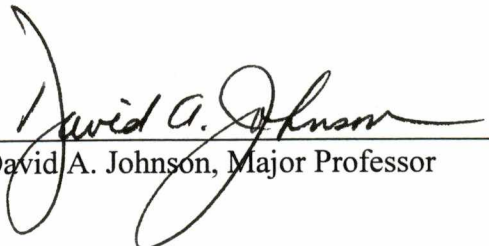


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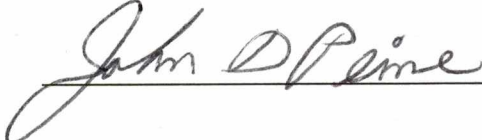
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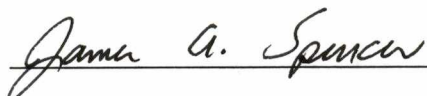



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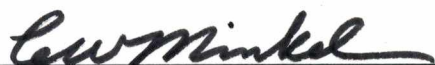
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**THE UTILITY OF HERITAGE CORRIDORS FOR HISTORIC
PRESERVATION**

**CASE STUDY: THE ILLINOIS AND MICHIGAN CANAL NATIONAL
HERITAGE CORRIDOR**

A Thesis
Presented for the
Master of Science in Planning
Degree
The University of Tennessee, Knoxville

Theresa Goodman
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ABSTRACT

Heritage corridors have become popular for their potential to preserve a wider range of historic resources than the traditional tools. The heritage area concept also unites historic preservationists with environmentalists, recreation proponents, and economic developers towards a common goal of effective regional management. This aspect fosters cooperative planning and focuses development efforts and funds on exceptional regions. The heritage area concept also facilitates efficient use of limited resources and minimizing redundant services. With the advantages of breadth and political feasibility, heritage corridors seem an ideal technique for historic preservation. However, the heritage area concept should be critically examined before preservationists embrace it whole-heartedly.

This thesis addresses the issue by examining the Illinois and Michigan Canal National Heritage Corridor, the first heritage area in the United States, and therefore a model for subsequent heritage areas. The study is framed by three research questions:

1. What are the criteria for success in historic preservation?
2. Based on these criteria, has the Illinois and Michigan Canal National Heritage Corridor succeeded as a historic preservation planning tool?
3. How did the success or failure occur?

The case study was compiled through a literature review and interviews conducted in person and on the telephone. The study led to the conclusion that although several

preservation goals have not yet been reached, the Corridor is immature still, and shows definite signs of progress. The projects which have been successful indicate potential success for the entire Corridor region.

Although many factors in the case of the Illinois and Michigan Canal National Heritage Corridor are site-specific, there are lessons to be learned about the general nature of heritage areas. The conclusions which would apply broadly for heritage areas are outlined below.

- Heritage areas cannot be implemented "top-down". The partnership concept requires voluntary participation. A popular movement for a heritage area program is therefore the only way to ensure enduring support for the management system. However, a federal or state sanction of the heritage area will aid preservationists in marketing, mediation, and fund-raising.
- The planning process can make or break a heritage area. The planning process for heritage areas should accomplish three objectives. First, the process should strengthen the grass-roots movements which already exist in the area, while building new coalitions in support of the heritage area idea. Second, the plan must reflect the goals of local activists and regional stakeholders if they are to continue supporting the plan in the future. The planning process should incorporate their desires and existing political structures. Third, the final plan should be definitive, outlining the management structures for the heritage area. However, the vision described in the

plan should be broad enough to allow flexibility when determining which projects to tackle.

- Heritage areas take time to develop. Designation as a heritage area is not a quick fix for a regions' problems. The designation does not in and of itself do much more than give the area a label. The management system, networks, mediation, and "snowball" effect take time to develop. The Illinois and Michigan Canal National Heritage Corridor has been going strong for almost twelve years, yet local leaders feel that they have really only been gaining ground for about the past four or five years. The early time was spent reorganizing, adjusting, and laying foundations for the successful results which are now becoming visible. Heritage area leaders must therefore be patient and not expect their regions to turn around overnight.
- Heritage areas broaden preservationists' resources. When heritage areas incorporate historic preservation goals into a comprehensive package with environmental conservation, economic development, and recreational development, new opportunities open up. Preservationists are able to draw on the resources these interrelated groups offer. This is especially true in the case of fundraising. Preservation projects may qualify for transportation, tourism, and environmental grants if they include developments which fulfill the grant requirements.

In general, the study indicates that heritage areas do further the goals of historic preservation by encouraging cooperation on projects and partnering preservation goals

with economic development, environmental, and recreational goals. However, the validity of these conclusions should be tested by future research.

TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION	1
II. CRITERIA FOR SUCCESSFUL HISTORIC PRESERVATION	8
Goal 1: Stop the deterioration or destruction of heritage resources	9
Goal 2: Maintain heritage resources' historic and aesthetic integrity through appropriate rehabilitation	10
Goal 3: Identify a compatible use for preserved heritage resources	12
Goal 4: Develop or contribute to a local and/or regional sense of place	15
III. CASE STUDY, PART 1: BECOMING THE FIRST NATIONAL HERITAGE CORRIDOR	21
Introduction: The Illinois and Michigan Canal Region	21
Early Preservation Movements	27
The Des Plaines River Valley Program	29
The Illinois and Michigan Canal Corridor Concept Plan	31
The Campaign to Legislate the National Heritage Corridor	36
IV. CASE STUDY, PART 2: POST-DESIGNATION DYNAMICS (1984-1996)	41
Introduction	41
Organizations Involved in Managing the Illinois and Michigan Canal National Heritage Corridor	43
The National Heritage Corridor Commission	43
The Illinois Department of Conservation/Natural Resources	47
The Illinois Historic Preservation Agency	51
The Illinois and Michigan Canal National Heritage Corridor Civic Center Authority	52
Heritage Corridor Visitors' Bureau	54
Local and Municipal Governments	57
The Canal Corridor Association	58
Friends of the I&M Canal National Heritage Corridor	61
Local Historical Societies	62
Putting the Pieces Together: The Dynamics of the Illinois and Michigan Canal National Heritage Corridor	63
V. HAS PRESERVATION IN THE ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR BEEN SUCCESSFUL?	72
Goal 1: Stop the deterioration or destruction of heritage resources	72

Goal 2: Maintain heritage resources' historic and aesthetic integrity through appropriate rehabilitation	74
Goal 3: Identify a compatible use for preserved heritage resources	76
Goal 4: Develop or contribute to a local and/or regional sense of place	78
Conclusions of Analysis	83
VI. CONCLUSIONS FOR HISTORIC PRESERVATIONISTS	85
What are the Criteria for Historic Preservation?	85
Based on these Criteria, has the Illinois & Michigan Canal National Heritage Corridor Succeeded as a Preservation Planning Tool?	88
How Did the Success or Failure Occur?	90
Implications for Historic Preservationists	93
Bibliography	96
Appendix A: Heritage Areas in the United States	106
Appendix B: The Secretary of the Interior's Standards for Rehabilitation	112
Appendix C: Municipalities and Communities in the Illinois and Michigan Canal National Heritage Corridor	114
Vita	115

LIST OF TABLES

TABLE	PAGE
Table 3-1. Attendance Totals at I&M Canal NHC Visitor Centers	56
Table 5-1. Museums within the I&M Canal NHC	81

LIST OF FIGURES

FIGURE	PAGE
Figure 3-1. Location of the Illinois and Michigan Canal	22
Figure 3-2. The Illinois and Michigan Canal National Heritage Corridor	23
Figure 4-1. Chart of Organizations within the Illinois and Michigan Canal National Heritage Corridor	42
Figure 4-2. The Illinois and Michigan Canal State Trail	50
Figure 4-3. The Fitzgerald House, currently used as the Commission's offices	52
Figure 4-4. The Gaylord Building	60
Figure 4-5. Lock 6 and Locktender's House	64
Figure 4-6. Limestone aqueduct showing obvious erosion	70

CHAPTER 1

INTRODUCTION

The American historic preservation movement, rooted in philanthropic efforts to save exceptional monuments, has since developed into a broad philosophy of managing change within the built environment. The current concept of historic preservation encompasses identification, evaluation, recording, analysis, protection and interpretation of all heritage resources (Tesar 1986). These heritage resources include districts, abandoned settlements, shipwrecks, engineering works, artifacts, agricultural landscapes, and any other object or location with intrinsic historical or cultural value (ibid).

As the definition of historic preservation expands, so must the scope of planners' views. Preservation planners must consider an entire region, not just a local district, when managing resources such as settlement patterns and landscapes. For several decades, planners have relied on historic overlay zoning, local landmark commissions, design guidelines, easements, and covenants to protect and preserve local historic resources. These tools, although useful for individual monuments and districts, are inadequate when dealing with regional resources (Archer 1991).

In response to this challenge, many historic preservationists have adopted the heritage area concept; at least 85 heritage areas had been designated at the federal, state, local level between 1984 and 1995 (Dean 1995; see Appendix A for a list of heritage areas in the United States). Heritage areas, according to the National Coalition for Heritage Areas' Fact Sheet (1995), "are communities with a distinctive sense of place

unified by large-scale resources: rivers, lakes or streams, canal systems, historic roads or trails, or railroads." Heritage areas can therefore encourage region-wide preservation programs.

Heritage corridors have become popular for their potential to preserve a wider range of resources than the traditional tools. The heritage area concept also unites historic preservationists with environmentalists, recreation proponents, and economic developers in working towards a common goal of effective regional management (Andrews 1994). This aspect fosters cooperative planning and focuses development efforts and funds on exceptional regions. The heritage area concept also facilitates efficient use of limited resources and minimizing redundant services.

Funding for heritage areas comes from a number of sources. The six areas recognized by Congress (the Illinois and Michigan Canal National Heritage Corridor, the Blackstone River Valley National Heritage Corridor, the Delaware and Lehigh Navigation Canal National Heritage Corridor, the Southwestern Pennsylvania American Heritage Area, the Quinebaug and Shetucket Rivers Valley National Heritage Area, and the Cane River Creole National Heritage Area) receive \$250,000 annually in federal funds, plus technical assistance from the National Park Service (Andrews 1994). Otherwise, federal assistance is limited to matching funds or specialized grants, such as the Intermodal Surface Transportation Efficiency Act (ISTEA). Massachusetts, New York, and Pennsylvania support heritage area programs, and most other heritage areas rely on state and local government sources for financial support as well. Additionally,

private investment, donation of goods and services, and volunteer efforts are vital contributions (ibid).

This cooperative model for funding also applies to legal jurisdiction. Land within the heritage area is not purchased by or under the authority of any one agency, and designation as a heritage area does not introduce any new land-use controls (Andrews 1994). Rather, municipalities, agencies, and private owners within the heritage area work in a regional planning partnership. The fact that no one involved loses any authority or property has often been heritage areas' selling point for local governments and business interests (Dean 1995).

With the advantages of breadth and political feasibility, heritage corridors seem an ideal technique for historic preservation. However, the concept is still relatively new; the first heritage corridor was established only 11 years ago. Are heritage areas really an effective tool for historic preservation planning, or are preservationists' goals getting lost in the mix? Are heritage areas a concept with staying power, or are they a political fad? The heritage area concept should be critically examined before preservationists embrace it whole-heartedly.

This thesis addresses the issue by examining the Illinois and Michigan Canal National Heritage Corridor. This particular heritage area was selected as it "serves as the prototype for" subsequent heritage areas (Dean 1995). The Illinois and Michigan Canal National Heritage Corridor is also the oldest and most established heritage area. Study of the Illinois and Michigan Canal National Heritage Corridor will therefore give the longest-range perspective possible of the areas available for study.

The study is framed by three research questions:

- 1. What are the criteria for success in historic preservation?**
- 2. Based on these criteria, has the Illinois & Michigan Canal National Heritage Corridor succeeded as a historic preservation planning tool?**
- 3. How did the success or failure occur?**

Historic preservationists often discuss the score of "wins and losses" in their field.

But what constitutes successful historic preservation? Said (1987) determined a "successful" preservation program according to three variables:

"1. A high degree of economic activity...in the historic area and the city as a whole including substantial increases in tourism, in the number of new businesses, and in the real estate value of preserved and restored properties.

2. A large number of preserved architectural and historical structures that are unique to the community.

3. An increase in the number of new jobs, the total amount of dollars of retail sales, and in the total amount of dollars in tax revenues to the city (11)."

Said's criteria obviously focus on economic development as the end result of preservation. Alternatively, the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings focus on aesthetic and cultural goals of preservation. These two sets of federal guidelines assume that maintaining historic buildings' artistic and historic integrity is the primary goal of preservation. Both paradigms, although valuable, are narrow and do not represent all of preservationists' aims. The social benefits of preservation -- establishing community definition,

maintaining and developing a sense of place, putting the present in perspective with the past -- are equally important and cannot be ignored when studying the achievements of a historic preservation program. Chapter 2 of the thesis considers these topics and identifies criteria for successful historic preservation through a review of the historic preservation literature.

Chapters Three and Four present the case study of historic preservation within the Illinois and Michigan Canal National Heritage Corridor. The Illinois and Michigan Canal National Heritage Corridor was established by Congress as the first national heritage area in 1984. The legislation designated the corridor's 450 square miles as part of the National Park system and created a coordinating Commission with an annual budget of \$250,000 for ten years (the Commission and its funding have since been extended for an additional five years). Federal involvement is otherwise limited; organization, fundraising, and development has been carried out by state agencies, municipalities, local volunteer groups, and private interests.

Chapter Three outlines the process through which the heritage corridor idea was developed for the Illinois and Michigan Canal region. In this section, the goals set forth by the Heritage Corridor Concept Plan are discussed in depth, as this plan has guided development in the Illinois and Michigan Canal National Heritage Corridor and served as a model for heritage areas that followed.

Chapter Four then focuses on the effects of national designation and application of the heritage area concept on historic preservation activities in the Illinois and Michigan Canal National Heritage Corridor. This section identifies the dynamics of leadership,

multiple organizations, and local, state, and national politics which have influenced preservation efforts within the Illinois and Michigan Canal National Heritage Corridor. Such an outline is crucial to determine which achievements or failures were due to the heritage area model and which were results of unique regional conditions.

Initial investigations for this chapter were made through a review of the existing literature on the Illinois and Michigan Canal National Heritage Corridor. The bulk of the study was then compiled from interviews with individuals involved in the Corridor through the National Park Service, the federal Illinois and Michigan Canal National Heritage Corridor Commission, the Illinois Historic Preservation Agency, the Illinois Department of Natural Resources, the non-profit Canal Corridor Association, the Friends of the I & M Canal National Heritage Corridor (a region-wide coalition of volunteer groups), the Illinois and Michigan Canal National Heritage Corridor Civic Center Authority, and the Heritage Corridor Visitors Bureau.

Initial interview questions and persons to be interviewed were identified from the literature. These initial interviews led to additional contacts and more in depth discussion topics. Initial contact was made by telephone, faxed introductory letters, and electronic mail. A site visit was then conducted, and many interviews were conducted in person. Follow-up questions were then answered by telephone.

Chapter Five addresses the research questions directly. The achievements (and shortcomings) of historic preservation within the Illinois and Michigan Canal National Heritage Corridor are compared with the identified criteria in order to determine the success or failure of those efforts. The processes which led to that success or failure are

then outlined and analyzed. Conclusions are drawn as to the direct and indirect effects of the heritage area concept on historic preservation within the Illinois and Michigan Canal National Heritage Corridor.

Chapter Six considers the case study's implications for the field of historic preservation. Specifically, the chapter identifies the problems and opportunities the heritage corridor concept presents preservation planners based on the results of the case study. The chapter offers recommendations and cautions for application of the heritage area concept in other regions.

The thesis offers three results for the field of historic preservation planning. First, it operationalizes a viable set of criteria for judging the relative success of historic preservation projects. These criteria acknowledge the full range of goals for historic preservation: economic, aesthetic, and societal. Second, it assesses heritage areas' potentials for achieving those goals by examining the case of the Illinois and Michigan Canal National Heritage Corridor. Third, the thesis contributes a description of the historic preservation activities in the Illinois and Michigan Canal National Heritage Corridor. While the Illinois and Michigan Canal region's history has been explored by previous researchers, the achievements of preservationists since the National Heritage Corridor was established have not yet been thoroughly outlined. These three elements make a significant contribution to the field of historic preservation planning.

CHAPTER 2

CRITERIA FOR SUCCESSFUL HISTORIC PRESERVATION

In order to evaluate the achievements of any particular historic preservation project, a standard set of criteria applicable to all such projects is necessary.

Unfortunately, a thorough literature review revealed no such comprehensive list. This chapter, therefore, presents a set of criteria derived from goals found in the existing preservation literature.

In the publications surveyed, these goals are sometimes stated outright, but are more often implied. Authors frequently assume that the goals of historic preservation are common knowledge. However, to develop criteria for success, the goals must be clearly stated and understood.

The following section summarizes the four broad goals of historic preservation which were identified through the literature research. Each goal statement is followed by an explanation of the goal and the sources supporting the statement as a goal of historic preservation. Accepting these goals, criteria are proposed by which one may judge whether a historic preservation project has achieved those goals. These criteria can be applied to any preservation action, from a single site to a regional area.

It is important to note that these four goals are progressive. In general, one goal is a prerequisite for the next, although they are not entirely dependent on each other. Therefore, if a project has not achieved all four goals, this does not necessarily indicate

failure. The project may simply be incomplete. Achievement of each goal must be considered both independently and as a set in order to accurately judge a project's overall success or failure.

Goal 1: Stop the deterioration or destruction of heritage resources.

The immediate, and most demanding, goal of preservation is to protect culturally valuable elements of the built environment. The American preservation movement began in reaction to threats to cherished buildings, such as George Washington's Mount Vernon (Murtagh 1993). In the late nineteenth century, small groups of activists saved monumental homes associated with the colonial era and the "founding fathers" (ibid, Hosmer 1965).

As the movement has matured through the twentieth century, activists have broadened their definition of what is worth preserving. Items needing attention now include contributing (or non-monumental) buildings within a district, archaeological resources, built landscapes (e.g., agricultural), and any other part of the built environment which contributes to our understanding of the past (Fitch 1982). Although the definitions of what exactly preservationists should preserve changes with new theories and philosophies, the first action of preservation remains to mitigate the loss of heritage resources (Newcomb 1979).

There are two ways to stop the degradation of a heritage resource. First, the site can be purchased, either by a public agency, private organization, or even an individual activist, for protection and conservation. Second, legal protection for the property may be

enacted, including zoning ordinances and easements. Ideally, both of these techniques would be combined for the most effective protection (Ziegler and Kidney 1980).

Once some type of legal protection has been achieved, the resource must be physically stabilized to prevent any further deterioration (Fitch 1982). Stabilization requires preservationists to maintain the existing form and establish structural stability and weather resistance (Murtagh 1993). This action prevents further degeneration until rehabilitation designs and funding can be obtained.

Criteria for judging achievement:

1. Public or private ownership of the heritage resource(s) for the express purpose of preservation.
2. Legislative protection of the resource(s).
3. Physical stabilization of the heritage resource(s).

Goal 2: Maintain heritage resources' historic and aesthetic integrity through appropriate rehabilitation.

Legal protection and stabilization only avert the immediate crisis of losing a historic resource forever. Once this first goal is achieved, preservationists must concern themselves with the next step: "The basic need is to arrest destruction of features from the past, which once achieved, permits the steps leading to restoration and recycled use to follow (Newcomb 1979:24)."

While preservationists have debated the proper treatment and maintenance of historic resources for several centuries (Fitch 1982, Hosmer 1965, Murtagh 1993), United States federal legislation and tax incentives passed in the 1960s and 1970s demanded official standards and guidelines. The Secretary of the Interior's Standards for Rehabilitation (Appendix B) and Guidelines for Rehabilitating Historic Buildings were drafted to solve this problem (Murtagh 1993).

According to Murtagh, "the Secretary of the Interior's standards and guidelines are basic yardsticks against which restoration and rehabilitation procedures are judged." (Murtagh 1993:182) The Standards for Rehabilitation are conceptual statements, while the Guidelines offer preservationists specific ways to meet the Standards. Compliance with the Standards and Guidelines are required in order to receive certification for federal rehabilitation tax credits (ibid).

The Standards assert the importance of maintaining the historic and aesthetic integrity of heritage properties while allowing for case-by-case flexibility. Preservationists should make decisions about materials, construction, rehabilitation, design, and the surrounding environment by asking "Which choice will best maintain the historic context?"

In addition to these national standards, many localities have established design guidelines for rehabilitation of historic properties (City of Tucson 1971, Maryland Department State Planning 1970). These guidelines generally supplement the Secretary of the Interior's Standards and Guidelines, offering more detailed information about protection of local architectural styles, for example. In many cases, these design

standards are adopted legally. In such situations, a Certificate of Appropriateness or similar documentation is awarded to rehabilitation projects which meet the standards. This document is then usually necessary in order to receive construction permits for protected resources (Murtagh 1993).

Criterion for judging achievement:

Rehabilitation of heritage resource(s) complies with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings and any existing local design standards. Achievement may be judged by receipt of certification of appropriateness from an authorized public agency, or if such documentation is not available as evidence, by individual examination.

Goal 3: Identify a compatible use for preserved heritage resources.

Historic preservation cannot be justified as a publicly supported and subsidized activity if it does not contribute to the common good (Austin 1988). Preserved resources must be useful to their communities. In a keynote address to the Florida Chapter of the American Planning Association, Florida State Historic Preservation Officer George W. Percy asserted that, "It is very important for all of us to understand that, for all of its virtues, preservation is not an end in itself, or always the right thing to do. It must be part of a balanced strategy that protects our historical legacy and promotes the overall economic well-being of our communities (cited in Tesar 1986:257-258)."

Economic development is certainly a prime motivation for preserving heritage resources in the United States (Wojno 1991). For example, the National Trust for Historic Preservation's Main Street program has introduced a downtown revitalization formula that combines preservation design with organization, promotion, and economic restructuring (Austin 1991; Hawley 1994). Cities and towns must apply to become part of the Main Street program (which includes technical assistance from the Trust), and awards are very competitive.

Preservationists often become partners in local and regional economic development planning (Wojno 1991). Said (1987) defines successful municipal preservation policies by their economic achievements. According to this study, a city's preservation efforts are successful if there is, "a high degree of economic activity...in the historic area and the city as a whole including substantial increases in tourism, in the number of new businesses, and in the real estate value of preserved and restored properties....an increase in the number of new jobs, the total amount of dollars of retail sales, and in the total amount of dollars in tax revenues to the city." (Said 1987:11)

However, economic development is only one possible contemporary use for historic resources. Many more historic resources have been developed into educational attractions, such as parks and museums, than have been turned into shopping centers (Weinberg 1979). Of course, city business leaders should not overlook the possibility that these educational functions could also be economic resources, as parks and museums are tourist draws. The additional impacts and importance of educational facilities are discussed within Goal 4.)

Historic buildings are also frequently used for housing. Unfortunately, this rehabilitation movement has often resulted in gentrification -- where wealthier populations replace less affluent people (Collins, Waters, & Dotson 1991; Goldfield 1976; Goldfield 1980). Old and dilapidated low-rent buildings were "rediscovered" by preservationists and investors. Rehabilitation raised the value of the buildings, pushing out people who could no longer afford to live there, and replaced them with young professional urbanites. This pattern of displacement was soon recognized and discouraged by planners and affordable housing advocates (Collins et al. 1991).

On the other hand, some planners and developers recognized the potential for historic preservation to develop affordable housing (Adler 1976). Public preservation incentives, such as grants and tax credits, made rehabilitation costs more reasonable. Rather than using the historic character of the buildings as a draw for higher rents, these projects use preservation as a means to improving housing conditions in older neighborhoods and creating new low-cost housing from warehouses and commercial buildings.

These issues of keeping preserved buildings affordable and avoiding displacement have become important enough that the National Advisory Council on Historic Preservation recently issued a statement allowing State Historic Preservation Officers to adapt the Secretary of the Interior's Standards when economic constraints preclude their application (Keister 1995). As Keister notes, "Any discussion of bending the Standards to accommodate affordable housing inevitably raises concerns about the equity of establishing a lower standard of preservation for poor people (16)." However, this policy

reinforces the philosophy of evaluating each project on its merits and potentials as set forth in the Standards.

Preservationists should be creative when looking for a new function for the works they preserve, while following the Standards' position on adaptive re-use. Putting a historic building to use not only renews or adds a community amenity, but helps ensure that the building's condition will be maintained in the future. In this respect, adaptive re-use is not only a goal of historic preservation, but is also a means towards achieving other goals, such as restoration and protection (Austin 1988).

Criteria for judging achievement:

1. Historic resources have been developed to provide functioning community amenities.

Quantitative evidence may include new businesses, jobs created, increased sales revenues, and/or increased numbers of visitors within historic areas.

2. Adaptive re-use is compatible with the historic and aesthetic integrity of the heritage resource(s). This criterion must be judged subjectively, although it is part of the Secretary of the Interior's Standards for Rehabilitation. Tax credit certification may therefore be used in some situations as evidence of achievement.

Goal 4: Develop or contribute to a local and/or regional sense of place.

The American preservation movement has tended to underemphasize the social functions that historic preservation serves, relying instead on economic development as the main rationale (Archer 1991). The potential economic benefits of preservation have

been promoted so heavily that profit, not history or aesthetics, often determines whether a resource is preserved. Archer (1991) states that, "While these economic defenses have been useful, the movement as a whole has been negligent in allowing money to dominate public discussion of preservation's value. There is a real need for preservationists to identify, articulate, and communicate preservation's value in historical and cultural terms (30)." According to Aiken (1991), "Until the arguments for quality, beauty, and cultural heritage are understood as well as the economic and energy advantages of preservation, we will underestimate the full value received (175)." Lewis (1975) concurs, proposing that preservation not be justified on economic grounds, but out of civic piety and recognition of the *genius loci*, or sense of place.

This fourth goal of historic preservation, developing a sense of place, is a more difficult concept to define than the first three. This problem is at least partly due to the fact that sense of place is conceptual and not obviously quantifiable. Researchers have generally ignored the potential impact that historic preservation can have on a community's sense of place. Dattel and Dingemans (1984), in their review of the geographical literature in historic preservation, found that the published studies focused on "the measurement of real-world phenomena rather than preferences, attitudes, or experiences (132)."

Dattel and Dingemans (1984) define sense of place as, "the complex bundle of meanings, symbols, and qualities that a person or group associates (consciously or unconsciously) with a particular locality or region (135)." Landscape, architecture, monuments, patterns, language, expectations, and many more aspects all combine to

make a place unique (Norberg-Schulz 1980). Lynch (1976) calls these aspects the "sensory qualities" of a place.

Examining the sense of place shifts preservationists' focus from the historic or cultural significance of a particular object to the overall fabric of a district or region. For example, a study cited by Ford (1974) showed that persons interviewed in San Francisco's Jackson Square enjoyed that area's diversity, texture, depth, scale, and the visual contrast with nearby skyscrapers, rather than any particular history.

The popularity of historic preservation in America has been advanced by the search for a sense of place (Datel and Dingemans 1984). As American cities and towns become homogenized through WalMarts, McDonald's, and subdivisions built according to national models for profitable investment, people are realizing that they want to live in a place with a singular identity (Kunstler 1993). As an alternative to suburban sameness, "Historic resources ... give our communities a sense of place, a character and quality uniquely their own (Tesar 1986:257)."

Historic preservation develops this sense of place in several ways. Old buildings have an "antique texture," according to Lewis (1975). This texture is purely aesthetic, and holds a particular charm for many people. Antique texture is what many local design ordinances attempt to maintain by controlling heights, setbacks, street systems, patterns of solids and voids, roof types, surface textures, architectural details, and appropriate restoration materials within historic districts. The antique textures found in localities and regions differ depending on the particular architectural styles which were popular, environmental constraints, available construction materials and technologies, and the

number and types of buildings which remain in tact. The variables determine the sense of place in the area.

Another way in which historic preservation creates a sense of place is by establishing community boundaries. By preserving certain resources over others, "some landscape symbols are promoted to ... validate, if not actually define, social claims to space and time (Rowntree and Conkey 1980:459-460)." Different architectural styles, settlement patterns, and entrance markers distinguish one community from another on the landscape.

Boundaries can be cultural, as well as spatial, however. Geographers have noted that the process of establishing community definition through historic preservation is often the result of cultural threats: "In times of stress, nations safeguard the physical legacy that embodies the communal spirit (Lowenthal 1975:12)." One obvious example of this phenomenon is the Polish rebuilding of central Warsaw after World War II to eliminate any sign of occupation (Rowntree and Conkey 1980). Such a preservation effort establishes more than territorial boundaries; it establishes the landscape as an objectification of the society's spirit (Slater 1984).

Historic preservation also creates a "cultural memory" by maintaining physical connections to the past (Lewis 1975). For Lynch (1972), this is historic preservation's most important contribution, to create a sense of local continuity.

"Many symbolic and historic locations in a city are rarely visited by its inhabitants, however they may be sought out by tourists. But a threat to destroy these places will evoke a strong reaction, even from those who have never seen, and perhaps never will see, them. The survival of these unvisited, hearsay settings conveys a sense of security and continuity. A portion of the past has been saved as being good, and this promises that

the future will so save the present. We have the sense that we and our works will also reach uninterrupted old age." (Lynch 1972:40)

Lynch (1980) suggests planners use several techniques for achieving this historic continuity.

1. Enact conditions for new developments which replace former historic buildings, e.g. historic district design guidelines;
2. Specify those objects which must be saved, those which might be saved, and those which are not necessary to save;
3. Establish an archive for holding the records of those resources which have been lost, or are about to be lost.
4. Encourage citizens to participate in their ongoing heritage through involvement in both the preservation planning process and community events.
5. Educate citizens on their local heritage through workshops, tours, seminars, or other public events.

Each of these suggestions preserves and interprets the past for the public. But more importantly, these activities inform residents of their role in the living history which continues in the present.

Historic preservation therefore contributes to the local or regional sense of place by preserving the antique texture, establishing spatial and cultural boundaries, and creating temporal continuity.

Criteria for judging achievement:

1. Preservation efforts maintain the physical "antique texture" of the locality or region.

This must be judged subjectively.

2. Preservation efforts define or maintain spatial community boundaries, as well as cultural boundaries within communities (e.g., commercial from residential, public from private, etc.) Evidence of achievement must be found subjectively.

3. Preservation efforts accurately record the locality or region's history. Achievement, while somewhat subjective, may require independent research into the area's history and comparison of that data with that recorded by preservation projects.

4. Preservation efforts present and interpret the locality or region's history for the public.

Achievement may be quantified by the number of educational facilities created through preservation efforts, the number of interpretive events such as reenactments, lectures, and courses, the number and quality (subjective) of interpretive efforts such as signage, and the accessibility of resources to all visitors.

5. Preservation efforts involve the public in the community's past and present heritage.

Evidence might include attendance figures at reenactments, lectures, courses, and educational facilities. Other, subjectively judged efforts might also constitute achievement.

CHAPTER 3

CASE STUDY, PART 1: BECOMING THE FIRST NATIONAL HERITAGE CORRIDOR

Introduction: The Illinois and Michigan Canal Region

The Illinois and Michigan Canal was built to connect the Great Lakes to the Illinois River, which then continues to the Mississippi River (Figures 3-1 and 3-2). In the six years after its opening in 1848, the I&M Canal became a major shipping route, drawing attention and money away from ports like St. Louis and New Orleans. The railroads came through in 1854, however, and the I&M Canal's economic importance slowly weakened until entire sections of it were closed to navigation. In 1933, the I&M Canal was abandoned entirely (Conzen 1988).

The I&M Canal's influence lingered after its function ended. The towns that appeared along the I&M Canal's route remained despite the fortunes of the shipping industry. Chicago itself was planned by the Canal Commission as the canal's eastern lakeshore port, and Ottawa was likewise established as the western end (the original plan for the canal ended there instead of further west at LaSalle). These towns were both laid out just after the legislation for the canal construction was passed in 1829, nineteen years before the canal was open for navigation. Because of their early start, geography, and strategic locations along the canal site, these two towns grew into full-fledged urban areas before the canal opened (Putnam 1918).

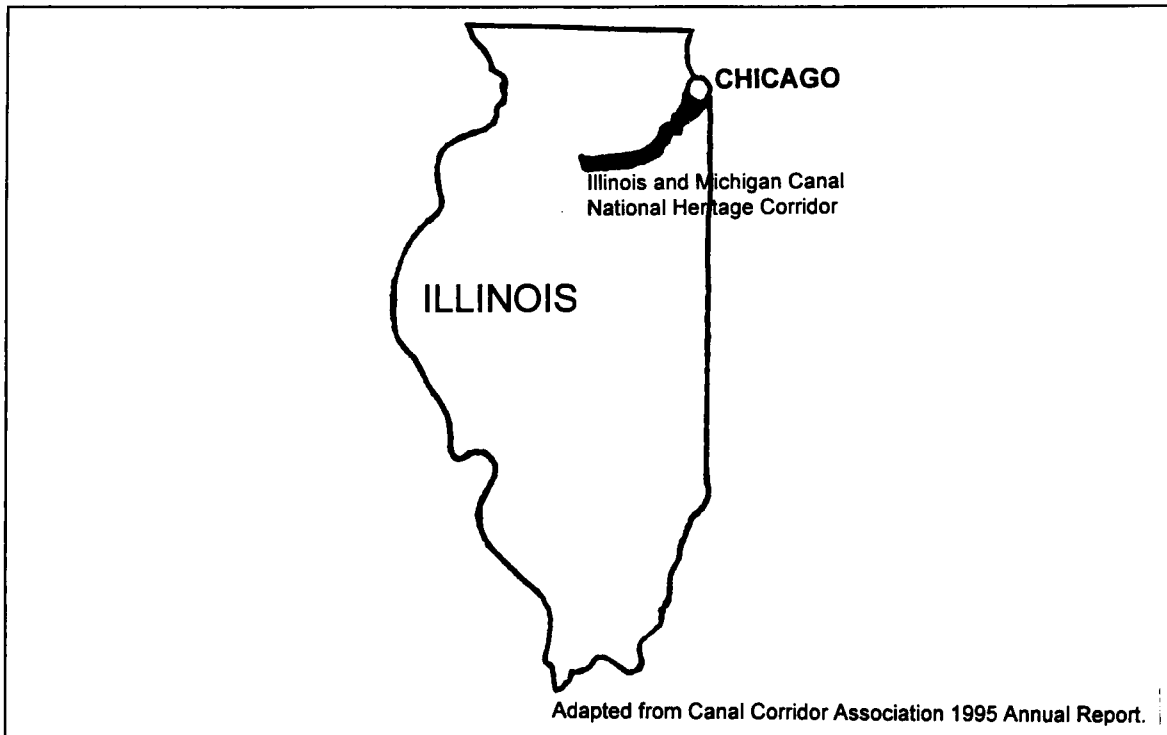
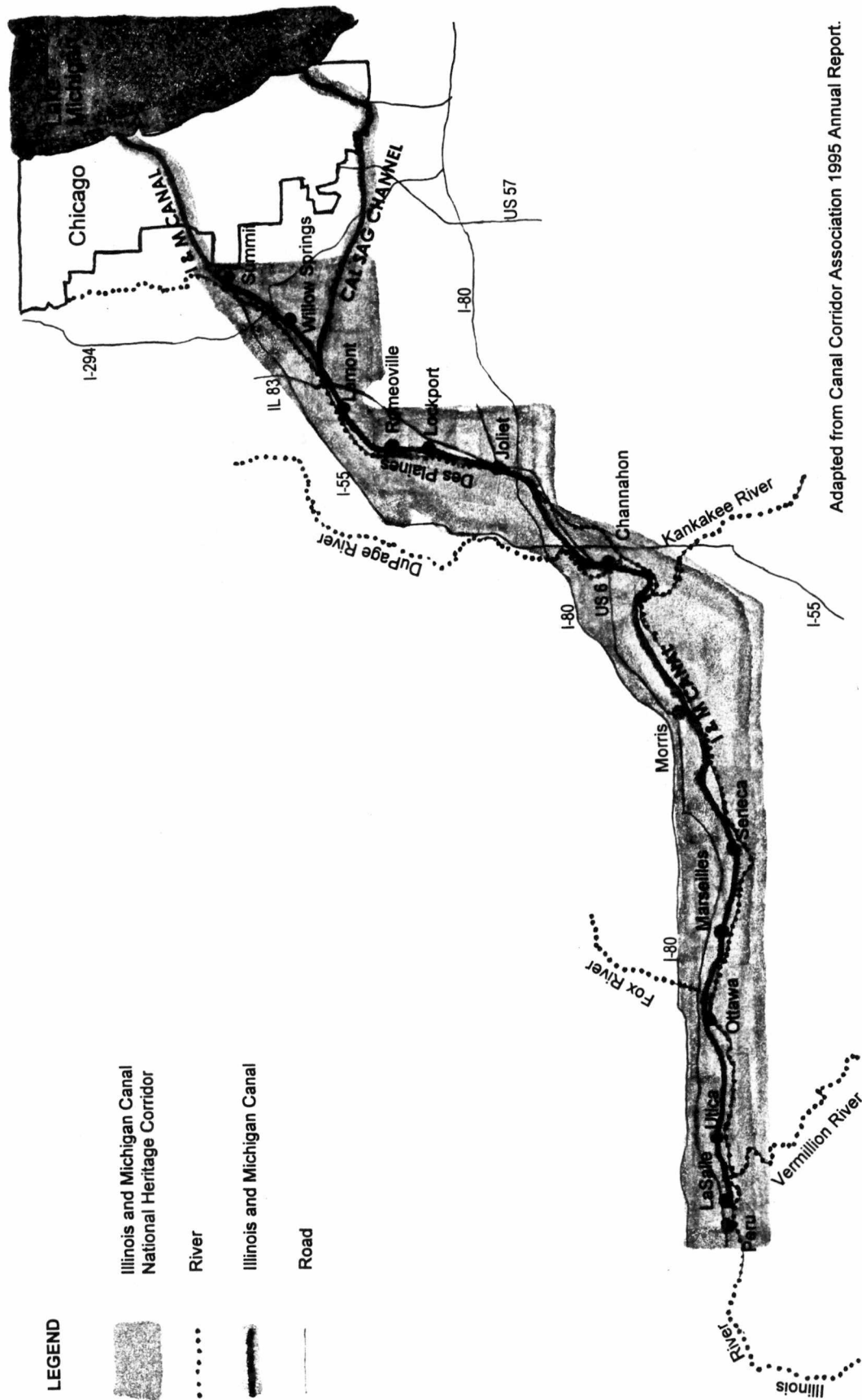


Figure 3-1. Location of the Illinois and Michigan Canal.

In 1834, the town of Peru was established near the I&M Canal's eventual western end by area residents. Private business also took advantage of the best waterpower sites along the canal, laying out Joliet and Marseilles in 1834 (Putnam 1918).

Canal Commissioners changed the planned route of the canal in 1836 and established LaSalle as the official western terminus of the canal, creating a rivalry between public interests in LaSalle and private interests in nearby Peru. The same year, commissioners laid out Lockport at the first canal lock west of Chicago. This town was created specifically to house the canal's administrative headquarters. In all, before canal construction had even begun, seven towns had been created within its corridor: four through government planning, three through business initiative (Putnam 1918).



Adapted from Canal Corridor Association 1995 Annual Report.

Figure 3-2. The Illinois and Michigan Canal National Heritage Corridor

Five more towns developed due to the I&M Canal, although more slowly. In 1841, the commissioners added Morris to the canal front. Channahon, Lemont, Seneca, and Utica were established between 1844 and 1867 by former canal laborers who settled permanently in the area. The canal attracted many people to the area, as there were few residents to work as diggers. Potential workers and those looking to capitalize on the canal in some way were drawn to the towns, and many stayed after construction was completed (Putnam 1918).

During the six years between the canal's opening and the coming of the railroad, the region boomed. In 1845, Chicago had a population of about 12,000 residents; a few months after the canal's opening in 1848, the population had increased to 20,000. Two years later, the population was at 28,000. In 1854, six years after the canal's opening, Chicago boasted a population of 74,500 (Conzen 1988).

The Chicago & Rock Island Railroad, was originally conceived as a supplement the canal rather than competition. However, the railroad's investors soon realized the potential of the route, and built the railway almost exactly parallel to the canal, connecting every canal town except Channahon. As a result of this omission, Channahon went into a swift decline. The railroad was cheaper, more efficient for freight, and more comfortable for passengers. In spite of this, the canal continued as a viable freight route through 1870, and was used for bulk transport through the 1890s (Putnam 1918).

In 1870, the new state constitution denied funds for keeping up the canal. As the canal fell into disrepair, it also fell into disuse. By 1900, the northernmost section of the

canal was closed to traffic permanently. The canal towns, however, continued to develop with the railroad (with the exception of Channahon) (Conzen 1988).

Although the towns' early economies were based on the canal's construction, shipping industry, and management, the region's natural resources were soon discovered by industries. Industrial development was also encouraged by the obvious access to transportation. Limestone quarries built around natural deposits in Lemont, Lockport and Joliet boosted those towns' growth spurts. Additional support for the limestone industry came after the Great Chicago Fire in 1871. Many structures had to be rebuilt, and fear of another fire moved builders away from wood. Eventually, however, better resources for cut stone were found elsewhere, and the quarries started producing crushed stone for foundations and roadways (Putnam 1918).

Another natural resource, coal, was exploited in the southernmost sections of the canal during the mid-1800s, and the towns of LaSalle and Morris benefited. Sand and clay deposits in many of the towns also supported mining industries. Silica mining is still a major industry in the area today (Conzen 1988).

Manufacturing industries had a lasting effect on the canal towns. In 1858, a zinc smelting and refining works opened in LaSalle. This industry was especially prosperous after the Civil War. In 1867, a glass factory opened in Ottawa, drawn by the silica deposits; by 1880, this factory was the town's most important industry. Simultaneously, a large paper and cardboard plant was established in Marseilles, which was later purchased by Nabisco to make its cartons. In the mid-1800s, a clock factory opened in Peru. The

manufacturer eventually became the world's largest producer of alarm clocks (Conzen 1988).

An iron and steel works started in Joliet in 1869 because of the location, free site, and financial subsidy offered by the Canal Commission. Soon, allied plants came to the town: coke, horseshoes, wire, chemical companies, etc. By 1900, each of the canal towns had developed it's own economy and purpose in the corridor. This trend in industrial development continued through the 1920s (Conzen 1988).

Industrial development came to a halt with the Great Depression. World War II production necessities provided a short-lived boon, especially in Seneca where the military established the Prairie Shipyard in 1942. The town population grew from under 1000 residents to 10,000 workers in two years. Nearby towns were affected as well, since small Seneca had scarce housing for the workers. By mid-1945, however, the shipyard was closed down, leaving an improved infrastructure and little else (Conzen 1988).

Between the post-war years and the 1970s, little changed in the corridor's industrial development. In the last 20 years, however, job demands have changed from industry to service. Most of the factories have closed down, and the industrial jobs now center in oil terminals and chemical plants--a return to processing and transportation (Conzen 1988).

Recent economic development efforts within the region have focused on different resources: state parks, forests, recreational trails, and cultural attractions. The I&M canal area was named a National Heritage Corridor in 1984, a designation which has encouraged cooperative regional planning and sustainable development. The following case study explains the process which led up to the National Heritage Corridor

designation, including the development of the Heritage Corridor concept. The case study then describes the activities, stakeholders, and dynamics which have affected historic preservation planning within the Corridor.

Early Preservation Movements

After the canal closed in 1933, the Civilian Conservation Corps (CCC), a New Deal youth program, was assigned to develop the state-owned land around the canal as a recreational facility. The program's workers maintained the towpaths for hiking and biking, stabilized deteriorating locks and aqueducts, and built improvements such as picnic areas. This work continued through the Depression. However, the CCC was eventually dissolved, and the facilities fell into disrepair (Adelmann 1989).

In the early 1960s, The Illinois Department of Transportation studied the real estate potential of the abandoned canal and adjacent lands under state control. The possibility of the state selling off the canal upset residents who considered the canal an important part of their heritage. These people began working to save the canal from sale. Initial lobbying efforts resulted in the designation of the I&M Canal as a national historic landmark in 1963 (Adelmann 1989).

Simultaneously, the Open Lands Project started in 1963. The non-profit group's purpose was to conserve public open space in Northeastern Illinois. I&M Canal activists brought their issue of saving the canal to the Open Lands Project. Open Lands initiated Operation Greenstrip, organizing and publicizing citizen support for state legislation of a park anchored by the I&M Canal (Adelmann 1989).

The Illinois Department of Transportation created the Illinois and Michigan Canal Task Force in 1971 in order to examine the issues surrounding management of the state-owned land around the canal. After holding several public hearings in the area, the task force recommended delaying any land sales until a comprehensive plan was completed (Adelmann 1989).

A private planning firm, Harland Bartholomew and Associates, was hired in 1972 to create this comprehensive plan for the I&M Canal region. Their final master plan was based on historic preservation and recreational development within the area. In 1974, this plan was put into action, and the Illinois Department of Transportation transferred responsibility for the entire canal to the Department of Conservation. The Department of Conservation developed the canal area as a 60-mile long traditional state park, the I&M Canal State Trail, from Joliet to LaSalle/Peru. According to the Department of Conservation, the northern part of the canal could not be developed into a park because of the modern industrial developments in that section (Adelmann 1989).

Meanwhile, local interest in stabilizing and restoring the I&M Canal continued to grow. Several community groups took on the task of researching and interpreting the I&M Canal's history. Volunteers in LaSalle cleared a section of the canal of trees and sludge; the Will County Historical Society rehabilitated the original canal office building into its headquarters and a local history museum; the LaSalle County Historical Society turned an 1848 canal warehouse into a museum as well (Adelmann 1989). However, many volunteers became frustrated with the way the state park was being managed. They

felt that progress was slow, and that recreation areas were given more attention than the deteriorating canal artifacts.

Several of the canal towns, particularly Lockport, had official historic preservation policies by this time. Local preservationists often found these programs similarly slow-moving and frustrating. Several exceptional projects were completed however, and served as models for the area. These include the restoration and retrofitting of the Lockport Central Square Building, the Rialto Theater in Joliet, and the Reddick Mansion in Ottawa.

The Des Plaines River Valley Program

By 1980, preservationists were seeing some progress towards their goals, but that progress was meager and haphazard. Residents of the northern, more urbanized stretch of the canal still had not received any benefits from the state management of the I&M Canal. Most importantly, the I&M Canal area, like most of the country, was suffering through a recession. Canal cities like Joliet had unemployment rates as high as 25%. Factories were shutting their doors overnight, and the region's outlook was bleak. Historic preservation was not a primary concern for any agency.

As a means of dealing with these and several other area problems, the Open Lands Project initiated the Des Plaines River Valley Program in 1980. This program's goals were to study the natural and cultural resources of the Des Plaines River Valley, which includes the northern part of the I&M Canal, and consider the possibilities for economic development through those resources. Gerry Adelman, a doctoral student in American

studies with a background in historic preservation, was hired to head the Des Plaines River Valley Program. Adelman was a native of Lockport, and was living in the area while working on his dissertation.

Through the survey process, Adelman realized that the I&M Canal region held both natural and cultural resources of startling quantity and quality. The entire area's history was encapsulated along the canal's route: Ice Age geological formations, remains of early American Indian cultures, relics from French explorers and fur traders, locks and towpaths from the I&M Canal, and an overlay of transportation systems, settlements, and industrial plants and factories. Thousands of years of pre-historic and historic influences were all visible within the I&M Canal's 100-mile run. Adelman was inspired by the idea of a national park which could protect and interpret all of these resources. This park would be more than environment, history, or recreation: it would encompass all three of these resources. This new national park could also create a tourist attraction, bringing development dollars back to the region.

With the full support of the Open Lands Project, Adelman began to communicate his vision to others. In order to bring media attention to the area, he contacted Chicago Tribune outdoor writer John Husar. After visiting the I&M Canal region, with Adelman as his tour guide, Husar wrote a six-part series, "Our Hidden Wilderness," which was published by the Chicago Tribune in the fall of 1980. The series was widely read, and was eventually nominated for a Pulitzer Prize.

The Open Lands Project sponsored separate briefings for three groups that would be crucial for successful implementation of the park concept. These groups were: (1) users

and activists, (2) academics (historians, archaeologists, ecologists, geologists, etc.), and (3) officials from relevant local, state, and national government agencies. Through these briefings, the Open Lands Project began to build a coalition supporting the idea of a national park based on the I&M Canal. Through this process, Open Lands ensured that interested parties were receiving the necessary, correct information. The meetings also created a resource pool for critical feedback about the park idea (Adelmann 1989).

Open Lands began a strong lobbying effort in 1980 as well. The group presented the state's Congressional representatives with the park idea at the briefings. Open Lands then asked the legislators to commission the National Park Service to conduct a survey of the area determining the potential for a national park. Senator Charles Percy and Representative Tom Corcoran, both from districts in the I&M Canal region, made the official requests, but the National Park Service refused. They turned then to the federal Heritage and Conservation Agency, which agreed to create a reconnaissance study of the region in 1980 (Adelmann 1989).

The Illinois and Michigan Canal Corridor Concept Plan

The Heritage and Conservation Agency assigned employees Dr. John Peine and Debora Neurohr to conduct the I&M Canal study. The team conducted a study of the area's resources, building on the study conducted the same year by the Open Lands Project. In addition to the many natural resources they found, the study identified more than 200 historic structures and districts in the I&M Canal area. Some of these heritage resources, including portions of the I&M Canal, were already on the National Register of

Historic Places, but no thorough inventory had been conducted. Peine and Neurorh (1981) concluded that the resources present in the I&M Canal's corridor were more than enough to constitute a national park.

Peine had previously written several plans that ran into political problems. He found that a plan which was politically feasible under one administration was often shelved and forgotten by the next. Frustrated by this experience, Peine was determined to create a scientifically sound plan with constituent support, one which represented the needs of the area's residents so that it would stand regardless of who was in office (Peine 1996).

Therefore, Peine orchestrated a process of citizen participation for creating the plan. The draft proposals were developed by 100 residents assigned to various work groups, including history and culture, conservation, recreation, water quality and use, land use and transportation, and economic development. The draft plan and strategies were then reviewed by an additional 150 persons in Illinois. These residents were carefully chosen so that all of the area's stakeholders were represented: elected officials, business leaders, researchers, state park managers, and volunteer organizers (Peine and Neurorh 1981).

Involving citizens in the planning process built consensus for the final concept plan. In the work groups, stakeholders' concerns were aired, debated, and often resolved. People from different disciplines found they held common interests, and opponents found common ground they could work from. The Friends of the I&M Canal National Heritage Corridor, an advocacy group, was created by the planning process. The final concept plan was the result of eight months of carefully guided visioning and mediation.

Throughout the planning process, Gerry Adelman was a key figure. On several committees himself, he served as a liaison between the groups. More importantly, Adelman knew many of the area's leaders personally and convinced them to become actively involved in the campaign for a national park. Adelman's charisma and zeal are often described as "overwhelming" (Johnson, Ghiardina, Peine, personal correspondence 1996); most industry owners and politicians found his enthusiasm for the project irresistible, and offered their support.

The Illinois and Michigan Canal Heritage Corridor Concept Plan (1981) concluded that the natural and cultural resources along the I&M Canal were of national significance and encouraged developing a national park in the area. However, the types of parks already created by the National Park Service (e.g., wilderness areas, heritage parks, urban recreation areas) were inadequate to protect and interpret the region's wide variety of resources. In addition, federal ownership of the I&M Canal and the land around it was not only politically improbable, it was undesirable to the area's residents and businesses. Industrial interests also opposed the strict environmental regulations a typical national park imposed.

Therefore, the concept plan suggested a new kind of park for the I&M Canal region: a National Heritage Corridor. The National Heritage Corridor concept avoided these political issues, while broadening the potential for interpretation within the park. A Heritage Corridor could encompass the unique overlay of histories found along the route of the I&M Canal, both natural and built. The concept emphasizes understanding the

region's sense of place holistically by presenting and preserving the intertwined aspects of environment and development.

The proposal described several important features which distinguish a National Heritage Corridor from other national parks.

- Local and state control of land ownership and use would be maintained. There would be no federal land purchases or new land use controls imposed by the National Heritage Corridor designation.
- Government agencies and private landowners would manage and fund the National Heritage Corridor through partnerships.
- The National Heritage Corridor's purpose was not just environmental protection or historic preservation. The park's purpose would be much broader; "to protect and enhance the utilization of the abundant cultural and natural resources in the I & M Canal corridor while at the same time providing opportunity for economic development (Peine & Neuroh 1981:1)." Economic development was considered an indirect effect of most national parks, and certainly not the National Park Service's concern. It would be an explicit function of the National Heritage Corridor.
- A Corridor Commission would be established to guide the development of the park. Its members would be drawn from local and state organizations, ensuring that stakeholders engaged in the planning process remained involved in the park's

progress and management. "The idea is to focus existing public resources as opposed to creating a new bureaucracy (Peine & Neurohr 1981:10).

Through the investigations and work groups conducted during the initial planning process, eight goals for the National Heritage Corridor were identified.

- Goal 1. Stabilize structures of the I&M Canal and renovate portions for interpretation.
- Goal 2. Establish a continuous recreational trail corridor from Summit to LaSalle.
- Goal 3. Protect the natural setting of the trail corridor.
- Goal 4. Provide for the protection of unique natural areas.
- Goal 5. Enhance public awareness of and appreciation for archaeological resources.
- Goal 6. Restore historic buildings with economic development potential.
- Goal 7. Interpret the cultural and natural resources of the corridor.
- Goal 8. Establish recognition of the I&M Canal corridor.

The concept plan also identified specific planning principles to be followed in reaching these goals. These principles were intended as guidelines for all development actions within the I&M Canal region.

Planning Principles:

- 1. Build upon existing commitments of the public and private sectors.
- 2. In addition to a long-term perspective, identify practical short-term strategies which can be implemented during this time of economic restraint.
- 3. Utilize existing authorities for resource protection and enhancement.
- 4. Stimulate commercial economic growth.
- 5. Enhance the corridor's ability to attract new industry while not impeding industrial expansion.

The concept plan's goals and planning principles consider historic preservation an important purpose of the proposed park. The number and quality of historic resources in the canal region, according to the plan, warrant stabilization, re-use, and interpretation for

the public. However, historic preservation's place is primarily within economic development schemes. According to the concept plan, "Historic preservation should be used as a tool to stimulate commercial growth in the downtown districts of canal towns (Peine and Neurorh 1981:57)."

The Campaign to Legislate the National Heritage Corridor

Once the National Heritage Corridor plan was completed in 1981, the coalitions created through the planning work groups began to make the concept a reality. The Friends of the I&M Canal organized the numerous community groups within the region and mounted a carefully managed, passionate campaign. Gerry Adelman created the Upper Illinois Valley Association, a non-profit group dedicated to actively involving industry in the economic development goals of the National Heritage Corridor concept (Adelman 1989). The Upper Illinois Valley Association became not just an advocate for a National Heritage Corridor based on economic development, but a voice for industry's concerns alongside those of preservationists and environmentalists. The very existence of the Upper Illinois Valley Association established industry leaders as partners with other lobbyists working for the National Heritage Corridor rather than skeptical outsiders. In addition, the industries which supported the Upper Illinois Valley Association -- Caterpillar Tractor Company, Commonwealth Edison, and Ottawa Silica Company, for example -- were large and influential enough to convince other "holdout" industries of the economic benefits the Corridor offered.

Senator Percy and Congressman Corcoran, who had commissioned the concept plan the year before, along with Illinois Senator Alan Dixon, introduced legislation in the Senate and House in 1982. The first draft of this legislation was written by Dr. Peine, and came straight from the concept plan.

The bills were debated in the Senate Subcommittee on Public Lands and Reserved Waters and in the House Subcommittee on Public Lands and National Parks in 1982. Proponents of the bills emphasized its partnering of public and private sectors, which put little burden on the Federal government. This partnership concept was compatible with President Reagan's "New Federalism," another aspect highlighted by the speakers. The speakers pointed out that the National Heritage Corridor title would draw much-needed attention and recognition to the area in order to develop the economy through tourism and industry recruitment. The national title was additionally necessary to enable the National Park Service to provide technical and staff assistance. Those who appeared before the subcommittees included: Connie Fetzner (President of the Friends of the I&M Canal); Judith Stockdale (Executive Director of Open Lands Project); Edmund Thornton (CEO of Ottawa Silica Company); Gerry Adelman (Upper Illinois Valley Association); Robert Thornberry (Illinois Department of Conservation); John Rogers (President of the Grundy County Industrial Development Corporation); and Bob Stewart (Three Rivers Manufacturers Association).

The 1982 bills did not pass because several industrial firms felt that the legislation did not adequately address their interests. One major concern was the prospect of increased environmental controls; the legislation was not worded to explicitly prohibit such

controls. Another issue was increased liability exposure. Private businesses owning land within the proposed National Heritage Corridor were distressed by the potential liability problems posed by hikers and other park visitors crossing property lines. The legislation also opened up the question of leasing and access procedures within the Corridor. Businesses wanted to ensure that they retained rights to lease property and negotiate right-of-entry or easement agreements as desired. Industrial representatives also opposed the commission make-up as outlined by the legislation, which did not include local elected officials. Finally, industry stakeholders wanted to ensure that existing industrial land was protected as such (Peine 1996).

In spite of the positive testimony presented before the subcommittees and the endorsements of Illinois Governor Jim Thompson, the Illinois General Assembly, Secretary of the Interior James Watt, the Sierra Club, the Audubon Society, the National Trust for Historic Preservation, the National Conference of State Historic Preservation Officers, and the Illinois League of Women Voters, the legislation was sent back for revisions that solved the industrial opposition's concerns.

In 1983, legislation for the National Heritage Corridor was reintroduced, with the endorsement of industries within the I&M Canal region, including Caterpillar Tractor Co., Union Oil Co., Commonwealth Edison, Olin Corp, and Northwestern Petrochemical. This reworked version contained much more restrictive language regarding the powers of the Department of the Interior and the proposed Commission.

The bill outlines the purpose of the National Heritage Corridor, the area which it covers (although still somewhat vague -- no exact legal descriptions are offered), and the

role of the Federal government in the Corridor. This role is limited to the interpretive and technical assistance of the National Park Service and the establishment of the Illinois and Michigan Canal National Heritage Corridor Commission. As set forth in the bill, the Commission has nineteen members, all of which (except for the Director of the National Park Service, ex officio or a delegate) have to be nominated by the Governor of Illinois and approved by the Secretary of the Interior. The Commission's membership is composed of:

- The Director of the National Park Service, ex officio or a delegate;
- Three representatives of State and local government;
- One member of the board of a Forest Preserve District, rotating among the three Forest Preserve Districts;
- One member of the county board of each county (except that represented by the Forest Preserve Board member);
- Five representatives of: history, archaeology, historic preservation, recreation, and conservation; and
- Five representatives of business and industry.

Commission members serve three-year terms and meet quarterly. They receive no pay, except for a per diem when away from home on Commission work. The Commission's chairperson is elected by the Commission every 2 years. The Commission appoints a director (at the GS-15 pay level) and appropriate staff. The Commission may acquire property, may enter into cooperative agreements, and may establish advisory groups.

In February 1984, The Illinois and Michigan Canal National Heritage Corridor Act of 1984 was passed by both the Senate and the House of Representatives. On August 24, 1984, President Reagan signed the Act, making it Public Law 98-398, in front of a crowd of National Heritage Corridor supporters in Chicago. The I&M Canal region was now legally the Illinois and Michigan Canal National Heritage Corridor.

CHAPTER 4

CASE STUDY, PART 2: POST-DESIGNATION DYNAMICS (1984-1996)

Introduction

After President Reagan signed the National Heritage Corridor legislation in 1984, a "leadership vacuum" appeared (Noonan, 1996). Local leaders had finally succeeded in their crusade, but what next? Many volunteers' entire focus had been passing the legislation, and few had considered what direction to take if that goal was actually achieved. The organizations no longer had a single tangible goal to work towards. As a result, each group was forced to find its own niche within the new National Heritage Corridor (Figure 4-1). Some groups stumbled more than others along the way; new groups organized, working towards newly developed goals and problems. Although the groups developed their own agendas, their work usually complemented each other. In their own ways, each organization has worked towards the implementation of the concept plan's goals of preservation, recreation, and economic development, with varying degrees of success and strife.

The following section discusses the various stakeholders working toward the historic preservation goals of the Illinois and Michigan Canal National Heritage Corridor since designation in 1984. Their individual goals, structures, and projects are described. The dynamics between these groups are then explained so that the complex mechanisms of the Corridor's management might be understood.

Organizations Involved in Managing the Illinois and Michigan Canal National Heritage Corridor

The National Heritage Corridor Commission

The National Heritage Corridor Commission was envisioned in the 1981 concept plan and the 1984 legislation as a coalition of experts and advocates overseeing and advising development within the Corridor. Various organizations within the Corridor began trying to seat the Commission in 1984; this task turned out to be harder than it sounded. The legislation stated that Commission members had to be nominated by the Governor of Illinois to the Secretary of the Interior for approval. The time lag between suggestion, nomination, and approval was lengthy, and it took over two years to fill all 19 positions (Hanson 1996).

As members received their appointments, they began trying to mold a role for the Commission. According to Roberta Deering (1996) of the Illinois State Historic Preservation Agency, "It took a long time for people to go from scratch as Commission members, to figure out how the whole thing should work." The first Commission members identified interpretation as an immediate goal, especially identifying road signs for the Corridor. The Commission spent \$218,000 of its first year's \$250,000 budget on highway signs. This expenditure was a visible, tangible investment, and one which could be completed without a full Commission (Hanson 1996).

Since 1984, the Commission has continued to emphasize interpretation as a primary function. At its bi-monthly meetings, the Commission often takes on or supports other

projects in support of the overall Corridor goals of conservation, recreation, and economic development. For example, the Commission established a Revolving Loan Fund with a \$419,615 grant from the Federal Economic Development Administration. However, interpretive efforts keep the Commission and its multiple committees, subcommittees, and sub-subcommittees busy (Hanson 1996).

As an affiliated area of the National Park Service, the Illinois and Michigan Canal National Heritage Corridor has access to technical and financial assistance for such activities as road signs, historic site markers, and interpreter training. The National Park Service budgets about \$150,000 for administration and research within the Illinois and Michigan Canal National Heritage Corridor each year. This budget has included support for three summers of research by the Historic American Buildings Survey/Historic American Engineering Record (HABS/HAER). This program inventoried and recorded historic structures within the Corridor, and the results of this survey is currently being published (Hanson 1996). In addition, the Commission uses most of its annual \$250,000 federal stipend to pay for Corridor signage, brochures, and radio transmitters which broadcast tourist information.

Since 1984, the Commission has tackled more sophisticated approaches to interpretation as well. They have created an interpretive plan for the Corridor with help from NPS staff. They also sponsor a Heritage Education program for local elementary schools. The program includes written texts for teachers and students on the I&M Canal which complements the existing curriculum on local and state history (Deering 1996). The Commission has organized teachers' workshops on the educational program, as well

as short courses in museum archival work, curation, and compliance with the Americans with Disabilities Act for parks and historic sites. Most of the smaller, specialized workshops have between 10 and 30 participants. However, about 50 people usually attend the most popular programs, such as the workshops for teachers.

The Commission serves another important function, one which has been essential in the Heritage Corridor's development. Since the Commission includes representatives from all major stakeholders within the Corridor, issues are often aired and resolved at Commission meetings. As Harv Hisgen (1996), president of the Friends of the I&M Canal National Heritage Corridor, stated, "If you have a problem with another group, you know that eventually it will be heard. Everyone knows they have a voice." While interpretation may be the Commission's visible effect on the Corridor, the mediation and cooperation fostered by the Commission have been crucial for the overall success of the Corridor's cooperative model.

The Commission's federal backing sometimes allows the Commission to "wield greater power than the legislation gave it (Hanson 1996)." The Commission's opinions also carry weight among area activists because of respect for its members' individual expertise (ibid). According to Lee Hanson (1996), Director of the National Park Service's Illinois and Michigan Canal National Heritage Corridor office, the Commission recognized the consensus developed through the concept planning process in 1981 and chose to build on that foundation rather than creating a new structure of authority. He credits that grass-roots support and the sound guidance of the concept plan for much of

the Commission's success. In addition, he feels that the Commission "picked their fights at first to build authority."

Hanson was hired by the Commission in 1986 to head the NPS office. Since then, Hanson has defined his own job duties to some degree. At first, he found he spent as much time explaining the federal system to the Commission members as he did presenting the Corridor to the outside world. Hanson was quickly cast in the role of liaison between the federal government and the Commission members. He tries to keep the Commission on track, attracts federal support for Commission projects as it is available, and represents the Corridor at conferences and events. While some Corridor activists envisioned the Director's position as one of "a pointman in Washington" lobbying for the Corridor's goals (Peine 1996), such a position does not suit Hanson's personality. Instead, Hanson chooses to deal with internal issues, subtly guiding and advising the Commission, ensuring that the gains that have been made to date are not lost (Hanson 1996).

The Commission's future has been uncertain since its very inception. Every year, Congressional budget negotiations threaten to end the Commission's funding, but every year the funds are eventually dispersed. The ten-year tenure established by the 1984 legislation was extended by Congress for an additional five years, making the Commission's expiration date 1999. A bill is currently in Congress to extend the Commission's mandate another five years to 2004, but the bill has not yet passed (Hanson 1996).

The Illinois Department of Conservation/Natural Resources

Since the Department of Conservation took over management of the I&M Canal State Trail in 1974, investments were made in recreational development. However, the property was just one among a number of state parks, all vying for the same scarce funds. That changed with the National Heritage Corridor designation in 1984. The I&M Canal's national status prompted the state to recognize the canal as an important historic resource worthy of preservation and restoration. The I&M Canal became a priority within the Illinois state park system. Since 1984, the Department of Conservation (recently renamed the Department of Natural Resources) has actively sought grants for rehabilitation of the canal's trails and remaining structures and has supported a large portion of the overall development within the Corridor (Bell 1996).

The Department of Natural Resources (DNR) is a crucial agency in the Corridor. Although the Corridor is an affiliated park of the National Park Service, Illinois retained legal ownership (and inherent management obligations) of its property within the Corridor. The DNR's staff manages the canal and the adjacent state land south of Joliet, keeping the parks and trails accessible to the public (Figure 4-2). Additionally, the staff write and submit applications for state and federal grants, and then administer those grants received (Bell 1996).

In the first two years after the National Heritage Corridor legislation passed, the DNR made great strides in preservation and recreation development. The most important project completed was the Lockport Trail. This trail formed the first leg of the Corridor trail, and was dedicated in 1985. Development of the Lockport Trail cost \$251,000, a

large portion of which came from federal Land and Water Conservation Fund grants administered by the DNR. Also in 1985, the DNR administered \$1.35 million for preservation projects including rehabilitating the Fox River Aqueduct, protecting the Seneca grain elevator from flood, stabilizing the Aux Sable Aqueduct, rehabilitation of Lock 2 and the locktender's house in Lockport, and dredging the canal from Utica to LaSalle. The DNR received \$3.5 million for canal rehabilitation projects from the Parks and Conservation fund soon after, financed through a state tax on soft drinks (Carr 1996).

However, the initial attention on the I&M Canal State Trail eventually faded, and the park's staff had to again fight for the funds, although not quite so hard; after all, the park was still nationally significant. The staff got a "second wind" with the federal Intermodal Surface Transportation Enhancement Act (ISTEA) (Bell 1996). The ISTEA program awards grants for innovative improvements to existing transportation systems. The federal government provides 80% of the funding; 20% must be matched by the state. To date, \$10 million in ISTEA money has been awarded to the I&M Canal State Trail for several projects. Two of the most important are:

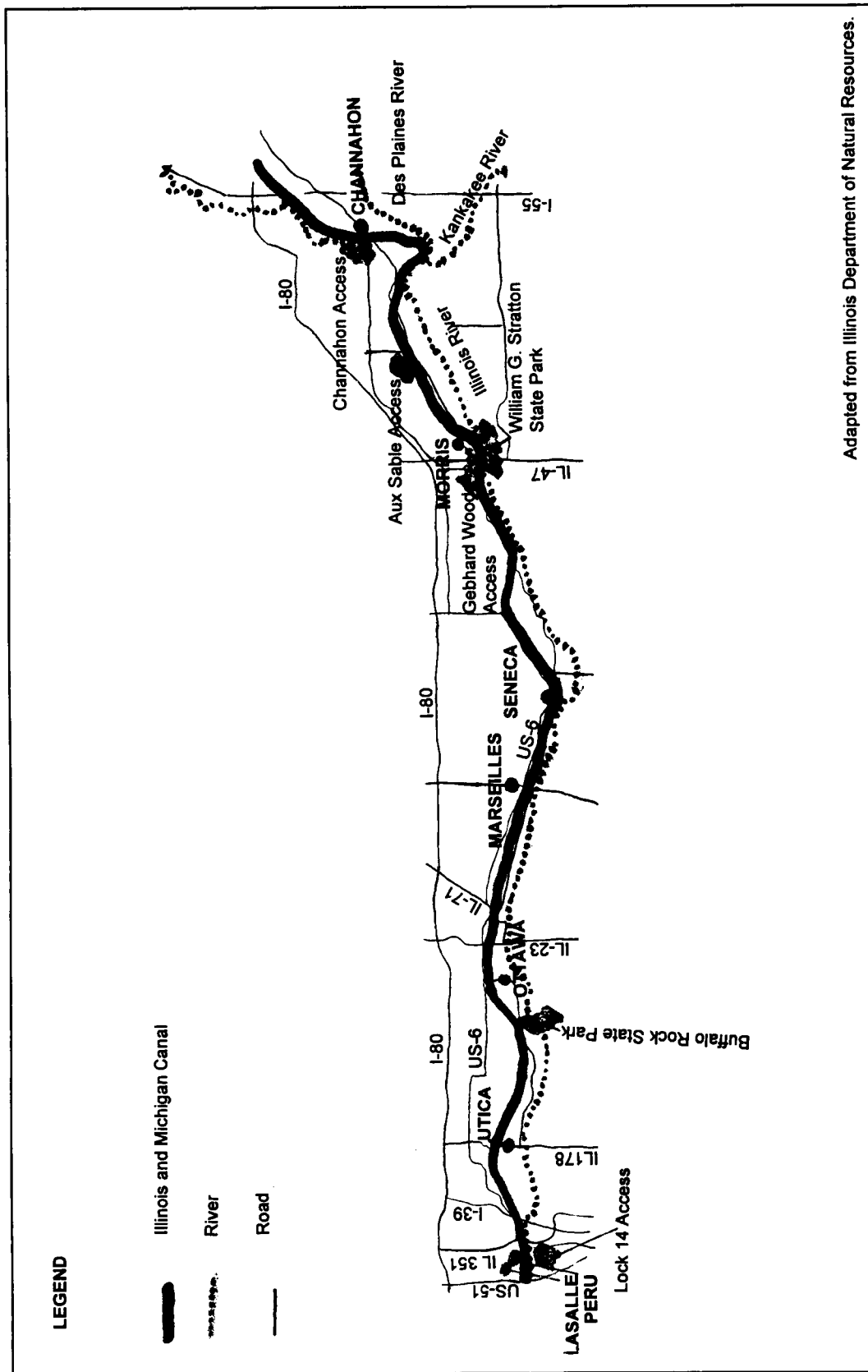
- **The I&M Canal State Trail:** The DNR envisions a 100-mile trail for pedestrians and bicycles that runs the canal's entire route from Chicago's Navy Pier to LaSalle/Peru. Currently, there are 55 miles of trail from I-55 near Joliet to LaSalle/Peru. This trail is the old canal towpath. ISTEA money has been used for engineering and construction of new sections of the trail. In addition, ISTEA

funds have paid for stabilization and restoration of canal artifacts along the trail, such as locks and aqueducts.

- **The Heritage Park Trail:** This trail is a 2.7 mile path through the 260-acre Heritage Park between Joliet and Lockport, slated for completion in 1996. The land developed into the Heritage Park was previously inaccessible. Prominent features include old quarries, prairie remnants, and a blast furnace ruin from a 19th century steel plant. ISTEAs funds have gone towards trail development and rehabilitation of the industrial artifacts.

Several staff members of the DNR, including Dan Bell and Dave Carr (1996), believe that the large amount of ISTEAs funding the Canal has received is at least partly due to the national designation. State authorities are willing to match the federal grants because of the park's standing and the federal review board seems inclined to fund projects of national significance.

The problem with these grants is the length of time they take to administer. Once a project is awarded funding, those funds have to be forwarded to the state through one set of bureaucratic processes. Then, the state legislature must authorize the matching funds and forward them through another process. By the time the DNR can finally go ahead with a project, activists are often frustrated and disillusioned by the delays (Bell 1996).



Adapted from Illinois Department of Natural Resources.

Figure 4-2. The Illinois and Michigan Canal State Trail

Illinois Historic Preservation Agency

While the Illinois Historic Preservation Agency (IHPA) does not play a direct, managerial role in the Corridor, it is an important agency in the preservation actions within the area. The IHPA must approve all state-sponsored rehabilitation of historic properties, so all DNR preservation projects must be reviewed by the IHPA (Bell 1996, Deering 1996). The IHPA also helps decide which communities get selected for Main Street programs. The Corridor currently has a regional Main Street Partnership program with the National Trust for Historic Preservation, the first of its kind. The Main Street program, a national initiative developed and sponsored by the National Trust for Historic Preservation, combines downtown revitalization with historic preservation (Hawley 1984). Lemont, Lockport, and Ottawa have individual programs, but all other towns and cities within the National Heritage Corridor may ask those offices for technical assistance (Canal Corridor Association 1993).

The IHPA is also involved in the Corridor in other, technical ways. For example, the I&M Canal's 1963 National Historic Landmark designation did not specify boundaries or objects included under that listing. In addition, only the portion of the canal south of Joliet was listed in that designation. The IHPA is currently researching the existing surveys of the canal and filling in the gaps in order to update the listing. This nit-picking is necessary for Cultural Resource Impact reviews at both the state and federal levels (Deering 1996).

The IHPA also managed the rehabilitation of the Fitzpatrick House in Lockport, a project funded by numerous organizations including the Commission, the Illinois General

Assembly, the Canal Corridor Association, and the Lockport Area Development Commission (Figure 4-3). This building now serves as the headquarters for the federal Commission. The Fitzpatrick House was donated to the Illinois Landmarks Preservation Council by Material Service Corporation, and the state later acquired it in 1986. The rehabilitation was completed in 1991 (Deering 1996).

The Illinois and Michigan Canal National Heritage Corridor Civic Center Authority

The Civic Center Authority is a state agency representing the northern section of the canal. The Authority was enabled in 1984 through a statewide program which offered up to \$20 million to develop a local civic center, depending on demographic statistics. A

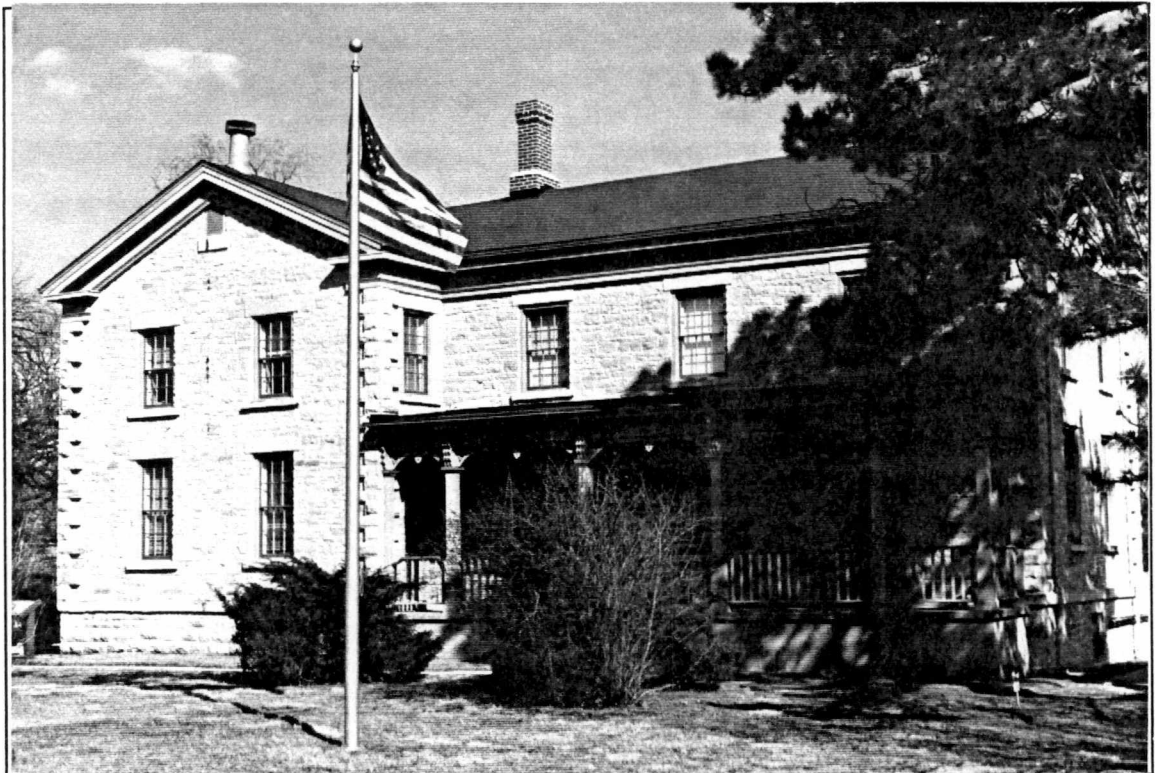


Figure 4-3. The Fitzpatrick House, currently used as the Commission's offices.

local politician saw an opportunity for government funds, and without knowing what the National Heritage Corridor actually was (just that his jurisdiction was within its boundaries), he combined 12 towns into a constituency large enough to qualify for the full \$20 million. Once the Civic Center Authority was created, however, a problem arose: the state would not award that money without an actual project to spend it on. By the time the Civic Center Authority elected officers, developed a mission, and decided on a project for their funds, the entire civic center funding program was cut by a new governor (Johnson 1996).

However, the members of the Civic Center Authority had found a gap that they could fill. Since the DNR had neglected the northern portion of the canal since its takeover in 1974, the area had been left out of many development plans. North of Joliet, the land around the canal was managed by a wide variety of agencies, including Forest Preserve Districts, Park Districts, and local municipal governments. No one group was promoting this region of the Corridor, and the Civic Center Authority, as it included representatives from 12 towns in the section, took on that responsibility. They became a unified voice for the Chicago side of the I&M Canal (Johnson 1996).

The Civic Center Authority's biggest project is its annual I & M Canal Rendezvous in September. Rendezvous, or reenactments of meetings between the early fur traders and American Indians, are popular all over the midwest. However, the I&M Canal Rendezvous has made a name for itself because it is the only reenactment conducted on a river. Other activities besides the reenactment include a living history encampment,

demonstrations and interpretations, story telling, and period music. The first day of the Rendezvous is set aside for school groups only. The weekend-long event is well attended; almost 8,000 people paid admission in 1994 (the eighth annual Rendezvous). This figure does not include students or others offered free admission (Illinois and Michigan Canal National Heritage Corridor Civic Center Authority 1995).

The Civic Center Authority has taken on several other projects as well. The Authority has designed a monument and interpretive center at the Chicago Portage site. The monument is a stylized statue of French explorers Marquette and Jolliet and their American Indian guide. The interpretive area, put together with help from the National Park Service, has not yet been installed because of funding problems. Additionally, the Authority owns the Vial House, a historic property within the Corridor. The group purchased the house to save it from demolition. They also publish a newsletter which includes announcements of events, descriptions of resources, and editorial opinions on Corridor politics. The newsletters also include articles about the region's history, many of which are written by University of Chicago geography professor Michael Conzen. (Conzen has produced a series of student research papers on Corridor history which have become an indispensable resource for local preservationists and researchers.)

Heritage Corridor Visitors' Bureau

The Heritage Corridor Visitors' Bureau is a state-funded agency which promotes the tourism potential of the Corridor. Before 1987, the agency was the Joliet Convention and Visitors' Bureau. In the 1980s, however, the state reevaluated the economic necessity of

all state tourism bureaus and expanded the Joliet agency to promote the entire I&M Canal region (Noonan 1996). The main bureau office is in Joliet, with four satellite offices throughout the Corridor, all staffed and operated by the Joliet office. These offices are separate from the visitor's centers run by the National Park Service. While the NPS centers deal with non-profit groups' projects and events, historic sites, and interpretation, the Visitors' Bureau deals with for-profit ventures in the Corridor, such as hotels and restaurants (Noonan 1996).

Besides providing visitors information through their centers, the Heritage Corridor Visitors' Bureau markets the area through press releases and publicity campaigns through print and radio. The Visitors Bureau has a contract with the National Park Service to write monthly press releases regarding activities within the Corridor, such as events or courses. Bureau employees writing these monthly press releases often find themselves working with the Department of Natural Resources, the Friends of the I&M Canal National Heritage Corridor, and other groups, promoting their various activities. The Bureau also has a grant from the State of Illinois to do advertising and public relations for the National Heritage Corridor.

According to Robert Noonan, a director of the Joliet Visitors' Bureau, the region as a whole is difficult to promote; "The Illinois and Michigan Canal National Heritage Corridor isn't the most marketable title (Noonan 1996)." The staff have instead focused their efforts on smaller areas and specific events. The premise is to get people to the area for a particular attraction -- casino gambling, Starved Rock Lodge-- and then have the materials available at those sites explaining the Heritage Corridor concept and the other

locations of interest in the region. The Visitors' Bureau has been criticized, according to Noonan, for not focusing solely on the Corridor's heritage. However, Noonan (1996) says that the two campaigns that "flopped the worst" tried to promote the entire region at once. He feels that the more specific promotions have been more successful in getting visitors to the region.

The numbers of visitors to the Corridor have been increasing over the years, whether due to the Visitors' Bureau's campaigns or not. In 1995, the National Park Service tallied 5.3 million visitors to its Corridor information centers. In 1986, when the NPS started keeping track, that total was 4.1 million visitors (Hanson 1996).

Table 3-1. Attendance Totals at I&M Canal NHC Visitor Centers.
Source: Hanson, National Park Service, 1996

Year	Millions of Visitors
1995	5.3
1994	5.4
1993	5.0
1992	4.9
1991	4.7
1990	4.7
1989	4.5
1988	4.3
1987	4.4
1986	4.1

Noonan believes that the promotions' effects are only just now becoming visible. He perceives area newcomers as more supportive of the Heritage Corridor concept than people who have lived along the canal for a while. Within the past three years, Realtors

have begun marketing location within the National Heritage Corridor as a property asset.

Land developers are using "Heritage" in their subdivisions' names. Noonan sees these developments as not only free advertising for the region, but signs that the Corridor has gained name recognition. The Corridor is the last undeveloped suburb of Chicago, and Noonan sees the development pressures starting. While development holds benefits for the regional economy, Noonan hopes that developers and residents will continue to consider the heritage concept an integral part of the Corridor and prevent incompatible land uses.

Local and Municipal Governments

Under the National Heritage Corridor legislation, each existing governing body retained its jurisdiction and powers. Municipal governments, county governments, local park districts and county forest preserves all oversee pieces of the Corridor. (See Appendix C)

Each agency participates in the National Heritage Corridor activities at their own discretion. After the Corridor was designated in 1984, few cities became actively involved. Those that supported the Heritage Corridor and the Commission's programs, like Lockport, had already made a commitment to historic preservation through local ordinances and protections (Heritage and Architecture Commission of the City of Lockport n.d.). The Forest Preserves have also been active from the beginning, mostly working towards the environmental and recreational goals of the Corridor. Forest Preserve programs include historic preservation and interpretation as well; for example,

the Forest Preserve of Cook County is a co-sponsor of the Civic Center Authority's I&M Canal Rendezvous and Chicago Portage interpretive efforts (Johnson 1996). The Forest Preserve District of Will County manages the Isle a la Cache Museum, a historical museum interpreting river trade and development in the region.

Since the early 1990s, however, as the benefits of cooperation and preservation have become visible, all of the towns and counties within the Corridor take an interest in Corridor activities. In particular, location within the Corridor has become a marketing tool for economic development. The village of Lemont, for example, began to offer grants and low-interest loans for rehabilitation of historic downtown buildings in 1995. These incentives can be used for historic facade improvements, developing commercial uses for buildings, complying with codes or the Americans with Disabilities Act, and several other categories (I&M Canal Civic Center Authority 1995).

The Canal Corridor Association (formerly The Upper Illinois Valley Association)

The Canal Corridor Association has two main objectives: marketing the National Heritage Corridor and mediating between factions towards successful Corridor projects. The non-profit agency pools resources and develops new partnerships in order to boost the Corridor's economy and fulfill the economic development goals of the concept plan. "We see ourselves as a catalyst for putting things together (Michael 1996)." Several preservationists feel that much of the Corridor's progress has depended on the Canal Corridor Association (Peine 1996). According to Deering (1996), "The whole thing has been tremendous effort on their part, they are sort of the engine."

Gerry Adelmann began using the national designation as a marketing tool from the Corridor's very start. Adelmann found that the heritage concept not only attracted grants and general attention to preservation efforts, but also attracted business interests to the area. The Canal Corridor Association works aggressively toward both aims (Michael 1996).

The Canal Corridor Association recruits private investment in the Corridor, and has been quite successful. For example, the group has received a \$60,000 grant from the Amoco Foundation, Inc. for preservation. With guidance from the Canal Corridor Association, Carus Corporation in LaSalle has lobbied for trail development, Ottawa Silica Corporation has paid for the Effigy Tumuli development (an artistic brownfield reclamation), and Dow Chemical & Quantum Chemical have promoted the Corridor's environmental goals. Each of these corporate sponsors was matched by the Canal Corridor Association with one or more public agencies for a particular project (Canal Corridor Association 1993-1995).

One particularly notable privately-funded historic preservation project was the rehabilitation of the Gaylord Building in Lockport (Figure 4-4). This building was once a canal supply depot, and was constructed in 1838 of dolomite limestone native to the area (Conzen 1988). The Canal Corridor Association contacted descendants of George Gaylord, who owned the building and operated a store in the building from 1878 to 1883,

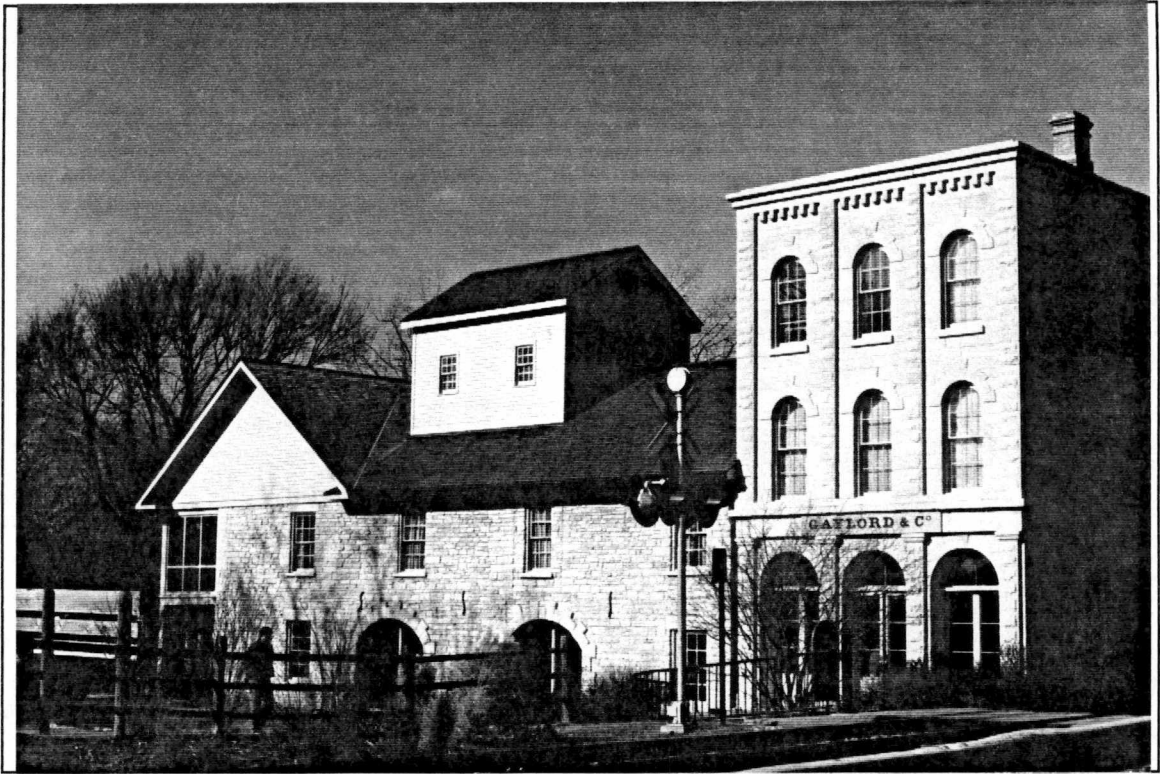


Figure 4-4. The Gaylord Building.

and worked with them to restore the landmark. The Gaylord Building now houses a visitor center run by the National Park Service, a gallery of the Illinois State Museum, and the Public Landing restaurant. In 1988, this adaptive re-use project won one of ten President's Awards for Historic Preservation. This was a one-time award honoring outstanding achievements in preservation nationwide (Deering 1996).

The Canal Corridor Association has become a powerful advocate because of its membership of large local corporations and visibility in Corridor politics. This position has enabled the Association to mitigate problems which otherwise seem unsolvable. For example, in 1993, Harrah's Casinos received a license to establish a riverboat casino on Joliet's downtown waterfront. The gaming development threatened eight historic buildings, and preservationists in Joliet asked the Canal Corridor for assistance in saving

the buildings. Within several days of the request, the Canal Corridor Association had organized a two-day investigation by members of the Association, the National Trust for Historic Preservation, and the Landmarks Preservation Council of Illinois (Canal Corridor Association 1993). Through this quick action, a compromise agreement saved four of the structures.

One of the Canal Corridor Association's current projects is establishing a "Wayfinding" system within the National Heritage Corridor. The project combines signage and interpretation in a way that accomplishes several objectives. The Wayfinding will reinforce the Corridor's identity and attract tourists. The most ambitious goal, however, is to design the new signs and interpretive displays in such a way that they tell a story, with characters and themes, and involve visitors in experiencing sense of continuity in that story. The project plans call for grouping interpretive areas into five nodes, each of which can support historic interpretation, recreation, shopping, and restaurants (Canal Corridor Association 1995).

Friends of the I&M Canal National Heritage Corridor

The Friends of the I & M Canal National Heritage Corridor is a non-profit grass-roots organization serving as the voice for the many volunteers and advocates working for the canal's revitalization. The group coordinates volunteer efforts, giving guidance to the area's various historical clubs and societies (Hisgen 1996). The Friends also works as a liaison between these groups and the public agencies within the Corridor.

The Friends is basically the same organization that originated as a lobbying group for the National Heritage Corridor legislation. Once the legislation passed, there was a brief period of reorganizing and trying to find a new mission. The Friends of the I&M Canal National Heritage Corridor eventually found a niche in volunteer efforts such as canal clean-ups and fundraising for canal improvements. Friends members continue to be advocates, using what they call "armchair activism," or letter-writing campaigns. The members also support interpretive efforts within the Corridor, and many of them are trained volunteer interpreters themselves (Hisgen 1996).

Local Historical Societies

Volunteer historical societies have found an essential role within the Corridor. The Joliet Area, LaSalle County, Lemont Area, and Will County Historical Societies maintain archives and libraries, aid genealogists, curate and interpret museum collections, publish newsletters, run educational tours, and sponsor interpretive events and festivals. Each group also manages a museum, which are popular attractions; the Will County Historical Society's museum alone accommodates 50,000 visitors (Ghiardina 1996). Together, the groups provide an invaluable resource for preservationists within the Corridor. The societies support and assist preservation projects to both promote historic information and assure projects' accuracy.

Putting The Pieces Together: The Dynamics Of The Illinois And Michigan Canal National Heritage Corridor

At the 1994 celebration for the Illinois and Michigan Canal National Heritage Corridor's Ten Year Anniversary, speakers presented some impressive statistics. Since the 1984 National Heritage Corridor designation:

- Over \$130 million was invested from a wide variety of public and private sources
- Over 65 miles of towpath were restored
- private and 11 public buildings had been rehabilitated
- The Gaylord Building won one of 10 President's Awards for Historic preservation
- Several museums were established
- Archeological surveys were conducted
- Several canal artifacts had been restored or stabilized (for example, Figure 4-5)
- Visitors centers were established
- NPS signs and brochures and maps were created and readily available to visitors at many locations (Peine 1994).

The Canal Corridor Association's 1995 Annual Report outlines even greater achievements within the Corridor. Since the Main Street Partnership program began in Lemont, Lockport, and Ottawa, those three cities have collectively netted 68 new businesses, 211 new full-time and 56 new part-time jobs. In addition, 105 private



Figure 4-5. Lock 6 and Locktender's House.

rehabilitation projects have been completed in those cities, investing \$7.4 million, and \$5.3 million in public funds have been reinvested. The Main Street Partnership program also sponsored a program helping residents develop Bed & Breakfast Inns within the Corridor.

On top of these quantifiable indicators of progress, residents' perceptions of their hometowns seems to have changed for the better as well (Deering 1996, Ghiardina 1996). In 1984, the region's outlook was bleak: high unemployment, an economic recession, industries closing their doors. Residents saw little to be proud of; they felt their industrial heritage was "dirty, smelly, and ugly" (Ghiardina 1996). The current attitude is much different. People feel positively about the region's future. The visible signs of progress show that there is an economic base outside of heavy industry, and that visibility is

causing a "snowball" effect, as more businesses see the possibilities. Residents are also starting to feel proud of the region's industrial history: "Now that it's cleaned up, it's charming" (Ghiardina 1996).

Vince Michael of the Canal Corridor Association thinks that historic preservation projects would have happened without the national designation (1996). Public preservation action has been done at the state and local levels, not the federal, so federal intervention may not have been necessary for many programs to be completed. However, he feels that the National Heritage Corridor designation induced a more immediate and widespread attention to preservation issues throughout the canal region. Without the national recognition, preservation efforts would have varied more from town to town.

All of those interviewed felt that the national designation had a binding effect for the region's preservation activists. A small project, which might otherwise only attract attention within its town or county, now held both regional and national importance. This factor creates a broader constituency for smaller projects like individual buildings, tying them together by association (Hisgen 1996).

The 1984 national recognition gave all of the otherwise unrelated preservation advocates a common set of goals for preserving the I&M Canal region's heritage. As groups have realized this, collaborative programs have become the rule. Very few preservation projects within the Corridor are taken on by a sole organization. When one group decides on a project, it determines its specific needs. The originating agency then seeks other groups which can fill those needs (Noonan 1996). In some cases, the Commission or the Canal Corridor Association may have bridged these connections, and

these two groups still create partnerships on a regular basis. Over time, these cooperative arrangements have matured, and several have become contractual, such as the Visitors' Bureau's contract with the Commission for public relations.

Examples of collaborative Corridor projects are numerous.

- The first Corridor auto tour guide brochure was produced jointly by the Illinois Department of Commerce and Community Affairs, the Joliet Area Convention and Tourism Bureau, the Rialto Square Theater, and the Illinois Humanities Council.
- The State of Illinois gives matching funds for many economic development-related projects, such as tour or brochure development.
- The Main Street Partnership is a joint effort sponsored by the Canal Corridor Commission and the National Trust for Historic Preservation. The demonstration project is funded by special historic preservation federal appropriations, the Commission, and grants from the Corridors of Opportunity and Tourism Attraction programs of the Illinois Department of Commerce and Community Affairs (Michael 1996).
- The Illinois State Historical Society and the Commission jointly held a workshop on reusing buildings for museums.

Every leader interviewed for this study shared the opinion that the various groups complement each other well in their work. Hisgen especially feels that both the large physical region and the breadth of the Corridor's goals allow for numerous preservation

interest groups to work simultaneously without competing. However, with so many different agencies and interests, problems do arise.

Overall, the inter-agency conflicts have been relatively minor. Carr and Bell (1996) of the Department of Natural Resources have found that leaders sometimes hold different ideas on how canal preservation should be managed. Several Commission members support only preservation with authentic materials, "exactly as it was". The DNR does not have enough funding for such rehabilitations, and must instead compromise on some points. For example, on a recent aqueduct rehabilitation project, the DNR proposed a plan to stabilize the aqueduct with cement, then cover the surface with limestone similar to that which the entire aqueduct had originally been constructed from. Some Commissioners (and other like-minded preservationists) opposed the plan, insisting that the structure be reconstructed completely from limestone in order to be authentic. As a result of such difference of opinion, several Commission members now "want to be in on the ground floor (Bell 1996)" of the DNR's review of ISTEA project plans in order to have more influence. The DNR staff is reluctant to allow such involvement because they simply do not have the funding to support such extensive rehabilitation's. All preservation projects undertaken by the DNR have to be approved by the Illinois State Preservation Agency according to state law; the DNR staff feel this review legitimizes their projects, and that further input would only lengthen an already drawn-out process. DNR staff have also felt political pressures to sponsor projects not in department plans (Carr 1996).

Name recognition is another problem cited by several agencies. With so many groups, most including "National Heritage Corridor" in their names, who does what can get very confusing to newcomers. This confusion can get touchy, however, when credit for specific projects is being given out. Many people interested in the Corridor think the Commission is responsible for all official maintenance; several well-intentioned reporters have credited Gerry Adelman and the Canal Corridor Association with the entire development of the area. The contributions of essential agencies, such as the DNR, are often overlooked or credited to these other, more visible groups (Bell 1996).

Differing attitudes towards how fast and far Corridor improvements should be moving have also caused contention. Soon after the National Park Service (NPS) began assisting the Commission, Adelman expressed his disappointment with their contributions. Adelman felt that the NPS was ineffectual, that they should be doing more than just putting out a few signs and brochures (Peine 1996). The NPS' initial reluctance to get involved in the I&M Canal and an overall impression among urban preservationists that the NPS does not want to get involved in cities did not help local activists' opinions (Michael 1996). Many feel that the Commission has not been as aggressive as it could have been in tackling preservation problems. On the other side, NPS and state agency representatives felt that Adelman and other activists were unrealistic at best (Peine 1996).

Obviously, for any Corridor projects to move forward, these types of conflicts must be resolved somehow. No one group or person has the final word on Corridor activities and policies. Therefore, "if problems don't get mediated, they stay problems (Michael

1996)." Most people involved in Corridor projects feel obliged to work out these problems for the same reasons they are willing to cooperate with each other: they have common goals, they are part of something national. Therefore, many leaders simply work out issues amongst themselves. According to Hisgen, most leaders within the Corridor "are strong individuals...most are not hot heads and none fly off the handle."

However, Commission meetings have become the traditional arena for airing out conflicts. Hisgen expressed the general feeling among Corridor leaders that "as long as there are regular Commission meetings, eventually your issue will be heard." That assumption is based on almost 12 years of Commission meetings where issues have been heard, addressed, and resolved through negotiation.

In spite of its achievements, the Corridor's partnership scheme does not always work. Since the national designation, important resources have been lost. For example, Deering considers the destruction of the Illinois Pure Aluminum Building in Lemont a tremendous loss. Illinois Pure Aluminum was the first manufacturer of aluminum cookware, and was still in business until the early 1980s. The day the company stopped operating, they just shut the doors, leaving all of the original machinery, among other resources. Preservationists trying to protect the building found a person willing to pay the back taxes, but political considerations precluded that possibility. The eventual buyer tore down the structure and equipment and sold off the limestone. The lot still sits vacant in Lemont's downtown.

Downtown buildings along Joliet's waterfront were destroyed to make room for Harrah's casino. The Corridor has never established a strong presence in south Chicago,

in spite of several planned projects. Many people still equate the I&M Canal with the National Heritage Corridor, not realizing that the canal is an object while the Corridor is a region. Many canal artifacts continue to deteriorate while the funding issues get sorted out (Figure 4-6). According to Michael (1996), where the Corridor concept has failed, a local municipality did not support it strongly enough or a particular project was too far along to be helped by the National Heritage Corridor designation.

In spite of these setbacks, the I&M Canal region has seen progress, although some preservationists are more satisfied with the rate of that progress than others. Deering and Hanson both feel an essential part of that progress has been the existence of 1981 concept plan. Leaders periodically review the concept plan and its goals in order to gauge their

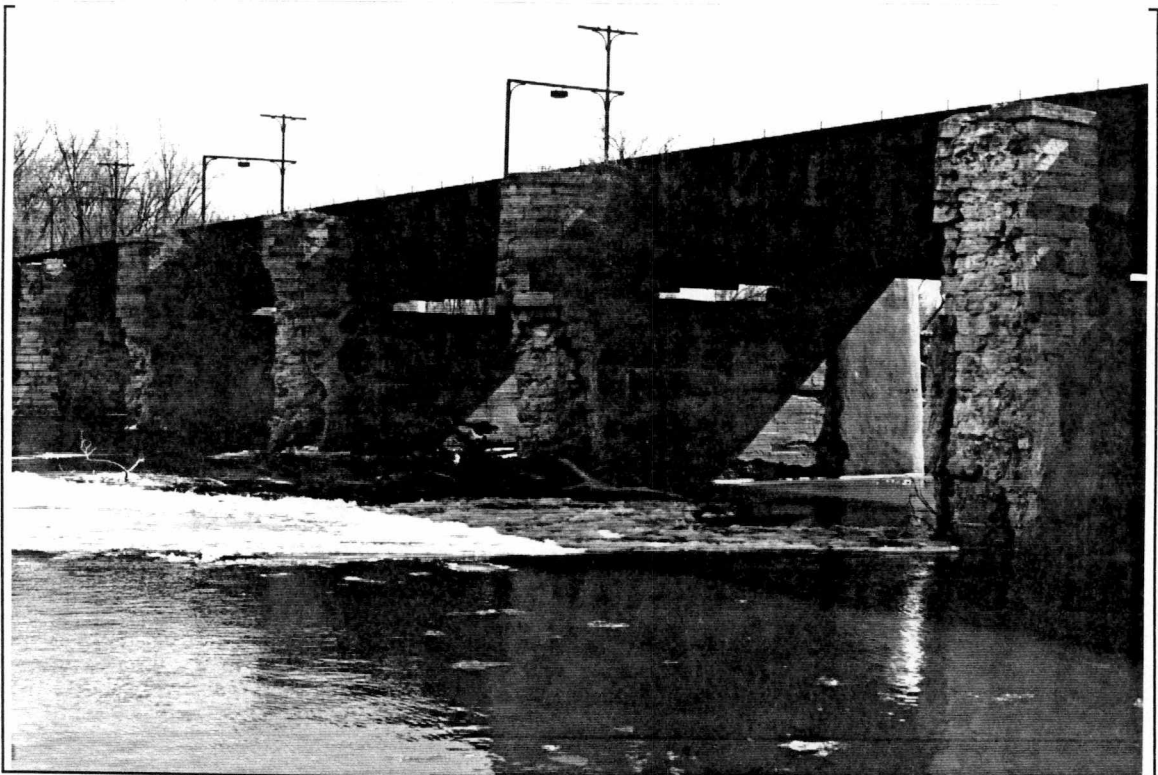


Figure 4-6. Limestone aqueduct showing obvious erosion.

advances. That document remains the planning initiative for the Corridor (Deering 1996). Hanson (1996) asserts that the vision and management mechanisms outlined by the concept plan have guided policy and programming. Corridor activists realize that they have not yet achieved the goals set out by the concept plan in 1981, but feel that those goals are still valid and accepted. Therefore, no updates have been scheduled.

The upcoming Sesquicentennial celebration will be the area's biggest project with the largest number of participating agencies since getting the Corridor legislation passed. Noonan (1996) believes that the Sesquicentennial will present the Corridor concept with its "first big test." The Commission anticipates a full year of activities commemorating the I&M Canal's 150-year anniversary, sponsored by the various governments, agencies, non-profit organizations, historical societies, and civic clubs in the Corridor. Coordinating all of these events will be a challenge to the existing system.

Dealing with the demands of urbanization will be equally challenging, and likely more crucial to the continuance of preservation in the Corridor. The Corridor concept and the regions' historical significance appear to have become accepted through the region. However, preservationists have not yet taken strong, region-wide measures to prepare for the impending suburban development in the region. So far, mitigation efforts have been reactionary. Some cities and towns, such as Lockport, have taken steps towards protecting their resources through historic preservation ordinances. However, the overall network of preservation groups and leaders will have to continue to cooperate if they are to control development and hold onto the significant gains which have been made in the last twelve years.

CHAPTER 5

HAS PRESERVATION IN THE ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR BEEN SUCCESSFUL?

This chapter examines the historic preservation projects described in the previous chapters' case study. The analysis compares preservation achievements within the Corridor to the goals and criteria for successful historic preservation determined in Chapter 2. Chapter 5 follows the basic format presented in Chapter 2, approaching each goal and its criteria in progressive order. This evaluation then leads to conclusions regarding the success or failure of individual projects and comprehensive preservation within the Corridor.

Goal 1: Stop the deterioration or destruction of heritage resources.

Criteria for judging achievement:

1. Public or private ownership of the heritage resource(s) for the express purpose of preservation.

The 1984 federal legislation explicitly discouraged any federal land purchase for the national park. However, a large portion was already owned and managed as a state park by the Illinois Department of Conservation (now the Department of Natural Resources). The difference in the level of preservation between the area south of Joliet, managed by the DNR, and that north of Joliet, which was quietly omitted from the state's protection, is drastic. However, since the national legislation passed in 1984, small groups and individuals have been acquiring historic properties in order to preserve them. Examples

include the private purchase of the Gaylord Building and the Civic Center Authority's ownership of the Vial house.

Due to the National Heritage Corridor partnership management structure, protective ownership is left to the Corridor's stakeholders and individual interests. Research showed that no agency or group has established a broad property acquisition plan; purchase is instead based on market opportunities and crisis aversion (i.e. purchase of a building when destruction is otherwise imminent). Purchase of historic resources may become more systematic as the National Heritage Corridor concept matures.

2. Legislative protection of the resource(s).

Several legislative protections existed before the National Heritage Corridor designation, including national recognition of the I&M Canal's significance and protective ordinances in Lockport. Since the designation, local protections such as Historic Overlay Zones and design guidelines have increased. They have not become universal, however. Joliet, the largest city in the Corridor (aside from Chicago) still does not have any local legal protections for its downtown, other than a Preservation Committee which serves a solely advisory function (Walker 1996). Although Joliet's leaders have come to respect their city's historic resources, the lack of legal protection has been cited as the primary reason Harrah's was able to destroy four historic downtown buildings in order to establish its riverboat casino (Michael 1996).

3. Physical stabilization of the heritage resource(s).

This criterion has not been met in many cases throughout the Corridor, especially along the I&M Canal itself. Most of the canal's remaining aqueducts and locks continue to deteriorate from water erosion. Several, like Lock 1 in Lockport, have been lost because they were beyond repair, in spite of public attention to their state. Money simply has not been available for stabilization.

A few canal structures have been stabilized, however. The Locktender's house at Lock 6 and the lock itself have been stabilized, as has Lock 14. Once the ISTEA funding is received by the Department of Natural Resources, the department plans to stabilize the remaining canal structures. Aside from the public properties, many private businesses and homes have received attention and have been at least stabilized, if not rehabilitated. Progress is therefore visible, but solid, widespread achievement of this criterion has not been reached.

Goal 2: Maintain heritage resources' historic and aesthetic integrity through appropriate rehabilitation.

Criterion for judging achievement:

Rehabilitation of heritage resource(s) complies with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings and any existing local design standards. Achievement may be judged by receipt of certification of

appropriateness from an authorized public agency, or if such documentation is not available as evidence, by individual examination.

In spite of the problems with public investment in stabilizing canal structures, private rehabilitation has surged. As reported in the case study, 105 private rehabilitation projects have been completed collectively in Lemont, Lockport, and Ottawa by mid-1995. That number was up from just 54 a year earlier. This near-doubling of completed rehabilitations may be credited as much to the Main Street Partnership program's incentives as to the snowball effect that a few economically successful rehabilitations can have on an area.

The essential question this criterion poses, however, is not one of quantity but of quality. Did these rehabilitations, as well as those outside the three Main Street cities and those publicly funded, meet the Secretary of the Interior's Standards and Guidelines for Rehabilitation? Those projects sponsored by the Main Street Partnership Program were given design guidance by Main Street officials and Purdue University Architecture students. In order to receive grants for improvements through the program, rehabilitation projects had to be reviewed for compliance with the Secretary of the Interior's Standards and Guidelines for Rehabilitation. Therefore, the Main Street Partnership-sponsored projects have achieved this criterion. The large number of Main Street rehabilitations indicates a broader acceptance of these standards, although structures which have not yet been stabilized have also, logically, not met the criterion for rehabilitation.

Goal 3: Identify a compatible use for preserved heritage resources.

Criteria for judging achievement:

1. Historic resources have been developed to provide functioning community amenities.

Quantitative evidence may include new businesses, jobs created, increased sales revenues, and/or increased numbers of visitors within historic areas.

The quantitative evidence offered by the Main Street Partnership shows the program has successfully fostered economic development through historic preservation. Since the program began in 1991, the three demonstration cities have netted 68 new businesses, 211 new full-time and 56 new part-time jobs. These figures are more indicative of how historic resources have been developed economically than overall employment or sales figures for the area since 1984, since the area's economy has improved for reasons besides the National Heritage Corridor designation. While the Main Street Partnership may be able to take credit for much of the development in the three demonstration cities, the unique Partnership is the first of its kind, based on the partnerships already established by the Corridor's management system. In addition, by 1991, when the program began, heritage preservation had finally become an accepted activity in the region. Interest in investing in preservation had already been established through seven years of Corridor activism.

Aside from the Main Street Partnership, there are several other examples of successful adaptive re-use within the Corridor. The Gaylord Building, housing a National Park Service visitor's center, an Illinois State Gallery, and the Public Landing restaurant, is a

national example for private and public partnership for adaptive re-use. The Fitzpatrick House was successful adapted to serve as the Commission's headquarters, and the Corridor's Historical Societies have established museums in important canal buildings. The Locktender's house at Lock 6 now serves as the private residence of the Director of the I&M Canal State Trail. These individual projects, therefore, have certainly met this criterion, and the regional consistency of the projects implies achievement for the overall Corridor.

2. Adaptive re-use is compatible with the historic and aesthetic integrity of the heritage resource(s). This criterion must be judged subjectively, although it is part of the Secretary of the Interior's Standards for Rehabilitation. Tax credit certification may therefore be used in some situations as evidence of achievement.

As mentioned earlier, rehabilitation through the Main Street program is guided by professional preservationists and requires meeting the national design standards, as well as all local standards. Therefore, it follows that the uses installed into rehabilitated historic buildings were compatible with the resources, but no quantifiable defense for this conclusion, such as certification, was available for this study. The presence of the Main Street design guidance implies consistent respect for the resources.

Achievement of this criterion is evident in several individual projects. The Gaylord Building's 1988 President's Award for Historic Preservation sets that project's adaptive re-use as a national standard for excellence. The rehabilitation of the Fitzpatrick House has also been commended by the National Park Service for its integration of the current

function with the built structure. The Department of Natural Resources' conversion of the Locktender's House at Lock 6 into a staff residence also meets this criterion, since the new use is the same as the building's original use.

Goal 4: Develop or contribute to a local and/or regional sense of place.

Criteria for judging achievement:

1. Preservation efforts maintain the physical "antique texture" of the locality or region.

This must be judged subjectively.

Preserving the region's historic texture has been a goal of several Corridor projects. Each of these projects has one thing in common: a vision of what that texture was and what it could be in the future. The Main Street Partnership especially has helped canal towns and cities develop concept plans to guide consistent preservation. The Department of Natural Resources' ISTEAs have proposed planned, regional development with attention to the small details that make each place's texture unique. Projects such as these, which plan for consistent, faithful preservation within a district, town, or even the entire Corridor, meet this criterion.

2. Preservation efforts define or maintain spatial community boundaries, as well as cultural boundaries within communities (e.g., commercial from residential, public from private, etc.) Evidence of achievement must be found subjectively.

Few projects have achieved this criterion, as creating such a boundary generally requires a coordinated preservation effort within a community. As has been shown, most

projects within the I&M Canal region have not yet reached this level of maturity.

However, the Main Street Partnership demonstration cities have developed the critical mass necessary to define the downtown district from other commercial districts and residential districts. Preservationists and entrepreneurs have begun to reclaim the canal downtowns' individual personalities. However, clear spatial boundaries have not yet been defined.

3. Preservation efforts accurately record the locality or region's history. Achievement, while somewhat subjective, may require independent research into the area's history and comparison of results with information recorded by preservation projects.

The amount of historical research available and ongoing within the Corridor is extensive. Between the historical societies and Dr. Michael Conzen and his students, there is a sizable bibliography available to local preservationists. Additionally, the Historic American Buildings Survey (HABS) and Historic American Engineering Record (HAER) summer programs sponsored by the National Park Service within the Corridor are being published to be made accessible to preservationists. However, the availability itself does not mean that preservationists are actually relying on all of this information for their projects.

In the Corridor, preservationists are utilizing the available resources. Archival information is widely disseminated through activists' newsletters. None of the persons interviewed had heard of any concerns of misrepresentation or misinterpretation of the Corridor's historic resources. The original concept plan for the Corridor and the very idea

of the Corridor as a heritage park were based on thorough historical analysis of the region. This basis seems to have guided preservationists since the designation. One example of this respect for accuracy is the attention to detail shown during the annual Rendezvous. Campers are not allowed to have anything that traders would not have had at the time being presented, including watches, alarm clocks, coffee makers, and factory-made tools.

Disagreements as to what lengths preservationists must go to be "correct", as in the case of the limestone aqueduct rehabilitated partly with concrete rather than completely in limestone, will continue. However, as long as preservation projects continue to be properly researched and accurately represent the region's overall history, this criterion will be met.

4. Preservation efforts present and interpret the locality or region's history for the public.

Achievement may be quantified by the number of educational facilities created through preservation efforts, the number of interpretive events such as reenactments, lectures, and courses, the number and quality (subjective) of interpretive efforts such as signage, and the accessibility of resources to all visitors.

Interpretation is a major concern among Corridor preservationists. Among the quantifiable proofs of this are the sixteen heritage museums in the Corridor, eleven of which have been established since the National Heritage Corridor designation in 1984 (Table 5-1). These museums report high attendance rates. The Will County Historical

Society alone claims 50,000 visitors a year, while the National Park Service recorded 5.3 million people passed through its Corridor visitor center.

Table 5-1. Museums within the I&M Canal NHC

Museums within the I&M Canal National Heritage Corridor:
I&M Canal Visitors' Center, Lockport
Illinois State Museum Gallery, Lockport
Gooselake Prairie
Gladys Fox Museum, Lockport
Illinois Waterway Visitors' Center, Utica
Isle de la Cache Museum, Romeoville
Joliet Area Historical Society Museum
LaSalle County Historical Society Museum
Lemont Area Historical Society Museum
Will County Historical Society Museum
Little Red Schoolhouse
Children's Farm
Pilcher Park Nature Center
Reddick Mansion
Slovenian Women's Museum
I&M Canal National Heritage Corridor Commission offices, Fitzpatrick House

Corridor organizations also sponsor a number of events, as described in the case study. The annual I&M Canal Rendevoez, Lockport's Old Canal Days, and special events put on by the historical societies provide "living history" reenactments for the region. The National Park Service, National Heritage Corridor Commission, and Canal Corridor Association sponsor public courses and workshops on historic topics as described in the case study. The very first money the Commission spent was put towards highway signs for the Corridor. Interpretive signs are receiving more attention in the Canal Corridor Association's Wayfinding program. This program intends to improve the quality of interpretive signs within the Corridor, inviting people to actively participate in the interpretive process. Volunteer interpreters are well organized in the Corridor and trained by the National Park Service.

The ability for visitors to easily access all of this interpretation has been a problem, however. The region itself is extremely easy to reach because of its proximity to Chicago and the interstate system. However, once within the region, individual sites are difficult to find, in spite of the maps and brochures published specifically for tourists. Signage is inconsistent and even longtime residents sometimes get lost when driving from one feature to another (Hisgen 1996). Once visitors find the resources, getting around many of them can be difficult for persons with disabilities. The Commission has tried to address this problem by offering courses on how to bring historic buildings into compliance with the Americans With Disabilities Act. Public grants, such as those implemented by Lemont, are also being used for increasing accessibility to buildings.

However, these access problems must be resolved before this criterion can be considered fully achieved.

5. Preservation efforts involve the public in the community's past and present heritage. Evidence might include attendance figures at reenactments, lectures, courses, and educational facilities. Other, subjectively judged efforts might also represent achievement.

As previously mentioned, attendance figures at heritage events is relatively high. The National Park Service counted 5.3 million visitors in 1995, while the Will County Historical Society's museum claims 50,000 visitors a year. Eight thousand people, not counting school groups, attended the 1994 I&M Canal Rendezvous. Special interest lectures generally attract an audience between 20 and 30 people.

The Wayfinding project is another, perhaps more creative, way of involving residents and visitors in the region's heritage. The interactive interpretive stations are designed to engage people in the I&M Canal Corridor's story rather than just tell it to them. This project, should it be fully implemented, will develop and systematize the now-scattered sense of temporal continuity within the region.

Conclusions of Analysis

According to the above analysis, while several individual projects have been successful, overall preservation within the Corridor is still immature. If the successful

projects were all clustered in one locality or could be attributed to some other extenuating circumstance, Corridor-wide preservation might be considered a failure by this study's criteria. However, the most successful project, the Main Street Partnership, is itself a regional program, and perhaps the best example of the Corridor's partnership concept at work. The Gaylord building, another successful project, is also the result of a private/public partnership catalyzed by the Corridor's management system. These two projects lead the way for the rest of the Corridor, showing how the regional vision and cooperation proposed by the National Heritage Corridor concept plan can end in success. In fact, the achievements of these two projects seems inextricably tied to the Corridor concept itself.

Additionally, plans have been drafted and adopted which indicate an intent to fulfill those goals which have still not been reached. The Department of Natural Resources' ISTE A grant projects and the Canal Corridor Association's Wayfinding project, once implemented, will achieve several of the criteria for success which have not yet been met.

Organizations are also offering courses and incentives in order to meet the area's preservation needs. Therefore, it is the conclusion of this analysis that preservation within the I&M Canal National Heritage Corridor is moving strongly towards regional success, but has not yet met it. It is hoped that this analysis will serve as a guide for planning towards achieving the goals of historic preservation within the Corridor.

CHAPTER 6

CONCLUSIONS FOR HISTORIC PRESERVATIONISTS

By examining the dynamics and achievements within the Illinois and Michigan Canal National Heritage Corridor, preservationists can learn what benefits heritage areas may offer other regions. The case study presented in this thesis also describes the potential problems in implementing and managing a heritage area and how those problems might be avoided or resolved. This chapter offers these conclusions based on the results of the previous case study and analysis.

This thesis proposed to answer three research questions:

- 1. What are the criteria for success in historic preservation?**
- 2. Based on these criteria, has the Illinois & Michigan Canal National Heritage Corridor succeeded as a historic preservation planning tool?**
- 3. How did the success or failure occur?**

These questions have been addressed and answered individually throughout this paper. The following chapter summarizes those findings and offers the implications of those conclusions for the field of historic preservation.

What are the criteria for success in historic preservation?

In order to establish the criteria for successful historic preservation, the goals of preservation were defined through a literature review. Criteria which would indicate

achievement of these four goals were then determined, also from a survey of the existing literature. The goals and criteria for their achievement are summarized below.

Goal 1: Stop the deterioration or destruction of heritage resources.

Criteria for judging achievement:

1. Public or private ownership of the heritage resource(s) for the express purpose of preservation.
2. Legislative protection of the resource(s).
3. Physical stabilization of the heritage resource(s).

Goal 2: Maintain heritage resources' historic and aesthetic integrity through appropriate rehabilitation.

Criterion for judging achievement:

Rehabilitation of heritage resource(s) complies with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings and any existing local design standards. Achievement may be judged by receipt of certification of appropriateness from an authorized public agency, or if such documentation is not available as evidence, by individual examination.

Goal 3: Identify a compatible use for preserved heritage resources.

Criteria for judging achievement:

1. Historic resources have been developed to provide functioning community amenities.

Quantitative evidence may include new businesses, jobs created, increased sales revenues, and/or increased numbers of visitors within historic areas.

2. Adaptive re-use is compatible with the historic and aesthetic integrity of the heritage resource(s). This criterion must be judged subjectively, although it is part of the Secretary of the Interior's Standards for Rehabilitation. Tax credit certification may therefore be used in some situations as evidence of achievement.

Goal 4: Develop or contribute to a local and/or regional sense of place.

Criteria for judging achievement:

1. Preservation efforts maintain the physical "antique texture" of the locality or region.

This must be judged subjectively.

2. Preservation efforts define or maintain spatial community boundaries, as well as cultural boundaries within communities (e.g., commercial from residential, public from private, etc.) Evidence of achievement must be found subjectively.

3. Preservation efforts accurately record the locality or region's history. Achievement, while somewhat subjective, may require independent research into the area's history and comparison of that data with that recorded by preservation projects.

4. Preservation efforts present and interpret the locality or region's history for the public.

Achievement may be quantified by the number of educational facilities created through preservation efforts, the number of interpretive events such as reenactments, lectures, and

courses, the number and quality (subjective) of interpretive efforts such as signage, and the accessibility of resources to all visitors.

5. Preservation efforts involve the public in the community's past and present heritage.

Evidence might include attendance figures at reenactments, lectures, courses, and educational facilities. Other, subjectively judged efforts might also constitute achievement.

Based on these criteria, has the Illinois & Michigan Canal National Heritage Corridor succeeded as a historic preservation planning tool?

Analysis of the projects within the Illinois and Michigan Canal National Heritage Corridor showed that while several large projects have succeeded according to the above criteria, preservation efforts within the entire Corridor are still in progress.

Goal 1: Stop the deterioration or destruction of heritage resources.

Overall, the cases of successfully saving resources from destruction have outweighed the failures where historic buildings or landscapes were destroyed.

Goal 2: Maintain heritage resources' historic and aesthetic integrity through appropriate rehabilitation.

A large number of historic resources have been stabilized, although many important canal structures still deteriorate while funding is working its way through the bureaucratic system.

Goal 3: Identify a compatible use for preserved heritage resources.

The region's two most successful projects, the Main Street Partnership and the Gaylord Building, both found compatible uses for the historic resources being preserved. The uses included both for-profit developments and public education facilities.

Goal 4: Develop or contribute to a local and/or regional sense of place.

Interpretive efforts have been strong within the Corridor. Signage, informational brochures, visitor centers, reenactments, historic-themed festivals, downtown revitalization, lectures, workshops, research, and educational facilities all contribute to the Corridor's sense of place, as well as that of individual canal towns. However, accessibility is still a problem in many cases. Efforts to rectify these problems are currently in the planning stages.

The Main Street Partnership and the Gaylord Building were judged to be successes because they met each of the criteria as set forth in this study. Even though the majority of projects within the Corridor have not met all of the criteria, the Corridor should not be called a failure. Careful examination of the successful projects show that their intrinsic qualities -- regionalism, public/private partnership, and combining preservation with overall economic development -- reflect the Corridor concept plan. These projects did not occur in a vacuum, but within the management structure and grassroots vision of the

Corridor. Therefore, the Corridor concept must be considered at least one factor in the Main Street Partnership's and Gaylord Building's successes.

For each goal that Corridor projects have not yet achieved, there is a future program planned to achieve that goal. The ISTEA grants which have been awarded, but not yet implemented, should stabilize the canal structures which have not received proper attention. The Wayfinding program and continued improvements in access for persons with disabilities will improve accessibility. After almost twelve years, progress can certainly be seen, and the networks necessary to continue that progress appear to be in place. Therefore, this study's conclusion is that the Corridor is a success in the making.

How did the success or failure occur?

The case study of the Illinois and Michigan Canal National Heritage Corridor reveals that the key to the Corridor's effectiveness has been cooperation between the different stakeholders. Almost every preservation project within the Corridor has been collaborative. Cooperative networks have been built not only among preservationists; the web extends to environmental conservationists and economic developers as well. This level of cooperation, at a regional scale, has taken time and energy to develop. The following section summarizes how and why the Corridor's cooperative system works as it does.

- **Grassroots support.** The Heritage Corridor idea was the result of a strong grassroots movement to preserve the artifacts and environments surrounding the Illinois and

Michigan Canal. This local movement strengthened over several decades. The planning process undertaken in 1981 and the resultant concept plan crystallized that movement and gave it a constructive focus -- lobbying for the National Heritage Corridor designation. The coalitions built through that process have continued to work for the goals outlined in the concept plan.

- **The Concept Plan.** The concept plan developed in 1981 formalized the goals of local activists and community leaders. The federal publication and scientific research validated their desires to see their quality of life improve. The plan has also guided subsequent plans and projects within the Corridor. The concept plan forms the common set of values and goals for all Corridor action groups.
- **Sizable ownership by one agency prior to designation.** A large portion of the Heritage Corridor was already under the jurisdiction of one public agency, the Department of Conservation. This allowed for continuity in management. Additionally, no mediation between adjacent property owners or municipalities was necessary for this critical piece of the Corridor. These factors simplified the implementation of many project plans.
- **National Heritage Corridor status.** As localities realized that they were part of something national, they became more accepting of the idea of collaboration. The National Heritage Corridor concept tied the localities together into one entity with national significance. This connection created a broader constituency for local issues,

especially preservation issues. Possible loss of a heritage resource draws regional, rather than just local, attention from the preservation community.

- **Leadership.** The Corridor is home to a group of true leaders, people with vision, charisma, talent, endurance, and maturity. There have been few personality clashes, and those have been handled professionally. The different leadership types have generally complemented each other rather than conflicting.
- **Mediation.** These leaders have also become expert mediators, stepping in to solve problems whenever necessary. Over time, contacts established by individuals have developed into institutional agreements and partnerships. The forum offered at Commission meetings has been critical for resolving disputes and creating alliances. The Canal Corridor Association's practice of creating partnerships between stakeholders for specific projects has also aided cooperation.
- **Organizations perform complementary functions.** There have been few problems with overlapping services or territory disputes within the Corridor. This is partially because the region is almost 100 miles long. There is plenty of room for small, local groups to work independently of each other. There are also so many potential projects to be taken on, and so many different possible approaches to each challenge, that each group has found a unique niche for itself. New groups start up as reactions to new problems, which are also complementary to the existing structure.
- **The "snowball" effect.** Early successes, like the Gaylord Building renovation, encouraged other preservationists to build on those successes. Although slow to start,

this effect is now becoming visible, as more rehabilitations and adaptive re-use projects are completed, and as real estate developers begin to adopt the "Heritage" concept when marketing the area. Seeing what can be achieved empowers preservationists continue working together toward common goals and to take on more complex, far-sighted projects.

Implications for Historic Preservationists

Conclusions for the field of historic preservation can be extrapolated from this case study. Although many factors in the case of the Illinois and Michigan Canal National Heritage Corridor are site-specific, there are lessons to be learned about the general nature of heritage areas. Since the concept plan for the Illinois and Michigan Canal Heritage Corridor formed the foundation of all subsequent heritage areas, it follows that the experiences of the I&M Canal might have something to offer all heritage areas. The conclusions which would apply broadly for heritage areas are outlined below.

- **Heritage areas cannot be implemented "top-down".** The partnership concept requires voluntary participation. A popular movement for a heritage area program is therefore the only way to ensure enduring support for the management system. However, a federal or state sanction of the heritage area will aid preservationists in marketing, mediation, and fund-raising.
- **The planning process can make or break a heritage area.** The planning process for heritage areas should accomplish three objectives. First, the process should

strengthen the grass-roots movements which already exist in the area, while building new coalitions in support of the heritage area idea. Second, the plan must reflect the goals of local activists and regional stakeholders if they are to continue supporting the plan in the future. The planning process should incorporate their desires and existing political structures. Third, the final plan should be definitive, outlining the management structures for the heritage area. However, the vision described in the plan should be broad enough to allow flexibility when determining which projects to tackle.

- **Heritage areas take time to develop.** Designation as a heritage area is not a quick fix for a regions' problems. The designation does not in and of itself do much more than give the area a label. The management system, networks, mediation, and "snowball" effect take time to develop. The Illinois and Michigan Canal National Heritage Corridor has been going strong for almost twelve years, yet local leaders feel that they have really only been gaining ground for about the past four or five years. The early time was spent reorganizing, adjusting, and laying foundations for the successful results which are now becoming visible. Heritage area leaders must therefore be patient and not expect their regions to turn around overnight.
- **Heritage areas broaden preservationists' resources.** When heritage areas incorporate historic preservation goals into a comprehensive package with environmental conservation, economic development, and recreational development, new opportunities open up. Preservationists are able to draw on the resources these

interrelated groups offer. This is especially true in the case of fundraising.

Preservation projects may qualify for transportation, tourism, and environmental grants if they include developments which fulfill the grant requirements.

The heritage area concept also allows for a deeper, broader, more holistic interpretation of a region. The concept encourages focusing not on a particular moment in history, but rather the organic sequence and interplay of events that created the present sense of place. Past people's reactions to their environments can also be interpreted on a regional scale.

In general, the study indicates that heritage areas do further the goals of historic preservation by encouraging cooperation on projects and partnering preservation goals with economic development, environmental, and recreational goals. However, the validity of these conclusions should be tested by future research. Comparison of other heritage areas with the Illinois and Michigan Canal National Heritage Corridor will show whether the general conclusions determined here actually apply to all heritage corridors. Further investigation should also verify the criteria for successful historic preservation as an effective indicator of true success.

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APPENDICES

APPENDIX A

Heritage Areas in the United States

(National Coalition for Heritage Areas, Data Sheet)

ALABAMA

Birmingham Industrial Heritage District
Chattahoochee Trace

CALIFORNIA

Tahoe-Comstock Heritage Area
Golden Gate National Recreation Area

COLORADO

Cache La Poudre National Water Heritage Area
Four Corners Heritage Council
Georgetown Mining Corridor

CONNECTICUT

Quinebaug and Shetucket River Valley National Heritage Corridor

FLORIDA

African American Heritage Trail
Red Hills Region

GEORGIA

Augusta Canal National Historic Landmark

HAWAII

The Hanalei Project
Hilo/Plantation Heritage Corridor

ILLINOIS

Illinois and Michigan Canal National Heritage Corridor
Illinois Valley Heritage Area
Ohio River Corridor

INDIANA

Historic Southern Indiana
Wabash Heritage Corridor Commission

IOWA

Silos and Smokestacks
Route J-40: Van Buren County

KENTUCKY

Lexington-Frankfort Scenic Corridor

LOUISIANA

Cane River American Heritage Area
Jean Lafitte National Historical Park and Preserve
Mississippi River Heritage Corridor (10 states)

MAINE

Maine Acadian Heritage Center

MARYLAND

Beach to Bay Indian Trail
Lower Eastern Shore Heritage Area
Ocean Heritage Highway
Pocomoke River and Sound Heritage Corridor
Potomac River Heritage Project

MASSACHUSETTS

Blackstone River Valley National Heritage Corridor
Cape Cod Heritage Program
Essex Heritage ad hoc Commission
Lowell National Historical Park

Massachusetts State Heritage Parks
Salem

MICHIGAN

Ford Heritage Trail
Keweenaw National Historical Park
Sweetwater Trail
Western Upper Peninsula Heritage Reserve

MINNESOTA

Mississippi Headwaters
Great River Road

MISSOURI

Missouri River Heritage Corridor

MONTANA

Butte-Anaconda Mining Heritage Park

NEW HAMPSHIRE

Connecticut River Valley
New Hampshire Heritage Trail

NEW JERSEY

Delaware and Raritan Canal Heritage Corridor
New Jersey Coastal Heritage Trail
Monmouth Battlefield
Pinelands Federal Natural Reserve

NEW YORK

Champlain Valley Heritage Network
Gateway National Recreation Area
Hudson-Mohawk Urban Cultural Park (RiverSpark)
The Hudson River Greenway
Northern Frontier Heritage Project
Seneca Falls Urban Cultural Park
Scenic Hudson, Inc.

Susquehanna Urban Cultural Park

NORTH CAROLINA

The Yadkin/Pee Dee Lakes Project

OHIO

Cuyahoga Valley Heritage Corridor Study

Dayton Aviation Heritage Commission

Little Miami Scenic River

Maumee Heritage Corridor

OKLAHOMA

Route 66

OREGON

Historic Columbia River Highway, Columbia River Gorge

PENNSYLVANIA

Allegheny Ridge State Heritage Park

America's Industrial Heritage Project

Delaware & Lehigh Canal National Heritage Corridor and State Heritage Park

Borough of Gettysburg

Lackawanna Heritage Valley

Lincoln Highway Heritage Park Corridor

Monongahela Valley Steel Industry Heritage Park

National Road Heritage Park corridor

Oil Region Heritage Park

Schuylkill River Heritage Park Corridor

RHODE ISLAND

Blackstone River Valley Heritage Corridor

SOUTH CAROLINA

Ashley River Road

South Carolina Heritage Corridor

TENNESSEE

Tennessee Backroads Heritage
Tennessee Overhill Heritage Tourism Project
Tennessee Natchez Trace
Tennessee Valley Authority River Heritage Program
America's First Frontier

TEXAS

Alamo La Bahia Corridor
The Cotton Republic: Texas Origins and Echoes
El Paso Mission Trail Association
LBJ Heartland
Los Caminos del Rio Heritage Corridor
Market Trail

UTAH

Golden Spike Rails Project

VERMONT

Mad River Valley

VIRGINIA

American Coal Heritage Area (VA/W.V.)
Appalachian Railroad Heritage Project
Cedar Creek Battlefield
James River Heritage Corridor/Association
Shenandoah Valley Battlefields American Heritage Area

WASHINGTON

Ebey's Landing National Historical Reserve (NPS)
Historic Columbia River Highway
Vancouver American Heritage Area

WEST VIRGINIA

American Coal Heritage Area
Historic Midland Trail
Patchwork in the Glen, Ltd.

Southern West Virginia Coal Mining Heritage Area
Wheeling National Heritage Area

WISCONSIN

Fox-Wisconsin Rivers Heritage Corridor
Frank Lloyd Wright Heritage Tour
Lac du Flambeau Heritage Tourism Pilot Project
Wisconsin's Ethnic Settlement Trail

WYOMING

Tracks Across Wyoming Corridor

APPENDIX B

THE SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure, or site and its environment, or to use the property for its originally intended purpose.
2. The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.
4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired historic significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity.
6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on

accurate duplications of features, substantiated by historic, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.
8. Every reasonable effort shall be made to protect and preserve archaeological resources affected by, or adjacent to any project.
9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural, or cultural material,, and such design is compatible with the size, scale, color, material, and character of the property, neighborhood, or environment.
10. Whenever possible, new additions or alterations to structures shall be done in a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

APPENDIX C

MUNICIPALITIES AND COMMUNITIES IN THE ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR

Alsip	Joliet
Argo-Summit	Justice
Bedford park	LaSalle
Blue island	Lemont
Bridgeview	Lockport
Burnham	Lyons
Burr Ridge	Marseilles
Calumet City	McCook
Calumet Park	Minooka
Carbon Hill	Morris
Channahon	Naplate
Chicago	Oglesby
Archer Heights	Ottawa
Armour Square	Palos Heights
Bridgeport	Palos Hills
Brighton Park	Palos Park
East Side	Peru
Garfield Ridge	Riverdale
Hegewisch	Robbins
Loop	Rockdale
McKinley Park	Romeoville
Near North Side	Seneca
Near South Side	Stickney
Near West Side	Summit
Pilsen	Utica
Pullman	Willow Springs
Riverdale	Worth
South Chicago	
South Deering	
South Lawndale	
West Pullman	
Countryside	
Crest Hill	
Crestwood	
Dolton	
Forest View	
Hickory Hills	
Hodgkins	

VITA

Born in Hollywood, Florida in 1971, Theresa Lynn Harris Goodman attended public schools in both Dade County and Broward County, Florida. She was a National Merit Scholar and graduated from Cooper City High School in June, 1989. She entered Florida State University in August, 1989, and in 1993, was inducted as a member of Phi Beta Kappa. In May, 1993, she received a Bachelor of Arts in Anthropology with Honors in Liberal Studies and Honors in Anthropology from Florida State University.

Theresa enrolled in the graduate program in Anthropology at The University of Tennessee, Knoxville in August, 1993. In August, 1994, she entered the graduate program in Planning at The University of Tennessee, concentrating in Historic Preservation. While in graduate school, she worked as a graduate assistant in the University's Office of Real Estate Management and served as Vice-President of the Collegiate Institute of Planners. In 1995, she was inducted as a member of Phi Kappa Phi.

Theresa is currently working at the Knoxville/ Knox County Metropolitan Planning Commission as a Planning Assistant in Development Services. She is a member of the American Planning Association and the National Trust for Historic Preservation.