# OREGON HISTORIC PRESERVATION PLAN

# 2024-2033

Oregon Heritage

oregonheritage.org

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Innovative Housing Inc. completed the Merwyn Building rehabilitation project with funding from an Oregon Main Street Revitalization Grant awarded to the Astoria Downtown Historic District Association.

PHOTO CREDIT: INNOVATIVE HOUSING, INC.

# INTRODUCTION

The Merwyn Building in Astoria reopened in Spring 2021 with forty affordable workforce housing apartments, addressing the area's critical need for affordable housing. But the project is more than housing – it's a testament to the power of historic preservation and community-driven initiatives.

Built in 1926 as the Waldorf Hotel, the building was converted into affordable housing in 1980. Unfortunately, safety concerns forced its closure in 1989. The building remained vacant for decades and fell into severe disrepair. A local advocacy group, "Save the Merwyn," successfully halted demolition in 2015, but the challenge of what to do with the building remained.

The Astoria Downtown Historic District Association (ADHDA) saw the Merwyn as an opportunity to revitalize downtown. Partnering with a Portland-based low-income housing developer who had extensive experience in similar projects, ADHDA secured funding from many sources, including a Main Street Revitalization Grant and the Federal Historic Tax Credit through Oregon Heritage.

ADHDA engaged the community by hosting design charrettes with potential residents to ensure the building met their needs. The organization also worked with the local advocacy organization Consejo Hispano to expand the pool of applicants to include the Spanish-speaking community. Notably, ADHDA collaborated closely with Clatsop Community College's preservation program to save the building's remarkable historic features.

Today, the Merwyn is restored, proudly preserving its historic lobby, grand staircase, corridors, hardwood floors, and other unique features, and provides forty much-needed housing units. It's a remarkable achievement that succeeded because of local leaders' collaborative approach to address historic preservation and pressing community needs.

This is what we do. We believe our state's special traditions, collections, and places connect us to our past and speak to who we are and what we value. The act of preserving our cultural resources and sharing the stories around them builds a shared community identity. We support this work by providing leadership, technical assistance, funding, and networking and collaboration opportunities to the heritage community.

If you are one of our many partners and involved community members, we invite you to be part of this work by carrying forward the statewide goals that fit your organization's mission and community. Working together, we will create concrete solutions to preserve the state's cultural heritage and meet our present opportunities and challenges.

*Oregon's "heritage community" is broader than state government. It includes federal, local, and tribal governments and local landmark commissions, museums, archives, libraries, historical societies, educational institutions, advocacy groups, and building, design, finance, and real estate professionals.*

# Executive Summary

The 2024-2033 Oregon Preservation Plan is a statewide plan that defines the heritage community's approach to preserving special traditions, collections, and places, and describes how to coordinate the efforts of the many actors involved in this vital work. Broad, collaborative outreach created the plan and included the participation of traditional government and preservation organizations, those involved with museums, archives, cemeteries, local historical societies, and anyone interested in Oregon's culture and history. The response was clear. Oregonians are committed to dedicating the needed time and resources to see their communities and themselves represented in the buildings, places, archives, collections, and traditions we preserve.

Toward that end, this plan focuses on four statewide issues and identifies goals to meet the opportunities and challenges of each:

Oregon Main Street Conference participants.

PHOTO CREDIT: OREGON HERITAGE

**ISSUE 1: BUILDING THE HERITAGE COMMUNITY** ..... **30**

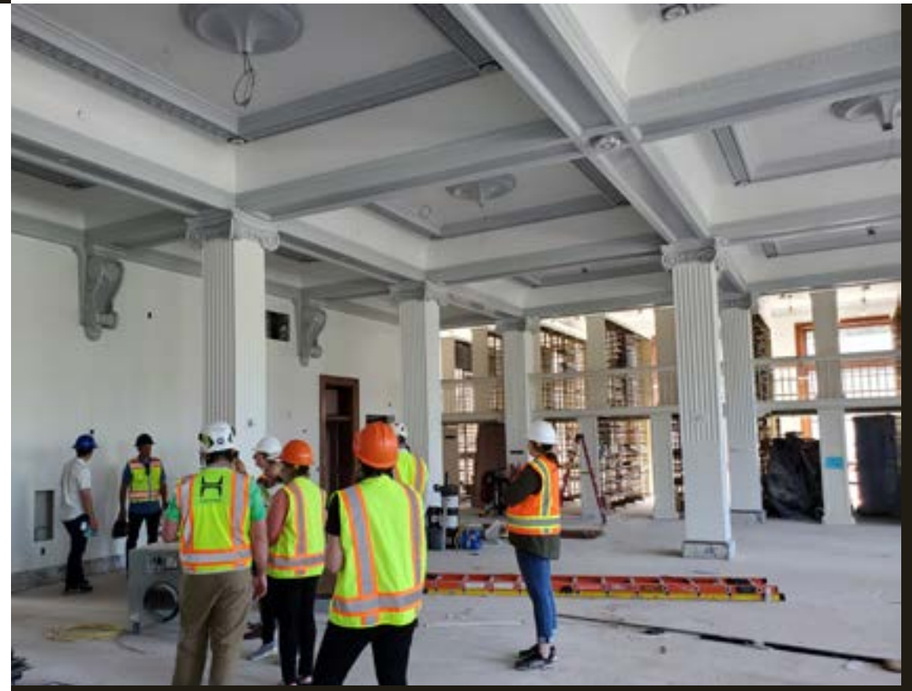
Strengthen organizations that preserve our past by supporting the development of their leaders, staff, and volunteers and their connections to an increasingly diverse community. Reaching this goal requires developing training programs, helping recruit staff, conducting more collaborative projects, and seeking increased funding for these efforts.





**ISSUE 2: PRESERVATION PLANNING: IDENTIFYING, EVALUATING, DESIGNATING, AND TREATING CULTURAL RESOURCES** ..... **40**

Save historic places that represent Oregon's history by identifying them, planning for their future, and finding more resources for their preservation. Accomplishing this goal depends on integrating preservation efforts into planning processes at all levels of government and disaster preparedness response plans, as well as supporting targeted economic development and incentive programs.

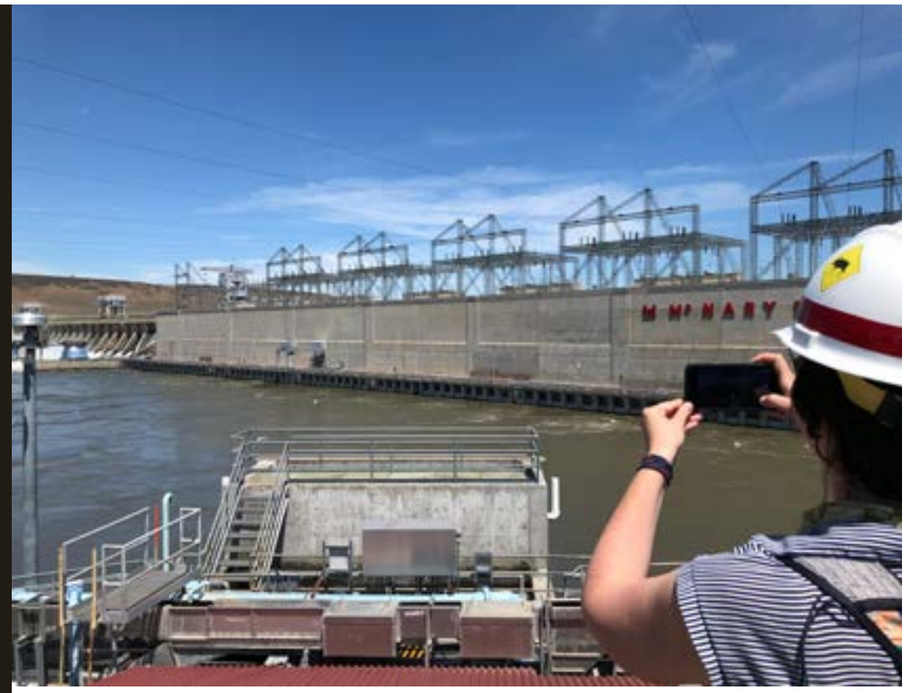


The Oregon Department of Justice in partnership with the City of Salem listed the Oregon Supreme Court Building in the National Register of Historic Places. The state agency completed an innovative seismic retrofit that preserved the building's historic features.

PHOTO CREDIT: OREGON HERITAGE

## ISSUE 3: FEDERAL, STATE, AND LOCAL GOVERNMENT: STATUTES, RULES, ORDINANCES, AND PROCESSES ..... 50

Increase government efficiency, transparency, and accountability in administrating cultural resource laws and encourage agencies to support preservation efforts. Addressing this issue calls for providing leaders with information and resources to make informed policy and program decisions and considering new or revised Oregon Revised Statutes (ORS), Oregon Administrative Rules (OARs), and local government ordinances to support preservation efforts.




Army Corps of Engineers coordinates with SHPO to address federal preservation processes, McNary Dam, Umatilla County.

PHOTO CREDIT: OREGON HERITAGE

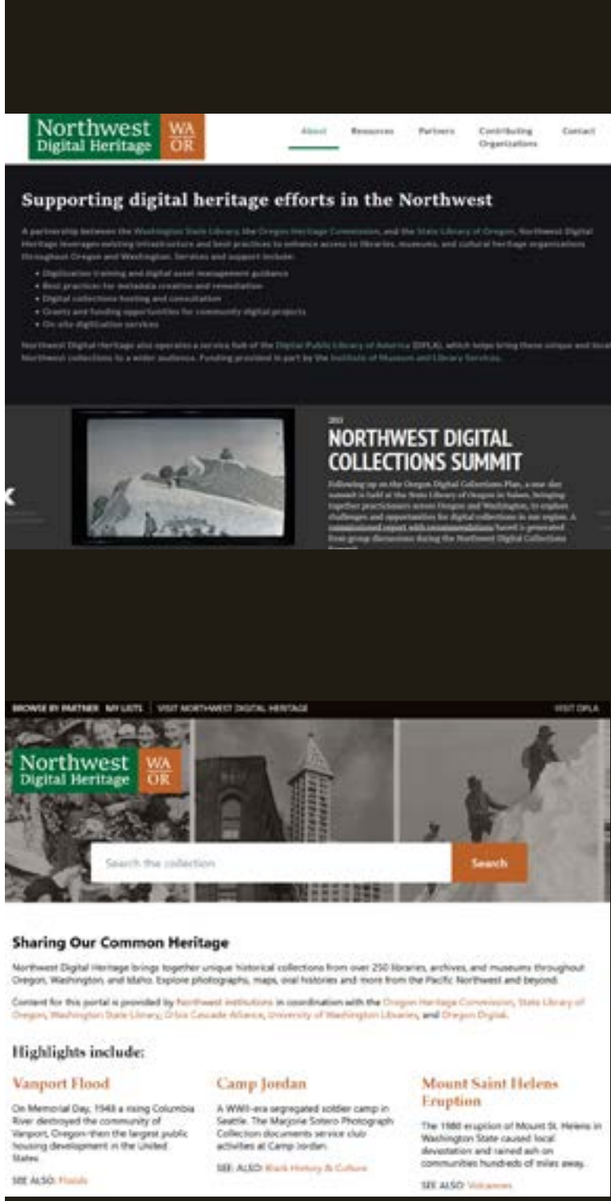




## ISSUE 4: INFORMATION TECHNOLOGY TOOLS ..... 60

Develop statewide technology resources, including a public web-based database and submission system to manage federal and state programs and digitize historical documents, collections, and research materials held at institutions across the state. Achieving these goals involves working with partners to develop the statewide system and a revenue source to fund it and supporting the use and expansion of the Northwest Digital Heritage online archive and other public digital services.

These efforts are critical to preserving our cultural resources, our special traditions, collections, and places. Equally important is understanding that these goals can be achieved through collaborative work across the entire heritage community, including Native American Tribes, government agencies, nonprofit organizations, professionals, and the public.




Northwest Digital Heritage is a joint effort with the State Library of Oregon, Washington State Library and Oregon Heritage to digitize archival and photo collections of the northwest.

# Who is Oregon Heritage?

The Oregon State Historic Preservation Office (Oregon SHPO) is part of the Heritage Division (division), a unit of the Oregon Parks and Recreation Department (OPRD). Oregon SHPO programs include the National Register of Historic Places and Certified Local Governments, a partnership between federal, state, and local governments to establish and support local preservation programs. The Oregon SHPO also administers federal and state cultural resource laws, the federal rehabilitation tax credit, and the state benefit programs for historic properties.

The Heritage Division also includes many state programs.

- Oregon Heritage Commission is a governor-appointed body tasked with coordinating heritage efforts statewide, including working with other state agencies;
- Oregon Main Street uses a community's unique cultural identity to revitalize the economies of historic downtowns;
- Oregon Commission on Historic Cemeteries recognizes historic burials that are at least 75 years old and offers resources and funding for their preservation; and
- Oregon Heritage Mentor Corps pairs knowledgeable, professional volunteers and mentoring organizations with museums, archives, and other organizations needing technical assistance, including material conservation and institutional governance.

The division also administers statewide grant and assistance programs that support local preservation efforts.

Together, the Oregon SHPO and the many programs of the Heritage Division are known as "Oregon Heritage." This plan embraces all of Oregon Heritage's work across the state but refers to the Oregon SHPO and the division's programs in their specific roles.

*Oregon Heritage includes the State Historic Preservation Office and its programs and affiliations, such as the National Register of Historic Places, Certified Local Governments, Oregon Heritage Commission, Oregon Main Street, Oregon Commission on Historic Cemeteries, and the Mentor Corps program.*

Klamath Falls Downtown Association hosted the 2022 Oregon Main Street Conference.

PHOTO CREDIT: KLAMATH FALLS DOWNTOWN ASSOCIATION

The museum exhibit, Racing to Change: Oregon's Civil Rights Years – The Eugene Story, received an Oregon Heritage Excellence Award recognizing the outstanding effort and the partnership between Oregon Black Pioneers and the University of Oregon's Museum of Natural and Cultural History.

PHOTO CREDIT:
OREGON HERITAGE

# Purpose of the 2024-2033 Oregon Historic Preservation Plan

In recent years, there has been a national and local debate about the significance of public spaces, civic monuments, and place names, and about what we preserve for whom and why. The conversation shows that now, more than ever, an increasingly diverse constituency is interested in historic preservation. Some find the call to broaden the traditional scope of preservation alarming, believing it undermines the current understanding of Oregon's history or distracts from current preservation efforts. But increasing engagement is not a threat. It is an opportunity. It is an opportunity to meaningfully engage the public and policymakers, who are more interested in preservation now than at any other time in recent memory. It is an opportunity to build tangible support for our work. It is an opportunity to appreciate the value and stories of our cultural resources more deeply.

Presenting an alternative narrative about the same place or event doesn't erase the previous story but complicates it, creating a more intricate, perhaps less celebratory, yet ultimately richer story that weaves together seemingly separate histories. An example of this approach is the book "Historic Origins of Oregon" by Olga Gutierrez Rodriguez, published in partnership with Western Oregon University and Instituto de Cultura Oregoniana. The collaboratively written book explores Hispanic people's presence and ongoing influence in Oregon and Washington over hundreds of years, adding a new layer to regional history. Reexamining and interpreting the past must involve everyone living today to find the lessons and values that will shape our collective future.

The 2024-2033 Oregon Historic Preservation Plan aims to unite the heritage community in crafting a collective narrative across our special traditions, collections, and places that reflect the history and culture of all Oregonians. Achieving this aim requires actively reassessing the effectiveness of our programs with the heritage community and partners representing interests and communities not fully represented in the state's historical narrative. The heritage community will know we're successful when Oregon's diverse communities can point to specific publications, programs, and projects they created using Oregon Heritage's and the heritage community's programs and support.

To that end, Oregon Heritage offers these guiding principles for preserving what matters most:

### PRESERVATION IS LOCAL.

Preservation is a physical connection to the past. Those historic buildings, sites, documents, artifacts, beliefs, and longstanding practices create here-and-now conversations about how we remember and understand our history. Those connections are made when the individuals and communities we hope to serve lead local preservation efforts. Professionals must share the

value of our work to engage an involved, diverse public that already knows what is important and meaningful to them.

### PLANNING SAVES SPECIAL PLACES, THINGS, AND TRADITIONS.

Plans are powerful tools that preserve special traditions, collections, and places and ensure continued community relevance. Local and state governments use land use planning to steer efforts to identify, document, designate, and treat special places. Integrating preservation into statewide transportation strategies, local comprehensive plans, and private redevelopment projects minimizes demolition and cultural resource damage. Disaster preparedness and response plans guide efforts to reduce disaster impacts and recover after an event. The heritage community also creates plans to drive their work to preserve, interpret, and share Oregon's cultural resources. Finally, plans provide valuable information that advocates use to build support among the public and elected officials.

### WORKING TOGETHER ACHIEVES RESULTS.

Preserving cultural resources and making them relevant and accessible to the public requires the pooled assets, talents, and strengths of the entire heritage community. Developing relationships among people and organizations in the heritage community and others in tourism, business, housing, environment, sustainability, and diverse organizations offers exciting opportunities.

The heritage community's mission is even more critical now. With the public leading the way, we can ensure that we preserve and interpret the breadth of Oregon's past to deepen our connections to the past and build our communities. If we are successful, the public will expect it, foundations will fund it, legislators will understand it, and governors will call for it. That is what success looks like to us.





## Oregon Heritage's Approach to Our Work

Oregon Heritage is the statewide leader for historic preservation and creates an overall environment that supports local preservation. The needs of the public, Tribes, government agencies, and the heritage community drive the day-to-day workload for division programs. However, Oregon Heritage can emphasize one program over another by allocating funding and staff.

The 2024-2033 Oregon Historic Preservation Plan is not a workplan just for Oregon Heritage, it's a plan for Oregon's heritage community. Oregon Heritage supports our partner's efforts by funding preservation projects, offering technical assistance, conducting training and educational events, and sponsoring studies demonstrating preservation's economic and social impact. We communicate and create community and opportunities for collaboration through our social media presence, digital newsletter, and the statewide Oregon Heritage Conference and Oregon Heritage Summit, each held biannually in alternating years.

The plan's goals and objectives focus the heritage community's needs, but Oregon Heritage purposefully works with many interests and the public to align our work with statewide initiatives within our mission. Developed in collaboration with the University of Oregon's Institute for Policy Research & Engagement (IPRE), Oregon Heritage created a report titled "*What's Up in Downtown? A Playbook for Activating Oregon's Upper Stories*." This report analyzes how to best revitalize upper floors in historic downtowns for housing, addressing a crucial statewide need. Additionally, Oregon Heritage collaborated with IPRE to produce an award-winning disaster plan for cultural resources, serving as a model for similar projects. We also partner with federal, state, and local agencies to integrate disaster preparedness into interagency agreements, and incorporate disability access, sustainable building, and alternative energy solutions into project reviews and grant programs. Some of our programs assist specific communities. A onetime grant from the National Park Service provided $620,000 to rehabilitate eight historic movie theaters in rural communities across the state. These theaters are

*Communities throughout Oregon have buildings with an untapped resource – their upper stories. We have a good sense of the barriers that can hinder their renovation, and the What's Up Downtown report has strategies for government agencies, property owners, and local organizations to bring those spaces back to life. With this plan, you can develop a strategy, address financial barriers, deal with regulations, and create the collaborations needed for success.*

key downtown economic anchors and sources of community pride. Although Oregon Heritage doesn't directly engage in housing, disaster response, climate policy, and other critical efforts we contribute by supporting agencies that do.

Important to Oregon Heritage's approach to achieving the statewide goals are the definitions of what we care about, "cultural resources," and who is involved, the "heritage community." Cultural resources include places, buildings, structures, archeological sites, archives, collections, traditional beliefs and practices, culturally significant natural resources, and much more.

Defining who is involved is just as important. Oregon's "heritage community" includes tribal, federal, state, and local governments, all of which are stewards of cultural resources and administrators of laws. But the heritage community also includes Oregon Main Street organizations, local landmark commissions, museums, archives, libraries, historical societies, educational institutions, advocacy groups, and a wide variety of building, design, finance, and real estate professionals. These two broad definitions draw together the work and distinct missions of each member of the greater heritage community toward a common purpose and create the framework for statewide collaboration toward achieving shared goals.

Most of Oregon Heritage's programs address at least one of the four components of the National Park Service's approach to historic preservation planning: identify, evaluate, designate, and treat.

*Cultural resources encompass tangible artifacts and intangible aspects of heritage, including traditions, languages, beliefs, and practices. They reflect a society's historical, artistic, and social identity, contributing to collective memory and understanding. These resources foster an appreciation for diversity, shape cultural landscapes, and serve as repositories of knowledge and creativity.*

Oregon Heritage believes education is an essential fifth approach. Preservation planning identifies significant cultural resources, takes steps to protect them, and puts them to an appropriate community use. Effective planning requires a community-based approach that gathers the whole of a community's diverse organizations and identity groups and invites those impacted to be the experts who lead. The process can be contentious, but it will build the necessary support for local programs and projects over time. Each step of the process is a valuable opportunity to have meaningful conversations between the heritage community and the public.

Oregon State University field school working at the Devil's Kitchen Archaeological site in Coos County.

PHOTO CREDIT: OREGON HERITAGE

## IDENTIFY

Preservation planning begins with knowing what you have. Identifying cultural resources helps project planning at all levels of government. It can buy time to assess problems, develop alternatives, prepare treatment strategies, and plan for good preservation outcomes.

Community surveys create pride and build public support for preservation. Communities may use building surveys to identify places at risk from many causes. Whole groups of properties may be at risk, such as places affected by changing natural environments, buildings with unreinforced masonry vulnerable to earthquakes, modern-style buildings perceived as too new to preserve, or barns struggling to find new uses. Documents and photographs discovered during a survey can be referenced for rehabilitation and restoration projects and become helpful educational material. Identifying important objects and documents and ensuring that a well-resourced heritage community can care for them is vital for these resources to continue to inform and serve present and future generations. Likewise, communities must ensure that traditional beliefs, practices, and the communities that carry them are supported.

Volunteers learn to assess and prioritize an archival collection at the Astoria Public Library.

PHOTO CREDIT:
ASTORIA PUBLIC LIBRARY

## EVALUATE

Not all cultural resources identified in a community survey can or should be preserved. The process of evaluating what to recognize must represent the diversity of a community's people and culture. A robust public discussion that carefully considers the community's values and needs is critical to deciding what is 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 essential to long-term project planning. Federal and state agencies have obligations under the 1966 National Historic Preservation Act to minimize development project impacts on buildings, structures, sites, objects, and districts. This usually means consulting with preservation experts and the public on government-funded or permitted projects. Local people can participate early in this process about the places that matter most to them.





## DESIGNATE

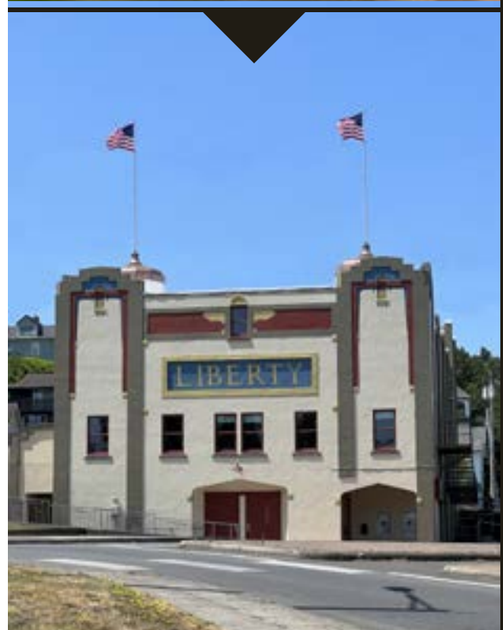
Local listing, adding a property to the National Register, and other designations and recognition programs help recognize the most important buildings and sites and ensure long-term preservation. If community leaders and planners know what places are important, they are more likely to avoid them during construction, include them in disaster planning, and leverage them as cultural and economic assets. The designation process can also serve as a community-wide commemoration of the persons and events that made a place what it is today. Communities can also officially recognize meaningful events, businesses, cultural practices, and traditions. Oregon Heritage offers several recognition programs, including the state historic cemetery designation. The Oregon Heritage Tradition designation connects a specific place with longstanding community traditions. Examples include the Pendleton Roundup and Happy Canyon Pageant and Wild West Show, both established in Pendleton in the early-twentieth century.

Listed in the National Register in 2020, the Darcelle XV is recognized for its national significance as a gathering place for the Lesbian, Gay, Bisexual, Transgender, and Queer (LGBTQ) community.

PHOTO CREDIT:
KIRSTEN MINOR

## TREAT

When a community decides to preserve a cultural resource it commits to its long-term care. For buildings and sites, local incentives paired with federal and state tax programs and grants can encourage thoughtful projects and assist owners in maintaining their historic places. Well-written local preservation ordinances, design guidelines, and disaster preparedness and response plans can address how best to preserve a property or site's features that connect its unique characteristics to the community's history. Communities can ensure the long-term preservation of their important objects, documents, and traditional beliefs and practices by financially and politically supporting the members of the heritage community that care for them.




The community of North Bend supported the nonprofit theater company Little Theatre on the Bay in its project to restore the historic Liberty Theatre. The Oregon Historic Theaters Grant and the Oregon Main Street Revitalization Grant partially funded the project, and the property was listed in the National Register of Historic Places as part of the effort.

PHOTO CREDIT:
LITTLE THEATRE ON THE BAY





## EDUCATE

The value of cultural resources is in the connection they create between the present and the past. However, this connection cannot be taken for granted. Robust, proactive education programs that make history 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.

The Clatsop Community College Historic Preservation and Restoration Program is a multi-disciplinary program involving history, architecture, drafting, and traditional craft skills. Students get the chance to work on real hands-on preservation projects to restore and preserve historic buildings.

PHOTO CREDIT:
CLATSOP COMMUNITY COLLEGE

*The nine federally-recognized Tribal governments in Oregon are separate sovereign nations with powers to protect their enrolled members' health, safety, and welfare and govern their lands. The members residing in Oregon are citizens of their tribes, citizens of Oregon, and, since 1924, citizens of the United States of America.*

*These nations include:*

- Burns Paiute Tribe
- Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians
- Coquille Indian Tribe
- Cow Creek Band of Umpqua Tribe of Indians
- Confederated Tribes of The Grand Ronde
- The Klamath Tribes
- Confederated Tribes of Siletz Indians
- Confederated Tribes of the Umatilla Indian Reservation
- Confederated Tribes of Warm Springs

*The Legislative Commission on Indian Services (LCIS) is an excellent resource to learn how to coordinate with the tribal nations.*

# The Role of the Heritage Community

## O

### OREGON HERITAGE

Although Oregon Heritage sets the tone for statewide preservation efforts and administers national and state programs, the division itself does not own or manage cultural resources, play a role in local land use decisions, develop school curricula, serve as an advocacy organization, or carry out the functions of other agencies. Individual members of the heritage community do much of the on-the-ground local preservation work. The heritage community is most successful in preserving cultural resources when working together, each playing to their strengths within their unique mission-driven work. The following participants play an essential role in carrying out preservation activities across the state.

## T

### TRIBAL GOVERNMENTS

Oregon's nine federally-recognized tribal governments are invaluable partners in preserving cultural resources related to the state's first peoples. Eight of the federally-recognized Tribes located in Oregon have a Tribal Historic Preservation Office (THPO), which performs the same functions as the Oregon SHPO on tribal lands. In addition, many Tribes have established language and culture programs, museums and archives, and other programs. Tribal cultural resource programs are growing and encompass many facets of native culture. Tribes contribute to the work of the heritage community by asserting their rights as sovereign nations to protect their cultural resources and practices and by taking part in preservation planning, federal and state project review, public education, and legislative action.

## F

### 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. Many also curate collections of artifacts and offer educational programs. Federal lands account for fifty-three percent of all property in the state, most of which is administered by the Bureau of Land Management (BLM) or the U.S. Forest Service (USFS). As a result, 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. Because public staffing and dollars are limited, responsible stewardship means steering resources to places with the most significant cultural value.

State agencies often have a specific job in support of the heritage community. The Oregon Department of Land Conservation and Development (DLCD) is responsible for statewide land use planning, including protecting cultural resources under statewide planning Goal 5. The Oregon Department of Education develops school curriculum, including lessons about indigenous Native American Tribes, adopted in 2023. The Oregon State Police (OSP) and Department of Justice (DOJ) enforce laws protecting archaeological sites, objects, and human remains.

*Goal 5 is one of nineteen statewide planning goals. Specifically, Goal 5 calls on local jurisdictions "To protect natural resources and conserve scenic and historic areas and open spaces" by inventorying significant places and creating a process to protect those sites.*

## L

### CERTIFIED LOCAL GOVERNMENTS (CLG)

The Certified Local Government program is a partnership among the National Park Service, the Oregon SHPO, and local governments that supports local preservation initiatives through funding, training, and technical assistance. Participating city and county governments serve a crucial role in physically preserving cultural resources through thoughtful regulation and incentives. Community-driven survey efforts identify and evaluate significant historic properties and designate them under federal and state cultural resource laws and local ordinances to local landmark lists and the National Register.

## N

### NONPROFIT ORGANIZATIONS

Nonprofit organizations, such as museums, archives, historical societies, cultural organizations, and friend groups, engage in various work including advocacy and bricks-and-mortar preservation, 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 help revitalize Oregon's historic downtowns. The unique position of nonprofits enables them to reach out to elected officials, corporate interests, and the public to call for legislative action and funding for preservation activities when government agencies cannot.

## U

### UNIVERSITIES, COLLEGES, TRADE SCHOOLS, AND THEIR STUDENTS

Students in many disciplines are integral to the future of historic preservation. Our universities are leading the way in document preservation and carrying out initiatives to digitize records to make them widely available. These institutions and their students are advocates for preservation and heritage issues, bringing needed resources to bigger efforts and providing valuable research to solve pressing preservation issues.

## P

### PROFESSIONALS AND PROFESSIONAL ORGANIZATIONS

Preservation, building, design, finance, and real estate professionals in both the private and public sectors offer essential, specialized services that support preservation. In addition to individual efforts, professional organizations can educate the public and advocate for preservation work by demonstrating preservation's cultural, educational, and economic value and volunteering to support nonprofit and heritage community organizations.





## H

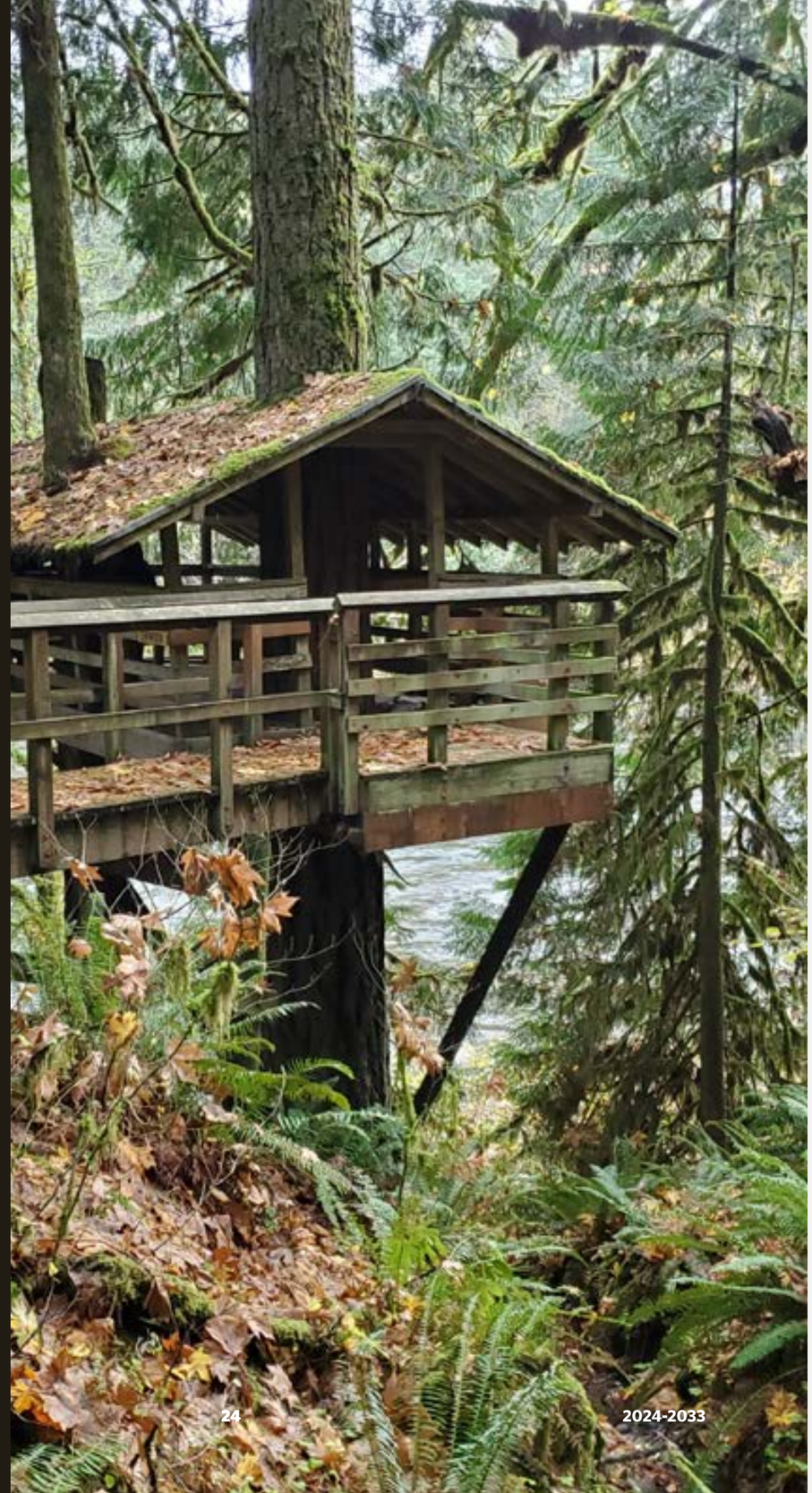
### HISTORIC PROPERTY OWNERS

Most of Oregon's cultural resources, including the state's historic districts, are privately owned. Owners must engage in the thoughtful maintenance of their property and, most importantly, curate its unique story to preserve Oregon's special places. The heritage community can help by providing educational materials, incentives, and funding that encourages physical preservation.

## B

### BUSINESSES, FOUNDATIONS, AND TRUSTS

Preserving our history is a community value. This collective effort requires robust public support for the tax-supported government and incentive programs, laws, and policies. Businesses, foundations, and trusts help make the case for preservation to our elected leaders and the public. They can lead by example by supporting the nonprofit members of the heritage community through funding and volunteerism.



Camp Namanu, Oregon's first girls' camp founded in 1924, cabin overlooking the Sandy River in Clackamas County.

PHOTO CREDIT:
OREGON HERITAGE



# ISSUES, GOALS, OBJECTIVES, AND STRATEGIES

The 2024-2033 Oregon Preservation Plan is a resource for the heritage community. Oregon Heritage will lead where appropriate and empower others to do likewise. This plan also addresses the Oregon SHPO's legislative mission to administer federal and state programs that identify, evaluate, designate, and treat historic properties and archaeological sites.

**The plan addresses four issues from Oregon Heritage's statewide outreach:**

**Building the Heritage Community**

**Preservation Planning:**
Identifying, Evaluating, Designating, and Treating Cultural Resources.

**Federal, State, and Local Government:**
Statutes, Rules, Ordinances, and Processes.

**Information Technology Tools**

Goals address the opportunities and challenges raised by the issue and name a preservation approach. Each goal also identifies the heritage community members responsible for carrying out the work. Active participants are identified as "primary actors," and those who play a supporting role are "collaborating actors." Objectives are specific projects that carry out each goal. Finally, strategies describe how Oregon Heritage and the heritage community will approach the work. Many strategies build on time-proven approaches that Oregon Heritage and the heritage community use in our daily work. Some goals and objectives are less defined because they are the work of other heritage organizations who must determine how to carry these out and what success looks like for themselves. Others are difficult to quantify except through feedback from partner organizations but are still important.

The topic of diversity, equity, inclusion, and access was critical during the outreach effort. Many called for closely working with underrepresented communities, removing barriers to program participation, and ensuring that recognition programs represent the full extent of the state's past. The strategies for each objective include the necessary steps to address these issues in regular, daily practice. The work will never be complete because Oregon's people and their needs will continue to change over time, as they always have.

The plan intentionally defines "cultural resources" very broadly. Still, it distinguishes between this larger category and "historic properties," which are places eligible for or listed in the National Register. This federal definition includes archaeological sites and is by law used to determine a property's eligibility for many of Oregon Heritage's programs.

The issues, goals, and objectives address the most pressing statewide cultural resource concerns common to all members of the heritage community to concentrate focus and resources and maximize cooperation. They are not in order of priority and certainly not comprehensive. Each heritage community member has priorities grounded in their community and mission. Even so, Oregon Heritage expects the framework established here emboldens advocates in their roles and reinforces how the heritage community can work together.





# How to Use this Plan

The 2024-2033 Oregon Historic Preservation Plan is a tool for the entire heritage community and the public to move our work forward by pursuing shared goals.

Here are ways to use the plan:

### BE INFORMED:

Familiarize yourself with statewide preservation issues and the unique opportunities and challenges of each.

### IDENTIFY OPPORTUNITIES:

Look for new initiatives that align with your organization's mission and new approaches to ongoing efforts.

### GUIDE STRATEGIC PLANNING:

Utilize the information, goals, objectives, and strategies from the plan to guide your organization's or community's strategic planning.

### ADVOCATE FOR PRESERVATION:

Use the preservation plan as a foundation to advocate for preservation-friendly local, state, or national policies and legislation. Share the plan with elected officials during advocacy campaigns.

*The 2024-2033 Oregon Historic Preservation Plan is a tool for the entire heritage community and the public. Use the information, ideas, and processes in the plan to learn more about the value of historic preservation, both economically and culturally. Then, use that information to educate and advocate for preservation efforts in your community and statewide.*

### BUILD RELATIONSHIPS:

Recognize the roles of various members within the heritage community and identify opportunities to establish relationships and combine resources for collaborative preservation projects.

### MAKE YOUR CASE:

When applying for grants or awards, show how your project or organization aligns with the statewide goals laid out in the plan to strengthen your application.

### SHARE YOUR CONTRIBUTIONS:

Continuously remind elected officials, governing boards, organization leaders, the public and stakeholders of your organization's support for statewide goals to showcase the value of your work and its statewide impact.

# Success Story: Conference and Summit

The biennial Oregon Heritage Conference and Heritage Summit unites professionals across the spectrum of heritage work, providing a platform for dialogue, education, and networking.

The Heritage Conference, held in even years, serves as a nexus for heritage enthusiasts. Themes included "People, Place, and Change" in 2018 and "The Power of Heritage" in 2022. Despite challenges such as canceling the 2020 event due to COVID-19, participants' resilience showcased the indomitable spirit of the heritage community.

In odd years, the Heritage Summit delves deep into pressing issues facing heritage organizations. Themes included "Creating a Culture of Board Engagement" in 2019 and "Collaboration is Key" in 2021, spotlighting critical topics such as board governance and fostering partnerships. These events provide practical tools and inspirational stories, empowering attendees to address challenges and seize opportunities in their fields.

The success of these two events lies not only in the quality of content but also in their ability to foster a sense of belonging and purpose among participants. The Conference and Summit have become indispensable catalysts that advance cultural resource preservation in Oregon by facilitating meaningful connections, sharing best practices, and championing inclusivity.

2022 Oregon Heritage Conference: The Power of Heritage.

PHOTO CREDITS:
OREGON HERITAGE, ALL EXCEPT THOSE LISTED BELOW
BOTTOM, MIDDLE: UNITED STATE BUREAU OF LAND MANAGEMENT
BOTTOM, LEFT: DAYTON COMMUNITY DEVELOPMENT ASSOCIATION
BOTTOM, RIGHT: UNIVERSITY OF OREGON MUSEUM OF NATURAL AND CULTURAL HISTORY
TOP, MIDDLE: SOUTHERN OREGON UNIVERSITY

# Issue 1:

## Building the Heritage Community

Each member of the heritage community helps shape our shared identity by connecting people with their past. This is especially true for local, non-government organizations such as Main Street communities, museums, archives, cemetery groups, and nonprofit cultural groups that serve the public every day. Building strong organizations across the heritage community is critical to preserve our special traditions, collections, and places.

Many participants in the outreach effort said strong local organizations must have staff, volunteers, missions, and programs that reflect the diverse populations they serve. Participants also emphasized the need to train individuals and organizations to carry out their work, build their organizations, and reach out. Communities change physically and culturally, and preserving who we are means embracing who we will be. The public will support what is relevant and meaningful. Supporting and training organizations



and their staff to meet this challenge creates public support for the entire heritage community and ensures that the breadth of Oregon's history is preserved and accessible.

Cooperation and networking are just as crucial in building strong organizations. Participants in the outreach effort want to see well-coordinated opportunities to meet and collaborate. Working together allows organizations to build on each other's experiences and gain efficiencies in programming and costs. Working with agencies, organizations, and businesses that do not have preservation as their primary mission offers the same benefits and builds broader support for preservation activities.

Oregon Heritage, statewide nonprofit and granting organizations, and tribal, federal, state, and local governments must do all they can to help local organizations thrive. That means supporting their staff and volunteers, building community support, and encouraging collaboration. This is important because healthy local organizations can recover from setbacks and challenges, including disasters. Providing support is not a gift. Local institutions offer insights into cultural resources in their community and can educate the public about government programs and projects. Well-resourced organizations with well-trained staff and volunteers are responsive to their communities and do the everyday work of preserving those cultural resources significant to a community. These efforts build public appreciation for cultural resources and support for the entire heritage community.







## Goal A

Build well-resourced heritage organizations that represent the diversity and values of their communities.

**PRIMARY ACTORS**

O N

**COLLABORATING ACTORS**

T F L U P B

## Goal B

Create a network of heritage organizations that will create new relationships, strengthen individual organizations, and achieve statewide goals.

**PRIMARY ACTORS**

O N

**COLLABORATING ACTORS**

T F L U P B

# Building the Heritage Community

## Goal A

Build well-resourced heritage organizations that represent the diversity and values of their communities.

**PRIMARY ACTORS**

O N

**COLLABORATING ACTORS**

T F L U P B

## Objective 1

Support the heritage community's efforts to recruit, train, and retain well-qualified professionals and motivated volunteers.

**OREGON HERITAGE STRATEGIES:**

- Conduct workshops and presentations on organizational development and recruiting and retaining staff and volunteers through the Main Street, Certified Local Government, Mentor Corps programs, and division events. Smaller and more rural organizations are the priority.
- Help the heritage community recruit interns and staff by sharing information through Oregon Heritage's communication channels.
- Participate in OPRDs diversity, equity, inclusion, and access programs and initiatives.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Seek materials and training from organizations with experience in diversity, inclusion, equity, and access.
- Consider how encouraging diverse leadership, staffing, and membership strengthens your organization.
- Participate in Mentor Corps as a subject-matter expert, hosting training opportunities, and providing funding and technical assistance.
- Collaborate to create career-oriented classroom curriculum, internships, scholarships and grant opportunities, and professional training.

## Objective 2

Strengthen the heritage community's capacity by developing connections between organizations and the communities they serve.

**OREGON HERITAGE STRATEGIES:**

- Ensure that programs and publications are relevant and accessible to Oregon's diverse population. Translate critical documents into Spanish and other languages.
- Maintain strong, targeted communication channels. Highlight the benefits of heritage work, such as grant awards, new projects and ideas, and economic impact summaries.
- Encourage the heritage community to create inclusive interpretive exhibits, programs, and signage.
- Support public opportunities to observe or participate in archaeological site work.
- Support the heritage community as members create new plaques, walking tour brochures, websites, traditional and social media, programs, and lectures.
- Create relevant education programs by working with the heritage community to promote national annual events, noteworthy anniversaries, and remembrances.
- Seek input from Tribes on division programs through OPRD's Tribal Liaison.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Develop new, mutually supportive relationships with organizations representing populations not already served around shared goals.
- Use Oregon Heritage's publications describing the impact and value of heritage work to support local initiatives.
- Seek materials and training from organizations with special knowledge or experience with community engagement.
- Review printed and digital communications to ensure they are relevant, easily accessible, and offered in multiple formats and languages.
- Improve community outreach and participation by developing effective media capabilities and strategies.

## Objective 3

Increase funding, training, and technical assistance to the heritage community to develop programs that reflect the mission and values of the people they serve.

**OREGON HERITAGE STRATEGIES:**

- Seek funding for additional staff and division programs that support community engagement across the state, including the Mentor Corps network and contract services.
- Conduct workshops on community engagement and program development through Oregon Main Street, Certified Local Government, and Mentor Corps programs and at the Oregon Heritage Conference and Heritage Summit. Prioritize assistance to small or rural organizations.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Participate in Mentor Corps as a subject matter expert.
- Host training, provide funding and technical assistance, and spread the word about others' efforts.

## Goal B

Build regular statewide in-person and online networking and collaboration opportunities, conferences, and workshops.

**PRIMARY ACTORS**

O N

**COLLABORATING ACTORS**

T F L U P B

## Objective 4

Build regular statewide in-person and online networking and collaboration opportunities, conferences, and workshops.

### OREGON HERITAGE STRATEGIES:

- Develop and host regular annual statewide in-person and online networking and collaboration opportunities, conferences, and workshops on topics developed with the heritage community.
- Increase financial support and funding for outreach to attract diverse audiences.
- Coordinate a biennial meeting with the Oregon Heritage Commission, Oregon Commission on Historic Cemeteries, and State Advisory Committee on Historic Preservation, and other state commissions with related missions to discuss topics of mutual interest.
- Include opportunities for Tribes, underrepresented communities, and students to present and participate in the division's regular events.
- Discuss essential topics at regularly scheduled forums, such as the Intergovernmental Cultural Resource Council and Governor's Resource Cluster on Cultural Resources.
- Include nontraditional partners in statewide events by broadening the discussion to include their interests.
- Reach out to professional building, design, finance, and real estate organizations and leaders in green building and affordable housing.
- Demonstrate the connectedness of heritage disciplines at division events and training.
- Share the heritage community's activities through press releases, website, social media, and email announcements.
- Support the division's Oregon Heritage All-Star Community program by providing these local organizations with funding, advice, and training.

### PRIMARY AND COLLABORATING ACTOR STRATEGIES:

- Support statewide events as attendees, presenters, hosts, and funders.
- Promote attendance at statewide events and share the impact of these opportunities within each organization and the community.





## Objective 5

Create local and regional opportunities to collaborate on shared projects.

### OREGON HERITAGE STRATEGIES:

- Work with partners to identify projects that may benefit from state programs, grant opportunities, and staff support.
- Seek funding for additional staff and increased cash awards for current programs, grants, and scholarships that support regional and local projects.
- Provide facilitated workshops and presentations on organizational networking and collaboration through the Main Street, Certified Local Government and Mentor Corp programs and division events.
- Connect peer organizations to create regional and local events.
- Promote the heritage community's events through press releases, website, social media, and email.
- Strengthen affiliation with colleges, universities, and trade schools through their programs, including Portland State University's Archaeology Road Show and preservation programs at Clatsop Community College, Astoria, and the University of Oregon.

### PRIMARY AND COLLABORATING ACTOR STRATEGIES:

- Identify mutually beneficial projects to complete with local partners.
- Host in-person and online events with peer organizations and potential partners.
- Support the events and initiatives of other organizations by providing funding, technical assistance, and mutual promotion.

# 2018 – 2023 Accomplishments:

- Hosted interns from the University of Oregon, Oregon State University, and Willamette University.
- Awarded sixteen scholarships to attend training and conferences.
- Conducted seven workshop series around the state on organizational development, recruiting staff and volunteers, public engagement, and networking.
- Hosted regular networking, collaboration, and training events, including the Oregon Heritage Conference and Summit, Main Street Conference, and Certified Local Government training.
- Added eight events to the Oregon Heritage Tradition program, which recognizes events important to the state's history and culture.
- Participated in the Archaeology Roadshow, a Portland State University program that promotes the appreciation of archaeology, and the Pacific Northwest Preservation Field School, a program sponsored by the National Park Service, northwest states, and the University of Oregon that teaches students hands-on preservation skills at historic sites across the Pacific Northwest.

# Success Story: Resilience

Traditional efforts to preserve cultural resources focus on identification, evaluation, designation, and treatment, but have left a critical issue unaddressed – disaster preparedness. Oregon Heritage has worked for years to close that gap and now has a solid case study and resources for all communities to create disaster preparedness and resilience plans. "It is important to protect heritage resources from disaster, not only for their intrinsic value but also for the critical role they play in community healing following a disaster," said Chrissy Curran, Deputy State Historic Preservation Officer.

The City of Cottage Grove had just finished its Historic Preservation Plan when, in 2019, it agreed to take that next step. More than half a dozen preservation groups, who represented some 1,200 heritage resources, worked in collaboration with the University of Oregon's Institute for Policy Research and Engagement – right as the COVID-19 pandemic hit. By September 2020, the plan was complete, and it identified goals such as expanding the number of heritage stakeholders, creating better lines of communication, diversifying the storage of cultural resources for protection, and finding economic resources for resilience and recovery.

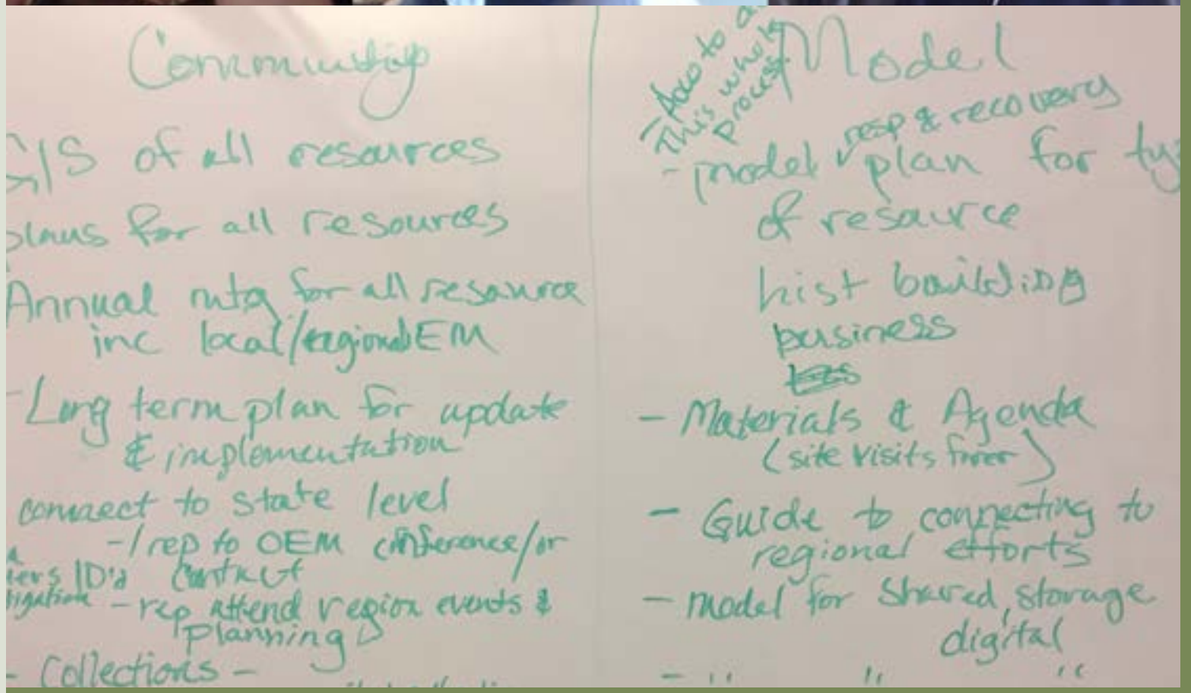
That plan is now a template for other communities. The Oregon State Historic Preservation Office created Community Disaster Resilience Planning for Heritage Resources, a guidebook and model for other communities. The American Association for State and Local History honored the effort with a Leadership in History award—the award-winning success inspired communities across the state to work on their own plans.





The University of Oregon Institute of Policy Research and Engagement project team led workshops across the community capturing ideas at local workshops.

PHOTO CREDITS:
TOP: INSTITUTE OF POLICY RESEARCH AND ENGAGEMENT
BOTTOM: OREGON HERITAGE



# Issue 2

## Preservation Planning: Identifying, Evaluating, Designating, and Treating Cultural Resources

Preservation planning is a systematic process that creates a community vision for cultural resources. It also includes disaster planning. Most people are familiar with the process for buildings and sites, but preservation plans benefit museum and archival collections and intangible cultural history as well. The heritage community guides the public conversation about what is important and how best to identify, evaluate, designate, and treat cultural resources. The process creates a shared community identity and an understanding of what is important to preserve and why.

Governments at all levels create planning documents for many purposes and must consider cultural resources. Participants in the outreach process strongly supported coordinated interagency planning. Many asked that agencies carefully consider the impact of projects on cultural resources and take concrete steps to avoid their loss or damage in the event of a disaster. It is equally important to remember that government is a partner in preservation planning. The best solutions often come from meaningful public discussions with local communities.

Three of the four steps of preservation planning are identifying, evaluating, and designating significant cultural resources. Participants in our discussions were strongly interested in well-known but threatened resources, including settlement-era homesteads and the Oregon Trail. Participants were also interested in archaeological sites and resources associated with Native Americans. But by far the most interest was in creating a thematically representative state inventory and National Register list that reflect the entirety of Oregon's history and the contributions of all. Knowledge of community resources is the basis for informed public conversations about what should be preserved and why and how to protect cultural resources from the changing natural environment and disasters.

Treating — or the physical preservation, rehabilitation, and protection of historic properties — is the core purpose of historic preservation. Success is based on strong planning, solid information, and adequate funding. Workshop and survey participants noted the need for more of all three, especially for rural and underserved areas. Incentives and economic development rather than regulation are often the best way to succeed. Grants and economic development finance projects, build public support, preserve historic properties, and create revenue and jobs.

Oregon Heritage administers statewide preservation planning tools, including the statewide inventory of historic properties that includes the state's historic properties listed in the National Register of Historic Places, and tax, grant, and economic development programs. Oregon Heritage also provides government agencies with advice and resources for their planning processes, critical cultural resource information, and technical assistance for disaster planning and response. Many of these services and funding are offered to communities through the Certified Local Government program.

Oregon Heritage looks forward to working with the heritage community and public over the next ten years to broaden the stories and cultural resources recognized in our state and working together to ensure these special traditions, collections, and places have a future.

ISSUES, GOALS, OBJECTIVES, AND STRATEGIES

ISSUE 2: PRESERVATION PLANNING

## Goal C

Include preservation planning in infrastructure development, land use processes, and disaster preparedness and response plans.

**PRIMARY ACTORS**: O T F L

**COLLABORATING ACTORS**: N U P H B

## Goal D

Increase the number and thematic diversity of cultural resources identified, evaluated, designated, and protected in Oregon.

**PRIMARY ACTORS**: O T F L

**COLLABORATING ACTORS**: N U P H

## Goal E

Increase the number of projects and services to preserve cultural resources.

**PRIMARY ACTORS**: O L B

**COLLABORATING ACTORS**: N P H

# Preservation Planning

## Goal C

Include preservation planning in infrastructure development, land use processes, and disaster preparedness and response plans.

**PRIMARY ACTORS**

O T F L

**COLLABORATING ACTORS**

N U P H B

## Objective 6

Ensure infrastructure, development, and land use plans meet federal and state cultural resource laws and accepted best practices.

**OREGON HERITAGE STRATEGIES:**

- Work with primary actors to identify and collaborate on four statewide planning projects, such as infrastructure planning, resource conservation and development, and disaster preparedness, response, and mitigation.
- Support public outreach efforts to Oregon's diverse populations.
- Advise primary actors on applying federal and state laws and accepted best cultural resource management practices.
- Provide prompt and professional responses to requests for comment on planning documents.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Strive to minimize impacts on significant cultural resources.
- Engage persons and organizations with special knowledge or interest to identify cultural resources, potential benefits and harm created by infrastructure and development projects, and how best to mitigate these impacts.
- Strengthen relationships with Tribes by emphasizing their concerns in planning documents.

## Objective 7

Develop specific disaster preparedness, response, and mitigation plans.

**OREGON HERITAGE STRATEGIES:**

- Work with key primary actors to update and distribute Oregon Heritage's *Continuity of Operations Plan* and *State Recovery Function Plan*.
- Carry out the provisions of Oregon Heritage's multi-agency disaster preparedness plan with Oregon State Library and Oregon State Archives.





- Obtain funding for disaster preparedness and response plans through existing division programs.
- Continue our joint partnership with Oregon State Library and Oregon State Archives to help organizations digitize records to prevent their loss in a disaster. See Issue 4, Goal J.
- Work with the Department of Land Conservation and Development and Oregon Emergency Management to map known cultural resources on statewide disaster preparedness and response maps.
- Develop appropriate interagency agreements to establish disaster preparedness and response protocols with tribal, federal, state, and local governments. Work closely with Oregon Emergency Management and Federal Emergency Management Agency (FEMA).
- Develop six community-wide cultural resource disaster resilience plans using FEMA grant funding.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Create and implement disaster preparedness, mitigation, and response plans.
- Cooperate with peer organizations to protect cultural resources and continue critical services before and after a disaster.
- Promote the value of the community's special traditions, collections, and places in maintaining community identity and connectedness when recovering from disaster.

## Goal D

Increase the number and thematic diversity of cultural resources identified, evaluated, designated, and protected in Oregon.

**PRIMARY ACTORS**

O T F L

**COLLABORATING ACTORS**

N U P H

## Objective 8

Increase the number of properties recorded in the statewide inventory.

**OREGON HERITAGE STRATEGIES:**

- Survey 600 properties annually, an increase of ten percent during the plan period.
- Work with primary and collaborating actors to plan and complete survey projects.
- Prioritize cultural resource surveys in rural and unincorporated areas, Certified Local Governments and Main Street communities, properties associated with Native Americans, Oregon's early history, and stories not yet represented or underrepresented in the statewide inventory, such as rural areas, little-documented

historic events and trends, women, and underrepresented racial and ethnic groups.

- Focus on properties at risk due to development, neglect, looting, vandalism, changing natural environments, and disaster.
- Provide technical assistance and funding through existing division programs to support the projects of primary and collaborating actors.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Conduct and support projects that add cultural resources to the statewide inventory. When appropriate, primary actors will consider mitigating adverse effects on historic properties under federal and state law by conducting surveys.
- Support statewide surveys by identifying properties to record and participating in projects as skilled professionals and project volunteers.

## Objective 9

Add historic properties to the National Register of Historic Places and list of National Historic Landmarks.

**OREGON HERITAGE STRATEGIES:**

- Work closely with the heritage community to develop priorities used to nominate properties to the National Register and National Historic Landmarks programs. See Goal D, Objective 8 for priorities.
- Provide information to identity-based organizations about the value of the National Register program and invite their participation in the process.
- Recognize local organizations, communities, historians, and practitioners as experts in their history and work with them to include their expertise in designation documents.
- Provide funding and technical assistance to local governments and nonprofit organizations to enable them to list properties in the National Register and local landmark lists.
- Add 200 properties to the National Register within the plan period.
- Work with primary and collaborating actors to identify five topics for Multiple Property Documentation Forms and provide funding and technical assistance for this effort.
- Work with the National Park Service and primary and collaborating actors to identify two properties to nominate to the federal National Historic Landmarks program and provide funding and technical assistance for this effort.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Nominate properties to the National Register and local landmark lists.





- Consider mitigating adverse effects to historic properties under federal and state law by nominating properties to the National Register and local landmark lists.
- Support nomination efforts by identifying properties for recognition, assisting in documentation, and publicly supporting these projects.

## Objective 10

Reflect the thematic diversity of served communities in collections and archives.

**OREGON HERITAGE STRATEGIES:**

- Provide training, assistance, and funding through existing programs to support collecting and cataloging artifacts and documents.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Work with organizations, communities, historians, and practitioners as experts in their history and its significance to appropriately collect and curate artifacts.

# Goal E

Increase the number of projects and services to preserve cultural resources.

**PRIMARY ACTORS**

O L B

**COLLABORATING ACTORS**

N P H

## Objective 11

Increase direct grant funding to rehabilitate historic properties and provide training and technical assistance to support these projects.

**OREGON HERITAGE STRATEGIES:**

- Provide $4,060,000 dollars, a forty percent increase, for projects and services to preserve cultural resources.
- Provide technical assistance to historic property owners to rehabilitate their properties through existing programs. Prioritize providing service to rural and underserved areas.
- Grow existing training opportunities to support the network of experienced professionals providing training and consulting resources.
- Request funding at each state biennial budget cycle for additional grant

dollars, staff, and contract services to support existing programs.

- Seek additional funding for grant programs from third-party funders, including the National Park Service.
- Distribute grant funds through the Certified Local Government program for building rehabilitation.
- Work with the Oregon Main Street Network and Certified Local Government programs to expand the use of federal tax credits for rehabilitation projects and the state benefits for historic properties.
- Evaluate the effectiveness of grants to identify areas for improvement and ensure the equitable distribution of funds.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Share successful rehabilitation projects and their impact with the community and decision-makers.
- Promote Oregon Heritage's services in the community and with peer organizations.
- Support public funding for rehabilitation projects.

## Objective 12

Use economic development to create reinvestment in buildings, downtowns, and communities.

**OREGON HERITAGE STRATEGIES:**

- Distribute funds through the Oregon Main Street grant program to participating communities to rehabilitate commercial properties and encourage downtown reinvestment.
- Provide annual training opportunities to assist communities in growing their Main Street programs.
- Support organizational advancement within the Main Street network based on local priorities within a healthy, impactful, and sustainable structure.
- Encourage participation in the federal rehabilitation tax credit program for historic properties.
- Carry out the recommendations of the State Historic Preservation Office program report, *What's Up Downtown, A Playbook for Activating Oregon's Upper Stories*.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Create authentic, representative cultural heritage tourism experiences and events centered on historic places and the community's unique historical identity.





- Develop or improve recreational opportunities that support the appreciation and use of cultural resources.
- Increase the awareness of the Main Street program as a community-based economic development engine centered on local historical identity and place.
- Carry out the recommendations of the State Historic Preservation Office program report, *What's Up Downtown, A Playbook for Activating Oregon's Upper Stories*.

## 2018 – 2023 Accomplishments:

- Funded four local preservation plans through the Certified Local Government program.
- Developed a community-wide cultural resource disaster resilience plan for the City of Cottage Grove in partnership with the University of Oregon's Institute for Policy Research & Engagement and other community organizations.
- Added 26,307 properties to the statewide inventor; 8,988 of these were buildings, structures, or other built-environment resources.
- Added seventy-five historic properties, including eighteen districts, to the National Register of Historic Places.
- Distributed 249 grants totaling $48,860,251.48 to rehabilitate historic properties, including buildings, structures, and cemeteries.
- Expanded the Main Street program to include the participation of regions or groups of nearby unincorporated communities.
- Created $162,172,289 in private and $156,883,412 in public investment through the Oregon Main Street program, which generated 549 net new business, 125 business expansions, and 3,028 jobs through 949 building improvement projects.
- Developed the Collections Coordinating Group Disaster Resilience and Response Plan in cooperation with the State Library of Oregon and Oregon State Archives to coordinate the protection of cultural resources in disaster planning and response with federal and state agencies.

# Success Story 3 Willamette Valley Dams

The U.S. Army Corps of Engineers oversees thirteen dams in the Willamette River basin, which covers 11,000 square miles stretching from Cottage Grove north to the Columbia River. In that area are an estimated 1,000 cultural and historical resources, including archaeological sites, historic buildings, landscapes with cultural or religious significance, and even the Corps' infrastructure. To protect those resources, the Corps signed a landmark agreement that standardizes and streamlines its approach to accounting for potential impacts. Creating the agreement required collaboration with the Oregon State Historic Preservation Office, the Advisory Council on Historic Preservation, tribal nations, federal, state, and local agencies, and local heritage-focused organizations.

"Through this agreement, our actions and decisions will align more deliberately and consistently with the expectations of the nation, tribes, states, and partners," said Erik Petersen, the Corps' Willamette Valley operations project manager. "The result will be better, more efficient protection and stewardship of important cultural and historic values and resources."

The document streamlines the Corps' approach to cultural and historic resources. For example, it establishes agreement on low-risk projects that don't warrant additional consultation with partner agencies, allowing the Corps to focus its time and energy on projects more likely to have a greater effect on the area's resources.

Oregon Deputy State Historic Preservation Officer Chrissy Curran praised the collaborative approach, saying, "It's not lost on me that successful collaboration, negotiation, and meaningful consultation represent something far bigger in our world today than a project agreement."





Army Corps of Engineers and Oregon State Historic Preservation Office sign ground-breaking agreement managing the historic Willamette Valley Hydroelectric project at Foster Dam.

PHOTO CREDITS:
TOP: ARMY CORPS OF ENGINEERS
BOTTOM: OREGON HERITAGE

# Issue 3

## Federal, State, and Local Government: Statutes, Rules, Ordinances, and Processes

Cultural resource laws set the framework for the work of the entire heritage community. This is especially true for tribal, federal, state, and local governments, public service districts, and institutions that administer the laws and oversee some of the state's most important cultural resources. State and federal laws also affect museums, cemetery groups, and others in the heritage community. The role of government is to support preservation activities through accountable and effective administration of federal and state laws that focus on the most important cultural resources. Agencies also provide cultural resource and program information and professional expertise to decision-makers and advocates looking to develop legislative and policy solutions to cultural resource issues.

Participants in the public outreach effort emphasized that all levels of government must work cooperatively toward larger goals and consistently administer federal and state laws. In addition, they believe that government must include their communities in discussions about how best to carry out this work. Out-of-date administrative rules, local landmark ordinances, and agreement documents are barriers. Still, we can work with the heritage community to bring stakeholders together and to effect change where needed.

Participants looked to the Oregon SHPO to take a more substantive role in enforcing cultural resource laws. However, neither federal nor state laws give the Oregon SHPO enforcement authority. Others asked the division to advocate new laws or changes to existing statutes, but executive branch agencies do not develop independent legislative agendas without direction from the Governor. Instead, the Oregon SHPO's job is to advise agencies on their legal responsibilities, recommend best management practices, and offer feedback on their communication and outreach work. The division also helps decision-makers and advocates create legislative and policy solutions to address the needs of the heritage community.

The SHPO strives to be reasonable, timely, and professional when reviewing development projects and always tries to achieve a preservation outcome. We're usually successful. Through close coordination with Tribes and federal and state agencies, only a small handful of projects in a given year negatively impact cultural resources through demolition or dramatic changes to the resource's appearance. Working together, Oregon's governments and institutions will preserve historic properties and build broad public support for our work.







## Goal F

Provide decision-makers with technical expertise to enact laws and policies that address statewide cultural resource issues.

**PRIMARY ACTORS**

O

**COLLABORATING ACTORS**

T F N P H B

## Goal G

Ensure state and local governing documents carry out federal and state cultural resource laws and best preservation practices.

**PRIMARY ACTORS**

O L

**COLLABORATING ACTORS**

T F N P H

## Goal H

Improve accountability, transparency, and compliance with federal and state cultural laws among tribal, federal, state, and local agencies and partners.

**PRIMARY ACTORS**

O T F

**COLLABORATING ACTORS**

L N

# Federal, State, and Local Government

## Goal F

Provide decision-makers with technical expertise to enact laws and policies that address statewide cultural resource issues.

**PRIMARY ACTORS**

O

**COLLABORATING ACTORS**

T F N P H B

## Objective 13

Provide information to decision makers on the impact of Oregon Heritage programs on cultural resources significant to Tribes.

**OREGON HERITAGE STRATEGIES:**

- Work with Tribes to identify specific information that Oregon Heritage can collect as part of its regular duties to help shape legislative and policy decisions.
- Distribute information in consultation with affected Tribes in cooperation with the Oregon Legislative Council on Indian Affairs to the Oregon State Legislative Commission on Indian Services, tribal governments, federal and state agencies, and at meetings of the Governor's Cluster on Cultural Resources, Intergovernmental Council on Cultural Resources, and other gatherings.
- Coordinate with Oregon State Police, Oregon Department of Justice, and agencies that may intersect with Oregon Heritage's programs to assess how state laws and practices may affect Tribes.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Make recommendations about the effects of Oregon Heritage programs on cultural resources significant to Tribes.
- Develop legislative and policy responses using the information provided by Oregon Heritage.

## Objective 14

Document the economic and cultural impact of the heritage community's work and Oregon Heritage programs.

**OREGON HERITAGE STRATEGIES:**

- Work with the heritage community and interest groups to identify topics for four relevant studies.
- Contract with professional research firms to conduct studies and seek funding for these efforts.
- Consult related agencies with responsibilities and programs that overlap the interests of the heritage community to create reports that address all aspects of an issue.
- Distribute completed studies to elected officials, decision makers, public, and the heritage community.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Make recommendations to Oregon Heritage on topics and project scopes for studies to document the heritage community's achievements and challenges.
- Develop legislative and policy solutions using the information provided by Oregon Heritage.
- Distribute statewide reports to decision-makers, organization members, and the public.
- Lead community discussions of the findings and how recommendations may apply.

## Objective 15

Support existing and establish new state and local incentives for rehabilitating and protecting historic properties.

**OREGON HERITAGE STRATEGIES:**

- Provide information to elected officials and the heritage community evaluating the state incentive programs.
- Fund a study identifying potential tax benefits and incentives for historic property rehabilitation and archaeological site preservation.
- Identify successful federal and state tax and grant program preservation projects and track the benefits of preserving, rehabilitating, and reusing historic properties. Distribute this information broadly.
- Help local governments improve existing and create new incentives by providing funding and technical expertise.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Share successful rehabilitation projects and their economic and community impacts with the community and decision-makers.
- Work to develop legislation and policies that support current and new incentives for rehabilitating and protecting historic properties.
- Establish local historic preservation incentives. **See Goal G, Objective 17.**

## Goal G

Ensure state and local governing documents carry out federal and state cultural resource laws and best preservation practices.

**PRIMARY ACTORS**

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**COLLABORATING ACTORS**

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## Objective 16

Revise or create Oregon Administrative Rules (OARs) for the Heritage Divisions' programs that address the interests of Tribes and the heritage community to protect cultural resources.

**OREGON HERITAGE STRATEGIES:**

- Review OARs related to the Heritage Divisions' programs to determine the need to create or revise OARs.
- Seek and consider comments from primary and collaborating actors on prioritizing OARs for revision or creation and the project scope and timeline.
- Assemble diverse advisory groups to review and recommend potential changes to OARs and offer solutions to eliminate or reduce potential impacts on diverse communities, small organizations, rural areas, and small businesses.
- Advocate for the interests of the heritage community when other state agencies revise or create OARs.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Assist Oregon Heritage in identifying OARs for revision or creation, the scope of each project, and a timeline for action.
- Participate in public meetings as organizations and encourage others to do the same.
- Identify issues emerging from discussions on the OARs for later consideration, such as at the five-year evaluation for the 2024-2033 Oregon Historic Preservation Plan in 2029 and again for inclusion in the next state plan in 2033.

## Objective 17

Amend or create cultural resource ordinances and land use planning documents consistent with federal and state laws.

**OREGON HERITAGE STRATEGIES:**

- Work with the Oregon Department of Land Conservation and Development (DLCD) and others to update those elements in comprehensive planning Goal 5 that pertain to cultural resources, historic preservation, and archaeology.
- Create a sample cultural resource ordinance, a preservation plan, and an historic context statement.





- Review local cultural resource ordinances and land use planning documents using statewide model documents and make specific recommendations to local governments to consider.
- Create sample design guidelines for adding housing and green buildings in historic districts.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Participate in the Certified Local Governments program to receive funding and training, amend ordinances, and revise or create land use planning documents.
- Adopt a local landmark commission-adopted or legislatively-approved preservation plan to guide local programs.
- Participate in local processes to amend landmark ordinances and revise or create land use plans and procedures that meet the needs of their community.

## Goal H

Improve accountability, transparency, and compliance with federal and state cultural laws among tribal, federal, state, and local agencies and partners.

**PRIMARY ACTORS**

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**COLLABORATING ACTORS**

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## Objective 18

Establish interagency program agreement documents that create strong, cooperative Tribal, federal, and state cultural resource management programs.

**OREGON HERITAGE STRATEGIES:**

- Work with primary and collaborating actors to review existing agreement documents for compliance with federal and state laws, rules, policies, and best practices. Identify agreements to amend or terminate.
- Create agreements that identify the right level of effort for each process and enable decision-making at the lowest possible level.
- Create model documents that address the administration of federal and state laws, identification, evaluation, designation, and treatment of cultural resources, public education, information sharing, and disaster preparedness and response.
- Review existing statewide and national interagency agreements to identify best practices.
- Use information provided by the federal Advisory Council on Historic Preservation (ACHP) to create the model agreement and supporting documents and invite the agency's comments.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Recommend topics and best practices to include in agreement documents.
- Involve the collaborating actors, interested parties, and the public in creating these interagency agreements.

## Objective 19

Support retention and training of well-qualified professionals at tribal, federal, state, and local agencies.

**OREGON HERITAGE STRATEGIES:**

- Attend training provided by tribal, federal, and state agency partners as participants and contributors.
- Develop training opportunities specific to the needs of government agencies.
- Encourage including minimum standards for staffing, professional qualifications, and ongoing training in inter-agency agreement documents.
- Provide training through ongoing events and funding with existing programs.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Develop staff training and retention programs in collaboration with other government agencies.
- Share best practices for retention and training professional staff.

## 2018 – 2023 Accomplishments:

- Revised the Oregon Administrative Rules for the Federal National Register of Historic Places program and state archaeological permit process. **See Appendix I for a brief explanation of each rule.**
- Wrote or revised 115 interagency agreements to protect or to account for adverse impacts to cultural resources and simplify review under cultural resource laws.
- Reviewed eighty-one local landmark ordinances and five communities joined the Certified Local Governments program.
- Published the statewide reports *Economic Impacts and Value of Oregon's Heritage Organizations and Events Report, The Impact of Oregon's Main Streets, and What's Up Downtown? A Playbook for Activating Oregon's Upper Stories* to support the efforts of the heritage community.
- Created a model Memorandum of Agreement (MOA) and accompanying documents that accounts for the negative impacts of federal and state projects on cultural resources.
- Participated in the Oregon Legislative working group on state incentives for historic properties.

# Success Story: Northwest Digital Heritage

Preserving cultural resources is now more than physically rehabilitating important but worn buildings or revitalizing significant traditions. Think digital. The Northwest Digital Heritage project, established in 2021, brings together unique historical collections from over 150 libraries, archives, and museums throughout Oregon, Washington, and Idaho. Digital resources include photographs, maps, oral histories, and more.

Northwest Digital Heritage is a partnership between the Oregon Heritage Commission, the State Library of Oregon, and the Washington State Library. The effort, 15 years in the making, now has more than 670,000 records.

Oregon Heritage Commission's role is to help small organizations digitize collections and make them accessible online. The Commission loans organizations equipment and helps them apply for grants. It also created an Organization's Guide to Creating and Cleaning up Collection Information and a Case Study on Past Perfect Online to help organizations better understand what collection information to document, the importance of collection information, creating standards to help make this information consistent and breaking down data cleanup projects into manageable steps. The successful collaboration makes an ever-growing number of collections across the northwest available to researchers and the public, no matter where they are.





Benjamin and Campbell Homestead House, Forests Service Road NF 43 and 47, Blue Mountains. This image is part of the Oregon Scenic Images Collection, a digital collection that was a collaboration between Oregon State Archives and Northwest Digital Heritage.

PHOTO CREDIT:
GARY HALVORSON, OREGON STATE ARCHIVES

# Issue 4

# Information Technology Tools

Robust digital information management is an essential tool that allows the heritage community to work effectively. Cultural resource information comes from many sources. Government agencies create and collect documents through their administration of cultural resource laws. Educational institutions, museums, and archives create and maintain collections and research materials for their educational mission. Working together, the heritage community can manage and share information and documents better and faster. And that is what we've been asked to do. Participants in the workshop and respondents to the survey said they wanted more information online and more capable web-based platforms.

The Oregon SHPO maintains the largest data set of known cultural resources in Oregon. During the public outreach effort, participants strongly encouraged the Oregon SHPO to offer complete information online and make accessing and adding data easier. Government agencies and professional contractors use this information to identify, evaluate, and designate cultural resources under federal and state cultural resource laws. Researchers and the public rely on the information, too. Oregon Heritage made strides toward digitizing records and creating better processes in the last several years. However, the division still needs to create the new data management system called for in the 2018-2023 Oregon Historic Preservation Plan. Continuing our effort to build the envisioned web-based data management system that ties together all Oregon Heritage programs is one of our most important goals. Desired outcomes include faster responses, greater public transparency, better project management, and improved record retention and attribution. An important workflow feature will allow staff and users to track and manage projects online. Just as important is Oregon Heritage's goal to develop long-term, stable funding for these services.

**See Appendix I, "Recording Cultural Resources," for a description of the Oregon SHPO's cultural resource databases.**

Oregon Heritage understands that the heritage community must provide and use web-based services to organize and share its collections and research materials. Virtual museums and archival collections offer the public the experience of Oregon's history and culture regardless of ability, resources, time, or location. Government agencies and professionals also use these resources for research and policy decisions. A virtual collection can include music, oral histories, videos, images, and documents. Materials can be linked to related works and other relevant sources. Creating these resources can be a community-building project by bringing together the people most closely associated with the collection, the public, and professionals.

## Goal I

Build accessible and sustainable statewide information management systems that support the heritage community's work.

**PRIMARY ACTORS**

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**COLLABORATING ACTORS**

T F L N P

## Goal J

Provide web-based access to the collections held by Oregon Heritage and the heritage community.

**PRIMARY ACTORS**

O N U

**COLLABORATING ACTORS**

T F B

# Information Technology Tools

## Goal I

Build accessible and sustainable statewide information management systems that support the heritage community's work.

**PRIMARY ACTORS**

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**COLLABORATING ACTORS**

T F L N P

## Objective 20

Create a statewide web-based data management system that integrates Oregon Heritage's federal and state programs for use by the heritage community and public.

**OREGON HERITAGE STRATEGIES:**

- Collaborate with assigned OPRD information technology staff, agency leadership, and the Oregon Department of Administrative Services (DAS) to complete all required legislative and administrative steps.
- Engage collaborating actors to determine how the system should function, including submitting documentation for state and federal programs, gathering information, and tracking and evaluating projects.
- Work with collaborating actors to develop confidential digital methods of securing culturally sensitive information protected from disclosure under federal and state law.
- Coordinate with appropriate OPRD staff to ensure the system is compliant with the Americans With Disabilities Act and accessible to anyone interested in Oregon's history and culture.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Provide comments on the capabilities of the system during development and implementation.
- Contribute data, expertise, and staff time to create the system.

## Objective 21

Increase funding to maintain and develop the Heritage Division's data information systems and processes.

**OREGON HERITAGE STRATEGIES:**

- Work with OPRD fiscal staff and agency leaders to identify additional funding for the Heritage Division's data information systems and processes.





- Identify best practices of other state SHPOs and Oregon state agencies for funding data information systems and processes.
- Consider the benefits and drawbacks of charging fees for the division's digital products and services.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Recommend and advocate for potential sources of funding.
- Advise Oregon Heritage if fees should be charged for the division's services and products and how fees could support the long-term success of the data information system.

## Goal J

Provide web-based access to the collections held by Oregon Heritage and the heritage community.

**PRIMARY ACTORS**

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**COLLABORATING ACTORS**

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## Objective 22

Digitize research materials and make them accessible to the heritage community and the public.

**OREGON HERITAGE STRATEGIES:**

- Work with OPRD information technology staff, State Library of Oregon, and Oregon State Archives to determine appropriate processes and formats for digitizing, storing, and sharing division research materials.
- Coordinate with the heritage community to make records accessible, as appropriate, under Oregon State public records and cultural resource laws.
- Collaborate with State Library of Oregon and Oregon State Archives to digitize or archive paper records the division chooses not to keep.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Advise Oregon Heritage on confidentiality and use of culturally sensitive information, record access, and secure, long-term storage.
- Recommend repositories for paper records the division chooses not to keep.

## Objective 23

Digitize and make widely available archive and object collections at statewide intuitions and local organizations.

**OREGON HERITAGE STRATEGIES:**

- Provide training and funding to primary actors and eligible organizations to digitize their collections and research materials.

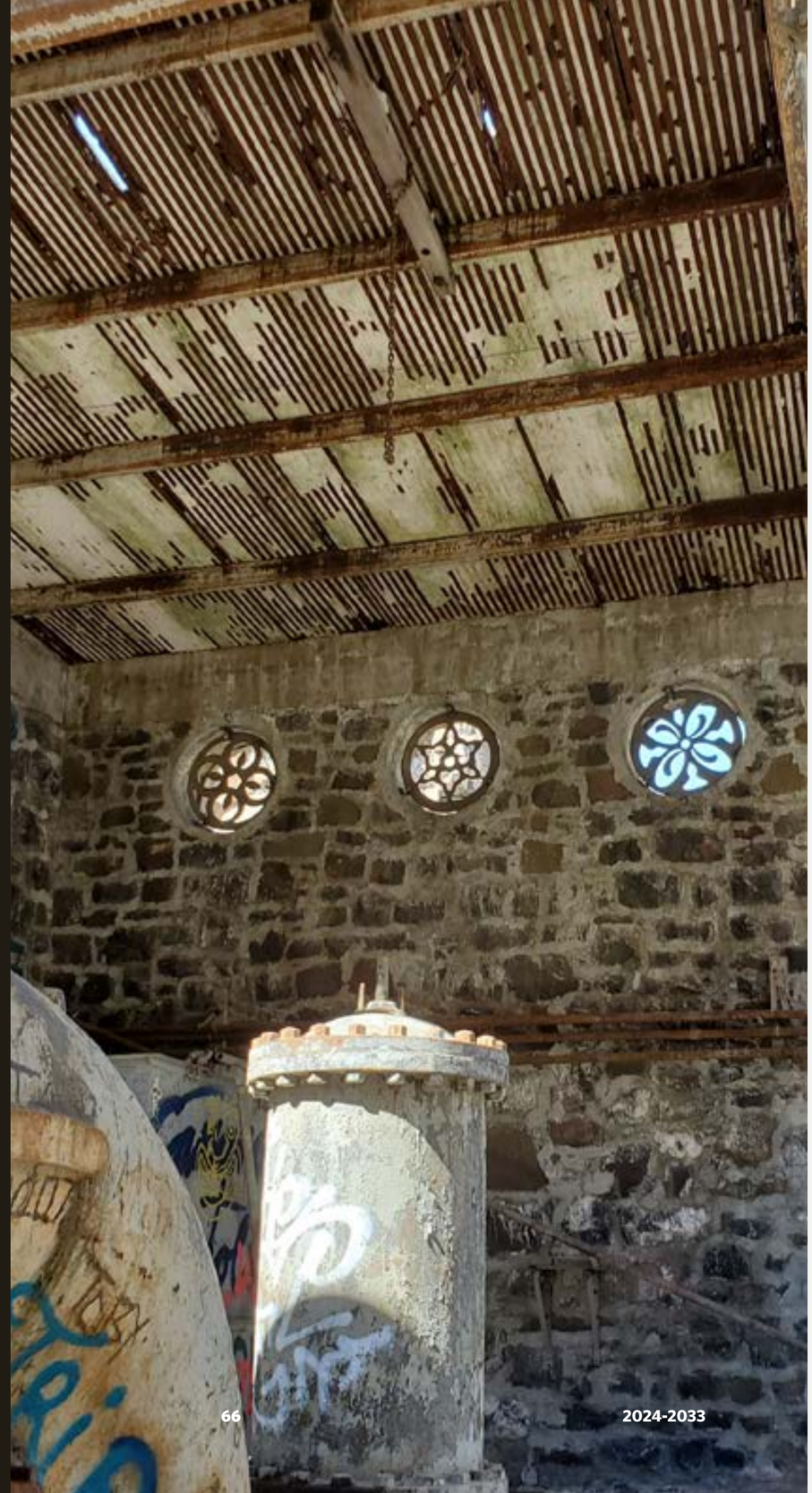
- Encourage federal and state agencies to support digitization to mitigate negative project effects on cultural resources.
- Encourage making digital collections available online.
- Support the use of Northwest Digital Heritage online archive by providing funding and expertise to organizations to use this platform.

**PRIMARY AND COLLABORATING ACTOR STRATEGIES:**

- Identify digitization projects and seek funding and resources to complete them.
- Develop relationships and agreements with peer institutions to make digitized materials widely available.
- Work with communities associated with specific collections and material about the merit of providing them on public digital platforms.
- Provide funding to peer institutions under existing grant and assistance programs for digitization projects.

## 2018 – 2023 Accomplishments:

- Redesigned the division website for ease of navigation and use.
- Digitized and corrected the locations of hundreds of historic properties in the Oregon Historic Sites Database.
- Launched the "Go Digital" portal, a streamlined online submittal process for the review of projects under federal and state cultural resource laws.
- The Oregon Heritage Commission, State Library of Oregon, and Washington State Library launched Northwest Digital Heritage. This online resource brings together unique historical collections from over 150 libraries, archives, and museums throughout the region.
- Offered digital photography kits for loan to heritage organizations across the state to document their collections.
- Provided grant funds to the University of Portland, Southern Oregon Historical Society, Oregon State University Museum of Natural & Cultural History, Josephy Center for Arts and Culture in Joseph, Columbia Gorge Discovery Center, Harney County Library Foundation, and other organizations to complete digitization projects, including scanning historical records and documents, photographing and recording artifacts, and creating and storing oral histories.



Powerhouse Interior, WASCO Warehouse & Milling Company Hydroelectric Project Historic District.

White River Falls State Park near Maupin in Wasco County.

PHOTO CREDIT:
OREGON HERITAGE



# CARRYING OUT THE 2024-2033 OREGON HISTORIC PRESERVATION PLAN

The 2024–2033 Oregon Historic Preservation Plan guides Oregon Heritage as a resource for the heritage community and the Oregon SHPO in its role as the lead preservation organization in the state. But it is not a work plan for Oregon Heritage. Instead, it unites the heritage community's common missions and goals into practical efforts that maximize cooperation, avoid duplication, and ensure no gaps in crucial areas. Oregon Heritage supports this approach by providing funding and technical assistance and hosting conferences, forums, and training sessions. Coordination enables each organization to do what it does best while concretely supporting like-minded goals.

Oregon Heritage will do its part to implement the plan by aligning the division's activities with other agency and statewide planning efforts and regularly evaluating progress toward the statewide goals.

## Integration with Other Plans

This plan specifically works with four other planning documents. Oregon Heritage will annually review these documents to align its work within Oregon State Parks and with other statewide efforts.

The State of Oregon Diversity, Equity, and Inclusion Action Plan outlines the state's vision, values, and goals for racial equity and includes ten specific implementation strategies. As part of this effort, OPRD is developing its own "Justice, Equity, Diversity, and Inclusion Action Plan" that focuses on equitable experiences for employees and visitors to ensure that the growing diversity of Oregon's population is reflected in who is visiting the parks, engaging with the agency's programs, and advising agency committees. These documents guide OPRD in creating inclusive programs and inform Oregon Heritage's outreach and engagement efforts.

OPRD is developing a statewide strategic plan that Oregon Heritage will include in its planning efforts. The new agency plan will build on the Centennial Horizon plan, which brought OPRD to its hundredth birthday in 2022. Centennial Horizon emphasized the agency's stewardship of natural and cultural resources. Goals included: saving Oregon's special places, connecting Oregonians to meaningful experiences, and taking the long view toward resource preservation through sustainable funding. These ideas support historic preservation goals and are strongly held values the agency will carry into the future. The new plan will incorporate the goals of the agency's Continuity of Operation Plan (COOP), which addresses continued delivery of vital services during a disaster or service interruption and a succession plan for retaining workforce talent and institutional knowledge.

The Oregon Heritage Commission's 2020-2025 Oregon Heritage Plan is a companion planning document. As a part of Oregon Heritage, the Commission's initiatives include various grants, technical assistance, and recognition programs that support the heritage community across the state. The Commission and Oregon Heritage's work are mutually supportive, encouraging participation in each other's programs and fostering partnerships within the heritage community. The Commission's Oregon Heritage Plan focuses on four goals: Include more voices; increase access to heritage; promote the value of heritage; and pursue best practices. Oregon Heritage staff initiated public outreach for the next five-year Oregon Heritage Plan in 2023 and expect to publish the new plan in 2026.





## Tracking Progress Toward Oregon's Preservation Goals

Oregon Heritage will measure progress toward statewide goals each year by assessing our programs and asking members of the heritage community to share their successes. Inviting and incorporating critical feedback from the heritage community and partners representing interests and communities not fully represented in the state's historical narrative will be important to measure success and opportunities to improve. The information will shape the division's annual work plans for the coming year and be described in a brief report distributed in the first quarter of each year. The first report will be issued in 2025.

Oregon Heritage will present findings and issues from the annual report across many communication channels. These include the division's Heritage Conference (held in odd-numbered years); the Heritage Summit (held in even-numbered years); an annual meeting of the State Advisory Committee on Historic Preservation (SACHP), a governor-appointed body; the Governor's Culture Cluster, a working group of Tribes and state agencies; and the Interagency Cultural Resource Council (ICRC), a working group of tribal governments and federal and state agencies. Oregon Heritage will distribute the report to the heritage community and the public through press releases, the division's digital newsletter, the website, and social media outlets.

In 2028, the fifth year of the planning cycle, Oregon Heritage will conduct a midpoint assessment with a panel of stakeholders and will solicit public comment on the progress of fulfilling plan goals. This review will help determine if any course corrections are needed. Oregon Heritage does not expect the review process to involve revising issue statements or goals because they are written to address broad, ongoing topics expected to be relevant throughout the planning period. Any revisions to the plan will be described in the 2029 annual report. Oregon Heritage will thoroughly review the plan's success in 2032 to prepare for the next Oregon Historic Preservation Plan.

A worker installs the neon sign on the historic Pix Theater in downtown Albany.

PHOTO CREDIT: ALBANY DOWNTOWN ASSOCIATION



# CREATING THE 2024-2033 OREGON HISTORIC PRESERVATION PLAN

The National Park Service (NPS) in Washington, DC, provides grant funds to the Oregon SHPO to carry out federal preservation programs under the authority of the National Historic Preservation Act, enacted by Congress in 1966. The Act created the National Register of Historic Places (National Register), the nation's list of historic properties deemed important in American history, programs to identify and protect historic properties, and funding and incentives for preservation activities. The Act also established State Historic Preservation Offices (SHPO) to carry out the federal law. Under the law, NPS requires the Oregon SHPO to publish the Historic Preservation Plan every five to ten years.

Creating the plan includes three steps: evaluating the effectiveness of the previous plan, reaching out to the public and partner organizations, and assessing the current context and challenges for our work. Together, these efforts identify the most important statewide issues, and develop the goals, objectives, and strategies to address them. The following sections describe these efforts and the conclusions that informed creating this plan.

# Evaluating the 2018 – 2023 Oregon Historic Preservation Plan

In early 2022, staff assessed the division's progress on goals from the 2018–2023 Oregon Historic Preservation Plan. The Heritage Division made progress toward several goals. Highlights include:

### LISTING DIVERSE PROPERTIES IN THE NATIONAL REGISTER.

The National Register is the nation's list of significant places. Oregon's recent entries include the Beauchamp Building, where Louise Beauchamp worked as one of a handful of women pharmacists in the early 1900s. Also recognized were Darcelle XV nightclub for its place in Lesbian, Gay, Bisexual, Transgender, and Queer history, and Dean's Beauty Salon and Barber Shop, the oldest confirmed, continuously operating Black-owned barber shop and salon in Portland.

The Oregon SHPO, local governments, and community organizations also completed several Multiple Property Documentation Forms (MPDFs) focused on specific aspects of Oregon's history. These documents make it easier to list properties in the National Register by describing the history of a group of properties and what makes them eligible for listing in the National Register. Oregon Heritage and others completed MPDFs documenting the Oregon Trail, public buildings constructed during the Great Depression, and the contributions of the African American community in Portland between 1851 and 1973.

### ANALYZING PROGRAM IMPACTS.

The division also produced reports about the social and economic effects of cultural resource preservation and heritage programs:

- The Economic Impacts and Value of Oregon's Heritage Organizations and Events Report describes how heritage activities drive the economy.
- The Impact of Oregon's Main Streets report shares the economic and social impacts of the Oregon Main Street program.
- What's Up Downtown? A Playbook for Activating Oregon's Upper Stories, developed in partnership with the University of Oregon Institute for Policy Research & Engagement, describes barriers and recommendations to encourage activating vacant upper floors to use for housing and other needs.

### GROWING PARTNERSHIPS.

Creating equitable access to heritage resources was also a focus of the division. Organizations in Washington and Oregon launched the Northwest Digital Heritage project, which enables digital access to libraries, museums, and cultural organizations in both states. Oregon Heritage also hosted the online *Latino Heritage Preservation: Building a Network* forum. The English-language





event began a statewide conversation in the heritage community about ways to preserve and share Oregon's Latino heritage. Oregon Heritage also worked closely with Business Oregon, offering technical advice and staff to serve on advisory groups, and partnered with the Rural Development Initiative to fund technical assistance to Oregon Main Street Communities for program development. The division also worked on several projects with Travel Oregon and the Nonprofit Association of Oregon.

### BROADENING COMMUNICATION.

Oregon Heritage redesigned the division website around its programs rather than organizational structure to ease navigation. The division also posted the Oregon Heritage Exchange website. The page provides technical assistance to the heritage community. In addition, Oregon Heritage continued facilitating conversations among Oregon's nine federally-recognized Tribes and the heritage community through the Oregon Heritage Conference, pulled together the division's multiple professional email lists into the weekly Heritage News e-newsletter, and created many networking opportunities and discussion forums. In 2023, the division explored providing services and publications in languages other than English. The first efforts include limited language translation services on request, a workshop on organizational planning, and providing the Oregon Main Street grant application in Spanish.

### RESPONDING TO EMERGENCIES.

In response to the COVID-19 public health crisis and the 2020 Oregon wildfire disaster, Oregon Heritage developed web-based content and centralized access to local, state, and federal resources to assist the heritage community in identifying and accessing resources. The division also coordinated with the Federal Emergency Management Agency (FEMA), other state agencies, Tribes, and the heritage community. Oregon Heritage worked with five organizations, including the City of Cottage Grove and The Institute for Policy Research & Engagement at the University of Oregon, to develop a community-wide disaster resilience plan for Cottage Grove's cultural resources.

The national and state disaster events of the last several years were a huge challenge, forcing Oregon Heritage to reexamine priorities and cut programs. In July 2020, COVID-19 forced the Oregon Parks and Recreation Department (OPRD) to lay off a significant number of staff and cut spending by a third. Oregon Heritage cut grant funding, eliminated staff travel and in-person meetings, and reduced capacity across all programs to focus on critical functions. Moving to telework created communication and technological problems that further complicated and slowed the division's regular work. The 2020 Oregon wildfire disaster, the 2022 Willamette Valley ice storm, and several local flooding events further strained resources.

The result was predictable. Oregon Heritage missed many of the goals laid out for itself in the

2018-2023 Oregon Historic Preservation Plan. However, by July 2021 OPRD's revenue outlook had improved, and by January 2022 the Heritage Division had returned to pre-COVID-19 level staffing. Rebuilding and resuming our work are primary goals moving forward.

# Public Outreach for the 2024-2033 Oregon Historic Preservation Plan

A good plan begins with facts and opinions, ideas and passions. After earlier setbacks, the time was right to hear from as many Oregonians as possible. We started by inviting Oregonians to tell us what makes Oregon's heritage special to them and how best to preserve it. The division launched the start of the outreach effort with a press release on the division website and in emailed announcements. Oregon Heritage also promoted the effort with a postcard advertising the biannual online Oregon Heritage summit mailed to 2,997 contacts.

Our effort to gather Oregonians' ideas reached across the state in the following ways:

- Held public meetings and virtual discussion groups.
- Conducted a comprehensive survey.
- Engaged with the public and the heritage community through email, social media, and our Oregon Heritage newsletter.
- Asked the heritage community to help get the word out.
- Created a video and distributed it through cooperating organizations.
- Contacted cultural organizations, government agencies, and academic institutions around the state to participate in creating the plan and held meetings with those who requested them.
- Requested government-to-government consultation with each of the nine federally-recognized Tribes in Oregon.

## PUBLIC MEETINGS

Meetings focused on a region of the state or one of three topics identified by staff: preservation planning; disaster planning and response; and diversity, equity, and inclusion. In addition, we held workshops and meetings with the heritage community and representatives from the nine federally-recognized Tribes in Oregon. At each workshop, the staff gave a brief presentation on each of the eight draft issues statements developed by Oregon Heritage. The statements addressed disaster preparedness and response; diversity in cultural resource programs; diverse professionals and volunteers; incentives; laws and public policy; heritage community partnerships; public engagement and outreach; and inclusive engagement.





Participants chose four issues for further discussion in smaller groups and to recommend goals, objectives, and strategies. The most prevalent issues were public engagement and outreach; heritage community partnerships; diversity in cultural resource programs; and inclusive engagement.

The staff also hosted workshop sessions with these key groups:

- State Advisory Committee on Historic Preservation
- Oregon Heritage Commission
- Oregon Commission on Historic Cemeteries
- Oregon Department of Land Conservation and Development (DLCD)
- Intergovernmental Cultural Resource Council, a working group of tribal governments and federal and state agencies
- Museum of Natural and Cultural History at the University of Oregon

Staff held a session with city and county planners from communities participating in the Certified Local Government (CLG) Program at the annual Oregon SHPO-sponsored training.

## ONLINE SURVEY

Oregon Heritage launched an eighteen-question online survey on June 15, 2022, running until December 31, 2022. Oregon Heritage promoted the survey through email, social media, mailings, and events. Survey questions and results are accessible on the Oregon Heritage website, www.oregonheritage.org.

The study aimed to:

- Identify critical issues in the heritage community.
- Define statewide goals to address these issues.
- Determine the best strategies to achieve statewide goals.

Additional questions asked respondents to prioritize cultural resources for recognition and preservation and identify important historical themes, people, events, trends, and places.

Survey respondents included tribal, federal, state, and local officials, consultants, museum professionals, advocates, landmark commissioners, students, educators, and the public. Nearly forty-seven percent identified as heritage community professionals or associated with a heritage organization, while twenty-three percent were volunteers for government agencies, local museums, archives, libraries, and heritage organizations. Others identified as generally interested in Oregon's cultural resources. Most respondents were from the Portland Metro area, Willamette Valley, and the coast, with fewer responses from central, eastern, and southern Oregon and the Columbia River Gorge. The length and complexity of some questions potentially limited their effectiveness. Some respondents said that specific questions

were redundant, unclear, or difficult to answer. Nonetheless, the results remain reasonably reliable, emphasizing ideas from the 2018-2023 Oregon Historic Preservation Plan.

Critical issues identified by the heritage community included creating an equitable, inclusive, and diverse statewide historical narrative, engaging diverse communities and youth in cultural resource preservation, building partnerships among communities and government agencies, establishing networks of mutual support, providing funding and incentives for cultural preservation work, and enhancing protection of cultural resources.

Recommended goals and objectives to address these critical issues included recognizing the diversity of the state's history in the state inventory and the National Register of Historic Places. Places associated with Native Americans and those of the settlement era, including the Oregon Trail, were considered priorities, as were institutional buildings like city halls, libraries, schools, parks, and cemeteries. Results also underscored the importance of recognizing Oregon's intangible heritage, natural and cultural spaces, and rural areas and industries. Respondents emphasized the importance of setting goals to address better public education. Engaging with children and youth to cultivate a sense of pride in their community heritage and cultural resources was also important. Many noted that effective outreach programs can create grassroots support for preservation and advocated for additional funding and support for these efforts.

Participants also identified potential goals and objectives for government agencies and heritage organizations. Many called for actively building partnerships among tribal, federal, state, and local governments and across the heritage community and increasing awareness of the value of cultural resources. Participants asked that the plan address effective and adequately funded disaster preparedness and response plans that direct preparation for and response to natural and human-caused disasters and recovery. Many stated that preservation incentives are inadequate and called for more stable and flexible funding and support for bricks-and-mortar preservation projects.

Regarding how the heritage community should approach challenges, participants stressed establishing incentives for cultural resource preservation, including a state-level historic preservation tax credit. In addition, there was a strong call for better cooperation and coordination at all levels of government and within the heritage community to support preservation efforts across the state. Participants also encourage Oregon Heritage to support the efforts of its partners. Most found Oregon Heritage's conferences, workshops, and onsite visits helpful and good opportunities to collaborate. Still, some believed these efforts needed to be more frequent, convenient, and relevant. Participants also said better digital access to information and complete information would





greatly support their efforts and cooperation. Finally, some respondents said the creation and enforcement of laws and regulations protecting cultural resources was needed to hold violators accountable and protect cultural resources more effectively.

## PUBLIC COMMENTS ON DRAFT PRESERVATION PLAN, AUGUST 2023

Staff developed the 2024-2033 Oregon Historic Preservation Plan with input from the public. The plan was open for comments on the agency's website from July 23 to August 25, 2023. Oregon Heritage invited feedback through email, reaching out to stakeholders involved in earlier planning stages. Staff also promoted the comment period through press releases, meeting announcements, and our division's newsletter, *Oregon Heritage News*. Staff received comments through an online form on the agency's website and via email.

About half of the received comments didn't require changes to the plan because they were complimentary or addressed issues beyond the division's control or the plan's scope. Staff carefully considered comments and incorporated recommendations related to the plan's purpose. Most comments focused on diversity, equity, and inclusion, while some requested a more precise purpose statement and better-defined goals.

# Opportunities and Challenges for Preserving Oregon's Cultural Resources

Addressing the opportunities and challenges identified during the public outreach effort requires understanding the social, economic, and legal environment for the heritage community's work. Two significant threats to historic preservation emerged from Oregon Heritage's recent outreach: the pressure of development and the longstanding debate about the role of government. Demolishing a building may attract more public attention, but growth in and outside urban areas increasingly affects historic landscapes and archaeological sites. Proposed pipelines, wind farms, highway improvements, and similar projects are perceived as progress and a response to the needs of a growing population. But some projects inevitably change the natural and cultural landscape, whether it be the loss of open spaces or a change that alters, diminishes, or destroys a resource. Out-of-date cultural resource inventories and designation documents worsen this problem because they identify resources that may be extensively altered or destroyed since evaluated or are inaccurate or incomplete.

In some circumstances, public involvement in preservation planning is low. Newcomers are only sometimes aware of the importance of local identity and landmarks and may not see their value. Longtime residents may see new developments as necessary and incompatible with preservation. The costs of identifying and preserving cultural resources are rising, making the heritage community's work more complex and may represent a tangible economic impact on the public.

Fast-growing communities and the urgent need to address the housing crisis and racial equity raise questions about whether traditional historic preservation practices and existing government programs are solutions to these issues or part of the problem. Passed by the Oregon Legislature in 2019, House Bill 2001 responded to the widely held sense that Oregon's statewide land use laws limit residential construction and thus contribute to the current housing crisis. The 2019 law allows property owners to build multifamily housing, such as duplexes, in all residential zones, including historic districts. Although many communities already allow infill and multifamily housing in historic districts, others are concerned about the long-term impact. Many participants in the public outreach effort expressed concern that listing historically wealthy residential neighborhoods in the National Register would continue the history of racial and economic exclusion by raising housing costs and making siting multifamily units more difficult, despite recent changes in Oregon's laws. Others questioned whether these neighborhoods should be recognized because of their documented history of racial exclusion.

Some see preservation efforts as standing in the way of more critical environmental goals. For example, in central Oregon, concerns about





water scarcity led water system administrators to bury the state's historic canals. Local pushback resulted in listing a handful of canal segments in the National Register. Opponents derided the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians unsuccessful attempt to list the Q'alya ta Kukwis shichdii me Traditional Cultural Property Historic District as an effort to block a controversial liquid natural gas facility in Coos Bay. In 2019, the Oregon legislature passed House Bill 2329, which prohibits consideration of cultural resources not listed in the National Register or recognized by the Oregon SHPO as significant when determining the environmental impact of energy development projects. Examples include solar and wind farms, among others.

Natural disasters, such as Oregon's catastrophic wildfires in 2020 and worsening regional flooding, are persistent and increasing threats, as is the looming anticipation of a devastating Cascadia earthquake. Some question the wisdom of maintaining traditional preservation practices for historic wood structures, low-lying neighborhoods, and unreinforced masonry buildings in this new reality. Considering these challenges and competing priorities and concerns, participants at public meetings suggested that local and state laws and processes protecting cultural resources are both too restrictive and not protective enough.

Controversies surrounding contentious efforts to nominate historic districts to the National Register, challenges to Oregon's land use laws, and debates about private property rights resulted in court cases and ultimately strengthened public processes. However, the effects of these decisions are only recently being fully felt.

In 2015, the Oregon State Supreme Court case *Lake Oswego Preservation Society v. City of Lake Oswego* provided 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. Also, in 2015, the Oregon Land Use Board of Appeals (LUBA) found in *King v. Clackamas County* that the proposed adaptive reuse of the Bull Run Power Plant was legal despite the property being zoned as an exclusive forest-use area. The ruling opened the door for finding uses for other properties in exclusive-use areas, such as barns in agricultural areas. However, the complicated process continues to discourage zoning changes. Controversies surrounding the nomination of several high-profile projects prompted the revision of the state administrative rules for the federal National Register program in 2021. The new rule clearly defines who is an "owner," how to establish owner consent for listing a property, and provides a well-defined process for nominating properties to the National Register.

In February 2018, the Oregon Department of Land Conservation and Development (DLCD) rewrote the statewide planning Goal 5 Rule for historic resources. The revised rule removes a local jurisdiction's authority to regulate properties listed in the National Register after February 2018 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 a local landmark register, subject to Oregon's owner consent law. Local governments still must review a proposed demolition or relocation for any property listed in the National Register. Although the rule does not explicitly exclude considering archaeological resources, it generally focuses on historic buildings and structures. Notably, the Goal 5 Rule provides more robust protection for locally-designated historic properties by limiting the reasons a local government may remove a property from its landmark register. The revised rule also encourages identifying historic properties and preservation planning. While many of these changes are in effect statewide, many local governments must update their ordinances to meet current laws.

Many federal and state laws protect archaeological sites. However, archaeological sites are potentially subject to looting and vandalism, so state law requires their precise locations be kept confidential in most cases. The Oregon Legislature strengthened laws protecting archaeological resources in 2017 with Senate Bill 144. The law prohibits all collection of archaeological artifacts on nonfederal public lands, including artifacts exposed through natural forces. The bill also allows the Oregon Attorney General to prosecute violations when local officials choose not to.

In January 2023, the Oregon Legislative Commission on Indian Services (LCIS) added the position of state physical anthropologist to address the repatriation of Native American human remains under federal and state laws. Created in 1975 to improve services to Indians in Oregon, LCIS's thirteen-member commission includes representatives from each of the nine federally-recognized Tribes in Oregon. In 2022, the Oregon SHPO revised the state rule for issuing archaeological excavation permits on private and state lands to correct out-of-date provisions and clarify definitions and processes. The rule now defines a "site" as two or more objects in agreement with state law. Previous practice informally described a site as having ten or more artifacts. The new rule took effect in July 2023.

Well-intentioned persons may collect artifacts or disturb archaeological sites because they are unaware that state laws prohibit this activity. Removing or moving artifacts within a site makes reconstructing its history difficult, if not impossible. Passed in 2017, Senate Bill 13 proposed that schools develop regionally specific curricula related to Oregon's first peoples. Launched in 2022, the new statewide curriculum provides information to educators and students about Tribes in Oregon, including their past and current presence, history, identity, lifeways, tribal governance, and federal policy and laws. This and other educational efforts are key to helping the public understand the history of Tribes, the importance of archaeological resources, and each citizen's responsibility as a steward.





Though challenges exist, support for preservation is growing across the state. Fifty-six Oregon communities now participate in the Certified Local Government (CLG) program. Increasingly, more CLGs are building proactive, cooperative relationships with Tribes and developing local laws 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. The Oregon Main Street Network is a downtown economic revitalization program administered by Oregon Heritage with approximately 115 participating communities. The program has grown to include regions, allowing several small towns to work together to form a Mainstreet organization. Together, the CLG and Oregon Main Street programs and their communities accomplish preservation work across the state. Nonprofit organizations, museums, archives, libraries, educational institutions, and historical societies carry out their missions to protect cultural resources and educate the public. Public events like Portland State University's Archaeology Roadshow are being reestablished following the COVID-19 pandemic. These activities are popular educational events and build interest and support for preservation.

# Oregon's Historic Properties

Participants in the public outreach process emphasized a need to recognize a broader representation of the State's culture and history. One of the principal programs for doing this is the National Register of Historic Places. The National Register is the nation's official list of historic places and is maintained by the National Park Service (NPS) in Washington, DC. As of December 2023, 2,096 properties located in all of Oregon's thirty-six counties are listed in the National Register. These include 164 historic districts. Approximately two-thirds of Oregon's incorporated cities and towns have at least one recognized property. Properties listed in the National Register are considered in federal and state planning processes, qualify for federal and state tax benefit and grant programs, and are subject to local land use regulations. In Oregon, private property owners nominate most properties to the National Register. Local governments, neighborhood associations, and nonprofits also nominate properties. Tribal governments and federal and state agencies submit a small handful of properties for consideration.

Unsurprisingly, most properties listed in Oregon are buildings in urban areas, mainly in Portland and the Willamette Valley, where significant populations have historically been centered. Listed properties also tend to cluster around areas of early Euro-American settlement, including Willamette Valley, southwestern Oregon, and along the route of the Oregon Trail. Properties in rural areas and smaller communities, where Europeans settled later, are represented, but often in far lower numbers than expected given their historical or current populations. Potential reasons for this are speculative. Across the nation, formal preservation efforts have historically been an urban movement, often in response to development pressures absent in rural areas. Preservation tax incentives and grants can drive interest in listing a property and are more attractive in areas with higher property taxes and living costs. Populated areas are also likely to have one or more organizations promoting historic preservation, such as a local preservation commission, museum, or historical society. More focused attention on underrepresented areas from Oregon Heritage and the heritage community may increase participation.

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. Approximately 2,500 National Historic Landmarks (NHLs) exist in the U.S. Oregon's seventeen NHLs are less than one percent of the 2,906 properties listed in the National Register in the state. These special places include:

- 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. The National Park Service also provides special grants, education opportunities, and technical assistance as resources allow. Owners of NHLs may take advantage of the same programs and have the same obligations as those who own properties listed in the National Register. The Oregon SHPO does not administer the NHL program, but the office will continue to support efforts to identify and designate NHLs that recognize Oregon's contribution to our nation's story.

Using the 2018-2023 Oregon Historic Preservation Plan as a guide, the Oregon SHPO collaborated with the heritage community and property owners to list many places associated with important historical themes. For example, the office worked with the City of Portland and Oregon Black Pioneers to list the Mt. Olivet Baptist Church, Golden West Hotel, and the Williams Avenue YWCA, all associated with Portland's African American community. Other notable properties listed in the National Register include the La Grande to Hilgard Segment of the Oregon Trail in Union County, the 1857 Burford-Stanley House in Monmouth, Polk County, the 1935 Fogelbo House, associated with Washington County's Swedish-American community, and the German Baptist Old People's Home in Portland.

In the last ten years, federal agencies nominated archaeological sites to the National Register on lands they administer. These include two homestead sites in the Crooked River Grasslands in central Oregon, one of the few archaeological districts recorded in the state. The US Forest Service listed both properties using the Multiple Property Documentation Form and described

settlement throughout the area in the late-nineteenth and early-twentieth centuries. Military sites and battlefields are significant resources in Oregon, but few have been the subject of targeted study. The National Park Service awarded a grant to researchers at Southern Oregon University, whose research related to the Rogue River War (1855–1856) is expected to result in listing some of these important places. Many of these sites are on public lands.

Archaeological sites between 10,000 and 14,000 years old are challenging to identify because they are often very deep, difficult to locate, and may have been damaged or destroyed by flooding, erosion, or historical development. An exception is Paisley Five Mile Point Caves in southcentral Oregon, the site of North America's oldest definitively dated evidence of human habitation. Properties listed within the last five years include archaeological remnants of the former home of influential community leader Peter Britt at the namesake Britt Gardens in Ashland and the Oregon Governor Snell airplane crash site in Lake County.

In total, seventy-five properties were listed in the National Register between 2018 and 2023, with no additional properties recognized as NHLs. However, there is still much more to do. Many properties identified in the 1970s, 1980s, and 1990s must be better documented. The state's list of properties still trends strongly toward buildings, urban properties, and those associated with the powerful and successful. The Oregon SHPO will continue to work with the heritage community and property owners to recognize properties related to Oregon's unique, untold, and underrepresented history.

**See Issue 2: Preservation Planning: Identifying, Evaluating, Designating, and Treating Cultural Resources.**

A complete list of properties listed in the National Register and recognized as NHLs is available from the Oregon Historic Sites Database at www.oregonheritage.org.





# Identifying, Evaluating, and Designating Cultural Resources:

An essential part of the Oregon SHPO's work is identifying and evaluating properties for listing in the National Register through historic property surveys completed or funded by Oregon Heritage, a tribal government, a federal, state, or local agency, or other members of the heritage community. Properties eligible for listing in the National Register are generally at least fifty years old, maintain their historic appearance, and are significant to an aspect of American history.

The National Park Service identifies five physical, cultural resources or property types eligible for listing: buildings, structures, sites, objects, and districts. The National Park Service includes archaeological sites and objects in its five recognized property types. These cultural resources are eligible for listing in the National Register subject to the same criteria as buildings or structures. A large site may be listed as a district.

## BUILDINGS

Buildings are the majority (ninety-four percent) of Oregon's known historic resources. The public most often associates buildings with historic preservation, and they are the focus of most historic preservation work statewide. Fifty percent of the historic buildings currently inventoried in Oregon are houses. Commercial, public, institutional, industrial, and agricultural buildings are other types. Many identified properties are architecturally notable or associated with well-known historical events. Lesser-known properties also deserve their place in Oregon's recorded history.

Some building types bring unique concerns. Factories, mills, and other large-scale structures, along with most agricultural buildings (barns and other outbuildings), are difficult to save when they no longer serve their original purpose. They usually cannot continue in the;ir historic uses because the purpose they were built for no longer exists, or they cannot be economically updated to meet current industry standards. Structural improvements, such as seismic retrofitting for unreinforced masonry, can be cost-prohibitive. The industry itself may no longer be financially viable or even exist. Oregon's comprehensive land use law 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 are easily converted to other uses. In addition, school, city, and county administration buildings often find other community purposes or are rehabilitated or remodeled to support continued use. However,

new uses for these buildings can result in preservation challenges, including dividing open factory floors, school auditoriums, and council chambers into smaller, usable spaces.

Agricultural buildings merit attention because most were not identified in the 1980s when jurisdictions were required to keep an inventory of their historic resources. At the time, surveyors recorded barns and other outbuildings only if they were associated with residential buildings. As a result, Oregon's agricultural resources are underrepresented.

## HISTORIC DISTRICTS

Historic districts are groupings of buildings, structures, objects, or sites that tell a larger story than a single resource could. Historic districts may include residential or commercial properties and mining, farm, or ranch complexes. Districts vary widely in size. Efforts to preserve historic districts' character usually include federal and state tax incentives and local regulation. These incentives and controls are generally more effective for commercial and residential districts. Oregon has 164 designated historic districts. They include some of the best historic resources in the state, and they reflect some of the most successful preservation efforts to date.

## STRUCTURES

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. However, preserving many structures is not feasible, given their deterioration, increased traffic, and more stringent safety standards. Despite this, ODOT upgraded several prominent bridges using innovative solutions. ODOT also listed several properties in the National Register, including the Columbia River Highway (also an NHL), the McKenzie Highway, and the eleven coastal highway bridges associated with noted Oregon bridge engineer Conde B. McCullough.

Linear structures are a challenge to document and preserve. Some especially vulnerable linear resources include the historic irrigation canals of central and eastern Oregon, which are piped to conserve water, and historic trails, including segments of the Oregon Trail. Oregon recognizes sixteen 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 adverse physical and visual impacts from energy projects.

There is still a need for national guidelines for documenting and evaluating resources that stretch for miles, include few distinguishable historic features, and require almost constant repair and upgrading. The Oregon SHPO created guidance on identifying and evaluating linear resources to fill this gap. Within the last several years, the Oregon SHPO, federal agencies, and local advocates completed and submitted a Multiple Property Document Form for federal irrigation projects and the Oregon Trail. These documents serve as helpful planning tools for identifying,





evaluating, and designating portions of these significant historic resources.

Some of Oregon's most unique historic resources are 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. Active and dedicated groups may ensure the preservation of these resources, but they also face unique threats. Apart from museum use, nonbuilding resources are generally unsuitable for adaptive reuse. Also, they are often ineligible for traditional incentives, typically intended for buildings. Finally, due to gaps in local code, they are not usually subject to design review. As a result, creating processes to ensure these unique properties are adequately cared for is an ongoing challenge.

## HISTORIC LANDSCAPES

Historic landscapes may include natural features and human-shaped elements, and many historic landscapes are expansive. They may be formal, such as gardens or parks designed by prominent landscape architects, or 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 in shaping these places, including the placement and design of buildings. Landscapes are often classified as districts due to their size or number of resources. Recent efforts to expand recognition of these resources include listing Riverside Park in Grants Pass, Portland's urban linear feature, the South Park Blocks, and Oregon's first state park, Sarah Helmick State Park, south of Monmouth.

## TRADITIONAL CULTURAL PROPERTIES (TCPS)

Traditional Cultural Properties reflect an identified and defined living community's cultural practices, traditions, beliefs, lifeways, arts, crafts, and social institutions. They are associated with a community's history and are important to maintaining the group's cultural identity. TCPs are of increasing interest to tribal governments and the public alike. TCPs may be any of the five National Park Service property types. They must 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 historical community.

## ARCHAEOLOGICAL SITES AND OBJECTS

Archaeological sites and objects include various property types, including objects, features, isolated finds of a single artifact, and traditional resource gathering and practice areas. These places and artifacts represent part of the story of human occupation in Oregon that began at least 14,500 years ago. In Oregon, archaeological sites are defined in state statute (ORS 358.905) as being at least seventy-five years old, located on private and nonfederal public land, and consisting 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 must be at least fifty years old. Archaeological sites represent all cultural groups that lived in Oregon. Archaeological sites are not as easily identified or evaluated as buildings, structures, or objects are. Sites can be fragmented, are usually buried, and may need more historical background data to provide enough information to determine their significance.

Many federal, state, and local laws protect archaeological sites and objects, yet these cultural resources still face threats. Vandalism, looting, and unintentional damage by unwitting individuals are common risks. Projects such as powerline and road development worsen this issue by creating access to sites that had previously been difficult to access. In addition, All-Terrain Vehicles (ATVs) can be exceptionally destructive when driven over historic trails and sites.

Increasing pressure to create housing and industrial developments also takes a toll. 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. Still, there needs to be more funding for such efforts. In partnership with federal, state, and local agencies, the Oregon SHPO is working toward a more proactive approach that identifies archaeological sites before they are threatened and takes steps to preserve them. Public education is the best tool for addressing these issues.





## Recording Cultural Resources

One of the best ways to protect cultural resources is to know their location, take early steps to preserve them, and plan ways to mitigate potential threats, including natural disasters and vandalism.

The Oregon SHPO maintains the statewide inventory of cultural resources on two separate databases. The Oregon Historic Sites Database includes records for 72,000 buildings, structures, sites, objects, and districts. Many are listed or eligible for listing in the National Register. However, many were recorded as part of more extensive studies and are not eligible because they do not meet the listing criteria. The Oregon SHPO also maintains a growing database of over 100,000 archaeological site records and recorded isolated finds, or single objects, representing the state's diverse peoples and history. This information is available to qualified professional archaeologists online through the Oregon Archaeological Records Remote Access (OARRA) portal. Tribal, federal, state, and local governments maintain similar records for their lands that may not be included in Oregon SHPO's records. Expanding the inventory of Oregon's historic properties continues to be one of the Oregon SHPO's highest priorities over the next ten years.

The Oregon SHPO adds to its inventory regularly. The more than fifty Certified Local Governments (CLGs) in Oregon's program form a strong network for data collection through regular surveys, most often focusing on buildings and structures. The Oregon SHPO also supports local survey efforts through the more than one-hundred communities participating in the Oregon Main Street Network and as individual resources are identified during special projects.

Federal and state agencies add to Oregon's cultural resource inventory through their obligations under National Historic Preservation Act, Section 106 and Section 110. Local jurisdictions, private property owners, and others regularly contact the Oregon SHPO with new information for the division's databases. The heritage community uses this ever-expanding collection of data for public education efforts, further study, and to help them avoid adverse impacts on cultural resources.

Both the statewide inventory and additional information maintained by the larger heritage community are invaluable, but much more must be done. Oregon began surveying buildings and structures in the 1970s and, based on local interviews and research, focused on unique, individual properties. Later, the state required local governments to systematically record historic properties under state comprehensive land use planning Goal 5 until that requirement was repealed in 1995. As a result, many records in the database may need to be updated. Most documented properties cluster around transportation routes and population centers, driven by surveys sponsored by local communities

participating in the CLG program. ODOT regularly completes surveys along roads in compliance with state and federal cultural resource laws. Generally, rural and small communities need to be better represented in the inventory.

Most federal and state agencies need to complete comprehensive surveys of their buildings and structures. Notable exceptions include the Bonneville Power Administration, which surveyed its historic properties in the last several years. The U.S. Department of Veterans Affairs inventoried and listed properties in the National Register at their Roseburg and White City facilities, and the U.S. Army surveyed the former Umatilla Chemical Depot in Morrow County before its transfer to Columbia Development Authority and Oregon Military Department. On its own, the Oregon Military Department also completed a survey of its National Guard Armories, and in 2014 ODOT completed a study of state bridges.

Analyzing the age of properties in the database offers some insights for continued study. Fifty-seven percent of historic properties inventoried in the Oregon Historic Sites Database are from 1900–1939. Nineteenth-century resources comprise twelve percent of the inventoried properties. World War II–era and postwar resources built from 1940-1969 represent about twenty-four percent of the total, an eight percent increase from 2018. The increase in recorded mid- and late-twentieth century properties is not a surprise. More buildings and structures were built during these years as the nation's population boomed, and resources from earlier periods have been demolished over time. In 2024, the fifty-year guideline for National Register eligibility will be 1974, and it will be 1984 by the expiration of this plan in 2033. As a result, resources associated with the civil rights and justice movements, social and economic changes, and the postmodern architectural movement must be identified and evaluated. While there is an ever-expanding number of properties to identify, many older, usually rural, communities have still not been surveyed, and this work must continue.

Most of what we know about Oregon's archaeological sites is through federal and state agencies working with cultural resource compliance laws. Only about ten percent of the state has been surveyed, and many identified sites await evaluation. Most recorded sites are on rural, public lands and along the rights-of-way of roads and highways. The most typical resource is a "lithic scatter," or remnants of stone tools. Traditional Cultural Properties associated with Native Americans are generally not represented in the database because of tribal concerns about sharing culturally sensitive information about their traditions and beliefs. The counties with the most recorded sites are Lake, Klamath, Harney, and Deschutes, mainly due to the extent of federal lands and the comparative ease of identifying sites in less vegetated lands. The counties with the fewest recorded sites are Columbia, Yamhill, Tillamook, and Lincoln.

The Oregon SHPO's databases are valuable resources, but out-of-date technology and processes limit their effectiveness as education and research tools. Users cannot compare entries across systems because these databases are independent. For example, it is impossible to use the databases to determine how many properties are associated with specific historical themes or to compare property type classifications among archaeological sites. This results in duplicate and inconsistent data and gaps in information. Poor, incomplete, or inaccurate information exacerbates problems and further limits the usefulness of the databases. These same issues limit the ability of tribal, federal, state, and local governments, and others to easily share data with the Oregon SHPO, making collaboration difficult. ODOT noted in its "After Action Report" for the Oregon 2020 wildfire disaster that Oregon SHPO's data "was incomplete and outdated, rendering it unreliable for archaeological consultants requiring precision and accuracy." And yet, a growing backlog of digital data, paper forms, photos, and reports await their turn to be entered into either system. Time-consuming, clunky processes requiring multiple steps complicate addressing this problem. Solving this issue by digitizing data, correcting errors in existing records, and developing an efficient, user-friendly tool to record cultural resources are important goals for the next ten years. **See Issue 4.**

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University of Oregon Mother's Day Powwow participants accept the Oregon Heritage Tradition designation. The event is sponsored by the University of Oregon Native American Student Union.

The Oregon Heritage Tradition designation recognizes the value of community practices. The University of Oregon's Mother's Day Powwow began in 1969.

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OREGON HERITAGE

# CREDITS

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