

Adopted March 18, 2014

# HISTORIC PRESERVATION

## Background

### **Statewide Planning Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources**

*“To conserve open space and protect natural and scenic resources,\* including historic areas, sites, structures and objects.”*

Historic preservation plays an important role in defining Lake Oswego’s sense of place. Statewide Planning Goal 5 requires communities to inventory historic and cultural resources. The inventory describes the location, and quality and quantity of these resources. Resources are managed to preserve their historic character. When potentially conflicting uses are proposed, the economic, social, environmental and energy (ESEE\*) consequences must be determined to achieve the goal.

Lake Oswego has a rich history reaching back to the mid-1800s. (The City’s prehistory is documented more than 7,000 years before the present.) The cultural resources reflect evolving chapters in the community’s history. Preservation of these resources helps create an awareness of them, fosters a community’s sense of identity, encourages public knowledge, promotes public enjoyment and use of the resources, and strengthens the economy.

These resources are woven into Lake Oswego’s historical and architectural fabric. From simple worker cottages to elegant lake-front dwellings, and from the historic peg tree, the site of early town meetings, to the Iron Furnace, the first Iron smelter on the west coast, Lake Oswego’s cultural and historic resources play an important part in shaping the character of the community today. The community recognizes the importance of these resources in preserving the City’s identity.

The City initiated its inventory process in 1976 with the Lake Oswego Physical Resource Inventory (LOPRI). The LOPRI identified 47 structures, seven as significant, but no protection program was enacted. During 1988–89, the City conducted a more extensive inventory of historic resources. Approximately 200 structures were inventoried, of which 93 were found to be significant. In 1990, the City adopted the Historic Preservation Ordinance (Ordinance 2000) which protected the significant historic resources and established a review process for alterations\* to historic resources. The ordinance was revised in 1994 to clarify the role of the Historic Review Commission, now Historic Resources Advisory Board (HRAB).

Ordinance 2000, adopted in 1990, provides code authority for the seven-member Historic Resources Advisory Board. The HRAB meets each month to promote and foster the historic, educational, architectural, cultural, economic, and general welfare of the public through the



identification, preservation, restoration, and protection of those structures, sites, objects, and districts of historic and cultural interest within the City. It provides leadership and expertise on maintaining and enhancing Lake Oswego's historic and architectural heritage. The Board identifies and recommends protections for buildings and other properties that have historic or cultural significance. It also provides advice to staff, other boards and commissions, and City Council on historic preservation decisions, and coordinates historic preservation programs of the City.

The City became a Certified Local Government\* in October, 2008. As a "Certified Local Government" (CLG), the City participates in a preservation partnership with the Oregon State Historic Preservation Office (SHPO) and the National Park Service (NPS). In return for taking on certain responsibilities such as reviewing proposed alterations to historic properties, CLG's receive benefits, including a close working relationship with the SHPO, additional authority and responsibility regarding nominations to the National Register of Historic Places and eligibility for matching grants from the State's apportionment of federal preservation funding.

## Summary of Major Issues

The following issues related to Historic and Cultural Resources and the applicable provisions of Statewide Planning Goal 5 (Historic Areas) were addressed through the 2013 Comprehensive Plan update:

- Between 1995 and 2001, 24 resources were removed from the Landmark\* Designation List, as provided by the "Owner Consent" bill adopted by the Oregon Legislature in 1995 (SB 588). ORS 197.772 and related case law provide guidance for responding to requests to remove historic designations from properties.
- The Lake Oswego Community Development Code allows other procedures for removing designations, such as where a landmark is a hazard to health and safety (e.g., the structure has fallen into disrepair), where it is shown through the ESEE analysis that the benefits of demolishing a landmark outweigh the benefits of preserving it, or where denial of an owner's request would deny the property owner of reasonable economic use of the property.
- Maintenance and upkeep of historic structures is an ongoing challenge; the City has considered allowing more options for adaptive reuse\* of such structures through amendments to the Community Development Code (e.g., allowing small office and institutional uses), but most landmarks are in residential neighborhoods where such changes can create land use conflicts.\*
- Codes that support reinvestment in historic buildings (e.g., through flexible standards for parking, seismic upgrades, energy efficiency, etc.) can help owners preserve them. This is important because older structures are often not as energy efficient as new buildings.

## Goals And Policies

### Goal

Preserve, promote, and maintain the historical, archaeological and cultural resources of the community.

### Policies

1. Preserve, enhance, and protect Lake Oswego's historic resources through procedures and standards designed to identify, restore and protect structures, sites, objects and districts of historic and cultural value within the city.
2. Maintain the City's status as a Certified Local Government\* under programs administered by the State Historic Preservation Office (SHPO) and National Park Service.
3. Provide and maintain City regulations that support preservation of Lake Oswego's designated historic resources.
4. Work with the State Historic Preservation Office to protect archaeological resources\* on both public and private land in Lake Oswego.

## Recommended Action Measures

- A. Promote the conservation of historic resources by providing education about measures such as adaptive reuse\*, maintenance strategies, deconstruction techniques, and preservation by relocation to another site. Encourage the use of incentives that result in reinvestment in historic neighborhoods and buildings.
- B. Maintain a Historic Resources Advisory Board to conduct outreach and education activities in the community and advise City Council, other boards and commissions, and City staff on historic preservation.
- C. Work with local preservation, business, and arts organizations, and other stakeholders, to promote Lake Oswego's historic and cultural resources as a draw for tourism.
- D. Promote public awareness and appreciation of the City's history and culture through means such as educational workshops and events, signage and publications.
- E. Encourage the use of publicly owned historic sites and structures, where appropriate, for community-wide benefits such as social gatherings, education and recreation.
- F. Periodically update the Lake Oswego Historic Landmarks list and Comprehensive Plan Map to ensure all National Register properties are inventoried and designated.
- G. Coordinate the City's inventory, evaluation and designation of historic and cultural resources with the State Historic Preservation Office, Clackamas County, property owners and other stakeholders.
- H. Compile, and continue to expand and refine, a record of the community's social and historic heritage through measures such as the development of a database with written information, photography, maps and survey information. Inventory and provide

- archival storage for written, photographic, audiovisual and sound recordings of historic importance.
- I. Provide information on private and public sources of funding available for use by property owners in the renovation and maintenance of historic structures.
  - J. Encourage community groups, such as neighborhood associations and business and arts organizations, to propose potential historic or cultural resource sites for inventory and evaluation.
  - K. Establish and maintain an appropriate system of signage to recognize historic resources on public and private properties.
  - L. Maintain code provisions that encourage preservation of historic structures through adaptive reuse\*, or, if feasible, as an alternative to demolition, by moving the structure to a different location where it can be preserved if on-site preservation is not possible.

## RECREATION

### Background

#### Statewide Planning Goal 8: Recreational Needs

*“To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.”*

Today, the City owns more than 600 acres of land included in the park\* system. Most of the City’s property holdings are managed within the Parks and Recreation Department. The Department provides a variety of recreation programs for all ages, including the Adult Community Center (ACC); sports and fitness classes, team sports leagues, and sports events; Indoor Tennis Center and Golf Course; and cultural programs for all ages, including outdoor recreation, entertainment, and community events.

Parks Plan 2025 guides the services, investments and plans for the City’s parks, facilities, recreation programs and natural areas. Land use policies applicable to parks and recreation, pursuant to Statewide Planning Goal 8, are incorporated below.

### Summary of Major Issues

The following issues were identified through the City of Lake Oswego Parks Plan 2025 process and Comprehensive Plan update:

- Ensure that all residents have access to essential recreation services,\* which the Parks Plan defines as Exercise and Sports, Play for Children, and Nature Experiences. These are currently not available equally throughout the city, and would be difficult to provide in certain areas. To fill geographic gaps and provide equitable access to these experiences, recreation facilities, such as traditional playgrounds, nature play areas, sports fields, sports courts, trails, and opportunities to enjoy nature would need to be renovated or new ones developed.



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- Prioritization of parks renovation over development of new capital facilities to maximize the City investment in existing facilities.
- A key land use planning issue is whether to maintain existing assets that may serve fewer people or to provide new ones that serve more people. Developing new facilities requires appropriately zoned land.
- A key issue is whether the City should provide recreation facilities and services where private facilities are available and provide the same services. This issue relates to the requirement that land use applicants, including the City, demonstrate a public need where land is proposed to be rezoned, per the Land Use Planning chapter.

## Goals And Policies

### Goals

1. Plan, acquire, develop, and maintain and restore a system of park and recreation lands and facilities that are available to all segments of Lake Oswego's population and which can serve the Community's diverse current and long-range community needs.
2. Provide diverse recreation programs that provide opportunities for learning, recreation, healthy living and fun.

### Policies

1. Provide park and recreation opportunities, balancing the provision of children's play areas, natural areas, and exercise/sports facilities, within one half-mile of as many residents as possible, as land and resources allow.
2. Subject to financial constraints, fill service gaps in essential recreation services, as identified by the Parks Plan, through development of new facilities at existing sites, through partnerships, or at new sites if necessary.
3. Improve park access, for example, by linking neighborhoods to parks via trail corridors and safe pedestrian and bicycle routes along city streets.
4. Involve neighborhoods and adjacent property owners in the planning and design of park and recreation facilities to address compatibility issues and to mitigate impacts of intensive uses, such as traffic, parking, bright lights and noise, on residential neighborhoods.
5. Preserve and enhance significant natural resources and historic sites that are located on parklands.
6. Address the land use, public facility and transportation impacts of park and open space land acquisition and development through coordination with affected neighborhoods, state, federal and regional agencies, and other jurisdictions.
7. Provide and enhance low-impact recreational access, such as swimming, canoeing, and kayaking, from public waterfront properties at the Willamette and Tualatin Rivers.