

# Oregon Historic Preservation Plan

2018-2023

Oregon State Historic Preservation Office



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*Front Cover – Roseburg Veterans Affairs Medical Center  
Below – Redmond City Hall re-opening in former High School*



## Introduction

Oregon's special places connect us to our past by creating physical continuity over generations and space for public conversations about our values and identity. The ongoing process of recognizing and interpreting these places must be a local one, driven by inclusive public participation. The Oregon State Historic Preservation Office (SHPO) enables these community-driven projects by creating a favorable environment through statewide leadership and the effective administration of federal and state programs and grants. The SHPO offers its many partners information, technical assistance, funding, and networking and collaboration opportunities to achieve their own preservation goals.

The 2018–2023 Oregon Historic Preservation Plan distills the ideas and comments collected through a broad outreach effort led by the SHPO staff. Participants spanned Oregon's heritage community. This included the SHPO's traditional partners and those involved with museums, archives, cemeteries, and local historical societies, among other organizations, and anyone with an interest in Oregon's culture and history. The response was clear: Oregonians want resources to carry out their local projects and a more thematically representative state inventory and National Register of Historic Places list. Participants emphasized the need for better public education about what the heritage community does and why it is important. They also expressed overarching concern about the impact of rapid change on Oregon's special places.

When the SHPO published the 2011–2016 Oregon Historic Preservation Plan, the nation was just coming out of one of the worst economic downturns in recent history. Development pressure on historic properties and archaeological sites lessened during this period, especially in urban areas. The years since the Great Recession brought a period of sustained, if uneven, growth. The U.S. Census reported Oregon's population at just over 3.4 million in 2000. Oregon's population grew to an estimated 4.1 million residents in 2017 according to Portland State University's Population Research Center. Most of the increase came from people moving to the state. Oregon welcomed over 60,000 new citizens between July 2016 and July 2017 alone, many of whom are drawn by the state's beauty and opportunity.

Growth brings benefits and, in some cases, jarring change. Infrastructure development, demand for housing, and other factors put pressure on cultural resources. Participants in public outreach meetings and through an online survey identified threatened resources as diverse as tribal sites statewide, the Oregon Trail in the northeast, Central Oregon's irrigation canals, Astoria's historic waterfront, southern Oregon's Chinese sites, and Portland's neighborhoods. Participants also raised the special challenges of preserving historic landscapes, cemeteries, ships, planes, and railroad locomotives and rolling stock, among other unique resources.

Oregon has experienced this kind of change before. The state saw rapid population growth and development after World War

II that threatened agricultural and forest lands, natural spaces, and livability. Led by Republican Governor Tom McCall, Oregonians proactively managed the change through citizen-driven land use planning. The 1973 Oregon Land Conservation and Development Act, Senate Bill 100, introduced the first and only statewide comprehensive land use planning system in the nation. Later adopted under the Act was Goal 5, which addressed over a dozen types of resources, including historic places. Compliance with the revised Goal 5 Rule adopted in February 2017 is optional for local jurisdictions. Communities may no longer regulate properties or sites listed in the National Register unless the local jurisdiction separately adopts additional protections through a public process or they are locally listed. But communities must review a proposed demolition or relocation. With these changes, the core idea of Goal 5 is still intact: communities should engage in a public process to identify and protect their important historic resources.

The purpose of preservation, Goal 5, and our state's many heritage programs is not to prevent change. Instead, preservation is a tool that manages change by naming those physical pieces of the past that are critical to our story. It is a tool to ensure that these important places serve their communities equitably, productively, sustainably, and economically into the future.

Concrete solutions exist to meet the challenges facing the heritage community, but they are not easily accomplished. The

heritage community must take responsibility for sharing the value of its work with the public. The effort requires coordination and individual commitment, qualities that are well-represented throughout Oregon’s heritage community. To that end, the SHPO offers these guiding principles for preserving what matters most in our changing state.



*Petersen Rock Garden, Redmond*

**Engage the public.** Not everyone calls themselves a “preservationist,” but most seek a connection to the past—whether that means swapping family history at a potluck or dedicating a career to preserving historic places. The public knows what is important and meaningful to them. To stay relevant, the heritage community must allow the public to identify what special places,

collections, and practices must be saved. This means we experts must let go of academic explanations and exclusive terminology. Popular media can help, too. Experts tend to write back and forth to each other in industry publications. To reach a broad audience, the heritage community needs to use popular media, such as newspapers, lifestyle magazines, advertising campaigns, and digital media.

**Save what matters most.** Preservation is a physical connection to the past. Those buildings, sites, documents, or artifacts from years ago can create here-and-now conversations about how we remember and understand our history. But not every old building or artifact has the same significance to the community. Overriding values or other needs are more important in some cases. Communities can build support by focusing on those resources that truly matter to them. The heritage community will build trust and credibility with the public by helping guide these conversations.

**Create a future for our special places.** The long-term preservation of our special places rests in finding a community use for them. While some may become museums, cultural attractions, or funky breweries, most will be rehabilitated for continued use or find a new job. Helping property owners, developers, and the public see a future for historic places beyond a museum or pub means talking about historic buildings as community assets. This approach reframes the conversation from the start. Regardless of their cultural value, buildings that do not have a job in the community or in a future redevelopment

proposal will likely be demolished. Historic landscapes and archaeological sites can be saved through thoughtful attention to their unique preservation challenges. When appropriate, well-interpreted landscapes and sites are important community educational assets.

**Span professional disciplines and jurisdictions.** Working toward a common goal alongside other disciplines and at all levels of government is critical for success. It does not help organizations or the resources the heritage community cares for to be territorial and competitive about a project. Blurring established professional and jurisdictional boundaries and learning other viewpoints often leads to better results than drawing a bold line in the sand. Working with housing, environment, and sustainability advocates and others offers exciting opportunities.

The heritage community’s mission is even more important now. With the public leading the way, professionals across disciplines can assist communities in identifying and managing their special places. Together, we can ensure that our past is preserved, interpreted, and used so that it is culturally and economically relevant into the future. These efforts will result in broad support for heritage organizations and preservation. This includes a deepening integration of current preservation practices and programs into statewide transportation strategies, local comprehensive plans, disaster preparedness initiatives, and private redevelopment proposal. The public will expect it, foundations will fund it, legislators

will understand it, and governors will call for it. Every partner in the heritage community has a role in achieving this goal. Using the framework outlined in the 2018–2023 Oregon Historic Preservation Plan, the heritage community will continue to clarify and align our roles to meet the needs of our changing state.

### Creating the 2018–2023 Oregon Historic Preservation Plan

In summer 2016, the SHPO staff reviewed the progress on the 2011–2016 Oregon Historic Preservation Plan. During the previous five years the SHPO expanded its number of grant and recognition programs. The SHPO created the Preserving Oregon and Diamonds in the Rough grants and the Heritage All-Star Community designation, among others. The number of communities creating their own preservation programs under the Certified Local Government Program and pursuing downtown economic revitalization with the Oregon Main Street Program grew quickly. Participation in the Oregon Heritage Conference increased as did the number and frequency of workshops offered by the agency. Considering the continued growth and improvement potential for current programs and available resources, staff focused on broadening the reach of existing efforts and improving customer service. This focus led staff to revise the issue and goal statements that created these programs to reflect current opportunities and challenges as these same initiatives continue to grow. Staff used

these draft statements as a springboard for broad public outreach.

Beginning in Fall 2016 through Spring 2017, staff collected ideas and comments from the public and key partners about the direction that Oregon’s heritage community should take for the next five years. More than 170 Oregonians participated in a series of six public workshops held in Portland, Eugene, Medford, Astoria, Redmond, and La Grande. The SHPO contacted possible participants by advertising the event on the agency’s website and social media outlets. Staff sent press releases to the media and direct email to those who had used any one of the agency’s programs in the past. Local hosts at each of the locations advertised the meetings as well. Participants included federal, tribal, state, and local officials, consultants, museum professionals, advocates, landmark commissioners, students and educators, and members of the general public. At each meeting staff gave a brief presentation on each of the 10 draft issues and goals. Participants were asked to choose four for further discussion. The most popular topics were preservation and rehabilitation of cultural resources, grants and funding, education, and survey and designation.



*Redmond City Hall re-opening in former high school building*

An online survey using the free web-based service Survey Monkey was distributed on November 8, 2016 through the agency’s social media outlets and website and direct email from agency contact lists. The survey remained open until June 29, 2017. The survey collected the opinions of 348 Oregonians across 32 of the state’s 36 counties. Like the workshops, participation spanned the entire heritage community and included the general public. The majority of respondents were concentrated in the urban areas along the Interstate 5 corridor, with a representative number of responses from central, eastern, and coastal Oregon. The survey asked participants how agency programs meet their needs and priorities, measured customer satisfaction, and

established priorities for the identification, designation, protection, and treatment of historic properties and archaeological sites.

Staff also hosted workshop sessions with the following key state commissions and work groups with special interest or expertise in cultural or heritage resources:

- State Advisory Committee on Historic Preservation
- Oregon Heritage Commission
- Oregon Commission on Historic Cemeteries
- Oregon Historic Trails Advisory Council
- Intergovernmental Cultural Resource Council, a working group of federal and state agencies and tribal governments

A special session was held with city and county planners from communities participating in the Certified Local Government Program at the annual SHPO-sponsored training.

Across the agency’s outreach efforts, participants shared a vision for the state that included a more inclusive recognition of the state’s history, better protection for cultural resources, more educational outreach, and improved services. A key theme from the outreach effort was the need for a more thematically representative state inventory and National Register list that included places associated with Native Americans, Oregon’s diverse populations, and the state’s rural areas and key industries. There was also continued interest in Oregon’s settlement era, including the Oregon Trail. The need to identify and designate archaeological

sites was raised frequently at meetings and in the online survey. Participants also called for more effective protection for cultural resources and increased training, funding, and support for bricks-and-mortar preservation and education projects. There was a strong call for the office to actively engage at all levels of government and with the heritage community to better support preservation efforts across the state.

While generally satisfied with the agency’s services, participants identified key areas for improvement. Many called for better online services that provide more complete information and allow for digital submission of documents in easy-to-use formats. Delayed responses and administrative processes seen as complicated or lacking transparency were also identified as issues. Many believed that increased funding for the agency’s grant programs was an important need. Most found the workshops and on-site visits the SHPO conducts through its several programs helpful, but some believed that these efforts were too infrequent, not convenient to attend, or not completely relevant. A key finding of the online survey was that many were unaware of all of the agency’s programs, indicating the need for greater outreach. The insights gained through public outreach were integrated into the comprehensive revision of the 2011–2016 document and consulted for this 2018–2023 Oregon Historic Preservation Plan.

## Purpose of the Plan

The Oregon Historic Preservation Plan is a brief, conceptual guiding document that serves two primary purposes. First, it defines the SHPO’s philosophy and approach and identifies important issues and broad goals. Work plans for the office, specific programs, and individual staff members are rooted in the plan. These plans are the “working” element of the plan and include specific goals and timelines. Second, the plan is a framework for coordinating the goals and activities of the heritage community statewide and those individuals and organizations that are not part of the SHPO. This includes historic property owners, federal agencies, tribes, state offices, regional and local governments, Oregon Main Street Network communities, Certified Local Governments, museums, libraries, archives, historical societies, and the wide variety of building, design, finance, and real-estate professionals. The plan provides a comprehensive view of preservation and heritage issues and activities statewide and invites cooperation toward mutual goals.

## Integration with Other Plans

The Oregon Historic Preservation Plan is just one of the documents the SHPO works with in its role as part of the Heritage Division of the Oregon Parks and Recreation Department (OPRD). This plan is written so that it meshes with two other key internal agency planning documents.

The first is an overarching plan for OPRD known as “Centennial Horizon.” The plan outlines broad goals for the agency to focus on through the year 2022, the date that marks the centennial of Oregon State Parks. Centennial Horizon highlights three principles relating to the agency’s stewardship of natural and cultural resources: saving Oregon’s special places, connecting Oregonians to meaningful experiences, and taking the long view toward resource preservation through sustainable funding.

These principles support the goals of historic preservation. The plan commits OPRD to the continued care and active interpretation of historic places under the agency’s stewardship, as well as the selective acquisition of historic places. The SHPO supports the agency’s mission in its advisory role under state and federal laws. In turn, OPRD’s commitment to cultural resources provides a supportive framework for the SHPO’s statewide initiatives to assist our partners in their efforts to identify and designate historic properties and archaeological sites, plan for long-term resource preservation, and make meaningful connections between Oregonians and their history.

A second companion planning document is the Oregon Heritage Commission’s 2014–2019 Oregon Heritage Plan. As a part of the Heritage Division, the Commission’s initiatives include various grant, technical assistance, and recognition programs that support a range of heritage



99W Drive-In, Newberg

organizations across the state. The work of the Commission and the SHPO are mutually supportive, with the activities of both encouraging participation in each other’s programs and fostering partnerships within Oregon’s heritage community. The Oregon Heritage Plan focuses on strengthening the heritage community by providing support for collections management, touting the benefits of heritage tourism, encouraging history education, and providing communication tools for heritage issues. The goals and activities of the Commission

broadly create a supportive environment for the SHPO’s efforts across the state.

**SHPO Role and Priorities**

The Oregon SHPO acts as the statewide leader for historic preservation responsible for creating an environment that enables and encourages local preservation projects. In this lead role, the SHPO administers an array of federal and state preservation programs that provide information, technical expertise, and funding to facilitate the work of partner

organizations. The needs of the public, tribes, government agencies, and our many partner organizations drive the day-to-day workload for many of these programs. However, the SHPO can emphasize one program over another through the allocation of funding and staff resources.

Most of the SHPO's programs address at least one of the four components of the National Park Service's approach to historic preservation: identify, evaluate, designate, and treat. The Oregon SHPO believes that education is an important fifth component. Together, these five approaches form the basis of preservation planning and encourage active consideration of what cultural resources are important and how best to preserve and interpret them.

The preservation planning process is crucial. Preservation efforts rely heavily on public institutions and funds, and these resources are limited. Engaging the public in preservation planning is an effective tool to build the necessary support for local programs and projects. To this end, the goals and objectives in this plan focus on strengthening our many partners, including those participating in the Certified Local Government and Oregon Main Street Network programs.

The ultimate goal of preservation planning is the long-term protection of a community's significant historic properties and archaeological sites. Each step of the process is a valuable opportunity to engage the heritage community and the general

public in meaningful conversation. The following describes the SHPO's approach to preservation planning and its benefits.

**Identify.** The first step in preservation planning is identifying a community's potential pool of historic properties and archaeological sites eligible for designation. The survey process itself can be a catalyst for community pride and build public support for preservation. Documents and photographs discovered during a survey can later serve as references for rehabilitation and restoration projects and materials for education outreach.

Surveys can also be used to identify at risk places. Whole groups of properties can be at risk, such as places impacted by changing natural environments, buildings with unreinforced masonry vulnerable to earthquakes, modern-style buildings perceived as being too new to preserve, or barns struggling to find new uses. Noting these places early informs project planning efforts at all levels of government and buys time to evaluate resources, develop project alternatives, prepare treatment strategies, and plan for good preservation outcomes.

**Evaluate.** Not all properties identified in a community survey can or should be preserved. The process of evaluating what properties and sites to recognize must rest in a broad and inclusive understanding of a community's history. Robust public outreach that carefully considers the community's shared values and needs is key to deciding which properties and sites

are most important. The process invites conversations about community identity and asks the public to consider the meaning and importance of the past in everyday life.

The evaluation process is also important in long-term project planning. Federal and state agencies have obligations under the National Historic Preservation Act. Most commonly, these include consultation requirements for projects funded or permitted by agencies. Staff regularly make decisions about cultural resources that affect local communities. Local people can use current information from their own efforts to communicate early on about the places that matter most to them.

**Designate.** Local listing, adding a property to the National Register of Historic Places, and other designations and recognition programs are tools used to identify the most important cultural resources and ensure their long-term preservation. If community leaders and planners know which sites are important, they are more likely to avoid them during construction, include them in disaster planning, and leverage them as cultural and economic assets. The process of designation can also serve as a community-wide remembrance of the important persons and events that made a place what it is today.

**Treat.** When a community designates a historic property, it commits to that special place's long-term preservation. Local incentives paired with federal and state tax programs and grants can encourage thoughtful preservation projects and assist

owners in maintaining their historic place. Well-written local preservation ordinances, design guidelines, and disaster preparedness plans can address how best to preserve a property or site's important features that convey its unique physical connection to the community's history.

**Educate.** The value of historic properties and archaeological sites is in the connection they create between the present and the past as physical representations of a community's values and identity. However, this connection cannot be taken for granted. Robust, proactive education programs that connect history to the everyday present are essential for maintaining public support. It is also important to make the case that the local preservation program, including incentives and appropriate regulation, preserves a community's unique identity, livability, and economic vitality.

There are many reasons to proactively identify, evaluate, designate, and treat cultural resources and to educate the public through a robust local preservation planning program. Every member of the heritage community plays an important part in this effort.

## The Role of the Heritage Community

While the Oregon SHPO sets the tone for statewide preservation efforts and administers the national and state programs, the agency itself does not own or manage cultural resources. Instead, the heritage

community does much of the on-the-ground preservation work at the regional or local levels. The following partners play an important role in carrying out preservation activities across the state:

**Federal and state agencies.** As stewards and regulators of public property, federal and state agencies have a legal obligation to identify, evaluate, designate, and treat significant historic properties and archaeological sites. Many also administer educational programs. Federal agencies play a particularly important role. Federal lands account for 52.9 percent of all property in the state, mostly administered by either the Bureau of Land Management (BLM) or the U.S. Forest Service. Federal agencies are caretakers of some of the state's most important places, including Timberline Lodge in the Mount Hood National Forest and the Paisley Caves archaeological site on BLM-administered land in central Oregon. Limited public resources mean that responsible stewardship involves steering resources to those places that have the greatest cultural value. Federal and state agencies can further preservation efforts across Oregon by working with the public to identify the most important properties and sites and then committing to their long-term preservation.

**Tribal governments.** Oregon's nine federally-recognized tribal governments are invaluable partners in the preservation of cultural resources related to the state's first peoples. Many tribes have a Tribal Historic Preservation Office (THPO),

which carries out the same functions as the SHPO on tribal lands. Growing tribal cultural resource programs encompass many facets of native culture and enrich the lives of tribal members and the community at large. Members of the heritage community must engage with tribes in meaningful conversations. Working collaboratively, partners can advance the identification and protection of resources. These relationships create an understanding of the ongoing role tribes play in Oregon's past and future.

**Certified Local Governments.** The Certified Local Government Program is a partnership between the National Park Service, the Oregon SHPO, and communities that supports local preservation efforts through funding, training, and technical support. Participating city and county governments serve a crucial role in the physical preservation of cultural resources. By identifying, evaluating, and designating properties, they can protect them under state law and local preservation ordinances. Local governments can drive efforts through robust community-driven survey programs resulting in local designation, nomination of properties to the National Register, and thoughtful regulation. Active, engaging education programs and incentives will build broad public support.

**Nonprofit organizations.** Within the heritage community, nonprofit organizations include museums, archives, historical societies, friends groups, and advocacy organizations, among others. These groups engage in a wide variety of work

from advocacy and bricks-and-mortar preservation to archives and living history. Nonprofit organizations serve the entire heritage community by engaging the public in learning about and interpreting our shared past. The many communities participating in Oregon’s Main Street Network drive efforts to culturally and economically revitalize Oregon’s historic downtowns. Nonprofit organizations’ unique position as advocates for preservation and heritage issues enables them to reach out to elected officials, corporate interests, and the public when government agencies cannot.

**Universities, colleges, trade schools, and their students.** Educational institutions play a vital role in training the next generation of heritage professionals who will assist their communities with the important work of identifying, evaluating, designating, and treating historic properties and archaeological sites. They are responsible for the curation of our shared heritage and educating the public. Our universities are leading the way in document preservation, carrying out initiatives to digitize important records and make them available to all Oregonians. These institutions and their students are also important advocates for preservation and heritage issues, bringing needed resources to larger efforts, and providing valuable research to solve pressing preservation issues.

**Professionals and professional organizations.** Preservation, building, design, finance, and real-estate professionals among others in both the private and public sector play a key role in providing specialized services in support of preservation and heritage activities. In addition to these individual efforts, professional organizations serve an important education and advocacy role, both in the interest of their members and the public. Professionals drive efforts by demonstrating the cultural, educational, and economic value of preservation in their work and through volunteering in support of nonprofit organizations and other heritage groups.

**Historic property owners.** Most of Oregon’s cultural resources, including the great majority of the state’s historic districts, are in private ownership. If these resources are to be preserved, the owners must be engaged in the thoughtful maintenance of their property and, most importantly, the curation of its unique story. The broader heritage community can help by providing education materials, incentives, and funding that encourages physical preservation.

**Public, businesses, foundations, and trusts.** Preserving our history is a community value. This collective effort requires robust public support for tax-supported government and incentive programs, laws, and policies. These systems allow historic properties and

archaeological sites to be preserved and interpreted in meaningful and relevant ways. To encourage this, the heritage community must engage the public’s many interests to identify what resources are most important.

The SHPO encourages all our heritage community partners to consider the importance of preservation planning and their role in proactively identifying, evaluating, designating, and treating the most important resources as well as educating the communities they serve.



*Hometown Hardware, Myrtle Point*

## Issues, Goals, and Objectives

The following section is the core of the Oregon Historic Preservation Plan, which asserts that the SHPO will lead where appropriate and empower others to do likewise. The plan specifically addresses the SHPO's legislative mission to identify, evaluate, designate, and treat historic properties and archaeological sites. Also described are the SHPO's education outreach efforts. Integrated into the narrative are concrete objectives that describe how the SHPO and traditional preservation interests can collaborate with the larger heritage

community toward mutually-supportive goals. This broader constituency includes federal, tribal, and state governments and agencies, nonprofit organizations, universities and colleges, professional organizations, and individuals involved in curation and interpretation of heritage resources, including collections, archives, special places, and traditional practice and memory.

The plan is organized into 10 key issues that emerged from the SHPO's statewide outreach. Each is discussed below and associated with

one or more of the five approaches to preservation planning: identify, evaluate, designate, treat, and educate. For each issue, a broad goal statement captures the desired outcome, followed by specific objectives for meeting that goal. The SHPO's ongoing, regular work to carry out its mission are not listed as objectives; instead they are noted within each issue as "continuing efforts." Accomplishments tied to the 2011-2016 Oregon Historic Preservation Plan are noted. A timeline of important events along the bottom shows the many successes and challenges that shaped preservation efforts in Oregon over the last 120 years. Appendix I provides a description and analysis of Oregon's cultural resources.

The issues, goals, and objectives below are not in order of priority, and they are certainly not comprehensive. With this information, the SHPO hopes to embolden advocates in their chosen roles, to reveal any gaps in the network of services, and to reinforce ways the heritage community can work better together.



*Whilamut Passage  
Bridge History Project*

## Preserving Oregon Timeline

*A timeline of important events that shows the many successes and challenges that shaped preservation efforts in Oregon over the last 120 years.*



THE OREGON  
HISTORICAL  
SOCIETY  
FOUNDED 1898

1898

The Oregon Historical Society is founded.

## Issue 1: Government Partnerships

### Preservation Planning Approaches:

#### Identify, Evaluate, Designate, Treat, Educate

The SHPO works regularly with many types of government partners, which include federal, tribal, state, regional, and local governments as well as service districts, universities, and colleges. These institutions have wide-ranging responsibilities and oversee some of the state’s most important historic places. As stewards, each plays a critical decision-making role in determining the fate of a community’s historic places

when planning for government-funded or permitted projects. Participants in the SHPO’s public outreach effort emphasized the need to work cooperatively among all levels of government toward larger goals. The SHPO’s job is to ensure that consultation with the office is reasonable, timely, and professional, and to strive for a preservation outcome whenever possible. In this role, the SHPO seeks ways to enable government partners to engage stakeholders in meaningful conversations about cultural resources in their community and to make solid, balanced policy decisions. The SHPO also works with government agencies on proactive preservation projects. Research repositories, including universities and libraries, are also important partners. It is essential to build relationships at all levels of government to plan for the management of cultural resources before projects are proposed or disasters hit, and to take advantage of opportunities to do good preservation work. These proactive strategies best ensure the appreciation, protection, and appropriate use of cultural resources.

### Goal:

Leverage partnerships to the fullest to pool knowledge, experience, and assets to support proactive preservation planning that results in the appreciation, protection, and use of cultural resources.

### Objectives:

- 1.1 Work with agencies, tribes, and partners to create a regular process that invites robust, inclusive public outreach efforts early in the project planning process. *(See Issue 3, Public Outreach and Education.)*
- 1.2 Strengthen coordination and relationships with tribes by supporting tribal programs and facilitating the integration of tribal concerns into federal, state, and local project planning.
- 1.3 Work with agencies and local governments to develop effective strategies that address the interests and needs of Oregon’s youth and diverse population as they relate to cultural resource management.



*Umatilla Boarding School Survey Project, Umatilla County*

### Preserving Oregon Timeline



1906 Congress passes Antiquities Act, the nation’s first preservation law.



1909 The residence of John McLoughlin, retired Chief Factor of the Hudson Bay Company, is saved from demolition in Oregon City.

- 1.4 Mitigate for adverse project effects through long-term binding interagency management documents that identify Oregon's most significant cultural resources and provide for their long-term protection, appropriate use, and interpretation as opportunity allows.
- 1.5 Work with government agencies, tribes, and partners to review and revise existing agreement documents to streamline processes for compliance with federal and state cultural resource laws as appropriate.
- 1.6 Review existing processes and seek new innovations to improve service and streamline project reviews under federal and state cultural compliance laws. (See Issue 5, *Information Sharing and Accessibility*.)
- 1.7 Work with appropriate agencies to create preparedness plans that address how to protect cultural and heritage resources in the face of the changing natural environment and potential disasters.
- 1.8 Deepen relationships with research repositories, such as libraries, archives, and historical societies, and seek opportunities to support digitizing collections and expanding their use for historic preservation purposes.

## Ongoing Efforts:

- Partnering with communities participating in the Certified Local Government and Oregon Main Street Network programs through training, technical assistance, and funding.
- Pursuing cross-training and collaboration with government agencies, tribes, and other partners to improve communication.
- Meeting regularly with federal and state agencies through the Intergovernmental Cultural Resource Council and other working groups.



*Historic Preservation Newsletter, Forest Grove*

## 2011–2017 Accomplishments:

- Collaborated on the creation of National Register nominations, survey projects, preservation plans, and public education programs with federal and state agencies through the National Register and regulatory programs.
- Worked with tribes and federal and state agencies to create 150 new agreements and revise existing documents to protect or to account for negative impacts to cultural resources and streamline review under cultural resource laws.
- Actively participated in the Archaeology Roadshow, a program of Portland State University promoting the appreciation of archaeology across the state, and in the Oregon Archaeology Celebration, a statewide educational event held each October.
- Hosted 12 interns from the University of Oregon Preservation program and six from the Oregon State University Archaeology program.



1916 The National Park Service is created.

1935 Congress passes the National Historic Sites Act, making the preservation of cultural resources a national priority.

## Issue 2: Advocacy and Heritage Partner Networking

### Preservation Planning Approach: Treat, Educate

Advocacy involves leveraging partnerships and taking assertive positions defending and promoting Oregon’s heritage resources. This effort goes beyond opposing a controversial demolition or the shuttering of a local historical society. Effective advocacy for preservation planning means that communities will proactively identify important cultural and heritage resources. This step ensures that appropriate protective laws and policies are in place before a crisis. The SHPO’s role as an advocate for cultural

resources is shaped largely by its state agency status. Being part of state government affords the SHPO opportunities to advance preservation solutions. But this role comes with limitations resulting from political and jurisdictional issues. Nonprofit organizations and local advocacy groups are often in a better position to respond to opportunities and challenges. That is why a coordinated advocacy strategy centering on education and proactive planning is so important.

Networking is critical to the health of the heritage community because it allows organizations to educate each other by sharing information and experiences. Doing so keeps the community informed and builds a mutually supportive environment. Sharing knowledge and resources can also offset operational costs and leverage outreach and programming. It is also important to build strong, supportive networks through opportunities to mingle and network, not just within the heritage community, but with agencies, organizations, and businesses that may not have preservation as their primary mission.

### Goal:

Expand opportunities for coordinated collaboration within the heritage community to promote the appreciation, protection, and use of heritage resources through proactive initiatives and well-targeted response strategies.

### Objectives:

- 2.1 Create welcoming, inclusive discussion spaces and initiatives that invite participation and serve the needs of Oregon’s youth and diverse population as active members of the heritage community.
- 2.2 Facilitate conversations between tribes and members of the heritage community in projects beyond federal and state cultural resource compliance laws.
- 2.3 Encourage cooperation on topics of mutual interest among state-level commissions with oversight of heritage resource issues.
- 2.4 Work with partners to identify and develop reports that quantify the work of the heritage community and its impact to support advocacy efforts.



*City of Bend Oregon Heritage All-Star Community designation*

### Preserving Oregon Timeline



1935 Oregon passes legislation protecting archaeological objects and sites.

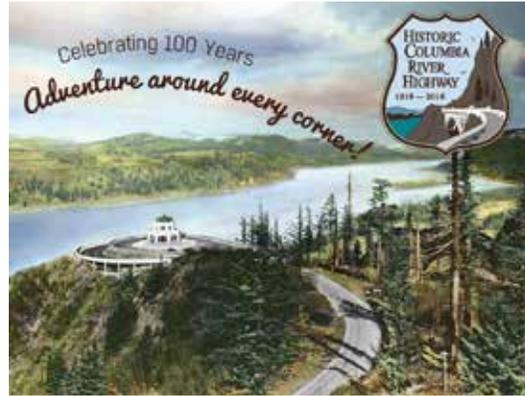


1938 9,000-year-old twisted, sage-bark sandals are found at Fort Rock Cave in Lake County

- 2.5 Build working relationships and support for cultural and heritage resources among elected federal, state, and local officials by regularly providing relevant program information.
- 2.6 Work with elected officials and partners to review the state Special Assessment Program tax incentive, set to expire in 2020, and to consider other state-level financial benefits for preservation activities.
- 2.7 Seek regulatory and policy solutions to address protecting cultural resources from the impacts of the changing natural environment and natural disaster.
- 2.8 Work with partner organizations to create and distribute a communications and training toolkit to assist partners with outreach and advocacy.



*Deschutes County Historical Society and Deschutes County Library Oral History Project*



*Historic Columbia River Highway Centennial Booklet*

### Ongoing Efforts:

- Strengthening connections and productive partnerships through national and state organizations, such as the Oregon Cultural Trust, National Conference of State Historic Preservation Officers, and National Trust for Historic Preservation.
- Using listservs, social media, and regular statewide regional conferences and workshops to keep the heritage community well-informed and to encourage information and resource sharing, collaboration, innovation, mentorship, and support among participants.
- Hosting the bi-annual Oregon Heritage and Oregon Main Street Conferences.

### 2011-2017 Accomplishments:

- Authored the legislatively-mandated Heritage Vitality Task Force Report, which identified challenges and opportunities the heritage community faces, and made recommendations for advancing the missions of these organizations.
- Established the Oregon Heritage All-Star community program, which recognizes preservation and heritage efforts and encourages collaboration among organizations.
- Recognized seven projects as examples of partnership in action, including the Confederated Tribes of the Warm Springs for its exceptional attention to cultural heritage and professional practices for the Warm Springs Audio Preservation Project with the University of Oregon, and the Timberline Lodge Partnership, including the U.S. Forest Service, The Friends of Timberline, and RLK and Co. for their ongoing joint effort preserve Timberline Lodge, a National Historic Landmark.

1941

The John McLoughlin House in Oregon City is declared a National Historic Site.



1947

The Oregon Legislature establishes a State Parks Division within the Oregon State Highway Department.

## Issue 3: Public Outreach and Education

### Preservation Planning Approaches: Treat, Educate

The public is a key partner in protecting Oregon’s special places and heritage resources. Most of the state’s cultural resources are in private ownership, including the homes and businesses in designated historic districts. Ultimately, it is the public that pays for preservation efforts through their tax dollars and generous donations. Public officials make policy and planning decisions in response to what voters tell them is important. Public awareness of



Portland State University Archaeology Roadshow, Bend

the value of preservation and heritage activities makes preservation planning more likely. This entire process results in the appreciation, protection, and appropriate use of cultural resources. Greater understanding can lead to broad support for museums, archives, historical societies, and other heritage organizations. While public outreach and education requires effective communication with the public, it is not a one-way street. The heritage community must also listen to the public to ensure that its mission is relevant. Otherwise, its efforts will not be supported. It is our obligation to build participatory programs that allow the larger community to identify what resources are important and to interpret their past for themselves. Taking this step will, over time, turn passive recognition of the importance of our shared past into active support.

### Goal:

Build public support by promoting the broad appreciation and appropriate protection and use of heritage resources in collaboration with our partner organizations.

### Objectives:

- 3.1 Support the education and outreach efforts of government agencies and tribal and heritage advocates by providing timely information and technical assistance, encouraging networking and support among partners, and offering funding as available. *(See Issue 1, Government Partnerships.)*
- 3.2 Evaluate existing programs and publications to ensure that these are relevant and in accessible formats that meet the interests and needs of Oregon’s youth and diverse population, and develop new initiatives as needed and as resources allow.
- 3.3 Develop and support the efforts of museums, archives, and other partners to create inclusive interpretive materials and programs that speak to the everyday relevance of historic properties and archaeological sites, including plaques, walking tour brochures, websites, traditional and social media, programs, and lectures to connect communities to their special places.

### Preserving Oregon Timeline

1949 The U.S. Congress charters the private, nonprofit National Trust for Historic Preservation.



1951 The Oregon Archaeological Society (OAS) is founded.

- 3.4 Collaborate with appropriate partners to revisit interpretive materials, exhibits, and signage at publicly-owned historic sites when opportunities arise to ensure the stories are historically accurate and inclusive.
- 3.5 Partner with property owners, tribes, professionals, and research universities on collaborative archaeological investigations and active outreach programs, including presentations and continued participation in Portland State University's Archaeology Roadshow and Oregon Archaeology Month to promote these projects as public education opportunities. (See *Issue 1, Government Partnerships.*)
- 3.6 Work with partners to leverage national annual events and noteworthy anniversaries and remembrances to create memorable and relevant education programs.
- 3.7 Seek partnerships and collaboration opportunities with nontraditional partners, including professional building, design, finance, and real-estate organizations and leaders in green building and affordable housing, among other interests, to better integrate historic preservation into their agendas.

## Ongoing Efforts:

- Raising the profile of award programs, such as the Heritage Excellence and the George McMath Awards to demonstrate the impact of preservation efforts.
- Fostering connections between the heritage community and tourism organizations to incorporate educational opportunities into promotional materials and tourist-oriented events and activities.
- Regularly using Facebook, listservs, traditional media, and the agency website to promote the activities of the office and partners in support of the heritage community.

## 2011-2017 Accomplishments:

- Installed illuminated posters in kiosks at heavily-used rest stops statewide highlighting the 50th anniversary of the National Historic Preservation Act, Oregon's special places, and the 10th anniversary of the Main Street Network in Oregon.

- Excavated the Dittman Biface Cache archaeological site with SHPO staff and volunteers, promoting the partnership and educational opportunity with Oregon Public Broadcasting and several other media outlets.
- Grew the Oregon Heritage Tradition Program, which now recognizes 17 continuously-held community events, including the Astoria Regatta, Wasco County Fair, and Cannon Beach Sandcastle Contest.
- Awarded Oregon Heritage Excellence Awards for outreach projects. This included the Historic Columbia River Highway 2016 Centennial Celebration, created by a range of statewide stakeholders and the Oregon Department of Transportation to host yearlong public programs and events for Oregon's oldest scenic highway. Another project was the Southern Oregon Historical Society's "History: Made by You" project, as an excellent example of a relevant, successful, and unique outreach program.



1958

The Century Farm Marking Program is established as part of the state centennial observation.



1963

Oregon Legislature authorizes the State Highway Commission to purchase parks for their natural, scenic, cultural, and historical significance.

## Issue 4: Professional Preservation Education

### Preservation Planning Approach: Educate

Training focused on best practices and aimed at professionals, volunteers, and students is important. Participants in the office’s outreach effort returned time and time again to the importance of preservation training. Targeted education provides tools and information to address today’s heritage resource issues to those people doing the day-to-day work. These trainings also allow

individuals and organizations to better take advantage of emerging opportunities and to build the collective knowledge and human capital across the entire heritage community. Key partners in this effort are Oregon’s universities, colleges, and schools who provide specialized education programs and the many organizations providing hands-on training.

resources to organizations in need of specific expertise. Provide additional assistance to small organizations and those located in rural areas.

- 4.3 Seek opportunities to leverage existing programs or develop new professional-level continuing education classes for nontraditional partners, including building, design, finance, and real-estate professionals.
- 4.4 Strengthen affiliations with colleges, universities, and trade schools through cooperative multi-agency public education efforts, including the University of Oregon’s Pacific Northwest Field School.



*Clatsop Community College Preservation Program class, Astoria*

### Goal:

Support professional-level education and training opportunities across the heritage community.

### Objectives:

- 4.1 Support cultural resource, history, design, and related programs at Oregon universities, colleges, and trade schools through scholarships, internships, instruction, grants, and technical assistance.
- 4.2 Grow and develop current programs and efforts, such as existing training opportunities and Mentor Corps, to support the network of experienced professionals providing consulting



*Oregon Commission on Historic Cemeteries, marker repair workshop, Toledo*



## Ongoing Efforts:

- Providing funding for professionals, volunteers, and students to attend conferences and pursue research through grants and scholarships.
- Creating and distributing timely and relevant digital information and user guides on important heritage resource topics, available programs, and funding opportunities.
- Offering regular in-person and online training, networking, and information sharing opportunities for cultural resource staff at all levels of government.

## 2011–2017 Accomplishments:

- Hosted annual workshops for participants in the Certified Local Government Program focusing on specific topics, including effective design review, preserving archaeological sites, creating preservation incentives, and writing effective ordinances.
- Launched the Mentor Corps Program, which connects trained, skilled volunteers with heritage organizations across the state to address needs for additional training in collections care, disaster preparedness, and adult education.



*Historic Cemetery Remote Sensing, Lane County*

- Supported the Clatsop Community College Preservation program, including funding training on stained glass window and cemetery marker repair and building restoration.
- Awarded 44 scholarships to attend preservation training and conferences.
- Held seven separate workshop series around the state on topics including disaster preparedness, collection care, and record digitization.



1967

The Oregon SHPO is established in the Parks Division of the Highway Department.



1970

Gov. Tom McCall appoints the first seven members of the State Advisory Committee on Historic Preservation (SACHP) to review properties for listing in the National Register.

*Courtesy of Elisabeth Walton Potter*

## Issue 5: Information Sharing and Accessibility

### Preservation Planning Approaches: Identify, Evaluate, Educate

The SHPO is the repository for the master data set for all known cultural resources in Oregon. In this role, our partners strongly encouraged the office to provide additional and more complete information online and to make accessing and adding data easier. The SHPO staff maintains databases for both survey and National Register records to provide a reliable reference and planning tool for those who need cultural resource information. These databases also quantify, track, and report on the collected data. The information available on the SHPO’s website provides heritage partners with useful planning tools. The SHPO’s email newsletter and social media outlets keep its partners informed and encourage dialogue.

The SHPO’s efforts to provide information online and offer user-friendly web-based services are aligned with and supported by Oregon’s statewide digitization effort. One of the agency’s most important efforts will be the creation of a single publicly available GIS- and web-based data management system that ties together all Oregon Heritage programs. Development goals include faster

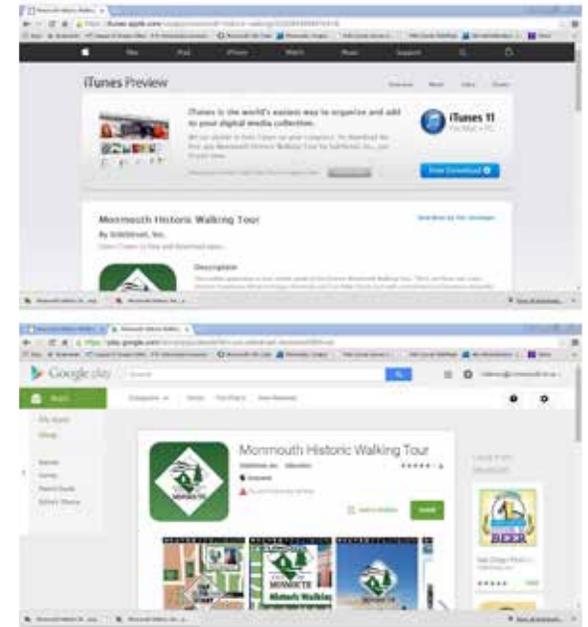
responses, greater public transparency, better project management, and improved record retention and attribution. A key feature of the system will be the ability of staff and users to digitally submit documents and track and manage projects. Digitizing records and improving and developing web-based services are among the most important goals for the SHPO in the coming years.

#### Goal:

Develop, grow, and maintain data collection systems and digital media presence with partners to record and share information and to encourage the appreciation, protection, and use of Oregon’s cultural and heritage resources.

#### Objectives:

5.1 Design and launch a publicly-available GIS- and web-based portal that unifies data from all Oregon Heritage programs and allows for digital document submission and project management.



*City of Monmouth Historic Walking Tour Application*

- 5.2 Create a streamlined, digital process for project reviews under federal and state cultural compliance laws. (See Issue 1, Government Partnerships.)
- 5.3 Redesign the agency website to improve navigability, optimize mobile use, and streamline content to better serve the

### Preserving Oregon Timeline

1973

The Oregon Land Use Act (Senate Bill 100) establishes statewide land use planning, including the protection of natural, scenic, historic areas, and open spaces.



1974

The Oregon Historical Society publishes the landmark regional architectural history, Space, Style, and Structure.

needs of the heritage community and the public. (See *Issue 3, Public Outreach and Education.*)

- 5.4 Digitize the agency's collection of printed photos and slides and attach to the appropriate records in the Oregon Historic Sites Database.
- 5.5 Assist partner organizations to digitize their important historic documents and management records and to make these available to the public.
- 5.6 Work with federal agencies, tribes, state offices, regional and local governments, and other partners to develop GIS maps and exchange digital information on cultural resources for project planning, preservation, and emergency management efforts. (See *Issue 1, Government Partnerships.*)

## Ongoing Efforts:

- Continuing improvement to the SHPO's online services.
- Adding to the growing body of research available online by digitizing and posting existing paper records and encouraging partners to do the same.
- Improving accuracy of GIS-based location information for historic properties and archaeological sites.

## 2011-2017 Accomplishments:

- Digitized records for 500 cemeteries and added them to a comprehensive GIS database.
  - Launched the Oregon Archaeological Records Remote Access (OARRA) system, providing online access to the SHPO's database of archaeological records to qualified professionals.
  - Supported record digitization efforts across the heritage community through grants and training.
- Awarded Oregon Heritage Excellence Awards to outreach projects including the Oregon Digital Newspaper Program, a cooperative effort led by the University of Oregon Libraries to digitize more than 740,000 pages of historic newspapers; "15 Minute Histories" project, a collaboration between the Deschutes Public Library and the Deschutes County Historical Society that addressed the immediate access and long-term preservation of community-based stories in Central Oregon; and Oregon State Archives, for perseverance, creativity, and outstanding professionalism in reclaiming audio from the 1967 Beach Bill hearings.



*McMinnville Historic Downtown website*

1974

The Association of Oregon Archaeologists organizes to provide a forum for the growing number of professional archaeologists.



1976

Congress creates the federal tax credit for income-producing historic properties.

## Issue 6: Identification and Designation of Cultural Resources

### Preservation Planning Approaches: Identify, Evaluate, Designate, Educate

Identifying and evaluating the state’s cultural resources is the first step in preservation planning. Listing significant historic properties and archaeological sites in the National Register of Historic Places or local register, or seeking another designation is an important next step. The SHPO administers the federal National Register program in Oregon among other recognition programs,

maintains written standards for conducting surveys of cultural resources, and provides grants for survey projects when funding allows.

An important goal for the entire heritage community includes increasing the number of cultural resources identified and evaluated through the survey process. The importance of this process, which is the systematic identification of properties eligible for a local landmark list or the National Register cannot be underestimated. Survey is a critical tool for government planning, from the smallest rural city to the federal level. Knowledge of community resources forms the basis for informed public conversations about what should be preserved and why. Survey is also key to adapting to the changing natural environment and pre-disaster planning. Historic properties and archaeological sites cannot be addressed in emergency preparedness plans if jurisdictions do not know what they have.

Current understanding of cultural resources that may be listed in the National Register has broadened. Additions to Oregon’s

list of historic places include agricultural and industrial landscapes. There is also increasing interest in Traditional Cultural Properties (TCPs). TCPs are sites or districts that physically reflect the cultural practices, traditions, beliefs, lifeways, arts, crafts, or social institutions of a living community. Increasingly, there is an awareness of the important relationship between the natural environment and the physical patterns of development evidenced through historic properties and archaeological sites.

Designation raises the question about what to list. The National Register of Historic Places can answer this question when it is used thoughtfully. During public outreach efforts for this plan, many participants showed a strong interest in well-known but threatened resources, including, settlement-era homesteads, forts, and the Oregon Trail. Participants were also interested in resources associated with Native American history from the pre-colonial period to the present and archaeological sites in general. Sites related to Oregon’s varied important industries over time and post-World War II properties were also mentioned.

By far, the most interest was in creating a thematically representative state inventory



*Collins Lake, Mt. Hood*

### Preserving Oregon Timeline



1976

The nonprofit statewide preservation advocacy group Restore Oregon is established as the Historic Preservation League of Oregon.

*Courtesy of Restore Oregon*

1977

Congress creates the Historic Preservation Fund with monies from off-shore drilling leases to fund tribal, state, and local preservation efforts.

and National Register that represents the broad swath of Oregon's history and the contributions of all. The State Advisory Committee on Historic Preservation (SACHP) felt that this goal was particularly important. The SACHP is the governor-appointed body responsible for reviewing nominations to the National Register of Historic Places. By prioritizing the listing of significant special places that reflect yet untold stories, public agencies and communities can ensure that their collections of National Register-listed places represent of all aspects of the state's history.

### Goal:

Increase the total number and thematic diversity of Oregon's state inventory of cultural resources and properties listed in the National Register of Historic Places and local landmark registers.



*Vancouver Avenue First Baptist Church, Portland*

### Objectives:

- 6.1 Work with the SACHP and seek the input of youth, the public, traditional preservation partners, and the larger heritage community to develop priorities for state-level survey and designation projects to create a more thematically representative state inventory and National Register of Historic Places list. Prioritize properties at risk due to development, neglect, changing natural environments, and disaster.
- 6.2 Support tribal initiatives to identify significant historic properties and archaeological sites and list these in the National Register of Historic Places.
- 6.3 Work with appropriate partners to identify archaeological sites that are thematically representative of the state's diverse population. Prioritize survey and designation of significant sites at risk due to looting, development, changing natural environments, and disasters.
- 6.4 Work with partners to identify and designate National Historic Landmarks in Oregon.
- 6.5 Facilitate partnerships among community groups, nonprofits, universities, colleges, and schools and provide appropriate tools and training



*Antelope School, Antelope*

to survey and designate significant resources to local landmark lists and the National Register. (See *Issue 4: Professional Preservation Education.*)

- 6.6 Work with the Oregon Department of Transportation, partners, and the public to identify and protect significant state highway bridges and railroad-related resources as part of ongoing federal planning efforts.
- 6.7 Encourage the use of surveys and nominations to the National Register as mitigation for adverse effects by federal projects. (See *Issue 1, Government Partnerships*)

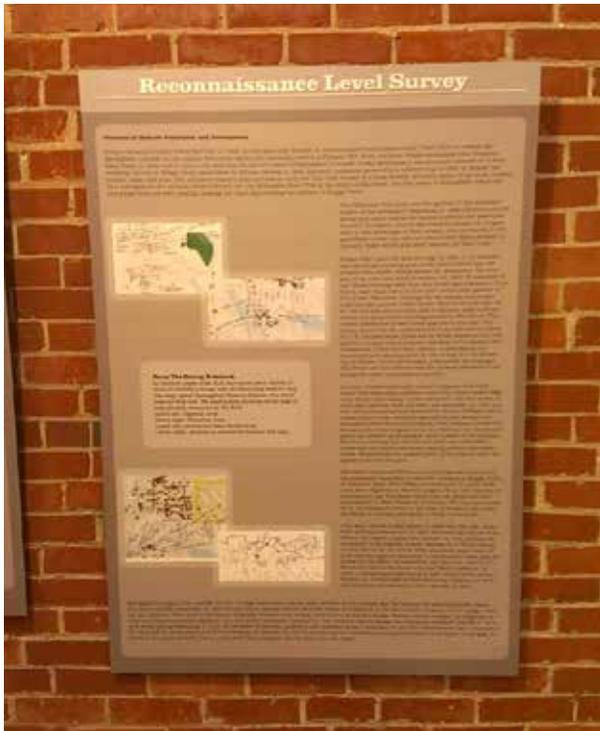


1979 Congress passes the Archaeological Resources Protection Act (ARPA) to protect archaeological resources on federal and tribal lands.



1980 Congress establishes the Certified Local Government Program, a federal, state, and local government partnership effort promoting local preservation efforts.

- 6.8 Streamline and improve the survey and designation process by creating an online submission tool to record properties in the field. (See Issue 5, *Information Sharing and Accessibility*.)
- 6.9 Create a web-based architectural guide to assist with survey and designation efforts, especially vernacular buildings and structures.



*Preservation Month Survey Display, Springfield*

### Ongoing Efforts:

- Encouraging and supporting communities to create and update resource inventories and add properties to the National Register and local landmark lists.
- Working with federal, state, regional, and local agencies to inventory and designate cultural resources under their jurisdiction.

### 2011–2017 Accomplishments:

- Listed several sites in the National Register in partnership with federal agencies and the archaeological community, including the settlement-era U.S. Army Fort Umpqua in the Oregon Dunes National Recreation Area and Paisley Five Mile Point Caves in south-central Oregon, the site of the oldest human habitation in North America.
- Acquired and listed in the National Register the historic 1937 Lookout Gift Shop on Cape Foulweather.
- Partnered with Restore Oregon to identify settlement-era properties in the Willamette Valley and listed several in the National Register.

- Encouraged the recognition of historic landscapes through workshops and public education, and listed the McLoughlin Promenade, Oregon City; Linkville Pioneer Cemetery, Klamath Falls; Lord & Schryver House and Gardens, Salem; and Halprin Open Space Sequence, Portland in the National Register.
- Worked with the Oregon Black Pioneers and other partners to identify and designate properties associated with the African-American experience in Oregon, including the home of community leaders Otto and Verdell Rutherford and the Vancouver Avenue Baptist Church in Portland for association with the Civil Rights Movement.



*Gorman House, for African American significance, Corvallis*

### Preserving Oregon Timeline

1980

The University of Oregon establishes the West Coast's first graduate program in historic preservation.



1987

The Bosco-Milligan Foundation is established to house and exhibit artifacts related to Portland's historic architecture and building arts, which leads to the establishment of the Architectural Heritage Center.

*Courtesy of Lincoln Barbour*

## Issue 7: Preservation, Rehabilitation, and Protection of Cultural Resources

### Preservation Planning Approaches: Treat, Educate

Physical preservation, rehabilitation, and protection of historic properties and archaeological sites are the core purposes of historic preservation. This requires good planning, including having the appropriate information, guidance, and expertise available to help projects be successful. Participants in the public outreach process

pointed to the need to support projects at all scales and complexity through funding, policy, and collaboration. Commenters also emphasized that a project need not be award-winning to be successful.

#### Goal:

Increase the number of projects for historic property restoration and rehabilitation and archaeological site preservation and stabilization.

#### Objectives:

- 7.1 Collaborate with federal agencies, tribes, state offices, and regional and local governments to create fact sheets and best practices for the stabilization and preservation of archaeological sites, and distribute materials in a variety of formats to private and public property owners.
- 7.2 Work with partners to expand the number of organizations and professionals available to provide free or low-cost advice for preservation projects statewide, especially in rural and underserved areas. (See Issue 4, *Professional Preservation Education.*)
- 7.3 Provide partners with technical assistance, advice, and resources as available to identify historic properties and archaeological sites that are at risk from the changing natural environment and disasters, and collaborate to put into place policy and technical solutions to mitigate these risks. (See Issue 1, *Government Partnerships* and Issue 5, *Information Sharing and Accessibility.*)
- 7.4 Support a balance between incentives and regulations at all levels of government to promote proper treatment of cultural resources. (See Issue 10, *Statutes, Ordinances, Codes, and Processes.*)



OSU students excavating the Fort Yamhill site

Before



After



Roth McGilchrist Building, Salem



1990

The Oregon Legislature creates the Oregon Parks and Recreation Department charged with protecting outstanding natural, scenic, cultural, and historic recreational sites. The Oregon SHPO becomes part of the new agency.

1990

Congress passes the Native American Graves Protection and Repatriation Act (NAGPRA) to secure the rights of Native Americans and Hawaiians to cultural materials, including human remains and funerary objects.



*Chapman Elementary School Mural Restoration, Portland*

7.5 Seek physical preservation and rehabilitation (rather than simply documentation) as mitigation for project impacts to historic properties and archaeological sites.

7.6 Identify successful federal and state tax and grant program preservation projects and track the benefits of preserving, rehabilitating, and reusing historic properties. Provide this information in a variety of promotional and educational formats to legislators, professionals, advocates, and the public to encourage these activities. (See Issue 3, *Public Education*.)

7.7 Establish a statewide cemetery clean-up day with partner organizations.

### Ongoing Efforts:

- Providing design assistance to communities for historic building restoration and rehabilitation through the Certified Local Government and Oregon Main Street Network programs.
- Continuing to encourage communities to establish, maintain, and expand pass-through grant programs for building rehabilitation, facade improvements, and archaeological site preservation and stabilization.
- Working with partners to provide workshops and training materials on preservation technology to the public and building owners.

### 2011–2017 Accomplishments:

- Created the Diamonds in the Rough grant program to fund removing non-compatible materials from historic buildings.
- Participated in the restoration of the historic Heceta Head Lighthouse in partnership with Oregon State Parks and the Oregon Department of Transportation.
- Created the Energy & Historic Preservation brochure with Pacific Power Company.
- Awarded an Oregon Heritage Excellence Award to the following outstanding projects: restoration of the J.S. Cooper Block in Independence; rehabilitation of the Roth-McGilchrist Building in Salem, the Morrow County courthouse clock tower, and Oregon City’s Willamette River Bridge; preservation of the Chambers Covered Railroad Bridge in Cottage Grove; and adaptive reuse of the historic Redmond High School as the new City Hall.

### Preserving Oregon Timeline

1992

Amendments to the National Historic Preservation Act create a more direct role for Native Americans and Hawaiians in federal preservation efforts.



1993

The Oregon Legislature enacts protections for archaeological sites on private and public lands.

## Issue 8: Grants and Funding

### Preservation Planning Approaches: Identify, Evaluate, Designate, Treat, Educate

Predictably, funding is one of the top needs identified in the outreach effort for the 2018–2023 Oregon Historic Preservation Plan. Increased financial assistance is essential to almost every aspect of cultural resource work, including planning, surveys, National Register nominations, archaeological excavation and analysis, site stabilization,

feasibility studies, public education, and training. Funding includes not only grants, but also tax incentives and anything else that helps cover costs.

The many grants the SHPO offers underscore our emphasis on incentives rather than regulation as the best way to succeed with

preservation. Regulation can be time-consuming and costly, and it is often perceived negatively. Grants leverage resources, build public support, and generate tangible results, which is the ultimate objective. Maintaining grant levels is the goal in times of steady and even moderately declining budgets. Expanding grants should be a priority in good economic times. It is money well spent because it does not create long-term obligations in the way that additional staff or new programs would.

#### Goal:

Strengthen and expand funding, grants, and financial incentive programs and their use for cultural and heritage resources.

#### Objectives:

- 8.1 Evaluate and assess the effectiveness and impact of grants offered by the SHPO and Oregon Heritage Division to support these programs, direct improvements, and ensure the equitable distribution of funds.
- 8.2 Seek additional funds and resources for existing grant programs.



*Wallowa Forest Service Compound, Wallowa*



1995 The Oregon Heritage Commission is established to encourage and develop heritage activities across the state.

1995 The Pacific Northwest Preservation Field School is established at the University of Oregon as a hands-on technical training program in partnership with public organizations.

- 8.3 Increase funding for projects that address threats to historic properties and archaeological sites from changing natural environments and disaster.
- 8.4 Support and grow the Oregon Main Street Downtown Revitalization Grant program by tracking and evaluating projects, assisting Oregon Main

Before



After



*Allen Building, Astoria*

Street Network organizations with the application process and project completion, and seeking continued funding.

- 8.5 Work with the Oregon Main Street Network and Certified Local Government programs to expand the use of federal tax credits for rehabilitation projects, especially in smaller towns and underserved regions of the state.
- 8.6 Actively encourage and support the use of easements (and their tax benefits), where appropriate, for historic properties and archaeological sites.
- 8.7 Support initiatives to maintain and create statewide preservation incentives by providing information and technical advice to advocates.
- 8.8 Assist local partners in creating financial incentives to inventory, designate, and rehabilitate historic properties.
- 8.9 Encourage public entities to apply for Oregon Emergency Management’s Seismic Rehabilitation Grant program and other funding for disaster preparedness.

### Ongoing Efforts:

- Streamlining grant and incentive programs to minimize administrative costs and paperwork and ease the application process.
- Publicizing fundraising success stories and examples of creative and successful private/public preservation partnerships to inspire and guide others.
- Offering workshops on best practices for identifying, applying for, and managing grants with partner organizations.
- Providing appropriate materials and staff support to grant recipients to ensure successful project completion.

### 2011–2017 Accomplishments:

- Distributed \$2.5 million under the Oregon Main Street Revitalization Grant program, established by the Oregon legislature.
- Improved the application process for the State Special Assessment Program.
- Launched an online grant management system to ease the application and reimbursement process.

### Preserving Oregon Timeline

1995

The Oregon Legislature passes legislation that requires owner consent for a property to be designated on a local landmark register.



1996

Statewide land use goals are revised. Local governments may now choose to have a preservation program, but are no longer required to do so.

## Issue 9: Economic Development

### Preservation Planning Approaches: Treat, Educate

Economic development centered in a community's people, unique institutions, identity, and heritage resources creates not just memorable spaces and authentic experiences but also revenue and jobs.



*Downtown event, Astoria*

Partnering with economic development efforts cultivates broad public interest and can generate funds for preservation projects and local heritage organizations. In Oregon, these opportunities most often take shape as downtown commercial revitalization projects and heritage tourism campaigns. Good organization, careful planning, and inclusive community engagement ensure that resources are protected and responsibly interpreted.

#### Goal:

Promote heritage resources as community economic assets, and foster partnerships to support this effort while maintaining the long-term historic integrity of the community's special places.

#### Objectives:

- 9.1 Encourage the development of authentic, representative cultural heritage tourism efforts in Oregon communities that feature historic properties and archaeological sites in cooperation with partners.
- 9.2 Identify and support the development of recreational opportunities that appropriately leverage cultural resources and heritage organizations.
- 9.3 Offer resources and training to assist local advocates in building partnerships to make the case that preservation is a key component of economic development in their community. (See Issue 2, *Advocacy and Heritage Partner Networking*.)



*Cycling tour, Multnomah Falls*



1998 Oregon voters approve a constitutional amendment dedicating lottery funds for natural and cultural resources, providing funding for preservation projects across the state.

2001 The Oregon Cultural Trust is established to support the humanities, heritage preservation, and the arts through grants. The Oregon SHPO and Heritage Commission serve as two of five government partners.

### Ongoing Efforts:

- Facilitating development of partnerships among Oregon Main Street Network organizations, Certified Local Governments, and their communities to support preservation as an important part of downtown development and revitalization.
- Encouraging federal and state agencies, local governments, and service districts to locate their offices in historic buildings by providing information, technical advice, and funding, where possible and as available.

### 2011-2017 Accomplishments:

- Hosted heritage tourism workshops around the state in partnership with the Heritage Commission with funding from the Oregon Cultural Trust.
- Completed a study in partnership with the University of Oregon, Travel Oregon, and others to identify opportunities and challenges to the economic viability of the state's historic theaters.
- Created \$65.9 million in private and \$85.8 million in public investment through the Oregon Main Street Program, which generated 533 new businesses, 110 business expansions, 75 businesses acquisitions, and 2,496 jobs through 985 building improvement projects between 2011 and 2016.



*Egyptian Theatre, Coos Bay*

### Preserving Oregon Timeline

2007

The Oregon Legislature approves CHAMP (Culture, Heritage, Art, Movies, Preservation), providing funding in support of historic preservation and other cultural activities that contribute to the state's economy.



2007

Oregon Main Street program is re-established.

## Issue 10: Statutes, Ordinances, Codes, and Processes

### Preservation Planning Approaches: Identify, Evaluate, Designate, Treat, Educate

Federal, tribal, state, and local governments all have regulations that address cultural resource issues and all five preservation approaches (identify, evaluate, designate, treat, and educate) to varying degrees. These include statutes and ordinances as well as land use codes and processes. Federal and state laws provide the framework for preservation activities while individual agencies manage resources under their



*Downtown event, Cottage Grove*

care and provide technical assistance and funding for preservation efforts. But most preservation happens at the local level, which requires strong community support created by well-run, relevant programs. Many local ordinances require revision because they are out-of-date with recent state court, and Land Use Board of Appeals (LUBA) cases, and Oregon's revised Goal 5 Rule, which took effect in February 2017. Goal 5 encourages local governments to create programs that identify and protect cultural resources. In some cases, local laws do not address entire classes of resources, such as archaeological sites, ships, bridges, railroad locomotives and rolling stock, and other “non-building” cultural resources. Strengthening preservation regulations at any level can be difficult. That being said, integration of preservation into broader planning efforts, robust education campaigns, well-targeted incentive programs, and streamlined approval processes can build broad public support.

### Goal:

Facilitate the development and implementation of state statutes, local ordinances, codes, and processes that provide appropriate incentives and regulations and that create public support for the appreciation, protection, and use of cultural resources.

### Objectives:

- 10.1 Work with the Oregon Department of Land Conservation and Development (DLCD) and other partners to develop a model preservation ordinance, guidance documents for the development of historic context statements and historic preservation plans, and training opportunities that are consistent with current laws, recent court cases, and changes in the statewide preservation planning Goal 5 Rule.
- 10.2 Encourage communities to cultivate public support for preservation by including incentives in their ordinances and processes.
- 10.3 Work with partners to encourage the adoption of local ordinances

2009

Clatsop Community College, in Astoria, establishes a professional hands-on preservation training program.



2016

In *Lake Oswego Preservation Society vs. City of Lake Oswego*, the Oregon Supreme Court unanimously finds that only owners who held the title when a property was listed on a local landmark register may object to listing under the state owner consent law, upholding the provisions of Oregon's preservation laws.

that provide greater building-code flexibility for cultural resources and take full advantage of existing state-level provisions.

- 10.4 Encourage local jurisdictions to address the identification and protection of archaeological sites in codes and ordinances that follow federal and state laws and best practices by providing

training, technical advice, and example documents.

- 10.5 Evaluate local preservation ordinances for compliance with federal and state laws and best practices and provide recommendations for improvement.
- 10.6 Collaborate with elected officials and partners to review existing state preservation laws and rules, evaluate their effectiveness, and make policy changes that result in the preservation and appropriate interpretation and use of cultural resources as opportunity allows.

## 2011–2017 Accomplishments:

- Worked with the Oregon Department of Land Conservation and Development to revise Oregon’s comprehensive land use Goal 5 Rule, adopted February 2017.
- Hosted local building code workshops across the state focusing on integrating the application of local codes with good preservation practice.
- Awarded the City of Cottage Grove an Oregon Heritage Excellence Award for its Preservation Plan.
- Added 18 communities between 2011 and 2017 to the network of Certified Local Governments, now totaling 51 participants.

## Ongoing Efforts:

- Encouraging local jurisdictions to streamline processes and decrease costs by adopting clear and objective administrative design review processes.
- Advocating with appropriate partners for the integration of cultural resource issues into planning documents at all levels of government.
- Working with state and local agencies and Certified Local Governments to implement existing state cultural resource protection statutes and rules.

### Cottage Grove Historic Preservation Plan: *Partnering to Preserve Our Heritage*



The Intersection of 9th & Main Street, Cottage Grove, Oregon, c. 1920 (looking east from railroad crossing).  
Courtesy of the Cottage Grove Historical Society.

January, 2014

*Cottage Grove Preservation Plan*

## Implementation and Conclusion

The 2018–2023 Oregon Historic Preservation Plan is a common reference document that helps direct a coordinated and effective statewide effort. It guides the SHPO in its unique, overarching role as the lead preservation agency in the state. It is also written with an eye on the plans and efforts of essential partners within the heritage community, some with direct involvement in traditional preservation activities and others with broader missions.

There are two keys to implementing this plan. First is the pursuit and strengthening of partnerships across the heritage community.



*Oregon State Soldier's Home Hospital, now Umpqua Valley Arts Association, Roseburg*

The goal is to enable partners to pursue their own mission within a common framework that will maximize cooperation, avoid duplication, and ensure that there are no gaps in key areas. Such an approach enables every organization to do what it does best while concretely supporting like-minded efforts. The SHPO will continue to host conferences, forums, and training opportunities that encourage and support networking and collaborative preservation projects. The SHPO will also lead or participate in topic-based working groups with our partners. When appropriate, the agency will enter into formal agreements that create strong relationships that protect cultural resources. The SHPO will call on partners to be active participants in these activities and to reach out to their peers.

The second key to implementation is the SHPO's written work plans. These are rooted in the issues, goals, and objectives laid out in this plan, but include specific action items and timelines. Toward the end of each calendar year, the SHPO will develop its work plan for the coming year for the agency, specific program areas, and individuals. Initial efforts will focus on broadly coordinating activities between agency programs, setting project priorities and timelines, and allocating resources for the five-year planning period. Some efforts have already begun, including project scoping for expanded online services, various public outreach efforts, and survey and inventory

initiatives. Important to these planning efforts, staff will work with partners in the heritage community for guidance on refining the plan's objectives. Outreach will be accomplished through SHPO- and partner-sponsored conferences and workshops with key state commissions and organizations with special interest or expertise in cultural or heritage resources. Online surveys and digital media will be used as appropriate. Progress toward the completion of the plan will be assessed annually as part of the SHPO's annual work plan. While individual goals may take time, specific objectives will be replaced as they are achieved or as new opportunities and challenges require flexibility.

The SHPO encourages all preservation partners to develop their own annual work plans that emphasize their organization's role and unique interests and strengths within the heritage community's larger goals captured in this plan. Seeking collaborative opportunities to participate in other organizations' planning processes will further strengthen existing partnerships and efforts. Full coordination may not be possible, given all the variables of funding, politics, and unforeseen challenges, but better coordination is certainly attainable. We owe it to the residents of this state, the next generation, and to the cultural resources themselves to do all we can to be effective stewards of the legacies we inherited.

## Appendix I: Oregon’s Cultural Resources

### Introduction

The following discussion describes the basic types of cultural resources in Oregon and provides a general assessment of those resources, including the current scholarship about them and challenges to preserving them. This section aims to answer the question, “What are we trying to preserve?” Other sections of this plan address the “how,” “when,” and “who” aspects of statewide historic preservation efforts. (*See Issues, Goals, and Objectives.*)

Outreach efforts for the plan identified ongoing challenges from continued population growth and long-standing debates about the role of government. In many communities, growth increases development pressure on cultural resources. While building demolitions may attract more public attention, development both in and outside urban areas increasingly impacts historic landscapes and archaeological sites. Adding to this, newcomers are not always aware of the importance of local identity and landmarks. Outdated cultural resource inventories and designation documents hamper planning efforts, and costs associated with brick-and-mortar preservation and site identification and evaluation are rising. Increasingly, local and state laws and processes protecting cultural resources are challenged as both too restrictive and not protective enough.

Recent political developments and court decisions prompted by controversial historic districts have changed the regulatory landscape. The result is that many local preservation ordinances are out-of-date. In February 2017, the Goal 5 Rule for historic

resources was rewritten. The revised rule removes a local jurisdiction’s authority to regulate properties listed in the National Register after the effective date, unless the local jurisdiction adopts additional regulations to protect that resource through a public process. Communities may also place a National Register-listed property on the local landmark register, subject to Oregon’s owner consent law. Local governments must still review a proposed demolition or relocation for any property listed in the Register. While the rule does not specifically exclude the consideration of archaeological resources, it generally focuses on historic buildings and structures.

Though challenges exist, support for preservation is growing across the state. Fifty-one Oregon communities now have their own preservation programs through the Certified Local Government Program, a partnership between the federal, state, and local government that enables local preservation efforts. Through these programs, historic buildings are protected by local building code regulation. Increasingly, more Certified Local Governments are taking steps to recognize and protect archaeological sites. Communities often promote their special places as expressions of local or neighborhood pride and usually as part of heritage tourism and economic development efforts. For example, the Oregon Main Street Network is a downtown economic revitalization program administered by Heritage Programs with over 70 participating cities and towns. Public events, such as Portland State University’s Archaeology Roadshow, and opportunities for the public to observe excavations are increasingly popular,

educational events. Together, the growing Certified Local Government and Oregon Main Street programs and their participating communities accomplish preservation work across the state. Federal, state, and local incentives, emphasis at all levels on rehabilitation and adaptive reuse, and extensive “how-to” information encourage and guide preservation efforts. Archaeological sites are protected through a number of federal and state laws and are increasingly subject to local ordinances.

Important court cases and public processes have placed the regulatory landscape for preservation on an increasingly solid foundation. Notably, the Goal 5 Rule now provides for stronger protection measures for locally-designated historic properties by limiting the reasons a property may be removed from a landmark register. The revised rule also encourages survey and preservation planning. Preservation advocates can also cheer the Oregon Legislature’s unprecedented support of the Oregon Main Street Network with \$7.5 million of tax-bond funded grants for building rehabilitation and economic development through 2021. In 2015, proponents of historic preservation finally got a solid definition of “owner” and a clear understanding of when owners may object to listing their property in a local landmark register under state law in the Oregon State Supreme Court case *Lake Oswego Preservation Society v. City of Lake Oswego*. Supporters of preservation also found good news in the 2015 *King v. Clackamas County Land Use Board of Appeals (LUBA)* case. The panel found that the proposed adaptive reuse of the Bull Run

Power Plant as approved by the County was legal under Oregon land use law, despite the property being in an exclusive forest-use area. The ruling opens the door for finding uses for other properties in exclusive-use areas, such as barns in agricultural areas, though the process is neither simple nor easy.

Oregon recently passed changes in its laws for archaeological sites and education efforts as well. Senate Bill 144 changed state law to prohibit all collection of archaeological artifacts on non-federal public lands, including artifacts exposed through natural forces. The bill allows the State District Attorney to prosecute violations of the law when local officials choose not to. Senate Bill 13 proposed that schools develop region-specific curriculum related to Oregon's first peoples. The new law will increase Oregonians' knowledge and appreciation of tribal people's past and ongoing contributions to the state and the importance of the archaeological record in documenting that connection.

Many challenges facing the preservation community remain, and no doubt there will be new challenges in the future. Yet there are many opportunities. Preservation planning and consideration for heritage resources at the state level is already part of regular processes, but more can be done. Close coordination among partners to build and maintain proactive and relevant programs is essential. These programs engage the public in the identification, evaluation, designation, treatment, and interpretation of their historic places and will, over time, strengthen the existing solid support for preservation.

## Archaeological Sites and Resources

Archaeological resources include a wide variety of property types, including areas associated with traditional resource gathering and practices and isolated finds of a single artifact. What we know about Oregon's archaeological sites is largely created through efforts led by federal and state agencies working with cultural resource compliance laws. Local jurisdictions, private property owners, and others regularly contact the SHPO to provide information on past human land use activities and the location of known or reported archaeological sites. The SHPO maintains this information in a master data set. Federal and state agencies often maintain similar records for their own lands. Agencies use this ever-expanding collection of data for public education efforts and to help them avoid physical impacts to known sites.

Archaeological sites represent part of the story of human occupation in Oregon that began over 14,500 years ago. These sites comprise objects, features and natural resources relating to the daily lives and activities of people from the past. All archaeological sites are nonrenewable, meaning once destroyed the valuable information they contain cannot be recreated. In Oregon, archaeological sites are defined in state statute (ORS 358.905) as being at least 75 years in age, located on both private and non-federal public land, and consist of material remains of past human life or activity. Archaeological sites can take many forms: lithic scatters (collections of stone flakes), quarries, villages, middens (trash dumps), camps, hunting grounds, burials, towns, homesteads,

industrial or food processing sites, shipwrecks, trails, foundations, refuse scatters, religious or spiritual places, battlefields, forts, wells, privies, and painted or carved images. Archaeological sites on federal lands are defined similarly; however, they need to be only 50 years of age. Archaeological sites represent all cultural groups that lived in Oregon.

Archaeological sites have the potential to tell us much about a specific place in time. They can tell us about places unused for long periods or destroyed by natural disaster. When records are nonexistent, incomplete, or inaccurate, untouched archaeological sites provide clues about how and when a place was used. Much like a modern detective, archaeologists use the context and arrangement of objects and features to learn about the activities that occurred there. Archaeological sites can be related to religious or spiritual places. They can include areas associated with traditional stories, legends, myths, and place names. Combined with tribal and historic records, archaeological sites have the potential to draw connections between everyday activities and those that had greater meaning relating to traditional, religious, or spiritual practices, and can speak to the importance of place and time.

Sites dating to the last 200 years relate to a complex mix of cultural groups. These groups consist of Native Americans who have resided in Oregon for millennium as well as populations who settled here following the opening of the Northwest. Historic archaeological sites are a key resource for populations not included in the historical record. Archaeological information associated

with such early historic sites can help answer questions about the initial contact between native populations and Euro-Americans as well as early settlement. For example, through careful study, sites can reveal more about the daily life of U.S. soldiers at army forts; the role and extent of Chinese miners during the state's gold rush era or how Chinese-Americans maintained connections to their home country; or the challenges faced by early African-American communities. A common misconception is that archaeological sites from the last 200 years do not represent indigenous populations. Native American groups were innovative and adapted to modern times, as did everyone else.

Archaeological sites are not as easily identified or evaluated as historic properties because they are fragmented, usually buried, and often lack historic background data useful in providing sufficient context to determine their significance, making the cost of evaluation much higher. Identifying where archaeological objects and features may exist on the landscape requires a considerable amount of information. When looking for sites, archaeologists use soil science, geography, geology, environmental analysis, tribal consultation, local informants, maps, and history to gather background information prior to visiting a location. If previous studies identified archaeological sites or resources (e.g., traditionally harvested plants, roots and berries, fish, pigment sources) near the location, this data can suggest what types of sites may be expected and where they may be found. With the results of their background research, archaeologists then conduct a systematic survey to locate sites.

Several methods exist to determine more information about an archaeological site. One method includes walking along uniformly spaced grids, called a pedestrian survey. In another method, archaeologists systematically dig small cylindrical holes to look for buried sites, also known as a subsurface probing. More formal archaeological excavation, such as evaluation or site boundary testing, or large block excavation can help determine the breadth, depth and significance of a site. Methods also include the use of specialized equipment for remote sensing (e.g., ground-penetrating radar, magnetometer) to try and identify features before conducting any ground disturbance.

Oregon has over 40,000 recorded archaeological sites that represent its diverse peoples and history. Since the 1970s, archaeologists have identified sites in all 36 counties, many on federal lands. Yet much remains unknown. To date, only about 10 percent of the state has been surveyed and many identified sites are unevaluated. In the last five years, federal agencies have increasingly sought to study and nominate archaeological sites to the National Register of Historic Places. These include Paisley Five Mile Point Caves in south-central Oregon, the site of the oldest definitively-dated evidence of human habitation in North America, and two homestead sites in the Crooked River Grasslands in central Oregon. Military sites and battlefields are another type of important resources in Oregon, but few have been the subject of targeted study. Recent efforts include listing the Civil War-era Fort Umpqua site in Douglas County in the National Register of

Historic Places by the U.S. Forest Service. The National Park Service recently awarded a grant to study sites related to the Rogue River War (1855–1856) to researchers at Southern Oregon University, and local advocates are updating the National Historic Landmark nomination for Lewis and Clark's Fort Clatsop in Clatsop County. Sites between 10,000 to 14,000 years old present an additional challenge because they are often very deep, difficult to locate and may have been damaged or destroyed by natural causes (e.g., flooding, erosion) or historic development. There is great potential to learn more about Oregon's past through the archaeological record.

Many federal, state, and local laws protect archaeological sites, yet these resources still face threats. Well-intentioned persons may unknowingly destroy or damage archaeological sites because they are unaware of the law. Infrastructure projects, including powerline and road development, worsen this issue by creating access to sites which had earlier been difficult to access. All-Terrain Vehicles (ATVs) can be especially destructive when driven over historic trails and sites. Increasing pressure to create housing and industrial developments also takes a toll. Many archaeological sites are potentially subject to looting and vandalism, so state law requires that their precise locations be kept confidential in most cases. Prosecution of intentional violations of the law serves as a deterrent. Loss of archaeological sites to natural processes, such as erosion, decay, or climate change, may be addressed by early and robust identification, mitigation, and monitoring strategies, but there is a lack of funding for such efforts. In partnership with federal,

state, and local agencies, the Oregon SHPO is working toward a more proactive approach that identifies important archaeological sites before they are threatened and takes steps to preserve them. Overall, active public education efforts are considered the best tool in addressing these issues.

## Built-Environment Resources

Surveys by cities and counties are among the largest contributors to Oregon's inventory of historic properties. Most of this survey work was done prior to 1995, when the state required that jurisdictions conduct cultural resource inventories under state comprehensive land use planning Goal 5. With over 50 Certified Local Governments in Oregon participating in the federal preservation program, these organizations form a strong network for data collection through regular survey projects. Federal and state agencies continue to add to Oregon's cultural resource inventory through their National Historic Preservation Act Section 106 and Section 110 obligations. The SHPO adds to this inventory through office-sponsored survey programs in support of the Oregon Main Street Network, and as individual resources are identified during special projects. There is, however, much work to be done.

There are approximately 66,000 historic properties in the SHPO's master historic sites database. Tens of thousands more historic properties remain to be inventoried statewide. Expanding the inventory of Oregon's historic properties is one of the SHPO's highest priorities over the next five years. Fifty-three

percent of historic properties inventoried are from 1900–1939. Nineteenth-century resources comprise only 12 percent of the inventoried properties. World War II-era and postwar resources built between 1940 and 1969 represent about 20 percent of the total, an increase of 4 percent from five years ago and 10 percent in the last 10 years. This ongoing increase is not a surprise. The total number of resources from this period is staggering, and communities are addressing their postwar resources through SHPO-funded survey. In 2018, the 50-year guideline for National Register eligibility will reach 1968. As a result, resources associated with the Civil Rights and Justice Movements, Oregon's changing society and economy, and the post-modern architectural movement must be identified and evaluated. Scholarship at both the national and state levels for “resources from the recent past” is increasing, but more is needed to help professionals properly evaluate the significance of this vast pool of resources.

Built-environment resources contain five basic categories of historic properties: buildings, structures, sites, objects, and districts.

**Buildings** make up the overwhelming majority (94 percent) of Oregon's known historic resources. Buildings are the resource type most readily associated with historic preservation by the public, and they are the focus of most historic preservation efforts statewide. Fifty percent of the historic buildings currently inventoried in Oregon are houses. Other building types include commercial, public, institutional, industrial, and agricultural buildings. Many of the identified properties are architecturally notable or associated with

well-established historic events. There are many opportunities to document those places associated with Oregon's lesser known or recognized, but no less important, history.

Buildings are typically the focus of most preservation efforts, but some types have special concerns. Factories, mills, and other large-scale industrial facilities, along with most agricultural buildings—barns and other outbuildings—are challenging resources to save if they no longer serve their original purposes. They usually cannot continue in their historic uses because they do not accommodate modern equipment or meet current industry standards. Structural improvements can be cost prohibitive, such as seismic retrofitting for unreinforced masonry. The industry itself may no longer be financially viable or even exist. Oregon's comprehensive land use law also limits the use, number, and occupancy of buildings in exclusive-use zones, such as agriculture and forestry. As a result, these historic resources are more susceptible to abandonment and demolition.

Warehouses continue to be an exception. Many have been successfully converted to new uses in Portland and other Oregon cities where the local economy creates sufficient demand. Their open spaces and sturdy construction serve a variety of new uses. School, city, and county administration buildings often find other community uses or are rehabilitated or remodeled to support their continued use.

Agricultural buildings merit special focus because most of them were not identified in the 1980s when jurisdictions were required to keep an inventory of their historic resources.

At that time, surveyors were advised not to include barns and other outbuildings in their inventories unless they were associated with residential buildings. As a result, Oregon’s agricultural resources are severely underrepresented.

Historic **districts** are groupings of buildings, structures, objects, and/or sites that together tell a larger story than a single resource could. Historic districts may include mostly residential or commercial properties or mining, farm, or ranch complexes. Districts vary widely in size. Efforts to preserve the character of historic districts usually include both federal and state tax incentives and local regulation. These incentives and controls are generally more effective for commercial and residential districts. There are currently 130 designated historic districts in Oregon. They include some of the best historic resources in the state, and they reflect some of the most successful preservation efforts to date.

The most common historic **structures** are bridges and linear features, such as canals, railroad grades, trails, and roads. The Oregon Department of Transportation (ODOT) successfully inventoried and evaluated the highway bridges it oversees. Preservation of many of these structures is not feasible given their deterioration, increased traffic, and more stringent safety standards. ODOT upgraded several prominent bridges using innovative solutions for those resources that can be preserved. ODOT proactively listed several properties in the National Register, including the Columbia River Highway (also a National Historic Landmark), the McKenzie Highway,

the 11 coastal highway bridges associated with noted Oregon bridge engineer Conde B. McCullough, and several bridges over the Willamette River in Portland. Oregon also boasts a strong collection of listed covered bridges. Prompted by recent federal planning efforts, the agency evaluated all highway bridges and compiled a manual for field maintenance crews and a forthcoming coffee table book. In the next five years, future efforts will identify bridges worthy of long-term preservation. A similar project will identify important parts of the state’s rail transportation network.

**Linear structures** are a challenging type of resource both to document and preserve. Some especially vulnerable linear resources include the historic irrigation canals of central and eastern Oregon, which are being piped at a rapid and consistent rate, and historic trails, including segments of the Oregon Trail. Oregon recognizes 16 historic trails, many of which cross central and eastern Oregon in locations valued by wind farm developers and pipeline planners, which puts them at risk of negative physical and visual impacts from energy projects.

There are still no detailed national guidelines for documenting and evaluating resources that stretch for miles, include minimal distinguishable historic features, and require almost constant repair and upgrading. Filling this gap, the Oregon SHPO compiled guidance on the identification and evaluation of linear resources. Within the last five years, the SHPO, federal agencies, and local partners worked toward the completion and submission of

a Multiple Property Document (MPD) for federal irrigation projects and are finalizing an MPD for the Oregon Trail. These documents will serve as useful planning tools for the identification, evaluation, and designation of portions of these important historic resources.

Some of Oregon’s most unusual historic resources are classified as **structures or objects**. These include the large steel “O” on Skinner Butte in Eugene, World War II Patrol Torpedo Boat 658, and Portland’s concrete statue of Paul Bunyan. These resources often have active and dedicated groups that ensure their preservation, but they also face unique threats. Apart from museum use, non-building resources are generally not good candidates for adaptive reuse. They are also not usually eligible for traditional incentive programs aimed at buildings. Due to gaps in local code, they are also often not subject to design review. Providing resources and creating processes to ensure these unique properties are adequately cared for is an ongoing challenge.

Historic **landscapes** include a combination of natural features and human-shaped elements, and they can be expansive. They may be formal, such as gardens or parks designed by prominent landscape architects, or they may be rural landscapes shaped over time by use, tradition, or industry. They may also be natural landscapes imbued with cultural meaning. Increasingly, scholars are recognizing the importance of the natural environment on shaping these places, including the placement and design of buildings. This is a practice long incorporated into archaeological investigations. Landscapes are often classified

as districts either due to their size or number of resources. Recent efforts to expand recognition of these resources include listing the Halprin Open Space Sequence in Portland, a series of connected urban parks; the Oak Hills Historic District, a residential postwar planned subdivision with a strong emphasis on community open space; Deschutes County's Petersen Rock Garden; and a number of cemeteries notable for their landscape design. Public interest in these important places is increasing, perhaps because of growing development threats.

Created by the Historic Sites Act of 1935, the federal **National Historic Landmarks** program recognizes nationally-significant places for their exceptional ability to illustrate or interpret the history of the United States. There are only just over 2,500 National Historic Landmarks (NHL) in the nation. Oregon's 17 NHLs are less than one percent of the over 2,000 properties listed in the National Register of Historic Places in the state. These special places include the following:

- Aubrey Watzek House, Portland, Multnomah Co.
- Bonneville Dam Historic District, Bonneville, Multnomah Co.
- Columbia River Highway, Troutdale to Mosier, Multnomah, Hood, and Wasco Co.
- Crater Lake Superintendent's Residence, Crater Lake National Park, Klamath Co.
- Deady and Villard Halls, University of Oregon, Eugene, Lane Co.

- Fort Astoria Site, Astoria, Clatsop Co.
- Fort Rock Cave, Fort Rock, Lake Co.
- Jacksonville Historic District, Jacksonville, Jackson Co.
- Kam Wah Chung Company Building, John Day, Grant Co.
- U.S. Lightship *Columbia* (WAL-604), Astoria, Clatsop Co.
- Lower Klamath National Wildlife Refuge, Dorris, Klamath Co.
- Oregon Caves Chateau, Oregon Caves National Monument, Josephine Co.
- Pioneer Courthouse, Portland, Multnomah Co.
- Skidmore/Old Town Historic District, Portland, Multnomah Co.
- Sunken Village Archeological Site, Sauvie Island, Multnomah Co.
- Timberline Lodge, Government Camp, Clackamas Co.
- Wallowa Lake Site, Joseph, Wallowa Co.

Federal agencies give special consideration to NHLs when planning projects, and special grant, education, and technical assistance programs are available from the National Park Service, as resources allow. While the Oregon SHPO does not administer the NHL program, the office will continue to support efforts to identify and designate NHLs that recognize Oregon's contribution to our nation's story.

**Traditional Cultural Properties (TCPs)** are places that reflect the continued cultural practices, traditions, beliefs, lifeways, arts, crafts, or social institutions of an identified and defined living community. They reflect a community's history and are important to maintaining the group's cultural identity and are of increasing interest to tribal governments and the public alike. Usually categorized by the National Register as either a "district" or a "site," TCPs meet the same documentation standards as all other National Register properties. TCPs may include an area associated with a tribe's origin story or an urban neighborhood that reflects the beliefs and practices of a population. TCPs can be difficult to quantify, describe, and document, as they may be quite large. For any TCP, the documentation must first make the case that the identified group of people share a culture, and secondly that the TCP physically reflects that important cultural connection. TCPs often have deep religious and cultural significance for tribes, who may be reluctant to share sensitive information about the place. Several tribes are currently seeking to nominate TCPs associated with their traditional culture to the National Register. The SHPO addresses TCP questions from non-tribal groups as well. The SHPO's understanding of TCPs will grow as more are identified, evaluated, and designated.

## Appendix II

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Notes:

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*Astoria Column*

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***The activity that is the subject of this publication has been financed in part with federal funds from the National Park Service, Department of the Interior, as provided through the State Historic Preservation Office. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior, nor does the mention of trade names or commercial products constitute endorsements or recommendations by the Department of the Interior.***

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