

# ***PROPOSED***

MINUTES OF THE

## ***STATE HISTORIC PRESERVATION REVIEW BOARD MEETING***

MAY 1, 2009, 10:00 A.M.

OTTAWA 3

OTTAWA BUILDING/611 WEST OTTAWA STREET

### **BOARD MEMBERS PRESENT**

Scott Beld, Janese Chapman, Lynn Evans, Richard Harms, Alison (Kim) Hoagland, Carolyn Loeb, Jennifer Radcliff, Ronald Staley

### **BOARD MEMBERS ABSENT**

Elizabeth Knibbe

### **STAFF MEMBERS PRESENT**

Amy Arnold, Laura Ashlee, Nick Bozen, Sandra Clark, Robert Christensen, Brian Conway, Brian Grennell, Ted Grevstad-Nordbrock, John Halsey, Kelly Larson, Bryan Lijewski, Martha MacFarlane-Faes, Robbert McKay, Denise Sachau, Dan Schneider, Diane Tuinstra

### **MEMBERS OF THE PUBLIC PRESENT**

Michelle Blankenship, concerning John and Emma (Lacey) Eberts House  
Barton Briley, concerning Johannesburg Manufacturing Company Store  
Jody Chansuolme, concerning Wyandotte Odd Fellows Temple  
Don Clingan, concerning S.S. *Badger*  
Mike Coranzeier, concerning John and Emma (Lacey) Eberts House  
Nancy Demeter, concerning Hebrew Cemetery  
Gary Gillette, concerning Navin Field  
Steven C. Jones, concerning Navin Field  
Kari Karr, concerning S.S. *Badger*  
Mike Kirk, concerning Navin Field  
Dennis Levasseur, concerning City of Grosse Pointe Park v. Detroit Historic District  
Commission  
Thomas Linn, concerning Navin Field  
Ruth Mills, concerning Navin Field  
Pamela O'Connor, concerning Buchanan Downtown Historic District and Zinc  
Collar Pad Company Building  
Jonathan Plant, concerning S.S. *Badger*  
Lesa Rozmarek, concerning Navin Field  
Rebecca Savage, concerning Dry Dock Engine Works/Detroit Dry Dock Company  
Complex  
Stacey Jo Schiller, concerning Johannesburg Manufacturing Company Store

William Worden, concerning S.S. *Badger*

*Meeting called to order by Harms, 10:00 a.m.*

**APPROVAL OF AGENDA**

Moved: Evans

Seconded: Hoagland

Vote: 6-0

**APPROVAL OF MINUTES**

Moved: Hoagland

Seconded: Beld

Vote: 6-0

Radliff asked for clarification regarding the awardees for the Governor's Awards for Historic Preservation award for the Book-Cadillac Hotel in Detroit. Conway explained the criteria by which the awardees were determined for that award.

Harms asked whether minutes for a conference call regarding the Book-Cadillac Hotel Governor's Award for Historic Preservation needed to be approved. There was general agreement via the conference call that the cities of Detroit and Mount Pleasant would not be included in the Governor's Awards. No minutes were kept.

*Staley and Chapman arrive*

**STAFF REPORTS**

**Sandra S. Clark, Michigan Historical Center**

Clark noted that there are several proposals being discussed regarding the future of the Michigan Historical Center (MHC) and the State Historic Preservation Office (SHPO). Discussions regarding a transfer of MHC functions to Michigan State University are ongoing, but the SHPO is not included in those discussions. Three state Senators introduced legislation that would transfer all functions of the Department of History, Arts and Libraries (HAL) to the Department of State. The Governor's budget proposal would divide the MHC into three parts, sending the SHPO and the Office of the State Archaeologist (OSA) to the Michigan State Housing Development Authority (MSHDA). Another bill was introduced in the state Senate that would send all of HAL's functions into one, as-yet-undetermined place. The MHC is not taking sides or supporting any proposal, but repeatedly points out the high level of collaboration that takes place among the MHC's various components.

Harms asked that Board be sent an email when the MHC and the SHPO's status have been determined.

**Brian Conway, State Historic Preservation Office**

- Conway introduced himself, and the Board, and explained the Board's function to the audience.
- He then introduced new SHPO staff members Dan Schneider and Susan Sheppard. Schneider will be reviewing historic preservation tax credit applications. His position is funded through the fees collected by that program. Sheppard will be reviewing federally funded housing rehabilitation/demolition projects. Her position is funded through a partnership with MSHDA, which received funds through the federal government's Neighborhood Stabilization Act.
- The Governor's Awards for Historic Preservation ceremony will be held in the Capitol rotunda on May 5, 2009. Seven projects will be acknowledged this year.
- The enhanced historic preservation tax credit program is now up and running, and materials are available on the SHPO's web site.
- Arnold, Clark, and Conway visited several of the towns participating in the West Michigan Pike project. Two of the five historical markers required for that project have been completed, and the others are currently being written.
- The SHPO's involvement in the Idlewild project is coming to an end, and the expanded National Register nomination will be presented in September. Five historical markers have been written for Idlewild, and are in the process of being manufactured. A dedication day will be scheduled during the summer.
- The Michigan Modern project is moving forward, but raising the match dollars necessary for the Preserve America award is proving difficult, probably due to the economic recession. The Michigan History Foundation submitted eleven grant applications in support of Michigan Modern. Eight applications were denied, two are pending, and one was approved. A meeting to establish an advisory committee is scheduled to be held at Cranbrook on June 2.
- Conway and Clark are working with the Michigan Historic Preservation Network (MHPN) and the Department of Energy, Labor, and Economic Growth to secure funding through DELEG's worker retraining program to retrain out-of-work builders, carpenters, contractors, etc, in rehabilitation construction instead of new construction. The SHPO is working with the city of Kalamazoo and the MHPN through the Certified Local Government (CLG) program to use an 1890s house to train contractors on window restoration, who will then train their crews/employees on window restoration.
- The SHPO will likely fund the only two other CLG applications received this year – the city of Detroit, and Washtenaw County.

Kim Hoagland asked about economic stimulus money for historic preservation projects. Conway replied that most stimulus money is directed to existing programs and there are no funds specifically designated for historic preservation work. There will be money available through other programs such as energy efficiency and weatherization programs, and the SHPO is working with other state agencies to ensure that historic districts get their fair share.

Faes noted that the Michigan Department of Transportation (MDOT) has to allocate a percentage of their budgets to enhancement programs, which include historic preservation.

Clark added that funds might be available through rural development programs, but that those funds might be available only as loans, and not grants.

**John R. Halsey, Office of the State Archaeologist**

- Over the past year, OSA has been working on a project to improve cultural resource management in state forestlands, and the project is nearly complete. The graduate student who has been working on this project has identified about 700 sites, and updated database records for those sites. Project manager, Bill Rutter, and an MSU student assistant conducted cultural resource training at 15 regional DNR offices.
- The Department of Military and Veterans Affairs artifact cataloging project resulted in 30,000 artifacts from 125 sites being cataloged and properly stored.
- The Archaeology collections area is now sealed during building reconstruction.
- Litigation concerning the supposed *Griffon* shipwreck is still in process. France's involvement in the case is expected, as maritime custom states that sunken warships belong to their country of origin.
- Halsey is Michigan's representative on the Great Lakes Wind Council, which deals with wind turbines being placed in the Great Lakes. The listing of the shipwreck *Hennepin* last year resulted in the publication of a book discussing shipping on the Great Lakes.

**NATIONAL REGISTER NOMINATIONS**

**Site:** Buchanan Downtown Historic District, Buchanan, Berrien Co.

**Presented By:** O'Connor

**Moved for Approval:** Evans

**Seconded:** Chapman

**Vote:** 8-0

**Criteria:** A, C; exc. a

**Level of Significance:** Local

**Site:** Zinc Collar Pad Company Building, Buchanan, Berrien Co.

**Presented By:** O'Connor

**Moved for Approval:** Hoagland

**Seconded:** Staley

**Vote:** 8-0

**Criteria:** A, C

**Level of Significance:** Local

Chapman asked if the patent on the zinc collar pad was a federal patent. O'Connor replied that it was a federal patent. Chapman suggested that the level of significance might be raised if the collar pad was invented at this location. O'Connor replied that it was not. Harms asked if this was the only site of zinc collar pad manufacturing. O'Connor replied that there was another site in Madison, Wisconsin. Harms wondered if a higher level of significance could be substantiated through further research.

**Site:** Leiendecker's Inn/Coral Cables, Saugatuck, Allegan Co.

**Presented By:** Christensen

**Moved for Approval:** Loeb

**Seconded:** Hoagland

**Vote:** 8-0

**Criteria:** A, C

**Level of Significance:** Local

Racliff asked for further information on the unusual roofline shown in a presentation photograph. Christensen replied that it was an original feature. Loeb asked if there was any connection between this site and the Coral Gables restaurant in East Lansing. Christensen replied that the nomination notes that the owners were the same, and that there was a small chain of such restaurants through the state.

**Site:** Lakeside Inn, Chickaming Township, Berrien Co.

**Presented By:** Christensen

**Moved for Approval:** Hoagland

**Seconded:** Loeb

**Vote:** 8-0

**Criteria:** A, C; exc. b

**Level of Significance:** Local

Staley asked if nomination includes the pond, sculptures, garage, and other buildings on the site. Christensen confirmed that these features were included. Hoagland asked if the house was moved, shouldn't exception "b" be noted. She also asked why the house was considered a contributing resource if it was recently moved. Christensen replied that, in one sense, it doesn't contribute to this property, but it is one of the existing historic homes of Lakeside, which has very little early-twentieth century development left. Hoagland noted that including the house may reflect Lakeside's history, but it is not in its original location, and, as a result, that

context has been lost. Radcliff asked when the house was moved. Christensen replied that it was moved in 2002.

**Site:** Johannesburg Manufacturing Company Store, Charlton Township, Otsego Co.

**Presented By:** Christensen

**Moved for Approval:** Evans

**Seconded:** Radcliff

**Vote:** 8-0

**Criteria:** A, C

**Level of Significance:** Local

Hoagland asked about the setting of the building, and the relationship of the building to sidewalks. Schiller replied that there were originally wooden sidewalks, and the corner door was added in the 1930s by new owners.

**Site:** Bangor Elevator, Bangor, Van Buren Co.

**Presented By:** McKay

**Moved for Approval:** Radcliff

**Seconded:** Staley

**Vote:** 8-0

**Criteria:** A

**Level of Significance:** Local

Staley asked if the concrete addition was part of the nomination. McKay replied that all additions were part of the nomination. Harms asked if there were many other elevators of similar construction left in the state. Christensen noted that he had not seen anything similar, but was not very familiar with this type of resource. McKay added that he had also not seen an elevator of similar construction.

**Site:** Hebrew Cemetery (Temple Beth Israel Cemetery), Jackson, Jackson Co.

**Presented By:** Demeter

**Moved for Approval:** Hoagland

**Seconded:** Evans

**Vote:** 8-0

**Criteria:** A, D; exc. a, d

**Level of Significance:** State

Chapman noted that the nomination was well written. Several Board members agreed with her assessment. Harms asked if there was justification for state-level significance. Christensen replied that there was.

**Site:** Wyandotte Odd Fellows Temple, Wyandotte, Wayne Co.

**Presented By:** Ashlee

**Moved for Approval:** Chapman

**Seconded:** Beld

**Vote:** 8-0

**Criteria:** A, C

**Level of Significance:** Local

Radcliff asked why the organization was named as it was. Harms noted that these various fraternal organizations often drifted to unique or curious names, and they often employed a bit of humor in choosing a name.

**Site:** John and Emma (Lacey) Eberts House, Wyandotte, Wayne Co.

**Presented By:** Grennell

**Moved for Approval:** Loeb

**Seconded:** Staley

**Vote:** 8-0

**Criteria:** A, B, C

**Level of Significance:** Local

Hoagland asked why the house was not being nominated for its architecture. Christensen replied that he found the home's architecture was overshadowed by other homes of similar style in Wyandotte. Harms noted that there were nicer houses in Wyandotte, but questioned whether there were nicer working-class houses. Harms noted that Criterion C should be considered for this nomination.

**Site:** Dry Dock Engine Works/Detroit Dry Dock Company Complex, Detroit, Wayne Co.

**Presented By:** Savage

**Moved for Approval:** Radcliff

**Seconded:** Staley

**Vote:** 7-0, Chapman abstained

**Criteria:** A, B, C, D

**Level of Significance:** National

Conway noted that the Detroit Economic Development Corporation (DEDC) requested that the nomination be removed from the agenda, but the SHPO decided to keep it on the agenda, and invited a representative of the DEDC to attend the meeting. Harms asked if the site was publicly owned. Savage noted that the site is owned by the DEDC. Conway added that it is his understanding that the developer has a development lease for this property. Harms noted that a private owner can deny NR listing, but a public owner cannot deny a nomination. Chapman noted that the DEDC was not necessarily opposed to listing, but wanted to refrain from listing until later, so as not to hinder the development of the site. Conway noted similar concerns that were expressed to him by DEDC officials, and that he informed the official that NR listing does not burden the owner. Hoagland stated that the differentiation was unclear between the slip and the dry dock. Halsey noted that Dry Dock 1 was partially excavated but workers ran into the water table. William Worden noted that most of Dry Dock 2 is made of timber. He also noted that there was no steel or iron shipbuilding done at this site.

**Site:** Navin Field

**Presented By:** Steven Jones

**Moved for Approval:** Evans

**Seconded:** Loeb

**Vote:** 7-0, Chapman abstained

**Criteria:** A, B, C

**Level of Significance:** Local

Chapman noted that the Detroit Historic Designation Advisory Board had concerns about the lack of social and ethnic history in the nomination. She further noted that the DHDAB was under the impression that nomination would discuss these aspects of the site's history. Rozmarek stated that information regarding the social and ethnic history of the site is still being collected. Hoagland asked about the term "amendment" Jones used when explaining the nomination. Jones stated that the site was previously listed on the NRHP. Jones added that the applicant is seeking at least a determination of eligibility. If the nomination is approved for submission, the applicant would like to withhold the nomination from submission until the applicant receives a determination from the National Park Service (NPS) as to whether or not they will accept the nomination. Harms noted that the SHPO can issue a determination of eligibility. Conway added that the SHPO has been involved with this site for a long time, and what is being considered at this meeting is the field as it exists today. Halsey asked what was intended for the site. Kirk explained the applicant's plan. Hoagland expressed some concern about "endorsing a huge demolition," but noted that the nomination is convincing in its discussion of the field as it currently exists. She further expressed concern about designating the site at a later date, and not waiting until rehabilitation plans were completed. Radcliff noted that the nomination contains little contemporary history, and wondered if it was taken for granted that the last ten years of the site's life were common knowledge.

**Site:** S. S. *Badger*, Ludington, Mason Co.

**Presented By:** Worden

**Moved for Approval:** Staley

**Seconded:** Radcliff

**Vote:** 8-0

**Criteria:** A, C

**Level of Significance:** National

Loeb questioned the common practice of referring to ships in the female. Harms noted that current usage is the ship's name instead of the pronoun. Worden noted that in his experience of chronicling maritime history, the use of the female pronoun in the English language is standard practice, and also provided an example of the difficulties France faces when using gender pronouns with ships. Loeb noted that English does not often use gendered nouns, and when they do, those nouns are often feminized. Worden noted that he assumed that a historical document would use historical idioms. Hoagland suggested Christensen decided whether or not to use the ship's name or the idiom. Harms added that it is really a matter of what the NRHP will accept.

**HISTORIC DISTRICT COMMITTEE STUDY REPORTS:**

Presented by Amy Arnold

**San Telmo Cigar Company Historic District, Detroit**

The Board made no additional comment.

**Lenawee County Savings Bank Historic District, Adrian**

The Board made no additional comment.

**Post Office Building Historic District, Adrian**

Hoagland noted that the Post Office had a change to its roofline, and the photograph provides inadequate documentation. Chapman noted that the report contains some general history that is not necessarily connected to either of the buildings.

**LOCAL HISTORIC DISTRICT COMMISSION APPEALS**

Presented by Nick Bozen, HAL Office of Regulatory Affairs

Dennis Levasseur, Bodman LLP, attended on behalf of the petitioner

**City of Grosse Pointe Park v. Detroit Historic District Commission**

Chapman asked for clarification on Bozen's comments regarding whether the building was part of a local historic district. She also stated that the building was part of a NRHP historic district. Conway said that the location of a building in a NRHP historic district doesn't apply in this situation. Harms asked whether the expert reports were available to the Commission at the meeting. Bozen confirmed that they were. Harms further clarified that the experts themselves were not at the Commission meeting. Bozen replied that Harms is correct. Hoagland sought clarification on two arguments she thought the appellant was making: one, that buildings were unsafe, and two, that were they rehabilitated, such that so much new material was used that the buildings would no longer maintain their integrity. Bozen replied that that was not his interpretation. Rather, he added, the City of Grosse Pointe Park was making the argument that rehabilitation was economically unfeasible. Radcliff noted that the Local Historic Districts Act contains a provision for demolition in such a case, but the act also states that the case for demolition cannot be made through neglect. Harms noted that to make such a determination, the Board would need evidence of the building prior to its purchase by Grosse Pointe Park. This evidence was not provided. Bozen stated that he was unaware of any documentation from Grosse Pointe Park that would substantiate their claim that rehabilitation was economically unfeasible. Conway noted that the building was occupied prior to the purchase of the building by Grosse Pointe Park. Staley asked whether the Board's role is not to determine whether or not testimony was adequate. Bozen stated that the Board's role was to determine whether or not the historic district commission acted properly relative to what the commission did.

Harms stated that the historic district commission did not consider who caused the deterioration of the buildings, and therefore the Board cannot consider that fact either. Bozen confirmed Harms' assessment. Harms then stated there are two factors to consider: one, whether the building was safe, or not, and two, whether or not the building can be rehabilitated. Bozen also confirmed Harms' summation of the points the Board should consider. Bozen noted that, in reality, there is no hearing or trial presided over by the historic district commission. Rather the historic district commission reviews an application in an open meeting. Chapman noted that historic district commission members have to meet certain qualifications and therefore would likely understand expert reports despite the assertions of Grosse Pointe Park.

Moved: Radcliff moved to reject the Proposal for Decision, and direct the Department of History, Arts and Libraries Office of Regulatory Affairs to draft a Proposal for Decision that reflects the wishes of the Board.

Seconded: Hoagland

Vote: 7-0, Chapman abstained

Moved: Radcliff moved to authorize Nick Bozen of the Department of History, Arts and Libraries Office of Regulatory Affairs to sign Orders of Dismissal on behalf of the Board when cases do not go to hearing.

Seconded: Evans

Vote: 8-0

**DATE OF NEXT MEETING**

September 11, 2009

January 15, 2010

**ADJOURNMENT**

Harms adjourned the meeting at 12:50 p.m.

Prepared by T. Walsh