the "To Dos".

Jessica Potter stated that it should highlight actions taken by the Commission. She then explained that this would be added to the recap as items that need follow up for the next meeting. Jessica Potter explained the Commission often has great conversations, but that this

sometimes does not carry on through the next discussion. She explained that this would help to maintain the moment and mitigate the need to continuously restart over with each meeting.

Jessica Potter explains that if they can build a better foundation for the Commission then they would be able to focus more on grassroots efforts beyond their typically focus on promotion of the HPC's purpose.

Mark Konz stated that the priorities included in the previous Work Plans were written and defined by a different HPC. He explained that many of said priorities were not prioritized even by the Commission that created them. Mark Konz questioned if it made sense for this Commission to go exclusively through the old list and ask "what did we do, what didn't we do?", or if it would be better to say "this is what we, as this Commission, would want to do"? Mark Konz explained that it would still be useful to look at the previous work plan and determine if any of the same priorities remain with this Commission, but he cautioned that this Commission should still determine what it is that they want to prioritize. Mark Konz stated that the Commission should create their Work Plan based around what they are energized to accomplish and what makes them want to show up and make an impact for the community. Mark Konz clarified that the previous Work Plan absolutely contains prioritizes that that should remain, like looking for properties to designate and looking for ways to educate.

Mark Konz stated that the function of the Commission is the preservation of history and heritage through the designation of properties and through education of the community. He went on to say that anything the Commission does should be fall within their function and the six purposes, as defined in the Ordinance and at the top of the Work Plan. Mark Konz explained that there are things that the Commission can do, but asks the members of the Commission, what it is that they want to do?

Mary Murray explained that they had discussed wiping the Work Plan clean, as a member of the Commission, she hadn't been educated enough in her ability to say what it is that they should/shouldn't or can't/couldn't do.

Mark Konz clarified that they have always had members of the Commission who were particularly interested in specific areas of preservation work. He gave the example of a previous Commission member who expressed an interest in preservation of mid-century modern homes as they aged into historic status, as well as a Commission member with an interest in architecture. Mark Konz referenced a previous Commission that expressed interest in window restoration. Mark Konz asked the Commission again what they wanted to do.

The commission discussed a list of the designated properties that would be publicly available. The code has a list, but can be challenging to find.

Mark Konz explained that Courtney Kietzer, a previous member of the Commission had created a [GIS Story Maps](#) of all the Locally Designated Properties. (*Last updated Oct 6, 2015*) Mark Konz stated that he thinks it would be a good idea.

Jessica Potter stated that in order to be locally designated the City Council needs to pass the ordinance adopting it into the code, meaning that the properties that have been Locally Designated should all be listed in the Ordinance, meaning that they are publicly available.

Mary Murray asked what the difference between the list and the brochure that was put out by GMG is?

Jessica Potter clarified that she assisted in that brochure's creation and that it covers the properties that have plaques and local designation, but that she did not know if it covered all the locally designated properties.

Mark Konz stated that it could be something to include as a Work Plan item, to make the list of locally designated properties more visible, whether its on the City Website or another option.

Mary Murray said she would go through the online content as a resident and review what she could and could not find easily to help make the information be accessible and user friendly.

Marry Murray explained that following the December Commission meeting she felt that they would've created a list stating that *blank* individual would talk to *blank* individual, to get *blank* and so on. She explained that she expected to have tasks dedicated to the Commission members and that this Work Plan would be for work to be completed by members of the Commission.

Jessica Potter explained that the process had been done before as they would reach out and make contact to property owners for local designation and then they would ask City Staff to send the formal inquiry. She explained that Covid messed up the system and that they were still recovering.

Jessica Potter asked Mark Konz that a question came up as to what communication the HPC should be having with City Facilities staff, particularly regarding plaques? Mark Konz explained that if the plaques were to be placed in/on city facilities then yes, the HPC should communicate with facilities staff.

Jessica Potter asked whether there should be communication regarding the goals of City Facilities for interpretive signage within the parks. She explained that she talked with staff regarding interpretation and how it is decided who gets signage and who does not. Jessica Potter stated that facilities staff brought up Kern Bridge and how interpretive signage would be included. She asked if the Commission would need to communicate directly with Facilities on projects like the Kern Bridge, as Michael McCarty is no longer the leading that communication? She then asked if the Commission still needs to be focused on the Kern Bridge to ensure that interpretive signage is include and done so in the correct manner?

Mark Konz stated that he thinks it is a great idea for the Commission to communicate with Facilities Staff.

Jessica Potter explained that when the Kern Bridge was first planned, she was under the belief that the interpretive signage would be interpretive focused rather than heritage focused. She explained that she remembers the Twin Rivers Council for the Arts were involved and that it would be a bigger process.

Mark Konz stated that he was unfamiliar with these details.

Mary Murray stated that the Commission would then need to make a decision regarding the signage, would it be interpretive or heritage focused? She stated that the Kern Bridge could then be a back-up Signage location for the Hubbard Mill. She asked if it should then be included on the Work Plan?

Mary Murray stated that she browsed through the Historic Context Study and that it's a fantastic document with lots of "to dos" for the HPC, particularly on page 35.

Mary Murray reiterated her sentiment that she would be comfortable approaching the content from a resident's perspective and then detailing what content she could find and what she could not.

Mary Murray explained that part of the education would be saying "I easily found this" and then bringing to dos to the Commission. Mary Murray clarified that unless something comes to the HPC for approval, or is related to a grant, the Work Plan would be need to say "what other things are we looking at".

Jessica Potter asked Sydney DePrenger if she gathered what had been said? She explained that Staff should gather what had been said during this meeting and include it in the Work Plan, and then send it back out to the Commission.

Mark Konz explained that the current Work Plan the Commission is seeing on the screen was created by Sydney DePrenger, this was done after she had asked the Commission to provide her with Work Plan items or feedback and had not received any responses. He then explained that if the Commission wants the Work Plan to be their plan and passion, then they need to provide items and feedback to Staff, as otherwise Staff is just guessing.

Mark Konz stated that the easy thing to do would just be to say "this is what was here before" and then just move that forward, but that such an approach was not what he heard the Commission want during this meeting's discussions.

Mark Konz asked that members of the Commission provide that feedback, provide what they want to do, and then we can talk about what action steps could be taken to make that happen.

Mary Murray stated that she is comfortable taking on tasks, like compiling the wants of the Commission and then sending that out.

Jessica Potter stated that she would appreciate Mary Murray taking on that "to do".

Jessica Potter stated that it would be great to go back through conversations, even through 2024, and see what were some of those conversations and how they can take them from there. Jessica Potter then explained that she takes notes from the meetings and then goes back through them before the next meeting and asks "did we cover them?".

Jessica Potter asked members of the Commission are comfortable with the conversation?

Tim Pulis stated that he was comfortable.

New Business

No New Business Items

Miscellaneous

Commission Discussion:

Tim Pulis presented a book to the Commission. The book was titled *"The Hubbard Milling Company, 1878-1978: a past to remember--a future to build"*, authored by *Vernard E. Lundin*. Tim Pulis stated that the book provided an interesting look into the history of the Hubbard Mill; written from the perspective of a former employee of the Hubbard Milling Company and former Mayor of Mankato, it was published in 1978. Tim Pulis stated that the Blue Earth County Public Library has two copies of the book at this time.

Additional Information on/from Vernard E. Lundin can be found at the MNSU Library.

John Zehnder asked the Commission if it would be a good educational opportunity for the Commission if Tim Pulis gave one of his educational presentations. He explained that he still regularly thinks about a Streetcar presentation Tim Pulis gave in the past.

Jessica Potter stated "definitely". She then explained that the Commission still has the modules that were part of the state-wide training program and so there are a lot of potential educational opportunities.

Adjournment

Mary Murray motioned to adjourn, and John Zehnder seconded with all in favor.

The meeting was adjourned at 5:35 pm.

Heritage Preservation Commission

4. 1.

Meeting Date: 03/13/2025

Title

2025 Work Plan

Review

Discussion of the 2025 Work Plan.

Heritage Preservation Commission

5. 1.

Meeting Date: 03/13/2025

Title

Section 106 Consulting Party Mankato Trail Reconstruction

Review

The Mankato Heritage Preservation Commission has been invited to be a Section 106 Consulting part on the Mankato Trial Reconstruction Project.

Please see the attached letter and map for details.

Attachments

Consulting Party Invitation

February 20, 2025

VIA EMAIL

Molly Westman, Mankato Heritage Preservation Commission
mwestman@mankatomn.gov

Re: S.P. 137-090-007, Mankato Trail Reconstruction
Mankato, Blue Earth County
T108N, R27W, Section 13; T108N, R26W, Sections 7 and 18

Dear Molly:

On behalf of the Federal Highway Administration (FHWA), I am extending an invitation to the Mankato Heritage Preservation Commission (HPC) to participate in the Section 106 process for the Mankato Trail Reconstruction Project, a project sponsored by the City of Mankato (maps attached).

The project is federally funded by FHWA and must comply with Section 106 of the National Historic Preservation Act (54 USC 300108) and its implementing regulations, 36 CFR 800. Section 106 requires federal agencies to take into account the effects of their undertakings on historic properties that are listed in, or are eligible for inclusion in, the National Register of Historic Places. The Minnesota Department of Transportation Cultural Resources Unit (MnDOT CRU) is acting on behalf of the FHWA in carrying out certain aspects of the Section 106 process for this project under the terms of the *Programmatic Agreement Among the Federal Highway Administration, the Minnesota State Historic Preservation Office, the Advisory Council on Historic Preservation; the Department of the Army, Corps of Engineers, St. Paul District; and the Minnesota Department of Transportation; Regarding Implementation of the Federal-Aid Highway Program in Minnesota* (Statewide PA).

This project, as described in the MnDOT Cultural, Noise, and Threatened & Endangered Review Request form dated February 11, 2025 (Review Request), will replace pavement for a segment of the existing Minnesota River Trail between the Trunk Highway 196 and Mulberry Street bridges over the Minnesota River. The trail was constructed as part of the Mankato-North Mankato-Le Hillier Flood Control Project, a 20-year construction project dedicated in 1989. The existing trail has deteriorated because of repeated flood events and its age. It is situated mainly on the river side of the Minnesota River flood wall. The project will remove bituminous asphalt and replace it with concrete within the existing trail alignment. The project has an anticipated maximum depth of impact of six inches. All trail widths, horizontal and vertical alignments, and easements will be maintained within its current dimensions.

Local governments are entitled to participate in the Section 106 process as consulting parties, along with the Minnesota State Historic Preservation Office (MnSHPO), Indian tribes, and other interested organizations and individuals. Consulting parties can share their views, review pertinent project

information, offer ideas, and consider possible solutions together with the Federal agency and other consulting parties. Consulting parties play an active and important role in determining how potential effects to historic properties will be avoided, minimized, or mitigated during the planning and implementation of a proposed project. For more information, see:

<https://www.achp.gov/sites/default/files/documents/2017-01/CitizenGuide.pdf>.

We would welcome the involvement of the Mankato HPC in Section 106 consultation for the project. Specifically, we are requesting input on the following at this time:

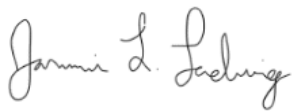
- Historic properties/locally designated properties within the project APE/construction limits, and
- The proposed project APE and project scope.

If the Mankato HPC would like to participate in consultation, please let us know of your interest in writing **within 30 days of your receipt of this letter**. If you would like to request a meeting to discuss the undertaking, please indicate this in your response. *Please note that we may not be able to consider comments provided to us after this 30-day review period.*

If the Mankato HPC opts to serve as a Section 106 consulting party, you will be copied on MnDOT CRU's project findings letter, at which point the Mankato HPC will have an opportunity to provide comment on the project finding within the regulatory timeframe.

Please do not hesitate to contact me if you have any questions, require additional information on the historic properties or potential effects, or would like to schedule a meeting to discuss the project.

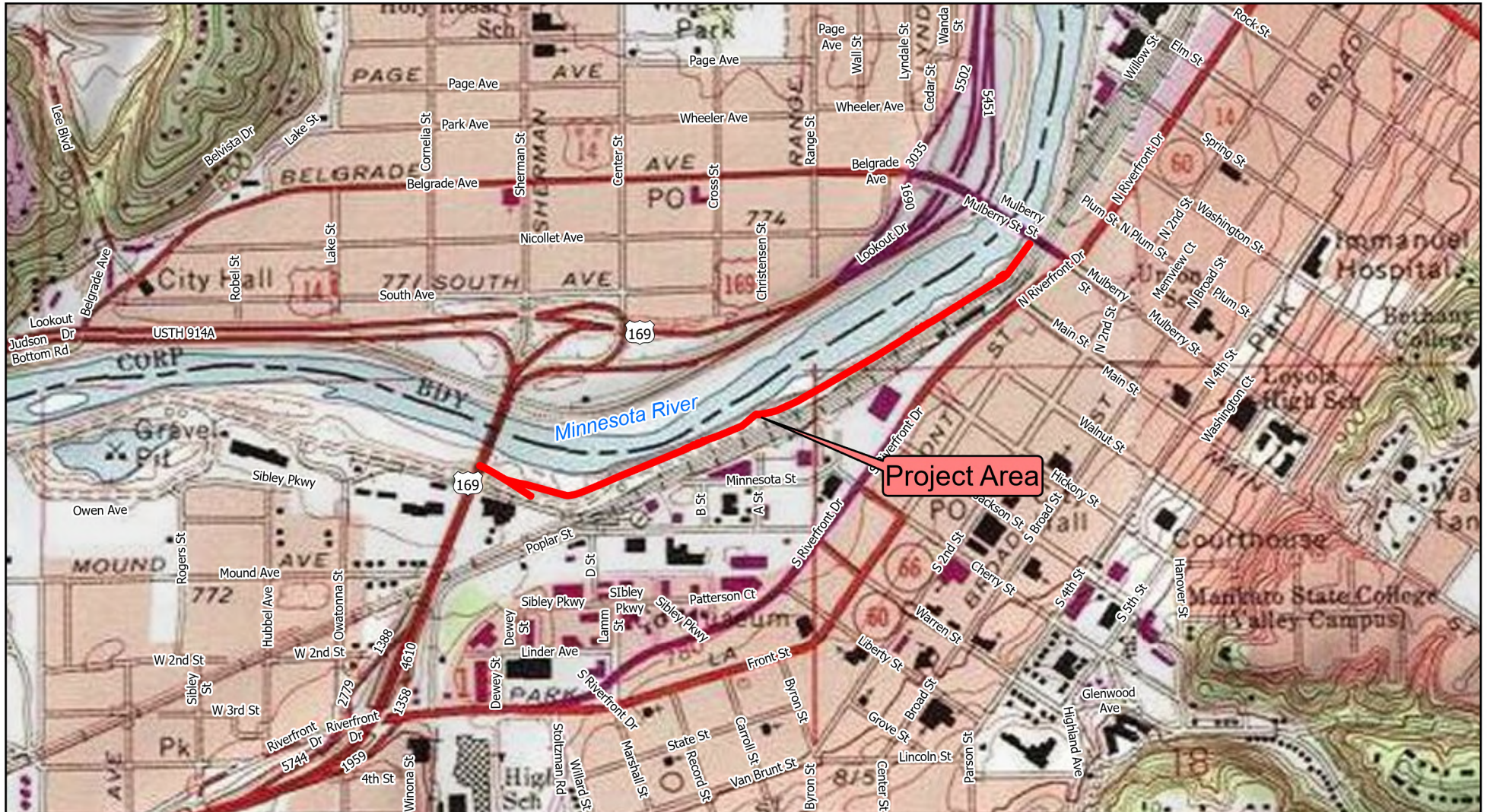
Sincerely,



Jammi Ladwig, Archaeologist
MnDOT Cultural Resources Unit
Telephone: 612-427-8063
Email: jammi.ladwig@state.mn.us

Encl. Area of Potential Effects (APE) Map

CC: Ted McCaslin, HR Green (tmccaslin@hrgreen.com)
Alec Pietz, City of Mankato (apietz@mankatomn.gov)
CRIS (Administrative Record)



Project Area

Legend

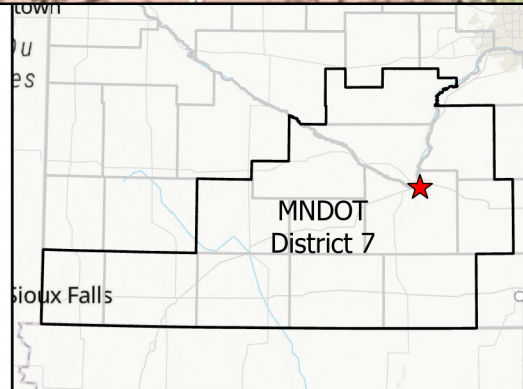
 Project Limits

Figure 1

Project Location

Mankato Trail Reconstruction

City of Mankato
Blue Earth County, MN



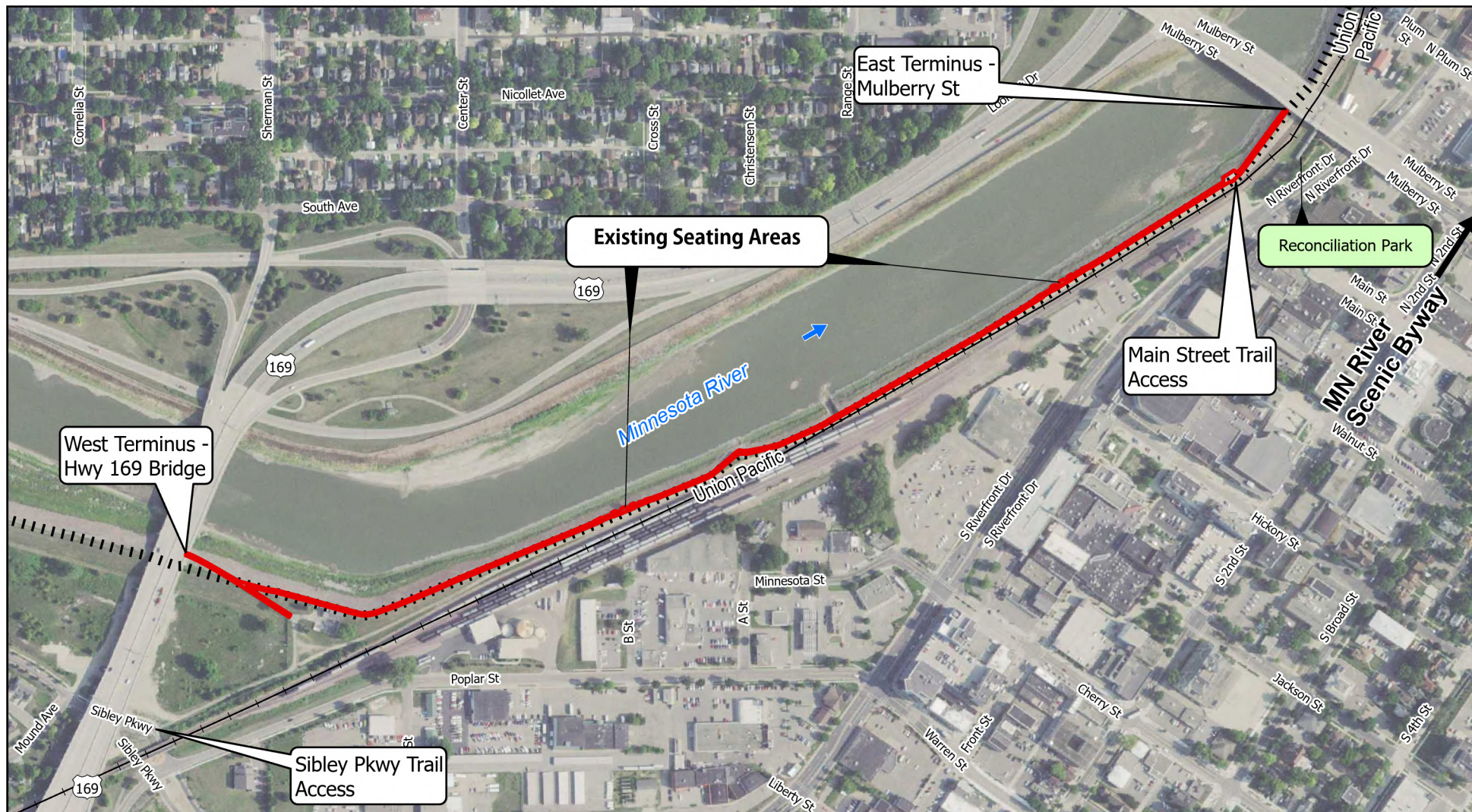
0 500 1,000
Feet



Date Printed:
2/5/2025

Created By:
CAF

1 inch equals 1,000 feet



Legend

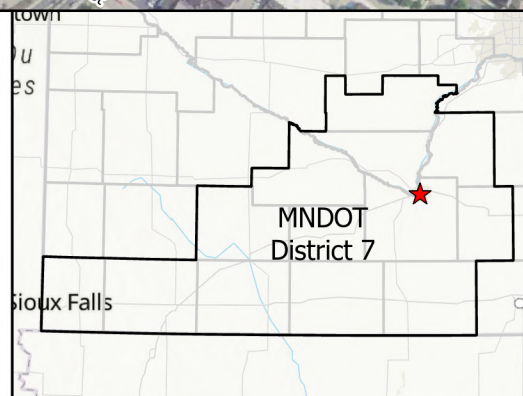
- Project Limits
- Rail Lines
- Levee
- ➔ Flow Direction

Figure 2

Project Resources

Mankato Trail Reconstruction

City of Mankato
Blue Earth County, MN



0 250 500



Feet



Date Printed:
2/5/2025

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CAF

1 inch equals 500 feet

Heritage Preservation Commission

5. 2.

Meeting Date: 03/13/2025

Title

2025 Preservation Month

Review

Discuss ideas for Preservation Month this May.

Attachments

Past Activities

Mankato	HPC National Preservation Month Activities
Year	Activity
2009	Rack card announcing HPC and purpose
2010	Thursdays in May: Presentations (Front Street, Mankato Development, House History Workshop) each week and tours of buildings: Graif, Emy Frentz, Carnegie, History Center; HPC Open House to unveil Context Study, resolution from Mayor, meet HPC members.
2011	Thursdays in May: Virtual Hidden Front Street tour, Landmark Designation at First Presbyterian Church, MN Main Street Program.
2012	Thursdays in May: Landmark Designations at Blue Earth County Courthouse and R.D. Hubbard House, MN Main Street Program.
2013	Historic Mankato Tour
2014	Historic Parks Bus Tour
2015	Captains of Industry Bus Tour
2016	Old Town Walking Tour
2017	Transportation Bus and Bike Tours
2018	Hidden Front Street Walking Tour
2019	
2020	COVID
2021	
2022	
2023	
2024	Mankato History Bus Tour - local designations and heritage plaques

Heritage Preservation Commission

5. 3.

Meeting Date: 03/13/2025

Title

Commissioner Education Introduction to Tools
--

Review

Provide an overview of the tools we have on hand as a commission. Here we will discuss the background and purpose of the supporting documents: Context Study and Training Modules.

<https://www.mankatomn.gov/your-government/boards-commissions/heritage-preservation-commission>

https://library.municode.com/mn/mankato/codes/code_of_ordinances?nodeId=CH10LAUSZO_PTIXSTGEAP_S10.81GEPR

Attachments

Context Study
Preservation Training

City of Mankato Historic Context Study



Prepared for the
Mankato Heritage Preservation Commission
Mankato, Minnesota

Prepared by
Thomas R. Zahn & Associates LLC

Winter 2009-10

Historic photographs included in this report are from the collections of the Minnesota Historical Society, and the Blue Earth Historical Society.

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City of Mankato Historic Context Study

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Winter 2009-10

City of Mankato Historic Context Study

Table of Contents

Mankato Historic Context Study Maps

Mankato Area Map	iii
Mankato's Historic Downtown & Neighborhoods Map	iv

City of Mankato Historic Context Study

Introduction	1
Importance of Historic Contexts.....	1
Objective and Methodology	2
Current National Register Sites	4
Related State Contexts.....	5

Brief History of Mankato

6

Context 1—Pre-Settlement, Native American, Early Archeological, Early Settlement

Location and Viewsheds	7
Native American Settlement and Sites	7
Early Anglo-European Settlement.....	9
The City of Mankato is Established.....	9
Related State Contexts.....	10
Property Types	10
Recommendations and Future Actions	11

Context 2—Transportation – River, Road and Rail

River.....	12
Road	13
Rail	14
Property Types	15
Recommendations and Future Actions	17

Context 3—Commerce, Industry and Civic Services

Auspicious Beginnings.....	18
Early Expansion	18
Mankato's Downtown.....	19
Commerce	20
Services	20
Newspaper.....	21
Agriculture.....	22
Industry	23
Civil Services	23
Civic Leaders	25
Property Types	25
Recommendations and Future Actions	28

Context 4—Social, Cultural and Recreational Life

Social Mankato	29
A City of Churches.....	29
Social Organizations and Clubs.....	31

Gathering Spaces and Festivals	32
Parks and Public Land	32
Tourism.....	34
Property Types	34
Recommendations and Future Actions	35
 Context 5—Mankato’s Urban Development	
Becoming a City	36
Urban Renewal.....	37
Preservation of the Recent Past—A Controversial Topic	38
Property Types	39
Recommendations and Future Actions	40
 Context 6—Education	
Mankato’s University	41
Additional Higher Education in Mankato	42
Elementary and Secondary Schools	43
Property Types	44
Recommendations and Future Actions	45
 Context 7—Relationship to the Rivers	
Floods	46
Bridges.....	47
Property Types	48
Recommendations and Future Actions	48
 Context 8—Residential	
Tale of Two Houses.....	49
Mankato’s Neighborhoods	50
Residential Architectural Styles	51
National Register Properties	60
Property Types	60
Recommendations and Future Actions	61
 Context 9—Literary Mankato	
Laura Ingalls Wilder	63
Sinclair Lewis.....	63
Maud Hart Lovelace	64
Cultural Heritage Tourism	65
Property Types	65
Recommendations and Future Actions	65
 Recommendations and Future Action	
General Summary	67
 Bibliography and Sources	68

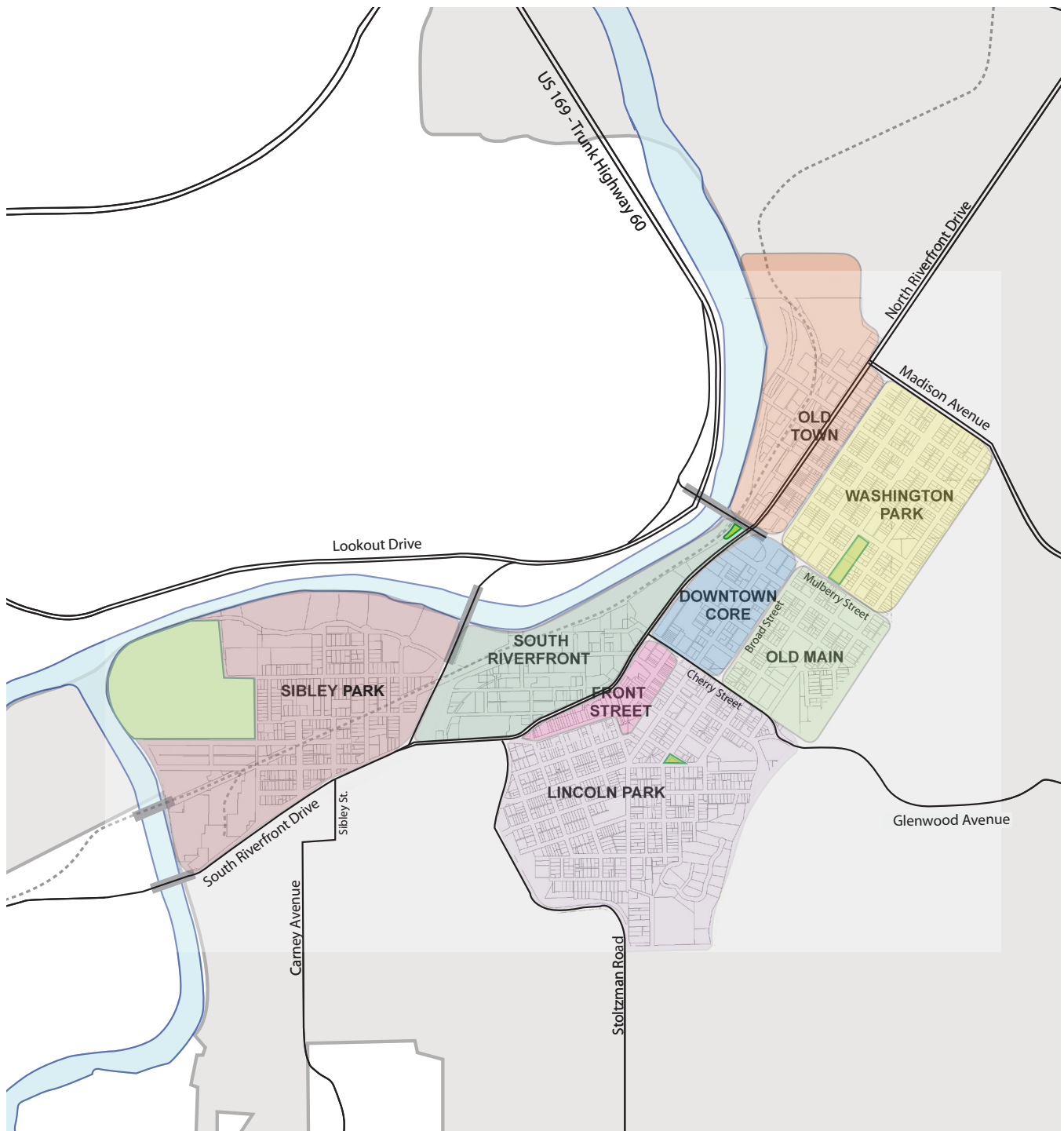
City of Mankato Historic Context Study

Mankato Area Map



City of Mankato Historic Context Study

Mankato's Historic Downtown & Neighborhoods Map



City of Mankato Historic Context Study

The City of Mankato has seen a revitalized interest in its history due to the recent appointment of a Historic Preservation Commission as part of the City Center Renaissance Plan, and its new status as a Certified Local Government. Residents and community leaders alike are eager to see the community better incorporate historic preservation into everyday life. Homeowners are ready to restore their properties, schoolchildren are excited to learn about their city's history, and the city itself plans to use past development to inform future planning activities.

With the creation of this set of specific historic contexts, the city takes a very important first major step in these efforts. Historic contexts will allow the city to evaluate its resources and incorporate them in the comprehensive planning process, while securing the character and spirit inherent in Mankato's history.

Historic preservation is not, however, a new concept to the city. The Blue Earth County Historical Society (BECHS) has been active since 1901, maintaining a comprehensive library, a fascinating museum, and a beautiful house museum at the City-owned-and-maintained Hubbard House, as well as publishing both books and a monthly newsletter and holding numerous and varied special events. The not-for-profit Betsy-Tacy Society is devoted to the works of famous local author Maud Hart Lovelace and her "Deep Valley" series set in a (somewhat) fictionalized, early-1900s Mankato. Numerous books and publications (listed in "Sources" at the end of the study) have given great insight into the history of the area, and of course the *Mankato Free Press* is an invaluable resource. Local educational institutions, particularly Minnesota State University, Mankato, have incorporated the history of Mankato into their coursework to great effect. Historic preservation commission members themselves reflect this diversity of experience and interests.

With this historic context study, the city takes the next big important step of tying preservation to planning, ensuring a vibrant future for the community by building on the resources of its past. Historic contexts will allow the city to evaluate its resources and plan for future development, while securing the character and spirit inherent in Mankato's history.

The Importance of Historic Contexts

The National Park Service, as it evaluates potential National Register properties, is very specific as to the importance of historic contexts. These standards are primarily defined in the publications *How to Complete the National Register Registration Form (Bulletin 16A)*, *How to Apply the National Register Criteria for Evaluation (Bulletin 15)*, and *Guidelines for Local Surveys: A Basis for Preservation Planning (Bulletin 24)*. Bulletin 24 defines historic contexts as "broad patterns of historical development in a community or its region, that may be represented by historic resources." Bulletin 15 expands on the importance of historic context by remarking that "its core premise is that resources, properties or happenings in history do not occur in a vacuum but rather are parts of larger trends or patterns." Bulletin 16A organizes historic context by "theme, place and time" that "allows applicants to understand a historic property as a product of its time and as an illustration of aspects of heritage."

In general, historic contexts are considered most valuable as a "framework" for evaluating the relative significance of cultural resources such as varied sites, structures, districts, and other elements. They serve as an organization tool for defining a community's history, a past which is often otherwise extremely lengthy, complex, and unwieldy.

Rather than concentrating on each individual property, historic contexts focus on broad, over-arching themes that would provide the city with the means to organize and evaluate its resources and lend perspective on the

past. By developing these preservation themes, the city can most effectively evaluate current resources, designate new ones, and plan for preservation in future generations. The contexts will allow for a more fair designation of properties, as each site can then be viewed in terms of what is best for the city as a whole, rather than as a single instance in isolation. These contexts also assist commissioners in making difficult decisions about the preservation of buildings, sites, and structures that best represent Mankato's history, and to target future preservation efforts in the areas where they are most effective.

The contexts identified herein can also be used as a rallying point for educational and community participation initiatives and are integral to future planning for land use, economic development, parks and recreation, transportation, public infrastructure and housing. As more data is organized, the contexts will evolve and change, recommendations will be updated, and the study will become more useful as a long-range planning tool. The expanded contexts, in addition to being a framework for evaluation resources, will be useful in public education programs for neighborhood organizations, government bodies, and local schools. Rather than serving as a static end point that mothballs historic resources, this study is designed to be an exciting jumping-off point for the future of preservation in Mankato.

Objectives and Methodology

As defined above, the main objective in defining historic contexts for Mankato is to provide a framework for the community's history that can assist in making future planning decisions, including, though not limited to, National Register district and individual nominations, a local designation process, a full building survey, and commercial and residential design guidelines.

The study process began by meeting with Mankato's planning staff and its Heritage Preservation Commission to identify prominent local resources, sites, and priorities. While the HPC had been initially interested in defining the city's historic contexts through a smaller-scale approach that focused in specific neighborhoods, it became clear to the consultants, before we even began the project, that a more global view was needed. Thus, it was especially important to meet with the HPC early on to consider Mankato's entire history, and even to look at nearby influences such as the area's agriculture, nearby bridges, and transportation patterns.

We then consulted with the State Historic Preservation Office regarding federal guidelines and state contexts. Since a portion of this study provided through a CLG (Certified Local Government) grant, the State Historic Preservation Office (SHPO) staff has significant input into this process. We also consulted with the statewide preservation non-profit, the Preservation Alliance of Minnesota. The Alliance was particularly concerned with a few threatened properties, such as the Cray House.

The consultants proceeded to collect and review information and history on the city, ranging from primary sources such as city records, Sanford Fire Insurance maps, historical photo databases, the BECHS vertical files, and city directories, as well as secondary sources including previous studies and reports and several early histories of the area. We also compiled a comprehensive map of the city and historic areas, based on several sources. Particularly informative to the process were the many unique resources contained in the Blue Earth County Historical Society, and we are appreciative of their helpful staff. The City of Mankato's Community Development staff were also instrumental in our work, allowing us access to city maps and documents, as well as archival records. We also visited the Minnesota History Center libraries, and the files at the State Historic Preservation Office.

We conducted extensive fieldwork in Mankato. Director of Community Development Paul Vogel took us on a comprehensive driving tour, accompanied by HPC members Jessica Potter and H. Roger Smith. We also toured many times on our own, photographing literally hundreds of properties and features.

In consultation with the Heritage Preservation Commission, we identified nine contexts that most clearly demonstrated Mankato's history, beginning as a Minnesota river town and expanding into the major urban center for southern Minnesota, as well as the particular features that distinguish the community and demonstrate its unique character. The period of influence was defined as being between 1683, when LeSueur first chronicled discovery of the area, to the most recent past. Although 1959 marks the "bright line" for historic resources as of the date of the study, several elements of the more recent past, such as the Mankato Mall, are significant and need to be considered.

These contexts are arranged as follows:

Number 1 – "Pre-Settlement, Native American, Early Archeological, Early Settlement" considers the importance of Mankato's Native American history. It also discusses the early siting and development of the city.

Number 2 - "River, Road, and Rail" focuses on the congruence of river, road and rail in the city. Mankato's excellent transportation systems have always been an enormous asset to its development.

Number 3 - "Commerce, Industry and Civic Services" covers the wide range of businesses, industries, and governmental units prevalent in the town, from the importance of the city as the county seat, to the plethora of retail establishments, to services from attorneys to undertakers. It also addresses civic life, and the importance of agriculture and farmsteads to the development of the city.

Number 4 – "Social, Cultural and Recreational Life" looks at the less tangible, but perhaps more crucial, factors in a city's history — its interpersonal relationships. This context covers religion, clubs and associations, parks and gathering spots, leisure time, and tourism.

Number 5 – "Mankato's Urban Development" acknowledges Mankato's importance as a major southern Minnesota city. It also addresses the extensive urban renewal that occurred in Mankato during the 1970s, and preservation of the recent past.

Number 6 – "Education" discusses not only the role that the State Normal School (now Minnesota State University, Mankato) has played in the city's past, but also the importance of the city's other elementary, secondary, and post-secondary institutions.

Number 7 – "Relationship to the River" goes beyond transportation to look at the impact of flooding and by the construction of bridges.

Number 8 – "Residential" context outlines the kinds of housing styles found in Mankato, including defining architectural elements and providing visual examples. This context focuses especially on Mankato's well-defined neighborhoods. It also suggests some possible National Register district nominations.

Number 9 – "Literary" is a somewhat unusual context that is specific to Mankato. It investigates Mankato in literature, specifically the works of Laura Ingalls Wilder, Sinclair Lewis, and the extensive connection between the fictional "Deep Valley" of Maud Hart Lovelace's series for children, based in Mankato during the early 1900s.

Each context is arranged around a short narrative, which is not designed to be a full history, but rather to serve as a brief introduction to the theme. Each section also includes both historic and modern photographs; some also include maps. In many cases, some time is spent on descriptions of the past and on lost resources; these narratives are designed to fill in information that would be missing were only current resources to be considered, and to demonstrate the importance of remaining properties. The next component is a fairly comprehensive list of typical

property types associated with the context; this section also identifies some specific Mankato sites as practical. Recommendations for future actions round out the individual sections.

Finally, all of the contexts are designed to be modified through time. As mentioned earlier, the City of Mankato has a new but active Historic Preservation Commission, which is very interested in preservation and planning. It is the consultants' hope that they will use this context study to develop a number of programs, ranging from a comprehensive site survey to public education processes.

Current National Register Sites

Mankato is remarkably well-represented on the National Register of Historic Places. Not only are several individual landmarks listed, but there are also two historic districts, Lincoln Park and North Front Street. The two districts stand in marked contrast, with Lincoln Park being large (323 structures, the majority of which are contributory) and residential, and North Front Street rather small (18 buildings in a 2-block area on the east side of the street only) and commercial.

Most of Mankato's National Register listings were completed by State Historic Preservation Office staffperson Dennis Gimmetstad in January, 1980. The most recent addition was Lincoln Park, added in 1995 in a nomination completed by Susan Granger and Scott Kelly. The HPC should consider whether other landmarks or districts may be eligible for Register inclusion, and work toward their nomination.

The following is a listing of current properties on the Register:

Landmarks:

Blue Earth County Courthouse	204 S. 5 th Street
J.R. Brandrup House	704 Byron Street
Charles Chapman House	418 McCauley Street
Lorin Cray House	603 S. 2 nd Street
Adolph O. Eberhart House	228 Pleasant Street
Federal Courthouse and Post Office	401 S. 2 nd Street
1 st National Bank of Mankato	229 S. Front Street
First Presbyterian Church	S. Broad & Hickory Street
R.D. Hubbard House	606 Broad Street
William Irving House	320 Park Lane
Mankato Public Library	120 S. Broad Street
Mankato Union Depot	112 Pike Street
Old Main (Mankato State)	5 th Street S. at Jackson Street

Districts:

Lincoln Park District
North Front Street District

Finally, these two properties were Register-listed, but have since been removed:

Adam Jefferson House (removed)	w. end of Cleveland Street	removed in 1987 when relocated
Oscar Schmidt House (removed)	111 Park Lane	removed in 1988 when demolished

Related State Contexts

The Minnesota State Historic Preservation Office has identified several major state historic contexts that apply to Mankato:

Broad Statewide Contexts:

- "Indian Communities and Reservations, 1837-1934"
- "Early Agriculture and River Settlement, 1840-1870"
- "Railroads and Agricultural Development, 1870-1940"
- "Minnesota's Tourism and Recreation, 1870-1945"
- "Urban Centers, 1870-1940"

Thematic Contexts:

- "State Normal Schools"
- "Bridges"
- "Quarries and Mines"

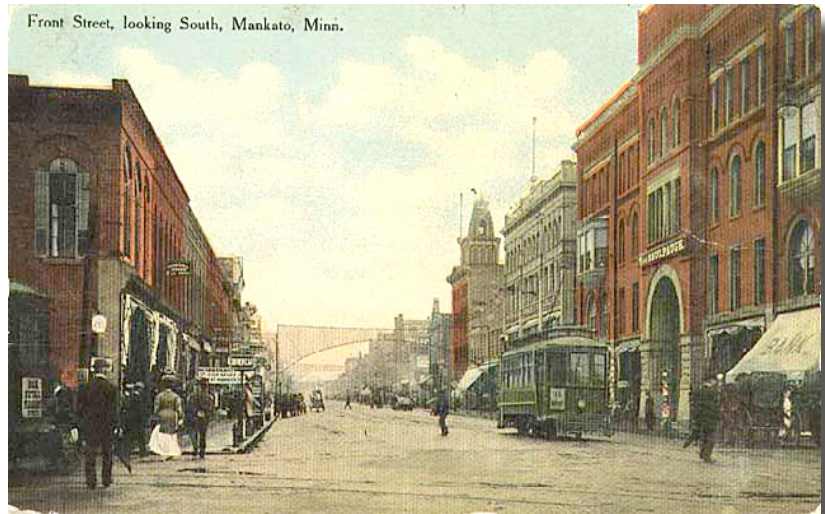
Brief History of Mankato

Prior to Anglo-American settlement, the Mankato area was occupied by the peripatetic Dakota Sioux, who usually arrived after flood season and camped at the junction of the two rivers throughout the summer. The area where Sibley Park now sits was an important area for powwows and other major tribal gatherings.

Explorer Pierre Charles LeSueur first charted the area in 1683, returning in 1700 to built Fort L'Huillier. In 1803 the land was passed to the United States as part of the Louisiana Purchase, but it was not until the 1851 Treaty of Traverse des Sioux that the land was opened to the public for settlement. Parsons King Johnson and Henry Jackson were the first Anglo-American settlers to claim the site in 1852; their wives chose the name "Mankato" ostensibly after the Indian name for the blue clay soil of the area. The town quickly became the county seat.

In 1862, Mankato became the site of the largest mass execution in U.S. History, when 38 Indian prisoners were hanged by the federal government following the U.S./Dakota Conflict. This unfortunate incident gave the city early notoriety. In 1997, the site — now called Reconciliation Park — was dedicated as a public park to reflect, meditate and remember.

The city experienced enormous growth at the end of the 19th century, particularly following the advent of the railroad to the area. Four separate railroad lines, plus continuing river access and good roads, allowed excellent access to the region and Mankato-area agriculture was some of the most prodigious in the state. Mankato became the leading distribution point in southern Minnesota. This, in turn, encouraged a vigorous industrial and commercial environment. Mills were especially prevalent, and the area was also known for its quarries of "Mankato stone." Retail stores and service industries thrived.



South Front Street Postcard ca. 1900

The rich commerce and industry in turn fostered an atmosphere of extensive civic and community engagement. As a result, Mankato was awarded the state's second Normal School (teaching college) in 1868, and education became another key component of the city's identity. This thriving period was a golden era for the city; it forever holds a place in literary history, fictionalized as "Deep Valley" in Maud Hart Lovelace's beloved *Betsy-Tacy* books.

The city grew rapidly throughout the twentieth century, with a strong demand for land and several distinctive neighborhoods (including Lincoln Park, Washington Park, and Sibley Park) emerging. This growth was despite floods, fires, and other calamities, which somehow only served to make the building stock of the town stronger. While many historic resources were lost or significantly altered during Urban Renewal of the 1970s, the close of the 20th Century saw new activity in both preservation interest and sound urban planning.

From its early importance to the Dakota Sioux, to its success as a thriving river and railroad town, to its more recent urban planning history, Mankato has experienced a lot of change, but has continued to thrive and expand. Mankato is the regional center for southern Minnesota and northern Iowa. Its varied history holds the key to future development, as the city seeks to "build its future from its past."

Context 1 – Pre-Settlement, Native American, Early Archeological, Early Settlement Time span – 1683 to 1860

The first European mention of the Mankato area was in 1683 by the explorer Pierre Charles LeSueur, though Native Americans likely settled the area as early as 3000 BC (and certainly by 1200 BC). The applicable statewide context for “Indian Communities and Reservations” runs from 1837-1934.

Location and Viewsheds

Blue Earth County contains more rivers than any other Minnesota county — including the Minnesota, Blue Earth, Cobb, Maple, Wantonwan, and Le Sueur rivers — as well as dozens of smaller waterways, streams, brooks, and lakes. In the early 18th century, the wooded river bluffs would have stood in sharp contrast to the flat prairie grasslands just to the southwest. The area was known not only for its waterways, which provided a natural early transportation network, but also for its distinctive, blue-clay soil, from which Blue Earth county and the City of Mankato itself likely draws its name. Early explorers originally considered the idea of mining the soil for its copper content, but that endeavor proved to be infeasible, and was soon abandoned.

In many ways, the Mankato townsite epitomized the natural wealth of the area. It was optimally sited at the confluence of two rivers, the Blue Earth and the Minnesota, where the Blue Earth flows into the Minnesota and thus into the Mississippi River watershed. The Minnesota River, formed from glacial melt, was named *mini* meaning “water” and *sota*, “like the cloudy sky” by the Dakota Sioux, and originally called “St. Peter’s River” or “St. Pierre’s River” after LeSueur by early European settlers. It was especially important as it formed the transportation backbone for the area, and was sacred to the Dakota tribes, who believed the mouth of the river was located between the center of the earth and the center of the heavens. The Sisseton and Wahpeton tribes of the area used the river basin area (currently Sibley Park) as an important meeting and treaty site.

Mankato also marked the southern and western edge of the “Big Woods” (from the French “*Grand Bois*”), an enormous area of mainly deciduous forest that covered much of central to southeastern Minnesota. These dense woods were composed of a wide variety of trees, mostly basswood and sugar maple, but also including ash, box elder, butternut, cottonwood, dogwood, elm, hackberry, and willow. Diverse in both flora and fauna, the forest areas provided an abundance of small game animals, allowing for excellent hunting and trapping.

With prairies and oak savannah to the south, thick forest to the north, and the two rivers meeting at the central basin, early settlers must have been struck by the physical contrast and beauty of the area. Due to land reclamation, river rerouting, flood control, bridges, deforestation, and agricultural needs, few of these original geologic features (along the river), natural landmarks (such as the Big Woods), or viewsheds exist today. However, it is important to keep them in mind while evaluating the importance that Mankato’s location plays in its history.

Native American Settlement and Sites

Archeological studies have demonstrated evidence that the area was most likely settled by 1200 BC. The varied terrain described above made it an especially attractive area for several tribes; however, it appears that by the early 1600s the area was primarily occupied by the Sisseton (“Lake Village”) Dakota Sioux, with Sleepy Eye (“Ish

Tak Ha Ba”) as their chief. The tribe was peripatetic, but usually camped in what is now Sibley Park each summer, arriving after flood season.

Sleepy Eye was one of the leaders in negotiating and signing the 1851 Treaty of Traverse des Sioux with Minnesota Territory Governor Alexander Ramsey and Commissioner of Indian Affairs Luke Lea, ceding land in southern and western Minnesota. In return, the tribes received land on the Upper Sioux and Lower Sioux reservations, as well as cash and annuity payments. Although the Upper Sioux reservation encompassed several of the tribes’ previous campsites and villages, the Lower Sioux Reservation (just south of Redwood Falls) was located on generally new territory, with the idea that the previous nomadic, hunter-gatherer tribes would become an established farm community. The change in lifestyle, the loss of traditionally held and sacred grounds, and treaty violations by the United States (including late and withheld payments) resulted in tensions both between the tribes and with the new Anglo-European residents.

These tensions eventually resulted in the U.S./Dakota Conflict of 1862 (also known as the “Indian Uprising”), in which several different bands held loosely coordinated attacks against the settlers. Several area communities, including New Ulm and Fort Ridgely, were attacked, and during the course of the conflict 486 white settlers, and an unknown number of Sioux, were killed. Minnesota’s 3rd, 4th, 6th and 7th Volunteer Regiments were called to duty, and most of the Dakota surrendered after the Battle of Wood Lake in September, 1862. Three hundred and three prisoners were convicted of murder and rape by military tribunals and sentenced to death. They were held at Camp Lincoln, near the site of Sibley Park.

President Lincoln was said to have personally reviewed the files of the prisoners, and, urged towards leniency by Bishop Henry Whipple, commuted the death sentences of all but 40 of the prisoners. One died in prison, and another was given a last minute reprieve. The remaining 38 prisoners were executed, in what remains the largest mass execution in United States history, at the site of present-day Reconciliation Park on December 26, 1862.

Descriptions of the execution were chilling, detailing how the prisoners were hooded and led to the single gallows, all singing traditional death songs. The gallows, which had been especially built for the event, had four separate noose and trapdoor configurations, allowing for several executions to happen simultaneously. The bodies were buried in a mass grave along the river, with some corpses distributed for medical research. The remaining prisoners were held through the winter at Fort Snelling.

Additionally, during the mid-1850s, the Winnebago tribe, originally from south-central Wisconsin and moved to a reservation near Long Prairie, MN, were relocated by their request to Blue Earth and Waseca counties, though not Mankato proper. Though the tribe did not participate in the uprising, they were nevertheless relocated in the mid-1860s.

Because the 1862 execution was so significant, it has distinctly colored Mankato’s native American history in a way that does not reflect early, amicable relationships. The city has recently dedicated powwow grounds to Dakota tribes, declared 1987 a “Year of Reconciliation,” and established Reconciliation Park in 1997, and still actively pursues further amends. One major barrier to this is the lack of actual historic resources related to Native American settlement of the area. There are no evident ceremonial mounds or other native settlement indications, and, as in much of the rest of the state, extensive agriculture and development — as well as flooding and natural erosion — has likely destroyed any buried or otherwise hidden artifacts. Nearby sites, such as Cambria, have been found to have some Native American resources, so similar artifacts likely were in the Mankato area, but have been lost.

Reconciliation Park contains a commissioned sculpture and is located on or near part of the execution site, but holds no extant historic resources. This makes the demonstration of this extremely important sub-context all the more challenging.

Early Anglo-European Settlement

The same geographic features that made the Mankato area so attractive to Native American settlement made it an ideal Anglo-European destination as well.

The area was originally established by Pierre Charles LeSueur under the auspices of the French government in 1700 (most accounts claim that he originally charted the area as early as 1683). He came up the Minnesota River from Louisiana with three boats and twenty-two men, and established Fort L'Huillier just south of the current site of Mankato to trade with the Indians. The fort was abandoned in 1702, but the area remained under French control until sold to the United States as part of the Louisiana Purchase.

The first true claims to the area were made in February 1852 by brothers-in-law Parsons King Johnson and Henry Jackson, along with a small party of others. The townsite was originally to have been at "Sibley Mound" (the site of present-day Sibley Park), but the Native Americans warned of flooding, as evidenced by high water marks on the vegetation. The group then decided to move the site further downstream to the site of the present-day city, approximately where the Masonic Temple now stands.

It was the wives of these two founders who chose the name "Mankato," reportedly after the Indian terms "Mahka" for *earth* and "to" for *blue*. Whether the eventual spelling of "Mankato" was a spelling error or linguistic interpretation remains under debate.

The City of Mankato is Established

Unlike other Minnesota river towns, which could be slow to develop, Mankato was settled relatively quickly and became the town seat of Blue Earth County in March 1853. River traffic and the Dodd Road (established in 1853) brought in a steady influx of new residents. The survey of the area was completed in 1854, with platting by the Blue Earth Claim Association of Saint Paul, allowing homesteaders to define their claims.

By the mid-1850s the town had a hotel (the Mankato House, est. 1853), several stores, two quarries and a brickyard, a physician, four large churches: St. Peter and Paul's Catholic Parish (est. 1854), First Presbyterian (with Sunday school beginning in 1853 and regular services in 1854), the Methodists, and the Episcopalians, postal service, and a public school with 37 students.

By 1858, the year Minnesota became a state, Mankato's thriving economy also included the Bierbrauer Brewery, the *Mankato Independent* newspaper, several more churches, more stores, sawmills, wagon makers and liveries, at least one saloon, and a bank. Though the brewery itself is now gone, the gates, steps, and some stone foundations remain, giving a visual reference to this early part of the city's history. Another remaining resource from that period is the Ott Cabin (built 1857), though that has been moved to its present site in Sibley Park (which, in turn, commemorates the site of the first area trading post).

At the same time, the area farmsteads were being rapidly settled. Most of the early homesteaders relocated from the east coast, drawn by the fertile farmlands, river access, and woodlands. Agriculture became a dominant economic force for the area in general, and Mankato, with both river and road (and later railroad) access, was uniquely situated to become a distribution site.

By 1860 Blue Earth County recorded 4,803 residents, mainly in the Mankato environs. No ethnic group excessively dominated the area, but early nationalities represented included Scandinavian, German, and British (English, Welsh, and Scottish).

Related State Contexts

Mankato's earliest historic contexts are incorporated within three of the larger, statewide contexts as determined by the State Historic Preservation office:

- "Indian Communities and Reservations, 1837-1934"
- "Early Agriculture and River Settlement, 1840-1870"
- "Railroads and Agricultural Development, 1870-1940"

Property Types

Note: In general, these property types listed in these contexts will often identify specific Mankato examples as available. Unfortunately, relatively few of these examples are available for the Early History context. The following list represents cultural resources that are likely present in the area, though many may not currently be evident, or may be so altered as to have lost most, if not all, of their integrity.

Pre-European sites

- Gravesites (including the mass graves)
- Caves
- Habitation sites
- Ceremonial and religious sites
- Treaty and meeting sites
- Reservation sites
- U.S./Dakota Conflict sites
 - Battle sites
 - Holding/prison sites
 - Execution site – Reconciliation Park
- Other archeological sites
- Prominent natural features

Pre settlement

- Fort sites
- Trading sites
- Boat landings and river access
- Camp sites

Early settlement

- House/cabin sites
 - Ott Cabin
- Plat lines
- Civic sites
 - Original Post Office
 - Old Log School site (at Union School)
- Church sites
 - St. Peter and Paul
 - First Presbyterian
 - Methodist church
 - Episcopal church
 - Other churches
- Commercial sites
 - Quarries

Brickyards
Mankato House
Stores
Service establishments
Mankato *Independent*
Bierbrauer Brewery site
Farm sites
Dodd Road sites

Recommendations and Future Actions

- *Mankato should pay special attention to archeological investigations of Native American sites. Ideally, a full archeological survey should be completed. Minimally, investigation should be required of any new development, in an effort to discover and inventory any early archeological resources.*
- *Concurrently, the city may desire to pay special attention to any early settlement resources, such as forts, trading posts, and housing and commercial sites. Ideally, a full archeological survey would again be completed.*
- *The Associates are especially concerned that Mankato's rich Native American past be accurately reflected, and recognize that the unfortunate circumstances of the 1862 execution can exert an undue influence upon this history. We recommend working with Dakota representatives to develop an interpretive plan for Mankato's Native American history that more fully develops pre-European settlement sub-contexts. The SHPO could advise and assist on this matter.*
- *Due to flooding and flood control, land reclamation, changes in the river pattern, roads, bridges, and urban development, almost all of Mankato's original vistas and viewsheds have been compromised. A sense of these views and the location, as portrayed in early maps, plans, paintings, drawings, and even photographs if extant, would give modern-day visitors a much better sense of the exploration and development of the area. Such an interpretive display would make a natural collaborative effort with the BECHS, and could be featured at the museum, or perhaps as part of the current Sibley Parkway redevelopment.*
- *Mankato should consider ways to interpret physical resources, including early homes, businesses, and other industries, that may have been destroyed over the years. Because of the city's rapid and extensive development, particularly during the 1970s, many resources have been lost, and such an interpretation would begin during the early settlement period but continue right up to the recent past. Ideas for this include a walking tour of "sites that were," or a physical/website exhibit.*

Context 2—Transportation—River, Road and Rail

Time span – 1683-1960s

As with many other Minnesota river cities, Mankato's transportation context is simultaneously one of its most important — yet least extant — influences. Mankato rose to importance based on its accessibility, first by waterways, then the early Dodd Road and other roads, then the four railroad lines that ran through the city, and finally back to highways, making it a distribution point for all of southern Minnesota.

Transportation resources, however, are generally ephemeral. Actual transportation elements, such as steamboats, barges, stagecoaches, and train cars and/or engines do not often survive, and are even more rarely presented *in situ*. Train tracks are abandoned, roads are upgraded, and in Mankato's case, even the river route changes. Related resources, such as boat landings, railroad buildings, and even newer elements such as service stations, are not valued and are lost. A prominent depot remains in Mankato, has been adaptively reused, and is listed on the National Register of Historic Places.

Mankato's transportation history is so very crucial to every part of its existence, from its original siting, to its rise to prominence, to its endurance as an important distribution site. The city should actively work to preserve and protect the resources that still exist, while finding innovative ways to interpret what has been lost.



Mankato Union Depot

River

The Minnesota, Blue Earth, and surrounding rivers provided an extensive transportation network for the Sioux. Early explorers and traders, such as LeSueur and Sibley, also followed these waterways, using log rafts, canoes and larger keel boats to transport both people and goods. The keel boats were described as somewhat like a shallow barge, propelled by six pole-men to each side, and able to carry between seven and twenty tons of goods and passengers (including the pole-men, a cook, and a trader / agent). Because of their ability to adapt to varying conditions, such as poor river landings and low water levels (especially in the smaller rivers and creeks), these small, easy to navigate crafts dominated early exploration in the area.

However, following the opening of the area to settlement, there was an immediate demand for boats that could carry more passengers and enable more extensive and regular importation of goods. The first excursion steamers to take advantage of the high waters of the summer of 1850 were the *Anthony Wayne* and the *Yankee*; it is disputed which one of these boats gave city founder Parsons King Johnson his first view of the area. 1852 marked the first summer that the levee landing was established as a permanent stop, with three trips by the *Tiger* and three by the *Black Hawk* making it a very successful inaugural year. The City of Mankato had been established as a popular steamboat stop.

By the late 1860s, steamboats were making hundreds of stops annually in Mankato, with George Houghton's the *Molly Mohler* alone recording ninety separate trips over the summer of 1867. The average travel time from Minneapolis / Saint Paul was 12-19 hours (depending on the number of stops and whether going upstream or downstream), and the fare was 50¢. Steamboats also allowed for a brisk commodities trade, exemplified by over 62,000 bushels of wheat carried from Mankato by mid-July of 1867 alone, at the rate of 5¢ per bushel.

Though many steamboats visited Mankato, two of the most notable were the *Favorite*, which carried the Indian prisoners north to Fort Snelling in 1862, and the *Julia*, which sank in low water near Jefferson Bend in 1867. Remnants of the *Julia*'s hull remain underwater, and the whistle is on display at the Blue Earth County Historical Society.

Shipping barges also carried goods along the river. There did not seem to be regular ferry service along the river at that point, but there was a ferry crossing, the Cummings Ferry, which used a cable and pulley system to carry passengers, wagons, and goods from Sibley Park due north across the river.

However, roadways and soon the advance of the railroads began to cut into this river dominance. By the summer of 1870, there were only eighty boat landings in Mankato, despite high water and generally good conditions. By the end of the 1870s, steamboat travel had all but disappeared, although the sternwheel steamer the *Mary Barnes* was said to have made a few trips from Saint Paul over the summer of 1881; likewise, the arrival of the excursion paddlewheel the *Henrietta* in April 1897 was seen as quite an important event as it was the first boat to have landed in Mankato for several years. Such visits, however, were seen as novelties and tourist events more than practical transportation.

Today, after much riverfront reconstruction and with new levees in place, no remnants of the formerly busy docks remain.

Road

Mankato had exceptionally early road service. Indeed, though the city founders first saw the townsite while aboard a steamboat, they returned overland to settle it, via cutter and sleigh along roads and the frozen rivers. Dodd Road, the first stagecoach road linking Mankato to Saint Paul, opened in 1853 and became the main stagecoach road to the area. Adjunct roads to Winona and Lake Pepin and a network of military roads followed.

George Marsh soon began a weekly stagecoach trip to Fort Snelling to pick up mail. By 1857 Mankato had three stage lines — a daily route to Saint Paul for a fare of \$7, and thrice-weekly local lines and lines to Owatonna at \$4 and \$5, respectively, per trip. These lines carried people (though many still chose to travel by boat, especially as it was cheaper) and vastly improved mail service to the area. Bridges soon began to span the rivers, which facilitated road traffic but which also had to be carefully planned to allow the steamboats to pass. Mankato's first bridge, built in 1879, was an iron truss bridge that could turn parallel to the river. Mankato also developed a street and traffic system that included a streetcar system (see the "Urban Development" context for more information).

However, winter weather still greatly affected travel, closing roads and obviously precluding boat traffic. Some followed the early settlers' lead and created crude ice roads, but for much of the year the city remained relatively isolated.

This was all to change, however, with the advent of the automobile. Mankato's first car, a Stanley Steamer, arrived in 1897. In 1903, Louis Mayer's blacksmith shop created the "Mayer Special," the first V-8 engine in the United States, reportedly developed in order to surmount Mankato's hilly bluffs. The roadways became busy, and by 1923 there was daily bus service between Mankato and Minneapolis/Saint Paul.

Automobile traffic also required new businesses, including gas and service stations, car dealerships, and trucking distribution centers. Major highways developed included Highway 169, 14, 22 and 83. The highways had a dramatic effect, especially on the west side of town, where West Mankato was split from the lower part of the

city. Sibley Park, which had already been bisected by railroad tracks, was further isolated by the roadways. At the same time, many retail businesses moved to the outskirts of town and the newer shopping centers, often severing the intense local connections and eventually encouraging urban renewal.

As with the rest of the state and country, roads and automotive/truck traffic became the dominant means of transportation, eclipsing boats and trains. Unlike the boat landings, which were stationary, and the railroads, which required extensive infrastructure, road-related resources were especially temporal, changing and adapting with traffic patterns.

Rail

Although Mankato's location gave river traffic an early edge, and roadways eventually emerged as the main transportation routes, the railroads were Mankato's dominant transportation influence from the late 1860s up to the 1940s, with two lines still running today. At the end of the 19th century, four separate rail lines ran through town, and Mankato served as a distribution point for all of southern Minnesota.

In the time of many competing railroad lines, the first to see Mankato's potential was the Minnesota Valley Railroad (later renamed the "Chicago, Saint Paul, Minneapolis and Omaha line," called the "Omaha line" or "CStPM&O" for short — now the Union Pacific). The lines entered the city in Washington Park between Elm and Plum Streets, running along Fourth Street. In the mid-1890s, these tracks were moved to the riverfront due to city planning concerns, and so they might be more competitive with the other lines. Washington Park was dedicated on some of the railroad's vacated land.



Worker polishing railroad engine 1939

The next line to cross Mankato was the Chicago and North Western line ("CNW," now the DM&E) in the early 1870s. These lines ran along the riverfront. With two major railroads in place, Mankato rapidly became an important commodities site, and the 1870s saw a building boom of mills (including the Hubbard Mill), warehouses, and other distribution vehicles constructed along the riverfront for easy train access. The railroads also expanded their holdings, constructing the Red Jacket and other trestles, supply buildings, roundhouses, etc.

Two other, smaller railroad lines served Mankato, the Chicago, Milwaukee and St. Paul and the Minneapolis-St. Louis (later purchased by Chicago Great-Western). When these lines eventually closed, the land vacated by the Chicago, Milwaukee and St. Paul was also converted to public use, becoming the Red Jacket Trail.

Each line maintained their own depot, with one of the most notable related events being the death of Vice President Schuyler Colfax in the Milwaukee Depot on January 13, 1885. Colfax had to walk between the Front Street Depot and the Omaha Depot to change trains, and it is surmised that the extreme cold might have brought on a heart attack. The Vice President was said to have died unrecognized by those around him, identified post-mortem by the papers he carried with him.

In 1896, soon after the Omaha moved its lines, it collaborated with the CNW to build a new depot serving both lines. The Union Depot was located at 112 Pike Street, and currently stands as the only surviving railroad depot in the thirteen Blue Earth townsites where the railroad played a major developmental role. The depot is now used as

offices, and is included on the National Register. Pike Street had included many railroad-related resources, but all of those save the depot were lost by the time the road changed its name to Riverfront Drive in 1978.

The local time difference between the rest of southern Minnesota and Mankato, as well as the four lines and multiple trains, made for a busy schedule and many horse-drawn trolleys carrying people between trains.

The placement of the rail lines also had a great effect on the layout of the city. Some of these effects are very visible, such as the parkland and other public spaces (eg: Washington Park and the Red Jacket Trail) located on vacated rail lines. Others, such as the grading along North 4th Street, are obvious only if you are looking for them. Even more subtle are items that were affected by the rail lines but are not directly related; for example, the plat lines in the industrial area outside of Old Town are non-standard, due to adapting for the tracks and railyards. Railroad-related resources overtook river-related items in importance, even encouraging some reclamation of river land. Other streets, such as the long retail expanse of Front Street, developed in relation to the railroad distribution centers (as well as the steamboat landing). In many cases, these residual effects evoke the best interpretation of the importance of the railroads, especially given the lack of remaining direct resources.

However, in the same way that the railroads subjugated early river traffic, by the 1950s the highway system had substantially overtaken the rails as the dominant means of transportation, for both passengers and freight. Today, two lines still serve Mankato, the Union Pacific and the DM&E, but both are at far lower capacity than at their peak. The UP runs 6-12 trains a day, and the limited-right-of-passage DM&E only 4-8; all almost exclusively transporting freight. Almost all of the tracks, depots, and associated buildings were removed before or during the Urban Renewal period. The Union Depot (as referenced above), the remaining, in-use tracks, the remnants of the rail grading, some trestles at the edge of town, and a few support buildings just outside of Old Town are the only remaining reminders of this once-thriving railroad system.

Property Types

River Traffic

- Ferry crossings and landings

 - Cummings ferry

- Steamboats

 - Anthony Wayne*

 - Yankee*

 - Tiger*

 - Black Hawk*

 - Greek Slave*

 - Globe*

 - Equator*

 - Reveille*

 - Wave*

 - Minnesota*

 - Clarion*

 - Time and Tide*

 - Berlin*

 - HT Yeatman*

 - Jennette Roberts*

 - Isaac Shelby, Medora*

 - Frank Steele*

 - Belfast*

 - Favorite*

 - Little Dorrit*

Eloian
Albany
Clara Hine
Albany
Pomeroy
Ariel
GH Wilson
Mankato
Stella Whipple
Lansing
General Sheridan
Julia
Molly Mohler
Chippeway Falls
Otter
Pioneer
Pearl
Cutter
Enterprise
Hudson
Flora
GB Knapp
St. Anthony Falls
Tiber
Clipper
Dexter
John G. Gault
Mary Barnes
Henrietta

Barges
Landings and docks
Warehouses
Dams
Levees
Flood plains
Navigation aids

Railroad

Tracks
Depots (freight and passenger)
Bridges and crossings
Repair shops
Roundhouses and section houses
Railroad cars
Telegraph
Warehouses
Support buildings (repair facilities, storage sheds, etc.)
Distribution facilities

Roads

Current roads
Remnants of early roads and trails
Stage stops
Truck stops and facilities
Gas stations
Automobile dealers and repair shops

Recommendations and Future Actions

- *As discussed at length in this section, very few transportation-related resources still exist. Those that do, or that are discovered, should be surveyed and cataloged, with particular attention paid to the importance of this context.*
- *The BECHS maintains some transportation resources (such as the bell from the **Julia**) in their museum. The HPC should collaborate with the BECHS in interpreting these resources to give people a better sense of the importance of river, rails, and road to the City of Mankato.*
- *The number of riverboats that stopped at Mankato (see list above) is remarkable, and its position on the river was an early and crucial transportation advantage. The HPC should find a way to interpret this history, perhaps through an exhibit at Sibley Park or another site close to the river.*
- *A few railroad resources remain, such as the Union Depot and some railroad support buildings just outside of Old Town, as well as gradings, trestles, etc.. The highest importance should be placed on preserving and interpreting these resources. The HPC should investigate placing some kind of interpretive exhibit at the Union Depot, since it is the most evocative remaining resource.*
- *The Associates understand that the City of Mankato is considering various possibilities for the future of the railroads in Mankato, including adding or relocating lines. Such work should try to maintain existing resources (see above), and should preserve other resources that it might discover during the process (such as buried tracks).*
- *In some cases, such as Washington Park and the Red Jacket and West Mankato Trail, resources exist that have been made possible by changes to the transportation system (in this case, the parks are made possible by the vacation of the rail lines). Interpretation of such sites should acknowledge the role that the earlier transportation element played in their development. Such an approach might also be used for extant items that have changed significantly, such as area highways.*
- *Related resources, such as bridges, are addressed more at length in other sections of this study.*

Context 3 – Commerce, Industry and Civic Services

Time span – 1850s to 1950s

Mankato's rise to importance as southern Minnesota's center for trade and industry did not stem only from its easy access to varied transportation methods. Commerce and industry sprung up quickly in the new town, supporting the agricultural trade in the rich nearby farmlands. By the early 1900s, the city boasted a thriving and varied downtown, as well as serving as the main southern Minnesota distribution point for agricultural products. Civic services followed, as Mankato became a true urban center.

Changes in transportation and residential patterns, coupled with urban renewal, led to the widespread relocation of retail services to the suburbs, effectively decimating Mankato's downtown core by the late 1970s. Recently, this area has begun to bounce back.

Auspicious Beginnings

By 1853, just one year after it was founded, Mankato was named the county seat for Blue Earth County. There was already a burgeoning downtown, including the "Mankato House" hotel at Front and Hickory Streets (as well as one other smaller hotel), two stores, two lawyers, two tailors, a quarry, a saddler, a millwright, a warehouse, and a school. There were about 20 families in the town, with housing ranging from rough shanties to sturdy log cabins.

By the late 1850s, Mankato was bustling, with many more stores and taverns, the Bierbrauer brewery — the first brewery in Minnesota west of Saint Paul, a doctor and pharmacy, and a newspaper. The first civic services had begun, with twice weekly stagecoach mail service by George Marsh (though Parsons King Johnson had been the previous postmaster, periodically delivering mail that came by riverboat.) Increasing riverboat traffic — over 200 landings per summer — brought supplies to Mankato, as well as new settlers, and brought wheat and other crops upstream back to the Twin Cities.

Early Expansion

The 1880s were boom years for much of Minnesota, and Mankato was no exception. Railroads had augmented (and eventually eclipsed) river traffic, allowing for the easy transport of the area's rich agricultural commodities. Processing facilities, such as the Hubbard Mill, capitalized on this market, but there were many other agricultural facilities, ranging from tanneries to knitting mills to breweries to linseed oil factories. Non-agricultural commodities included some lumber, but especially the several quarries that provided "Mankato stone," a creamy and durable dolomite that was a valued construction material. Wholesalers (especially groceries) and retailers flourished, as did associated businesses such as banks. The establishment of the second state Normal School in 1868 was integral to the city's prestige as well (see the "Education" context for more information). The population grew rapidly, increasing by 41% between 1880-1885 and diversifying the population from the second-generation Easterners who had originally settled the city to include Scandinavians, Germans, Irish, Scots, and Welsh. This expansion led to the settlement of new neighborhoods, and the availability of civic services including schools, waterworks, gas, electricity, street paving, and telephone service.

The early 1900s, so lovingly described in Maud Hart Lovelace's "Betsy-Tacy" books, were probably early Mankato's peak years, reflecting a time of continuous economic development and population growth. The downtown Front Street businesses that Lovelace chronicles were bustling and prosperous, and with the advent of the streetcar, Mankato really came into its own as southern Minnesota's most prosperous city, and one of the largest agricultural service areas in the upper Midwest.

Many of Mankato's major enterprises continued throughout the twentieth century, and some are still in operation today. Seven to fifteen trains still run through town daily, and the mill still operates, although now as a part of Cargill. The downtown businesses, which at one time had almost all relocated to the suburbs, are experiencing revitalization, providing everything from boutique stores in Old Town to large grocery stores. Mankato today is ready to build on its past to capitalize on community character and add diversity and sustainability to the downtown core.

Mankato's Downtown

Primary and secondary sources describe turn-of-the-century downtown Mankato as a vibrant and busy place. The business district stretched close to a mile down Front Street, in comparison to most Minnesota river towns, where the central business district typically encompassed no more than two to three blocks. The South Front Street area was especially prosperous, including the following businesses (among others): Mankato State Bank; The Majestic and the Wonderland Theaters; the Opera House / Mankato Theater; groceries including Alleman's Draper & Pettersen's and Hansen & Nelsen's; shoe stores Wood & Sterling, C.H. Austin & Son and T. W. Hart; Brett's and J.B. & D. Richards Dry Goods; department stores Fred W. Kruse and Company, S&L, Salet's, and later even branches of Sears Roebuck and Woolworth's; Martin & Hoerr's, Crandall's and Taylor's Jewelers; The Palace Restaurant and the Corner Café; Lamm's Drugs, Thro-Frost Family Drugs, and Laack's Drugs; Stewart & Holmes and Warwick's Books; Nyquist & Iverson Clothing; G. Schmidt & Son Harness and Saddlery; the New York 5 & 10 Store; hardware stores including Art Zimmerman's hardware and Sporting Goods, Lulsdorff's and Lewis'; the Zotalis family's Mankato Candy Kitchen; August Deijke Transfer; and the Saulpaugh Hotel, with its elegant Moorish Café. Despite the competition inherent in having similar stores so close together, the business district thrived until the latter part of the 20th century. Many of these merchants built elegant homes in nearby Lincoln Park, the "silk-stockings district" of the city.

The advent of the suburbs, coupled with easy automobile access, led to an extensive relocation of area retail in the 1960s. Although some stores remained in town, many relocated to the Eastgate Shopping Center, Madison East Mall, or other suburban locations. City planners determined that the problem was "blight" and a lack of parking in the aging downtown, and the area was cleared under an urban renewal project that began in 1970.

Although original plans called for a massive rebuilding of the downtown core, that development never occurred. Many of the remaining downtown buildings were altered or eliminated as part of the Mankato Mall enclosure project in 1977. Although some new stores were built (such as the Hy-Vee and the Cub), much of Mankato's historic downtown fabric remains irreparably altered and diminished.

The loss of these resources, however, makes the preservation of the North Front Street District all the more important. This small but well-preserved strip of businesses demonstrate the diversity and vitality of Mankato commerce, a sense that continues today as the storefronts house varied shops and services. The buildings also show the progression of commercial architecture in Mankato, ranging from very simple 1870s styles to elaborate Victorian decoration.

The eighteen storefronts in the district were originally the following (in order from Plum Street): the Stahl House, Henry Fricke Boots and Shoes (the later location), Henry Fricke Boots and Shoes (the original location), Frederick Kron Dry Goods and Groceries, Bernard Koehler Boots and Shoes, a later (non-contributory) commercial building, A.M. Klages Grocery, the offices of Doctor Julius A. Heilscher, Miller & Company Meat Market, Wenzl Huetter Tailors, the Mathias Sontag Hotel, the Jacob Sontag Saloon, Kron's Drugs, Schorn Brothers Meat Market, Seidle Drug Company, A.C. Malchow Grocery, and Machow & Krost Photographers. Today, these buildings serve a variety of retail and office uses.

Commerce

Some stores in particular hold an important position in Mankato's past. These stores were generally passed down through many generations of the same family, and members of those families became important civic leaders.

George E. Brett's Fancy and Staple Dry Goods (later renamed Brett's Empire Store, then Brett's Department Store, and generally known simply as "Brett's") opened in 1868. Originally a basic dry goods store located on Front between Jackson and Cherry, it expanded when it moved to the corner of Front and Jackson, and soon became *the* fashionable place to shop in Mankato, with a wide range of both piece goods and fashion. Brett's was also known for serving the many travelers who passed through Mankato, with lounges that included sofas and writing tables, as well as being the first store with a public telephone and one of the first with indoor restrooms. While many buildings were razed in the 1970s, Brett's was one of the few to be incorporated into the Mankato Mall. Passed down through five generations of the family, and expanding to other locations throughout southern Minnesota, the store finally closed in 1992 after 124 years in business.

Another important clothier was Matt J. Graif, which opened on Front Street in 1924. The store moved to Walnut and Front, and then in 1962 to the current Renaissance-Revival styled Graif Building (which was the National Citizen's Bank Building) on Front and Hickory. That building, in turn, is built where the original Mankato House once stood. The store still remains in the building, which is also used for office space and commercial tenants.

Crandall's Jewelers was another business that outlasted urban renewal on Front Street. The store, which opened in 1901, was passed through three generations of the Crandall family before closing in 1991 when Charles Crandall retired. The nearby Martin & Hoerr's Jewelers, established in 1870, was established at 111 South Front Street in 1870, but was forced to move in 1976 due to the renewal project. It relocated to 128 East Jackson Street, closing in 1990 after 120 years in business.

Though most of the remaining historic commercial resources are located in the North Front Street Historic District, there are a few remaining on South Front Street, such as the Anderson Building in the 600 block.

Services

Because of Mankato's role as a transportation and agricultural hub and as the county seat, it hosted many travelers. There were many hotels in town, ranging from "workingman's hotels" such as the St. Paul House on North 4th Street (now the Wesley Annex apartment building) to the exclusive Saulpaugh Hotel.

The Saulpaugh, at Front and Main Streets, was built in 1889 at the cost of \$142,000 (for reference, that is \$19,000 more than the Blue Earth County Courthouse, built that same year, cost to construct). The hotel's eighty elegant rooms included the most modern amenities and hosted a bevy of famous guests, ranging from President Howard Taft to gangster John Dillinger. The hotel was also known for its restaurants and public spaces, including the Moorish Café. The Saulpaugh later fell out of fashion, and for several years became a dormitory for the Mankato Commercial College before being demolished in 1974. The City Center Hotel currently stands on the site.



Other famous hotels included the Hotel Heinrich, which opened in 1905 and was also known for its public areas, including the exotic Palm Room. It was renamed the Hotel Burton in 1936, and operated until 1984, when it was demolished to make way for the Veteran's Memorial Bridge. The Ben Pay Hotel, which expanded to over 200 rooms with the addition of a 1925 annex, hosted Eleanor Roosevelt and Guy Lombardo, but was torn down in 1967.

A few original Mankato hotels remain in the North Front Street Commercial Historic District, namely the Stahl House (now the Wine Café) and the smaller Mathias Sontag Hotel. Although not still used as hotels, these give a glimpse of what travelers might have experienced.

Many other services catered to both Mankato's residents and the travelers that came through, including doctors, dentists, law firms, architects and engineers, and even undertakers.

Perhaps most crucial to these businesses, and to the farmers in Blue Earth County, were Mankato's banks. Several institutions provided banking services to Mankato's residents and businesspeople, providing an important source of capital and investment. These included the Mankato State Bank (originally the "Mankato National Bank") and the Citizens' National Bank.

The most well-known of Mankato's banks, however, was the First National Bank of Mankato, which still stands at 229 South Front Street, although now incorporated into the Verizon Center. The bank was designed by the St. Paul architects Ellerbee and Round in 1913, in a high-style example of Prairie-style design. It also gained fame by being "almost" robbed by the James/Younger gang in 1876, who decided against the robbery because a trade fair made the area too busy. Reminiscent of the "jewel box" design of Louis Sullivan's small rural banks (the most famous of which is the Farmer's National Bank in nearby Owatonna), this bank was added to the National Register in 1973. It now serves as an event space for the center.



First National Bank, ca. 1925

Newspaper

The *Mankato Free Press* began as *The Independent* in 1857, published weekly by Clinton Hensley and Frank Gunning. In 1863, it was purchased by Charles Slocum, and renamed the *Mankato Union*. Soon after, in 1869, the rival *Record* began publishing (also weekly), and the two papers merged in 1880 to become *The Mankato Weekly Free Press* (later, simply *The Free Press*.)

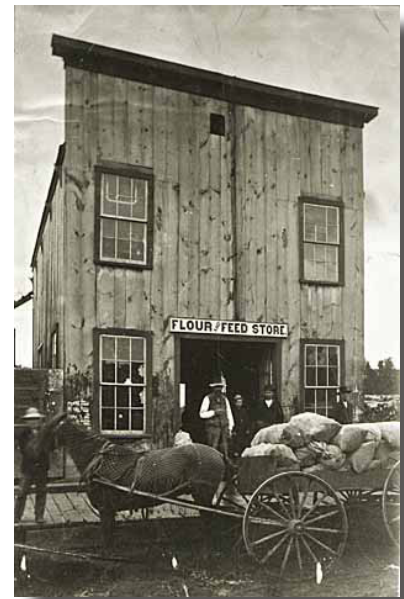
The paper took the enormous step of converting to daily operations in 1887, and has operated continuously since then. Locally owned until 1979, it is now run by Ottaway Newspapers. The *Free Press*' extensive archives are of enormous use in historic research.

Agriculture

The City of Mankato was too large and urban to be considered a “farm town,” though a few small, early farmsteads existed within the boundaries of the city — especially at the top of the bluffs, where the old Andersen farmhouse still stands. Some families in town also kept small cattle herds up until the 1920s. However, it was the richness of Blue Earth County’s agriculture that ensured Mankato’s importance as a regional center. From the early riverfront days, when tens of thousands of bushels of wheat were transported up the river by boat, to the current era when trucks carry crops to market, the city has served as the commodities marketplace for southern Minnesota. Blue Earth County currently has over 190 Century Farms — farms which have been operated continuously, by the same family, for over 100 years.

The most obvious reminder of this in Mankato is the dominance of the Hubbard Mill (now a part of Cargill), an enormous structure that sits right on the riverfront in order to best capitalize on river, railroad, and even trucking distribution.

Rensselaer Dean (R.D.) Hubbard was originally from New York state, settling in Mankato in the early 1870s after a failed business trip to California. He first opened a linseed oil factory, then in 1878 formed a partnership with George Palmer and William Pearson to open the flour mill. The mill, eventually operated solely by Palmer after the death of his partners, became one of the largest of its kind in southern Minnesota, and served to control wheat pricing, grading, processing and distribution practices for the entire industry.



Flour and Feed Store ca. 1881



Hubbard Milling Company Postcard 1909

More important than the mill itself, however, was what it stood for. Serving as an obvious face for investment in agricultural distribution, it encouraged other similar industry, ranging from grain to fruit to stockyards. Mankato gained other mills (flour, feed and textile), as well as factories ranging from linseed oil to several ice companies to cigar factories to tanneries. It was even home to a carp canning factory at the time of WWII. Similar and related food processing industries arose, including three candy companies — Shari, Ray Company, and Rosenberg & Currier. There were also a plethora of warehouses, storage buildings, and agricultural transfer stations, generally clustered around the railroad.

One important Mankato farmstead was Oswald Windmiller, at the top of Windmiller Hill (now Madison Avenue) on the edge of town. In the early 1900s, Windmiller provided Mankato residents with a wide variety of locally-grown fruits, vegetables, and flowers, which he grew in fields and greenhouses. The site still exists, and is now known as Hilltop Florists. Neilsen Florists was also active downtown in the 1920s, with his greenhouses occupying an entire city block, but it is no longer in existence.

Without Blue Earth County's rich farming base, Mankato may never have risen to its early prominence, but without the city's transportation advantages, those crops might never have attained effective distribution. The two maintain a symbiotic relationship that continues to this day, even as the nation's relationship to its farms changes.

Industry

The final leg of Mankato's commercial base was its other industries, especially its construction related assets. Stone quarries were one of the first businesses to spring up in the area, and soon there were quarries owned by the Coughlan, Widell, Jefferson, Babcock, Breen, Wilcox, Bashaw, Pay, Fowler and Vetter families actively excavating the dolomite limestone known as "Mankato stone." The stone was sought after due to its hardness and durability and because of its unusual color, and was used throughout the state, region and nation not only for buildings, but also extensively by the expanding railroads for their bridges and trestles. Today, the Coughlan (now Mankato-Kasota Stone) quarry is the only remaining quarry in Mankato, though the Vetter quarry still operates north of town.

Mankato was also known for its brickyards. The largest of these was the Mankato Brick and Tile Company, which opened in 1905 and was owned by William E. Stewart. Today, no remnants of this industry remain except for the plethora of brick homes in the city and larger buildings such as the Armory, Good Counsel, and parts of the mill.

At the turn of the century, Mankato's cement factories had a capacity of 1,200 barrels a day. The major factories were the Mankato Standard Cement Company and Carney Cement, whose slag piles are still evident today near Sibley Park and on Anderson Court in West Mankato. Lumber was an early industry, but was not as prevalent as in other, more wooded, parts of Minnesota.



Employees, Mankato Brick and Tile Company 1910

Other industry included metal works, carriage factories, pump works, a steam boiler factory, a sawmill, and blacksmiths. It appears that none of these resources still remain.

Civic Services

Mankato's early urbanization, tied to its commerce and industry needs, corresponded with early leadership in civic services. The city gained its first telephone line in 1880, which ran from City Hall to the Hubbard Mill to the Mankato House. R.D. Hubbard had an extension added to his home soon after. Streetlights, lit by a lamplighter, debuted in 1882, with city-wide waterlines and gas service following in 1883. Water mains were also started in 1883; the first system was a wooden main that connected Hubbard Mill to a sand well, but this was soon supplanted by reservoirs and eventually by iron pipes. Mankato participated in the national "Good Roads" movement, at which time streets were increasingly improved with brick or wood blocks to assist in the transportation of goods to market.

Electricity came soon after in 1885, but was not available reliably throughout town until 1910. Streets were also paved early, though most have now been covered with asphalt or cement. Park Lane, in Sibley Park, remains as an example of a brick-paver street, and the city is committed to retaining it. There is also a wood block street behind the Hubbard House. Parks, bridges, and transportation are discussed in other sections of this study.

A few of Mankato's public buildings in particular are both important public resources and provide important reminders of its civic service:

Blue Earth County Courthouse

Mankato was designated as the county seat in 1853, and a small courthouse was constructed a few years later. The current Blue Earth County Courthouse was started in 1886, and finally completed in 1889. During the time there was a great controversy with nearby Garden City as to the location of the county seat, and indeed, the courthouse was not actually formally dedicated until 1888. Designed by the Minneapolis firm Healy and Allen, the building made use of local stone in a mix of French and Italian Renaissance styles for an eclectic and rather fanciful design. The interior has been substantially renovated, most recently in 1965 and again in 1988 and 2009. It was listed on the National Register in 1980. The courthouse's hillside location and wide open square makes this building especially dominant and picturesque.

Post Office

The federal Post Office and Courthouse was added to the National Register in 1979. This building, also of Mankato stone, is done in the Richardson Romanesque style, and is located on South Second Street at Jackson in the downtown core. Although the original, dominating clock tower was removed when the building was expanded, the public lobby of the building retains remarkable integrity.

Library

Another National Register building that has since been re-purposed is the Mankato Public Library, built on South Broad Street in 1902 as part of the Carnegie Library movement. Mankato has had a public library since 1894, but it had previously been located in the YMCA. Built of Mankato stone in a slight variation of the usual Carnegie style, this library served generations of Mankato readers until a new regional library was built in 1977. Today it is the Carnegie Art Center.

Other important city and county buildings have been lost, including City Hall and original police and fire stations. Government services are now consolidated in the Intergovernmental Center at Civic Center Plaza, a newer structure incorporated into the Mankato Place Mall.

The Mankato Fire Department was established in 1860. Although the city's two fire stations (#1 at Madison and Broad and #2 at Pohl and Balcerzak Streets) fire stations are relatively new, they do date from the early 1960s, and will soon need some kind of consideration. The City of Mankato and the BECHS also possess some original fire equipment.

Mankato's hospitals are another important element of its history, though again are lost resources. Tourtellotte Hospital was named after Civil War Colonel John Tourtellotte, who donated \$8,800 to the city in 1888 in order to care for the sick. The city's first hospital had just twenty rooms, and was located on 4th Avenue, isolating those who needed care just outside of the town. As it was located on the other side of the city limits, it had no running water or sewage systems, with all water being pumped from holding tanks on the roof. In 1897, the operations of the hospital were turned over to the Sisters of the Sorrowful Mother, who then purchased the John A. Willard house on 6th Street to expand their operations, while continuing to run the Tourtellotte hospital. Finally, a new hospital was built on 5th and Washington in 1899, and operations at Tourtellotte Hospital were phased out.

In 1906, the stones of Tourtellotte Hospital were incorporated into the new Immanuel Hospital, built by the German Lutheran Hospital Association on the former site of the Omaha Railroad's roundhouse. That hospital was merged with St. Joseph's in 1968, which later became part of the Mayo Health System and moved to the outskirts of town on Marsh Street. The old Immanuel Hospital building was torn down in the 1980s to make room for the Gus Johnson Apartment Complex (senior living), though part of a newer wing of the hospital was incorporated into the new apartments.

Civic Leaders

Mankato's successful business and industry climate ensured that many residents became wealthy and prominent city leaders and benefactors. Chief among these, of course, were Lorin Cray, R.D. Hubbard, George Palmer, and Adolph Eberhart. Many of these leaders lived in prestigious Lincoln Park or in central Mankato, where their homes remain in good condition.

Other prominent citizens included engineer and surveyor Milton B. Haynes; county attorneys Thomas Hughes and Samuel Wilson; lawyers John Noe and William Farr; politicians James Baker, Morton Wilkinson, and George Barr; superintendent George Scherer; judge Daniel Buck; and entrepreneur James Ray Tinkom. This is just a partial list of the many who dedicated their lives to the progression of the city.

Property Types

Note: Although this is a comprehensive list, it should be noted that in most cases there are no extant resources relating to these property types (and some that remain have lost a great deal of their integrity). There are a few exceptions, such as the mill and the North Front Street Commercial Historic District, and many civic buildings remain.

However, we have included this list to demonstrate the full range of commerce, industry, and civic leadership included in Mankato's past.

As many of these buildings and related resources were scattered throughout the city, they may turn up, hidden under later development, in future preservation efforts, and should be watched for.

Commerce

Appliances

Automobile

Bakeries

Confectionary / Candy Stores

Clothiers

Dry Goods

Department Stores

Drugstores

Clothing and Dry Goods

Farm Implements / Feed / Seed

Furniture and Cabinetry

Gas Stations

Grocers / Food Markets / Butchers

Hardware

Harness

Ice Cream Parlors

Ice Houses

Jewelers / Watchmakers

Meat Markets
Millinery
Music Stores
Sash, Blinds, and Interiors
Shoe Stores and Shoemakers

Services

Architects
Attorneys
Banks
Barbers
Boarding Houses
Bowling Alleys
Builders and Contractors
Deed Registrars
Doctors
Dentists
Funeral Homes/Undertakers
Gas Stations
Hotels
Insurance
Land Agents
Laundries
Lawyers
Liveries
Machine Shops
Newspapers
Notaries
Painters
Photographers
Plumbers
Printers
Realtors
Repair Shops
 Auto
 Blacksmith
 Farm Implements
 Railroad
Restaurants and Cafes
Saloons
Shooting Galleries
Tailors
Theaters/Opera House
Wagon makers

Industry

Agricultural
 Breweries
 Canning/Bottling/Pickling/Preserving Factories
 Grain Elevators
 Linseed Oil Factories
 Malt Plants
 Nurseries
 Produce
Livestock/Game/Animals
 Dairies and Creameries
 Fishing/ Hunting/Trapping

- Harness and Saddlery
 - Livestock/Farmer's Market
 - Slaughterhouses
 - Stockyards
 - Veterinarians
- Boiler Makers
- Brickyards/Tile/Fire Brick
- Brooms
- Candy Companies
- Cement Factories
- Cigars
- Coopers
- Glass
- Ice Factories/Plants
- Lumberyards
- Factories
- Foundries/Machine Shops
- Lime Yards
- Mills
 - Fanning Mills
 - Flour Mills
 - Feed Mills
 - Sawmills
 - Textile Mills
 - Woolen
 - Knitting
- Pottery
- Pump Manufacturers
- Soap Factories
- Staves and Heading
- Tanneries
- Quarries
 - Marble
 - Stone
- Civic*
- Civic Buildings
 - City Hall
 - County Courthouse
 - Library
 - Fire Stations
 - Police Stations
- Hospitals and Clinics
- Nursing Homes
- Post Office/Federal Courthouse
- Poor Houses
- Social Services
- Public Services
 - Gas lines
 - Electricity
 - Sewer
 - Telephone
 - Telegraph
 - Water
- Street Paving

Residences of Civic Leaders

- J.R Brandrup House
704 Byron Street
areas of significance: architecture, education
 - Lorin Cray House
608 S. 2nd Street
areas of significance: architecture, social history
 - Adolph O. Eberhart House
228 Pleasant Street
areas of significance: politics/ government
 - R.D. Hubbard House
606 Broad Street
areas of significance: architecture, commerce
 - William Irving House
320 Park Lane
areas of significance: architecture, commerce
- and other significant residences.

Recommendations and Future Actions

- *As demonstrated above, the volume of commerce, service and industry records in Mankato is large, and also transitory. Since most of these resources are lost, the HPC (perhaps in conjunction with the BECHS) should create a comprehensive database that cross-references past businesses and buildings, along with visual elements as possible.*
- *These contexts provide an extremely brief overview as to the significance of Mankato's commercial and industrial operations, as well as its civic services. Further research should be completed on the topic, and complete survey work completed to establish the existence and condition of these resources.*
- *Mankato should consider commissioning business district design guidelines for the properties in the North Front Street district. Such guidelines would assist in thoughtful, economical, and sensitive preservation efforts that would best protect the remaining assets and leverage the property owner's funding and other resources*
- *Several prominent civic buildings remain, and the HPC should consider ways to effectively interpret these buildings, including tours and displays.*
- *Sometimes resources remain that are not property-dependent, such as the fire equipment. These resources should be displayed and interpreted appropriately. For example, the current fire engine display in Mankato Mall is difficult to access or understand, as it is out of its context.*
- *The HPC should consider creating a guided or self-guided tour focused on the residences of prominent local citizens.*

Context 4 – Social, Cultural and Recreational Life

Time span – 1850s-1950s

Social Mankato

Although Mankato's dominance as a southern Minnesota urban center was related to its robust commerce and industry, its social history and development is equally important. The interconnectedness of the society is demonstrated somewhat in the ways that this context overlaps with others; in a town where all business is local, social and cultural connections have a strong link to commerce and industry.

Mankato's citizens valued their leisure time, and there were a number of recreational outlets, especially the city's park system. The city's many churches were another important cultural aspect. And, although many traveled to Mankato on business, others came as tourists, and the city is included in the statewide context of "Minnesota's Tourism and Recreation, 1870-1945."

A City of Churches

Mankato's many churches reflected the spirit of the town — the wide range of faiths, the religious values of the area, the educational opportunities, and the over-arching theme of faith and community. Churches provided the gathering spots in town, and one's congregation was as important a factor as one's home and occupation. Churches also tended to define traditional ethnic neighborhoods that evolved; for example, German residents in the brewery areas attended Catholic and Lutheran churches, while the more Anglo residents attended the Methodist and Presbyterian churches near Lincoln Park. In short, religious institutions in Mankato provided

the town with three major initiatives — social organizing and opportunity, networks for community interaction, and acculturation for newly-arrived residents.



First Presbyterian Church

Religion was a founding principle of the new city, with the first sermon given in 1853 by Reverend Chauncy Hobart. The First Presbyterian Church was the first congregation to formally begin religious activities, with Elder James Hanna offering a Sunday school starting in 1853. Actual church services did not follow until 1855, and their first dedicated church building was constructed in 1864. That building featured a bell purchased by the women's society in 1857, and often used as Mankato's "town bell." The congregation quickly outgrew that building, built another, and then outgrew that. Their third church is the building First Presbyterian currently occupies, between Broad and 2nd Streets at 220 East Hickory Street in the city's downtown core. The 1896 structure was designed in the Richardson Romanesque style by Minneapolis architect Warren H. Hayes, and incorporates the original Ladies Auxiliary bell. The church, a National Register landmark, is one of Mankato's most distinctive historic buildings.

St. Peter and Paul's Catholic Church is usually considered the oldest congregation in Mankato, as they started holding regular weekly services in 1854 at Kron's Hotel. Soon after, they acquired the land that they currently still hold on 5th and Main Streets, with the church building constructed from 1871-73. The church became an important part of the social and cultural life of the city, especially after adding a parochial school (the first Catholic school in southern Minnesota) and the Loyola Club House. The complex, with the sanctuary, school, and other buildings,

is a massive, intricately detailed, red-brick, Gothic Revival building, and is another of Mankato's major landmarks.

The Catholic faith also became associated with human services in Mankato. The School Sisters of Notre Dame, who arrived in Mankato in 1865 to teach at the school, established a provincial motherhouse at Our Lady of Good Counsel. Catholic nuns tended the sick at Tourtellotte Hospital, and converted the school to a hospital during the typhoid epidemic of 1908. They also ran the Sacred Heart Home for Orphans in West Mankato from 1909-1915.

Another prominent early church was Immanuel Lutheran Church, originally formed as the "German Lutheran Immanuel Church of Mankato" in 1866.

The church added Sunday School and a Ladies Aid in their first year, opened a day school soon after, acquired the Pilgrim's Rest Cemetery (just north of Mankato) in 1869, and ran the Immanuel Hospital for most of the 1900s. Both the church and school have expanded on the 2nd and Washington site at 421 North 2nd Street many times over the years, and the church building itself suffered a fire in 1971 that decimated most of the original structure. Salvaged beams from that church are now seen in the altar cross of the new building.



St. Peter and St. Paul Roman Catholic Church ca. 1900

Centenary Methodist Episcopal ca. 1900



St. John's Episcopal Church ca. 1910

Other important churches (many of which no longer exist) include: Bethel Baptist, Bethlehem Lutheran, Centenary United Methodist, Christ the King Lutheran, Evangelical Free Church, First Baptist, First Christian, First Church of Christ the Scientist, First Congregational, Good Shepherd Lutheran, Grace Lutheran, Hilltop United Methodist, Hosanna Lutheran, Lincoln Park Assembly of God, Our Savior's Lutheran, St. John's Episcopal, St. John the Baptist Catholic, St. Joseph the Worker's Catholic, St. Mark's, Seventh Day Adventists, Trinity Lutheran, and United Methodist. Almost all of the congregations have relatively new church buildings, many dating from the 1970s. The preservation of these recent church buildings will be a major issue in the near future. Especially notable among the newer churches is St. John the Baptist, a modernist church constructed in 1961 at South Broad and Liberty.

Two nineteenth century cemeteries (one Catholic, one Masonic) on North 6th Street have been combined into the historic Pioneer Memorial Park. Although the cemeteries are no longer in active use, they still host annual Memorial Day services. Nearby Glenwood Cemetery is the final resting place for the Hubbards and for Maud Hart Lovelace.

Social Organizations and Clubs

The churches, with their schools and Sundays schools, choirs, Ladies Auxiliaries, Bible study groups, and other activities, provided diverse social activities to their members. However, Mankato also had a number of other social organizations which proved extremely popular.

Chief among these was the YMCA. The Y began in 1874, but did not construct a dedicated facility until 1905. The new building at 2nd and Cherry had a pool, gym, and meeting rooms, and even had a barbershop in the basement. That building became an important social spot for Mankato's male youth, and in 1958, the organization acquired the Schmidt house on Park Lane. The mission was expanded to women and families in 1962, and many additional facilities were added over the years. The house was unfortunately razed for the current facility, which was completed in 2001.

The Boy Scouts also served Mankato's boys and young men, starting in 1927. One of Scouting's formative leaders, Frederick Russell Burnham, was from the Mankato area.

The YWCA provided similar services to the young ladies of Mankato, starting from a women's auxiliary of the YMCA in 1924. The Cray family was one of the organization's biggest supporters, bequeathing them their house in 1927. The YWCA operated out of the home for 81 years, leaving in 2008.

Though women tended to stick to their Ladies Auxiliaries, there were several men's societies and brotherhoods in town. Of these, the original Masonic Temple, built in 1877 at 309 S. 2nd Street, is still in use today, though it has been extensively renovated. The Elks had a nearby clubhouse at 2nd and Hickory, which burned in 1977. They currently meet in rented space. The #901 Council of the Knights of Columbus was originally chartered in the 1920s and is still active today; their former building is located on the 500 block of South Front Street. The Odd Fellows met in Schiller Hall on Jackson and 2nd, which was demolished in 1985; they have disbanded.



Odd Fellows and Free Press Postcard ca. 1910

Gathering Spaces and Festivals

There was another kind of social life in Mankato, a less organized, but no less important one. It revolved around informal gathering spaces — restaurants and cafes, bars and saloons, theaters and opera houses, etc.. Even today, whether it is morning coffee or an afternoon beer, it is these kinds of places to which one goes to sense the spirit of the place.

Downtown Mankato was home to most of these establishments, though there were exceptions — Wykhoff's Oasis Restaurant, for example, was located near Sibley Park. Some of the most popular restaurants on Front Street included:

- Heinze Palace Bakery, Restaurant, and Candy Factory — an extremely popular gathering spot for teenagers
- The Corner Café, considered one of the most expensively decorated in town
- The Moorish Café — located in the Saulpaugh Hotel

The Mankato Opera House began as Harmonia Hall in 1872. It burned and was rebuilt in 1882-83. Seating over 1,000, it hosted touring events from music to plays to boxing and wrestling. As movies gained prominence it converted to a movie theater, but was eventually torn down in 1931. The first solely vaudeville house was the Majestic, which opened on Front Street in 1906; there were several other downtown theaters and cinemas, including the Wonderland. Mankato's youth also congregated at Anderson's Dance Academy, while a slightly older crowd congregated at the saloons along Front Street.

The Kato Ballroom is discussed at greater length in the Urban Development context. However, it is important to note here as well, since it has been an important concert venue for Mankato since 1945. The deco/moderne styled building is one of several threatened wood-frame buildings in the city.

For many years, beginning in 1920, Mankato winters were enlivened by a Winter Carnival that rivaled Saint Paul's annual event. There was an ice castle, with ice blocks donated by Miller Ice and laid by Bricklayer Union 11. There were sled dog races, and a torchlight parade through downtown. The Winter Carnival ski jump was located near the present site of Jefferson Elementary School; Olympic ski jumper Anders Haugen jumped there. Later in the 1930s there was also a skating rink downtown.

In the summer, people congregated at the Mankato Fairgrounds (which was much smaller and more localized than the Blue Earth County Fair), which was held near present day Maxfield Street, north of Old Town. Only one building remains of the original fairgrounds, a round stone barn currently used as a car wash and auction house.

Parks and Public Land

Perhaps the most distinctive recreation advantage Mankato offered, however, was its attractive and well-developed park system. From the time it was founded, Mankato was a city of public spaces, with each of the core downtown neighborhoods centered around a park, which often served as the area's namesake. Though each park served nearby households, it also provided a gathering spot for city residents at large, especially Sibley Park. Though many of Mankato's parks have been lost, several still remain and continue to serve as community centers.



Fair Grounds Barn

Lincoln Park

This small, pie-shaped piece of land in one of Mankato's most exclusive neighborhoods is generally regarded as the first true city park in Mankato. Over the years, Lincoln Park has been known for several distinctive features — a fountain, topped with a bronze statue of a Union soldier "The Boy in Blue" (replaced after wind damage in 1935 by a stone tablet honoring Civil War veterans); a cannon from the Spanish-American war dedicated in 1900, which was loaded and fired by neighborhood youth in 1909 as a 4th of July prank and removed in 1943 to be melted down for the war effort; the "Pillow Block" monument, a corner stone from a downtown clothier building, placed by the D.A.R.; and the heritage "Lincoln Elm," which was estimated to be over 315 years old when it was felled due to disease in 1980.

Highland Park

This park had modest beginnings, added in 1896 by special ordinance. The site was originally to be called "Bunker Hill Park" and was considered for several other public uses, including quarantine hospitals or "pest houses." Eventually, the park did have to share the land with a public well. Highland Park had a tourist camp and a small zoo and was at the peak of its popularity in the 1920s, deteriorating substantially by the end of WWII. Only recently has it been fully redeveloped.

Washington Park

The layout of this park is long and narrow, calling to mind the railroad yard that originally occupied the land. After the railroad vacated the area in the early 1900s, relocating along the river, the city decided to use the space as a public gathering space, dedicating the site in 1915. As with other Mankato parks, Washington Park was once dominated by a large fountain; all of these fountains have since been lost.

Tourtellotte Park

This park, located at what was once the city limits, was named for Colonel John E. Tourtellotte. The swimming pool dates from 1939, and the stone walls and interior murals in the park building are WPA projects

Reconciliation Park

A recent addition to Mankato's public spaces, Reconciliation Park was dedicated in 1997 to honor the Dakota heritage of the area and the efforts of Dakota leader Amos Owen and Mankato businessman Bud Lawrence to bring the communities together. The Kasota stone buffalo on the site is by sculptor Tom Miller, who also crafted the "Winter Warrior" statue across the street.

Sibley Park

More of a playground for the entire city than a neighborhood gathering place, Sibley Park has been Mankato's most popular park since the 1880s. It is also the largest city park, currently encompassing over 100 acres.

The land itself was purchased from the Givens estate for \$13,000 in 1887, following a city resolution approving bond money for parks. It was named for Henry Sibley, whose trading post had stood on the site prior to the settlement of the city. The first use was as a horse track and bicycle track (as well as associated buildings such as a grandstand, judging hall, and stables). In the mid-1890s, the racetrack was disassembled, and new park superintendent focused his energies on making Sibley Park a welcoming major park site. Soon thereafter, access was improved (working around the rail lines, which had been a major safety issue; superintendent George E. Blake was actually killed at that spot in a 1912 buggy-train collision), the zoo was established, and the land was developed with a combination of open greens, extensive flower beds, and picnic sites.

Over the years, it is the zoo that has truly captured the hearts of Mankato residents. It went from being an open deer park to a dedicated space with hundreds of animals ranging from lions to monkeys to bear to a herd of native buffalo. Funds for the acquisition of these exhibits were often donated by local businesses, including the

streetcar line which saw the park as a major incentive for business. Probably the most famous zoo residents were Mutt the lion and his unlikely companion Jeff the dog, occupying the same cage from 1932-1942. The zoo animals also saw their share of controversy, though, especially after park foreman Clarence Stanley was killed by one of the black bears in 1934. In any case, flooding, especially the major floods of 1951 and 1965, required major changes to the zoo, and the city decided to replace the exotic species with a more accessible, farm-themed petting zoo.

In general, Sibley Park has seen the most programming and development of any of Mankato's parks, sometimes to the controversial exclusion of other sites. The park has hosted concerts, pow wows, festivals, and other public events. In addition to the zoo, bandshell, and grand lawn there are historical sites such as the Ott Cabin, tennis courts, sledding hills, ball fields, playgrounds, gardens, gazebos, picnic areas, and walking trails that overlook the river and bluffs. Nearby businesses, such as Wykhoff's Oasis, also thrived.

Most original resources related to Sibley Park — the racetrack, early zoo buildings, the WPA-era dam and lake, the original bandshell, etc. — have been lost. However, the layout of the park generally remains the same, and it is an extremely important part of Mankato's social history.

Other Public Areas

Other than these main parklands, Mankato has several other public green spaces. These include the old slough area, Rasmussen Woods on the old Rasmussen estate in West Mankato (originally the Sacred Heart Orphanage land), the recently-dedicated Center Street bench that honors the Betsy-Tacy books, and nearby Minneopa State Park.

Tourism

In general, tourism-related sites such as hotels and restaurants are listed under the Commerce context, and access is addressed under Transportation. The City of Mankato should be aware of how much tourism has affected the city in the past — for instance, Highland Park contained an important tourist camp. It should also capitalize on heritage tourism in the future.

Property Types

Churches and related buildings

- Parochial schools
- Convents and monasteries
- Church social halls
- Rectories and other residences
- Church administrative buildings and offices
- Cemeteries

Meeting halls and social halls

- Ethic organizations
- Fraternal organizations
- Social organizations
- Multi-purpose meeting halls
- Union halls

Recreation

- Bars, taverns, sample rooms and saloons
- Billiards
- Bowling alleys
- Dance halls and classes
- Museums

- Music halls and concert halls
- Restaurants and cafes
- Theaters
- Sports grounds
- Parks
 - Grounds
 - Gardens
 - Trails
 - Buildings
 - Structures (gazebos, walls, picnic tables, etc.)
 - Zoos
- Tourism related sites
 - Transportation sites
 - Hotels and inns
 - Restaurants and cafes
 - Tourist parks
- Tourist attractions and historic sites
- Fairgrounds
- Winter Carnival

Recommendations and Future Actions

- *Mankato's churches are a crucial part of the city's history. Many original churches have been lost; others have been deconsecrated and put into alternate use; some still remain. In many cases, religious cultural resources are lost because congregations need to expand on limited budgets, and are ineligible for tax credits that non-profits can use in preservation efforts. The HPC should work with local churches to ensure that resources are protected and interpreted.*
- *Cemeteries are generally not eligible for National Register nomination. However, in many communities, they have generated much interest and their own preservation societies. Mankato's cemeteries should consider similar initiatives.*
- *Parks play such an important role in the development of the city that they should receive special attention. Currently, they are generally well-interpreted with historic plaques and other descriptions. However, many other parks have been lost, and even the remaining public spaces are missing historic features, like their fountains. The HPC should work to ensure that these sites are well-preserved and interpreted.*
- *There are several social resources remaining in the industrial areas of town, including the fairgrounds barn and the Kato Ballroom. The HPC should prioritize protection of these resources.*

Context 5 –Mankato’s Urban Development

Time span – 1852 to present

The City of Mankato developed relatively quickly, especially in comparison to other Minnesota river towns of the period. The establishment of the railroads — securing Mankato as a commodities distribution center, the placement of the second State Normal School, and Mankato’s robust business and commerce community, all ensured a thriving and growing economy that made Mankato a vital urban center for southern Minnesota.

Mankato is included in the statewide context “Urban Centers, 1870-1940.”

Becoming a City

As stated above, Mankato grew quickly and aggressively. In 1853, just a year after it was established, Mankato became the county seat of Blue Earth County. Commerce was established quickly, ranging from stores to quarries, a hotel to a physician, a newspaper to a brewery (see separate context on “Commerce, Industry, Agriculture and Civic Services”). In 1866, the city was officially granted the second State Normal School (Teachers’ College), and the first railroad line arrived in 1868.

As with many of Minnesota’s cities, including Minneapolis and Saint Paul, Mankato’s greatest growth occurred during the 1880s-90s. This was a period of great optimization of the area’s natural resources and of its farmed commodities (especially wheat, and to some extent corn). Mills and other distribution facilities could process the raw materials and then place them directly onto train cars on the rail lines, for rapid distribution throughout the state and nation.

By the turn of the century, Minnesota’s urban centers began to grow in importance, changing the state from a rural, agriculturally-based economy to one increasingly centered around its cities. There were broad but clear criteria for definition as an urban center — population size, number of buildings, robustness of commerce and industry (particularly in the downtown core), amenities such as streetlights, paved roads and police/fire systems, and, perhaps most convincingly, the presence of a streetcar line. Seven cities emerged as Minnesota’s metropolitan centers — Minneapolis/St. Paul, Duluth/(Superior), and five regional farming centers: Fargo-Moorhead, Grand Forks-East Grand Forks, St. Cloud, Winona, and Mankato. Many postulate that, even with Mankato’s robust trade, it was the presence of the streetcar line that served as the “tipping point” for its emergence as a metropolitan area.

The Mankato Street Railway System was laid along Front Street in 1886, with the first cars actually horse-drawn. The original line proved to be unprofitable, and was followed by the Mankato Electric Traction Company, which got electricity from the Rapidan Dam, and laid two permanent trolley lines through the city. The first ran along Broad Street from Tourtellotte Park to Vine Street, crossed to Front Street, then ran to Park Lane and down to Sibley Park. The second ran on Main Street, from Front to Fifth Street, then past the Blue Earth County Courthouse and the Normal School to Warren Street, west to Fourth Street, then to Clark Street, Center Street, and Byron Street, ending on Pleasant Street and Willard. These lines eventually ran all the way to West Mankato. When the Main Street Bridge was replaced in 1917, it was designed with the center lanes as streetcar tracks, with the overhead lines strung through the ornate light poles. Horse drawn carriages also ran along the rails.

Their street cars had motors on each end, so that they could easily reverse at the end of the line, and seated thirty. The lines ran generally downtown, parallel to the river, as they could not ascend the bluffs. The streetcar

lines defined the core City of Mankato, with neighborhoods lying outside of the public transportation services developing more slowly and with less planning. The terminus areas of the streetcars ended up being particularly active social and commercial hubs.

By 1930, however, the automobile had overtaken the streetcars as the dominant means of transportation, and the Mankato switched to buses for its mass transit needs.

Mankato easily met another of the urban center criteria by providing excellent city services. Street lights, manually serviced by a lamplighter, were installed in 1882 and electrified beginning in 1885. By 1910, electricity was available throughout town. The city also established gas lines and a sewer system in 1883, and telephone services began as early as 1880, with the first line running from City Hall to Hubbard Mill to the Mankato House Hotel. This demonstrates the importance of the mill to the city at that time, and soon after, R.D. Hubbard became the first resident to have a line connecting his business with his home.

Urban Renewal

A less optimistic period in Mankato's history occurred recently, during the 1970s, when the city experienced wholesale urban renewal. Urban renewal was a phenomenon that affected much of the country at that time, following the 1968 "Housing and Urban Development Act" and the "New Communities Act." Basically, "urban renewal" referred to efforts by public entities to revitalize blighted inner city areas through massive demolition. Urban renewal involved three major elements: acquiring property through eminent domain (and then demolishing it), conveying land to private developers through a write-down formula for demolition so that they could demolish and rebuild, and the wholesale relocation of affected residents (and sometimes businesses). Unfortunately, most urban renewal stalled out before a fourth pillar — reconstruction — was achieved, and many cleared areas were left vacant for years, and then were often rebuilt with suboptimal uses. Originally envisioned as a kind of Renaissance for American cities, urban renewal is now generally viewed as one of American urban planning's most costly mistakes.

Mankato enrolled in the urban planning movement in 1970, as part of the "Key City Urban Renewal Area, Project Number Minn. R-63." This plan had a lofty purpose:

"Recognizing the dangers of blight, deterioration, and obsolescence to the continued stability and vitality of the central area as the business, governmental institutional [sic], and cultural heart of the metropolitan area, and as a focus of pride and achievement, the City of Mankato, through the Minnesota Housing and Redevelopment Authority, has initiated a long-range program of urban renewal action in its central business district."

Goals were similar to other urban planning efforts across the nation: to centralize building use; clear deteriorated, obsolete or aesthetically unappealing properties; provide extensive parking opportunities and easy vehicular access; and to redevelop areas as part of a coordinated plan. Businesses in the affected downtown area generally resisted or were opposed to the development efforts, but to no avail. Landmarks such as the Saulpaugh Hotel, Salet's department store, and much of the historic downtown, as well as many nearby residences, were torn down. Some of the buildings were documented, but many were not, and much of that documentation is not generally available. The State Historic Preservation Office estimated in the mid-1980s that Mankato had lost more of its architectural heritage than any other community in the state.

Some resources remained but were altered, chiefly the First National Bank of Mankato (now attached to the Verizon Wireless Convention Center) and the buildings/facades incorporated into the Mankato Mall. A small

section of Riverfront Drive, now the North Front Street Commercial Historic District, was left untouched, as well as a few buildings on South Front Street.

Preservation of the Recent Past — A Controversial Topic

The issue of how to treat the recent past is one of the most often discussed topics in the preservation world today. In strict practice, the field of historic preservation has a “clear line” — when the National Preservation Act of 1966 was adopted, it included a 50-year lookback in order to assure historical perspective and to avoid judgments based on trends or fads.

However, the post-World War II era has proved to be a prolific period in both architectural design and community development, and any number of cases have arisen to challenge the fifty-year designation. From the significant works of Frank Lloyd Wright to eminently fragile examples such as the 1960s diner, many resources have achieved exceptional significance or been deemed worthy of protection. The topic has become a large issue in preservation circles, fostering a number of articles and publications, attention from the National Trust and the American Institute of Architects, and even a dedicated non-profit association, the Recent Past Preservation Network. Even the venerable National Park Service has added a National Register criteria covering the topic — *Criteria G: Guidelines for Evaluating and Nominating Properties that Have Achieved Significance Within the Last Fifty Years*.

On a smaller scale, preservation of more current resources has become of major interest to communities in our fast-moving current world. Many people can remember their neighborhood as it was when they were growing up, or enjoy their parents recollections. When our everyday life changes too rapidly, we quickly lose what we value in our community to “progress” — and all too soon realize what we have lost. Preservation of our vital past, from the movie theater to the gas station to the dome home, has become of particular importance to quickly-expanding communities such as Mankato.

This emphasis on the recent past means that major recent construction, especially the downtown examples cited above (the Verizon Center, the Mankato Mall, and even the new downtown hotels) need to be carefully evaluated in future planning and preservation efforts. Now that they are here, they play a part in the history of the city, and to thoughtlessly remove or alter them could be as problematic as earlier urban renewal efforts were.

Some Mankato resources may initially be thought of as part of the recent past, but have actually surpassed the fifty-year threshold. One example of this is the Kato Ballroom, which initially opened as early as 1945 and whose current building dates to 1954. The building’s exterior has a deco/moderne flair, though the interior has seen several renovations and expansions. The Kato saw concerts by Louis Armstrong, Glenn Miller, Guy Lombardo, the Beach Boys, and even one of the last concerts by Buddy Holly, and has an important place in the city’s entertainment history. This, like so many wood frame buildings of that era, would strongly benefit from preservation investment. To many in Mankato, anything dating after the 1920s is not considered historically important, and has experienced benign neglect since then. Elsewhere, this includes many of the wooden houses and commercial buildings, especially in the industrial areas and the north end of the city.

A less prominent example, that is outside of the 50-year line, is the Eastgate Shopping Mall (built 1964). Though not architecturally outstanding, the mall represents the first phase of the relocation of Mankato’s retail establishments from the downtown core.

A popular, but lost, example of the relatively recent past would be Wykhoff’s Oasis Drive-In Restaurant, which ran from 1931-1975 in the Sibley Park neighborhood, at the corner of Sibley and Park Lane. This casual, family-

oriented restaurant serving sandwiches, hot dogs, and root beer was a popular stop on the way to park activities, and played live music on the weekends. Sadly enough, it appears that no remnants of the Oasis remain, as it would be an extremely popular historic resource to Mankato residents.

Modern and mid-century residences are also included under the recent past or recently historic umbrella, and are considered separately in the “Residential” context. Mankato possesses many good examples of WWII-era and modern homes.

Other landmarks are currently less than fifty years old, but need to be planned for in the future. Many of these are on the outskirts of the city, with examples including the original Happy Chef restaurant, other shopping areas, former barracks and post WWII housing in the city, and even the very new Veteran’s Memorial Bridge and the Reconciliation Park structures.

Property Types

Urban Development:

Streetcar-related resources

- Streetcars

- Tracks

- Associated buildings: garages, barns, repair facilities

Public planning amenities

- Streetlights

- Sewer systems

- Original paved roads

- City facilities: electrical stations, pumping stations, telephone stations

- Police stations

- Fire stations

Recent Past:

- Levees

- Stadium

- Diners

- Gas stations

- Motels and tourist inns

- Automobile showrooms

- Bowling alleys

- Bus stations

- Fast Food

- Movie theaters and drive-ins

- Drive-in restaurants

- Dome homes

- Quonset huts

- Other modern residential – Lustron, shed-style homes, etc.

- Fairgrounds

- Television and radio stations and towers

- Bridges and other transportation-related elements

- Stores and shopping experiences

- Roadside icons

- Themed experiences: Tiki, cowboy, space-age, etc.

Recommendations and Future Actions:

- *As with Mankato's other transportation-related resources, few vestiges of its streetcar system remain. However, remaining (or discovered) resources should be preserved and interpreted, perhaps as part of a larger, transportation-related interpretive plan.*
- *The city should preserve and protect city infrastructure resources as it is able (for example, the preservation and restoration of the original brick-paved Park Lane in Sibley Park). In addition, when providing new amenities (such as streetlights), it should try to make these fit into the historic fabric of the community, while acknowledging that they are not inherently historic. Another Sibley Park example of this model in practice is the new metal pergola, which references prior resources without re-creating them.*
- *The HPC should be especially aware of the vulnerability of resources that are relatively recent, yet just over the fifty-year threshold, such as the Kato Ballroom.*
- *The HPC should find ways to recognize historic resources that have been impinged upon, such as the First National Bank and the buildings incorporated into the Mankato Mall. A potentially useful evaluation tool is how much of the new construction is potentially reversible, and how much has gained importance on its own.*
- *The HPC should identify and inventory potentially significant elements of the recent past, and plan for their eventual preservation. One example of this would be the city's two 1960s fire stations, which represent not only the recent past but also Mankato's urban planning and development.*
- *Some of the buildings and houses demolished during Urban Renewal were photographed, surveyed, or otherwise documented. The City of Mankato should make these resources more generally available, perhaps in collaboration with the BECHS.*

Context 6 – Education

Time span – 1866 to present

For many communities, the educational system is a very important part of either their social and cultural or their civic contexts. In Mankato, however, it rises to enough importance to merit a context of its own, mainly because of the decision to place the state's second Normal School in Mankato in 1866. Today that school (now Minnesota State University, Mankato or "MSU") is a crucial part of the city's identity; also contributing to the context are Bethany Lutheran College and the city's various public and private schools.

Mankato's University

Minnesota opened its first Normal School (the standard name for a teacher training school) in Winona in 1860. In 1866, the state legislature, spurred on by legislator and Mankato attorney Daniel Buck, authorized a second Normal School, to be located in Mankato. The location was contingent upon the city providing \$5,000 in seed money. Although the city had problems raising the funds at first, an 1867 state law allowed the city to issue bonds in order to raise its match.

The school officially opened on October 7, 1868, with twenty-seven local students taught by principal George Gage in space rented in the basement of the Methodist Episcopal Church. Tuition was free of charge, though students had a teaching requirement once they graduated. Later that year classes moved to more permanent space in the Shaubut Building in downtown Mankato (now razed).

In 1870, the school's first dedicated building, Old Main, opened at 5th Street and Jackson. Principal Gage was succeeded by his assistant, Julia Sears, in 1872; she in turn was replaced in 1873 by Methodist minister David John. Curriculum at that time was fairly standard, focusing upon basic skills in reading, writing, and arithmetic.



In 1880, Edward Searing was hired in the newly created position of president, and his almost two-decade long tenure inspired a period of great expansion and development for the school. Searing was especially praised for deepening the curriculum and educational offerings.

Charles Cooper became president in 1899, and successfully navigated more expansion and changes for the school. The first women's dormitory, Daniel Buck Hall, was built under his tenure in 1913, followed in 1921 by Cooper Hall. In 1921, the school also officially changed its name to Mankato State Teacher's College. Soon after, in 1922, the original Old Main building burned to the ground, but the state legislature quickly allocated funds for a new main building, which opened in 1924.

In 1933, Frank McElroy became the school's first president to hold a PhD. Some of his changes were rather controversial, such as eliminating the post-graduate teaching requirement in 1933, replacing it with a \$10/quarter fee (higher for non-residents).

By the time Clarence Crawford became president in 1946, the sense was that the downtown Mankato campus was too cramped to meet the ever-expanding school's needs, and a site about two miles up the bluff was chosen for

the “Highland Campus” (the original campus then began to be called the “Valley Campus” or “Lower Campus”). Even as new buildings were being built in town, construction on the upper campus continued, until soon classes were equally divided between the two locations. It was under that atmosphere that the school changed its name again, to Mankato State College, in 1957.

James Nickerson was president from 1966-1972, when enrollment grew to over 12,000 students. Douglas Moore then ascended to the presidency, seeing the name change to Mankato State University in 1975. Moore soon realized that the school could not adequately maintain two separate campuses, so began a consolidation into the Highland location.

Margaret Preska became the school’s second female president in 1979, just in time to witness the completion of the Wigley Administration Building and the final complete withdrawal from the original site. Under her administration, which lasted until the early 1990s, enrollment grew over 40%, with a corresponding expansion of the curriculum. She was excellent at raising capital funds for the school, which repaired and replaced many of the aging buildings and allowed for the construction of the Ostrander Bell Tower and the Andreas Observatory.

Today the school, whose name changed again in 1998 to Minnesota State University, Mankato, operates exclusively out of the former Highland campus. From the original campus, Old Main is still an important downtown Mankato landmark, and should be carefully considered in the city’s preservation planning. As addressed in other contexts, Old Main is now “Old Main Village,” a senior housing community. Other remnants of the campus still remain in central Mankato, including the Blue Earth County Government Center (Searing Center dorm), the BECHS building (former Newman Center), and the Colonial Square Apartments (a college dorm), as well as fraternity houses and rooming houses. Other college-related resources still exist, such as former rooming houses and fraternities, especially on Hanover Street (nicknamed “Hangover Street” by local residents) in Lincoln Park.

Additional Higher Education in Mankato

Bethany Lutheran College

Although Bethany only started offering baccalaureate degrees in 2001, it has actually been part of Mankato’s educational system for almost one hundred years. The school began as “Bethany Ladies College,” in 1911, with four staff members and forty-four students. In 1927, the school became part of the Lutheran Norwegian Synod, a conservative confessional synod that later became the Evangelical Lutheran Synod (ELS). Today, the ELS is based out of Mankato, operating both Bethany College and Bethany Lutheran Theological Seminary, a school that began as a department of the college but separated from it in 1975, and now sits adjacent to the college.

The ELS ran Bethany as a co-educational high school and junior college; its first president was the Reverend Holden Olsen, who had been president of the girls school as well. Since then, tenures have been long, with only six other presidents (and two interim presidents). In 1969, the high school closed, and the school concentrated on its community college offerings. It converted to a four-year college after a vote of the Board of Regents in 1996.

Although Bethany has some historically important buildings, its most significant building is Old Main, which dates back to the school’s 1911 founding. The large hall includes the student center, dining area, bookstore, career center, international student center, faculty offices, and a women’s dormitory.

Other Colleges

The Mankato Commercial College was founded in 1891 by Professor Paine and prominent citizen J.R. Brandrup as a branch of the “Northwestern College of Commerce and Institute of Shorthand.” The college became extremely well-regarded. Its space fell victim to another of Mankato’s large fires in 1915, a fire that also heavily damaged nearby buildings including the Saulpaugh Hotel. The school re-opened soon after, but closed in 1979.

In 1945, residents realized the need to serve veterans returning from the war with continuing technical skills, and organized the first classes of the Mankato Area Vocational Technical Institute in 1945 to serve veterans returning from the war. In 1947, it became a full-fledged trade school, the first in the state. The school was based out of the Kost Garage for many years, moving into its own building on Park Lane in 1950. Despite two nineteen-sixties additions, the Institute outgrew that space, and relocated to North Mankato. In 1989, the school changed its name to Mankato Technical College and it is now part of South Central College.

Elementary and Secondary Schools

In order to prepare their students for their several post-secondary options, Mankato residents first needed to ensure a rigorous primary and secondary education for their children. Mankato’s school system began early in the history of the town, when Sara Jane Hanna opened the first school in 1853. Her school was a subscription school, in which the parents paid directly for the children’s education, focusing on the “3 Rs” — reading, writing and arithmetic. Classes were mainly in the winter, as the children had agricultural duties in the summer, and Hanna also led a Sunday-school class. Hanna’s school was succeeded by classes taught by Mary Ann Thorson in 1854-1855, which expanded registration to thirty students. Another early private day school was led by Professor Weidman from 1860 to approximately 1880, with classes in both German and English.

In 1855, Mankato opened its first public school, in a one-room log schoolhouse at 200 N. Broad Street. It was built by public contributions, since there was still no community school tax. As Mankato grew, the number of students burgeoned as well, so in 1867 the city tore down the log structure and replaced it on the same site with Union School. The school taught all grades, with a range of subjects from basic reading to engineering. The original building lasted through 1919, when it was torn down and the second Union School was built. That school closed in 1975 due to declining enrollment, and the building became part of Mankato Technical College until that institution moved. It is now an office building called Union Park.

Perhaps Mankato’s most famous school was Pleasant Grove Elementary, on the corner of Byron and Pleasant Streets, which opened in 1871. This school was immortalized in the Betsy-Tacy books, as addressed in the “Literary” context. It was torn down and replaced by Lincoln School in 1923. Lincoln School was originally an elementary school, but became an interim high school from 1941-1951, as the original Mankato High School had burned down. Returning to use as a primary school, it stayed open through 1981. The building still stands as the Lincoln Community Center.

Franklin Grade School opened in 1875 at Broad and Lafayette and was replaced by a new junior high building on the same site in 1928. It was followed by the West Mankato School (now Roosevelt Elementary) at W. 6th and Owatonna in 1885. The East Mankato School opened in 1894 off of Agency Hill, but stayed open for just five years.

Though the elementary schools were well-attended, it was harder to establish Mankato’s public high schools. The first effort — high school classes held in Union School — graduated a class of nine in 1876, but at that time, most students did not complete their secondary school education.

The first dedicated high school was Mankato High School, which opened in 1891 at Hickory and S. 5th Streets. By 1911, enrollment had grown to over 300, necessitating an addition. The school burned under suspicious circumstances in 1941, and, with all available resources dedicated to wartime efforts, a new high school (Mankato West) was not completed until 1951 at Stoltzman Road and Riverfront Drive. Part of the delay was in controversy over the site, which was famously deluged as part of the major flooding in spring 1951. The addition to the current school dates to 1959.

Mankato's first charter school, Wilson Campus School, opened on the Mankato State upper campus in 1959, and was seen as a national model in the early charter movement. It closed in 1978.

Several parochial schools augmented public options. Perhaps the most influential was St. Peter and Paul's school, which opened as part of that church's offerings in 1865. Although the school was co-educational, boys and girls were taught in separate classes. In 1908 the school was closed as a precaution against the typhoid epidemic, which affected over 6,000 residents, and was temporarily used as a hospital. The school burned in 1927, and was replaced in 1928 by two buildings, with classes for kindergarten through eighth grade at the grade school and a new, boys-only high school (Loyola) in a separate building on 5th Street. In the mid-1930s classes again became mixed, with girls admitted to the high school as well. In 1957 the school burned again and was rebuilt. Today, the school maintains the site on 5th Street for its intermediate school, with the original grade school building used by a charter school. Loyola's elementary classes and high school are located in new facilities just outside of town, near Highway 14.

Other parochial schools included Woodland Seminary — a girls boarding school open from 1865-1866, and Immanuel Lutheran School. Immanuel always considered its school integral to the church — it opened at the same time that the church did in 1867, and was originally located inside the church building at Broad and Washington. When the church itself moved to 2nd Street in 1880, the school expanded to fill the entire building; in 1903, with ever-expanding enrollment, a new school was built on the same site. The current school, adjacent to the church, was built in 1970. Classes were originally taught in German, but that practice was discontinued in 1919. Good Counsel Girl's Academy was run by the School Sisters of Notre Dame from 1912-1980.

A different kind of private school was located within the Sacred Heart Home for Orphans, serving that home's eighty residents. The home operated from 1909-1915, on Sunset Boulevard in West Mankato.

Property Types

Post-Secondary Schools

- Minnesota State University, Mankato
 - Current site ("Highland Campus")
 - Former site ("Valley Campus")
 - Old Main
 - Any other remaining buildings
 - Associated buildings: fraternities, student housing, etc.
- Bethany Lutheran College
 - Old Main
 - Other original buildings
 - Related and auxiliary buildings, especially as campus expands
- Mankato Commercial College associated buildings
- Mankato Technical College associated buildings

Primary and Secondary Schools

- Original subscription school site

Union Building (“Union Park”)
East Mankato School site
Original high school site
Lincoln Community Center (formerly Pleasant Grove/Lincoln School)
Wilson Campus site
Woodland Seminary site

Current School Sites

Franklin School
West Mankato School (Roosevelt Elementary)
Mankato West High School
RiverBend Academy / Eastgate Mall
St. Peter and Paul’s School / Loyola
Immanuel Lutheran

Related school grounds and playing fields

Recommendations and Future Actions

- *Mankato’s rich educational history naturally lends itself to interpretive efforts in collaboration with the schools. The HPC should work with the elementary and secondary schools (as well as former schools that are public sites, like Lincoln Community Center) to set up interpretive displays detailing the school’s history. These efforts could be coordinated with a local history curriculum.*
- *A similar initiative should be made at RiverBend Academy, especially addressing the school’s adaptive use of the former mall.*
- *A similar exhibit could be set up at the Union School building in its lobby or other public space.*
- *The HPC should look into the efficacy of interpreting former school sites as well as current buildings. One suggestion would be to create a walking/driving tour with a school theme, which addresses current buildings and lost resources.*
- *As the two larger schools on the periphery of the city center (the Minnesota State University, Mankato campus and Bethany Lutheran College) continue to expand, the HPC should be especially vigilant about preserving historic properties, viewsheds, landscapes and other resources that they might encompass. The HPC should work with these schools to establish a preservation plan.*

Context 7—Relationship to the River

Time span – 1683 to present

Mankato is a very typical example of a Minnesota river town, and as such, its relationship to the river colors all of its contexts, from its location to its transportation history, from commerce and industry to social and cultural.

However, in Mankato's case, this is a particularly complicated relationship, Mankato is sited at not just one but two rivers, the Minnesota and the Blue Earth, with several smaller contributories nearby. This unique location gave the city an early transportation edge. It has also made Mankato especially vulnerable to certain kinds of flooding, which has had a great effect on the city's history.

Mankato's river bridges are included in the thematic statewide context of "Bridges."

Floods

Were Mankato to have been established at Johnson and Jackson's initial preferred site, at "Sibley Mound" where the Minnesota and Blue Earth Rivers met, flooding would be even more of a concern than it is now. There are many explanations as to why they decide to relocate to the present townsite; some say that the Indians of the area warned them that the site flooded in the spring; others claim that the party noticed high water marks on many of the trees. Perhaps it was just common sense that suggested that the low-lying fields, situated close to the banks of the river, would be underwater in early spring. Whatever the reason, the settlers relocated slightly further downstream, where the bend of the river created a natural levee, at what is now the site of the Masonic Temple.

Though this location protected Mankato much of the time, after particularly heavy winters the spring snow melt increased the river flow and flooded low-lying areas. Also, as the town expanded, particularly into the Sibley Park environs, the close-to-the-river neighborhoods were more likely to encounter spring flooding. Finally, as the river naturally shifted, and as some areas were reclaimed by the Mankato Claim Company, flood patterns changed.

It seems the first of the major floods to affect Mankato occurred in April, 1862, after a particularly snowy winter (in fact, many of the "flood years" followed "blizzard years"). Bridges throughout the county were washed away, and early homesteads, mills and other riverside businesses were flooded out. The rivers ran high and fast throughout the summer, which was to some extent good for the development of the area, allowing more boats to navigate the route.

Spring floods continued periodically every three to five years, but the next "Big Flood" was recorded in 1881, which was the largest flood since Anglo-American settlement of the area. The river, which had previously risen no more than twenty-two feet over the low water mark, rose to twenty-four feet, flooding most of the low-lying land. 1881 became referred to as "the year of the high water."

Flooding was persistent but not altogether problematic until relatively recently, when development patterns and shifts in the river route rendered the area more vulnerable. Over the winter of 1951, the snowfall was especially deep, and the spring flooding was extremely bad. Though the greatest damage occurred in North Mankato, the City of Mankato proper was also extremely affected, especially the area just below Lincoln Park, which had never before flooded. This flood was especially terrifying because the water rose extremely quickly, forcing many to leave their homes immediately, in the middle of the night. The area was evacuated for over three weeks. The flood also affected low-lying Sibley Park, especially the zoo, where some animals were moved into city buildings throughout Mankato to protect them.

The city made some changes following the 1951 flood, including removing a concrete and Kasota stone dam in Sibley Park that had enclosed a nineteen-acre lake. Congress also passed flood control legislation in 1958, but Mankato did little in response, which in retrospect was perhaps a mistake.

Though not as dramatic as the 1951 flood, the 1965 flood was perhaps the most devastating to hit Mankato. Although the area was heavily fortified with over 900,000 sandbags, it was not enough to hold back the raging waters. Sixty-two businesses were damaged, mostly up Mound Avenue and into the Minnesota and Poplar Streets area. Madsen's Foods was under four feet of water, and the high school was completely flooded. Though this was just outside the downtown riverfront area, and it was speculated that residual effects to the downtown core were contributory to the later blight that led to the wholesale "urban renewal" of that historic core in the 1970s. Over sixteen-hundred area residents were evacuated, and damage estimates topped five million dollars.

The most heartbreaking crisis, however, occurred at the Sibley Park Zoo, where buildings were damaged and many animals died. Some of the animals, kept on slightly higher pavilions, were able to stay just out of the reach of the flood waters, but of the 100 animals housed at the zoo, most were swept away by the water or died of exposure. This resulted in the decision to relocate most of the animals— many went to Como Park in Saint Paul, and the remaining bison went to Blue Mounds State Park near Luverne, Minnesota. The zoo was re-branded as a farm exhibit.

The City of Mankato then decided to take serious action to forestall future flooding. Rejecting an original plan from the Army Corps of Engineers to create a dam, which would have protected Mankato but potentially flooded nearby agricultural areas, the city instead developed a system of earthen dykes and concrete walls along the river. This removed the Main Street bridge and some riverfront development, as well as inhibiting some river access, but has been relatively successful; subsequent flooding has been minimal, even in high water years. The challenge now is to incorporate this flood control into the fabric of the town, especially as a remnant of the recent past that will soon gain historic status on its own.

Bridges

Mankato's bridges have always been crucial in retaining its dominance as southern Minnesota's commercial hub. With two large rivers to cross, and with railroads and roads playing dominant transportation roles, Mankato has relied upon its bridges to allow it to connect to the rest of the state.

At first, the only way to cross the Minnesota River was via Cummings Ferry, at what is now Sibley Park. The first bridge was an iron truss bridge, constructed in 1879. This bridge was constructed of three spans of iron beams, laid over massive stone pillars, and had a swingspan allowing boats to pass underneath. This bridge lasted until 1917, when it was replaced by the Main Street Bridge, a beautiful, ornate concrete arch bridge designed for both automobiles and the streetcar system. However, flood control measures, including dykes and concrete walls, necessitated that the bridge be removed and replaced. Currently, the major bridge access to Mankato is via the Veteran's Memorial Bridge, built in 1985 and dedicated in 1987.

A number of other bridges provided early river crossings, especially over the smaller Blue Earth river. The first of these was a wood bridge allowing access between Mankato and South Bend, constructed in 1855. A county bridge followed in 1869. A 1907 register lists five Mankato bridges, built between 1869 and 1881, though this seems to include nearby resources such as the Kern bridge (see below). None of these original resources remain within the city limits.

Two other, recently constructed, bridges route Mankato's traffic. The first is an element of the recent past, the

US-169 bridge (the “North Star Bridge”), built in 1960 and reconstructed in 1992. This was constructed when the highway was moved off of Front Street and re-routed along the west side of the river, necessitating a new Minnesota River crossing (it also crosses a rail yard). The second is the US-14 bridge, built in 1976 as part of the re-routing of Highway 14 from downtown to a northern bypass.

Nearby bridges, though not in the purview of this study, also bear importance as feeders that allowed access to Mankato, particularly to area farmers coming to sell or distribute their crops. Probably the most important nearby site is the Kern Bridge (also known as “Yaeger’s Bridge”), just south of the city over the Le Seuer River. This is the only remaining “bowspring arch” bridge in the state, and may be the oldest remaining bridge in Minnesota. It is the longest bridge of its kind in the country (there is a slightly longer one in Canada). It has been on the National Register since 1990, and is currently closed, seeking a new use such as a biking and hiking trail.

The railroads built their own trestles and bridges in order to cross not only rivers, but ravines and other changes in elevation. These have generally not been inventoried, and most are no longer in use.

Property Types

Flood sites

Flood control mechanisms

Dykes

Levees

Concrete walls

Ferry site

Highway bridges

Concrete

Veterans Memorial Bridge

US-169 (“North Star”) bridge

US-14 bridge

Iron and steel truss bridges

Former bridge sites

Kern bridge (nearby)

Railroad trestles

Recommendations and Future Actions

- *As with many of Mankato’s important historic contexts, flood sites are difficult to commemorate because there are no associated resources. The 1951 flood site is marked on the City Center Walking Tour. The HPC should consider some kind of interpretive marker at the site, perhaps with photographs, describing the event. The nearby high school might also be a good place for such an interpretive exhibit, as well as Sibley Park.*
- *Flood control resources, such as the dykes and levees, are important resources. Currently elements of the recent past, they will soon cross the 50-year historic marker. The HPC should plan for ways to appropriately preserve and recognize these resources. This needs to be done in conjunction with the city Community Development Department, to ensure that they continue to perform effectively. One suggestion might be an interpreted walking trail along the Sibley Park levee, as part of the current are redevelopment plan.*
- *Mankato’s original bridges have been replaced. The HPC will need to plan for how to eventually recognize the current bridges, which will eventually pass the 50-year threshold and fall into the statewide thematic context of “Concrete highway bridges in Minnesota.” The first bridge to address will be the North Star bridge, in particular investigating how the 1992 changes affected the original 1960 construction.*
- *Although the Kern Bridge is not located in the City of Mankato proper, its fate affects the area’s history, and the HPC should assist in helping to preserve and protect the resource.*

Context 8—Residential

Time Span – 1853-1960s

One of the biggest challenges facing historic preservation in Mankato is the vast stock of historic residential properties, representing a wide array of styles and periods. While some of these houses are remarkably well-preserved, most of them have lost integrity or are even threatened.

Thus, this context is almost as varied as the homes it considers. It starts by describing two similar but contrasting historic houses that serve as lynchpins, and that to some extent serve as an allegory for the rest of the housing in the city.

It then broadly discusses Mankato's primary neighborhoods, before moving into a detailed and illustrated synopsis of the city's housing styles. The style section may prove to be the most valuable part of the entire context study for Mankato homeowners, because it allows them to see their particular home within a larger historic framework, and gives ideas for restoration and ongoing care.

The study then goes on to investigate special features, such as specific detailing, multi-family housing, and Mankato's distinctive stone houses and National Register listed homes. Similar to other contexts, it then ends with a list of property types and future recommendations.



Very early two-story dwelling in Mankato 1866-1867

A Tale of Two Houses

Mankato is fortunate to have several buildings, many of them residences, on the National Register. The consultants felt that two of these houses deserved special note:

The R.D. Hubbard House – 606 South Broad Street

The Hubbard House was built by Hubbard Milling owner R.D. Hubbard in 1871 as a residence that would demonstrate his wealth and position in Mankato society. It was built in the French Second Empire style, with additional detailing on the mansard shingles and the arched windows. The house was not only known for its beautiful exterior, but for its resplendent interior, which also featured extensive amenities including indoor plumbing, a telephone line, and gas lighting that was powered from an on-site gas plant. There were three marble fireplaces, purchased from southern plantations at the Thieves Market in New Orleans, and stained glass fixtures including a Tiffany light fixture.



Hubbard enlarged the house in 1888 and built a carriage house in 1890. In 1905, just before he died, he employed

Bradstreet's of Minneapolis to redecorate; this work ended up being rushed as Mr. Hubbard passed away in Chicago in August, 1905, and his family wished to follow the tradition of the time and hold his funeral at the house.

The house was then passed to the Blue Earth County Historical Society, along with roughly a quarter of the associated furniture and fixtures. The City of Mankato now owns the house and the BECHS operates it as an extremely well-maintained house museum.

The Lorin Cray House – 603 South Second Street

Although the beginnings of the Cray House are very similar to the Hubbard House, its current state could not be more different.

Civic leader Lorin H. Cray built this elaborate, Queen Anne-styled house in 1897. It is located next to the Hubbard house, and local history reports that the two men spent many years trying to out-do each other with the size and grandeur of their homes. The two-and-a-half story house (two stories with an added third floor ballroom) is made of Chaska brick with pink rock-faced granite stone, and incorporates elaborate Victorian ornamentation including towers, a large porch, columns, a side balcony, and numerous stained and beveled glass windows.



Cray and his second wife, Lulu, were philanthropists whose main cause was the YWCA; upon their death in 1927, they left the house and its contents to that organization. Although the YWCA maintained the building well, its institutional use necessitated alterations, and some maintenance was deferred.

The house was sold in 2008, when the Y moved out to newer facilities.

Mankato Neighborhoods

The City of Mankato is comprised of several clearly defined neighborhoods. Each community has a specific character, and often very similar housing styles, and it is generally clear when you are passing from one area to the next. Many of the neighborhoods are named after a central public park.

Lincoln Park represents the city's most high-style housing, and most of the area's 224 buildings are remarkably well-preserved. It was known as the city's "silk stocking district," where wealthy merchants and businesspeople resided. Housing styles include Greek Revival, French Second Empire, Italianate, Queen Anne, Craftsman, and Colonial Revival. The neighborhood is named after Lincoln Park, a small triangular public greenspace that dates back to the Civil War period and is named after Abraham Lincoln.

Washington Park clusters along the long, wide central park space vacated by the railroads. Although similar in period to the Lincoln Park homes, these houses were more vernacular and not as high style, and lots were narrower for higher density. Construction was less detailed, and materials more commonplace. This reflects the

neighborhood's status as a working class district, occupied by service workers, shop employees, etc. The proximity of the neighborhood to the central commercial core meant that many of these people could easily get to work. In general, these houses are not as well-preserved as their Lincoln Park counterparts.

Sibley Park is Mankato's third extremely distinctive neighborhood, located on low-lying land by the river. The community was again a working-class area, as well as an industrial node and leisure area clustered around the prominent park. Houses are in general modest, and many of them are isolated by streetscapes that adjust to the river, large roadways, and railroad lines. Sibley Park also has a cluster of well preserved mid-century modern homes.

West Mankato/Skyline is sometimes referred to as the "new silk stocking district." The streetcar did eventually run up here, terminating on Moreland. These homes, generally in Revival styles with some modern architecture, reflect later expansion of the city, generally from the 1920s onward. Houses are extremely well-built, and some are architect designed. These houses run up the bluff, especially off of Baker Street all the way to Rasmussen Woods.

Tourtellotte Park/Germania also reflects later settlement; this area was outside of the original boundaries of the city and the streetcar lines, and was late to receive city services due to the difficulty of digging around the area's high stone table. Again, houses in this neighborhood reflect slightly later styles: Cape Cod, Neoclassical, and Revival styles, and are smaller, working-class examples of their styles. Surprisingly enough, many of these homes have relatively good integrity, especially as compared to their Washington Park neighbors.

Residential Architectural Styles

Mankato exhibits a wide range of housing styles, mainly concentrated in a few established residential neighborhoods as defined above. Construction materials are equally varied, ranging from early stone houses, to brick structures that demonstrate the prevalence of early local brickyards, to wood frame homes, the dominant construction of the Midwest. It is important to understand the types of architecture present in order to understand how to preserve these homes and to guide sympathetic future development.

To this end, the following pages of this context spend no small amount of time on defining and clarifying various styles of vernacular architecture, as well as giving examples and visual references. The end of the context touches on some associated issues, including design elements such as outbuildings and fencing, as well as considering apartment units, stone houses, and National Register listings.

Greek Revival

Predominant period 1850s to 1860s

Classical models of architecture were of particular interest to a young, idealistic nation based on the Greek and Roman democratic principles. Indeed, the style was so prevalent in the mid-eighteen hundreds that it grew to be called the "National Style." Examples of Greek Revival buildings ranged from high style public buildings and institutions such as banks, to grand Southern plantations, to diminutive cottages. Though



Greek Revival Cottage at 424 May Street

Minnesota as a whole has few pure Greek Revival homes, many of its distinctive features are evident in later designs, including front gables, classical columns, and decorative friezes.

Characteristics and Details of the Greek Revival House:

- gabled, low-pitched roof
- symmetrical plan
- cornice line accentuated with wide, divided trim
- front door with sidelights and rectangular transom
- entry or full porches with prominent, classical columns

Another example in Mankato is the home at *118 East Pleasant Street*.

Italianate

Predominant period 1850s to late 1880s

The Italianate style evolved from the romantic notion of the northern Italian houses and landscapes depicted in late eighteenth-century paintings. These residences often strongly influenced the architecture of the commercial storefront of the late nineteenth century. A typical Italianate is two to three stories high, is characterized by a square or rectangular shape, and is of stone or wood frame construction. The style is particularly prevalent in rapidly expanding Midwestern towns, and Mankato has several excellent examples.

Characteristics and Details of the Italianate House:

- rectangular or square plan
- two to three stories
- low-pitched, hipped roofs
- vertical orientation, with tall windows and doors
- wide eaves supported on large ornamental brackets
- projecting door and window crowns, often arched or hooded

Examples in Mankato include:

602 East Broad Street

315 South Broad Street

602 North Broad Street



Italianate residence at 139 East Pleasant Street

Gothic Revival Cottage

Predominant period 1850s to early 1880s

These picturesque homes, often referred to as “cottages,” were popularized by Andrew Jackson Downing in two successful pattern books, *Cottage Residences* and *The Architecture of Country Houses*, and are based loosely on ecclesiastical architecture. These fanciful, highly detailed houses were not as common as the contemporaneous Italianate and Greek Revival homes, and relatively few examples remain in the state.

House with Gothic influences at 233 Lincoln Street



Characteristics and Details of the Gothic Revival Cottage:

- Gothic arched or pointed windows
- steeply pitched roofs, often with steep cross gables
- strong vertical orientation, often with full porch or one-story entry
- on residential models, gingerbread verge board with corner drops
- heavy decorative ornamentation, made possible by the innovation of the scroll saw

Stick Style

Predominant period 1860s to early 1900s

Often considered a variation of the Queen Anne style (see below), this unique pattern is really a rather free adaptation of medieval English construction that is somewhere between the picturesque Gothic Revival and more free-form, sprawling Victorian styles. The Stick style is distinctive in that it stresses the wall surface as the principal decorative element, highlighting the exterior planes with the horizontal and vertical banding. Additional decorative detailing appears at the doors, windows, and cornices. Stick styled homes in the Midwest were almost exclusively wooden.



Stick Style/Queen Anne located at 427 Willard Street

Characteristics and Details of the Stick Style House:

- gabled roof, often steeply pitched and with decorative trusses and cross gables
- overhanging eaves, usually with exposed rafter ends
- horizontal and vertical bands, raised from exterior wall surface for emphasis (sometimes referred to as the “exo-skeleton” of the house)
- wooden construction — clapboard, shingle, or both
- diagonal (sometimes curved), jutting-out porch support braces
- all identifying features rarely present in combination

French Second Empire

Predominant period 1870s to 1880s

This style was somewhat contemporary with its French inspiration of the 1850s-1870s and was therefore considered very stylish and modern. The most distinctive feature of this style is the boxy, mansard roof, which was considered particularly desirable because it allowed for a full story of usable space; for this reason, it was common during the period to remodel earlier homes to a modified Second Empire style. Pure examples of the style are relatively uncommon, as the predominant period was short-lived, but Mankato boasts probably the best example in the state in the Hubbard House.

Characteristics and Details of the Second Empire House:

- dual pitched, mansard roof with convex or concave lower slope
- arched dormer windows projecting from a lower roof slope
- lower slope defined by a molded cornice at top and bottom
- eaves usually bracketed
- all identifying features rarely present in combination



Second Empire at 709 S 2nd Street

Examples of the Second Empire influence include:

The Hubbard House at 606 South Broad Street

816 Center Street

Queen Anne

Predominant period 1880s to approximately 1910

This popular style, considered by many to be the quintessential Victorian style, mixes medieval, Elizabethan, and Jacobean elements in asymmetrical collections of architectural details. In particular, the use of highly ornate spindle work was an American interpretation of the style popularized by the distribution of pre-cut architectural elements through the rapidly expanding railway system.

Whether architect-designed or vernacular, Queen Anne homes, with their distinctive ornamentation, wide front porches, and romantic towers and turrets, are a favorite Midwestern house style. A slightly later variation is the "Princess Anne," with the same presence and massing but a simpler decorative style.



*Queen Anne located at
811 South 2nd Street*

Characteristics and Details of the Queen Anne House:

- asymmetrical composition of towers, tall chimneys, and steeply pitched roofs
- front facing gable
- wrap around, one-story porches with ornate spindle work
- windows with small panes and or stained and leaded glass inserts
- exterior texture through shingles, bay windows, and other details

Examples in Mankato include:

703 North 6th Street

227 East Pleasant Street

528 Byron Street

1616 South Riverfront Drive

204 North 5th Street

Homestead/Gabled-Ell Cottage

Predominant period 1880s to late 1950s

This style is a non-style conscious house design which evolved from the rural dwelling of the 1870s to the modern home after the turn of the century. Simple in layout, and home to an emerging working class, the Homestead dwelling rejected the ornate architectural detailing of the former century and remained simple, utilitarian, and popular through the mid-century.

Characteristics and Details Homestead Cottage:

- minimal architectural detailing
- two stories with simple, box-like massing
- defined by shape, rather than architectural detailing
- either tri-gabled, in the shape of an L, with the front porch tucked into the crook of the L, or in a simple rectangular plan with a simple, gabled roof



Homestead, 510 North 4th Street

- simple, box-like massing
- often wood frame construction with clapboard siding — sometimes brick

Examples in Mankato include:

313 North 6th Street

1424 North 5th Street

218 North 4th Street

Colonial Revival

Predominant period early 1880s to late 1950s

The Colonial Revival style draws its influence from the Georgian, Adams, and Dutch architecture of the east coast. The revival style usually strays from strict historical interpretation and tends to be eclectic, using a mixture of details (often exaggerated) from the high styles of colonial architectures and contemporary elements. Variations include Dutch Colonial and Spanish Colonial.

Characteristics and Details of the Colonial Revival House:

- symmetrical façade with central entrance
- accentuated entrance defined with decorative crown or projected portico (usually one story)
- crown supported by pilasters if projected, portico roof supported with thin columns
- door defined with fanlight and sidelights
- windows often double hung with multi-pane glazing, frequently in adjacent pairs and often with shutters



Colonial Revival, 205 Washington Square

Examples in Mankato include:

123 Hubbell Avenue

528 North Broad Street

712 South Broad Street

617 Baker Avenue

Prairie

Predominant period approximately 1900 to 1920s

The Prairie style, indigenous to America, was developed and popularized through the Chicago School of Architecture and the work of Frank Lloyd Wright. The horizontal emphasis in the banding of windows and wide overhanging eaves was a philosophical response to the prairie origin of the style. Though pure Prairie styling in an architect-designed home is relatively rare, elements of the style, including banded windows, wide front porches with massive columns, and the wide, symmetrical style, are evidenced in a number of vernacular homes of the time. The American Foursquare, a standard plan with four rooms up and four down around center hallways, is a commonly seen example of this style.



Prairie influence at 612 Baker Avenue

Characteristics and Details of the Prairie House:

- low pitched hipped roofs with wide, overhanging eaves
- stucco finished walls are most common, followed by brick
- horizontal emphasis in the banding of windows
- windows are generally casement or double-hung
- an open plan, integrating all aspects of the home into a unified whole

Examples in Mankato include:

620 West 5th Street

808 North 2nd Street

Craftsman

Predominant period approximately 1905 to 1930s

The Craftsman style home was popularized in the early 1900s by magazines including *House Beautiful*, *Good Housekeeping*, and *Ladies Home Journal*, which led to a plethora of pattern books. The style was developed and refined around the turn of the century by California architects and brothers Charles Sumner Greene and Henry Mather Greene ("Greene and Greene.") The Greenes were influenced by the English Arts and Crafts movement, oriental aesthetics, and an interest in both wooden construction techniques and the manual arts. The main stated principle of the movement was "honesty" — both in the expression of the structure and in the use of materials. The majority of vernacular Craftsman homes were bungalows, praised for their efficient use of space.



Craftsman home at 130 Moreland Avenue

Characteristics and Details of the Craftsman Cottage:

- low pitched roof, usually gabled or with a clipped gable
- usually one story tall, especially in vernacular examples
- un-enclosed wide overhanging eaves, with exposed roof rafters
- decorative beams often added under gables
- front porch supported by tapered square battered columns

Examples in Mankato include:

116-130 Parsons Street

528 North Broad Street

329 North 4th Street

409 East Main Street

English Revival

Predominant period early 1910s to early 1930s

This style, often referred to by the layperson as "Tudor," is a post-Victorian blend of Elizabethan and Jacobean influences. Their popularity in America is linked to an interest in the English Arts-and-Crafts movement, as well as a symbolic nostalgia for the country's Anglo-Saxon roots. Three major styles of house make



English Revival home at 111 Dell Avenue

up the English Revival: English Cottage, Tudor Revival, and (the fairly rare) English Country House.

Characteristics and Details of the English Revival Cottage:

- steep, gabled roofs
- half-timbering
- walls of stone, stucco, or brick, often with mixed colors and materials; stone accents
- a variety of distinctive windows: bays, oriels, and paired casements
- use of arched doors, windows, and/or attached gates

Examples in Mankato include:

418 Mound Avenue

206 South 6th Street

1516 North Broad Street

1722 North 4th Street

304 North 4th Street

Ranch

Predominant period 1945 to late 1970s

The Ranch home is a twentieth-century vernacular style that grew out of expansion of the middle-class domestic needs of America's postwar population explosion. As soldiers returned from World War II and started new families, there was a growing need for quickly constructed, simple in plan, and affordable homes.

The single-story ranch home was influenced in design by the Prairie School of Midwest architect Frank Lloyd Wright, with its long, horizontal orientations, its low pitched roof, and window banding ("ribbon windows.") However, the ranch often took advantage of factory-made materials such as imitation stone, pressed fiber wood board, and metal siding. Short of the vague references to Prairie School, and some use of stone as influenced by California residential architecture, the ranch home is generally devoid of historic stylistic detailing.

The split level, popular starting in the 1950s, is a variation on the one-story ranch. The split level incorporated an additional story to allow for better separation of living function, and provided interior interest to the floor plan.

Characteristics and Details of the Range House:

- single story residence with a strong horizontal orientation
- low-pitched gable and hipped roofs
- often an exterior attached brick fireplace stack at the gable end
- use of a variety of exterior materials including face brick, stone, artificial stone, horizontal wood siding, particle board siding, and/or metal siding
- wide use of "picture windows," with or without flanking side windows
- often displaying a garage door at one end of the front facade

Examples in Mankato include:

122 Moreland Avenue

235 Sunset Blvd.

504 South Broad Street



Ranch home at 632 Mound Avenue

Mid-Century Modern/Modern

Predominant period 1960 to present

Remaining examples of this style are often architect-designed, high-style homes. Many evolved from the teachings and writings of modern architects such as Charles Moore and Robert Venturi, and from commercial and industrial design. These residences generally appear to be multi-faceted blocks, with architectural interest deriving from geometric shape rather than detail.

Characteristics and Details of the Mid-Century Modern House:

- roof variations: either flat (International style) or very pitched (shed style) and sometimes gabled
- little to no decorative embellishment
- extensive use of natural materials, especially wood siding, often vertical and sometimes even at a diagonal
- integrated to site and landscaping
- entrances usually recessed and obscured

Examples in Mankato include:

239 Sunset Blvd.

234 Sunset Blvd.

328 Ridgewood Street



Modern home at 316 Oak Knoll Blvd.

Residential Special Features

In addition to the main dwellings, many houses have notable special features that add to the character of the property. These features, while often not remarkable in their own right, contribute substantially to the character of the home, and should be recognized.

The most evident example of these elements are garages, carriage houses, and outbuildings. Often, these structures are not original to the home; if they are, they should be treated with special care, as they represent part of the historic fabric of the home. Even if an outbuilding was added later, it demonstrates the house's history and period of influence, and ought to be treated in a similar way to the main building. For instance, at the Hubbard House, the carriage house was added much later, but is integral to the property.

In particular, some of the houses along the hillside, near the former brewery on North Sixth Street (near Rock Street), demonstrate outbuildings that are unique and that maintain integrity.

Other examples of exterior detailing includes sidewalks, walls and fencing. Original walks are also uncommon, but should be preserved if available. Fences and walls are important because, like front porches, they mark the transition between the public streetscape and the private yard. In all of these cases, any repairs and new construction of the related elements should be compatible with the original materials and design of the home.

Another consideration that ties back to Mankato's urban planning is the relationship of the street to the home. This includes elements such as streetlights, trees, other plantings, and streetscapes. The public elements of these resources are addressed under the Urban Development contexts.

Multi-Family Housing



Rowhouses at 116-130 Parsons Street

The majority of the houses in Mankato, as described above, are single-family homes. There are some duplexes and triplexes; most are converted from single-family homes, but some were originally designed as such. There are good examples of rowhouses at Kruse Terrace on Parsons Street. There are a few remaining historic, multi-family units, examples of apartment buildings or “flats” that were fashionable in larger metropolitan areas by the 1920s, especially in Lincoln Park. In general, the presence of some higher-density housing demonstrates the urban character of turn-of-the-century Mankato.

Additionally, several of the downtown commercial buildings were constructed with apartments overhead (examples of these may be seen in the North Front Street Historic District). Often, this was a situation of convenience, where the shopkeeper lived above his store to make access and service easier. In other cases, the upstairs living quarters simply provided extra income for the landlord. Today, most of these units have been converted to offices or storage.

Finally, in a couple of cases former institutional buildings have been converted into multi-family units. Probably the most successful example of this is “Old Main Village,” in which the Old Main building from the former university has been converted into a senior community that includes both independent and assisted-living units. Another such example is the Gus Johnson apartments, integrating part of the former Immanuel Hospital. In other cases, especially in Lincoln Park, large houses originally built as single-family structures have been converted into multiple units, with varying degrees of success.

Mankato’s Stone Houses

Some of Mankato’s most unusual and threatened resources are the city’s Mankato stone houses. There are few of these homes left, but they are the oldest in the city, and represent an important resource demonstrating the city’s development.

One example of this was the Adam Jefferson house, built in 1865 by Jefferson with stone from his adjacent quarry. The house was in poor repair and was especially threatened due to its location, so it was disassembled and painstakingly rebuilt in North Mankato in 2005. Though the restoration was extremely well-done, and Tom Hagen received a preservation award for the project, the move did result in the house being removed from the Register, and destroyed the time-place continuity of the site.

At least two other stone houses may face similar issues in the near future. The George Maxfield House (currently Save-More Jewelry at 816 North 2nd Street) is believed to be oldest house remaining in Mankato. Maxfield built the house, which served



Stone structure at 816 North 2nd Street

as his residence and offices, out of stone from his nearby quarry, so it also served as a showpiece for his stone. Currently the house is in reasonable condition, but could be threatened in the future.

Another house, at 129 North 6th Street, is currently boarded up and in disrepair. It is hidden under additions and alterations, but its style indicates that it may be older than the North Second Street house, likely dating to sometime in the 1850s. It is likely that there are other stone homes nearby, albeit in similar condition and/or enclosed in similar alterations. All efforts should be made to preserve this house and potential others.

There are also three newer stone houses on Carney Avenue — though they do not represent the early history of the area, they are distinctive structures that demonstrate the importance of local stone resources.

National Register Properties

The following Mankato residences are currently individually listed on the National Register of Historic Places:

- J.R. Brandrup House
704 Byron Street
areas of significance: architecture, education
- Charles Chapman House
418 McCauley Street
areas of significance: exploration, settlement
- Lorin Cray House
608 S. 2nd Street
areas of significance: architecture, social history
- Adolph O. Eberhart House
228 Clark Street
areas of significance: politics/ government
- R.D. Hubbard House
606 Broad Street
areas of significance: architecture, commerce
- William Irving House
320 Park Lane
areas of significance: architecture, commerce

The following homes were on the National Register, but have been removed:

- Adam Jefferson House
Cleveland Street
areas of significance: architecture, industry
removed 1987, when moved offsite, but re-assembled and preserved
- Oscar Schmidt House
111 Park Lane
areas of significance: architecture, commerce
removed 1988 when demolished

There is one residential historic district:

- Lincoln Park Residential Historic District
roughly bounded by: Shaubut, Record, Pleasant, Second Street, Liberty, Parsons, Locke, and Bradley Streets, and Grace and Wickersham Cts
areas of significance: architecture, community planning and development, social history

Property Types

Single-family homes
Vernacular

- Architect designed
- Apartments and multi-unit homes
 - Rowhouses
 - Kruse Terrace
 - Apartments above storefronts
- Multi-family units
 - The Newbery
 - O'Mallee Place
- Adaptive Use Housing
- Outbuildings
 - Carriage houses
 - Garages
 - Sheds
 - Barns
 - Other outbuildings
- Landscaping and gardens
- Sidewalks
- Fences and gates
- Walls

Recommendations and Future Actions

- *The HPC should devote special attention to preserving and protecting its National Register-listed houses, especially as two such homes have been lost or de-listed (the Schmidt house and the Jefferson house). Particular attention should be paid to the Hubbard house (well-preserved as a house museum by the BECHS) and the Cray house (potentially threatened).*
- *In order to accurately assess cultural resources, and prior to initiating any more historic districts, the entire residential housing stock of Mankato should be fully surveyed. This could be done as part of the CLG process.*
- *The HPC should consider doing a similar survey of related residential features such as outbuildings and street amenities; these elements could also be included in the comprehensive survey.*
- *Based on this survey, the Mankato HPC should potentially consider National Register nominations of more residences. The commission should then update the outreach materials on the nominated properties. The HPC may want to update the walking tour map, and perhaps even lead occasional guided tours, perhaps in conjunction with the BECHS.*
- *The HPC should consider establishing a local nomination process, for properties that are in good condition and locally remarkable, but that do not rise to National Register standards. These homes should be documented and interpreted as above.*
- *Based on the inventory research and on current knowledge, Mankato should consider designating more historic districts, either locally (if the process is established) or as a district designation to the National Register. Possibilities may include:*
 - Washington Park*
 - Sibley Park*
 - select neighborhoods in West Mankato*
- *The city could also investigate establishing historic conservation districts. These districts, are a unique blend of preservation and planning, Such districts generally seek to preserve a specific neighborhood's "sense of place," rather than individual structures, and make use of zoning and land use regulations to influence future development through*

historic patterns. Both Washington Park and Sibley Park might be better seen as conservation districts, given that focus on maintaining the neighborhood as a whole rather than individual landmarks, if the process is set up strongly enough.

- *The HPC should conduct outreach to city residents regarding architectural styles and preservation techniques. Such information would allow homeowners to understand their home's distinguishing features, and assist them in planning for the preservation of their property. In many cases, alterations have been made to houses (such as enclosing porches) that are easily reversible and would do much to restore the historic character of the house. Such outreach should not ignore elements such as outbuildings, landscape, fences, walks, and other details. Ideally, this process would occur through some sort of residential design guidelines, either the statewide ones currently being developed, or more effectively, through individual neighborhood guidelines.*
- *Mankato still has a few early stone houses. These buildings are particularly valuable in representing early residential development, and special attention should be given to preserving and protecting them. A Multiple Property Nomination to the National Register may be feasible for these homes.*

Context 9 – Literary Mankato

Time span – 1867 - 1955

With Mankato's strong educational focus, it may not seem surprising that the town has many important literary connections as well. From Laura Ingalls Wilder to Sinclair Lewis to Maud Hart Lovelace, several authors have made Mankato their home or referenced the city. Not only are these books important in that they give us well-crafted early descriptions of the community, they are also an important basis on which to build tourism. Mankato should focus on its literary references as a major historic preservation and cultural heritage initiative.

Laura Ingalls Wilder

Mankato stood on the edge of the "Big Woods," and was the commerce center for settlers in the area. As such, it has a contributory role in the "Little House" books as the "big city" that the Ingalls family and their neighbors would go to for major supplies. Although Mankato itself has no associated sites, Highway 14 is affectionately known as the "Laura Ingalls Wilder Memorial Highway" because it connects so many of the book-related sites. Mankato is poised as an important stop on that highway, located almost halfway between Lake Pepin (Wilder's birthplace) and Walnut Grove (site of the Laura Ingalls Wilder museum).

Minnesota State University, Mankato has produced several scholarly references to Wilder's life and work, and is planning the "Laurapalooza" conference in the summer of 2010.

Sinclair Lewis

Mankato hosted Sinclair Lewis and his family over the summer of 1919, when the author penned most of the manuscript for his first best-selling book, *Main Street*, as well as the Saturday Evening Post excerpt of *Free Air* (which led to the full novel). Local businessman J.W. Schmitt offered the Lewises his home at 315 S. Broad Street rent-free for the summer, and the author and his family soon became very involved in the local community. Lewis attended meetings of the farmers Nonpartisan League, played poker at the Elks club, spoke at the university, and spent many summer afternoons along the river bluffs in a horse and buggy borrowed from the livery stable. He was also known for his many eccentricities; one story is that he disappeared during a party thrown for him, returning a few minutes later clad in one of the prominent hostess' most fashionable gowns.



315 South Broad Street

Though *Main Street* was nothing if not barbed in its satire of fictional Gopher Prairie, Minnesota, Lewis seems to have had much fonder feelings for Mankato. He is quoted as saying he liked the "loveliness and general agreeableness of Mankato, as compared with the flat prairie towns," and wrote to his publisher Roland Holt of "the friendliness, the neighborliness, and the glorious sweeps of country round about." He also made Mankato the hometown of *Main Street* heroine Carol Kennicott.

The house in which Lewis and his family lived that summer still stands at 315 S. Broad Street, and is owned by Partners for Affordable Housing.

Maud Hart Lovelace

Mankato's biggest literary influence, however, is of course local author Maud Hart Lovelace.

Maud Palmer Hart (Lovelace) was born in a small house on 214 Center Street on April 26, 1892. Soon after, they moved to the house at 333 Center Street that is most associated with Lovelace, now known as "Betsy's House" and run as a house museum by the Betsy-Tacy Society.



"Betsy's House" at 333 Center Street

Lovelace was an accomplished writer, whose first story, *Number Eight*, was published by the *Los Angeles Times* in 1911. Over her life she wrote six adult novels and eighteen children's books, the majority of which were the Betsy-Tacy series:

Betsy-Tacy

Betsy-Tacy and Tib

Betsy and Tacy Go Over the Big Hill

Betsy and Tacy Go Downtown

Heaven to Betsy

Betsy In Spite of Herself

Betsy Was a Junior

Betsy and Joe

Betsy and the Great World

Betsy's Wedding

The series started in the late 1930s, when Lovelace began telling her daughter stories about her childhood growing up in Mankato. In 1938, she began penning *Betsy-Tacy*. Although she fictionalized Mankato by calling it "Deep Valley," the inspirations for the stories' events, locations, and people were very identifiable.

Lovelace fashioned the series' heroine, Betsy Ray, after herself, and her sidekick Tacy Kelley after childhood friend Frances "Bick" Kenney. "Tacy's house" is now preserved at 332 Center Street, and is also run by the Betsy-Tacy Society. The third main character in the series, Tib Muller, was inspired by Marjorie "Midge" Gerlach, who lived nearby at 503 Byron Street.

The books in the series are especially notable for their evocative descriptions of Mankato at the turn of the century and in the early 1900s. The books "grow with" the girls, starting with their fifth birthdays and ending with their weddings. The books are especially descriptive of the Lincoln Park neighborhood, the old downtown area (now mostly lost), and the school and social life of the time. They also address, with remarkable sensitivity, the cultural strife between Mankato's established residents and the new Lebanese ("Syrian") residents of Tinkcomville.

Not only do the Betsy-Tacy books give an excellent and accessible history of Mankato, they are also much beloved. The non-profit Betsy-Tacy Society, established in 1990, has an extremely active Board of Directors and membership of 1,000+ across the nation and abroad. The Society runs the Betsy and Tacy houses as house museums, does research, publishes a newsletter and other publications, and holds numerous events annually, ranging from book clubs to holiday events to tours to conferences.

Lovelace wrote three other children's books set in Deep Valley but not part of the Betsy-Tacy series: *Winona's Pony Cart*, *Emily of Deep Valley*, and *Carney's House Party*. She also wrote six adult books, generally set in Minnesota but not identified specifically with Mankato.

Cultural Heritage Tourism

Mankato's literary context provides the city's best avenue to taking advantage of cultural heritage tourism, a burgeoning field that could prove especially attractive for the city. According to the National Trust for Historic Preservation, cultural heritage tourism is defined as "traveling to experience the places and activities that authentically represent the stories and people of the past and present." Mankato's literary history relates especially well to this kind of tourism because its literary past is so closely tied to its actual past — especially with the Maud Hart Lovelace books. The books are beloved by generations of readers, and are also especially family-experience oriented.

Heritage tourism is important because it is exceptionally effective. Tourism is big business, directly contributing over \$740 billion to the U.S. economy in 2006. Of these tourists, 81% classified themselves as cultural heritage travelers. Visitors to historic sites and cultural attractions typically stay longer and spend more than other tourists — \$623 per trip average compared to \$457. It is also a growing field, up more than 10% annually even during recent economic circumstances. The most important effect, however, is that this kind of travel is unique to a community's specific circumstances, organically building upon its diversity and focusing on its unique sense of place.

With excellent collaborative potential, including its preservation and literary non-profit organizations, Mankato could effectively leverage heritage tourism to a great degree, which would simultaneously build community pride and encourage economic development.

Property Types

"Little House" associated sites – if any

Sinclair Lewis' Summer Home (J.W. Schmitt house) – 315 S. Broad Street

Maud Hart Lovelace associated sites

Betsy-Tacy houses (333 and 332 Center Street)

Maud Hart Lovelace birthplace (214 Center Street)

Blue Earth County Library exhibit

Glenwood Cemetery – Maud Hart Lovelace grave

Associated houses, businesses, streets and other sites — see list

Recommendations and Future Actions

- *Although no apparent "Little House" associated sites remain, Mankato should capitalize on its location on the "Laura Ingalls Wilder Memorial Highway" to promote tourism. The upcoming 2010 "Laurapalooza" conference, to be held at Minnesota State University, Mankato, offers such an opportunity*
- *The Sinclair Lewis house is a private property, and not open to the public. The HPC should work with the house owners to find a way to respectfully interpret the site, without impinging upon the owners' privacy.*
- *The HPC should work with the Betsy-Tacy Society (and perhaps the BECHS) to find ways to promote Maud Hart Lovelace related tourism and events. They should also work to preserve and protect remaining associated resources (see list), while again realizing that these are private residences. Some examples of interpretation include: guided or self-guided tours, the establishment of a special fund for appropriate renovations of the homes, participating in the conferences and other special events.*

- *The HPC should work with the local schools to incorporate local literary elements into their curriculums.*
- *The Blue Earth County Library has an excellent exhibit in its Maud Hart Lovelace Wing. The HPC should work with the library to promote this resource.*
- *Partnerships with other libraries, with bookstores, and with other literary efforts should be explored, both for promotional and for funding opportunities.*
- *As outlined in the “Cultural Heritage Tourism” section above, Mankato should put its strongest focus on developing its heritage tourism opportunities, collaborating with groups such as the Convention and Visitors Bureau.*

Recommendations and Future Actions

General Summary

As mentioned in the Introduction, the primary purpose of historic contexts is as a framework for evaluating historic resources, a set of organizational tools for categorizing the past, as a planning tool for guiding future development while incorporating the past, and as a rallying point for educational and outreach activities. These contexts will help Mankato to “build its future from its past.” They will also grow and change as the city develops its cultural resource priorities.

Each individual context in this study contains its own list of “Recommendations and Future Actions,” which can be changed, amended, added to, or deleted as priorities change. These recommendations offer specific, context-related suggestions to further the historic preservation agenda in Mankato, particularly with regards to interpreting sites and increasing public-buy in. With a relatively new HPC, not only should the city be concerned with concrete next steps, but also building an agenda for preservation city-wide.

One important next step that the city could take would be to complete a full cultural resources survey, particularly of the residential housing stock. Such an initiative is quite large and time-consuming, but could be done by a team of enthusiastic volunteers under professional leadership.

Another priority would be the commissioning of design guidelines, both for the remaining commercial buildings and for the residential districts. Such guidelines would increase public participation in the preservation process, and help property owners to leverage their resources.

Although Mankato already has several National Register designated historic properties, there is no local designation process. A local process would help to identify significant resources and offer them a level of appropriate protection, while also increasing public participation. A corollary would be increasing the number of National Register properties, based on suggestions made within the individual context discussions.

There are several local organizations, such as the Blue Earth County Historical Society and the Betsy-Tacy Society, that are natural allies for the HPC. The consultants urge collaboration between these groups. Educational institutions, such as Minnesota State University, Mankato, should also be tapped.

The consultants feel that Mankato is extremely cognizant of the historic resources that the city has lost, and will be diligent in preserving future items. The HPC should ensure that less obvious resources, such as elements of the recent past, are included in these efforts.

Other cities have been successful in using completed context studies as a kind of training and introduction manual for new HPC members. Such a use would be an excellent way to ensure that the Commission has a standard basis of knowledge and shared goals for the future. The Mankato HPC has many strengths, including a depth of experience and a clarity of purpose. The Commission should use these advantages, as well as their strong support from city staff, to good advantage in planning for the future of preservation in the city.

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Author unknown:

- *Federal Post Office and Courthouse* (added 1980)
- *R.D. Hubbard House* (added 1976)
- *First National Bank of Mankato* (added 1974)
- *Mankato Second Normal School* (added 1983)

Completed by Dennis Gimmestad, 1980:

- *First Presbyterian Church*
- *Oscar Schmidt House*
- *Blue Earth County Courthouse*
- *Mankato Public Library and Reading Room*
- *Adam Jefferson House*
- *Lorin Cray House*
- *Union Depot*
- *William Irving House*
- *Adolph Olson Eberhart House*
- *J. R. Brandrup House*
- *Charles Chapman House*
- *North Front Street Commercial District*

Completed by Susan Granger and Scott Kelly, 1984:

- *Lincoln Park Residential Historic District*

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HERITAGE PRESERVATION COMMISSION TRAINING MANUAL



State of Minnesota
Final: August 30, 2016



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TABLE OF CONTENTS

Introduction.....	1
Chapter 1: Why Are We Here?.....	7
A. Introduction.....	8
B. Why Do We Preserve Historic Resources?.....	8
C. What Does Preservation Mean?.....	9
D. What is a Historic Property?.....	10
E. What Are Our Goals for Preservation?.....	11
F. How Did We Get Here?.....	13
G. Role of the Commission.....	20
H. Preservation Benefits.....	21
I. Preservation Incentives.....	25
Chapter 2: Legal Foundations.....	39
A. Legal Basis.....	40
B. How Do We Find What is Historically Significant?.....	45
C. Tools Used to Identify Historic Properties.....	45
D. How Do We Officially Recognize Properties of Historic Significance?.....	50
E. How Does the National Register of Historic Places (NRHP) Designation Work?.....	51
F. How Does Local Designation Work?.....	52
G. What Legal Issues May Be Raised?.....	53
Chapter 3: Designating Properties.....	57
A. Designating Historic Properties.....	58
B. Inventories.....	61
C. Types of Historic Properties.....	63
D. Significance and Integrity.....	65
E. Defining Districts and Using Boundaries.....	70
Chapter 4: Treatment of Historic Properties.....	73
A. Determining What's Important to Preserve.....	74
B. Basic Preservation Principles.....	76
C. Alternative Treatments for a Historic Property.....	77
D. Applying These Principles.....	80

Chapter 5: Nuts and Bolts for Commissions.....	85
A. Roles of the Players.....	86
B. Policy Base for Preservation.....	93
C. Design Guidelines	95
D. Defensible Decision-Making.....	99
 Chapter 6: Project Review.....	 101
A. What is the HPC’s Scope of Authority?.....	102
B. When is Design Approval Required?.....	103
C. What are the Steps in the Review?	104
D. Citing Design Guidelines	109
E. Potential Actions.....	110
 Chapter 7: Special Legal Issues.....	 111
A. Economic Hardship.....	112
B. Demolition by Neglect.....	116
C. Enforcement.....	120
 Chapter 8: Frequent Design Issues.....	 121
A. Substitute Materials.....	122
B. Sustainability and “Green” Issues.....	127
C. Windows on Historic Buildings.....	134
D. New Additions to Historic Buildings.....	139
E. New Construction in Historic Districts.....	143
 Chapter 9: Where Do We Go From Here?.....	 145
A. Current Trends.....	146
B. Keep Challenges in Perspective.....	149
C. Reaching Out.....	150
D. Your Work is Valued!.....	151
E. Thank You for Your Service!.....	151
 Glossary.....	 153

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INTRODUCTION

Welcome!

Heritage Preservation Commissions (HPCs), serving as part of local governments across the state, play invaluable roles in promoting the active, respectful use of historic resources and districts. They help to preserve the records of our heritage and to promote livable, vital places throughout the state.

As of September 2016, Minnesota had 57 municipal, township and county jurisdictions with HPCs established under state enabling legislation. Of these, 21 are located within the greater Minneapolis-St. Paul metropolitan area. Many other commissions are concentrated in the river valleys and communities in the southern portion of the state, but others can be found in all parts of Minnesota. The communities in which commissions operate vary greatly in terms of their size, demographics, financial capacity, regulatory framework and the resources of the built environment that they work to protect. They also vary to some degree in the ways in which the commissions operate, in terms of the basic tools they use, including their ordinances, surveys and design guidelines. Even so, there are many similarities and lessons learned that can be shared.

This manual is a reference and training resource for Minnesota's Heritage Preservation Commissions, their staff, elected officials and others who are interested in how historic preservation operates at the local government



USER NOTES

Some important notes when using this guide:

The terms “Historic Preservation Commission” and “Heritage Preservation Commission” are used interchangeably- understanding the title for each body will vary depending on the local ordinances in each jurisdiction.

Although this tutorial provides legal explanations and cites legal authorities, it should not be relied on as a source of legal advice. Members and staff of historic preservation commissions are advised to obtain legal opinions from their county or municipal attorneys should questions arise.

In addition to this training tutorial, the Minnesota Historical Society provides a full range of materials to assist local commissions in doing their jobs. Refer to www.mnhs.org for a list of publications and video materials.

level. It offers an overview of the key components of a preservation program that commissions use in executing their duties. It is published in the interest of enhancing the performance of preservation work of local governments and to help others understand how to support these programs.

The manual introduces a foundation of basic preservation principles, operating procedures and practical advice that will help new commissioners understand the realm in which they will operate; at the same time, it will help experienced commissioners refine their skills regarding basic concepts, common terminology and core principles of preservation practice. It also provides an insight into local preservation systems for elected officials and members of other boards (such as planning commissions) who are interested in how HPCs operate. Zoning and building code officers, community development directors and Main Street managers will also benefit from the material, since their duties often bring them into contact with HPCs.



About The Manual Organization

The manual is designed to be informative, while covering a wide range of material. It serves as a companion piece to an online tutorial for heritage preservation commissioners, which provides a more abbreviated introduction to the same topics. It first presents an overview of how the preservation movement evolved in the United States and within Minnesota. Then, it introduces the basic components of a program, including the legal basis for preservation, the ways in which historic resources are identified and then officially designated. It then addresses the ways in which meetings should be conducted, including design review. Later chapters then return to legal and design topics, to explore some of the more frequently occurring questions related to these areas.

Both the manual and the online tutorial follow the same organizational structure. They also are designed in modular formats that can be built upon over time as further topics are introduced.

Readers will note that some topics appear in more than one chapter, resulting in some repetition. This is intentional. It reflects the integrated nature of the various components that are associated with operating a preservation program at the local level. While many related elements are grouped under one broad section within a single chapter, others appear in more than one place. For example, the use of historic resource surveys is discussed in the section related to identifying resources, but also in the sections addressing designation, design review and legal issues. In each of those locations the treatment of that topic varies somewhat, in that it is tailored to the broader topic at hand. In this way, a user who is only reading one chapter for a specific topic will see its relationship to other material presented elsewhere in the training materials.



USER NOTES

Photographs throughout this manual are not always captioned, but show a wide variety of historic resource types, historic documents and public meetings regarding historic resources, from a range of communities across the state of Minnesota.



The Need for Training Materials

Continuing education is the foundation of a strong heritage preservation commission. Not only must commissioners be equipped to fulfill their statutory roles in a responsive and sensitive way, they must also provide leadership for the historic preservation movement at the local level. In order for commissions to effectively carry out their legislative functions and serve as preservation advocates, they must be viewed as credible, trustworthy and valuable. They must be able to operate in a professional manner and answer basic questions about preservation theory and operations. They also must demonstrate sound decision-making to maintain public trust and confidence. For these reasons, ongoing training is needed on a variety of topics, from preservation basics to more advanced technical issues. The manual and the on-line training course are provided in response to these needs.

Moreover, as the field of historic preservation is always evolving, commission members must constantly pursue educational opportunities that enable them to continue to fulfill their duties faithfully and capably. Informed commissioners render more impartial and consistent decisions. They also serve as stronger advocates for local heritage and ultimately bring credit to their commission and to the preservation movement in general.

HPCs may struggle with technical issues related to program activities as well as questions of how to operate efficiently, sometimes with limited staff and short deadlines. They also seek to build a broader base of support by expanding their understanding of operating principles and procedures among the community at large. They also sometimes are challenged with what may appear to be conflicting policies with other local regulations that may create tension between historic preservation and broader community planning objectives.

All new commissioners are strongly encouraged to complete the course, while more experienced commissioners may use the tutorial as a refresher on specific topics. Commissioners, both new and old, can benefit from training on a variety of topics, from preservation basics to more

advanced technical issues, to carry out their legislative functions and to serve as effective preservation advocates. This requires that commissioners possess a depth of knowledge that enables them to explain to others the importance of heritage preservation.

How the Training Materials Were Developed

Critical concepts, legal terminology and preservation principles that commissioners must know were identified by commissioners and staff with “on the ground” insight and incorporated into the training curriculum. Stillwater, Eden Prairie and Mankato functioned as the partner communities, providing information and common experiences of Heritage Preservation Commissions that helped to inform this process and the subsequent materials. Planning staff from these three communities were also key leaders in this process. Excelsior, Red Wing, St. Paul and Minneapolis were interviewed in this process. Finally, numerous communities throughout the state of Minnesota functioned as research communities in which information was collected from their websites and staff to gain a better understanding of how historic preservation works in individual communities throughout the state.

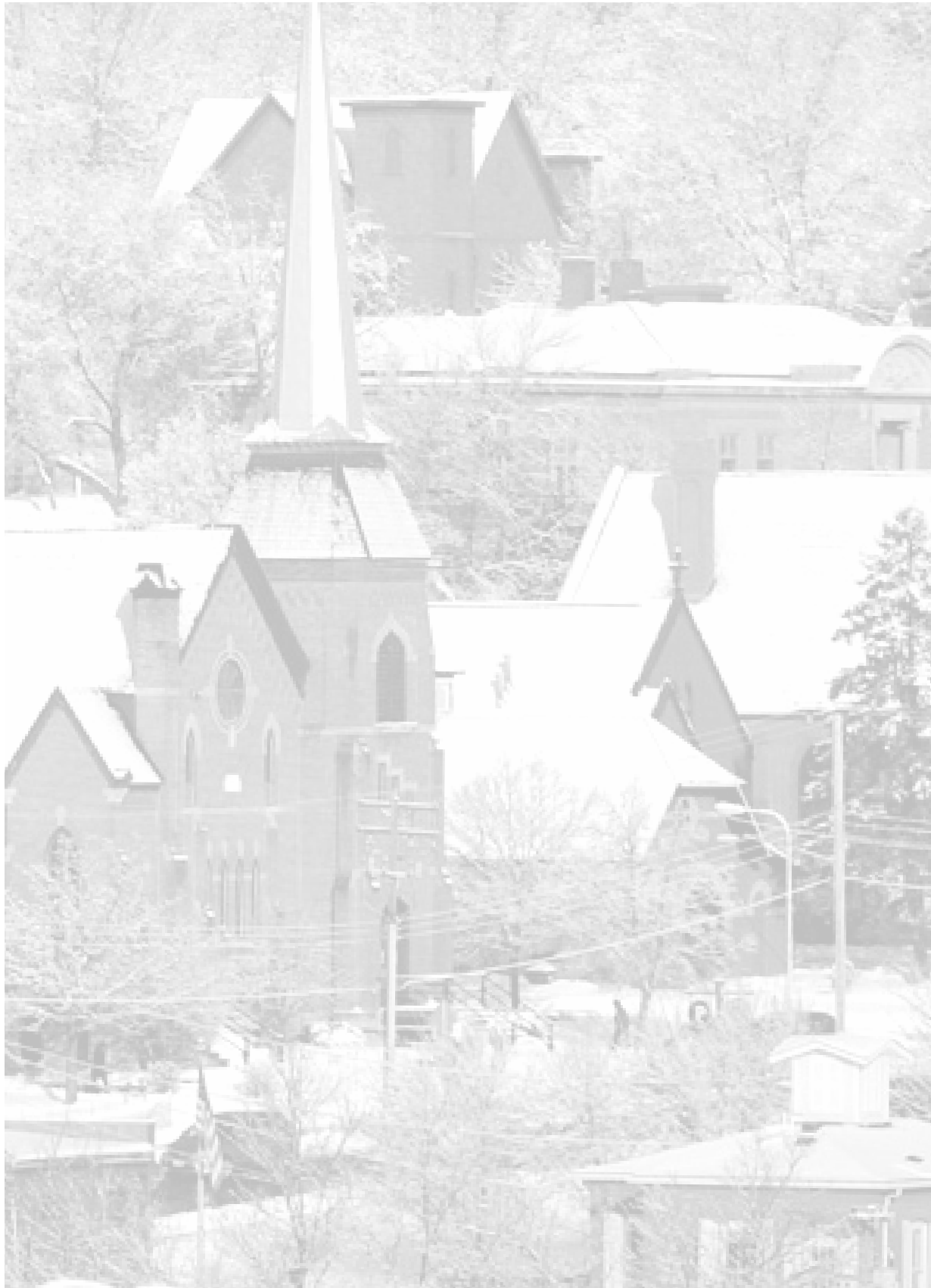
Funding For This Project

This project has been financed in part with funds provided by the State of Minnesota from the Heritage Partnership Program Arts and Cultural Heritage Fund of the Clean Water, Land and Legacy Amendment to the Minnesota Constitution, through the Minnesota Historical Society. The program’s goal is to build capacity of eligible applicants to preserve and enhance access to Minnesota’s history and cultural resources by supporting the creation and development of sustainable, history-based partnerships through the state. This project was also completed in partnership with the communities of Stillwater, Eden Prairie and Mankato.



NOTE:

Links in this document are interactive. You may click on the link to be redirected to the website provided. However, in some cases these weblinks may be broken. Titles of the weblinks are intended to assist in searching for the documents if the link provided is inactive.



CHAPTER 1: WHY ARE WE HERE?

A Starting Question

Let's say you've just been invited to apply for a seat on the Heritage Preservation Commission in your community. You are certainly interested, but you need more information:

- What is this all about?
- What does "preservation" mean?
- And what is the role of a preservation commissioner?

This chapter answers those questions, provides an overview of some basic terms related to the movement and outlines the reasons that communities operate preservation programs.

In This Chapter:

- A. Introduction
- B. Why Do We Preserve Historic Resources?
- C. What Does Preservation Mean?
- D. What is a Historic Property?
- E. What Are Our Goals for Preservation?
- F. How Did We Get Here?
- G. Role of the Commission
- H. Preservation Benefits
- I. Preservation Incentives

WELCOME!

Welcome to the Minnesota Statewide Training Program!



Preservation commissioners serve an essential role in promoting preservation and use of historic resources throughout Minnesota.



A. Introduction

With Heritage So Rich

In 1966, a Special Committee on Historic Preservation for the U.S. Conference of Mayors explored the issue of heritage conservation in America. Their report, titled *With Heritage So Rich*, sparked adoption of the National Historic Preservation Act that year. In its introduction, author Sidney Hyman set forth fundamental reasons for preservation that remain just as valid today:

“What we want to conserve, therefore, is the evidence of individual talent and tradition, of liberty and union among successive generations of Americans. We want the signs of where we came from and how we got to where we are, the thoughts we had along the way, and what we did to express the thoughts in action. We want to know the trails that were walked, the battles that were fought, the tools that were made. We want to know the beautiful or useful things that were built and the originality that was shown, the adaptations that were made and the grace-notes to life that were sounded. We want to know the experiments in community living that were tried and the lessons that were taught by a brave failure as well as by a brave success.”

B. Why Do We Preserve Historic Resources?

We preserve historic resources for these reasons:

- Preservation honors our diverse heritage.
- Preservation supports sound community planning and development.
- Preservation maintains community character and supports livability.
- Preservation supports sustainability in our communities.
- Preservation keeps historic resources for the benefit of future generations
- Preservation supports economic development

C. What Does Historic Preservation Mean?

While we all talk about “preservation,” we don’t often define it. Fundamentally, preservation means keeping historic properties and places in active use while accommodating appropriate improvements to sustain their viability and character. It also means keeping historic resources for the benefit of future generations. That is, while maintaining properties in active use is the immediate objective, this is in part a means of assuring that these resources will be available for others to enjoy in the future.

Preservation is also about managing change, not freezing historic properties or districts in time. It is not simply about maintaining a historic appearance, but about maintaining authenticity, where possible. In addition to maintaining the historic appearance, this means that preserving original materials and craftsmanship of historic properties is also of extreme importance.

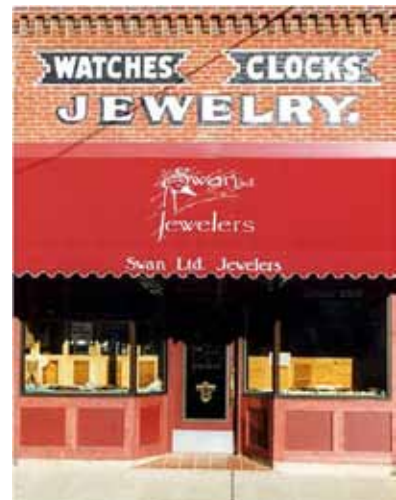
Historic preservation encompasses the breadth of activities aimed at preserving national heritage as represented by a wide variety of cultural resources. Preservation can include: acquisition, development and adaptive use of historic properties; comprehensive planning; research of historic contexts; survey, inventory, evaluation and designation of historic properties; management, including treatments such as preservation, stabilization, rehabilitation, restoration and reconstruction; and education and interpretation.

Preservation also is about being “green.” For a more detailed description about preservation and green building, see Chapter 8.

MINNESOTA PRESERVATION PLAN

Refer to the Minnesota Preservation Plan for more information on preservation goals for 2012-2017.

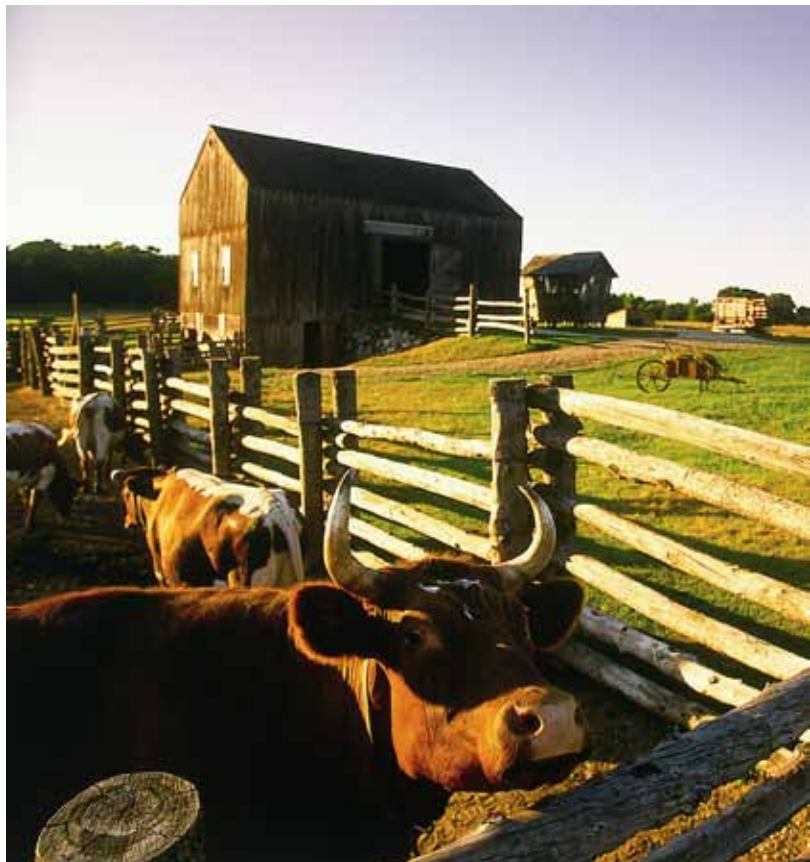
http://www.mnhs.org/shpo/planning/docs/pdfs/preservation-plan_2012-2017.pdf





D. What is a Historic Property?

In preservation terms, a “property” may be a prehistoric or historic site, building, structure, district or object that has been determined to have historic significance, by applying criteria that are adopted by the governing body. Generally a historic property is one that is associated with an activity or person of importance in the community’s history, or that represents a noteworthy designer, or a type of building construction that is important in the area’s history. More information about historic properties, significance and integrity can be found in Chapter 2.



E. What Are Our Goals For Preservation?

National Historic Preservation Act of 1966

Goals for preservation are outlined in the National Historic Preservation Act of 1966. While crafted for federal agencies, they also reflect objectives for local governments in Minnesota. As stated in the preamble of the NHPA:

“The Congress finds and declares that —

(1) the spirit and direction of the Nation are founded upon and reflected in its historic heritage;

(2) the historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people;

(3) historic properties significant to the Nation’s heritage are being lost or substantially altered, often inadvertently, with increasing frequency;

(4) the preservation of this irreplaceable heritage is in the public interest so that its vital legacy of cultural, educational, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans;

(5) in the face of ever-increasing extensions of urban centers, highways, and residential, commercial, and industrial developments, the present governmental and nongovernmental historic preservation programs and activities are inadequate to insure future generations a genuine opportunity to appreciate and enjoy the rich heritage of our Nation;

(6) the increased knowledge of our historic resources, the establishment of better means of identifying and administering them, and the encouragement of their preservation will improve the planning and execution of Federal and federally assisted projects and will assist economic growth and development...”





MINNESOTA PRESERVATION PLAN

Refer to page 24 of the Minnesota Preservation Plan for more information on preservation goals and strategies for 2012-2017.

http://www.mnhs.org/shpo/planning/docs_pdfs/preservation-plan_2012-2017.pdf

Minnesota Preservation Plan Goals

The Minnesota Statewide Historic Preservation Plan provides the overall framework for the historic preservation goals of all of Minnesota's preservation partners. With the preservation community united in its stewardship of Minnesota's resources, several goals are outlined in the document:

1. Create statewide awareness of and appreciation for the value of Minnesota's historic resources.
2. Encourage integration of historic preservation at all levels of planning.
3. Expand the statewide network of organizations and individuals engaged in historic preservation.
4. Promote historic preservation as an economic development tool and provide economic incentives that encourage it.
5. Identify, evaluate and designate significant historic and archaeological resources.
6. Encourage appropriate management and treatment of historic resources.
7. Preserve the places that matter: Increase the identification, designation and protection of Minnesota's historic and archaeological resources.
8. Promote preservation's economic benefits: Strengthen the connections between historic preservation, community economic vitality and sustainability.
9. Educate, educate, educate: Build a foundation for effective preservation education and activism.
10. 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.
11. Lead the way: Develop leaders at all levels to strengthen Minnesota's preservation network.

F. How Did We Get Here?

Historic preservation activities are undertaken by a broad and interconnected web of federal, state, and local agencies both in the governmental and private sectors. This network evolved from a small group of private organizations dedicated to the preservation of individual properties and expanded into a larger system of government protectors and local advocates. Active preservation of historic resources has a longstanding heritage in America. It is a time-proven tool.

This section summarizes some of the events in the preservation movement that have led us to the current state, beginning with early actions at the local level and then progressing to state and federal ones leading up to the adoption of the National Historic Preservation Act and subsequent related laws, including the federal tax credit act.



Private Preservation Organizations

Early preservation activities focused on individual properties within a city or region. Such efforts include:

1853: Mount Vernon Ladies' Association

Created by Ann Pamela Cunningham to save the home of George Washington, the Mount Vernon Ladies' Association of the Union served as a model for other preservation projects and organizations that have followed

1910: Society for Preservation of New England Antiquities

Established to preserve individual properties of noteworthy significance, focusing on Boston and other cities in New England

1975: Rivertown Restorations

Founded in 1975 by Stillwater citizens with the concern about the loss of Stillwater's historic structures, city heritage and architecture

1981: Preservation Alliance of Minnesota

Formed in 1981 by citizens concerned with the long-term protection of historic places



Early Local Preservation Ordinances and Actions in the United States and in Minnesota

While private associations were forming to preserve individual properties of historic value, no local government had passed a regulation requiring preservation of local landmarks, and indeed districts, until Charleston, SC enacted its first ordinance in 1931. These local designations came about from a long-term growing concern that we were losing historic properties that are of importance to us. In the 1970s, several governments in Minnesota adopted ordinances that established local preservation commissions and provided for designating and protecting historic properties.

1931: Charleston, SC

The first local preservation ordinance in America

1936: Vieux Carré, New Orleans

Established by the state legislature to protect the French Quarter

1936: Boston, MA

Also established by the state legislature, becoming the 15th local preservation act

1969: State of Minnesota

Minnesota State Historic Preservation Office created by state statute

1972: Minneapolis, MN

Heritage Preservation Ordinance

1976: Saint Paul, MN

Heritage Preservation Commission created by city ordinance

1981: Faribault, MN

Heritage Preservation Ordinance

1985: Faribault, MN

Minnesota's first Certified Local Government

State Level Activity

Officials soon recognized the need for a state-chartered office to promote preservation. Early preservation efforts by the state were actions on a case-by-case basis as a result of citizen advocacy to save specific resources.

Section 471.193 “Municipal Heritage Preservation” of the Minnesota Statutes

The legal foundation for preservation programs in most local governments in Minnesota is established in Section 471.193 of the Minnesota Statutes which deals with a host of matters related to planning and zoning, including historic preservation. It provides the legal foundation for authorizing local governing bodies to engage in a comprehensive program of historic preservation, and to promote the use and conservation of historic properties for the education, inspiration, pleasure and enrichment of the citizens of the state. Section 471.193 defines that commissions may address these actions:

- Survey and Designation
- Construction
- Alteration
- Demolition
- Other duties that may be delegated by the governing body

Minnesota Environmental Rights Act

The Minnesota Environmental Right Act (MERA) provides the right to protect “natural resources,” which includes historic resources. This act enables persons or governments with the right to sue in order to prevent action that may harm protected resources.

2016: 57 Heritage Preservation Commissions in Minnesota

- 44 are Certified Local Governments

FOR MORE INFORMATION:

For more information and links to Federal and State preservation legislation visit:

Minnesota SHPO: Preservation Legislation

<http://www.mnhs.org/shpo/review/legislation.php>



MINNESOTA HISTORICAL SOCIETY

As its fifth official act, Minnesota Territory’s pioneer legislature established the Minnesota Historical Society in 1849.

Key Preservation Players in Minnesota

	Governmental	Private Sector
National Level	National Park Service (NPS) - National Register of Historic Places	National Trust for Historic Preservation
	Advisory Council on Historic Preservation - Section 106 compliance	National Alliance for Preservation Commissions
State Level	Minnesota State Historic Preservation Office - Identify, evaluate, register and protect Minnesota's historic properties - Develop local history organizations and activities - Assist government agencies in historic preservation responsibilities	Minnesota Historical Society
	Minnesota Office of the State Archaeologist	Preservation Alliance of Minnesota
Local Level	Local Heritage Preservation Commissions	Historical Societies
		Local Advocacy Organizations



Federal Preservation Activity

Over the years, many federal actions have contributed to the preservation movement, while others sometimes created threats to older and historic properties. Some key dates are:

1889: Goodman Point Cabinet Order

This Department of the Interior order withdrew the area surrounding Goodman Point Pueblo (Hovenweep National Monument, Montezuma County, Colorado) from homesteading. This was the first federal action to protect archaeological resources in the United States of America.

<http://www.nps.gov/hove/planyourvisit/goodman.htm>

1906: American Antiquities Act (16 U.S.C. 431-433)

This law protects archaeological and paleontological resources on federal land from appropriation, injury or destruction. It establishes a permit system and penalties, orders collections placed in museums, enables rule making and authorizes the creation of National Monuments.

<http://www.nps.gov/history/local-law/anti1906.htm>

1935: National Historic Sites Act

The National Historic Sites Act of 1935 established the National Historic Landmarks (NHL) program and authorized the Secretary of the Interior to administer it. The program recognizes nationally significant buildings, sites and objects that represent the prehistory and history of the United States and to encourage their long-range preservation.

1949: Housing Act of 1949 and the 1954 Housing Act

Title One of the Housing Act of 1949 kick-started the “urban renewal” program that would reshape American cities. The Act provided federal funding to cities to cover the cost of acquiring areas of cities perceived to be “slums”. This increased pressure to demolish older properties, including those of historic significance. The Housing Act of 1954 established urban renewal, which encouraged demolition of older neighborhoods to construct new housing by among other things, providing FHA-backed mortgages.





1956: Federal Aid Highway Act

Popularly known as the National Interstate and Defense Highways Act, the legislation empowered state and federal governments to acquire rights-of-way for highways throughout America, often impacting older neighborhoods.

1966: National Historic Preservation Act

In 1966, Congress passed the National Historic Preservation Act which created the National Register of Historic Places, established grant programs for restoration projects and survey activity, and required review of federally funded, licensed and permitted projects for impacts on historic properties. The act also provided that each state, tribe and territory should establish a State Historic Preservation Officer to help administer the law in their individual jurisdictions, and the Advisory Council on Historic Preservation to serve as a presidential and congressional advisor on historic preservation matters.

1969: National Environmental Policy Act

While this legislation focused on ecology and biological resources, it came to influence procedures used to identify, designate and protect historic resources as well, and when some states adopted their own state level equivalents, they sometimes included cultural resources.

1976: Tax Reform Act

Provides for tax incentives to encourage preservation of commercial historic resources and a 60-month accelerated depreciation of certain rehabilitation costs for certified historic properties as well as a deduction for preservation easements.

1976: American Revolution Bicentennial

The Bicentennial spurred new interest in history and historic properties. This period saw a surge in local governments establishing preservation commissions.

1979: Archaeological Resources Protection Act (Public Law 96-95 as amended, 16 U.S.C. 470aa-mm):

This law defines archaeological resources, improves law enforcement, increases criminal penalties for harm or destruction of resources and allows for civil penalties. It also encourages increased cooperation between the public, professional archaeologists, and government authorities.

http://www.nps.gov/history/local-law/FHPL_ArchRsrcsProt.pdf



1980: Certified Local Government Program

The Certified Local Government Program (CLG) is a preservation partnership between local, state and national governments focused on promoting historic preservation at the grass roots level. Established as an amendment to the National Historic Preservation Act, the program is jointly administered by the National Park Service (NPS) and the SHPOs in each state, with each local community working through a certification process to become recognized as a CLG. CLGs then become an active partner in the Federal Historic Preservation Program and the opportunities it provides.



2006: Preserve America Summit

Held in New Orleans, this gathered leaders from across the nation to chart a strategy for preservation efforts nationwide.

2016: 50th Anniversary of the National Historic Preservation Act



G. Role of the Commission

How do local commissions fit into the state's heritage preservation system? Clearly, local governments were pivotal in creating the preservation movement, and thus commissioners play a crucial role in promoting good stewardship and the active use of historic properties.



The official roles and responsibilities are defined in local ordinances, but in general, commissions help to identify historic resources by sponsoring surveys and then promoting their recognition by publishing inventories of the resource results. They often will then work to have some of these resources designated as official landmarks and districts through local ordinances. Once properties are designated, alterations and improvements are reviewed for appropriateness by the commissions.



In addition to these formal administrative and regulatory roles, commissions work to promote good stewardship by sponsoring educational programs that build awareness of heritage and enhance skills in rehabilitation techniques. Other commission activities may include managing a markers program, presenting awards for meritorious preservation work and staging special events that highlight historic resources.

Commissions also build partnerships with other allied groups and individuals, such as the Main Street program, economic development offices and local historical societies to promote appreciation of historic resources and to encourage their continued use.

More information about commission roles, partnerships and specific programs are included throughout this manual.

H. Preservation Benefits

Minnesota's historic resources provide tangible links to the past, which enriches our sense of identity and the value of place. They also contribute to several key community objectives including economic development, environmental sustainability and livability.



Other benefits are less tangible, but nonetheless valuable. The scale and texture in the detail of historic buildings enrich our communities. Experiencing historic buildings also fosters civic pride, and in turn encourages citizen involvement in the community. This promotes improvement of personal property, and active engagement in our cities and towns. It is a means of fostering good citizenship.

The state's historic resources are essential components of Minnesota's identity. They enhance quality of life, economic vitality and environmental sustainability. Investment in these assets ensures that the social, cultural and economic attraction of the state is maintained and enhanced.

Economic Benefits

The economic benefits of investing in historic properties is well-documented. Because historic properties are finite and cannot be replaced, they can be precious commodities. Preservation therefore adds value to property. Other benefits center on rehabilitation projects and on the income generated by heritage tourism.



Historic Rehabilitation Projects

Direct and indirect economic benefits accrue from rehabilitation projects. Direct impact refers to the actual purchases of labor and materials, while indirect impact can be defined as expenditures associated with the project, such as manufacturing labor. These can be added to create the "total" impact. Preservation projects are generally more labor intensive, with up to 70% of the total project budget being spent on labor, as opposed to 50% when compared to new construction. This means that more of the money invested in the project will stay in the local economy and not be used towards materials and other costs manufactured or sourced outside the community. Furthermore, a rehabilitation project will provide functional, distinctive and affordable space for new and existing small businesses.



This is especially relevant to the local economy where many local businesses operate in historic buildings.

Heritage Tourism

Heritage tourism is another benefit of investment in historic preservation, as people are attracted to the cultural heritage sites within Minnesota. These resources provide visitors a glimpse into history and its contribution to state and national history. Cultural heritage tourism means traveling to experience the places that authentically represent the stories and people of the past and present. It includes cultural, historic, and natural resources. Heritage tourists spend more dollars on travel than other tourists. Heritage tourism also stimulates employment in hotels, bed and breakfasts, motels, retail stores, restaurants and other service businesses. Explore Minnesota provides more details: <http://www.exploreminnesota.com/index.aspx>

Economic Vitality

Historic preservation is a key factor in maintaining and enhancing local economies. The revitalization of Main Street has played a large role in preserving and reinvigorating historic downtowns and neighborhood commercial districts. The variety of strategies taken on by the Main Street Program have earned it a reputation as one of the most powerful economic revitalization tools in the nation, with over \$65.6 billion in reinvestment; 126,476 new businesses; and 260,011 buildings rehabilitated since 1980.

Environmental Benefits

Sustainable development and the conservation of resources are inherent central principles of historic preservation. Sensitive stewardship of the existing building stock reduces our environmental impact. Preserving and adapting a historic structure is sound environmental policy in all respects. In basic terms, re-using a building preserves the energy and resources invested in its construction, and removes the need for producing new construction materials.

Embodied Energy

Embodied energy is defined as the amount of energy included to create the original building and its components. Preserving a historic structure retains this energy.

Investment studies confirm that the loss of embodied energy associated with the replacement of an existing, unimproved building would take three decades or more to recoup from the reduced operating energy costs in a new building. Wood, stone, brick, and glass all manifest the energy investment of their creation and the energy invested in building construction. If demolished, this investment in embodied energy is lost and significant new energy demands are required to replace it. In addition, according to the Environmental Protection Agency, building debris constitutes around a third of all waste generated in the country. This can be reduced significantly if historic structures are retained rather than demolished.



Sustainable Building Materials

Historic building construction with the durable traditional materials of wood, stone, and brick were built for longevity, in a manner that allows for repairs to be conducted easily.

The sustainable nature of historic construction is best illustrated by the design and construction of a window. Historic windows can be repaired through reglazing and the patching and splicing of wood elements. Contemporary windows are often difficult to repair, with replacement as the only option. If a seal is disturbed in a vinyl window, the best approach is to replace that particular window, rather than repair the part, as is the case for a historic wood window. Older windows were built with well seasoned wood from stronger, durable, weather resistant old growth forests.

Building Energy Savings

Energy savings are not usually achieved by replacing original building fabric with contemporary alternatives. Repair and weatherstripping or insulation of the original elements is more energy efficient and much less expensive. As much as 50% of the energy lost from a house is from air infiltration through the attic, uninsulated walls, and around the windows and door cavities, and not through the glazing of windows and doors. Proper caulking and insulation around windows and doors, combined with adding insulation in attic space, will save energy at a higher rate than by replacing single paned wood windows with double or triple paned alternatives.



As governments across the state develop more focused sustainability programs, the environmental benefits of preserving historic building materials will become even more important. It is essential that preservation advocates actively participate in policy development along these lines.

Smart Growth

Historic preservation supports Smart Growth principles. It reduces the demand for creating new building materials, and “recycles” existing materials in place. In addition, historic neighborhoods and downtowns are pedestrian, bicycle and transit-friendly, reducing the need for automobile trips. Frequently developed with a mix of densities and uses, these neighborhoods and communities offer residents the option to walk or take transit to work, school, shop or play. Historic communities can provide needed housing for all income levels. Without developing new infrastructure, historic properties may be rehabilitated and updated at lower costs than building in new suburban tracts. Through new businesses, shops, and housing in existing buildings, the local tax base is enhanced while the use of existing infrastructure is maximized.

Livability Benefits

All of these benefits add up to an enhanced quality of life for residents. This equates to a livability factor that is highly valued. Living in walkable neighborhoods with convenient goods and services are often qualities of historic downtowns and older neighborhoods.

Building Strong Communities

Designation of local historic districts stabilizes and strengthens neighborhoods by protecting their character, typically enhancing property values as a result. Preservation programs also foster community pride, learning and creativity, thus making historic neighborhoods desirable places to live and work. Beyond protecting history and improving aesthetics, preservation also creates cultural vitality and defines community identity, which helps communities attract visitors and engage volunteers.

I. Preservation Incentives

Many incentives exist for preservation of historic properties. Many of these are financial while some focus on providing technical assistance. A variety of incentives are presented below.

Federal Financial Incentives and Programs

One of the ways the federal government encourages the preservation of historic buildings is through federal tax laws that benefit qualifying historic preservation projects. A project may qualify for a 20-percent investment tax credit if:

- It involves rehabilitation of a certified historic building used for income-producing purposes;
- The rehabilitation work follows the Secretary of the Interior's Standards for Rehabilitation; and
- The project receives preliminary and final approval from the National Park Service.

Property owners, developers and architects must apply for the tax credit through the Minnesota SHPO and are encouraged to work with SHPO staff to ensure that appropriate rehabilitation measures are followed. The SHPO then passes its recommendations on to the NPS for approval.

Certified Local Government Program (CLG)

CLG status enables the local government to apply for federal matching grants to preserve historic properties. This local-state-federal partnership encourages the integration of historic preservation into local government policy.

Low-Income Housing Tax Credit

The Tax Reform Act of 1986 allows for the acquisition and rehabilitation of low-income housing by providing different levels of tax credit depending on the scope of the project and any other federal funding involved. Property owners have 15 years to bring the project into compliance by making some or all units available on an income restricted basis.



The Minnesota Historical Society provides information on tax credits for historic structure rehabilitation and more on their website.

FOR MORE INFORMATION:

More information regarding incentives for the preservation of historic properties can be found at:

<http://www.mnhs.org/shpo/grants/>

A funding match is not required at any level in the Minnesota Historical & Cultural Heritage Grants program. Match, however, is always encouraged; in fact, it is listed as an additional criterion for evaluating grant applications. Demonstrated match is one indicator of local buy-in and commitment to a project. A match also demonstrates a community's investment in seeing a project through to completion.

Minnesota Historic Structure Rehabilitation State Tax Credits

The Minnesota Historic Structure Rehabilitation Tax Credit offers a 20% state tax credit for qualified historic rehabilitations, and parallels the existing federal rehabilitation tax credit. It also offers project investors an option of a grant in lieu of a credit, whichever option best suits a developer's tax situation, in order to maximize the efficiency of the public dollars assisting the project. The program requires an application with the State Historic Preservation Office before project work begins. The current sunset date for the program is 2021.

State Capital Projects Grants-In-Aid

The purpose is to support historic preservation construction projects for publicly owned buildings. There is typically one funding opportunity each fiscal year in the summer/fall, dependent on legislative funding. Matching funds must be matched at least 1 to 1 and may be cash, in-kind and/or donated services or materials contributed to the project. State funds may not be used as a match. Applicants are local or county governmental units eligible to receive state bond funds as defined in Minnesota Statutes 16A.695. State agencies or organizations primarily funded by the State of Minnesota are not eligible. The property for which funds are being requested must be publicly owned and must be listed in the National Register of Historic Places, or have been determined to be eligible for listing in the National Register by the State Historic Preservation Office.

Heritage Partnership Program

The Heritage Partnership Program, funded by the Arts & Cultural Heritage Fund of the Clean Water, Land and Legacy Amendment to the Minnesota Constitution. The program's goal is to build the capacity of eligible applicants





to preserve and enhance access to Minnesota's history and cultural resources by supporting the creation and development of sustainable, history-based partnerships throughout the state.

Historic Recognition Grants Program

The Historic Recognition Grants Program from the State's Arts and Cultural Heritage Fund will support history-related projects with a focus on commemoration of Minnesota's role in the American Civil War.



Small Cities Development Program (Department of Employment and Economic Development - DEED)

The Small Cities Development Program helps cities and counties with funding for housing, public infrastructure and commercial rehabilitation projects. The project must meet one of three federal objectives to qualify: benefit people of low and moderate incomes, eliminate slum and blight conditions or eliminate an urgent threat to public health or safety.



Local Programs

Little Falls, Minnesota

Little Falls operates a Heritage Preservation Commission Loan/Grant as part of the mission to preserve, protect and perpetuate the historic, cultural and aesthetic interests and values of the City. The low interest loan/grant fund has also been established to safeguard and enhance the sites and structures within these areas. In order to equitably administer these loan/grant funds from limited financial resources, the City has established a low interest loan/grant policy. Information on the policy can be obtained from City Hall.



Mankato, Minnesota

The City of Mankato offers forgivable and low interest loans for rehabilitation to commercial and residential properties within targeted areas. The targeted areas contain some of Mankato's oldest structures.

For commercial rehabilitation, the City offers 0% interest and deferred loans which are forgiven after 10 years of ownership. It is a 50% match program. The City also offers low interest loans which require a 1/3 match by use of a revolving loan fund. The City of Mankato has also used Community Development Block Grant Funds (CDBG) for commercial rehabilitation in the past and may continue to do so in the future.

The City of Mankato also provides a residential rehabilitation program for owner-occupied and rental residential rehabilitation for 0% interest and deferred loans which are forgiven after 10 years of ownership. A 0% or 20% match





may be required, depending on the household income. The rehabilitation must benefit low-to-moderate income households. CDBG funds are used for this program.

Albert Lea, Minnesota

The City of Albert Lea offers the Broadway Ridge Renewal Grant that will provide financial assistance to historic commercial property owners interested in facade improvements for the purpose of preserving the architectural character unique to Albert Lea. Eligible projects must be located in the National Commercial Historic Districts and grant money must be used to finance facade improvements. This program is a matching grant with varying amounts of money based on the size of the building and project.



Chaska, Minnesota

Chaska maintains two local financial incentives for preservation:

- Initial Architectural Feasibility Grant: up to \$500 available from the City of Chaska Economic Development Authority to evaluate and develop design recommendations for appropriate treatment of historic buildings
- Storefront Rehabilitation Loans: a revolving loan fund of up to \$50,000 (depending on the size of the historic building)



Minneapolis, MN

The Minneapolis Community Planning and Economic Development Department operates a Facade Improvement Matching Grant program that works to revitalize and sustain the economic vitality of the city's commercial districts through public/private investments in facade projects for commercial properties.

Other Potential Incentives

Low Interest & Zero Interest Loan Programs

Some communities offer special loan programs to promote rehabilitation. For example, a community may provide 0% interest loan funds to residential and non-residential historic properties. Loan funds are repaid to the City only through the sale or transfer of the property. Funds returned to the City are recycled back into the program, providing an ongoing source of dollars for additional projects.



Exemptions and Variances

Some local governments may also offer exemptions to some local regulations. Variances for encroachments, including reconstruction of missing historical features are examples. Others may waive parking requirements or permit some uses that otherwise would not be allowed in the particular zone district.



Technical Assistance

Some communities offer a small grant to assist in securing professional consultation related to historic buildings. A design assistance program aims to help property owners minimize the impacts of additions, alterations and new construction on neighbors and on the overall character of the historic district. This type of educational program is an educational solution for many of the problems with design compatibility in historic areas. The program enables owners to utilize the expertise of qualified consultants with documented experience in compatible historic design, for new construction and alterations as well as for project planning. The City of Stillwater offers technical assistance in the form of pre-design assistance, which is available to property owners seeking understanding of the local district guidelines. This opportunity helps ensure property owners





design a project that will not only meet the guidelines but that will fit within the local district. While these meetings are generally held with City staff, the Stillwater HPC will meet with a property owner prior to application submittal to provide feedback and informal recommendations of preliminary design concepts.



Main Street programs are also available for technical assistance through a competitive national award program. Projects must be in the areas of Strategic Organizational Planning, Fundraising, Leadership/Board Development and/or Diversity. This program allows a community to receive technical assistance or training directly from experts from the National Main Street Center.

Easements

Preservation easements on property provide income and estate tax deductions for charitable contributions of partial investments in historic property. In donating an easement, an owner transfers control of designated portions of a property to an eligible easement holding organization. Typically, the exterior envelope is conveyed. As a result, any subsequent maintenance work and alterations are subject to the approval of the easement holder. Donors use incentives available in the federal income tax code, which acknowledge easements as charitable contributions. In some cases, this benefit is combined with other state and local charitable gift incentives. Many owners of income-producing properties join this donation benefit with state and federal tax incentives for rehabilitation of certified historic properties. Owners develop these overall tax strategies with their financial advisors. Easement holding organizations exist locally in some communities, and at the state and national levels. The Preservation Alliance of Minnesota is one such organization in the state that operates an easement program.

Local Resources That Can Help

Local Government Websites

Many local governments maintain a preservation page on their website. These often contain useful links to assistance programs and preservation partner organizations.

Local Historical Societies

Historical societies usually focus on promoting awareness of local heritage, maintaining archives and material collections, and operating museums. They often hold records related to historic properties that can be useful in developing rehabilitation plans, historical surveys and tours.

Statewide Resources That Can Help

Minnesota Historical Society

The Minnesota Historical Society preserves Minnesota's past, shares our state's stories and connects people with history in meaningful ways, for today and for tomorrow.

Since 1849, the Minnesota Historical Society has grown to become one of the largest and most prestigious historical societies in the country. It plays an important role in the state of Minnesota's historic preservation, education and tourism, and provides the public with award-winning programs, exhibitions and events.

Minnesota Office of the State Archaeologist

The Office of the State Archaeologist is one of many governmental organizations with a role to play in protecting Minnesota's archaeological resources. Minnesota's archaeological professionals work in close cooperation with the state archaeologist. The state archaeologist is the chief public contact for archaeology in Minnesota. Included in the state archaeologist's role is an obligation to promote archaeological education.

Minnesota Archaeological Society

This private, nonprofit organization is dedicated to the preservation and study of archaeological resources in the Upper Midwest. The organization presents slide lectures on current fieldwork and research, offers classes in fieldwork methods and artifact analysis, provides opportunities to





take part in field projects and opportunities to attend special events such as the Midwest Archaeological Conference.

Preservation Alliance of Minnesota

The Preservation Alliance of Minnesota is a statewide nonprofit organization that works toward the use, reuse and preservation of historic buildings and sites throughout the state. The organization runs a variety of programs including educational outreach classes and workshops, the Old Home Certified program that is the Minnesota Realtor designation that was developed by and is only offered by the organization, professional support to developers, investors, engineers, architects, and business owners, and the Minnesota Main Street Program, just to name a few.

Minnesota Main Street is a Main Street America™ Coordinating Program and provides local Main Street communities with the training, tools, information and networking they need to reinvigorate their commercial districts. Faribault, Winona and New Ulm are just a few of the places benefiting from Main Street's education and proven preservation-based economic development.

National Resources That Can Help

The National Park Service

The National Park Service is one of the United States' leading agencies for history and culture. In addition to preserving important historic sites within national park boundaries, the National Park Service works beyond those boundaries to ensure that everyone's history is saved. The Cultural Resources Stewardship, Partnerships, and Science Directorate provides leadership for the protection and interpretation of the nation's heritage, guides a national historic preservation program that embraces national parks and heritage resources, engages all American peoples with the places and stories that make up their national identity, and serves as a model for the stewardship of cultural resources throughout the world.

The National Trust for Historic Preservation

The National Trust for Historic Preservation, a privately funded nonprofit organization, works to save America's historic places. Based in Washington, D.C. and with a network of regional offices, the Trust works in the field of

historic preservation throughout the United States. The member-supported organization was founded in 1949 by congressional charter to support the preservation of America's diverse historic buildings, neighborhoods and heritage through its programs, resources and advocacy. In addition to leading campaigns and advocacy, the National Trust provides a growing educational resource through the Preservation Leadership Forum that offers articles, journals, case studies, conferences and training. The National Trust issues the quarterly Preservation magazine and produces the "PreservationNation" blog, which features stories about people and places in the wider preservation movement. The National Trust's current work focuses on building sustainable communities through the adaptive reuse of historic spaces; preserving and empowering cultural diversity through protecting sites of cultural significance; advocating for greater stewardship of historic places on public land; and leading innovation in the management of historic properties.



Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation (ACHP) is an independent federal agency that promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation policy.

The goal of the National Historic Preservation Act (NHPA), which established the ACHP in 1966, is to have federal agencies act as responsible stewards of our nation's resources when their actions affect historic properties. The ACHP is the only entity with the legal responsibility to encourage federal agencies to factor historic preservation into federal project requirements.

As directed by NHPA, the ACHP serves as the primary federal policy advisor to the President and Congress; recommends administrative and legislative improvements for protecting our nation's heritage; advocates full consideration of historic values in federal decision making; and reviews federal programs and policies to promote effectiveness, coordination and consistency with national preservation policies.



National Conference of State Historic Preservation Officers

The National Conference of State Historic Preservation Officers (NCSHPO) is the professional association of the State government officials who carry out the national historic preservation program as delegates of the Secretary of the Interior pursuant to the National Historic Preservation Act of 1966, as amended (NHPA) (16 USC 470).

The NHPA provides for the designation of a State Historic Preservation Officer (SHPO) in each state. SHPOs:

- Locate and record historic resources;
- Nominate significant historic resources to the National Register of Historic Places;
- Foster historic preservation programs at the local government level and the creation of preservation ordinances;
- Provide funds for preservation activities;
- Comment on projects under consideration for the federal historic preservation tax incentive;
- Review all federal projects for their impact on historic properties in accordance with Section 106 of the Act and the regulations of the Advisory Council on Historic Preservation; and
- Provide technical assistance on rehabilitation projects and other preservation activities to federal agencies, state and local governments, and the private sector.

The NCSHPO is a 501(c)(3) corporation registered in the District of Columbia. The NCSHPO acts as a communications vehicle among the SHPOs and their staffs and represents the SHPOs with federal agencies and national preservation organizations. Questions about historic preservation in individual states (i.e. a federal project, listing in the National Register of Historic Places, tax incentives) should be directed to the respective state.

National Alliance of Preservation Commissions

The National Alliance of Preservation Commissions was founded in 1983 in response to amendments to the National Historic Preservation Act of 1966. These amendments provided financial assistance to local governments that met requirements of the Certified Local Government program, including the establishment of a local preserva-

tion ordinance and commission. NAPC provides a forum for commissions to discuss mutual problems and to serve as a national voice representing the particular needs of commissions.

NAPC provides technical support and manages an information network to help local commissions accomplish their preservation objectives. Programs include a biennial FORUM conference and Commission Assistance and Mentoring Program (CAMP®). NAPC also serves as an advocate at federal, state and local levels of government to promote policies and programs that support preservation commission efforts.

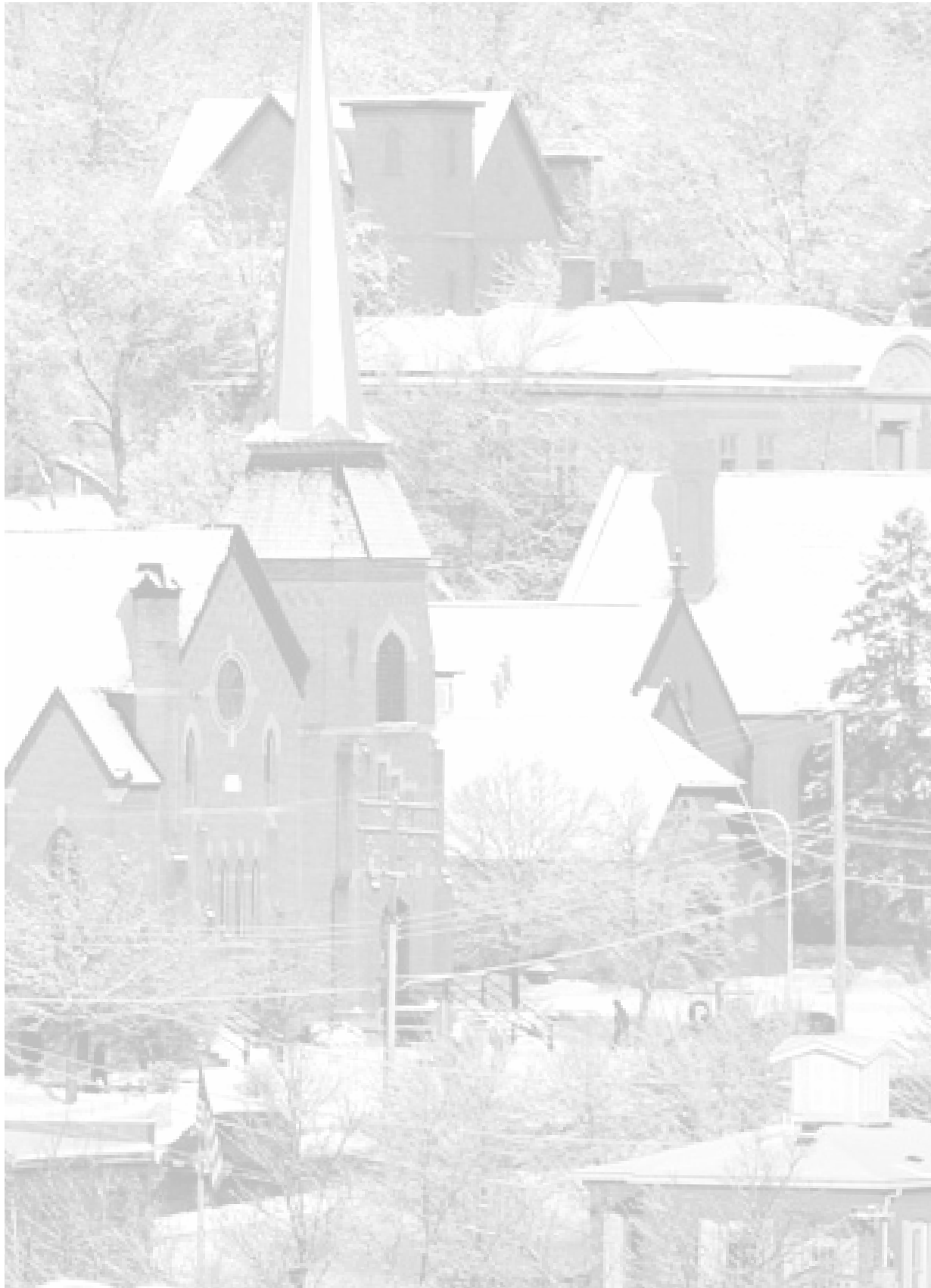
Preservation Action

Preservation Action is a 501(c)4 nonprofit organization created in 1974 to serve as the national grassroots lobby for historic preservation. Preservation Action seeks to make historic preservation a national priority by advocating to all branches of the federal government for sound preservation policy and programs through a grassroots constituency empowered with information and training and through direct contact with elected representatives. Preservation Action is the only national non-profit dedicated exclusively to lobbying for the best preservation policies at the federal level.

The Archaeological Conservancy

The Archaeological Conservancy is the only national, non-profit organization that identifies, acquires and preserves the most significant archaeological sites in the United States. Since its beginning in 1980, the Conservancy has now preserved 500 sites across the nation, ranging in age from the earliest habitation sites in North America to a 19th-century frontier army post.





CHAPTER 2: LEGAL FOUNDATIONS

A Starting Question

You are a member of your local preservation commission, which is considering the designation of the city's oldest house as a historic landmark. The owner, who objects to the designation, has asked if the city has a right to do so. How do you answer? What is the legal basis for regulations related to preservation?

This chapter answers those questions and also provides an overview of some basic procedural requirements that local commissioners must know in order to operate appropriately.

A QUICK ANSWER:

"Fundamentally, communities do have the right to protect historic properties. However, they must do so within the parameters of laws that affect regulation of property and they must employ accepted operating procedures."

Tom Mayes, Legal Counsel, National Trust for Historic Preservation

In This Chapter:

- A. Legal Basis
- B. How Do We Find What is Historically Significant?
- C. Tools Used to Identify Historic Properties
- D. How Do We Officially Recognize Properties of Historic Significance?
- E. How Does the National Register of Historic Places (NRHP) Designation Work?
- F. How Does Local Designation Work?
- G. What Legal Issues May Be Raised?

LEGAL REFERENCES

The National Trust for Historic Preservation maintains numerous articles and web-pages related to preservation, which are a valuable reference for local commissioners:

Glossary of Preservation Law Terms

<http://www.preservation-nation.org/information-center/law-and-policy/legal-resources/preservation-law-101/glossary-of-preservation-law-terms.html#.VvBJHGQrJQo>

Preservation Law 101

<http://www.preservation-nation.org/information-center/law-and-policy/legal-resources/preservation-law-101/#.Vz9v-OcrK02>

Federal Laws Chart

<http://www.preservation-nation.org/information-center/law-and-policy/legal-resources/preservation-law-101/federal-law/federal-laws.html#.Vz9w-ZucrK01>

Other references

Layperson's Guide to Preservation Law: Federal, State, and Local Laws Governing Historic Resources

OBJECTIVE CRITERIA:

It is important that surveys be conducted in an objective manner, using criteria that have been adopted by the commission. These should be consistent with those employed by the Secretary of the Interior, but may include other criteria as well.



A. Legal Basis

Community Preservation Ordinance

The preservation ordinance is the key legal tool that establishes the commission, assigns powers and establishes basic processes for designating properties, conducting design review and engaging in other activities to which it is assigned. Preservation ordinances are among the most powerful tools available to local governments to preserve historic places and to protect their community's character. Counties and municipalities may designate individual buildings and districts as historic. While these properties may also be listed in or eligible for the National Register of Historic Places, local designations are made solely by the local government.

Rules Of Procedure

In addition to the ordinance, commissions should adopt rules of procedure. These describe in more detail the steps for conducting business. They may be adopted separately, but sometimes are embedded in the preservation ordinance.

Some typical provisions in rules of procedure are:

Meetings

- Schedule for (e.g., once a month)
- Attendance requirements (maximum of excused absences)

Filing an application

Schedule for filing an application in advance of a hearing. Submittal requirements, such as:

- Application form
- Building permit application
- Drawings and specifications of proposed work
- Photographs of property and its setting

Public notification of a hearing

- A sign posted at the site
- A published announcement

Process for public comment

- At a public hearing
- Prior to a public hearing

Public hearing process

- Receiving applicant's presentation
- Receiving staff comments
- Receiving comments from the public
- Questions by the commission

Decision-making

- Requirement of a quorum
- Rules for discussion among the commission
- Making a motion
- Voting
- Disposition of the agenda item (by vote)
 - Approval as submitted
 - Approval with modifications indicated at the meeting
 - Continuation to another meeting
 - Denial

Consent docket

In order to expedite decisions and manage meeting time effectively, commissions may assign projects to a "consent docket," in which all items are approved in a single motion in cases where there are no adverse comments by fellow commissioners, staff, or the public. Procedures permit removing an item from the consent docket if there are concerns to address.

Pre-application conference

A meeting before the formal hearing is a valuable way to assure that a proposal is headed in the right direction. Scheduled with staff, this provides an opportunity to advise applicants before they expend substantial time and money on a design proposal.

Recording decisions

The rules of procedure will also describe the requirements for recording decisions. Most hearings are audio or video recorded to retain a basic record of the proceedings. Written minutes, including decisions, are usually prepared.



FOR MORE INFORMATION:

The City of Excelsior's historic preservation ordinance provides a model example for other communities around Minnesota that are looking to update their historic preservation ordinance or to write a new historic preservation ordinance. To read Excelsior's full ordinance, visit https://www.municode.com/library/mn/excelsior/codes/code_of_



UNIFIED CODES:

Note that in some communities that have adopted a unified development code, the preservation ordinance will be a sub-section. Some standard elements of a preservation ordinance may in fact be located in different parts of the code. Meeting procedures, enforcement and appeals, for example, may be the same as for other boards and commissions and therefore will be found in a different part of the community's regulations.

Administrative approval

The rules of procedure may also define a process for administrative approval and define project types that fall under this category. Generally, projects eligible for administrative review are limited to minor alterations and repairs that replace features in-kind.

Ex parte communication

A key consideration is how to handle communications about a pending application that occur outside the public hearing (*ex parte*). This may be a casual encounter with the applicant on the street, for example, in which they make a comment about their project. While such communication should be avoided, it is not always possible to do so. If an *ex parte* communication does occur, the rules of procedure usually require that fact to be announced at the hearing, and the commissioner involved may recuse him or herself from participating in a discussion about the property, if there is concern about a conflict of interest.

Location of rules of procedure

In many cases, the rules of procedure are adopted as a stand-alone document. This facilitates amending it without requiring changes to the preservation ordinance. Even so, some of these procedures may be included in the preservation ordinance. Furthermore, in communities that have adopted a unified development code, in which several "stand-alone" ordinances are consolidated, some procedural requirements that apply to all boards and commissions may be located in separated sections of the development code.

Key principles for the ordinance

Local preservation ordinances vary widely, but the National Trust for Historic Preservation recommends that they comply with these five cardinal land-use principles:

1. An ordinance must promote a valid public purpose. That is, it must in some way advance the public health, safety, morals or general welfare.
2. An ordinance must not be so restrictive as to deprive a property owner of all reasonable economic use of their property.
3. An ordinance must honor a citizen's constitutional right to "due process." In other words, fair hearings must be provided and rational procedures must be followed in an ordinance's administration.
4. An ordinance must comply with relevant state laws.
5. An ordinance must apply with equal force to everyone. That's called "equal protection" of the law.



Basic Elements of a Preservation Ordinance

1. Statement of Purpose

Clearly state its public purpose.

2. Preservation Commission Established

Describe the qualifications of commission members as well as their terms of office.

3. Commission Powers and Duties

Typical duties: to conduct historic surveys, maintain inventories, undertake design review and keep adequate records of actions.

4. Criteria for Designating Historic Properties

Establish basic, objective criteria for evaluating significance.

5. Procedures for Designating Historic Landmarks and Districts

See “due process” requirements described later in this chapter.

6. Reviewable Actions and Procedures

Describe what types of changes --e.g., demolitions, building/landscape alterations or new construction in historic districts-- are subject to review.

7. Standards for Review

These may be broad standards, which can then be elaborated in more detail in accompanying design guidelines.

8. Economic Hardship

Include a process and standards for evaluating economic hardship claims.

9. Interim Protection Provisions

Provide for interim protection for buildings nominated but not yet designated.

10. Minimum Maintenance (Demolition by Neglect)

Include “affirmative maintenance” provisions to prevent negligence in maintenance.

11. Enforcement and Penalties

Define penalties for violating the ordinance.

12. Appeals

Establish a method for appeals by aggrieved parties. State and local laws determine how appeals are made.

B. How Do We Find What is Historically Significant?

Identifying which properties have historic significance is an initial, and important, step in a local preservation program.

Professionals, historians, preservationists and architects work with staff, commission members and advocates to evaluate properties, using adopted standards that are recognized nationally. They employ a variety of research tools to assist them in making those determinations. These nationally-recognized standards are created and maintained by the Secretary of the Interior through the National Park Service.

C. Tools Used to Identify Historic Properties

Surveys

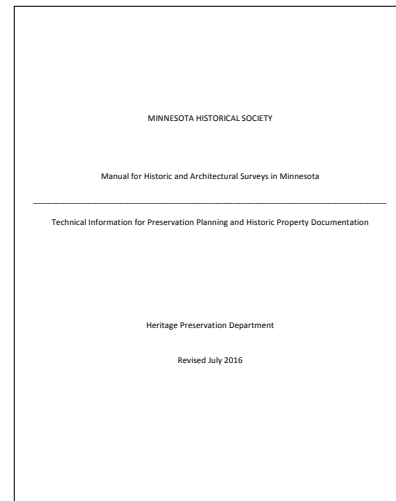
In a historic resource survey, information is collected about the history and condition of properties in a targeted area.

The survey process includes a field inspection, collecting historic information about the physical and cultural history of the property and documenting it in photographs, drawings and maps. Additionally, the survey will include a description of the key characteristics of individual properties as well as the defining characteristics of groups of buildings.

The Minnesota Historical Society and Minnesota SHPO have prepared two manuals, Guidelines for History/Architecture Projects in Minnesota and SHPO Manual for Archaeological Projects in Minnesota. These documents guide survey projects and ensure that the information gathered is consistent and reliable.

CERTIFIED LOCAL GOVERNMENT STATUS

The State Historic Preservation Office (SHPO), and the National Park Service, certify local governments to participate in state and federal preservation programs. As a Certified Local Government (CLG), a community is eligible for special grants and tax incentive programs. Maintenance of CLG status, however, includes specific responsibilities. This includes maintaining a system for survey and inventory of historic properties.



Cover to the Manual for Historic and Architectural Surveys in Minnesota created by the Minnesota Historical Society

FOR MORE INFORMATION:

For more information on the survey process for please review:

Guidelines for History/ Architecture Projects in Minnesota

http://www.mnhs.org/shpo/survey/docs_pdfs/HistoryArchitectureSurveyManualOctober2010.pdf

SHPO Manual for Archaeological Projects in Minnesota

<http://www.mnhs.org/shpo/survey/archsurvey.pdf>

NOTE:

An INVENTORY is distinct from official designation as a historic resource in a historic REGISTER, in that being on the inventory usually does not involve regulation of property, whereas official designation as a landmark does.



Inventories

An inventory is a catalog of survey information, organized by individual property addresses, that is maintained by a community. It includes those properties identified as having significance, as well as others that have yet to be evaluated, and those that have been evaluated and found to lack historical significance. Inventories can be managed at both the state and local level.

State Level

The Minnesota SHPO runs an ongoing statewide survey program that has recorded more than 70,000 historic structures and approximately 18,000 archaeological sites representing every county in Minnesota. This information, housed 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.

These inventories contain 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.

INTENSIVE LITERATURE SEARCH AND PHASE I/II ARCHAEOLOGICAL INVESTIGATIONS FOR THE ST. CROIX RIVER CROSSING PROJECT, WASHINGTON COUNTY, MINNESOTA

S.P. 8217-12; TH: 36
Mn/DOT Agreement No. 86487
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SHPO Number 2003-3438

Authorized and Sponsored by:
Minnesota Department of Transportation
and the Federal Highway Administration

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with a contribution by
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Two Pines Resource Group, LLC
17711 260th Street, Shafer, MN 55074
04-02

Establishing Criteria for Historical Significance

Commissions apply a set of formally adopted criteria when evaluating survey information about properties. These are generally consistent with those established by the Secretary of the Interior for evaluating eligibility to the National Register of Historic Places.

Typically, in order to be eligible for listing as a property of historic significance, it must first meet a set of threshold criteria related to age and integrity, and then must meet criteria related to significance. Historic significance threshold criteria are:

Age

Generally, a property must be 50 years old or older at the time of nomination. There are exceptions to this rule, however, to accommodate significant modern buildings.

Significance criteria

A property must then have significance in one or more categories. Typical categories are:

- Association with historic events or trends
- Association with individuals who made a demonstrable and lasting contribution
- Architectural merit
- Potential to yield information that will contribute to a better understanding of our past

Historic contexts and themes

Historic contexts discuss the patterns and trends that produced individual properties in the community. The core premise is that properties represent interweaving factors in history and did not occur in isolation. These are used in understanding potential significance. Themes group information related to historic resources based on a subject, specific time period or geographic area. The relative importance of individual historic resources is better understood by determining how they fit into a theme. Individual historic resources may relate to more than one theme.



INTEGRITY:

In addition to demonstrating significance, a property must retain physical integrity to reflect that significance; it must not have been substantially altered since the period when the event occurred, or the person lived there. That is, it must retain its "integrity."

Integrity

A property must retain integrity of:

- Location
- Design
- Setting
- Materials
- Workmanship
- Feeling
- Association

It must retain sufficient integrity in many of these aspects to convey its historical, cultural, or architectural significance.

Contributing Property



This building retains its integrity

Contributing Property with Some Alterations



Although somewhat altered, this building retains sufficient integrity

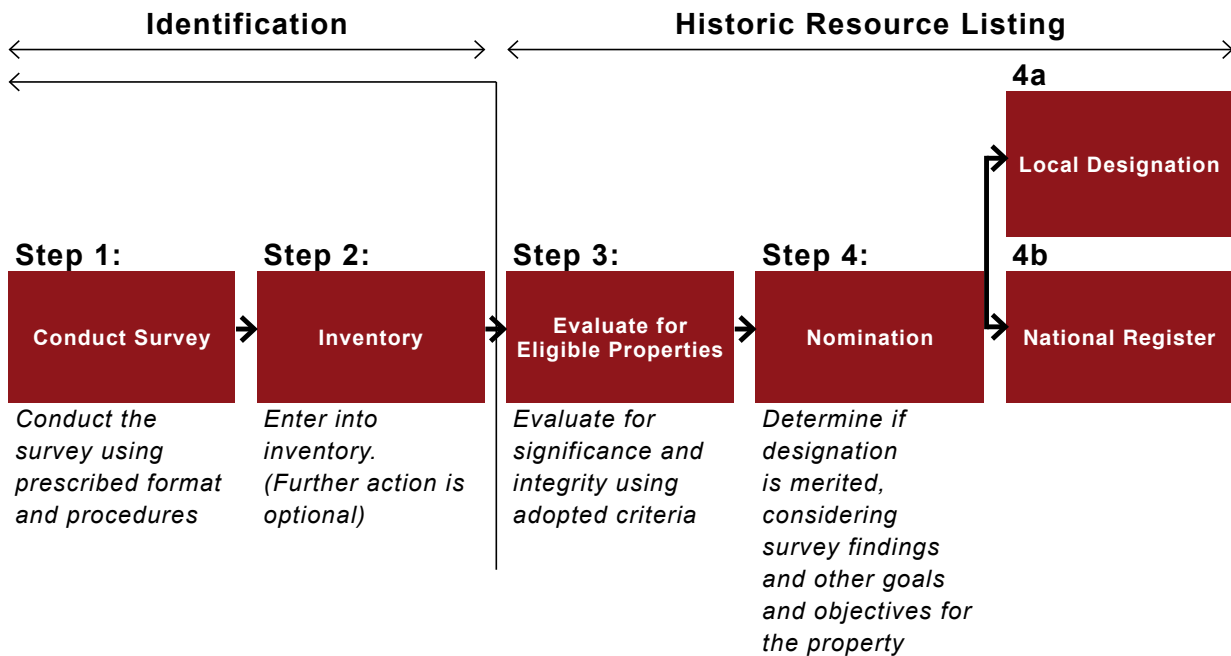
Non-Contributing Property with Major Alterations



This building does not retain its integrity

The Identification and Designation Sequence

Commissions use an orderly process for conducting surveys and entering the data into an inventory. They then evaluate the significance of properties, and next decide how to respond to those findings. This may lead to nomination to one or more historic registers. This chart displays the identification process, in combination with the subsequent, optional, designation process.



SURVEY VS. DESIGNATION:

It is important to distinguish surveys from the separate process of historic designation and protection. Surveys gather information about the history and characteristics of properties, while designation lists a property as having legal historic status. A survey may determine that a property is eligible for designation, but it does not initiate designation proceedings. Often, eligible properties remain undesignated.

Although historic surveys do not officially designate properties as historic, the information gathered is useful to build awareness of historic buildings and sites and inform property owners of potential benefits and incentives that may be available.



D. How Do We Officially Recognize Properties of Historic Significance?

Once determined to have significance, properties may be designated as “landmarks” or as part of a “historic district” in a process that follows legal requirements. “Historic Register” is a term that refers to a listing of properties that are officially designated as historic and appear in either the National Register of Historic Places and/or a local register. Properties on a historic register may be eligible for special benefits and subject to specific requirements.

Types Of Designation

Historic properties may be designated at one or more of these levels:

- Federal (The National Register of Historic Places)
- Local government level

Since properties may be designated at more than one level, this may be confusing to the public, and it is important that commissioners be clear which they are referring to when they are discussing designation.

Rev: 03.31.97

MINNESOTA ARCHAEOLOGICAL SITE FORM

OFFICE OF THE STATE ARCHAEOLOGIST
Fort Snelling History Center, St. Paul, MN 55111 (612) 725-2411

STATE HISTORIC PRESERVATION OFFICE
345 Kellogg Boulevard W., St. Paul, MN 55102 (651) 296-5434

OSA License #: _____ SHPO RC #: _____

Date(s) of Fieldwork: _____ New Site _____ Site Update _____

SITE #: 21- _____ Site Name: _____ Field #: _____

LOCATIONAL INFORMATION (attach USGS topographic quad and sketch map with site location outlined)

County: _____ City/Twp. Name: _____ SHPO Region: _____

USGS 7.5' Quadrangle Map (name and year): _____

Township: _____ Range: _____ Section: _____ ¼ Sections (at least 2): _____
Township: _____ Range: _____ Section: _____ ¼ Sections (at least 2): _____
Township: _____ Range: _____ Section: _____ ¼ Sections (at least 2): _____

UTM Site Coordinates (use 1927 datum; identify center point only):
Zone _____ Easting _____ Northing _____

Other locational information: _____

SITE CHARACTERISTICS

Acreage: _____ Site Dimensions (both horizontal and vertical/depth, in metric): _____

Features (✓all that apply): _____ earthwork _____ depression _____ foundation _____ other _____ none

describe: _____

Site Description (✓all that apply and describe):
_____ single artifact _____ artifact scatter _____ lithic scatter _____ earthwork/mound
_____ structural ruin _____ rock alignment _____ rock art _____ cemetery/burial
_____ standing structure (SHPO structure # if known): _____ other: _____
describe: _____

Inferred Site Function (must specify): _____

Current Land Use (✓all that apply):
_____ cultivated _____ woodland _____ commercial _____ unknown
_____ fallow _____ recreational _____ industrial _____ other: _____
_____ grassland _____ road _____ residential _____

Surface Visibility
_____ excellent _____ good _____ fair _____ poor _____ none

Degree of Disturbance (✓and describe):
_____ minimal _____ moderate _____ heavy _____ destroyed _____ unassessed
describe disturbance type(s): _____

Current Threats to Site:
_____ erosion _____ development _____ agricultural _____ none known _____ other: _____

Example of archaeology designation form.

E. How Does The National Register of Historic Places (NRHP) Designation Work?

The National Register is a program of the U.S. Department of the Interior, National Park Service. It recognizes districts, buildings, structures, objects and sites for their significance in American history, archeology, architecture, engineering or culture, and identifies them as worthy of preservation. It is administered at the State level by the Minnesota Historical Society Heritage Preservation Department. Note that while it is named the “National Register,” properties may only be significant at a state or even a local level. They must, however, meet the National Register criteria.

National Register listing process

Listed properties span a wide variety of types and periods, ranging from prehistoric archeological sites to buildings of the recent past, and include rural landscapes, urban and suburban neighborhoods, bridges, sailing vessels and more.

Effect on property owners

Listing in the National Register honors the property by recognizing its importance to the community, state or to the nation, and confers a measure of protection from harm by federal or state activities. It does not, however, place any restrictions on the actions of private property owners.

Listing in the National Register is also the effective threshold for eligibility for a variety of programs designed to assist in the preservation of significant properties, including federal and state tax credits for certain types of rehabilitation work. Other financial incentives for preservation include grants and loans.

Donations of preservation easements on Register-listed properties also may qualify for charitable tax deductions.

Note that listing in the National Register does not restrict private property owners in disposition of their property, as distinguished from LOCAL listing, which is described

NATIONAL REGISTER LISTING IN MINNESOTA:

1,600 Minnesota listings, encompassing over 7,300 properties from all counties in the state, including 201 historic districts, can be found on the National Register of Historic Places (NRHP), the nation’s official list of properties deemed worthy of preservation. In Minnesota, the National Register program is administered by MNHS’s Heritage Preservation department.

Please visit the link below for a list of Nationally Registered Places in Minnesota:

www.mnhs.org/nrhp

NATIONAL REGISTER OF HISTORIC PLACES:

The National Register was enacted by Congress in the National Historic Preservation Act of 1966. This established a process for nominating properties to the register and provided for a system of criteria to use in determining significance.

THE COMMISSION'S ROLE:

Note that the commission's role is advisory in the designation process. The governing body makes the formal decision.



below. A property listed only in the National Register may be altered or demolished, following general building and demolition codes of local communities.

F. How Does Local Designation Work?

The legal basis for local designation

At the local level, historic properties are designated under the community's "police power." The parameters for establishing local preservation regulations are set forth in Section 471.193 "Municipal Heritage Preservation" of the Minnesota Statutes. This section is considered "enabling legislation," because it sets forth the range of powers that local governments may use in promoting historic preservation. Any local ordinance must be in agreement with the applicable state enabling legislation as county and municipal governments can only exercise those powers specifically delegated to them by the state.

Designation is a form of zoning overlay

A property may be designated as a historic resource under local zoning laws. This, of course, is the type of designation that local preservation commissions deal with most of the time.

A community may adopt regulations related to preservation of historic properties, which can include a process for officially designating resources to a register. Adopted by



ordinance, this may provide for review of alterations and demolition as well as make certain incentives available to eligible properties. It is this designation that preservation commissions use in their review and permitting roles.

G. What Legal Issues May Be Raised?

Even though local governments have the right to designate and regulate properties, historic preservation ordinances and commissions may face legal challenges. Often these are raised as concerns during the designation and design review processes, and sometimes they may even lead to formal consideration in the courts. This section discusses some of the most common legal issues a commission may face and some best practices that commissions should follow to protect themselves from legal vulnerability.

Takings

One of the most frequently challenged issues is whether designating private property as “historic” and thus subjecting it to government regulation constitutes a “taking” for which the government unit must pay. The term “taking” derives from a provision in the Fifth Amendment to the U.S. Constitution that states that private property shall not “be taken for public use, without just compensation.”

In general, the courts have interpreted a “taking” to occur only when no viable use of the property remains from the governmental action. That is, limiting use, or in some cases, prohibiting certain alterations or even demolition, is not considered a taking.

The courts have upheld local governments’ ability to regulate for preservation, finding that the restrictions that may be applied do not constitute a taking. That said, the courts do consider closely if a property owner’s rights for due process have been followed.

SPECIAL LEGAL ISSUES:

Chapter 7 discusses some other special legal issues:

- A. Economic Hardship
- B. Demolition By Neglect
- C. Enforcement



FOLLOWING DUE PROCESS:

Commissioners should take care in their actions to assure that procedural due process is provided.



March 28, 2016
NOTICE OF PUBLIC HEARING
The City of Mankato Heritage Preservation Commission will hold a public hearing regarding the following request on Thursday, April 14, 2016 at 4:00 p.m., in the Minnesota Valley Room located on the first floor of the Intergovernmental Center, 10 Civic Center Plaza, Mankato, MN. The purpose of this hearing is to consider the following:
** Request of Planning Agency and Heritage Preservation Commission for an ordinance amending Section 10.82, Subdivision 20 relating to locally designated heritage properties - Wenzl Huetfl Tailor Shop. The property is described as the Northerly 22 feet of Lot 1, Block 17, except the rear or Easterly 34 feet of the Northerly 22 feet of Lot 1, Block 17, Map of Mankato, Blue Earth county, M.T. (329 N. Riverfront Drive).
Paul Vogel
Director of
Community Development

Example of public hearing notice

FOR MORE INFORMATION:

Federal Preservation Laws

<http://www.preservation-nation.org/information-center/law-and-policy/legal-resources/preservation-law-101/federal-law/#.VuMEgYwrJQo>

Procedural Due Process

While local governments do have the right to regulate properties for preservation, they must do so following procedural due process. That is, each affected property owner must be given proper notification of pending governmental action, and be provided the appropriate hearing of their concerns.

Procedural due process is essentially based on the concept of “fundamental fairness.” Procedural due process refers to the manner in which government actions are carried out, that is, the actual process of decision-making.

Procedural due process requires:

- Advance notice of the proceedings
- Final notice of the decision reached
- Opportunity for individuals directly affected by the proposed governmental action to be heard

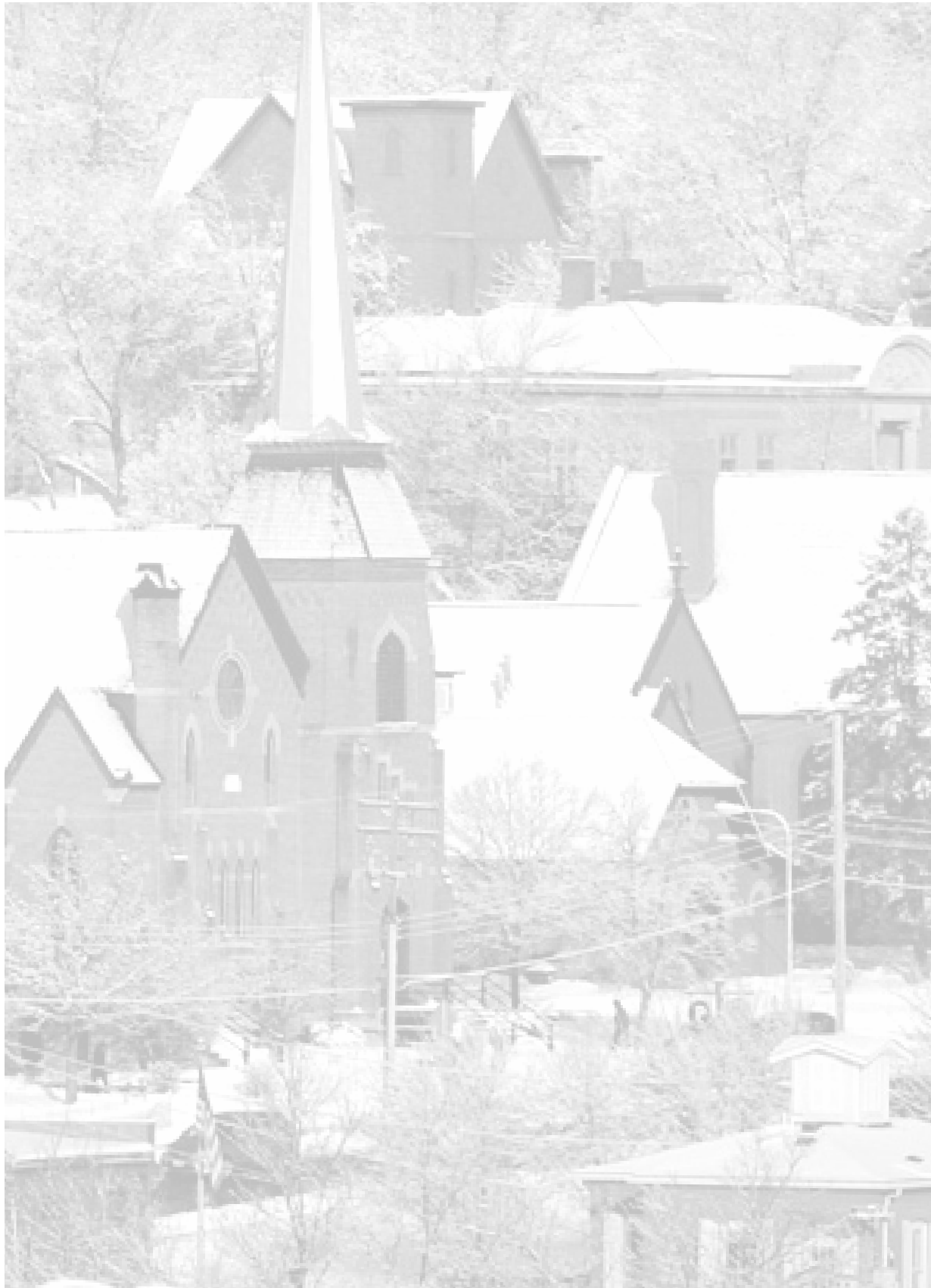
Commissioners should take care in their actions to assure that procedural due process is provided, such as notifying applicants of hearing dates and providing time for public comment during a hearing. Local governments, including all boards and commissions, must also adhere to the Minnesota Open Meeting Law that was originally enacted in Laws 1957, chapter 773, section 1. It is now codified in Minnesota Statutes, chapter 13D. The Minnesota Supreme Court has articulated three purposes of the open meeting law:

- To prohibit actions being taken at a secret meeting where it is impossible for the interested public to become fully informed about a public board’s decisions or to detect improper influences
- To assure the public’s right to be informed
- To afford the public an opportunity to present its views to the public body

Substantive Due Process

Substantive due process is a related concept. It addresses the rationality or reasonableness of the substance of the decision itself. It requires that the decision be based on the evidence on the record as applied to the standards and criteria in the ordinance. It also protects individuals from bias, conflicts of interest, and other factors bearing on the impartiality of the decision-makers. Commissions should take care to make findings of fact and reference all applicable standards and criteria when taking action on a property. Commissioners must also recuse themselves from discussions about applications, properties, or issues if there is a real or perceived conflict of interest. Failing to do so could create legal vulnerabilities for the individual, the commission, and the local government if the decision is challenged in the future.





CHAPTER 3: DESIGNATING PROPERTIES

A Starting Question

A property owner wants to designate their property as a historic landmark under the community's preservation ordinance, and they wish to know what the process will be. How will you answer them?

Designating a property means formally listing it under local law as a historic resource or as part of a district. This is a land use action, and therefore requires formal hearings. It also requires an appropriate level of documentation that substantiates the historic significance of the property. This includes information from a survey, using specific categories for classifying properties, information that places the property into historical context and application of criteria for determining significance and integrity. This chapter provides an overview of those informational tools used in the designation process.



In This Chapter:

- A. Designating Historic Properties
- B. Inventories
- C. Types of Historic Properties
- D. Significance and Integrity
- E. Defining Districts and Using Boundaries



A. Designating Historic Properties

The designation of individual properties and districts as historic is fundamentally a zoning power and may only be made by a local governing body (i.e. Mayor/Council) through adoption of an ordinance. The designation ordinance should include findings that describe the historic, architectural or archeological significance of the property, the boundaries of the property, and reference the applicable ordinance or section of the local code that allows the Council to make the designation and review alterations to those properties.

Designating a property or a district can sometimes be a long and occasionally contentious process. The Commission should consider holding special information meetings or forums with community groups and property owners to answer questions, dispel myths, and discuss the community's concerns prior to holding a formal vote on whether to recommend designation of the property. Such outreach can be very important when it comes time to present the designation request to the City Council.





Heritage Preservation Site Designation

Type 4 Review

GENERAL INFORMATION

1. Applicant

Name:			
Street:	City:	State:	Zip:
Business Telephone:	Fax:		
Email:			

2. Property Identification Number (PID) for this application:

3. Property Address for this application:

Street:	City: Northfield	State: MN	Zip: 55057
---------	------------------	-----------	------------

4. Project Name and Project Description:

5. Property Owner

☐ Same as the Applicant

Name:			
Street:	City:	State:	Zip:
Business Telephone:	Fax:		
Email:			

6. Project Contact (Architect, Designer, Engineer, Land Surveyor, or Landscape Architect, if applicable)

Name:	Role in Project:		
Company:			
Street:	City:	State:	Zip:
Business Telephone:	Fax:		
Email:			

City Use Only

Received by:	Date Received:	Date Complete:
Permit No.:	Fee:	Date Paid:
Other:	Escrow:	Date Paid:

Community Development

801 Washington Street
Northfield, MN 55057

Phone: 507-645-3059
www.ci.northfield.mn.us

Page | 1

Nomination form example from Northfield, MN for designating a property as a Heritage Preservation Site.

STEPS IN A LOCAL ORDINANCE:

The steps listed here may vary from those in some local ordinances. Always check for any differences.

NOTE:

Chapter 5 provides more detail about hearing procedures.



The Steps in the Designation Process

If a survey indicates that a property is eligible for designation and the owner is interested in doing so, these are the typical steps.

1. Prepare the nomination

Include descriptions of significance along with key features and other data as specified in the ordinance and rules and procedures. The nomination should include a statement that describes why the property/district is significant and relates it to the criteria published in the ordinance.

2. File the nomination with the HPC

Check for completeness of documentation before continuing.

3. Schedule a HPC hearing

Provide public notice, as required in the ordinance.

4. Preservation commission decision

The commission's action is a recommendation to the governing body.

5. Referral to Planning Commission

After the Preservation Commission's decision, the nomination is sent to the Planning Commission, and at this stage, is also sent to the SHPO for comment.

6. City Council/county commissioners hearing

Also conducted according to due process requirements, including appropriate public notice.

7. Appeal

Follow the process specified in the ordinance. Because designations are legislative actions, appeals by property owners or other eligible parties are typically heard by City Council.

What is the Commission's Role?

The local preservation commission reviews designation applications/nominations and makes a recommendation to the elected body. Because designation is a zoning action, it is the City Council that typically has the legal authority to designate properties as historic.

B. Inventories

What is an Inventory?

An inventory is a collection of data about the potential historic significance of properties in a community. It includes any surveys of historic resources, as well as individual evaluations of properties that may be conducted for a variety of research purposes. It is maintained as an informational source. The inventory usually includes the evaluation of resources for potential eligibility for listing in a formal register of historic resources. The inventory can assist in executing a Minnesota Environmental Rights Act (MERA) action when a historic property is threatened.

How is an Inventory Used?

At the local level, a preservation commission uses the inventory as a reference point in determining if any properties would merit consideration for designation. They also use the inventory as a means of developing educational materials about the historic resources of the community or for background information during project review.

Planning departments may also use this information when developing neighborhood plans, or when evaluating development proposals that may require special review under development permitting regulations other than the preservation ordinance.

Why is it Important to Keep a Local Inventory Up to Date?

Since the historic resource inventory is the starting point for research, education programs, and nominations, its value is greatest when the information is up to date. The status of a property as having potential historic significance can change due to a loss of integrity, or new interpretations of historic significance in the community, and thus regular updates of surveys is important. Increasingly, local governments are integrating survey information into Geographic Information Systems (GIS), which means that this information can now be updated more efficiently.



GIS:

GIS can be used to locate existing historic properties and future properties coming online. In addition, the information can be used to assist in understanding how historic properties relate to other planning factors, including land use, transportation patterns and socioeconomics.

FOR MORE INFORMATION

The State of Minnesota maintains a survey of over 70,000 structures and 18,000 archaeological sites, as of 2016, throughout the state.

<http://www.mnhs.org/shpo/survey/inventories.php>



MINNESOTA ARCHITECTURE - HISTORY INVENTORY FORM

Project: Local Historic Bridge Study - Phase II Minneapolis, Hennepin County, Minnesota

Identification		SHPO Inventory Number HE-MPC-9000	
Historic Name	Bridge 90482	Review and Compliance Number	
Current Name	Bridge 90482	Form (New or Updated)	Updated
Field #		Description	
Address	4600 Block Nokomis Ave S over Minnehaha Creek	Linear Feature?	No
City/Twp	Minneapolis	HPC Status	Potential
County	Hennepin	Resource Type	Structure
Legal Desc.	Twp 28 Range 24 Sec 13 QQ NENE	Architect/Engineer	City Engineer of the City of Minneapolis
USGS Quad	ST PAUL WEST	Style	No Style
UTM Zone	15N Datum NAD83	Construction Date	1922
Easting	481975	Original Use	Transportation
Northing	4973984	Current Use	Transportation
Property ID (PIN)			

Description

90482 carries Nokomis Avenue South over Minnehaha Creek, between East 46th and East 47th Streets, in Minneapolis, Hennepin County, Minnesota. The bridge crosses over Minnehaha Creek in a north-south alignment that is skewed to the creek, as the creek passes under the bridge in a southwest to northeast alignment. The bridge is located within the Minnehaha Segment of the Grand Rounds, which is defined by the creek and Minnehaha Parkway. The linear park area surrounding Minnehaha Creek features a valley of varying width, generally with steep bluffs on either side. Dense areas of mature trees as well as manicured open spaces with walking and biking trails line the creek.

Bridge 90482 is a single span, reinforced-concrete, deck-girder bridge that was constructed in a Classical Revival style. The bridge has a total structure length of 41 feet, with a 36 foot long main span. The out-to-out deck width is 56 feet. The substructure is comprised of reinforced-concrete abutments, and concrete wingwalls. An arched fascia girder on both sides obscures the abutments and girders from view, except for under the span. There are recessed panels in the spandrel walls and a large keystone at the top of the arch. Projecting rusticated pilasters are found at either end of the arch. There is a continuous band of decorative deck coping that extends the length of the structure.

The superstructure consists of nine reinforced-concrete deck girders that rest on the concrete abutments. The deck consists of a 30 foot wide concrete roadway with raised concrete sidewalks on either side. The solid concrete railing features square end posts with shallow pyramidal caps on each end. There are two intermediate posts that have decorative molding on the sides and pyramidal caps. Railing panels consist of three groups of seven vertical, rectangular openings in the railing. A short metal tube railing was added to the top of the concrete balustrade in 1989. The entire railing was rehabilitated in 2012. While the railing retains its historic design, a coat of gray special surface finish was applied to the railing as part of the rehabilitation.

Integrity - Good

Bridge 90482 remains in its original location over Minnehaha Creek, retains its park-like setting within the Minnehaha Segment of the Grand Rounds, and retains its historic use as a crossing over Minnehaha Creek. As such, the bridge retains good integrity of location and setting. According to the registration requirements in the "Reinforced-Concrete Highway Bridges in Minnesota MPDF," in order to be eligible for the NRHP, "the significant reinforced-concrete element in the superstructure span... must be in substantially original condition. Because this engineering element is the most important feature of bridges in this property type, neither an original substructure nor an original deck and railing system are necessary for the bridge to be eligible (although these components, when original, may enhance the significance of the bridge)" (Frame 1988:F-7). Since the bridge's construction in 1921, routine maintenance has been performed on the bridge, including a new concrete wearing surface and the addition of metal pipe railings to meet safety requirements in 1989. The bridge railing was rehabilitated in 2012. While the railing retains its historic design, a coat of gray special surface finish was applied to the railing as part of the rehabilitation.

HE-MPC-9000

Example of inventory form for Minneapolis, MN

C. Types of Historic Properties

Historic properties come in a variety of forms. These are the typical categories:

Building

A structure intended to shelter some sort of human activity. Examples include a house, barn, hotel, or church.

Historic District

A geographically definable area, possessing a significant concentration of sites, buildings, structures, or objects united by past events or aesthetically by plan or physical development.

Object

Usually artistic in nature, or small in scale when compared to structures and buildings, and generally associated with a specific setting or environment. Examples of objects are monuments, sculptures and fountains.

Site

A discrete area significant solely for activities in that location in the past, such as a battlefield or designed landscape (parks and gardens).

Structure

A functional construction meant to be used for purposes other than sheltering human activity. Examples include, an aircraft, a ship, a grain elevator, and a bridge.

Other categories also are used. These include:

- Cultural landscape
- Traditional cultural property
- Maritime sites
- Archaeological resources



A bandshell is categorized as an "object" property type.



The Indian Mounds Park Mound Group is classified as site.



An archaeological resource is a property type.



A "building" is a structure intended to shelter some sort of human activity.



Individual Landmarks and Districts

Properties identified as having historic significance and formally designated to a local historic register may be listed individually (usually termed a “landmark”), or as a contributing resource in a historic district.

Contributing vs. Non-Contributing Properties

When a boundary is defined for a historic district, it will be drawn around all of the properties in the area. Each of these is then classified as a “contributing” or “non-contributing” to the district’s historic significance. Each property is first identified as such in a historic resource survey, which is then formally adopted when the district is designated.



Contributing property

A contributing property is any building, structure, object or site within the boundaries of the district which reflects the significance of the district as a whole, either because of historic associations, historic architectural qualities or archaeological features. Another key aspect of the contributing property is historic integrity (discussed later in this chapter).

Non-contributing property

In a historic district, those properties that do not have historic significance are termed “non-contributing.” This does not indicate that the property is incompatible in its character with the district; that is a different consideration.



A property may be rated as non-contributing for these reasons:

- It is of more recent construction, and therefore does not have historic significance at this time
- It is an older property, but is substantially altered and therefore has lost its integrity
- There is insufficient information to determine that the property has historic significance

D. Significance and Integrity

Age of Historic Resources

In general, properties must be at least 50 years old before they can be evaluated for potential historic significance, although exceptions do exist when a more recent property clearly has historic value.

Significance

To be eligible for designation as a historic resource, a property must demonstrate significance in terms of criteria that are adopted. Most local governments apply criteria adapted from those established by the Secretary of the Interior:

- Association with events or trends important in the history of the community
- Association with individuals who made a demonstrable and lasting contribution
- Architectural merit
- The potential to yield information that will contribute to a better understanding of our past

Integrity

In addition to demonstrating significance, a property must retain physical integrity to reflect that significance; it must not have been substantially altered since the period of historical association.

Integrity includes the aspects of location, design, setting, materials, workmanship, feeling and association. A majority of the resource's structural system and materials and its key character-defining features should remain intact.





What are Character-Defining Features?

Every old building is unique, with its own identity and its own distinctive character. Character refers to all those visual aspects and physical features that comprise the appearance of a historic building.

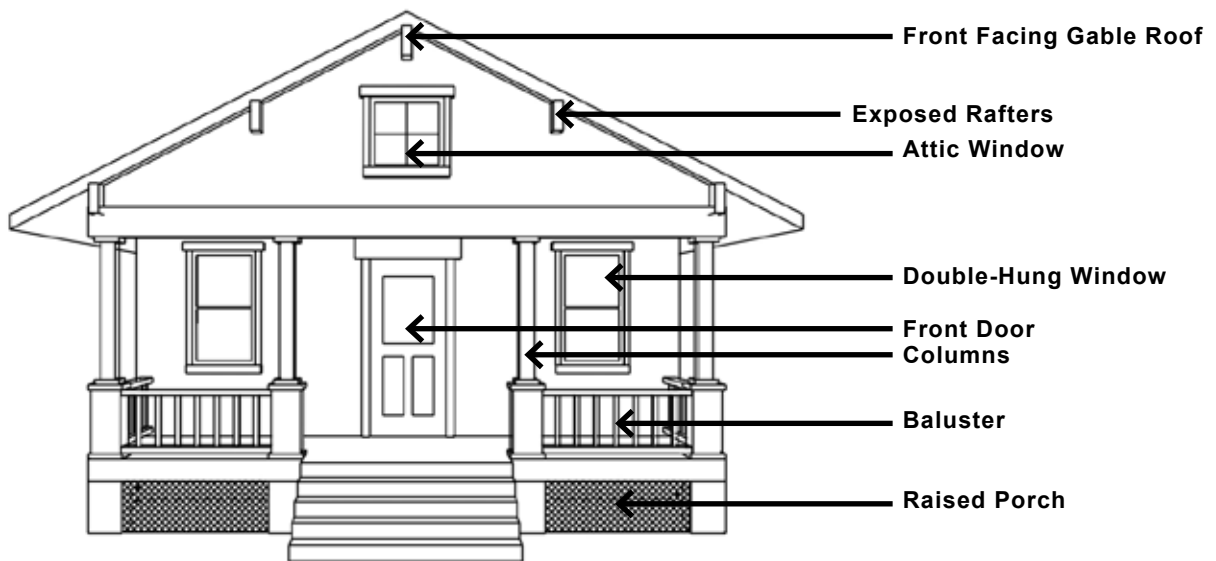
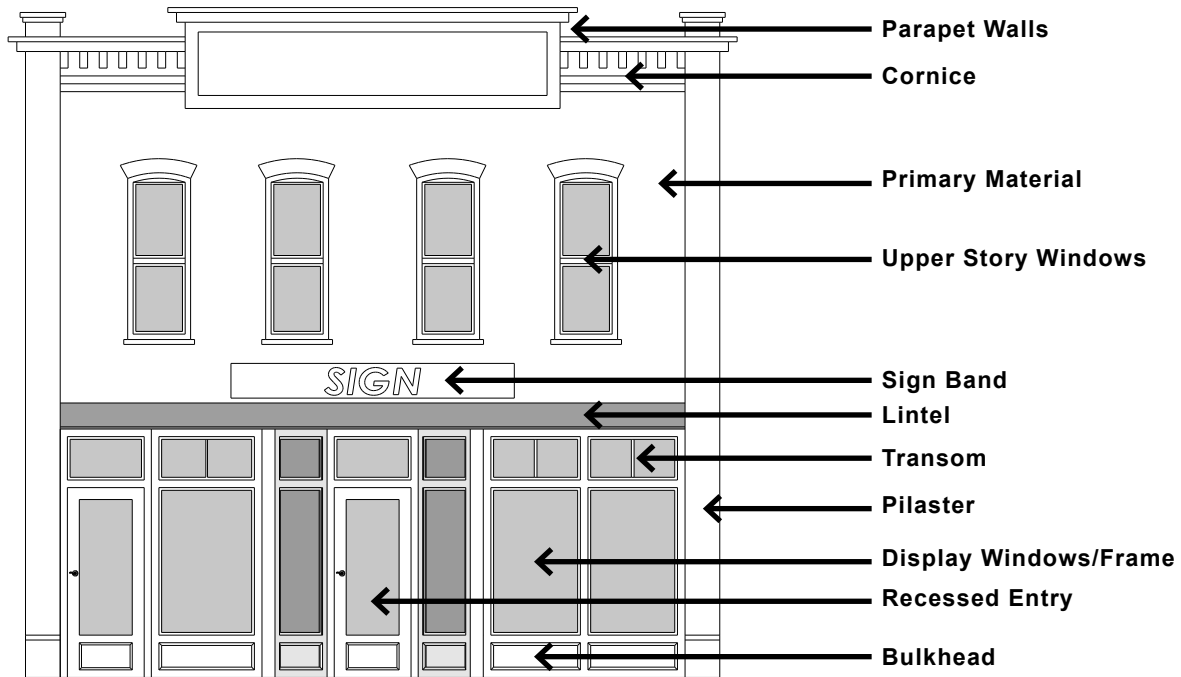
The presence of key character-defining features helps determine a property's integrity. Character-defining elements include the overall shape of the building, its materials, craftsmanship, and decorative details, as well as the various aspects of its site and environment. Some basic character-defining feature categories:

- Shape of the building overall (simple rectangle, complex composition)
- Roof shape (sloping, flat)
- Roof details (eaves, rafters)
- Openings (windows and doors)
- Projections (porches, turrets, bay windows)
- Trim and other components (decorative elements, railings, shutters)
- Materials

The following illustrations identify character-defining features on different property types.

Identifying Character-Defining Features in Individual Buildings

Character-defining features may be illustrated in surveys, historic guidebooks and commission design review guidelines. These documents help property owners identify those elements that should be respected when making improvements. Typical storefront components are shown below.



Character-Defining Features in a Historic District

In a historic district, many buildings may share similar design features, even when the structures span several decades or represent different architectural styles. When these features are repeated along the street, they contribute to a sense of visual continuity, which in itself can be a key character-defining feature.



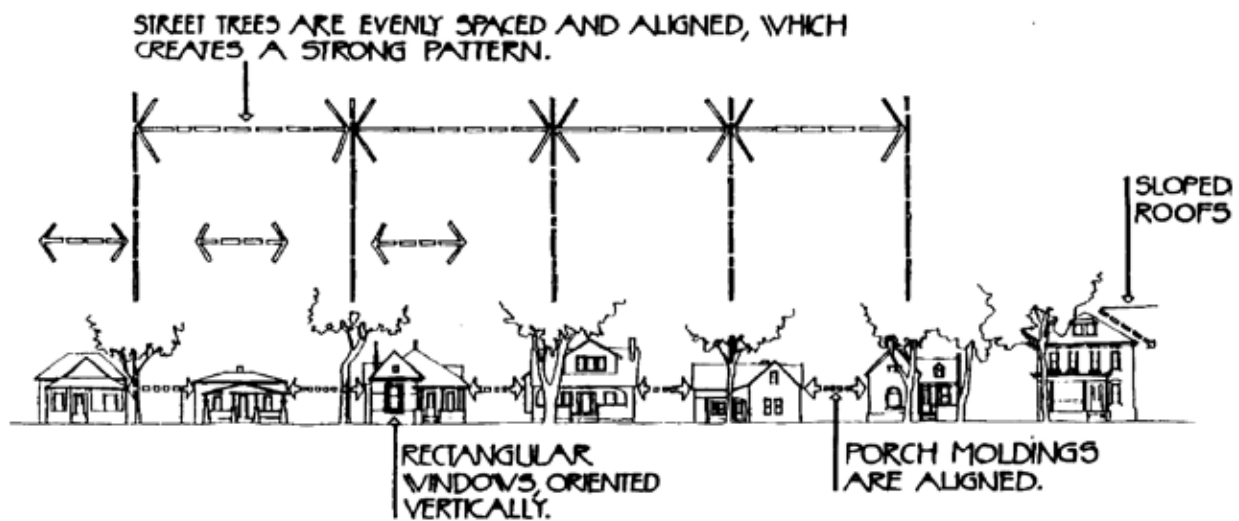
These three commercial buildings in a historic district, although of different heights and periods of design, share these elements:
1. Base, 2. Middle, and 3. Cap.



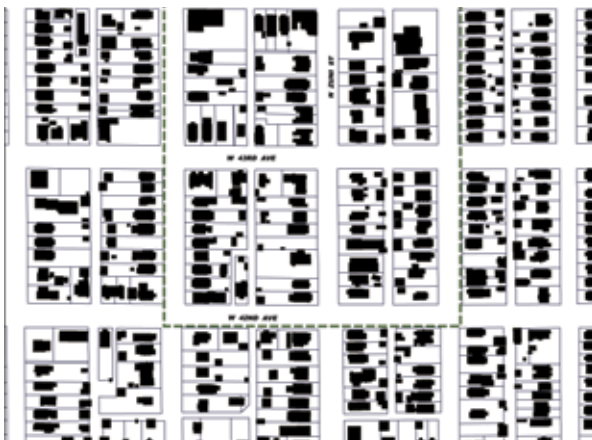
In many commercial districts, similarity of floor heights at the street level, and horizontal moldings combine to create a horizontal alignment that establishes a distinctive scale for a block, which is character-defining.

Character-Defining Features in a Residential Historic District

Features of a Residential Block



The uniform spacing of buildings and side yards creates a rhythm of house fronts in many residential districts, which is character-defining.



The arrangement of city blocks, the width of streets and the presence of alleys are often key features of many single family residential districts. Aerial photographs and "figure-ground" maps also illustrate the uniform setback of building fronts and consistent orientation to the street.

FACTORS TO CONSIDER IN ESTABLISHING DISTRICT BOUNDARIES:

Historical Factors:

- Original settlement boundaries
- Early concentration of building

Visual Factors:

- Views
- Gateways
- Topography

Physical Factors:

- Railroads, highways
- Major urban spaces
- Rivers, natural features
- Changes in land use
- Walls, fences
- Limits of settled areas

Surveyed lines and lines of convenience

- Legal boundaries
- Streets and right-of-way
- Property lines
- Uniform setbacks

NOTE :

In some cases there may be differences between a National Register district boundary and that of a local district.

E. Defining Districts and Using Boundaries

What Does a District Boundary Include?

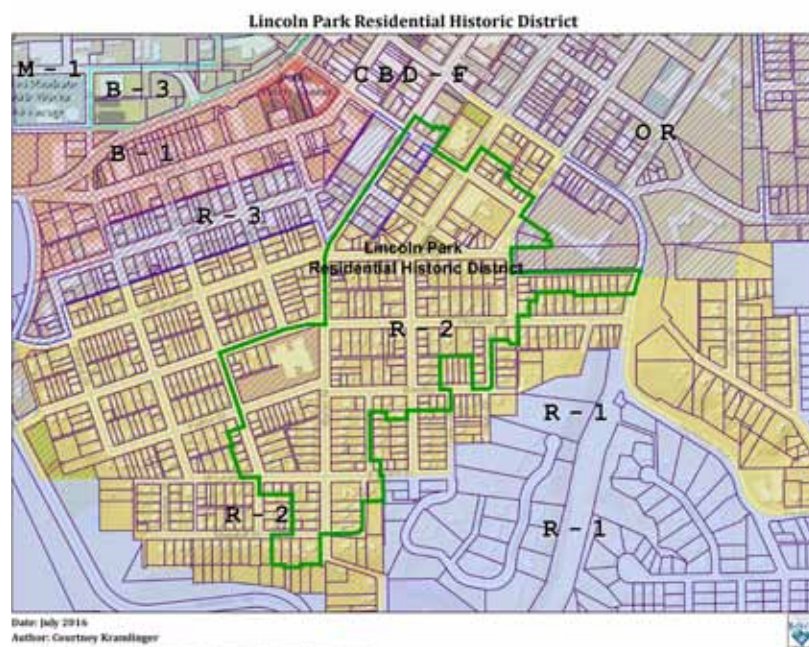
Local boundaries are drawn to contain all of the contributing resources that are identified. They also may be influenced by land use planning policies as well. New construction in the immediate context can affect one's perception of the historic character of the district and for this reason, the boundary may include vacant land and blocks that face historic properties.

Environmental Setting and Landscape Features

Districts often include a combination of buildings, structures, landscapes, and site features, such as fences and walls.

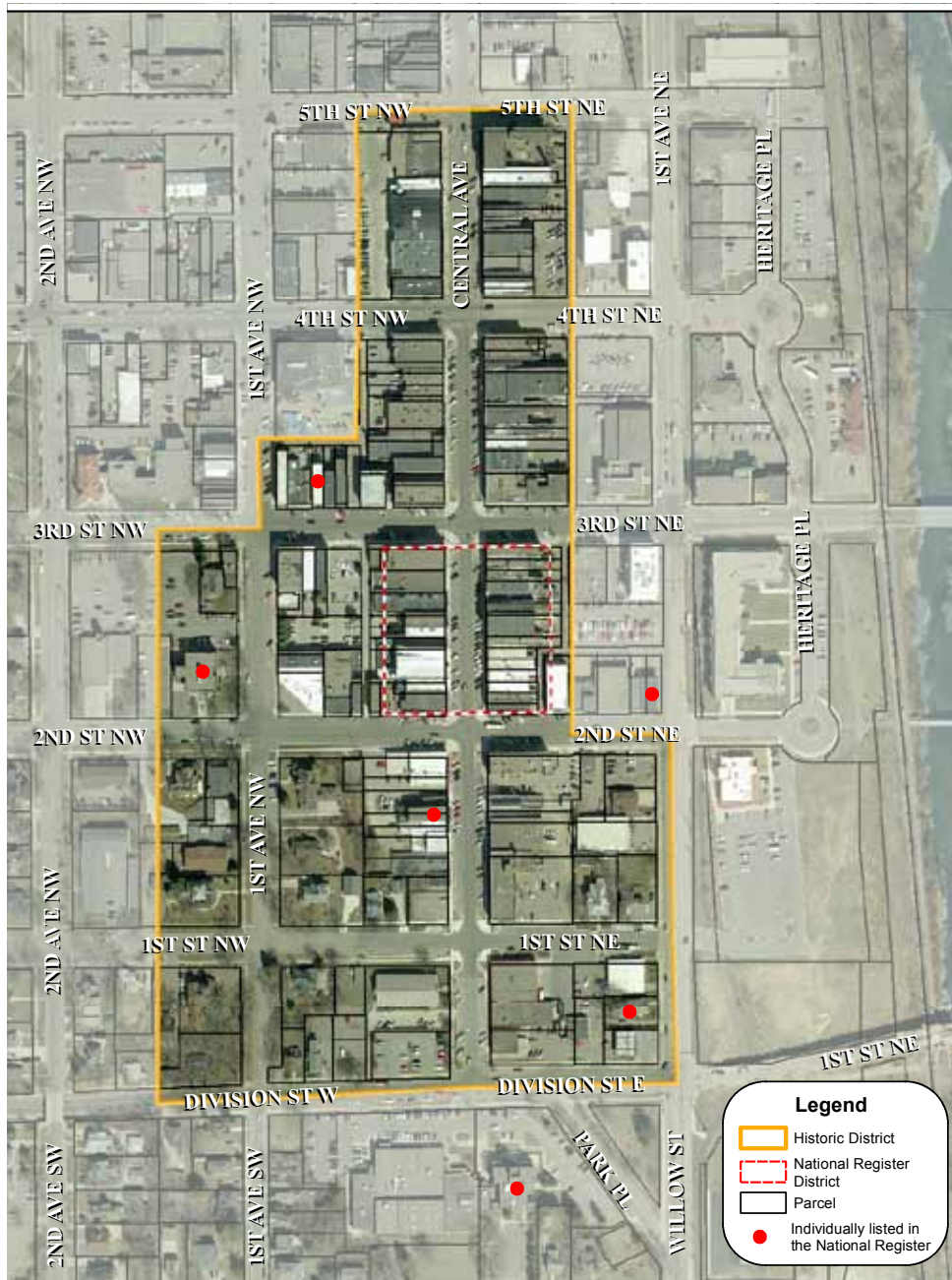
Relationship to Zoning and Other Boundaries

In addition to considering context for purposes of design review, boundaries may also be drawn to align with underlying zoning boundaries, special planned development areas, or other local demarcations.



Lincoln Park Residential Historic District Map from Mankato shows zoning districts with the Historic District boundary overlay.

Historic District Boundaries



A map of historic districts in Faribault, Minnesota, shows all buildings within the boundary. It identifies both the local and NRHP district boundaries, as well as several individual NRHP properties.

Note that this map uses an aerial photo and includes parcel lines, which can be a simple thing to make as a visual aid for a historic district nomination or design review process.



A map of a potential historic district in Mackinac Island, Michigan, shows all buildings within the boundary. Contributors are identified in red; non-contributors in brown. Other structures, including two wharves, a stone retaining wall and a breakwater, are also identified as contributing resources.

Commissions use this information when designating historic districts and also in the design review process to consider the context of a project and the significance of the resource at hand.

CHAPTER 4: TREATMENT OF HISTORIC PROPERTIES

A Starting Question

As a commissioner, you are preparing to review a proposal to alter a historic commercial building. The project would include repairs to existing features, some alterations and an addition. How will you determine if this work is appropriate?

Answering this question requires understanding the effect this work would have on the significance of the property and of alternative, and perhaps more appropriate, treatments that may be applied. Once historic resources are officially listed in a local register, and if the preservation ordinance provides for a Certificate of Appropriateness process, the commission will be engaged in conducting design review. The process of reviewing is described in a subsequent chapter (Chapter 6), but first, it is important to consider how one determines which elements of a property constitute its key, character-defining features and how the basic principles of preservation should be applied. This includes consideration of the reasons for a property's historic significance and of the different types of "treatment" that may be applied. This chapter addresses these basic principles and illustrates some examples of how they may be published in design guidelines.



In This Chapter:

- A. Determining What's Important to Preserve
- B. Basic Preservation Principles
- C. Alternative Treatments for a Historic Property
- D. Applying These Principles



NOTE :

See the discussion in Chapter 3 about the process of identifying key features.

A. Determining What's Important to Preserve

Before reviewing a proposal, it is important to identify the key features that contribute to the significance of a historic resource. This may in part depend upon the type of resource and whether it is individually listed or is contributing to a district.

Individual Landmarks

For individually listed landmarks, great care should be taken to identify all the key features that should be preserved. For properties that are highly significant, this may include features on all sides of the building. This is especially true for buildings that are visible from multiple public ways.

Significance and Integrity of a Contributor

In a historic district where many contributors are perceived in a grouping, and sides and rear walls are less visible, features in remote locations may be less critical to the significance of the property, and more flexibility in their treatment may be an option. This will depend, however, upon careful consideration of the context and the reasons for significance.

Setting Priorities for Key Features

For many buildings, facades seen from the public way often contain more key character-defining features than other facades. A series of sketches (on the following page) illustrates a method of evaluating the priorities for preserving key features.

- Primary facade: Highly valued character-defining features
- Secondary wall: Moderately high value, with fewer character-defining features
- Rear wall: Few character-defining features

This analysis is more relevant in historic districts, where collections of buildings are contributors. Many individual landmarks may have highly valued features on all building faces.

Locating Facade Treatments

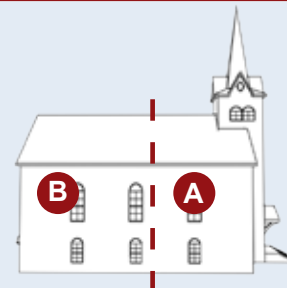
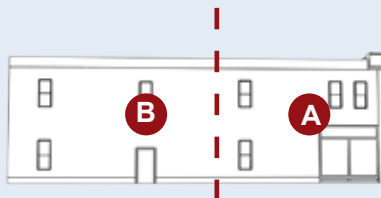
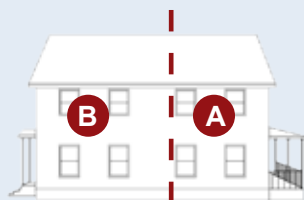
Location A: Primary Facade

Location A: Preservation is a priority.



Location A: Highly Visible Secondary Wall Location B: Less Visible Secondary Wall

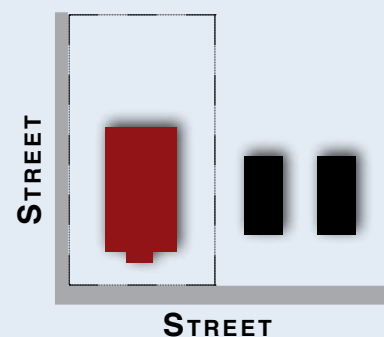
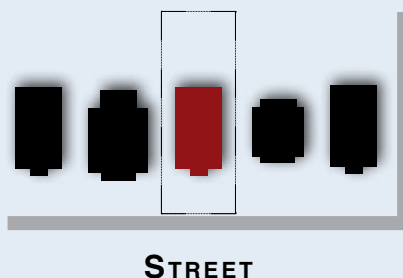
Location B: Preservation is still preferred.

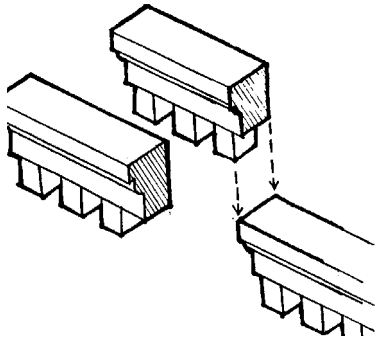


Location C & D: Not Highly Visible Rear Wall



Site Plan





When replacement is required, replace only those portions deteriorated beyond repair. Retain as much of the original fabric as possible.

FOR MORE INFORMATION:

For more information on basic preservation principles and the treatment of historic properties please visit:

The Secretary of the Interior's Standards for the Treatment of Historic Properties

<http://www.nps.gov/tps/standards.htm>

B. Basic Preservation Principles

With an understanding of the basic concepts of historic significance and integrity, it is important to comply with some overarching principles that underlie any appropriate treatment of a historic resource. These are based on the Secretary of the Interior's Standards (SOI). The following principles should apply to all cases:

Principle 1: Preserve key features

- A fundamental concept is that those character-defining elements that convey a property's significance should be preserved. This may include features from different time periods that demonstrate the evolution of the property over time.

Principle 2. Retain integrity

- Preservation theory places value on retaining historic fabric wherever possible.
- While some properties may already have lost some integrity, any further loss in integrity is inappropriate.

Principle 3. Respect the historic character of a resource

- Don't try to change the style of a historic resource or make it look older than its actual age.
- Confusing the character by mixing elements of different styles or periods can adversely affect the historic significance of the property.

Principle 4. Seek uses that are compatible with the historic character of the resource

- Converting a building to a new use different from the original use is considered to be an "adaptive reuse." For example, converting a residential structure to a bed and breakfast is an adaptive use.
- While commissions do not have jurisdiction over how a property is used, only how it is altered, changes in use requiring the least alteration to significant elements are preferred. In most cases designs can be developed that respect the historic integrity of the resource while also accommodating new functions.

C. Alternative Treatments for a Historic Property

While most of the work that a commission will review is considered to be “rehabilitation,” there are four categories of treatment that are recognized. These are based on definitions established by the Secretary of the Interior. These treatments are:

Rehabilitation

“Rehabilitation” is the process of returning a property to a state that makes a contemporary use possible while still preserving those portions or features of the property which are significant to its historical, architectural and cultural values. Rehabilitation may include a change in use of the building or additions. This term is the broadest of the appropriate treatments and is often used in local design review guidelines.

Preservation

“Preservation” is the act or process of applying measures to sustain the existing form, integrity and material of a building. Some work focuses on keeping a property in good working condition by repairing features as soon as deterioration becomes apparent, using procedures that retain the original character and finish of the features.

Restoration

“Restoration” is the act or process of accurately depicting the form, features and character of a property as it appeared in a particular time period. It may require the removal of features from outside the restoration period.

Reconstruction

“Reconstruction” is the act or process of depicting, by means of new construction, the form, features and detailing of a non-surviving site, landscape, building, structure or object for the purpose of replicating its appearance at a specific time and in its historic location.

TREATMENT OF AN ALTERED CORNICE:

Existing Building



Existing building with missing cornice.

Reconstructed Cornice



Reconstruct a missing cornice when historic evidence is available.

Replaced Cornice



A simplified interpretation is appropriate if evidence of the original is missing.

PREFERRED SEQUENCE OF IMPROVEMENTS

Preserve

Repair

Reconstruct

Replace

Compatible Alteration



The Basics of a Rehabilitation Approach

The following steps show the preferred sequence for the treatments in combination with other work that may occur. When making a selection, follow this sequence:

Step 1: Preserve

If a feature is intact and in good condition, maintain it as such.

Step 2: Repair

If the feature is deteriorated or damaged, repair it to its original appearance.

Step 3: Reconstruct

If the feature is missing entirely, reconstruct it from appropriate evidence. Also, if a portion of a feature is missing, it can also be reconstructed.

Step 4: Replace

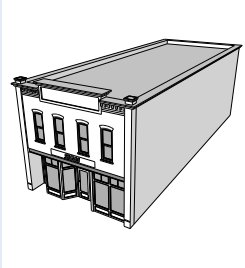
If it is not feasible to repair the feature, then replace it with one to match the original (i.e., similar in design, materials, detail, finish). Replace only that portion which is beyond repair.

Step 5: Proceed with compatible alterations

Once the key character-defining features have been appropriately treated, identify the necessary alterations that may be needed to extend the viability of the property. If a new feature or addition is necessary, the design should minimize the impact to original features. It is also important to distinguish new features from original historic elements.

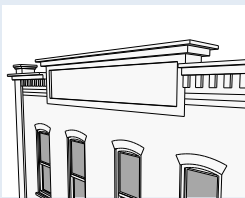
This chart diagrams a linear process for determining the appropriate approach for treatment of a historic building.

Step 1: Why Is The Property Significant? Determine Its Significance



Building significance. Understanding the history of a building is important to any preservation project. Where it is available, survey information from the Planning Department should be consulted to help identify the building's age, style and its key character-defining features. This will help determine to what degree the property should be preserved as it is, or where there may be opportunities for compatible alterations to occur.

Step 2: What Is The Condition Of The Property And Its Key Character-Defining Features?



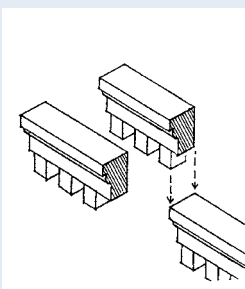
Integrity. The condition of a building and its features contribute to the overall significance of the building. A building with historic integrity has a sufficient percentage of character-defining features, and key features remain intact. These key elements allow a building to be recognized as a product of its time.

Step 3: What Is The Desired Project?



Building use. Are any functional improvements needed for the desired building use? Or is preservation of character-defining features the objective? If restoring features is the focus, then other alternative design approaches may not be necessary, but if some functional improvements are needed, then compatible alterations and/or additions may be the approach.

Step 4: What Is The Treatment Strategy



Treatment strategy. A preservation project may include a range of activities, such as maintenance of existing features, repair of deteriorated materials, the replacement of missing features and construction of a new addition. While the term "preservation" is used broadly to mean keeping a historic property's character-defining features, it is also used in a more specific, technical form to mean keeping a resource in good condition. This, and other related terms, are important to understand because they are all used when planning for improvements to a historic property.

D. Applying These Principles

These next few pages illustrate ways in which these basic principles for preservation can be applied.

Case Study 1: Storefront Rehabilitation in Mankato



Before:

- Original storefront windows have been covered.
- Entryway door is not in character with historic styles or materials.
- The second-story windows have been down-sized with infill.
- The upper story brickwork needs cleaning and repair.
- The storefront has been modified with modern treatments and materials.



After:

- Storefront windows have been uncovered.
- Entryway door is replaced.
- Bulkhead is uncovered and restored.
- Fresh coat of paint applied to piers and lintels.
- Appropriate signage painted in the storefront window.
- Appropriate sign board used on the sidewalk.

Case Study 2: Adaptive Reuse

Original Character:

- Offset tower
- Bracketed cornices
- Stone window sill and arches
- Double hung windows
- Fire door
- Storefront
- Brick facade



Interim Condition:

- Tower missing
- Cornices missing
- Stone trim damaged
- Upper windows altered
- Fire door altered
- Storefront missing
- Brick damaged



After Rehabilitation:

- Tower reconstructed
- Cornices reconstructed
- Stone trim repaired in place
- Upper windows replaced
- Fire door shape restored, with contemporary storefront
- Storefront reconstructed



Case Study 3: Applying Preservation Principles to the Treatment of an Altered Historic Porch

In this case study, two alternative design approaches are considered for a porch that has been substantially altered.

Existing Altered Porch



- Porch posts are missing.
- Porch area is enclosed.

Treatment 1: Reconstruction



When Should I Use This Approach?

- The building is highly significant
- There is good historical information about the design
- The needed materials and craftsmanship are available
- The project budget permits
- The context has many intact historic buildings

Treatment 2: Replace



When Should I Use This Approach?

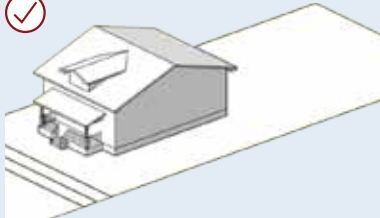
- The building is a contributor to the district
- There is less historical information about the original design
- The budget is more limited
- The work will be phased

Case Study 4: Applying Preservation Principles to the Design of an Addition

In this case study, a series of alternative massing studies illustrates the potential effect upon one's perception of the character of the historic resource. A large scale addition overwhelms the character of this property. In this case, a single family house is the subject. A small scale addition, set to the rear, is the best solution, because it will have less of an effect upon the integrity of the original building.

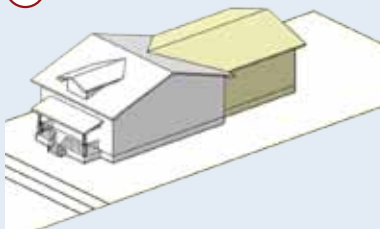
Original Structure

The one-and-a-half story bungalow illustrated at the right is a contributing structure in a locally-designated historic district.



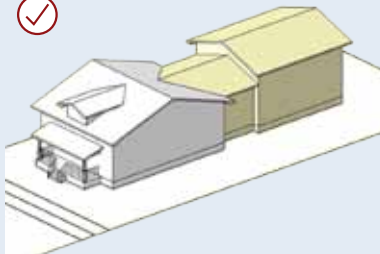
One-Story Attached Addition

The one-story addition illustrated at the right is appropriate because it is clearly differentiated from the original structure with a change in roof plane and is nearly invisible from the street.



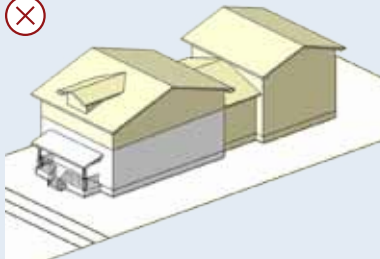
One-and-a-Half Story Addition with Connector

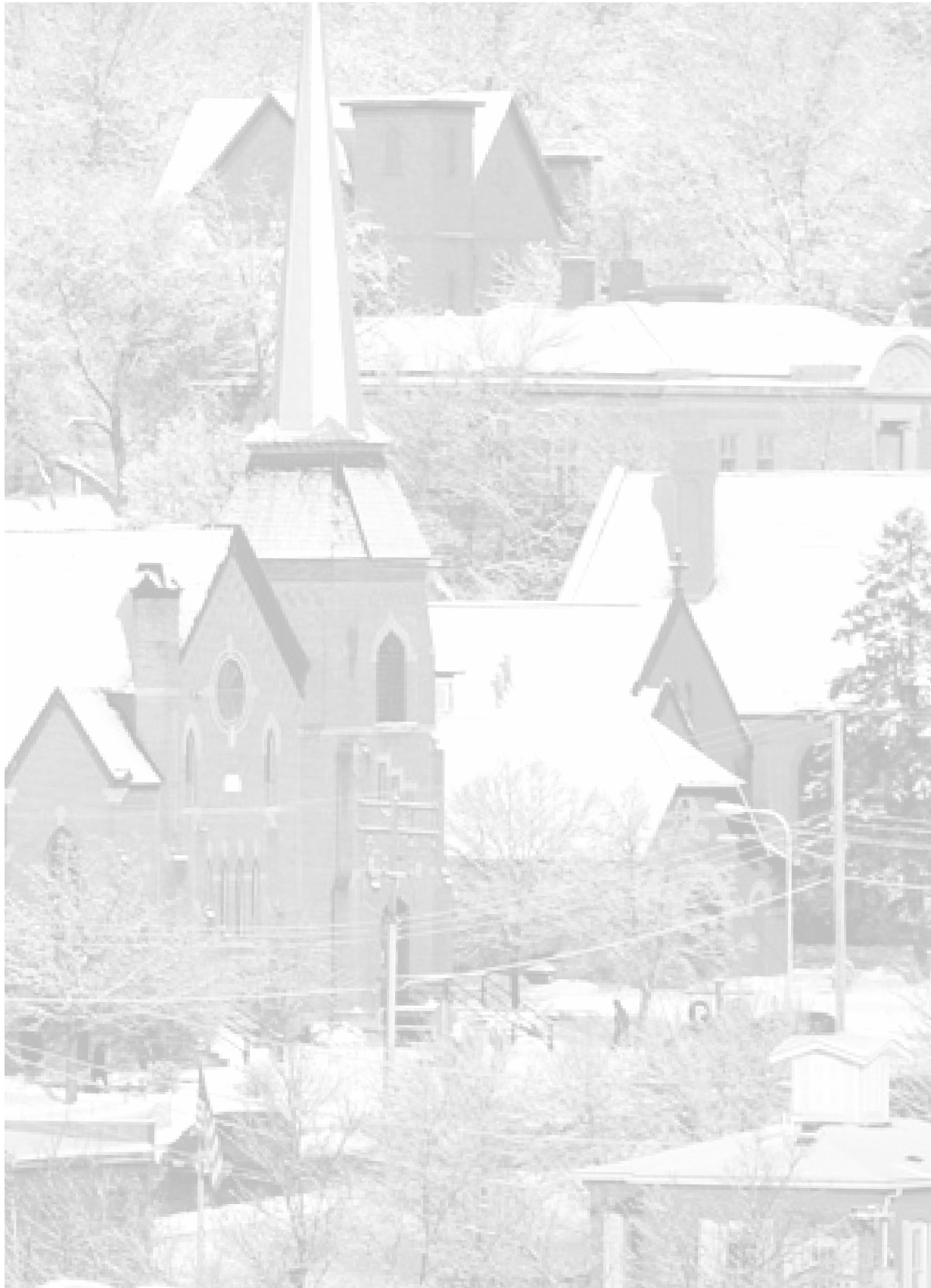
The one-and-a-half story addition illustrated at right is appropriate because it is set back and clearly differentiated from the original structure with a connector.



Inappropriate Two-Story Roof-Top Addition

The roof-top addition illustrated at right is inappropriate because it substantially alters the primary façade of the historic structure.





CHAPTER 5: NUTS AND BOLTS FOR COMMISSIONS

A Starting Question

As a commissioner, you are preparing to review a proposal to alter a historic commercial building. The project would include repairs to existing features, some alterations and an addition. How will you determine if this work is appropriate?

Answering this question requires understanding the effect this work would have on the significance of the property and of alternative, and perhaps more appropriate, treatments that may be applied. These concepts are addressed in this chapter.

The manner in which a preservation commission operates is founded in the roles of the commissioners and staff as they are defined in the preservation ordinance and related by-laws. It also is influenced by the criteria for designation, the guidelines for design review and other adopted procedures. This section provides guidance on the typical roles that commissions and staff have. These will vary among commissions, but many of these roles will be formally defined in the ordinance, or may be outlined in an annual work plan. Clearly understanding the roles of these players is important to conducting business in an orderly manner. It also is important that a reasoned decision-making process be followed and formally recorded. This chapter addresses some of these “nuts and bolts” of commission operations.



In This Chapter:

- A. Roles of the Players
- B. Policy Base for Preservation
- C. Design Guidelines
- D. Defensible Decision-Making



MORE HELP:

The National Park Service provides a document with an introduction to basic legal concepts and issues commissioners may encounter. This document is titled:

LAW AND THE HISTORIC PRESERVATION COMMISSION: WHAT EVERY MEMBER NEEDS TO KNOW

<http://napcommissions.org/wp-content/uploads/2013/08/01-Law-and-the-HPC.pdf>

A. Roles of the Players

Appointment to the Commission

Commissioners are usually appointed by the elected body of the local government, such as a city council or board of county commissioners. Some jurisdictions may provide for appointment by the mayor.

Qualification of members

Those to be appointed to a preservation commission should have a demonstrated special interest in the field. In addition, the ordinance may specify requirements related to certain professional fields associated with design, history and other relevant topics.

For those jurisdictions that are Certified Local Governments, at least two members should meet the Secretary of the Interior's Professional Qualification Guidelines when feasible.

HPC Roles

Citizens provide a public service to their communities by serving on preservation commissions. As such they help to promote implementation of the community's adopted policies and regulations related to historic preservation. They should do so objectively, without introducing their personal biases.

This is because commissions serve as an arm of local government. This role is to be distinguished from a local, non-profit organization, such as a historical society or preservation advocacy group. These other organizations are private entities, and may engage in advocacy or in promoting new policies.

Stewardship

Commissions promote proper use and care of historic properties. They do so by reviewing proposed improvements, discouraging demolition and encouraging use of incentives to facilitate preservation.

Preservation planning

Commissions may engage in long-range planning activities in their communities to assure that historic preservation

is an integral part of public policy, and they also sponsor planning for treatment strategies of individual historic properties.

Identification

Commissions sponsor surveys that catalogue properties and serve as a basis for identifying resources with historic significance.

Evaluation

Commissions also work to evaluate the potential significance of properties identified in surveys, using adopted procedures and criteria.

Reviewing projects and advising

Commissions review proposed changes to the exteriors of properties within designated historic districts and assist property owners in devising appropriate strategies for maintenance and improvements. (Note that this assistance is provided in the context of public meetings, not one-on-one consultations.)

Monitoring and site visits

Commissions observe work in progress and visit sites prior to decision-making. Note that site visits may be subject to open meeting laws.

Decision-making

Reviewing design proposals and approving Certificates of Appropriateness and also recommending designation of properties as historic resources.

National Register Nominations

Commissions may work to officially designate properties to the National Register that meet eligibility requirements. They do so by nominating those properties to the SHPO for formal listing.

Administering incentives

Commissions approve applications for local incentives, such as property tax credits and sales tax rebates.



COA:

In many city preservation ordinances a “Certificate of Appropriateness” (or COA) approval is required before the City can issue a building permit for exterior changes to buildings within a Historic District or landmark site.

The City’s Heritage Preservation Commission must review each project to ensure that the work that is proposed complies with the standards of the City’s Historic Preservation Ordinance and/or design guidelines.



Education

Commissions promote awareness and appreciation of historic resources and preservation programs, as well as appropriate treatment through technical procedures, education and design.

Facilitation

Commissions help property owners find skilled craftsmen and materials suppliers as well as assist them in obtaining other permits that will make rehabilitation possible.

Partnerships

Commissions also engage in partnerships with other groups and individuals. These include local non-profit organizations whose purpose is to promote preservation as well as others that recognize the value of preservation in meeting their own core missions.

Promotion

Commissions also engage in promoting preservation through special events, awards and media channels.

Section 106 comments

A commission may be a commenting party to a Section 106 review.

Staff Roles

Many commissions have staff assigned to assist in their operations. Some typical roles include:

As technical advisors

For communities with professional preservation staff, they may provide technical assistance related to appropriate treatment of properties, design and planning considerations. This may occur in the form of staff reports, with recommendations to the commission, and may also include informal guidance to property owners.

As administrators

This includes general clerical responsibility, such as publishing notices of hearings and agendas, and record keeping.



As decision-makers

Some ordinances provide for administrative decision-making, usually for specific types of work. These may be for minor alterations, and when locally adopted guidelines are clear.

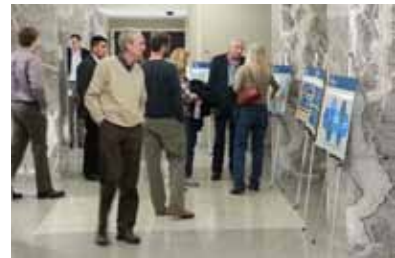
Operating without staff

Some commissions operate with very limited administrative support. Some do not have staff at all. Others may only have part-time assistance of a town clerk or building official. In these cases, commissioners often take on some of the administrative responsibilities. They may rotate this position to different board members to distribute the burden of these added tasks. This may include handling the applications for a Certificate of Appropriateness to assure that they are complete, posting meeting notices and recording the meeting minutes.



The Role of City Councils and County Commissions

City Councils and Boards of County Commissioners play important roles in the local preservation program. These may vary based upon each community's ordinances, but many times it includes a variety of functions to interact with the Heritage Preservation Commission. A basic role is to maintain the commission itself, by periodically appointing members to the HPC and often in providing staff to assist in administration. A second role is in the recognition and designation of historic resources, through formal hearings. Placing properties on the local register of historic places, following the recommendations of the HPC, is a key part of this function.



Some City Councils and Boards of County Commissioners also engage in decision-making related to design review and economic hardship. In some jurisdictions, they make the final decisions on these matters, based on recommendations from their HPCs. In other cases, they may serve as a venue for an appeal of HPC decisions, when the HPC has the initial decision-making authority. In all cases, it is important that these bodies support their HPCs in their decision-making and outreach efforts.



Meeting Operations

Conducting effective meetings is an essential part of operations for a preservation commission. This also applies to Main Street Boards and other organizations that may operate in areas with historic resources. These are some basic principles for effective meeting management:

Meeting agendas

An essential tool is the Meeting Agenda. It should follow a standard format, which may be established by the local governing body for all of its commissions. It should be published in advance of the meeting, and provide enough information for interested parties to know when and where the meeting will occur, what topics will be discussed and the types of actions that may happen.

1. Call to Order (includes a role call and confirmation that a quorum is present)
2. Special Administrative Actions (if needed; may include new appointments to the commission or seating of a alternate commissioner; may also include changes to the agenda, if needed)
3. Approval of minutes from the previous meeting (with amendments if necessary)
4. Public participation for items not on the agenda (usually time limited)
5. Staff reports of administrative decisions (if the ordinance provides for this)
6. Consideration of old business (such as final actions on previous agenda items)
7. Public Hearings (taken in the order published, unless an adjustment is necessary)
8. Other Matters (such as reports from other boards or commissions, discussion of on-going projects and assignments)
9. Scheduling (confirmation of next meeting date, upcoming site visits, etc.)
10. Adjournment

Posting notices

Another essential tool is the meeting notice, which must be published in advance of a formal commission meeting. Local government rules will establish the requirement for how many days in advance the meeting notice must be



posted and how. In many cases, a meeting notice will be published online but also may be published in a local newspaper. Often, a sign also must be posted at the site of a property that will be on the agenda of an upcoming meeting.

Robert's Rules of Order

An essential guide to proper management of a public meeting is the book Robert's Rules of Order. Originally published in 1876 and regularly updated, it sets forth the basic principles of parliamentary procedure. It covers many actions that are often addressed in a commission's by-laws and also includes good advice on how to assure that all parties are heard in an orderly manner. If a commission does not have a separate set of rules and procedures, this book can serve that purpose. This should form the basis of meeting operations. The National Alliance of Preservation Commissions also publishes a document that summarizes the basic principles, titled *For the Record: The NAPC Short Guide to Parliamentary Procedure*.

<https://napcommissions.org/wp-content/uploads/04-For-the-Record.pdf>

Public participation

The rules of procedure should establish the way in which the public may participate in the commission's meeting. There are typically two ways: First, a citizen may speak during a time that is designated on the agenda for general comments that do not relate to items on the published agenda. For example, one may bring a matter to the attention of the board suggesting that a historic survey be conducted for a particular neighborhood, or to raise a ques-





tion about future plans for treatment of a local landmark. The second method of participation is during the Public Hearing phase on the agenda. This is when individual items are considered, and there is a designated step at which point members of the public may speak to the item.

Meeting minutes

Keeping a clear record of each meeting is essential. This should include a summary of all discussions as well as the decisions that are made. It need not be extensive in detail, but should be sufficient to portray the nature of the item that was discussed, the issues involved, and the findings and actions that the board took. In many cases, a tape recording may provide an added level of detail.



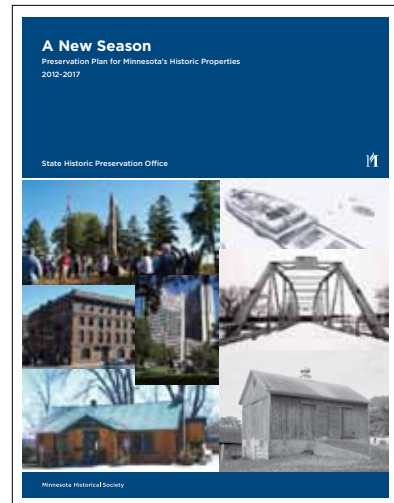
B. Policy Base for Preservation

What are the foundation documents for a local preservation program? They begin with policies adopted by the elected officials in a comprehensive plan and often a preservation plan as well. Specific regulations are set forth in an ordinance as well as adopted rules and procedures.

Statewide Preservation Plan

The Minnesota State Historic Preservation Office (SHPO) has developed a six-year statewide historic preservation plan (*A New Season, Preservation Plan for Minnesota's Historic Properties 2012-2017*) to serve as a blueprint for all those committed to preserving Minnesota's irreplaceable historic and archaeological resources.

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



Cover of the Minnesota 2012-2017 Preservation Plan.



The comprehensive plan should contain policies and actions related to historic preservation.



Comprehensive Plan

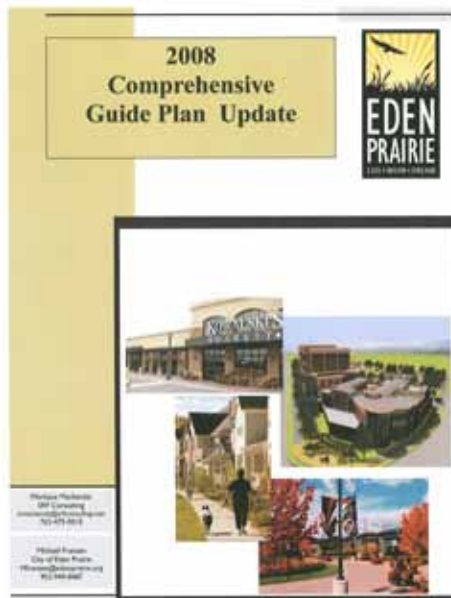
A comprehensive plan is the primary policy document for a local government. It includes policies related to land use, as well as a variety of other factors that address the well-being of the community, including sustainability. Historic preservation is addressed in association with other land use and sustainability policies.

Preservation element

The comprehensive plan should contain policies and actions related to historic preservation. In some communities this may be a brief section that simply defines the role of preservation in the community, or it may be separated into its own chapter or element. The element is extensive in detail, providing more background for the preservation program and setting forth specific actions. In other cases, however, this level of detail is presented in a separate preservation plan.

Community Preservation Plan

A preservation plan provides more detail about the community's historic resources, identifies key participants, and sets forth specific action items. It may set priorities for surveying, outreach and incentives. It may also describe how other preservation partners can work with the commission to accomplish shared objectives.



C. Design Guidelines

An essential ingredient of the review process is an adopted set of guidelines. Commissioners should refer to their design guidelines for all project reviews.

What are Design Guidelines?

Design guidelines are criteria that guide commissions and property owners on historic resource treatment decisions. They are usually a separate document from the ordinance, but basic guidelines may be included in the code itself. In all cases, the guidelines should be associated with a set of criteria for appropriateness that are set forth in the ordinance. Guidelines typically are adopted by resolution of the governing body.

Guidelines enable local preservation commissions to make consistent and fair decisions when property owners seek to renovate or construct new buildings in a historic area.

Design guidelines typically address both rehabilitation and new construction in a historic district. Most guidelines also address signage, site design, demolition, relocating structures, streetscapes and treatment of individual landmarks. Locally adopted design guidelines should be consistent with best practices in the field of preservation, including the Secretary of the Interior's Standards for the Treatment of Historic Properties.

How are Guidelines Used?

These are three key uses of design guidelines:

As an educational tool

Guidelines are used to inform the general public and property owners of best practices in the treatment of historic resources.

In advance planning for a project

Property owners should turn to the design guidelines in the early stages of planning an improvement project.

In commission decision-making

And, of course, they are an essential tool in making informed and defensible decisions in the formal review process. To issue a certificate, the commission must find that the activity complies with all the relevant design guidelines.



NEW COMMERCIAL BUILDING DESIGN

Mass and Scale

Traditionally commercial buildings had varied heights, articulated masses, visually interesting skylines and pedestrian-scaled street fronts that contribute to a sense of human scale. A new building should continue to provide a variety of pedestrian-friendly scales and visually appealing masses. Buildings should not be monolithic in scale or greatly contrast with those seen traditionally in Downtown Plano.

5.10 Maintain the traditional size of buildings as perceived at the street level.

- The street facing facade height of a new building should fall within the historic context of the area. It should respect the traditional proportions of height to width.
- Floor-to-floor heights should appear similar to those of traditional buildings downtown, especially those at ground level.
- For larger buildings new construction should incorporate design features, such as setbacks, that break down the mass into modules that suggest the underlying historic height, width and lot pattern.

5.11 Establish a sense of human scale.

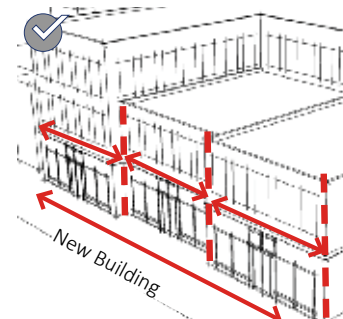
- Use vertical and horizontal articulation design techniques to reduce the apparent scale of a larger building mass.
- Incorporate changes in color, texture and materials to help define human scale.
- Use architectural details to create visual interest.
- Use materials that help to convey scale in their proportion, detail and form.



For larger buildings, new construction should incorporate design features that break down the mass into modules that suggest the underlying historic height, width and lot pattern.



A new building should be designed with a pedestrian-scaled street front.



New facade widths should reflect the traditional range of the building widths seen on the block.

Compatibility for new construction is addressed in many design guidelines. The focus is on respecting the traditional mass and scale, orientation to the street and alignment of key features that occur in the commercial district. Imitating historic styles is discouraged.

Key Design Guidelines Components - Sample Guideline

These are recommended components of locally-crafted preservation design guidelines.

- A** → **Architectural Details**
Historic features, including original materials,
- B** → architectural details and window and door openings, contribute to the character of a structure. They should be preserved when feasible.
- C** → **1.1 Preserve significant stylistic and architectural features.**
- D** →
 - Storefronts, cornices, porches, turned columns, brackets, exposed rafter tails and jigsaw ornaments should be preserved.



Protect and maintain significant stylistic features, such as these window features, cornice details and ornaments.

Key

- A** **Design Topic**
Describes the design topic addressed by the design guidelines that follow.
- B** **Policy Statement**
Explains the desired outcome for the design topic and provides a basis for the design guidelines that follow. If a guideline does not address a specific design issue, the policy statement will be used to determine appropriateness.
- C** **Design Guideline**
Describes a desired performance-oriented design outcome.
- D** **Additional Information**
Provides a bulleted list of suggestions on how to meet the intent of the design guideline.
- E** **Images**
Clarify the intent of the design guideline by illustrating appropriate and inappropriate design solutions.



How Do Local Guidelines Relate to the Secretary's Standards?

The Secretary of the Interior publishes the Standards and Guidelines for the Treatment of Historic Properties (36 CFR Part 68), which includes a specific set of guidelines for Rehabilitation. Local guidelines should include and reinforce these principles.

Are “Guidelines” Enforceable?

This is a semantic issue that many commissions face. Some people interpret the term “guideline” to mean that they are suggestions, not regulations. In fact, they are enforceable, especially when clearly linked to broader criteria in the local government’s preservation ordinance. The guidelines in essence help to interpret those criteria.



Some communities, in order to make this enforceability clear, instead use the term “standards,” or the combined term “standards and guidelines.”

What if We Don’t Have Guidelines?

While locally-tailored guidelines are preferred, the National Park Service’s Illustrated Guidelines for Rehabilitating Historic Buildings can serve very well, and many communities adopt them. Because they are written to apply to contexts throughout the nation, they are broad in nature and require careful interpretation.

D. Defensible Decision-Making

Defensible decision-making is simply the act of following all steps required to ensure due process. It is essential that the commission's decisions be seen as fair and objective, based on the facts and established criteria and guidelines. The commission's decision must be accurately documented such that, in the future, the process and the reasoning for the decision are clear.

Commissioners should NOT make decisions based on:

- Personal taste. Use the guidelines instead.
- Opinions of the applicant. Focus on the project, not the person.
- Information that is not in the public record.

Some Key Questions:

What are the elements of a defensible decision?

The decision should be based on the relevant ordinances, rules and procedures, including the formal survey and designation information and the adopted design review criteria and guidelines. It should be clearly stated, avoiding "double negatives" or unclear directives.

What should a motion say?

A motion to decide on a proposal should include:

- The stated action -- approve, deny, etc. (See Chapter 6.)
- The name and address of the property
- The "title" of the work proposed--alteration, addition, etc.
- Statement of compliance (or lack of). Be sure to reference to the criteria/guidelines on which the decision is to be made
- Reference to the significance of the property and its character defining features, as described in survey documents
- Reference the submittal documents

If the action is to approve a design proposal, an important consideration is that the motion and the conditions of approval are clear enough that, should it become necessary, non-compliance or a violation of the Certificate of Appropriateness can be proven. Many commissions have



a “motion cheat sheet” to help commissioners remember to include all the elements above into a motion.

What should the minutes include?

Minutes should describe the items on the agenda as they occurred, with an indication of the actions taken, and references to the documents that were considered in the actions. Keep in mind that this may be the first point of reference that someone goes to for future research, and it should provide a “link” to other information that may be on file.

What should the administrative record contain?

Each project “case,” should contain:

- Application form
- Supporting documentation describing the property and proposed action
- Hearing notice
- Minutes of the hearing
- Formal written letter of the decision and a copy of the Certificate of Appropriateness
- Any other documents submitted that were a part of the hearing (e.g., letters from interested parties, professional reports)

Remember, should a decision be appealed, the appellate body will only consider the information in the record, not new information.

What are the basic legal considerations to address?

The decision must be made with these considerations:

- Compliance with an open meetings regulations
- Following Procedural and Substantive Due Process
- Disclosing any ex-parte communication
- Addressing any conflicts of interest
- Maintenance of a complete record

How are appeals handled?

In most communities an appeal goes first to the elected official governing body, such as a City Council. Further appeals then go to the courts. Applicants always have the right to appeal, and in some communities other citizens may also have “standing” to appeal a decision.

CHAPTER 6: PROJECT REVIEW

A Starting Question

A property owner has submitted a proposal to make improvements to their house, which is a contributor in the local historic district. What will you consider in the evaluation? What should you NOT consider in making your decision?

A key responsibility for many commissions is the review of proposals for work on historic properties and within historic districts. This requires careful consideration of the facts presented, with an objective application of the design guidelines that are adopted by the commission and of any criteria set forth in the preservation ordinance. If the commission finds that the work proposed meets those standards, it may authorize granting a Certificate of Appropriateness.

In This Chapter:

- A. What is the HPC's Scope of Authority?
- B. When is Design Approval Required?
- C. What are the Steps in the Review?
- D. Citing Design Guidelines
- E. Potential Actions





A. What is the HPC's Scope of Authority?

The scope of the commissions's authority is usually defined in the preservation ordinance. This typically provides that they can review any exterior work on a property. In some cases, the ordinance may permit the local government to designate interiors as well, in which case those that are specifically listed will be subject to review.



Note that some commissions may only have an advisory role. Rather than formally issuing an approval (sometimes called a COA, as discussed in Chapter 5), they may recommend approval to an administrative official or another board. In this case, a simpler resolution in support may be adopted.

What if Other Repairs Appear to be Needed?

The commission is limited to considering the work described in the application for the COA. It cannot withhold approval of the COA because commissioners believe other improvements also should occur.

THE APPROVAL PROCESS

The approval process is sometimes referred to as the COA, or Certificate of Appropriateness. This process is conducted by the HPC and determines the extent, if any, to which changes can be made to a property.

For example, if an original window has been replaced with an incompatible one, and replacing it with one to match the original would be desirable, the commission cannot require doing so, if work on that window is not in the application.

May the Commission Make Design Changes?

The commission should resist the temptation to redesign the project that is proposed. Instead, it should provide direction to the applicant that would guide them in making revisions that are more compatible with the design guidelines.

What if Work is Undertaken Without a COA?

The building or zoning official is responsible for enforcing violations, but commissioners may often be the first to notice those conditions and will notify the code official.

B. When is Design Approval Required?

The first step is to confirm that a project is within the review powers of the commission, and that design approval or a Certificate of Appropriateness (COA) is required.

Most commissions require approval for these actions:

- Construction
- Alteration
- Reconstruction
- Moving
- Demolition
- Any other exterior change

Note that this includes some work that would not require other permits from the local government. That is, the requirement for a building permit is NOT a test for requiring a COA.

Work Not Requiring a COA

Most commissions do NOT require a COA for routine maintenance that does not require replacing existing materials.

Routine Maintenance

Repair that does not alter the character or finish of exterior materials does not require a COA. Examples include:

- Repainting, using the same color and type of paint
- Resecuring loose boards, shingles or other existing materials
- Such repairs that do not perpetuate an inappropriate condition

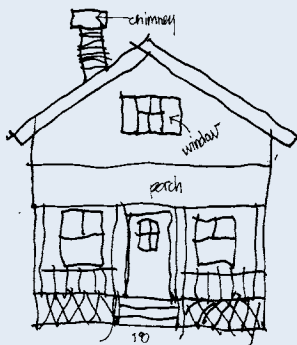


An analysis of key features of a historic district should be a part of submittal documents when context is a consideration.



This residence is undergoing a foundation and porch alteration. A project of this degree requires thorough review.

UNACCEPTABLE DRAWING:



- Cannot be measured
- Lacks sufficient detail

Compare with sketches on the next page.

C. What are the Steps in the Review?

Be certain to be familiar with each application. If it appears that a commissioner is unfamiliar with a proposal during a hearing, it can undermine the credibility of the decision.

These are best practices in project review each commissioner should follow:

Before The Meeting

1. Confirm that submittal documents are complete

Confirm that sufficient documentation is provided to adequately interpret the proposal and apply the guidelines. Staff may conduct this documentation review. Note that a checklist may be helpful to use as a reference.

A simple test to determine if the application documents are sufficient:

“If the finished work appears out of compliance, will the documents substantiate that fact? Can you prove non-compliance?”

2. Visit the site

Commissioners should visit the site of the project in order to gain an understanding of the key features of the property and its context. Be sure to follow any open meetings laws that apply to site visits.

3. Review background information

Review surveys, documents, historic photos and other information about the property.

4. Review the submittal documents

Study them to determine the effects of the proposed work on character-defining features of the resource and its context.

At the Meeting

These steps are recommended for hearing an application. Note that some specific procedural requirements may vary in your local ordinance:

1. Introduce the Commission and the review process

Remember that some people attending the meeting don't know who you are! Explain the sequence of events. Be certain that the roles of the chairman, the commission members and their staff are understood.

2. Explain the purpose of the review

The purpose is to assure that the proposal meets criteria for a COA, as provided in the ordinance.

3. Call each case according to the published agenda

If deviations are required, announce this at the beginning of the meeting. Check for conflicts of interest.

4. Introduce the applicant and their project

Identify the location of the project (preferably on a map visible to all).

5. Listen to the staff report

If the Commission has staff, they should have reviewed the project in advance and may have a written report. Staff comments should identify the specific issues that this application raises and note how the project does or does not adhere to the guidelines.

6. Listen to the applicant's presentation

Encourage the applicant to relate their project to appropriate sections in the design guidelines.

7. Ask for clarification

Withhold criticisms at this stage. First determine that everyone understands what has been presented.

8. Take public comments

Ask that their discussion be limited to the project at hand, and its relationship to adopted standards and guidelines. Record the name and address of speakers.

ACCEPTABLE DRAWING:



- Free-hand, but to scale
- Can be measured
- Has sufficient detail

ACCEPTABLE DRAWING:



- Mechanically drafted
- Can be measured
- Has sufficient detail

Compare with sketches on the previous page.



Encourage the applicant to relate their project to appropriate sections in the design guidelines.



Commissioners should visit the site of any proposal that they will review. This will require a Public Notice of commissioners touring the site together.

9. Take statements from other public agencies or organizations

In some cases, code and enforcement officers, representatives from local historical societies or advocacy organizations may provide testimony.

10. Critique the proposal

Next, the Commission should evaluate the proposal, using the design guidelines.

11. Allow the applicant to respond

If the commission raises concerns, allow the applicant to defend the design as proposed, provide further explanation, or discuss modifications they will consider.

12. Entertain a motion

The motion should be clear and direct. It should include a reference to the guidelines, and a finding that the project is approved or disapproved because it meets or does not meet the guidelines adequately.

There are four options for a motion:

- a. Approve as submitted
- b. Approve with conditions for alterations to the submittal
- c. Deny as submitted
- d. Continue for additional information (being mindful of time limitations)

13. Vote on the proposal

14. Summarize the results

Be certain everyone understands the action just taken.

15. Record the decision

Send the applicant a letter with the COA, and ask them to remove any signage posted.

Special Review Questions:

As you review an application, consider these questions to help focus the discussion:

1. What is the context?

What is the character of the setting and of adjacent buildings? Remember that you are reviewing the impact of a design upon its specific site, and its surroundings as well as the property itself.

2. What is the impact of the proposal?

Will character-defining features be altered or compromised?

3. Which are the critical design issues?

Certain guidelines will be more applicable than others. Decide which ones will be most significant in reviewing the proposal before you.

Remember, you are interpreting the guidelines. If you disagree with their stated policies, the review session is not the time to assert your opinions about the guidelines themselves—only about the design in relation to the adopted guidelines.

4. Can the design issues be grouped?

Look for common themes. Often, discussion will ramble over many topics. Look for ways to simplify the debate by combining related issues.

5. Are non-design issues embedded?

Sometimes, the problem is not a design issue, but in fact it is a broader conflict over land use, density or some other zoning policy that the guidelines cannot address or solve. Don't get sidetracked.



Routine maintenance usually is not subject to design review.



Use These Techniques in Your Evaluation:

1. Use simple, clear language

Be specific. Even if you approve the proposal, you want to give a clear message to future applicants and to future commission members about how you reached your decision, in the event that they, too, face similar issues.

2. Use the guidelines

Use a checklist to confirm that you covered all the items, and then ask for discussion of any items that are in question. Allow open discussion, but monitor the content to avoid unnecessary repetition.

3. Keep the discussion moving

When all the points have been made and people are repeating earlier comments, this is a good indication it is time to terminate the critique.

4. Keep the discussion on track

Avoid “red herrings,” those tangential issues that may be emotionally charged, but have no direct bearing on the specific proposal, and are not addressed in the standards, and should not influence the decision. These can take up time, frustrate participants and confuse the decision-making record.



D. Citing Design Guidelines

As a means of interpreting those broad criteria to specific COA proposals, the commission should then apply its design guidelines. These may be the *Secretary of the Interior's Standards and Guidelines for the Treatment of Historic Properties*, or they may be locally tailored design guidelines. Many communities adopt the Secretary's Standards initially, and then augment them with locally crafted guidelines as time and budgets permit.

When reviewing a proposal, be certain to cite the guidelines. This makes it clear that the commission has made its decision objectively, using the tools that are officially adopted, not through personal taste or arbitrarily.

See pages 95-97 for additional design guidelines information.



The Commonweal Theater building in Lanesboro, MN provides an appropriate example of infill development in a historic district.

INFILL IN PLAIN ENGLISH:

New “infill” construction may occur as an addition to an existing building, or as a separate structure on a historic site or a parcel in a historic district.

Design guidelines for new construction focus on compatibility with the historic setting, not imitating it. In fact, new designs that pretend to look old are discouraged, because they confuse the record of history.

At the same time it is important that new development contribute to an overall sense of continuity while also conveying the evolution of the area. It can do so by reflecting more basic patterns of development in the district. Using similar building forms and materials, placing buildings in alignment with others in the block, and respecting the mass and scale of the context are examples.

Therefore, new buildings and additions should be distinguishable as such and not confuse one's interpretation of the development of the property or of the district. That is, each building should appear as a product of its own time.



E. Potential Actions

Once it is time for the commission to make a decision, these are the options:

Approve as submitted

No amendments are made to the submittal documents and no other conditions are attached.

Approve with conditions or modifications

An amendment may be made as a part of the motion to approve. This may be a change in what is proposed, as the applicant may elect to amend the application to better conform to the design guidelines, or an added stipulation. In some cases, the commission may approve with a requirement that a detail of the design be returned for approval later, either by the commission or staff.

Continue the agenda item

If the applicant and the commission agree, a decision may be delayed in order for more information to be provided, or to allow the applicant to modify the proposal based on discussion at the hearing.

Deny as submitted

If an application is denied, some ordinances provide that it may not be resubmitted for a year's time. Always check the local ordinance to confirm details regarding the re-submittal of denied applications.



CHAPTER 7: SPECIAL LEGAL ISSUES

A Starting Question

The owner of a historic house has applied to demolish the building, because otherwise keeping it would be an economic hardship. The building is badly deteriorated as well. How should you respond?

This chapter addresses two of the knottier issues the commissions may encounter: That of economic hardship and “demolition by neglect”.

In This Chapter:

- A. Economic Hardship
- B. Demolition by Neglect
- C. Enforcement



PENN CENTRAL DECISION:

The Supreme Court ruled in its decision regarding a takings claim by Penn Central in New York City that a taking had not been demonstrated, and that a local preservation commission had the right to regulate a property.

This case is the basis for hardship tests.

For more information, see:

Case Briefs: Penn Central Transportation Co. v. City of New York

<http://www.casebriefs.com/blog/law/property/property-law-keyed-to-cribbet/regulatory-takings/penn-central-transportation-co-v-city-of-new-york/>



A. Economic Hardship

“Economic Hardship” is a specific condition that can only be determined using adopted criteria and carefully following procedures outlined in the ordinance. It is not something that commissioners should use their personal feelings about.

This is often an emotional issue, but commissioners should not feel that the question should be avoided. Sound legal precedent indicates that the government, including the preservation commission, can engage in regulations that may raise this question.

What is it?

Economic hardship exists only when NO reasonable use of a property is available to the owner, due to the regulations in the preservation ordinance. It is based on language in the Fifth Amendment of the United States Constitution.

The term “reasonable use” is key. If a property is limited in its use due to the regulation, such that the owner cannot maximize the economic benefits, but there is still a reasonable return, then no taking is found to exist.

Also note that the “hardship” is with the PROPERTY itself, not with the owner. That is, one’s personal finances are not a part of the consideration.

The preservation ordinance should provide a specific process and criteria for determining if an economic hardship exists, and commissioners should follow them carefully.

How Should a Hardship Claim Factor into Project Review?

The commission should consider an economic hardship claim separately from an application to demolish a building. The first step is to decide if demolition is permitted, regardless of economic circumstances. Then, if demolition is denied, a separate hearing should consider economic hardships. This separation of actions makes it clear that the demolition itself remains “inappropriate,” but is permitted because of economic hardship.

The Permit to Demolish

An application to demolish requires a Demolition Permit, a Certificate of Appropriateness (COA) or a similar permit.

A demolition permit might be issued if:

- The property is a non-contributor in a historic district.
- The property, although presently listed as contributing, is found to have lost its integrity and thereby merits reclassification as non-contributing (e.g., through damage from a fire or a natural disaster).

The hearing for the demolition permit should be based on the facts related to the significance of the property. If it retains its integrity, then demolition should be denied.

Finding Economic Hardship

While the claim for hardship may be made as a part of an application to demolish a building, it should be handled as a separate agenda item, and the specific test for hardship should be applied.

That is, the commission in the first hearing would find that demolition is inappropriate, but then in the second hearing find there is an economic hardship (if that is the case), which would then justify issuance of a demolition permit.

Usually, if no economic hardship claim is made, a commission will deny an application to demolish a historic building since its primary objective is preservation of such resources.

Demolition Delay

Some ordinances do not give the commission the power to deny demolition, and only provide for a delay in issuing a demolition permit. The intent is to provide some time to find an alternative, such as selling the property to a buyer who will maintain it.

These provisions usually delay only for a defined period of time. The claim of economic hardship is less likely to occur in this situation.





Economic Assistance

A special case of concern is the situation with an owner-occupied home, in which the owner lacks the financial means to maintain their property adequately. They may assert that a requirement to use proper rehabilitation procedures is an “economic hardship.”

Technically, this is not the same as the hardship related to the Fifth Amendment, but the public may confuse the two. Ideally, the local government will have assistance and incentives programs to help owners make appropriate improvements for these situations. Incentives may include state and local tax credits for rehabilitating historic structures. For more information about incentives, refer to Chapter 1.



Evidentiary Checklist for Economic Hardship

What type of evidence should be reviewed when considering economic hardship? The National Trust for Historic Preservation, in its publication *Assessing Economic Hardship Claims Under Historic Preservation Ordinances*, provides this checklist of information that is a useful tool for local commissions and other regulatory agencies considering economic hardship claims:

1. Current level of economic return

2. Any listing of property for sale or rent, price asked, and offers received, if any, within the previous two years, including testimony and relevant documents

3. Feasibility of alternative uses for the property that could earn a reasonable economic return

4. Any evidence of self-created hardship through deliberate neglect or inadequate maintenance of the property

5. Knowledge of landmark designation or potential designation at time of acquisition

6. Economic incentives and/or funding available to the applicant through federal, state, city, or private programs

This paper is available at: <http://www.preservationnation.org/information-center/law-and-policy/legal-resources/preservation-law-101/resources/Economic-Hardship-Assessment.pdf>



B. Demolition by Neglect

Simply put, intentionally allowing a property to deteriorate to the point that it cannot be saved is “demolition by neglect.” The assumption is that the owner is capable of maintaining the building, but chooses not to do so.

What is the Issue?

The concern about demolition-by-neglect is that a building can lose so many of its key features that it will no longer retain sufficient integrity. If that happens, then the building will no longer have historic significance, at which point outright demolition may be permitted under other governmental regulations.

This is especially an issue when an owner may have been denied a permit to demolish a building and, in response, simply lets it decay, perhaps even opening it to the elements to accelerate damage.

Demolition-Related Tools

Tools that prevent or discourage the demolition of historic resources are essential elements of a community’s preservation system.

Sometimes a property is neglected until it must be demolished. These cases of “demolition by neglect” may reflect many causes including:

- An owner cannot afford the necessary maintenance because of personal financial circumstances, or
- An owner is unwilling to invest in the structure, or



- An owner anticipates reuse opportunities for the site that seem to be greater without the historic structure being there, or
- There is no apparent viable economic use for the property, or
- An owner is disinterested or unaware of the condition of the property



At a certain point, the decay becomes so substantial that the City's building official must cite the property as a hazard to public safety. Most local preservation ordinances acknowledge that, when this state is reached, the property may be demolished. The objective, however, is to avoid having a property reach this state.



Typically, by the time a building reaches this stage, it has already passed a point at which many of the architectural details and building components that contribute to its significance have deteriorated to a point beyond repair. That is, when it reaches a public safety hazard stage, the building may have already lost its integrity as a historic resource. The challenge, therefore, is to interrupt the cycle before decay reaches this stage.

Tools to Prevent the Loss of Historic Resources

Typically, the primary demolition prevention tool is a requirement for a demolition permit. Other strategies to protect historic resources from demolition include direct intervention, and incentives as well as working to create a climate that encourages good stewardship. Because the appropriate tools will vary with the circumstances of the case, the most effective preservation programs use these tools:

- Property owner notices of need to repair
- Publication of endangered property lists (often managed by preservation partners)
- Emergency protection clauses in the ordinance
- Minimum maintenance requirements
- Forced sale or condemnation
- Emergency preservation funds
- Removal of inverse incentives
- Creating a supportive economic environment



How Should it be Handled?

Address this issue with care. Some local ordinances around Minnesota have provisions for dealing with cases of demolition-by-neglect, most allowing for:

- Issuing a civil (and sometimes criminal) citation
- Ability of the government to undertake necessary corrective work
- Putting a lien on the property

Citing for demolition-by-neglect requires discretion. Ideally, the commission will adopt specific criteria for identifying demolition-by-neglect.

The ordinance also may limit the use of this provision to specific classes of property, such as:

- Unoccupied structures
- Structures open to the elements
- Major landmarks
- Properties in designated revitalization areas

Enforcement of demolition by neglect

The practical reality is that it is rare for a local government to step in and renovate or stabilize a deteriorated historic building and then bill the owner. Few local budgets have funds earmarked for such activities and it would be unpopular. At most, the local government may board up a building or cover a leaking roof with a tarp - a short-term solution.

After the housing recession occurred and foreclosures were on the rise, many Minnesota communities developed ordinances to protect the health, safety and welfare of the city and its residents. One such program in Stillwater involved the identification and registration of problem properties which includes a property that has been allowed to physically deteriorate. This program, as well as the City's abandoned or dangerous structure nuisance abatement program allows the City to rectify life, health and safety issues in which the payment for services rendered may be certified by the City as a service charge for collection with the real estate taxes. These programs help ensure

older housing stock is decent, safe and sanitary, and is maintained in a manner that does not measurably lessen the market values of properties nearby.

Use it with care

For this reason, it is important to employ this provision with care. It is useful, however, to have such a provision in the ordinance. It serves as a potential deterrent and is then available for really critical conditions or highly valued buildings.

Communicate first

Talk to owners first if substantial deterioration is identified, and document all efforts to communicate with them. Citing for demolition-by-neglect should only occur after demonstrating that the government has done everything possible to resolve the situation.





C. Enforcement

A preservation ordinance should establish a procedure for enforcing its terms. The ordinance is usually enforced through stop-work orders and the assessment of fines and other penalties for individual violations.

The HPC may request that enforcement action be taken for a violation, if the situation is brought to their attention. Note that the HPC does not actually cite the property owner in violation, as it is not the HPC's role or responsibility to police violations.

What is the HPC's role in enforcement?

The commission plays an advisory role. City or county staff is responsible for issuing citations and any related penalties, since this is a part of the zoning code. This may be a code enforcement official.

The HPC may request that enforcement action be taken for a violation, if the situation is brought to their attention, but it is not their responsibility to police violations.

CHAPTER 8: FREQUENT DESIGN ISSUES

A Starting Question

The owner of a historic house in the local district has applied to remove all of the original windows and replace them with new ones in order to save energy. They also wish to cover the wood siding with a cementitious composite board material, in order to save on repainting over time. How will you respond?

These are questions that commissions frequently face. They bundle several issues: When is replacement or covering of original material merited? How does any energy saving action fit into an overall conservation strategy for a property? To what extent must commissions remain up-to-date on changing trends in materials and technology?

Responding to these questions requires delving into the current information about these issues. Extensive information exists about them, and more continues to be published, so it is important that commissioners be open to new information as it becomes available. While the community's design guidelines will provide clear policy on most topics, there may be some that are more recent or may be ones in which new information has come forward. Others are topics that raise theoretical issues that call for a more in-depth discussion. This chapter provides an overview to some of the "hot topics" that may arise in design review.



In This Chapter:

- A. Substitute Materials
- B. Sustainability and "Green" Issues
- C. Windows on Historic Buildings
- D. New Additions to Historic Buildings
- E. New Construction in Historic Districts

INFO ON SUBSTITUTE MATERIALS:

An excellent start for understanding the specifics of alternative materials is published by the National Park Service:

Preservation Brief 16, The Use of Substitute Materials on Historic Building Exteriors

See: <https://www.nps.gov/tps/how-to-preserve/briefs/16-substitute-materials.htm>

Note that, for projects seeking state or federal tax credits or other approvals, the SHPO or the National Park Service may apply a stricter standard for replacement materials. Local commissions should be aware of this when also reviewing those projects.

A. Substitute Materials

What are Substitute Materials?

In historic preservation, a substitute material is one that is used to appear similar to one used originally. Today, this may mean using a cast concrete product to imitate a stone window sill.

Historians will point out, however, that the tradition of using substitutes goes back for centuries and that many of the materials we now consider historic were in fact alternatives to other materials that may have been more expensive or difficult to acquire.

A stamped metal cornice, at the top of an Italianate commercial building, for example, evolved from stone versions employed during the Renaissance in Europe. But, while there is precedent for their use, what is their appropriate application in rehabilitation projects?

Are substitutes appropriate at all?

In its publication, ***Preservation Brief 16, The Use of Substitute Materials on Historic Building Exteriors***, the National Park Service acknowledges that substitute materials may be appropriate in some situations:

“Some preservationists advocate that substitute materials should be avoided in all but the most limited cases. The fact is, however, that substitute materials are being used more frequently than ever in preservation projects, and in many cases with positive results. They can be cost-effective, can permit the accurate visual duplication of historic materials, and last a reasonable time. Growing evidence indicates that with proper planning, careful specifications and supervision, substitute materials can be used successfully in the process of restoring the visual appearance of historic resources.”

Are substitutes always best?

Not necessarily. While claims for durability and accuracy of appearance may be made, the results don't always measure up. It is reasonable for commissions to ask to see examples of how the material has fared in similar conditions of environment and location on a property.

Covering vs. Replacing

Remember to confine the discussion about alternative materials to situations in which a replacement is indeed needed. That is to say, COVERING original material is not appropriate, regardless of what the new material would be. Removing original material that is in good condition and continues to serve its function is also inappropriate.

Reasons for Considering Alternatives

If replacement is merited because of the severe deterioration of the original fabric, then doing so with the same material as the original is certainly preferred, but when might it be reasonable to consider an alternative? These are some conditions:

Inherent flaws in the original

In some cases, while the original material has historic value, it has not performed well and replacing in kind may perpetuate a problem. This is becoming more of an issue with some "Recent Past" resources from the mid-Twentieth Century, in which experiments with new materials and assembly methods sometimes led to disappointing results.

Availability of the original as replacement

If it is difficult to obtain the original material, then an alternative may be more acceptable.

Availability of craftsmen

Even if the original material may be available, are craftsmen on hand who can appropriately finish and install it? This may be an opportunity to sponsor a training program to build the local capability for such skills.

MORE ON SUBSTITUTE MATERIALS:

The National Alliance of Preservation Commissions has published a helpful paper on alternative materials.

Developing a Materials Evaluation Methodology

See: http://napcommissions.org/wp-content/uploads/2013/08/Sustainability_Developing-A-Materials-Evaluation-Methodology-Part-1-2.pdf

Code requirements

Contemporary building codes and related regulations may prohibit use of the original material. While this issue may apply more frequently to interiors, it may also be an issue for exterior features as well. Asbestos shingles and lead-based finishes are examples.

Many design guidelines, such as this example from Plano, TX, include policies related to alternative materials.

Building Orientation

Traditionally, the primary entrance of a building faced the street. In a commercial setting, the entry was often recessed. New buildings should be oriented to continue this traditional pattern.

5.4 Maintain the traditional orientation of a building to the street.

- The primary entrance should face the street.
- In some cases, the front door itself may be positioned perpendicular to the street. In this case, the entry should still be clearly defined with a recessed entry or canopy for commercial building types.
- New buildings should abut the sidewalk. The setbacks for all new construction should match the setback of other buildings on the block.



Maintain the traditional orientation of a building to the street.

Materials

Building materials used in new construction should contribute to the visual continuity of Downtown Plano.

5.5 Use building materials appropriate to the context.

- Brick is the preferred primary material.
- Building materials should have a modular dimension similar to that used traditionally.



The primary entrance of a building should face the street.

5.6 Building materials shall be similar in scale, color, texture, and finish to those used traditionally in Downtown Plano.

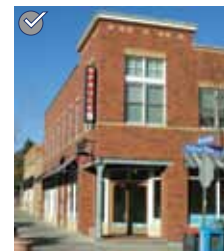
- All wood details should have a weather-protective finish.
- Stucco may be considered as an accent material on upper floors of larger buildings.
- Imitation or synthetic materials, such as aluminum or vinyl siding, imitation brick or imitation stone and plastic, are inappropriate.
- The use of highly reflective materials is discouraged.



Using new or alternative materials as an accent is appropriate to help express individual building modules or units.

5.7 Ensure that any new materials are similar in character to traditional materials.

- New or alternative materials should appear similar in scale, proportion, texture, and finish to those used traditionally. For example, a modular stone may be appropriate if detailed similar to historic brick material found in the district.
- Using new or alternative materials as an accent is appropriate to help express individual building modules or units.



Brick and stone are the preferred primary materials for new construction.

Chapter 5: Standards for New Construction

79

Criteria for Applying Alternative Materials

If it is determined that using the original material may not be the best solution, what would be the criteria for considering an alternative replacement material? These are some conditions to consider:

Accuracy

Will the alternative material successfully convey an appearance that matches the original? They should be similar in:

- Detail
- Profile
- Texture
- Finish

Durability

Does the material have a satisfactory record of performance in a similar condition, including climate and location on the building? Experimenting on historic buildings is not the place to test new materials in the community.

Location on the property

Does the location on the property affect one's perception of the material? For example, a synthetic, resin-cast material may work well for a cornice molding that is located high on



New Building Materials in Storefront Design

While the commercial property owner is encouraged to use traditional materials in the reconstruction of missing or altered building elements, often it is economically infeasible. Therefore, the owner may consider using newer building materials that emulate the appearance of the traditional elements.

When designing a new storefront for your commercial property, you should meet with city staff to determine what contemporary building materials are acceptable and available.

The traditional storefront is generally constructed of a combination of materials, such as wood framing, wood moldings, metal flashing, and plate glass. The typical elements of the storefront were the metal-clad window crown or cornice, the wood framed transom window, the wood framed display window, and the wood or metal bulkhead. The window and bulkhead are generally set back in the storefront opening at least six inches.

The reconstructed storefront can create the same "look" using newer building materials such as insulating glass and aluminum framing. However, the proportions and placement of the different elements need to closely match the elements of the original storefront.*

*Excerpts from *Keeping Up Appearances* from the National Trust for Historic Preservation

The Litchfield Design Guidelines provide guidance on the introduction of new materials to historic properties. This information can pertain to the installation of sustainable systems.



Preserving historic places promotes the three basic categories of sustainability.



The porch on this home helps to buffer temperature swings.

SOLAR PANEL DESIGN OPTIONS:

For a quick summary of solar panel design options, see the NAPC publication:

Sample Guidelines for Solar Systems in Historic Districts

<http://www.preservationnation.org/information-center/sustainable-communities/buildings/solar-panels/additional-resources/NAPC-Solar-Panel-Guidelines.pdf>

a building where it cannot be touched. By contrast, using this material for a replacement column on an entry porch where people will frequently touch it may not be suitable. Using alternatives on secondary walls, especially those not visible from the public way, may also be an option.

Impact on existing materials

Some new materials may interact negatively with other historic materials and accelerate deterioration. Combining some different metals, for example, can create a corrosive condition.

Extent of the replacement

A somewhat separate consideration is how extensive the need is to replace original materials, in terms of maintaining the integrity of the historic property. Replacing a single cornice with a substitute may have little effect. Wholesale replacement of all stone sills, window arches, moldings and foundations with cast concrete could threaten the historical significance of the property.

Addressing Alternative Materials in the Design Guidelines

Design guidelines should be as clear as possible about the use of alternative materials. If alternative materials are permitted, a discussion about appropriate locations should be integrated into the document; otherwise, creating a supplemental chapter or policy paper is an option.

B. Sustainability and “Green” Issues

Achieving energy efficiency and promoting sustainability and green building are major issues that commissions are now addressing. These issues are not new, but perhaps the level of activity and interest is.

Does energy conservation “trump” preservation, or are the two mutually achievable? Design guidelines lack clear direction about how to balance green building objectives with the charge of protecting cultural resources. The basic principles of most guidelines call for preserving original materials and other character-defining features as well as respecting the inherent energy-saving properties of historic resources, but they usually address sustainability indirectly, particularly with respect to the way in which “building green” is seen today.

What is Sustainability?

Sustainability is widely recognized as having three components:

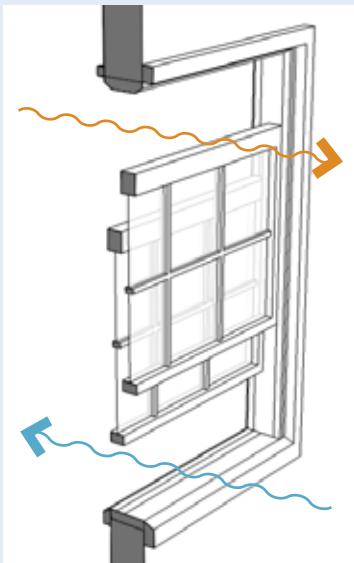
- (1) cultural/social,
- (2) economic, and
- (3) environmental.

Historic preservation contributes to all of these, and to some extent all three may be addressed in design guidelines. This is because sustainability is a more global value underlying historic preservation, although it may not be so clearly articulated in some preservation ordinances and design guidelines.

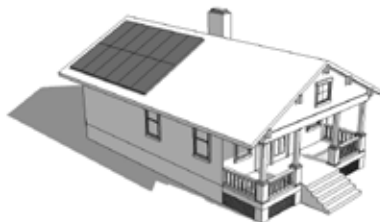


This glass enclosure is a non-invasive strategy for a weatherization improvement. It captures winter heat on a front porch, while retaining the building's historic character and materials.

Double-Hung Window Ventilation



The double-hung windows found in many historic structures allow for transferring cool air in and warm air out during summer months.



Locating solar panels and energy generating devices to the rear of a historic residence minimizes visual impacts.

Key Sustainability Concepts

As with the issue of substitute materials, the theory of sustainability and its related technologies continues to evolve. Consider these factors:

Keep the big picture

First, it is important to keep the big picture in mind. Don't become absorbed with evaluating the merits of a specific energy-saving device and its impacts on a historic property without first understanding how it fits into an overall strategy for the property.

Resource conservation

Preserving historic buildings and their materials avoids negative impacts from new construction. New building construction requires a tremendous amount of fossil fuels and other natural resources, which release greenhouse gases into the atmosphere and cause other negative effects.

Landfill reduction

Preserving a building reduces the amount of discarded building material that ends up in landfills.

Life cycle analysis

When considering the life cycle of building materials, one must not only consider the energy consumed to create the materials, but also environmental costs, such as resource depletion and pollution. These ideas may be difficult to convey, but it is important to set out these concepts as a foundation for the guidelines. Comparing these "costs" to the longevity of the material is key to life cycle analysis. Often more traditional materials will score the highest, because they will last longer and have less pollution associated with their manufacture, in contrast to some newer materials that may appear cost-effective early on, but are not as durable over time. Some synthetic materials used in windows are often cited as examples.

Typically a commission will not directly evaluate the life cycle performance of materials that are proposed for

alterations, but the technical information related to this topic can assist property owners in developing a strategy for sustainability. It also will underpin reasoning to retain older, significant materials that do have longer life cycles than some replacements would.

Energy conservation

Reducing energy consumption for a property is a key objective for many property owners, and should be addressed in the design guidelines. Often, sealing leaks and adding insulation to ceilings and floors will be the most effective.

Energy generation

The companion piece to energy conservation is energy generation, in the interest of reducing demand on public utilities and minimizing operating costs. Examples of energy generation methods include solar panels and wind turbines. Since property owners may be immediately attracted to these two approaches, they should be placed in context with other elements of sustainability in the introductory materials.

Developing a Strategy for a Property

A property owner should outline an overall strategy for energy conservation and generation as it relates to their property. This strategy should include an energy audit, an evaluation of existing systems, and a list of established goals for achieving savings. Several good publications exist that describe how to prepare a strategy for older buildings.

Here are some basic steps to suggest to property owners in preparing a strategy:

Conduct an energy audit

An energy audit often reveals a number of opportunities to reduce energy consumption. For more information on how to conduct an energy audit on your historic property, contact your local city government.

GUIDELINES FOR COMMISSIONS:

The National Trust for Historic Preservation has published a booklet of advice for commissions considering writing guidelines for sustainability called *Developing Sustainability Guidelines for Historic Districts*.

See: <http://www.amazon.com/Developing-Sustainability-Guidelines-Historic-Districts/dp/0891333991>

NATIONAL TRUST'S SUSTAINABILITY PROGRAM:

The National Trust for Historic Preservation's sustainability work is focused on finding federal, state and local policy solutions that level the playing field for older buildings and enable people to save and improve the energy performance of the places they care about. The National Trust is working through the Seattle-based Preservation Green Lab with national partners to pioneer new policy solutions that will ensure historic buildings can remain vital parts of sustainable communities across the country.

The National Trust's sustainability program website offers information that is useful to commissions on everything from the retrofitting your wood windows to the latest information from the Preservation Green Lab and Capitol Hill.

Set project goals for sustainability

Setting goals will help place individual actions into context, and may, for example, demonstrate that priorities for energy conservation should be to increase insulation in walls, ceilings, and foundations rather than replacing windows.

Identify management opportunities

Management strategies for energy conservation (such as raising and lowering awnings to adjust temperatures, or using a ceiling fan to de-stratify air) should also be used.

Develop an overall strategy for the property

When a property owner can present a strategy as a part of their application for a Certificate of Appropriateness, it also can help the commission consider the potential benefits of the actions proposed. If the strategy contains audit findings, this information may help place a specific request, such as window replacement, into context in terms of payback of investment.

Basic Principles for Sustainability and Preservation

The following principles should apply to all projects:

Think big, act small

When planning any project, first determine the overall goal, and then consider which method of achieving that goal will use the fewest resources and have the least impact to the historic structure.

For example, a comprehensive approach will usually demonstrate that replacing windows is not an effective conservation strategy.

Make best use of inherent conservation features

Make best use of a building's inherent sustainability features as a first step.

For example, use awnings to moderate temperatures.

Minimize negative impacts on the historic resource when installing a new component

It is important that new components should leave no permanent negative impacts to the structure. Locate a new component where it will not damage, obscure, or remove significant features or materials. Maintain the ability to interpret the historic character of a building when retrofitting for energy conservation or generation. For example, locate a solar collector to be visually unobtrusive.

Use materials that minimize environmental impacts in their manufacture and maintenance

Such materials include those that are produced locally, are manufactured without use of harsh chemicals, have long life cycles, are durable in the local climate and are designed to be repairable and recyclable.

For example, some vinyl windows may use harsh chemicals and have short life cycles.

Use Construction Methods That Minimize Impacts on Landfill and Reduce Waste

Preserving as many existing building features as possible reduces demolition waste, and reduces construction waste generated by replacement building materials. Remove only what is necessary and reuse as much material as feasible on-site. Repurpose as much of the remaining building materials and components as possible to minimize waste and demand for landfill space.

For example, avoid sending original windows to the landfill.

THE SECRETARY OF THE INTERIOR'S STANDARDS AND GUIDELINES FOR SUSTAINABILITY:

Published in 2011, these supplement the SOI's Rehabilitation Standards, addressing energy conservation techniques in detail.

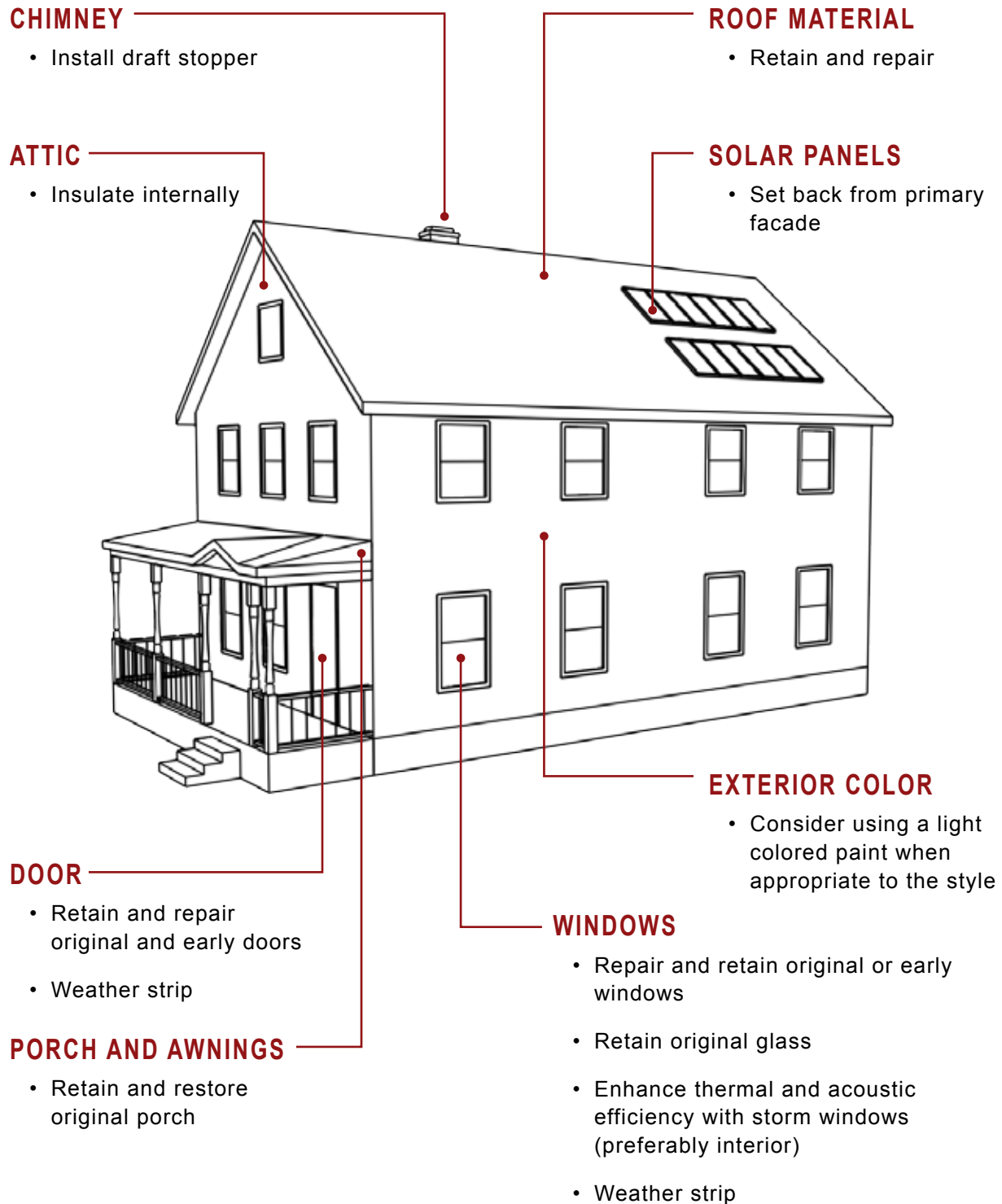
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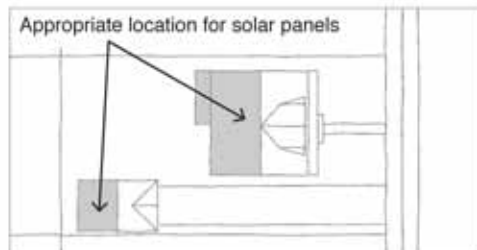
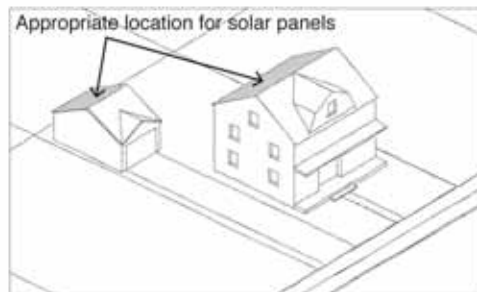
***Illustrated Guidelines
on Sustainability for
Rehabilitating Historic
Building***

[https://www.nps.gov/tps/
standards/rehabilitation/
sustainability-guidelines.
pdf](https://www.nps.gov/tps/standards/rehabilitation/sustainability-guidelines.pdf)

Residential Building Efficiency Diagram

This diagram summarizes the principal guidelines for a rehabilitation project for energy efficiency on a residential building. These measures can enhance energy efficiency while retaining the integrity of the historic structure.





Guideline 9.1: Solar panels should be located to the side or rear roof planes or on a secondary structure (all gray surfaces).



Guideline 9.1: Solar panels should be mounted flush with the roof.

9.0 SOLAR PANELS

Solar panels should be located in unobtrusive places. If it is necessary to mount solar panels on a historic building, rather than elsewhere on the site, it is essential that the panels are installed such that they do not change the character of the building. If solar panels are placed on a roof they should be designed and positioned to have a minimal effect on the character of the structure. Placement on rear facing roof planes of the primary structure should be considered first.

Design Objective

Solar panels should not adversely affect the historic character of the structure to which they are being added.

9.1 Reduce the visual impacts of solar panels as seen from the public right-of-way.

- Locate the solar panels away from public view when feasible.
- Solar panels should be mounted apart from the building or on secondary structures, such as a shed or garage, when feasible.
- Solar panels should be located on new construction, such as a new wing, where possible.
- Locate an attached solar panel in a manner such that it does not affect the primary roof facade elevations.
- Location on a primary or street facing roof plane is generally inappropriate.
- Where roof mounted, solar panels should be flush to the extent feasible.
- If not attached to the building, collectors should be located in side or rear yards. Exposed hardware, frames and piping should have a matte finish, and be consistent with the color scheme of the primary structure.
- Panels not attached to the building should be screened by landscaping to reduce their visibility. However, screening may diminish the effectiveness of the collectors to receive sunlight.
- Alternative technologies, such as photovoltaic shingles, may be appropriate in certain circumstances.

Preservation guidelines for Montgomery County, MD recommend that solar panels be located on secondary structures or subordinate portions of the primary buildings, when feasible. Some other communities are more flexible, providing guidance about design details of the panels on a primary elevation. Still other commissions take a stricter position, prohibiting them when visible from the public way.

INFO ON WINDOWS:

The National Alliance of Preservation Commissions has published several helpful papers on windows and energy savings.

Publications include:

What Replacement Windows Can't Replace: The Real Cost of Removing a Historic Window.

<http://napcommissions.org/wp-content/uploads/2013/08/what-replacement-windows-cant-replace.pdf>

Replacement window manufacturers will often compare their product to a historic wood window that has not been restored or maintained – a window that fits this description will undoubtedly be drafty and inefficient. In most cases, however, a fully-restored, tight-fitting, properly functioning, weather-stripped wood window combined with a quality storm window will have the same insulating properties as a double-glazed replacement window. Other steps can be taken to reduce heating bills, such as insulating attics and floors; the U.S. Department of Energy notes that 31% of air infiltration is at floors, walls and ceilings, and only 10% at windows.

C. Windows on Historic Buildings

Replacing Windows

One challenge that commissions face is how to respond to a request to remove an existing historic window and replace it with a new one. This raises questions about the significance of the window, its condition and the character of the proposed replacement. This can be a highly charged conversation, with the debate all-to-frequently jumping to the merits of the proposed replacement rather than first determining if replacement is necessary at all.

Windows are some of the most important character-defining features of most historic structures. They give scale to buildings and provide visual interest to the composition of individual facades. Distinct window designs in fact help define many historic building styles. Because windows so significantly affect the character of a historic structure, the treatment of a historic window and the design of a new one are therefore very important considerations.

Window Features

The size, shape and proportions of a historic window are among its essential features. Another important feature is the number of “lights,” or panes, into which a window is divided. The design of surrounding window casings, the depth and profile of window sash elements and the materials of which they were constructed are also important features. Early windows in Minnesota were made of wood but metal casement windows also were popular, particularly on industrial buildings and in later Modernist styles. In either case, they had distinct dimensions, profiles and finishes. These are important considerations for commissioners when evaluating an existing window and any potential replacement.

Deterioration of Historic Windows

Properly maintained, original windows will provide excellent service for centuries. Most problems that occur result from a lack of maintenance. Water damage and the ultra violet degradation caused by sunlight also are major concerns. If surfaces fail to drain properly, water may be introduced. Condensation during winter months also can cause problems.

General Rehabilitation Design Guidelines

Resource Category	Historic Resource with Historic Window	Historic Resource with Non-Historic Windows	New Additions	Accessory Structures/Out Buildings: Historic	Accessory Structures: Non Historic or New Construction
Master Plan Site	Primary Elevation: Repair historic windows; if beyond repair, wood TDL	Primary Elevation: Wood TDL appropriate for resource type/style	Visible from Public Right of Way (PRW): Wood TDL appropriate for resource type/style	With historic windows: Repair historic windows; if beyond repair, wood TDL	Wood SDL appropriate for resource type/style
	Secondary Elevation: Repair historic windows; if beyond repair, wood TDL	Secondary Elevation: Wood TDL appropriate for resource type/style	Not visible from PRW: Wood SDL appropriate for resource type/style	Nonhistoric Windows: Wood SDL appropriate for resource type/style	
Outstanding	Primary Elevation: Repair historic windows; if beyond repair, wood TDL	Primary Elevation: Wood TDL appropriate for resource type/style	Visible from Public Right of Way (PRW): Wood TDL appropriate for resource type/style	With historic windows: Repair historic windows; if beyond repair, wood TDL	Wood SDL appropriate for resource type/style
	Secondary Elevation: Repair historic windows; if beyond repair, wood TDL	Secondary Elevation: Wood TDL appropriate for resource type/style	Not visible from PRW: Wood SDL appropriate for resource type/style	Nonhistoric Windows: Wood SDL appropriate for resource type/style	
Contributing	Primary Elevation: Repair historic windows; if beyond repair, wood TDL	Primary Elevation: Wood SDL appropriate for resource type/style	Visible from Public Right of Way (PRW): Wood SDL appropriate for resource type/style	With historic windows: Wood SDL appropriate for resource type/style	Wood SDL appropriate for resource type/style
	Secondary Elevation: Repair historic windows; if beyond repair, wood TDL	Secondary Elevation: Wood SDL appropriate for resource type/style	Not visible from PRW: Wood SDL appropriate for resource type/style	Nonhistoric Windows: Wood SDL appropriate for resource type/style	
Non Contributing	No restrictions for primary or secondary elevations			No restrictions on existing nonhistoric or new accessory structures, whether they are visible or not visible from PRW	
Infill/New Construction on Master Plan Site or District	Primary structure: Wood SDL appropriate for resource type/style			Accessory Structures: Wood SDL appropriate for type/style	

These are minimum standards. The majority of projects subject to HPC review involve light wood frame construction, which traditionally had wood windows. The window guidance above is specific to these types of resources. Other types of resources may traditionally have used windows constructed of materials other than wood, and in those cases the use of other window materials may be appropriate. Contact County staff for interpretation of rating a Resource Category.

- TDL: True Divided Light
- SDL: Simulated Divided Light

Design guidelines for Montgomery County, MD provide more detailed guidance about replacement windows in general, which can also apply to energy efficiency retrofit questions. The guidelines remain more strict about replacements on primary walls and on contributing structures.



Repair of Historic Windows

As with other historic features, preservation in place is the preferred approach. Whenever possible, a historic window should be repaired, rather than replaced. In most cases it is in fact easier, and more economical, to repair an existing window rather than to replace it. Even when replaced with an exact duplicate, a portion of the historic building fabric is lost and therefore such treatment should be avoided.

When is Replacement Appropriate?

When considering whether to repair or replace a historic window, commissioners should consider the following:

First, determine the window's architectural significance.

Is it a key character-defining element of the building? Typically, windows on the front of the building and on sides designed to be visible from the street, are key character-defining elements. A window in an obscure location, or on the rear of a structure, may not be. Greater flexibility in the treatment or replacement of such secondary windows may be considered. Also, in some cases, the window in question may be a more recent alteration and therefore will lack significance.



Second, inspect the window to determine its condition.

Distinguish superficial signs of deterioration from actual failure of window components. Peeling paint and dried wood, for example, are serious problems, but often do not indicate that a window is beyond repair. A rotted sill may dictate its replacement, but it does not indicate the need for an entirely new window. Determining window condition must occur on a case-by-case basis; however as a general rule, a window merits preservation, with perhaps selective replacement of components, when more than 50% of the window components can be repaired. Commissioners may ask for a window-by-window survey of a property, rather than considering an all-or-nothing approach to a replacement request.



Third, determine the appropriate treatment for the window.

Surfaces may require cleaning and patching. Some components may be deteriorated beyond repair. Patching and splicing in new material for only those portions that are decayed should be considered in such a case, rather than replacing the entire window. If the entire window must be replaced, the new one should match the original in appearance.



Energy Conservation

In some cases, owners may be concerned that an older window is less efficient in terms of energy conservation. In winter, for example, heat loss associated with an older window may make a room uncomfortable and increase heating costs. In fact, most heat loss is associated with air leakage through gaps in an older window that are the result of a lack of maintenance, rather than loss of energy through the single pane of glass found in historic windows. Glazing compound may be cracked or missing, allowing air to move around the glass. Sash members also may have shifted, leaving a gap for heat loss.



The most cost-effective energy conservation measures for most historic windows are to replace glazing compound, repair wood members and install weather stripping. These steps will dramatically reduce heat loss while preserving historic features.

If additional energy savings are a concern, consider installing a storm window. This may be applied to the interior or the exterior of the window. It should be designed to match the historic window divisions such that the exterior appearance of the original window is not obscured.

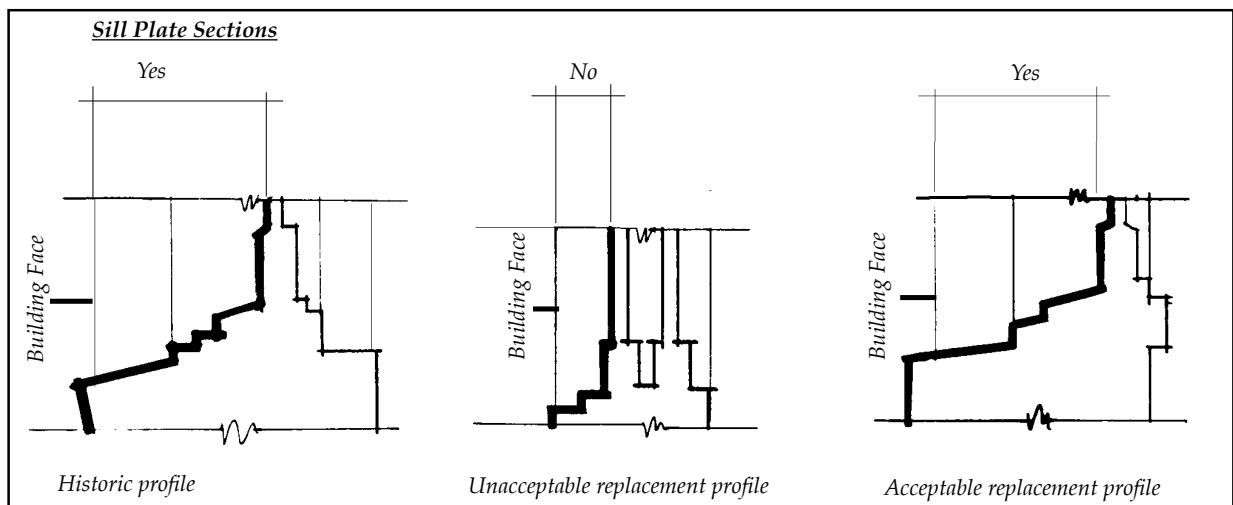




Replacement Windows

While replacing an entire window assembly is discouraged, it will be necessary in some cases. When a window is to be replaced, the new one should match the appearance of the original to the greatest extent possible. To do so, the size and proportion of window elements, including glass and sash components, should match the original. In most cases, the original profile, or outline of the sash components, should be the same as the original. At a minimum, the replacement components should match the original in dimension and profile and the original depth of the window opening should be maintained.

A frequent concern is what the material of the replacement window should be. While wood was most often used historically, metal and vinyl clad windows are common on the market today and sometimes are suggested as replacement options by window suppliers. In general, using the same material as the original is preferred by most preservationists. If the historic window was wood, then using a wood replacement is the best approach, especially in highly visible locations. However, some commissions will consider permitting alternative materials if the resulting appearance will match that of the original, in terms of the finish and the profile of sash members. The substitute material also should have a demonstrated durability in similar applications in this climate.



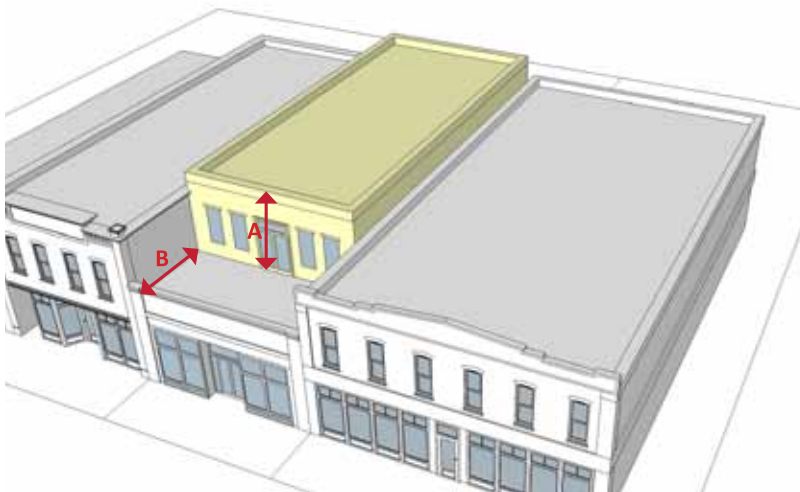
When replacing a historic window, match the profile of the sash and its components, as closely as possible to that of the original window.

D. New Additions to Historic Buildings

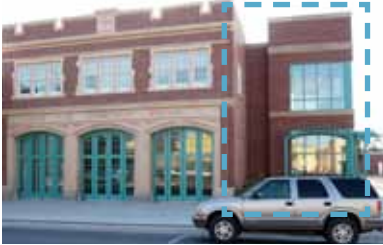
Commissions often struggle with proposals to construct additions to historic buildings. Adding on is certainly a part of our heritage, and it can signify good things relevant to preservation: A desire to continue the life of an existing building, a healthy economy and a vital neighborhood. As such it can be a part of accommodating change while preserving the integrity of historic resources. In reviewing a proposal for an addition, it is important to evaluate it in an orderly informed manner. Be careful not to jump to a single issue, such as size or style, without considering more fundamental aspects of the design first.

Different types of additions may be proposed:

First is a ground level addition, which involves expanding the footprint of the structure. This is often located to the rear of the primary building, but sometimes is to the side. Secondly, a rooftop addition may be proposed. On a house, this may involve constructing a new dormer to provide more headroom in an attic space. For commercial buildings, a rooftop addition may be added, often set back from the front wall.



Rooftop addition where the setback distance was required to equal the height of the new addition.



Key principles for additions are:

Minimize negative effects on historic building fabric

When planning an addition to a historic building or structure, one should minimize negative effects that may occur to the historic building fabric as well as to its character. While some destruction of historic materials is almost always a part of constructing an addition, such loss should be minimized.

Maintain the ability to perceive the historic character of the main building

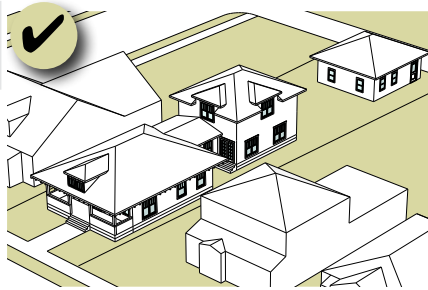
The addition also should not affect the perceived character of the building. In most cases, loss of character can be avoided by locating back away from the front of the building. The overall design of the addition also must be in keeping with the design character of the historic structure. Most preservationists advocate a design that is distinguishable, albeit in subtle ways, from the historic portion, such that the evolution of the building can be understood. It is also important that an addition not obscure significant features of the historic building. Keeping the design subordinate in character also helps minimize its visual impacts. That is, the design should avoid calling attention to itself with highly ornate details or exotic forms.

Maintain the ability to interpret the character of the district

In a historic district, the commission also should consider the effect that the addition may have on the character of the area. For example, a side addition may change the sense of rhythm established by side yards in residential block if it is too large or is located too close to the front wall of a house in a row of single family structures.

Classic Cottage and One-and-a-Half Story Addition with Accessory Building

This rear addition is taller than the original building but is still clearly differentiated with a connecting element to achieve an acceptable level of compatibility with the historic building and context.



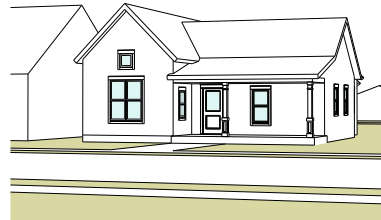
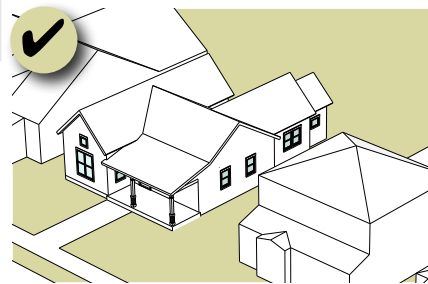
L-Shaped Building and One-and-a-Half Story Addition

This rear addition is similar in height to that of the original building, but is still clearly differentiated with a connecting element to achieve an acceptable level of compatibility with the historic building and context.



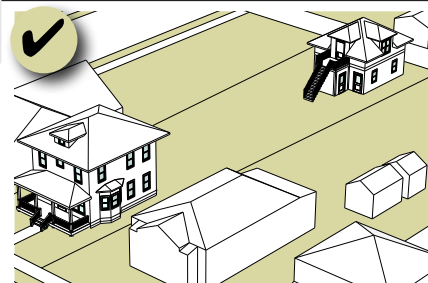
L-Shaped Building with Modest Addition

This modest rear addition steps down in height to that of the original building, and achieves an exceptional level of compatibility with the historic building and context.



Four Square and Two-Story Addition plus Carriage House

This Carriage House addition is located along the alley and achieves an exceptional level of compatibility with the historic building and context.



Additions example from Fort Collins Design Guidelines.

Impact Considerations for an Addition

Impact considerations address the visual and physical impacts of the addition on the integrity of the property, and one's ability to perceive its historic character, as well as that of its context.

Some impact-related factors to consider include:

- The impact on the historic structure
 - Is the addition visible?
 - Does the addition remain visually subordinate to the historic structure?
 - Is one's ability to interpret the historic character retained? (Especially in terms of perceiving the original mass, scale and prominence of the property)
 - Are alterations to key character-defining features avoided or at least minimized?
 - Is the structural integrity of the property retained, or even improved?
- The impact on the abutting contributing properties
 - Is one's ability to interpret the historic character of the abutting properties retained? (Especially in terms of perceiving their original mass, scale and relative prominence on the street or from other public vantage points?)
- The impact on the block as a whole
 - Are the rhythm and alignment of structures and their key features typical of the block retained?
 - Is the perception of the scale of structures along the block retained, as experienced at the street level?
 - If the character of an alley wall is also a key feature, is its scale also retained?

Design Variables for an Addition

Design variables include basic scale and proportion considerations that relate to the compatibility of the addition with the primary structure and surrounding historic context.

Design variables to consider include:

- The height of the addition
Keeping floor heights in the range of those on the historic structure, or even lower, may help keep an addition visually subordinate to the historic structure.
- The degree of setback
Does the original primary façade (front) remain visually prominent? An addition should be set back from the façade and other key walls that contribute to the character of the property. The setback should be a sufficient distance such that the historic structure remains prominent.
- Simplicity of design
Is the design of the addition subordinate in character? The design should be relatively simple in architectural character and detailing, such that it does not call undue attention to itself. The historic structure should remain the prominent feature.

E. New Construction in Historic Districts

Commissions often struggle with the question of what “style” should be permitted in a historic district. Should it be one that copies the historic buildings in the area? Or should it be distinguished as new?

Compatible but Contemporary

The broadly held philosophy for new construction in a historic district is that it should be compatible with the historic setting without confusing the history and evolution of the area. This means that new buildings should reflect their own time and be distinguishable from their historic neighbors. At the same time, they should not contrast so jarringly as to inhibit one's ability to interpret the historic character of the district. In this approach, overall character of the area is retained, while accommodating change. It has these features:

- The evolving character of the area is reflected.
- Historic resources, from all periods of significance, are preserved.
- Historic resources and other traditional buildings provide the context for new construction, in terms of form, materials, etc.
- New buildings express their true age, but are compatible with the historic context by drawing upon basic design relationships that are essential to the area.

This approach is preferred by historians. It reflects the evolving story of the district, while providing a compatible setting for the genuine historic resources that exist. It also permits flexibility in responding to changing markets and functional requirements. It is the one most widely used across the country and is consistent with the Secretary of the Interior's Standards. In addition, it adapts well to areas that have several layers of history, different themes of development or many periods of significance.





In this approach, the design for a new building is based on basic features that are similar to those of historic structures, but the results do not literally mimic historic styles. The design is compatible in mass, scale and character, but subtle differences in stylistic treatment make the building distinguishable as new construction. In this way, one can read the evolution and change of the district, while also retaining a visually compatible sense of time and place.

Defining the key, underlying features of the area is important, and basic neighborhood characteristics of mass, scale and materials must be respected in new construction, even though “contemporary” designs are allowed. Not that the term “contemporary” in this sense refers to the current period, not to a particular architectural style.

Historic References in New Designs

While the “contemporary” approach is preferred by most communities, some also permit designs that are more imitative of historic styles. Because the new buildings copy the historic styles, one is generally assured that they will be visually compatible with their historic neighbors. However, this can be a “slippery slope,” in which poorly executed imitations may creep into the district. An oversized box, decorated with a few Victorian era brackets, does not guarantee compatibility!

A liability of this approach is that it can, to some extent, change the apparent history of the area and the physical record of the evolution of the street can be blurred. If development occurs that is similar in location, scale and character to that seen historically, at least a reasonably accurate story can be discerned. If, however, the new development is different in scale and siting from that seen historically, even though the styles appear to be from the period of significance, the message may be garbled. Most historians discourage this approach because it is deceiving. That said, commissions may often approve such designs. What is important is that the theoretical implications of the decision to do so is understood.

CHAPTER 9: WHERE DO WE GO FROM HERE?

The preceding chapters provide an overview to the key components of a preservation program at the local level and notes some of the benefits of preservation to the community. They even touch on some of the trends that may affect ways in which commissions operate. Now, its time to place that information into a broader context. This final chapter therefore returns to some of those earlier topics and presents them in a more holistic view.

In This Chapter:

- A. Current Trends
- B. Keep Challenges in Perspective
- C. Reaching Out
- D. Your Work is Valued!
- E. Thank You for Your Service!

INFO ON HEALTHY COMMUNITY INITIATIVES:

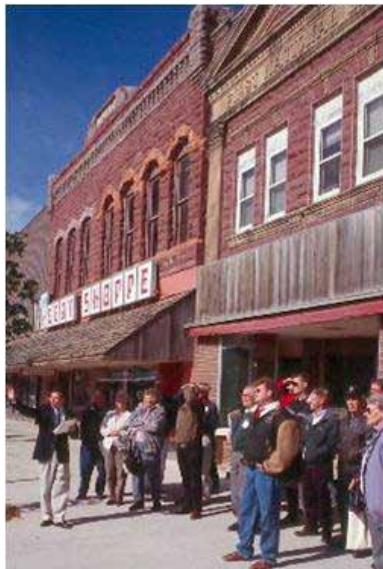
Additional information regarding healthy community initiatives can be found at:

Overweight and Obesity Prevalence Higher in Less Walkable Neighborhoods

See: <http://www.thecardiologyadvisor.com/prevention/transportation-options-and-diabetes-obesity/article/498777/>

Walking Historic Tour Intersects with History and Health

See: <https://norfolk-state.wordpress.com/2016/05/16/walking-historic-tour-intersects-with-history-and-health/>



A. Current Trends

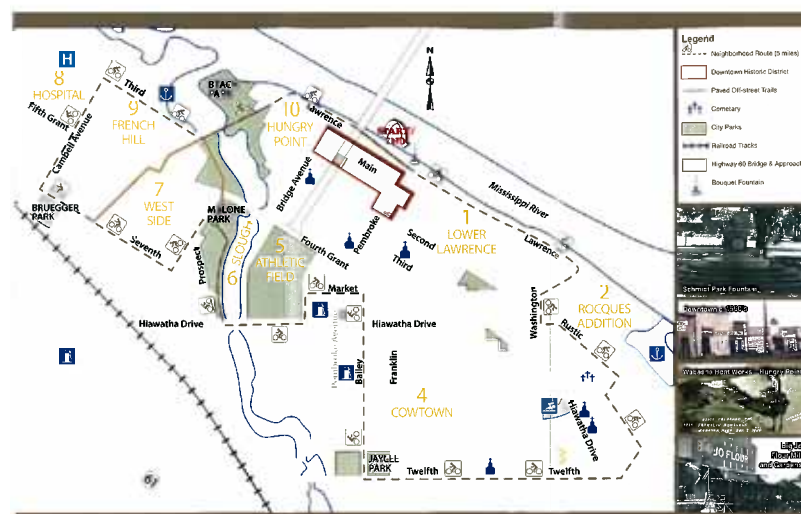
Preservation programs continue to address new issues and opportunities in response to changing trends in community development and public policy. These include considerations of sustainability, public health and economic development. Other changes relate more specifically to technical aspects within the field itself, as new technologies are applied to traditional components of preservation programs and as awareness about what constitutes heritage continues to evolve. Preservationists should be alert for these changes and be prepared to respond to these new issues and opportunities. Here are some examples of current trends:

Heritage Tourism

The tourism industry is the second-leading industry in the nation, creating local jobs, business opportunities and enhancing property values. Well-developed tourism programs improve the quality of life and instill pride in communities throughout the state. Preservation commissions know that keeping historic resources in good condition is a fundamental cornerstone of a heritage tourism program. By protecting these places, the heritage tourism “product” will be available for others to use and experience.

Healthy Community Initiatives

Planning for community health is growing as a field of interest. For preservationists, this means demonstrat-



ing that older neighborhoods and downtowns provide walkable places that encourage exercising and that offer opportunities to access goods and services. It also means thinking about how daily needs and services can be accommodated within convenient walking distance of historic neighborhoods and about how historic buildings can be adapted to house services related to healthy communities. This includes providing access to healthy foods as well as places for social interaction as a community. The Statewide Health Improvement Program is one such community initiative aimed to help make healthy choices easier. Wabasha County is one county that is implementing the program, starting a bike lending program, educational outreach programs to local schools and opening a farmers market.

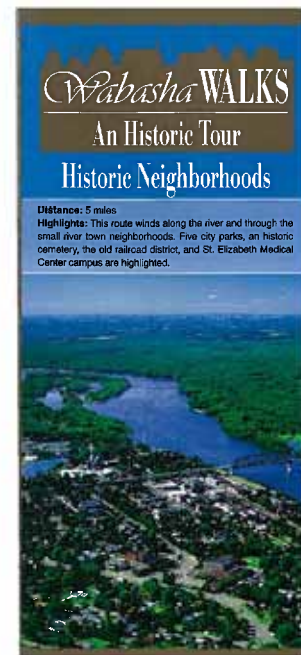
The City of Wabasha published four “Wabasha Walks” brochures in 2010 that focus on linking heritage tourism with a healthy community initiative. Among the local groups that provided assistance on the project was the Wabasha Fit City Coalition, which was organized in 2007 with the vision:

Our Vision is for all Wabasha/Kellogg residents to be “Feeling Better Every Day”! Our Mission Statement is “To encourage wellness of mind, body and spirit among Wabasha/Kellogg residents of all ages.”

New Ideas about Diversity

A growing number of people are interested in broadening the diversity of those socio-economic groups that are represented in the resources that we seek to protect. This includes racial minorities and members of distinct cultural groups. It also extends to engaging representatives of these groups in actively preserving resources and in joining local commissions. As historic neighborhoods experience changing demographics, the way in which they are used and valued can change. This brings a new level of “richness” to the meaning of these places.

The Eastside Neighborhood Development Corporation is one example of an organization working to bring affordable





housing to all parts of St. Paul, including historic areas and the reuse of historic buildings. The ESNDC utilizes the Low Income Housing Tax Credit federal program to make rent affordable to lower income tenants. The ESNDC is a 37 year old affordable apartment community whose mission is to foster a safe, diverse and thriving neighborhood by engaging the community to create affordable housing and support commercial development.



Coordinating with Other Planning Initiatives

Commissions will continue to see their programs more closely coordinated with other planning movements. This includes comprehensive plans as well as affordable housing programs, and sustainability initiatives. For instance, Mankato's residential rehabilitation grant monies are available for projects that benefit low-to-moderate income households.



Commissions will also see a range of tools being refined to help address community character; sometimes these tools may be applied as alternatives to historic district designations. These include the use of conservation districts, form-based codes and other more context-sensitive zoning.

New Incentives for Preservation

Commissions will see new types of incentives that are offered to reward good stewardship of historic resources. These may include offering sales tax rebates on materials purchased locally that are used in appropriate rehabilitation projects, greater flexibility in zoning codes and technical assistance in planning improvements to historic properties.

Recognition of New Types of Resources

Increasing interest in identifying properties from “the Recent Past,” those from the mid-twentieth century, as having historic significance, will continue. These resources will also stimulate new approaches to their “treatment,” in terms of how best practices in preservation may apply to them. Some of these buildings were constructed with new, experimental materials of the time and may raise new technical issues.

New Technologies

Emerging technologies will continue to provide new ways of identifying historic resources and in managing them. This includes use of digital devices in the field to survey historic resources, the use of Geographic Information Systems in combining survey information with other planning information; the use of drones to survey existing resources; 3D printing to potentially model resources; LIDAR surveying technology that measures distance by illuminating a target with laser light; and the use of smart phones and related devices in heritage interpretation and tourism. Podcasts are another such emerging technology. The cities of Faribault and Red Wing have both used podcasts to highlight historic buildings and sites in their historic districts, organized in the format of walking tours.



These are among the exciting trends that bring new opportunities and issues to those engaged in preservation. This leads to the need for on-going education and promotion related to preservation.

B. Keep Challenges in Perspective

There also will be losses. Each commission encounters some situations in which resources are lost, for a variety of reasons. While these will be disappointing, it's important to keep a perspective. What is most important is to handle these disappointments in a professional manner and to recognize that for each of these losses there are many, many successes. Often, a commission's achievements go less appreciated because they attract less public attention.

There also will be a time when a controversy arises which the public may not fully understand. This also is a time to remain calm and proceed following proper procedures and to recognize that explaining your actions is sometimes just as important as the actions themselves.

In all of these situations, keep the long-term life of the preservation program in mind; rest assured that over all, the cumulative benefits of individual preservation actions in your community will be appreciated in the future!



C. Reaching Out

Looking forward, the role of commissions as “ambassadors” for cultural heritage will continue to be a key role. These are some ways in which that is happening:

Education and Promotion of Preservation

An on-going need exists to further public recognition of historic resources and build an awareness of best practices in their stewardship. It’s also important to continue to report on the successes of HPCs such that the public better understands your positive contributions to the community.

Building Partnerships

Commissions must continue to build partnerships with other community groups, property owners and interested citizens to collaborate on projects that involve historic properties and districts. Partnerships can be created in a variety of ways, including preservation events, educational lectures or classes, and open houses, among many others. It’s an important team-building role with others in the community, and is important to maintain a relationship once created to continue to gain support for preservation.

There is Help Out There!

Commissions are not alone in promoting historic preservation. First, there are other peer commissions across the state who can provide a network of support. Other special resources are the statewide nonprofit preservation organization, Preservation Alliance of Minnesota and the staff of the Heritage Preservation Department at the Minnesota Historical Society. At the national level, the National Alliance of Preservation Commissions is a very useful resource as well (See Chapter 1 for additional information).

D. Your Work is Valued!

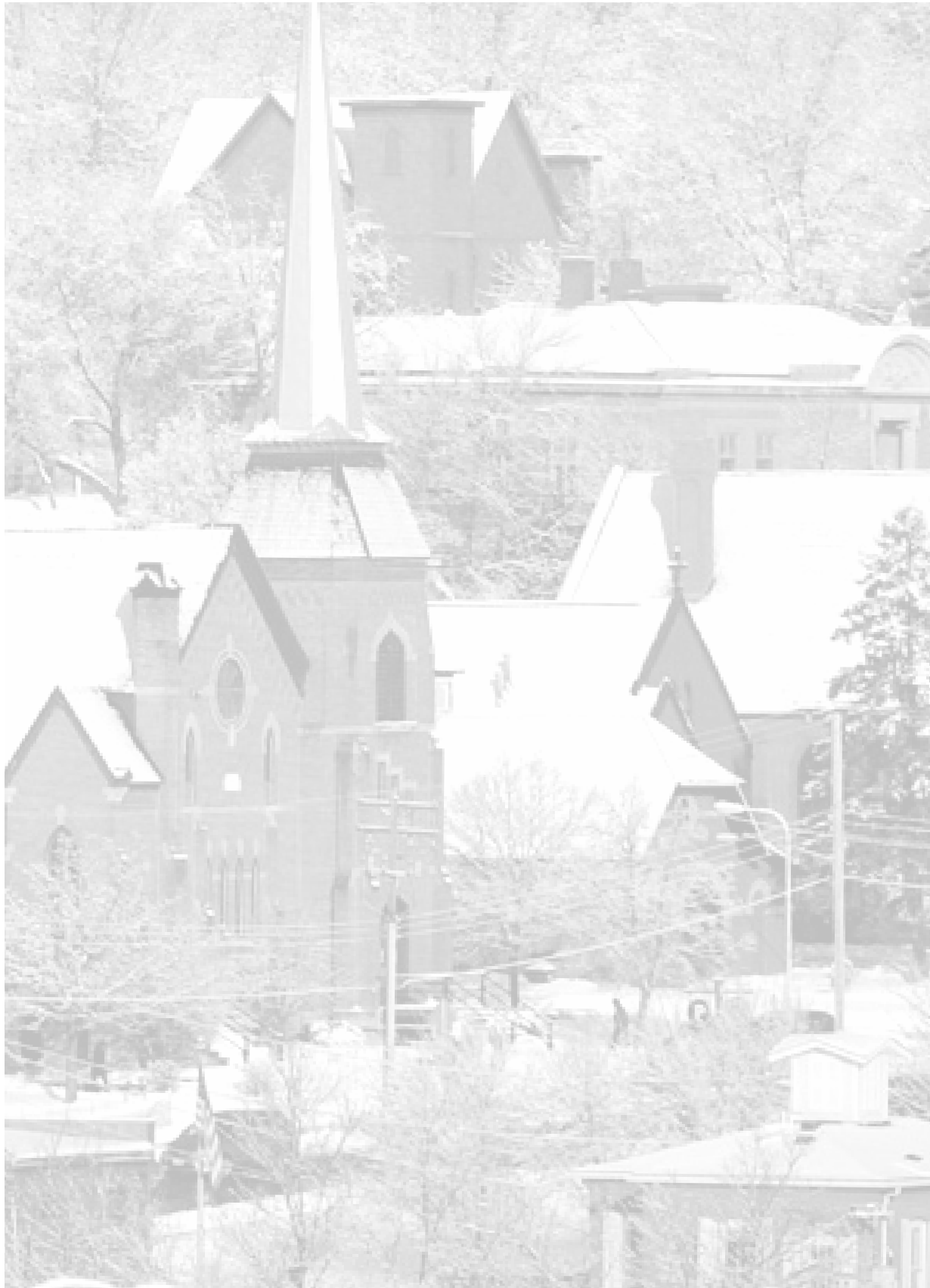
Finally, it's important to know how valuable commissions and their staff are to our communities. As commissioners, you're a part of the future of preservation and of Minnesota. While the focus of your responsibilities may be on preserving historic resources, they also contribute in many aspects to community development and livability. In that respect commissioners play an extremely valuable role in promoting an awareness and understanding of our heritage and of the methods used to protect those resources.



It is also important to keep a long-term in perspective. Some preservation actions that you conduct today may not be immediately recognized as being important, but in future years they will be. This may be working to save a resource that is not immediately recognized as being of high value by the broader community, or it may be establishing a new program to build awareness and appreciation of heritage preservation. These achievements will be recognized in the future as being invaluable in promoting heritage preservation, even if not so immediately.

E. Thank You for Your Service!

Finally, thank you for your service. Commissioners give their time to their communities in the interest of promoting the public good. You are appreciated!



GLOSSARY

Approve

To pass a motion by the process of voting, usually by majority or a predetermined percentage “for” vs. “against” votes.

Character-defining features

(Related to descriptions of property types and styles)

Character refers to all those visual aspects and physical features that comprise the appearance of an historic building. Character-defining elements include the overall shape of the building, its materials, craftsmanship, and decorative details, as well as the various aspects of its site and environment.

Certificate of Appropriateness

(Same as Certificate of Approval)

When a heritage preservation commission or design review board reviews and approves proposed changes to a historic building, they issue a Certificate of Appropriateness, a document stating that the proposed work is appropriate for the historic district and meets local code criteria.

Certificate of Approval

(Same as Certificate of Appropriateness)

Circuit Court

(Related to appeals)

A court that sits at two or more places within one judicial district.

Compatibility

(Related to application of design guidelines/criteria, for alterations and new construction)

Designing new buildings or alterations that fit in the context of the historic neighborhood. Some elements of compatible design are: keeping a sense of human scale, using building features and materials of a familiar dimension, such as traditional brick, to maintain the visual continuity in the neighborhood.

Conflict of interest

(Related to hearing procedures, and Due Process)

Occurs when an individual or organization is involved in multiple interests, one of which could possibly corrupt the motivation for an act in the other.

Conjectural

(Related to replacement or reconstruction of missing details)

The replacement or reconstruction of building parts and details must be based on physical evidence, historic photographs or writing and not upon conjecture.

Continue

The postponement of a case to a later date, usually the next commission meeting.

Contributing property

(Related to Historic Survey)

A contributing property is any building, structure, object or site within the boundaries of a historic district which reflects the significance of the district as a whole, either because of historic associations, historic architectural qualities, or archaeological features. Another key aspect of the contributing property is historic integrity.

Criteria for designation

(Same as Criteria for Significance)

Established criteria for evaluating the eligibility of properties for inclusion in a formal listing of historic resources.

Criteria for significance

(Same as criteria for designation)

Demolition

The tearing down of a portion of, or an entire building or other structure.

Demolition by neglect

Any willful neglect in maintenance and repair of a structure, not including appurtenances and environmental settings, that does not result from financial inability to maintain and repair the structure and that threatens to result in any substantial deterioration of the exterior features of the structure.

Demonstrated special interest

Heritage preservation commissions typically include residents who have shown special interest or experience, or education in history, architecture, archaeology, or other preservation-related fields.

Deny

(Option for a motion action; related to approve, approve with conditions and continue)

A decision which prevents the application for an action from being executed; when a local preservation commission denies an application for a Certificate of Appropriateness, then the work proposed is not authorized.

Design guidelines

(Related to Secretary of the Interior's Standards and Guidelines, and Criteria for Appropriateness in a local preservation ordinance)

Design guidelines are criteria that assist commissions in determining the appropriateness of actions proposed that are subject to their approval. They are usually a separate document from the preservation ordinance, but basic guidelines may be included in the code itself. In all cases, the guidelines should be associated with a set of criteria for appropriateness that are set forth in the ordinance.

Deteriorated beyond repair

(See Demolition by Neglect)

Intentionally allowing a property to deteriorate to the point that it cannot be saved is "demolition by neglect."

Economic hardship

(Related to Takings)

The juncture at which the diminishment in value allegedly resulting from the governmental restriction on the use of the property constitutes an "unreasonable economic hardship" to the owner, which is synonymous with an unconstitutional "taking."

Enabling legislation

Statements and references found in Minnesota Statutes 471.193 or a specific municipal code allowing a specific course of action with regard to historic properties and environmental settings.

Energy efficiency

One aspect of sustainable development and the conservation of resources is conserving energy. This relates to energy consumed to moderate climatic conditions in a building, but also to the manufacture and maintenance of building materials. Sensitive stewardship of the existing building stock reduces our environmental impact.

Ex parte communication

(Related to Due Process; Conflict of Interest)

Communications made to influence a decision-making official off the record and out of the presence of other parties. Ex parte communications are restricted by state and local law.

False sense of historical development

When a newly constructed building or feature imitates or replicates the style and details of an historic building, thus implying a building date that is inaccurate.

Green building

A building designed to make efficient use of physical resources and energy while minimizing its negative impacts to the environment.

Historic fabric

Original or old building materials (e.g. masonry, wood, metals, marble) or construction that make up a structure of historic significance.

Historic property

A prehistoric or historic district, site, building, structure, or object significant in history, architecture, engineering, archeology or culture at the national, state, or local level.

Historic significance

Importance for which a property has been evaluated and found to meet National Register or local criteria.

Individual landmark

Properties identified as having historic significance and formally designated to a local historic register may be listed individually (usually termed a “landmark”), or as a contributing resource in an historic district.

In-kind

(Related to Replacement and Repair)

A process of rehabilitation utilized only where materials are extensively deteriorated or damaged and cannot be repaired. Deteriorated materials or features are repaired with the same materials. This process is based on physical evidence of essential form and detailing of historic materials or features.

Integrity

(Related to Significance)

The retention of sufficient aspects of location, design, setting, workmanship, materials, feeling or association for a property to convey its historic significance. A majority of the resource's structural system and materials and its character defining features should remain intact.

Lenient

(Applies to state statute, related to properties of less significance and new construction)

Refers to the judgment level the commission will maintain in its analysis of plans for structures determined by research not to be historic, archaeological or architecturally significant. The local government's adopted design guidelines may be applied with more flexibility when stated in the ordinance and in compliance with state statute.

Local designation

(Contrast with National Register of Historic Places)

A local government designates a local historic district or individual local landmark using a formal process defined in its preservation ordinance. This occurs as a part of the community's police powers, and is a zoning action.

Motion

In a commission hearing, a statement entered into the record to approve, continue or deny an application (e.g., to designate a property "historic"). The statement must be seconded and voted upon by the commission. Motions must relate to a relevant provision of the law.

Municipal infraction

Violation of a City's code subject to a civil penalty, usually a fine. Each day of a violation can be viewed as a separate violation.

National Historic Preservation Act

National legislation (Senate Bill 3035) intended to preserve historical and archaeological sites in the United States. The act created the National Register of Historic Places, the list of National Historic Landmarks, and the State Historic Preservation Offices.

National Register of Historic Places

(Contrast with Local Designation)

An Individually Listed Building or those contributing to a National Register Historic District are listed in the National Register of Historic Places, the country's official list of historic properties and resources worthy of preservation. These individual buildings, structures, sites and objects are significant in American history, architecture, engineering, archaeology and culture.

Non-contributing resource in an historic district

Those properties that do not have historic significance are termed "non-contributing." The reasons for this designation could be that it is of more recent construction; it is an older property that has lost its integrity, or there is insufficient information to determine that the property has historic significance.

Ordinance

(May also be part of unified code)

Legislation adopted by the local governing body; a Preservation Ordinance is a part of the code specifically written to establish a preservation program, including a local commission, its powers and duties, as well as processes for designating historic resources and for reviewing proposals for work affecting them.

Preservation

(One of four recognized appropriate treatments for historic resources)

The act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

Also, in informal usage, members of the public may use this terms in a broader sense, to mean any method of careful stewardship of historic resources.

Procedural due process

While local governments do have the right to regulate properties for preservation, they must do so following procedural due process. Procedural due process is based on the concept of “fundamental fairness.” Procedural due process refers to the manner in which government actions are carried out, that is, the actual process of decision-making. It requires advance notice of the proceedings, final notice of the decision reached and opportunity for individuals directly affected by the proposed governmental action to be heard.

Reconstruction

(One of four recognized appropriate treatments for historic resources)

The act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

Rehabilitation

(One of four recognized appropriate treatments for historic resources)

Rehabilitation is the process of returning a property to a state that makes a contemporary use possible while still preserving those portions or features of the property which are significant to its historical, architectural and cultural values.

Restoration

(One of four recognized appropriate treatments for historic resources)

The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

Routine maintenance

Work that does not alter the exterior fabric or features of a site or structure and has no material effect on the historic, archeological or architectural significance of the historical site or structure.

Significance

(See Historic Significance)

Secretary of the Interior's Standards

Specifications set by the Secretary of the Interior for the treatment of historic properties. Includes separate standards for the preservation, restoration, rehabilitation and reconstruction of historic properties.

Strict

(Related to state ordinance)

Refers to the judgment level the commission will maintain in its analysis of plans for structures determined by research to be historic, archaeological or architecturally significant. When guidelines must be applied strictly, a commission should consider how they apply to all key character-defining features of a property.

Substantive due process

Substantive due process addresses the rationality or reasonableness of the content of a decision itself, requiring that the decision be based on the evidence on the record as applied to the standards and criteria in the ordinance. It also protects individuals from bias, conflicts of interest, and other factors bearing on the impartiality of the decision-makers.

Substitute material

A material that is used in the place of an original, or existing material. In common usage, a substitute material is a newer product, usually designed to imitate the appearance of an earlier material.

Sustainability

(Related to energy efficiency and green building)

Sustainability is the managed use of resources in order to maintain the quality of life for current and future generations. It includes social, environmental and economic components. Energy conservation, which is often a topic related to preservation of historic buildings, is a component of the broader concept of sustainability and should be considered in that context.

Takings

Derives from a provision in the Fifth Amendment that states that private property shall not “be taken for public use, without just compensation.” Some courts have suggested that, in exceptional cases, the effect of the historic designations could be so economically severe as to amount to a taking.