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ASHP

Associated Students for Historic Preservation

2018 JOURNAL

University of Oregon Historic Preservation Students founded the Associated Students for Historic Preservation (ASHP) in 1988. ASHP's purpose is to advance knowledge and understanding of historic preservation policy and practice among students, professionals, and educators throughout the nation.

The ASHP Journal is published annually by the Associated Students for Historic Preservation with support from the Associated Students of the University of Oregon (ASUO), the Historic Preservation Program and the College of Design School of Architecture & Environment. The ASHP Journal provides a forum to convey views and information, as well as to promote a spirited debate within the field of historic preservation at the local, state, and national levels. ASHP welcomes original, unpublished journal submissions of 2000 words or less from students, alumni, faculty, and professionals in historic preservation and related fields throughout the country.

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Letter From the Editors

Thank you for taking the time to read the 2018 ASHP Journal and supporting our mission to advance knowledge and understanding of historic preservation. It was our pleasure to read these diverse articles contributed by historic preservation graduate students and we hope that you also enjoy this years journal. As a program we strive to approach historic preservation in an interdisciplinary and inclusive manner, which we believe the ASHP journal exemplifies. Thank you again to our readers, and to our contributors, alumni, and supporters of the University of Oregon Historic Preservation program.

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Letter from the Director

This year we graduated our first class of students from the new Portland location of the University of Oregon's Historic Preservation Program. After more than 30 years at the Eugene campus, we are now ensconced in the beautifully restored White Stag Building in the central city area. Students are able to study and participate in the wide variety of development and preservation issues happening in this rapidly-changing city, and we have been able to involve many preservation professionals in Portland in the work we are doing in the program.

This graduating class will always be special, as they have taken up leadership in preservation in Portland and have set a high standard for future students in this new location. These students include Caity Ewers, Allison Geary, Dylan German, Samantha Gordon, Tim Wood, and Max Yeley. Our second-year students are now stepping up for their final year, having been involved in surveying in the Laurelhurst district, exploring African-American heritage in the Albina community, and investigating the historic district in Skagway, Alaska. Seven new students will start in the Fall of 2018, each with a different professional background and home town.

Each class has carried forward the work of the ASHP Journal for 29 years. This is entirely a student-run endeavor, allowing young professionals the chance to explore and comment on the wide world of historic preservation. We salute the editors and writers of this journal for their insights and hard work over these many years!

Jim Buckley

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ASHP Visits The Coast: Gearhart, the Norman Yeon House, and Astoria

This past October eight historic preservation graduate students travelled to the Oregon Coast to visit and explore numerous historic properties. In Gearhart, a historic seaside community and vacation destination, the students toured several historic homes. At the Yeon Land Easement students were given a tour of Norman Yeon's home by the National Park Service, who have managed the easements 100 acres since 2009. In Astoria several historic properties were visited and toured including the circa 1924 Astoria Tourist Ferry #2 and the ports reconstructed customs house. This trip was made possible by Roger Hazen of Hazen Construction, Lucien Swerdloff of the Clatsop Community College Historic Preservation program, and historic preservation student Kerrie Franey.



Above: students at Gearhart. Below: the interior of the Norman Yeon House. Photos by Althea Wunderler-Selby.



Students light below deck on the Astoria Tourist Ferry #2. Photo by Althea Wunderler-Selby.

Romanticized and Misunderstood: Surveying Works Progress Administration Public Buildings and Structures in Oregon's Willamette Valley

Timothy W. Wood

Formed under President Franklin Delano Roosevelt's New Deal, the Works Progress Administration (WPA), employed millions of unemployed Americans to conduct thousands of projects across the United States from 1935-1943.¹ Developed amidst a period of tremendous suffering throughout the country, WPA projects helped to reinvigorate the nation's fledgling economy and instill a sense of hope among the populous that recovery from the Great Depression was possible. The WPA focused on providing as many jobs as possible while conducting useful projects for communities' active needs and future development.² While primarily consisting of either construction or service projects, these projects included an incredible range of activities such as the construction of roads, sewers, and buildings as well as academic research, medical care, records management, educational and recreational classes, and the creation of art in a variety of formats. All of these projects provided a need to the local community and allowed unemployed individuals within the community to maintain their professional skills to be prepared to re-enter private industry when jobs became available.

Although only representing a small percentage of the projects conducted by the WPA, the public buildings and structures they constructed are often the most remembered and documented. Many have served as monuments to their communities, representing their partnership with the federal government and the work of local craftsmen and laborers. Despite the importance of these projects to local communities, research indicates a dearth of documentation and analysis of these resources in Oregon. Studies have been conducted examining the impact of the New Deal in Oregon and specific resources like Timberline Lodge, but no easily accessible comprehensive list of these resources has been formed.³

Drawing from a larger study on the documentation

and analysis of WPA constructed public buildings and structures in the cities of Eugene, Salem, and Portland, the following sections provide brief synopses of five of the six identified resources.⁴ Each resource is examined in terms of architectural style, materials, use, development, and historical significance. This list is not believed to be comprehensive but provides a representational sample of the resources in Oregon and reflects the available documentation of these resources in the state.



*Civic Stadium, Eugene, constructed 1938-39 (demolished).
Image courtesy of Brandon Grilc.*

Located in the College Hill neighborhood, Civic Stadium was the result of a collaborative effort between the Eugene Chamber of Commerce, the Eugene School District, the WPA, and the residents of Eugene to provide a communal athletic center. Each group played an integral role in the project's success as the site was acquired with a city bond measure, the school district allocated necessary funds, the WPA provided the laborers, materials were donated by local lumber mills and timber owners, and city residents made private donations for its completion during a time of incredible economic hardship.

Constructed out of old growth Douglas fir, the grandstand featured post-on-pier construction and tiered wooden seating.⁵ Between 1938 and 1969, the stadium was primarily used for high school football, baseball, and soccer games. From 1969 to 2009, the stadium was the home to the Eugene

Emeralds baseball team.⁶ The stadium was severely damaged in a fire on June 29, 2015 and was subsequently demolished.⁷

Civic Stadium was placed in the National Register of Historic Preservation (NRHP) in 2009.⁸ It was determined to be significant under NRHP Criteria A and C at the local level for its association with the WPA, contribution to community development, and its architectural style.⁹ If still standing the stadium would have been one of 14 known remaining wood baseball stadiums in the country and would have significance at the national level.¹⁰



Oregon State Forester's Office Building, Salem, constructed 1938. Photo by author.

The Oregon State Forestry Office was originally located in the Oregon State Capitol building until it was destroyed by fire in 1935.¹¹ When it was announced that the new Capitol would not have sufficient space for the State Forester's offices, J. W. Ferguson, the State Forester led an effort to acquire land for a new centralized headquarters.¹² Ferguson designed the National Park-style building, which features regional materials, a rustic appearance, and harmony with the surrounding landscaping.¹³ The WPA provided the necessary labor for the construction of the building, landscaping, a stone wall surrounding the building, revetment work on Mill Creek, and equipment bridge over it.

The Oregon State Forester's Office Building was placed in the NRHP in 1973.¹⁴ It was determined to be significant in the areas of landscape architecture, art, conservation, politics/government, and architecture. The building has retained all seven aspects of integrity and research indicates the property is historically significant at

the local and state level for its association with politics/government and as an exemplary example of National Park-style architecture constructed during the New Deal.¹⁵



Oregon Ceramic Studio, Portland, constructed 1937. Photo by author.

The Oregon Ceramic Studio opened during a period of time when many cultural institutions struggled and few were started.¹⁶ Lydia Herrick Hodge recognized the potential benefit of a new arts institution for the state and worked with the University of Oregon Alumni Art League to form the organization.¹⁷ The Art Deco-style building was designed by Ellis Lawrence in the Art Deco-style.¹⁸ All materials, labor, and additional costs were donated by either Oregon business firms and organizations, the WPA, or private citizens. Active at the Corbett location until 2007, the organization provided a space for the creation and exhibition of crafts and the education of the community.¹⁹ Over that time, it developed into a regional institution for the creation and exhibition of crafts.

The Oregon Ceramics Studio has retained integrity of location and setting. However, due to extensive additions and alterations that obscure its original design and the closure of the organization, the building's integrity of design, materials, workmanship, feeling, and association have been significantly diminished. The building is recommended as eligible for the NRHP under Criterion A in the areas of Community Planning and Development, Politics/Government, Art, Commerce, and Education. It is significant at the local and state level as an important regional cultural institution for the creation and exhibition of craft and as an education institution.



Overlook Park Shelter and Comfort Station, Portland, constructed 1938-1939. Photo by author.



Jefferson High School Stadium, Portland, constructed 1941. Photo by author.

Located in Portland's Overlook neighborhood, the Overlook Park Shelter and Comfort Station was designed by Ellis Lawrence in the National Park-style. Typical of the style the building features regional stone and wood materials, a rustic appearance, and harmony with the surrounding landscaping.²⁰ Developed as part of a long-lasting citizen driven effort to develop the former landfill into a city park, the city of Portland successfully applied for WPA grants to construct the building.²¹ Labor was provided by the WPA, while all materials were supplied by the city of Portland.

The Overlook Park Shelter and Comfort Station has maintained all seven aspects of integrity due to its retention of location, the majority of original materials, character defining features, and continued use by the city. The building is recommended as eligible for the NRHP under Criteria A and C at the local level. It is eligible under Criterion A in the area of community development for the collaboration between the city of Portland and the federal government and under Criterion C as the only known example of a National Park-style design by Ellis Lawrence.²²

Located in the Humboldt neighborhood of Portland, the Jefferson High School Stadium was constructed in 1941 along with a new athletic field. The concrete grandstand includes tiered seating with replacement metal benches and a modern two-story metal press box. In the mid to late 1930s regional newspapers reported the district sought federal funding from the Public Works Administration and later the WPA for new athletic fields and stadiums for high schools in the district.²³ By June 1941, construction had begun on the new \$14,000 Jefferson High School Stadium project.

The Jefferson High School Stadium has retained integrity of location, setting, feeling, and association due to its retention of location and continued use by the high school. However, due to the replacement of the original seating and the construction of the modern press box, the integrity of design, materials, and workmanship have been diminished. The building is recommended as eligible under Criterion A for the NRHP. It is significant at the local level in the area of community development for the collaboration between Portland Public School District and the federal government to provide a needed resource to the community that would not have been possible otherwise.

Conclusions

The identified WPA constructed buildings and structures in the cities of Eugene, Salem, and Portland indicate the range of projects conducted in the state and the needs of the communities at the time. While varying in term of architectural style, materials, and use, all of these resources served important needs to their communities and were the product of collaboration between local

sponsors and the federal government. Without the labor provided by the WPA, it appears very unlikely that these projects would have been completed at the time. The integrity of these buildings range drastically from the demolished Civic Stadium and heavily altered Oregon Ceramic Studio to the Oregon State Forester's Office Building which has retained excellent integrity. Continued ownership and maintained original use appears to have benefited the retention of design, workmanship, and materials of the resources. However, for some of the resources these aspects of integrity have also been lost due to needed updates for the resources' continued operations.

Some of these resources are well known WPA projects, while others have received little to no previous documentation and analysis. Research indicates the existence of more of these resources in Eugene, Salem, and other communities throughout the state.²⁴ The limited results of this study reveal the need for greater research into the documentation and analysis of these resources throughout the state to better understand the impact of the WPA in Oregon and the impact of these resources to the individual communities.

Endnotes

1. The Works Progress Administration was renamed the Work Projects Administration in 1939 in response to concerns over the perception of the creation of jobs with little work associated with it.
2. Construction jobs favored the use of hand tools over machinery to increase the number of positions needed.
3. The only known comprehensive list of these resources is the final records of the WPA, which is held in the National Archives and Records Administration. Known scholarly articles related to the New Deal in Oregon include: Sarah B. Munro, "The Seventy-Fifth Anniversary of the New Deal Oregon's Legacy," *Oregon Historical Quarterly* 109, no. 2 (2008): 304-311; William G. Robbins, "Surviving the Great Depression the New Deal in Oregon," *Oregon Historical Quarterly* 109, no. 2 (2008): 311-317; Neil Barker, "Portland's Works Progress Administration," *Oregon Historical Quarterly* 101, no. 4 (2000): 414-441.
4. The Peninsula School Auditorium and Gymnasium was not included in this publication due to the limitations of space. For a more detailed analysis of these resources and the significance of the WPA in Oregon see: Timothy Wood, "Romanticized and Misunderstood: Surveying Works Progress Administration Public Buildings and Structures in Oregon's Willamette Valley" Terminal Project, University of Oregon, Portland, 2018.
5. Natalie Perrin, Civic Stadium National Register of Historic Places Nomination Form (Washington D.C.: National Park Service, 2008); Timber Engineering Company, Typical Designs of Timber Structures: A Reference for Use of Architects and Engineers (Washington D.C.: Timber Engineering Company, 1948). The building's design appears to be based on the Timber Engineering Company's Typical Design No. 109: Grandstand from their book Typical Designs of Timber Structures: A Reference for Use by Architects and Engineers.
6. It also became a venue for different sporting events, 4th of July celebrations, and rodeos.
7. 41 Eugene School District, "Civic Stadium," <http://www.4j.lane.edu/communications/civictadium/> (accessed April 1, 2018).

8. Perrin.

9. It was deemed significant under Criterion A for its contributions to community planning and development as it brought together the government and community during the Great Depression. Under Criterion C it was determined to be significant for its architectural style as an example of typical Depression Era stadiums constructed throughout the Pacific Northwest. At the time of the nomination it was the 10th oldest minor league ball park in the country and one of two known examples of the Timber Engineering Company's Typical Design No. 109 Grandstand models.
10. "Searching for Current Wooden Baseball Parks? See Where they are Today," <https://www.aplusportsandmore-fanshop-baseballfield.com/Current-Wooden-Baseball-Parks.html> (Accessed April 1, 2018).
11. Oregon Department of Forestry, Oregon State Forester's Building (Salem: Oregon Department of Forestry, 2008).
12. "Building Combines Utility and Beauty," *The Forest Log* 9, no. 6 (1938): 1, 7.
13. "Eighteen Oregon Woods Used in Office Finish," *The Forest Log* 9, no. 6 (1938): 3-6.
14. James G. Fisher, Oregon State Forester's Office Building National Register of Historic Places Nomination Form (Washington D.C.: National Park Service, 1981). Although not specifically indicated in the nomination, the property was deemed significant under Criteria A and C.
15. Examining the interiors was not within the scope of this project and was not evaluated. However, research and a field investigation indicate that the interiors have retained sufficient integrity to be significant for their association to New Deal artwork.
16. Museum of Contemporary Craft, Unpacking the Collection: Selections from the Museum of Contemporary Craft (Portland: Museum of Contemporary Craft, 2008), 8. No new local art venue had been organized in Portland since Julia Hoffman formed the Arts and Crafts Society in 1907.
17. Contemporary Crafts Gallery, 3934 Corbett: Fifty Years at Contemporary Crafts (Portland: Contemporary Crafts Association, 1987), v, 3.
18. Museum of Contemporary Craft, Unpacking the Collection, 15. Lawrence was an architect and Dean of the University of Oregon School of Architecture and Allied Arts
19. Museum of Contemporary Craft, Unpacking the Collection, 15, 103.
20. City of Portland (OR) Archives, Overlook Park Works Progress Administration Project Proposal (Portland: City of Portland Archives, 1938); Neil Barker, "Portland's Works Progress Administration," *Oregon Historical Quarterly* 101, no. 4 (2000): 415. The stone from was quarried from Rocky Butte approximately five miles to the east of the site. This stone was also used for multiple other WPA projects in the area including Rocky Butte Scenic Drive, Rocky Butte Jail, tunnels on Cornell Road and Burnside Street, numerous retaining walls, guardrails, and stone bollards along Portland streets, and Timberline Lodge.
21. "Parks to Get Land," *Morning Oregonian* (Portland, OR) September 30, 1929; "Plea Made for City Help," *Morning Oregonian* (Portland, OR), January 15, 1931; "More Parks Envisaged Action of Voters Might Facilitate Development Work," *Sunday Oregonian* (Portland, OR), September 4, 1932; "Park Purchase Urged," *Sunday Oregonian* (Portland, OR), Jan 27, 1929; City of Portland (OR) Archives, 4978 Overlook Park Fill (Portland: City of Portland Archives, 1933).
22. Michael Shellenbarger and Kimberly K. Lakin, Ellis Lawrence Building Survey, <https://scholarsbank.uoregon.edu/xmlui/handle/1794/2150> (accessed April 1, 2018). Lawrence designed multiple park structures for the city of Portland, but this is the only known example of one representative of the National Park-style.
23. City of Portland (OR) Archives, Jefferson High School Site (Portland: City of Portland Archives, 1936); "Portland Seeks PWA," *Eugene Guard* (Portland, OR), July 19, 1938; "Portland Schools to Get Own Stadium," *Albany Democrat* (Albany, OR), July 22, 1938. On July 19, 1938, the Eugene Guard reported that a special committee of the Portland Public Schools (PPS) board announced their intention to apply for \$100,000 from the Public Works Administration for the construction of athletic facilities and stadiums for seven Portland high schools. Three days later the Albany Democrat-Herald reported that the school board had voted the previous night to commence a \$70,000 building program to provide athletic facilities and stadiums for each of the cities eight high schools.
24. WPA projects conducted in the city of Portland was previously documented by Neil Barker in his Master's Thesis "The Works Progress Administration in Portland, Oregon: An Historical Narrative and Survey Report, 1935-1942."

Difficult Memories: History, Oppression, and the Potential of Preservation

Althea R. Wunderler-Selby



Reconstructed guard tower at Manzanar National Historic Site. Image courtesy of The National Park Service.

Prior to 2005, visitors of the Manzanar National Historic Site would have noticed little of the landscape but the scenic backdrop of the snow-capped Sierra Nevada mountains. Today this former internment camp is no longer overshadowed by this vista, due in large part to preservation efforts that began with the reconstruction of Guard Tower #8.¹ Continuing preservation efforts on behalf of the National Park Service, spurred by various grassroots organizations, have transformed what was once a desolate National Historic Site into a place of reconciliation and education.² Through the preservation of sites like Manzanar that embody difficult memories, often referred to as “sites of conscience” or “difficult history”, preservationists attempt to heal the wounds of groups so often overlooked in American history. The current practices employed in this area of preservation and interpretation in the United States and abroad are both effective and beneficial, but greater growth and more mainstream acceptance are necessary for further progress.

The term “site of conscience” was popularized in preservation by the 1999 founding of the International Coalition of Sites of Conscience (ICSC). The creation of the ICSC was the manifestation of a growing movement in the United States towards recognizing the darker corners of history in an effort to foster dialogue and community healing.³ The goals of the ICSC and the general preservation of sites of conscience or difficult history are threefold: to interpret history through the context of site, to promote social justice and dialogue, and to create opportunities for community involvement.⁴ In the decades since the creation of the ICSC, this facet of preservation has become more widespread but still remains largely the responsibility of small, grassroots organizations. The National Park Service would not have overturned its usual stance against reconstruction as an unviable method of preservation at Manzanar if not for the urging to do so by various organizations composed of Japanese Americans, formerly interned peoples, and concerned citizens.⁵ Sites of conscience across the United States depend on these types of organizations - from the landscape of enslavement being unearthed beneath Richmond, Virginia by the Defenders for Freedom, Justice and Equality to the current fight by Preservation Chicago to gain landmark status for the home of Emmett Till.⁶



The home of Emmet Till in Woodlawn, Chicago. Image courtesy of The Chicago Tribune.

A recent publication “The National Historic Preservation Program at 50: Priorities and Recommendations for the Future” by the Advisory Council on Historic Preservation signaled a possible shift towards more national level efforts focused on sites of conscience, stating:

Minority and ethnic communities that have historically been underrepresented in the national historic preservation program must be more effectively engaged and supported in preserving their own heritage, including the places that tell their part of the American story. This includes relating sometimes difficult stories that illustrate the complex interactions of different people and institutions over the course of history.⁷

This burgeoning interest in sites of conscience in the upper echelon of preservation can be attributed to numerous forces of change unique to modern America. First, the United States is becoming increasingly diverse as it ages. This is most noticeable when comparing modern racial demographics to those in the 1960s, when the National Historic Preservation Act was created. Five percent of Americans identified as Asian in 2010 compared to one percent in 1960, twelve percent identified as Black compared to ten percent, and sixteen percent identified as Hispanic compared to four percent.⁸ The increasing presence of minority groups is forcing preservationists to recognize the often-difficult histories of these groups that have been historically ignored.

The current political climate is also a major force behind increasing interest in sites of conscience. Andrea Roberts, a contributor to The National Trust for Historic Preservation (NTHP) Leadership Forum, referred to the aftermath of the 2016 election as a “sense of upheaval” and made a call for greater intersectionality in preservation. She stated that “instead of seeking to preserve buildings in amber... spaces [should] creatively conserve and confront heritage that is associated with difficult memories and with resistance to multiple, inextricably linked forms of subjugation.”⁹ The final factor contributing to the current swell in this area of preservation was the 50th anniversary of the National

Historic Preservation Act in 2016. This milestone acted as an opportunity for preservationists to look back at what had been accomplished in fifty years, and what can be done better in the next fifty. Through platforms like the NTHP and Max Page and Marla R. Miller’s *Bending the Future: 50 Ideas For the Next 50 years of Historic Preservation in the United States*, many preservationists have highlighted aspects of preservation worthy of more attention that either include or are closely related to preserving sites of conscience.

While the preservation of sites of conscience is just one specific niche of preservation, it addresses many issues that plague the field as a whole. The lack of preserved sites relevant to minority groups is perhaps the largest issue the method attempts to alleviate. Despite the National Park Service heading multiple diversity initiatives, as of 2004 just 1,457 of over 70,000 properties listed in the National Register were explicitly related to the history or heritage of African Americans, Asian Americans, and Latinx Americans. Altogether this amounts to just three percent of National Register representation for over thirty percent of the population of America.¹⁰ By preserving sites of conscience, which more often than not represent the histories and memories of minorities, preservationists can broaden the racial scope of protected historic resources. Another race-related issue in preservation is the overall lack of diversity within the field. As one of the goals of preserving sites of conscience is community involvement, this issue is being addressed by involving more minorities in the preservation process. The focus on education at sites of conscience also addresses this by creating more awareness of preservation among minority youth. In the words of David J. Brown, Executive Vice President of the NTHP, preservation must be democratized to “give every person a voice in determining what is worth preserving in their community.”¹¹

Other issues addressed by the preservation of sites of conscience center more on the physical aspects of preservation. Preservationists have often acted with exclusion in what they choose to preserve, weighing a building’s architectural style

or designer as a determiner of historic worth. Michael R. Allen, director of the Preservation Research Office at Washington University, concedes, “preservationists might be the last people to acknowledge the historic associations embodied by unlikely landmarks.” Those landmarks not fitting the general mold of what is considered historic or worthy of saving.¹² The preservation of sites of conscience addresses this by focusing solely on the site rather than the built environment.¹³ A site of conscience may be a ruin, a cultural landscape, or a part of the built environment, but it is not assessed based on its architectural quality. Rather, the heritage, history, and memories embodied in the site are the most important aspect to preserve. Due to this emphasis on site history, vernacular structures, and other unassuming buildings, preservers of sites of conscience must often deal with a lack of actual structure or a lack of adequate historical documents and information. Preservationists of all facets of the field likely face this challenge at some point, but those who preserve sites of conscience are addressing the issue through creative and innovative techniques. These range from embracing oral history from community members, to Graphic Information System (GIS) data and mapping, and even 3D rendering of sites when physical preservation is not economically feasible.¹⁴

Within just a few short decades preservationists of sites of conscience have attempted and achieved much; however, there is still ample room for growth in the next 50 years and even in the next ten years. Numerous professionals involved in the preservation of sites of conscience have innovative ideas for what’s next and what can be done better. Liz Sevckenko, founder of the ICSC, makes a compelling argument for the implementation of sites of conscience as reparations. She describes this as restorative social justice, as a way to give back and make amends for past wrongs to various groups within the United States. This method of preservation was employed in reparations to Japanese Americans through the preservation of sites like Manzanar National Historic Site. It has not however officially been used to address the oppression of other groups like African Americans or Native

Americans.¹⁵ Sites of conscience present a creative way to achieve reparations when financial reparations are not feasible or official reparations have not been negotiated. This use of sites of conscience as reparations could help preservation become more relevant as well as interdisciplinary by embracing a dual identity as social activism.

Sites of conscience also have the potential to broaden the use of technology in preservation. As previously mentioned, GIS data mapping and 3D rendering are being explored as possible means to preserve sites of conscience and difficult history. Angel David Nieves, an activist engaged with issues of race and the built environment, believes that preservationists should use these technologies more often as tools for restorative justice for minority communities. He cites successful projects like the 3D-GIS mapping of the Rosewood, Florida location of the massacre and destruction of a black community in 1923, which used historic maps and survivor testimony to create a virtual reconstruction of the community.¹⁶ In the continuing preservation efforts at Manzanar National Historic Site, the National Park Service partnered with the nonprofit CyArc to create a 3D reconstruction of the internment camp circa 1944 to better understand the everyday life of interned peoples.¹⁷



Digital reconstruction of the Barracks at Manzanar, as they appeared in 1944. Image courtesy of the Manzanar Committee.

These technologies are undervalued in the larger field of preservation and provide a potentially revolutionary way to preserve sites when funding is lacking for preservation efforts or documentation is lacking for reconstruction. Greater embrace of these technologies by preservers of sites of conscience could lay the framework for their uses in the preservation of other sites and buildings.

The preservation of sites of conscience is at its core a means of social activism. Preservationists recognize the potential of these sites to acknowledge past wrongs, generate dialogue on modern oppression, and foster education and community involvement. To fully embrace this identity as activists, preservationists should expand what they consider historic sites of conscience to include more recent sites. Michael R. Allen points to places like Ferguson, Missouri, the site of massive riots in 2014 after the murder of Michael Brown by police, as a place that deserves to be preserved but has not yet been historicized.¹⁸



The convenience store at the epicenter of riots in Ferguson, Missouri after being burned. Now a community center stands in its place. Image courtesy of NBC News.

Sites like this, of modern riots and protests, are incredibly important and deserve to be recognized and preserved in some way. Preservationists of sites of conscience should work to develop ways to approach sites that are suddenly inscribed with historic importance. In fifty years, when the National Register of Historic Places considers them historic, there may be nothing left to preserve, and a commemorative plaque will not do these sites justice.

Sites of conscience and difficult history represent just one small niche in the preservation community, but they embody incredible potential for addressing the inequalities in America's past. The sites that have been preserved thus far have been successful in challenging the status quo of preservation and helping communities heal. This facet of preservation however still has room to grow and needs to be accepted in the more mainstream preservation community. There are still issues to

address and new methods to explore, and there are still countless communities and minority groups who need to have their histories told. By pushing the boundaries of what preservation means, preservers of sites of conscience and difficult history can bring attention to the exclusionary nature of preservation and promote the benefits of a dual identity as social activists

Endnotes

1. "Join Our Friends," *Manzanar: National Historic Site California*, accessed December 2, 2017. <https://www.nps.gov/manz/getinvolved/supportyourpark/joinourfriends.htm>.
2. Frank Hays, "The National Park Service: Groveling Sycophant or Social Conscience? Telling the Story of Mountains, Valley, and Barbed Wire at Manzanar National Historic Site," *The George Wright Forum* 19, no. 4 (2002): 52.
3. "About Us," *International Coalition of Sites of Conscience*, accessed December 2, 2017. <https://www.sitesofconscience.org/en/who-we-are/about-us/>.
4. Liz Sevcenko, "Sites of Conscience: Reimagining Reparations", *Change Over Time* 1, no.1 (2011): 15.
5. Hays, "The National Park Service," 52.
6. Ana Edwards, "Shockoe Bottom: Changing the Landscape of Public History in Richmond Virginia," in *Bending the Future: 50 Ideas for the Next 50 Years of Historic Preservation in the United States*, ed. Max Page and Marla R. Miller (Boston: University of Massachusetts Press, 2016), 82.
7. Leonor Vivanco, "Group pushes landmark status for Emmett Till's Woodlawn home, nearby school," *Chicago Tribune*, November 13, 2017, <http://www.chicagotribune.com/news/local/breaking/ct-met-emmett-till-landmark-20171107-story.html>.
7. "The National Historic Preservation Program at 50: Priorities and Recommendations for the Future," *The Advisory Council on Historic Preservation* (2016), 20.
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Pacific Northwest Preservation Field School 2017: Fenn Ranger Station, Idaho

The 23rd annual Pacific Northwest Preservation Field School (PNWPFS) was held in the summer of 2017 at Fenn Ranger Station in Idaho. The circa 1937 ranger station sits in the Nez-Pearce National Forest and is composed of several buildings. The four sessions of the field school focused on window restoration, masonry repointing, uncovering and treating the buildings original wood siding, and creating a cultural landscape inventory. The PWNPFS is an opportunity for professionals and students to gain hands-on preservation across the states of Oregon, Washington, and Idaho.



Fenn Ranger Station. Image courtesy of Shannon Sardell.



Participants collect sand for mortar. Image courtesy of Allison Geary.



Participants. Image courtesy of Shannon Sardell.



Participants studying a cultural landscape.. Image courtesy of Shannon Sardell.

Pacific Northwest Preservation Field School 2018: The Cottrell House, Portland, Oregon

Kate Kornder

Each year, the Pacific Northwest Preservation Field School (PNWFS) provides an opportunity for students, craftspeople, and preservationists to complete hands-on preservation projects at historically significant sites throughout the region. The 2018 Pacific Northwest Preservation Field School was held in Portland at the Cottrell House, a northwest regional modernist home designed by John Yeon in 1950. John Yeon was a visionary architect working in the modernist style in Portland in the mid-20th century, and his innovative designs are nationally recognized as treasures of Modern architecture.

The Cottrell House exhibits many hallmarks of Yeon's design philosophy with its low-pitched roof, use of local materials, and harmonization with its setting, all adapted to the needs of a large, active family. Last September, nearly 70 years after the house was constructed, the Cottrell House provided an excellent case study for incoming graduate students in the University of Oregon's Historic Preservation program, including a variety of practical preservation projects, a place to stay, and an aptly-designed living room for nightly lectures. Preservation experts from the area gave lectures on local architectural history, historic preservation, construction safety and large format photography. The 2018 Field School featured tours of other properties designed by Yeon including the Shire, a historic designed landscape in the Columbia River Gorge, and the Watzek House, a National Historic Landmark.

Working under the direction of Visiting Professor Chad Randl and Project Coordinator Allison Geary, students spent the week completing meaningful projects that contributed to the continued rehabilitation of the Cottrell House. National Park Service staff from Ebey's Landing in Washington, Scott Swenson and Brad Richardson, led Field School attendees in the rehabilitation of original

wood features of the house including teak handrails, Yeon's signature window vent louvers, and exterior plywood panels. Local preservation mason from Pioneer Waterproofing, Tim Rae, led the students in repointing the original stone patio with mortar that was both aesthetically and materially appropriate. Historical Landscape Architect Amy Hoke from Golden Gate National Recreation Area facilitated the students' assessment, inventory, and recommendations for the Cultural Landscape of the property. Students also participated in wood science and pathology sessions with Professor Suzana Radivojevic, an excellent segue into a rigorous academic year in Portland.

The Pacific Northwest Preservation Field School would not be possible without the partnership of a myriad of agencies, including the University of Oregon, the John Yeon Center, The National Park Service Pacific West Regional Office, The Oregon State Historic Preservation Office, Oregon State Parks and Recreation Department, Idaho State Historic Preservation Office, Washington State Parks and Recreation Commission, and Washington State Department of Archaeology and Historic Preservation. For more information about the Pacific Northwest Preservation Field School and the 2019 Field School, visit <https://archenvironment.uoregon.edu/hp/field-schools/pacific-northwest-preservation-field-school>.



Assessing the exterior of the Cottrell House. Image courtesy of Suzana Radivojevic



PACIFIC NORTHWEST
PRESERVATION FIELD SCHOOL 2019

SILVER FALLS STATE PARK YOUTH CAMP

Develop your hands-on preservation skills and sleep away at the historic Youth Camp at Silver Falls State Park built by the Civilian Conservation Corps in 1938

Three one-week sessions
September 2019
Silver Falls State Park, Oregon

Projects will include masonry repair, log work, window rehabilitation and more! For more information visit <https://archenvironment.uoregon.edu/pnwfs>

Historic Preservation Student Summer Internships

A requirement of UO's Masters in Historic Preservation program is an internship in a related field. The five females of the 2019 graduating class worked in four states at five different sites including three national parks and two National Council for Preservation Education (NCPE) internships.



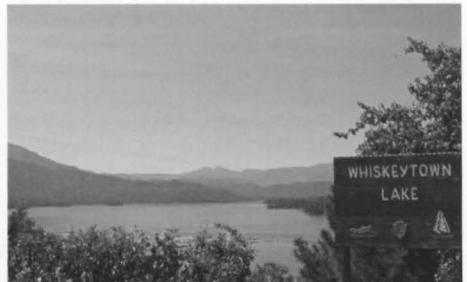
Alicia Sanhueza interned at Mount Rainier National Park as the Historical Landscape Architecture Intern through NCPE. She completed a Determination of Eligibility for the Ohanapecoh Campground Developed Area.



Kate Kornder and Tara Seaver interned at the Oregon State Historic Preservation Office. They completed two architectural surveys, attended two Certified Local Government (CLG) meetings in Oregon City and Hood River, and drafted a National Register nomination for two Pietro Belluschi properties in Warm Springs, Oregon.



Althea Wunderler-Selby interned at the Sitka Fine Arts Camp and Crater Lake National Park. She helped to restore a National Historic Landmark, produced a written report for the Sitka Certified Local Government, and created a series of interpretive flyers at Crater Lake.



Kerrie Franey interned at Whiskeytown National Recreation Area through a NCPE internship. She worked on two Determination of Eligibility reports and experienced National Parks deal with natural disasters.

The Case for Adoption of a Formal Preservation Ethics Code

Samantha Gordon

Like other fields dealing with sensitive materials, competing public needs, and varied private interests, historic preservation requires practitioners to develop a personal code of ethics. Such a code has opportunity for great variance; the codes of any two preservationists might compete in any number of ways, leading to a historic site receiving improper protections or treatments. While there is no official preservation code of ethics, the precedent set by the varied roles preservationists hold in private and public projects which have gained attention ranging from local newspaper articles to Supreme Court cases indicates that there ought to be one. Preservationists perform a diversity of work with both depth and breadth of expertise. Because of that, a not-inconsequential number of preservationists are already under the auspices of professional organizations that do have ethical codes. The economic pressures and competing interests do affect decisions within that work. Having a professional code of ethics modelled off existing codes created by professional and advocacy organizations dedicated to fields such as archaeology, public history, and planning provides incentives to "do the right thing" and disincentives against unethical behavior. This would deter preservation professionals from work that opposes this code and create greater difficulty for those that might hire such a professional to circumvent built environment protections. The reality is that humans are flawed and inconsistent, even on their best days, and the creation of a carefully-considered, uniform ethical code with clear consequences would be of the greatest benefit to both preservationists themselves and the field as a whole.

This code would require balancing public good and private rights while taking into consideration the fundamentals and psychology of ethics and the external social pressures that might persuade a preservationist. Humans have an innate morality

rooted in the evolutionary benefits of cooperation and altruism.¹ However, this can be circumvented with a low degree of internal guilt if adequately incentivized, which becomes easier with repetition.² It becomes easier for a person to go against their own internal code if they are farther removed from the consequences, such as may pose a risk to preservationists who work with policy or other jobs with less fieldwork that brings them into direct contact with impacted buildings and communities.

To counterbalance this tendency, a professional code must be attached to positive and negative consequences for adherence. One positive consequence might be privileges related to belonging to a professional organization which creates and pledges to uphold the code of ethics, such as waiving fees for access to conferences or research materials. A simple way to add negative consequence would be sanctions within a professional organization, such as a ban on attending events or revoking member privileges. These small consequences would not likely be enough on their own, but along with the wording of the code itself, would begin to change mindsets in the field overall.

In considering whether preservation professionals in fact need a code of ethics, it is useful to consider examples where a clear code would have been useful. The need for a code, or at least a greater conversation about ethical clarity in the field, has been in question for several decades. At the 1993 meeting of the National Council for Preservation Education (NCPE), three full lectures on the subject of ethics in preservation and a corresponding booklet were created.³ Striner listed seven cases in which trained professionals had behaved in a way that, beyond simple conflict of interest or official misconduct, demonstrated a lack of overall agreement on correct, ethical actions in the field and repercussions for unethical behavior. This

included in which influential preservationists acted in ways that were clearly in opposition to the goals and values of the field. While these cases of abuse of power for personal gain are from two decades ago, questionable actions continue today. Preservationists are still not reliably held to a higher universal standard by their profession and peers. The 2016-2017 case of the Missoula Mercantile building in Montana ended with the deconstruction of the structure.⁴ A Bozeman-based developer hoped to purchase the building and demolish it to build a hotel, and the city's Historic Preservation Commission denied a demolition permit. The city attorney's office accused several members of the commission of a conflict of interest or bias, and the Missoula City Council moved to reverse that decision. A local preservation group appealed the city council decision, and finally a judge issued permission for the building to be demolished. The Historic Preservation Commission, as a body whose purpose is to consider the architectural merit and historical importance of the built environment to preserve the character of the city, did of course have a bias. The pro-preservation predisposition was explicitly built into the purpose of the commission. The people within that body did make some social media mistakes. Namely, they publicly "liked" Facebook pages to track public opinion and community action around the case, which could be perceived as choosing a side before the decision-making process had begun and was the attorney's given reason for demanding their recusal and later accusing them of bias. If a professional code of conduct had existed for the members of the commission to follow, they would have had a clearer ethical consideration for their actions and been able to use the code as proof of whether they had conflicts of interest or undue bias. The attorney and city council would have been able to consider the ethical code to assist in the determination of whether the members of the commission had acted fittingly. In all likelihood, it would have been found that the members of the commission were upholding their purpose as preservationists and following their professional code of ethics, the city council of Missoula would not have so easily overturned the ruling of the historic preservation commission, there would

have been no appeal needed, and the Missoula Mercantile building would have continued to stand as a reminder of the rich past of Missoula, Montana. This case is one of many in which there would be a clear advantage to having a preservation ethical code to examine and to which the behavior of preservationists might be compared.

As the need for a professional code can be clearly seen, only its individual sections remain to be determined. Because preservation draws from so many fields, portions of the preservation code of ethics can be adapted from other sources, including the 1993 ethics in preservation lectures, Society for American Archaeology code of ethics, ethics of land use planning, the Preservation Charter for the United States, the American Institute of Architecture ethics, American Historical Association standards of professional conduct, and the National Alliance of Preservation Commissions (NAPC) Code of Ethics for Commissioners and Staff.⁵ The basics of the code should fall under three main categories, similar to those of the NAPC code: responsibility to the community, responsibility to the profession, and standards of professional conduct. This code would recognize shared values and concerns amongst all preservationists, regardless of their region or field of practice, and elaborate on those values, including equity, accurate interpretation, scholarship, and civic engagement.

In the context of preservation, responsibility to the community is served by the professional on a local, state, and national level as applicable. This includes private citizens and public organizations, as well as a greater scope that affects such groups in the community. Namely, this is a long-term viewpoint that considers the needs of future generations, the environment, and marginalized or oppressed subgroups within the greater community. Responsible action in preservation requires the professional to acknowledge that they are publicly accountable for their conduct and decisions. They must be committed to consulting with and educating groups affected by these actions and recommendations. This also comprises affirming the importance of effective

citizen participation in the decision-making process and in mitigation efforts when historic resources are adversely affected. Because preservation is meant to protect historic fabric for the use, enjoyment, and understanding of future generations, professionals have a responsibility to a community that includes the community of the future. The same reasoning applies to responsibility to the environment. Believers in an eco-centric land use ethic would argue that other environmental denizens are part of the wider community, thus consideration of intangible heritage resources and cultural landscapes must consider the environment as well.

Responsibility to the profession requires preservationists to “be mindful that they are representatives of the greater local, state, and national preservation community and [must] conduct themselves in a way that brings credit to... the profession.”⁶ Within the preservation professional code should be a clause requiring practitioners to consider other professional codes of conduct or ethics in related fields as applicable because historic preservation is an interdisciplinary field. This, too, is an example of accountability and responsibility to the community of professionals with whom preservationists regularly cooperate. Professional responsibility includes obligations to continuing education in order to maintain best practices in their own work and striving for equity and fairness in the treatment of applicants for both employment and scholarship within the field.⁷ These actions would create a more positive image of preservationists amongst other professions, and this heightened respect would lead to improved cooperation, communication, and compromise in cases of conflict.

Professional standards of conduct would reiterate the existing requirement for preservation professionals to scrupulously study and comprehend the standards of the Secretary of the Interior for their credentials and work. They would be required to uphold standards of confidentiality of information and consider any bias or conflicts of interest they may have at the beginning of any project. This would prevent sensitive information that might harm the status and protections of a

historic property or structure from doing so. If preservationists carefully examine themselves for bias or apparent conflicts of interest and either declare such biases or recuse themselves from cases involving such a conflict immediately, then properties in question would be more likely to be protected because there would be less room for appeal on the decisions made by preservation professionals serving in city planning departments, on preservation commissions, and in law offices, among other places. Preservationists would be encouraged again within this section to look to the advice, standardized best practices, or codes of conduct of professionals in preservation and other fields to ensure their actions to be with the highest level of expert knowledge. They would be required to hold one another to these same standards of professional conduct and honesty.

Overall, there is a strong need for a professional preservation code of ethics that is cohesive and standardized for preservationists in every sector of the field. This professional code of ethics modelled off existing codes created by professional organizations and advocacy groups dedicated to preservation and related fields would better protect the historic fabric of both the built and natural environments. The creation of a well-crafted, prevailing ethical code with clear positive and negative consequences for the professionals who follow it or do not, and the development of a stronger mindset for preservationists as a group to hold one another ethically accountable, would benefit professionals and the field as a whole.

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Historic Preservation Students Survey Skagway, Alaska

Thanks to a partnership between the University of Oregon and the National Park Service Alaska Regional Office six historic preservation masters students travelled to Skagway, Alaska during their 2018 spring break. Accompanied by representatives from the Park Service the students completed a cultural resource survey of the Skagway Historical District and White Pass National Historic Landmark, part of the Klondike Gold Rush National Historical Park. At the turn of the 20th century gold was discovered in interior Alaska on the Klondike River and Skagway became the most prominent port of entry for gold seekers.

UO Historic Preservation students were immersed in this unique history as they surveyed buildings constructed throughout the town's history – from gold rush era shops on the downtown strip, to repurposed Quonset huts dating from army occupation of the town during World War II. Particular attention was given to World War II era architecture as the National Park Service considers extending the period of significance of the White Pass National Historic Landmark to include such resources.

Along with undertaking this survey the students explored the boom-and-bust gold rush ghost town of Dyea, also part of the Klondike Gold Rush National Historical Park. An afternoon was also devoted to following the footsteps of sourdoughs—a term given to gold rushers who often travelled with sourdough starters— as they ascended the White Pass trail, the gateway to the Klondike.

Travelling to Skagway and gaining more on the ground surveying experience was an incredible opportunity for students of the Historic Preservation program. They gained valuable experience in planning and performing a cultural resources survey, networked with National Park Service staff, and researched the unique history of Skagway as a gold rush town, occupied World War II base, and hub of tourism in southeast Alaska. After performing the survey and returning to Portland the work has continued, as student employees attempt to integrate the data collected from surveying in to an updated version of the White Pass National Historic Landmark.



Downtown Skagway. Image courtesy of The National Park Service .



A student surveys. Image courtesy of The National Park Service.



Last standing remnant of Dyea, Alaska. Image courtesy of The National Park Service. .

National Heritage Areas as Effective Management Models for Cultural Landscapes

Kate Kornder



Rehabilitated factory buildings in the Blackstone River National Heritage Area. Image Courtesy of MassMoments.Org

In 1984, Ronald Reagan signed into law the first National Heritage Area, the Illinois and Michigan National Heritage Corridor, calling it “a new kind of National Park,” a designated, public area that would embody and unite the economic, recreational, cultural, and historic preservation interests of the local and national public.¹ The United States has designated 49 National Heritage Areas (NHAs) as regions of local, regional, or national historic significance. While the National Park Service provides funding and organizational support to National Heritage Areas, they are unlike National Parks in that the land is not owned or managed by the federal government. Instead, NHAs are created and managed by local communities. Over the past 30 years, National Heritage Areas have become a successful cultural heritage management system due to this community-based control, strategic funding strategies, and periodic, critical re-evaluation. Because NHA are managed by local communities rather than federal agencies, National Heritage Areas have become a new democratic management model for landscape-scale historic preservation.

The Blackstone River Valley National Heritage Corridor, spanning from Worcester, Massachusetts to Providence, Rhode Island, serves as an example to elucidate the benefits of the National Heritage Area management model.

National Heritage Areas are often cultural landscapes – geographic areas where historic events, peoples, eras, or human innovation have affected or been affected by the land. Cultural landscapes can include buildings, structures, industrial facilities, engineering creations such as dams and aqueducts, small-scale features such as fences and statues, as well as the natural environment that has either been shaped by humans or left in its natural state. NHAs are developed under the structure of the National Park Service, but are primarily supported by funds from local and state governments, environmental and historic preservation groups, and private business and property owners. These citizens collaborate with the National Park Service to develop policies which advance the interests of the community. National Heritage Areas have a unique and innovative cultural and natural resource management structure when compared to National Parks, as they interpret and preserve history and the environment while promoting business, recreation and private land ownership.

The Blackstone River Valley is the one of the wellsprings of the Industrial Revolution in the United States. In the late eighteenth century, in Pawtucket, Rhode Island, Samuel Slater opened the first water-powered textile mill in the country. The mill was a success and the company constructed a town for their workforce to live in, which was made up largely of entire families.² The town was known as Slatersville, and the system of mill combined with mill town became known as the Rhode Island System. This system was imitated all along the Blackstone River, as well as throughout New England during the Industrial Revolution. The Blackstone River Corridor is historically significant for harboring the development of the manufacturing industry as well as the factory town in the eighteenth and nineteenth centuries.

By the early 20th century, the valley was no longer a vibrant cradle of industry. The textile manufacturing industry had collapsed within the valley and by the end of World War II, 90% of the factories on the Blackstone River had closed.³ By the end of the 20th century, the health of the Blackstone River was in peril. In 1990 the EPA described the Blackstone River Valley as “the most polluted river in the country with respect to toxic sediments.”⁴ The population of the valley declined significantly until the late 1980s. However, the valley retained an impressive amount of the eighteenth and nineteenth century production systems that had fostered the textile industry, as the muted economic activity of the valley had restricted redevelopment. Its infrastructure was still largely intact, although it was threatened by urban sprawl and demolition. The valley was unique for its “wholeness” in this regard.⁵ In 1983, spurred by the Massachusetts and Rhode Island state governments, Congress asked the National Park System to assist the states in developing a park along the river, incorporating the abandoned industrial infrastructure.⁶ The solution came three years later in 1986, when the Blackstone River Valley became the second designated National Heritage Area.

The Blackstone River Valley National Heritage Corridor was established “to provide a management network to assist the States of Massachusetts and Rhode Island and their units of local government in the development and implementation of integrated cultural, historical and land resource management programs in order to retain, enhance and interpret the significant values of the lands, waters and structures of the Corridor.”⁷ The legislation achieved this goal of providing “a management network” by creating, as well as providing funding for, the Blackstone River Valley National Heritage Corridor Commission. The Commission embodies the novel method of management that National Heritage Areas offered – instead of allocating funding for the ownership and control of land by the NPS, NHAs provide funds to a small group of people to leverage the support of the local community. The Blackstone Commission was comprised of 18 people, nine members from both Rhode Island and Massachusetts. Each state appointed four representatives of local governments, three representatives of the state government, including State Historic Preservation Officers, and two members to represent other interests. Their primary goals were to develop a Land Use Management Plan and leverage funding from other interested parties for development of the physical, interpretive and educational infrastructure of the area. The Commission held public meetings, field trips, workshops, and other means for the community to be involved throughout the development of the Land Use Management Plan.⁸ By continuously engaging with the public, the Commission prioritized the local economy and the needs of the community.



Borders of the Blackstone River Valley National Heritage Area. Image courtesy of Rhode Island Geography Education Alliance (rigea.org)

The Commission’s work was evaluated throughout its development. To receive and benefit from federal funding, the commission matched every dollar spent by the federal government with funds other interested parties.⁹ Other National Heritage Areas are managed by non-profits or local governments rather than commissions, however they all retain elements of community funding. In this way, National Heritage Areas do not put undue strain on the National Park Service, and their existence and the allocation of federal funds

for their development is validated by the involvement and investment of the community.

In addition to the Land Use Management Plan, the Blackstone River Valley National Heritage Corridor Commission was charged with creating a Historic Resource Inventory, Design Guidelines and Standards for future construction, an Interpretive plan to develop the Corridor's educational output, an Economic Assessment, and a Tourism Resource Inventory. The Land Use Management Plan was to be reviewed by both state governors as well as the Secretary of the Interior before being put to action, and all other federal agencies working within the area were to comply with the plan to advance the goals of the commission. This added a degree of peer-review to the development of a plan for the corridor. To continue funding, the Commission had to be reviewed by the NPS every five years. After two reviews, the NPS authorized funding for an additional ten years in 1996.¹⁰ These methods of evaluation ensure that National Heritage Areas continuously provide excellent and relevant historic resource management as NHAs develop.

The notion of "heritage" was at the heart of the development of the Blackstone River Valley National Heritage Corridor. To further the goal of preserving the rich historic fabric within the Corridor, the commission worked with the NPS, local State Historic Preservation Offices, and private businesses to develop preservation plans for sites and landscapes of historic significance. The commission was involved in the expansion of the Great Road Historic District in the corridor, encouraging a preservation strategy that aligned with the Corridor's Preservation Plan.¹¹ The Commission also hosted a "Red Brick Elephant Conference" workshop, inviting real estate developers, investors, and preservationists to find solutions for adaptive reuse of historic factory mills. Because of the Corridor's focus on heritage specifically, the Blackstone River Valley maintains a historic fabric which characterizes the built environment and enriches the community. The vibrant history of the corridor was the backbone of its renewed livability and prosperity.

With the improved infrastructure and community investment, the Corridor is experiencing a surge of new residents, businesses, and growth.¹² Once the most polluted river in the country, the Blackstone now has kayak tours offered up and down the river. Bike paths connect the Slater Mill Museum with local businesses and shops. Once an area that harbored a great economic driver of the nineteenth century, the area fosters the economic driver of recreation and education of the twenty first century.

The Blackstone River National Heritage Corridor was so successful that in 2011, President Obama established the area as the country's 402nd National Park. This complicates the concept of a successful National Heritage Area as an independent, low-cost resource to preserve historic places that requires further research. However, the establishment of the Blackstone River Valley as a National Park proves that National Heritage Area designation can dramatically alter the integrity of a historic place. Researchers from one study of the Blackstone River Valley adopted the phrase of a local business person to demonstrate the sense of pride that had developed in the community after designation. "People no longer slur the Blackstone Valley when they say where they are from. They practically wear it on their sleeve."¹³ The Blackstone River Valley has been revived, and it would not have been possible without the active involvement of the community.

The National Heritage Model is still developing, but scholars are finding that they are productive means by which to preserve historic resources. A publication by the National Park Service in 2006 titled "Charting a Future for National Heritage Areas" boasts the successes of NHAs as effective tools to preserve "authentic American stories," "weave together nature and culture," and "conserve landscapes and traditions."¹⁴ Scholars are also finding that National Heritage Areas preserve and invigorate areas that were once dependent on now-obsolete transportation, manufacturing and agricultural processes, becoming in practice a preservation tool for a post-industrial American landscape.¹⁵ National Heritage Areas are new ways to

preserve cultural landscapes, with the community in control of the preservation plan for their own lands.

The establishment of the Blackstone River Valley National Heritage Corridor invigorated the economy of the valley and created a model for the preservation of other post-industrial cultural landscapes through the participation of local communities, giving them a louder voice in planning their own communities. The development of the Blackstone River National Heritage Corridor Commission was a powerful tool for igniting community based involvement in the Corridor's development and creating a democratic means of preservation. The Blackstone River Valley tells a classic tale of American industrial landscapes, which experienced economic prosperity in the eighteenth and nineteenth centuries, followed by economic despair in the twentieth. Its success story as a preserved post-industrial landscape can serve as a model for future projects and the many areas of the United States that have experienced economic decline due to the collapse of manufacturing.

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Kayakers on the Blackstone River. Image courtesy of [BlackstoneDaily.com](#)

The Case for Dam Removal: Data Recovery as a Tool for Accomplishing Ecological and Preservation Goals

Tara Seaver

Since the 18th century, America has built dams for harnessing hydropower, providing water for irrigation, flood control, and transportation. Although dams provide important benefits, many are no longer serving their original purpose or have detrimental impacts on the environment which may outweigh their use benefits.¹ Over time the dams have aged, weakening their infrastructure leading to increased maintenance costs. By 2020, 70 percent of U.S. dams will be more than fifty years old, and the cost of repairs is in the hundreds of millions of dollars if not more bringing into question their continued use in light of greener alternatives.²

In the last twenty years, dam removal advocates and environmentalists have increasingly trumpeted for the removal of dams as a critical tool for river restoration leading to the repopulation of threatened/endangered fish species and increased opportunities for public recreation (i.e., fishing and boating). The removal of dams can also benefit Indigenous groups by restoring traditional fishing lands or cultural landscape viewsheds.

The majority of dam removal cases present themselves before or during dam relicensing, a process managed by the Federal Energy Regulatory Commission (FERC). FERC licensing and relicensing is governed by the Federal Power Act (FPA) and requires FERC to consider a variety of management scenarios during the relicensing process giving equal consideration to fish and wildlife protections.³ Under FERC, federal and non-federal dam licenses must be renewed every thirty to fifty years and require mandatory safety inspections every three to five years. Safety inspections test the dam's structural stability as unsafe infrastructure can be not only physically damaging but also harmful to the quality of the surrounding water. Over time the safety, maintenance, and consideration costs can

become a costly road to follow on the path to hydro-relicensing. Burdened by the cost and encouraged by the uptick in successful case studies from previous dam removals, many owners are now opting for dam removal as a cheaper, ecological alternative to relicensing.

There are many legal issues associated with dam removal compelling the dam's owner to consult with multiple federal, state and local agencies. The agencies involved can include the U.S. Army Corps of Engineers (USACE), FERC, the National Oceanic and Atmospheric Administration (NOAA), the National Marine Fisheries Service (NMFS), the Fish and Wildlife Service (FWS), the Advisory Council on Historic Preservation (ACHP), the State Historic Preservation Office (SHPO), and/or any Tribal Historic Preservation Office (THPO) if the dam intersects land owned by tribes and/or tribal members. In addition to any applicable state or local laws, dam removals require state and local permits before removing the dam structure. Two necessary permits for dam removal are Section 404 and Section 10 water quality certification permits required under the Clean Water Act and the River and Harbors Act, respectively. The USACE issues both permits.

Similar to the regulatory procedures governing relicensing, dam removal prompts considerations of the proposed removal on natural and cultural resources at the federal level. The balance between natural and cultural resource protections surrounding a dam removal can be tricky, and consultation between the agencies involved is often a delicate and complicated dance. Tensions can arise when it comes to deciding whether to preserve a historically significant dam as a marker of a town's past, or restoring a profoundly altered industrial landscape to its original condition. These types of conflicts are fundamentally related to how we as a society create meaning from our

landscapes combined with the fear of the unknown, or the “the dam has always been there” mindset.⁴ Anti-dam removal proponents and local communities are at odds with river restorationists arguing for more stringent laws to protect dams as historical resources, job sources, and preserve existing recreation opportunities. Some community members may also decry for dam preservation as a means to protect personal property investments tied up near the proposed removal area.

Existing dam removal legislation provides best practice protections for both cultural and natural resources which are primarily put forward under Sections 4(e) and 18 of the Federal Power Act (FPA), the National Environmental Policy Act (NEPA), Sections 4 (d) and 7 of the Endangered Species Act (ESA), and the National Historic Preservation Act (NHPA). This report will look at Section 106 of the National Historic Preservation Act.

Section 106 of the Historic Preservation Act requires Federal agencies to take into account the effects of proposed actions on historic properties. Through consultation, the section 106 process seeks to accommodate preservation with the goals of federal agency undertakings. Mitigation measures enacted jointly by federal agencies and the state aim to resolve adverse effects to historic properties impacted by federal actions. By using data recovery as a preservation mitigation tool for dam removal, competing goals between ecology and preservation can be met. A successful example is the Condit Dam removal project.

The Condit Dam was a historic dam constructed in 1913 on the White Salmon River in Washington state. The White Salmon River is part of the National Wild and Scenic Rivers System, and the former portion of the White Salmon River below the dam is part of the Columbia Gorge National Scenic Area.⁵ The Condit Dam was originally built to power the Crown Willamette Paper Company, providing any excess power produced by the dam to the local public in Camas, Washington. In its infancy, the dam was ranked 12th in the West for its power generating capacity.⁶

Before the construction of the dam, many fish species ran wild in the White Salmon River including trout, salmon, chinook, steelhead, and lamprey but the new dam blocked passage to upriver spawning grounds. Wooden fish ladders were installed following the original design of the Condit Dam, but a series of floods washed away the ladders including concrete ladders constructed in the 1920s to replace the wooden ladders. After the failure of the fish ladders, the state required the former owners of the dam, Northwestern Electric Company (now PacifiCorp) to construct a state fish hatchery.



The Condit Dam in the Spring of 1913. Image courtesy of the Columbian.

When it came time for the Condit Dam to apply for relicensing in the early 1990s, FERC determined that the dam’s power-producing capacity was significantly limited when compared to larger projects such as the Bonneville Dam. Further accommodations under FERC for relicensing required either the reinstallation of fish ladders or dam removal. Ultimately, it was more economical to remove the dam rather than PacifiCorp pay the cost of installing fish ladders for a minimal energy producing dam. Removal would have long-lasting and impactful ecological effects, opening up fourteen miles of salmon habitat and thirty-three miles of new steelhead habitat formerly blocked by the dam.⁷ Dam removal would also return traditional fishing areas to the Yakama Indian tribe and open up additional recreational opportunities to the broader public. In 1999, a settlement agreement was reached between PacifiCorp and associated groups including

government agencies and tribal representatives to remove the dam.⁸

To set in motion the decommissioning process for removal of a dam, under Section 106 of the Historic Preservation Act, FERC is required to take into account the effects of its undertakings on historic properties, in this case, dam removal. Consultation between the licensee (PacifiCorp), FERC, and the Washington State Department of Archaeology and Historic Preservation was conducted in accordance with 36 C.F.R. 800.4 and 800.5. Because the Condit Dam is listed as a historic engineering landmark in the National Register of Historic Places, the Washington State Department of Archaeology and Historic Preservation determined decommissioning of the dam to be an adverse effect resulting in a Memorandum of Agreement (MOA) under 36 C.F.R. 800.6. In conjunction with the MOA as a result of recently issued federal guidelines, FERC requires the licensee to produce a Historic Properties Management Plan (HPMP) implementing actions taken to minimize adverse effects on historic resources in the project area.

In 2011, the architectural and engineering firm Mead & Hunt completed survey and inventory to document potentially eligible historic properties within the area of proposed effect (APE) for the Condit Dam removal. The firm identified archaeological, historical, and traditional cultural properties within the APE including multiple lithic scatters determined to be non-eligible to the National Register per regulations set by the Washington State Department of Archaeology and Historic Preservation.⁹

Mitigation efforts to minimize adverse activities included Historic American Buildings Survey (HABS) level recordation of historic structures associated with the dam and recommendations for archaeological monitoring in potentially sensitive downstream areas following the removal. For any newly identified archaeological and historical properties identified in the APE during removal activities, PacifiCorp proposed to undertake a reconnaissance level survey to document the additional properties.¹⁰ To mitigate adverse effects

on existing archaeological properties, Mead & Hunt conducted onsite data recovery fieldwork to document impacted sites before removal of the dam.

Under Section 106, data recovery is common mitigation when a site or structure is unable to be preserved in place or avoided due to certain federal undertakings. Prior to data recovery fieldwork, a data recovery plan is introduced which can include: the proposed project background, site description, justifications for carrying out data recovery, any research questions to be addressed by the data recovery, lab and/or field methods, and qualifications of field personnel to be involved in the data recovery.¹¹ Data recovery techniques can entail collective surface and subsurface sampling of the site area utilizing backhoes or shovel test pits, or full excavation of the site. Data recovery efforts for the Powerhouse Bridge Lithic Scatter, a previously identified archaeological site within APE of the Condit Dam removal project, were completed using collective sampling techniques.¹² Results of the data recovery were submitted in a report to the Washington Department of Archaeology and Historic Preservation. Presently, the results of these efforts are not available to the public.



*The White Salmon River after removal of the Condit Dam.
Image courtesy of Oregon Public Broadcasting.*

As part of the stipulations in the Memorandum of Agreement, all the mitigation methods undertaken by FERC and implemented by the licensee (PacifiCorp) are presented in the comprehensive Historic Properties and Cultural Resources

Management Plan published by Mead & Hunt and prepared for PacifiCorp to satisfy Section 106 requirements required by the FERC Historic Properties Management Plan guidelines. The HPCRMP represents a good faith effort to preserve through photographs, sampling, and written documentation the historical/archaeological record of the Condit Dam. Although the presence of historical and archaeological structures/sites did not stop the removal of the dam, when the Section 106 process is efficiently implemented in cases where data recovery may be the only option, such as with the Condit Dam, preservation and ecological objectives can be dually reconciled.

Endnotes

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