



*Nature*  
**HISTORY**  
*Discovery*

OREGON

HISTORIC  
PRESERVATION

PLAN

2011

2016



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# INTRODUCTION

**T**he National Historic Preservation Act (NHPA) turns 45 this year. While the preservation movement was well underway by the mid-1960s, the passage of the NHPA marked the beginning of a new phase for the cause. With the commitment of federal legislation came increased professionalization and graduate-level educational programs in historic preservation and archaeology. Into the 1970s, historic preservation became legitimized as a career field, an environmental concern, and a development tool. Nearly fifty years later, it is worth taking a look at where we are with the protection of sites statewide. The requirement for states to update their historic preservation plans provides this opportunity, to some degree, every five or six years, but the truly longer view gets considered far less often.

The 2011-2016 Oregon Historic Preservation Plan is the distillation of ideas and comments collected through a broad outreach effort by State Historic Preservation Office (SHPO) staff over a period of several months in 2010. Based on what we heard from you, it appears that the preservation movement is nearing its end. And we are celebrating. Why? From the SHPO perspective, preservation seems poised on the edge of outgrowing the “movement” concept entirely, much like the civil rights movement did, or the environmental movement, or the women’s rights movement.

An advocate’s worst nightmare is to have his or her cause marginalized as a special interest. The best gauge of success is to have it taken for granted, to be integrated so deeply into the fabric of societal constructs that its presence is expected, assumed, unquestioned. It is time for preservation to be taken for granted – by developers, by city planners, by legislators, by the public. It is ready to stand on its own merits. It has proven itself to be an enduring, collective value.

If preservation is poised on the edge of true integration, how do we push it over, once and for all? There are

a few concrete ways to break out of the “movement” mentality, but they are not easy things to accomplish. As preservation partners, we all have to take some responsibility for the way we convey the value of preservation among our constituents, from the words we choose in conversation to the tools we use to get the word out. It’s going to take individual commitment, which the preservation movement has always been famous for, to push our cause to the next level. Here are some thoughts:

**Engage the public.** This means letting go of academic explanations and exclusive terminology when we talk to the public about preservation. Use straight talk that will resonate, not alienate. Using popular media can help, too. Those of us in the heritage business tend to write back and forth to each other in industry publications. If we want to reach the popular audience we need to use popular mechanisms: newspapers, lifestyle magazines, advertising campaigns, and new media.

**Span professional disciplines.** Are we working toward a common goal alongside other disciplines or are we territorial and competitive about our aspect of a project? This is a call to all the disciplines we work with on a regular basis, but maybe we’re the first to step up. Allowing established professional boundaries to blur a little bit – learning the language and the viewpoints of the other - often results in a better preservation outcome than drawing a bold line and declaring war. Attending and presenting at each other’s conferences is a good place to start.

**Don’t call it preservation.** Everybody is a preservationist at some level; they just don’t call themselves that. If we define ourselves too rigidly, we risk alienating our cause and our ability to contribute to the broader public debate. Are we willing to let go of some of our self-defining titles and roles to gain better access to the discussions that matter the most? People mostly understand the notion of selectively conserving

representative examples of important aspects of our world: artwork, artifacts, wilderness areas, plants, and animals. Extending that conversation to include architecture, historic landscapes and archaeological sites is not a big leap, but we may need to educate in a way that encompasses broader values instead of narrow interests. Our success in building public support for retaining special places lies in our ability to help people recognize that preservation does not represent a change of course but is something they already value.

**Commit to building credibility, reasonableness, and trust.** It cannot be overemphasized how important public support is for a successful preservation program. Communities can build this support by focusing on the cultural resources that really matter and spending less time on the things that don't matter as much. Reasonableness means choosing our battles and choosing our battles means we lose some, but preservation usually gains much in the long run.

**Stop talking about the past.** The past is not all that helpful to cultural resources, particularly buildings. It may be the reason a site gets listed in the National Register in the first place. It is also the basis for treatment and rehabilitation plans. And we know that memory, respect for our ancestors, and nostalgia compel many of us to preserve in the first place. Having said that, a historic building's past is largely irrelevant when it comes to its survival. We need to stop trying to convince people that a building should be saved because it was important in the past and spend more time helping property owners define new roles for their buildings into the future. Helping property owners, developers, and the public think about historic buildings as "legacy assets" reframes the conversation from the start. Preservationists know that historic resources have intrinsic value, but the reality is, if that building we're trying to save doesn't have a role to play or a good job to perform in a future reuse strategy or a redevelopment proposal, it will likely be "fired."



Like most enduring social movements in history, the preservation movement in Oregon will eventually experience a catalyst to push it to the next level. It might be dramatic, but most likely the catalyst will be the gentle, consistent, strategic pressure of advocates and the examples set by the successful preservation and site protection projects themselves. The result will be a gradual, permanent integration of preservation processes and programs into the very meat of statewide transportation strategies, local comprehensive plans, disaster preparedness plans, and private redevelopment proposals. 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, and every partner in the preservation community has a role in achieving it. Using the framework outlined in the 2011-2016 Oregon Historic Preservation Plan as an over-arching guide, we can continue to clarify and align our roles to nudge the preservation movement into the realm of rote and routine, where it belongs.

### **Purpose of the Plan**

As mentioned above, the SHPO conducted a broad public outreach effort through 2010 to collect ideas and comments about the direction that preservation should take for the next five years. More than 150 Oregonians participated in a series of three “regional roundup” public workshops held around the state and another 500 submitted their opinions through online Heritage Assessment surveys. The resulting Oregon Historic Preservation Plan serves two primary purposes. First, it is a guide for SHPO activities. Annual work plans for the office and for individual staff members are rooted in the Plan. These Annual Work Plans, which include specific goals and timelines, are the “working” element of the Plan.

Second, the Plan provides a framework for coordinating the goals and activities of preservationists statewide, those individuals and organizations that are not part of the SHPO - historic property owners, state and federal agencies, tribes, local governments (including historic preservation commissions), non-profit groups, and so forth. The Plan allows them to see how their

specific concerns and goals fit into the big picture of preservation issues and activities statewide.

### **Integration with Other Plans**

The Historic Preservation Plan is just one of the planning documents the SHPO works with in its role within the Heritage Programs Division of the Oregon Parks and Recreation Department (OPRD). The overarching plan for the department is “Centennial Horizon,” which outlines broad goals for the agency to focus on through the year 2022, the date that marks the centennial of Oregon’s state park system.

A second companion planning document is the 2005-2011 Oregon Heritage Plan of the Oregon Heritage Commission, which is also part of Heritage Programs. The Heritage Commission addresses history-related programs and organizations typically outside the SHPO’s primary focus of historic preservation and archaeology. The Historic Preservation Plan was written so that it meshes with these other internal planning documents.

The Plan was also written with an eye on the plans and efforts of a number of external organizations, some of which are directly involved in preservation, and others that are involved only tangentially. The goal is to maximize cooperation, avoid duplication, and ensure there are no gaps in key areas.

### **SHPO Role and Priorities**

The Oregon SHPO sees its role as the statewide leader for historic preservation, including both historic and archaeological site issues. No other entity has the responsibility or resources to fulfill this broad task. In this lead role, the SHPO administers an array of federal and state preservation programs. While external applicants drive the day-to-day workload for many of these programs, the SHPO does have some ability to emphasize one program over another through the allocation of funding and staff resources. The Historic Preservation Plan—coupled with the Annual Work Plans—outlines the SHPO’s priorities and overall approach.



*Donnybrook School, Jefferson County*



*Officers Quarters excavation,  
Fort Yamhill State Heritage Area*



*Fort George Building,  
Astoria Downtown Historic District*

Most of the SHPO programs address at least one of the four components of the National Park Service's approach to historic preservation: Identify, Evaluate, Designate, and Treat. The Annual Work Plans for the SHPO for the next five years will focus on the first step: identification of cultural resources through systematic survey. We cannot evaluate, designate, conserve, or interpret what we do not know about. Here are just a few among many great reasons we think concentrating on survey is a good idea:

- **Discovery** – identifying a community's special places can be a catalyst for community pride, economic revitalization, and public support for preservation. History and historic photographs revealed during discovery can serve as critical reference documents for good rehabilitation and restoration projects.
- **Plan for the future** – if community leaders and planners know what sites are important it is much more likely those places will be avoided during construction, leveraged as legacy assets, and integrated into a community's major planning efforts. This is especially important in emergency preparedness plans, because if disaster strikes, those plans will be executed rapidly – no waiting around to take a head count, monitor sites, or evaluate significance.
- **Save threatened sites** – surveys can identify those places that are, or have the potential to be, at risk. Properties at risk are not always obvious. Whole groups of properties can be at risk, such as sites located in flood zones, unreinforced masonry buildings vulnerable to earthquakes, modern-style buildings perceived as being too new to preserve, or barns that are no longer needed. Noting these properties early, through survey, buys time to develop project alternatives, prepare treatment strategies, and plan for good preservation outcomes.
- **Streamline local design review** – survey can lead to National Register nominations, and National Register nominations can be a great help to those conducting design reviews at the local level. Nominations serve as a general framework from which to sort what is important to a property's historic integrity and what doesn't matter as much. No more agonizing over issues that have no relevance to a property's historic significance.

- **Help government agencies do the right thing** – Federal and state agencies have obligations under the National Historic Preservation Act, most commonly, consultation requirements under Section 106. Agency staff are regularly making eligibility decisions about, and having effects on, cultural resources in our communities. Locals can tell agencies what is important to them by sharing current survey information before projects begin.

The SHPO encourages all preservation partners to consider the importance of survey and the many other preservation issues addressed in this Plan as they make their own plans for the coming years. The issues, goals, and objectives set forth below are not in order of priority and they are certainly not comprehensive. We hope they provide enough information for preservation advocates to feel strong in their chosen roles, to reveal any gaps in our preservation network of services, and to reinforce the many ways we can work better, together.

### **Issues, Goals, and Objectives**

Ten key issues emerged from the statewide meetings, constituent comments, and the needs assessment surveys. Each is discussed below, along with a broad goal statement that encapsulates the desired outcome, specific objectives for achieving that goal, and the primary partners involved in the achievement. This section is the core of the Historic Preservation Plan. More detailed action items for each of these strategies are developed each year to create the SHPO's Annual Work Plan. Selected accomplishments tied to the 2005-2010 Historic Preservation Plan are noted in sidebars to gauge our progress.



*Veterans Memorial Coliseum*



*View Point Inn, Corbett*



*Wolf Creek Grange, North Powder*



*Hatch Residence, Rogue River*

# Government Partnerships



*Weatherford Hall, Oregon State University  
Historic District, Corvallis*

## 2005-2010 Accomplishments

- Added 15 new CLGs;
- Started a CLG Listserve;
- Conducted regular trainings and workshops across the state for CLGs and commissions;
- Supported and collaborated with Clatsop Community College's new historic preservation program;
- Established Interagency Cultural Resource Council (ICRC), a gathering of federal and state land-management agencies that meets three times per year to discuss cultural resource issues;
- Participated actively with sister state agencies in legislative initiative "CHAMP" (Culture, Heritage, Art, Movies, Preservation), a reinvestment package introduced during the 2007-2009 legislative session;
- Formalized agreement with University of Oregon to place photographs of all National Register-listed buildings on its "Building Oregon" website;
- Supported and provided technical assistance to Oregon State University's successful listing in the National Register as Oregon's first university historic district.

The SHPO works regularly with many types of government partners – local, regional, state, and federal governments, tribal governments, and universities. Many of these have only a tangential interest in preservation but nevertheless play critical decision-making roles in determining the fate of a community's historic resources. At the state and federal level, regulatory obligations may be the only reason a government agency comes in contact with preservation. The SHPO's job is to ensure that contact is a reasonable and professional one, and to strive for a preservation outcome whenever possible. At the local level, a spirited Certified Local Government (CLG) program helps cities and counties serve as preservation "retailers" while the SHPO acts as the "wholesaler." In these roles we strive to find ways to make preservation less of a "movement" and more business-as-usual for our government partners. In most cases, existing preservation programs are well-suited to help government agencies plan strategically to preserve eligible properties while avoiding eleventh-hour demolition emergencies.

## Partners

Federal agencies; state, county, and city governments; tribal governments; utility companies; school, fire, and irrigation districts; colleges and universities.

## Goal

Create new partnerships and enhance existing ones, leveraging resources for preservation and making it easier for government partners to integrate preservation into existing planning processes.

## Objectives

- 1.1 Strengthen existing partnerships with local governments, especially Certified Local Governments and Main Street communities, since most decisions that affect historic properties are made at the local level.
- 1.2 Emphasize streamlined procedures and cooperative agreements when assisting state and federal agencies with their regulatory obligations.
- 1.3 Strengthen relationships with tribes to better coordinate cultural resource efforts.
- 1.4 Nourish affiliations with colleges and universities that have cultural resource programs.
- 1.5 Establish or expand partnerships with agencies and entities involved in economic development efforts that involve cultural resources, including those in the tourism industry.
- 1.6 Reinforce relationships with research repositories (libraries, archives, historical societies) and expand the use of their collections for historic preservation purposes.
- 1.7 Incorporate cultural resource data into the data systems of other government entities in order to better integrate preservation into land-use and management processes.

It is important that preservationists share information and experiences, both to avoid “reinventing the wheel” and to keep up-to-date on current issues. In economically challenging times, though, the question of whether collaboration is a priority may no longer be an option. Sharing resources is a real solution to offsetting operational costs and leveraging marketing and programming efforts. It is important that preservationists create opportunities to mingle and network, not just with one another, but with agencies and organizations and businesses that may not have preservation as their primary mission.

### Partners

Non-profits; heritage organizations; museums; state and federal agency cultural resource programs; county and city commissioners; historic review board members.

### Goal

Expand opportunities for collaboration among Oregon communities, organizations, and cultural groups.

### Objectives

- 2.1 Employ listservs, websites, and new media for communicating and sharing information.
- 2.2 Use popular publications (newsletters, magazines, etc.) where appropriate.
- 2.3 Hold statewide or regional workshops on a regular basis.
- 2.4 Include under-represented groups (cultural, ethnic, geographic) as active participants in the historic preservation network.
- 2.5 Develop, maintain, and disseminate preservation-based information statewide in a coordinated manner.
- 2.6 Redefine our notion of the typical preservation partner. Look for non-traditional associations

# Heritage Partner Networking



*Whiteside Theater, Corvallis*

### 2005-2010 Accomplishments

- Participated in the Historic Preservation League of Oregon's Preservation Roundtable Initiative;
- Conducted “Regional Roundups,” a series of workshop/listening sessions across the state in 2010;
- Coordinated and administered the biennial Oregon Heritage Conference, attracting over 400 participants in 2009;
- Established five listservs, including the Oregon Historic Preservation listserv, the Heritage News listserv, the Local Government Preservation listserv, and the Historic Cemeteries listserv;
- Established heritage partnerships with Southern Oregon Historical Society and Tamastlikt Cultural Institute;
- Published the digital “Cultural Heritage Courier” four times per year.

# Identification and Designation of Resources



*Roba Ranch, Paulina vicinity*

## 2005-2010 Accomplishments

- Initiated an online architectural guide, which is under development and slated for completion by the end of 2011;
- Produced a GIS supplemental guide for incorporating GIS into survey procedures;
- Provided technical assistance to CLGs for surveys;
- Reached agreement with federal agencies to use multiple-property nominations as mitigation and as tools for streamlining in programmatic agreements.

Identifying and documenting the state's historic and archaeological sites is the first step toward their preservation. Designating significant properties to either the National Register and/or local registers is an important follow-up step. The SHPO administers the federal National Register program in Oregon, maintains written standards for conducting surveys of both historic and archaeological sites, and, when funding levels allow, provides grants for important survey projects. The SHPO also maintains master databases of all known historic and archaeological sites in Oregon.

Increasing the identification of historic properties through survey is the most significant goal for the SHPO over the next five years. The importance of survey cannot be underestimated. It is a critical tool for government planning, from the federal level to the smallest towns to rural unincorporated county jurisdictions. Specifically, survey is also key to pre-disaster planning. Historic resources and archaeological sites will not be addressed in emergency preparedness plans if jurisdictions do not know what they have.

Current preservation concepts have broadened in scope over the years, attempting to address the designation of "places" rather than simply sites or buildings. It is a concept more reminiscent of the nature conservation movement and, in fact, emphasizes the intimate connection between the natural landscape and the built environment. This is a particularly helpful concept for rural communities considering the designation of cultural landscapes and agricultural resources and for urban areas struggling with industrial facilities.

In any discussion about designation, the question about what to list must be addressed. The National Register of Historic Places is most useful when it is used strategically. By prioritizing the listing of important public places that reflect stories that have not yet been told, public agencies and communities can ensure that their collections of National Register-listed places are balanced and representative of all aspects of the state's history.



## Partners

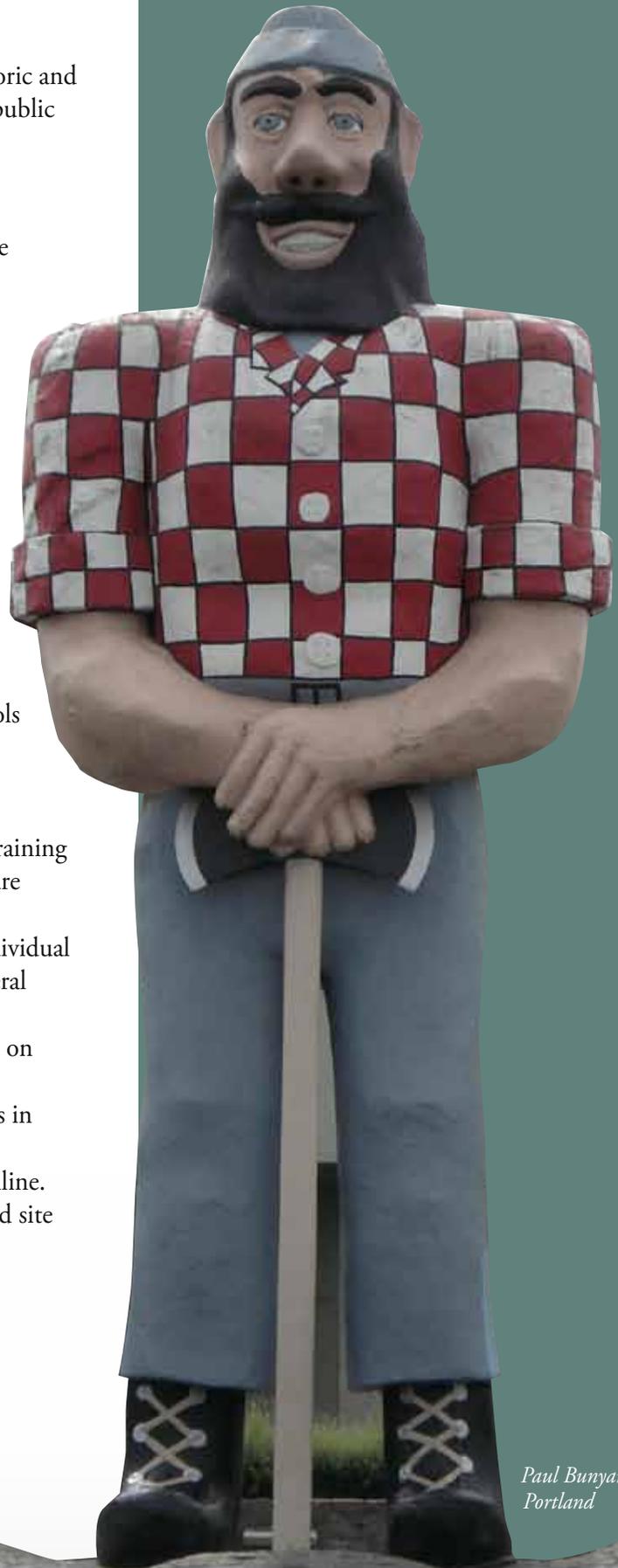
General public; consultants; local government agencies; state and federal agencies; property owners.

## Goal

Expand the inventory and designation of Oregon's prehistoric and historic cultural resources for use in planning, education, public information, and protection.

## Objectives

- 3.1 Coach communities to complete and update heritage resource inventories through the CLG program.
- 3.2 Designate significant properties to the National Register and/or local registers.
- 3.3 Prioritize significant archaeological sites for designation and develop treatment plans for them.
- 3.4 Set priorities for designation to achieve a balanced representation of history.
- 3.5 Streamline and improve the survey process by using new technologies and the most recent scholarship about the resources.
- 3.6 Emphasize and prioritize the survey of agricultural, industrial, and mid-century buildings through the CLG program and other special initiatives.
- 3.7 Emphasize and prioritize the survey of historic schools and public buildings, especially for those eligible for the Oregon Emergency Management's Seismic Rehabilitation Grant program.
- 3.8 Update survey training materials and create online training opportunities for those who conduct surveys to ensure statewide consistency and quality.
- 3.9 Use surveys, multiple-property nominations and individual nominations as mitigation for adverse effects by federal agencies.
- 3.10 Establish graduate-level internship programs focused on survey.
- 3.11 Increase the number of National Historic Landmarks in Oregon.
- 3.12 Inventory burial records and make them available online.
- 3.13 Expand online data to include GIS mapping, scanned site forms, photographs, etc.



*Paul Bunyan Statue,  
Portland*

# Preservation and Rehabilitation



*Egyptian Theater, Coos Bay*

## 2005-2010 Accomplishments

- Produced a series of historic window and masonry rehabilitation workshops across the state;
- Increased the number of CLGs offering pass-through rehabilitation grant programs through training, coaching, and technical assistance;
- Established a pilot program through Oregon Main Street to offer “building doctor” prescriptions for facade improvements in Main Street communities;
- Routinely conducted site visits and technical consultation across the state;
- Expanded our network of preservation expertise through the Main Street and Certified Local Government programs, OPRD’s heritage program, and the Pacific Northwest Preservation Field School.

Physical preservation of historic properties is the core purpose of historic preservation. This requires having the appropriate information, guidance, and expertise available to help projects be successful.

## Partners

Property owners; general public; non-profits; consultants; contractors; students; government agencies.

## Goal

Increase the number of high-quality preservation projects statewide.

## Objectives

- 4.1 Offer grants and other financial incentives for the conservation, rehabilitation, and stabilization of historic properties.
- 4.2 Balance incentives and regulations to promote proper treatments.
- 4.3 Use physical preservation options (rather than simply documentation) as mitigation for impacts to historic buildings, landscapes, and sites.
- 4.4 Increase the number of CLG pass-through grant programs for rehabilitation and facade improvements.
- 4.5 Identify technical preservation problems and conduct research for their solutions.
- 4.6 Maintain a library of technical assistance materials and expand public access to them.
- 4.7 Upgrade the directory of preservation contractors and consultants so it is searchable.
- 4.8 Increase the use of the Oregon Preservation Listserve and preservation websites as tools for sharing preservation strategies.
- 4.9 Sponsor workshops and develop training materials on preservation technology and conservation methods for the general public and historic property owners.
- 4.10 Educate code enforcement officers, building officials, and planners about the specialized needs of historic properties and the alternatives available for code compliance.
- 4.11 Integrate the Secretary of the Interior’s Standards new publication, “Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings” into rehabilitation project planning.
- 4.12 Work with “Green Building” leaders to better integrate historic preservation into their agenda.
- 4.13 Advise and assist Oregon Parks and Recreation Department to help it fulfill its stewardship responsibilities for historic and archaeological sites, including the establishment of a “site steward” volunteer program.
- 4.14 Increase the number of preservation and conservation session tracks at the Oregon Heritage Conference.

The SHPO is the repository for the master data set for all known historic and archaeological sites in Oregon. We maintain databases for both survey and National Register records so they are a reliable reference for those who need cultural resource information and as a way to quantify, track, and report on the collected information. Moving our inventories online and adding scanned site forms and GIS components to those that are already online are among the most significant goals for the SHPO in the coming years.

### Partners

State and federal agencies (National Park Service, Bureau of Land Management, US Forest Service, Oregon Department of Transportation); agency IT staff; local governments; consultants.

### Goal

Develop and maintain the data systems necessary to track, record, and protect historic and archaeological resources and to share information with customers in a helpful and efficient manner.

### Objectives

- 5.1 Add site forms and GIS components to the online historic sites database so that it is a useful resource for the public.
- 5.2 Explore ways to make the database of archaeological sites and records accessible online to qualified professionals for planning and scholarly purposes while keeping the data secure.
- 5.3 Improve the SHPO website by adding training videos, compliance information, and other useful tools for preservation partners and the public.
- 5.4 Streamline methods for managing legacy data and improving the accuracy and reliability of the data sets.
- 5.5 Expand online offerings to constituents, including grant applications and workshop and conference registrations.



## Data Accessibility and Communication



*Ashland Cemetery*

### 2005-2010 Accomplishments

- Made the Historic Sites Database available to the public online;
- Developed an on-line fillable archaeological site form with user manual;
- Completed the scanning project for 52,000 historic site forms;
- Completed 92 % of the scanning project for 24,000 archaeological reports and 32,000 site forms;
- Published guidelines for archaeological reporting and conducting field archaeology;
- Scanned all National Register forms in the state;
- Placed GIS components for historic sites database under development;
- Streamlined the regulatory review process with ongoing database improvements;
- Redesigned the Heritage Division website for better user accessibility;
- Made trainings and workshops available remotely with online programs, including a National Register training curriculum;
- Developed a searchable bibliographic database for archaeological reports accessible on the web.

# Economic Development



*Downtown Hood River*

## 2005-2010 Accomplishments

- Established the Oregon Main Street program and added 72 communities;
- Actively coached proponents of two proposed Heritage Areas;
- Helped CLGs coordinate their efforts to support downtown revitalization projects;
- Promoted the Special Assessment program as a tool for downtown revitalization.

Preservation is most successful when it makes financial sense or generates income and jobs. This usually plays out as “downtown” commercial revitalization or as heritage tourism. Partnering with economic development efforts can bring substantial funding to preservation projects, but careful oversight by preservation professionals is sometimes needed to prevent inappropriate compromises to historic integrity.

## Partners

Community development agencies; local governments; tourism agencies; developers; property owners; business owners.

## Goal

Employ historic preservation as an economic development tool while maintaining the long-term integrity of the resources.

## Objectives

- 6.1 Develop authentic cultural heritage tourism efforts in Oregon communities in cooperation with non-preservation partners such as the Oregon Tourism Commission, Governor’s Economic Recovery Team, Oregon Heritage Commission, Oregon Cultural Trust, local and county tourism offices, and other public and private partners.
- 6.2 Include preservation of cultural resources in economic development strategies at all levels of government.
- 6.3 Assess and report on the beneficial economic impacts of heritage tourism and historic preservation activities in Oregon.
- 6.4 Expand existing preservation-friendly downtown redevelopment programs, such as the Oregon Main Street program, by encouraging the involvement of regional partners.
- 6.5 Balance heritage tourism efforts with the long-term sustainability of the resources in order to prevent them from being “loved to death.”
- 6.6 Engage with communities exploring the National Park Service Heritage Area concept, providing technical assistance when feasible.

# Advocacy and Outreach

Advocacy involves taking assertive positions defending and promoting Oregon's heritage resources, especially in the realm of public policy issues. The SHPO's role as a preservation advocate is shaped largely by its state agency status. Being part of state government provides the SHPO opportunities to assert preservation solutions through the programs it operates and through its role within the state government system. But it comes with limitations as well, since political issues may come into play. Jurisdictional issues may also affect the SHPO's ability to insert itself into local government or tribal affairs. Other preservation partners, namely non-profit organizations and local preservation groups, are often in a better position to respond to certain preservation threats. That is why a coordinated advocacy strategy is needed.

## Partners

Legislators; local governments; non-profits; general public.

## Goal

Defend and promote heritage resources by administering strong, professional preservation programs and by employing well-coordinated and well-targeted response strategies and proactive initiatives.

## Objectives

- 7.1 Serve as a resource for the efforts of community, non-profit, and tribal advocates.
- 7.2 Develop sound preservation plans that are integrated with the broader planning efforts of the appropriate governmental or tribal organization.
- 7.3 Strengthen communication/networking among preservationists, including exploring the re-establishment of a statewide preservation conference.
- 7.4 Increase funding for threatened resources and emergencies.
- 7.5 Raise the profile of preservation awards programs, such as the Heritage Excellence Awards, the George McMath Award, Main Street Awards, and local efforts to recognize exemplary projects, people, and organizations involved in heritage efforts statewide.
- 7.6 Enforce existing cultural resource protection statutes and improve them as opportunities allow.
- 7.7 Form multi-agency working committees as needed to address issues and developments that might affect cultural resources.
- 7.8 Initiate new designations that encourage and inspire, such as the Heritage Communities designation program.



*Archaeology Field School, Champoege State Heritage Area*

## 2005-2010 Accomplishments

- Advanced the legislative initiative, "CHAMP" (Culture, Heritage, Art, Movies, Preservation), a reinvestment package introduced in the 2007-2009 legislative session;
- Developed Heritage Excellence Awards, Main Street Awards, and "Heritage Heroes," a responsive certificate award program that recognizes cultural resource protection efforts that occur "beyond the call of duty."
- Established the Cultural Heritage Courier newsletter published online four times per year.

# Grants and Funding



*Skidmore Block, Skidmore-Old Town Historic District, National Historic Landmark, Portland*

## 2005-2010 Accomplishments

- Grown the number of grant programs administered by OPRD's Heritage Programs, including the SHPO, to five;
- Streamlined grant application and payment processing;
- Developed funding source list and placed it online;
- Established a regular series of grant-writing workshops across the state.

Predictably, funding is the top “need” identified in the 2010 Heritage Assessment surveys. Increased financial assistance is essential to virtually every aspect of cultural resource work, including surveys, National Register nominations, archaeological excavation and analysis, site stabilization, feasibility studies, public education, training, and so forth. “Funding” includes not only grants and other allocations of money, but also tax incentives and virtually anything else that helps cover costs.

Grants are crucial to the state's emphasis on incentives rather than regulation as the best way to succeed with preservation. Regulation is time-consuming, costly, and often perceived as “negative.” Grants leverage resources, encourage “buy-in” and generate tangible results, which is really the ultimate objective. Maintaining grant levels is the goal in times of steady and even moderately declining budgets. Expanding grants should be a priority in good economic times. It is money well spent, and it doesn't create long-term obligations in the way that additional staff or new programs would.

## Partners

Foundations; non-profits; federal government; Main Street communities; legislators.

## Goal

Strengthen and expand existing financial incentive programs and develop new incentives and funding sources, both public and private.

## Objectives

- 8.1 Work with the Main Street program to expand the use of federal tax credits to cultivate rehabilitation projects in smaller towns.
- 8.2 Create local incentives to inventory, designate, and rehabilitate historic properties.
- 8.3 Publicize Oregon Emergency Management's Seismic Rehabilitation Grant program for public buildings.
- 8.4 Develop pilot pass-through grant programs through the CLG and Oregon Main Street programs that focus on sensitive seismic rehabilitation.
- 8.5 Publicize fundraising success stories and examples of creative and successful private-public preservation partnerships to inspire and guide others.
- 8.6 Coordinate with partner grant programs to unify preservation project standards.
- 8.7 Collect and make available contact information for grant and fundraising experts.
- 8.8 Update and distribute electronically a list of funding sources for preservation-related programs and projects.
- 8.9 Streamline preservation grant and incentive programs to minimize administrative costs and paperwork.
- 8.10 Offer preservation expertise to foundations that award grants for preservation if they do not have in-house expertise.
- 8.11 Increase the use of easements (and their tax benefits), where appropriate, for historic properties and archaeological sites.

Public awareness of cultural resource issues is essential to gaining both short- and long-term support for preservation. Professional training for those in cultural resource and related fields is also important in order to assist current practitioners with today's issues and to prepare the next generation for preservation's future challenges.

### Partners

Government agency cultural resource staff; non-profits; general public; tribes; consultants; educators; contractors; students; universities; Pacific NW Preservation Field School; CLGs; Oregon Main Street program.

### Goal

Expand the general public's awareness of preservation issues and support specialized preservation education and training.

### Objectives

- 9.1 Develop and use interpretive materials and programs where appropriate: plaques, walking tour brochures, websites, new media, programs and lectures, and so forth.
- 9.2 Conduct trainings for cultural resource staff within state and federal agencies, tribes, and local governments.
- 9.3 Prepare handout materials that are up-to-date and readily available to the general public and others.
- 9.4 Develop online guidance for seismic retrofitting geared toward residential and commercial property owners.
- 9.5 Conduct workshops for cultural resource consultants.
- 9.6 Develop heritage education programs in formats that meet the needs of diverse audiences.
- 9.7 Expand efforts to reach through regular trainings non-traditional partners, such as realtors and planners.
- 9.8 Examine ways to use the media for public education purposes.
- 9.9 Reinforce cultural resource programs at Oregon colleges and universities through scholarships, internships, employment referrals, instruction, grants, technical assistance, sharing information, and so forth.
- 9.10 Develop educational programs for areas of the state where they are most needed.
- 9.11 Incorporate heritage education into continuing education, vocational, and Parks and Recreation programs statewide.
- 9.12 Re-visit interpretive materials and signage at publicly owned historic sites when opportunities arise to ensure the stories being told are historically accurate.
- 9.13 Market the Heritage Conference to a broader public audience.
- 9.14 Strengthen existing partnerships with the Pacific NW Preservation Field School, Clatsop Community College, the University of Oregon, Oregon State University, and others.

## Education and Interpretation



*SHPO Window Workshop, Springfield*

### 2005-2010 Accomplishments

- Established an active presence at "Rehab Fairs" and conference exhibits around the state;
- Produced "Heritage Bulletins" brochures on various topics for hard-copy and online distribution;
- Created an online National Register instruction course available by "webinar" to the general public, agency staff, consultants, and more;
- Contributed regularly to lectures and presentations through the Architectural Heritage Center for general and specific audiences;
- Conducted a training for planners in partnership with Oregon State University, city of Corvallis, Oregon Chapter of American Planning Association, and Oregon City Planning Directors Association;
- Provided support and technical assistance to the preservation programs at Clatsop Community College and University of Oregon and to the historical archaeology program at Oregon State University;
- Conducted cultural resource management training for OPRD field staff through Pacific NW Field School scholarships and region-specific archaeological training.

# Codes and Ordinances



*Albany Downtown Commercial Historic District*

## 2005-2010 Accomplishments

- Updated model ordinance in 2010;
- Initiated staff training on Statewide Planning Goal 5 from Oregon Department of Land Conservation and Development.

Federal, state, tribal, and local governments all have regulations that address cultural resource issues, to one degree or another. These include laws and statutes as well as land-use and building codes. Local regulations are by far the most prevalent, and the most accessible for improvement. Many local ordinances are in need of revision because they are out-of-date and inconsistent with current terms and methods. Strengthening preservation regulations at any level can be difficult, however, especially in an era of increased property-rights awareness and budget cuts. There are also opportunities for the adoption of flexible or “smart” building codes and the streamlining of approval processes.

## Partners

Property owners; developers; building inspectors; planners; schools and universities, state and local governments; realtors.

## Goal

Develop and implement codes and ordinances that promote preservation through both regulations and incentives and focus on cultivating public support.

## Objectives

- 10.1 Develop training opportunities for local building officials, design professionals, universal access advocates, building trades representatives, and developers through the CLG program, higher education programs, interagency agreements, and other mechanisms.
- 10.2 Adopt legislation that provides greater flexibility for historic buildings and structures within state and municipal building codes.
- 10.3 Include language in local ordinances that conveys the need and intention to build public support for preservation.
- 10.4 Update state statutes and rules as necessary and as opportunities arise.
- 10.5 Update and improve preservation ordinances as needed.
- 10.6 When appropriate, improve administrative and enforcement procedures in lieu of wholesale revisions to regulations.
- 10.7 Adopt flexible or “smart” building codes, using existing examples as models.
- 10.8 Integrate cultural resource protection into local sustainability codes and policies.

# CONCLUSION & IMPLEMENTATION

This Historic Preservation Plan is intended to help direct a coordinated and effective preservation effort in the State of Oregon. It guides the SHPO in its unique, overarching role as the lead preservation agency in the state, but it should also serve as a tool for all of the preservation partners who actually do much of the on-the-ground preservation work at local or regional levels.

A key to implementing this plan is the SHPO's Annual Work Plan. Toward the end of each calendar year, the SHPO will develop its work plan for the coming year. Work plans are rooted in the concepts laid out in this Plan, but they include more specific action items and timelines.

The SHPO encourages all of the preservation partners to develop their own annual work plans and, to the extent possible, try to align them with this Plan and with the broader issues and efforts they foresee in the coming year. Full coordination is impossible, given all the variables of funding, politics, "brush-fire" issues, and so forth, but better coordination is certainly attainable.

We owe it to the residents of this state, the next generations, and to the cultural resources themselves to do all we can to be effective stewards of the legacies we have inherited.



*Heimuller Farmstead, Scappoose*

# APPENDIX I

## Oregon's Cultural Resources

### (Archaeological and Historic Resources)

#### Introduction

The following narrative outlines the basic types of cultural resources in Oregon and provides a general assessment of those resources, including the current state of knowledge about them. The purpose of this section is to answer the basic question, “What are we trying to preserve?” Other sections of this plan address the “how,” “when,” and “who” aspects of statewide historic preservation efforts (see *Issues, Goals, and Objectives*).

#### Overview of Oregon's Cultural Resources

There are two basic categories of cultural resources—archaeological and historic. In general, archaeological resources are at or below ground level, and they are usually remnants rather than intact features. While they are most often prehistoric Native American sites (generally pre-1800 AD), there are also historic-period archaeological resources. Historic resources, on the other hand, are primarily intact above-ground features—typically buildings or structures—that post date European contact.

There are several other important distinctions between archaeological and historic resources. Awareness of these distinctions is important to understanding how statewide preservation efforts address and impact these resources.

- Archaeological resources, due to their below-ground character, are not as easily identified or evaluated as above-

ground historic resources. The cost for doing so is also much higher.

- Archaeological resources, especially those in remote areas, are subject to looting and vandalism, so their precise locations must be kept confidential.
- Conversely, the location and details about historic resources are usually promoted as expressions of community or neighborhood pride, and often as part of heritage tourism and economic development efforts.
- Most archaeological sites are prehistoric Native American sites; therefore they are of special interest to one or more of Oregon's indigenous tribes. Coordination with the tribes is an important aspect of any dealings with these types of archaeological sites.
- Given that excavation is essentially a destructive process, the preferred treatment for archaeological resources, particularly prehistoric Native American sites, is to simply leave them alone. Limited testing may be needed to determine the type, extent, and significance of sites, but unless there are compelling reasons to do otherwise, sites should be left largely intact. Additionally, future technologies may offer more effective and sensitive methods for examining these sites.<sup>1</sup>
- Rehabilitation and adaptive use are key elements in historic resource preservation (primarily buildings). There are financial incentives and extensive “how-to” information to encourage and guide rehabilitation efforts.

- Archaeological resources, on the other hand, do not lend themselves to adaptive use and rehabilitation treatments. The most aggressive treatment for archaeological sites is usually stabilization and on-site interpretation, and then only for a very small number of sites that lend themselves to public visitation.
- Historic buildings are usually subject to local zoning, land-use, and building code regulations, so coordination with local planning entities is a critically important part of any preservation effort.

#### Archaeological Resources

Most of what we know about Oregon's archaeological sites has come through the process outlined by federal and state “cultural resource compliance” laws and procedures. Here is how it works:

Areas in the path of proposed “ground-disturbing” activities by federal or state agencies are surveyed, discovered sites are documented, and summary reports are written. This information is maintained in a master data set by the State Historic Preservation Office (SHPO) and often, as well, by the federal and state agencies themselves. Agencies and other property owners use this ever-expanding collection of data to help them avoid impacts to known significant sites. When avoidance is not possible or feasible, then mitigation is undertaken to try to “compensate” for the loss.

<sup>1</sup>Excavation may be appropriate in many circumstances, such as when a site is in imminent danger from planned development or natural deterioration, or when its interpretive and research value outweighs other considerations. While the potential exists for rescued materials to contribute important information about our past, excavation destroys forever the opportunity to apply future research questions and scholarship to the investigation and understanding of the site and therefore must be approached thoughtfully.

This somewhat random, reactionary process for collecting information about archaeological resources is not especially conducive to comprehensive, scholarly investigation or to thoughtful preservation. Most of the information that is collected is descriptive rather than interpretive or analytical in nature. There is usually neither the time nor the money to follow up on the initial findings with more detailed analysis and interpretation. Despite the lack of a more proactive and systematic process for documenting archaeological sites, an extensive body of very valuable data has been produced. At the very least, this information will serve as the basis for more in-depth studies by scholars and others in the future. Computers and related technology—databases, geographic information systems (GIS), digital imaging, global positioning systems, and so forth—have greatly improved everyone’s ability to record sites and retrieve data.

In Oregon, approximately 32,000 archaeological sites have been identified over the years, primarily from the 1970s to the present. An archaeological site in Oregon is defined as ten (10) or more **artifacts** (including lithic debitage) within a surface area reasonable to that activity, or a **feature** likely to have been generated by patterned cultural activity. Features include peeled trees, cache pits, hearths, house pits, rock shelters, cairns, and rock art. Examples of prehistoric archaeological sites include (but are not limited to) lithic scatters and quarries, habitation, hunting, and food processing sites, temporary campsites, and burials. Historic archaeological sites include rural homesteads, industrial sites, shipwrecks, and even in-town sites with remnant artifacts and features related to historic-period uses of the property.

The Oregon SHPO is currently in the midst of an ambitious multi-year effort to digitize all of the state’s archaeological records. This involves three primary

tasks: (1) compiling databases of core information about all of the individual sites and all of the reports of survey/excavation projects (approximately 24,000 reports); (2) plotting site locations and project boundaries in the GIS (computerized maps); and (3) scanning all of the site forms and reports so electronic images of those documents can be retrieved on the computer. These components—the databases, the GIS, and the scanned images—are all being linked together to maximize the accessibility and usefulness of the information. With the assistance of a few state and federal agencies with heavy cultural resource responsibilities, it is anticipated the project will be complete and the information accessible online by 2014 through a password-protected, firewall venue.

One of the challenges for the SHPO is to keep up the data entry and scanning efforts for the new site forms and reports that continue to be submitted. This is essential to making the centralized data system a reliable cultural resource management tool. Current SHPO budget and staffing levels may not be sufficient to prevent a backlog of data from developing. However, the SHPO has employed several strategies over the past three years for avoiding data backlog, including requesting applicants to use our online site form for information that used to be submitted in hard-copy format only, accepting CDs containing scanned versions of reports, and accepting GIS shape files. All these will eventually become requirements, greatly reducing the data entry burden on the SHPO and speeding up the integration of the new data into the data system.

More recently, cultural resources recognized for their significance in traditional culture (often referred to as “traditional cultural places,” or “TCPs”) have emerged as a special interest to the tribes in Oregon.<sup>2</sup> Categorized by the

National Register as either a “district” or a “site,” TCPs are held to the same documentation standards as all other National Register properties, although they may be comprised of large natural areas about which tribes are reluctant to share culturally sensitive information. For these reasons and others, TCPs can be difficult to quantify, describe, and document. As more TCPs get listed in the state, we will continue to gain more understanding about these kinds of cultural resources.

## Historic Resources

The inventory of historic resources in Oregon has been compiled largely through the survey efforts of cities and counties who wanted or needed to know what historic resources existed within their boundaries. Most of this survey work was done prior to 1995, when the state requirement that jurisdictions conduct cultural resource inventories was rescinded. Federal and state agencies continue to add to the inventory of cultural resources in Oregon through their Section 106 and Section 110 regulatory obligations. Oregon’s forty-plus Certified Local Governments (CLGs) serve as a terrific network for data collection through regular surveying projects. There is, however, much work to be done.

Currently there are approximately 52,000 historic resources in the SHPO’s master historic sites database. Tens of thousands more historic resources remain to be inventoried statewide. Expanding the inventory of Oregon’s historic resources is one of the SHPO’s highest priorities over the next five years. Most of the historic resources that have been inventoried (61 percent) are from the early 20th-century, 1900-1940. Nineteenth-century resources comprise only 19 percent, while post-WWII resources currently represent about 16 percent of the total, an increase of more than six percent from five years

<sup>1</sup>Properties significant in the area of traditional culture are not limited to Native American tribes. A TCP may be associated with any ethnic or social group, particularly where the property continues to function as a living part of the community that ascribes cultural value to it.

ago. This increase is not a surprise, as communities have begun to address their post-war resources through CLG-funded survey. Scholarship at both the national and state levels for “resources from the recent past” is increasing, but more is needed in order to help preservationists properly classify and evaluate the significance of this vast pool of resources.

There are five basic categories of historic resources: buildings, structures, sites, objects, and districts. **Buildings** make up the overwhelming majority (77 percent) of Oregon’s known historic resources. They are the resource type most readily associated with historic preservation by the public, and they are the focus of most historic preservation efforts statewide. Fifty percent of the buildings are houses. Other building types include commercial, public, institutional, industrial, and agricultural buildings.

In general, industrial and agricultural buildings are more susceptible to abandonment and demolition than the other types because they do not often lend themselves as readily to new uses. Additionally, the cost of structural improvements to help them meet current building codes can often be prohibitive. One exception is warehouses, which have been successfully converted to new uses in Portland and other Oregon cities. Their open spaces and sturdy construction serve a variety of new uses quite well. Factories, mills, and other large-scale industrial facilities, along with most agricultural buildings—barns and other outbuildings—are challenging resources to

save if they no longer serve their original purposes. They usually cannot continue in their historic uses because they don’t accommodate the larger new equipment and business standards of their respective industries. Additionally, agricultural buildings merit special focus because most of them were not identified back in the 1980s when jurisdictions were required to keep an inventory of their historic resources. At that time, surveyors were advised not to include in their inventories barns and other outbuildings unless they were associated with residential buildings. As a result, Oregon’s agricultural resources are severely under-represented in inventories statewide.

While there are many different kinds of historic **districts** in Oregon, the most common type consists of groupings of residential and/or commercial buildings whose distinctive features can include street and landscape components as well as the buildings themselves. Efforts to preserve the character of historic districts usually include both incentives (tax credits and property tax freeze) and regulations (design guidelines, historic landmark commission review, etc.). There are currently 131 designated historic districts in Oregon. They include some of the best historic resources in the state, and they reflect some of the most successful preservation efforts that have been undertaken.

The most common historic **structures** are bridges and linear features, such as canals, railroad grades, trails, and roads. The Oregon Department of

Transportation (ODOT) has done a very good job inventorying and evaluating the highway bridges it oversees, though preservation of many of these structures is not feasible, given their deteriorated condition, increased traffic volumes, and more stringent safety standards. That said, a number of prominent bridges have been successfully upgraded and kept in use using innovative solutions. Oregon’s DOT has been proactive in listing in the National Register such dramatic bridges as the eleven coastal highway bridges associated with noted Oregon bridge engineer Conde B. McCullough, and is currently in the process of listing several bridges over the Willamette River in Portland.

**Linear structures** are a challenging type of resource both to document and preserve. There are still no detailed guidelines at the national level for documenting and evaluating resources that stretch for miles, include a minimum of distinguishable historic features, and are under almost constant repair, resurfacing, or upgrading. Some especially vulnerable linear resources include the historic irrigation canals of central and eastern Oregon, which are being piped at a rapid and consistent rate; and historic trails, including segments of the Oregon Trail. Oregon recognizes 16 historic trails, many of which traverse central and eastern Oregon in locations valued by wind farm developers and pipeline planners, putting them at risk for both direct and indirect adverse effects from energy projects.

**Historic landscapes** have been recognized in recent years as a distinct type of cultural resource. They usually include a combination of natural features and elements that have been shaped by human activity, and they are usually relatively large in size. They may be “designed” historic landscapes, such as formal gardens or parks designed by prominent landscape architects, or they may be “rural” historic landscapes that are informally shaped by uses and traditions—ranching, mining, farming, and so forth, over time. They might even be “traditional cultural places,” large natural areas associated with important religious beliefs or traditions of local cultures.



*George L. Olson Shipwreck, North Spit, Coos Bay*

# APPENDIX II

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*Salem Downtown Commercial Historic District*

*Gordon House, Silverton  
(photo credit: Shannon Bell)*

