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2024-2034 Oregon Historic Preservation Plan

Note: This draft does not include page number references throughout the document or total program numbers for “accomplishments” for each issue and Appendix I. This information will be included during the final document design and when program numbers for the 2018-2023 reporting period are available.

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2024-2034 Oregon Historic Preservation Plan

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Introduction

In Spring 2021, the Merwyn Building reopened in Astoria, offering 40 workforce housing apartments in an area desperate for affordable housing. But the story of the Merwyn is about more than housing. It's an example of historic preservation efforts saving a once-prominent structure and how a community can find buildings new lives.

The Merwyn opened in 1926 and operated as a hotel before it was converted to affordable housing in 1980, when it was then known as the Waldorf Hotel. The building closed in 1989 due to safety concerns. Sandwiched between City Hall and the Public Library, the Merwyn remained vacant for decades, falling into severe disrepair. Local advocacy organization "Save the Merwyn" staved off demolition efforts in 2015, but the question of what to do with the building remained. "So many things had to go right for this project to come to fruition," said Sarah Lu Heath, the former executive director for the city's Oregon Main Street program, the Astoria Downtown Historic District Association (ADHDA). "Definitely, in the beginning, people were not shy to say how impossible this was."

ADHDA saw the Merwyn building as an opportunity to realize its vision of rehabilitating the downtown. Leveraging local support, ADHDA formed a strong partnership with the project developer, a Portland-based low-income housing developer with decades of experience in similar projects. Early funding from the Oregon Main Street Revitalization Grant in 2017 for \$100,000 through Oregon Heritage was the first piece of a funding effort that eventually included 10 sources and totaled \$7 million. Funding sources included a Federal Historic Tax Credit for properties listed in the National Register of Historic Places, also administered by Oregon Heritage.

ADHDA reached out to other like-minded organizations to ensure that the community was both in support of and supported by the project, including Clatsop Community College, to ensure the preservation of the building's notable historic features. They also reached out to the community. ADHDA facilitated a design charette with potential residents to ensure the building reflected their needs and partnered with Consejo Hispano to expand the pool of applicants for available units, among other efforts.

Today, the building is fully rehabilitated, preserving its historic lobby, grand staircase, corridors, hardwood floors, and other unique features that make the 40 new housing units in the heart of this community home. The project is more than a preservation success. The opening of the Merwyn building meets a need for affordable housing where an influx of new residents is shifting local development conditions and creating a high demand for workforce housing.

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 organizations mission and community. Working together, we will create concrete solutions that will preserve the state's cultural heritage and meet our present opportunities and challenges.

Who Is Oregon Heritage?

The Oregon State Historic Preservation Office is part of the Heritage Division (division), a unit of the Oregon Parks and Recreation Department. Oregon SHPO programs include the National Register of Historic Places and the Certified Local Government program, 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 special assessment tax benefit program 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 with other state agencies;
- Oregon Main Street, which uses a community's unique cultural identity to revitalize the economies of historic downtowns;
- Oregon Commission on Historic Cemeteries, which recognizes historic burials that are at least 75 years old and offers resources and funding for their preservation; and
- Mentor Corps program 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.

In recent years, there has been a national and local debate about public spaces, civic monuments, place names, and 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 that it undermines the current understanding of Oregon's history or distracts from current preservation efforts. But this is not a threat. It is an opportunity. It is an opportunity to meaningfully engage the public and policymakers, who are more interested in our work 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. Historic preservation is a solution when

it addresses threats to cultural resources and responds to competing needs and points of view. This kind of creative problem-solving ensures the long-term success of the heritage community by building a broader constituency.

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. Preservationists must share the value of our work to engage an involved, diverse public that already knows what is important and meaningful to them. Success depends on professionals letting go of academic explanations and preconceived ideas of what is important and how best to achieve mutually agreed-upon goals.

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 and others working toward shared goals. 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.

Purpose of the 2024-2034 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. NPS requires that the Oregon SHPO publish the Historic Preservation Plan every five to ten years to describe how the Oregon SHPO carries out its mandate.

The plan serves two primary purposes. First, it defines Oregon Heritage's approach to preserving special traditions, collections, and places. Second, the plan describes how to coordinate the efforts of the many actors involved in this important work. Many of the plan's goals are ambitious and will take time, resources, and the coordinated effort of the entire heritage community. The ten-year plan provides time to accomplish the goals and assess their success.

The plan distills the ideas and comments from a broad outreach effort led by division staff. Participants included 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 want to see themselves and their stories in the buildings, places, archives, collections, and traditions we preserve, and they support devoting time and money to accomplish this critical work.

Specifically, participants recommended

- Strengthening organizations that preserve our past by supporting the development of their leaders, staff, and volunteers and their connections to their increasingly diverse community. Issue 1: *Building the Heritage Community*
- Saving historic places that represent the whole of Oregon's history by identifying them, planning for their future, and finding more money and resources for their preservation. Issue 2: *Preservation Planning: Identifying, Evaluating, Designating, and Treating Cultural Resources*;
- Increasing government efficiency, transparency, and accountability in administering cultural resource laws and encouraging agencies to support preservation efforts. Issue 3: *Federal, State, and Local Government: Statutes, Rules, Ordinances, and Processes*; and
- Developing statewide technology resources, including creating a public database to manage federal and state programs and digitizing historical documents, collections, and research materials. Issue 4; *Information Technology Tools*.

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.

How to Use this Plan

The 2024-2034 Oregon Historic Preservation Plan is a tool for the entire heritage community and the public to move forward with their work, the goals of the plan, and the preservation of and access to Oregon's historic resources. Here are ways to use the plan.

- Use the plan information, goals, objectives, and strategies to inform your organization's or community's strategic planning;
- Show how your project or organization addresses a statewide goal when applying for grants or awards;
- Provide the plan to elected officials when advocating for your work;
- Share the plan with your boards or higher-level staff to support the value and impact of your work;
- Establish shared goals when developing relationships and partnerships with other organizations; and
- Remind the public and your stakeholders that you support the state plan when you share your work with them.

2018 – 2023 Oregon Historic Preservation Plan Accomplishments and Challenges:

In early 2022, staff assessed the division's progress on goals from the 2018–2023 Oregon Historic Preservation Plan. 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: Resources for Upper Story Revitalization*, 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 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.
 - **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 is a primary goal moving forward.

Creating the 2024-2034 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 announced the start of the outreach effort with a press release on the division website and in emailed announcements. Oregon Heritage announced the outreach effort on 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 state's nine federally-recognized Tribes.

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 Oregon's nine federally-recognized Tribes. 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

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 created an eighteen-question online survey that went live on June 15, 2022, and remained open until December 31, 2022. The objectives of the study were to:

- Identify the heritage community’s most critical issues.
- Define statewide goals to address those issues.
- Determine the best strategies to achieve statewide goals.

Survey respondents included tribal, federal, state, and local officials, consultants, museum professionals, advocates, landmark commissioners, students, educators, and the public. Most respondents were from Portland Metro and the Willamette Valley, with a representative number of responses from central, eastern, southern, and coastal Oregon. The results emphasized many ideas collected for the 2018-2023 Oregon Historic Preservation Plan, demonstrating that there is still much to do.

A key finding was the need to more fully recognize the diversity of the state's history in the state inventory and the National Register. Places associated with Native Americans and those of the settlement era, including the Oregon Trail, were considered priorities in the survey, workshops, and meetings. Results also revealed the importance of recognizing Oregon's intangible heritage, natural cultural spaces, and rural areas and industries. Respondents noted that public education translates into grassroots support for preservation. They also encouraged engaging with children and youth to cultivate a sense of pride in their community heritage and cultural resources. Participants asked for better and more effective protection from the threat of natural or human-caused disasters, calling for effective, properly-funded disaster preparedness and response plans.

The outreach effort also identified areas for improvement. Many wanted better digital access to information and more complete information in general. Most found the workshops and onsite visits by Oregon Heritage helpful. Still, some believed these efforts were too infrequent, inconvenient to attend, or irrelevant. Participants also advocated for more educational outreach, increased training, funding, and support for bricks-and-mortar preservation and education projects.

Participants said working with the heritage community to establish a state-level historic preservation tax credit is critically important. 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. Finally, some respondents felt that better

enforcement of laws and regulations protecting cultural resources was needed to hold violators accountable and protect resources more effectively.

The most important takeaway from the public outreach is that Oregonians care deeply about their cultural resources and want to protect, share, and preserve them for the future. The insights gained through public outreach are part of this 2024-2034 Oregon Historic Preservation Plan.

Integration with Other Plans

This plan works with three other planning documents:

The *State of Oregon Diversity, Equity, and Inclusion Action Plan: A roadmap to Racial Equality and Belonging* defines the state's racial equity vision, values, and goals and describes a "roadmap" with ten specific strategies to implement the action plan. The document guides state agencies in creating genuinely inclusive programs and will inform Oregon Heritage's ongoing outreach and engagement efforts.

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 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 have already begun the public outreach effort to update and publish the next five-year Oregon Heritage Plan in 2026.

OPRD is developing a statewide strategic plan that Oregon Heritage will include in its planning efforts. The new agency plan will build on the previous plan, *Centennial Horizon*, 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.

In addition, the future plan will be shaped by Governor Tina Kotek's January 2023 letter that directed all executive-branch agencies to develop a strategic plan using goals outlined by the Governor's office, a Continuity of Operation Plan (COOP) to ensure that delivery of vital services during a disaster or service interruption, and a succession plan for retaining workforce talent and institutional knowledge. The agency will complete a plan by June 2024.

See Implementation, page [insert page number].

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.

Oregon Heritage supports local efforts by funding preservation projects, offering technical assistance, conducting training and educational events, and targeted studies demonstrating preservation's economic and social impact. We communicate through our social media presence, digital newsletter, and the statewide Oregon Heritage Conference and Oregon Heritage Summit, each held biannually in alternating years.

Most of Oregon Heritage's programs address at least one of the four components of the National Park Service's approach to historic preservation: identify, evaluate, designate, and treat. Oregon Heritage believes education is an essential fifth approach. Preservation and disaster planning identify a community's significant cultural resources worthy of protection. 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.

Identify. Preservation planning begins with knowing what you have. 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.

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.

Evaluate. Not all cultural resources identified in a community survey can or should be preserved. The process of evaluating what to recognize must rest on an inclusive understanding of a community's history. 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 identify 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.

Treat. When a community commits to preserving 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.

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 Roles of the Heritage Community

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 preserving cultural resources when working together, each playing to strengths within its unique mission-driven work. The following participants play an essential role in carrying out preservation activities across the state:

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 Oregon's Tribes 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.

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 52.9 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 Oregon's 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.

Certified Local Governments (CLG). The Certified Local Government program is a partnership between the National Park Service, the Oregon SHPO, and communities that support local preservation through funding, training, and technical assistance. Participating city and county governments serve a crucial role in physically preserving cultural resources. They protect properties through thoughtful regulation and incentives. Local robust 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.

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.

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.

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.

Historic property owners. Most of Oregon's cultural resources, including the state's historic districts, are owned privately. 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.

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.

The 2023-2024 Oregon Historic Preservation Plan: Issues, Goals, Objectives, and Strategies

Oregon Heritage is a resource for the heritage community and will lead where appropriate and empower others to do likewise. The 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;* and
- *Information Technology Tools.*

Each issue statement identifies opportunities and challenges, followed by goals that address the issue, and then objectives, which 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.

Diversity, equity, inclusion, and access were recurring and important themes 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. These topics are sometimes addressed in the issue and goal statements. However, 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.

Each issue statement identifies preservation approaches for the goals and objectives and 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." The plan describes actions Oregon Heritage will take and, separately, the Oregon SHPO when the activity is related to the SHPO's statutory role. The text calls out actors as appropriate.

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.

Appendix I describes and analyzes Oregon's list of historic places. This section describes the creation and maintenance of the statewide inventory. It frames the issue statements and goals by discussing the identification, evaluation, and designation of historic buildings, structures, sites, objects, and districts. Appendix II lists the resources used to create this document.

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 that the framework established here emboldens advocates in their roles and reinforces how the heritage community can work together.

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 believe that 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 staff and their organizations to meet this challenge creates public support for the entire heritage community work 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 just 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 1: Strengthen the heritage community's capacity by developing leaders, staff, and volunteers and connections between organizations and the communities they serve to build well-resourced institutions that represent the diversity and values of their community.

Preservation planning approach: Educate

Primary actors: Oregon Heritage; nonprofit organizations

Collaborating actors: Tribal governments; federal and state agencies; Certified Local Governments; universities, colleges, trade schools, and their students; professionals and professional organizations; businesses, foundations, and trusts

Objective 1: Oregon Heritage and collaborating actors will support the heritage community's efforts to recruit, train, and retain well-qualified professionals and motivated volunteers by providing funding, training, and technical assistance.

Oregon Heritage strategies:

- Seek funding for additional staff and increased cash awards for existing division programs, grants, and scholarships that support organizational development.
- Connect organizations with peer institutions and individuals for training and technical assistance on recruiting and retaining diverse staff and volunteers.
- 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.
- Include requirements for adequate staffing, training, and qualifications in intergovernmental agreement documents.
- 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: Oregon Heritage and its partners will provide 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.
- 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 they create new plaques, walking tour brochures, websites, traditional and social media, programs, and lectures to connect communities to their special places.
- 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 out 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.
- Participate in Mentor Corps as a subject matter expert, host training, provide funding and technical assistance, and spread the word about others' efforts.

Goal 2: Expand the opportunities for networking and mutually-supportive cooperation to forge new relationships, strengthen individual organizations, and work cooperatively to achieve statewide goals.

Preservation planning approach: Educate

Primary actors: Oregon Heritage; nonprofit organizations

Collaborating actors: Tribal governments; federal and state agencies; Certified Local Governments; universities, colleges, trade schools, and their students; professionals and professional organizations; businesses, foundations, and trusts

Objective 1: Oregon Heritage will host regular annual statewide in-person and online networking and collaboration opportunities, conferences, and workshops on topics developed with the heritage community.

Oregon Heritage strategies:

- Increase funding for events hosted by Oregon Heritage to reach more and different audiences.
- Coordinate a biennial meeting with the Oregon Heritage Commission, Oregon Commission on Historic Cemeteries, and State Advisory Committee on Historic Preservation to discuss topics of mutual interest. Invite other state commissions with related missions to participate.

- 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 recognition program by providing these local organizations with funding, advice, and training.

Primary and collaborating partner 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 2: The heritage community will create local and regional opportunities to collaborate on shared projects.

Oregon Heritage strategies:

- Seek funding for additional staff and increased cash awards for current programs, grants, and scholarships that support local and regional events.
- 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 organizations with peer organizations to create local and regional 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.
- Develop six community-wide cultural resource disaster resilience plans using FEMA grant funding.

Primary and collaborating actor strategies:

- Host in-person and online events with peer organizations and potential partners to build support and achieve shared goals.
- 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 *[insert number]* scholarships to attend training and conferences.
- Conducted *[insert number]* 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 *[insert number]* events to the Oregon Heritage Tradition program, which recognizes events important to the state's history and culture.
- Recognized *[insert number]* projects as examples of partnership in action, including *[insert descriptions]*.
- 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 U of O that teaches students hands-on-preservation skills at historic sites across the Pacific Northwest

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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 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, Oregon's list of properties recognized 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 CLG 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 as a state and working together to ensure these special traditions, collections, and places have a future.

Goal 1: Include preservation planning in infrastructure development, land use processes, and disaster preparedness and response plans to protect cultural resources.

Preservation planning approach: Identify, Evaluate, Educate

Primary actors: Oregon Heritage; tribal governments; federal and state agencies; Certified Local Governments

Collaborating actors: Nonprofit organizations; universities, colleges, trade schools, and their students; professionals and professional organizations; historic property owners; businesses, foundations, and trusts

Objective 1: Primary actors will follow federal and state cultural resource laws and accepted best practices when creating infrastructure, development, and land use plans.

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.
- Provide technical assistance to primary actors to support public outreach efforts to Oregon's diverse population.
- 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 2: The primary actors will develop specific disaster preparedness, response, and mitigation plans to protect cultural resources from damage or loss.

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 total loss in a disaster. *See Issue 4, Goal 2.*

- 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 FEMA.

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 2: Increase the total number and thematic diversity of cultural resources identified, evaluated, designated, and protected in Oregon to reflect the state's diverse history more accurately.

Preservation planning approach: Identify, Evaluate, Designate, Educate

Primary actors: Oregon Heritage; tribal governments; federal and state agencies; Certified Local Governments

Collaborating actors: Nonprofit organizations; universities, colleges, trade schools, and their students; professionals and professional organizations

Objective 1: Increase the total number of properties recorded in the statewide inventory by ten percent.

Oregon Heritage strategies:

- Survey 600 properties annually.
- Work with primary and collaborating actors to plan and complete survey projects.
- Prioritize cultural resource surveys in rural and unincorporated areas, CLG 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 under-represented 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 participate in projects as skilled professionals and project volunteers.

Objective 2: Oregon Heritage will collaborate with the heritage community to add 200 historic properties to the National Register, submit five Multiple Property Documentation Forms to the National Park Service, nominate two properties to the National Historic Landmarks program, and increase locally-designated landmarks.

Oregon Heritage strategies:

- Work closely with the heritage community to develop priorities to nominate properties to the National Register and National Historic Landmarks programs. *See Goal 2, Objective 1 for priorities.*
- Provide information to identity-based organizations about the value of the National Register program.
- Recognize local organizations, communities, historians, and practitioners as experts in their history and work with them to include their expertise in designation documents.
- Work with primary and collaborating actors to identify five topics for Multiple Property Documentation Forms and provide funding and technical assistance for this effort.
- 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.
- 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 to 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 3: The heritage community will expand the thematic diversity of its collections and archives to represent its mission and the communities they serve.

Oregon Heritage strategies:

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

Primary and collaborating actor strategies:

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

Goal 3: Increase the number of projects, services, and funding to preserve cultural resources.

Preservation planning approach: Treat

Primary actors: Oregon Heritage; Certified Local Governments; businesses, foundations, and trusts

Collaborating actors: Nonprofit organizations; professionals and professional organizations; historic property owners

Objective 1: Provide \$4,060,000 dollars, a 40 percent increase, in direct grant funding to rehabilitate historic properties and provide training and technical assistance to support these projects.

Oregon Heritage Strategies:

- 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 special assessment program for historic property.
- 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 2: Use economic development to create reinvestment in buildings, downtowns, and communities.

Oregon Heritage strategies:

- Distribute grant 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 using the federal rehabilitation tax credit for historic properties and state tax incentives.

- Carry out the recommendations of the State Historic Preservation Office program report, *What's Up Downtown*.

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*.

2018-2023 Accomplishments:

- Funded *[insert number]* 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 *[insert number]* properties to the statewide inventory.
- Added *[insert number]*, including *[insert number]* districts to the National Register of Historic Places.
- Distributed *[insert number]* to rehabilitate historic properties, including buildings, structures, and cemeteries.
- Completed *[insert number]* federal tax credit projects and added *[insert number]* properties to the state special assessment tax benefit.
- Expanded the Main Street program to include the participation of regions or groups of nearby unincorporated communities.
- Created *[insert number]* million in private and *[insert number]* in public investment through the Oregon Main Street program, which generated *[insert number]* new business, *[insert number]* business expansions, *[insert number]* business acquisitions, and *[insert number]* jobs through *[insert number]* building improvement projects between *[insert number]*.

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 whenever possible. 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 1: Continue providing decision-makers with technical expertise to enact laws and policies that address statewide cultural resource issues.

Preservation planning approach: Identify, Evaluate, Designate, Treat, Educate

Primary actors: Oregon Heritage

Collaborating actors: Tribal governments; federal and state agencies; nonprofit organizations; professionals and professional organizations; historic property owners; businesses, foundations, and trusts

Objective 1: Oregon Heritage will evaluate the effects of the division programs on cultural resources significant to Tribes and provide yearly advice to the Oregon Legislative Commission on Indian Services, tribal governments, and federal and state agencies.

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 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 2: Oregon Heritage will create and distribute four studies that document the economic and cultural impact of the heritage community's work, Oregon Heritage's programs, and opportunities to address cultural resource issues to inform legislative and policy solutions.

Oregon Heritage strategies:

- Contract with professional research firms to conduct studies and seek funding for these efforts.
- Consult with related agencies with responsibilities and programs that overlap the interests of the heritage community to create reports that address all aspects of an issue.

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 3: 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 special assessment tax incentive program.

- 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.
- CLGs will establish local historic preservation incentives. *See Goal 2, Objective 2.*

Goal 2: Revise or create state and local governing documents to carry out federal and state laws and best practices for identifying, evaluating, designating, and treating cultural resources and educating the public to protect cultural resources.

Preservation planning approach: Identify, Evaluate, Designate, Treat, Educate

Primary actors: Oregon Heritage, Certified Local Governments

Collaborating actors: Tribal governments, federal and state agencies, nonprofit organizations, professionals and professional organizations, historic property owners

Objective 1: Oregon Heritage will review all Oregon Revised Statutes (ORS) and Oregon Administrative Rules (OARs) related to the divisions’ programs to determine the need to create or revise OARs.

Oregon Heritage strategies:

- 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 2023-2034 Oregon Historic Preservation Plan in 2028 and again for inclusion in the next state plan in 2033.

Objective 2: Certified Local Governments will amend or create cultural resource ordinances and land use planning documents consistent with federal and state laws

Oregon Heritage strategies:

- Work with DLCD and others to update those elements in comprehensive planning Goal 5 that pertain to cultural resources, historic preservation, and archaeology. Oregon Heritage will 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:

- Communities will participate in the CLG program to receive funding and training, amend ordinances, and revise or create land use planning documents
- CLGs will adopt a local landmark commission-adopted or legislatively-approved preservation plan to guide their programs.
- Collaborating actors will 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 3: Build on primary actors' existing processes to focus on accountability and efficient compliance with federal and state cultural laws.

Preservation planning approach: Identify, Evaluate, Designate, Treat, Educate

Primary actors: Oregon Heritage; tribal governments; federal and state agencies

Collaborating actors: Certified Local Governments; nonprofit organizations

Objective 1: The Oregon SHPO will create a model interagency program agreement that addresses the administration of federal and state laws, identification, evaluation, designation, and treatment of cultural resources, public education, information sharing, and disaster preparedness and response.

Oregon Heritage strategies:

- Review existing statewide and national interagency agreements and incorporate best practices into a draft model program agreement.
- Use information provided by the federal Advisory Council on Historic Preservation to create the model agreement and supporting documents and invite the agency's comments.

Primary and collaborating actor strategies:

- Recommend to the Oregon SHPO topics and best practices to include in the model agreement.
- Share comments about the model agreement and supporting documents.

Objective 2: Primary and collaborating actors will create or revise ten interagency program agreements using the statewide template as a model.

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.

Primary and collaborating actor strategies:

- Primary actors will involve the collaborating actors, interested parties, and the public in creating these interagency agreements.
- Primary and collaborating actors will commit enough staff time to create or revise agreement documents within twelve to eighteen months.

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 *[insert number]* interagency agreements to protect or to account for adverse impacts to cultural resources and simplify review under cultural resource laws.
- Reviewed *[insert number]* local landmark ordinances and *[insert number]* communities joined the CLG 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: Resources for Upper Story Revitalization* 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 the Oregon special assessment tax program for historic properties.

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 1: Create a statewide web-based data management system that ties together all data from Oregon Heritage's federal and state programs to improve service and accessibility for all users.

Preservation Planning Approach: Identify, Evaluate, Designate, Educate

Primary Actor: Oregon Heritage

Collaborating Actors: Tribal governments; federal and state agencies; Certified Local Governments; nonprofit organizations; professionals and professional organizations

Objective 1: Oregon Heritage will complete all required agency and legislative steps to develop and implement a statewide data management system.

Oregon Heritage strategies:

- Seek permission and funding to complete the required processes from the Oregon State Legislature.
- Collaborate with assigned OPRD information technology staff, agency leadership, and the Oregon Department of Administration to complete all required administrative steps.
- Engage the 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 the 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 2: Oregon Heritage will seek increased funding to maintain and develop the Division's data information systems and processes.

Oregon Heritage strategies:

- Work with OPRD fiscal staff and agency leaders to identify additional funding for the 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 2: Provide web-based access to the collections held by Oregon Heritage and the heritage community to encourage or improve the use of these materials by the heritage community and the public.

Preservation Planning Approach: Identify, Evaluate, Educate

Primary Actors: Oregon Heritage, nonprofit organizations, universities, colleges, trade schools, and their students

Collaborating Actors: Tribal governments, federal and state agencies, businesses, foundations, and trusts

Objective 1: Oregon Heritage will digitize the division's research materials and make them accessible to the heritage community and the public.

Oregon Heritage strategies:

- Work with OPRD information technology staff, Oregon State Library, 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 Oregon State Library 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 2: Museums, archives, and educational institutions will work to digitize their materials and share them on public web-based platforms.

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 adverse project effects on cultural resources within their purview.
- Encourage the use of Northwest Digital Heritage by providing funding and expertise to those organizations that make their digital collections available on 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.
- The Oregon SHPO corrected the locations of *[insert number]* 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.
- University of Portland, Southern Oregon Historical Society, Oregon State University Museum of Natural & Cultural History, Joseph Center for Arts and Culture in Joseph, Columbia Gorge Discovery Center, Harney County Library Foundation, and other organizations completed many digitization projects, including scanning historical records and documents, photographing and recording artifacts, and creating and storing oral histories with grant funds provided by Oregon Heritage.

DRAFT

Carrying Out the 2024-2034 Oregon Historic Preservation Plan

The 2024–2034 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.

Each year, Oregon Heritage will measure progress toward statewide goals by assessing our programs and asking members of the heritage community to share their successes. The information will shape the division's annual work plans for the coming year and be described in a brief report distributed each January. The first report will be issued in January 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 2029, 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 January 2030 annual report. Oregon Heritage will thoroughly review the plan's success in late 2033 to prepare for the next Oregon Historic Preservation Plan.

We encourage the heritage community to develop work plans that emphasize their organization's role and unique strengths within the larger goals of this plan.

Appendix I: Oregon's Cultural Resources: Context and Challenges

Enacted by the United States Congress in 1966, the National Historic Preservation Act (NHPA) and later amendments codified the growing historic preservation movement nationwide. 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. Although the law is important, what is preserved in any state or town is a result of grassroots efforts, community values, local economics, and applicable laws.

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 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. The law 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 that 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 state's nine federally-recognized Tribes. 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 Oregon's Tribes, 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 Oregon's 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 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 103 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

The National Register of Historic Places is the nation's official list of historic places and is maintained by the National Park Service (NPS) in Washington, D.C. As of December 2023, *[insert number]* properties located in all 36 counties of Oregon are listed in the National Register. These include *[insert number]* historic districts containing nearly 16,000 individual resources and 133 archaeological sites. 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 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 2,102 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 the agency wrote describing 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, **[insert number]** 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 Oregon's 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 50 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 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 their 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 need to be more represented.

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 [*insert number*] 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.

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 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) 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 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 of age, 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 of age. 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, making the evaluation more difficult.

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.

The statewide inventory and information the larger heritage community maintains 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 between 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 2034. 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 are still not 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. TCPs 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 on projects 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. Addressing these problems 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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Appendix II: Bibliography

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