

# IOWA STATE HISTORIC PRESERVATION PLAN

**2023 – 2032**  
*EXECUTIVE SUMMARY*



# EXECUTIVE SUMMARY

*Iowa State Historic Preservation Plan 2023–2032*

## Overview

The Iowa State Historic Preservation Office (SHPO), formerly housed within the Iowa Department of Cultural Affairs (DCA), is now a part of the Iowa Economic Development Authority (IEDA) as of July 2023 as a condition of the realignment of state government enacted in Senate File 514, 2023 General Assembly. SHPO and the State Historic Preservation Officer, who is certified by the Governor pursuant to Iowa Code section 15.121, develop a state historic preservation plan every 10 years. This effort is required and overseen by the National Park Service in fulfillment of the National Historic Preservation Act of 1966. This Executive Summary highlights the process to create the plan and the high-level conclusions drawn from that process. It then gives a brief overview of the chapters and appendices included in the full plan.



Elkader Keystone Bridge Grand Opening Ceremony Credit: Allison Archambo

## Process

The plan was prepared with substantial assistance from the public, including an advisory committee comprising preservation leaders and experts in historic preservation, tribal cultures, archaeology, history, and architecture; a survey; meetings with focus groups at the 2021 Preserve Iowa Summit; and a series of one-on-one in-depth interviews.

The information from all these sources was collected and organized into a SWOT Analysis. This analysis yielded a set of key strategic issues. A corresponding set of key strategic goals and objectives were developed in response to the issues and organized into an implementation roadmap. At each step in the process, the Iowa State Preservation Plan Advisory Committee; the Preservation Plan Task Force, which was a working group comprised of SHPO and DCA staff; and/ or the general public were invited to provide feedback and advice on the work in progress. The results of the work completed for each of these steps can be found in the plan's appendices.

The plan offers a clearly defined path to direct historic preservation efforts in the state during the 10-year planning period, 2023-2032, under the guidance of the SHPO. It is an opportunity for SHPO staff to engage with the state's preservation community, including those who are actively involved in historic preservation activities, as well as those who simply enjoy Iowa's distinctive buildings, landscapes, and stories. Most importantly, it is an opportunity for all Iowans to redouble their commitment to protecting Iowa's history and historic places and to influence the direction of historic preservation across the state.

Chapter 1 introduces the reader to the plan, including a more detailed description of the process, definitions, and acronyms. Chapter 2 of the plan provides examples of the successes in reaching the goals outlined in the 2013–2022 statewide historic preservation plan.

## Summary of Key Strategic Issues and Goals

The table below summarizes Chapter 3's Key Strategic Issues and their corresponding Key Strategic Goals. Issues and Goals are ordered by their urgency and degree of impact with the red and yellow highlighted goals having priority while the green and blue highlighted goals representing opportunities to build on past success.

	Key Strategic Issues	Key Strategic Goals
1	<i>Educational opportunities in historic preservation are lacking for younger Iowans and life-long learners.</i>	<b>FOSTER HISTORIC PRESERVATION EDUCATION AND APPRECIATION</b>
2	<i>Minority/cultural stories have been underrepresented.</i>	<b>AMPLIFY UNDERREPRESENTED HISTORIES TO TELL THE WHOLE STORY OF IOWA'S PAST</b>
3	<i>State/Federal program requirements discourage small/underserved market projects.</i>	<b>IMPROVE ACCESS TO STATE AND FEDERAL PRESERVATION INCENTIVES</b>
4	<i>Insufficient support for preservation trades training.</i>	<b>ENHANCE PRESERVATION TRADES</b>
5	<i>Extreme weather events impacting historic resources.</i>	<b>PLAN FOR HISTORIC RESOURCES RESILIENCY</b>
6	<i>Insufficient attention is being paid to Iowa's archaeological properties.</i>	<b>ENCOURAGE RESPONSIBLE PUBLIC ENGAGEMENT WITH IOWA'S ARCHAEOLOGICAL PROPERTIES</b>
7	<i>Agricultural buildings and landscapes are being lost.</i>	<b>FOCUS RESOURCES ON RURAL PRESERVATION ISSUES</b>
8	<i>Local preservation planning efforts could be enhanced.</i>	<b>ENHANCE LOCAL PRESERVATION PLANNING</b>
9	<i>Historic preservation is reactive.</i>	<b>PLAN FOR A PROACTIVE APPROACH TO PRESERVATION</b>
10	<i>Historic preservation is seen as elitist by some communities.</i>	<b>INCREASE PUBLIC ACCESS TO PRESERVATION INFORMATION AND RESOURCES</b>
11	<i>Preservation advocacy efforts lack support and organizational capacity.</i>	<b>STRENGTHEN PRESERVATION ADVOCACY CAPACITY</b>
12	<i>Partnerships have been effective promoters of preservation.</i>	<b>ENHANCE COLLABORATION TO IMPLEMENT STATEWIDE PRESERVATION PLAN</b>

## Overview of Key Strategic Goals, Objectives, and Implementation

This section briefly discusses the key strategic goals (KSGs) and outlines the objectives that could be used to measure concrete progress in the implementation of each goal. These goals are discussed in Chapter 3 and the objectives in Appendix F.

### 1. FOSTER HISTORIC PRESERVATION EDUCATION AND APPRECIATION

This goal focuses on ways to increase understanding of historic preservation by the general public, particularly among the young and lifelong learners. It has four supporting objectives:

- 1.1. Increase Preservation Content in Education
- 1.2. Increase the Number of Extra-Curricular Activities with Preservation Topics
- 1.3. Increase Access to Preservation Education to Lifelong Learners
- 1.4. Increase Access to Preservation Education for the General Public

### 2. AMPLIFY HISTORIES OF UNDERREPRESENTED PEOPLES TO TELL THE WHOLE STORY OF IOWA'S PAST

This goal focuses on capturing and promoting the preservation of resources associated with underrepresented peoples and their lifeways, including the buildings, structures, and landscapes created and used by a range of cultures and socioeconomic backgrounds that make up the mosaic of Iowa's history. It has three supporting objectives:

- 2.1. Develop Multimedia Story-Telling Initiatives
- 2.2. Focus Survey Activities in Underrepresented Demographics and Geographies
- 2.3. Identify and Nominate Historic Resources Associated with Underrepresented Iowa Communities for listing in the National Register of Historic Places

### 3. IMPROVE ACCESS TO STATE AND FEDERAL PRESERVATION INCENTIVES

This goal centers on expanding the reach of the state and federal historic preservation incentives in two main areas: addressing barriers to information access, financial resources, and best practices and finding ways to support small business and private owner access to incentives. There are two supporting objectives for this goal:

- 3.1. Address Barriers to Incentives Access
- 3.2. Create Small Project Support

### 4. ENHANCE PRESERVATION TRADES

This goal addresses the existing and likely future lack of supply of trained preservation tradespeople by creating a network of support for existing businesses while working to attract new entrants into the profession. Supporting objectives:

- 4.1. Support Existing Preservation Trades Businesses
- 4.2. Expand Preservation Trades Training and Mentorship
- 4.3. Increase the number and distribution of preservation trades firms

### 5. PLAN FOR HISTORIC RESOURCES RESILIENCY

This goal builds on Iowa’s existing disaster planning to promote preservation-inclusive community planning and disaster response mechanisms and promote sustainable reuse of historic preservation materials when necessary. Supporting objectives:

- 5.1. Increase the Number of Communities Utilizing Preservation-Inclusive Community Planning
- 5.2. Increase the Sustainable Reuse of Historic Properties and Materials

	Key Strategic Issues	Key Strategic Goals
3	State/Federal program requirements discourage small/underserved market projects.	IMPROVE ACCESS TO STATE AND FEDERAL PRESERVATION INCENTIVES
4	Insufficient support for preservation trades training.	ENHANCE PRESERVATION TRADES
5	Extreme weather events impacting historic resources.	PLAN FOR HISTORIC RESOURCES RESILIENCY

### 6. ENCOURAGE RESPONSIBLE PUBLIC ENGAGEMENT WITH IOWA’S ARCHEOLOGICAL PROPERTIES

This goal promotes a greater emphasis on archaeological properties by working to improve public awareness, connecting archeological resources with present-day activities, and educating policy lawmakers at all levels on the challenges of archeological site stewardship and environmental pressures. Supporting objectives:

- 6.1. Improve Public Awareness of Iowa’s Archeological Properties
- 6.2. Enhance Connections Between Archeological Properties and Present-Day Activities
- 6.3. Educate Policymakers Regarding Stewardship of Archeological Sites

### 7. FOCUS RESOURCES ON RURAL PRESERVATION ISSUES

This goal encourages a greater focus on the barns, rural landscapes, and even some ways of life that are being lost as economic, demographic, and environmental changes impact this important part of Iowa’s landscape and history. Supporting objectives:

- 7.1. Conduct a Statewide Rural Landscape Survey
- 7.2. Promote Rural Landscape Preservation

### 8. ENHANCE LOCAL PRESERVATION PLANNING

This goal seeks to enhance an already robust effort by enhancing current Certified Local Government (CLG) work and increasing the total number of CLGs. Supporting objectives:

- 8.1. Enhance Existing CLG Capacity and Impact
- 8.2. Grow the Number of New CLGs

	Key Strategic Issues	Key Strategic Goals
6	Insufficient attention is being paid to Iowa’s archaeological properties.	ENCOURAGE RESPONSIBLE PUBLIC ENGAGEMENT WITH IOWA’S ARCHEOLOGICAL PROPERTIES
7	Agricultural buildings and landscapes are being lost.	FOCUS RESOURCES ON RURAL PRESERVATION ISSUES
8	Local preservation planning efforts could be enhanced.	ENHANCE LOCAL PRESERVATION PLANNING

	Key Strategic Issues	Key Strategic Goals
9	<i>Historic preservation is reactive.</i>	PLAN FOR A PROACTIVE APPROACH TO PRESERVATION
10	<i>Historic preservation is seen as elitist by some communities.</i>	INCREASE PUBLIC ACCESS TO PRESERVATION INFORMATION AND RESOURCES
11	<i>Preservation advocacy efforts lack support and organizational capacity.</i>	STRENGTHEN PRESERVATION ADVOCACY CAPACITY
12	<i>Partnerships have been effective promoters of preservation.</i>	ENHANCE COLLABORATION TO IMPLEMENT STATEWIDE PRESERVATION PLAN

## 9. PLAN FOR A PROACTIVE APPROACH TO PRESERVATION

This goal explores systemic solutions to help anticipate issues earlier in their development and create ways to systematically address those issues. Supporting objectives:

- 9.1. Identify Problems and Applicable Best Practices
- 9.2. Scale Statewide Where Possible

## 10. ADDRESS BARRIERS AND RESOURCES TO INCREASE PUBLIC ACCESS

Fulfilling this goal would ensure that those living in underrepresented communities and rural areas and those with fewer financial resources have increased access to financial resources and technical assistance. Supporting objectives:

- 10.1. Digitize Historic Resources Inventory & Related Records
- 10.2. Develop a Comprehensive, Internet-Based Iowa Preservation Resource Guide
- 10.3. Conduct Outreach to Nontraditional Preservation Information Consumers

## 11. STRENGTHEN PRESERVATION ADVOCACY CAPACITY

This goal acknowledges that many of the other goals would benefit from a greater level of information, marketing and policy advocacy. The approach is to strengthen all aspects of Iowa’s current capacity into a comprehensive and coordinated effort. Supporting objectives:

- 11.1. Conduct Media Campaigns
- 11.2. Enhance Policy Development Capacity

## 12. ENHANCE COLLABORATION TO IMPLEMENT THE STATEWIDE PRESERVATION PLAN

This goal builds on the extensive number of effective partnerships to reach the other key strategic goals by enhancing existing or creating new partnerships. It uses the statewide historic preservation plan as the blueprint for those partnerships. Supporting objective:

- 12.1. Implement Statewide Plan

## How to Use this Plan

This plan is intended for all Iowans, including those currently participating in preservation efforts, those interested in expanding their efforts in historic preservation, and those just beginning to explore preservation in Iowa. The plan is a useful planning tool and should be incorporated into state, county, and local planning processes and documents, ensuring that historic preservation is part of the fabric of planning in Iowa. The plan should also be used by members of the community, including developers and contractors, non-profit organizations, and individuals to help guide activities related to preservation and direct mission-based programming. Working together, Iowans can achieve the goals contained within this statewide preservation plan.

Chapters and appendices in the full plan provide context and detail, including a review of past successes, an overview of Iowa’s cultural resource types, and an evaluation of the statewide inventories of archaeological and historic properties. Chapter 3 contains in detail the key strategic issues, key strategic goals, and suggested implementation objectives to address issues facing Iowa’s preservation community over the 2023–2032 period.

# IOWA STATE HISTORIC PRESERVATION PLAN

2023 – 2032



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# CHAPTER 1: INTRODUCTION

## Introduction and Purpose of the Plan

The Iowa State Historic Preservation Office (SHPO), a part of the Iowa Economic Development Authority (IEDA), and the State Historic Preservation Officer, whose appointment is certified by the Governor, develop a State Historic Preservation Plan every 10 years. These efforts are required by and overseen by the National Park Service (NPS) in fulfillment of the National Historic Preservation Act of 1966. The Plan is prepared with substantial assistance from the public, including an advisory committee comprising preservation leaders and experts in historic preservation, tribal cultures, archaeology, history, and architecture – all of whom played a key role in preparing the Plan.

The plan offers a clearly defined path to direct historic preservation efforts in the state during the 10-year planning period, 2023–2032, under the guidance of the SHPO. It is an opportunity for SHPO staff to engage with the state’s preservation community, including those who are actively involved in historic preservation activities, as well as those who simply enjoy Iowa’s distinctive buildings, landscapes, and stories. Most importantly, it is an opportunity for all Iowans to redouble their commitment to protecting Iowa’s history and historic places and to influence the direction of historic preservation across the state.

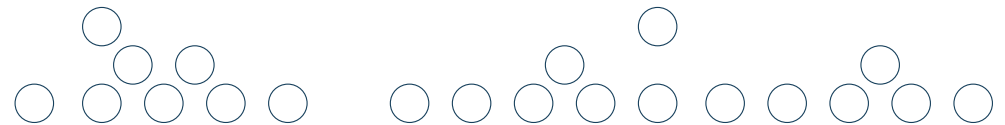
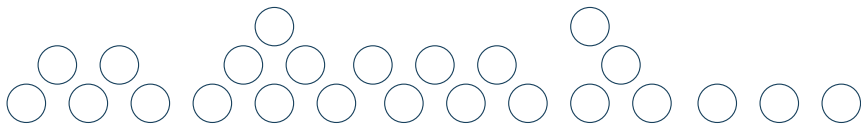
Broadening Preservation’s Reach: Iowa’s Comprehensive Statewide Historic Preservation Plan, 2013–2022 was prepared in the context of increasing impacts of natural disasters on historic resources in the state, with 14 federally declared natural disasters taking place between 2007 and 2011. All 99 counties were affected at least once during that time, and 93 counties were affected at least twice. Communities grappled with threats to and losses of historic resources, as well as the economic challenges that natural disasters cause. As a result, the goals of that plan focused on affirming the value of historic preservation to the state, especially its role in environmental stewardship and economic revitalization.

As our country and Iowa grow and adapt to new challenges, our collective history can inform on our shared path forward and provide a unifying bond to ease division. This new plan aims to maximize inclusion and accessibility in Iowa’s historic preservation community, while continuing to prioritize efforts to increase sustainability in the face of a changing environment, extreme weather events, and other broad threats to historic resources.

## How to Use this Plan

As a statewide effort, this plan is for all Iowans, but in particular those who are currently participating in preservation efforts, those who are interested in expanding their efforts in historic preservation, and those who are just beginning to explore preservation in Iowa. The plan is a useful planning tool and should be incorporated into state, county, and local planning processes and documents, ensuring that historic preservation is a part of the fabric of planning in Iowa. The plan should also be used by members of the community, including developers and contractors, non-profit organizations, and individuals, to help guide activities related to preservation and direct mission-based programming. Together, Iowans can achieve the goals contained within this statewide preservation plan.

Chapter 1 is an introductory chapter, offering project background and acknowledgement of the contributions of time and expertise by experts across Iowa in preparing this plan. Chapter 2 is a compendium of case studies that highlight progress made over the ten years under the previous statewide preservation plan. Chapter 3 contains the key strategic issues facing Iowa’s preservation community over the next ten years and the key strategic goals and objectives developed to address them. Chapter 4 provides an overview of Iowa’s cultural resource types and an evaluation of the statewide inventories of archaeological and historic resources. Appendices A and B are the Public Input Survey Questions and Results Summary. Appendix C contains the Interview Candidate List. Appendix D reviews the SWOT Analysis that was used to develop the Key Strategic Issues. Appendix E summarizes the Key Strategic Goals and Objectives in a matrix form. Appendix F is a detailed discussion of the Key Strategic Objectives. Finally, photograph credits are presented in Appendix G.





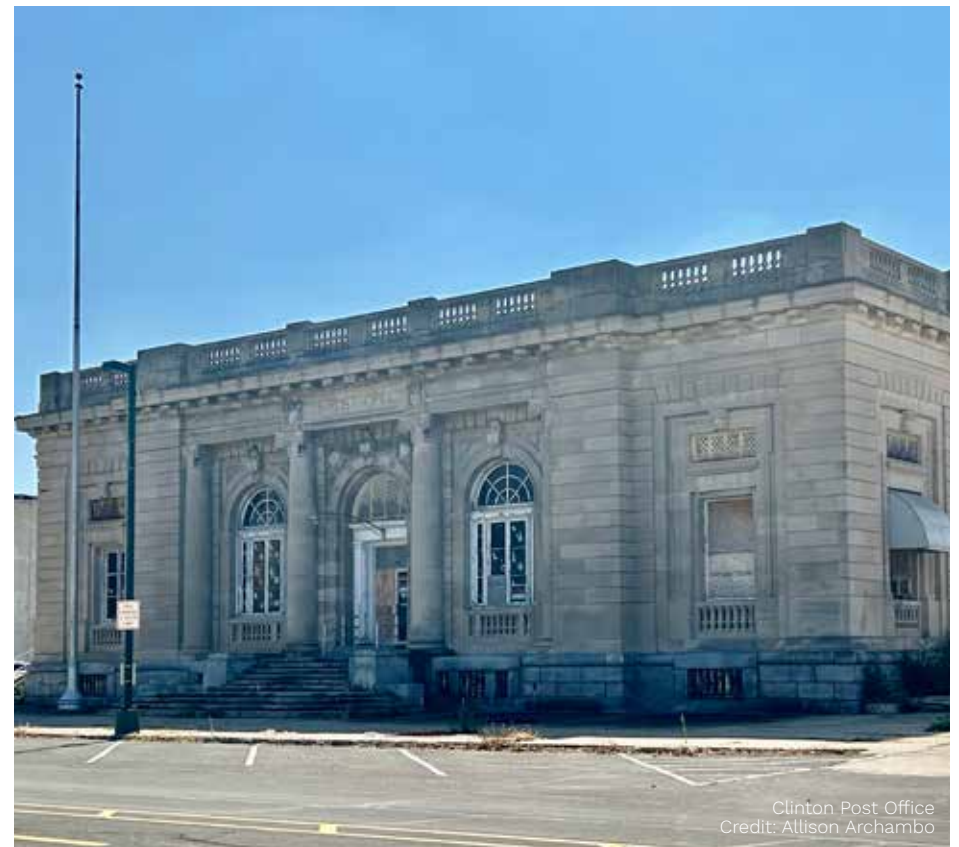
## List of Acronyms Used Throughout the Plan

ACHP	Advisory Council on Historic Preservation
AC	Preservation Plan Advisory Committee
CLG	Certified Local Government
DCA	Iowa Department of Cultural Affairs
DOT	Iowa Department of Transportation
GIS	Geographic Information Systems
Goaltrac	Goaltrac Consulting
HADB	Historic Architectural Database
HTC	Historic Tax Credits
HPC	Historic Preservation Commission
HPF	Historic Preservation Fund
HSR	Historic Structure Report
IAF	Iowa Architectural Foundation
ICH	Intangible Cultural Heritage
IEDA	Iowa Economic Development Authority
ISF	Iowa Site File (Archaeology)
MPDF	National Register Multiple Property Documentation Form
MPS	National Register Multiple Property Submission
MSI	Main Street Iowa
NAGPRA	Native American Graves Protection and Repatriation Act
NHA	National Heritage Area
NHL	National Historic Landmark
NHPA	National Historic Preservation Act of 1966
NPS	National Park Service
NRHP	National Register of Historic Places
OSA	Iowa Office of the State Archaeologist
PPTF	Preservation Plan Task Force

SHPO	Iowa State Historic Preservation Office(r)
SHSI	State Historical Society of Iowa
THPO	Tribal Historic Preservation Office(r)
TR	National Register Thematic Resource
TCP	Traditional Cultural Property
USACE	United States Army Corp of Engineers

## The Planning Process

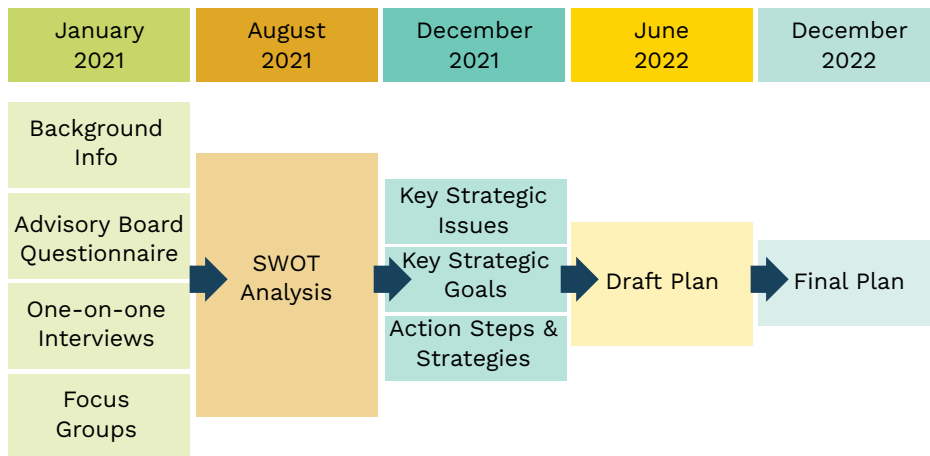
As the statewide preservation plan is exactly that - a statewide plan - collaboration among Iowa's entire preservation community was critical to each step of the planning process. Implementation of the plan, if done well, will benefit all Iowans, not just those in the preservation community.



Therefore, it was necessary to seek input actively and thoughtfully from the public and many groups, including those not typically associated with the preservation community.

A team of consultants comprised of Alan Levy of Goaltrac Consulting, Nancy Finegood of Finegood Consulting, and Cheri Szcodronski of Firefly Preservation Consulting, LLC (referred to as “Goaltrac” through this document) was selected in April 2020 to facilitate the preparation of the plan. The Goaltrac consultants teamed with SHPO and DCA staff to form the Preservation Plan Task Force (PPTF). The task force developed methodologies for the planning process, stakeholder engagement strategy, and project timeline. While the methodology was constrained by COVID-19 pandemic in-person and travel restrictions, it quickly became clear that participants’ familiarity and comfort with videoconferencing would allow for a fully-formed process to be conducted.

The PPTF plan of action focused on information gathering in the first phase; analysis of the information using a Strength, Weaknesses, Opportunities, and Threats (SWOT) modeling structure in the second phase; and a ten-year plan of action in the third phase. See the diagram below.



*Planning Process and Timeline*

## Advisory Committee

SHPO invited a broad range of stakeholders to participate in preparing the plan, including historic preservation groups, tribal representatives, Certified Local Governments (CLGs), cultural resources consultants, historians, archaeologists, cemetery preservationists, architects, landscape architects, developers, and craftspeople. Invited stakeholders also included organizations that may not traditionally self-identify as preservationists but whose goals align with preservation, including farming organizations, museum professionals, educators, and natural resources experts. Others who are not immediately obvious as part of the preservation community but who are able to influence preservation efforts (and who are affected by preservation initiatives) include legislators, state agencies, affiliated organizations, and members of the public.

An advisory committee was appointed by the SHPO from leaders among these stakeholder groups. The following were extended invitations to participate. Some committee members represented more than one of the stakeholder groups listed:

- Agricultural History Organizations
- Archaeologists
- Architects
- Certified Local Governments
- Chambers of Commerce
- Community Arts Organizations
- Consultants
- Contractors
- Economic Development Organizations
- Federal Agencies
- Indigenous Tribes/Organizations
- Local/State Historical Museum
- Local/State Historical Society
- Local Historic Preservation Commission
- Local/State Historic Preservation Organizations
- Local/State Elected Officials
- Members of the Public
- Public School Systems
- Resource Conservation and Development Organizations
- State Agencies
- Tourism Organizations
- Underrepresented Communities Organizations
- Universities/Educational Organizations

Forty-five stakeholders accepted invitations to serve on this advisory committee, as well as four DCA staff members and the three-person Goaltrac Consulting team. The Advisory Committee met six times over the course of the project, with meetings held virtually via Zoom.

The first Advisory Committee meeting took place on April 30, 2020. During this meeting, SHPO outlined the role of the Advisory Committee:

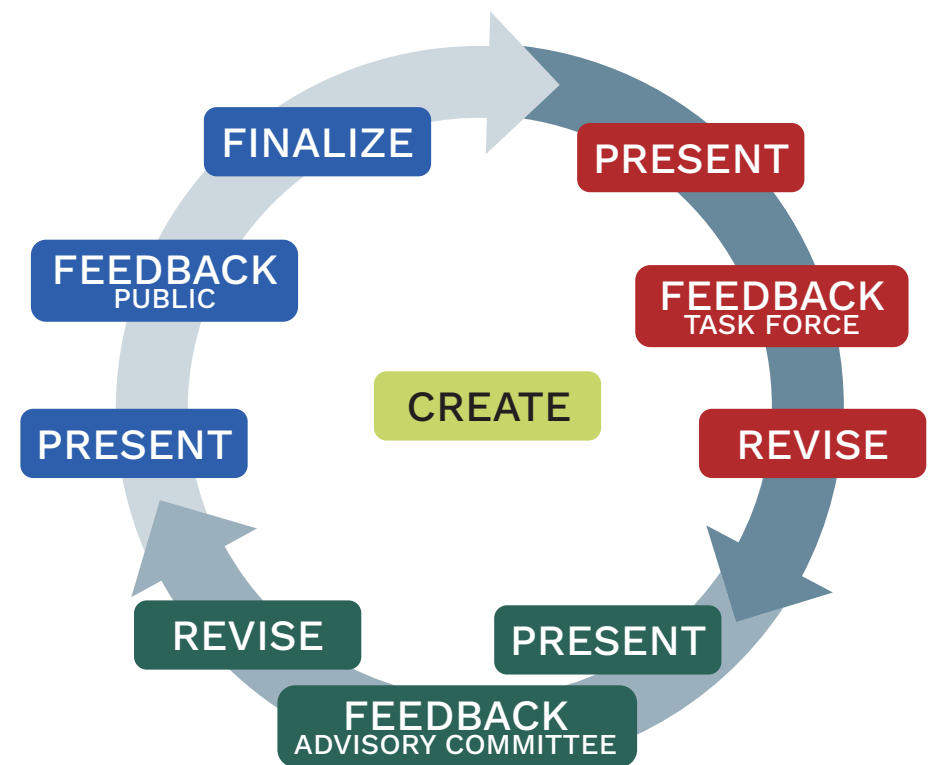
1. Provide guidance to the PPTF Force to develop the plan.
2. Help identify groups, interests, and viewpoints that should be included in the planning process.
3. Direct the content of the plan by identifying key concerns, challenges, and opportunities facing the historic preservation community in Iowa.
4. Help develop the plan's goals and objectives.
5. Help disseminate information to constituents to gather additional feedback from those who eventually will help implement the plan and/or be affected by its implementation.
6. Comment on the task force's data-collection methods and efforts to gather information on the previous plan's successes, the challenges and opportunities currently facing Iowa's preservation community, and the direction of preservation initiatives in the future.
7. Review the draft plan in early 2022.

SHPO also identified three overarching goals for the plan:

1. Integrate historic preservation in public policy, land-use planning, and decision-making at the federal, tribal, state, and local levels.
2. Increase opportunities for broad-based and diverse public participation in planning for historic and cultural resources.
3. Consider issues affecting the broad spectrum of historic and cultural resources within the state, including buildings, structures, objects, districts, and sites.

The Goaltrac team proposed its role in the planning process:

1. Together, we are planning for the future of preservation in Iowa.
2. Stakeholders are the experts. Stakeholders are doing preservation in Iowa. We must engage current preservationists and new audiences as stakeholders.
3. The Goaltrac team's role is to facilitate and guide, to listen and interpret information from all stakeholder groups, and to identify a common set of goals and objectives to create a realistic, achievable, and flexible tool for Iowa's entire preservation community.
4. Frequent, candid feedback from the task force, Advisory Committee and public is key to the success of the planning process (as shown in the diagram below).



*Feedback Cycle for Planning Process*

Following the first Advisory Committee meeting, a shared whiteboard was established on Google Drive to provide ongoing opportunities for committee members to share ideas, feedback, and comments with the Goaltrac team and PPTF.

## Plan Development

Information gathering began with a brief online questionnaire to assess the preservation priorities of Iowa's preservation community. Respondents were asked to identify strengths and weaknesses of the previous plan, opportunities that remain unfulfilled or were not included in the previous plan, and threats that face the preservation community today. The questionnaire was created and hosted through the SurveyMonkey platform and advertised through DCA e-newsletters, DCA Preserve Iowa Summit materials, and direct invitations by SHPO staff and Advisory Committee members. The survey remained open from May 2021 through August 2021, and there were 215 respondents. The full list of questions and results may be found in Appendices A and B.

In addition to the online questionnaire, a series of in-depth, one-on-one interviews was conducted by the Goaltrac team with ten interviewees representing the depth and variety of perspectives within historic preservation and related fields. Interviewees were chosen to ensure representation among a broad range of interests directly and indirectly related to historic preservation efforts in Iowa. These interviews focused on the SWOT analysis and invited interviewees to provide detailed feedback on each area of analysis as it relates to preservation in Iowa over the coming decade. A full



La Poste, La Poste Perry, LLC.

list of interview participants and questions is included in Appendix C.

The task force also sought feedback and ideas from members of the preservation community during the annual Preserve Iowa Summit in June 2021. During a plenary session on June 4, 2021, Goaltrac introduced the planning process and continued the SWOT analysis. Using preliminary results from the online questionnaire, Goaltrac and members of the PPTF led breakout sessions to discuss planning priorities in each of the SWOT categories (strengths, weaknesses, opportunities, threats). Approximately ninety people attended the plenary session and participated in this discussion.

The Advisory Committee met for the second time on August 30, 2021. During this meeting, Goaltrac shared the data that had been gathered through the online questionnaire and during the Preserve Iowa Summit session. The committee began to assess the success of Iowa's preservationists in fulfilling the previous preservation plan and identified goals that had been achieved, those that were not achieved, and those that were successful and remain ongoing. The Advisory Committee and the SHPO staff began identifying case studies that demonstrate fulfillment of the strategic goals outlined in the previous preservation plan. These case studies are included in Chapter 2.

The Advisory Committee met for the third time on October 26, 2021. The focus of this meeting was to review the Key Strategic Issues identified through the online questionnaire, Preserve Iowa Summit session, and previous Advisory Committee meetings. The committee also reviewed the Preservation Plan Goals and Objectives Matrix, including strategic goals, objectives, tasks, and outcomes. The Preservation Plan Goals and Objectives Matrix is included in Appendix E.

In December 2021, the PPTF offered opportunities for DCA leadership, members of the Advisory Committee, and the general public to provide final feedback on the goals and objectives outlined in the Preservation Plan Goal Matrix before Goaltrac began drafting the Preservation Plan. The draft was prepared in June 2022, with review by DCA staff, the Iowa State National Register Advisory Committee, the Preservation Plan Advisory Committee, and the general public from June 2022 through mid-June 2023. The final preservation plan was prepared in late June 2023 and presented to the National Park Service (NPS) for final review and approval.

## Preservation Plan Task Force Members

**Sara André** | Architectural Historian, SHPO

**Berry Bennett** | Preservation Program Manager, SHPO

**Nancy Finegood** | Consultant/Facilitator, Goaltrac Consulting

**Heather Gibb** | Deputy SHPO

**Susan Kloewer** | SHPO, Administrator, State Historical Society of Iowa (SHSI)

**Alan Levy** | Owner/Facilitator, Goaltrac Consulting

**Emily McClain** | Communications Coordinator, DCA Communications

**Michael Morain** | Communications Manager, DCA Communications

**Michael Plummer** | Manager, State Historic Sites, SHSI

**Laura Sadowsky** | State Historian, SHPO

**Branden Scott** | Archaeologist, SHPO

**Cheri Szcodronski** | Consultant/Historian, Goaltrac Consulting

## Preservation Plan Advisory Committee Members

**Scott Allen** | Project Manager, OPN Architects

**Sara André** | Architectural Historian, SHPO

**Berry Bennett** | Preservation Program Manager, SHPO

**Jon Berg** | Program Manager of Arts in Community Development,  
Iowa Arts Council

**Trish Bergren** | President, Board of Directors, Iowa Cultural Coalition

**Dwana Bradley** | Chair, Des Moines Public School Board, President, Iowa  
Juneteenth

**Suzanne Buffalo** | Justice Center Clerk, Meskwaki Nation, Sac &  
Fox of the Mississippi in Iowa, Office of the State  
Archaeologist (OSA) Indian Advisory Council

**Johnathon Buffalo** | Museum Director of Historical Preservation,  
Meskwaki Nation, Sac & Fox of the Mississippi in  
Iowa, OSA Indian Advisory Council

**Warren Davis** | Research Archaeologist, OSA

**Nick Delleca** | Program Planner, Iowa Department of Natural Resources

**Madison DeShay-Duncan** | Founder, Community Legacy Matters, Inc.

**John Doershuk** | State Archaeologist, OSA

**Brennan Dolan** | Cultural Resource Project Manager, Iowa Department of  
Transportation (DOT)

**Stacie Eshelman** | Executive Director, Greenfield Chamber/Main Street

**Lance Foster** | Vice-Chair, Iowa Tribe of Kansas and Nebraska  
OSA Indian Advisory Council

**Michelle Franks** | Executive Director, Golden Hills Resource Conservation  
& Development

**Misty D. Frazier** | Executive Director, Santee Sioux Tribe of Nebraska

**Heather Gibb** | Deputy SHPO

**Matthew Gilbert** | CEO, MRG & Associates,  
Commissioner, Iowa Department of Human Rights

**Ted Grevstad-Nordbrock** | Associate Professor, Preservation and Cultural  
Heritage Program, Iowa State University

**John Gronen** | Founder, Smart Growth Development Coalition

**Cindy Hadish** | Board Member, Save CR Heritage

**Nichole Hansen** | Community Investment Team Leader, Iowa Economic  
Development Authority (IEDA)

**John Heider** | Vice President, State Association for the Preservation of

## Iowa Cemeteries

**Diane Hunter** | Tribal Historic Preservation Officer, Miami Tribe of Oklahoma

**Colleen Kinney** | Planning Section Chief, Iowa Homeland Security

**Susan Kloewer** | SHPO, Administrator, SHSI

**Chris Kramer** | Director, DCA

**Darcy Maulsby** | Chair, Calhoun County Historic Preservation Commission (HPC)

**Sarah McDonald** | Executive Director, Shelby County Historical Museum

**Alexa McDowell** | Historical Consultant, AKAY Consulting

**Seth Moore** | Park Planner, Iowa Department of Natural Resources

**Paula Mohr** | Historical Consultant, Bentonsport Preservation

**Sheila Oberreuter** | Museum Technician, Effigy Mounds National Monument

**Marti Only A Chief** | NAGPRA Coordinator, Pawnee Nation of Oklahoma

**Bruce Perry** | President, Preservation Iowa Board of Directors

**Terry Philips** | Contractor, TK Enterprises

**Matt Reed** | Tribal Historic Preservation Officer, Pawnee Nation of Oklahoma

**Jessica Reinert** | Executive Director, Iowa Chapter of the American Institute of Architects

**Mike Reyes** | Board Member, League of United Latin American Citizens

**Michelle Roseburrough Halverson** | Administrator, Marshall County Historical Society

**Laura Sadowsky** | State Historian, SHPO

**Tricia Sandahl** | Planning and Zoning Manager, Mason City HPC

**Ann Schmid** | Historic Preservation Specialist, IEDA

**David Schmitz** | Administrator, Iowa Arts Council

**Cheyenne St. John** | Director, Lower Sioux Indian Community

**Candy Streed** | Director of Partnerships, Silos and Smokestacks National Heritage Area

**Peter Swisher** | Superintendent, Herbert Hoover National Historic Site

**Sunshine Thomas-Bear** | Cultural Preservation Director/Tribal Historic Preservation Officer, Winnebago Tribe of Nebraska

**Jerome Thompson** | Board Member, SHSI Board of Trustees

**Michael Wagler** | State Coordinator, Main Street Iowa (MSI)

## Preservation Partners

As Iowa's preservation efforts continue to expand and broaden, the



importance of working together to

achieve common goals is increasingly critical. Partnerships bring diverse individuals, groups, and organizations together because of a shared interest in preserving Iowa's past. Often, new partners are brought to historic preservation because they are directly affected by the loss or potential loss of an important community resource, be it a house, neighborhood, school, farmstead, movie theater, courthouse, archaeological site, or other place. Engaging those who may not identify themselves as preservationists but whose goals align with preservation is critical to the success of the plan.

There are many preservation partners in Iowa, and the following list includes the major non-profit organizations, government agencies, and Native American tribes that serve substantial roles in ongoing preservation efforts in the state.

**Iowa State Historic Preservation Office (SHPO)**

**Tribal Historic Preservation Offices**

**Tribal Partners**

**State Historical Society of Iowa (SHSI)**

**Preservation Iowa**

**National Trust for Historic Preservation**

**National Park Service (NPS)**

**Advisory Council on Historic Preservation (ACHP)**

**Main Street Iowa (MSI)**

**University of Iowa – Office of the State Archaeologist (OSA)**

**Office of the State Archaeologist Indian Advisory Committee**

**Iowa Archeological Society**

**Association of Iowa Archaeologists**

**Iowa Department of Natural Resources**

**Iowa Department of Education**

**Iowa Department of Transportation (IDOT)**

**Iowa State University**

**Iowa State University Extension & Outreach**

**Iowa Tourism Office**

**Travel Federation of Iowa**

**Silos and Smokestacks National Heritage Area**

**Iowa Museum Association**

**American Institute of Architects – Iowa Chapter**

**Iowa Architectural Foundation (IAF)**

**Iowa Barn Foundation**

**State Association for the Preservation of Iowa Cemeteries**

**Iowa Genealogical Society**

**Iowa Lincoln Highway Association**

**Iowa Cultural Coalition**

**The Archaeological Conservancy**

**County Conservation Boards**

# CHAPTER 2: Accomplishments Under the Previous Plan

## Success Stories 2013–2022

The following projects show how much can be accomplished when Iowa’s preservation community collaborates to achieve common goals. Successes that have evolved from the previous plan include community engagement in Lisbon, preservation of geoglyph sites in Woodbury County, and a variety of rehabilitation projects across Iowa. Each success story is linked to a goal from the 2013–2022 statewide preservation plan which is stated in purple below the project description.

### Rehabilitation of the Edna Griffin Building Preserves Civil Rights Legacy

Rehabilitation of the historic Edna Griffin Building (Des Moines) was completed in 2020, using state and federal historic tax credits. Originally known as the Flynn Building, the building was renamed in 1998 to honor civil rights pioneer and human rights advocate Edna Griffin, and it was listed in the National Register of Historic Places (NRHP) in 2016. The building historically housed a variety of retail, restaurant, and office spaces and, following the rehabilitation project, the building continues to offer first-floor retail space and second-floor office space while adding thirty-five apartments on the upper floors, many of which qualify as affordable housing. The building was home to Katz Drug Store, which refused to serve Griffin and her party in 1948 because they were African American. Griffin organized a boycott, sit-ins, and pickets at the store. The store’s owner, Maurice Katz, was prosecuted for violating the state’s 1884 Civil Rights Act, a precursor to the federal legislation of the mid-twentieth century. Katz’s conviction was upheld by the Iowa Supreme Court in 1949. To celebrate the rehabilitation of the building and Griffin’s life, the Iowa Architectural Foundation (IAF), in partnership with Pyramid Theatre Company, organized the virtual event “Everyone is Served.” The event took place in June 2020 with nearly four hundred registrants and over a thousand views on Facebook Live. A documentary video about the building’s history and rehabilitation was shared during the event and remains publicly available through IAF.

**2013–2022 Plan Goal 1: Affirm preservation as a fundamental value of environmental stewardship. Promote prosperity and preservation as closely associated attributes of vibrant communities and the natural environment; and Goal 2: Expand and deepen connection to and appreciation of historic resources.**

### Historic Preservation meets Sustainability at Blood Run National Historic Landmark

Blood Run National Historic Landmark (Lyon County extending into South Dakota) is the largest known and most complex site of the Oneota (Own-E-O-ta) tradition. The site was intensively occupied from about A.D. 1500 until shortly before 1714, with earlier precontact occupations also occurring. The site consists of numerous earthen mounds above ground, while below ground is an astonishingly well-preserved and rich archaeological record. This master plan was completed in 2016 in collaboration with Ponca Tribe of Nebraska, Iowa Tribe of Kansas and Nebraska, Omaha Tribe of Nebraska, Otoe-Missouria Tribe of Oklahoma, Iowa Tribe of Oklahoma, and Ponca Tribe of Oklahoma. Through a process that fostered teamwork, the project brought together not only representatives of descendant Indigenous communities, but also local farmers, landowners, residents, economic specialists, historians, naturalists, and other stakeholders who worked together to find common ground. The resulting Cultural Landscape Master Plan identifies the significant natural features of the historic landscape, provides guidance for protecting these features, and integrates environmental sensitivity and sustainability into site development and educational programming. The plan provides an inspirational guide for future use, interpretation, and management of the site, and the collaborative development process cultivated a community dedicated to the implementation of the plan and a structure to facilitate their long-term involvement.

**2013–2022 Plan Goal 1: Affirm preservation as a fundamental value of environmental stewardship. Promote prosperity and preservation as closely associated attributes of vibrant communities and the natural environment.**



## Preservation of Significant Geoglyph Sites Balances Environmental and Cultural Stewardship with Infrastructure Progress

Geoglyphs are human-made designs produced on the ground. In the late 1990s and early 2000s, archeologists identified two sites from the Late Woodland period in Woodbury County where data recovery should occur prior to a proposed expansion of US Highway 20. In the summer of 2013, the Iowa Department of Transportation (DOT) began data recovery at one of the sites, and approximately three weeks into the excavation, a series of shallow trenches began to emerge. After some discussion and consultation, it was interpreted that the trenches were connected to ceremonial activities similar to those of other earth works, stone alignments, and petroglyphs. In the weeks following the discovery, the Iowa DOT worked with their design team to avoid disturbing these extremely rare archeological features, and in late 2013, shared details of a redesign to avoid the sites. In 2017, the mini-documentary Landscapes that Shape Us was released as a public benefit of the project, deepening the connection to and appreciation of these sites, and in 2018, they were formally entered into the Iowa DOT Statewide Historical Sites Inventory and Management Plan. These efforts to protect the geoglyph sites exemplify preservation as a fundamental value of environmental stewardship, even when large-scale, high-impact infrastructure is under development. To this day, these sites still hold exceptional value to Native American communities, as well as the preservation community in Iowa.

**2013–2022 Plan Goal 1: Affirm preservation as a fundamental value of environmental stewardship. Promote prosperity and preservation as closely associated attributes of vibrant communities and the natural environment; and Goal 2: Expand and deepen connection to and appreciation of historic resources.**

## Successful Annual Preservation Conferences

The Preserve Iowa Summit has been held annually over a three-day period since 2012. The Summit has provided preservationists an opportunity to collaborate and learn from their colleagues across Iowa. Each year different partners join to host the event. In addition to the State Historic Preservation Office (SHPO), each event would not have been possible without the dedication from the host city and numerous groups, organizations, and local sponsors. The conference has been hosted in communities where historic preservation is happening and provides attendees with a unique opportunity to physically immerse themselves in places most impacted by their work. During the previous statewide historic plan period, the conference was held in:

- 2013: Burlington
- 2014: Cedar Rapids
- 2015: Winterset
- 2016: Davenport
- 2017: Fort Dodge
- 2018: Des Moines  
(Held in conjunction with National Alliance of Preservation Commissions FORUM)
- 2019: Newton
- 2020: Dubuque
- 2021: Council Bluffs
- 2022: Mason City

**2013–2022 Plan Goal 3: Educate and recruit leadership at all levels to expand Iowa’s preservation work.**



Preserve Iowa Summit 2016  
Credit: Sara Andre

## Successful Main Street Program

Since 2010, nine Iowa communities have become newly designated Main Street Iowa (MSI) communities, bringing the total of designated MSI communities to fifty-five at the end of 2020. MSI is a proven, historic preservation-based approach to economic development, and Main Street communities are eligible to receive technical assistance and training from MSI. Since the inception of MSI in 1985, \$1.5 billion has been invested in Main Street building projects in Iowa, and over 14,000 net new jobs have been created, including 4,847 net new jobs in Iowa Main Street commercial districts between 2010 and 2020. MSI is a very successful program bringing jobs, investment, and new business to the state's downtown and historic commercial districts.

**2013–2022 Plan Goal 4: Quantify the economic value of historic preservation in Iowa.**



Mount Vernon historic downtown area  
Credit: Main Street Iowa

## Todd House Preservation Protects Underground Railroad Site

The Todd House, constructed by abolitionist Reverend John Todd in 1853 at the southwest Iowa town of Tabor, is significant for its connection to anti-slavery activities, most notably for its use as a stop on the Underground Railroad. This small house has been operated as a museum by the Tabor Historical Society since 1969 and remains largely intact. It was listed individually in the National Register of Historic Places (NRHP) in 1975 and as a contributing property in the Tabor Antislavery Historic District in 2007. The Tabor Historical Society, with assistance from the SHPO, gathered experts for a workday at the property in 2010. Based on the information gathered during the workday, the historical society began efforts to develop a Historic Structure Report (HSR) to guide future preservation efforts. The HSR, completed in January 2013, was divided into five phases prioritized by need. In 2016, the Tabor Historical Society began the first phase of projects outlined in the HSR, including stabilizing the foundation under the northwest portion of the house, squaring up the north door, and rebuilding the front porch. This essential work was the first step to many other necessary projects, ensuring the Todd House can continue telling visitors its important story for many years to come.

**2013–2022 Plan Goal 1: Affirm preservation as a fundamental value of environmental stewardship. Promote prosperity and preservation as closely associated attributes of vibrant communities and the natural environment; and Goal 2: Expand and deepen connection to and appreciation of historic resources.**

## Government Agencies and Indigenous Nations Collaborate at the Dixon Site

The Dixon site (Woodbury County) represents the remains of a once vast Oneota village where early Iowa farmers and hunters lived for approximately a century, and which appears to have supported all aspects of Oneota life. In 1913, officials from the Illinois & Central Railroad persuaded Woodbury County officials to channelize a section of the Little Sioux River. As a result a channel was cut through the western one-third of the site. Since that time, the site has been threatened by bank instability and erosion. In late 2015, erosion caused by the Little Sioux River began to create dangerous conditions for Iowa Highway 31 adjacent to the site. Throughout 2016, the DOT, in collaboration with the US Army Corps of Engineers-Rock Island (USACE), SHPO, Iowa Office of the State Archaeologist (OSA), Iowa Tribe of Kansas and Nebraska, Upper Sioux Community, Meskwaki Nation, Ponca Tribe of Nebraska, Winnebago Tribe of Nebraska, Otoe-Missouria Tribe, Omaha Tribe of Nebraska, Peoria Tribe of Indians of Oklahoma, Prairie Island Indian Community, and Spirit Lake Tribe worked to develop a minimally impactful project that would preserve as much of the site as possible while providing stabilization to the highway right-of-way. Through data recovery efforts in 2016, 2017, and 2018, over seventy archaeological features were described and mapped, and over 126,000 artifacts were collected, analyzed, and curated before the river bank was successfully stabilized and the highway protected. This project highlights the collaborative efforts between governmental agencies and Indigenous Nations to exemplify preservation as a fundamental value of environmental stewardship.

**2013–2022 Plan Goal 1: Affirm preservation as a fundamental value of environmental stewardship. Promote prosperity and preservation as closely associated attributes of vibrant communities and the natural environment.**

## Rehabilitation of Railroad-Related Buildings and an Important Publication

Over the last several decades, the United States Congress has directed the Federal Highway Administration to set aside a small percentage of highway funds for enhancement of transportation-related historic properties. In Iowa, these funds have been applied to the restoration and rehabilitation of railroad offices, passenger depots, freight stations, baggage facilities, engine repair shops, and rail cars throughout the state. Preservation efforts focused on interior and/or exterior rehabilitation, and some efforts required multiple phases to make the property accessible to the public. Many of these efforts represent substantial preservation investments, as some properties were in severe disrepair. In 2018, the DOT published a booklet entitled *Traveling Through the Ages: Preserving Iowa's Historic Railroad Architecture* to highlight some of these successful projects. Though much of the rehabilitation work was completed in the 1990s and early 2000s, the 2018 publication shared these places and stories with readers from across the state who might never visit these places in person, expanding readers' connections to and appreciation of Iowa's railroad heritage. The booklet was promoted through letters to stakeholders and at the Preserve Iowa Summit, print copies were delivered to railroad depots and libraries around the state, and the digital booklet remains publicly available on the DOT website.

**2013–2022 Plan Goal 2: Expand and deepen connection to and appreciation of historic resources.**



# Fort Dodge and the Importance of Collaboration

In 2019, a project was submitted by the United States Army Corps of Engineers (USACE) for the removal of a hydroelectric dam on the Des Moines River at Fort Dodge (Webster County). Through consistent consultation and collaborative conversations, SHPO worked with USACE and the City, with their engineers, to amend the project. The initial project submission called for the complete removal of two dams, the Hydro Electric Dam and the “Little Dam”. Through the identification process multiple historic resources were found to be eligible for the NRHP. This included the Hydro Electric Dam, the Riverside Drive Residential Historic District, and the Hydro Electric Park Historic District. The Hydro Electric Dam was found to be both individually eligible and contributing to the Hydro Electric Park Historic District. The dam represented the early 20th-century technological advances that contributed to the economy of the city. It was significant because of the engineering and construction methods used to build it. The park was established in the 1930s, spans both sides of the river, and was funded and constructed as a Works Progress Administration project. The park brought together the functional aspects of the hydroelectric dam with recreation.

The revised project included the removal of the Little Dam and a portion of the Hydro Electric dam. Additionally, the contributing picnic shelter would be cleaned of graffiti and repainted; the contributing stone steps would be repaired; and the contributing picnic cabin would have non-historic mortar removed and repointed. The retention of portions of the Hydro Electric Dam (powerhouse foundation, a portion of the east abutment and the westernmost tainter gate) ensured that those visiting the park would understand the nature of the dam itself and its purpose. Work on the other contributing components ensured ongoing use of the park and, together with the dam, would promote understanding of the park, the historic district, and its overall significance.

Instead of a project focused solely on the dams, the revisions encompassed the entire park, minimizing safety concerns and preserving historic resources. This “re-thinking” of the project, resulting in a no adverse effect, only came about after sincere conversations among all consulting parties. Staff with the Fort Dodge Parks, Recreation & Forestry department expressed thanks to SHPO and the USACE for a project that aided the historic buildings.

**2013–2022 Plan Goal 1: Affirm preservation as a fundamental value of environmental stewardship. Promote prosperity and preservation as closely associated attributes of vibrant communities and the natural environment; and Goal 2: Expand and deepen connection to and appreciation of historic resources.**

## Lisbon Looking to the Future

Lisbon, an eastern Iowa town of 2,152 people in Linn County, is an exemplary CLG that utilizes grant opportunities, builds partnerships, engages the next generation of preservationists, and is a role model for other CLGs in Iowa. One of Lisbon’s most impactful projects began in 2018 when the Historic Preservation Commission (HPC) formed a partnership with Lisbon, Inc., a business class at Lisbon High School. Their first collaborative project was the creation of a video about the history and architecture of the United Methodist Church, a local National Register-listed property. The success of that project led to a documentary series called “Opening Doors to Lisbon History” The project has given students an opportunity to use film to explore their dual interests in business and history. The high school students also designed a new logo and website for the HPC. Lisbon regularly celebrates Preservation Month in May, and in 2019, engaged third-grade students to use Sanborn Map Company fire insurance maps to learn about the physical growth and development of Lisbon in the 1880s. In these ways, not only is Lisbon preserving and celebrating its heritage, but it is also educating young people about historic preservation, thereby recruiting leadership at all levels to expand Iowa’s preservation work.

**2013–2022 Plan Goal 3: Educate and recruit leadership at all levels to expand Iowa’s preservation work.**

## Rehabilitation of the First National Bank of Davenport

Rehabilitation of the historic First National Bank of Davenport in Scott County was completed in 2020 using state and federal historic tax credits, Iowa's workforce housing tax credits, and the HOME Program through the US Department of Housing and Urban Development. The rehabilitation created thirty-eight apartments with common spaces in the lobby and basement. Eight of these apartments are affordable to low- and moderate-income households.

The building is a three-story, poured concrete, and steel girder building in the International Style, placed in service in 1967. It was listed in the NRHP in 2018 and is locally significant as an important example of mid-century modern architecture. The rehabilitation was accomplished with minimal change to the building's distinctive materials, character-defining features, and spatial relationships, and therefore the historic character of the property was preserved. By preserving the exterior envelope of this building and retaining a significant number of interior features and finishes, the total salvaged embodied energy has been estimated at seventy percent. If a comparable new building were built with energy conservation measures equivalent to thirty percent above Energy Star®, it would take more than fifty years to equal the embodied energy saved with this rehabilitation.

**2013–2022 Plan Goal 1: Affirm preservation as a fundamental value of environmental stewardship. Promote prosperity and preservation as closely associated attributes of vibrant communities and the natural environment.**

## New Successful Funding Opportunities for Preservation

In 2014, after the Main Street Iowa (MSI) Challenge Grant's federal funding ended, the Iowa Legislature/Iowa Economic Development Authority (IEDA) continued the Main Street Iowa Challenge Grant funding at \$1 million annually. Since FY14, IEDA has administered over \$8.7 million in Challenge Grant funding to 124 projects in forty-seven downtown districts, leveraging over \$32 million in local investment.

In 2018, the Community Catalyst Building Grant program was created to provide financial support for local catalytic projects in downtowns throughout Iowa. The program is available statewide, but forty percent of the funding is targeted to communities with fewer than 1,500 people. Between 2018 and 2020, this program has awarded \$11.6 million, leveraging over \$25 million in local investment in downtown rehabilitation projects.

**2013–2022 Plan Goal 4: Quantify the economic value of historic preservation in Iowa.**



Casey, Iowa Community Catalyst Project  
Credit: Iowa Economic Development Authority

# Muscatine County Historic Country Schools and Churches Survey

In the spring of 2016, Muscatine County Historic Preservation Commission (HPC) received a Certified Local Government (CLG) grant to complete a Planning for Preservation project for Muscatine County. From this planning project, the CLG identified a need to survey historic country schools and churches.

Throughout Muscatine County (and Iowa, generally), rural schools and churches served the population as centers of social, community, religious, educational, commercial, and governmental activities. While many rural schools and churches were built in Muscatine County, only a handful of these resources remain.

In June 2020, the Muscatine County HPC received another CLG grant to study the history of the county's rural schools and churches. The Muscatine County Historic Country Schools and Churches Survey focused on the identification of rural churches and schools throughout the county. Recommendations for potential NRHP eligibility of each property were made, with some requiring additional research and/or Phase I Archaeological survey before a final recommendation of eligibility could be made.

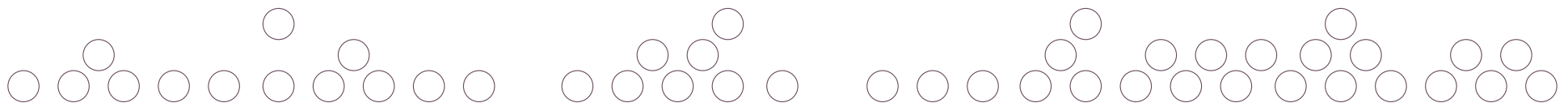
The research and survey for the current study were completed with the assistance of the Muscatine County HPC members as well as other interested volunteers who provided information, photographs, and memories of the properties. The location and basic information for all the schools and churches identified during the survey were entered into Muscatine County's MAGIC geodatabase system. In total, the survey identified 104 school sites, 40 standing schoolhouses, 37 church sites, and 34 standing church buildings. 2013–2022 Plan Goal 2: Expand and deepen connection to and appreciation of historic resources; and Goal 3: Educate and recruit leadership at all levels to expand Iowa's preservation work.

The NRHP Nomination and Rehabilitation of the Ross Grain Elevator Believed to have been built in 1881, the Ross Grain Elevator along with an annex and office stand on the western edge of Ross, next to the abandoned Chicago and Northwestern Railroad that borders Blue Grass Creek in Audubon County. In 1970, the grain elevator was abandoned due to high maintenance costs and development of modern stand-alone grain bins with integrated dryers. Over the years, the elevator complex suffered from deterioration and vandalism. The roofs on the annex and elevator fell into disrepair, and most of the windows and doors were removed or destroyed, which caused parts of the structure to rot. All below-grade portions of the elevator's limestone foundation had collapsed and over half of the bricks from the office had fallen.

In 2018, the Ross Grain Elevator was added to the NRHP as a prime example of a historic cribbed-constructed wooden grain elevator that can help visitors understand and appreciate the area's agricultural history. The nomination cited the Ross Grain Elevator for its role in sustaining local agriculture and commerce, and it remains a relatively intact example of grain-elevator construction from the late 19th century.

Over several years, the Nelson family along with local individuals launched a fundraising effort to rehabilitate the Ross Grain Elevator with support from an Iowa Barn Foundation grant. Today, rehabilitation work on the elevator and annex is nearly complete and work has begun on rehabilitating the office.

**2013–2022 Plan Goal 1: Affirm preservation as a fundamental value of environmental stewardship. Promote prosperity and preservation as closely associated attributes of vibrant communities and the natural environment and Goal 2: Expand and deepen connection to and appreciation of historic resources and Goal 3: Educate and recruit leadership at all levels to expand Iowa's preservation work.**



# CHAPTER 3: KEY STRATEGIC ISSUES, GOALS AND IMPLEMENTATION

## Key Strategic Issues

### Analysis

This analysis of Iowa’s preservation issues is based on 10 in-depth interviews and three surveys — two of the Advisory Committee and one of the Plenary Session attendees at the Iowa Preservation Summit on June 4th, 2021 — in which participants were asked to identify the strengths, weaknesses, opportunities, and threats (SWOT) to Iowa’s preservation efforts.

The lists are ordered based on how often an issue arose during interviews and the results of the ranking exercise in the survey. Breakout sessions at the Plenary Session were used to further identify stakeholder priorities. Participants were asked to identify which issues should be addressed in the first five years of the ten-year plan to further explore which issues were most important to historic preservation stakeholders in Iowa.

The four lists in their entirety can be found in Appendix D: SWOT Analysis in their original order of Strengths, Weaknesses, Opportunities, and Threats with each issue within each category roughly ranked by the frequency and passion in which the issue was mentioned.

### Ranking

In this Chapter, the results of the SWOT Analysis are reworked to identify issues most frequently discussed by the most stakeholders. They are then ranked by using the acronym TWOS to order issues by the immediacy with which they should be addressed: First threats (T), then weaknesses (W), then opportunities (O), and, finally, strengths (S).

### Issue Identification

The forty-five (45) issues identified in the SWOT analysis have been consolidated into twelve (12) Key Strategic Issues (KSIs). Each KSI is presented and discussed below, beginning with a color-coded table showing the supporting issues from the SWOT with a discussion of them based on the issues brought up in the SWOT analysis.

### 1. EDUCATIONAL OPPORTUNITIES IN HISTORIC PRESERVATION ARE LACKING FOR YOUNGER IOWANS AND LIFE-LONG LEARNERS

	T	W	O	S
Lack of preservation education in local public education generates lack of appreciation	X			
Lack of interest by youth in preservation	X			
Political polarization has made cooperation to reach preservation goals more difficult	X			
Story of Iowa’s underrepresented groups’ experiences not told in education		X		
Preservation is reactive and therefore too late		X		
“Historic Preservation” connotes elitism in some communities		X		
Promote history education to seed interest in young people			X	

Across the interviews and surveys, there was a nearly universal concern about whether historic preservation is appreciated for what it is. Exposure, more than a resistance to understand or appreciate, was identified as the cause.

The concern about this issue focused initially on the youth but then expanded to other parts of the population. The primary concern for youth is that they are not exposed to historic preservation and stakeholders attributed this to the lack of exposure throughout the educational system. Stakeholders also recognized that some youth may not be excited about historic preservation because the youth perceive it as elitist and/or not concerned with the history of their cultures or experience.

Stakeholders felt that while youth should be prioritized, the general level

of interest and appreciation for historic preservation is lower than it should be. While efforts should be made to address this issue generally, increasing appreciation among life-long learners may yield the most benefit at a lower cost.

## 2. MINORITY/CULTURAL STORIES HAVE BEEN UNDERREPRESENTED

	T	W	O	S
Gentrification preserving just architecture when revitalization could preserve architecture and community	X			
Preservation has been weighted towards architecture at the expense of history and culture which results in lower-income and minority history not preserved or told	X			
Stories of Iowa's underrepresented groups not told in education		X		
Designate/recognize underrepresented neighborhoods and history			X	
Use storytelling to promote history and historic preservation engaging people in person and in videos and podcasts			X	
More people at the preservation table			X	
Working with neighborhood residents			X	
Promote Native American culture/history through heritage experiences			X	
Increase partnership between tourism promoters			X	
Connection to History/Storytelling				X
There has been an increased focus recently on preservation with non-traditional groups				X
Effigy Mounds/Frank Lloyd Wright/Cultural Landscapes				X

Part of the outreach to youth and perhaps others who have not been interested in historic preservation is to include the highlighting of places

and resources not traditionally preserved. Across America, there is a growing recognition that segments of our past have been ignored while the mainstream stories of architecturally significant buildings have been preferred. For example, a focus on the house built by the factory owner on a bluff overlooking town only preserves part of the history of how that factory impacted the lives of the lowans who worked in that factory and lived in that town. In Iowa, it is the stories of the African-American experience, the immigrant neighborhoods of Iowa's larger communities, the tribes that call Iowa their ancestral and spiritual home, and the humbler structures that express the culture and history of Iowa's rural, town, and city landscapes.

A great deal of the discussion in focus groups was around this topic, which is indicative of the passion and importance of this issue and the need for the statewide 10-year plan to address it. Suggested avenues for addressing this issue are discussed in the section entitled "Key Strategic Goals and Objectives".

## 3. SMALL/UNDERSERVED MARKET PROJECTS FIND IT DIFFICULT TO COMPLY WITH STATE/FEDERAL PROGRAM REQUIREMENTS



Betty Andrews interviewing Thomas Moore at the African American Museum of Iowa for Civil Rights project  
Credit: Paula Mohr



	T	W	O	S
Requirements for approval and for grants not flexible enough to accommodate small projects/residential homeowners so preservation opportunities are lost	X			
State incentives sometimes favor development over preservation	X			
Historic Tax Credit and grants are too complex to be worth it for small projects		X		
Commercial projects are prioritized over residential projects		X		
No easily accessible resource exists for preservation best practices		X		
No Opportunity Zone investment in small communities		X		
Budget cuts for historic preservation organizations		X		
Make HTC more usable by small communities and developers			X	
Increased staffing would meet increased demand for services			X	

Just as preservation in general may have emphasized traditional preservation stories and resources over less mainstream historic stories and resources, the mechanisms created for incentivizing preservation may also have focused on traditional preservation needs. Application processes are complex and processing time is long that the incentives are less well suited for smaller projects than for larger projects and/or projects that occur in the major cities. There is no best practice resource available that could lower the learning curve for those who do decide to take on smaller projects. Smaller projects and projects in rural areas where access to consultants and expertise is more limited and costlier often do not possess the economic margins to make it feasible to pursue subsidies and incentives.

#### 4. INSUFFICIENT SUPPORT FOR PRESERVATION TRADES TRAINING

T	W	O	S

Preservation consultants are aging out	X			
Trades training/availability weak		X		
Enhance preservation trades funding, grants, learning opportunities to increase number			X	
Promote hands-on preservation experiences			X	
Plenty of work for existing preservation professionals				X

As is true across the country, the number of skilled historic preservation tradespeople in Iowa has declined. This is due, in part, to an aging out of practitioners. At the same time, there has been increased demand for their services. American society has not placed great value on trades nor has there

been an easy institutionalized path to learning a preservation trade. Even when trained in practical preservation skills, newcomers are often untrained to run a small business and the learn-as-you-go approach has yielded a higher burnout rate. These factors, combined with an increased demand for practitioners due to an increased number of historic preservation projects, have led to a current shortfall and a likely increased shortfall that is likely to get worse in the future. This will drive up the cost and difficulty of preservation projects while endangering the quality and potential craftsmanship of projects.

#### 5. EXTREME WEATHER EVENTS IMPACTING HISTORIC RESOURCES

Extreme weather patterns threaten properties and communities



Salisbury House  
Credit: Sara Andre

Insufficient historic preservation planning for disaster preparedness		X		
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Extreme weather events are impacting Iowa’s historic resources. More extreme and frequent flooding endangers the oldest and most historic sections of Iowa’s towns. Many archeological properties have also been endangered by flooding. Severe storms and tornadoes are becoming more frequent and more powerful and can destroy historic resources in mere minutes. Heat and drought are also long-term concerns which can threaten the economic viability of many places dependent on agriculture. While the state of Iowa has responded to past occurrences by creating and enhancing its emergency preparedness, there is concern that this focus does not comprehensively work to preserve historic resources and communities.

**6. INSUFFICIENT ATTENTION IS BEING PAID TO IOWA’S ARCHEOLOGICAL PROPERTIES**

	T	W	O	S
No Iowa state laws similar to Section 106 protecting archeological resources	X			

Lack of awareness about archeological properties		X		
Iowa archaeology sites are underrepresented on the National Register		X		
Lack of funding for archeological research grants		X		

Given that archeology is not as visible, not as accessible, and often not as promotable as historic preservation of above ground resources, it is perhaps not surprising that proponents feel that issues plaguing above ground preservation are doubly present for archeological preservation. Stakeholders feel that there is significant opportunity to do more especially with regards to historic preservation of archaeological properties in areas of significance to Native American tribes and nations.

**7. AGRICULTURAL BUILDINGS AND LANDSCAPES ARE BEING LOST**

	T	W	O	S
Need thematic barn survey		X		
Increase partnership between tourism promoters			X	



While Iowa has evolved into a manufacturing state, much of its history is intertwined with its rural landscapes. It is necessary to survey agricultural buildings so they can be tracked. As agricultural innovation changes the way farms operate, obsolete buildings and ways of using the landscape are abandoned and are seen as having little or no value to their owners. The buildings, the stories they tell, and ways of life that they made possible are eventually lost.

Beyond their intrinsic value, these resources may have tourism potential as part of the Iowa Tourism Office’s “Dairy Trail” or “Wine Trail” digital passports. Tourism nonprofits and the private sector would also be good partners in efforts to enhance interpretation and create new uses for these resources.

**8. LOCAL PRESERVATION PLANNING EFFORTS COULD BE ENHANCED**

	T	W	O	S
Not enough support for grassroots preservation planning efforts		X		



Some local planning programs are not doing any preservation or could do more			X	
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While much has been done to protect and promote historic preservation at the local level, the opportunity exists to cement those gains. Preservation efforts vary locally with some counties and cities having a full complement of governmental agencies and nonprofit advocates and others having very little of either. Then there is an “in-between” group where some organizational structure exists, but the capacity is lacking. Recognizing and supporting preservation at all three levels would move Iowa to a more uniformly consistent level of preservation.

**9. HISTORIC PRESERVATION IS REACTIVE**

	T	W	O	S
Preservation efforts compete with development efforts for a limited amount of incentives		X		
Preservation could be more effective if it was more proactive			X	

The historic preservation movement may have grown out of a desire to prevent the destruction of buildings thought to be historically significant – situations that required a reactive response. Over time, more proactive initiatives and policies, such as historic tax credits, have been used to swing decisions toward rehabilitation. Other initiatives, such as the Main Street Iowa Program (MSI), have also been successful at marrying a preservation ethic with an economic development opportunity. Additionally, tourism and educational initiatives have provided historic preservation with two additional sources of viability. Even with these successes, competition with new development for market and policy incentives make preservation more difficult. New threats, such as more frequent and more extreme flooding and storms and an educational system and culture that favor the new and the digital over previously used methods make historic preservation challenging.

**10. HISTORIC PRESERVATION SEEN AS ELITIST IN SOME COMMUNITIES**

	T	W	O	S
“Historic Preservation” connotes elitism in some communities		X		

More people at the preservation table			X	
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Historic preservation has been considered a luxury accessible to those of means and an interest not basic to day-to-day survival. Further, the focus has been primarily on the history of the elite and the buildings of historic significance to them. For communities of lesser means and for communities whose histories are untold stories of exploitation, there is a sense that the flip side of the coin should also be told. The stories of the disenfranchised, their communities, their structures, and ways of life must also be preserved for the whole story to be told.

### 11. PRESERVATION ADVOCACY EFFORTS LACK SUPPORT AND ORGANIZATIONAL CAPACITY

	T	W	O	S
Political polarization has made cooperation to reach preservation goals more difficult	X			
Preservation nonprofits lack capacity		X		
Need better advocacy at state level		X		

In Iowa, advocacy for historic preservation remains a reactive, crisis-driven process rather than a strategy of proactive campaigns and ongoing stewardship. No organization has stepped forward to take the lead advocating for a proactive approach. Organizations that could be positioned to take the lead, such as preservation nonprofits, currently lack capacity to lead advocacy efforts. While some stakeholders, such as the State Historic Preservation Office (SHPO), other state agencies, municipal planners, and other local governmental staff, can engage in education and outreach, they cannot advocate one position over another.

### 12. PARTNERSHIPS HAVE BEEN EFFECTIVE PROMOTERS OF PRESERVATION

	T	W	O	S

Enhance small town and rural cultural/preservation tourism experiences to enhance revenue and cultural understanding			X	
Increase partnership between tourism promoters			X	
Iowa's strong sense of community enhances preservation				X
Tax incentives are effective motivators for preservation				X
SHPO staff is highly effective				X
Preservation-related grants				X
Strong Main Street Iowa Program				X
Using other agency goals to further preservation goals (e.g. focusing on job creation to get commercial buildings preserved)				X
Cross-agency partnerships are an effective driver of historic preservation				X
Iowans have been good at partnering				X
Good preservation programs at Iowa universities				X

A SWOT analysis looks at all sides of a topic to get a complete picture of the current situation. While many of the issues outlined previously point to a need for improvements, the final issue presented here highlights how partnerships between preservationists and others have had numerous positive impacts in the recent past. The issue here is to capitalize on the opportunity to strengthen existing partnerships and create additional effective ones, especially when those partnerships would directly support accomplishment of the other KSGs in this statewide historic preservation plan.

## Key Strategic Goals & Objectives

The key strategic issues identified in the previous chapter are shown in the following chart on the column on the left. Ten-year goals to address these issues are in the column on the right. Key strategic goals show how each

issue will be addressed in this section.

As seen in the table on the left, there is a one-to-one correspondence between the twelve key strategic issues and the twelve key strategic goals. As such, they are both arranged by the order that would be best to address based on a sense of urgency and importance: Threats first (Items 1 to 3

	Key Strategic Issues	Key Strategic Goals
1	<i>Educational opportunities in historic preservation are lacking for younger Iowans and life-long learners.</i>	<b>FOSTER HISTORIC PRESERVATION EDUCATION AND APPRECIATION</b>
2	<i>Minority/cultural stories have been underrepresented.</i>	<b>AMPLIFY UNDERREPRESENTED HISTORIES TO TELL THE WHOLE STORY OF IOWA'S PAST</b>
3	<i>State/Federal program requirements discourage small/underserved market projects.</i>	<b>IMPROVE ACCESS TO STATE AND FEDERAL PRESERVATION INCENTIVES</b>
4	<i>Insufficient support for preservation trades training.</i>	<b>ENHANCE PRESERVATION TRADES</b>
5	<i>Extreme weather events impacting historic resources.</i>	<b>PLAN FOR HISTORIC RESOURCES RESILIENCY</b>
6	<i>Insufficient attention is being paid to Iowa's archaeological properties.</i>	<b>ENCOURAGE RESPONSIBLE PUBLIC ENGAGEMENT WITH IOWA'S ARCHAEOLOGICAL PROPERTIES</b>
7	<i>Agricultural buildings and landscapes are being lost.</i>	<b>FOCUS RESOURCES ON RURAL PRESERVATION ISSUES</b>
8	<i>Local preservation planning efforts could be enhanced.</i>	<b>ENHANCE LOCAL PRESERVATION PLANNING</b>
9	<i>Historic preservation is reactive.</i>	<b>PLAN FOR A PROACTIVE APPROACH TO PRESERVATION</b>
10	<i>Historic preservation is seen as elitist by some communities.</i>	<b>INCREASE PUBLIC ACCESS TO PRESERVATION INFORMATION AND RESOURCES</b>
11	<i>Preservation advocacy efforts lack support and organizational capacity.</i>	<b>STRENGTHEN PRESERVATION ADVOCACY CAPACITY</b>
12	<i>Partnerships have been effective promoters of preservation.</i>	<b>ENHANCE COLLABORATION TO IMPLEMENT STATEWIDE PRESERVATION PLAN</b>

with a red background), weaknesses second (4 to 8, yellow), opportunities third (9 to 11, green), and then strengths fourth (12, blue). In the following pages, the key strategic goals are explained with further detail along with their supporting objectives. Goals and objectives are arranged and color-coded according to the rationale explained above to improve navigation of the chapter.

## 1. FOSTER HISTORIC PRESERVATION EDUCATION AND APPRECIATION

Goal 1 focuses on ways to increase understanding of historic preservation by the general public. It focuses on ways to increase understanding of historic preservation to the public, particularly in two cohorts: the young and lifelong learners.

### SUPPORTING OBJECTIVES:

- 1.1. Increase Preservation Content in Education
- 1.2. Increase the Number of Extra-Curricular Activities with Preservation Topics
- 1.3. Increase Access to Preservation Education to Lifelong Learners
- 1.4. Increase Access to Preservation Education for the General Public

## 2. AMPLIFY UNDERREPRESENTED HISTORIES TO TELL THE WHOLE STORY OF IOWA'S PAST

Goal 2 focuses on capturing and promoting less well represented preservation opportunities such as everyday buildings of the general populace, and their ways of life as well as the buildings, structures, and landscapes from a range of cultures that make up the mosaic of Iowa's history. Preservation focused initially on the buildings and areas that contained both high levels of historical significance and architectural excellence and integrity. Typically, this resulted in a focus on preservation of structures of wealthier parts of society at the time the property was built.

Over time, professionals in the field have recognized that buildings, structures, landscapes, and life stories from a range of cultures that make up the mosaic of Iowa's history including, but not limited to, the culture, the history, and stories of Iowa's underrepresented groups,

its original peoples, and Iowa's rural working life, are just as worthy of preservation. Even with this growing recognition, public perception has been slower to change, especially when the high-style buildings are usually the ones promoted. The challenge now is to capture and promote these less well-represented preservation opportunities.

#### **SUPPORTING OBJECTIVES:**

- 2.1. Develop Multimedia Story-Telling Initiatives
- 2.2. Focus Survey Activities in Underrepresented Demographics and Geographies
- 2.3. Identify and Nominate Historic Resources Associated with Underrepresented Iowa Communities

### **3. IMPROVE ACCESS TO STATE AND FEDERAL PRESERVATION INCENTIVES**

Goal 3 advocates for expanding the reach of the state and federal historic preservation incentives by focusing on two areas: addressing barriers to access of the information, resources, and best practices and finding ways to support small business or residential owners to access incentives. To expand the reach of the state and federal historic preservation incentives, Iowa's preservation stakeholders should work in two main areas over the next ten years. The first is to improve access to the information, resources, and best practices for using state and federal incentives. The second is to find ways to support small business or residential owners to access incentives.

#### **SUPPORTING OBJECTIVES:**

- 3.1. Address Barriers to Incentives Access
- 3.2. Create Small Project Support

### **4. ENHANCE PRESERVATION TRADES**

Goal 4 addresses the existing and likely future lack of supply of trained preservation tradespeople by creating an environment of support for existing businesses while working to attract new entrants into the

profession. As is likely true in most other parts of the country, the number of skilled tradespeople able to sensitively work on historic structures is declining as the owners of these businesses age out of the profession and decreasing numbers of new entrants are entering the field. Most tradespeople work in small businesses and face all the difficulties of managing one. Finally, there is also increased demand for preservation trades services.

To shore up preservation trades in Iowa the goal is to work to retain and enhance existing businesses while working to attract new entrants into the profession. The first objective is to find ways to support existing trades businesses, the second is to expand preservation trades training to get more people interested and trained to come into the profession, and the third is to work towards a mentorship program to foster a robust climate for new entrants to find and maintain success in the preservation trades field.

#### **SUPPORTING OBJECTIVES:**

- 4.1. Support Existing Preservation Trades Businesses
- 4.2. Expand Preservation Trades Training and Mentorship
- 4.3. Increase the number and distribution of preservation trades firms

### **5. PLAN FOR HISTORIC RESOURCES RESILIENCY**

Goal 5 builds on Iowa's existing disaster planning to promote preservation-inclusive community planning and disaster response mechanisms and promote sustainable reuse of historic preservation materials when necessary. Extreme weather events have already impacted historic resources in Iowa and will clearly continue to do so. While Iowa has embarked on significant disaster planning, further efforts to both promote preservation-inclusive community planning and promote sustainable reuse of historic preservation materials are necessary to bring preservation planning in line with other sustainable planning efforts.

#### **SUPPORTING OBJECTIVES:**

- 5.1. Increase the Number of Communities Utilizing Preservation-Inclusive Community Planning
- 5.2. Increase the Sustainable Reuse of Historic Properties and Materials

## **6. ENCOURAGE RESPONSIBLE PUBLIC ENGAGEMENT WITH IOWA'S ARCHEOLOGICAL PROPERTIES**

Goal 6 promotes a greater emphasis on archaeological properties by improving public awareness, connecting archeological properties with present-day activities, and educating policy lawmakers at all levels on the challenges of archeological site stewardship and environmental pressures.

### **SUPPORTING OBJECTIVES:**

- 6.1.** Improve Public Awareness of Iowa's Archeological Properties
- 6.2.** Enhance Connections Between Archeological Properties and Present-Day Activities
- 6.3.** Educate Policymakers Regarding Stewardship of Archeological Sites

## **7. FOCUS RESOURCES ON RURAL PRESERVATION ISSUES**

Goal 7 encourages a greater focus on the barns, rural landscapes, and even some ways of life that are being lost as change impacts this important part of Iowa's landscape and history. As agricultural practices change, some farm utility structures become functionally obsolete or not feasible to continue to maintain. Buildings become redundant as farms consolidate, or practices change due to changes in farm ownership. For these and other reasons, the barns, rural landscapes, and even some ways of life are being lost to history.

Barns are left to deteriorate or are harvested for their wood. Agricultural landscapes shift, and rural towns lose their vibrancy in a depopulating countryside. While change is inevitable, much can and should be done to preserve and honor an important part of Iowa's foundational history.

### **SUPPORTING OBJECTIVES:**

- 7.1.** Conduct a Statewide Rural Landscape Survey
- 7.2.** Increase the Number of Rural Landscape Preservation Projects

## **8. ENHANCE LOCAL PRESERVATION PLANNING**

Goal 8 seeks to make an already robust effort even stronger by enhancing current Certified Local Government (CLG) work and increasing the total number of CLGs. While local historic preservation programs are strong in many Iowa communities, there is still more that can be done to make local preservation planning more uniformly present and robust throughout the state.

### **SUPPORTING OBJECTIVES:**

- 8.1.** Enhance Existing CLG Capacity and Impact
- 8.2.** Grow the Number of New CLGs

## **9. PLAN FOR A PROACTIVE APPROACH TO PRESERVATION**

Goal 9 explores systemic solutions to help anticipate issues earlier in their development and create ways to systematically address those issues. This is a longstanding issue for preservation given that preservation as a movement was borne predominantly out of the threat of demolition. The issue is exacerbated by an ongoing mismatch between the demand for preservation exceeding the supply of preservation resources. A systems approach, in which methods are identified that can help preservationists anticipate issues earlier in their development and create ways to systematically address those issues may help to wear the field from its resource-by-resource reactivity.

### **SUPPORTING OBJECTIVES:**

- 9.1.** Identify Problems and Applicable Best Practices
- 9.2.** Scale Statewide Where Possible

## **10. ADDRESS BARRIERS AND RESOURCES TO INCREASE PUBLIC ACCESS**

Goal 10 attempts to ensure that those in underrepresented communities, those with less financial resources, and those in the more rural sections

of Iowa have increased access to financial resources and technical assistance. This goal addresses a possible consequence of this issue by attempting to ensure that those in underrepresented communities, those with less financial resources, and those in the more rural sections of Iowa have increased access to financial resources and technical assistance.

**SUPPORTING OBJECTIVES:**

- 10.1. Digitize Historic Resources Inventory & Related Records
- 10.2. Develop a Comprehensive, Internet-Based Iowa Preservation Resource Guide
- 10.3. Conduct Outreach to Nontraditional Preservation information Consumers

**11. STRENGTHEN PRESERVATION ADVOCACY CAPACITY**

Goal 11 acknowledges that many of the other goals would benefit from a greater level of information marketing and policy advocacy. The success of many of the objectives previously outlined would be enhanced by a public relations component and/or information campaign to educate Iowans in various interest groups on the benefits of these changes. A comprehensive approach to coordinate these information demands into a coordinated campaign may yield far greater impact than attempting each goal separately. A comprehensive campaign can outline roles and identify capacity challenges far in advance so that momentum increases over the 10-year plan.

**SUPPORTING OBJECTIVES:**

- 11.1. Conduct Media Campaigns
- 11.2. Enhance Policy Development Capacity

**12. ENHANCE COLLABORATION TO IMPLEMENT THE STATEWIDE PRESERVATION PLAN**

Goal 12 builds on the extensive number of effective partnerships to reach other key strategic goals by enhancing existing or creating

new partnerships. One of the strengths of the previous ten years of historic preservation in Iowa has been the number and effectiveness of the various partnerships between agencies and organizations at the state, regional, and local levels. Over the next ten years, preservation stakeholders can play to this strength and enhance existing or create new partnerships that can be part of the solution for addressing all key strategic goals.

The nature of the statewide preservation plans makes partnerships particularly important. Statewide historic preservation plans are developed to guide all preservation stakeholders of a state, with no one organization or individual in the lead, and ideally, with all feeling a sense of responsibility for the successful implementation of the plan.

**SUPPORTING OBJECTIVE:**

- 12.1. Implement the Statewide Plan

**Implementation**

Implementation of the Iowa State Historic Preservation Plan 2023–2032 is a complex and ambitious endeavor which will involve collaboration and persistent focus by all stakeholder organizations and individuals. However,



the underlying structure of the plan’s Key Strategic Goals (KSGs) can help stakeholders implement the goals and objectives.

The 12 KSGs can be grouped into two categories based on their type. Type refers to whether the goal addresses a topical or a process issue. Topical issues, for example, include education, disaster preparation, and archeology. Process issues are the ways a topic issue gets addressed and includes activities such as best practice research, marketing, and collaboration. These are two types of goals outlined in the table below. Goals 1 to 8 (with a red or yellow background) are the topical goals (as noted in the second column) and goals 9 to 12 (in green or blue) address process issues.

An alternate way of describing these two types of goals is that the red and yellow topic goals are the “what” and the blue and green process goals are the “how”. As such, the “what” goals can be impacted by the “how” goals given that the process objectives can help make the topical objectives successful. The relationship between the two types of goals is neatly laid

	Key Strategic Goals	Type	Extent
1	FOSTER HISTORIC PRESERVATION EDUCATION AND APPRECIATION	Topical	Statewide
2	AMPLIFY UNDERREPRESENTED HISTORIES TO TELL THE WHOLE STORY OF IOWA’S PAST		
3	IMPROVE ACCESS TO STATE AND FEDERAL PRESERVATION INCENTIVES		
4	ENHANCE PRESERVATION TRADES	Topical	Sector
5	PLAN FOR HISTORIC RESOURCES RESILIENCY		
6	ENCOURAGE RESPONSIBLE PUBLIC ENGAGEMENT WITH IOWA’S ARCHAEOLOGICAL PROPERTIES		
7	FOCUS RESOURCES ON RURAL PRESERVATION ISSUES		
8	ENHANCE LOCAL PRESERVATION PLANNING	Process	Sector
9	PLAN FOR A PROACTIVE APPROACH TO PRESERVATION		
10	INCREASE PUBLIC ACCESS TO PRESERVATION INFORMATION AND RESOURCES		
11	STRENGTHEN PRESERVATION ADVOCACY CAPACITY	Process	Statewide
12	ENHANCE COLLABORATION TO IMPLEMENT STATEWIDE PRESERVATION PLAN		

out in a matrix in Appendix D with topical goals arrayed down the left side and the process goals arrayed across the top of the matrix.

The 12 KSGs can also be categorized according to their extent. Extent refers to whether the issue spans the entire historic preservation field and/or has impacts across the entire state or whether it only addresses one aspect of historic preservation and/or only a portion of the state. The chart above also indicates which goals are statewide (Goals 1–3 in red and goal 12 in blue) and which are sectoral (Goals 4–8 in yellow and goals 9–11 in green).

Using both criteria results in four classes of KSGs. Each class (as denoted by a color) has similar attributes which can be a guide for implementation. Each class is described below.

**Goals 1 – 3 in red: Addresses Threats, Topical, Statewide**

The first three goals were developed in response to the most pressing issues as noted from the SWOT. Addressing these issues would likely have the most impact on historic preservation in Iowa as they affect the most stakeholders in most or all parts of Iowa on the issues perceived as having the greatest threat to the future of historic preservation in Iowa.

Implementation for all three goals will likely follow a similar path. They will all likely involve research on how others have accomplished similar goals in other states, will likely necessitate the development of a wide coalition of partners, and will require the development of an advocacy plan and perhaps even a legislative agenda, and, finally, require a way to sustain interest in the topic even after the initial push.

**Goals 4 – 8 in purple: Cures Weaknesses, Topical, Sector**

The next set of key strategic goals, numbered 4 to 8, are similar to the first goals in that they address a particular topic, but they are focused on a specific part of the historic preservation field and/or a particular geography. Partnerships are still important but are more narrowly tailored to address

the particular topic or geography. While prior research to find best practices may still be useful, the need to scale statewide may not be necessary, advocacy may be far more tailored, and the need for legislation is likely small or perhaps nonexistent.

### **Goals 9 – 11 in blue: Utilizes Opportunities, Process, Sector**

The next set of key strategic goals, numbered 9 to 11, represent opportunities for Iowa historic preservationists to strengthen identified sectors of preservation. They are similar to the second set of goals in that they address a particular sector, but they are focused on improving how preservationists and preservation organizations work to meet shared objectives. As such, they can be immediately applied to address the topical goals.

As in the previous section, implementation of these goals will fall to specific stakeholders who have capacity for a certain process, or in those cases where there is not capacity, the opportunity and responsibility to address and bolster capacity. Leadership is particularly important here given that processes are not as motivating as topics.

### **Goal 12 in green: Amplifies Strengths, Process, Statewide**

The final goal doubles down on the numerous examples in Iowa of effective partnerships between various stakeholders to further mutually held goals. Partnerships will likely be required to accomplish each of the preceding eleven goals but will also be important to the twelfth goal which is to work together to implement the statewide historic preservation plan. Some of the partnerships will be coalitions with many stakeholders. Others will be simpler arrangements between two stakeholder organizations which may share leadership of a goal.

## **Implementation Actions**

A detailed roadmap of possible implementation actions for the goals and their objections is laid out in Appendix D: Goals and Objectives Matrix. While the execution of process goals could be for other issues beyond those in the eight topical goals, a focus on improving process while accomplishing

the actions for the topical goals allows greater progress towards the entirety of the ten-year plan.

## **Accountability Over Time**

As a guide for all the stakeholder preservation organizations over a ten-year period, this strategic plan is ambitious not only in its scope but in its implementation. Making progress on all twelve goals, staying focused over ten years' time, and working with multiple stakeholder organizations is a tall order. Stakeholder organizations each have their own missions to accomplish, their own goals which must take priority, and their own, likely limited, resources, that they must conserve and prioritize to meet their specific needs. Entering into partnerships to take on an additional workload that may be tangential to their core mission (or perhaps important but not mission-critical at present) makes the accomplishment of these shared goals difficult.

That being said, the chances of success can be enhanced if the stakeholder organizations can commit to taking responsibility for the goals and objectives. Partnerships may be more attainable if resources can be found to reward partnership or when the benefits from attaining an objective clearly outweigh the costs. Identifying those situations and developing partnerships to implement those objectives would be an effective means of generating momentum.

Additionally, progress is more likely if the partners are held publicly accountable. This raises the stakes and may make some stakeholder organizations less enthusiastic about initially shouldering any responsibility, but doing so can help to keep the goals and objectives from losing out in the competition for an organization's time and resources. One opportunity for accountability would be at the Preserve Iowa Summit, which could provide an annual touchstone for assessing progress. Stakeholder organizations can be held accountable, successes can be celebrated, and resources and people can be marshaled to address remaining work.

Also, creating a body (or designating an existing body or organization) with responsibilities to monitor the plan's progress can also help ensure the plan does not just sit on a shelf. Ideally, the body tasked with guiding the implementation would have representation from each of the stakeholder organizations. Currently the Advisory Committee meets to provide feedback

on the development of the plan and there is an opportunity for them, or a similar group, to play an important role in implementation.

Finally, ten years is an extremely long horizon for any strategic plan. Changes to goals and objectives based on changing circumstances, new issues, or progress on existing goals and objectives are likely needed. Having a structure and process in place to review and update the statewide plan, potentially at the annual Preserve Iowa Summit and utilizing a representative body of stakeholders as an approval mechanism, would help to keep the statewide preservation plan relevant and impactful.

# CHAPTER 4: IOWA'S CULTURAL RESOURCES

## Introduction

Iowa became a state in 1846, but its history and culture began to take shape thousands of years before through the influence of Indigenous peoples. Following colonization of the continent by Europeans, Iowa's history paralleled much of the broader US history and was influenced by European Americans, African Americans, Asian Americans, and other cultures. This history, both pre- and post-statehood, is made tangible through Iowa's cultural resources. Cultural Resources may be historic-era resources such as buildings or structures, or they may be archaeological properties including burials or ruins. They include artifacts and objects important to a community for religious, scientific, historic, social, economic, or other reasons. They also include groups of resources, such as historic districts, archaeological sites, cultural landscapes, locations of notable events, or Traditional Cultural Properties (TCPs). The identification, evaluation, and preservation of cultural resources are primary goals of historic preservation.

The purpose of this chapter is to summarize existing research and provide historic context as it relates to this plan and the Key Strategic Issues and Key Strategic Goals it contains. The chapter gives an overview of Iowa's cultural resources and how they have been, and continue to be, documented through State Historic Preservation Office (SHPO), Office of State Archaeologist (OSA), and National Park Service (NPS) programs, as well as at the local level. Emphasis is placed on key examples representative of broad, well documented historic contexts, in particular those documented through the National Register of Historic Places (NRHP) program under the previous preservation plan, 2013–2022. This chapter also provides descriptions of common resource types and guidance for assessing integrity and significance, following best practices guidance in historic preservation, architectural history, and archaeology.

## Identifying and Evaluating Cultural Resources

Cultural resources are assessed to determine if they have reached sufficient age, retain sufficient integrity, and demonstrate historical and community significance in accordance with NPS guidelines.<sup>1</sup> In general, a resource must be fifty years of age or older to be considered a historic property. However, in rare cases, properties that are not yet fifty years old may be considered for listing in the NRHP if they are found to possess exceptional historic significance and there is adequate scholarly research to evaluate its significance within the appropriate context.

Resources must also retain sufficient integrity, meaning they retain the physical qualities needed to convey their historic significance through what are known as the seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association. To have sufficient integrity, a resource must generally possess several, if not most, of these aspects. Additionally, TCPs must have a fundamental relationship to the traditional cultural practices or beliefs of a particular group of people and maintain a physical condition that allows for the continuity of those relationships.

Significance is another aspect of assessing cultural resources. Cultural resources may be significant for their association with important historical events or broad patterns in history; for association with important historical figures; for distinctive architecture, distinctive construction methods, high artistic value and craftsmanship, or association with a master; or for the potential to yield important information through archaeological investigation. Cultural resources may be significant at the national, state, or local level. Iowa's various social and cultural groups view and value cultural resources differently, and these priorities must be taken into consideration when evaluating resources and implementing historic preservation initiatives.

<sup>1</sup> Please refer to the following NPS publications for additional information related to cultural resources: *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* (National Park Service, Revised 1997); Barbara Little, Erika Martin Seibert, et al, *National Register Bulletin 36: Guidelines for Evaluating and Registering Archeological Properties*, (National Park Service, 2000); Charles A. Birnbaum, *Preservation Brief 36: Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes* (National Park Service, 1994); Patricia L. Parker and Thomas F. King, *National Register Bulletin 38: Guidelines for Evaluating and Documenting Traditional Cultural Properties* (National Park Service, 1992).

Individual cultural resources are typically categorized as buildings, structures, objects, or sites. Groups of cultural resources may be identified as districts or cultural landscapes. They may also be identified for significance to a specific cultural group or underrepresented community, such as Native Americans or African Americans. Cultural resources of the recent past should also be identified and evaluated whenever appropriate. NPS provides the following definitions:

**Buildings** are created primarily to shelter human activity. Residential buildings are used as permanent or temporary living quarters, including houses, apartments, hotels, military quarters, and related outbuildings such as kitchens. Commercial buildings are those that house businesses, including retail stores, banks, professional offices, restaurants, or storage warehouses. Industrial buildings are those constructed to accommodate manufacturing or processing operations, including mills, factories, power plants, or industrial warehouses. Additional building types include, but are not limited to, agricultural, educational, religious, institutional, and governmental buildings.

**Structures** are created to facilitate human activity, but unlike buildings, structures do not typically shelter human activity. These include resources such as bridges, tunnels, railroads, dams, grain elevators, silos, and windmills.

**Objects** are manmade resources that are generally artistic, rather than functional, in nature. They are typically small-scale and of simple construction, such as fountains, carousels, monuments, or mileposts.

**Site** refers to a specific location where the place itself is significant, though often not architectural in nature. Sites may be the location of a historic event or activity, such as a ceremonial site, village site, cemetery, or natural resource extraction site. Sites may also be natural features that carry cultural importance or have been altered by human activity, such as a rock formation, rock carving, or petroglyph. Sites also include the ruins of buildings or structures, as well as locations where evidence of a former building or structure is no longer present.

A **district** is a group of buildings, structures, objects, and sites that are historically related to one another through shared history or physical development. Districts may be made up of a concentration of historic resources that demonstrate visual continuity or may be a group of archaeological sites that share related components. Districts derive their importance as a collection of resources, rather than as individual resources, and a district's identity is rooted in the interrelated nature of its varied resources.

**Cultural landscapes** are geographic areas that contain both cultural and natural resources, and therefore show evidence of human interaction with the physical environment. They may include any combination of buildings, structures, objects, and sites, as well as wildlife or domestic animals, and they may be significant for their association with historic events, activities, or people. Examples include agricultural complexes with farmhouses, domestic and agricultural outbuildings, windmills, wells, cultivated fields and pastures, cemeteries, and/or unimproved acreage; designated recreation areas with visitor or education buildings, picnic areas, playgrounds, beaches, natural areas, groomed trails, and/or other built amenities; transportation infrastructure such as railroads or highways and their associated bridges and tunnels; or precontact mound complexes that may include not only earthworks, but also habitation or processing sites.

**Underrepresented communities** are those groups that are, at any given time, less represented in historic research and designation programs than the general population. They are typically identified by race, economic status, ethnicity, mental or physical ability, or gender/gender status. Including underrepresented communities in historic preservation efforts not only diversifies and expands support for preservation programs, but also presents a more equitable and complete picture of Iowa's history. Documentation of TCPs, which are associated with the traditions, beliefs, and social activities of a living community, and the documentation of living traditional culture, known as intangible cultural heritage, are also important aspects of including underrepresented communities in historic preservation.

Resources from the recent past are those that either were constructed less than fifty years ago or that achieved historical significance less than fifty years ago. These resources are often difficult to assess because not enough time has passed to place them in the necessary context with appropriate historical perspective, which typically relies on scholarly research and evaluation over time. Some recent past resources may achieve special significance due to the extraordinary importance of the resource or the exceptional fragility of the resource type, however this is uncommon.

*Archaeological properties* are generally defined as the material remains of human life or activities. While archaeological reports often include a wide range of archaeological site types, the OSA maintains an extensive list of known categories throughout the state. Site types often relate to site function, meaning that these locations had specific purposes such as habitation, resource extraction, human internment, or religious expression. The table below lists site types common to Iowa, though other types of sites may also exist, and the era during which that site type is most commonly found.

Site Function	Common Site Types	Typical Era
General	Precontact scatter	Precontact
	Isolated find	Precontact and Historic
	Historic scatter	Historic
	Other	Precontact and Historic
Habitation	Open habitation	Precontact
	Rockshelter/cave	Precontact
	Village	Precontact
	Earthlodge	Precontact
	Habitation with mounds	Precontact
	Historic farm/residence	Historic
	Structure/building remains	Historic
Resource Extraction	Quarry	Precontact and Historic
	Resource Procurement	Precontact and Historic

Site Function	Common Site Types	Typical Era
Religious/Burial	Mounds	Precontact
	Petroglyph/pictograph	Precontact
	Isolated burials	Precontact and Historic
	Non-mound earthwork	Precontact
	Cemetery	Precontact and Historic
Other Types of Functional Sites	Lithic workshop	Precontact
	Cache site	Precontact
	Historic school	Historic
	Railroad related	Historic
	Archaeological road/trail	Historic
	Industrial	Historic
	Military	Historic
	Abandoned town site	Historic

## Conducting Archaeological Research in Iowa

Numerous government agencies, private consultants, and other stakeholders have roles in archaeological research and site preservation in Iowa. Most current archaeological research results from compliance with Section 106 of the National Historic Preservation Act (NHPA). Through Section 106, federal agencies determine if an undertaking exists and then make a reasonable and good faith effort to identify, evaluate, and consider effects to historic properties, including archaeological sites. Typically, project applicants retain a consulting firm to undertake archaeological field investigations. After reviewing archaeological reports, federal agencies then consult with the SHPO, Tribal governments, and other interested parties to resolve any adverse effects that might occur.

The OSA has a distinct stewardship role in statewide archaeological preservation efforts. As legislated, the State Archaeologist maintains the Iowa Archaeological Site file and oversees respectful treatment of ancient burials through the Bioarchaeology Program. Additionally, the OSA

conducts outreach and education efforts and oversees the largest of Iowa's archaeological curation facilities.

Other organizations that promote the archaeological past include the Association of Iowa Archaeologists and the Iowa Archeological Society. The Association of Iowa Archaeologists is a collective of professional archaeologists that work in Iowa. This organization promotes archaeological research, preservation efforts, and establishes guidelines for archaeological investigations in the state. The Iowa Archeological Society is an organization of professional archaeologists, avocational archaeologists, and those with a general interest in Iowa's past. The Iowa Archeological Society publishes quarterly newsletters and a yearly journal, provides educational outreach, and offers grants and scholarships to advance research.

Iowa boasts multiple colleges and universities that promote archaeological research. Many of these institutions undertake archaeological investigations outside the Section 106 process, focusing on academic pursuits versus compliance with federal laws. Higher education institutions with degrees in archaeology and anthropology include Central College, Cornell College, Drake University, Grinnell College, Iowa State University, Luther College, University of Iowa, and the University of Northern Iowa.

## Summary of Iowa's Archaeological Contexts

While not exhaustive, the following text provides an outline of archaeological



periods in Iowa's prehistory. Generalized dates for archaeological periods typically derive from Lynn M. Alex's (2000) *Iowa's Archaeological Past*, with some refinements incorporating research since its publication. New information derived from site investigations, data synthesis, and ever-changing modes of data collection continually refines our understanding of the archaeological past. Iowa archaeologists assign cultural periods based on general similarities within each period, such as artifact styles, settlement patterns, subsistence activities, as well as relative and absolute dating. The five major divisions, briefly described below, include the Paleoindian, Archaic, Woodland, Late Precontact, and Protohistoric periods. Iowa archaeologists subdivide the precontact past using methods outlined by Gordon R. Willey and Philip Phillips, professors of archaeology at Harvard University whose 1958 *Method and Theory in American Archaeology* is widely considered the framework for professional archaeological investigation and interpretation.

### **Paleoindian Period**

The Paleoindian period marks the earliest cultural period in the Midwest. Two subgroups, Early and Late, provide additional definition to the archaeological period. Early Paleoindian ranges from approximately 11,100–8200 B.C. and artifact assemblages produce fluted projectile points. These points are finely flaked, lanceolate-shaped points with common edge and basal grinding. The most prominent aspect of these points is the presence of a channel flake scar, also known as a "flute". Typical points of this period in Iowa include Clovis, Folsom, and Gainey (Anderson and Tiffany 1972; Morrow and Morrow 2002; Wormington 1957). Some researchers across the continent are identifying potential pre-Clovis occupations outside of Alaska (e.g., Adovasio et al. 1980; Hofman and Graham 1998; Overstreet 1998), but no pre-Clovis occupations are known in Iowa. Debates continue regarding how early people arrived on the continent during the Paleoindian period, but evidence suggests migration from northern Asia and then southward along the western edge of North America either through coastal migration or through ice-free corridors that opened during the terminal Pleistocene epoch.

Early Paleoindian occupations seem to be associated with vast boreal forests and now extinct megafauna that existed at the end of the Pleistocene. Groups during this period consisted of small, mobile groups of hunter-gatherers that targeted megafauna. Most evidence for Early Paleoindian

in Iowa consists of isolated projectile point finds. The most notable early Paleoindian site in Iowa is Rummels-Maske (13CD15) in Cedar County, Iowa (Anderson and Tiffany 1972; Morrow and Morrow 2002) where a substantial cache of Clovis and Gainey points was identified.

Late Paleoindian generally dates to between 8200–7500 B.C. Like the Early Paleoindian period, the Late Paleoindian period has distinctive projectile points and a continuation of the hunter-gatherer economy. Projectile points of this era are non-fluted lanceolate forms such as Eden, Agate Basin, Angostura, Plainview, Dalton, Golondrina, Scottsbluff, and Hell Gap. Projectile points generally occur as surface finds, although Five Island Lake in Palo Alto County, Iowa produced several Late Paleoindian points from dredge spoil (Blikre et al. 2001). People during the Late Paleoindian period focused on hunting large herd animals such as bison, although a broad-spectrum diet common to hunter-gatherer groups likely existed. Data derived from Late Paleoindian sites indicates small nomadic bands of hunter-gatherers covered very large geographic areas during this period as they followed seasonal animal migrations and resource patches. To date, Iowa archaeologists have not extensively investigated a Late Paleoindian site in the state.

Archaeological sites of the Paleoindian period are rare. Generally, small, highly mobile groups tend to have less dense artifact scatters than groups that operate on a seasonal round or inhabit sites for extended periods. Dramatic changes in the landscape during the Holocene period also complicates an archaeologist's ability to find Paleoindian sites. As of September 2022, only 316 sites recorded in Iowa report some sort of Paleoindian artifact and/or component, representing ~1% of all recorded sites in the state.

### ***Archaic Period***

The early Holocene period saw a warming trend known as the Hypsithermal that ushered in the Archaic period, which spanned from approximately 7500–500 B.C. The Archaic period is the longest span of archaeological

time in North America's prehistory. This period has three subgroups: Early, Middle, and Late.

Like the Paleoindian period, the Early Archaic in Iowa is known mostly from surface finds, with artifacts spanning from approximately 7500–6000 B.C. The Early Archaic witnessed a transition from highly mobile, small groups hunting big game to small, extended family bands with a diversified diet that moved according to a seasonal round over a much smaller area (Warren and O'Brien 1982). Early Archaic peoples continued to produce large lanceolate projectile points, but notched and stemmed projectile points like Graham Cave, Hardin, St. Charles, and Thebes points also became incorporated into the material culture. Some smaller side-notched points also occur, like those from the Cherokee Sewer site (13CK405; Anderson and Semken 1980), possibly the result of Plains bison hunting cultures in the western portion of the state (Alex 2000). In addition to changes in projectile point forms, the Early Archaic saw the introduction of bannerstones, suggesting transition to atlatl usage. Groundstone tools such as axes, celts, and grinders as well as bone awls, hafted drills, scrapers, adzes, and choppers round out lithic tool assemblages. Few Early Archaic sites have received extensive examination, with Cherokee Sewer (13CK405; Anderson and Semken 1980) and Cochran and Wiggerjost sites in Lee County (13LE634 and 13LE741; Blikre et al. 2011; Blikre et al. 2010) being notable examples.

The Middle Archaic spans from approximately 6000–2500 B.C. Hunters and gatherers during this time seem to have fully adapted to an economy of gaining subsistence resources from the regional environment with a more sedentary lifestyle. In addition to many of the tool types found during earlier periods, the Middle Archaic also has evidence of fabrics, basketry, sandals (e.g., Graham Cave in Missouri) as well as bone pins and shell ornaments. Projectile points include stemmed (Jakie Stemmed), lobate (Rice Lobed) and side-notched varieties (Big Sandy, Godar, and Raddatz; Chapman 1975). Middle Archaic tool assemblages reflect exploitation of both woodland and prairie resources to support a broad-spectrum diet.

Site types during this period vary, and they include small to medium-sized habitation sites such as Fett (13LE597; Thompson et al. 2009) and Garden (13DB493; Benn et al. 2007), bison kill locations like Horizon I at Cherokee Sewer site (13CK405; Anderson and Semken 1980), small scatters,



specialized resource procurement/processing locations (Collins et al. 1991; Fishel 2000), and burial sites like the one found at the Palace site in Polk County (13PK966; Pope et al. 2000).

The Late Archaic corresponds to a general cooling trend with increased moisture that affected the region beginning around 2500 B.C., lasting to about 800 B.C. This period represents the transition from mobile hunter-gatherer lifeways to increased sedentism exhibited during the Woodland period. This period also saw some long-distance trade networks and concentrations of burials with artifact caches, rock slab covers, and sprinkling of red ochre pigment. Projectile points of this era include various stemmed, side-notched, and lanceolate forms as well as some corner notched varieties. Additional artifacts include T-drills, three-quarter grooved axes, grinding implements, scrapers, plummets, and worked hematite. Habitation sites appear to have been small and representative of family groups who utilized specific locations for seasonal round activities with some larger base camps along larger river valleys (Benn et al. 1987). Such habitation sites include Dar-es-Shalom (13PK149; Osborn and Gradwohl 1981), Sand Run Slough West (13LA38; Benn et al. 1987), and Edgewater Park (13JH1132; Whittaker et al. 2006). A few artifacts associated with the Old Copper Complex occur in Iowa, but Red Ocher Complex burials are known to occur at places such as the Turkey River Mound Group (13CT1) and Sny-Magill Mound Group (13CT18).

Archaeological sites of the Archaic period are much more common than Paleoindian sites, but they remain rare, likely because diagnostic artifacts are often absent in the multitude of lithic scatters documented across Iowa. There are 1,486 recorded archaeological sites exhibiting either Archaic period artifacts or components as of September 2022, representing ~4.8% of all recorded sites in the state.

### ***Woodland Period***

The Woodland period ranges from approximately 800 B.C. to 1000 A.D. This period saw significant changes in material culture, such as the creation of pottery and the introduction of the bow and arrow in the later part of

the Woodland. Horticultural activities expanded and mound/earthwork construction became prevalent. The Woodland divides into three general subdivisions: Early, Middle, and Late. The Late Woodland divides further into an “early Late Woodland ” and a “late Late Woodland ”.

The poorly understood Early Woodland spans from approximately 800 B.C. to 200 B.C. Only a few sites, like the Smith site (13LA2; Tiffany 1986), sites near Sand Run Slough, Wolfe (13DM1; Straffin 1971), and Buck Creek Mound (13CT34; Collins and Forman 1995) produced Early Woodland components, and these components are often ephemeral. The Early Woodland saw development of the first ceramics in the region. Marion Thick pottery has thick walls, is cord marked, and vessels typically have flat bottoms (Munson 1986). Marion Thick pottery generally occurs to eastern Iowa, often in association with Kramer and Adena style projectile points. Black Sand pottery consists of sandy tempered, noded, incised-over cord-marked ceramics. Black Sand pottery is commonly associated with contracting stemmed points like Dickson and Waubesa varieties. The stratigraphic relationship of Marion and Black Sand is not precise, but Marion pottery appears to predate Black Sand (and Black Sand regional variations).

The Middle Woodland lasted from approximately 200 B.C. to 400 A.D. The Middle Woodland saw a drastic change in socio-economic patterns. An intensification of ritual activities suggests more complex social organization and social stratification. Brose and Greber (1979) indicate that there was an increase in intensive harvesting of certain resources as well as limited horticulture. This period is most commonly known for the “Hopewell Interaction Sphere”, which was a broad network of social, economic, and political relationships spanning very large distances. Hopewell emanated from its core in the Ohio and Illinois River valleys, with the “Havana” complex being the prominent representation of Hopewell in the upper Midwest. Hopewellian culture resulted in elaborate ritualistic preparations of certain deceased community members, signifying social stratification.

An extensive trade network allowed for near transcontinental movement of exotic goods and materials such as marine shells, copper, mica, obsidian, and shark and grizzly bear teeth. Settlement-subsistence strategies consisted of occupations in relatively large, semi-permanent villages along major rivers (Streuver 1968) with smaller habitation sites also occurring.

Mound sites are the most well-known types of sites. Such sites include Toolesboro Mounds (13LA29), Fish Farm Mounds (13AM100), and Boone Mound (13BN29). Habitation sites also occur with relative frequency, and they include sites such as Wolfe (13DM1; Straffin 1971), Gast Farm (13LA12; Alex 2000), Oak Village (13LA582; Benn et al. 2012), Rainbow (13PM91; Benn 1990), and Cormorant (13MA387; Moffat et al. 1988). Debate continues on why Hopewell/Havana culture morphed into Late Woodland cultures.

The Late Woodland (ca. 400 A.D.–1200 A.D.) divides into the early Late Woodland and late Late Woodland. The Late Woodland began with the shrinking of the Havana/Hopewell sphere of influence. Like the Early and Middle Woodland periods, mound construction continued, but these earthworks tended to be smaller and lacked exotic materials commonly associated with Middle Woodland mounds. Along the Little Sioux River in northwest Iowa, people created geoglyphs in the forms of animals and anthropomorphic figures, cutting trenches in the earth presumably for effigy-formed structures at the Yaremko and Pierson Creek sites (13WD130 and 13WD134; Benn et al. 2019; Thompson et al. 2015). The Late Woodland also saw numerous technological and social changes. Ceramics of the period became thinner and easier to transport. Projectile points became smaller, eventually transitioning to arrow points by around 500 A.D. Site settlement patterns show a proclivity for dispersed, smaller habitation sites often in the areas removed from larger river valleys (Green 1987; Mallam 1976). However, there were some larger villages, typically along larger rivers and their tributaries. Ring villages (habitation sites where houses are arranged in a circular pattern around a central plaza/shared area) of the early Late Woodland Gast Phase were identified near the Mississippi River at Gast Farm (13LA12) and Oak Village (13LA582; Benn et al. 2012). Seasonal habitations were commonplace [e.g., Saylorvillage (13PK165; Osborn et al. 1978) and Rainbow (13PM91; Benn 1990) as were rockshelter/cave occupations [e.g., Woodpecker Cave (13JH202; Emerson et al. 1984), Horsethief Cave (13JN8; Morrow 1997), and Hadfields Cave (13JN3; Benn 1980)]. People of the period maintained a hunter-gatherer economy, but horticulture became a much more pronounced aspect of the diet. Ceramics of the late Late Woodland transitioned to complex cord and fabric-impressed ceramics. One of the hallmarks of this period, Effigy Mounds manifestation/culture, concentrates in northeastern Iowa. This cultural phenomenon led to the construction of earthworks in shapes of animals such as bears, birds, panthers, turtles, and other types of fauna. Mallam (1976) suggested Effigy Mounds culture was

the result of lineage bands settling in larger river valleys during the summer where they would reinforce kinship relationships and create possible territorial markers (Boszhardt and Goetz 2000 also hypothesized similar territorial markers in Wisconsin). In cooler months, people would break into smaller groups and move into interior regions of northeast Iowa. As the Late Woodland progressed, people became more reliant on corn. Further to the south, at Cahokia, the Mississippian culture began to dominate regional economies. Iowa was not immune from Mississippian influence, and while there are no distinctive Mississippian sites in Iowa, a few sites like Hartley Fort (13AM103; Finney 1992) provide evidence of this influence in pottery vessels and trade networks. Innovations in ceramic and projectile point technology and the ever-increasing reliance on corn helped transition Iowa's Late Woodland peoples into distinct Late Precontact cultures.

Sites of the Woodland period are the most common types of precontact sites with interpreted temporal affiliation. There are 3,377 recorded sites with either Woodland artifacts or components. This represents approximately 11% of all the recorded sites in Iowa.

### ***Late Precontact Period***

Timing for the transition from the Woodland to the Late Precontact period varied across Iowa, with Woodland lifeways lasting longer in some areas than others. The Late Precontact period generally dates from 900 A.D. to 1650 A.D. and the period splits into four distinct archaeological cultures: Great Oasis, Mill Creek, Glenwood, and Oneota.

Great Oasis is an archaeological culture typically found in central and northwest Iowa extending into southwestern Minnesota and areas along the Missouri River in Nebraska and South Dakota that lasted between ca. 900–1100 A.D. This archaeological culture has distinctive pottery and evidence of significant corn agriculture/horticulture. Projectile point technology generally followed patterns of earlier Late Woodland groups, but Reed

points are also common in assemblages (Anderson 1995). In addition to horticultural pursuits, Great Oasis peoples exploited diverse fauna. House construction shows evidence of wattle and daub construction, sometimes with rectangular layout and multiple interior pits (Doershuk and Finney 1996). Settlement seems to be semi-permanent at most sites. Seasonal sites, such as Kuehn (13DA110; Lensink and Finney 1995) can contain multiple pits full of horticultural remains. Significant habitation sites include Maxwell (13DA264; Doershuk and Finney 1996), Meehan-Schell (13BN110; Gradwohl 1974), West Broken Kettle (13PM25; Peterson 1967), and Cowan (13WD88; Lensink and Tiffany 2005). Burial sites in the form of cemeteries are also known at West Des Moines Burial Site (13PK38), De Camp (13DA64), and Paardekooper (13DA11; Tiffany and Alex 1999, 2001) and there is also evidence for possible scaffold burials. Why Great Oasis culture ceased in the region is subject to debate, but the disappearance of Great Oasis on the landscape seems to relate to the inception of Mill Creek and Oneota cultures.

Mill Creek culture lasted from approximately 1100–1250 A.D. in northwest Iowa. While there are few documented Mill Creek sites in Iowa, this archaeological culture is one of the most thoroughly studied due to high visibility of villages on elevated landscapes created from fill material. Sites typically concentrate in two localities: Little Sioux locality which includes sites such as Chan-ya-ta (13CK21; Tiffany 1982), Double Ditch (13OB8; Alex and Peterson 2010) and Brewster (13CK15; Anderson and Riggall 1978) and Big Sioux locality which contains Broken Kettle (13PM1; Alex and Peterson 2010) and Kimball Village (13PM4; Peterson et al. 2010a). These sites belong to the Initial variant of the Middle Missouri Tradition. Mill Creek peoples tended to live on river and stream terraces and settled in timber houses in nucleated villages, many of which had palisades or other fortifications. The houses were semi-subterranean constructed with wattle and daub which could represent year-round occupations. Mill Creek farmers utilized ridged fields, such as the one preserved at the Litka site (13OB31; Alex 2000) and dug large pits used to store corn, beans, sunflower, squash, goosefoot, and a variety of other cultigens. Hunting also provided food for these communities. Mill Creek pottery has forms resembling those found in Middle Mississippian sites. The diversity of archaeological materials from Mill Creek sites suggests trade with other regional peoples. Mill Creek peoples left Iowa around 1250 A.D. for areas along the Missouri River in South Dakota and Oneota peoples moved into vacated areas.

Glenwood culture, also known as the Nebraska phase of the Central Plains Tradition, lasted from approximately 1150–1400 A.D., with much of our information from these sites derived from sources like Anderson and Zimmerman (1976), Billeck (1993), Blakeslee (1978), Hotopp (1978), Perry (2006), and Peterson et al. (2010b). Glenwood sites concentrate in western Iowa (the only Central Plains Tradition locality east of the Missouri River), with most sites occurring along Keg and Pony Creeks in Mills County. Glenwood sites tend to be dispersed farming hamlets often with only one earthlodge present at a given location. Unlike Mill Creek villages to the north, Glenwood habitation sites lack fortifications. Earthlodges tended to be large, rectangular structures with rounded corners constructed within a semi-subterranean house pit. Diet differed from other Plains groups in that animals such as bison seem to represent a minor part of the diet. Instead, Glenwood peoples targeted smaller animals, aquatic resources, and domestic/wild plants from microenvironments (Green 1990). Without question, Glenwood people were farmers and evidence of corn occurs in assemblages and through use of large cache pits. Pottery types are distinctive, and later pottery types show some Oneota influences (Billeck 1993). Projectile points tend to be small triangular, side notched, and multi-notched forms. It is unclear why Glenwood peoples abandoned western Iowa, but it seems they moved west and north.

Oneota sites represent a Late Precontact tradition that lasted in Iowa from approximately 1000–1700 A.D. The mixed horticulture and hunting-gathering economy dominant in the Late Woodland period transitioned and expanded to more focused corn-based economies, in some areas supplemented by hunting and gathering. Other Oneota groups saw an expansion of corn horticulture, but it did not necessarily replace hunter-gatherer lifeways. Oneota is commonly known as a ceramic culture (e.g., Betts 2000; Henning

1970) due to the presence of thin-walled, shell-tempered ceramics. How Oneota came to prominence in Iowa during the Late Precontact has been the subject of debate, but most current research points to Late Woodland origins (Benn 1989; Gibbon 1995). Oneota sites cluster in certain areas at certain periods that mark regional “phases”. Settlements tend to fall into two categories: large multi-occupation village sites and small base camps. Benn (1984) hypothesized that this type of settlement represents seasonal movements and Moffat (1998) posited that such settlement represented a centralized village with smaller habitations/hamlets surrounding the main village. Large sites have an abundance of artifacts (including small triangular projectile points), large cache pits, and evidence of semi-permanent structures. Smaller habitation sites are rarer and little data exists concerning “typical” artifact assemblages. A few notable sites excavated in Iowa include Wever (Withrow 2004) in southeast Iowa; Howard Goodhue (13PK1; Gradwohl 1974) and Christenson (13PK407; Benn 1991) in central Iowa, Lane Enclosure (13AM200) and Grant Village (13AM201; McKusick 1973) in northeast Iowa; and Dixon (13WD8; Anderson and Kendall 2021; Fishel 1999) and Blood Run (13L02; Weiss and Person 1983) in northwest Iowa. Oneota did not represent a single, unified people or political entity and numerous living populations trace ancestry to Oneota peoples (Henning 1998). Late Oneota also corresponds to the Protohistoric period in Iowa as European goods occur at Oneota sites in northeast and northwest Iowa.

The Late Precontact Period was short, represented by only 700 years. Nonetheless, 996 sites in Iowa have recorded Late Precontact components (~3.2% of all sites). There are 113 Great Oasis, 50 Mill Creek, 295 Glenwood, and 296 Oneota sites represented in the site file as of September 2022.

### ***Protohistoric Period and Early Historic Native Americans***

The Protohistoric Period represents a brief interval in history where European goods arrived in Iowa, but Euro-Americans had not yet entered the state. The Protohistoric and early Historic periods were times of upheaval; where effects from European expansion into North America brought new technologies as well as decimating diseases and resettlement of indigenous peoples. Such upheavals led to mass migrations westward, breakdown in

existing social structures, and formations of new groups, many of which became synonymous with known tribes today. The earliest Protohistoric sites in Iowa date to approximately 1600 A.D. These sites usually contain materials associated with precontact cultures (like Oneota), but they also contain a few European trade items. Gradually, European goods replaced stone tools and pottery as trade items became easier to obtain. Few Protohistoric sites have undergone intensive investigations, with the most common evidence for this era occurring at Oneota sites like Blood Run. The temporal line between Protohistoric and Historic Native American is blurry, but the historic period generally begins with French exploration of the Mississippi River valley by Marquette and Joliet in 1673. Intertwining of historic Native American and European land use becomes exemplified at locations such as Mines of Spain in Dubuque County, where Julian Dubuque used Meskwaki peoples in his lead mines. Some of the best-known sites, such as Iowaville (13VB124; Peterson 2012), represent large villages occupied for many years and other areas of Iowa, such as “Keokuk’s Reserve” in Louisa County and the Neutral Ground in northeast Iowa (Peterson and Stanley 2012) have diverse village sites, schools, and associated forts. There was a constant movement of indigenous peoples through Iowa as Euro-Americans pushed westward and many tribes made Iowa their home. The Iowa archaeological site file does not document the diversity of indigenous culture in Iowa, although tribal affiliations do occur on some of the site forms. Most historic Native American site locations derive from General Land Office maps or other historical sources like county histories with no field verification. Foster (2009) documents 26 tribes with having ties with Iowa: Arikara, Huron, Illinois Confederacy, Ioway, Kansa, Kickapoo, Leni Lenape, Mascouten, Meskwaki, Miami, Missouriia, Ojibwa, Omaha, Osage, Otoe, Ottawa, Padouca (Plains Apache and Cheyenne), Pawnee, Piankashaw, Ponca, Potawatomi, Santee Sioux, Sauk, Wea, Winnebago/Ho-Chunk, and Yankton Sioux. A multitude of other tribes have ancestral ties to Iowa and frequently consult on archaeological properties in the state.

The Protohistoric period represents only about 60 years of history during a time of significant culture change. Artifacts from this brief period can often look like either a precontact and/or a historic-era site. Because of this, it is difficult to determine if a Protohistoric site is present without good evidence of artifacts like trade goods. The Iowa archaeological site file records 49 Protohistoric sites in the state as of September 2022, accounting for 0.2% of all recorded sites. Sites associated with Historic-era Native Americans are far more abundant with 462 sites recorded, often from archival research

only, for a period that lasted approximately 150 years. This accounts for 1.5% of all archaeological sites recorded in Iowa.

Iowa opened for Euro-American settlement in 1832. The archaeological site file records ~11,900 sites with Euro-American components. Contexts for these sites are broad and best represented by contexts for the built environment.

## Status of the Archaeological Site Inventory

Archaeological sites represent material remains of past peoples. Though most federal legislation protecting archaeological sites requires an age of at least one hundred years, in practice there is no standard age established for when a group of artifacts becomes an archaeological site. In Iowa, however, the identification and evaluation of most archaeological sites occurs during review and compliance investigations, resulting in most recorded sites being at least fifty years old. The archaeological site inventory has expanded greatly in the past ten years, demonstrated by the table below.

Status of Archaeological Inventories (September 2022)				
Archaeological Site Files for the State of Iowa				
# of Sites in 2005	# of Sites in 2013	% of Increase from 2005–2013	# of Sites in 2022 (September)	% of Increase from 2013–2022
~24,000	~26,000	8.3%	~31,000	19.2%
Archaeological Sites Listed to the National Register of Historic Places				
# of Sites in 2005	# of Sites in 2013	% of Increase from 2005–2013	# of Sites in 2022 (September)	% of Increase from 2013–2022
16	19	18.8%	28	47.4%
Archaeological Districts Listed to the National Register of Historic Places				

Status of Archaeological Inventories (September 2022)				
# of Districts in 2005	# of Districts in 2013	% of Increase from 2005–2013	# of Districts in 2022 (September)	% of Increase from 2013–2022
9	15	66.7%	15	0.0%

There have been significant gains in the archaeological site inventory and the number of sites listed to the NRHP, though no new archaeological districts have been listed since 2013. Of the state's twenty-seven National Historic Landmarks (NHLs), the following are archaeological sites: Indian Village Site (listed 1964); Phipps Site (listed 1964); Toolesboro Mound Group (listed 1966); Blood Run Site (listed 1970); Mines of Spain Lead Mining Community Archaeological District and Dubuque Trading Post-Village of Kettle Chief Archeological District, both part of Julien Dubuque's Mines NHL (listed 1993); Davis Oriole Earthlodge Site (listed 2012); and Kimball Village Site (listed 2016). In addition, Effigy Mounds was designated a National Monument in 1949.

## Documenting Historic Resources in Iowa

Iowa's historic resources are documented through the efforts of many people and organizations at the federal, state, and local levels. Partnerships between the NPS, State Historical Society of Iowa (SHSI), local governments, and all Iowans provide the foundation for identifying, assessing, documenting, designating, and preserving the tangible reminders of Iowa's historic and architectural past.

The SHSI incorporates the State Historical Museum of Iowa, State Historic Sites, the State Historical Library & Archives Research Centers, and other history-related programs. Established in 1857 with a dual mission of preservation and education, the SHSI preserves and provides access to Iowa's historical resources through a variety of statewide programs, exhibitions, and projects. SHSI is part of the Iowa Department of Administrative Services (DAS). Since July 1, 2023, the SHPO, the Iowa Arts Council and Produce Iowa are parts of the Iowa Economic Development Authority (IEDA). Together, through the work of both agencies, Iowans are empowered to build and sustain culturally vibrant communities by connecting Iowans to people,

places, and points of pride that define the state.

The SHPO identifies, preserves, and protects Iowa's historic and precontact resources through the NRHP, Historic Preservation Tax Incentives, Certified Local Governments (CLGs), federal review and compliance, and other programs. The SHPO also maintains the statewide Historic Architectural Database (HADDB), an inventory of survey forms, photographs, NRHP nominations, and other information documenting over 134,000 above-ground cultural resources throughout the state. The database contains more than 2,200 survey reports, NRHP Multiple Property Documentation Forms, Planning for Preservation reports, management plans, HABS/HAER documentation, and other documentation.

Historic preservation at the local level involves local governments, non-profit organizations, colleges and universities, and other interested persons and groups. Often, local governments and residents work together to designate local zoning for historic districts or landmarks, form historic preservation commissions, or offer public events and educational opportunities in history and preservation. Grassroots preservation efforts are often led by non-profit organizations and aim to prioritize and protect a community's shared heritage and historic resources. Colleges and universities often provide support to these efforts through student projects or access to research materials. Other interested parties within a community may provide grants for preservation or research efforts, participate in oral history projects, or advocate for preservation-minded programs, funding, or legislation.

## **Summary of Iowa's Historic and Architectural Contexts**

This section summarizes Iowa's architectural development, following the primary periods of growth in the state over time and the resulting architectural character. In urban areas, masonry buildings began to replace Iowa's earliest wood buildings in the mid-nineteenth century, occurring first in the eastern regions along the Mississippi River and expanding westward across the state. Meanwhile, distinctive agricultural regions formed based on soils, topography, and access to markets and the resulting profitability of various agricultural products. This section provides historic background from the

mid-nineteenth through the mid-twentieth centuries, contextualizing the resources documented during the previous preservation plan, 2013–2022, and supporting the goals and objectives outlined in the previous chapter.

### ***Early Statehood to the Mid-Nineteenth Century, 1846–1860***

The Iowa Territory was designated in 1838, and the region's natural features attracted the earliest European inhabitants. The state is well watered by rivers, bordered on the east by the Mississippi River and the west by the Missouri River, with a network of waterways, many navigable, stretching across the land in between. As a result, settlement in the early nineteenth century was focused largely on the rivers (Gebhard and Mansheim 1993:3–4, 10–11; Wall 1978:18–20, 137–138). Land surveys were undertaken in the 1830s and 1840s, with the first land offices established at Dubuque and Burlington in 1838. Iowa was admitted to the Union as the twenty-sixth state in 1846 with its capital at Iowa City until 1857 when it was moved to Des Moines. The population had grown remarkably quickly since the state was officially opened for European settlement, reaching nearly 675,000 people in 1860 (Gebhard and Mansheim 1993:11; Wall 1978, 39–49, 119).

Many of Iowa's early European settlements were small villages established to serve farmers and, as a result, they were often established roughly ten miles apart to ensure easy travel for farmers coming to buy and sell goods in town. These villages typically included a mill, general store, blacksmith shop, inn, post office, school, and church, with homes located near the commercial core for those who operated these businesses (Wall 1978:138–139). The 1842 Beers and St. John Company Coach Inn (listed 2016) in West Liberty, for example, served as a stopping point for travelers, including mail carriers traveling between Iowa City and Muscatine, and offered hotel, restaurant, and postal services to travelers and nearby residents.

Iowa's earliest architects were typically builders who both designed and constructed traditional buildings (Shank 1999:3). There was, at that time, abundant timber, especially in the eastern region of the state. Therefore, many of Iowa's earliest buildings were constructed of log, including the 1843 Thomas and Nancy Tuttle House in Pella (listed 2015). Many early log buildings were intended to be temporary and later replaced with more permanent brick or stone materials (Gebhard and Mansheim 1993:18). The Prairie Grove School in West Burlington, for example, was built first of log then replaced in 1849 with a brick building, which in turn was replaced by the current stone building in 1879 (listed 2019).

Iowa's abundant limestone deposits and clay were also important early building materials. The 1853 Henry and Juliana Albright House (listed 2020) in Mount Vernon was the home of carpenter Henry Albright who, with his brother, a mason, established a brickyard to supply building materials for newcomers to the village. The Miles and Elizabeth Smith Kellogg House (listed 2017) in Winterset constructed of limestone in 1857 from a large nineteenth century limestone deposit nearby. Similarly, the Abiathar and Nancy White House in Burlington (listed 2014) was built in 1840 into a limestone hillside and constructed of brick and ornamented with limestone detailing.

### ***Post-Civil War Expansion, 1860-1896***

Leading up to the Civil War, Iowa's residents were generally opposed to the expansion of slavery, though European residents were also typically not in favor of full equality for African Americans. Still, white Iowans participated in a loosely organized Underground Railroad across the state, often anchored by rural Quaker, Congregationalist, or other religious communities who helped lead freedom seekers northward. Iowa remained with the Union during the Civil War, sending 70,000 men to the military, most of whom served in the lower Mississippi Valley and Georgia (Wall 1978:88-92, 114). Though there was less war-related activity in Iowa than in many southeastern states, the Hugh and Mary Swan Farmstead near Mount Pleasant (listed 2013), first known as Camp Harlan and later as Camp McKean, served as a rendezvous

camp during the Civil War, one of twenty-seven such camps known to have operated in the state over the course of the war.

The economic struggles associated with war stymied growth during the 1860s, and recovery following the war was linked to the coming of the railroad in Iowa, as in many regions of the country. Town leaders and merchants understood that the railroad would be the key to future growth, and therefore they made great efforts to obtain land and raise the necessary funds to entice the railroads to pass through their towns. Construction on Iowa's first railroad, the Mississippi and Missouri Railroad, an extension of the Chicago & Rock Island Railroad, had begun in the 1850s and, by the start of the Civil War, Burlington, Clinton, Dubuque, Davenport, and McGregor all were connected to the east coast markets by both passenger and freight service. Following the war, rail service quickly expanded as new lines to fledgling towns were constructed across the state (Gebhard and Mansheim 1993:12-13; Wall 1978:126-127, 141). The Milwaukee & St. Paul Railway Combination Depot (listed 2016), for example, was completed in 1869 when the Milwaukee and St. Paul Railroad constructed a spur to Decorah from their main north-south rail line, bringing access to new markets and spurring growth in the town.

One of the most prominent buildings in Iowa's mid-to-late nineteenth century towns was the courthouse, which served as the center of urban life (Bowers 1980). During this period, prominent buildings were often designed by out-of-state architects, as there were few trained architects in Iowa at that time (Shank 1999:3). For example, the 1878 Renaissance Revival-style Madison County Courthouse, located in the Winterset Courthouse Square Commercial Historic District (listed 2015), was designed by Alfred H. Piquenard, a French born and trained architect who practiced in St. Louis and later Chicago.

Many new towns were founded by an enterprising individual or small group of settlers who platted the town's layout, typically including a site for a school.



The one-room schoolhouse was most common at that time, especially in rural areas where the population density was very low. Though many of the earliest schools in the state were private schools, public education came to Iowa in the mid-nineteenth century (Gebhard and Mansheim 1993:11–15; Wall 1978:186). One of the oldest extant public schools in Iowa is the Sumner School in Mount Vernon (listed 2013), a one-room school constructed of brick in 1856. Forest Grove School No. 5 (listed 2013) is a frame building completed in Bettendorf in 1873, and Des Moines Township #7 (listed 2019), also known as the Cole School, is a brick school completed near Boone in 1888 and examples of one-room school buildings. Town schools were typically larger buildings, such as the 1867 Modale School (listed 2014), a two-story frame building, and the 1888 Everett School (listed 2018) in Sioux City, which was originally constructed with four classrooms.

Soon after achieving statehood, the Iowa legislature established support for higher education. In 1855 the University of Iowa opened its doors to students, followed by the Iowa State Agricultural College, now Iowa State University, in 1858 and the Iowa State Teachers College, now the University of Northern Iowa, in 1876 (Wall 1978:189–191). The University of Iowa began to accept African American students in the 1870s, and the Iowa Federation Home for Colored Girls (listed 2019) was completed in 1890 to serve as a segregated dormitory for African American women.

The free public library was also an important aspect of public education (Klingensmith and Jacobsen 1983). Iowa's earliest libraries were subscription organizations established as early as the 1830s, and support for tax-supported public libraries began in the 1870s. Andrew Carnegie, a Pittsburgh, Pennsylvania, businessman and philanthropist, funded the establishment of libraries across the nation in the late nineteenth and early twentieth centuries. Between 1892 and 1917, Carnegie funded 101 public libraries and seven academic libraries in Iowa (Wall 1978:194–195). These include the 1904 Indianola Carnegie Library (listed 2014) and the 1909 Clarinda Carnegie Library (listed 2014), both of which were built as public libraries though they no longer serve that function.

Churches were another common public building in Iowa's mid-to-late nineteenth century towns. Once the state was officially opened for European settlement in the 1840s, traveling ministers from most major religions began to come to Iowa, and more continued to arrive and establish churches throughout the nineteenth century (Gebhard and Mansheim 1993:20–21; Wall 1978:68–73). Presbyterians built a church in West Point in 1862 (listed 2022), Baptists built a church in Mount Pleasant in 1863 (listed 2014), Roman Catholics built a church in Dubuque in 1864 (listed 2015), and Lutherans built churches in Colter in 1888 (listed 2015) and Waterville in 1892 (listed 2019)—among many others.

### ***Early Twentieth Century Boom Period, 1896 to 1920***

In addition to the earlier railroad depots, schools, churches, and courthouses, Iowa's growing towns during the early twentieth century also included hotels, post offices, banks, theaters, and other commercial enterprises that served not only the local residents, but the families who farmed the surrounding countryside as well (Gebhard and Mansheim 1993:27, 32). Among these are the 1898 Hotel Rea (listed 2020) in Corydon and the 1912 Park Hotel (listed 2016) in Sac City; the 1902 Oskaloosa Post Office (listed 2020) and the 1918 Cedar Falls Post Office (listed 2016); the 1912 Farmers State Bank (listed 2018) in Volga; and the 1916 Hardacre Theater (listed 2016) in Tipton. These businesses were often clustered around a central courthouse to form the town's core, sometimes with tree-lined boulevards inspired by the City Beautiful Movement (Alread and Campbell 2004:7; Gebhard and Mansheim 1993:16–17, 27, and 32).

The Lucas County Courthouse Square Historic District (listed 2014), which encompasses the historic core of Chariton, includes the 1893 courthouse, the 1904 Chariton Free Public Library, the 1916 sheriff's residence and jail, and the 1918 post office, in addition to banks, hotels, retail stores, and other businesses and public services. Similarly, the West Union Commercial Historic District (listed 2015) includes the 1923 Fayette County Courthouse and the surrounding commercial, social, and governmental buildings.

Suburban development in Iowa expanded greatly during the years immediately before and after World War I and was also inspired in part by the City Beautiful Movement (Beving Long 1989). Des Moines, Iowa City, Cedar Rapids, Davenport, and other cities feature planned neighborhoods



with curved streets, open spaces, and numerous plantings (Gebhard and Mansheim 1993:16). The Forest Park Historic District in Mason City (listed 2015), for example, includes over two hundred houses platted between 1912 and 1916 and largely built by the 1940s, and much of the neighborhood features curvilinear streets and a mature tree canopy.

One of Iowa's most prominent architects was William T. Proudfoot, who had little formal training and likely learned design and construction by assisting his father with contracting work (Beving Long and Christian 1988). He partnered with Philadelphia-trained designer George Bird to form the firm Proudfoot and Bird in 1885, which moved to Des Moines beginning in the mid-1890s (Shank 1999:3). In 1907, the firm designed the auditorium at Chautauqua Park in Sac City (listed 2014). In 1910, Harry D. Rawson joined the Proudfoot and Bird partnership to become Proudfoot, Bird, and Rawson, though Bird retired soon after. The firm continued to work primarily in Des Moines, designing the 1916 Studebaker Corporation Branch Office in 1916 (listed 2015), the Register and Tribune Building in 1918 (listed 2016), and the Bryn Mawr Apartments in 1918 (listed 2017).

One of the best-known architectural styles in Iowa is the Prairie style, developed in the early years of the twentieth century by Chicago-based architects Louis Sullivan and Frank Lloyd Wright. The style is imbued with the climate, geography, and lifestyle of the prairie region of the Midwest, featuring low, unobtrusive forms and natural materials (Alread and Campbell 2004:7; Shank 1999:9; Wilson and Robinson 1977:xi–xii, 6, and 9–10).

The style was common in urban settings, and therefore is represented in many of Iowa's historic districts, including the Forest Park Historic District in Mason City (listed 2015), the Eagle Point Park Historic District in Dubuque (listed 2018), and the Fair Oaks Historic District in Muscatine (listed 2020). Fashionable Prairie-style buildings were constructed on educational campuses including the Grant Vocational High School in Cedar Rapids (listed 2015) and the Luther College Campus Historic District in Decorah (listed 2021). Though uncommon in rural or farm architecture, the W.L. and Winnie (Woodford) Belfrage Farmstead Historic District in Sergeant Bluff (listed 2017) features a Prairie-style farmhouse designed by Sioux City architect William L. Steele and completed in 1918.

In rural areas of Iowa, farmsteads were established immediately upon settlement of the state and their orientation—with a farmhouse facing the main road and a central driveway providing access to domestic and agricultural outbuildings – has remained essentially the same. Farmers initially attempted to grow a variety of crops including wheat, oats, flax, and fruit trees, but soon discovered these non-native plants were too vulnerable to disease to be profitable. By the late nineteenth century, most farmers grew primarily corn, which had been successfully cultivated by Indigenous peoples in Iowa and proved resistant to disease, and many also raised hogs. By the turn of the twentieth century, farmsteads typically featured large barns, some octagonal in form and many topped with gambrel roofs; tall, cylindrical, concrete silos; well-ventilated corncribs with tight roofs; and grain elevators, often adjacent to railroad tracks (Gebhard and Mansheim 1993:31–32; Wall 1978:124–125). The Pleasant View Stock Farm (listed 2019) in Irwin raised Angus cattle from 1882 until 1924 and features two large gabled livestock barns built circa 1910. The Meyers Farmstead (listed 2021) in Lisbon, though no longer associated with its original farmhouse, features an 1870s livestock barn and 1908 feed barn, as well as an 1880s corn crib/hog barn and 1910s concrete silo. The August and Josephine Riemenschneider Farmstead (listed 2022), in Marshall County, features a distinctive 1902 horse barn.

There were several important industries in the state in the early twentieth century. The Metz Manufacturing Company building (listed 2021) was built in Dubuque in 1903 to house the manufacture of sashes, doors, blinds, moldings, frames, and stairs. L. Harbach and Sons was one the state's largest furniture manufacturers, operating factory and warehouse facilities built in 1906 (listed 2015) in Des Moines until the 1920s. The McKee Button Company, where pearl buttons were manufactured until the 1960s, was founded in 1895 in Muscatine and built the current building in 1907 (listed 2020). McCleery Calendar Factory (listed 2015) was founded in Washington in 1905 and expanded to the current building in 1923. The state's extensive coal deposits also provided a valuable mining industry in the early twentieth century. Henry A. Baxter was a merchant in Washington during this period who established the H.A. Baxter Coal Company (listed 2015). Baxter, whose facility included the only coal elevator in town, sold coal as well as grain and building materials. Coal production in Iowa peaked during World War I, then declined until the 1940s when many of the small towns that relied on coal all but vanished from the landscape (Wall 1978:144–146).

### ***Depression and War, 1920-1950***

The period of Iowa's history extending from the "Roaring Twenties" through the end of World War II brought many changes to architectural trends in the state, which reflected changes of fortune experienced throughout the nation. The 1920s was a period of prosperity and growth, during which many Iowa cities expanded, experimenting with steel construction and other new building technologies. Construction all but halted at the onset of the Great Depression, however, and apart from public works projects funded by the federal government, many substantial projects ceased progress until their owners prospered following World War II (Alread and Campbell 2004:8–9).

In 1901, the Iowa Park and Forest Association was established in Ames, followed by legislation establishing public parks in 1917 and the purchase of land for Iowa's first state parks the following year. By the 1920s, Iowa's state park system boasted thirty-one parks and reserves. In the 1930s, the state park system enjoyed a period of improvements as the Works Progress Administration (WPA), Public Works Administration (PWA), and Civilian Conservation Corps (CCC) improved recreational facilities and infrastructure across the nation (Conrad 1991; Gebhard and Mansheim 1993:17; McKay 1990). East Park in Mason City (listed 2014), designed by landscape architect Frank Pease, was established in 1909 on the Winnebago River. The park

featured curvilinear roads, a band shell, and picnic areas. In 1937, the WPA funded the construction of concrete edges for Willow Creek and spillways to control flooding, a stone footbridge, picnic shelters, and tennis courts.

School consolidation took place in earnest during this period, generally pooling resources from many small rural schools into fewer larger schools, often enabling rural students to study high school level coursework for the first time (Gebhard and Mansheim 1993:33; Wall 1978:188). The Independent Consolidated School District of Shelby was created in 1919 by combining eight smaller districts, and the 1922 Shelby Consolidated School building (listed 2014) was constructed to house this larger student body. The Old Fort Madison High School building (listed 2014) was constructed in 1923 to accommodate rapidly growing student enrollment, in part because the town itself was growing rapidly at that time and in part because rural students were bussed to town to attend high school.

As with the previous decades, Proudfoot, Bird, and Rawson continued to be an important architectural firm in Iowa through this period (Gebhard and Mansheim 1993:33). The firm was especially prolific in Des Moines where they designed the G.W. Jones Building in 1920 (listed 2016), the Apperson-Iowa Motor Car Company Building in 1921 (listed 2016), and the 1924 Equitable Life Insurance Company Building (listed 2015). H. Clark Souers joined the firm in 1925 followed by Oren Thomas in 1931. The firm designed the Art Deco-style Des Moines Building (listed 2013) and the Junior and Senior High School and Annex in Algona (listed 2014) that year. The firm's work is also represented in residential, commercial, and industrial buildings in Des Moines' Greenwood Park Plats Historic District (listed 2013), the Cedar Rapids Central Business District Commercial Historic District (listed 2015), the East Des Moines Industrial Historic District (listed 2017), the Colfax "Spring City" Commercial Historic District (listed 2018), the East Des Moines Commercial Historic District (listed 2019), the First Avenue East Historic District in Newton (listed 2020), and the Iowa City Downtown Historic District (listed 2021).

### ***Mid-Twentieth Century Developments, 1950 to 1975***

This is perhaps the least studied of Iowa's historic architectural periods, as buildings constructed from the 1950s through the 1970s are the most recent to meet the fifty-year age requirement set by the National Park Service. Buildings from this period are considerably more familiar than the architecture of more distant eras, and as a result are often overlooked as not being historic at all. However, this period of architectural history saw the height of Modernism and its impact on Iowa's built environment, from the lasting inspiration of Frank Lloyd Wright to the glass and steel boxes of Mies van der Rohe to monumental concrete designs (Alread and Campbell 2004:10).

From the 1930s through the 1950s, Prairie School architecture enjoyed a resurgence as Frank Lloyd Wright applied principles from his previous work to a simplified, distinctly American house style. The result was the Usonian house, a low-profile building with extended rooflines, covered parking, glass doors opening to terraces or patios, and large windows connecting interior spaces to the surrounding landscape (Peterson and Christian 1988). Wright himself designed at least seven houses in Iowa during this time, and several apprentices from Taliesin, Wright's Chicago home and architectural school, went on to design Usonian buildings in Iowa as well (Alread and Campbell 2004:9; Gebhard and Mansheim 1993:34–35; Wilson and Robinson 1977:30). Other Usonian-style homes were constructed by architects trained at Iowa State University or other major universities. For example, Iowa City architect Roland C. Wehner, who studied architecture at Iowa State University, designed his own Usonian-style home in Iowa City in 1959 (listed 2013).

One of the most prominent commercial building types from this period is the bank building. Earning public trust through architecture, bank buildings are typically updated frequently over time, favoring monumental forms that give a sense of permanence, stylish architecture that displays the solid financial footing of the business, and modern technologies that ensure the safety of the valuables held within. Mies van der Rohe designed the Home Federal Savings and Loan Association of Des Moines (listed 2017), a flat-roofed, stone, steel, and glass Modernist building completed in 1962, the first of its kind in the city. In Davenport, bank buildings from this period featured monumental masonry construction. First Federal Savings and Loan was established in 1933 and replaced an earlier building with the present one in 1966. Designed by William F. Cann of the Bank Building and Equipment Corporation of St. Louis, the building is constructed of reinforced concrete

with a marble veneer. First National Bank of Davenport (listed 2018) was designed by local architects Stewart-Robison-Laffan and completed in 1967 featuring the masonry construction, pedestal form, and colonnades of the New Formalist style.

Recently completed buildings are difficult to place in their historic context, and the architecture of Iowa after the 1970s will benefit from further study and the passage of time before evaluation. Therefore, the architectural history of the past fifty years is not included here.

### ***Status of the Iowa Site Inventory***

An inventory of historic resources is maintained by SHPO in the Iowa Site Inventory. These files include NRHP properties and individual site inventory forms, as well as reconnaissance and intensive level survey reports. Information about each documented property varies, ranging from a single photograph to context in a survey report to a full NRHP nomination.

The SHPO also administers the NRHP program in Iowa. The National Register is the nation's official list of cultural resources worthy of preservation and includes buildings, structures, objects, sites, and districts across the nation. Resources may be nominated to the NRHP based on a set of uniform standards that assess integrity, age, and significance. The NRHP is an honorary designation and is used in part to determine eligibility for federal and state preservation incentive programs.

National Historic Landmarks (NHLs) are resources that are nationally significant, illustrating the history of the United States. These resources represent an outstanding aspect of American history and culture. They help us understand the history of the nation and illustrate the nationwide impact of events or persons associated with the property, its architectural type or style, or information potential. NHLs are automatically included in the NRHP.

In addition to the inventory and NRHP files maintained by the SHPO, much of this information is also available to the public through the Iowa Culture App, a mapping tool that invites Iowans to explore more than 3,500 cultural sites across the state.

The table below provides a summary of the data contained in the Iowa Site Inventory File and its growth under the previous preservation, 2013-2022.

	As of January 1, 2013	As of December 31, 2021	Percent Change
Number of Report Entries in the Historic Architectural Database (HADB)	1,978	2,252	+14%
Number of Historic/Architectural Properties in the Inventory	125,613	134,636	+7%
Number of Individual Historic/Architectural Listings in the National Register	2,165	2,405	+11%
Number of Historic/Architectural District Listings in the National Register	285	380	+33%
Number of Historic/Architectural MPDF Listings and Theme Studies	125	134	+7%
Number of National Historic Landmarks	25	27	+8%

## Additional Cultural Resource Programs

### *Review and Compliance*

Known also as Section 106 Review, projects that utilize federal funding or require federal permitting must take into account any adverse effects on cultural resources as outlined in Section 106 of the National Historic Preservation Act of 1966, as amended. The federal agency overseeing the project or providing funding is required to complete this review before the expenditure of federal funds or the issuance of any licenses or permits. The review includes identifying any resources in the project area that have been listed or are eligible for listing in the NRHP, assessing any impact the project may have on those resources, and resolving adverse effects on cultural resources.

A Section 106 Review is a consultative process. Federal agencies must consult with the SHPO and/or the appropriate Tribal Historic Preservation Officer. Obtaining input from the Advisory Council on Historic Preservation (ACHP), appropriate historic preservation commission(s), the general public, and other stakeholders is required. These parties must be provided a reasonable opportunity to comment on the project and its impacts on cultural resources before the federal agency proceeds with the project. The table below summarizes the impact of review and compliance projects during the previous preservation plan, 2013–2022.



FORUM 2018 tour to Park Inn Hotel  
Credit: Paula Mohr

	As of January 1, 2014	As of December 31, 2020	Percent Change
Number of Review & Compliance Reviews Completed	63,351	77,424	+22%
Number of Historic Resources Added to Inventory Through Review & Compliance Process	16,250	20,952	+29%
Number of Archaeological Properties Added to Inventory Through Review & Compliance Process	8,332	9,547	+15%
Number of Projects Requiring Mitigation	1367	1750	+28%

As can be seen from the above table, the number of reviews completed between 2014 and 2020 has increased significantly, leading to substantial increases in recorded archaeological and built environment properties. The sizable increase in the number of mitigation projects has also provided needed data used to develop historic contexts and information on specific historic properties before they were adversely affected by federal projects.

## Federal and State Historic Tax Credits

Historic tax credit programs at the federal and state level encourage the use

of best practices in the treatment of historic properties during rehabilitation and adaptive reuse projects. Both programs utilize the Secretary of the Interior's Standards for Rehabilitation of Historic Properties and may be used simultaneously. Tax credit programs incentivize historic preservation by offering dollar-for-dollar credits on income taxes. The Iowa SHPO partners with the NPS for both the federal Historic Preservation Tax Credit Program offering 20% of qualified rehabilitation expenditures for the rehabilitation of commercial properties and Iowa's Historic Preservation Tax Credit Program, administered by the Iowa Economic Development Authority (IEDA), offering up to 25% of qualified rehabilitation expenditures for rehabilitation or adaptive reuse of commercial, residential, and other buildings.

The following table summarizes state and federal tax credit program data during the previous preservation plan, 2013-2022.

	As of January 1, 2013	As of December 31, 2021	Percent Change
Number of Federal Tax Credit Projects	537	817	+52%
Number of State Tax Credit Projects	631	1,292	+105%
Number of Jobs Created by State Tax Credit Projects	2,497	31,322	+1154%
Total Investment in State Tax Credit Projects	\$0.1 billion	\$1.7 billion	+169%

Utilization of the federal and state tax credit programs has dramatically since 2013, due in part to increased public awareness about these programs and technical training in meeting the Secretary's Standards. In addition, the number of individual NRHP listings in Iowa has increased by 11% and the number of districts has increased 33% since 2013, resulting in more properties meeting the eligibility requirements for these tax incentive programs.

### ***Certified Local Government (CLG) Program***

The CLG Program illustrates a commitment to prioritize historic preservation

and ensure protection of cultural resources through a partnership between local, state, and federal governments. Local communities commit to best practices in historic preservation with support from the SHPO and the NPS. Iowa has one of the largest CLG programs in the nation, and the program is a critical component of preserving and increasing awareness of Iowa's unique cultural heritage.

Through the certification process, local governments may fulfill these goals by enacting local legislation establishing a historic preservation commission (HPC). Though most historic preservation commissions are formed by CLGs, they may also be established by local municipalities that do not participate in the CLG Program. The goal of commissions is to advise elected officials about local historic preservation priorities, educate their community about the importance of historic preservation, and participate in special preservation projects. Some HPCs participate in the review of alterations to buildings within local historic districts.

CLGs in good standing with the SHPO are eligible for funds through the CLG Grant Program. CLG Grants are pass-through grants funded by the NPS's Historic Preservation Fund. The Historic Preservation Fund grant was established in 1977 to record, document, repair, and protect properties, landscapes, traditional cultural practices, and archeological sites; to support preservation planning, education, training; and to provide technical preservation assistance. Grant-funded activities may include NRHP nominations, education projects, architectural or archaeological surveys, and preservation planning.

	As of January 1, 2013	As of December 31, 2021	Percent Change
Number of CLGs	85	90	+6%

The CLG program continues to grow steadily in Iowa as local government officials, businesses, homeowners, and historic preservationists learn about the variety of economic benefits for local communities. In addition to the increasing number of CLGs, over the period of the last preservation plan, 2013-2022, 109 CLG grants were awarded by SHPO totaling \$813,731.

### **Public Education and Technical Services**

The SHPO offers a variety of public education and assistance programs,

including the annual Preserve Iowa Summit, which offers presentations by experts in preservation and related fields, hands-on workshops, and educational tours. SHPO staff members also offer technical assistance to constituents undertaking projects within the NRHP, architectural survey, historic tax credit, local preservation planning, and review and compliance programs. They also offer general historic preservation advice to the public.

During the 2012 – 2023 plan period, SHPO also administered Department of Cultural Affairs grant programs. These programs included the Country School Grant Program, offering up to \$5,000 to assist in the preservation and maintenance of one-room and two-room country schools and the Historical Resource Development Program, offering up to \$50,000 in matching grants to help preserve, conserve, interpret, enhance, and educate the public about Iowa's historical assets. Additionally, the Field Services program provided expert assistance in museums, historic preservation, and documentary collections to those seeking or awarded Historical Resource Development Program grants.

Number of Grants Awarded through Country School Grant Program 2013-2021	32
Total Funding Awarded through Country School Grant Program 2013-2021	\$87,676
Number of Grants Awarded through Historic Resource Development Program 2013-2021	141
Total Funding Awarded through Historic Resource Development Program 2013-2021	\$3,842,842

The OSA also offers public research opportunities, education programs, and technical assistance. These programs support the ongoing documentation of Iowa's archaeological past, including expanding the state's archaeological

site inventory and serving as an artifact repository. The education and outreach program provides programs, resources, and opportunities for people of all ages to understand and appreciate Iowa's archaeological heritage and preserve it for the future. OSA staff conduct K-12 student activities, teacher workshops, community lectures, information booths, and tours of the OSA lab and collections. In addition, exhibits, traveling resource boxes, and publications are available for use by members of the public.

Under Iowa code, OSA is responsible for the proper treatment of human remains and burial sites over 150 years of age, which is achieved through the bioarchaeology program. This program connects OSA staff with developers to avoid known burial sites, document inadvertent discoveries, preserve burials in place whenever possible, and cooperate with tribal descendent communities when reinternment is necessary. To this end, OSA administers and oversees six state-owned cemeteries. OSA also consults on burials/mounds and maintains the archaeological site inventory, which includes Geographic Information Systems mapping components for their work.

OSA has the largest curation facility for archaeological materials in the state, though others operate in the state as well. Curation services include organizing, preserving, and storing artifact or document collections, as well as preparing collections for loan, exhibition, or research.

Both SHPO and OSA hold conservation easements and covenants. Properties subject to conservation easements retain their ownership rights, but the historic and archaeological sites identified within the easement are legally protected. Easements transfer with the property, protecting these resources for the duration of the easement, typically in perpetuity. Some easements are initiated by property owners seeking to create a legacy of protection, while others are the result of mitigation requirements during review and compliance projects or requirements of federal grant programs. SHPO currently holds over sixty conservation easements (Iowa Code 457A) across the state, while OSA currently holds ten conservation easements that protect twenty-two archaeological sites, primarily in eastern Iowa.

## Conclusion

This plan is intended for all Iowans, including those currently participating in preservation efforts, those interested in expanding their efforts in historic

preservation, and those just beginning to explore preservation in Iowa. The plan is a useful planning tool and should be incorporated into state, county, and local planning processes and documents, ensuring that historic preservation is part of the fabric of planning in Iowa. The plan should also be used by members of the community, including developers and contractors, non-profit organizations, and individuals to help guide activities related to preservation and direct mission-based programming. Working together, Iowans can achieve the goals contained within this statewide preservation plan.

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# APPENDIX A: PUBLIC INPUT SURVEY QUESTIONS

The planning process began with a Strengths-Weaknesses-Opportunities-Threats (SWOT) analysis. To begin this analysis, the Preservation Plan Task Force developed a brief online questionnaire to assess the preservation priorities of Iowa's preservation community. The questionnaire also began the SWOT analysis by asking stakeholders to identify strengths and weaknesses of the previous plan, opportunities that remain unfulfilled or were not included in the previous plan, and threats that face the preservation community today. The questionnaire was created and hosted through the SurveyMonkey platform and advertised through Iowa Department of Cultural Affairs (DCA) e-newsletters, DCA Preservation Summit materials, and direct invitations by State Historic Preservation Office (SHPO) staff and Advisory Committee members. The survey remained open from May 2021 through August 2021, and there were 215 respondents. See Appendix B for survey responses.

## Survey questions for 2023-2032 preservation plan

The SHPO is leading the effort to develop a new historic preservation plan for Iowa's professional and grassroots preservationists across the state. Historic preservation is the effort to preserve and protect culture and tradition through the physical preservation and protection of historic buildings, landscapes, and other sites. Historic preservation does not stop with the physical and includes the efforts to use those historic properties for education, interpretation, cultural enrichment, and public benefit. This plan will address the preservation of historic buildings, bridges, cemeteries, precontact and historic archaeology, and other resources in the state, and it will identify our state's priorities and goals for preservation for the next ten years. The statewide historic preservation plan provides the framework for the ongoing work of all of Iowa's preservation partners. Your input will make it a stronger plan.

Please take a few moments to share your views on Iowa preservation. You have the option of completing this survey anonymously or providing your name and contact information. If you provide your name and contact information, you may be contacted by the DCA with updates on historic preservation activities and events.

Updates about the preservation plan project will be posted on our website at <https://iowaculture.gov/history/preservation/preservation-planning/statewide-preservation-planning>.

**First, tell us something about yourself. I am a (please check as many as apply):**

- Affiliated with a library, museum, or arts organization
- Archaeologist
- Architect
- Architectural Historian
- Nonprofit preservation organization (board member)
- Nonprofit preservation organization (dues paying member)
- Local historical society (board member)
- Local historical society (dues paying member)
- Cemetery advocate
- Consultant
- Educator
- Elected official (Federal)
- Elected official (State)
- Elected official (Local)
- Government staff (Federal)
- Government staff (State)
- Government staff (Local)
- Heritage tourist
- Historian
- Historic Preservation Commission (commission member)
  - Is your commission part of the CLG program? yes or no
- Historic Preservation Commission (staff)
  - Is your commission part of the CLG program? yes or no
- Historic Preservationist

Historic property owner  
Historic site staff or volunteer  
Local business owner  
Member of the public with an interest in historic preservation  
Member of a cultural or ethnic group  
Neighborhood volunteer  
Planning Department staff  
Property developer  
Real estate professional  
Student  
Other \_\_\_\_\_

**What is your age bracket?**

30 or younger?  
31 - 45?  
46 - 65?  
66 or older?

**Do you live in Iowa?**

Yes  
No

If no, in what state do you live?  
Drop down table with choices.

**If you live in Iowa, in what county do you live?**

Drop down table with choices, including “out of state”.

**What is the population of the city or town that you live in?**

Rural / Unincorporated  
Less than 500  
501-1,000  
1,001-2,500  
2,501-5,000  
5,001-10,000  
10,001-50,000  
50,001-100,000  
Over 100,000

**What singular reason has caused you to be interested in historic**

**preservation?**

A historic building in my community was lost.  
An historic building important to the state was lost.  
I own a historic property.  
I think stories about our history and historic places are important.  
I think historic buildings and landscapes are important.  
I want development that respects and complements my community’s historic places.  
Other \_\_\_\_\_

**What pre-contact and post-contact resources do you think are the most important to preserve in our state? (Please select all that apply, but please include only those you feel are of highest priority.)**

African American resources  
Agricultural resources (farmhouses, farmsteads, barns, silos, rural landscapes, etc.)  
Archaeological resources (pre-contact and post-contact, not including cemeteries or burial sites)  
Asian American resources  
Cemeteries (burial sites)  
Civil Rights-related resources  
Civic Buildings (library, city hall, courthouse, etc.)  
Commemorative landscapes  
Downtowns and/or Main Streets  
Educational buildings and/or complexes (schools, colleges, universities, etc.)  
Historic gardens  
Indigenous resources  
Industrial buildings and/or complexes  
Latinx resources  
LGBTQ resources  
Mid-twentieth century resources  
Neighborhood Gathering Places (community center, coffee shop, commons, etc.)  
Neighborhoods (worker housing, mill housing, mid-20th-century housing developments, etc.)  
Pacific Islander/Native Hawaiian resources  
Public parks

Recent past resources (less than 50 years of age)  
Rural housing  
Sacred places (churches, temples, synagogues, mosques, etc.)  
Structures (bridges, dams, gates, etc.)  
Urban housing/neighborhoods  
Other \_\_\_\_\_

**How would you be impacted if a historic place that you care about were threatened? (select one)**

A lot.  
A little.  
Not at all.  
Other \_\_\_\_\_

**What would you do if a historic place you care about was threatened? (select one)**

I would advocate for its preservation.  
I would contact the local government.  
I would contact the local historic preservation commission.  
I would contact the state preservation authority.  
I wouldn't know how to get help saving it.  
Other \_\_\_\_\_

**Have you been involved in advocating for, protecting, or preserving a historic place?**

Yes  
No

**Please specify how you have been involved.**

Free Answer

**What are the opportunities for historic preservation in Iowa? (choose 5)**

Creates educational opportunities for teaching about history and culture  
Improves our understanding of the past  
Broadens our understanding of our diverse past  
Leaves a legacy for future generations to learn from and enjoy  
Demonstrates respect for our ancestors

Makes for livable communities and improves quality of life  
Retains community character  
Reduces sprawl and saves farmland and open space  
Promotes environmental benefits like conserving energy and saving space in landfills  
Creates opportunities for economic development  
Creates jobs in the preservation construction industry  
Brings tourism dollars to communities  
Other \_\_\_\_\_

**What do you think are the challenges for historic preservation in Iowa? (would like to have them rank this if possible in our survey mechanism)**

Development pressure  
Lack of public awareness or interest  
Lack of financial resources  
Lack of access to experts in preservation trades  
Lack of technical skill or support  
Lack of prioritization or interest by community leadership  
Lack of local leadership for preservation activities  
Lack of financial incentives  
Threat of natural disasters and climate change related issues  
Lack of understanding by public officials  
Other \_\_\_\_\_

**Comment**

**What issues should be the top priorities for the statewide preservation community to address over the next 10 years?**

Encourage youth participation in preservation activities  
Provide more outreach to university/college students  
Provide preservation trades training  
Climate change and how it affects historic resources  
Address diversity, equity, and inclusion in our state's preservation programs  
Educate the general public about the importance of preserving heritage resources  
Provide heritage education to policy makers and other decision-makers who influence the fate of the built environment and/or land containing archaeological resources



Develop and disseminate information about the economic and cultural value of historic preservation in Iowa  
Develop additional guidance for compliance with local, state, and federal historic preservation regulations  
Provide more training and technical assistance to local historic preservation staff and commissions  
Assist in creating new local preservation groups to broaden the preservation movement  
Encourage the creation and enforcement of local preservation ordinances  
Assist with community / neighborhood revitalization planning and implementation  
Work to better coordinate preservation efforts with state, regional and local disaster preparedness planning and response  
Provide direct investment to save endangered resources  
Develop information resources and other non-financial support to assist local / private preservation activities  
Assist in identifying and protecting Native American sacred sites  
Advocate / lobby for preservation legislation and funding  
Take legal actions to protect threatened resources  
Apply technology (Geographic Information Systems, social media, etc.) to enhance effectiveness of historic preservation programs  
Reach out to developers and real estate professionals to increase awareness of historic preservation opportunities and programs  
Partner with natural resource conservation organizations and/or heritage corridor programs to work toward mutual goals  
Other\_\_\_\_\_

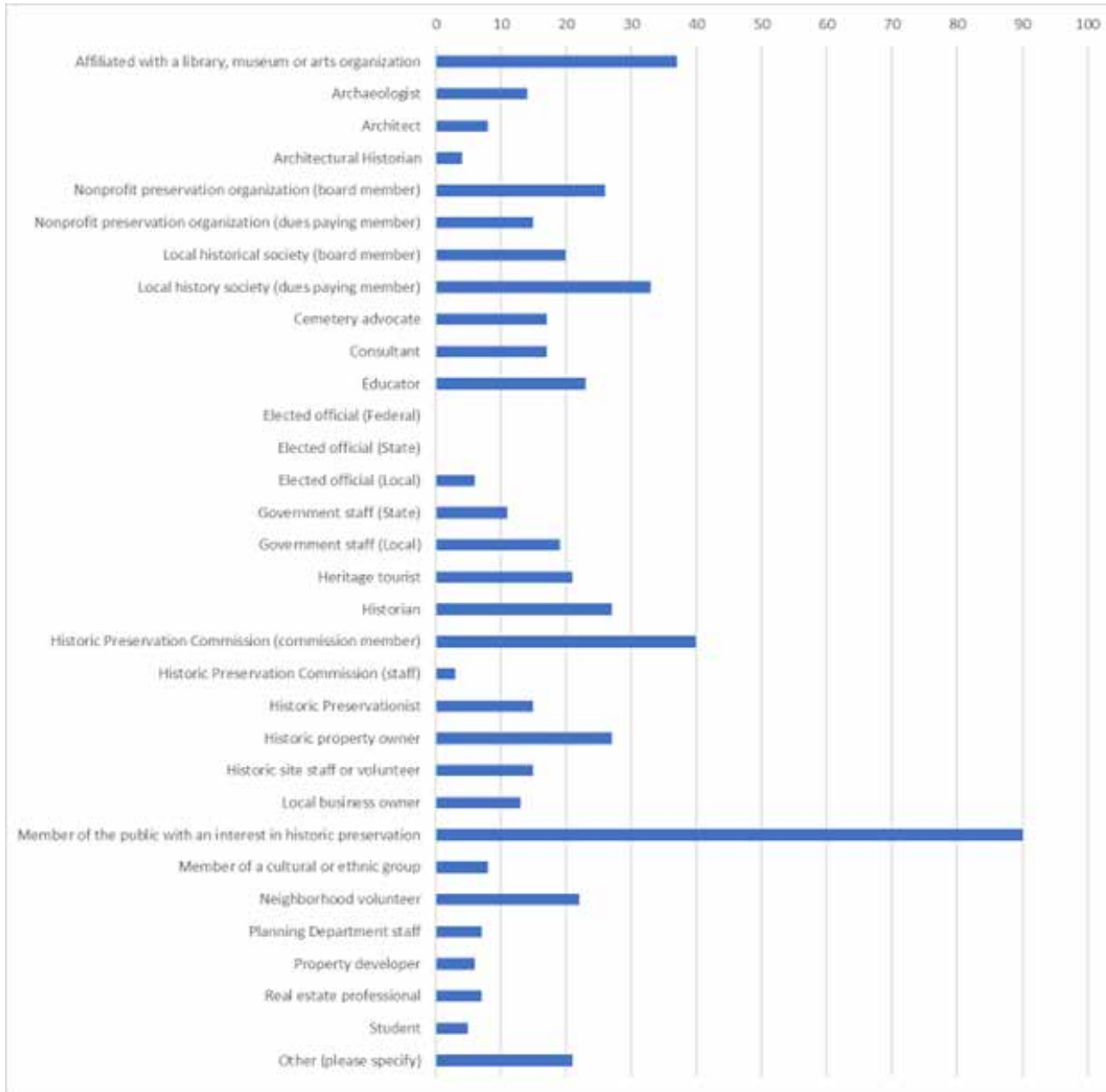
**Is there anything else you would like to share about historic preservation in Iowa?**

Free answer

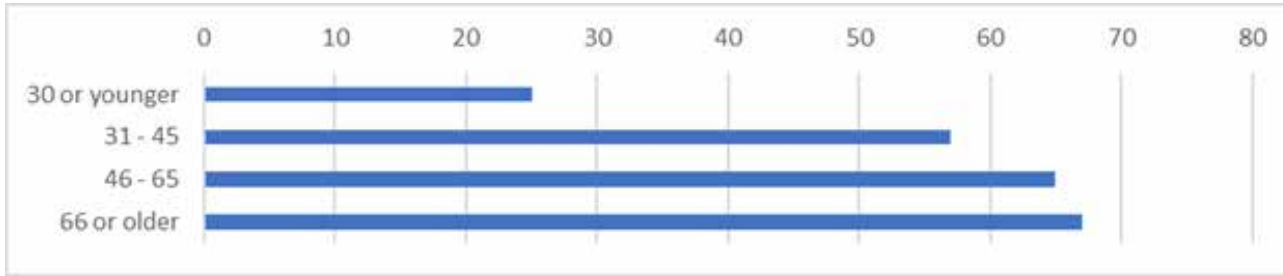
Your responses are valuable and thank you for completing this survey!  
Updates about the preservation plan project will be posted on our website at: <https://iowaculture.gov/history/preservation/preservation-planning/statewide-preservation-planning>

# Appendix B: PUBLIC INPUT SURVEY RESULTS SUMMARY

## 1. First, tell us something yourself. I am a:



2. What is your age bracket?



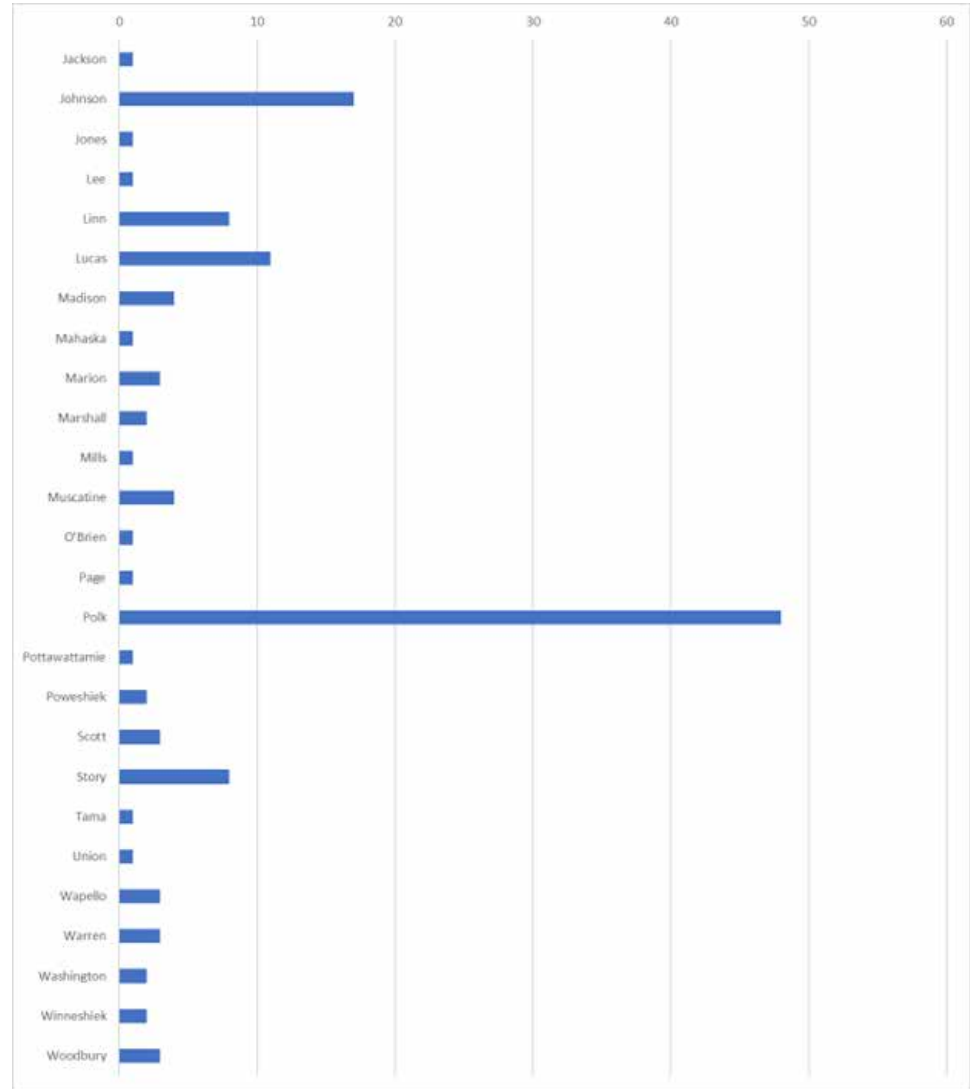
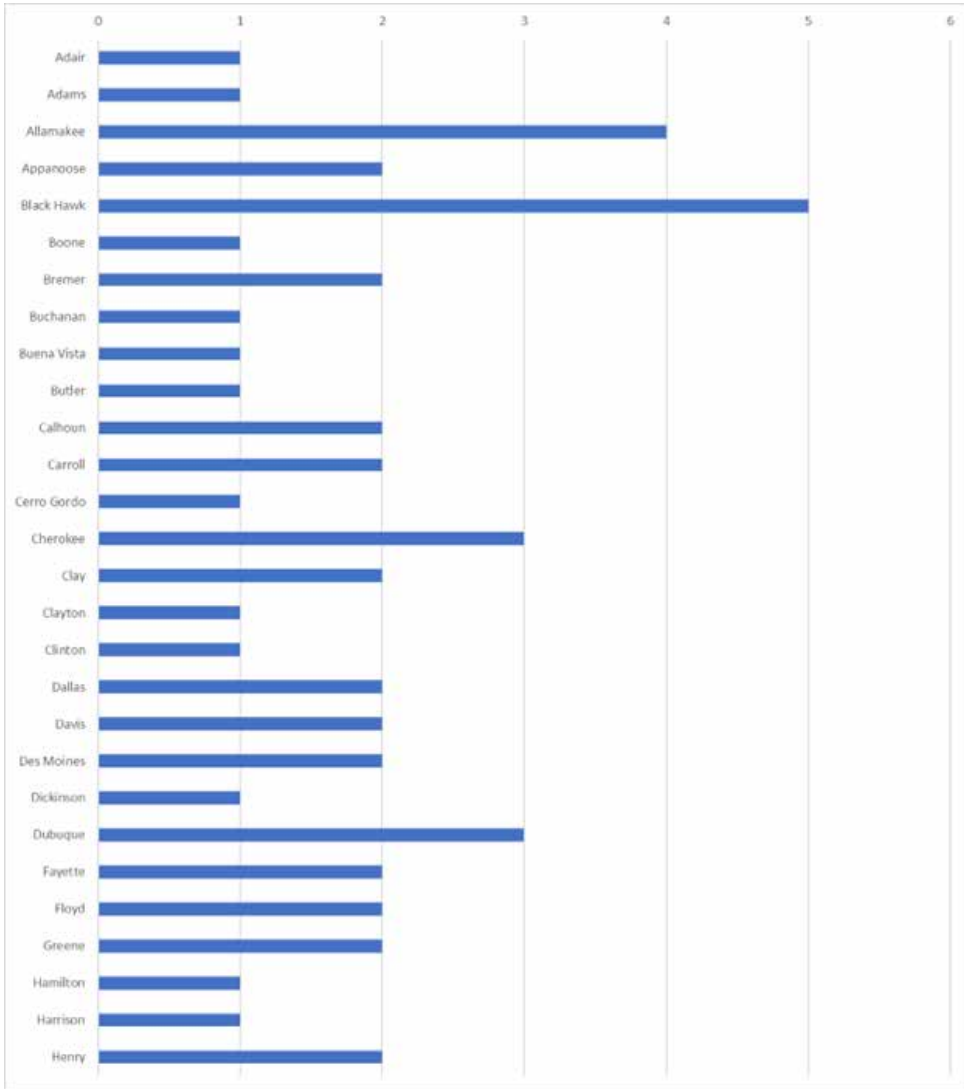
3. Do you live in Iowa?



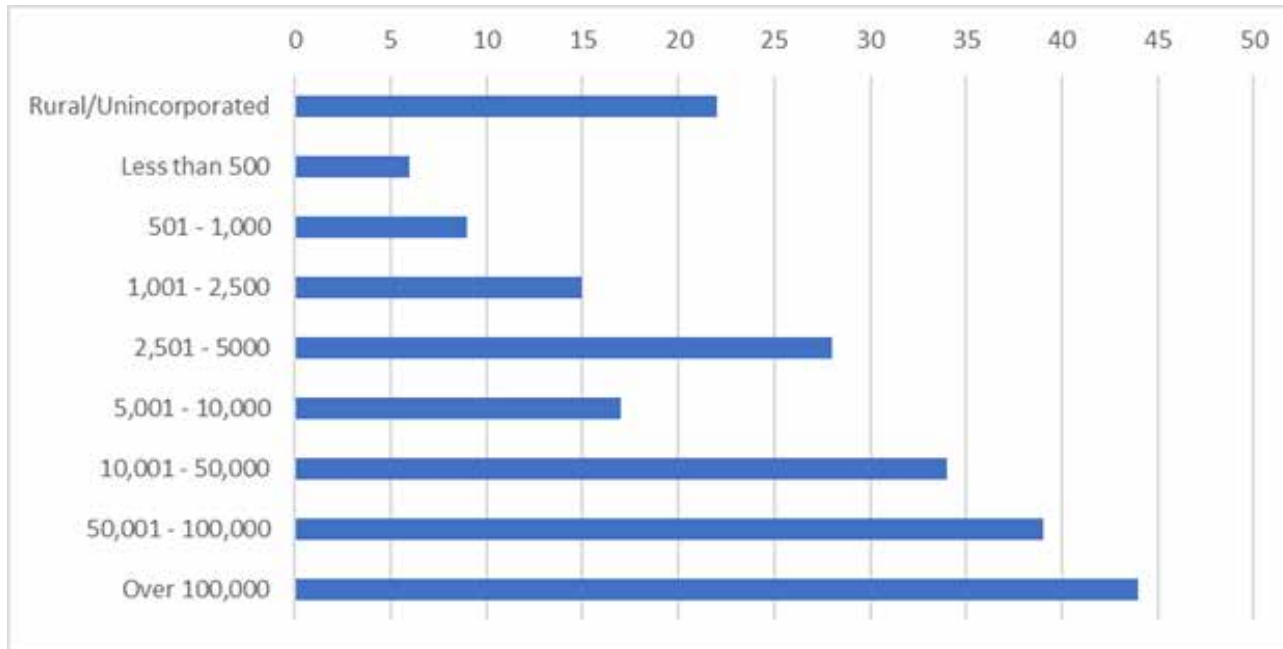
4. If no, in what state do you live?



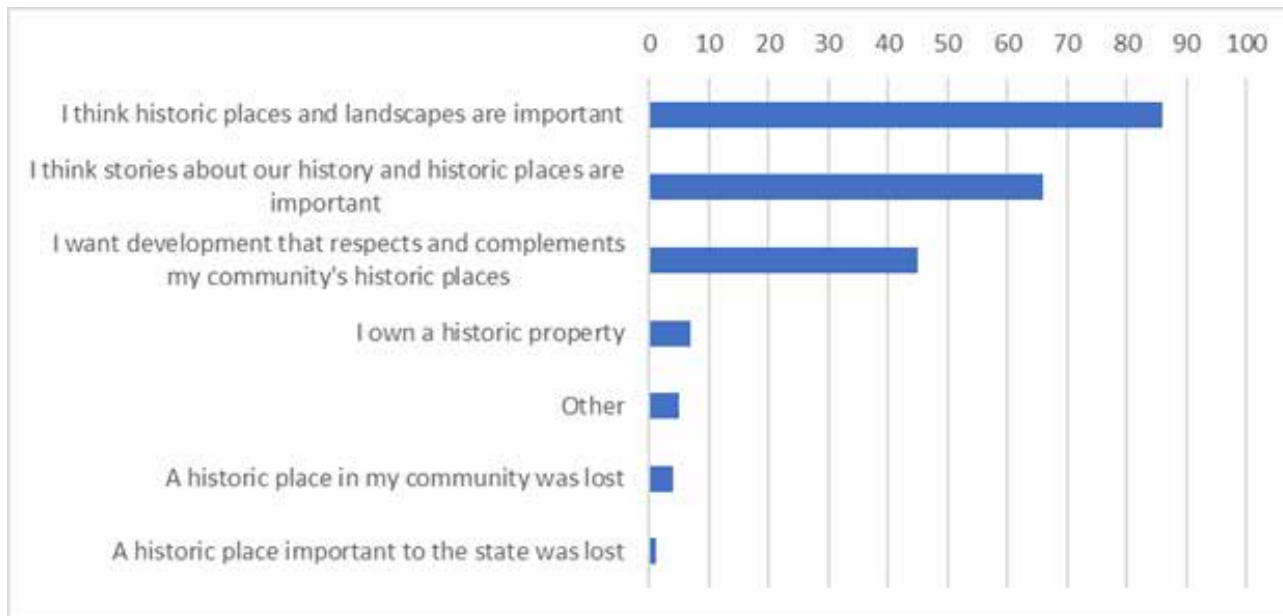
5. In what county do you live? (those not displayed had zero respondents)



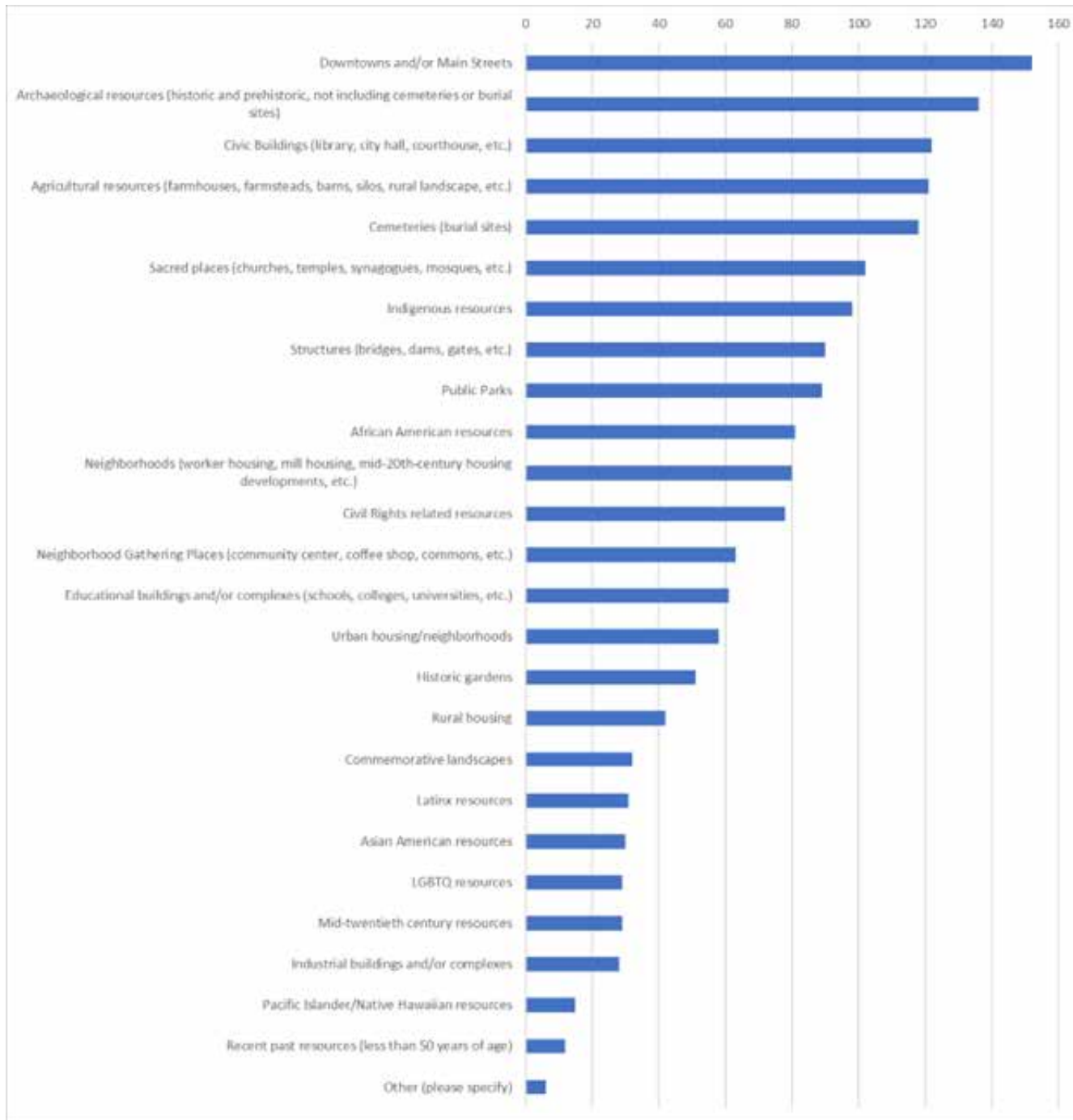
6. What is the population of the city or town that you live in?



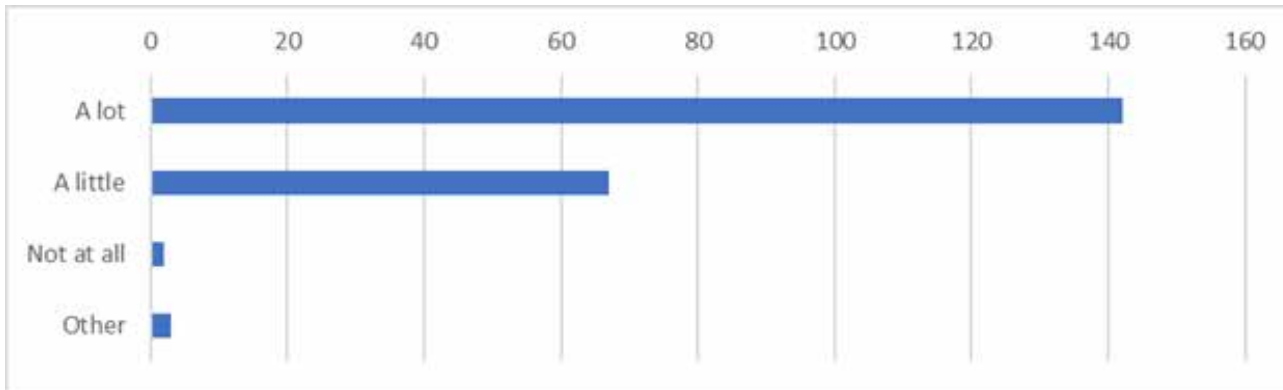
7. What singular reason has caused you to be interested in historic preservation?



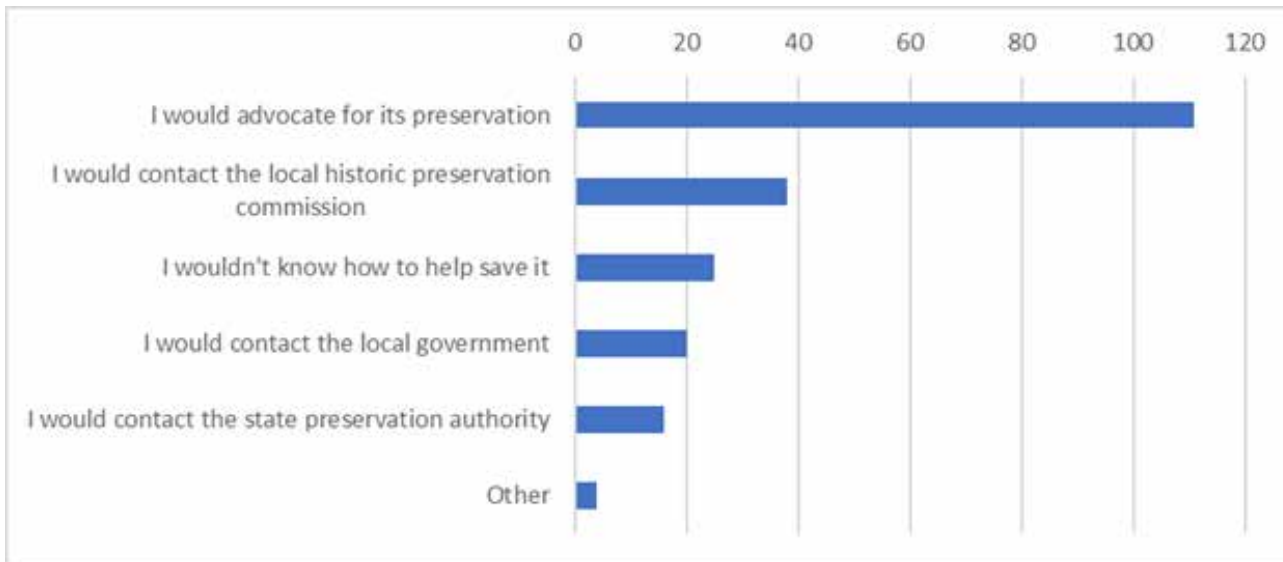
8. What pre-contact and post-contact resources do you think are the most important to preserve in our state?



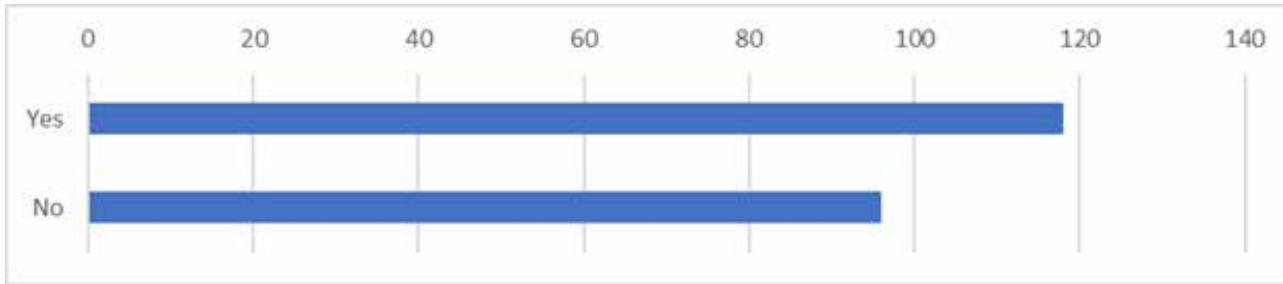
9. How would you be impacted if a historic place that you care about was threatened?



10. What would you do if a historic place you care about was threatened?

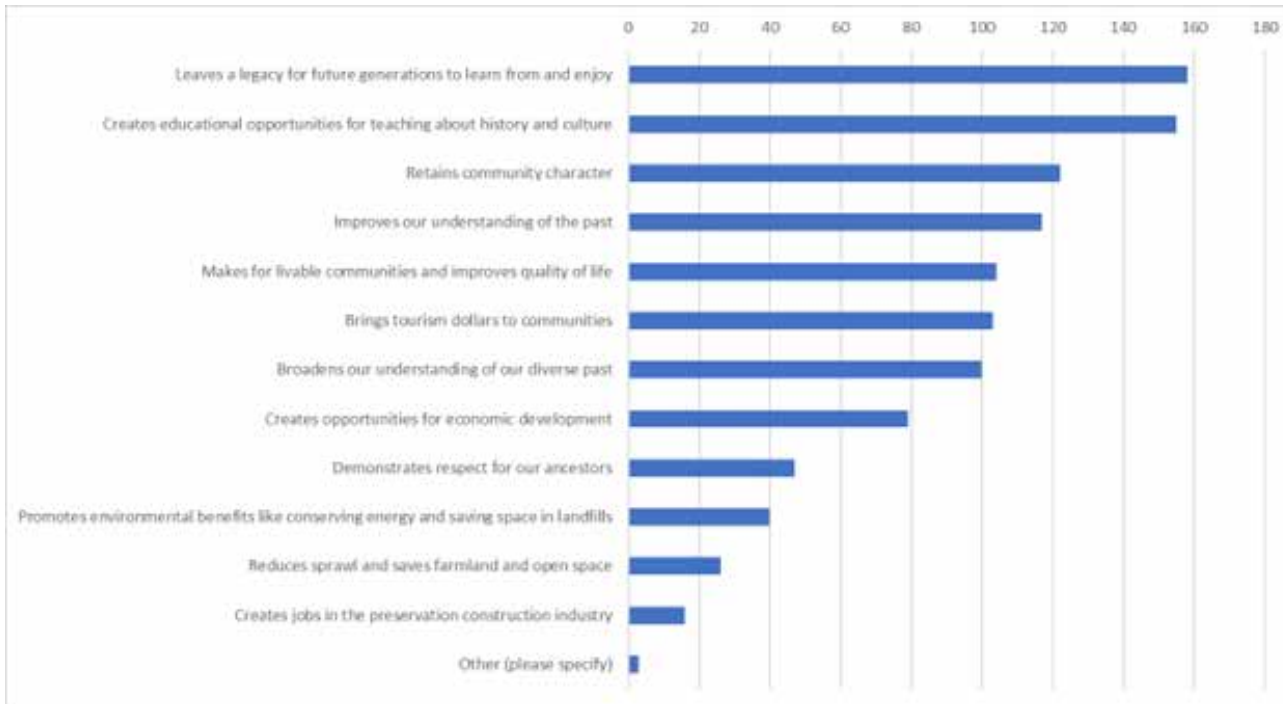


11. Have you been involved in advocating for, protecting, or preserving a historic place?



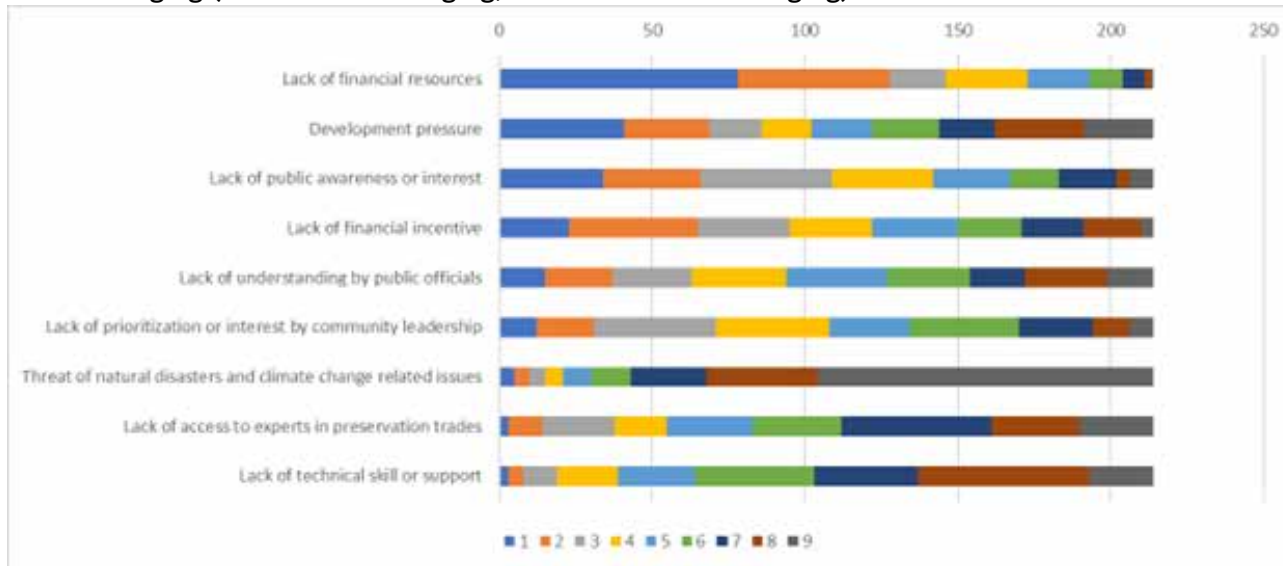
12. If you answered yes, please specify how you have been involved.

13. What are the benefits of historic preservation in Iowa?



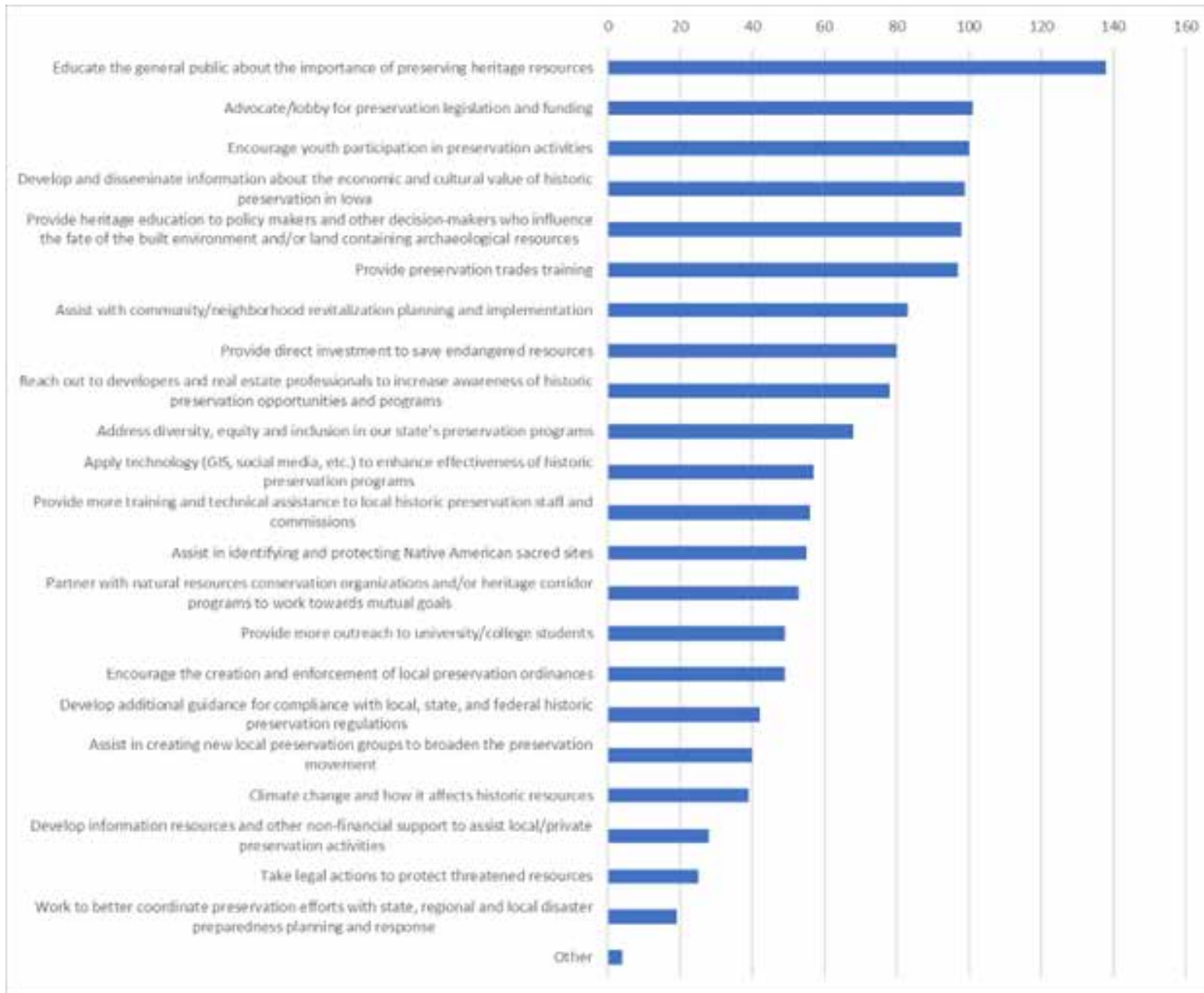


14. What do you think are the challenges for historic preservation in Iowa? Please rank the following in order from most challenging to least challenging (1 is most challenging; 9 is the least challenging).



15. Are there any additional challenges, not listed in the previous question, that should be included?

16. What issues should be the top priorities for the statewide preservation community to address over the next 10 years?



17. Is there anything else you would like to share about preservation in Iowa?

# APPENDIX C: TARGETED INTERVIEWS

A series of in-depth, one-on-one interviews were conducted by the Goaltrac team with eleven interviewees representing the depth and variety of perspectives within historic preservation and related fields. Interviewees were chosen to ensure representation among a broad range of interests directly and indirectly related to historic preservation efforts in Iowa. These interviews focused on the SWOT analysis and invited interviewees to provide detailed feedback on each area of analysis as it relates to preservation in Iowa over the coming decade.

## Targeted Interview Candidate List

Suzanne and Johnathan Buffalo  
Meskwaki Nation, Sac & Fox of the Mississippi in Iowa  
Office of the State Archaeologist (OSA) Indian Advisory Council

Madison Deshay-Duncan, Founder  
Community Legacy Matters, Inc.

Barry Jurgensen, Outdoor Recreation Planner  
National Park Service

Kanan Kappelman, Team Leader Communications and Tourism  
Iowa Economic Development Authority

Rebecca McCarley, Principal  
Spark Consulting

Christine Happ Olson, Assistant Planner  
City of Dubuque

Terry Philips, Owner and Contractor  
T K Enterprises

Branden Scott, Archaeologist  
Impact7G, Inc.

Michael Wagler, State Coordinator  
Main Street Iowa

Candy Welch-Streed, Director of Partnerships  
Silos and Smokestacks National Heritage Area

## Targeted Interview Questions

1. Please tell us a little bit about yourself and your interest in historic preservation.
2. What are Iowa's Preservation Efforts current STRENGTHS?
3. What are Iowa's Preservation Efforts current WEAKNESSES?
4. What are Iowa's Preservation Efforts OPPORTUNITIES over the next ten years?
5. What are Iowa's Preservation Efforts THREATS over the next ten years?
6. Is there anything else you would like to add?

# APPENDIX D: STRENGTHS/WEAKNESSES/ OPPORTUNITIES/THREATS (SWOT) ANALYSIS

## Strengths

### 1. Tax incentives

Both the Federal Rehabilitation Tax Credit and the Iowa State Historic Preservation and Cultural and Entertainment District Tax Credit Program encourage reuse of historic properties while retaining historic character-defining features. Other federal credits and county property tax exemptions make historic projects more economically feasible.

### 2. SHPO staff

The Iowa State Historic Preservation Office (SHPO) staff is professional, very responsive, and effective in their interaction with preservationists and others. They can be counted on to respond promptly and move projects and programs forward.

### 3. Preservation-related grants

A number of state grants are available to fund historic preservation activities in Iowa. Grants for historic preservation projects are available through the Iowa Department of Cultural Affairs (DCA), including the Historic Resource Development Program. Rural Heritage Revitalization Grants are available for rehabilitation projects of buildings listed on the National Register of Historic Places (NRHP) in communities with fewer than 50,000 residents. Certified Local Governments (CLGs) in Iowa may also qualify for federally funded CLG grants.

### 4. Main Street program

Main Street Iowa has effectively helped Iowa communities use their historic downtowns and neighborhoods for economic development. It has a reputation as one of the best state Main Street programs in the country and received the prestigious Honor Award from the National Trust for Historic Preservation in 2010.

### 5. Iowa's sense of community

Iowans have a strong sense of shared identity through their town squares, landmarks, history, and stories. This makes them amenable to efforts to preserve these places.

### 6. Related goals

Highlighting the ways that preservation projects help create jobs, promote environmental stewardship, and attract tourists has helped to bring resources and support for additional historic preservation.

### 7. History and storytelling

Stories bring history to life and offer new ways to understand the past. These perspectives influence how Iowans feel about places that are significant to their lives.

### 8. Cross-agency partnerships

SHPO partners with other state agencies to advance preservation goals. For example, the Iowa Economic Development Authority (IEDA) reviews and processes state and federal rehabilitation tax credits. All divisions of the DCA—Iowa Arts Council, Iowa Humanities Council, Produce Iowa (the state film office), State Historical Society of Iowa (SHSI), and SHPO work together on various programs and projects.

### 9. Iowan cooperation

In general, Iowans are amenable to collaboration to accomplish shared goals.

## 10. Increased attention on overlooked history

Iowa preservationists have recently focused their efforts on historic sites associated with underrepresented communities and under-told stories. Preservationists have used federal grants to partner with communities and underrepresented groups to identify, document, and designate properties.

## 11. Opportunities for work

There are plenty of opportunities for preservation professionals, including preservation consultants, architects, engineers, and educators in Iowa. Additionally, there is an over-abundance of available work for preservation tradesmen/women: masons, carpenters, painters, landscapers, and roofers.

## 12. Higher education

Iowa State University offers a historic preservation curriculum and a historic preservation certificate program.

## 13. Unique landmarks

Iowa has several unique historic destinations that can continue to provide educational, cultural, and tourism benefits, including Effigy Mounds National Monument, several properties designed by Frank Lloyd Wright, and other cultural destinations.

## Weaknesses

### 1. Funding is complex

The federal and state historic tax credits entail a complicated multi-part application, extensive documentation, and a long multi-step approval process. Most small developers and residential property owners do not have the expertise and cannot afford to hire professional experts to complete the application. For many, it is not worth it.

### 2. Preservation is reactive and sometimes too late

As in the rest of the country, historic preservation in Iowa is often reactive instead of proactive. Preservation efforts often begin in earnest only when the resource is endangered. A lack of appreciation for the resource, ignorance of renovation methods that are cost-effective and appropriate for historic structures, and a lack of awareness about incentives are just some of the reasons Iowans choose demolition over renovation and trigger preservation battles.

### 3. Commercial projects are prioritized over residential projects

The commercial projects are prioritized over residential projects since commercial projects have a greater economic impact.

### 4. Training in the preservation trades is limited

There is an urgent need to develop interest and training in preservation trades as demand for those services outstrips supply. Preservation craftspersons are retiring and are not training the next generation in sufficient numbers to meet demand. This can increase project costs and delays or prompt owners/developers to complete projects with little regard for preservation.

### 5. Minority history is overlooked in schools

Iowa school curriculums often overlook stories of the state's underrepresented communities. A shift from focusing only on the places to including a focus on the people who have lived and continue to live in those places could encourage more Iowans to preserve Iowa history.

### 6. Advocacy at the state level is weak

Advocacy on purely preservation issues is hampered by a lack of a strong, organized effort.

### 7. Opportunity Zone investments are scarce in small towns

The complexity of the Opportunity Zone tax incentive makes it more commonly used for larger projects in Iowa's bigger cities. Smaller projects or projects in smaller communities are not taking advantage of this incentive.

## 8. “Historic preservation” connotes elitism

Perhaps due to earlier preservationists’ efforts – to preserve architecture associated with success in mainstream American culture – current-day historic preservation still has a reputation as an elitist enterprise. This attitude lingers despite efforts over the last several decades to expand the scope to minority, working-class, archaeological, and landscape preservation activities.

## 9. The budget cuts at archaeological organizations.

Iowa archaeologists are extremely important to the identification and protection of cultural resources under state and federal law. With budget and possible staff cuts, the Section 106 reviews and proactive work will not be accomplished and will threaten historic and cultural resources.

## 10. Preservation in Iowa would benefit from statewide organization’s increased capacity

Iowa needs a staffed, strong statewide preservation organization that can help save Iowa’s historic places through legislative and local advocacy, education, and technical assistance.

## 11. SHPO staff and government are very Des Moines-centric

As many state agencies, including SHPO, are located in the state capital, there is a sense that the needs and perspectives of rural and distant communities are not as well understood or addressed.

## 12.12. Agricultural buildings and landscapes need to be surveyed

Iowa needs an intensive statewide survey of agricultural buildings and landscapes to create an inventory of resources that are 50 years old or older.

## Opportunities

### 1. Enhance small town and rural cultural/preservation tourism to grow revenue and cultural understanding

Iowa’s small and rural communities’ historic and cultural resources can be a significant asset for heritage-based tourism and economic development. These resources can be further leveraged into greater economic potential through historic preservation and Main Street programs and through cultural heritage events and tourism.

### 2. Promote history education

Lessons about historic homes, bridges, workplaces, and other structures in Iowa’s built environment – the history those structures represent – belong in Iowa’s K-12 core curriculum as important parts of courses in history, geography, literature, music, and art.

### 3. Increase funding and opportunities for preservation trades

A more robust and accessible system is needed to encourage and help young people to enter preservation trades, find employers that need their skills, and receive ongoing training to advance their careers.

### 4. Make Historic Tax Credits (HTC) more accessible to small communities and less-experienced developers

Workshops and technical support from SHPO staff for applicants to make the historic tax credit process more “user-friendly” would increase the number of successful projects in Iowa’s smaller communities, accomplished by less-experienced developers and homeowners.

### 5. Promote hands-on preservation experiences

Iowa needs to support training opportunities in the preservation trades for students and property owners. This can be accomplished by working with local building trades programs, unions, and colleges and encouraging them to expand their offerings to include preservation skills.

## **6. Recognize and designate underrepresented neighborhoods and history**

The NRHP and Iowa's local historic designations should recognize places that are meaningful to all Iowans, including various underrepresented groups: African-Americans, Asian Americans and Pacific Islanders, differently abled people, Hispanic and Latino Americans, LGBTQ people, Native Americans, and women, as examples.

## **7. Increase the number of SHPO staff to enhance responsiveness and eliminate overwork due to increasing demand for services**

While SHPO staff are generally seen as effective, an increase in the number of staff would better meet the sheer amount of work that needs to be processed.

## **8. Tell stories to promote history and historic preservation**

Stories bring history to life and offer new ways of understanding the past. These perspectives help shape how Iowans feel about places that are significant to their lives. Preservationists should continue to forge partnerships with local organizations and volunteers to seek out community stories. Preservationists should be mindful of new and evolving ways to deliver these stories, including videos and podcasts, to share them with people of all ages—especially younger generations.

## **9. Invite more people at the preservation table**

As written in *Preservation for People: A Vision for the Future*: “Three key concepts support the vision of a future preservation movement centered on people. A people-centered preservation movement hears, understands, and honors the full diversity of the ever-evolving American story. A people-centered preservation movement creates and nurtures more equitable, healthy, resilient, vibrant, and sustainable communities. A people-centered preservation movement collaborates with new and existing partners to address fundamental social issues and make the world better.”

## **10. Work with neighborhoods**

Residents of historic neighborhoods need to be included in preservation planning. This question, “What is critical to me and my neighbors in maintaining a sense of the neighborhood?” is an essential part of any effort to enhance creative placemaking and preserve an area's sense of place.

## **11. Save and reuse historic materials when buildings cannot be saved by increasing deconstruction training and the number of salvage businesses**

Iowa should prioritize adaptive reuse of existing buildings, followed by the deconstruction of properties that must be removed alongside measures to create a thriving secondary market for these materials.

## **12. Promote Native American culture and history through tourism experiences.**

The history and culture of Iowa's Native Americans is an important part of what makes Iowa special and therefore should be preserved and promoted. Working with Indigenous communities to share their history through tourism efforts, for example, can help preserve that culture and history, benefit tribal economies, and support Indigenous communities' efforts to control their own historic stories.

## **13. Increase partnership between Travel Iowa and local nonprofit tourism entities.**

In June 2017, Chipley Consulting was hired by Silos & Smokestacks National Heritage Area to measure the economic, employment, and government revenue impacts of tourism of the heritage area. The effects of tourist visitation bring the largest economic benefit to the Silos & Smokestacks National Heritage Area. An opportunity exists to further increase impacts through greater partnership with local nonprofit tourism entities that highlight preservation resources.

## Threats

### 1. There are not enough well-trained preservation trades contractors to meet current and future demands

Workers skilled in the rehabilitation of older buildings are in short supply. The shortage is especially acute in specialized trades such as window restoration, plaster repair, and finish carpentry.

### 2. Lack of preservation education in local public education generates a lack of appreciation

Preservationists have a more difficult hill to climb when the general public is unaware or unappreciative of the cultural, economic, and sense-of-place benefits of well-preserved historic resources. This challenge could increase if students are not exposed to preservation's benefits.

### 3. Young people lack interest in preservation

It is essential to educate young people about local history and encourage them to enter careers in preservation. This would deepen the pool of advocates for historic preservation in Iowa in the future.

### 4. Gentrification preserves just architecture; revitalization preserves architecture and community

Inclusive preservation recognizes that preservation is not just about buildings and structures. It must include intangible cultural heritage, which is often available only through conversations with local residents. It requires recognizing and acknowledging the stories, places, and needs of Iowa's communities.

### 5. SHPO requirements for approval and for grants are not flexible enough to accommodate small and/or residential projects, so opportunities are lost

While there is respect for the SHPO's "high standards and consistency," small preservation projects are at risk of being delayed or lost. Recognition and accommodation of the differences inherent between

large and small projects could generate better overall outcomes.

### 6. Political polarization has made cooperation more difficult

Polarized politics have made preservation legislation, local decision-making, and resource allocation more difficult. This can lead to gridlock or other negative outcomes impacting preservation goals.

### 7. Preservation emphasizes architecture at the expense of history and culture, which can result in neglect of lower-income and minority history

An exclusive focus on built assets as great architecture ignores the buildings, landscapes, and cultural histories of many lowans and unnecessarily excludes many who will be the decision-makers and stakeholders of Iowa's future.

### 8. Preservation consultants are aging out

As preservation specialists approach retirement, it will be critical to find ways to share their expertise and build a new cadre of preservation specialists.



# APPENDIX E: GOALS AND OBJECTIVES MATRIX

## Iowa State Historic Preservation Plan 2023 - 2032

GOALS		Goal 9 PLAN FOR A PROACTIVE APPROACH TO PRESERVATION		Goal 10 ADDRESS BARRIERS AND RESOURCES TO INCREASE PUBLIC ACCESS			Goal 11 STRENGTHEN PRESERVATION ADVOCACY CAPACITY		Goal 12 ENHANCE COLLABORATION TO IMPLEMENT STATEWIDE PRESERVATION PLAN	
	OBJECTIVES	9.a Identify Problems and Applicable Best Practices	9.b Scale Statewide Where Possible	10.a Scale Digitize Historic Resources Inventory & Related Records	10.b Develop a Comprehensive, Internet- Based Iowa Preservation Resource Guide	10.c Conduct Outreach to Nontraditional Information Consumers	11.a Conduct Media Campaigns	11.b Identify Legislative Agenda	12.a Enhance Existing Partnerships or Form New Ones	12.b Implement Statewide Plan
<b>Goal 1 FOSTER HISTORIC PRESERVATION EDUCATION AND APPRECIATION</b>	1.1 Increase Preservation Content in Education									
	1.2 Increase the Number of Extra- Curricular Activities with Preservation Topics									
	1.3 Increase Access to Preservation Education to Lifelong Learners									
	1.4 Increase Access to Preservation Education for the General Public									
<b>Goal 2 AMPLIFY UNDER- REPRESENTED HISTORIES TO TELL THE WHOLE STORY OF IOWA'S PAST</b>	2.1 Develop Multimedia Story- Telling Initiatives									
	2.2 Focus Survey Activities in Underrepresented Demographics and Geographies									
	2.3 Identify and Nominate Historic Resources Associated with Underrepresented Iowa Communities									

GOALS		Goal 9 PLAN FOR A PROACTIVE APPROACH TO PRESERVATION		Goal 10 ADDRESS BARRIERS AND RESOURCES TO INCREASE PUBLIC ACCESS			Goal 11 STRENGTHEN PRESERVATION ADVOCACY CAPACITY		Goal 12 ENHANCE COLLABORATION TO IMPLEMENT STATEWIDE PRESERVATION PLAN	
	OBJECTIVES	9.a Identify Problems and Applicable Best Practices	9.b Scale Statewide Where Possible	10.a Scale Digitize Historic Resources Inventory & Related Records	10.b Develop a Comprehensive, Internet- Based Iowa Preservation Resource Guide	10.c Conduct Outreach to Nontraditional Information Consumers	11.a Conduct Media Campaigns	11.b Identify Legislative Agenda	12.a Enhance Existing Partnerships or Form New Ones	12.b Implement Statewide Plan
Goal 3 IMPROVE ACCESS TO STATE AND FEDERAL PRESERVATION INCENTIVES	3.1 Address Barriers to Incentives Access									
	3.2 Create Small Project Support									
Goal 4 ENHANCE PRESERVATION TRADES	4.1 Support existing Preservation Trades Businesses									
	4.2 Expand Preservation Trades Training and Mentorship									
	4.3 Increase the number and distribution of preservation trades firms									
Goal 5 PLAN FOR HISTORIC RESOURCES RESILIENCY	5.1 Increase the Number of Communities Utilizing Preservation- Inclusive Community Planning									
	5.2 Increase the Sustainable Reuse of Historic Properties and Materials									

GOALS		Goal 9 PLAN FOR A PROACTIVE APPROACH TO PRESERVATION		Goal 10 ADDRESS BARRIERS AND RESOURCES TO INCREASE PUBLIC ACCESS			Goal 11 STRENGTHEN PRESERVATION ADVOCACY CAPACITY		Goal 12 ENHANCE COLLABORATION TO IMPLEMENT STATEWIDE PRESERVATION PLAN	
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Goal 6 ENCOURAGE RESPONSIBLE PUBLIC ENGAGEMENT WITH IOWA'S ARCHAEOLOGICAL PROPERTIES	6.1 Improve Public Awareness of Iowa's Archaeological Properties									
	6.2 Enhance Connections Between Archaeological Properties and Present-Day Activities									
	6.3 Educate Policymakers on Archaeological Site Stewardship									
Goal 7 FOCUS RESOURCES ON RURAL PRESERVATION ISSUES	7.1 Conduct a Statewide Rural Landscape Survey									
	7.2 Promote Rural Landscape Preservation									
Goal 8 ENHANCE LOCAL PRESERVATION PLANNING	8.1 Enhance Existing CLG Capacity and Impact									
	8.2 Grow the Number of New CLGs									

# APPENDIX F: KEY STRATEGIC OBJECTIVES

## Iowa State Historic Preservation Plan 2023 - 2032

As goals to be accomplished over a ten-year period, across the entire state, and covering the entire range of issues impacting historic preservation in Iowa, the Key Strategic Goals of Chapter 3 are by nature overarching and somewhat general. In this appendix, each key strategic goal is supported by strategic objectives, which address a portion of the goal, are smaller in scope, can potentially be completely accomplished and are specific enough to be measurable.

The suggested strategic objectives for each of the goals are discussed in this appendix. Like the goals in Chapter 3, they are arranged and color-coded by the order that would be best to address based on a sense of urgency and importance: Threats first (Items 1 to 3 with a red background), Weaknesses second (4 to 8, yellow), Opportunities third (9 to 11, green) and then Strengths fourth (12, blue.)

### 1. FOSTER HISTORIC PRESERVATION EDUCATION AND APPRECIATION

Goal 1 focuses on ways to increase understanding of historic preservation to the general public particularly among the young and lifelong learners. It has four supporting objectives:

#### 1.1. Increase Preservation Content in Education

The goal over the ten years of the statewide historic preservation plan is to create an array of opportunities for children to learn about historic preservation and/or be exposed to preservation activities. Actions might include the development of a suggested curriculum, interviews of relatives, tie-ins with U.S. and Iowa history, field trips, after school interest clubs, and research into historic preservation topics culminating in papers or video documentaries.

#### 1.2. Increase the Number of Extra-Curricular Activities with Preservation Topics

Opportunities exist outside the academic year with explorations during vacations or summer camps to visit historic buildings and landscapes, view dramatic interpretations of past ways of life, learn about the connections between archeological sites and present-day activities. Additional opportunities could include participation in preservation activities with hands-on experiences.

#### 1.3. Increase Access to Preservation Education to Lifelong Learners

Lifelong learners also present an opportunity to engage members of the general public who come to historic preservation out of a sense of curiosity and appreciation. As life expectancies lengthen, work expectations continue to evolve, and societal priorities and trends shift, retirees, second careerists, and hobbyists with the time, resources, and desire to become involved in historic preservation could potentially become preservation stakeholders and advocates. Reaching this cohort may be challenging but ongoing marketing and outreach at the local level may be particularly fruitful and an effective means of attraction.

#### 1.4. Increase Access to Preservation Education for the General Public

Increasing the general public's understanding and appreciation of any issue can be a difficult and costly endeavor. It requires dedication and persistence over many years, significant resources, and often complex coordination of many stakeholders who play a role in messaging. Building upon success in the first two objectives would yield a solid foundation for the success of this objective.

For historic preservation to become better known and appreciated in Iowa over the life of this statewide historic preservation plan, a clear set of messages, delivery roles, and coordination among all the historic preservation stakeholders will be necessary. Partnerships with close allies such as Main Street and Tourism agencies will leverage the resources needed to heighten awareness of the benefits and importance of preservation in the hearts and minds of the general public.

## **2. AMPLIFY UNDERREPRESENTED HISTORIES TO TELL THE WHOLE STORY OF IOWA'S PAST**

Goal 2 focuses on capturing and promoting less well represented preservation opportunities such as everyday buildings of the general populace, and their ways of life as well as the buildings, structures, and landscapes from a range of cultures that make up the mosaic of Iowa's history. It has three supporting objectives:

### **2.1. Develop Multimedia Story-Telling Initiatives**

Using today's existing technology, it is possible to collect audio and/or video interpretations of a history and geo-locate them to a particular location. Iowans and visitors to the state can come to an historic location and experience an in-depth exposition of what they are seeing. The range of opportunities to implement this is very wide—from elders' neighborhood stories gathered by students to tourism vignettes describing a Main Street of yesterday to mini-documentaries on topics such as the flood of 1987.

Partnerships between various historic preservation stakeholders and neighborhood and historic preservation-related organizations, educational institutions, historic sites, Main Streets, etc. would be an ideal avenue for meeting this objective. And while geolocation is an intriguing aspect of this objective, a catalog of these can be made available for accessing in the classroom or other venues. Additionally, the adoption of AR and VR technology over the coming decade will enhance the impact and attractiveness of this objective.

## **2.2. Focus Survey Activities in Underrepresented Demographics and Geographies**

Tribal sacred sites, neighborhoods where the history of underrepresented groups has taken place, and rural landscapes are just three of the types of resources that should be a focus of Iowa's historic preservation community over the next ten years. The initial step will be to garner financial resources to survey these new priority areas.

## **2.3. Identify and Nominate Historic Resources Associated with Underrepresented Iowa Communities**

The same types of resources that were the focus of survey activities should then become the priority for nomination. Partnerships between organizations serving underrepresented Iowa communities and the State Historic Preservation Office (SHPO) will be important precursors to generating the focus and resources needed to accomplish this objective. Additional resources for both identification and nomination will need to be garnered. Finally, advocating for resources will need to be part of an overall advocacy plan.

## **3. IMPROVE ACCESS TO STATE AND FEDERAL PRESERVATION INCENTIVES**

Goal 3 centers on expanding the reach of state and federal historic preservation incentives by working on two main areas: addressing barriers to access of the information, resources, and best practices and finding ways to support small business or residential owners to access incentives. There are two supporting objectives for this goal:

### **3.1. Address Barriers to Incentives Access**

Developing a robust set of solutions to increase access to incentives is a difficult problem. Surveying best practices of other states to find out how they have dealt with requirement thresholds, geographic access, extent and difficulty of the application paperwork, and review and approval timing would likely yield several good avenues to pursue. One easily identified task is to benchmark how other states allocate resources, and in particular, staff time, to address various regulatory and grant support functions involved in historic preservation.

Solutions may involve changes in policy, staffing allocations, or even legislation so this initiative should be coordinated with the other advocacy initiatives developed from this ten-year plan. Partnerships between state agencies and the private and nonprofit sectors affected (both positively and negatively) by these changes should also be acknowledged early in the process both to better understand the current situation and to garner support as well as address any possible resistance to proposed changes.

### **3.2. Create Small Project Support**

Providing additional incentives or specialized programs to increase support for smaller projects is aligned closely with the previous objective. Removal of barriers will be important for this objective, but additional actions could include specialized incentives, focused outreach, and targeted technical assistance to support smaller projects. All these actions will require significant additional resources so a coalition of stakeholders will have to be built to implement a campaign to generate the necessary policy and political support.

## **4. ENHANCE PRESERVATION TRADES**

Goal 4 addresses the existing and likely future lack of supply of trained preservation tradespeople by creating an environment of support for existing businesses while working to attract new entrants into the profession. Supporting objectives:

### **4.1. Support Existing Preservation Trades Businesses**

Stakeholders interested in this objective would implement a range of actions to expand preservation trades training. Stakeholders would work to strengthen and expand training options. Stakeholders could work to increase the visibility of preservation trades to high schoolers and others to generate interest in pursuing a preservation trades career, and work to generate resources for scholarships. An additional role would be to foster and steward stronger relationships between preservation trades training providers such as community colleges, high schools, and local preservationists including Certified Local Governments (CLGs).

### **4.2. Expand Preservation Trades Training and Mentorship**

Support for existing trade business could include specific targeted business development assistance from state and local agencies in both general and preservation trades-specific issues. It could include a web-based database with sections aimed at the general public that would list trades providers and general information on preservation trades. Additionally, there could be sections useful to providers such as best practices and resources.

Established businesses could be supported through technical assistance and information sharing about business opportunities, small business support, and increased access to trained applicants. New businesses would benefit from the same resources in addition to specialized support for getting systems in place.

Finally, policy or legislation that would make operating a preservation trades business easier or incentivize property owners to hire specialized preservation trades businesses should be explored. Partners include trades businesses, educational institutions, trades unions, and the Iowa Economic Development Authority (IEDA).

### **4.3. Increase the number and distribution of preservation trades firms**

Pulling the previous two objectives together to both strengthen the profession and generate future members of the profession should result in a net increase in the number of preservation trades firms and the number of people working in the profession. To the extent possible, care should be taken to ensure that rural areas and small towns have access to preservation trade resources.

## **5. PLAN FOR HISTORIC RESOURCES RESILIENCY**

Goal 5 builds on Iowa's existing disaster planning to promote preservation-inclusive community planning and disaster response mechanisms and promote sustainable reuse of historic preservation materials when necessary. Supporting objectives:

### **5.1. Increase the Number of Communities Utilizing Preservation-Inclusive Community Planning**

This objective involves significant partnership with all the governmental entities that have responsibilities in disaster planning or response such as IEDA/Gov's Office/IDHS/Office of the State Archaeologist/Tribal Councils.

Best practices utilized by other states and municipalities for historic properties need to be gathered and a plan developed to get those best practices implemented.

Stakeholders should work together to identify and document resources that are threatened by extreme weather events and disasters. Goals must include proactive actions that can mitigate damage before it occurs and a plan to identify, acquire, and use financial resources to support historic preservation resources before and after an event occurs.

### **5.2. Increase the Sustainable Reuse of Historic Properties and Materials**

The nexus between historic preservation and environmental goals could also extend to post-disaster situations when recovery back to the status quo is a difficult or impossible prospect. Stakeholders would work to identify model disaster mitigation plans for historic resources that would include suggested policies and procedures including: development of a disaster response task force team that would include appropriate representatives, structural integrity determination policy, appeals process for structural integrity determination which balances health and life safety concerns with preservation values, and policies on the sensitive deconstruction and re-use of historic resources when necessary.

## **6. ENCOURAGE RESPONSIBLE PUBLIC ENGAGEMENT WITH IOWA'S ARCHEOLOGICAL PROPERTIES**

Goal 6 promotes a greater emphasis on archaeological properties by working to improve public awareness, working to connect archeological properties with present-day activities, and educating policy lawmakers at all levels on the challenges of archeological site stewardship and environmental pressures. Supporting objectives:

### **6.1. Improve Public Awareness of Iowa's Archeological Properties**

The appreciation of archeological properties is likely a public awareness issue in many other states besides Iowa. Other states and localities may have some best practices for increasing public awareness that would be good to explore and perhaps emulate. Researching those and then partnering with Agencies, Tribal Historic Preservation Officers, museums, and cultural heritage organizations to develop an Iowa-specific game plan will move this objective forward.

The plan will need to look at both traditional audiences such as schoolchildren and the general public and nontraditional ones such as developers and tourism professionals. Each of these audiences will likely require their own ways of accessing information which will likely require significant financial resources if the objective is to be successfully implemented.

### **6.2. Enhance Connections Between Archeological Properties and Present-Day Activities**

One strategy in particular that could help to raise awareness of archeological properties is to link existing or new programming about archeological properties to present day activities. Known as heritage trips they are often created to help members of a particular community experience the culture and history of their ancestors. Enhancing these activities, and, if done respectfully, creating additional opportunities for members of other cultures to experience a culture's heritage, can generate a better appreciation for Iowa's archeological properties.

### 6.3. Educate Policymakers Regarding Stewardship of Archeological Sites

While policymakers and legislators may be helpful in raising awareness through statewide recognition and support, they can play a special role in the protection and regulation of archeological properties due to the particular vulnerability of those properties. Creation of mechanisms to enhance efforts to ensure that historic resources are regularly considered during the discussion of economic development, tourism, cultural affairs, disaster preparedness and sovereignty issues would be one way to highlight and educate policymakers on preservation issues. Additionally, efforts to create an archaeology month or day, conducting tours, and requesting recognition for special achievements can all contribute to a better understanding of site stewardship issues.

## 7. FOCUS RESOURCES ON RURAL PRESERVATION ISSUES

Goal 7 encourages a greater focus on the barns, rural landscapes, and even some ways of life that are being lost as change impacts this important part of Iowa's landscape and history. Supporting objectives:

### 7.1. Conduct a statewide rural landscape survey

An initial step for this objective is to procure the funding to conduct a rural landscape survey. The SHPO and nonprofits could be partners in this statewide objective. Once funding is secured then a survey can be completed to create a baseline of historic rural resources and their status.

### 7.2. Promote Rural Landscape Preservation

Additional steps such as researching best practices for preserving rural agricultural historic buildings and landscapes, promoting their protection, and identifying possible legislative actions that could incentivize protection, restoration, and interpretation would all be possible next steps to preserve historic rural resources.

## 8. ENHANCE LOCAL PRESERVATION PLANNING

Goal 8 seeks to make an already robust effort even stronger by enhancing current CLG work and increasing the total number of CLGs. Supporting objectives:

### 8.1. Enhance Existing CLG Capacity and Impact

Since the range of needs of existing CLGs may be very diverse, a survey of their needs may help to prioritize the ways that they could be enhanced to generate greater impact. Additionally, there may be some value in identifying the best practices of high impact CLGs both in the state and in other states across the nation to see if there are methodologies that might be transferred to Iowa CLGs.

Other actions are also possible to implement. For example, continuing education programs could be developed, perhaps in partnership with a university, to improve the baseline understanding of historic preservation issues among local government officials. Awards and other recognition programs could also be instituted to generate an understanding of high impact work. Additionally, the SHPO could implement office hours for technical assistance support to CLGs.

### 8.2. Grow the Number of New CLGs

Training videos or webinars on CLG basics might help to raise awareness of the benefits of becoming a CLG. Success stories, perhaps based on awards, could be used to promote adoption of new CLGs. Other initiatives, such as a promotional campaign touting the benefits of having a CLG or a regional circuit rider initiative to introduce how a CLG even on a part-time basis would be beneficial and promote adoption.

## 9. PLAN FOR A PROACTIVE APPROACH TO PRESERVATION

Goal 9 explores systemic solutions to help anticipate issues earlier in their development and create ways to systematically address those issues. Supporting objectives:

### 9.1. Identify Problems and Applicable Best Practices

An investigation of the ways other preservationists have attempted to work proactively might yield best practices that could be used in Iowa. Out of this exploration a set of best practices in Iowa can be proposed into a proactive plan.



## 9.2. Scale Statewide Where Possible

Implementation may occur at a local or regional level to test whether the solution is truly applicable. Once some success is achieved the plan should include ways to broaden the impact across the state.

## 10. ADDRESS BARRIERS AND RESOURCES TO INCREASE PUBLIC ACCESS

Goal 10 attempts to ensure that those in underrepresented communities, those with less financial resources, and those in the more rural sections of Iowa have increased access to financial resources and technical assistance. Supporting objectives:

### 10.1. Digitize Historic Resources Inventory & Related Records

Ensuring that historic records are digitized is a baseline action to ensure maximum access to information by the public.

### 10.2. Develop a Comprehensive, Internet-Based Iowa Preservation Resource Guide

Barriers to access include a lack of easily accessible information such as grants, incentives, regulations, technical assistance, trades providers, and basics such as what preservation is and where to go to find more information on a particular preservation issue. Solutions may include better cross-linking between different organizations' resource pages to the development of new websites or videos for information not currently adequately covered. Such a resource should be developed to ensure that an information consumer with little or no preservation knowledge is able to navigate the guide easily and effectively.

Other barriers that would be beneficial to address either for the guide or for existing resources include provision in multiple languages, exploration of ways to market the guide, and the development of systems to ensure that the information is kept current and useful.

## 10.3. Conduct Outreach to Nontraditional Preservation Information Consumers

Even with a reduction in barriers, there still may be the need to provide targeted outreach to groups that have not typically been the consumers of Iowa historic preservation.

## 11. STRENGTHEN PRESERVATION ADVOCACY CAPACITY

Goal 11 acknowledges that many of the other goals would benefit from a greater level of information marketing and policy advocacy. The approach is to strengthen all aspects of Iowa's current capacity by comprehensive and coordinated effort. Supporting objectives:

### 11.1. Conduct Media Campaigns

For nearly every one of the first eight Key Strategic Goals the effectiveness of the efforts would be greatly enhanced if it was accompanied by a media campaign that educated the targeted audience on the benefits of the suggested change or informed them of a preservation-related opportunity.

### 11.2. Enhance Policy Development Capacity

Many of the first eight Key Strategic Goals would also benefit from policy or legislative changes at the state or local levels. Getting stakeholders to agree on a set of long-term goals would be no easy task but even the discussion of such an agenda would clarify possible avenues in a proactive way.

Preservationists in Iowa could look at ways to increase the ability of stakeholders in Iowa to organize around a preservation advocacy agenda both at statewide and local levels. Coming to agreement on which organizations would take the lead and which organizations would partner would help to ensure the success of this objective.

## **12. ENHANCE COLLABORATION TO IMPLEMENT THE STATEWIDE PRESERVATION PLAN**

Goal 12 builds on the extensive number of effective partnerships to reach other key strategic goals by enhancing existing or creating new partnerships. It uses the statewide historic preservation plan as the blueprint for those partnerships. Supporting objective:

### **12.1. Implement the Statewide Plan**

This statewide historic preservation plan emphasizes the role collaboration, accountability, and documentation of the plan are necessary ingredients for successful implementation. For example, preservationists can ensure greater plan success by annually checking in with the plan at a session of the Preserve Iowa Summit. An initial session could focus on collaboration and identify leads and partners for each objective. Sessions in the following years could focus on progress made on each of the Goals, the coordination of multiple efforts, and the need to change goals and objectives of the plan as circumstances change.

Finally, annual check-ins can be used to celebrate the successes gained in implementing the plan, honoring the collaborations, and beginning the documentation that can be used in the development of the next plan.

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