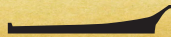


Washington State
NATIONAL MARITIME HERITAGE AREA
Feasibility Study for Designation as a National Heritage Area



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WASHINGTON DEPARTMENT OF ARCHAEOLOGY AND HISTORIC PRESERVATION

APRIL 2010

The National Maritime Heritage Area feasibility study was guided by the work of a steering committee assembled by the Washington State Department of Archaeology and Historic Preservation. Steering committee members included:

- Dick Thompson (Chair), Principal, Thompson Consulting
- Allyson Brooks, Ph.D., Department of Archaeology and Historic Preservation
- Chris Endresen, Office of Maria Cantwell
- Leonard Forsman, Chair, Suquamish Tribe
- Chuck Fowler, President, Pacific Northwest Maritime Heritage Council
- Senator Karen Fraser, Thurston County
- Patricia Lantz, Member, Washington State Heritage Center Trust Board of Trustees
- Flo Lentz, King County 4Culture
- Jennifer Meisner, Washington Trust for Historic Preservation
- Lita Dawn Stanton, Gig Harbor Historic Preservation Coordinator



Prepared for the
Washington State Department of Archaeology
and Historic Preservation

by

Parametrix
Berk & Associates

March , 2010



Preface

National Heritage Areas are special places recognized by Congress as having nationally important heritage resources. The request to designate an area as a National Heritage Area is locally initiated, and if successful, the Heritage Area is operated locally to benefit local communities and support local heritage organizations. This document is a Feasibility Study evaluating whether Washington State’s maritime heritage resources might qualify for designation as a National Maritime Heritage Area. When considering designation as a National Heritage Area a Feasibility Study is required to demonstrate the national importance of the heritage resources, and the ability of local organizations and jurisdictions to implement the Heritage Area.





Washington State National Maritime Heritage Area

Mr. Jon Jarvis
Director, National Park Service

Dear Director Jarvis,

On behalf of Washington State's many supportive maritime heritage organizations and coastal communities, the members of the Washington State National Maritime Heritage Area Steering Committee are pleased to submit the Feasibility Study for designation of Washington's saltwater coast as a new National Heritage Area.

This study is the culmination of a four-year grassroots movement, an extensive community outreach process, and a rigorous assessment of Washington State's unique maritime heritage and its contribution to our shared national story. The ports and coastal communities along Washington's saltwater shores have played a crucial role in the development of this great nation, beginning with nationally unique Native American canoe cultures, and continuing to today with a strong maritime economy and thriving maritime cultural organizations. It is imperative that we preserve this great history to share with future generations.

The proposed National Maritime Heritage Area is an outstanding place. The landscape included in this study is rich with maritime culture and stories: complex canoe cultures, territorial dramas that determined our nation's boundaries, fishing traditions and industry, lighthouses showing safe passage, and a shipbuilding tradition that dates back before statehood. Residents in these maritime communities derive a great sense of pride from their heritage, their connection to the sea, and their maritime treasures. That sense of pride is reflected in exceptional grassroots efforts to preserve, celebrate, and share that heritage.

Designation as a National Heritage Area would support both the preservation of heritage resources and appreciation of contemporary maritime culture. It would draw national attention to this vital part of our nation's history, and provide citizens from across the country an opportunity to discover both the traditional and contemporary contributions the Pacific Northwest makes to our national mosaic.

The ambassadors of the National Maritime Heritage Area would be the diverse and outstanding collection of maritime heritage organizations in the region. More than just caretakers of the past, these organizations make vital connections between contemporary life and the culture of the sea. They take people on the water, teach the art and craft of vessel building, and remind us all of how every aspect of Washington State's culture is woven from our connections with the sea. The excellent maritime heritage organizations throughout the region are rigged and ready. Designation as a National Heritage Area will help fill their sails as they move into the future.

The nation's west coast is a place to experience two vital components of the American character: our pioneering spirit and restless innovation. The proposed National Maritime Heritage Area demonstrates these uniquely American qualities through its stories of exploration, intrepid communities, and dynamic industries. The Washington State National Maritime Heritage Area will make a strong contribution to the growing collection of National Heritage Areas throughout the country, offering opportunities for learning unavailable anywhere else. It is with great pride that we submit for your consideration this feasibility study to become the Washington State National Maritime Heritage Area.

The Washington State National Maritime Heritage Area Steering Committee:

Dick Thompson, Chair
Thompson Consulting

Allyson Brooks, Ph.D.
*Department of Archaeology &
Historic Preservation*

Leonard Forsman
Chairman, Suquamish Tribe

Chris Endresen
Office of Maria Cantwell

Chuck Fowler
*Pacific Northwest
Maritime Heritage Council*

Patricia Lantz
*Washington State Heritage Center Trust
Board of Trustees*

Senator Karen Fraser
Washington State Legislature

Flo Lentz
King County 4Culture

Jennifer Meisner
*Washington Trust for
Historic Preservation*

Lita Stanton
City of Gig Harbor





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A National Maritime Heritage Area for Western Washington's Saltwater Shores



We are connected by water. Washington State's coastal areas, from the Pacific Ocean to the Strait of Juan de Fuca to Puget Sound, have been defined by their relationship to saltwater – a shared maritime heritage. From Native American canoe cultures to the age of exploration to the continued growth and development of maritime industry, maritime heritage and culture have shaped western Washington and contributed to the story of our development as a nation. Today, maritime heritage supporters are seeking designation of Washington's saltwater coast as a National Maritime Heritage Area—a designation that would recognize the importance of Washington's maritime heritage to our nation's history.



Washington’s saltwater shores, and the marine waters that lap against them, have been the setting for compelling stories. Ours is a maritime place—a place where the region’s first peoples built complex cultures around canoe routes and salmon cycles, where Spanish, English, American and Russian explorers mapped the coastline in search of territory and shipping lanes, where growing communities were connected to the world by boat long before roads and railroads, and where a vital maritime industry remains as a foundation of the region’s contemporary economy.



Each major era of the region’s maritime culture offers a unique contribution to the nation’s history. The story of the region’s Native American peoples, continuous from pre-contact through today, is unlike any other in the nation. Many of the dramas of the United States’ expansion, economic enrichment, and final territorial boundaries were played out here through economic competition and diplomatic intrigue. Timber shipped from Washington’s ports rebuilt San Francisco and can be found in buildings throughout the nation. Beginning with the Klondike Gold Rush and continuing today, Washington’s ports have been the gateway to Alaska, a relationship that has shaped the development of both states. Naval facilities on Puget Sound have been building and repairing significant vessels in our fleet for a century, and are the homeport for sailors and ships scattered throughout the

world to protect our nation. Finally, the character of the region today, still reliant on ferries for transportation, trade along and across the Pacific, and recreational boating for quality of life, is a unique and important part of our national mosaic.

While much has changed in the region, especially in the few centuries since European sailors first made contact with indigenous peoples here, many of the important remaining resources that represent the maritime heritage of the region are intact. The region is rich with historic buildings and vessels, museums, and archival collections that serve as capable ambassadors of the region’s maritime stories.



The feasibility study for the National Maritime Heritage Area is the outcome of years of work by maritime heritage supporters to identify the best strategy to strengthen the maritime heritage community and celebrate the role of maritime heritage in Washington State’s historic and contemporary culture. Successful designation as a National Heritage Area, followed by effective and sustainable management of the area, would change the way that the region imagines itself, and how the nation imagines our region.



The proposal to designate Washington’s coastal region as a National Maritime Heritage Area is intended to raise awareness of Washington State’s nationally distinctive maritime heritage resources with a national audience, support expanded cooperation among maritime heritage groups, and strengthen partnerships between heritage groups, local governments, community associations, private industry and coastal tribes. Designation is also expected to enhance tourism in the region, sustaining vital heritage organizations and providing valuable economic development benefits to the region’s communities.

Designation is a way to tell the bigger story of Washington’s maritime history and culture alongside the detailed stories of individual places and themes. Telling the bigger story—one that brings together old and new, the Pacific and Puget Sound, large craft and small—will engage more of the public and better share the history, drama, and excitement of our maritime heritage.

Designation as a National Maritime Heritage Area is intended to support five primary goals:

- Share Washington State’s unique and nationally distinctive maritime heritage resources and stories with a broader audience.
- Support local communities by promoting heritage tourism. Designation as a National Heritage Area would attract new visitors, improve marketing, and encourage local economic development.
- Support local heritage organizations. Museums, interpretive centers, historical societies, and other heritage organizations would attract more paying visitors, be more competitive for grant funding, be more effective in growing their membership, and could possibly receive direct funding through the Heritage Areas program for capital improvements or operations.
- Support contemporary working waterfronts. Today’s working waterfronts are as much a part of our maritime heritage as historic ships or lighthouses. Designation as a National Heritage Area would raise awareness of the value of our maritime industry, and the role it plays in shaping our communities and building our economy.
- Support healthy marine waters. Large segments of our maritime economy rely on healthy marine waters. Maintaining and restoring the health of Washington’s marine ecosystems is an important part of the story of our maritime heritage and an ongoing goal.



WHAT IS A NATIONAL HERITAGE AREA?

Beginning with the first designations in the mid-1980's, National Heritage Areas have been designated to recognize and support the best examples of our nation's cultural and historic heritage. As of 2009, there are 49 designated National Heritage Areas, located throughout the country.

National Heritage Areas are designated by Congress to promote both economic development and preservation of our nation's heritage. By providing national recognition, funding, and technical assistance to local stakeholders, Heritage Areas are an incentive-based strategy for preserving heritage. Heritage Areas do not allow new federal regulatory authority over land use, historic preservation, or other local issues.

National Heritage Areas are operated by local groups and designated by Congress at the request of local citizens and governments. The National Park Service evaluates the eligibility of a region to become a National Heritage Area and, if designated, assists with implementation. The management of a Heritage Area is locally-based. While Heritage Areas receive technical assistance from the National Park Service, the agency does not have any authority to mandate changes to land use or local regulations.

The management of Heritage Areas may include programs to support local heritage groups, promote heritage tourism, and preserve heritage resources. Existing Heritage Areas sponsor festivals, assist in the operation of museums and visitor centers, develop tour routes, publish heritage maps, operate web sites, and take part in a other activities that encourage the recognition, enjoyment, and preservation of important heritage resources.

CRITERIA FOR DESIGNATING A NATIONAL HERITAGE AREA

The National Park Service recommends evaluating ten criteria to assess the potential eligibility and success of a proposed National Heritage Area:

1. The Area has an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities;
2. The Area reflects traditions, customs, beliefs, and folk life that are a valuable part of the national story;
3. The Area provides outstanding opportunities to conserve natural, cultural, historic, and/ or scenic features;
4. The Area provides outstanding recreational and educational opportunities;
5. Resources that are important to the identified theme or themes of the Area retain a degree of integrity capable of supporting interpretation;
6. Residents, business interests, non-profit organizations, and governments within the proposed Area that are involved in the planning, have developed a conceptual financial plan that outlines the roles for all participants including the federal government, and have demonstrated support for designation of the Area;
7. The proposed facilitating entity and units of government supporting the designation are willing to commit to working in partnership to develop the Heritage Area;
8. The proposal is consistent with continued economic activity in the Area;
9. A conceptual boundary map is supported by the public; and
10. The facilitating entity proposed to plan and implement the project is described.



Designation as a National Maritime Heritage Area would be a true sea change for the stewardship, sustainability, and communication of Washington’s maritime heritage. It is one that the region is ready for, and that would have benefits far beyond Washington State.

History of the National Maritime Heritage Area Proposal

The National Maritime Heritage Area proposal builds on work that began with a 2004 Maritime Heritage Summit in Seattle, sponsored by the Washington Trust for Historic Preservation, the National Park Service Pacific West Region, the Seattle Mayor’s Office of Arts and Cultural Affairs, and King County 4Culture. Sixty-six people attended the event, discussing opportunities to secure, steward, interpret, share, celebrate, and sustain the story of maritime culture. As an outcome of the summit, the Seattle/King County Task Force on Maritime Heritage was convened by 4Culture in partnership with the Association of King County Historic Organizations, Historic Seattle, the National Park Service Pacific West Region, and the Washington Trust for Historic Preservation.

During this process, it became apparent to Task Force members that the rich maritime physical resources and stories of Seattle and King County were endangered and could be lost to future generations. With this impetus, they explored opportunities to revitalize and support maritime heritage in the region.

Findings and recommendations in five issue areas were outlined in the Task Force report, addressing governance, physical site control, funding, visibility, and education.

A centerpiece of the strategy was a recommendation to evaluate the potential for establishing a King County Maritime National Heritage Area. National designation would raise awareness of the region’s heritage resources, and provide an opportunity to develop a more robust system for cooperation between maritime heritage stakeholders.

As the proposal developed and stakeholders explored the possibility of seeking designation more fully, they recognized that a National Heritage Area limited to King County was too small a scope—the stories and resources of Puget Sound as a whole, the Strait of Juan de Fuca, and Washington’s Pacific coast needed to be represented in any effort towards national designation.

A grassroots effort to pursue designation as a National Heritage Area for Washington’s coast began in 2006. The Pacific Northwest Maritime Heritage Council and the Pacific Northwest Service Center of the National Park Service co-hosted an informational workshop on National Heritage Areas in spring of 2007. Over the next year the effort gained momentum, and in 2008 the Washington State Legislature charged the Department of Archaeology and



Historic Preservation with conducting a feasibility study that included a larger section of Washington State's saltwater coastline. Lead partners included the Pacific Northwest Maritime Heritage Council, the Seattle/King County Maritime Heritage Task Force, and 4Culture and its Maritime Heritage Initiative partners, including the Washington Trust for Historic Preservation, the Youth Maritime Training Association, the Center for Wooden Boats, the Museum of History and Industry, and Historic Seattle.

In the fall of 2008, the feasibility study process, following National Park Service guidelines, began to define the potential boundaries and resources for the proposed National Maritime Heritage Area and to evaluate its viability by gauging support among the public sector, the maritime heritage community, and the general public.

Feasibility Study Process

A feasibility study is required to demonstrate that a proposed National Heritage Area meets the criteria required for designation. The feasibility study must illustrate the significance of the heritage resources, the strength of community support for designation, and the sustainability of the proposed National Heritage Area as an organizational unit.

The pursuit of a National Heritage Area designation begins with a local idea and a critical mass of nationally significant historic resources and stories. Local organizations and agencies then draft a feasibility study that includes an assessment of heritage resources, identification of project partners and their roles, articulation of a proposed facilitating entity, a preliminary organizational framework and financial plan, and a proposed Heritage Area boundary map.

The Washington State Department of Archaeology and Historic Preservation managed the feasibility study, with guidance from a Steering Committee that included representatives from tribes, local and state governments, heritage organizations, and other stakeholders. Members of the Steering Committee also helped with public and stakeholder engagement.

As a part of the feasibility study process, significant outreach was conducted to assess support for National Heritage Area designation and provide an opportunity for local communities and maritime heritage stakeholders to shape the proposal:

- Throughout late 2008 and early 2009, project staff contacted individual, tribal, jurisdiction, and maritime stakeholders either in person or by phone. These conversations identified a wide range of perceived opportunities and concerns related to designation. In most cases,



HOW ARE NATIONAL HERITAGE AREAS FORMED?

Designation as a National Heritage Area begins with a local initiative to consider application, then follows a series of steps through evaluation of the potential Heritage Area, designation by Congress, and planning for the long-term management of the Heritage Area.

STEP 1—A LOCAL IDEA

Heritage groups, tourism groups, or jurisdictions decide to pursue designation as a National Heritage Area.

STEP 2—BUILD SUPPORT

The original supporters work to build support, reaching out to other groups, jurisdictions, and the public.

STEP 3 – FEASIBILITY STUDY

A formal feasibility study evaluates the quality of the heritage resources, potential sustainability, and local support for the proposed Heritage Area.

STEP 4 – NATIONAL PARK SERVICE REVIEW

The National Park Service reviews the feasibility study and advises Congress on the eligibility of the proposed Heritage Area.

STEP 5 – DESIGNATION BY CONGRESS

Congress passes legislation authorizing the Heritage Area.

STEP 6 – DEVELOP MANAGEMENT PLAN

The new Heritage Area has three years to complete a management plan to meet the local goals of the Heritage Area.



stakeholders were not at all familiar with the National Heritage Areas program or the other National Heritage Areas around the nation.

- A Stakeholder Survey of maritime heritage organizations was conducted in February, 2009 regarding potential themes, benefits, and challenges of a National Maritime Heritage Area and the desired characteristics of a facilitating organization. This input informed the structure, themes, and management of the proposal presented in subsequent outreach.



- Seven Stakeholder Workshops were held in April 2009 in Anacortes, Bellingham, Bremerton, Hoquiam, Port Angeles, Seattle, and Tacoma. Participants included elected officials, tribal officials, port officials, maritime heritage stakeholders, and representatives from economic development and tourism organizations who shared their thoughts, concerns, and recommendations regarding the proposed National Heritage Area. Based on the information gathered from these meetings the Steering Committee developed detailed principles emphasizing that the program is not intended to have regulatory authority, narrowed the boundary of the proposed Heritage Area, and described the role and general makeup of the proposed facilitating organization.
- In late May and early June, 2009, seven Community Workshops were held to engage the general public, community leaders, and maritime stakeholders. Workshop locations included Aberdeen, Anacortes, Bellingham, Bremerton, Port Townsend, Tacoma, and Seattle. The Workshops were facilitated as interactive discussions to provide information on National Heritage Areas and the designation process in general, and the specific proposal for the Western Washington National Maritime Heritage Area, as well as to solicit feedback, answer questions, and address concerns. Following the Workshops, many members of the public wrote letters of support or nominated specific maritime resources for inclusion in the National Maritime Heritage Area.
- Jurisdictional visits with elected and appointed public officials were conducted from June through September, 2009 to present an overview of the National Maritime Heritage Area effort and request letters of support.
- The Pacific Northwest Maritime Heritage Council convened a summit of maritime organizations in September 2009 in Port Townsend. This meeting focused on detailed discussion about the possible sustainability of a National Maritime Heritage Area, including possible management entities, funding sources, and the need for long-term commitment of maritime organizations to the Heritage Area's success.



The Feasibility Study supports the request for National Heritage Area designation by building and presenting the case to regional stakeholders, the National Park Service, and Congress. The feasibility study is submitted to Congress, where, if approved, legislation is drafted designating the identified region as a National Heritage Area.

Evaluating the Feasibility of the National Maritime Heritage Area

Seeking designation as a National Maritime Heritage Area is a significant decision for Washington's maritime heritage community and for the local jurisdictions in the region. The designation is intended to be perpetual, and local maritime stakeholders will have the primary responsibility for ensuring the quality of the heritage experience now and into the future.

This feasibility study is intended to support both the local decision to seek designation as National Heritage Area, and the Congressional decision of whether the region is appropriate for designation. These decisions rest on four key issues:

- Would designation as a National Heritage Area benefit both maritime heritage organizations and local communities in the region?
- Are the heritage resources in the region nationally distinctive?
- Can the region unite and support a sustainable and effective organization to manage a Heritage Area and deliver an outstanding experience to visitors?
- Is there support for a National Heritage Area from jurisdictions, tribes, community organizations, and the general public?

This Feasibility Study addresses each of these issues, demonstrating the richness of Washington's maritime heritage, support for the designation, and potential positive and negative impacts:

- Section 2 describes the landscape setting and boundaries for the proposed Heritage Area.
- Section 3 focuses on the maritime stories, both past and present, that demonstrate the nationally important heritage of the region.
- Section 4 provides an overview of the region's heritage resources– the places, vessels, events and interpretive facilities that present the stories of the Heritage Area to the public.
- Section 5 describes how the proposed Heritage Area might work following designation, including the important activities that might be undertaken and the potential benefits of designation.
- Section 6 discusses the makeup and activities of the proposed facilitating organization for the Heritage Area.
- Section 7 summarizes the case for eligibility and designation as a National Maritime Heritage Area.
- Section 8 Evaluates the potential impacts, both positive and negative, of designation.





2



The Setting and Proposed Boundaries for the National Maritime Heritage Area

This is a saltwater place. The proposed National Maritime Heritage Area follows most of the coastal area of Washington State, winding from Grays Harbor to the Canadian border. This complex coastline includes the shores of the Pacific Ocean, the Strait of Juan de Fuca, and Puget Sound. Following harbors, inlets, peninsulas, and island shores, the total length of coastline is over 3,000 miles. The region includes some of Washington's most rugged and remote places, and also its largest and most cosmopolitan cities. The National Heritage Area designation would include a narrow strip of land along Western Washington's saltwater coast beginning at the Canadian border, extending through Puget Sound and the Strait of Juan de Fuca, and ending at the boundary between Grays Harbor County and Pacific County. Some types of land uses, for example land zoned for residential or agricultural use, would be excluded from the designation. Locations outside of the default boundaries that are interested in being included and contain appropriate resources would be included based on case-by-case requests.



The National Heritage Area would be a large and complex region, including nineteen federally recognized Indian tribes, thirteen counties, thirty-two incorporated cities, and thirty port districts, which are considered independent government units under Washington State law. Although connected by the nation's largest ferry system and an extensive highway network, the area included in the Heritage Area still requires significant travel time to see in its entirety. Recreational boaters may spend years of weekends exploring Puget Sound. While the scale and complexity of the region creates challenges for the proposed Heritage Area—for example maintaining communications and coordination among key stakeholders or providing effective wayfinding for visitors new to the state—it also provides a setting for extraordinarily rich visitor experiences.



The proposed boundary of the Heritage Area clings tightly to the coastline, recognizing that most of the State's maritime resources are near water. However, it is also important to recognize that thematic connections extend around the globe, drawing together the oceans of the world and distant ports of call. Water has been the region's connection to the wider world for thousands of years. Native Americans regularly traveled up the coast of Vancouver Island and through the Strait of Georgia, annual canoe journeys that covered hundreds of miles to maintain family and trade connections. As European and American ships began arriving on Washington's shore, they expanded the connections to Seville, London, Cape Horn, Mexico, the Hawaiian archipelago, Canton and beyond. The stories of the proposed Heritage Area are both intensely local, showing the idiosyncratic ways that people adapted to this unique and rugged landscape, and as far-flung as global trade routes.



While today Washington State is known internationally as much for aerospace, software, biomedical, and coffee industries as for its more historic economic resources, Washington's economy was built on two resources—the vast conifer forests of the uplands and the marine resources of the Pacific, Strait and Sound. These resources were both subsistence and trade goods, the material of everyday life and luxury items for export. And whether the products were otter fur, lumber, canned salmon, or oysters, they reached global markets primarily by ship.



The region's first peoples journeyed through and lived in the whole landscape, from the subalpine of the Olympics and Cascades to the open ocean, but villages were located mostly near the shore, and seafood was the primary diet staple. Early European and American communities followed a similar pattern, developing on the shoreline to take advantage of the access and resources of the saltwater, while using the upland forests for building materials and resources for export. Throughout the history of the region the waterways were the highways. Nearly every western Washington coastal community was settled by boat, and Washington's largest contemporary urban areas have grown from these small waterfront settlements. Today almost two-thirds of the state's population lives in counties with saltwater shorelines.

The region includes a wide range of development patterns and economic conditions. Especially near the shoreline, counties to the south and east of Puget Sound are heavily urbanized. This section of the region includes the cities of Olympia, Tacoma, Seattle and Everett, along with many smaller cities and urbanized areas of unincorporated counties. Outside of this area the region is considerably more rural, with scattered urban centers and smaller towns serving large areas of timberland, farmland, and low density residential areas. Of the thirteen counties in the proposed National Heritage Area, seven are classified as rural counties by Washington State, and three are considered economically distressed.

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Tourism is an increasingly important economic sector throughout the region, and tourism-related economic development is one of the important potential benefits of designation as a National Heritage Area. Many of the communities in the region have seen historic shifts in their economic base. Lumber and shake mills have shut down, fishing docks have emptied and processing plants have closed. While some urban areas in the region have thrived with the development of new industries, many rural communities have struggled to reinvent themselves as their traditional resource-based economies have declined.

Contemporary conditions for the region's tribes are also changing rapidly. Gaming revenue and commercial development are transforming the economic and political relationships of tribes that have access to urban populations. More rural tribes continue to struggle economically as natural resource economies have declined. However, even for the more affluent tribes, natural resources will always be a main focus of tribal interests, important for income, subsistence, and cultural survival. For all of the communities in the region, tourism diversifies their economy and supports important community institutions.

While the region shares both a historic and contemporary maritime heritage, it is just one aspect of a diverse and dynamic natural, cultural, and economic landscape. Because of the region's size



Tribes, Counties, and Cities in the Proposed National Maritime Heritage Area



The proposed Washington State National Maritime Heritage Area would include the saltwater shoreline of western Washington from Grays Harbor County to Whatcom County.

Tribes

Quinault	Jamestown S'Klallam	Skokomish	Tulalip
Hoh	Port Gamble S'Klallam	Squaxin Island	Swinomish
Quileute	Suquamish	Nisqually	Lummi
Makah	Samish	Muckleshoot	Nooksack
Lower Elwha Klallam		Puyallup	

Counties and Cities

Whatcom	Bellingham	Island	Oak Harbor	Thurston	Olympia	Clallam	Sequim
	Blaine		Coupeville	Mason	Shelton		Port Angeles
Skagit	La Conner	King	Langley	Kitsap	Bremerton	Grays Harbor	Westport
	Anacortes		Seattle		Bainbridge Island		Aberdeen
Snohomish	Everett	Pierce	Shoreline		Poulsbo		Hoquiam
	Mukilteo		Tacoma		Port Orchard		Ocean Shores
	Edmonds		Gig Harbor	Jefferson	Port Gamble		
San Juan	Friday Harbor		Steilacoom		Port Townsend		

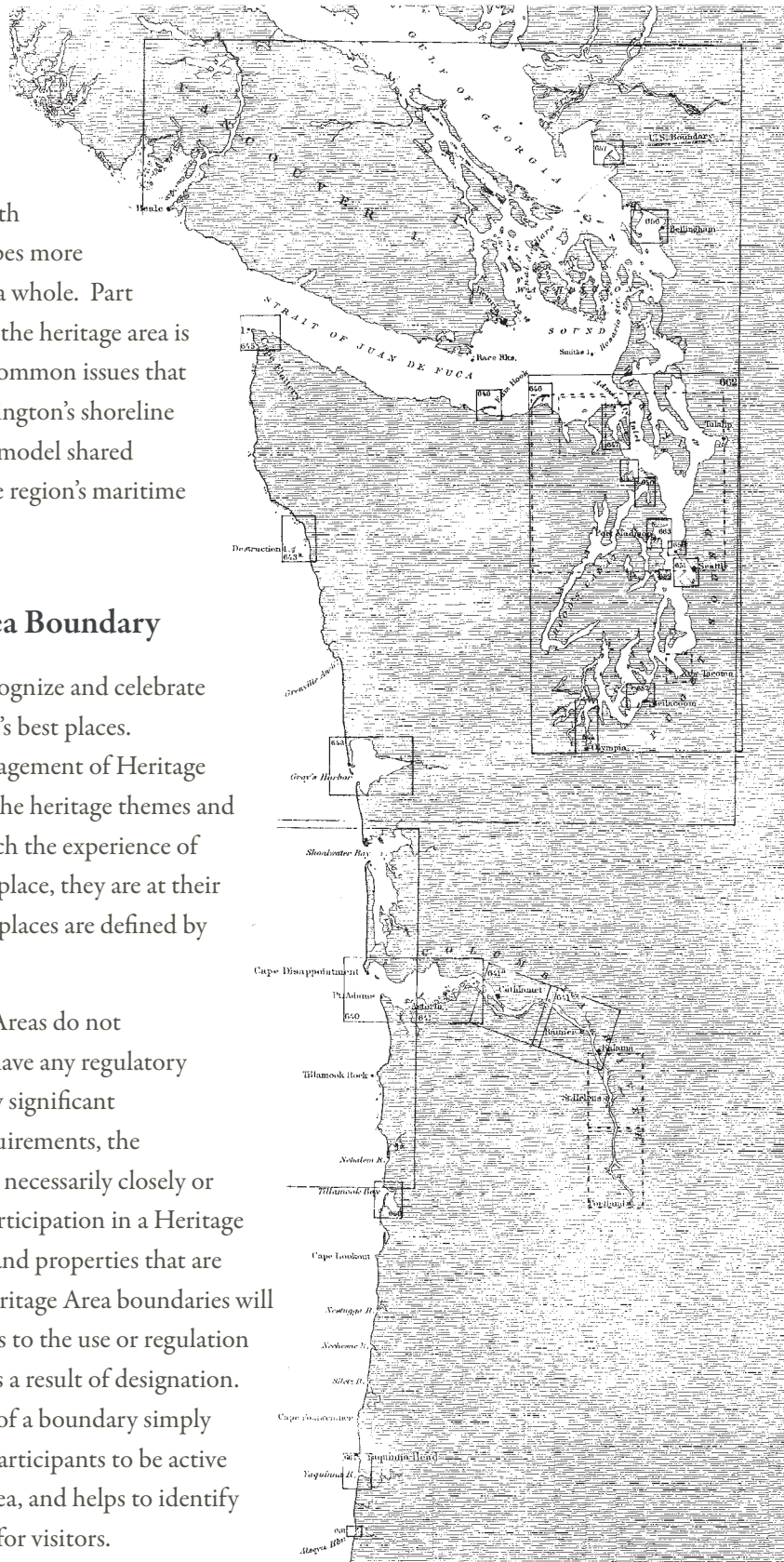


and complexity, residents, jurisdictions, and maritime heritage stakeholders often tend to identify with their local landscapes more than the region as a whole. Part of the challenge of the heritage area is to emphasize the common issues that face western Washington's shoreline communities, and model shared stewardship for the region's maritime heritage resources.

Proposed Heritage Area Boundary

Heritage Areas recognize and celebrate some of our nation's best places. Although the management of Heritage Areas emphasizes the heritage themes and resources that enrich the experience of the contemporary place, they are at their heart places – and places are defined by boundaries.

Because Heritage Areas do not affect ownership, have any regulatory implications or any significant administrative requirements, the boundaries are not necessarily closely or legally defined. Participation in a Heritage Area is voluntary, and properties that are included in the Heritage Area boundaries will not see any changes to the use or regulation of their property as a result of designation. The identification of a boundary simply allows interested participants to be active in the Heritage Area, and helps to identify the Heritage Area for visitors.



The intent of defining a boundary for a Heritage Area is to identify an area that includes the resources that support the designation of the Heritage Area and will be the important visitor destinations following designation. Because this proposal is focused on maritime heritage, nearly all of the important resources are on or near western Washington's saltwater shoreline.

During public outreach differing views were expressed about the selection of a boundary. Some stakeholders, recognizing the importance of timber resources to the maritime heritage story, suggested that the boundaries include the entirety of each county that was included in the



Heritage Area. Other stakeholders

were interested in a boundary that

would include the primary travel routes visitors would use to find their way through the Heritage Area and suggested a region that was bounded by the shoreline on one side, and a combination of Interstate 5 and U.S. Highway 101 on the other.

However, many participants in the public outreach process also voiced concerns over potential future regulatory or administrative impacts for properties within the Heritage Area boundary. These stakeholders preferred a boundary that was more narrowly drawn around the region's heritage resources. Because the resources are nearly all located at the water's edge, the final boundary proposal is fairly narrowly defined.



The proposed boundary includes Washington's saltwater coastline from Grays Harbor County north to the Canadian border. It would also extend through Seattle's Ship Canal to include Lake Union. Pacific County is not included in the proposed National Maritime Heritage Area. Instead, it is part of a separate area being considered for designation as a different National Heritage Area that would focus on the region at the mouth of the Columbia River. Pacific County includes significant heritage resources, and although it would not be included in the proposed National Maritime Heritage Area, it is expected that there would be a strong partnership with maritime interests in there.



The limited approach to the boundary allows two methods for inclusion. The first is a basic geographical definition that generally includes certain categories of lands within one-quarter mile of the shoreline. Areas outside of the geographic criteria can be included on a case-by-case basis by request from the property owner.

In more detail, the proposed boundary includes the area one-quarter mile landward of the shoreline. For the purposes of designation, the shoreline would be assumed to begin at the mean higher high tide line and extend landward. For estuaries and river mouths, the intent of the boundary designation is not necessarily to extend into rivers, even if there is an area of tidal flow. Instead the boundary would follow a reasonable line drawn at the junction of the river with the bay, inlet, or other shoreline feature where the river meets the saltwater.

Privately owned areas zoned for residential or agricultural use would not be included in the designation, except for certain exceptions described below. Any local, state, tribal, or national park unit, public shoreline, national wildlife refuge, or Washington State Department of Natural Resources land that allows public access and is at least partly located within one-quarter mile of the shoreline would be included in its entirety. Any designated historic district at least partly located within one-quarter mile of the shoreline would also be included in its entirety.





3

Telling Washington's Maritime Stories



Our coastline is rich with stories.

Heritage resources, and the stories that make those resources accessible to visitors, are the foundation for eligibility as a National Heritage Area. A region's heritage must make a unique and important contribution to our shared national story. The heritage resources should be unmistakably of their place, yet also illustrative of important themes or eras that have shaped the development of America as a whole.

The experience of the heritage resources must also be compelling for designation as a Heritage Area. Many physical resources and places important to our nation's development have been lost to time and change. While they may be remembered in history books, they have lost their significance as a place. In a National Heritage Area, there is an expectation that heritage resources remain intact and accessible, so that the experience of visiting them provides insight into their character and meaning. In addition to the resources themselves, the experience of a Heritage Area is enhanced by interpretive facilities and programs, including museums, tours or itineraries, and other interpretive resources.



Putting the Pieces Together—Stories, Evidence, and Storytellers

In any Heritage Area, the most important resources are intangible. They are the heritage stories that bring the past and the unfamiliar present to life for the visitor. When there are physical resources that can serve as tangible connections to the story, for example the setting where a great story took place or vessels, artifacts or structures that played a part in the story, they can enrich and support the details of the story. There is also an important role for the region's storytellers, for example, museums, interpretive facilities or displays, vessel operators, and educators that make the connections between stories, the context of different times and places, and the evidence. Taken together, the combination of physical resources, effective storytellers, and compelling stories can transform the experience and understanding of a place, event, or culture.



For the Washington State National Maritime Heritage Area, there are both unusual challenges and rewards to bringing the heritage resources to life for visitors. The proposed region is large, and the simple fact that many of the most compelling stories took place on the water or on relatively inaccessible coastline can make it difficult to tie places and stories together. Shorelines are also some of the most dynamic places in our communities—in demand for nearly every type of land use from maritime to industrial to commercial and residential.

Almost anywhere that a boat could be safely harbored, our saltwater coasts have been the sites of constant reinvention and redevelopment to take advantage of changing technologies and economies. Still, the diversity and complexity of the region supports many options for itineraries, interpretive trails, water-based experiences, opportunities to visit contemporary communities and protected landscapes that recall the character of past times. And, while community waterfronts have been the setting for constant reinvention and change, there is still a surprisingly rich historic fabric interwoven into the more modern waterfront development.



Within the proposed Heritage Area, each of the key elements of the heritage experience are in place. The stories are strong, they are supported by both diverse physical reminders of past times and a vital contemporary maritime culture, and there is a high quality



network of storytellers to interpret different aspects of the heritage experience. Washington's coastline is an authentic place, where people continue to be connected to the water for their livelihoods and quality of life. Authentic places make for authentic stories and experiences to be valued and shared.

The Stories of a Region—Overview and National Importance

Washington State's maritime coast has been the setting for unique and compelling chapters of our national story. Like all such stories, they begin with the landscape—in this case a complex intermingling of coastline and saltwater—and develop in layers as successive cultures adapt to a unique setting and their own time and circumstances. The underlying geography of Puget Sound, the largest fjord system in the lower 48, the Strait of Juan de Fuca, and the northern section of Washington's Pacific coast was glacial in origin. As the ice disappeared, the region was quickly inhabited. For thousands of years the region's marine resources have supported the development of diverse maritime cultures of peoples and places connected by water.

From the perspectives of different times and peoples, what is now the Washington coast has been many different things. Native American peoples found a place abundant with the resources necessary for a rich material and cultural life. Salmon, marine fish, and shellfish provided a reliable food source, while the moderate and moist coastal climate supported forests of western red cedar, Sitka spruce, Douglas fir, hemlock and other plant and animal products that provided the raw materials for a unique material culture. The pre-contact period of life on Washington's Coast was neither simple nor static. Native American peoples developed better and better technologies to adapt to the unique opportunities of the coast. There was change and conflict as different cultural groups expanded their territories, and others were displaced.

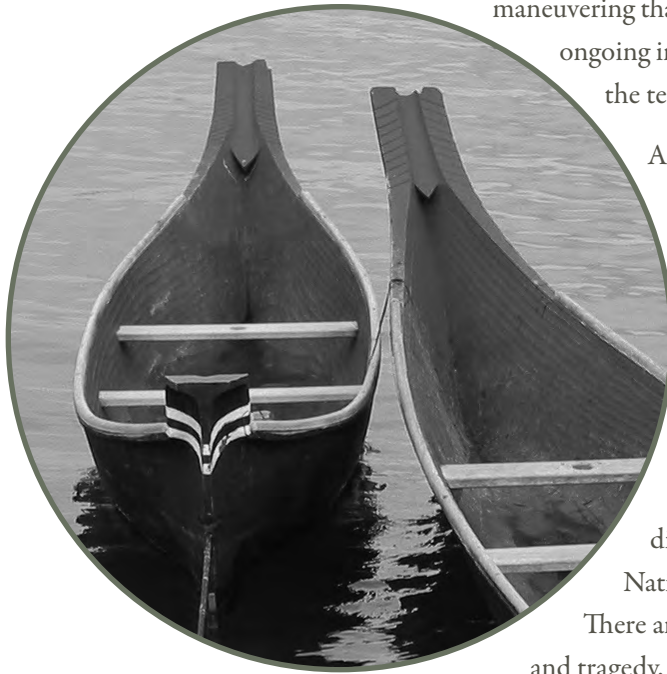
From the perspective of the first European visitors to Washington's coast this was a new land, filled with commercial and geopolitical opportunities. Was the Strait of Juan de Fuca the entry to a Northwest Passage? Could the journey from Europe or America's East Coast to Asia be made without rounding one of the southern Capes? What nation would control export of the Pacific Northwest's abundant otter, seal, and other pelts to China, the eastern seaboard, and Europe? What nation would successfully claim the region and its rich timber and marine resources for settlement and development? It's hard to imagine that early seafarers didn't look at the

From the perspectives of different times and peoples, what is now the Washington coast has been many different things.



tall straight trees covering the coastal hills and, with the eyes of mariners, see forests of masts waiting to be hung with sails.

While the northwest passage was never discovered, the economic potential of the northwest certainly was, and territorial claims to the Pacific Northwest were made by the Spanish, English, Russians and Americans. In many cases, the territorial disputes were part of global geopolitical maneuvering that was as much about setting precedents for ongoing imperial expansion as it was about specific claims to the territory.



As non-natives began to settle the Pacific Northwest, communities were founded on the shorelines, taking advantage of the same conditions that made shorelines so attractive for Native American villages and seasonal camps. The initial contacts between European explorers and the region's first peoples were characterized by interactions similar to other parts of the nation, but in the context of a different era and with different expectations for the relationship between Native Americans, federal and state governments.

There are stories of friendship and cooperation, conflict and tragedy, promises made and often broken. At the same time, the relatively late settlement of what would become Washington State, combined with the complexity of the terrain and the strength of Native American cultural groups, led to an unusual number of tribes being recognized in treaties and retaining at least a portion of their ancestral lands.

Early non-native settlements generally were founded to harvest, process, and export the region's natural resources, primarily timber. Settlements grew into true communities relatively rapidly, with diverse economies, government and cultural institutions, and regional networks of trade and transportation. For nearly a century after the earliest settlements, water routes remained at least as important for regional transportation as land routes. Travel by water throughout much of the region was shorter, faster, and less arduous than the corresponding land journey. Maritime related industry, whether shipping, fishing, shipbuilding, or dock work, also remained one of the foundations of the regional economy.

The development of effective railroad connections to the east coast, a gateway relationship to Alaska, and regular trading partnerships with the Pacific Rim, contributed to the growth of the area as an independent metropolitan region with less reliance on export of natural resources, and a greater role as a self-sufficient economic area and trading hub.



While it simplifies the richness of the region’s maritime story somewhat, the maritime heritage stories can be thought of as developing in four major periods: Native American Inhabitation, European and Euro-American Exploration and Territorial Expansion, Growth and Development of the Region, and Contemporary Maritime Culture. Each of these major periods is represented within the proposed Heritage Area, and an experience of the Heritage Area will provide an excellent understanding of the way that these different eras interacted and contributed to the character of the region.

NATIVE AMERICAN INHABITATION

In the first peoples’ oldest stories— taking place in the time before people, plants and animals had been given their final forms— Puget Sound and the Strait of Juan de Fuca were carved out and connected to the Pacific by the travels of the transformer, who shaped the land and the waters. This connected saltwater passage from the rough waters of the Pacific to the protected Puget Sound estuary has defined the inhabitation of the region. In a rugged land where overland travel was difficult, saltwater trails were the first highways and byways, and the source of food and livelihood.

The beginning of the region’s maritime’s heritage is the story of a relationship—the relationship between people and the marine waters that supported them. The story begins thousands of years ago, in a land newly discovered as glacial ice receded and revealed a place that would soon become rich with the food, fiber and medicinal resources to support complex and successful Native American cultures.

The first peoples may have arrived in North America long before the final retreat of the glaciers, settling first in the warmer areas to the south then moving north as glaciers receded, or they may have arrived near the end of the last ice age when the landscape was recovering from the long cold period. It is unlikely that the story of the first human arrival and inhabitation of the region will ever be known in detail. However it was that people arrived in the region, they have been here since immediately after the glaciers receded. One of the Heritage Area’s most significant archeological sites, the Manis Mastodon site, revealed fossils of a mastodon buried along the coast of the Strait of Juan de Fuca over 12,000 years ago, and evidence of a



spear tip found in one of the mastodon's ribs suggests that people and animals were inhabiting the region just as the glacial ice was first retreating northward.

Over the thousands of years that native American people flourished along what is now Washington's coastline, they adapted marvelously to their place. Abundant salmon runs allowed the development of permanent village sites. Technologies for harvest and travel on the region's saltwater were developed and refined, with specialized canoes for inland waters and rough ocean seas, short trips and long, fishing and travel. Canoe paddles were shaped to slice the water silently and release water smoothly.

Salmon net systems, halibut hooks, and even the strategies and technologies to hunt the large baleen whales of the coast were first invented then refined through generations of attention and improvement.



Most coastal peoples lived in permanent villages at the edge of the water. Structures were mostly plank houses built of cedar. In the spring, summer, and fall—as fish returned to rivers and streams, berries ripened, upland animals were available for hunting, camas bulbs matured, and travel was easy to maintain trade and community relationships—first peoples traveled widely. Many locations were used as traditional summer camps, and much of the landscape was visited for harvest. In winter, when rain made it uncomfortable to spend time outside and winter storms made canoe travel more difficult, most native cultures in the region spent time in permanent villages. Winter was cultural time when stories, dances, and art maintained and renewed community traditions.

Pacific Northwest Native American traditions included well-developed maritime practices and technologies. Fish, shellfish, seaweeds, marine mammals, and octopus were diet staples. Shells, furs, baleen, bones, fish skin and any other usable parts were incorporated into tools, clothing, and art. Canoes were made in many specialized shapes and sizes, and often incorporated sails.

Native American peoples of the heritage region were as much people of the sea as of the land. All of the maritime heritage stories of the region begin here, and contemporary Native Americans remain connected to the continuous maritime traditions of their cultures.

National Importance of the Story

The first peoples of Puget Sound and extending to the mid-Pacific coast are primarily affiliated with the Coast Salish cultural group, which also extends north along both sides of the Georgia Strait into British Columbia. Along the Pacific Coast the Makah are more closely affiliated with



first peoples on the southwest tip of British Columbia than the Coast Salish, and the Quileute speak their own dialect of the Chimakum language. The proposed Heritage Area includes the primary homelands of each of these cultures in the United States.

The combination of the region's unique and rugged geography with the relatively late history of contact with Washington's Native American nations led to a large number of tribes that retained their sovereignty and have persisted as coherent cultures and sovereign governments to contemporary times. Although challenged by the tragic consequences of disease, resettlement, and policies that discouraged the continuity of traditional languages and cultural practices, the region's first peoples have maintained important elements of their cultures and family relationships, which form the basis for ongoing cultural renewal. In and nearby the proposed National Maritime Heritage Area, there are nineteen sovereign tribal governments, each reflecting the unique history and culture of their relationship to the region's coast and maritime resources.

EUROPEAN AND EURO-AMERICAN EXPLORATION

The early exploration of the region by sea is one of the dramatic chapters of the maritime story of the proposed Heritage Area. Contact with European and American explorers permanently changed the character and development of Native American cultures, and the particular history of territorial claims set the course for the future settlement of Washington as American territory.

The first seafarers to reach the region's shores were almost certainly from Asia, carried by storms and currents across the Pacific. Fragmentary traditions from both Native American peoples and in China tell of travelers who found new and unexpected lands. A few apparently survived a return voyage and shared the stories of their discoveries. While these encounters likely enriched the sense of the world for both the travelers and the Native American peoples they met, they didn't lead to a frequent or intentional relationship. That kind of relationship would instead be developed over a period of several centuries as European explorers, avid to discover new territorial and trade possibilities, began with a few periodic visits to the northwest coast, and then established the permanent settlements that would become the foundation for Euro-American settlement of the region.

The first sighting of the region's Pacific Coast by a European was likely on Sir Francis Drake's voyage of 1577-1580. It is unclear how far north the Golden Hind ultimately traveled, although it is possible that the voyage reached as far north as today's southeast Alaska before turning south again and crossing the Pacific. It is known that somewhere north of the northernmost extent of Spanish exploration at the time, Drake found a harbor to repair and resupply, and claimed the territory for England as Nova Albion.

It is possible that other British or Spanish ships made voyages along the northern coast before 1600, but they did not provide documentation or have lasting effects on mapping and exploration. The one possible exception was a Spanish voyage of discovery sailing to the fabled



northwest passage. Although there are no official records of the voyage and the names of the commanders of the fleet are not recorded, the Spanish name of the Greek pilot remains. That pilot, Juan de Fuca, claims that in 1592 a small exploratory fleet discovered and spent twenty days exploring a large channel at the latitude of the current Strait of Juan de Fuca. Maps made following his return to Spain show a large inland sea at the location of the Strait of Juan de Fuca (which he called the Strait of Anian). These maps may have influenced 18th century explorers continuing the search for the northwest passage.

European activity in the region was quiet for more than 150 years, until Spain, England, Russia, and the newly independent America began active competition for the northwest and its trade resources in the late 18th and early 19th centuries.

While the earlier voyages to the region were sporadic and small parts of much grander voyages of exploration, the thirty-six years between 1774 and 1815 were characterized by intense exploration of Washington's coast and Puget Sound for territorial expansion, and the establishment of the region as a source for trade goods—primarily sea otter, beaver and seal fur.

Although both the Cook and Juan de Fuca expeditions may have made landfall in the region, the first well-documented European visit to what became Washington State was by Spanish ships near the end of the 18th century. Concerned by news of Russian exploration of what is now Alaska and northern Canada in the mid-18th century, Spain became convinced of the need to explore the section of the west coast north of their holdings in California.

In 1774, a Spanish ship captained by Juan Perez traveled up the northwest coast, continuing as far north as Nootka Sound. The next year Perez piloted an expedition led by Bruno de Hezeta and Bodega y Quadra that returned for a more careful exploration and claimed the territory for Spain. Two ships, the *Santiago* and *Sonora*, reached the Washington coast and searched for a possible location to make land. As the ships neared the outlet of the Quinault River, the *Santiago* stayed further from shore while the *Sonora* moved closer. The *Sonora* was soon greeted by several canoes and the crew exchanged trade items with members of the Quinault tribe. The next day, a small boat from the *Santiago* landed and made formal claim to the territory for Spain as *Nueva Galicia*. A second landing party from the *Sonora* followed, but was attacked by a large group of Quinault and the whole landing party killed. The Quinault took to canoes to chase the *Sonora*, which only had a crew of half a dozen left on board, but the Spanish escaped and rejoined the *Santiago*.

Not long after the voyage of the *Santiago* and *Sonora*, the British returned to the region, continuing the search for a northwest passage. Captain James Cook mapped most of the coast from California to the Bering Strait in 1778, although the expedition missed the entrance to the Strait of Juan de Fuca. At this time the Spanish also continued to improve their mapping of the region to support their territorial claims, and began more regular trips to the Washington coast.

Almost by chance, Cook became responsible for establishing the fur trade between the region and China, which had an important impact on the ultimate territorial division of the region



between Spain, Russia, Britain and the United States. Cook and his crew traded for otter furs as they prepared to leave the northwest coast, expecting to use them for themselves on the journey. Instead, they found them to be valued trade goods when they landed in Canton, and pelts became the foundation of the highly profitable trade between the region and China. Ultimately, fur trade with China would bring more British and American merchant ships to what became Washington's coastline, accelerating exploration and enhancing competing territorial interests.

By the second half of the 1780's, several British ships were trading regularly with China, and American merchants Robert Gray and John Kendall captained the first American ships to travel to the region to try their hand at the fur trade. Russian explorers and traders were also extending their reach southward, and the Spanish heard rumors that Russia might attempt to build a permanent fortification on Nootka Sound, Vancouver Island, a strategic location for establishing control over the region. In 1789, Spanish ships entered the Sound and found several British and American ships moored there, and a trading post established by the British trader John Meares. In an effort to enforce their sovereignty over potential competing claims by Britain, the Spanish seized the British ships, and established a fort of their own.

The seizure of the ships by the Spanish triggered an event that began the process for formal resolution of sovereignty over the coastal regions of the future Washington State. The combination of commercial interests and conflicting territorial ambitions led to treaty negotiations between the Spanish and English, with the English eventually winning recognition that Spain's territorial claims were invalid without accompanying occupation and settlement of the region. The British and Spanish agreed that Nootka Sound would be a neutral port, open for ships from both nations.

During the resolution of the crisis, Spain established the first European settlement on Washington's coast, building Fort Nunez Gaona in Neah Bay at the entry to the Strait of Juan de Fuca. Britain objected to the settlement, and while the relationship between the Spanish and the Makah people was generally friendly, the oral tradition of the tribe suggests that at times the Spanish were glad to be living behind fortifications. The fort was soon abandoned, although



Selected Museums, Heritage Education, and Interpretive Centers

Aberdeen Museum of History

The largest community on Grays Harbor, the Aberdeen History Museum tells the story of the major timber and port cities that line the shoreline of the largest harbor on Washington's Pacific coast.

Bainbridge Island Historical Museum

Bainbridge Island's historic maritime heritage is interpreted here, including the story of the Hall Brothers Shipbuilders—one of the most significant ship construction facilities on the west coast.

Bellingham International Maritime Museum

Focused on the broad story of Puget Sound maritime heritage, the museum emphasizes the story of boat and shipbuilders, and the relationship between northern Puget Sound, British Columbia, and Alaska.

Center for Wooden Boats

More workshop and outdoor classroom than museum, the Center for Wooden Boats hosts boatbuilding workshops and demonstrations, and maintains a fleet of wooden boats for public display and use.

Coast Guard Museum Northwest

Displays cover the entire history of the Coast Guard in the Pacific Northwest, from the original presence of the Revenue Service to modern Coast Guard operations.

Gig Harbor Boatshop at the Historic Eddon Boat Building

Preserves an excellent example of the types of small family-owned boatshops that once were the centerpieces of waterfront life for many of the region's small saltwater communities.

Harbor Historical Seaport

Maintains and sails two reproduction tall ships—the Lady Washington and Hawaiian Chieftain. The original Lady Washington was the first American ship to visit what is now Washington State. The reproduction is the Official Ship of the State of Washington.

Harbor History Museum

Gig Harbor is an excellent example of the way that smaller Puget Sound communities developed around their maritime resources. The Harbor History Museum includes a variety of displays focused on Gig Harbor's maritime history.

Hydroplane & Raceboat Museum

The nation's only museum dedicated to powerboat racing, exhibits include a historical overview of hydroplane development and prominent drivers, as well as an extensive research library.

Island County Historical Museum

Located in one of Washington State's oldest communities, and surrounded by Ebey's Landing National Historical Reserve, the Island County Historical Museum interprets Whidbey Island's history, including the island's Native American stories.

Jefferson County Historical Museum

Located in Port Townsend, one of the Heritage Area's most distinctive historic communities, the museum focuses on maritime heritage between first contact between native peoples and the city's Victorian heyday.

Kitsap County Museum

Interprets the maritime stories of Kitsap County, including local fishing fleets, the Mosquito Fleet, and the area's naval maritime heritage.

Port Townsend Public Library Maritime Resource Center

An extensive research collection including a wide variety of maritime topics.

Makah Cultural and Research Center

Displays an extensive collection of artifacts from the Ozette archaeological site, one of the most important sources of Native American cultural artifacts from before significant European contact.



Museum at the Carnegie

Port Angeles is the largest port city on the Strait of Juan de Fuca. The Museum at the Carnegie includes exhibits on the region's maritime history, Native American cultures, and early non-native settlement.

Museum of History & Industry

Along with other topics, interprets the state's maritime heritage from Native American times through the mid-twentieth century. The museum is currently planning for major expansion which includes a prominent maritime history area of the museum.

Naval Undersea Museum

This unique facility interprets the nationwide story of naval undersea technology and operations.

Nordic Heritage Museum

Focuses on the role of Scandinavian immigrants to Washington's coast, especially in the fishing industry.

Northwest Maritime Center

This new facility in Port Townsend celebrates all aspects of being on the water, focusing on a partnership with the Wooden Boat Foundation to provide hands-on boatbuilding and boating experiences.

Northwest School of Wooden Boatbuilding

Offers an extensive hands-on program of boatbuilding education and maritime craftsmanship.

Northwest Seaport Maritime Heritage Center

*Maintains and displays historic vessels including the tugboat *Arthur Foss* and historic lightship *Swiftsure*,*

Puget Sound Maritime Historical Society Museum

Features an extensive collection of photos, documents, ship models, and displays focused on the maritime history of Puget Sound.

Puget Sound Naval Museum

An official U.S. Navy museum, this newly renovated facility interprets the history of the Puget Sound Naval Shipyard as well as other U.S. Navy history.

Semiahmoo Park Maritime Museum

Focuses on the history and impacts of fish canneries in the region.

Squaxin Island Tribe Museum Library and Research Center

Interprets Squaxin Island Tribe's culture and history at the southern tip of Puget sound.

Suquamish Museum/Old Man House Park

Tribal museum that interprets Native American canoe travel, traditional fishing and gathering on Puget Sound.

Westport Maritime Museum

Located at the mouth of Grays Harbor in a historic lifesaving station, this facility interprets the historic Coast Guard, lighthouse, and lifesaving station for the entry to Grays Harbor.

White River Valley Museum

Includes an extensive collection of Muckleshoot Tribe canoes and other maritime-related cultural artifacts.

Working Waterfront Maritime Museum

Housed in a historic freight warehouse in one of Puget Sound's principal port cities, this museum interprets the history of the harbor and maritime-related skills and industries of historic Tacoma.



Spain's original claims to sovereignty of the area became a basis for the United States' claim to the region following completion of a treaty between the two countries in 1819.

In the 1790's both Spain and England continued their exploration of the region, including Captain George Vancouver's extensive journey through Puget Sound. At the same time that Spain and England were exploring the region with representatives of their national navies, American merchants were taking advantage of the lucrative trade opportunities. By 1801, sixteen American ships regularly traded fur from the Pacific Northwest to China and shortly after extended to the Pacific Islands.

By the early 1800's the Hudson's Bay Company was established on the Columbia River, and the Lewis and Clark expedition had made their way to the Pacific Coast overland. Separate treaties between the United States and Spain and the United States and Britain ceded Spain's claims to the region, and established joint occupation of the territory extending north from California to the northern tip of Vancouver Island. The first non-native settlement on Puget Sound was established in 1833 at Fort Nisqually, at the south end of the Sound. This settlement and the nearby settlements of Tumwater and Olympia may have been the last communities in the proposed Heritage Area that were settled by overland travel. With the Treaty of Oregon in 1846, England ceded its claims to the territory north of California and south of the 49th parallel to the United States and the region was poised for an expansion of non-native settlements, mostly on the protected shores of Puget Sound, the Strait of Juan de Fuca, and Grays Harbor. Treaty negotiations with the region's Native American inhabitants began in the mid-1850's, and by the completion of the Pig War between the United States and Britain over ownership of the San Juan Islands in 1871, the general outlines of United States governance of the area that became Washington State had been resolved.

National Importance of the Story

The proposed heritage region plays a small role in some of the earliest and most important European voyages of discovery. More interesting is the region's location as the confluence between the territorial interests of Spain, England, Russia and the United States. Relatively minor changes in the outcome of events—either in the region itself or elsewhere as global geopolitical negotiations were played out in Europe and beyond—could have resulted in a very different outcome for the ultimate sovereignty of the Pacific Northwest. President James Polk's campaign slogan of "54-40 or fight!" is a reminder of the intense national interest in the ultimate resolution of the boundary between the United States and Canada. The detailed maritime history of British, Spanish, and American exploration and trade along what are now Washington State's shorelines was critical to the resolution of the countries' competing claims, and for fixing the border at the 49th parallel. San Juan Island National Historic Park, including the units of English Camp and American Camp, are National Historic Landmarks recognizing this chapter in American history.



The experience of this period from the perspective of the region's native peoples is not well-documented, but it must have been a time of devastating change as waves of disease moved through the native populations. Evidence indicates that the first outbreak was likely as early as the 1770's, and that different pandemics swept through the region for almost a century. Later episodes of illness are documented by early non-native settlers, who describe entire villages being wiped out. Estimates of mortality differ widely, but in some estimates the number of Native Americans at the end of this period is only ten percent of the estimated population prior to initial contact by Europeans. At the same time, the early trade with European fur traders also enriched coastal tribes and added important new resources to their physical culture. While Native American peoples today are strong and dynamic contributors to the region, they remain profoundly impacted by the losses sustained in this era.

The early entry into the region by American fur traders also created a historical relationship between the region and established ports in the Northeast where the ships were built, fitted, and financed. Early trade established the proposed Heritage Area as an exporting region, and the descriptions of the coastal landscape by early explorers was instrumental in attracting settlers once access and territorial questions were resolved.



BUILDING A REGION – SETTLEMENT, DEVELOPMENT, DISPLACEMENT IN A PLACE CONNECTED BY WATER

As the region developed, the maritime connections between communities and resource areas were critical to the path of settlement and growth. The region faced the challenges of developing an economic base, establishing a regular federal presence and systems of governance as United States territory, resolving questions of land ownership with remaining Native American tribes, and creating civic institutions and infrastructure.

As the region's economic base developed it was initially based on either timber products shipped by sea, or marine products including canned salmon, clams, and even live oysters. Between 1850 and 1879 more than a million pounds of Olympia Oysters per year were shipped from Washington to San Francisco. The primary export industries also began to support secondary local producers of the goods and services necessary to maintain growing communities.

The United States quickly moved to establish a federal presence regulating shipping and commerce in the newly acquired region. An early incident included the 1850 seizure of the British vessel Albion in Discovery Bay on the Strait of Juan de Fuca, whose crew was harvesting timbers to be sold for spars.



With the growth of shipping traffic, navigation and lifesaving also become increasingly important. The stretch of coastline including the Pacific coast of the proposed Heritage Area, and extending north to the northern tip of Vancouver Island and south to Tillamook Bay in Oregon, is often called the “graveyard of the Pacific.” Hundreds of vessels have been lost here over the years due to dangerous sites, such as the Columbia Bar, the entry to Grays Harbor, and the entry to the Strait of Juan de Fuca at Cape Flattery. The first lighthouse in the proposed

heritage region was built at Cape Flattery on Tatoosh Island in 1857. In following years the region would be studded with more lighthouses, and the Pacific coast would become the home to several lifesaving stations dedicated to assisting vessels in need.



A series of treaties signed with the region’s Native American tribes in the mid-1850’s remain the primary documents for the majority of contemporary reservation lands in western Washington. While not without controversy and continued conflict, the treaties designate significant portions of western Washington for permanent tribal sovereignty. As important as the land claims, the treaties also grant continued access to marine resources for harvest including shellfish, salmon, and in the case of the Makah Tribe, whales. This treaty language has allowed the region’s first peoples to maintain important economic and cultural ties to northwest marine resources.

The region’s communities were dependent on water access, and the uniquely protected shores of Puget Sound, the great bay of the Pacific Northwest, offered quiet waters and safety from storms. Settlement focused primarily on Puget Sound, and to a lesser extent on the shorelines of the Strait of Juan de Fuca. The more exposed shores of the Pacific coast remain sparsely settled even today, with the largest communities on Grays Harbor. While the first few settlements on Puget Sound relied on overland connections to Fort Vancouver on the Columbia River, the next wave of settlement was by boat. Often coming north from San Francisco or Portland, new arrivals traveled by schooner or hired Native American guides and canoes to find likely places for homesites or townsites.

A few of the early townsites focused on agricultural development, but most were founded to harvest and export the region’s timber or marine resources. Mill towns were established at nearly every deep inlet in Puget Sound and along the Strait. Developing California cities and the mines of the 1849 California gold rush had a voracious appetite for timber, and the unique coastal geography of the Sound and Strait made Washington’s shoreline the easiest place for harvest and shipping.



Early American presence in Washington occurred in a period when markets for the type of natural resources that Washington offered in abundance were well-developed and trading networks well-established. Rather than developing as a self-sufficient agricultural area, Washington was an exporter of raw materials—making an efficient shipping industry the central component of settlement and development. Demand partly from the urbanizing area of Portland, but mostly from the established metropolises of San Francisco and Los Angeles, drove the development of Washington’s communities in the latter half of the 19th century.

As overland transportation routes developed within the region, economies of scale supported the development of larger port and mill towns, and many smaller mills closed their doors. Seattle, Tacoma, Everett, Bellingham, Port Angeles, Aberdeen and Hoquiam developed into busy port cities. As transcontinental railroads arrived in the region at Tacoma and Seattle, the role of the region’s ports also shifted from facilities focused on export of local resources to transfer points for the global distribution of trade goods. European exports traveled by ship to East Coast harbors, and joined products from the Northeast and Midwest of the United States on trains to a Pacific Northwest port, then by ship to Asia. Asian goods filled empty cargo holds and reversed the journey.

The protected waters of Puget Sound remained critical for local transportation, even as road and rail connections continued to improve in western Washington. From the 1850’s to the 1950’s, thousands of steamers swarmed between Puget Sound communities carrying everything that local residents needed and providing much-needed transport to the larger cities around the Sound. This privately-operated “mosquito fleet” covered the Sound with hundreds of stops all along the shoreline. For many places mosquito fleet boats like the National Historic Landmark *Virginia V*, now operating out of Seattle, were the only reliable connection to supplies and markets. Passengers often shared the journey with livestock, mail bags, produce, and building materials.

During this period the fishing industry also grew and changed. Many communities in the proposed Heritage Area were home to small fishing fleets working Puget Sound and the Pacific. As the relationships between the region and Alaska strengthened and the Alaska fishery grew in commercial importance, the Pacific Northwest became a home base for the Alaska fishing fleet, and the annual rhythm of boats leaving for the Alaska season then returning for rest and repair became an important part of the regional lifestyle for coastal communities, and remains so to the present day.

Naval development and shoreline defense both played an important role in the developing region’s maritime heritage. The need for a naval repair facility in the Northwest led to the founding of the town of Bremerton and development of the Puget Sound Naval Shipyard, now a National Historic Landmark, in 1891. Still one of the most significant repair and construction facilities on the west coast, the shipyard has repaired, refitted or built thousands of ships for the naval fleet, and has been at least the temporary home for many of the U.S. Navy’s most



significant vessels. Coastal spotting stations and fortifications were also developed throughout the region to protect Puget Sound from attack by water, and many of these facilities remain as historic places managed and interpreted as Washington State Parks.

National Importance of the Story

The story of this era in the proposed Heritage Area is the interweaving of maritime activities into the daily life of community and commerce. Shipping by boat, travel by boat, harvest from the sea and shoreline, and recreation on the water become an integral part of life. Local residents might take a mosquito fleet, Black Ball Line, or public ferry to work at the Puget Sound Naval Shipyards, then go salmon fishing with friends and family on the weekend. Middle-class businessmen from Seattle might spend a month-long vacation with their families at one of the dozens of shoreline cabin resorts, whiling away the days fishing for their dinner. Tug boat captains, marine pilots, crane operators at local ports, Coast Guard officers, and all of the other varied members of the maritime trades are part of each community.

Significant maritime-related events are certainly part of the story in this era. The Klondike Gold Rush and the subsequent relationship between the Pacific Northwest and Alaska, the role of the Pacific Northwest naval facilities service men and women in each of the World Wars are defining moments of national importance. They take place within a context of a region defined by its relationship with saltwater activity and commerce, here, in the Pacific Northwest.



CONTEMPORARY MARITIME CULTURE

The proposed National Maritime Heritage Area is not only about Washington's maritime past. It is just as much about the present and future of our region's relationship to its saltwater resources. During a typical afternoon on the Seattle waterfront, ferries crisscross to destinations north and south, freighters dock at the gantry cranes of container piers or the tall towers of grain elevators, cruise ships head outbound for Alaska through the Inside Passage, tugs tow barges who knows where, and all through the bustling commercial and passenger traffic sailboats follow the wind, weaving between the giants.

Further south, the piers of the Port of Tacoma are busy with freight traffic, and small boats out of marinas from Gig Harbor to Poulsbo are exploring the sound, searching for fish, challenge or fun. Further north boats from the Alaska fishing fleet, harbored in the protected waters of Salmon Bay or other winter anchorage, may be heading north for a salmon opening. One of the naval ships from the Everett Homeport or repaired at Bremerton's Naval Shipyards may



be heading out for a mission far from U.S. waters. In protected bays shellfish farmers check their oysters, mussels, and clams for harvest, maintaining the tradition of commercial shellfish operations that helped build many seaside communities. Today, Washington State is the nation's largest producer of farmed shellfish. On Hood Canal, lucky beachcombers may spot a Trident submarine returning, its massive bulk cutting through the water, all hands on deck in dress uniform, coming home.

Loading in Bellingham, an Alaska State Ferry prepares for the journey north, continuing the century-old relationship between Washington and Alaska. Gunkholing sailboats fill every nook and cranny in the San Juans, some beginning their own journey north through the Inside Passage, one of the world's great recreational boating trips.

During the season, the Strait of Juan de Fuca is filled with small fishing boats, seeking out the perfect place to drop their lines for salmon or halibut. Whether their destination is Port Angeles, Seattle, Tacoma, Everett, Vancouver or one of the region's smaller ports, the big cargo vessels also all use the strait as the connection from ocean to sound. The freight traffic is heavy here, and smaller boats keep a sharp eye on the shipping lanes.

Native American tribes maintain their continuous connection to the region's marine resources and their maritime traditions. In the last generation, the Pacific Northwest canoe culture has been revitalized with annual Tribal Journeys—intertribal canoe events that bring coastal tribes from throughout the Pacific Northwest together for multi-day canoe trips and celebrations of canoe culture. These events are renewing strong relationships between the tribes, and are especially valued for the positive impact they have had on the younger generations of participating tribes. Tribes continue to work the water—harvesting salmon, shellfish, and other marine resources. First Peoples have also generously shared some of their cultural values with non-tribal communities, including non-native communities in some traditional ceremonies like the welcoming of the first returning salmon. These celebrations have become opportunities to celebrate the values held in common by Native American cultures and the non-native cultures that have developed in the landscape that is shared between the region's First Peoples and its newer residents.

Not as easily seen, but just as important to the vitality of Washington's maritime culture, is the ongoing work of the marine industry. Students at the Seattle Maritime Academy train for careers at sea, shipbuilders build and repair vessels for use around the world, longshoremen work the docks. Our maritime past and present has been primarily shaped by the marine economy,

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and today's maritime industry sets the stage for a continuing vital role for our waterfronts in the future of the state's economic success.

National Significance of the story

As they have for thousands of years, the Pacific Ocean, the Strait of Juan de Fuca, and Puget Sound continue to have a profound influence on the cultures that have grown on their shores. Coastal communities that were founded and developed because of access to water continue to rely on, and celebrate, their maritime resources and heritage. Today, maritime commerce remains a strong contributor to the region's vitality; however, there is also growing awareness of the threats to the health of the region's marine ecosystems and the value of historical ties to marine resources. Efforts to restore salmon stocks, water quality and marine habitat are broadly inclusive, emphasizing that commercial, cultural, and environmental communities all have a shared interest in the health of the region's marine waters.



Potential Interpretive Themes for the National Maritime Heritage Area

Themes for the proposed Heritage Area help to organize the presentation of the region's stories. They can be used to support the organization of interpretive materials, to group destinations for theme-based itineraries, and to identify where there are strengths and weaknesses in telling the region's stories. Most importantly, they help to provide a structure for visitors to understand the different aspects of the region's maritime heritage, and understand it in the context of the diverse information and experiences available.

Final themes for the Heritage Area will be developed in the management planning process, with the help of partners and community stakeholders. These potential themes are illustrative of one potential approach for telling the region's stories.

Theme 1 – Canoe Cultures

For thousands of years Washington State's Native American tribes built their cultures on saltwater shores. Canoes, crafted from cedar trees for a wide range of uses and types of water, were vehicles for maintaining family connections, harvesting marine resources, and trade. This type of saltwater canoe culture is unique in the United States.

Like many practical items created for everyday use, canoes, paddles, fishing implements, and other items of maritime material culture had significant cultural importance. Today, renewed tribal participation in canoe journeys is revitalizing the Pacific Northwest canoe culture, and strengthening bonds between generations and tribes.

Subthemes

- Canoe construction
- Types of canoes
- Cultural significance of canoes
- Decorative traditions
- Traditional canoe routes
- Canoe-based fishing and whaling
- Paddle to Seattle and Tribal Journeys

Key Facilities/Experiences

- Tribal journeys
- Makah Cultural and Research Center
- Squaxin Island Museum Library and Research Center
- Suquamish Museum and Cultural Center
- Tribal Journeys Canoes
- Center for Wooden Boats
- Washington State Ferries



Theme 2 – Voyages of Discovery

Seeking to expand territories and trade, European ships of discovery visited the Washington Coast and alternately claimed Washington for Spain and England.

These voyages mapped what would become Washington's coasts—including the Pacific Ocean, Strait of Juan de Fuca, and Puget Sound, and formed the basis for establishing the nation's northwestern boundaries, and later, early settlement.

This era included stories of territorial conflict between European nations and the fledgling United States, and the future relationship between Native American inhabitants of the region and non-native settlers.

Subthemes

- Timeline—two centuries from terra incognita to recognition as a territory of the United States.
- Competition between European seafaring nations
- Territorial expansion of the United States
- Initial contacts with Native Americans
- Early trade with Asia

Key Facilities/Experiences

- *Lady Washington*, Official Ship of the State of Washington
- Museum of History and Industry
- Spanish Settlement Memorial at Neah Bay
- Nicolai memorial

Theme 3 – Trade and Commerce

Trade has been central to the coastal way of life for thousands of years, and the goods that were traded were carried by boat. Native American inhabitants would routinely travel hundreds of miles by canoe to trade. As first European and then American mariners arrived, the fur trade with Asia would become the economic activity that attracted interest in the area. Non-native settlement was based on opportunities to ship timber, lumber, and seafood to the growing cities of Portland, San Francisco, and Los Angeles. As the region has grown so has marine trade, and today the region's ports transfer millions of tons of cargo annually.

Subthemes

- Native American trading routes and trade goods
- The role of the fur trade in attracting non-native interest in the Pacific Northwest, relationships between the region's first peoples, European, and American traders.
- Building for trade—early non-native communities and the lumber and seafood trade
- The mosquito fleet, Black Ball and Alaska Steamship Co. fleets—transporting people and goods
- Gateway to Alaska
- Arrival of the railroads and the developing role as a transfer point for goods bound to and from a global market
- Contemporary ports and international trade

Key Facilities/Experiences

- Port Gamble
- Port Townsend
- Klondike Gold Rush NHP
- Foss Waterway Seaport
- Major regional ports



Theme 4 – Water Highways

Western Washington's uplands are rugged and difficult to traverse. From the region's earliest inhabitation the easiest and most direct travel routes were by boat. Beginning with canoe routes and continuing to today's ferry fleet, the waters of Puget Sound and the Strait of Juan de Fuca were the region's first highways and remain critical transportation routes today.

Subthemes

- Canoe routes to ferry routes
- The mosquito fleet and the evolution of ferry travel
- The Black Ball fleet and the origins of the Washington State Ferries

Key Facilities/Experiences

- Tribal Journeys
- The *Virginia V*
- Washington State Ferry System
- Black Ball Ferry
- The *Kalakala*

Theme 5 – Protecting Our Shores /Building the Fleet

Western Washington has been a strategic military location since the early days as an American territory. Ports and boat building facilities supported naval activities in the Pacific, and the region has also been considered a potential target of naval attack. Shipyards, navy bases, and coastal fortifications have been an integral part of Western Washington communities, and supported fleet activities throughout the world.

Subthemes

- The revenue service and early military presence
- Strategic importance of the North Pacific
- Military shipbuilding
- Protecting Puget Sound

Key Facilities/Experiences

- Puget Sound Naval Shipyard National Historic Landmark
- Puget Sound Naval Museum
- Naval Undersea Museum
- USS Turner Joy
- Fort Worden National Historic Landmark, Fort Flagler National Historic District, and Fort Casey
- Port Townsend National Historic Landmark District (early location for the Customs House and official Port of Entry)



Theme 6 – Harvest from the Sea

Western Washington’s marine fisheries have been the basis for subsistence and market fishing. The local fisheries of the Heritage Area have built not just economies but communities, with commercial fishing an important way of life for coastal towns. Aspects of our marine fisheries including the Pacific Salmon fishery, the relationship to Alaska, and Native American whaling traditions are unique to the region and nationally distinctive.

Subthemes

- Native American inhabitants of the region relied on marine resources for food, fiber, and medicine. The battle over rights to contemporary fisheries remains a landmark in treaty relations and sovereignty for the region’s tribes.
- Exporting abundance—salmon, oysters, and other seafood were the basis of early economies, both for local markets and for export.
- A way of life—the culture, rhythms, and folkways of community based fishing.
- The Alaska Fleet—homeport for the northern Pacific fishery.
- The biggest quarry—whaling from canoes, tall ships, and diesel-powered harpoon boats.
- Restoring our heritage of abundance—contemporary efforts to maintain and restore salmon populations and the health of the region’s marine ecosystems.

Key Facilities/Experiences

- Tribal museums and cultural centers/
public first salmon celebrations
- Gig Harbor Netshed Museum
- Fishermen’s Terminal at Salmon Bay

Theme 7 – Communities Shaped by Water

Most communities in the Heritage Area were founded around the water, and their community life was built around the docks. The impact of maritime activities in communities can be seen in their historic structures, urban fabric, and contemporary waterfronts. These communities are special places because they are places by the water, and their residents value the relationship with the community’s waterfront.

Subthemes

- Historic waterfront industry—mills, canneries, shipyards, wharves, and other water-dependent land uses were the earliest foundation for most community economies.
- Living on land, working the sea—Many of the most influential citizens of local communities worked on the sea, and their homes have become local landmarks.
- Contemporary working waterfronts—Waterfronts are some of the most dynamic economic areas in a community, and today’s working waterfronts are diverse and vital parts of contemporary communities.

Key Facilities/Experiences

- Ports and marinas
- Most communities in the region
- Port Gamble National Historic Landmark District
- Port Townsend National Historic Landmark district
- Langley National Register Historic District
- Coupeville (Ebey’s Landing National Historical Reserve)



Theme 8 – Navigation and Lifesaving

As maritime traffic in the region increased, so did the need for improved navigational aids and emergency assistance. Lighthouses, buoys, lifesaving stations, and Coast Guard vessels kept ships off the rocks and have saved thousands of lives from vessels in distress.

Subthemes

- Lighthouses and lightships of the Washington Coast & Puget Sound
- The Graveyard of the Pacific—shipwrecks, lifesaving, and navigation aids from the Columbia Bar to the Swiftsure Bank.
- Revenue Service to Coast Guard—Patrolling the Pacific, Strait, and Sound

Key Facilities/Experiences

- Coast Guard Museum Northwest
- Western Washington Lighthouses
- Lightship *Swiftsure* National Historic Landmark Vessel

Theme 9 – For the Love of the Water – Recreational Boating

The saltwater isn't just for work. For as long as people have lived here they have taken to the water for the sheer joy of it.

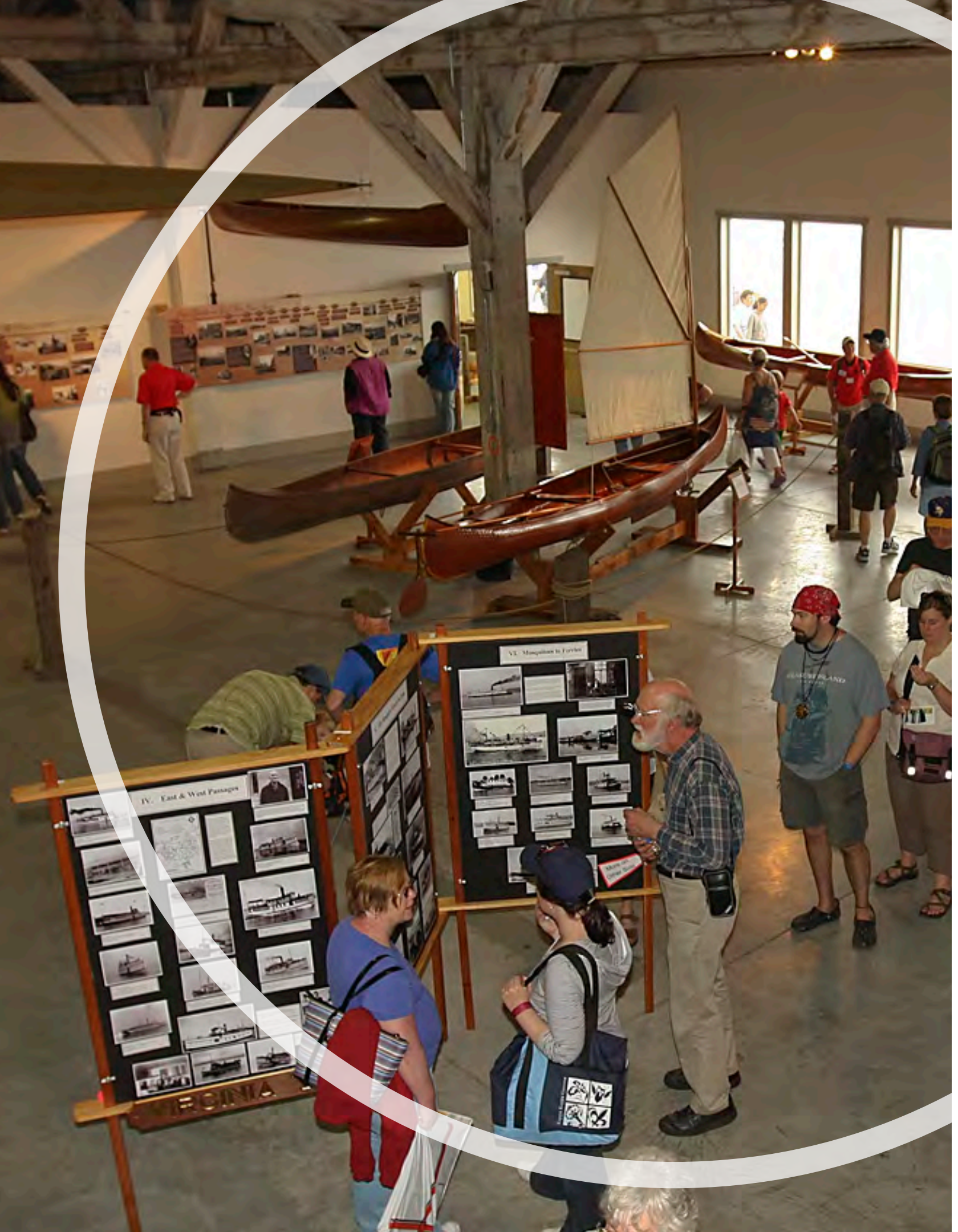
Subthemes

- Recreational fishing.
- Tour boats.
- Building and racing sailboats.
- Small craft on the big water.

Key Facilities/Experiences

- Marinas
- Boatyards





4

Heritage Resources— The Region’s Storytellers



Sharing our stories keeps them alive. The stories of the region—thematically diverse, recognizing both the common features throughout the region and the idiosyncratic differences between individual places and times—are told by a broad range of organizations and institutions focused on stewardship and interpretation. These organizations are the storytellers—places operated to celebrate, protect, and share different aspects of the region’s maritime heritage. Many museums and interpretive centers are focused on maritime heritage, while others tell a broader story of the region, which includes maritime aspects. In a place where maritime culture is so much a part of everyday life, it is nearly impossible to tell stories that don’t provide some perspective on maritime heritage.

While shorelines are locations that see nearly constant change in response to changing economic opportunities and growth, the proposed National Maritime Heritage Area remains rich with historic resources. Shorelines are some of the most dynamic places in communities, constantly reinvented to reflect changes in markets, vessels, ground transportation, freight loading and unloading technologies, and all of the ingredients of successful waterfront commerce. This constant change, that is an inherent part of community waterfronts, has resulted in the loss or significant modification of some of the historic fabric that characterized successive generations of waterfront development. However, the dynamism of the region’s maritime culture is also part of the bigger story, and there would be no contemporary maritime story to tell if communities and industry had not maintained a vital maritime presence along the shoreline.



The vessels that are such an integral part of the maritime story are also a constant challenge to maintain. Whether wrecked, retired and scrapped, replaced by newer technology, relocated to other regions, or simply lost due to the high cost of maintenance, many of the vessels that shaped the region are gone. However, any visit to the region's waterfront reveals a place that is still packed with boats in every nook and cranny— ferries, fishing fleets, sailboats, liveaboards, cargo ships, icebreakers, research vessels, drydocks repairing processing ships, and more.



However, even with the constant change associated with vibrant waterfront economies and the challenge of maintaining historic vessels, a surprising number of important and representative vessels are still afloat, open to the public and even traveling the region's waterways. And, where some resources have been lost in their original form, the region has an exceptional network of museums and other interpretive facilities to represent them.

Heritage interpretive facilities are located throughout the proposed National Maritime Heritage Area. Many of these tell focused stories of one aspect of the region's heritage or the history of one place. The power of the Heritage Area proposal is the opportunity to unite these resources together to illustrate the bigger stories of the region, and allow visitors to craft their own learning itineraries that include a variety of maritime heritage vessels, facilities and experiences.



Heritage resources are places, vessels and facilities open to the public where visitors can learn about and experience Washington's maritime heritage stories.

Heritage resources are located throughout the proposed Heritage Area, and each part of the Heritage Area would be featured in visitor information.

It is important to recognize that participation in Heritage Area programs is completely voluntary— only facilities wishing to allow access or be identified as part of the Heritage Area will be included. Heritage organizations that are currently active – those that operate museums, historic vessels, interpretive centers, and similar visitor facilities are also likely to be most active in a designated Heritage Area, especially as the Heritage Area is first established and begins operations. Over time visitor interest and the continued interest of communities to support heritage facilities could lead to the development of new interpretive opportunities.



This section provides an overview of the heritage resources in the region, rather than an exhaustive inventory. Complete consideration of the resources in the proposed Heritage Area, the roles they might play in interpreting the primary heritage themes, and potential partnerships for itineraries or other coordinated visitor experiences will be further developed in the management plan for the Heritage Area. The summary of resources focuses on nationally recognized resources, and illustrative examples of the types of heritage resources that enrich the interpretation of different aspects of the heritage story or different locations within the Heritage Area. The primary types of heritage resources and facilities include:

- **Museums and interpretive centers:**

Often operated by non-profit organizations or historic societies, some facilities focus on maritime heritage, while others feature maritime heritage as one of several subjects. Examples include the Puget Sound Navy Museum in Bremerton, the Bellingham International Maritime Museum, and the Squaxin Island Tribe's Museum, Library and Research Center.



- **Historic vessels with public access:**

Historic vessels from all eras of our maritime history are displayed and actively sail throughout the proposed Heritage Area. Visiting these vessels provides a direct connection to the people who sailed them, the history they represent, and the times they were actively plying the seas. Examples include the *U.S.S. Turner Joy* in Bremerton, the National Historic Landmark *Virginia V* in Seattle, and the National Historic Landmark *W.T. Preston* snagboat in Anacortes, and National Historic Landmark *Fireboat #1* in Tacoma, and National Historic Landmark *Adventuress* from Port Townsend.

- **Maritime education and activity centers:** Part of our living maritime heritage, these centers keep old craft skills alive and offer hands-on maritime experiences. Examples include the Northwest School of Wooden Boatbuilding in Port Hadlock, the Center for Wooden Boats' facilities on Lake Union and Camano Island, the MV *Kalakala* and programs like the Sea Scouts of Tacoma and Sound Experience, operator of the National Historic Landmark Schooner *Adventuress*.

- **Maritime events:** From small community heritage festivals to major events, annual gatherings like Tribal Journeys, Tacoma's Tall Ships festival, Gig Harbor's Blessing of the Fleet and Maritime Gig Festival, Seattle's Maritime festival, and many others give residents and visitors compelling reasons to visit the waterfront and celebrate maritime heritage.



- **Lighthouses and Locks:** People love lighthouses, and few things are as closely identified with maritime heritage as these unique structures that dot our coastlines from Grays Harbor to the northernmost San Juans. Seattle’s Chittenden locks, a similar maritime-themed facility, is a favorite destination for out-of-town visitors.
- **Ferries and Public Passenger Vessels:** A direct descendant of the Mosquito Fleet and original Black Ball Lines, the Washington State Department of Transportation operates the largest ferry fleet in the United States. A trip on a ferry offers a truly unique experience for visitors to the region. Other large passenger vessels, from the new Black Ball Ferry line out of Port Angeles to the Alaska Ferry System out of Bellingham and the growing cruise ship presence in the region, provide diverse opportunities for water-based exploration of our region and beyond.



- **Community waterfronts.** Many of the communities in the proposed Heritage Area have a strong relationship to water and waterfronts. Whether it’s Victorian captains’ homes on the bluff in Port Townsend or the Fairhaven Historic District near Bellingham, communities have stories to tell about their history and their contemporary relationships to their saltwater shorelines.
- **Public places with great maritime stories .** In some places the significant events of the past can be understood through intact artifacts and interpretation; in others there is no sign of history passing by. However, just being at the site where Vancouver’s ship anchored, or where sentries spent lonely nights watching for enemy ships during WW II, is a powerful way to experience some of the most significant events of our nation’s history. While these places may not have developed interpretive resources on site, they can still play an important role in the heritage experience if supported by media like museums, tours and itineraries, interpretive brochures, guidebooks, online resources, or other portable interpretive elements.



Nationally Recognized Heritage Resources

Heritage resources that have already achieved national recognition for their significance include several National Park units, and a variety of National Historic Landmarks that are open to the public or are publicly interpreted.

NATIONAL PARKS

There are several National Park units in and near the Heritage Area, ranging from parts of Olympic National Park, one of the most visited parks in the nation, to the small park units of English and American camps in the San Juan Islands and the recently designated Nai Yoni Memorial on Bainbridge Island. The primary interpretive partner of the proposed Heritage Area would likely be the Seattle location of the Klondike Gold Rush National Historical Park, but each unit protects and interprets resources that tell important parts of the maritime heritage story.

Olympic National Park

Primarily created to protect the old growth temperate rainforests and alpine landscapes of the central Olympic Peninsula, Olympic National Park also includes the longest publicly owned and undeveloped shoreline along the Pacific coast. Managed to protect its wilderness values, this section of the park comes as close as possible to the Pacific shore as it was when the Makah, Hoh, and Quileute tribes inhabited the region before contact with Europeans.

On a sunny summer day the coastal region is a paradise, but visitors in a winter storm (or even the typical sustained rain that supports the upland rainforest) can begin to imagine some of the challenges that first peoples had to adapt to. The tribes on the outer coast were whalers. Standing on shore, spotting the faraway spout of a gray whale in the distance, it can be humbling to imagine a small whaling crew paddling hard to meet the whale, patiently wait as it sounds, anticipate its next surfacing, then throw the harpoon—literally tying together their fates until the whale is killed or escapes.

Each of the park beaches would have been well-known to the region's first peoples, visited regularly for harvest, ceremony, or inhabitation. Most northwest coast Native American



technology was based on wood and most artifacts—even structural elements like houseposts—have been lost to weather and time. Still, sharp-eyed visitors can see durable reminders of the first peoples in petroglyphs carved into beach rocks, and imagine what life might have been like, exposed to the ocean and relying on the water and forest to support a rich material, social, and spiritual culture.

Although it is located in a small outlying part of the Makah reservation rather than the park proper, one of the most significant archaeological sites in the Heritage Area is managed by the park. Here on a protected part of the coast, several longhouses of the Ozette village were engulfed by a mudslide in the early 1700's, preserving thousands of artifacts that provide the most complete picture of northwest Native American material culture before it was significantly impacted by interaction with European cultures.

The nearby Makah Cultural and Research Center in Neah Bay displays and interprets the artifacts from the Ozette site. Visited together, the coast's undeveloped beaches and the museum's interpretive displays create one of the most compelling experiences of Northwest Native American life on the coast.

Klondike Gold Rush National Historical Park

News of the discovery of gold in the Klondike reached Seattle in 1897. Soon after, thousands of would-be miners outfitted themselves in the city, loaded onto steamers and sailing ships for the voyage to Skagway or Dyea, and made the arduous overland journey to the gold fields. Located in the Pioneer Square National Register Historic District, the Seattle unit of the Klondike Gold Rush National Historical Park interprets Seattle's role as a gateway to the Klondike, the experience of thousands of prospective miners as they outfitted themselves in town, and their experiences traveling to the gold fields. A few found success, many more found difficulty and disappointment, and the city of Seattle was changed forever.

For the still-young city of Seattle, the gold rush marked an important transition from a community mostly reliant on exporting logs and lumber to a true city, providing centralized services for a region. When Teddy Roosevelt's Great White Fleet visited Seattle, the Admiral in command of the fleet received a key to the city made from gold mined in the Klondike. Appropriate to its location in Seattle, this unit of the park focuses on the preparations for the journey north, and the hopes and dreams of aspiring miners. Today, Puget Sound continues to be the gateway to the inland passage to Alaska. Whether they are booked on one of the growing number of Alaska cruise ships beginning their voyage in Seattle, or on their way to Bellingham to catch the Alaska Ferry, heritage tourists have the opportunity to follow in the footsteps of the Klondike prospectors, visiting the Seattle unit of the park, then seeing firsthand the water voyage to Skagway and the interpretive experiences available at the Alaska unit of the park.



Ebey's Landing National Historical Reserve

The nation's first National Historical Reserve, Ebey's Landing includes the historic port town of Coupeville and the surrounding agricultural landscape. Centrally located on one of the largest islands in Puget Sound, this unusually intact cultural landscape provides an experience of the general atmosphere that would have been prevalent in the 19th century. Isaac Ebey, the Historical Reserve's namesake, was one of the first settlers on Puget Sound, staking his claim on Whidbey Island in 1850, only four years after the Treaty of Oregon and two years after the formal establishment of the Oregon Territory. Ebey himself was influential in the exploration and settlement of Puget Sound. He wrote early descriptions of the land that would become Seattle, and served in the territorial legislature.

San Juan Island National Historic Park

These two park units protect and interpret American Camp and English Camp, two historic locations that played a role in the famous "Pig War" that revolved around the last boundary dispute in the Pacific Northwest between England and America. Although the treaty of 1846 established the border between the Oregon Territory and British Columbia at the 49th parallel on the mainland and then dipped south to recognize British sovereignty over Vancouver Island, it was unclear whether the boundary in the Strait of Georgia was Haro Strait, placing the San Juan Islands in United States' territory, or Rosario Strait, placing the islands in British territory. When an American farmer shot a British pig rooting in his garden in 1859, both nations prepared for a possible armed confrontation and stationed garrisons on San Juan Island. Recognizing that the dispute was more likely to be solved diplomatically than by force of arms, the two commanders agreed to joint peaceful occupation of the islands until the boundary question could be resolved.



By telling the story of the final boundary dispute between the U.S. and Britain in the Pacific Northwest, this park units also interprets the last chapter of the almost 300 year long history of European and American exploration and territorial competition for the northwest. These modest historic properties tell the story of Drake and de Hezeta, Vancouver and Gray as much as they tell the story of a hungry pig and angry farmer.



Nidoto Nai Yoni Memorial

Bainbridge Island's small Nidoto Nai Yoni Memorial, a unit of Minidoka National Historic Site, commemorates the first location where Japanese Americans were forcibly relocated to internment camps during World War II. Although this is not primarily a maritime story, the memorial recognizes as its central image the moment when families boarded ship at the Eagledale Ferry Dock for transport, one of the most poignant maritime journeys in western Washington's, and America's, history.

NATIONAL HISTORIC LANDMARKS



Recognized for architectural significance, their role in significant events, and their quality as intact reminders of significant eras, National Historical Landmarks and National Historic Register Districts are located throughout the proposed Heritage Area. Ranging from the quiet mill town of Port Gamble to the energetic Victorian waterfront and historic captain's homes of Port Townsend, and including enough historic vessels to form a small fleet, these nationally recognized resources each represent an important aspect of Washington's maritime heritage.

Port Gamble, designated as a National Historic Landmark District in 1966, was one of several company towns founded in the mid-1850's to mill and ship the region's timber. The longest continuously operating mill town in North America until its closure in 1995, Port Gamble's intact

historic fabric of 19th-century residential and commercial structures provides a unique immersion in Washington's maritime and timber heritage. Nearby Port Townsend, with a more diverse economy shaped by the boom and bust of land speculation as competing railroads identified first one, then another community in the Pacific Northwest as the primary overland connection to the east, has a more developed commercial waterfront and ornate Victorian-era residences overlooking the harbor. Port Townsend was designated as a National Historic Landmark District in 1977.

Located near the mouth of Admiralty Inlet, the primary entry to Puget Sound, Port Townsend is also near two of the three historic coastal military installations built at the end of the 19th century to protect Puget Sound from naval attack. Of the three, Fort Worden is a designated National Historic Landmark District, but each fort includes important historic resources and



offers an outstanding visitor experience. The centerpiece of the forts are their massive artillery emplacements, allowing them to cover the mouth of Admiralty Inlet with overlapping fire.

The final National Historic Landmark District is one of the installations that the coastal forts were intended to protect—the Puget Sound Naval Shipyard in Bremerton. Established in 1891, the shipyard has repaired or built thousands of naval vessels to support the Atlantic and Pacific fleets. Dry-dock Number 2, completed in 1913, was the largest facility of its type in the nation. By the beginning of World War II the shipyard was the largest facility on the west coast, able to accommodate the largest battleships and aircraft carriers. The facility repaired six of the Pacific Fleet ships damaged in the attack on Pearl Harbor, prepared ships for action in the Korean War, and became a leading facility for repairing and retiring nuclear-power equipment on modern vessels. Nearly every significant battleship and aircraft carrier in the fleet for over a century visited the shipyard for repair or retrofit, and the facility remains one of the most advanced locations for complex maintenance of today's fleet.

The vessels designated as National Historic Landmarks were working boats:

- Fireboats like Tacoma's *Fireboat No. 1* and Seattle's *Duwamish* protected vessels and wooden waterfront structures for decades. Originally constructed in the 1910's and 20's, the two boats are some of the nation's best-preserved examples of early fireboats.
- The tugboat *Arthur Foss* (originally named the *Wallowa*) may be one of the best-traveled historical tugboats surviving in the world. She survived nine years of service on the Columbia Bar, towing vessels through one of the most dangerous areas on the west coast, and then saw service as part of the Klondike gold rush, regularly making trips from Seattle to Alaska. Eventually she found a home on Washington's coast as timber tug, but then was recruited for naval service in World War II, steaming to Hawaii to support the fleet. After several close calls in the Pacific, she returned to quieter service on Puget Sound for the rest of her career.
- The snagboat *W.T. Preston* was also a workboat. Along with her predecessors, the Skagit and Swinomish, removed logjams, snags, and obstructions from the rivers, dredged channels, and removed debris, opening the region to maritime navigation. She is an important example of the U.S. Army Corps of Engineers' historic role in supporting maritime commerce, transportation, and economic development in the region.
- The *Virginia V* was one of Puget Sound's "mosquito fleet" of passenger ferries that connected waterfront communities for decades. The mosquito fleet boats are some of the best examples of the way that maritime heritage was part of everyday life in the region.
- The 1935 *MV Kalakala* (formerly the *Peralta* from San Francisco), became the world's first streamlined ferry, a Seattle icon, that became the flagship and pride of her fleet during America's great depression. She served routes from Seattle to Bremerton, Seattle to Victoria



and Port Angeles to Victoria, B.C., Canada. She also entertained passengers on moonlight cruises with her own “Flying Bird Orchestra.”

- The schooner *Adventuress*, still actively sailed as a training vessel, was originally built as a private hunting vessel for travel through the Arctic, but spent most of her working years as a pilot schooner in San Francisco.
- The Lightship *Swiftsure* is an outstanding example of the lightships that were used to assist navigation and mark hazards at sea where lighthouses could not be built.

NATIONAL HISTORIC REGISTER PROPERTIES

There are hundreds of National Register listed properties in or near the proposed Heritage Area. They include commercial, industrial and residential structures and historic vessels. While many of them may eventually play a role in the presentation of a National Maritime Heritage Area to the public, a few are of general enough interest to describe as part of the feasibility document. The first, the Hiram M. Chittenden Locks connecting Lake Union and Lake Washington to Puget Sound, is a fascinating engineering landmark and played an important role in Seattle’s maritime heritage. The second, Cama Beach State Park, is a unique new Washington State Park that includes a restored waterfront cabin resort on the shores of Puget Sound.

The Hiram M. Chittenden Locks (commonly called the Ballard Locks), were constructed in 1917 to allow ship access to coal mines and timber via Lake Washington, provide freshwater moorage for ships, and encourage industrial development of the freshwater shores of Lake Washington and Lake Union. The complex includes two large lock structures, as well as fish passage and water level control structures. In their time the locks have seen every era of the region’s vessels pass through—from tall ships, steamers and paddlewheels to the most sophisticated modern military and marine research vessels. The visitors’ center includes an excellent interpretive display on the history of the need for the locks, their construction, and operation.

Developed in the 1930’s as a cabin fishing resort, Cama Beach State Park is a designated historic district now restored as a state park. In the 1930’s and 40’s fishing resorts like this one dotted Puget Sound shorelines, providing opportunities for residents of the newly urbanizing region to enjoy a relaxed waterfront experience and escape the city during the summer months. Many of the resorts built their own fishing craft—simple wooden boats specialized for the local conditions—that represent an interesting era in wooden boat building on the Sound. A unique blend of historic heritage and natural setting, Cama Beach allows park visitors to step back in time, and enjoy a revitalized reminder of Pacific Northwest history. Visitors can rent the historic cabins, and have the opportunity to participate in wooden boat construction programs on the site.



MARITIME MUSEUMS AND EDUCATIONAL FACILITIES

There are over fifty active institutions and major events that emphasize maritime stories in the region. They range from small museums with a narrow geographic or topic focus to larger facilities that focus on both historic and contemporary maritime culture. Facilities are located throughout the proposed Heritage Area, and interpret most of the stories that support the case for designation as a National Maritime Heritage Area.

Museums in the region include official naval museums, tribal museums that interpret the region's maritime heritage from the perspective of its first peoples, local museums that tell in-depth stories of individual communities, and larger facilities that provide a regional perspective on maritime history. Events throughout the region bring tall ships, tugboats, smaller wooden boats, kayaks, canoes, and about anything that floats together for community celebration and learning. Unique maritime opportunities in Washington State include some of the nation's best wooden boat building educational programs at Seattle's Center for Wooden Boats, Port Townsend's Wooden Boat Foundation and Port Hadlock's Northwest School of Wooden Boat Building.





5

Structure and Function of the National Maritime Heritage Area



Making it work. How would a Washington State National Maritime Heritage Area work? What would it do? How would it differ from what maritime heritage organizations do now? The detailed operation of the National Maritime Heritage Area would not be developed until after designation, as stakeholders craft the management plan. However, general principles have been developed during the process for the Feasibility Study which provide a strong framework for the activities after designation as a National Heritage Area, and illustrate the potential benefits of designation.

As stakeholders have discussed their hopes for the benefits of national designation, they have described a National Heritage Area that strengthens and improves the cooperation between local maritime groups, and provides a new outward focus that raises awareness of Washington's maritime resources locally, nationally, and internationally. They have emphasized the opportunity to attract more visitors to the region's communities, to compete more effectively for funding, and to strengthen partnerships for resource stewardship and interpretation.



Supporting and Extending, Not Replacing, Current Heritage Activities

In many ways, the operation of the Heritage Area will only require a small step from the current operation of the western Washington maritime heritage community. Hundreds of paid staff and thousands of volunteers are working right now to preserve and share Washington's maritime story. Many cooperative efforts have also already begun between heritage organizations

that can serve as the foundation for increased coordination in the future. As examples, maritime organizations in and around Port Townsend have begun development of a maritime heritage trail, organizations in the northern part of the region from Bellingham to Anacortes are actively working together to develop visitor activities and marketing, and the region's historic vessels are expanding partnerships for events and visits. Designation as a National Heritage Area will formalize and enhance coordination and cooperative efforts between existing groups, but it will not require the development of new capital facilities or significant new staffing to deliver the heritage experience.



In the past, maritime heritage organizations have operated more locally than regionally, and more independently than jointly. More recently, the diverse groups throughout western Washington have been developing stronger cooperative relationships, pursuing more projects through partnerships, and building significant new capital facilities that will need to draw visitors from throughout the region to be successful. The operation of the Heritage Area would provide a mechanism to improve regional coordination, and formalize cooperative practices for participating organizations.

The most significant change that would come with designation as a Heritage Area would be the opportunity to organize and deliver programs and communicate with visitors regionally, rather than locally, and jointly rather than independently. It is likely that nearly all of the work done as a Heritage Area, rather than as individual organizations, would focus on the regional scale and be communicated at the state, national, and international level. Activity at this scale should complement, rather than compete with the current work being done by local stakeholders. Where regional cooperative activities have already begun, the Heritage Area will be a mechanism to assist in their delivery, and extend cooperative activities on a larger scale and with more partners.



Designation as a Heritage Area will create the need for an organization to take on the role of Facilitating Organization, which would be the official representative of the Heritage Area and have responsibility for developing the management plan and maintaining the relationship between the Heritage Area and the National Park Service. Any federal funding directed towards the Heritage Area will come to the Facilitating Organization to support program activities. The expectation of participating heritage groups is that the Facilitating Organization will support the heritage community in delivering their programs, based on direction from constituent organizations and their partners.

The underlying concept for managing the Heritage Area emphasizes the primary role of local maritime heritage organizations, with a secondary supporting role played by the Facilitating Organization. This is not always the case with other National Heritage Areas, and is one of the distinguishing characteristics of this proposal. It is unusual to have such a vital and diverse group of existing heritage organizations already in place.



To support the work of existing maritime organizations and, potentially, make it easier for new organizations or partnerships to develop, the Heritage Area would be expected to be active in three areas:

- **Stakeholder coordination and collaboration—developing structures and practices for maritime groups to more effectively develop and maintain partnerships.** The Heritage Area would provide a vehicle for constituent organizations to develop regional programs and priorities, identify cooperative strategies for implementation, and work in partnership with local communities, state and federal agencies, and tourism organizations. The Heritage Area would also coordinate an expanded partnership with the National Park Service to provide technical assistance with both management planning and ongoing activities.
- **Heritage Tourism Promotion—**attracting new visitors and developing the Heritage Area as a whole as a tourism destination. With designation the region would gain national recognition. It is expected that the Heritage Area would take on a variety of activities to attract more visitors to the region, provide

Current cooperative efforts between heritage organizations are a model for the success of the National Maritime Heritage Area.



improved travel information for visitors, and develop activities—such as theme-based itineraries, maritime-oriented package tours, or other region wide activities—that take advantage of the opportunities associated with national recognition and improved regional coordination.

- **Fundraising and distribution**—leveraging national recognition and the benefits of regional scale to seek out new funding sources and attract new resources to the region. Recognition as a National Maritime Heritage Area has the potential to open doors to new funding sources. Some new federal funding would be expected as a result of designation, however there is also the expectation that national recognition, effective cooperation between diverse heritage groups, and the opportunity to promote broader regional development goals could attract funding from larger foundations, allow competition for new funding related to economic development, and provide access to granting programs that individual organizations either are not eligible for or for which they would not be competitive. New funding would be expected to support the direct activities of the Heritage Area, and if higher funding levels are achieved, support the development of some sort of granting program to fund local organizations working to implement the Heritage Area management goals.

Designation as a National Heritage Area is intended to make existing heritage groups more effective in delivering and potentially extending their current missions. It is not intended to substantially change the direction of current maritime heritage programs, compete with existing organizations, or reduce the ability of existing organizations to chart their own course into the future. Designation is intended to broaden, not limit, opportunities for the maritime heritage community to be successful.



Coordination and Collaboration

Facilitating coordination and collaboration would be one of the primary activities of the Heritage Area. There are opportunities for improved collaboration between heritage groups, and also opportunities to bring more local jurisdictions, state and federal agencies, businesses and trade groups into partnership to support maritime heritage activities. Improved coordination is expected to lead to better regional strategies for heritage education and preservation, reduced competition between heritage groups, and potentially reduced duplication of efforts in attracting visitors and communicating the significance of maritime heritage.

While there would likely have always been a benefit to improved coordination between maritime heritage organizations, this is a particularly



dynamic time in the heritage community and the needs for improved collaboration among heritage groups has probably never been greater. The proposed Heritage Area is a large region, and includes over 100 educational and preservation organizations that could be considered associated with maritime heritage. While maritime heritage organizations have been an active part of the Washington State heritage community for many years, there has been an unusual amount of growth in both new heritage groups and development of significant heritage facilities in recent years.

We believe
our waterfront is important
to our quality of life and is an
economic and cultural asset.

Tourism and International Trade and Logistics are both important industry clusters for Pierce County, and both rely on our waterfront as an integral component of our economic future. We look forward to the recognition and the benefits it will bring to Western Washington.

–Pierce County

Examples of heritage facilities recently completed or with funding secured for completion in the near future include:

- Northwest Maritime Center, Port Townsend
- Bellingham International Maritime Museum, Bellingham
- Working Waterfront Maritime Museum, Tacoma
- Harbor History Museum, Gig Harbor
- Eddon Building Restoration, Gig Harbor
- Center for Wooden Boats Cama Beach Campus, Camano Island
- Museum of History and Industry, Seattle
- Puget Sound Naval Museum, Bremerton

Located throughout the proposed Heritage Area, these facilities represent more than \$90 million in capital development. Some organizations are currently engaged in capital campaigns to support new or expanded facilities. Examples of these include the Grays Harbor Historical Seaport, which is raising funds to develop a new interpretive facility at its homeport on Grays Harbor, and the Kalakala Alliance Foundation, which is working to develop a permanent home and visitor's facility to interpret the Black Ball ferry lines and the unique streamlined ferry *Kalakala*, a National Register listed vessel. These new facilities provide an exceptional opportunity to reach out to new visitors and share resources. They also bring the accompanying challenge of maintaining high enough visitor volumes and financial support to maintain new facilities and programs.





Another of the anticipated outcomes of designation as a National Maritime Heritage Area are expanded partnerships between the maritime heritage community, the tourism community, the maritime industry and local jurisdictions. New partnerships are expected to invigorate community support for maritime heritage, bring new opportunities for marketing and fundraising, and extend the benefits of Heritage Area designation to a broader community. In other Heritage Areas around the country many stakeholders who wouldn't have traditionally identified as heritage supporters become enthusiastic about the opportunities for participating in the Heritage Area and broaden the base of support for heritage activities.

Finally, the coordination function of the Heritage Area would include an active partnership with the National Park Service to provide technical assistance and program support. The National Park Service has decades of experience working with Heritage Areas around the country, and has developed a broad expertise in best practices for management and program delivery. Partnership with the National Park Service brings expertise in interpretation, heritage education, and visitor experience planning, along with a broad understanding of how Heritage Areas can participate in a range of federal programs for funding, promotion, and technical support.

Heritage Tourism Promotion

Heritage tourism promotion is recognized as one of the best opportunities for Heritage Area designation to contribute to maritime heritage organizations and the region's communities. Designation by itself would improve the awareness and perception Washington's maritime heritage. More importantly, the designation opens opportunities for cooperative marketing of the entire region.

The designation of the Heritage Area would allow development of a comprehensive marketing brand and message for the maritime heritage experience that could be used to attract a broader range of visitors and support longer stays in the region. Individual maritime heritage



organizations should also benefit from the association with the Heritage Area, as visitors gain the sense that the experience of individual destinations contributes to a broader understanding of the bigger story of Washington’s maritime heritage, and that the region is also recognized for its contribution to the national story.



Designation and association with the National Park Service are strong indicators of quality for travelers, whether they are coming to the region from another country, out of state, or just down Interstate 5. Designation and associated marketing work should improve the effectiveness of marketing messages for a variety of audiences, recognizing that even if international and out of state visitation increases, the core market for individual heritage facilities is likely to remain in-state travelers.

Typical marketing activities of other Heritage Areas and similar organizations include development and maintenance of a website, development of maps and brochures, coordination of itineraries, partnerships with tour providers, advertising and public relations and similar programs. Working as a region would

allow for a stronger partnership with the Washington State Department of Commerce’s Tourism Division, leveraging the work Washington State does in supporting the statewide tourism brand. Improved marketing materials and a unified marketing program would also allow easier partnerships with individual marketing organizations throughout the region, including visitor and convention bureaus, chambers of commerce, scenic byways, and others.



Fundraising and Distribution

One potential benefit of designation is the opportunity to attract additional funding to support not just the operation of the Heritage Area, but also to provide added financial support for constituent organizations. While this is an exciting opportunity, it is also one of the most difficult areas of operation to define prior to the selection of a Facilitating Organization and completion of a management plan for a designated National Heritage Area. A more detailed discussion of potential funding sources for the Heritage Area can be found in the following section that focuses on the Facilitating Organization. Nationwide, the mix of funding sources and funded activities for National Heritage Areas is almost as diverse as the Heritage Areas themselves. Each organization has its own unique combination of government funding, individual donations, grants, and direct revenue creation (for example through operation of festivals, retail sales, and similar activities).



In general, direction from stakeholders has been that the Heritage Area must at least be financially independent, not requiring regular contributions from constituent organizations. Also, funding for the Heritage Area must come from new sources rather than competing with existing organizations.

Several National Heritage Areas have been able to leverage significant funding and support internal grant programs for organizations and projects that support their management priorities. Although specific funding sources and financial strategies have not been developed there is strong interest in working towards an organization that is able to attract significant new funding to the region in support of maritime heritage projects.

Avoiding Regulatory or Property Impacts

The National Heritage Areas program is not regulatory, and designation as a National Maritime Heritage Area would not increase the federal role in local land use regulation.

Similarly, while participation in the National Heritage Areas program is intended to increase awareness and stewardship of heritage resources, designation is not intended to be used as leverage to pressure local jurisdictions into additional land use regulation.

Participation in the National Heritage Areas program is intended to focus on the three primary activities described above: coordination, promotion of heritage tourism, and additional funding to support the maritime heritage community.

Many existing National Heritage Areas have included language in their designating legislation to clarify that designation is not intended to increase regulation. The following draft language is proposed



We are fortunate to live in a region that has a strong community interest in preserving our heritage and marine ecosystem. I am confident that if our region is identified as a Maritime National Heritage Area there will be immense support through citizens in the community, historical societies, heritage organizations and local governmental jurisdictions.
–City of Tumwater



for inclusion in the Washington State National Maritime Heritage Area Feasibility Study and designating legislation:

1. The overarching goal of designation is to encourage and strengthen partnerships and collaboration among maritime interests for the purpose of economic development and heritage tourism.
2. This designation recognizes that waterfronts are both a foundational part of Washington's heritage and dynamic places that are constantly adapting to new opportunities and technologies.
3. Designation is not intended to directly or indirectly regulate land use, public land policy, or private activity.
4. Federal law prohibits a designated national Heritage Area from the following:
 - a. Authorizing the facilitating organization to regulate the right of any person with respect to private property or local zoning ordinance or land use plan
 - b. Modifying, by enlarging or diminishing, the regulatory authority of any state, tribal or local government to regulate land use.

The National Heritage Areas program is not regulatory, and designation as a National Maritime Heritage Area would not increase the federal role in local land use regulation.





6

A Sustainable, Effective, Representative Facilitating Organization



The implementation of a National Heritage Area will require identification of a Facilitating Organization. A Facilitating Organization is required by the National Heritage Areas program, and there will be new activities necessary to implement the Heritage Area that would be difficult to deliver without the work of a single coordinating entity.

To pursue designation, it is important that the stakeholder community have a working agreement on the structure and function of the proposed Facilitating Organization. The Feasibility Study addressed three key questions to guide the form and function of the Facilitating Organization:

- Appropriate role—what are the anticipated activities of the Facilitating Organization, and how will it relate to the work of existing organizations?
- Representative governance—how will stakeholders have a voice in the governance of the Facilitating Organization?



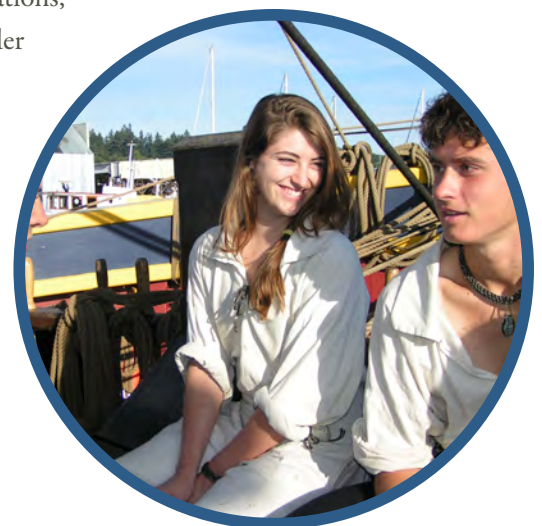
- Financial sustainability—how much funding will be required for the operation of a Facilitating Organization, and where will it come from?

This section of the Feasibility Study describes the proposed Facilitating Organization and the role it will play in a successful, sustainable National Maritime Heritage Area.

Desired Characteristics of the Facilitating Organization

Stakeholders and the project Steering Committee identified several key requirements for the Facilitating Organization and its role:

- **Neutral and broadly representative.** The Facilitating Organization should reflect the community stakeholders, jurisdictions, and maritime interests across the National Maritime Heritage Area. It is critical that the maritime heritage community has confidence that the Facilitating Organization is not biased in favor of particular geographies or topical subsets of the maritime heritage community. Maritime heritage organizations and jurisdictional representatives should play a large role in governance.
- **Able to facilitate cooperation.** The Facilitating Organization should facilitate cooperation between the stakeholders and local jurisdictions to establish goals, themes, initiatives, and programs for the National Maritime Heritage Area. The Facilitating Organization should enable action through collaboration using online forums, in-person meetings, and other types of information sharing.
- **Supported by the community.** The Facilitating Organization should communicate regularly with community members, maritime heritage organizations, tribes, and local government officials to maintain support in order to effectively implement programs and achieve the goals of the National Maritime Heritage Area, as established through the management planning and public outreach processes. Representation from the different geographical regions and maritime interests should help to sustain support for the Facilitating Organization.
- **Effective in multiple arenas.** Facilitating Organization representatives must collectively have skills in a variety of disciplines, including tourism promotion, heritage preservation, resource interpretation and fundraising/grant making. In addition to diversity in both geographical representation and interests, it will be important to build a Facilitating Organization with the necessary technical expertise.



- **Organizational Stability and Capacity.** Given the many challenges inherent in establishing and maintaining a National Maritime Heritage Area, the stability of the Facilitating Organization itself should not be in question. The Facilitating Organization must have a proven track record of effectiveness in setting and achieving program goals in a collaborative environment.

Role and Functions of the Facilitating Organization

Because of the strength of the heritage area’s constituent organizations, the Facilitating Organization is expected to have three limited and well-defined roles:

- **Administration and facilitation:** This is the baseline activity for the Facilitating Organization. This function would include coordination with the National Park Service, financial tracking and reporting, coordination with the Steering Committee, and regular communications with constituent organizations. During the startup phase this activity would also include the development of the Management Plan.
- **Marketing and communications:** This activity would focus on getting the word out about the Heritage Area as a whole. Activities would likely include development and maintenance of a web site, development of visitor brochures and tour maps, media relations, and coordination with constituent organizations to develop cooperative visitor experiences.
- **Pass-through funding:** This activity would focus on developing sustainable funding sources to operate an internal grants program that would benefit constituent organizations.



Administration and facilitation would be required for the Heritage Area to function, would enhance the ability of existing constituent organizations to cooperate, and should strengthen the relationship between the maritime heritage community, local jurisdictions, non-traditional heritage stakeholders including the business and educational communities, and the tourism community.



The second and third roles—marketing and pass-through funding—would be desired outcomes of National Heritage Area designation, but are not necessary for it to function and could be considered contingent on acquiring sufficient funding. Many of the benefits of designation as a National Heritage Area would not be fully realized unless the Facilitating Organization has the necessary funding to build awareness of the area and its resources through marketing activities.

Scenario for Selecting a Facilitating Organization

Two general options for selecting a Facilitating Organization were considered—develop a new organization from scratch or identify an existing organization that could fill the role. Some Heritage Areas have used a hybrid strategy, where an existing organization played a transitional role of managing the Heritage Area until a new purpose-built organization had the capacity to take on the role. Given the challenges of developing a new 501c3—primarily leadership, staffing, funding, and development of an effective culture—the Steering Committee preferred to identify an existing nonprofit that could serve as the Facilitating Organization. After a review of potential candidates and the desired characteristics of a Facilitating Organization, the Steering Committee approached the Washington Trust for Historic Preservation to investigate whether they would have the interest and ability to take on the program.



Established in 1976, the Washington Trust is a statewide non-profit promoting historic preservation, is considered a neutral, broadly representative organization with no loyalty to a particular region or resource, and has a long history of effective preservation programs in a variety of communities. The Board of Directors is comprised of representatives from all regions of the state, ranging from city council members to community members.

The Washington Trust is a well-established organization and currently has three full-time (FTE) staff members, in addition to the Board of Directors and various other committees.

Discussions with the three Trust staff members and the Board of Directors led to the proposed funding mechanisms and governance structure described in the following Section. These are critical for ensuring the National Maritime Heritage Area is financially sustainable over time and continues to be supported by maritime heritage community members, jurisdictions, and private, public and non-profit partners.



Proposed Structure for the Facilitating Organization: MANAGEMENT PLAN PHASE

The Trust would maintain its current board and staff makeup and continue to deliver its current programs. To take on the role of Facilitating Organization, it is expected that the Trust would add one additional full-time staff member, and establish a Maritime Heritage Steering Committee to provide guidance and oversight. In addition, the Trust may facilitate working groups focused on specific aspects of the Heritage Area—for example organized around geographic areas, topics like interpretation or marketing, or for delivery of a specific project like a web site.



- The Trust Board would continue to be responsible for overall governance and fiduciary responsibility of the entire organization. Membership and by-laws are already established. Preferably some board positions would be filled by maritime stakeholders to ensure that there was some maritime heritage representation at the board level.
- The Maritime Heritage Steering Committee would be responsible for providing expertise and advice to the Facilitating Organization staff and Board about the National Maritime Heritage Area program. Membership would be composed of 13-17 individuals representing tribes, counties, cities, ports, and heritage organizations, as well as regions within the designation area. Specific recommendations for Steering Committee membership are described in more detail below.
- Work Groups would be responsible for fundraising, marketing, interpretation, and other issues as needed. Membership in work groups would be unlimited, allowing any interested stakeholders or organizations to participate.

As part of the management plan development process, the Trust and Maritime Heritage Steering Committee would examine possible future structures for the Facilitating Organization, including:

- An independent 501c3 for the National Maritime Heritage Area that could contract with the Trust to act as facilitating organization
- A 501c3 for the National Maritime Heritage Area that would be a legal subsidiary to the Trust
- The Trust could be a bridge organization – transferring the role of Facilitating Organization to a new 501c3 in the future.



Recommended Composition of the Maritime Steering Committee

The Maritime Steering Committee would be representative both geographically and of the different types of key stakeholders participating in the Heritage Area. Maritime stakeholders represent a broad range of interests, including historical societies, multi-resource museums with a maritime collection, educational organizations, maritime trade groups, and others in addition to heritage organizations with only a maritime focus. Steering committee members would be selected so that all of those interests are represented. Members would also be chosen to represent a diverse skill set from education to fundraising to administration. It would be broad enough to include the range of voices represented in the Heritage Area, without being so large that it is unmanageable.

- 6-8 regional Maritime Heritage representatives
- 1 representative from the Washington Association of Cities
- 1 representative from the Association of Washington Counties
- 1 representative from the Washington Public Ports Association
- 2 representatives from tribes—1 Puget Sound/1 Olympic Peninsula
- 1 representative from the Washington State Tourism Commission
- 1 representative from the Department of Archeology and Historic Preservation
- 1 representative from Washington State Parks
- 1 representative from the Washington State Department of Natural Resources
- 1 non-voting representative from the National Park Service



Steering committee make-up would likely change following the completion of the management plan, but this membership structure will work well to guide the initial effort.

Role of Maritime Heritage Organizations in Leadership

In keeping with the principle that the Facilitating Organization is just that –a group that facilitates more effective coordination between maritime stakeholders—the maritime community must be willing and able to take ownership of the National Maritime Heritage Area, and provide grassroots leadership for the program to be successful.



The commitment of maritime stakeholder organizations to provide leadership, fundraising, and energy is a necessary ingredient in the long-term sustainability of the effort. While jurisdictions, agencies, and economic development or tourism promotion organizations provide important support for the effort, leadership must come from members of the maritime heritage community both in terms of guidance for Heritage Area programs and direct fundraising.

Early discussions with the leadership of the Washington Trust emphasized that the Trust would not take responsibility for fundraising to support the staff and monies needed to implement Facilitating Organization programs and initiatives. While the Trust can provide governance oversight, management, and office space, new program costs must be accompanied by new funds.



- The Maritime program must be financially self-sufficient
- The maritime heritage community, including the steering committee, working groups, and other active participants, must be generally aligned around the mission and approach for management of the heritage area. It must not be the Trust's role to mediate or choose sides in conflicts within the maritime heritage community.
- In addition to any Trust employees working as staff for the Heritage Area, the majority of the maritime heritage community should be active champions of the Heritage Area as a whole, working in coordination with the Trust to deliver the program and act as ambassadors to the larger public.

Sustainable Funding for the National Maritime Heritage Area

Existing National Heritage Area facilitating organizations across the country vary widely in the number of staff and types of programming. As a result, they have a wide range of budgets and varying contributions from different revenue sources. The need for staff support and additional resources is tied directly to the goals and priorities of the effort, which range from relatively modest attempts to coordinate member organizations, interpret resources and promote heritage tourism to much more ambitious efforts such as grant-making or research. More ambitious programming typically requires additional administrative staff and funding.



Funding needs for the facilitating organization will be modest for the start-up phase of the National Maritime Heritage Area, then grow as it becomes an established program.

The intention for the National Maritime Heritage Area is to begin the effort modestly, focusing the role of the Facilitating Organization on the following foundational tasks:

- Draft the Management Plan
- Establish mechanisms for ongoing coordination and communication among members, including an annual coordinating meeting
- Develop a website or take ownership of the Maritime Heritage Network website for the promotion of local attractions and events and communication to the broader public.
- Convey basic information to existing statewide and regional tourism efforts such as Experience Washington
- Fundraising and administration of the program budget

Funding needs for the Facilitating Organization are also expected to be modest for the start-up phase of the National Maritime Heritage Area, and then to grow as it becomes more established and develops a consistent fundraising program.

Short-Term Funding Needs

The short-term focus of the Heritage Area will be writing the Management Plan, establishment of staffing and programs, and achieving some “early wins” to show tangible benefits to stakeholders.

Some federal funding is typical for the startup phase to assist with completion of the Management Plan. However, it is also important to begin fundraising activities during this period as all federal funding through the National Heritage Areas program must be matched by local contributions. Also, fundraising would begin early to avoid a funding gap between the completion of the Management Plan and the beginning of the long-term program delivery phase of the organization.

The National Park Service recommends budgeting \$300-500,000 for completion of the management plan.



Long-Term Funding Needs

Over the longer-term, target funding needs for the Facilitating Organization can be broken down by the core functions discussed earlier:

- **Administration and facilitation:** This activity is expected to require the work of one FTE, along with associated expenses and overhead costs. A target budget of \$100,000 - \$150,000 annually would allow for staff costs and support travel, etc. The Facilitating Organization staff person does not necessarily need to be housed in the Trust offices, and donated space, supplies, printing, and other costs associated with operating Heritage Area programs could be counted as in-kind match against federal funding.
- **Marketing and communications:** A target budget of \$200,000 annually would fund a balanced program of web site, print advertising, printed collateral, and public relations support. Reduced marketing programs could be developed with less funding.
- **Pass-through funding:** This activity could be funded at whatever levels could be acquired for each budget year. To be meaningful a good target might be minimum funding of \$100,000 annually. If federal funding is a source of pass-through dollars, the Facilitating Organization will have additional administrative responsibilities to ensure compliance with federal law.

Taken together, long-term funding goals could range from \$100,000 to \$500,000 annually, with varying levels of program effectiveness based on funding levels.



Funding Sources

Potential sources for funding the Heritage Area generally include:

- Federal funding sources
- Washington State funding sources
- Local jurisdiction funding sources
- Grants/foundation/individual donations
- Retail sales
- Memberships

The discussion below provides an overview of these potential funding sources, along with considerations for their application to the National Maritime Heritage Area.



FEDERAL FUNDING

- **National Heritage Areas:** Heritage Area funding is allocated annually through the National Park Service. Congress funds the program, and the National Park Service is responsible for allocating the funding to individual heritage areas. The allocation process seems to take into account historic funding levels for different heritage areas, along with an evaluation of current needs. Older heritage areas have been accustomed to relatively generous allocations, and are working to protect their funding levels as new heritage areas are designated. New heritage areas are being added to the system faster than funding is being added, resulting in a net reduction in the average funding available for each heritage area. National Heritage Areas with completed management plans have historically received higher allocations.

Funding through the National Heritage Areas program requires a 50% match, which can be provided either in cash or through in-kind donations. Cash matches can not come from other federal funds (for example a Preserve America grant could not be used as matching funds for National Heritage Area funding.)



- **Line Item Funding (earmarks):** In the past Heritage Areas have also received direct line item funding from Congress. In this case the funding is still generally directed through the National Park Service, but a specific amount is dedicated to a specific National Heritage Area. The National Park Service is discouraging earmarks, and encouraging that funding for National Heritage Areas be directed through the official program.
- **Federal Maritime Heritage Grants:** This program is apparently still on the books, but has not received funding since 1998.
- **Preserve America Grants:** This program is a good fit for several Heritage Area program areas, funding Research and Documentation, Education and Interpretation, Planning, Marketing, and Training. Like National Heritage Area funding, this program requires a 50% match.
- **National Scenic Byways Discretionary Grants:** These grants are available to support planning, marketing, operations, and capital improvements for scenic byways. There



is a potential link to the proposed heritage area if the organization pursues the role of management group for a Washington State Ferries scenic byway or pursues highway signing or other projects consistent with one of the existing byways within the region. This is a competitive grant program that is dispersed annually and requires a 20% match. Match can be either cash or in-kind.

WASHINGTON STATE FUNDING

Funding through the state legislature or state agency grant programs may be available for different aspects of the National Maritime Heritage Area. Few existing funding programs are applicable. Typically, these existing programs are grant funds that are already extremely competitive. New funding mechanisms through the state may be possible to develop, but would require extensive work to build sufficient legislative support. Any direct state funding has the advantage of qualifying as match for federal grant funding through the Heritage Areas program.

Existing state funding sources

Existing funding sources are typically grants focused on heritage preservation, economic development, and tourism.

- **Capital Projects and Historic Vessel Grant Funding:** The Washington State Heritage Capital Projects Fund and the newly enacted Historic Vessel fund may be appropriate to fund certain activities of the heritage area. However, the specific funding areas for these grants—capital projects, vessel documentation, and vessel rehabilitation—are not the primary functions of the NMHA Facilitating Organization. A key challenge for the heritage area will be clearly identifying the roles of the Facilitating Organization and constituent stakeholder organizations in seeking funding from these programs. There will inevitably be competition among heritage area members for these funding sources, and it will be important to avoid perception of unnecessary or unfair competition.
- **Washington State Tourism Competitive Grant Program:** The Department of Commerce’s tourism grant program funds projects that support tourism economic development. This is a relatively new grant program with modest funding. Currently \$250,000 is available annually statewide, with a maximum award per project of \$25,000.

New state funding sources

The new state funding opportunities described below are typically modeled on existing funding programs that support programs similar to the National Maritime Heritage Area. For example, the current heritage barns capital program administered by the Department of Archaeology and Historic Preservation (DAHP) and managed by the Washington Trust for Historic Preservation



could be used as a model for similar funding for the National Maritime Heritage Area. The options described below are not exhaustive, and currently do not have any champions in the legislature or the governor's office to test their feasibility.

- **Line item funding:** It may be possible to receive direct state funding through a budget line item. Without the context of an ongoing program or budget status through a state agency, direct legislative funding is generally short-term, and if supported by the legislature and governor might be appropriate as a source of start-up funding for the Heritage Area. State funding would be especially valuable in the early phases of the heritage area to provide predictable matching funds for federal funding through the Heritage Areas program.
- **Establishment of a state Maritime Heritage program:** New legislation would be required to establish an ongoing maritime heritage program with state funding. A program similar to the heritage barns program could be developed that combined support for administrative functions along with some funding for maritime-focused capital projects. As with direct legislative funding, state dollars through a maritime heritage program would be a valuable source of matching funds for federal funding through the National Heritage Areas program.
- **Dedicated lodging tax support at the state level:** Lodging tax legislation was not successful in the last legislative session and is likely to be considered sometime in the near future. It may be possible to establish a dedicated funding source for the Heritage Area through some sort of lodging tax special program, however it would be an unusual situation. Lodging taxes are collected at the local jurisdiction level and are generally returned to each jurisdiction for distribution. Lodging tax grant funds must be used to support programs or projects which directly increase the generation of lodging tax dollars (activities that put "heads in beds".) It may be possible to identify a special lodging tax region that would contribute to a special maritime fund, however it would be politically complex. Any changes to the lodging tax distribution system that redirects existing dollars rather than generating new dollars is not likely to be supported by the tourism industry.
- **Boat registration:** There is a logical connection between the boat registration fee program in the maritime counties and the Heritage Area. It might be possible to adopt a small voluntary (either opt-in or opt-out) additional fee dedicated to the Heritage Area.
- **Special auto license plate:** Auto licenses are now available that support diverse causes including State Parks, National Parks, Wildlife, Lighthouses, Snow Sports, Bicycling, Children, etc. It may be possible to develop a license plate specifically supporting the Heritage Area. Revenue generated through some of these plates has been relatively good, ranging from \$50,000 - \$100,000 annually. As a relatively new program it is uncertain whether the income will be sustainable. New license plate applications are not being accepted until July 2011.



- **Local Jurisdiction Funding:** There are opportunities for funding through local jurisdictions participating in the Heritage Area, although the diversity and number of local jurisdictions included in the Heritage Area complicate potential funding scenarios. Some local jurisdictions operate heritage programs, and most collect and distribute lodging tax funds. Funding for tourism promotion is also allowed as an economic development activity of local governments or local Economic Development Councils.



As a regional organization, the Heritage Area will have an ongoing challenge competing for local jurisdiction funding, as each jurisdiction has separate processes and criteria for funding. It can also be difficult to demonstrate specifically local impacts or convince individual jurisdictions that other jurisdictions are financially participating at equitable levels. However, even with these challenges there are examples of successful regional organizations with widespread and consistent funding support.

Any effort to include local jurisdictions in the funding mix should include an extensive outreach program to evaluate the feasibility and mechanism of participation. A general statement of expectations for this type of effort is often captured in a Memorandum of Understanding (MOU) or similar document.

- **Lodging Tax Funds:** In most participating jurisdictions lodging taxes are distributed as annual grants awarded by a lodging tax committee. King County, as the county with the highest lodging tax revenue and the location for the state's large sports venues, is an exception to this rule, and will be discussed briefly below. Lodging taxes are generally used to fund local tourism organizations (for example Convention and Visitors Bureaus or Chambers of Commerce) who are responsible for regional tourism marketing. Many local jurisdictions also fund community organizations, heritage groups, or attractions that directly generate overnight stays. Lodging tax committees which fund annual grant programs tend to receive more applications than can be funded.



Much of the work of the Facilitating Organization is likely to be eligible for lodging tax funding. Visitor-oriented website design and maintenance, development of maps or brochures, advertising, public relations, and some coordinating functions are all potentially fundable through lodging tax. The NMHA would likely need to apply for lodging tax grants with each target jurisdiction annually. An indirect mechanism to access lodging tax dollars would be to cultivate Destination Marketing Organizations (for example convention and visitors bureaus and chambers) as members of the NMHA organization. They are typically able to apply portions of their lodging tax proceeds to regional marketing organizations if they believe they will receive appropriate return.

Designation as a National Heritage Area can only help our community remain vibrant in the maritime heritage arena. The tourist sector and the marine trades sector in Port Townsend could bring valuable resources to this effort.

*-Port Townsend
Marine Trades Association*

King County has a significantly larger lodging tax budget than other jurisdictions, and has a different structure for allocating lodging tax dollars. King County support for arts and heritage is written into the lodging tax law at the state level. The funding is distributed through 4Culture, an innovative public corporation that both distributes grants and develops its own programs. In 2008, 4Culture distributed over \$5 million in grant funding. 4Culture has been an active and effective partner for maritime heritage for many years, and would be expected to continue active participation in the National Maritime Heritage Area as it develops, however like other lodging tax sources they are focused on their own jurisdiction (King County) and not statewide programs.

Direct City/County Funding

Cities and counties may choose to direct funding to the Heritage Area through a variety of mechanisms. Direct funding for tourism marketing and promotion is allowed, cities and counties could possibly participate via memberships, or capital projects could include shared costs from local jurisdictions.



Economic Development Funds

Rural counties in the Heritage Area region are eligible for a sales tax credit to support economic development projects. These funds are often administered through local Economic Development Councils. Economic development funds may be used for tourism promotion or capital projects, however they are more typically used for infrastructure projects.

Grants/foundation/individual funding

These familiar funding sources for nonprofits are appropriate funding sources for the Heritage Area. In addition to local donors, it will likely be possible to leverage larger national foundation grants given the higher national profile of a designated National Heritage Area, along with the combined concentration of National Historic Landmark vessels and places within the region. One concern with grant funding is that the Facilitating Organization coordinate with constituent organizations to develop a grant strategy. The intent of developing the Heritage Area is to “grow the pie” of available resources, and where possible the Facilitating Organization should avoid competing against member organizations for local grant sources that are already oversubscribed.



Retail Sales, Events and Fee-Based Activities

Direct income from events, activities, and product sales sponsored by the National Maritime Heritage Area is a good opportunity for income, likely developed in partnership with member organizations. Once established, the Heritage Area is likely to be a major participant in local maritime-oriented events including the Port Townsend Wooden Boat Festival, Lake Union Wooden Boat Festival, Seattle Maritime Fest, Tacoma Tall Ships Festival, and others throughout the region. These events are important opportunities for membership development and retail sales.



Historic vessels, buildings, and programs operated by member organizations will also provide good opportunities for partnership revenue-generating activities. Special sailings, programs available only to NMHA donors, and similar opportunities are likely to generate significant revenue.

Similar organizations to the NMHA have had success developing branded products that have contributed to the revenue stream of managing organizations. The Golden Gate National Parks Conservancy is the “poster child” for this type of program, having developed a wide range of distinctive products that have helped grow awareness of their program along with modest income.

Memberships

Memberships can provide a relatively stable funding base, but generally need to be priced to allow broad participation. Management of a membership system can require significant staff time. In the short-term a membership system focusing on maritime organizations and destination marketing organizations (chambers of commerce, visitor and convention bureaus and similar tourism organizations) may be appropriate to consider, but should be developed with significant stakeholder outreach.

Pledges & In-Kind Contributions

Many maritime stakeholders have pledged to contribute to initial fundraising efforts through monetary and in-kind donations. Fundraising events, such as a Maritime Heritage Tour and outreach to industry groups will also be part of initial revenue development efforts.



Maritime heritage organizations throughout the region are on board to provide leadership, fundraising, and energy for a successful National Maritime Heritage Area.





7

Summary: Eligibility for Designation as a National Heritage Area



This place, and these stories,
should be shared and celebrated.

The proposal for a Washington State National Maritime Heritage Area includes exceptional resources, committed stakeholders, and capable managers. If the request for designation is successful, the National Maritime Heritage Area would be a strong addition to the growing collection of National Heritage Areas throughout the country, presenting a unique focus on maritime resources and offering a new way to experience a region with a unique history, culture, and contribution to the American story.

Feasibility for a National Heritage Area is evaluated based on criteria that evaluate the quality of heritage resources, the ability to provide an exceptional visitor experience, public support for designation, and the capacity of the proposed facilitating organization to successfully manage the program. This chapter of the Feasibility Study summarizes the case for eligibility under each of the criteria.



1. The Area has an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities



In many cases, the resources represented in the proposed National Heritage Area have already been recognized as making a distinctive contribution to American heritage, including a diverse collection of national park units, the nation's first national historical reserve, a collection of National Historic Landmark structures and vessels, and National Register Historic Districts with strong maritime themes. Each of the recognized resources, whether Klondike Gold Rush National Historical Park, Ebey's Landing National Historical Reserve, the Puget Sound Naval Shipyard, San Juan Island National Historical Park, or the many others described elsewhere in the Feasibility Study, tell the story of a different era or aspect of Washington's maritime heritage that is also of recognized national significance.



However, these individual places and vessels only represent a small part of the maritime fabric that underlies the entire region proposed for designation. Western Washington's tribal museums, maritime-focused heritage organizations, waterfront historic areas, state parks, and active working waterfronts combine to offer an immersive experience of maritime culture from the time of earliest Native American cultures in the region to contemporary commercial and recreational maritime life. No other region in the United States includes the number and diversity of Native American tribes who have continuously relied



on maritime resources for millennia. The Pacific Northwest's story of European and American maritime exploration and territorial expansion offers unique insights into the growth and definition of our nation.

The historic and contemporary role of maritime activities have shaped Washington communities and culture in ways that differ significantly from other coastal areas in America, and differentiate our region. These are stories of national interest that can be told nowhere else in the country.

Maritime heritage organizations and the stakeholders maintaining the region's working waterfronts have been largely successful in protecting the important strands of our maritime history and maintaining a vibrant, energetic maritime culture. However, they have also tended to work locally, rather than regionally. Recent efforts at improving cooperation throughout the region have benefited both the maritime stakeholders involved, who have seen increases in awareness and effectiveness, and the public, who have gained a new understanding of the extent and significance of the region's maritime heritage.

The effort to designate the region as the Washington State National Maritime Heritage Area builds on these early efforts to work regionally, rather than locally, and to broaden the partnership of stakeholders supporting maritime heritage. Linking the resources, facilities, and landscapes of Washington's saltwater coast together in a National Heritage Area will improve the ability of each maritime stakeholder to tell their story, and also build awareness of the bigger regional stories that describe the first cultures that developed here, the momentous changes that have taken place since early contacts between Native Americans and European explorers in the region, and the rich legacy that supports the region's contemporary maritime culture.

Our stories
are nationally
important, and
can be told
nowhere else in the
country.



2. The Area reflects traditions, customs, beliefs, and folk life that are a valuable part of the national story

The proposed National Heritage Area is a large and diverse region, and includes a similarly diverse set of cultural contributions. The most distinctive of these is the region's strong Native American representation, where diverse tribes with distinctive cultural practices and traditions inhabited every part of the proposed National Heritage Area from time immemorial. Most importantly, the Native American cultures in the region continue to be a strong and culturally intact part of the region today. Each of the tribes in the region were dependent on the unique maritime resources of the region for food, fiber, tool materials and medicine.



The Pacific Northwest's maritime and timber cultures overlapped strongly, and the maritime folk culture of the region is flavored by the culture of the workers in the woods and the mills. Many of the region's communities—including its largest, Seattle—were formed in their founding days as the transfer point where timber from the uplands were processed in waterfront mills then loaded onto ships for transport. This nationally unique combination of unequalled timber resources and a maritime freight system defined the earliest American settlements in the region, and continues on to contemporary times.

Local traditions like first salmon ceremonies, blessings of the fleet, SeaFair, and many more celebrate indigenous cultures, the diverse ethnic heritage of Euro-American settlers in the region's communities, and the rich mix of heritages in the region today that feel a connection with our shared maritime culture.

3. The Area provides outstanding opportunities to conserve natural, cultural, historic, and/ or scenic features

The proposed National Maritime Heritage Area includes a wide variety of heritage resources, with a focus on significant heritage structures, vessels, and historic districts. The large majority of contributing resources are either in public ownership or recognized as valuable community assets. The resources that will form the backbone of the designation include national and state



parks, community-based heritage organizations, and recognized historic resources. A distinctive aspect of this National Heritage Area would be the number of significant historic vessels that contribute to its historic fabric. Conserving these vessels is an ongoing challenge, requiring significant resources and specialized expertise.

The conservation focus of a National Heritage Area designation is to contribute to the sustainability of these recognized resources—raising awareness of their value to the community and the nation, improving the ability of local organizations to reach out to a broader audience, and bringing attention to resources that currently do not have support in place. Sustainability of these nationally significant resources is a significant issue, made more challenging by the many competing interests for waterfronts and the high maintenance required for historic vessels. Recognition of the significance of these resources would be a significant contribution to their long-term conservation.

4. The Area provides outstanding recreational and educational opportunities; Resources that are important to the identified theme or themes of the Area retain a degree of integrity capable of supporting interpretation

The region proposed for designation is a nationally-renowned recreational travel destination. Whether visitors are experiencing the coast from the land or sea, Washington's saltwater coast offers a lifetime of recreational opportunities.

The development of the National Maritime Heritage Area would significantly enrich the recreational and educational opportunities along Washington's coast. Participants in the planning process envisioned a series of overlapping heritage trails linking the region, creating new ways to discover and understand the heritage stories that have shaped the region's history and contemporary culture. Stakeholders imagine future educational opportunities as rich as the recreational activities available in the proposed Heritage Area. A distinguishing feature of the heritage organizations supporting the request for designation is their focus on active participative education as a central aspect of their programs. Visitors do



not travel to the region simply to see historic vessels. They come to learn how to build boats, to help with the reconstruction of historic tall ships, to experience first-hand the art and craft of maritime culture. Young adults build memories to last a lifetime, learning about life on the sea and the teamwork and self-reliance that it takes to sail a tall ship. Traditional interpretation goes hand-in-hand with creative interactive and immersive educational experiences, all based on the exceptional quality of the heritage resources available in the region.

5. Residents, business interests, non-profit organizations, and governments within the proposed Area that are involved in the planning, have developed a conceptual financial plan that outlines the roles for all participants including the federal government, and have demonstrated support for designation of the Area



Stakeholders were integral to the creation of this Feasibility Study, both in terms of shaping the direction the effort has taken and in demonstrating the critical mass of interest and support that will be needed to support the ongoing sustainability of the initiative. Over the course of a year, representatives of local jurisdictions, the maritime heritage community, tourism and economic development interests, private industry, and the general public channeled their comments, ideas, and enthusiasm through a variety of venues, including an online survey, stakeholder and public listening sessions, presentations to councils and commission, and a project website. Stakeholder

feedback on a review draft of this Feasibility Study and draft designating language was provided through the listening sessions, the online survey, emails, and phone calls.

These multiple interactions with stakeholders and communities allowed for an in-depth conversation, a building of understanding and trust over time, and a gradual evolution of the proposed approach to the heritage area. Issues and questions raised in one interaction were addressed in the next, creating a rich dialogue about the benefits, concerns, and opportunities of National Heritage Area designation.



Through this dialogue, the importance of economic development and tourism benefits of designation were elevated, along with the opportunity for more effective preservation of maritime resources. While many stakeholders expressed the hope that designation would strengthen local economies, some were careful to stipulate that they could only support the effort if it did not interfere with development and economic activity along local waterfronts.

The commitment and enthusiasm from maritime and other heritage organizations has grown throughout the process. The end result of the multi-year, multi-pronged outreach effort is a stronger Feasibility Study and deeper support for the effort among the cities, counties, ports, heritage organizations, tourism groups, economic development organizations, and tribes throughout the designated area.

The financial support for the sustainable management of the National Maritime Heritage Area is based on the foundation of the successful and stable non-profit community heritage groups in the region. With combined revenues of over \$11 million annually, these active and entrepreneurial community-based organizations have the ability to support new cooperative fundraising strategies that will meet the needs of the National Maritime Heritage Area. A financial analysis of short-term and long-term needs compared to likely funding sources is included in Appendix D. Stakeholders anticipate that sources of financial support will broaden over time, with increased participation by individuals, maritime commercial interests, destination marketing organizations, and others.

There is no conflict between designation of the region as a National Heritage Area and continued economic activity. They are, instead, complementary and supportive of each other.



6. The proposed facilitating entity and units of government supporting the designation are willing to commit to working in partnership to develop the Heritage Area

The proposed Washington State National Maritime Heritage Area includes nearly one hundred governmental units, including Washington State, federally-managed properties, Native American tribes, counties, cities, and port districts. While many of these jurisdictions will participate in local partnerships to support the Heritage Area, the Facilitating Organization is focused on the role of regional coordinator and is developing partnerships with regional organizations that represent the interests of cities, counties, and port districts, along with representation of Tribes and key state agencies. The proposed Facilitating Organization has a strong record of working in partnership with these groups, and will be effective in clearly defining the potential roles that could benefit tribes and local governments through active participation in the National Maritime Heritage Area.



7. The proposal is consistent with continued economic activity in the Area and a conceptual boundary map is supported by the public

The setting for the proposed National Heritage Area is one of the most dynamic economic areas in the country, dependent on trade, shipping, boatbuilding, and industrial production. Ports and working waterfronts make up the most active destinations in the proposed Heritage Area, and an important goal of the designation is to maintain the region's working waterfronts and contemporary maritime culture. In addition, many of the communities in the region are emphasizing heritage tourism as a focus of their economic development activities—an emphasis that designation will strengthen and support. There is no conflict between designation of the region as a National Heritage Area and continued economic activity. They are, instead, complementary and supportive of each other.



The boundary map for the National Maritime Heritage Area was extensively reviewed and discussed during the public outreach process. While there were some concerns about the limited geographic area proposed for the Heritage Area, there was also appreciation of the rationale for the limits and the quality of resources included. Overall, the proposed boundary was broadly accepted, and represented a strong consensus for the preferred limits of the Heritage Area.

8. The facilitating entity proposed to plan and implement the project is described

The stakeholder outreach process included extensive discussion of possible Facilitating Organizations. The choice of the Washington Trust for Historic Preservation is widely supported, and will establish a strong institutional foundation for the implementation of the National Maritime Heritage Area. An established non-profit organization with a stable financial base and experience with administering programs similar to the proposed National Maritime Heritage Area, the Trust will facilitate the planning and implementation of the Heritage Area under the guidance of a maritime steering committee that represents a broad range of stakeholder interests. In combination with their own expertise, the Trust will also have the support of established and sophisticated non-profit heritage groups to develop the plan for financial sustainability for the Heritage Area. The Trust has a long history of facilitating effective partnerships and is well-positioned to be successful with this effort.

Being able to coordinate and cooperate with other organizations to pool our resources for the promotion of tourism and expansion of knowledge is seriously needed here.

This place matters because it is intriguing, complicated, informative and beautiful – it represents a story that needs to be told and listened to again and again.

–Historic Everett





Please
Keep Off
Fisherman
Memorial

8

Impacts of National Heritage Area Designation



This section addresses the potential benefits and concerns associated with designating the western Washington coast and Puget Sound as a National Maritime Heritage Area. For the purposes of this feasibility study, two scenarios are considered: a No Action Scenario which assumes a continuation of the *status quo* and a National Maritime Heritage Area Scenario, which builds upon the resources, themes, and boundaries defined in the prior sections.

Affected Area

The proposed National Maritime Heritage Area includes the coastline of most of Washington State. Although the boundaries of the Heritage Area are primarily limited to an area near the shoreline, designation would be expected to have direct or indirect effects in a broader area, including communities located in or near the Heritage Area and along the primary travel routes that provide access to the Heritage Area. Direct and indirect effects could also potentially extend into the waters adjacent to the proposed Heritage Area, primarily if designation and subsequent increases in visitation result in additional recreational boating traffic.

As described earlier, the proposed Heritage Area is located in or near 13 counties and 32 cities. It includes lands within 15 Native American reservations, and 22 Native American tribes consider lands that would be designated as part of the Heritage Area as part of their usual and accustomed territory for inhabitation or resource harvest. The proposed Heritage Area also



includes 32 port districts, which have elected commissioners and quasi-governmental powers over land use and tax collection. The total population of the Heritage Area region is over 4.5 million, approximately 70% of Washington State's population.

The shoreline in the proposed Heritage Area ranges from completely undeveloped to substantially urbanized. While many tidelands are in public ownership, a significant portion of them are private. Properties adjacent to the shoreline are generally in private ownership, and in most cases there is no public right of access to the shoreline. Shorelines are desirable for both commercial and residential properties, and much of the shoreline in the proposed Heritage Area has been developed for one or the other of these uses.

The marine waters of Puget Sound, the Strait of Juan de Fuca, and portions of the Pacific Coast are showing water quality and habitat impacts from upland development and marine activities. There is constant activity involving local, state, tribal and federal governments to address issues related to endangered species (primarily salmon stocks), water quality, and nearshore habitat quality.

ECONOMIC OVERVIEW

Median annual income in the counties included in the proposal ranges from \$42,000 to \$68,000, and includes the 14th lowest and the highest in the state. Statewide, median income is just over \$60,000 (2007 figures.) Tourism is an important source of employment, spending, and tax revenue in the region. In addition to benefiting heritage organizations and visitors, designation of the Heritage Area is intended to improve the tourism economy in the region. Total tourism spending was over \$14.8 billion in 2007, and direct employment in the tourism industry was responsible for over 149,800 jobs. Tourism also contributed \$975 million in state and local tax revenues in 2007.

There is little reliable data on the relative contribution of heritage tourism compared to other types of tourism. Studies of Washington State visitors have shown that over 16% visited landmarks or historic sites as part of their trip, and 17% visited either a national or state park. However, visitors typically participate in a broad range of activities during a trip and it is difficult to attribute the amount of economic contribution from those visitors solely to heritage tourism.

Economically, the designation of a Heritage Area is primarily intended to improve heritage tourism, however the area included in the proposed Heritage Area is also the setting for a wide variety of marine-related economic activities. The proposed Heritage Area includes some of the west coast's most active ports, dozens of marinas, seafood processing, facilities for boatbuilding and repair, and a variety of other commercial and industrial activities.

Relative to maritime heritage tourism, these other shoreline-related economic activities have a much more significant impact on employment, tax revenue, and general economic activity. In 2007, Puget Sound ports alone handled more than 80 million metric tons of cargo, and



statewide marine cargo-related activities contributed more than \$500 million in state and local taxes. Commercial and recreational fishing in Washington waters—not including the importance of the portion of the Alaska fleet supported in Washington State—created over 16,000 jobs. Although heritage tourism is the most direct economic development focus for the Heritage Area, it is also intended to raise awareness of and support for contemporary marine economies, and maintain waterfronts as vital contributors to the Washington State economy.

PUBLIC FACILITIES

In addition to interpretive and heritage facilities, public facilities including parks, community waterfronts, Washington State Ferries and ferry terminals and other publicly owned water access locations could play a role in the implementation of a Heritage Area. Certain highways, the Washington State ferry system, and local roads will be important for providing access to heritage resources for visitors. Public access to the shoreline is available in many locations throughout the Heritage Area, generally provided at parks, community waterfronts, public access areas within port properties, and state and federal resource management areas.

For the purposes of the feasibility study, it is difficult to predict which specific facilities may play more or less important roles in the future Heritage Area. Major parks that include heritage resources include:

National Park Units

- Klondike Gold Rush National Historical Park
- Olympic National Park
- San Juan Island National Historic Park
- Ebey's Landing National Historical Reserve
- Nidoto Nai Yoni Memorial

State Parks

- Fort Flagler
- Fort Casey
- Fort Worden
- Fort Ward
- Fort Ebey
- Cama Beach State Park
- Deception Pass State Park
- Lime Kiln State Park
- Old Fort Townsend
- Cape Disappointment
- Westport Light



HIGHWAYS AND LOCAL ROADS

The major highways serving the Heritage Area are Interstate 5 on the east side of Puget Sound and U.S. 101 on the Olympic Peninsula. Several other highways that provide access to parts of the Heritage Area include S.R. 20 that provides access to San Juan Islands ferries at Anacortes, and connects Whidbey Island to the mainland at Deception Pass. On the Olympic Peninsula highways S.R. 105, 109 and 112 head waterward from U.S. 101 to reach ocean beaches and coastal communities. Several smaller highways, including S.R. 3, 106, 16, 305, 104 and 19 connect communities between the complex inlets and channels of south Puget Sound.



The Washington State Ferry System—operating more vessels than any other system in the country—is a unique component of the transportation system for the Heritage Area. Over 25 ferries serve more than a dozen routes connecting Puget Sound communities. Heavily used for commuting and commercial traffic, the ferry system also supports high volumes of tourism and recreational travelers. The ferry system will likely be an integral part of itineraries developed for the Heritage Area.

In addition to state highways, dozens of local roads provide access to waterfront parks, museums and other heritage resources. Most community waterfronts are also served by local roads rather than state highways.

Potential Effects of Designation as a National Maritime Heritage Area

Designation as a National Maritime Heritage Area (Designation Scenario) would likely result in increased visitation at heritage facilities and sites. More visitors both from within Washington State and from other states and countries would likely travel to and within the region. It is difficult to anticipate what specific locations would see increased visitor volumes or what specific transportation routes visitors would use. Given the size of the region and the number of heritage resources it is likely that the effects of increased visitation, which could include visitor expenditures, increased use of public facilities, and increased crowding or traffic congestion, would be widely dispersed throughout the region. The No Action Scenario assumes that



maritime heritage organizations and jurisdictions will continue to promote and preserve maritime heritage resources as they do currently, acting largely independently and with minimal coordination.

RESOURCE PRESERVATION AND STEWARDSHIP

Designation Scenario

Designation would bring with it national recognition of the significance of Washington's maritime heritage resources. This acknowledgement of the importance of these assets, including their contributions to our nation's historical narrative, would strengthen their perceived value within Washington as well. This could lead to an understanding that there is historical, cultural, and economic value in not only preserving, but investing in and promoting these resources. It is particularly important that this argument would be strengthened not only for maritime buffs and organizations involved in historic preservation, but also for economic development practitioners, tourism promoters, property owners, and policy makers at all levels. It could be anticipated that with growing awareness of the importance of Washington State's maritime heritage, there will also be an accompanying increase in advocacy for protection of those resources.

No Action Scenario

Without designation, cultural heritage and natural resource organizations would continue to turn to existing federal, state or local programs to secure funding with varying levels of success. Historic resources in local, county, state, or national parks would likely continue to be maintained at their current levels; however, it is likely that historic vessels and other maritime heritage resources outside already protected areas would continue to be lost. Increased advocacy and appreciation for historic resources is unlikely without the attention, coordination, and potential funding that would result from designation.

HERITAGE ORGANIZATION COORDINATION

Designation Scenario

National Heritage Area designation and the establishment of a Facilitating Organization would increase coordination among maritime heritage stakeholders and should strengthen their ability to fundraise. The opportunity for increased federal funding directed at the National Maritime Heritage Area would provide other opportunities to leverage state and local funding and private and foundation support. This enhanced coordination and greater success at securing funding would likely lead to more targeted and effective investments in preserving, restoring, and interpreting Western Washington's unique historic assets.



Under the Designation Scenario, museums, interpretive centers, historical societies, and other heritage venues would hopefully attract more paying visitors, and consequently, more effectively grow their membership and fundraising bases. Organizations could potentially receive direct federal funding or monies raised and distributed through the National Maritime Heritage Area's program for capital improvements or operations. Current efforts undertaken by individual organizations could be leveraged to strengthen, align, and coordinate advocacy, maritime heritage stewardship, and educational activities. National recognition could increase pride of place and respect for maritime heritage.

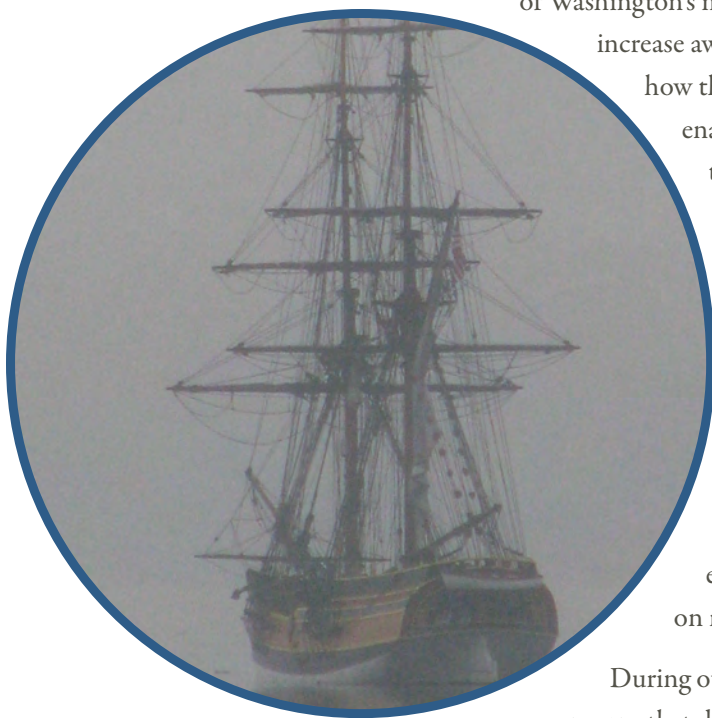
Coordinated interpretation of individual resources would emphasize the interconnected nature of historic sites, linking resources to each other and communicating the bigger story of Washington's maritime history in a more holistic fashion. This will increase awareness of existing resources and attractions and show how the region's many maritime stories relate to one another, enabling visitors and regional residents to easily see and travel to other sites having encountered one piece of the web either accidentally or purposefully.

The types of effects that could result from increased awareness of heritage resources include increases in membership and support for heritage organizations. They could also include local government actions to support heritage through measures such as designation of local historic districts, increased funding for heritage organizations, lodging or economic development taxes, or more policy emphasis on maritime heritage resources.

During outreach activities some community members voiced concerns that designation would duplicate efforts among maritime heritage organizations. However, as discussed above, a primary goal of designation is to coordinate the efforts of these organizations through the efficient operations of a modest Facilitating Organization, thereby reducing duplication of efforts.

No Action Scenario

Without a central Facilitating Organization focused on preserving and promoting Washington's maritime heritage resources and stories, it will continue to be challenging for maritime heritage organizations across the region to coordinate and align efforts. It is unclear whether efforts such as the Maritime Heritage Network and the Pacific Northwest Maritime Heritage Council will continue to provide some degree of coordination. As described above, there are several significant new maritime-related heritage facilities that have been either recently completed or will be completed in the next five years. Even without designation, it is likely



that these new facilities will have a positive impact on local communities' perception and general awareness of maritime heritage. The need to provide sustainable revenue for these new facilities could also provide an incentive for heritage groups to form more effective partnerships throughout the region.



ECONOMIC DEVELOPMENT

Designation Scenario

Designation would be consistent with the full range of economic development activities currently underway across the region. A fundamental economic development objective is to bring outside wealth into an area, growing the economy and benefiting local residents. While this has often been pursued by focusing on the attraction, retention, or expansion of export-oriented industries from mining to manufacturing to high technology, tourism can achieve many of these same ends.

Tourism is increasingly seen as an important industry for Western Washington communities as it creates opportunities for areas that previously relied on resource extraction to diversify their economic base. Tourism brings outside spending to a region and creates additional demand for local goods and services, from food and accommodations to the legal and professional service firms that support tourism-dependent businesses.

Designation and the work of the Facilitating Organization should substantially strengthen the promotion of maritime heritage resources as tourism destinations, resulting in significant economic benefits for local communities and the larger State economy. By providing visitors with a greater number of interconnected, well preserved, and richly interpreted destinations, designation could increase visitors' length of stay and expenditures. .

Designation could also serve to support contemporary working waterfronts, which are as much a part of the region's maritime heritage as historic ships or lighthouses. Designation would raise awareness of the value of working waterfronts and the role they have played and continue to play in shaping Western Washington's communities and building the regional economy.



No Action Scenario

Community and economic development efforts will remain limited to those initiated by local communities and organizations. Without designation as a National Maritime Heritage Area, the region would be unlikely to gain enhanced recognition and appreciation of its economic maritime resources and working waterfronts. Current sites and resources would continue to attract attention based on independent marketing efforts, but would not benefit from national recognition and a coordinated, region-wide promotion and interpretive effort. Individual communities may see increased visitation and economic impact from local coordinating efforts and new facilities mentioned above. Beyond normal increases in tourism due to population growth and as the result of local promotional efforts, the No Action Scenario would have no impact on current economic vitality or population growth trends.

ENVIRONMENTAL IMPACTS

Designation Scenario

Large segments of the maritime economy, from fishing to the sale of waterfront condominiums, depend on healthy marine waters. Maintaining and restoring the health of Washington's marine ecosystems is an important part of the story of the region's maritime heritage. Linking ecosystem health, maritime history, and economic development and consequently expanding the heritage community to include environmentalists and practitioners could serve to increase support for healthy marine waters.

If designation succeeds at increasing visits to maritime resources, then there will be some associated increases in pollution associated with motor vehicle and boat travel. As with vehicular traffic, these environmental impacts would be spread across the large geographic area and throughout the year, likely resulting in minimal impact in any given place.

An increase in visitors could also have an impact on public access locations at heritage destinations, requiring additional maintenance and potential capital improvements to accommodate increased visitation.

No Action Scenario

Pollution and wastewater impacts related to an increase in visitors are unlikely to change under the No Action Scenario. Local efforts for clean-up as well as region-wide efforts, such as the Puget Sound Partnership, will likely continue.

TRANSPORTATION IMPACTS

Designation Scenario

Concerns about traffic are raised whenever any new tourism or development initiative is proposed. In this case, while increased tourist travel is anticipated, increases in traffic would



be distributed over a very large geographic area and spread across different times of day and different times of the year. Boat and ferry traffic may increase as well. However, no noticeable impact is likely to be experienced by any individual community, except in limited cases of new special events or festivals. Any traffic issues that do become concerns may be able to be addressed through coordinated wayfinding signing and traveler information to encourage or discourage the use of different travel routes by visitors.

No Action Scenario

There are no additional impacts to roads, ferries, or other forms of transportation under the No Action Scenario.



PROPERTY RIGHTS AND LAND USE

Designation Scenario

Many participants in the public process were concerned that designation would result in increased regulation within the Heritage Area or significant acquisitions of private property, possibly through eminent domain. Designation will not affect local control over land use, increase federal regulation, or create a facilitating entity with the authority to acquire land with federal funding. There is no underlying federal legislation that provides any basis for designation of a National Heritage Area changing the fundamental relationship between federal, state, and local governments. Similarly, there is no legislative basis for designation having any effect on Native American sovereignty over lands that would be described as Indian Country—including tribal trust lands, allotted trust lands, and fee lands.

While there are no direct regulatory impacts from designation, there is a possibility that designation could indirectly affect local land use or permitting decisions. As discussed above, designation could strengthen local heritage stewardship efforts by asserting the value of Washington's maritime resources and potentially providing additional coordination and funding. This may encourage local maritime heritage organizations or local jurisdictions to pursue more assertive preservation efforts, potentially including restrictive land use regulations. Any additional regulatory actions would be initiated and implemented by local jurisdictions, entirely at their discretion. There is no requirement for additional regulation associated with designation, and there is no increase in the state or federal role in local land use policy.

No Action Scenario

Under the no action scenario there are no additional impacts to property rights and land use. Current property, land use, and development trends will likely continue. Trends for Indian Country—including tribal trust lands, allotted trust lands, and fee lands, will likely remain the same as well.





We were a full day and night coming down Puget Sound, on the steamer from Olympia; loitering along at the villages on its either shore, and studying the already considerable development of its lumber interests, as well as regaling ourselves with the beauty of its waters and its richly-stored forest shores... For beauty and for use, this is, indeed, one of the water wonders of the world...

Samuel Bowles, 1865



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