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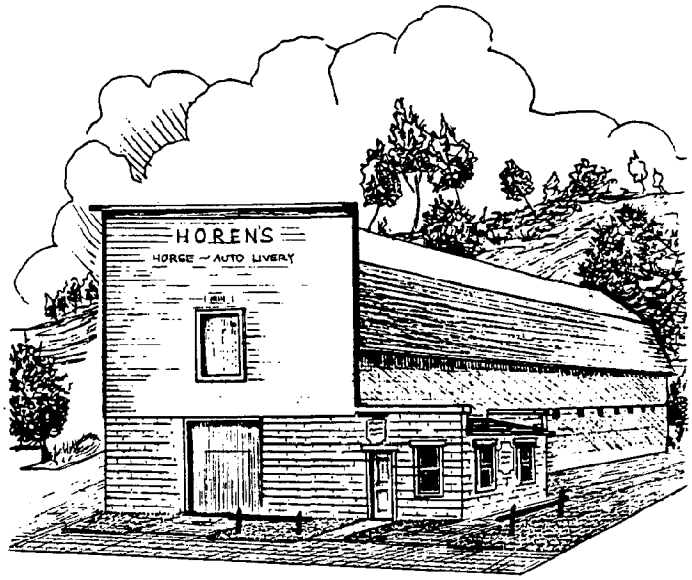
1992
Michigan Coastal Management Program
Final Report
9/15/93

Maritime Museum Facility Development Study
Empire, MI



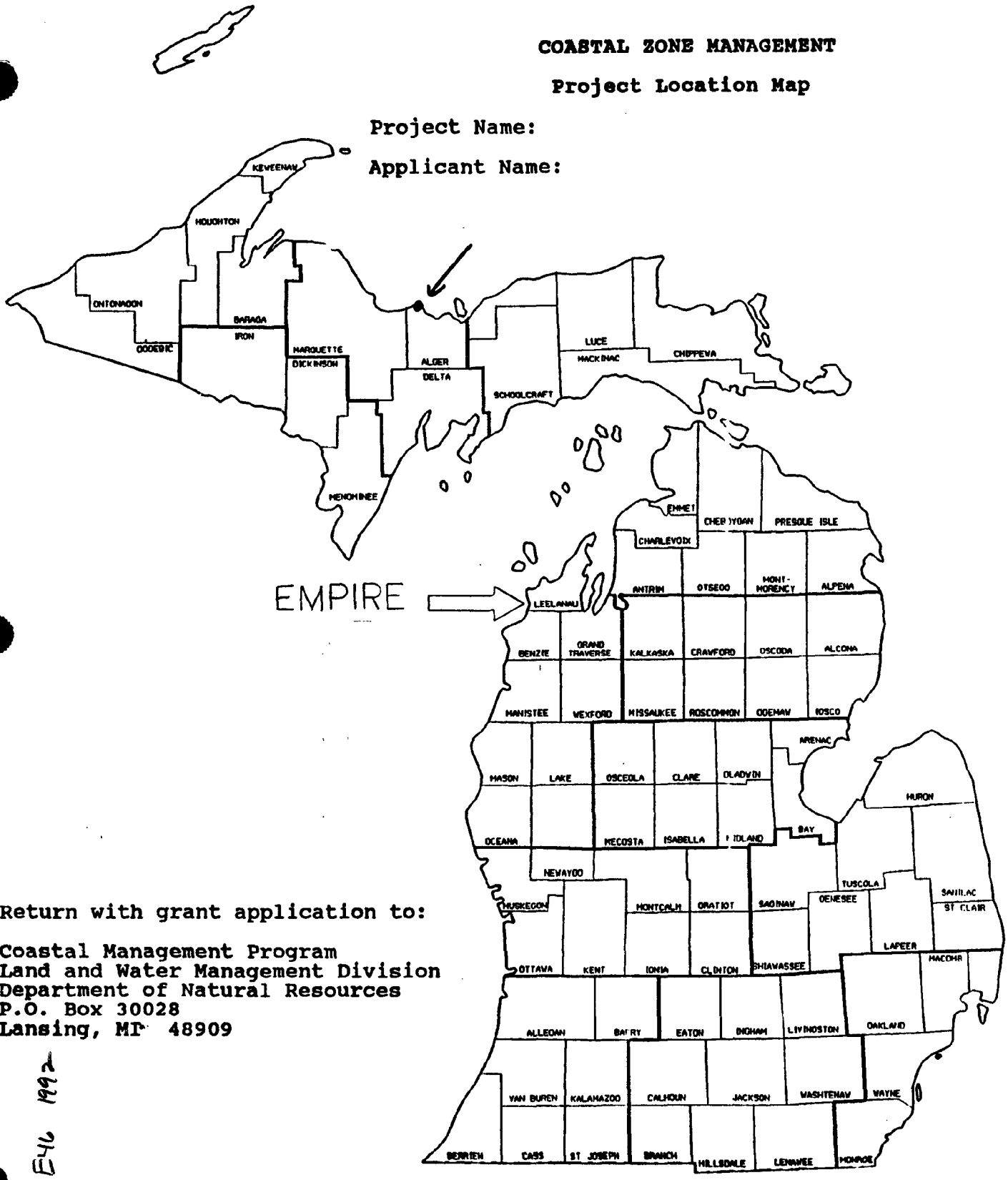
Submitted by
The Village of Empire
and
The Northwest Michigan Maritime Museum

COASTAL ZONE MANAGEMENT

Project Location Map

Project Name:

Applicant Name:



M I C H I G A N

Return with grant application to:

Coastal Management Program
Land and Water Management Division
Department of Natural Resources
P.O. Box 30028
Lansing, MI 48909

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This document was prepared in part through financial assistance provided by the Office of Ocean and Coastal Resource Management, National Oceanic and Atmospheric Administration authorized by the Coastal Zone Management Act of 1972.

PROJECT TITLE

Maritime Museum Facility Development Study and Initialization, Empire Mi.

PROJECT GOALS

1. Determine how the Livery building can best be used as a facility for the Northwest Michigan Maritime Museum. This includes preliminary architectural drawings and site plans for the restoration, code compliance and adaptive use of the building.

2. Determine how the Museum can improve its overall operations to better facilitate its growth and facility development at the Horen Livery.

3. Determine how the museum and Horen Livery facility can best integrate with the Village of Empire, it's Master Plan and waterfront recreation areas.

3. Initialize preliminary work on site to preserve structure and enhance external appearance. Also, to establish a project or "point of presence" office within the building.

PROJECT DESCRIPTION

Work performed under this project includes:

* Field verification/documentation of existing structure.

* Nomination of building to State and/or National Register of Historic Places.

* Basic design of any revision to the structural systems to meet loading anticipated for Museum use.

* Documentation of the activities required for "restoration" of the building's exterior to a condition representative of the original construction.

* Documentation of repairs necessary to provide a "working point of presence" office within the one story addition.

* Conceptual design for; building site and vicinity layout, building layout, exterior design, building envelope, mechanical systems, structural systems, and presentation drawings.

* Professional consultation to provide planning expertise to the Empire Planning Commission, Storm Hill Developers and Museum staff.

* Museum exhibit planning and design consultation to assist in development of conceptual exhibit plan at the livery.

* Professional assessment of Museum facility development plans and current operations.

* Professional photographic documentation of structure.

* Professional building contractor, carpentry, plumbing, electrical, and physical systems consulting and work.

Additionally, Museum Staff, Members and volunteers from the area will assist in the cleaning, stabilization, construction and landscaping of the site.

PROJECT RATIONAL

* The Village of Empire desires that the building be preserved. The plan provides for adaptive use of a historic structure as opposed to demolition and new construction.

* The Livery structure will be nominated to the State and/or National Register of Historic Places. Proposed plans will attempt to renovate the structure so that it will continue to authentically represent and interpret the livery stables that have long vanished from the area's cultural landscape.

* Professionals in the field of architecture, engineering and historic preservation have indicated that the adaptation of the livery structure for museum use would be highly appropriate.

* The Village of Empire and Sleeping Bear Dunes National Lakeshore have indicated support for the relocation of the Northwest Michigan Maritime Museum within the Village.

* Proposed plans would create a desirable link between Empire's downtown retail district and public water front access/recreation areas. Planning efforts will be focused on Empire's important environmental, cultural and economically significant Coastal Management areas.

* Development of the Museum facility will contribute to the economic vitalization of Empire and surrounding communities.

* The Village of Empire has an authentic and contemporarily

expressed maritime image, proposed plans would greatly enhance this image.

* Proposed plans would compliment the efforts of the Village of Empire and other nearby communities, the Empire Heritage Museum and the Sleeping Bear Dunes National Lakeshore, to preserve and interpret the uniqueness of the area for local and visiting populations. Additionally, joint efforts and alliances can be developed for individual and mutual benefit.

* The Livery is centrally located along the boundaries of the Manitou Underwater Preserve. This location will allow for the development of a Preserve interpretive and visitor center, a highly desired opportunity in the development of Michigan's Preserve system.

* While the Livery property is close to both Lake Michigan and South Bar Lake, it does not abut the water. This provides a substantial purchase savings. Additionally, the present owner of the building desires Museum adaptive use and nomination of the structure to State and Federal Historic Registers.

* Proposed plans will allow for the re-establishment of a permanent facility for the Northwest Michigan Maritime Museum. This will fulfill a critical need and insure that the museum's present historical artifact collections receive proper care. Additionally, programs and activities negatively impacted or discontinued as a result of the loss of an adequate museum facility can be resumed.

* Northwest Michigan is under a great deal of development pressure. Leelanau County is the third fastest growing County in the Great Lakes. As such, maritime resources and preservation issues need to be identified and managed. The Northwest Michigan Maritime Museum is the only organization who's mission is designed to attempt to meet all of needs surrounding maritime preservation in Northwest Michigan.

* Coastal management funds will provide "seed money"in the true sense of the word. Requested funds will initialize the project with strong momentum and professional planning. These attributes will provide for greater growth potential, professional involvement and development of enhanced public/private sector alliances.

DESCRIPTION OF WORK ACCOMPLISHED DURING PROJECT PERIOD

Documentation of existing structure

Work in this area commenced with the removal of material and debris not associated with the structure. With this accomplished all areas of the livery were available for inspection. Material that may be linked with the original livery operation or subsequent adaptive uses was left with the structure for further analysis.

The process of photo documentation was then undertaken. 35mm color and black & white and 4"x5" black and white were utilized. Photographs appropriate for the National Register Documentation were professionally processed to archival standards. Photographs were taken by professionals and by museum staff with professional supervision. One hundred and twelve images were recorded. Additional work focusing on specific documentation needs will be be necessary prior to the removal of any historic fabric from the structure.

Measured drawings documenting the existing structure were completed by Robert Yavon, project architect. These drawings illustrate the design and structural systems of the present structure. These were utilized by the State Historic Preservation Office and the consulting engineer upon there completion. They will continue to prove valuable as further work on the structure is implemented. (reduced copy included in appendix A)

Further work was undertaken to identify existing utility services, property boundaries, zoning, fire protection and potential contamination sites or sources.

REVIEW OF BUILDING PROGRAM , REGULATIONS AND GUIDELINES

Work in this area was initialized with the Museum boards strategic planning program, integrated with the American Association of Museums Museum Assessment Program. This process helped to define the museum's potential requirements of the livery as a host facility. Information concerning exhibit/artifact size, weight and configuration, spacial and other requirements for staff, programing and special activities, storage, security etc. was defined and passed on to the architect and engineer. Federal 106 compliance requirements were identified and integrated into this phase of work.

Applicable building codes were identified in this phase to assist in feasibility evaluations and preparing concept drawings. Codes applying to the structure were defined as "public assembly". These codes, principally designed to protect public safety

concerns, are complex and demanding.

Applying these codes to a building designed over eighty years ago as a horse barn presented many challenges. The project architect diligently applied these code requirements, including recent handy-cap access regulations, to the design input phase.

It was determined that existing Empire Village zoning would not clearly permit museum use of the property and structure. An application for variance was prepared and submitted. Following a hearing and presentation, the Village Council Planning Commission voted to allow museum use of the C-R zoned (commercial residential) property.

CONCEPTUAL DESIGN

Building, site and vicinity layout

The first work undertaken was building site and vicinity layout. Complications in this area centered on parking lot water/snow run-off regulations and traffic concerns. Plans for ample parking were achieved without extensive negative impacts to the buildings historic appearance or setting. On property parking is designed for fifteen autos and four buses. The lot is screened by vegetation and has a one way flow to minimize congestion. A green area to accommodate run-off and drainage is provided. Septic is to be located below the open grass area on the north side of the building. The pedestrian entrance will follow the historical precedence on the east end. Actual survey work will need to be undertaken to positively define the existing road right-of-way prior to any construction. (See appendix B)

Exterior design

Considerable thought was given to the exterior design of the building. Since major compromises in the historical appearance of the interior were going to be required, every effort was made to insure high integrity of external historic appearance. An emergency exit on the southwest corner of the building, roof and soffit vents were the only compromises envisioned. The external appearance of the livery during its period of significance can be 95% achieved. It was determined that the need to identify the structure as a maritime museum would take precedence over some specific historic concerns centering on signs and external displays, at least during the museum's initial occupancy.

Structural upgrade concept

The greatest frustrations experienced during the project period were those centering on retention of interior historic fabric. As a museum the livery structure must provide for a high level of environmental control, safety, security, and spacial accommodation. Adapting this structure into a museum is possible despite the high demands. However, adapting it into a museum while retaining the historic interior appearance is difficult if not impossible. Without detailing all of the discussions on this topic to date, it can be said that the specific needs of the museum have taken precedence in the interior design phase. Historic integrity has been maintained wherever possible, but not at the expense of the museums basic operational needs. These compromises must be made as there is no conceivable, practical use of the building that would accommodate its historical interior design.

The plans developed do allow the building to retain its basic historic floor plan. Specific elements of the historic fabric will be illustrated in "window" areas. For some this may be much like only being able to "peak" at a wrapped gift. It is important to note that in this sense while only a portion of the historic elements of the interior can be viewed, virtually the entirety lies beneath the "wrapper" of insulation and drywall, well documented and preserved.

The impacts of code requirements can be seen in space allocated for fire and smoke proof exit stairs, elevators, rest room facilities, ramps etc. Additionally, the floor rating necessary for code compliance would negate use of existing second level flooring in any configuration. As most of the existing floor has deteriorated beyond the limits for even its historic use, its replacement must be rationalized (see appendix C)

Final review and recommendations from the State Historic Preservation office will provide input for the finalization of the interior conceptual design and color presentation drawings. A complete summary of rational and description of plans will be at that time.

Mechanical systems

Integrating mechanical systems into a building never designed to accommodate them has also taken a toll on interior historic integrity. It is fortunate that no physical additions were deemed necessary to accommodate h.v.a.c. systems. Duct work can be concealed in the ceiling of the first floor. The size of the second floor will require a partially exposed system (see appendix B)

MUSEUM ASSESSMENT/STRATEGIC PLANNING

The museum Board of Trustees established a special strategic planning committee to fulfill the requirements of the American Association of Museums Museum Assessment Program or" Map". Participation in this program was deemed beneficial to proposed plans for facility development at the Horen Livery. The program is designed to provide museums with a mechanism to manage more effectively in a constantly changing environment. The structure of the self assessment process, guided self study and peer review, encourages museums to re-evaluate long-held assumptions and benefit from new ideas and perspectives. The process was initiated in August of 1992, with on site visits from the assessor September 24th and 25th. (The final review recommendations can be found in appendix D)

PROFESSIONAL EXHIBIT PLANNING AND DESIGN

Input was provided by museum staff, the MAP Assessor, and Wm. Herd. Mr. Herd has conceptualized and designed exhibits for the Nation Park Service. In addition to implementing Mr. Herd's report into the conceptual design process, direct meetings with the project architect were conducted. Plans for the featured shipwreck exhibit required close coordination between exhibit planners, the architect and engineer. In order for the livery structure to accommodate the planned exhibit, major structural modifications would be required. These adaptations were successfully defined and incorporated in the conceptual plans. (The plans in appendix C illustrate the spacial requirements for planned exhibits. Appendix E depicts the featured shipwreck exhibit at the facility.)

STAKEHOLDER PLANNING SEMINAR

Work in this area was not implemented as originally planned. Present needs for coordination were met by individual contact. No problematic situations were encountered requiring this approach. Additionally, the projects being behind projected development schedules lessened the current need for this form of planning.

NATIONAL REGISTER NOMINATION

The Horen livery was deemed eligible for the national register following a review of work proposed under this project by the State Historic Preservation Office. The review was in conjunction with the Federal 106 process, necessitated by Federal funds being utilized on a potentially historic structure. (see appendix F.)

Information to support the nomination came from many diverse sources. So much information was gathered that it could not all be included in the National Register format. As such, a separate written history of the livery will be released by the museum and distributed without cost to the Empire library, historical museum and Village council. It is felt that National Register status will be achieved. The benefits of this status will assist greatly in the attainment of project goals.
(National Register Nomination is included in appendix F.)

STAFF, VOLUNTEER AND CONTRACTOR SERVICES.

The Museum Staff conducted the majority of on and off site work associated with this project. Because of insurance underwriters concerns over risks associated with the museums affiliation with the Manitou underwater preserve, insurance could not be readily acquired for the livery. This regrettably prevented the use of volunteer labor at the livery during the project period. Efforts to resolve the situation were time consuming, but did result in the museums being able to finally access an affordable policy. Volunteers did participate in the creation of signage for the project, exhibits, presentations and historical research.

Donated professional and contractor services were not easily forthcoming. Consultation by an architect, historic preservationist, carpenter, wood products specialist, and fire suppression system engineer were gained. Two professional photographers also contributed their services.

PROJECT BUDGET

Coastal Management Program funds

Documentation of existing structure:
- photos
- measured drawings
- coordination with surveyor, village, utilities, etc. on existing site conditions.

Review of building program, regulations and guidelines:
- Museum goals and direction
- building code compliance
- zoning compliance
- Museum design input
- historic register guidelines

Conceptual design:
- building site and vicinity layout
- building layout
- exterior design
- building envelope concept
- mechanical systems concept
- structural upgrade concept
- presentation drawings

Total.....$10,425.00

Administrative and related expenses.....$2,000.00

Total Coastal Program expenditure.....$12,4025

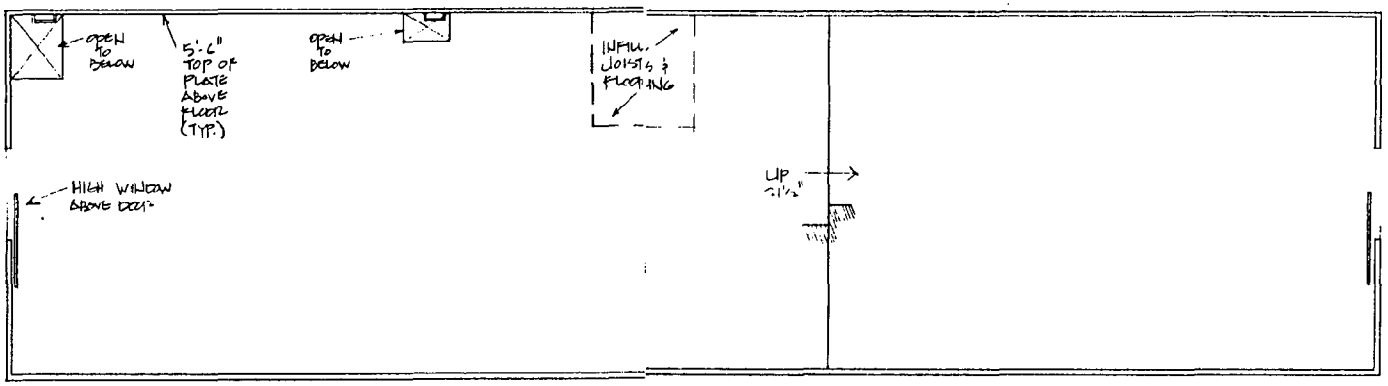
Matching in-kind

Professional Museum/facility assessment	$5,000.00
Professional exhibit planning and design	$1,400.00
Professional services	$600.00
Architectural services	$3,000.00
Mechanical/structural engineering services	$1,000.00
NW. Mi. Maritime Museum	$3,840.00
Historic register nominations program enhancement, documentation	$3,840.00

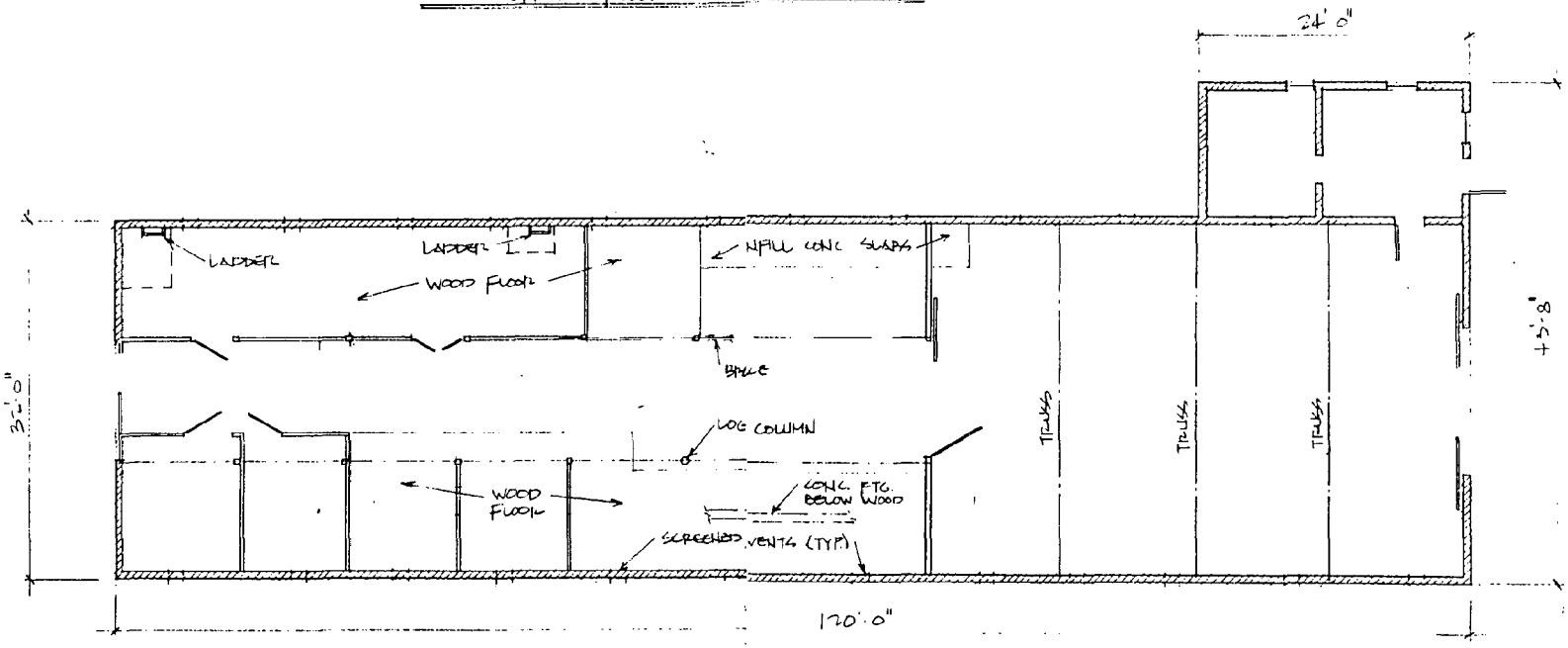
Total matching in-kind $14,840.00

TOTAL PROJECT COST.....$18,265.00

APPENDIX A



UPPER FLOOR



GROUND FLOOR

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EXISTING FLOOR PLANS		
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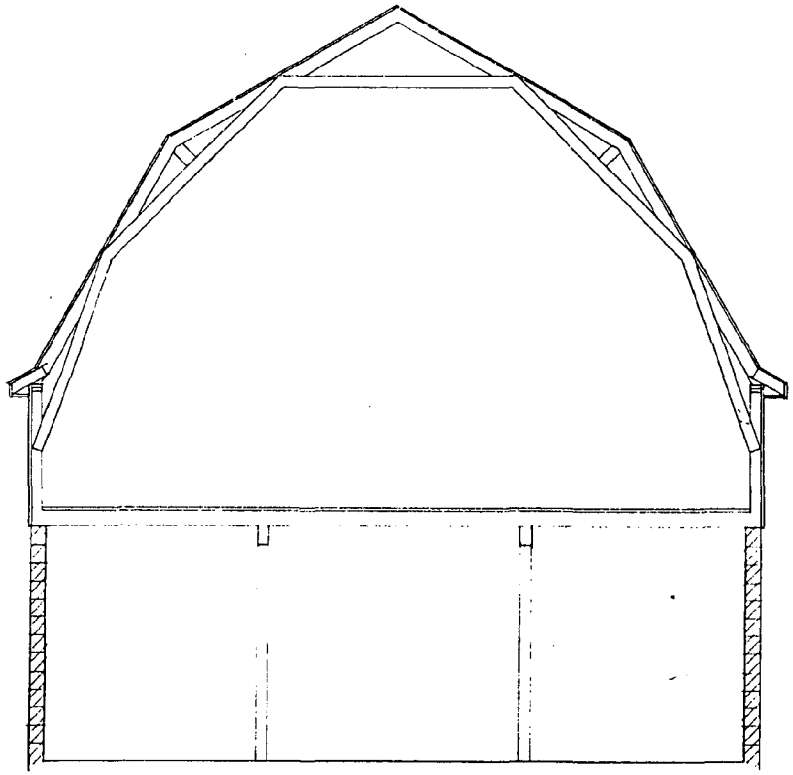

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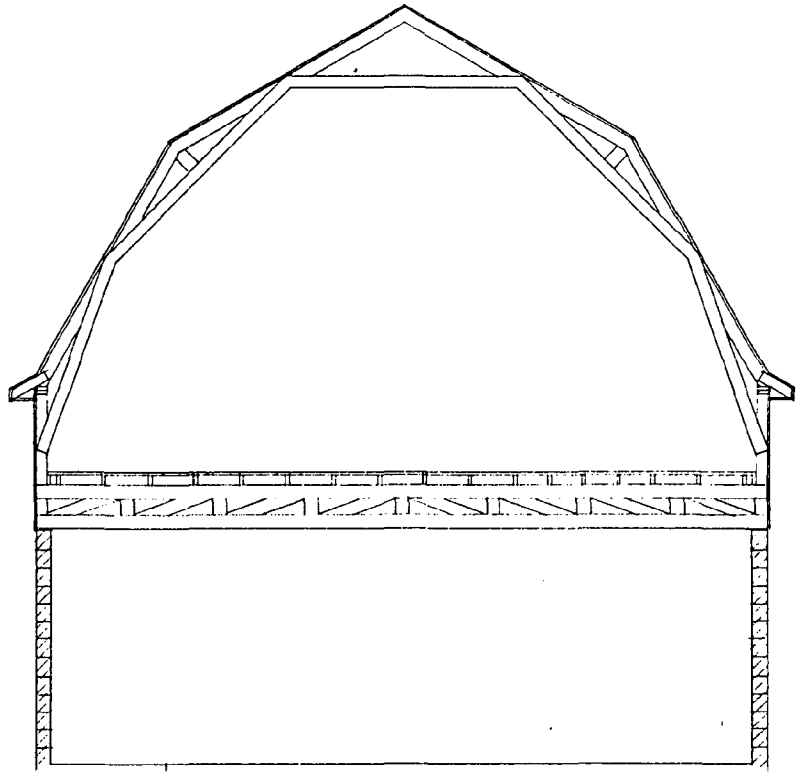

TYPICAL SECTION AT EAST

SECTIONS

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HOREN LIVERY

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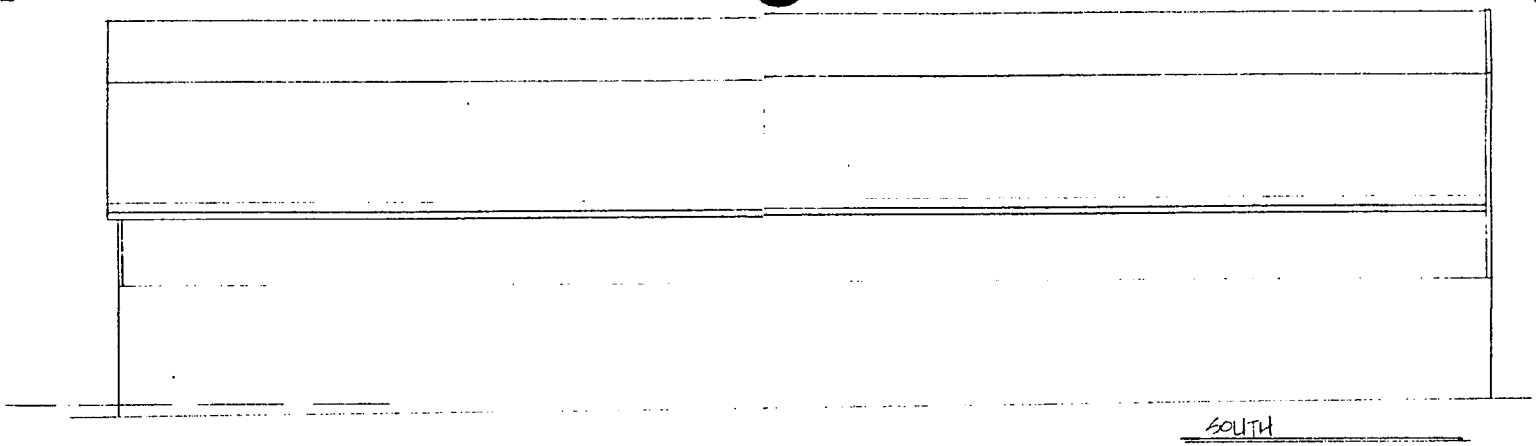

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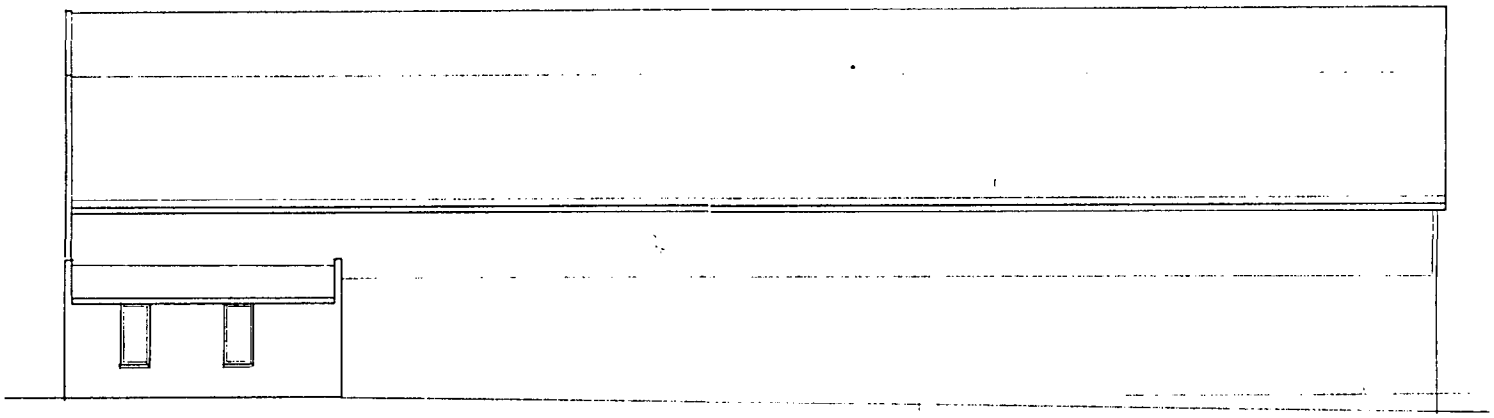

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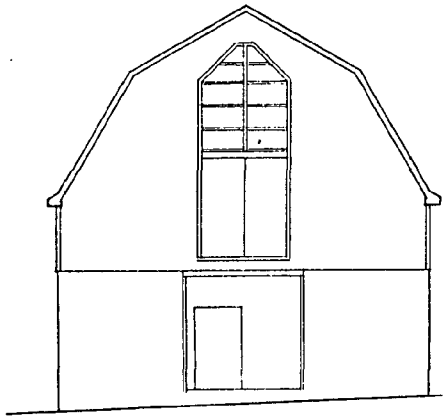

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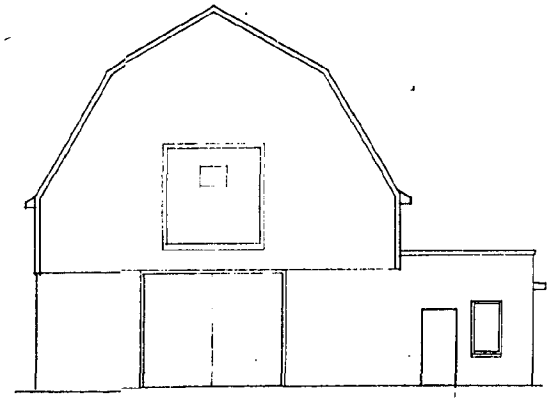

EAST

ELEVATIONS		
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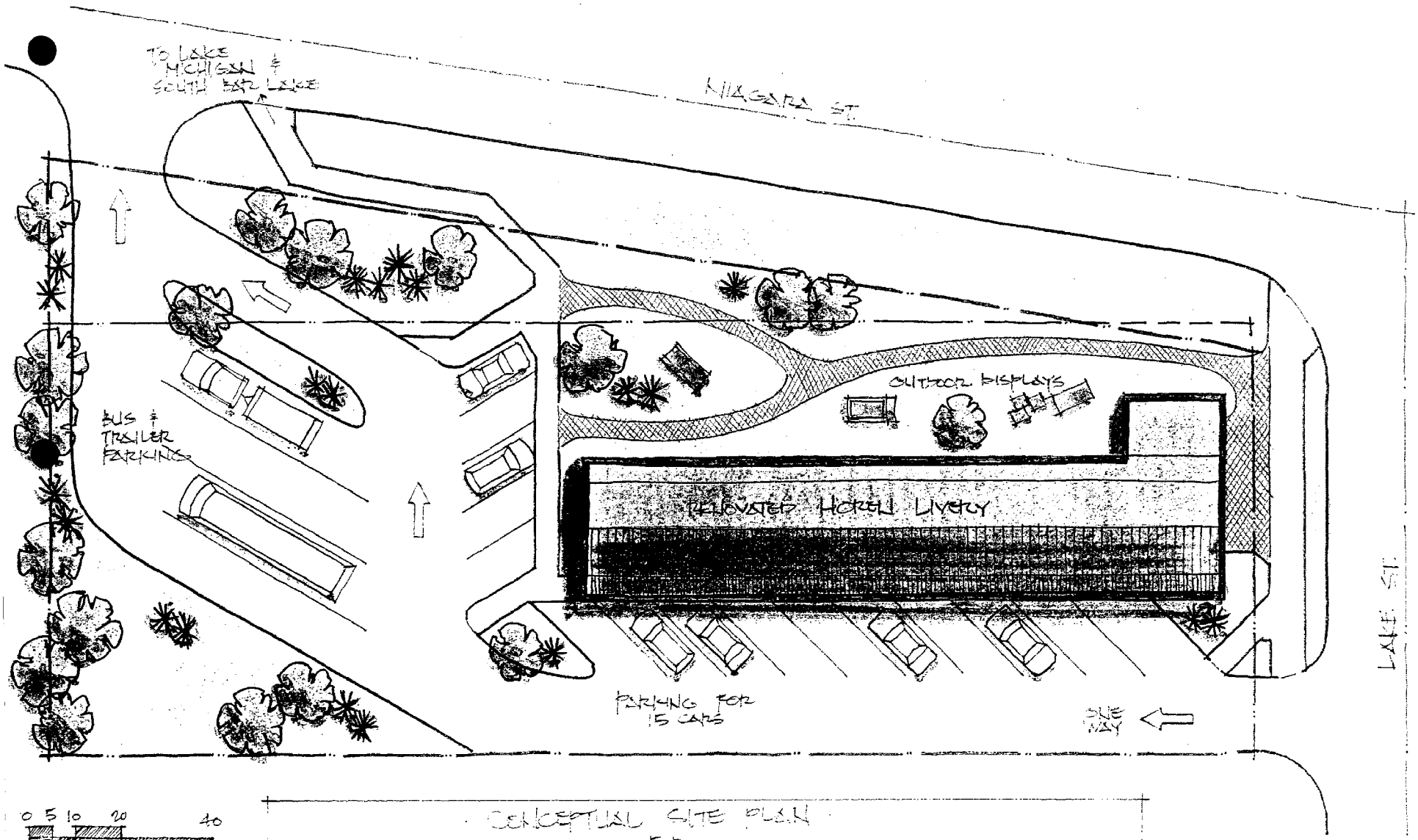
APPENDIX B



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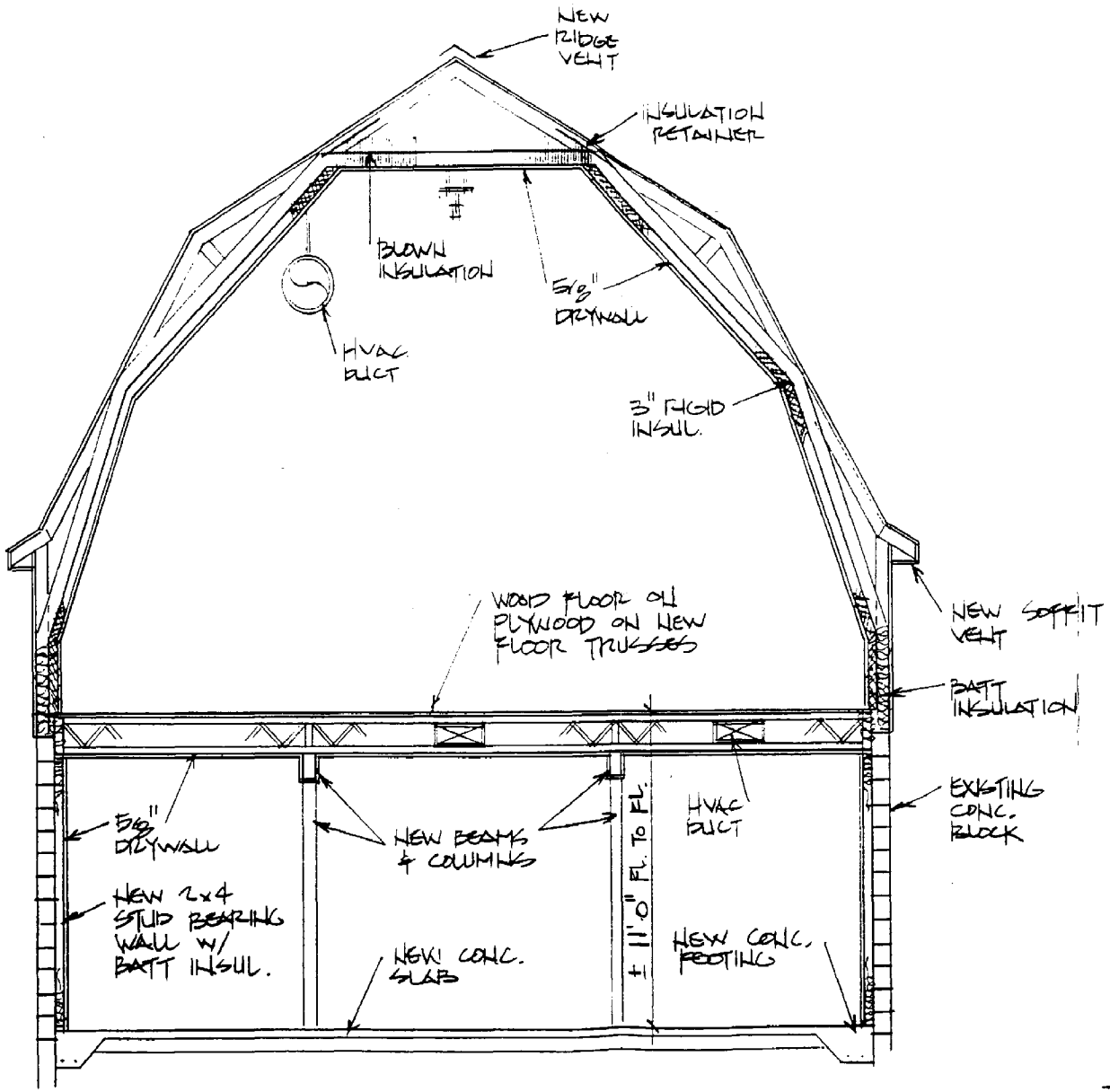
CONCEPTUAL SITE PLAN
FOR
THE NORTHWEST MICHIGAN MARITIME MUSEUM
AT EMPIRE, MICHIGAN · ROBERT A. YUCH ARCHITECT · 10-3-91

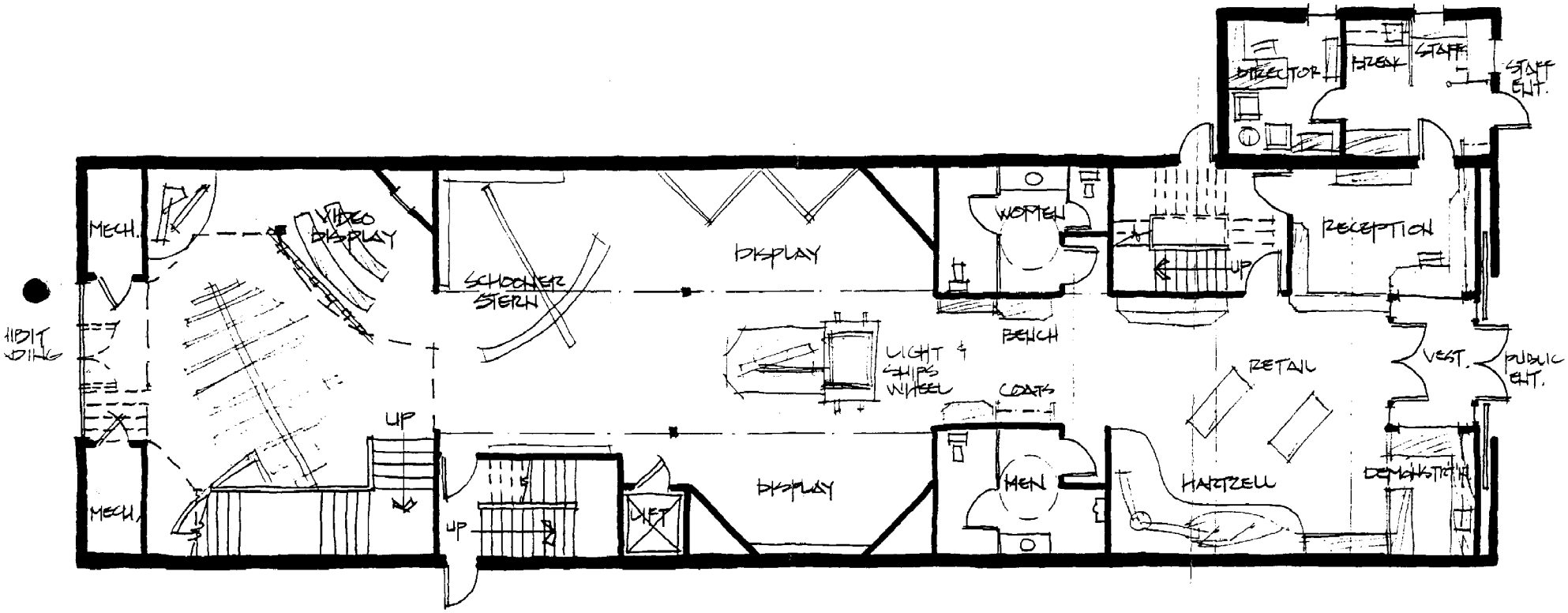
APPENDIX C



PROPOSED SECTION AT EAST

NORTHWEST MICHIGAN MARITIME MUSEUM

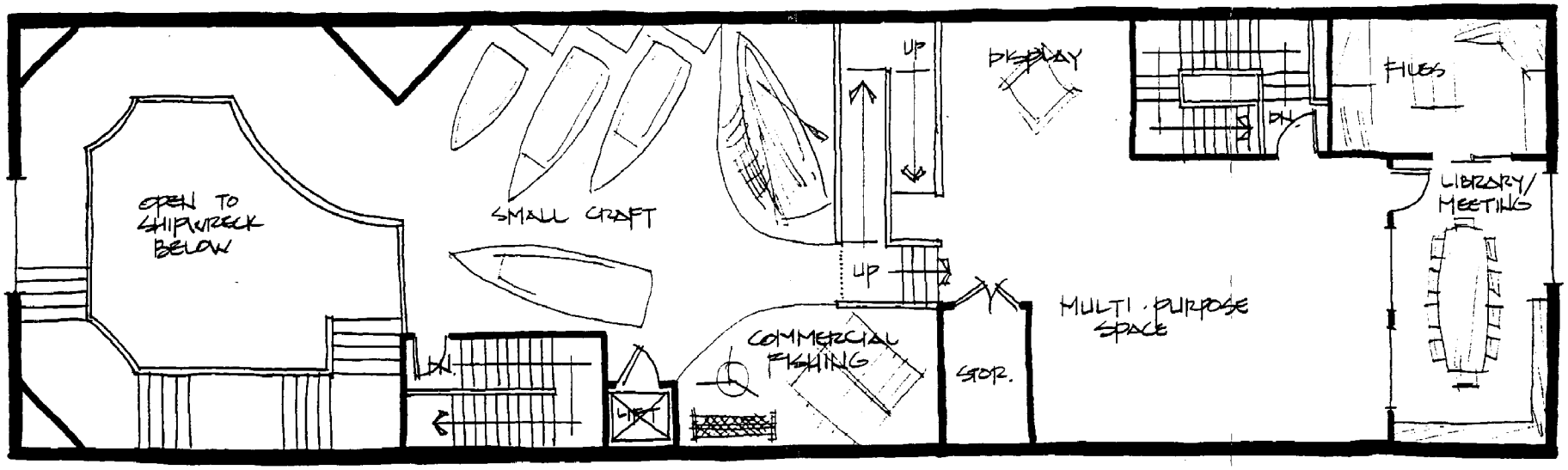
ROBERT A. YVON · ARCHITECT
12·18·92



PROPOSED
MAIN FLOOR PLAN · 1/8" = 1'-0"

NORTHWEST MICHIGAN
MARITIME MUSEUM

ROBERT A. WON · ARCHITECT
12.14.92



PROPOSED UPPER FLOOR PLAN · 1/8" = 1'-0"

NORTHWEST MICHIGAN MARITIME MUSEUM

ROBERT A. YVON · ARCHITECT
10.11.99

APPENDIX D

American
Association
of
Museums

Dear Colleague:

Not long ago your museum requested application materials for the Institutional Assessment (MAP I). MAP encourages a museum to reach its full potential. MAP provides a museum with a mechanism to manage more effectively in a constantly changing environment. The structure of the self-assessment process, guided self-study and peer review, encourages museums to re-evaluate long-held assumptions and benefit from new ideas and perspectives.

The benefits of participating in the Institutional Assessment (MAP I) include:

* re-affirmation of the museum's statement of purpose, allowing for a common understanding of its existence by trustees, staff, volunteers and the public.
* clear direction for trustees and staff on how to build on strengths and address weaknesses through the initiation or re-evaluation of institutional plans
* assurance that resources are used effectively and efficiently in the fulfillment of the institution's purpose
* improved levels of performance
* a fuller understanding of professional museum standards
* demonstrated credibility to funding agencies and the public by clearly communicating purpose, mission and goals, as well as institutional needs
* enhanced team spirit among trustees, staff and volunteers

The museum professional who visits your institution will be selected specifically to suit your needs and the report of recommendations based on the on-site survey will be indispensable to the future of your museum.

Sincerely,

Susan Graziano

Susan Graziano
Coordinator
Museum Assessment Programs

NORTHWEST

Michigan Maritime Museum

P.O. Box 388 · 11712 Lake Street · Empire, MI 49630 · 616-326-5152

Dear Museum Trustees and MAP Committee Members,

We hope all of you are having an enjoyable summer. The Museum Staff (such as it is) and Manitou Underwater Preserve Committee have been very busy this summer administering some very complicated field projects.

As was discussed at the last Museum Board meeting, the Museum Assessment Program or "MAP" will be the first focus of the new board. The MAP Assessor will be arriving September 25th, and there is much to be done in preparation for this event. MAP is on a fixed time line and cannot be altered to compensate for our limited amount of available time. As a result we would like to propose a series of work sessions to prepare for this important process and keep the MAP schedule intact. Not all of these would be formal board meetings and therefore attendance would not be mandatory. However, the greatest benefits for all interests would be served by regular attendance if possible.

A proposed agenda is included (on reverse) along with a copy of the MAP pre-visit agreement form etc. which will need to be completed following the first work session. Included also is a brochure from the institution where our Assessor, Mr. Burt Logan, is employed as director.

Our first session is scheduled for Wednesday, Sept. 2nd, 7:30 pm at the Clipper Galley in Empire. Coffee etc. and deserts will be available. The MAP Planning Committee may chose from various options as to where they would like to continue to meet following this first get-together. Please phone the Museum Office to indicate your ability to attend.

We look forward to your participation in "charting the Museum's new course" and deriving the maximum benefits from the Museum Assessment Program.

Sincerely,

Jed Jaworski, Director

MUSEUM ASSESSMENT PROGRAM

Northwest Michigan Maritime Museum
Empire, Michigan

Burt Logan

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Appendix II

Horen Livery Plans

INTRODUCTION

The Northwest Michigan Maritime Museum (NMMM) is located in the village of Empire, a small community in the southwest corner of Leelanau County. NMMM serves approximately 30,000 year-round residents in Leelanau and neighboring Benzie County. The Leelanau Peninsula, bounded by Lake Michigan on the west, the Manitou Passage on the northwest, and Grand Traverse Bay to the east, has long been an area of robust maritime activity, both commercial and more recently recreational.

Glen Haven and the Manitou Islands were once busy communities supplying lumber for construction and fuel for wood-burning ships that sailed the Great Lakes in the mid- and late 1800s. The South Manitou Island Lighthouse was built in 1871 to guide ships through the Manitou Passage and into the island's harbor when fierce lake storms broke. Despite such safeguards, many ships still ran aground. The lifesaving stations at Glen Haven and South Manitou are reminders of earlier times, when rescue crews launched small oar-powered wooden boats into giant waves to save shipwreck survivors.

This report is based upon a visit to NMMM on September 25, 1992. During the visit I met with: Jed Jaworski, Museum Director; Kirk Lorenz, Vice President, Society for the Preservation of the CITY OF MILWAUKEE; Jerry Pilcher; William Head, NMMM Board Member and President of the Society for the Preservation of the CITY OF MILWAUKEE; James Gilbert, Mayor of the Village of Elberta; David Taghon, Director of the Empire Heritage Museum; and Robert Yvon, architect for the museum. Also, materials supplied to me and to the Museum Assessment Program (MAP) prior to the visit were used in compiling this report. The purpose of the MAP Consultation is to provide a critical review of the museum and all facets of its operations, administration, and governance.

NMMM requested the MAP Consultation for several reasons. NMMM does not have an appropriate facility to house its collection, to install exhibits, to conduct programs, and to provide for administration; the museum sought assistance in determining a future course of action. NMMM's primary goal is to prepare a realistic, achievable long-range plan for organizational and facility development. In addition, the pre-visit MAP Questionnaire expressed concerns regarding: new facility development; board structure, trustee selection and rotation; establishment of a volunteer program; increase in the number of staff and in staff compensation; growth in earned income, expansion of fund raising, and overall increases in the operating budget; acquisition of suitable space for all museum functions; caring for and exhibiting the collection and obtaining a proper and stable environment for collections; developing new permanent

exhibits; developing an expanded educational program; enlarging its audience through marketing; and building a stronger membership. These concerns will receive special consideration and discussion below.

As a legally incorporated museum, operating as a public trust, NMMM is in a somewhat precarious situation and faces many challenges. It does not have a facility to operate out of, making it extremely difficult to provide engaging exhibits and programs, or to care for the collection. A previously active membership program has declined, and the near total absence of effective volunteer leadership is alarming. Financial concerns include a shortage of both capital and operating dollars. None of the concerns are insurmountable; however, considerable planning, time, and effort will be required to point the museum in a new, healthier direction.

Since its inception in 1981, the bulk of the resources of NMMM have been divided among three distinct projects: the preservation of the carferry CITY OF MILWAUKEE, the establishment of an underwater preserve in the Manitou Passage, and the establishment and operation of a conventional maritime museum. A brief understanding of the genesis, along with the successes and failures, of each project is essential to an understanding of NMMM today.

CARFERRY CITY OF MILWAUKEE

The involvement of NMMM with the CITY OF MILWAUKEE dates to 1983. In that year NMMM and the city of Frankfort, Michigan formed a non-profit organization, the Society for the Preservation of the CITY OF MILWAUKEE (SPCM), which acquired title to the ship.

Built in 1930 by the Manitowoc (Wisconsin) Shipbuilding Company, the CITY OF MILWAUKEE was commissioned by the Grand Trunk Milwaukee Car Ferry Company, and was the last carferry built between her launching and the end of the Great Depression.

Equipped with four tracks, she could accommodate 30 railroad cars. Many authorities contend that the CITY OF MILWAUKEE represents the aesthetic peak of carferry design. Placed in operation on Lake Michigan in January, 1931, the CITY OF MILWAUKEE joined in a tradition of carferry service which began in 1892. The vessel continued in service until declining cross-lake railroad traffic forced her to be abandoned in the late

1970's. Today, the CITY OF MILWAUKEE is one of a few surviving examples of a unique vessel type which revolutionized rail shipments on the Great Lakes.

Since its acquisition by SPCM, the voyage of the CITY OF MILWAUKEE has been as stormy as some of the crossings it weathered on Lake Michigan. Initial efforts by SPCM to moor the ship permanently in Frankfort were halted in October, 1984 when the city was unable to pay approximately $40,000 in site improvements at the docking area. Still hoping to see the vessel preserved, NMMM increased its involvement with SPCM and began working with Benzie County to secure permanent dockage. The village of Elberta was selected over 10 other sites as the most advantageous location. The ship was towed across Betsie Bay from Frankfort to Elberta, where she rests at anchor today. This new docking site is adjacent to 28 acres of land owned by the Michigan Department of Transportation (MDOT). It is the hope of SPCM that the CITY OF MILWAUKEE will be included in nascent efforts to convert the entire site into an active, historic railhead.

In fall of 1989 the Boards of NMMM and SPCM met jointly to discuss the future of the CITY OF MILWAUKEE. Unable to agree on a course of action, NMMM stepped back and allowed SPCM to move ahead on its own. Since then, SPCM has been attempting to secure local government support for the development of the carferry and the entire site. These efforts have not been as successful as anticipated.

The degree to which the debate over the future of the carferry has polarized the local community is best illustrated by the fact that as recently as September, 1992, the Elberta village board had to rescind a standing order prohibiting city officials from boarding the carferry in order for the Village mayor to participate in this consultation. There are indications the current village administration may be more willing to seek preservation of the ship as a tourist destination to bolster the village's economy.

On balance the ship retains a sizeable portion of its historic fabric. It is a significant cultural resource, as attested by its designation as a National Historic Landmark. It is not inconceivable the ship could play a major role in the growth of the county's tourism economy.

Above deck the carferry is in good condition, although maintenance is needed. The deck has not been painted in 17 years, due in part to an inability to keep herring gulls and other birds out of the area. The twin stacks have been sealed

and painted and the lifeboats have been shrink wrapped with a waterproof membrane. Cables are regularly inspected and greased. The crews quarters, galley, passenger salon, and observation room are nearly complete with original furniture and other items.

Below deck, the flicker is in sound condition, as are the two holds, which allow the viewer to observe the structural framing of the hull. Asbestos contamination is a concern. Above deck asbestos has been removed. However, leakage of water down one of the stacks has exposed asbestos in one of the Scotch fired boilers which powered the triple expansion steam engine. This contamination may affect future plans for the ship, a fact which SPCM already recognizes.

MANITOU UNDERWATER PRESERVE

Public interest and concern over shipwrecks off the coasts of Benzie and Leelanau Counties existed prior to incorporation of NMMM in 1981. Much of this concern was centered on the removal of wrecks and historical artifacts from the bottomlands of the Manitou Islands area. NMMM and the Sleeping Bear Dunes National Lakeshore launched a joint project to identify and protect these resources.

The concept of a Manitou State Bottomland Preserve was in place by 1983. Since 1835 over 50 ships have been lost in the Manitou Passage. In addition, there are 25 sunken docks and scores of other submerged historic and geological sites.

NMMM assembled studies of shipwrecks in the area, providing a data base for planning and development of the preserve. A committee of NMMM, made up of divers, charter boat operators, historians, and representatives from the Sleeping Bear Dunes National Lakeshore and area communities, was formed to pursue actual preserve designation.

By 1988 the Manitou Underwater Preserve had been created "to provide a management plan and implement programs and policies which will document, interpret, and preserve the submerged resources within the confines of the Manitou Underwater Preserve." The Preserve consists of 282 square miles of fresh water which surrounds over 100 locations containing shipwrecks, historic sites, and unique geologic features.

A nine-member Committee was appointed to oversee and manage the Manitou Underwater Preserve. According to the Committee's

constitution, the Committee is part of NMMM and serves at the pleasure of the museum's Board of Directors. The Committee develops programs related to the shipwrecks of the Manitou Passage and obtains funding for same.

After the program plans and budget are in place, the Board of NMMM then approves the project. The Manitou Preserve Committee has worked consistently to achieve many of these goals. Both public and private funds have been identified and obtained along the way. The past effectiveness of the Manitou Preserve Committee is one of the shining stars of NMMM. It has drawn extremely high praise from the state of Michigan and has been declared a model for other states and regions to follow.

NORTHWEST MICHIGAN MARITIME MUSEUM

In 1981 the Ann Arbor Railroad announced that it would cease both carferry service on Lake Michigan and rail service into Frankfort. The most immediate and lasting result of this decision was a significant decline in the local economy, brought about by the loss of hundreds of railroad jobs (a situation which still haunts local economic development efforts). Another less visible result was the threatened loss of significant portions of the maritime heritage of Northwest Michigan.

In an effort to halt the loss of this local maritime heritage, NMMM was incorporated in 1981. During the past 12 years NMMM has sought to preserve and interpret the maritime heritage of the region. The history of NMMM and its many traditional museum functions will be discussed in the following sections.

I will review the Northwest Michigan Maritime Museum with particular attention to the categories outlined by the Museum Assessment Program in the "Professional Concerns Checklist" and the specific topics listed by the Board of Directors. In the course of the report, I will discuss the CITY OF MILWAUKEE, the Manitou Underwater Preserve, and the museum proper concurrently, rather than treating each as a separate entity.

PURPOSE AND PLANNING

A clear sense of purpose and systematic planning are hallmarks of successful museums. The absence of either can be a cause for concern; the absence of both usually indicates a museum in trouble. By knowing where it wants to be at the end of a given period of time and by plotting a course toward that goal, a museum is better able to shape and direct its own destiny, thereby avoiding knee-jerk reactions to events as they unfold.

A clear and troubling chasm exists between the purposes of NMMM as set forth in its legal documents and the practical purposes and planning of the organization. As with any museum, there are many different individual views of what NMMM should be and how it should proceed. Unfortunately, a unified consensus among the Board and leadership of the museum is missing.

NMMM has enacted appropriate legal documents which establish the lawful existence of the museum and outline its orderly operation. Aside from the standard legal language in the constitution and bylaws, NMMM does not have a thoughtfully developed, clearly articulated description of what it wants to be, and it has not crafted plans outlining the attainment of its goals.

The constitution, adopted November, 1981, states the purpose of NMMM to be:

> A. To share and preserve Northwest Michigan's colorful maritime past so that the public may have a greater awareness of an area that is rich in maritime history and folklore.
>
> B. To develop, promote, and share present and future marine related educational activities in the Great Lakes region.

The Constitution further states the museum will:

> ". . . maintain and operate a historical museum for the collection, preservation, and suitable display of materials, artifacts, and data of historical or educational value and significance. They shall be available for public inspection, instruction and use, subject to museum regulation and policy. . . . Education is of primary concern: the production of educational films and documentaries, photographs, slide presentations, programs, guest speakers, a museum

> newsletter, tours and field trips will facilitate this. The Northwest Michigan Maritime Museum will also work to manage and protect Northwest Michigan's historical shipwrecks and underwater resources."

Following on the imperative to manage and protect local shipwrecks, the Constitution of the Manitou Underwater Preserve Committee states its mission will be:

> To provide a management plan and implement programs and policies which will document, interpret, and preserve the submerged resources within the confines of the Manitou Underwater Preserve.

In addition, NMMM has applied for and obtained 501(c)(3) designation from the Internal Revenue Service. This has established the museum as a qualified non-profit, financial support of which may be tax deductible.

It is evident that careful thought went into drafting and approving the mission of NMMM and the Manitou Underwater Preserve Committee. These mission statements offer broad guidance and direction, leaving specific interpretation and implementation to the museum Board and staff. Both mission statements could be model statements for other maritime museums.

With the exception of the Underwater Preserve, NMMM is haunted by a lack of effective organizational planning. During the past decade plans have been developed for the CITY OF MILWAUKEE, and they have been modified in response to changes in the political and community environment. Likewise, NMMM has gone through the planning process for a permanent museum building. Regrettably, NMMM has not been able to make its plans yield fruit. It is not just enough to develop plans; the plans must be effective.

NMMM seems to have fallen victim to a condition that can engulf non-profits in general, and museums in particular--the "doing good" syndrome. Few people would question the worthiness of saving and restoring the CITY OF MILWAUKEE, or protecting the shipwreck sites in the Manitou Underwater Preserve, or collecting and preserving the maritime heritage of Northwest Michigan in a maritime museum. All are worthy goals and are vitally important to ensuring that the maritime heritage of Northwest Michigan is not lost.

However, one can question if NMMM is best fulfilling its mission at present by attempting to satisfy three major objectives at marginal levels. As will be shown in subsequent

sections of this report, it is the opinion of this reviewer that NMMM is overly committed. Given its current level of governance, paid and volunteer staff, and financial and physical resources, NMMM lacks the resources needed to play a simultaneously active leadership role in the preservation of the CITY OF MILWAUKEE, the management of shipwrecks sites in the Manitou Passage, and the operation of a conventional maritime museum. There simply are not enough resources at present to fulfill these three demanding objectives, nor is there evidence of sufficient planning which will bring about the needed resources.

It seems to this reviewer that NMMM needs to reevaluate its mission (in light of the demands of the museum, the CITY OF MILWAUKEE, and the Manitou Underwater Preserve) and establish priorities consistent with its resources.

The lack of a clearly defined plan suggests NMMM should consider retaining the services of someone with experience in long-range planning, preferably in the not-for-profit sector. Trying to develop a plan without guidance from someone familiar with long-range planning could result in a fragmented effort, yielding little if any progress, and perhaps creating more damage than good. Often local colleges or companies may have a specialist who can assist with the process. Regardless of how NMMM chooses to develop the plan, the process should not be undertaken until improvements occur in the museum's governance.

Recommendations:

1. The leadership of NMMM must decide if NMMM is going to continue being involved with the CITY OF MILWAUKEE, the Manitou Underwater Preserve, and the maritime museum, or if efforts will be focused on one or two of the three. The decision will not be easy and no outsider can tell NMMM whether to continue pushing ahead for all three or to consolidate its efforts.

2. NMMM must commit itself fully to the decision reached in recommendation 1 above. At a minimum, the decision must be fully supported by the entire Board of Trustees. More preferably, the decision should have broad consensus beyond the Board. Unless there is a genuine commitment to the decision, it appears little progress can occur.

3. NMMM should consider using a planning expert to help put together plans for the organization, and to facilitate the discussions on how much and at what level NMMM is going to undertake.

GOVERNANCE

Governance, the point of origin for every museum, is made of two parts: statutory requirements and volunteer leadership. As an institution, a museum must be established in accordance with applicable laws. The governing authority of a museum must be informed about and be sensitive to the purpose of the museum and must take an active interest and role in guiding the development and growth of the institution.

The statutory portion of NMMM's governance needs little attention. NMMM is legally incorporated, and is chartered by the State of Michigan as a non-profit organization, organized and operated for educational purposes. The Internal Revenue Service has determined that the museum conforms to paragraph 501(c)(3) of the Internal Revenue Code. In all other regards, the Constitution of the museum appears to be in good order.

The Bylaws were approved in March, 1988. They provide for the full operation of the museum, outlining the duties, responsibilities, and rights of members, the Board of Directors, and officers. There is a discrepancy between governing documents regarding the number of directors. The Constitution requires a nine person Board of Directors, while the Bylaws call for only six. Not being versed in Michigan law, this discrepancy may be legal; however, it seems that to avoid confusion the two documents should be in agreement. Otherwise, all sections of the Bylaws seem to be sufficient to permit the orderly and efficient operation of the museum.

Unfortunately, as was seen with the Purpose and Planning of the museum, the Governance which one reads on paper quickly disappears when one begins to evaluate the actual operations of the organization.

At present the museum suffers from ineffective volunteer leadership. In fact, one can feel very safe in saying there is a leadership vacuum. There was almost no evidence of true trustee involvement or commitment to the museum. Several examples of this surfaced during this consultation. At the time of this consolation in September, 1992, there were no elected officers on the Board. Vacancies in the offices of President, Vice President, Secretary, and Treasurer which had occurred earlier in 1992, had not been filled in accordance with the Bylaws. Rather than elect officers at a regular Board meeting, the Board was waiting until the October Annual Meeting to act on the vacancies.

This is disturbing for several reasons. First, given the

overall condition of NMMM, one cannot help but ask if no one was willing to serve in these offices? If this as so, even in small part, the individual Board members should reexamine their commitment to the museum. Second, Directors have a legal obligation to comply with the Bylaws. It is highly doubtful that legal action would occur simply because of the unfilled vacancies. However, proceedings against the museum and the Board because of an accident or other adverse situation on museum property could fall squarely on the Board and bring into question its actions.

The position of Board member is one of considerable responsibility, much work, and very little public thanks. Yet, it is also rich in the potential for accomplishments and personal satisfaction. An effective, thriving, not-for-profit organization cannot exist without a committed and involved Board. The Board is essential to: help guide the future of the organization; shape and enact policy; serve as public ambassadors and representatives of the museum; assist with acquiring resources and raising funds; and serving as stewards of a public trust. This holds true for any not-for-profit, but doubly so for a small museum such as NMMM. A staff of one or two cannot begin to attend to all the needs of the museum without full Board support.

There is very little evidence that any of this is happening at NMMM at present. Until the Board accepts the challenge of its full responsibility and begins acting accordingly, there can be little meaningful growth or progress for NMMM.

The Board should also examine its size. It seems that a board of six persons is too small for a museum which is seeking to serve two counties, especially if the Board creates an active committee system. An enlarged Board of nine, eleven, or even thirteen should be considered, in light of the museum's mission and its current resources.

The Board does not have an effective Committee system. An Underwater Preserve Committee was in place at the time of the consultation, however, its chairmanship was being rotated from meeting to meeting. It is hard to see how any sustained leadership effort could be developed by the committee using this rotation.

The only other committee at the time of the consultation was the MAP Committee. It had met several times prior to the consultation. Unfortunately, its active membership consisted of only three or four persons, and did not include a larger contingent of directors and special friends of the museum as the

director had envisioned. Thus, the museum was without any true volunteer leadership.

NMMM also needs to evaluate its method of recruiting trustees. The system that has been used most recently is to identify community leaders, contact them by letter outlining the invitation to serve on the Board, and follow up with a telephone call. Given the current state of affairs on the Board, it is logical to assume this process is not working.

In order to recruit an effective Board, one or two members of the Nominating Committee should meet with a prospective candidate in a private setting. Committee members must accomplish three objectives. First, they must lay out a future of the museum that is exciting and challenging -- one which will be brighter if the prospective candidate accepts the invitation. This vision of the future must also be grounded in the successes of the museum to date. Secondly, the Committee members must convince the prospect that his/her service on the Board is essential to achieve the future goals of the museum,. Lastly, the team must tactfully lobby for a "yes," knowing when to counter superficial objections, and when to accept a "no."

The recruitment of strong trustees is essential to the future of NMMM. The current leadership should make sure it has some solid, realistic, and obtainable plans for NMMM before approaching potential trustees to fill existing vacancies.

Recommendations:

1. Trustees, individually and collectively, should reexamine their commitment to NMMM. In order for the museum to grow and develop, trustees must make NMMM a personal priority. If a trustee cannot make the museum a priority, he/she should resign, thereby allowing someone who can make the museum a priority to be elected.

2. The language of the Bylaws and the Constitution regarding the number of trustees should be amended so that both documents are consistent. Careful thought should also be given to increasing the number of trustees on the Board.

3. Dedicated trustees who are willing to work directly on behalf of the museum must be identified and recruited. It is essential that most of the trustees be in a position to contribute financially to the growth of the museum, or influence others who can provide meaningful support.

4. The strengthening of the Board must become the museum's top priority. Until the Board accepts its leadership, planning, and fiduciary responsibilities, little meaningful growth can occur.

STAFF AND VOLUNTEERS

A professionally trained staff is essential to the long-term success of any museum. The staff provides the necessary knowledge and expertise to ensure the museum is operated in accordance with professionally accepted standards. Museums which are serious about their future must also be serious about hiring and retaining a professional staff.

NMMM does not presently have the personnel needed to implement the ambitious range of activities envisioned by the organization. Qualified, trained staff is not available, staff compensation and benefits are woefully inadequate, and a once thriving volunteer program has become moribund. Each of these issues must be addressed in order for NMMM to see real growth.

If the museum is to succeed and become an active force in preserving and interpreting the maritime heritage of Northwest Michigan, its planning, governance, finances, exhibits, collections management, and overall operations must become more sophisticated. The current level of staff training may not be adequate for the demands of a modern museum.

Jed Jaworski serves as director of NMMM. A native of the area, Jaworski has strong maritime credentials. For several years he sailed with the Grand Trunk Railroad, following graduation from high school. He is a certified diver and has extensive knowledge of the maritime heritage of Northwest Michigan.

In 1981, Jaworski, along with two colleagues, incorporated the NMMM as a repository for local maritime history. At the time, NMMM was the only maritime museum in Northwest Michigan. Jaworski was the museum's first resident director, supervising Michigan Youth Corps workers and County workers. He began receiving a salary in 1988, although today he is paid only "when the money is available." His salary comes mainly from the administrative line items of grants received by the museum.

Jaworski has not had the opportunity to receive formal museum training, although he has actively pursued disciplinary knowledge through membership in professional organizations. His

accumulated knowledge notwithstanding, the future direction of the museum would be significantly enhanced by his obtaining professional training.

The need for professional training and some of the benefits which can accrue from it are often subtle. Almost everyone recognizes that professional training equips the recipient with essential job skills. Admittedly, some of these can be learned on the job and through self-directed study. However, the intangible value of formal training is the message it conveys. Professional training imparts an imprimatur which says to the membership, to the community, to donors, and to colleagues that the institution is indeed serious about its future. The favorable results which stem from the investment in such training often separate the thriving organizations from those that are struggling.

There are various levels of training which NMMM can pursue, ranging from seminars lasting a day to degree programs. It may not be possible to move immediately to the degree level. However, at a minimum, NMMM should investigate short-term seminars on appropriate topics.

For a struggling organization, the issue of salary and benefits can be problematic and inwardly spiraling. The lack of paid staff, even one part time administrator, sends a signal that the mission of the museum is not important. Timely results can be demanded from a compensated employee; it is more difficult to do the same with a volunteer employee.

An absence of funding prevents NMMM from paying a competitive salary. This in turn decreases the amount of time and the level of expertise available to attend to the museum's needs. The answer to the issue should not be that the director can earn a living through other pursuits and handle the needs of NMMM as time permits. Until NMMM gets at least one part time employee who receives meaningful compensation, it will be extremely difficult for NMMM to record substantial growth.

Volunteers have played an important role in NMMM's development. The institution was incorporated through volunteer initiative, and virtually all the progress of the past 11 years was a direct result of volunteer efforts.

While volunteers continue to make contributions in all areas of NMMM's operations, most volunteers are currently involved with the underwater preserve. An active group of 20 volunteers tend to all needs of the preserve from operating boats, to supervising the sites.

The volunteer support of the underwater preserve is exemplary for the size and resources of NMMM. There is a clear sense of commitment to the mission and purpose of the preserve. Unfortunately, this level of dedicated volunteerism is not as evident in other areas of the museum.

The absence of effective volunteer leadership has already been discussed. According to Jaworski, the volunteer list has about 140 names. Forty are considered to be active, and most of these are affiliated with the underwater preserve. NMMM must find a way to transfer the enthusiasm and involvement with its preserve program to other areas of the museum.

Recommendations:

1. NMMM should examine its level of staffing and either reduce the scope of its programs to correspond with existing staffing, or increase the size of staff to handle the programs. Any expansion in staff will require an increase in funding.

2. NMMM should commit itself to increasing the professional expertise of its staff. Para-professional expertise has served the museum well; however, growth and development of NMMM will necessitate a higher level of professional knowledge.

3. NMMM should reinvigorate its volunteer program. Volunteers will continue to play an important role for the museum. Growth in the quality and quantity of volunteers hours should become a priority.

FINANCES

No museum is without challenges, and no challenge faced by any museum is isolated. Personnel, governance, exhibits, collections, funding, and every other component of a museum's operation are intertwined to such a degree that pressures on any area spread to and impact upon adjacent areas. Nonetheless, the pressure of insufficient funding influences the course and success of a museum more than any other factor.

To write that NMMM is in dire financial straits is an understatement. These is no evidence of thoughtfully constructed financial plans, no diversified revenue base, no operating budget, no insurance -- in short no money. All of these absences are disturbing and point to eventual dissolution of the museum

unless present trends are reversed. NMMM should move quickly to develop realistic financial plans and to begin their implementation.

NMMM has been existing for some time without an operating base. The director's only compensation has come from the normal administrative expense lines for discharging the museum's grants. The director does not receive a regular salary.

The Board had not adopted an operating budget for the current fiscal year at the time of this visit. The only financial information reviewed by the Board pertained to the grants for operating the Underwater Preserve.

The need to diversify NMMM's base of operating support is an immediate priority. Efforts should be made to increase the levels of admissions, individual memberships, and gift shop sales to a sufficient level to support minimum professional operations. Corporate funding, governmental appropriations, and elevated individual support should also be considered. NMMM should begin pursuing each source with vigor.

At the time of this consultation, all NMMM members were in arrears for annual dues. The Board had directed that all lapsed members be carried in good standing. As a result, the membership program has become stagnant.

Jaworski stated that former members numbered approximately 240. Another 180 persons belong to SPCM, while an additional 140 are active preserve volunteers. It is recognized there may be overlap among these two ancillary groups and NMMM. Discounting common membership of at least 60 persons, still leaves 500 potential members. At $10 for an individual membership and $25 for a sustaining membership, NMMM is forfeiting between $5,000 and $6,000 annually. (Before contacting these potential members, NMMM should ensure it has definite plans in place, as will be discussed later.)

Prior to being forced to vacate its previous building in Frankfort, NMMM was charging $1.50 for admission. Because the museum has been unable to relocate into an appropriate building, it is totally devoid of funds at present. Until it resolves the location of its building, NMMM will be unable to collect admissions fees.

The same situation apples to gift shop revenue. Without a suitable building to house the gift shop, no revenue can be realized.

In April, 1990, the Board had a special fund drive to raise approximately $2,000. This was used to pay past due utility fees and gift shop invoices. One of the most telling signs of financial trouble is when an institution must have special fund raising events or campaigns to pay operating costs. In general, donors respond much more favorably to special appeals if their gifts are going toward special projects, or to capital or endowment drives.

Before striking out after these sources (and at the risk of being redundant), NMMM must prepare thorough plans for its future development and be ready to show evidence of initial success implementing the plans. Until individuals, corporations, and local government perceive NMMM to be a successful organization warranting the investment of corporate profits or tax payer dollars, the museum will have little to show for its efforts.

An appropriation from Leelanau County may be the most likely source of new funding for NMMM. Jaworski indicated that the village of Empire may be persuaded to help with the acquisition of a building for NMMM, but he felt the chances of village operating support were extremely low. In order to secure funding from Leelanau County or any municipality, NMMM faces the added hurdle of altering its status quo image and convincing elected officials that assistance to the museum can benefit the entire county.

If Leelanau County can be convinced in principal to aid NMMM, it may be easier for the County to pay specific expenses, instead of issuing a cash appropriation. For example, the County may be able to extend insurance coverage to NMMM or pay utility bills and heating bills. One of the most beneficial arrangements could be for the County to pay for a part-time or full-time staff position.

Regardless of the form or level of County support, certain assurances may be required. For example, county officials would probably be reluctant to provide any staffing for NMMM if they thought the need for staffing would continue to increase in the future. An alternative may be to limit, by contract, County support to a full-time professional position and a part-time administrative assistant. If the programs of NMMM then grow to the level of requiring more staff, NMMM would be solely responsible for raising the additional operating funds.

Likewise, County support could be limited to a specified number of years. At the end of the period the contract could be renegotiated, or NMMM could be required to be self sufficient. Representation by a county official on NMMM's Board of Directors

could also encourage Leelanau County to be more open to assisting the museum.

Cultivating corporate support could present even more of a challenge. Leelanau County is largely rural with virtually no major industries which could provide significant funding. In order to obtain funding, NMMM will have to find non-traditional corporate links to the County.

For example, there may be persons with corporate ties to other parts of Michigan or the region who vacation in Leelanau County. Similarly, there may be outlets in Leelanau County for major companies. Supermarkets, department store chains, and convenience stores are types of local businesses which may be willing to work with NMMM to obtain support form their corporate headquarters.

Sustaining individual memberships and an annual campaign are two other sources of potential operating dollars. Enhanced individual support, at varying levels above basic membership, can be tied to premium benefits or events. A bonus gift, special gatherings at the museum, listing in the museum, or other unique offerings and privileges can encourage members to give at increased levels. The only caveat is to make sure the sustaining membership benefits do not cost more than they bring in.

Another approach that can be equally successful is to encourage additional giving from individuals without any corresponding benefit, other than the satisfaction of assisting the museum. Annual giving campaigns (a general appeal to all members for additional funds), as well as sustaining membership programs, can effectively tap a member's desire to assist the institution simply by emphasizing how additional gifts will help the museum.

Currently, NMMM is attempting to secure funding to purchase the Horen Livery which will serve as museum headquarters and gallery space. NMMM is to be congratulated for its initiative in seeking a new building. However, several changes are required in order for this effort to be successful.

The purchase and renovation of the building, along with the installation of exhibits, is estimated to cost at least $300,000. With no cash reserves and no ready source of funds for the project, NMMM is looking to local government and to private donors to provide the cash.

At least three assumptions can be made regarding a fund raising effort of this magnitude. First, several major gifts

will be needed to reach the goal. Typically, 80% to 90% of the campaign goal is achieve by 10% to 20% of the gifts. NMMM should not count on raising the necessary money through a general canvas of the membership and the community.

Secondly, persons who can make significant gifts to fund raising campaigns usually support those projects which already have a sound track record, are financially solvent for current operations, adhere to professionally accepted standards, and can present a challenging vision of the future.

Lastly, donors of means, and most donors in general, view major philanthropic support as an investment. As with any traditional investment, they want to be assured that their investment will produce a beneficial return, whether for an idea they support, for the enhancement of the region's quality of life, for economic growth to the community, or for other tangible or intangible reasons.

A realistic, objective assessment of a gift to NMMM at the current time would be classified as a risk, rather than as a sound investment. The board must bear in mind that most donors will look at the absence of an active membership, the absence of a genuine operating budget, the absence of liability insurance, the absence of a solid plan for the future, and other similar deficiencies as a risky investment. Donors seldom give to a project solely on the basis of need. Indeed, there are thousands of needy not-for-profits across the country into which donors can put their support. Nine times out of ten, donors respond much more favorably and more benevolently to the quality of an idea, than to the need.

Does this mean NMMM's plans to secure major funding are impossible to achieve? Absolutely not!! However, the major recommendations outlined in this report (rejuvenated volunteer leadership, sound financial position, elevated professional standards, etc) should be in place, or be close to being implemented, before soliciting major gifts. If donors can see tangible evidence of a cohesive organization which is operating effectively at a basic level, they will be much more inclined to provide support for the enhanced and expanded programs.

One of the most disturbing and potentially damaging facts revealed during this consultation is the absence of any liability insurance. If the Board and staff learn nothing else from this consultation, it is hoped they will be impressed by the potential severity of this situation.

Prior to the winter of 1990, NMMM had comprehensive

liability insurance in force, with an annual premium of $500. In late 1990 the museum's insurance carrier learned that NMMM had been taking volunteer divers to the Underwater Preserve aboard volunteer boats. As a result of this discovery, the carrier increased the annual premium to $6,700, an amount completely beyond the reach of the museum. Since then, the premium has been reduced to $3,600 annually, a sum that still remains beyond the means of NMMM. Even if NMMM could afford the annual premium, the policy would provide coverage on museum grounds only and would not extend coverage to any volunteers. Thus, NMMM has been operating without any insurance in any form for over two years.

The liability implications for this situation could be legion. Conclusive determination on potential exposure can be made only by someone versed in the laws of the State of Michigan. However, a general interpretation of NMMM's current lack of insurance can illustrate several hazards.

NMMM faces multiple exposures. An accident involving an NMMM employee on official museum business could result in litigation against NMMM. Similarly, an accident on property being leased, rented, or otherwise occupied by NMMM could initiate suit against the museum. A member who believes he/she has been wronged by the museum, or who believes the museum is not discharging its duties and responsibilities to care for and use the collection and other tangible assets in a responsible manner could bring suit. Perhaps most potentially damaging would be a museum-sponsored dive on which serious injury or death occurs.

These are only a few obvious examples; other less evident cases also exist. Regardless of the nature of the legal proceedings, judgements in favor of the litigant and against NMMM could be potentially disastrous to NMMM as an organization, as well as to its officers, directors, and possibly staff.

First, the assets of NMMM could be seized. This could extend beyond any financial assets to include the collection and any real property owned by the museum. Such a seizure arising out of a lawsuit could be fatal for the museum as a cultural organization.

If the assets of NMMM were insufficient to satisfy the terms of the judgement, the personal and real property of officers, directors, and senior staff could also be viewed as part of the judgement. Some states have enacted laws which hold officers, directors, and staff of not-for-profits harmless for their good faith actions, unless wilful misconduct or gross negligence is proved. The Board of NMMM should find out immediately if Michigan has such a law.

Even if officers, directors, and staff are protected by Michigan law, NMMM would still have to defend itself against any suit brought against it. The cost of such legal fees could put great strain on the organization and its leadership.

Also, one must remember that not-for-profit "hold harmless" laws do not absolve officers, directors, and staff of personal liability if misconduct or gross negligence can be established and proved. It is not inconceivable that a court could rule that the officers, directors, and staff of NMMM are negligent in allowing museum sponsorship of diving expeditions when liability insurance has been denied and is not in force. The issue is not whether liability insurance would prevent a diving accident from occurring (it obviously would not), but whether the officers, directors, and staff are negligent in protecting the assets of NMMM by allowing a high rick activity to occur without any liability insurance, thereby exposing the assets of the entire organization.

Please bear in mind this reviewer is not an attorney. The possible examples and interpretations of their probable impact as outlined above is based on a general knowledge of the types of exposure not-for-profits and their boards face. Nothing in this report should be construed as a legal opinion or interpretation, and NMMM should seek and follow <u>only</u> the counsel of an attorney who can advise on the laws of Michigan and any other pertinent statutes.

The absence of an operating budget, the lack of insurance, and other financial shortcomings suggest that directors are lax in discharging their fiduciary responsibilities. As a director of a not-for-profit organization, each director assumes responsibility for the prudent management and stewardship of the museum's assets, both personal and real. Courts have assigned a level of responsibility to this charge which exceeds the more normal responsibilities of directors. Failure to discharge this responsibility can result in personal, pecuniary liability.

Recommendations:

1. The Board of Directors should adopt an operating budget, establish financial controls, and implement reporting procedures.

2. NMMM should reestablish traditional sources of funding as soon as possible. Individual membership dues should be reinstated. Admission and gift shop revenue will have to wait until occupation of a new building.

3. NMMM should identify and cultivate new sources of operating income. Local government funding, corporate support, and higher dollar levels of membership participation (sustaining membership and annual campaign) should be investigated.

4. NMMM should develop a comprehensive plan outlining its fundraising campaign for purchasing and renovating the Horen Livery. The plan must include a credible, yet compelling case for support, strong volunteer leadership, realistic potential donors, and evidence of recent success by the museum.

5. The Board of Directors must immediately determine the liability presented by the lack of insurance. Adequate coverage should be obtained or operations curtailed to an acceptable level of risk.

6. NMMM must bear in mind that its current financial situation did not develop suddenly; careful planning and detailed implementation and follow through will be essential to the success of future fundraising efforts.

FACILITIES AND SECURITY

A permanent facility, properly designed and maintained, is essential for the long-term success of every professional museum. Practically, a building provides space for the storage and protection of the museum's collection, for the installation of exhibits and the offering of programs, and for administration and management functions. In order to meet these tangible needs a building should be properly designed for visitor and staff accessibility, provide full protection against damage from the elements and from human intruders, and accommodate the museum's full range of activities.

Symbolically, a permanent edifice is needed to give the community, members, and prospective donors a feeling of permanence. People often base their opinions of a museum on the building it occupies. This perception can be strong enough to override any other judgements regarding the museum. This representative value of a museum building may have a crucial impact on fundraising.

The task of securing much needed funding is always a challenge. The task is made even more daunting when a museum must explain to prospective donors why there is not a permanent museum building. The comfort level of most donors toward a

museum will be much higher if they know the organization has a permanent location.

Throughout its brief history, NMMM has been plagued by a lack of adequate facilities. This shortfall has hampered the museum's efforts to develop quality exhibits, to care for its collections, to establish sustaining levels of visitation, and to cultivate an earned income program.

Shortly after is incorporation, NMMM moved into a 5,000 square-foot building at 324 Main Street in Frankfort. Over the next eight years NMMM installed exhibits in this building and used a portion of it for public programming, administration, collection storage, and other needs. Functions that could not be accommodated by the space, such as growth in collections, were assigned to other sites. For example, railroad boxcars were acquired for collection storage. Although not adequate for every museum need, the building afforded much needed exhibit and programming space. In 1989 NMMM was forced to vacate the building. Structural problems caused by the bowing of the back wall could not be corrected.

For the remainder of 1989 and throughout the summer of 1990, an interim office measuring 750 square feet was established at 413 Main Street in Frankfort. The new space provided programming and public access, while the collection was placed at other museums and in an array of storage areas.

The new space could not accommodate all exhibits and accompanying programs from the previous space, and was not satisfactory for the needs of the museum. As a result, a decision was made in early 1991 to move everything into temporary storage and to begin seeking a suitable permanent location that would accommodate the entire museum.

Several possible sites in Leelanau and Benzie Counties were considered before settling on the Horen Livery at the junction of Lake and Niagara Streets in the Village of Empire. The Livery, built in 1912, consists of a ground floor which was used for stables and assorted livery functions, and a loft which was used to store silage, tack and other equipment. The total square footage of the structure is 8,700 square feet.

Following its construction in 1912, the livery figured prominently in the maritime story of Empire and Leelanau County. Its owner and operator was Mike Horen, a Norwegian immigrant. Many lake captains secured horses and buggies here for their errands around town and excursions into the countryside. Other maritime ties, such as involvement with the shipping of timber

from Empire give the livery added historical significance as a museum building.

Preliminary investigations found the building to be structurally sound. There was no evidence of any soil or subsurface contamination on the site, although NMMM was awaiting further analysis. Assuming that no structural contamination problems arise, the building and site appear well suited to the needs of the museum.

The character and history of the livery makes it an ideal structure for a maritime museum. The wooden beams and supports invoke the members of a wooden ship and provide a sense of scale to the interior space. Similarly, the wooden roof trusses impart a feeling of the frames of an inverted ship.

In spite of its character and historical significance, the location of the proposed museum building is not without some problems. Although the site is in the central portion of the Village of Empire, it is off the beaten path. The population of the village numbers several hundred persons. The nearest sizeable town is Traverse City, which is approximately 20 miles away, while other smaller villages can be found in Leelanau, Benzie and Grand Traverse Counties. The year-round residents of these communities must provide virtually all the leadership, most of the volunteers support, and a sizeable portion of the financial resources for NMMM to operate. At the same time, NMMM must look beyond these communities and to the visitors of Northwest Michigan to provide the bulk of its visitation and the remainder of its operating income.

The site is less than one mile from the junction of M-22, a north-south route between Frankfort and Sleeping Bear Dune, and M-72, an east-west road between Empire and Traverse City. The center welcomes thousands of visitors annually, while attendance at the Park is into the hundreds of thousands.

In order to draw a portion of these transients to its new museum, NMMM must erect effective directional signage and mount an aggressive marketing campaign. NMMM should not fool itself into thinking that visitors will automatically walk in the door as soon as exhibits are installed.

NMMM had a two-year lease on the Horen Livery which was to expire in October, 1992. The owner was asking $95,000 for the land and improvements, an amount which may be negotiable. At the time of this consultation, Jaworski was in contact with the owner to extend the lease another year. If this option was not successful, NMMM was to investigate the possibility of a land

contract.

Assuming NMMM acquires title to the property, Jaworski estimated that renovation costs would total around $300,000 "to get the building up and running." Additional capital would be needed to install exhibits, purchase furniture, and otherwise equip the building for occupancy and visitation.

NMMM is fortunate to have acquired the volunteer services of Bob Yvon, a local architect. He has worked closely with NMMM to prepare a site plan, as well as elevations, sections, and existing floor plans of the building. Detailed renovation plans had not been prepared at the time of the consultation, but were to accompany successive steps of the conversion of the livery into a museum facility.

A general schedule for renovation of the building had been prepared. Phase I consists of opening the building to the public. This is to be accomplished by renovating an office area and a small gift shop, encompassing a total of 250 square feet near the front of the building, at a projected cost of $1,200. This would satisfy NMMM's pressing need of a publicly accessible headquarters out of which the organization could begin to operate.

Phase II will consist of preparing a suitable galley space on the first floor and installing an exhibit on the J. H. HARTZELL. This exhibit will interpret for visitors the ultimate goal of NMMM's renovation of the Horen Livery.

The rest of the ground floor will be renovated and the remaining exhibits will be installed during Phase III. The last sequence of the project, Phase IV, will consist of renovating the upper level and moving the museum's collections into this space.

At the time of the consultation, allotment of space for museum functions and activities had not occurred. Before the allocation process moves too far ahead, it may be wise for the Board and staff to reflect on NMMM's mission. As discussed above under "Purpose and Planning" the attempts to operate a traditional museum, manage an underwater preserve, and still stay close to the CITY OF MILWAUKEE, presents NMMM with an extremely ambitious agenda. The degree to which NMMM remains involved with and actively pursues each of theses objectives will directly impact the use of space within the building.

For example, if NMMM elects to focus primarily on the underwater preserve, the building would serve more as an interpretive center with all necessary support spaces for diving

equipment and supplies, and perhaps only minimal space for traditional educational programming and changing exhibits. In contrast, a primary focus on conventional museum objectives would necessitate more educational programming space, exhibit areas, and little if any support space for diving operations.

Collection policies will also be driven by this decision. A museum devoted to the maritime heritage of Northwest Michigan would need to collect, preserve, and interpret the maritime past on a fairly broad scale. By contrast, an underwater preserve interpretive center may collect and exhibit only artifacts which relate to the remains of ships in the vicinity of the Manitou Passage.

The pragmatic fundraising and operating requirements which surround the purchase, renovation, and opening of the facility in Empire may help to clarify NMMM's involvement with the CITY OF MILWAUKEE. The successful completion of the facility in Empire will clearly be a priority for the next several years. Given the investment of time, money, and other resources this project will require, the leadership of NMMM must realistically decide how much time, money, and energy can be simultaneously, or even subsequently, invested in helping to preserve the CITY OF MILWAUKEE in its entirety.

As stated previously, this decision must be made by NMMM; it cannot be made by an outside party. However, to avoid a conscious discussion and decision could allow NMMM, by default, to continue investing resources in the pursuit of establishing a traditional museum, operating the underwater preserve, and assisting in the preservation of the CITY OF MILWAUKEE. These efforts could result in the eventual loss of all three objectives, simply because NMMM does not currently have the resources necessary to accomplish each objective.

The detailed plans and treatment of the Horen Livery had not been developed. While there will be many issues to address and resolve, several will be of paramount importance. Regardless of the ultimate use of the building (underwater preserve interpretive center vs. museum), historic artifacts will be stored and exhibited in the space. Climate control thus becomes a concern. It is doubtful NMMM could secure funding to install a state-of-the-art climate control system, just as it is unlikely the historic fabric of the building could accommodate the strict tolerances of such a system. Nevertheless, the interior climate of the building should be stabilized to as great a degree as possible, given the potentially limited resources.

Because of the building's age and its historic character,

thought should be given to how the space will be renovated. Clearly a precise restoration of the livery in which the building is returned as fully as possible to its former appearance would not be the best way to accommodate the needs of the museum. At the same time, the retention of certain historical and architectural elements could result in a more fitting building. Careful thought should be given to the topic of historic preservation as work is planned and implemented. Historic preservation literature, such as the Secretary of the Interior's Guidelines for Historic Preservation, should be followed to broaden the perspective of treating and renovating the building.

Likewise, NMMM should investigate the nomination of the Livery to the State and the National Register of Historic Places. The building definitely fulfills the age requirement of 50 years, and on the surface appears to have been significant in the local history of Empire. Most of the financial benefits of listing on the Register accrue as tax credits, an advantage which would have no application to NMMM because of its not-for-profit status. Nonetheless, listing in the Register can be enormously beneficial. As an endorsement by a disinterested party of a site's historical importance, register designation proclaims the property has met established standards. This official designation can provide an opportunity for extensive public relations and can lend added impetus to fund raising efforts and to other endeavors.

Another area which should be thoroughly researched before plans are finalized and renovation is started is the impact of the American with Disabilities Act (ADA). In general, ADA stipulates that all new construction or renovation of historic structures must incorporate specific features to accommodate the needs of handicapped constituents. Because of the complexity of the act and its numerous provisions, a preservation specialist or an architect versed in ADA should be consulted as plans are made.

Lastly, renovation plans should incorporate security detection measures. Because the building consists largely of wood, a fire detection system is an absolute necessity. The system should provide local alarms and should be monitored on a 24-hour basis by the nearest emergency response center. A separate intrusion detection system should also be monitored continually when the building is closed.

There can be no denying that NMMM needs a permanent facility, and there should be little argument that the Horen Livery will meet the museum's needs. In fact, NMMM is to be commended for seeking its own headquarters and exhibit space and for selecting the Horen Livery in a very methodical and

analytical manner.

The necessity of a permanent, adequate headquarters building for the museum cannot be overstated. Realistically, a building is needed to house the collections, exhibits, programs, and administration of the building. Without a permanent building the programs and items of the museum are at risk of loss and eventual deterioration.

However, the reality of the situation calls into question NMMM's ability to purchase the property, given its current governance and its financial standing. It is easy to say the money can be raised, and on that basis alone to move forward to purchase the building. Yet, one should bear in mind that NMMM is attempting to operate without a budget and is subsisting on project income alone. The membership program is in arrears, a special fund drive was held within the past two years to pay for utilities and gift shop inventory, and (at the time of the consultation) officers were not even duly elected to sign legal contracts on behalf of the museum should purchase of the property occur. All of these indicators call into question NMMM's ability to purchase the property at present.

NMMM should not abandon its ongoing efforts to purchase the Horen Livery or another suitable property if this does not work out. However, the purchase of property and the renovation of the museum should follow, not precede, other essential tasks. Aside from the ever-present chance that a dear friend of NMMM will underwrite most or all of the costs, NMMM does not appear at present to have the internal structure or leadership required to purchase and renovate the Horen Livery. With careful planning, effective implementation, and perseverance NMMM can create the necessary organizational structure to effect the purchase.

Recommendations:

1. Before investing more time and money into the purchase and the renovation of the Horen Livery, the Board of Directors should decide if NMMM is going to continue focusing on and remain involved with its three current objectives (CITY OF MILWAUKEE, Manitou Underwater Preserve, and conventional museum). This decision will have a direct impact on the eventual configuration of space within the building.

2. NMMM must make arrangements to continue its current occupancy of the Horen Livery while developing a case for support which will enable the museum to raise the money required for the purchase, renovation, and long-term occupancy of the Livery.

3. The Horen Livery should be nominated to the State and National Register of Historic Places.

4. All renovations should be planned and implemented to safeguard the historical character and integrity of the building, while accommodating the functional needs of the museum and adhering to pertinent codes and regulations (ADA).

5. NMMM should develop an aggressive marketing plan which will encourage visitation to the Livery once opened.

CONSERVATION

The core of a museum is its collection. Without artifacts, photographs, documents, and other examples of the material culture of previous generations, museums would have few stories to tell and the interpretation of history would be stunted. Amid the challenges it faces in other area of operation, NMMM possesses a representative collection of the maritime heritage of Northwest Michigan, cared for and managed to such a degree that the collection management, with only a few exceptions, is one of the brightest areas of the institution.

The creation of the collection began with the incorporation of the museum in 1981, and has evolved into four topical areas: carferries, shipwrecks, commercial fishing, and small craft. This nucleus documents the important components of the region's maritime past.

Among the carferry artifacts are items from the Fredrickson Collection, representing the collecting activities of a local maritime enthusiast. Archives from the Marine Terminal Office of the Ann Arbor Railroad, located in Elberta, supplement the carferry area with documentary and photographic records. An assortment of other carferry material, such as crew uniforms and utilitarian items from the carferries, round out this subject area.

Artifacts from shipwrecks comprise the second major category of the collection. About 70% pertain to vessels which were stranded in or near the Manitou Passage, and the remainder are from actual sinkings. Many of the items had been removed and gathered by the Betsie Bay Diving Club, which in turn presented them to NMMM.

In addition to being a busy carferry port, Frankfort,

Michigan was an important center for commercial fishing. This chapter of the region's history is documented by NMMM's commercial fishing collection. Consisting of both photographs and artifacts, these items record the fishing families of Frankfort and interpret their place in the maritime story of the Great Lakes.

The fourth segment of the collection, indigenous and imported small craft, appears to be the strongest and most historically important component. The boats date from the 1890's to after World War II, and document the use of small craft by turn-of-the-century resorts in the region and for recreational boating in general.

Among them are one of the earliest plywood boats, ca. 1927; a locally produced peapod; a craft constructed by a Bohemian boat builder in the 1930's; pressed steel boats, ranging in date from the 1890's to the 1950's; and one of the only known magnesium canoes produced after World War II as part of the search for peaceful uses of this strategic metal.

Like the museum itself, the collection has been moved among several locations during the past decade. Most of the collection is now at the Storm Hill Storage building, a three-story, 9,600-square foot farm building. Collections, along with exhibit props, furniture, and other equipment, are stored at five other sites around the county. Almost all collection material has been removed from railroad boxcars to Storm Hill. (Storm Hill was the only collection area visited during this consultation.)

Use of the Storm Hill site is being loaned to NMMM. Prior to this, the building had been used for various agricultural needs. At some point solid pesticides and insecticides had been stored and handled in the building. Residue from these toxins is believed to still be in the building. Although this may not present a direct threat to artifacts, any dust of residual material could be harmful if inhaled or ingested by museum staff and visitors. For this reason alone, the collection should be relocated to a less threatening location as soon as possible.

The building also possesses two direct threats to the collection. The absence of any climatic controls subjects the artifacts to extreme ranges of temperature and humidity. The building also lacks an entry detection system, thus exposing the collection to a greater risk of theft.

The actual storage of artifacts and documents in this building exhibits a high level of professionalism. Possession of almost all objects is legally documented by either a deed of gift

or a loan form. Items are catalogued, with one set of records on the premises, and a duplicate set stored away from the building. Objects are properly stored on shelving lined with ethofoam, and black plastic stretched over each shelf protects objects from dust and light. Documents are stored in acid-free folders, and photographs are similarly protected.

The collection management of NMMM is one of its strongest features. It is evident that collection management is a priority, and the museum's care of its collections is laudable, given its overall resources.

Recommendations:

1. The collections should be moved from the Storm Hill building as soon as possible. The new storage area should have an intrusion detection system and provide for a more consistently stable environment which is free of toxins.

2. The staff should continue to curate and manage the collection with the current level of professional attention.

EXHIBITIONS

The exhibits of NMMM cannot be evaluated by this consultation because the museum did not have any exhibits installed. As a result, only general comments and suggestions can be made about how NMMM should consider designing and installing future exhibits.

As recently as 1990, NMMM offered several exhibits. "Anderson Fish Company: A Walk on the Docks in 1920" presented a full scale replica of a portion of the Anderson fish house and dock. "Northwest Michigan Small Craft" was on view at the National Park's Glen Haven Cannery Museum. The Leelanau Historical Museum displayed "Discovering Shipwrecks of the Manitou Passage," an exhibit covering the shipwrecks in the Manitou Underwater Preserve.

Perhaps more than with any other component, donor and public reaction to exhibits will determine the success of the museum. The opportunity to peer into the past through the merging of artifacts and text is the primary reason people visit museums, and one of the most important reasons donors contribute funds. Usually these is a direct correlation between the perceived

quality and content of exhibits, and the overall success of a museum.

Among the other challenges it faces, NMMM must find a way to incorporate professional assistance into the creation, design, and installation of its exhibits. The storyline which the exhibits will tell is central to the cause of the new facility. In general, most donors will not become excited by the prospects of renovating an 80-year-old building for the mere sake of restoration. However, given an opportunity to help bring about an exhibit(s) which will enable visitors to understand the region's maritime past, many of the same donors will respond more favorably. NMMM can ill afford not to have a compelling interpretive case for support which will drive much of its fund-raising efforts.

After compelling exhibit plans have convinced donors to pledge and to give to NMMM, they expect to see quality. Few things will repel a donor as quickly as the perception that the final results did not equal the support he/she gave. This is a second reason professional design and installation must be included, if at all possible.

The last reason for employing professional design and installation pertains to the museum's audience. More than any other factor, the content and quality of the exhibits will determine the level of initial and repeat visitation. Today's visitor is sophisticated and is accustomed to quality in a variety of settings. Unless the exhibits portray a lasting sense of quality, visitors will look elsewhere for entertainment, education, and recreation.

NMMM may be able to secure professional design assistance from the Michigan State Museum. Often state museums have offices of local history or designated staff to assist local museums. If such aid is not possible, NMMM may be able to contract with a freelance designer whose fees could be considerably less than an exhibit design firm.

The temptation to bypass profession design, thus saving much needed dollars, will be strong. Without question, volunteers and staff will be needed to assist with installation, given the museum's current financial posture. However, unless this local energy is guided and shaped by a professional eye, NMMM will fall short of achieving its full potential.

Recommendations:

1. NMMM should develop a strong exhibit storyline for its renovated space (consistent with its mission) which will encourage the donation of major gifts to the renovation project.

2. NMMM should pledge itself to install the highest quality exhibits, consistent with available funds; exhibits should inspire pride in donors and appreciation by visitors.

EDUCATIONAL ACTIVITIES

The ultimate goal of every museum should be the education of its audiences. Public programs for children and adults, school programs for students, special workshops, and other educational offerings allow museums to introduce new ideas and concepts, and to challenge previously held prejudices and misconceptions.

Since its move from Frankfort, NMMM has been unable to offer little in the way of educational programs, with the exception of its involvement in the Manitou Underwater Preserve. The absence of public programs is somewhat understandable as NMMM has not had a suitable building for programming, and efforts have focused on securing and renovating the Horen Livery.

The potential for public programs is great. As recently as 1990 NMMM staff presented 17 programs on Manitou Underwater Preserve and regional maritime history. Audiences ranged from public performances to grade school students, to civic and professional organizations.

As NMMM pursues its fundraising efforts for the Horen Livery, the role and importance of public programs in the form of outreach presentations cannot be overemphasized Programs provide a natural forum to acquaint the audience with the region's rich maritime past, while informing them of the museum's current development needs and plans for the future.

The implementation of an effective and sustained outreach program will require the assistance of volunteers. The director cannot be expected to make every presentation, especially given the other demands which will be placed upon him.

Recommendations:

1. NMMM should begin presenting to schools and area groups programs which convey meaningful information about the region's past.

2. Volunteers should be recruited and enlisted to help with the museum's educational programs.

AUDIENCE AND PUBLIC RELATIONS

One of the best measures of a museum's effectiveness is the degree to which it reaches and serves its audience. Public response is essential to validate a museum's programs and exhibits. Effective public relations can also be a source of funds, volunteers, and other resources to help sustain the organization.

It is difficult to evaluate NMMM's existing audience since the museum has not been open for over two years. The museum's best year at its first location (1981-1900) was 1988, when 8,700 persons visited at a cost of $1.50 each. In 1990, following the relocation to the mini-mall, the museum welcomed 9,000 visitors between June and October. It should be noted that at this time the museum did not have any exhibits and was supplying information only to visitors.

These totals become more impressive when one considers the combined population of Frankfort and Elberta is approximately 2,000, while the population of Benzie County is slightly more than 12,000. The level of museum visitation, relative to local population, underscores the strong tourism of the area.

One would assume that the new museum building in Empire would be as successful. Although the Village of Empire numbers only several hundred inhabitants, its proximity to Sleeping Bear Dunes National Lakeshore assures a sizeable pool of tourists to draw upon. As a result, seasonal visitation of 7,500 to 10,000 seems to be very realistic.

NMMM should investigate the installation of directional signage on M-22 and M-72 following the opening of the new museum. The National Lakeshore will draw thousands of persons to the region; however, it is incumbent upon NMMM to provide signage to direct them to Empire.

While NMMM can anticipate significant seasonal visitation, off-season and local visitation may prove more challenging. Traverse City, the nearest sizeable town (15,000), is approximately 20 miles away, as are the smaller communities of Frankfort, Elberta, Beulah, and Benzonia. The population of the three-county area (Benzie, Leelanau, and Grand Traverse) is approximately 90,000. In order to counteract the distances local residents must travel to the museum, NMMM must provide a strong agenda of educational programs, backed by an active public relations program.

NMMM makes effective use of brochures and similar publications. The museum has its own promotional piece, and has joined with 12 other historic sites and museums to publish and distribute the "Shoreline Museum Tour" brochure. (The brochure did announce the Horen Livery would be open for tours in June, 1992, a goal which still was far from reality in September, 1992.)

Perhaps the greatest local public relations challenge faced by NMMM is overcoming the shadow of its own past. Objectively speaking, the museum has had less that a stellar record. Its unfortunate sequence of headquarters buildings, its recent absence from the public eye for almost two years, its moribund membership program, and its lack of dynamic volunteer leadership has most likely fostered a lack of confidence in the organization and raised questions of its credibility. NMMM may find it extremely difficult at first to restore its credibility among the local populace. The museum should carefully plan what and when it will announce publicly, making sure that what is announced will be achieved when promised, as promised. NMMM should also be prepared to exploit all favorable developments to the greatest extent possible.

Recommendations:

1. NMMM should begin developing an aggressive marketing plan, complete with directional signage, to encourage visitation when the Horen Livery opens.

2. NMMM should recognize that extensive public relations may be required to overcome the inertia created by its inactivity for the past two years. The effectiveness of this public relations effort will determine in large part NMMM's ability to achieve its educational, facility, and exhibit goals.

MEMBERSHIP AND COMMUNITY SUPPORT

Active membership programs are indicative of growing, thriving museums. Support by members in the form of dues, contributed goods and services, assistance with programs and special events, and fund raising endeavors mark an organization that has a broad public base. Conversely, the absence of these forms of member involvement often point to significant organizational problems. The gradual decline of NMMM's membership base over the past few years suggests that considerable emphasis is needed to get the membership program, and community support in turn, back on track.

At the height of the museum's operation in downtown Frankfort (1987-1988), individual membership numbered approximately 240, and there were no corporate members. Individual dues were $10 and sustaining dues were $25. The annual meeting of the members drew between 40 and 45 persons. Primary membership benefits were a newsletter and free admission to the museum.

During the time the museum relocated from downtown Frankfort to the mini-mall and then to the Village of Empire, the membership program faltered. Publication of the newsletter became less frequent. At the time of this consultation, membership renewals had not been mailed in over a year, and the Board had directed that all previous members continue to be carried as members in good standing.

Likewise, community support has declined with the move to Empire. This is due in part to the smaller size of Empire and in part to the less active public image of NMMM.

In order for NMMM to begin moving forward again, it must rejuvenate its principal means of communicating with its members: its newsletter. With the recent developments regarding the Horen Livery and its planned renovation, NMMM should have no problem sharing exciting news with its members. Given the small press run of the newsletter, NMMM should be able to find a printer or a local business to publish the newsletter gratis.

NMMM should also send renewal notices to all former members as soon as possible. This will be the first step toward securing much needed funding; and it will establish in the minds of the members that NMMM is indeed serious about its future.

The temptation may exist to launch an aggressive membership

campaign throughout the region. While this effort should not be discouraged, it should be entered into very cautiously. Assuming that most local residents with a strong interest in the region's maritime past are included among the current membership, future growth in membership will most likely come from individuals interested in supporting and promoting local cultural institutions. Their support, however, may be more difficult to obtain and may require more effort to retain. For this reason, NMMM may wish to time a membership campaign to coincide with more definite development of the Horen Livery. The promise and excitement of things to come may not be enough to enlist this next tier of potential members. Indeed, they may require actual proof and more concrete benefits.

Recommendations:

1. NMMM should begin publishing its newsletter as soon as possible, seeking a business or printer to underwrite the costs.

2. Renewal notices should be mailed to all members.

3. Membership recruitment should become a priority, although a wide scale membership campaign should be tabled until NMMM has reinstituted more programs and activities, and until plans for the Horen Livery become more definitive.

CONCLUSION

At the time of this consultation the future of the Northwest Michigan Maritime Museum was not particularly promising. The scattered pieces of a brighter future were present, but NMMM had been unable to assemble the pieces into a thriving, unified organization. There are, no doubt, a number of reasons for this lack of progress; however, three major problems must be addressed in order for NMMM to move ahead.

Above all else, NMMM must rekindle the intangible spark of leadership which is the source of creativity and drive needed by every not-for-profit museum. At present, it seems that NMMM has scant faith in its ability to rejuvenate itself and to shape its own destiny. There did not seem to be concern about the current state of affairs. The absence of liability insurance, insufficient funds, no facility for operations, and a stagnant membership program would be reason enough for any external reviewer to express concern; however, the seemingly indifferent

attitude toward these problems among the museum's volunteer leadership is extremely troubling.

The leaders of NMMM, both its formally elected officers and its rank and file volunteers, must acknowledge and accept their responsibilities for the future of the museum. Good things seldom happen spontaneously. By contrast, they are usually the fruits of careful planning, continual dedicated efforts, endless evaluation, and occasional luck. It is never enough to simply identify and talk about the challenges confronting an organization; discussion must be translated into effective action. The recommendations in this report offer choices for NMMM to consider. However, without a genuine commitment by the Board of Directors to see the growth and development of NMMM as a professional museum, the recommendations will have no long-term effect.

Once the spark of commitment is recaptured, the leadership of NMMM must consider what is to be the mission of the museum. It is very questionable if NMMM has the necessary resources to eventually preserve the CITY OF MILWAUKEE, to manage the Manitou Underwater Preserve, to operate a traditional museum, and to acquire substantial funding for a permanent facility. When considering its future mission, NMMM should not arbitrarily choose one, two, or even three objectives. Instead, the evaluation should be based on a thoughtful analysis of each goal.

One criterion to consider is past accomplishments. Within the past decade, NMMM has been solely responsible for the creation and operation of the Manitou Underwater Preserve, a pioneering effort which can serve as a model for other interested museums and governmental agencies. During the same time, efforts to preserve the CITY OF MILWAUKEE and to acquire and operate a conventional museum have been less successful.

Should NMMM focus its future resources on its current strengths, thereby sustaining and improving the Manitou Underwater Preserve? Or, has the Manitou Underwater Preserve reached its full potential, and is it time for NMMM to turn its full attention to either the CITY OF MILWAUKEE of the museum, or both?

NMMM should also consider the relative potential of success for each objective. Will volunteers continue to be available for the Manitou Underwater Preserve, and can assistance funding continue to be received from state and federal agencies? Will divers continue to be interested in exploring the wrecks in the Preserve? Is it reasonable to assume that sufficient funding will ever be made available to preserve the CITY OF MILWAUKEE?

Ship restoration and preservation is not cheap. As NMMM can attest from a decade of involvement, the requirement for human and financial resources is considerable. NMMM must determine if the time and energy being expended on efforts to preserve the carferry is the wisest investment of those resources.

Likewise, NMMM should evaluate its ability to operate a traditional museum in the Village of Empire. Does the museum have sufficient resources to offer educational programs and exhibits? Would the space be better used as an interpretive center for the Manitou Underwater Preserve?

These questions and other kindred ones deserve careful analysis and thought. The Board of Directors may decide that NMMM can and should continue pursuing each objective with vigor. Or, the Board may opt for only one or two objectives. Regardless, the decision-making process will reinforce the commitment to the decision and will move NMMM closer to achieving its goals, than if the three goals continue by default as the points of efforts without any reflection.

After the mission of NMMM is reaffirmed, one of the most important tasks NMMM should tackle is obtaining a suitable building for exhibits, programs, collection, and operations. Although no other choice existed at the time, the recent decline of NMMM coincides with the move out of the building at 324 Main Street in Frankfort. Without a building to house educational, programmatic, and administrative functions, NMMM lost its ability to generate admissions revenue, to maintain public and member interest, and to be an active historical and cultural force for the region. The longer NMMM continues to exist without a publicly accessible headquarters building, the more difficult it will be for the organization to survive long term.

The acquisition of a building will not be without its challenges, as NMMM can already attest. Significant funds must be raised to acquire the Horen Livery, a task which may be beyond the capabilities of the museum at present. Yet, without a permanent building the energy and the very existence of the museum is slowly being drained away.

A lot of time and effort has been expended in trying to acquire the Horen Livery. NMMM must be wary that the price of this quest does not end up consuming the entire organization. If the Horen Livery cannot be obtained within a reasonable time and for a reasonable amount, in spite of NMMM's best efforts, a suitable building must be found elsewhere. NMMM cannot afford to continue operating without a permanent building.

NMMM clearly faces challenges other than the three discussed in this conclusion. Recommendations found in this report should be helpful to stimulate discussion and to move NMMM closer towards achieving its full potential. With thoughtful planning and determined implementation, NMMM will be able to move beyond its current malaise to a more rewarding future.

APPENDIX I

RECOMMENDATIONS

Northwest Michigan Maritime Museum
Museum Assessment Program
Appendix I

RECOMMENDATIONS

Purpose and Planning

1. The leadership of NMMM must consciously decide if NMMM is going to continue being involved with the CITY OF MILWAUKEE, the Manitou Underwater Preserve, and the maritime museum, or if efforts will be focused on one or two of the three. The decision will not easy and no outsider can tell NMMM whether to continue pushing ahead for all three or to consolidate its efforts.

2. NMMM must commit itself fully to the decision reached in paragraph 1 above. At a minimum, the decision must be fully supported by the entire Board of Trustees. More preferably, the decision should have broad consensus beyond the Board. Unless there is a genuine commitment to the decision, it appears little progress can occur.

3. NMMM should consider using a planning expert in planning to help put together plans for the organization, and to facilitate the discussions on how much and at what level NMMM is going to undertake.

Governance

1. Trustees, individually and collectively, should reexamine their commitment to NMMM. In order for the museum to grow and develop, trustees must make NMMM a personal priority. If a trustee cannot make the museum a priority, he/she should resign, thereby allowing someone who can make the museum a priority to be elected.

2. The language of the Bylaws and the Constitution regarding the number of trustees should be amended so that both documents are consistent. Careful thought should also be given to increasing the number of trustees on the Board.

3. Dedicated trustee who are willing to work directly on behalf of the museum must be identified and recruited. It is essential that most of the trustees be in a position to contribute financially to the growth of the museum, or influence others who can provide meaningful support.

4. The strengthening of the Board must become the museum's top priority. Until the Board accepts its leadership, planning, and fiduciary responsibilities, little meaningful growth can occur.

Staff and Volunteers

1. NMMM should examine its level of staffing and either reduce the scope of its programs to correspond with existing programs, or increase the size of staff to handle the programs. Any expansion in staff will require an increase in funding.

2. NMMM should commit itself to increasing the professional expertise of its staff. Para-professional expertise has served the museum well; however, growth and development of NMMM will necessitate a higher level of professional knowledge.

3. NMMM should reinvigorate its volunteer program. Volunteers will continue to play an important role for the museum. Growth in the quality and quantity of volunteers hours should become a priority.

Finances

1. The Board of Directors should adopt an operating budget, establish financial controls, and implement reporting procedures.

2. NMMM should reestablish traditional sources of funding as soon as possible. Individual membership dues should be reinstated. Admission and gift shop revenue will have to wait until occupation of a new building.

3. NMMM should identify and cultivate new sources of operating income. Local government funding, corporate support, and higher dollar levels of membership participation (sustaining membership and annual campaign) should be investigated.

4. NMMM should develop a comprehensive plan outlining its fundraising campaign for purchasing and renovating the Horen Livery. The plan must include a credible, yet compelling case for support, strong volunteer leadership, realistic potential

donors, and evidence of recent success by the museum.

5. The Board of Directors must immediately determine the liability presented by the lack of insurance. Adequate coverage should be obtained or operations curtailed to an acceptable level of risk.

6. NMMM must bear in mind that its current financial situation did not develop suddenly; careful planning and detailed implementation and follow through will be essential to the success of future fundraising efforts.

Facilities and Security

1. Before investing more time and money into the purchase and the renovation of the Horen Livery, the Board of Directors should decide if NMMM is going to continue focusing on and remain involved with its three current objectives (CITY OF MILWAUKEE, Manitou Underwater Preserve, and conventional museum). This decision will have a direct impact on the eventual configuration of space within the building.

2. NMMM must make arrangements to continue its current occupancy of the Horen Livery while developing a case for support which will enable the museum to raise the money required for the purchase, renovation, and long-term occupancy of the Livery.

3. The Horen Livery should be nominated to the State and National Register of Historic Places.

4. All renovations should be planned and implemented to safeguard the historical character and integrity of the building, while accommodating the functional needs of the museum and adhering to pertinent codes and regulations (ADA).

5. NMMM should develop an aggressive marketing plan which will encourage visitation to the Livery once opened.

Conservation

1. The collections should be moved from the Storm Hill building

as soon as possible. The new storage area should have an intrusion detection system and provide for a more consistently stable environment which is free of toxins.

2. The staff should continue to curate and manage the collection with the current level of professional attention.

Exhibitions

1. NMMM should develop a strong exhibit storyline for its renovated space (consistent with its mission) which will encourage the donation of major gifts to the renovation project.

2. NMMM should pledge itself to install the highest quality exhibits, consistent with available funds; exhibits should inspire pride in donors and appreciation by visitors.

Educational Activities

1. NMMM should begin presenting to schools and area groups programs which convey meaningful information about the region's past.

2. Volunteers should be recruited and enlisted to help with the museum's educational programs.

Audience and Public Relations

1. NMMM should begin developing an aggressive marketing plan, complete with directional signage, to encourage visitation when the Horen Livery opens.

2. NMMM should recognize that extensive public relations may be required to overcome the inertia created by its inactivity for the past two years. The effectiveness of this public relations effort will determine in large part NMMM's ability to achieve its educational, facility, and exhibit goals.

Northwest Michigan Maritime Museum
Museum Assessment Program
Appendix I

Membership and Community Support

1. NMMM should begin publishing its newsletter as soon as possible, seeking a business or printer to underwrite the costs.

2. Renewal notices should be mailed to all members.

3. Membership recruitment should become a priority, although a wide scale membership campaign should be tabled until NMMM has reinstituted more programs and activities, and until plans for the Horen Livery become more definitive.

APPENDIX E

APPENDIX F

MICHIGAN DEPARTMENT OF STATE

RICHARD H. AUSTIN • SECRETARY OF STATE

LANSING

MICHIGAN 48918

Bureau of History, State Historic Preservation Office
Michigan Library and Historical Center
717 West Allegan Street
Lansing, Michigan 48918-1800

NORTHWEST MICHIGAN MARITIME MUSEUM
RECEIVED 11/4
ANSWERED 11/4

November 2, 1992

Mr. Jed Jaworski
Northwest Michigan Maritime Museum
P.O. Box 388
11712 lake Street
Empire, Michigan 49630

RE: ER-920436 Horen Livery Project, Empire, Leelanau County (MDNR)

Dear Mr. Jaworski:

Under the authority of the National Historic Preservation Act of 1966, as amended, we have reviewed the preliminary plans for the above-cited project. The proposed work will have no adverse effect (federal regulation 36 CFR Part 800.9[c]) on the Horen Livery, which is eligible for listing in the National Register of Historic Places, provided the following condition is met:

- When available, detailed plans and specifications are submitted to this office for review.

If you concur, please sign this letter below and return it to this office. Then submit a copy of this signed letter, together with project documentation, to the Advisory Council on Historic Preservation, 1100 Pennsylvania Avenue, NW, Suite 809, Washington D.C. 20004. The project documentation required (36 CFR 800.8[a]) is similar to the materials submitted to this office, including at minimum:

1) A description of the project, including photographs, maps, and drawings, as necessary;

2) A description of historic properties affected by this project;

3) The views of the State Historic Preservation Officer, affected local governments. Indian tribes, Federal agencies, and the public that were provided and a description of the measures used to solicit those views.

Please note that the Section 106 review process will not be completed until you have received the formal comments of the Advisory Council on Historic

Preservation. If you have any questions or require further assistance, please contact the Environmental Review Coordinator at (517) 335-2721.

Thank you for the opportunity to comment and for your cooperation.

Sincerely,

Kathryn B. Eckert

Kathryn B. Eckert
State Historic Preservation Officer

KBE:BDC:em
Enclosure
cc Charlene Dwin Vaughn, Advisory Council on Historic Preservation

I concur: _____ Date: 11/4/92

NPS Form 10-900
(Rev. 8-86)

OMB No. 1024-0018

United States Department of the Interior
National Park Service

NATIONAL REGISTER OF HISTORIC PLACES
REGISTRATION FORM

==========

1. Name of Property

==========

historic name: ___Horen Livery_____

other name/site number: ___Clagett's Barn_____

==========

2. Location

==========

street & number: ___11712 Lake Street_____

not for publication: _N/A

city/town: ___Empire_____ vicinity: _N/A

state: MI county: __Leelanau_____ code: 089 zip code: 49630

==========

3. Classification

==========

Ownership of Property: __Private_____

Category of Property: ___Building_____

Number of Resources within Property:

Contributing	Noncontributing	
__1__	__0__	buildings
__0__	__0__	sites
__0__	__0__	structures
__0__	__0__	objects
__0__	__0__	Total

Number of contributing resources previously listed in the National Register: __0__

Name of related multiple property listing: ___N/A_____

4. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act of 1986, as amended, I hereby certify that this ____ nomination ____ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property ____ meets ____ does not meet the National Register Criteria. ___ See continuation sheet.

_____ _____
Signature of certifying official Date

_____
State or Federal agency and bureau

In my opinion, the property ____ meets ____ does not meet the National Register criteria. ___ See continuation sheet.

_____ _____
Signature of commenting or other official Date

_____
State or Federal agency and bureau

5. National Park Service Certification

I, hereby certify that this property is:

____ entered in the National Register _____ _____
___ See continuation sheet.
____ determined eligible for the National Register _____ _____
___ See continuation sheet.
____ determined not eligible for the National Register _____ _____
____ removed from the National Register _____ _____

____ other (explain): _____

_____ _____ _____
Signature of Keeper Date of Action

6. Function or Use

Historic:	__Commerce/trade_____	Sub:	_Other-Livery Stable/Garage_
	__Transportation_____		_Other-Livery Stable/Garage_
Current :	__Recreation/culture_____	Sub:	_Museum (work in progress)__

==========

7. Description

==========

Architectural Classification:

___Other_____

_____

_____

Other Description: ___Commercial Barn_____

Materials: foundation ___Concrete_____ roof _wood/asphalt_
walls _concrete block_ other _steel_____
_wood frame_____

Describe present and historic physical appearance. _X_ See continuation sheet.

==========

8. Statement of Significance

==========

Certifying official has considered the significance of this property in relation to other properties: _____.

Applicable National Register Criteria: _A,_C_

Criteria Considerations (Exceptions) : _N/A__

Areas of Significance: __Transportation_____
__Commerce_____
__Architecture_____
_____
_____
_____

Period(s) of Significance: __1908_____ - __1917____

Significant Dates : _1908_ _1915_ ____

Significant Person(s): __N/A_____
_____

Cultural Affiliation: ___N/A_____

Architect/Builder: _ __Horen, Michael F._____
_ _____
_ _____

State significance of property, and justify criteria, criteria considerations, and areas and periods of significance noted above.
_X_ See continuation sheet.

9. Major Bibliographical References

_X_ See continuation sheet.

Previous documentation on file (NPS):

_ preliminary determination of individual listing (36 CFR 67) has been requested.
_ previously listed in the National Register
X previously determined eligible by the National Register
_ designated a National Historic Landmark
_ recorded by Historic American Buildings Survey # _____
_ recorded by Historic American Engineering Record # _____

Primary Location of Additional Data:

_ State historic preservation office
_ Other state agency
_ Federal agency
_ Local government
_ University
X Other -- Specify Repository: _Northwest Michigan Maritime Museum_____

10. Geographical Data

Acreage of Property: __.53_____

UTM References: Zone Easting Northing Zone Easting Northing

A __ _____ _____ B __ _____ _____
C __ _____ _____ D __ _____ _____

___ See continuation sheet.

Verbal Boundary Description: _X_ See continuation sheet.

Boundary Justification: _X_ See continuation sheet.

11. Form Prepared By

Name/Title: _Jed Jaworski,_Lee_Harper,_Tom_Stoltmann,_Lesley_Miller_____

Organization:_N.W._MI._Maritime_Museum_____ Date:_9/20/93_____

Street & Number:__Box 388_____ Telephone:_(616) 352-6106_

City or Town:__Empire_____ State:_MI_ ZIP:_49630_____

Horen Livery
Leelanau County, MI

SUMMARY

The Horen Livery is one of the few unaltered buildings reflecting the prominence of the Village of Empire prior to the demise of its lumbering operation and subsequent decline. Constructed in 1908, the grandly scaled structure served the needs of the region first as a horse livery and then an horse-auto livery. It was also used as a state road commission garage, county garage and then Village garage. As a horse-auto livery, the building reflects a transitional period in American history as the automobile replaced horse drawn transportation.

The style and materials reflect purely the attributes of one of the most enduring architectural legacies, the American barn. Built by three individuals from the local area for a civic-minded, entrepreneurial Norwegian immigrant, the Horen Livery captures a unique chapter in local history while reflecting a broader national experience.

DESCRIPTION (historical appearance)

The Horen Livery is a large two-story building located centrally in the Village of Empire on the Southwest corner of Lake and Niagara streets. The construction of the livery was linked with a revitalization of the community in 1908. The Empire Lumber Company's new mill had just re-opened following a devastating fire that deprived the community of its economic life blood. The wood utilized to construct the livery bears the distinctive marks of the mill's new 16-blade gang saw.

The size and stature of the Horen Livery clearly demonstrates the community's optimistic vision for its future with the new mill in operation. One hundred and twenty feet long, 32 feet wide and 70 feet high, the building far surpassed the dimensions of any livery that existed in the area. The lower floor of the structure is constructed of textured cement block cast at the site. These are laid up in courses upon large poured concrete footings. The gang saw marks of the wood used to form the footings can be seen in the concrete surface of the footings.

Horen Livery
Leelanau County, MI

The second floor of the livery is of wood frame construction. Sawn wood sheathing is fastened to the framing. Pressed metal sheeting that copies the appearance of the concrete block is attached over the frame. The prominent roof is of a gambrel rafter design. The mathematical placement of structural members clearly parallels the accepted standards for gambrel construction. The gambrel rafter construction provides the advantages of large, unobstructed space; good appearance; economy of material (no heavy timbers); easy framing from stock materials; and easy erection. Sawn cedar shingles cover the roof.

Twelve windows measuring 24 inches by 18 inches are evenly spaced along the north and south elevations just below the top of the concrete block walls. These windows provide both light and ventilation to the building. Located in the center of the east elevation, a large two-section wooden door provides direct access to Lake Street. Each door panel is 10 feet 1/4 inch high and 6 feet 8 3/4 inches wide, is framed by 2x4s and is sheathed in 3 1/4-inch tongue and groove. Mounted on a channel track, each side of the door slides out along the interior wall when opened. On the second floor above this door, a single door of similar construction measuring 7 feet 11 3/4 inches high and 7 feet 7 1/4 inches wide slides in its entirety along the interior wall toward the south when opened.

The rear or west elevation is serviced by a sliding door 9 feet 4 inches high and 10 feet 1 inch wide (frame to frame) similar to the east doors. A 6 foot 11 inch high and 4 foot 2 3/4 inch wide hinged door is cut into this larger sliding door. It is hinged on the north side and opens inward. Above this on the second story, a sliding door of similar construction measuring 8 feet 11 inches high by 8 feet 5 1/2 inches wide slides to the south like its counterpart on the east end. Directly above this door, a two-section hay loft door opens inward.

Attached to the northeast corner of the building is the livery keeper's quarters and office. It is a one-story concrete block construction with a door and double-hung sash window on the east elevation. Two double hung sash windows face north, one in the office and one in the sleeping quarters. The roof is a shed or lean-to type design. A false ceiling comprised of 2"x4" stringers with notched 3 1/4 inch tongue and groove covering conceals

Horen Livery
Leelanau County, MI

the pitch of the roof. The concrete block walls are finished with plaster on the interior. The wood frame wall creating the division between the office and sleeping quarters is plaster over sawn wood lath. The floor is comprised of 2"x8" stringers with 3 1/4 inch tongue and groove hardwood flooring running lengthwise. The flooring is stamped with the name "T. Wilce Co." on the underside. A wood or coal stove in the office heated this space. One light bulb fixture wired in the knob and tube fashion hangs in each room. A wooden panel door provides access to the wagon room from the office.

The wagon room is 32 feet wide and 48 feet long. Three large trusses that span its width alleviate the need for second floor supports such as posts. The floor in this space is poured concrete; the interior walls are unfinished concrete block. Three incandescent light bulb fixtures illuminate this space. The wagon room is separated from the stable area by a wall with a two-section sliding door. The door is sheathed in 3 1/4 inch wide tongue and groove and is 10 feet 7 3/4 inches high and 5 feet 5 1/4 inches wide.

The stable area was laid out to provide 16 horse box stalls, eight on each side with a 10 foot wide center walkway. These stalls were generally 9 feet wide and 10 feet deep. The center walkway is poured concrete. The stall flooring is comprised of planks 2 inches thick and varying from 6 to 12 inches wide over dirt. Along the sides of the walkway are posts which support a 6 1/4 inch by 4 1/2 inch composite beam running the length of the stable room. Planks are affixed to these posts on 10-foot centers to make up the stall sides. Some posts are unhewn timber while others are a composite of three 2 inch by 4 1/2 inch boards. In the northeast corner of the stable room is a steel water trough. Five incandescent light bulb fixtures illuminate this space. The second floor is accessed from the interior of the first floor through the stable. A wooden ladder made of 2"x4"s and affixed to the wall in the northwest corner leads to a hatch in the second floor measuring 4 feet 3 3/4 inches by 3 feet 1 3/4 inches. A second ladder located 30 ft. to the east along the north wall leads to a hatchway measuring 2 feet 5 inches by 3 feet 9 1/2 inches. A wooden ramp extending from the west second floor door and long portable ladders provide the only other

Horen Livery
Leelanau County, MI

access. One light bulb fixture above the smaller hatch provides the illumination to the entire second floor.

The undivided second floor is 120 feet long and 32 feet wide. Over the wagon room, the floor level is approximately 3 feet higher to accommodate the space required by the trusses. This part of the second floor is decked with softwood boards running the width of the structure. A hardwood floor is affixed onto the softwood decking above the stables and runs lengthwise.

DESCRIPTION (present)

The Horen Livery has undergone few changes since its construction. There is reason to believe that shortly after its construction, the concrete was white-washed, the metal siding was painted white and the trim was painted green. The building maintains this same color scheme today; however, the concrete blocks have been treated with white paint in lieu of white wash.

With the exception of a few blocks replaced near the wagon room door, all of the original blocks remain in place and in good condition. The second story pressed metal sheeting is also intact and in good condition. Some of this material was lost when, in approximately 1938, the east facade was cut down to follow the lines of the gambrel roof. This was the most significant alteration to the building. A small amount of sheathing was also removed when the west hay door was removed and replaced with a large window.

The door providing access to the wagon room has received repairs but retains much of its original fabric. The door above is in its original condition except for a small window cut into its center. The doors and windows in the office have been replaced at least once.

The wood shingle roof was covered with a flint-coated asphalt shingle roof in approximately 1938. This roof had failed to the point where significant damage was occurring to the building by 1988. In 1990, the original wood and subsequent asphalt shingles were removed, and contemporary chipboard was nailed to the original roof boards and a flint coated asphalt shingle was

Horen Livery
Leelanau County, MI

applied over this. A few original roof boards that had deteriorated were replaced with contemporary pine boards. Soffet boards were not replaced and are currently in need of repair.

The office interior is essentially unaltered. Water damage from the leaking roof damaged the floor beyond repair. The wood/coal stove is no longer present; however, its traces are seen on the walls. A small amount of the original material in the ceiling has also been water damaged beyond repair. The wagon room is fully intact. The large trussworks, however, are severely bowed and stressed. Some newer electrical lines have been run for ceiling lights, but the knob and tube remains intact.

In the stable area on the south side, two stables remain fully intact. Two other stables on this side were enlarged in 1938 and remain thus. The remaining south-side stables have had the partitions removed, creating an open area 32 feet long extending from the wall that divides the wagon room and stable. The heavy plank flooring and back (wall) sides of the box stalls remain. The deep wear marks from the hooves of the horses are visible, as are the silhouettes of the feed box placements.

Four of the horse box stalls on the north side, west end of the stable have their partitions removed and are now enclosed creating a room 41 feet 6 inches by 9 feet 6 inches. Two doors access this room, and the floor is comprised of the original stable planks. The remaining area is open. A water spigot is located in the northeast corner.

Above the stable area, a removeable section of joist and flooring 10 feet by 12 feet was most likely cut in the 1940s so county road commission employees could hoist and store picnic tables on the second floor. The exterior ramp accessing the second floor had been dismantled prior to this date. Except for the removal of the hay door and a small window cut into the upper east door, no alterations exist on the second floor.

Horen Livery
Leelanau County, MI

STATEMENT OF SIGNIFICANCE

The Horen Livery is historically significant because it reflects the height of Empire's social, economic and architectural development. Architecturally, the livery represents the development and adaptation of the American barn. Also, the Horen Livery represents a facet of American commerce prior to the introduction of the automobile and during the transitional period when horses and autos co-existed. Of the numerous liveries once present in Northwest Michigan, the Horen Livery is one of the few remaining. The well-preserved building has supported its historic use for over sixty years with its design essentially unaltered.

HISTORICAL BACKGROUND AND SIGNIFICANCE

EARLY EMPIRE

On Lake Michigan in Northwest lower Michigan, the Village of Empire is located at the southeastern end of the Leelanau Peninsula within Leelanau County. The village is entirely surrounded by the Sleeping Bear Dunes National Lakeshore and is the home of the Park's Visitor Center. Empire's origin can be traced to 1851 when Alonzo Slyfield built a home near what is now North Bar Lake. Empire took its name from a schooner that was ice-bound off the shores of the settlement in the winter of 1865. In 1871, Empire Township was established and a post office was opened. In 1873, a dock and a wooding station were built by George Aylesworth to provide cordwood for passing steamships.

Taking advantage of Northwest Michigan's abundant timber resources, a modest steam-powered saw mill was built in 1885. T. Wilce and Company bought the mill in 1887 and, over the years, turned it into one the largest and most impressive mills in the area. The company built a second dock and connected it with the Manistee and Northeastern Railroad at Platte. Along with the development of the mill, the village grew to more than 1,000 people. On the outskirts of the village, a small community called "Norway Town" arose. Norway Town was comprised mainly of Norwegian immigrants who worked at the mill. The mill burned in 1903 and again in 1906 but was immediately rebuilt each time on an even grander scale.

Horen Livery
Leelanau County, MI

Empire was a boom and bust town; its fortunes rose and fell with the death and rebirth of the lumber mill. The town began to bustle once again when the Wilce Lumber Company decided to rebuild the mill in 1906. It was during this period that the Horen Livery was constructed. Empire resident Hilda Joy recalled "Empire was quite an exciting place [then]. The hills were full of people. There were two saloons in town and a big livery barn...." In March of 1917, the Wilce Lumber Company Mill burned for the third time. With the supply of standing timber nearly depleted, the mill was never rebuilt. After the Wilce Company's previous attempts to diversify failed, they ceased operations, and the railroad tracks were torn up. Empire's population and prosperity plummeted. Currently, Empire is a quaint village dependent on tourism with a population of around 350.

THE HOREN LIVERY

The Norwegian immigrant Mike Horen had the livery built sometime in 1908. Horen, a well-respected member of the community, served as the village marshall, postmaster, and a member of the village council. He also was a partner in a furniture and undertaking business with Charles Ackerman, president of the village council.

Horen had the livery built in a prominent location: within the downtown and adjacent to the lumber mill and train station. The livery's central location and size attest to the importance of the horse for transportation and Horen's optimistic view of the future. It is believed that Mike Horen hired three men from Cedar, MI to construct the livery. Blocks similar to those used in the livery are found in other buildings in the community of the same time period as the livery. The block and mortar illustrate a homogenous application of quality materials which have endured extremely well. The block courses and footings are all true, as are the gambrel trusses.

The building reflects many of the principal characteristics of the American barn. These functional structures have endured centuries immune to design trends, reflecting their beauty in purity and simplicity of form. Barns are generally of simple and economical construction style, and the Horen Livery is no differ-

Horen Livery
Leelanau County, MI

ent. It features a gambrel truss which maximizes the amount of area available for storage of hay or other items. The exposed wood framing manifests the typical use of exposed structural components in barns and the economical use of readily available sawn materials. Overhead trusses provide a large, open area unencumbered with posts. The concrete walkway down the center of the stables made it easier to clean. The wood planks and siding in the stalls provided the animals with safety and comfort.

Barns have always been adapted to meet the specific needs and functions applied to them. The Horen Livery's square facade reflects its commercial function and presence in the downtown business district. The building also features two popular and readily available materials of the time: concrete blocks and pressed metal siding. The livery had many modern amenities for its time: running water, electricity, and a telephone line.

Once prevalent across America, the livery, feed and sales stable provided a large variety of necessary public services to the surrounding community. They provided horses for hire and for sale, various types of horse-drawn vehicles for rent or for sale, dray and hearse services, a place to board horses, feed, saddlery, shoeing, and many other services important to a community dependent upon horse-drawn transportation.

The Horen Livery played an important role in the community of Empire, providing a multitude of services. The first known advertisement for Mike Horen's livery shows that he offered "first class rigs at all times; Careful and prompt attention to feed teams. Hearse in connection" (Empire Journal, April 16, 1908). Other than rentals, Horen sold horses and buggies; he provided feed and boarding for travelers' horses and logging teams hauling logs to the Wilce Lumber Company. Horen also ran a dray and baggage line. He fetched the Empire Lumber Company's supplies that arrived by train and transported baggage for travelers. One advertisement stated, "Mike Horen Carriage, Teaming, Hearses, in fact we handle anything in the livery line" (Empire Journal, December 9, 1915). In 1918, B.G. Bennett, the undertaker and embalmer, advertised to "leave phone calls at Mike's livery barn at anytime of the day or night" (Empire Journal, December 26, 1918). Mike Horen and the livery served the community in less conventional ways. For example, as part of

an impromptu celebration on Armistice day, Horen drove the new fire bell through town on his dray, ringing it all the way.

THE AUTO-HORSE LIVERY

By 1914, the moving assembly line and affordability of the Model-T allowed a large number of Americans to own automobiles. But automobiles were still not practical for transportation outside of large cities. Horses were still the predominant means of transportation in the Empire area until the early 1920s since most roads were still unimproved dirt two tracks. Those who did own automobiles still relied on horse and buggy transportation during the harsh winter since the roads in Empire were plowed only once a year.

This co-existence of horse and auto transportation enabled the creation of the auto-horse livery, a business that existed for only a short time period. In 1915, the Horen Livery began to offer automobile services, and the name of the livery changed to Mike Horen Auto and Horse Livery. Horen operated the auto-horse livery at least until December of 1918, but the burning of the Wilce Lumber Company Mill in 1917 and subsequent demise of Empire would make continued success difficult. With no mill and the railroad service gone, Horen would not have had many outlets for his dray and baggage services. Soon automobiles would become more prevalent, and the need for horse liveries would disappear. Unfortunately, the transition to just an auto livery was not feasible in small towns such as Empire. A town fast on the decline, Empire had little need for automobile rentals or taxicab services. Horse-auto liveries in general did not survive the 1920s, and most were used for other purposes or left to deteriorate. Thus, the Horen Horse-Auto Livery remains as a representation of America's passage into the age of autos.

Apparently, the Horen Auto and Horse Livery went out of business along with many of the other businesses in Empire after the mill burned. In 1936, Mrs. Clagett bought the livery to board her horses. At the time, the Michigan Department of Transportation began construction of M-72 as part of a state highway program. Needing a garage facility for their equipment they contracted with Mrs. Clagett to use the front half of the livery. After

Horen Livery
Leelanau County, MI

completion of the project around 1946, the state transferred equipment ownership and highway maintenance responsibilities over to Leelanau County. Mrs. Clagett graciously allowed the county continued use of the livery for the service of plowing her drive. This arrangement lasted until the 1950s when the Village of Empire took over the use of the livery under the same terms. Continuing in its original use, horses were kept in the livery until the 1970s, when the Ace Hardware store began storing lumber in the building.

Today, the setting of the Horen Livery remains characteristic of Empire in earlier days. The landscape of the Horen Livery property has not changed. The buildings immediately surrounding the livery date to its construction and maintain an historical appearance. The presence of the Horen Livery today readily instills a sense of Empire's prosperous heyday in times long gone by.

Horen Livery
Leelanau County, MI

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Horen Livery
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Verbal Boundary Description

Section 24 Town 28 North Range 15W

Property #45-041-824-055-00

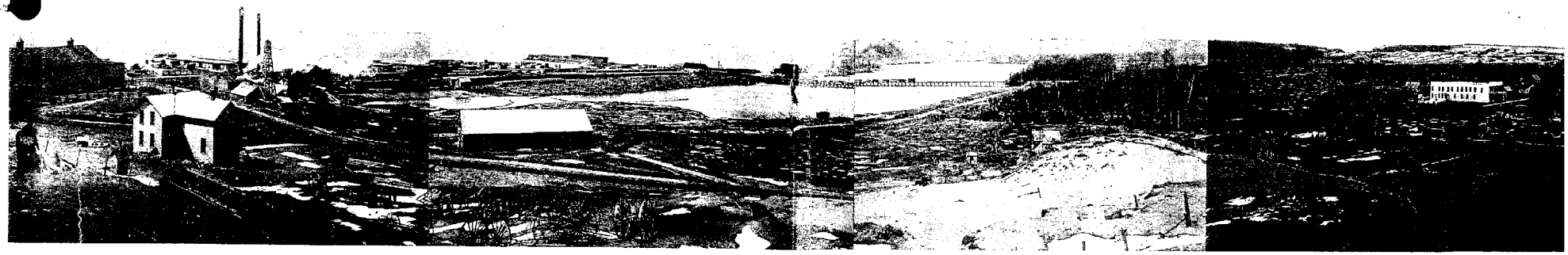
Part of Government Lot 4 beginning 110 feet North of the Southeast corner of Lot 4. West 190 feet then South along the East line 133 feet. Then East 380 feet to the East line of Lot 4. Then South 88 feet to the point of beginning.

Boundary Justification

The nominated property is the entire parcel historically associated with the Horen Livery as on the legal deed.

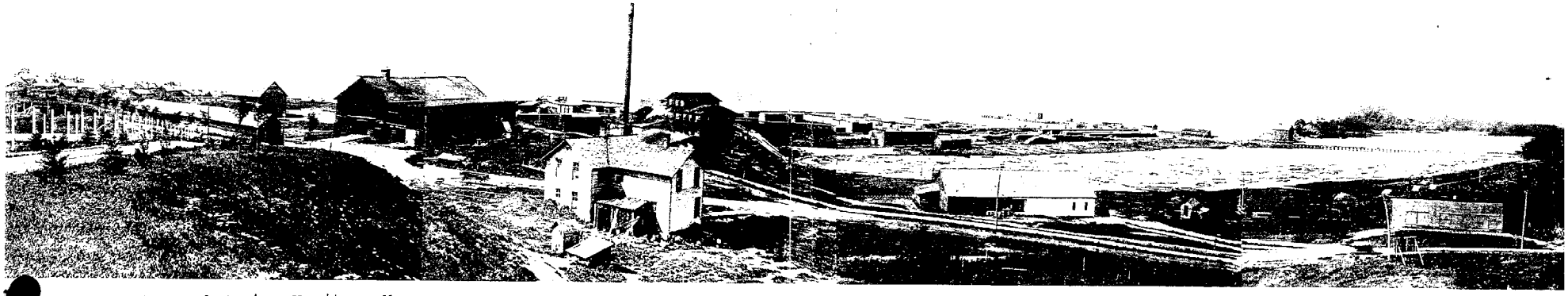
PANORAMIC VIEWS
OF EARLY EMPIRE

VIEW 1 Pan view of Empire Lumber Co., cir. 1900.

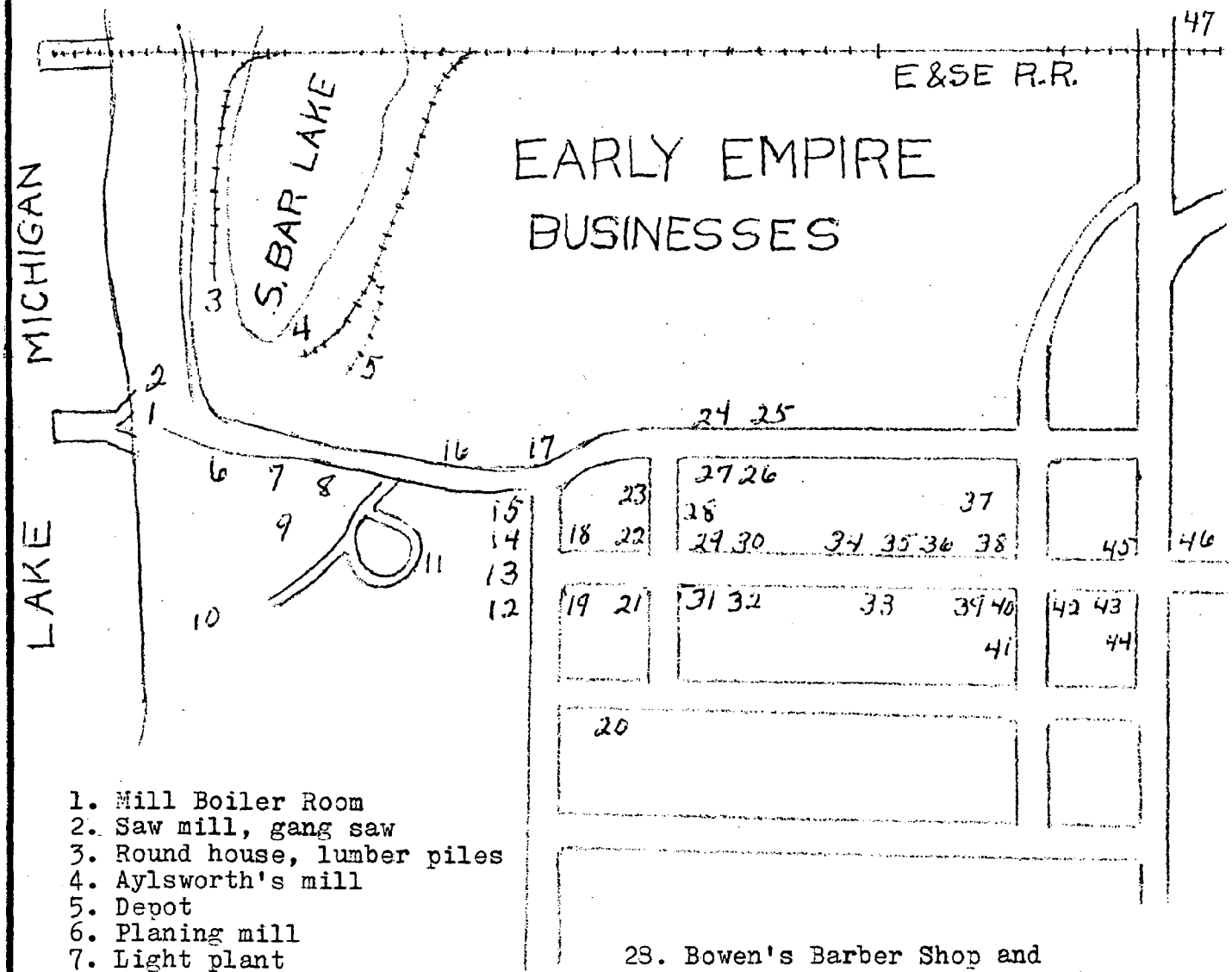


VIEW 2 Pan of Empire, cir. 1910. *Photo taken from Wilce Hill.*

VIEW 3 Pan of Empire Lumber Co., cir. 1910. *View from Norway Town to the South with the massive company barn, boarding house, second ELC mill, depot, and potato warehouse.*

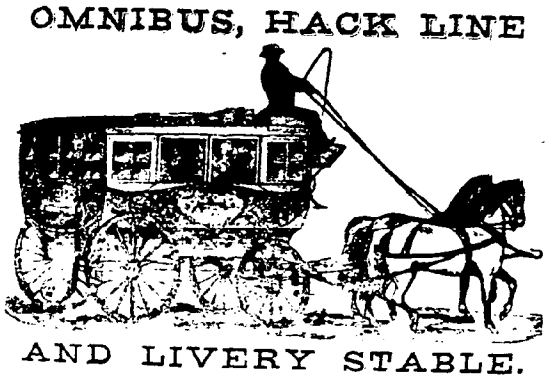


Courtesy of Empire Heritage Museum



1. Mill Boiler Room
2. Saw mill, gang saw
3. Round house, lumber piles
4. Aylsworth's mill
5. Depot
6. Planing mill
7. Light plant
8. McCormick's Boarding house
9. Company's horse barn
10. Norway Town
11. Wilce house
12. Maggie Aylsworth, rooming house
13. Collins & Fry - Hardware
14. Donovan's Saloon
15. Mike Horn - Livery Narn
16. First saloon
17. Schwass - Photo Shop
18. Baucus & Gidley- Drug Store
19. Empire Lumber Co. Store
20. Ball & Rich - Meat Market
21. Verno & Middaugh - Garage
22. J.Fry - General Store
23. LaRue Hotel
24. Hotel Western
25. Moran's Rooming House
26. Roen's Saloon
27. Telephone Office
28. Bowen's Barber Shop and Jake Anderson - Shoe repair
29. Deering & Payment - Meats
30. Empire Bank
31. Mrs, Roach - Dry Goods
32. Anton Johnson - Barber
33. Hose House
34. Dr, L.H.Shank
35. Johnson's Ice Cream
36. Rohr Building - Post Office
37. H.Verno - Blacksmith Shop
38. Empire Town Hall
39. Nurko & Frazier - Grocery
40. Sam & John Joseph - Gen. Store
41. Jail
42. M.E.Church
43. Elementry School
44. High School
45. Dayton Selby - Printing Office
46. John LaCore - Dentist
47. Catholic Church

An advertisement illustrating an auto/horse livery in Traverse City, Michigan.



An advertisement illustrating a traditional horse livery.

The era of the horse-drawn vehicle lasted for nearly three quarters of a century. (Photo History of Grand Rapids 1976).

Lauferski,s Auto Livery in Grand Rapids, Michigan.
(Photo History of Grand Rapids 1976).

The end of one era and the beginning of another are visible in the 1910's picture of the Security Storage and Transfer Company at 47 Market Avenue Grand Rapids, Michigan. The teamster on the right seems to be making a symbolic yet real departure behind his two white horses, while the trucker on the left appears ready and willing to take over. This photograph copied from A Photo History of Grand Rapids 1976.

LIVERY and FEED STABLE

First Class Rigs at all times. Careful and prompt attention to feed teams.

HORSE IN CONNECTION.

MIKE HOREN

Empire - Mich

Mike Horen

Carriages, Teaming, Hearses, in fact we handle anything in the Livery Line.

Empire, Michigan

Three Horen Livery Advertisements from the local Empire newspaper (The Empire Leader).

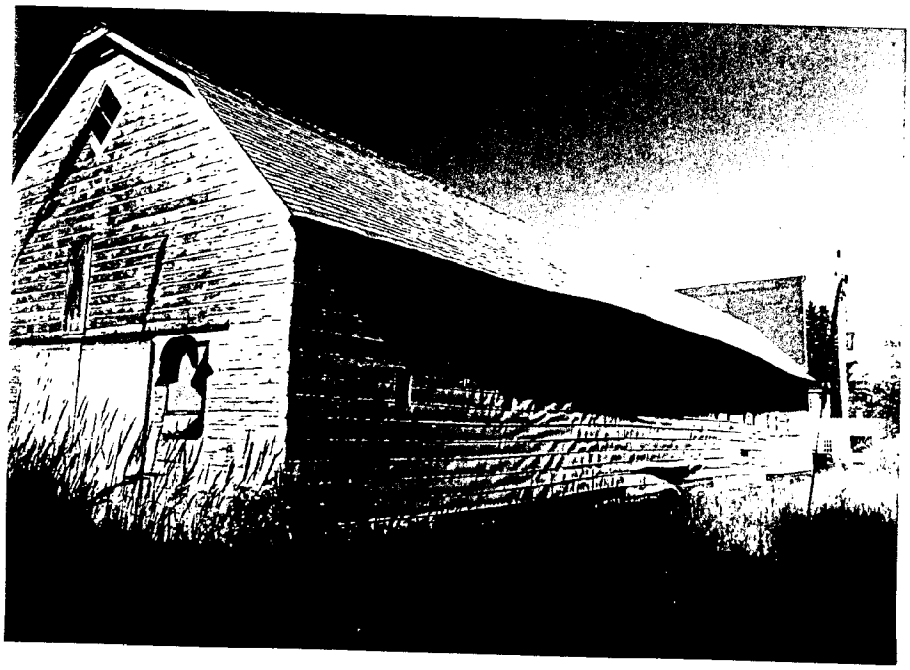
B. G. BENNETT

Undertaker

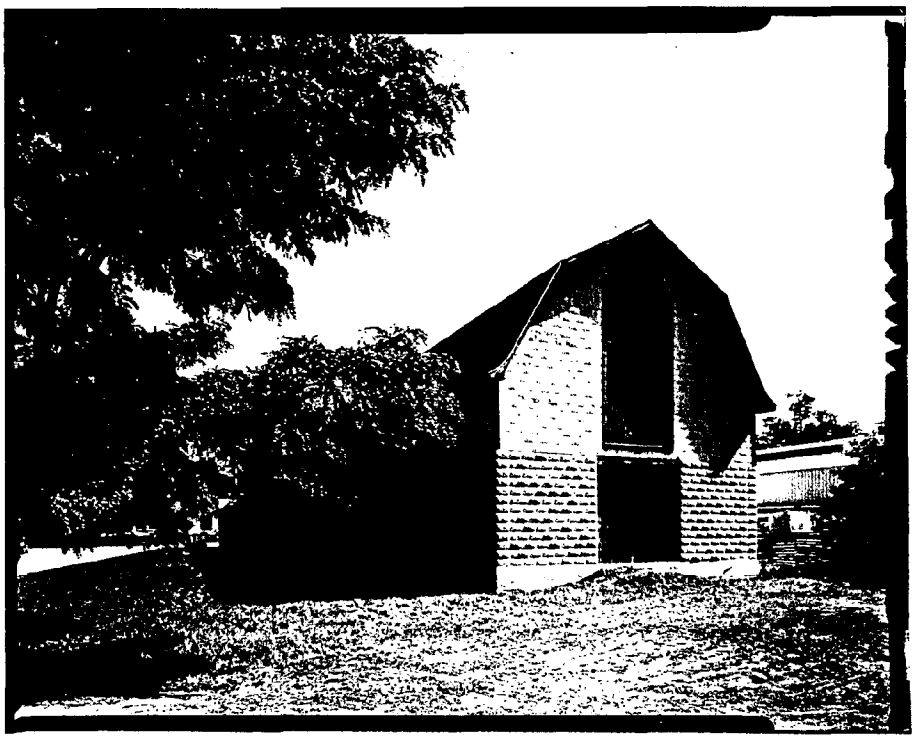
and Licensed Embalmer

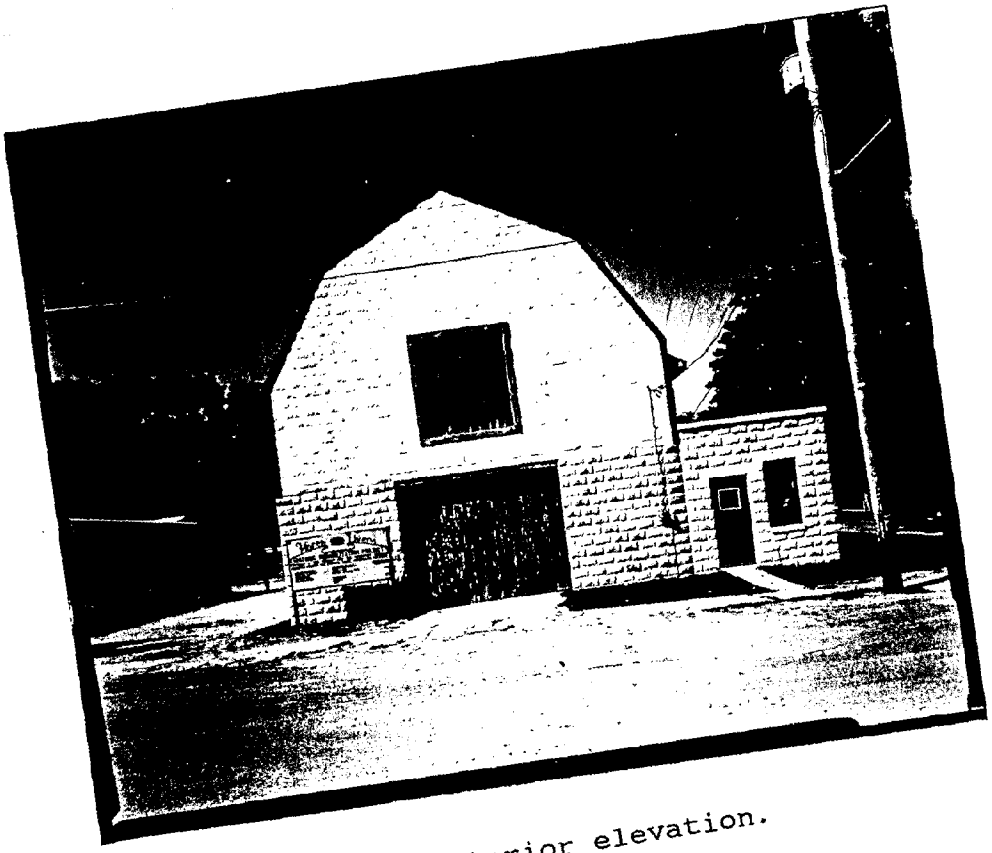
Leave phone calls at Mike's livery barn at any time of the day or night.

Through a random search, this livery barn is the only existing building located that shows similar characteristics to the Horen livery. (NWMMM photo 1992 Cornucopia, Wisconsin).

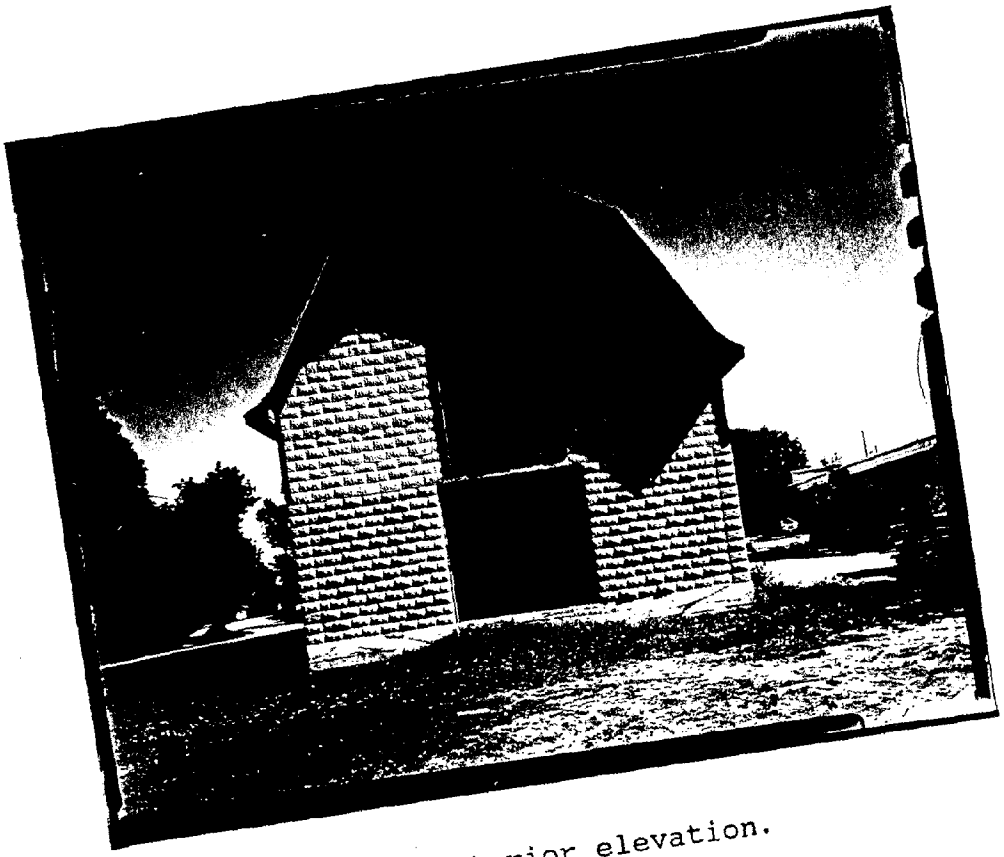


Historic photo of livery under construction with present day view illustrated below.

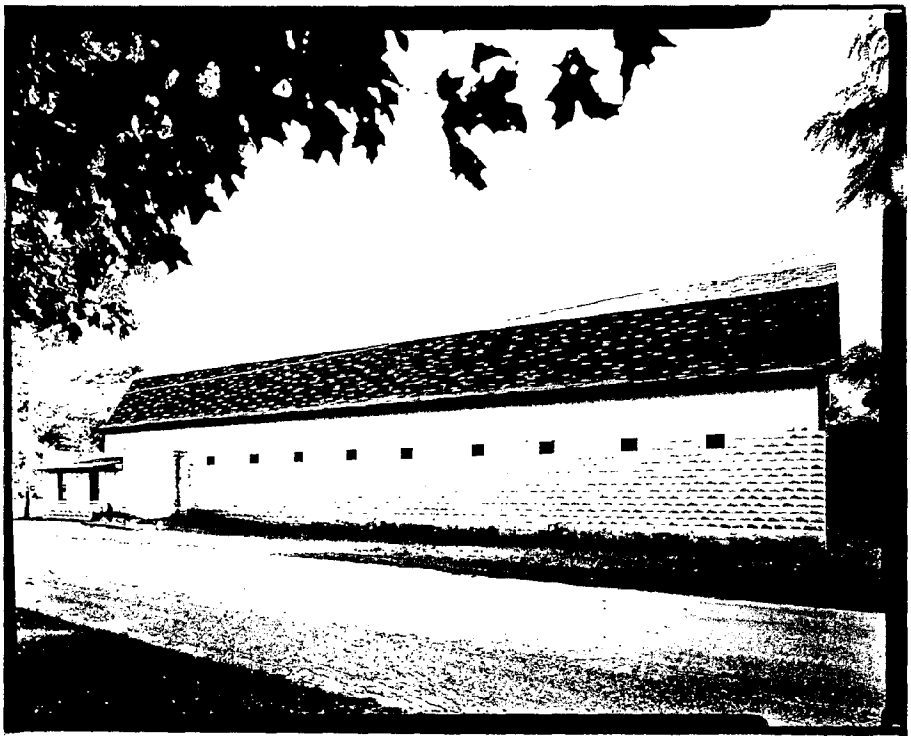




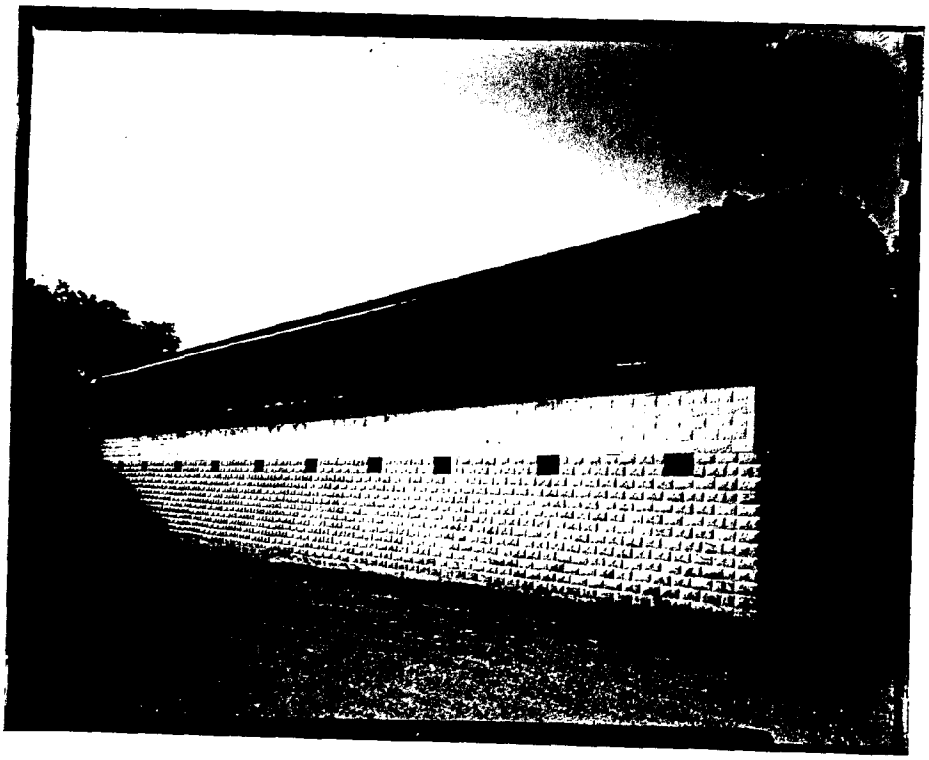
East exterior elevation.



West exterior elevation.

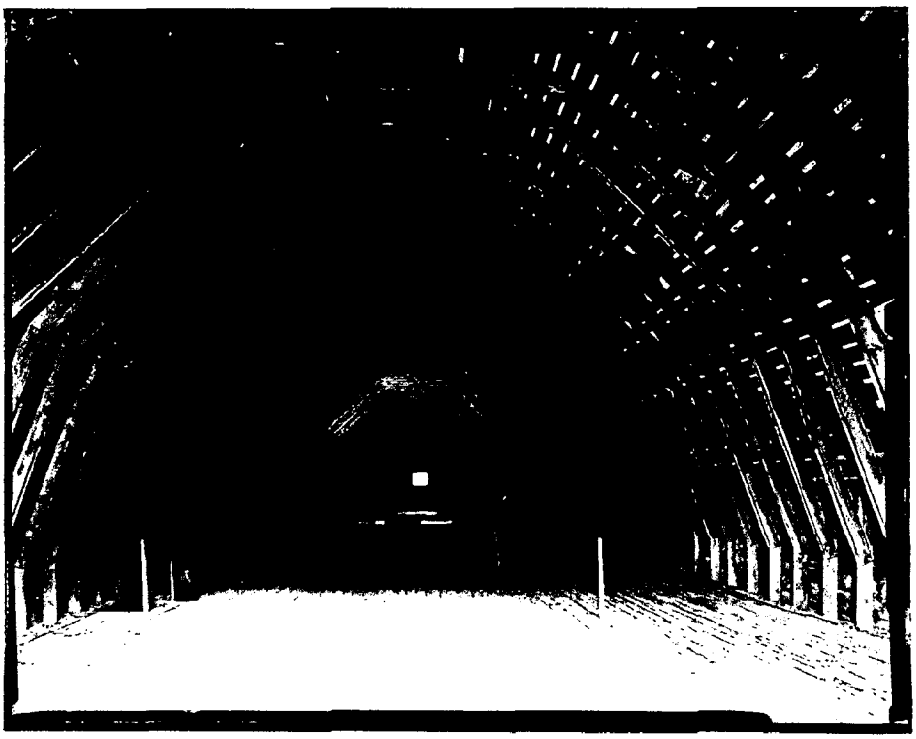


North exterior elevation.

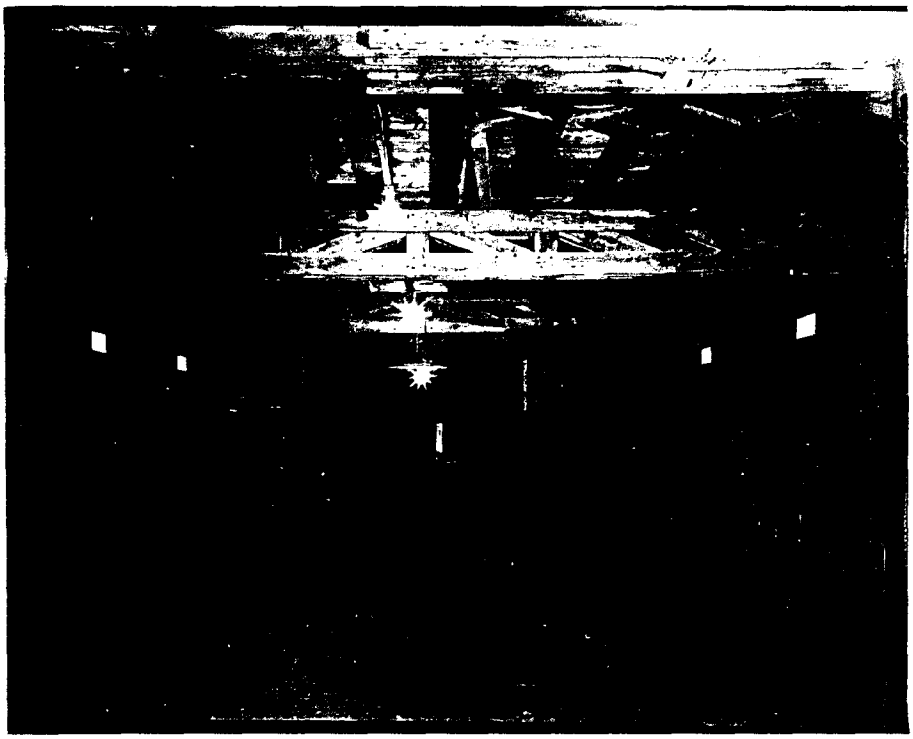


South Exterior elevation.

Second floor east facing west.



Second floor west end facing east.



Main floor stable looking west.

Main floor wagon room looking west

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