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**WASHINGTON STATE HISTORIC  
PRESERVATION PLAN 2014-19:**

*“Getting the Future Right”*

**DRAFT: October 31, 2013**

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# WASHINGTON STATE HISTORIC PRESERVATION PLAN 2014-19:

## *“Getting the Future Right”*

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## PART 1: OVERVIEW AND PLANNING PROCESS

### INTRODUCTION

Washington has a long and interesting history, beginning with indigenous peoples, who lived here for centuries before the arrival of Euro-Americans. Our history tells the story of who came before us and how they that shaped our future which gives us a compelling reason to protect our history for future generations.

To ensure that these important resources are protected and maintained for future generations the State Historic Preservation Officer (SHPO) works with stakeholders to develop a statewide historic preservation plan on a five-year planning cycle. This plan champions a vision and strategic direction for historic preservation activities in the state, and is implemented by the Department of Archaeology and Historic Preservation (DAHP) under the direction of the SHPO

The Washington State Historic Preservation Plan for 2009-13, *Sustaining Communities through Historic Preservation*, helped to stabilize and maintain historic preservation efforts in a difficult economic climate. The Plan helped drive policies and budgets to include historic preservation, recognizing that historic preservation is an important tool to realizing sustainable communities and preserving our heritage.

The Washington State Historic Preservation Plan for 2014-19, *Getting the Future Right*, charts the direction of historic preservation policy and action during the five-year planning cycle. The Plan identifies the current state of resources statewide and strategies to strengthen and increase the effectiveness of preservation efforts. The Plan is also intended to expand awareness and commitment to preserving the state's diverse cultural heritage and resources, and to increase public knowledge about the goals and benefits of historic preservation.

### OUR VISION FOR THE FUTURE

Inspire and energize the people of Washington to understand and appreciate our shared historic and cultural resources. Actively incorporate historic preservation as an essential strategy for maintaining a community's identity and unique sense of place, leading the way to opportunities for economic and environmental sustainability.

### PARTICIPANTS AND ROLES

Fulfilling requirements of federal historic preservation legislation, the Department of Archaeology and Historic Preservation, serving as the State Historic Preservation Office (SHPO), is the responsible agent for developing the Plan. Implementing the Plan is a shared responsibility that includes DAHP and also encompasses the efforts of a wide range of interested individuals, organizations, businesses, and government entities.

In short, this is *not* a plan *for* DAHP, but a statewide tool for preservationists and other stakeholders to guide cooperative efforts to preserve the state's cultural heritage. Property owners, tribes, state and local agencies, private non-profit organizations, architects, planners, archaeologists and all persons or groups with an interest and connection to historic preservation have a role to play in moving Washington State historic preservation efforts forward and building better communities.

The Plan – as a catalyst for action – is intended to guide the community to consciously focus on select goals and strategies. The Plan is also a powerful communication tool that can be used to communicate statewide historic preservation issues, trends, goals, and efforts.

## THE PLANNING PROCESS

For the 2014-19 Plan, the State Department of Archaeology and Historic Preservation (DAHP), acting as the State Historic Preservation Office (SHPO), engaged a wide range of interested individuals, organizations, businesses, and agencies involved in preserving the state's cultural resource base. The ideas and recommendations gathered during the planning process were synthesized into the goals, strategies, and Tasks that comprise the Plan and will guide preservationists' actions during the planning cycle.

To assist in the preservation planning process, DAHP enlisted the services of a consultant team that was charged with implementing an effective public engagement processes; facilitating the Plan Steering Committee meetings; and developing goals and strategies informed by comments and data gathered during the process. The consulting team included BERK Consulting, who also assisted with developing the 2009-13 Plan, and Teresa Brum, who chaired the 2009-13 Plan Steering Committee.

### Plan Steering Committee

A Plan Steering Committee was formed to guide the Plan's design and development and members were selected to optimize geographic representation. These individuals represented their constituency's interests in historic preservation and shared their unique views of trends and issues affecting historic preservation during the Plan's implementation. Mr. Paul Mann of the Advisory Council on Historic Preservation and Spokane Preservation Advocates served as the Plan Steering Committee Chair. See Acknowledgements Section for a complete list of Planning Steering Committee members.

The Plan Steering Committee met three times in person over the course of the Planning Process: in March, July, and September 2013, and also conducted numerous electronic reviews of the draft Plan. The committee worked as an advisory group, primarily responsible for recommending goals and tasks to achieve in the next five years. The Committee's accomplishments included revising the Vision for the Statewide Historic Preservation Program; refreshing guiding principles for design, development, and implementation; reviewing and refining the public engagement process; and reviewing and commenting on drafts of the preservation plan. The Steering Committee was additionally guided during Plan Development by these guiding principles:

- The Plan must be implemented.
- This Plan must address the full range of historic and cultural resources in the state. This range includes sites, buildings, structures, districts, and objects that are eligible for listing in the National Register of Historic Places (NRHP), the Washington Heritage Register, the Heritage Barn Register, plus local and tribal registers of historic places. Additionally, the Plan addresses a greater depth of properties by including those cultural and historic resources that have not been formally evaluated for designation purposes but retain value to, and convey information about, the communities and cultures that have found a home in what is now Washington State.
- The Plan belongs to all of us; all share in its implementation.

## Public Engagement Process

Under the direction of the Plan Steering Committee, the SHPO, and DAHP Staff, a public engagement process was established. This process was designed to engage a diverse group of stakeholders by leveraging a variety of participation engagement methods including:

- Public Meetings,
- Cultural Resource Summits,
- Online Survey, and
- Certified Local Government (CLG) Leadership Questionnaire.

Information about these public engagement methods and their outputs are detailed below.

### Public Meetings

Stakeholder meetings provided an opportunity to engage the historic preservation community and other interested parties in a series of conversations about current issues and opportunities facing historic and cultural resources in Washington. To enhance the diversity of input gathered at meetings, they were held throughout the state, in seven different locations: Bellingham, Ellensburg, Seattle, Spokane, Tacoma, Vancouver, and Walla Walla during April and May 2013. There were two formats used during these meetings:

- **General Discussion Format (Bellingham, Seattle, Tacoma, and Spokane).** These meetings featured a brief introduction to the project before participants were divided into small groups. These small groups discussed themes and trends identified by the Plan Steering Committee as focus areas for the Plan. Areas of focus for the 2014-19 Plan included what was working well or not working from the previous Plan, immediate and emerging trends in historic preservation, and partnership opportunities.
- **Neighborhood Tour and Discussion Format (Ellensburg, Walla Walla, and Vancouver).** These meetings included the same discussion format as the others, and were preceded by walking tours of the neighborhoods. These walking tours focused on observing the neighborhood through a lens of historic preservation, which informed the discussions.

### Cultural Resource Summits

Two Cultural Resource Summit meetings, in Western and Eastern Washington, were held with representatives from the Indian tribes. The Westside Cultural Resources Summit was held in May at the Suquamish Cultural Center and the Eastside Cultural Resources Summit was held in May at the Northern Quest Resort in Airway Heights. Discussions with the tribes allowed DAHP to address the same questions being presented at the public meetings and to explore important issues unique to the Indian tribes.

### Online Survey

An online survey was developed to solicit broad feedback from historic preservation stakeholders around the state. The survey was made up of targeted closed-ended questions, designed to solicit input on current issues, opportunities, and priorities, and was available from April 8<sup>th</sup> to May 31<sup>st</sup> 2013. Overall, 380 respondents, representing a variety of organizations, completed the survey.

### Certified Local Government Leadership Questionnaires

The Local Leadership Survey was conducted by representatives of CLG in cities and counties to generate insights on local government policy. This questionnaire was designed to be used by CLGs to solicit feedback from elected officials on aspects of public policy such as awareness of, and funding and legislative support for historic preservation. CLG representatives were offered online and phone trainings for using the

questionnaire to interview elected officials. Ultimately, 10 of the 48 CLGs conducted a representative interview with an elected official and completed the questionnaire.

## Results

The public engagement process for the 2014-19 Statewide Historic Preservation Plan reached a diverse and substantial group of stakeholders, providing robust input made up of comments, recommendations, and issues to consider in the Plan. These comments were detailed in a Public Engagement Summary that was made available to DAHP and the Plan Steering Committee, and ultimately synthesized in developing the Plan's Goals, Strategies, and Actions.

### NATIVE AMERICAN PERSPECTIVE ON HISTORIC PRESERVATION

There are 37 Tribes that call Washington State home (Governor's Office of Indian Affairs), each with a long and rich history interacting with the coasts, mountains, plains, and rivers of the state. Each Tribal perspective is as varied and precious as the unique landscapes that comprise the state; from tidal waters in Puget Sound, rain forests of the coastal plain, towering peaks of the Cascades, the broad and rugged Columbia River, and the rolling hills of the Palouse. Blessed with such diversity, the state's Native American perspectives on historic preservation are varied and robustly developed. They are peppered with subtle local distinctions of emphasis, yet hold consistent core values.

The first of these values is that Euro-American concepts regarding historic resources are too narrow to view and understand the growth of Indian culture. Although archaeological sites and historic era structures and objects of great beauty and/or importance commonly are considered the main components comprising historic resources, they do not reflect the entirety of Washington State's story. The state's Tribes tell the history in the language of their people and the songs of the land; their stories of creation, of hunting, fishing, and great adventure. The connections between people and place are readily understandable and deeply cherished within such a narrative.

A second common value is that the nature/culture divide is an artificial, Euro-American distinction. Tribes emphasize the role of Indian people as part of nature and the mutual effects of interactions between people and the environment. Both foolish and wise interactions between societies and their homes leave stories on the land. Some are comforting; others are more challenging and disquieting. Many Tribes have partnered with the State and others to correct past plunders through the conservation/rehabilitation of habitat, language, and tradition; these acts reaffirm the connection between contemporary and ancestral populations. This focus on generational connection is the reverse side of the historic preservation coin that celebrates place.

A third Tribal value is that the varied histories of the first people represent living legacies that connect contemporary and ancestral generations and that provide sustenance for the mind, body, and the spirit. The all-too modern concept of "then versus now" strips modern actors from their history, from full ownership of their identity, and is the reason why the concept often is shunned in tribal society.

Who are we, if not the sum of our memories? History, as an individual's life, is the unique tapestry of triumphs and failures, which are equally important in forming the whole person and society. Granted, we hold in our memories a special place for triumphs, but the lessons learned from failings are the substance of our maturity as a people and a society.

## PART 2: WASHINGTON STATE HISTORIC PRESERVATION PLAN

### SUMMARY OF GOALS AND ACTION STRATEGIES

#### GOAL 1:

**Revitalize communities by actively engaging historic preservation with other forces shaping our environment.**

- A. Create new and enhance existing incentives for historic preservation.
- B. Increase awareness of the community and economic benefits of preservation.
- C. Promote heritage and cultural tourism.
- D. Increase the connection between historic preservation and sustainability.
- E. Enhance local program support.

#### GOAL 2:

**Engage a broad spectrum of the public in preservation by improving access to information.**

- A. Provide expanded resource information on existing preservation programs.
- B. Increase education for local government staff and officials.
- C. Provide preservation education and hands-on training, inclusive of Tribal cultural resources.
- D. Build community enthusiasm for historic preservation.

#### GOAL 3:

**Strengthen policies and planning processes to enhance informed decision-making for managing historic and cultural resources.**

- A. Position historic preservation to be more fully integrated into land use decision-making processes.
- B. Establish policies and provide tools to improve protection of historic properties, archaeological sites, and cultural resources.
- C. Improve planning and management of historic and cultural resources on state-owned and managed lands.

## GOALS, STRATEGIES, AND TASKS

### Goal 1. Revitalize communities by actively engaging historic preservation with other forces shaping our environment.

*Historic preservation is naturally compatible with other community revitalization strategies. When combined together, these strategies become even more powerful tools for reusing existing resources and enhancing community assets, all at a cost that is competitive with the cost of new development. This goal outlines ways to connect with partners in the growing number of interests related to historic preservation, including building code updates, sustainability, economic development, heritage tourism, conserving sensitive lands, and energy efficiency. This goal also seeks to strengthen existing programs that deliver services to enhance revitalization, such as the Certified Local Government and Main Street programs.*

#### A. Create new and enhance existing incentives for historic preservation.

i. Convene a Work Group to research, identify, and define state and local government incentives that enhance preservation of cultural and historic resources.	Lead: DAHP Support: WTHP Timeframe: 2014 Products: white paper with list and recommendations
ii. Inform local governments on the applicability of historic properties for current use tax assessments and promote the use of this program by providing training to local governments.	Lead: DAHP Support: Washington Trust for Historic Preservation (WTHP) Timeframe: 2015 Products: white paper with recommendations/guidelines; conference session
iii. Provide information and training to local jurisdictions on how to interpret the new International Existing Building Code (IEBC) as an incentive for development of historic buildings.	Lead: DAHP Support: Washington Association of Building Officials (WABO) Timeframe: ongoing Products: conference sessions

#### B. Increase awareness of the community and economic benefits of preservation.

i. Update the 2006 <i>Economic Benefits of Historic Preservation in Washington State</i> report, including new case studies and stories communicating intangible community benefits.	Lead: DAHP Support: WTHP and Certified Local Governments (CLGs) Timeframe: 2015-17 Products: updated report
ii. Develop a report template on the local economic development impact of historic preservation, to highlight the value of historic resources to local communities.	Lead: DAHP Support: WTHP and CLGs Timeframe: 2014 Products: report template

iii. Track and post on the DAHP website existing incentive data that charts the impact of historic preservation on economic development and sustainability.	Lead: DAHP Support: CLGs and Main Streets Timeframe: 2015 Products: page on DAHP website & data input
iv. Encourage local governments to include historic preservation as a local policy priority.	Lead: CLGs Support: DAHP Timeframe: ongoing Products: Legislative goals or inclusion in local Comprehensive Plans

**C. Promote heritage and cultural tourism.**

i. Partner with the Washington Tourism Alliance to develop the framework for a Washington tourism strategy that includes heritage tourism.	Lead: Washington Tourism Alliance (WTA) Support: DAHP, Main Street, and Tribes Timeframe: 2015 Product: framework
ii. Partner with the Washington Tourism Alliance to develop their new strategic plan.	Lead: WTA Support: DAHP and Tribes Timeframe: 2014-15 Products: strategic plan
iii. Explore lodging tax revenues and Tourism Promotion Areas as funding sources for heritage tourism.	Lead: DAHP Support: Main Street and WTA Timeframe: 2016 Products: report with recommendations/strategies
iv. Market historic preservation through the Washington Scenic Byways program.	Lead: DAHP Support: Washington State Department of Transportation (WSDOT) Timeframe: ongoing Products: report with recommendations/strategies
v. Coordinate with partners to designate National Heritage Areas (NHAs).	Lead: National Parks Service (NPS) Support: DAHP Timeframe: 2017 Products: At least one National Heritage Area (NHA) designation

**D. Increase the connection between historic preservation and sustainability.**

i. Implement the Preservation Green Lab’s new Outcome Based Energy Code model in one Eastern Washington community.	Lead: Preservation Green Lab Support: DAHP, McKinstry Timeframe: 2015-16 Products: completed case study & workshop
ii. Select one certified Washington Main Street community for the Preservation Green Lab’s new national Main Street Energy Efficiency project.	Lead: Preservation Green Lab Support: DAHP, Main Street, and McKinstry Timeframe: 2015-16 Products: identify MS community & case study
iii. Identify an individual at DAHP to serve as a point person on sustainability issues to serve on-call to consult and offer presentations.	Lead: DAHP Support: Preservation Green Lab, Main Street, and McKinstry Timeframe: 2015 Products: Presentations/consultations

**E. Enhance local program support.**

i. Strengthen communication, capacity, and collaboration between the state Main Street Program and Certified Local Governments (CLG).	Lead: DAHP Support: Main Street, and CLGs Timeframe: ongoing Products: collaborative projects, conference sessions
ii. Building upon the CLG Leadership Survey, develop and implement a plan to build the capacity of CLGs, similar to capacity-building resources for Main Street programs. These resources could include: <ul style="list-style-type: none"> <li>• Studies that demonstrate that designation increases property values;</li> <li>• Model ordinances to reduce permit fees for qualified rehabilitation;</li> <li>• Top ten list of “reasons to preserve”; and</li> <li>• Database of completed CLG grant projects, and recognition for exemplary CLG grant projects in the DAHP award program.</li> </ul>	Lead: DAHP Support: CLGs Timeframe: 2014-19 Products: DAHP webpage with listed elements

iii. Audit the implementation of House Bill (HB) 1386 to evaluate historic preservation activities that were funded by the additional county document recording surcharge.	Lead: WTHP Support: CLGs and Tribal Historic Preservation Officers (THPOs) Timeframe: 2014-16 Products: completed audit document
iv. Support the development of historic context statements to aid local preservation planning activities.	Lead: DAHP Support: CLGs Timeframe: ongoing Products: context statements completed using CLG grant funding

## Goal 2. Engage a broad spectrum of the public in preservation by improving access to information.

*The future of preservation depends greatly on our ability to encourage the support and active participation of a broad spectrum of people in the community. The resources to accomplish preservation efforts are always limited, and support is needed in many areas such as policy and program development, resource allocation, and to build an educational foundation for future generations. This goal recognizes this as an ongoing effort and emphasizes providing more information and resources about existing programs. It also stresses educating decision-makers such as state and local elected officials on the value of historic preservation programs. The goal also seeks to educate a more diverse cross section of the population and in doing so to gain more widespread support for historic preservation and build capacity for the future.*

### A. Provide expanded resource information on existing preservation programs.

i. Develop messaging and marketing materials around historic preservation specifically targeting design professionals, property owners, and private developers focusing on economic benefits and tax incentives.	Lead: DAHP, Main Street, and WTHP Support: CLGs and THPOs Timeframe: 2018 Products: Targeted Pamphlets/Info Pieces
ii. Provide state and local elected officials with resources and information on existing successes and opportunities to support expanding policy at the state and local level.	Lead: DAHP Support: Association of Washington Cities (AWC) Timeframe: 2015 and ongoing Products: Two to four page folio

**B. Increase education for local government staff and officials.**

i. Provide workshops about historic preservation best practices to targeted audiences, including planners, economic development professionals, building code officials, and other land use related professions.	Lead: DAHP Support: Planning Association of Washington (PAW), American Planning Association (APA), and WABO Timeframe: ongoing Products: workshops
ii. Engage and educate elected officials at AWC conferences on how to use historic preservation strategies for community revitalization.	Lead: DAHP Support: AWC and Infrastructure Assistance Coordinating Council (IACC) Timeframe: 2016 Products: workshops
iii. Schedule forums for discussion and communication around historic and cultural resource preservation by bringing together Tribes and decision-makers from different levels of government (local, state, and federal agencies).	Lead: DAHP Timeframe: 2015-16 Products: convene two workshops

**C. Provide preservation education and hands-on training, inclusive of Tribal cultural resources.**

i. Foster and coordinate cultural resources and preservation trades curriculum for hands-on training for specific skills needed in rehabilitating historic properties.	Lead: DAHP Timeframe: ongoing Products: trades programs created/sustained
ii. Strengthen and expand higher education programs to include online courses and continuing education.	Lead: DAHP Support: Washington's higher education institutions Timeframe: 2016 Products: expanded programs; potential new certificate programs
iii. Create education programs tailored to middle to high school students to cultivate an interest in historic and cultural resources.	Lead: WTHP Support: DAHP Timeframe: 2014-19 Products: Annual Youth Summit
iv. Provide educational forums to discuss strategies to deal with the pressure for communities to accommodate new development and infrastructure in areas with historic and cultural resources.	Lead: DAHP Timeframe: 2018 Products: forums and workshops

**D. Build community enthusiasm for historic preservation.**

i. Encourage more National Register nominations that reflect the diversity of our heritage, especially with properties related to underrepresented communities.	Lead: DAHP Support: NPS and State Advisory Council Timeframe: 2014-19 Products: National Register nominations
ii. Recognize and publicize public and private successes in historic preservation.	Lead: DAHP Support: Washington cities and counties Timeframe: ongoing Products: Increased publicity for historic preservation successes
iii. Develop and implement an effective marketing plan to generate broad public enthusiasm and support for historic preservation.	Lead: DAHP Support: NPS and State Advisory Council Timeframe: 2015-16 Products: completed plan

**Goal 3. Strengthen policies and planning processes to enhance informed decision-making for managing historic and cultural resources.**

*Each year, significant archaeological, historic, and cultural properties are protected for Washington's citizens when many thousands of undertakings are reviewed by local and state agencies for effects on cultural resources. This goal seeks to position historic preservation in an even more meaningful role in the review process by establishing new policies and facilitating more informed decision-making about existing processes. Advancing the strategies under this goal will help achieve other desired outcomes described in this Plan by integrating historic preservation in a wider variety of planning and regulatory conversations.*

**A. Position historic preservation to be more fully integrated into land use decision-making processes.**

i. Create a systemic way to regularly engage with federal, state, and local agencies to raise the profile of historic preservation concerns and impacts to cultural resources being affected by state and federal agency decision-making processes such as State Environmental Policy Act (SEPA) reviews, Growth Management planning, building codes, and local development regulations.	Lead: DAHP Timeframe: ongoing Products: Integration of DAHP standards/best Historic Preservation practices into local codes
ii. Increase opportunities for timely and effective communication between THPOs and land use decision-makers.	Lead: DAHP Support: National Preservation Institute, APA, and Tribes Timeframe: 2015-16 Products: two workshops

<p>iii. Provide best practice examples, templates and other technical resources to cities, counties, and agencies at all levels to incorporate cultural and historic resource management planning into their broader planning efforts, including Growth Management planning, building codes, and local development regulations.</p>	<p>Lead: DAHP                  Support: CLGs, PAW, APA, and Commerce                  Timeframe: ongoing                  Products: materials posted on DAHP website</p>
<p>iv. Develop tools to streamline the integration of historic and cultural resources into SEPA procedures.</p>	<p>Lead: Department of Ecology                  Support: DAHP                  Timeframe: 2015-17                  Products: two model documents/templates</p>
<p><b>B. Establish policies and provide tools to improve protection of historic properties, archaeological sites, and cultural resources.</b></p>	
<p>i. Establish policies and standards for cultural resource repositories.</p>	<p>Lead: Washington Curation Summit                  Support: DAHP and Tribes                  Priority: 2014-17                  Products: policies and standards adopted</p>
<p>ii. Understand and make better use of United States Forest Service (USFS) Resource Advisory Committee (RAC) funding that federal agencies provide to local governments in lieu of tax to do survey and inventory work, and educate local RAC Committees on cultural resource issues.</p>	<p>Lead: DAHP                  Support: USFS                  Timeframe: 2015                  Products: at least one RAC funded survey</p>
<p>iii. Provide tools for local jurisdictions to prepare for and respond to impacts of disaster events on cultural and historic resources; encourage jurisdictions to include historic resources in emergency management plans.</p>	<p>Lead: DAHP                  Support: Emergency Management Division of the Federal Emergency Management Agency (FEMA)                  Timeframe: 2014-16                  Products: model plan</p>

**C. Improve planning and management of historic and cultural resources on state-owned and managed lands.**

<p>i. Obtain commitments from state landowner agencies to inventory an agreed-upon percentage of their lands annually.</p>	<p>Lead: DAHP Support: State landowner agencies Timeframe: 2016-18 Products: inventoried properties</p>
<p>ii. Partner with higher education institutions to involve students in state lands inventory.</p>	<p>Lead: State landowner agencies Support: Washington State education institutions Timeframe: ongoing Products: students involved</p>
<p>iii. Encourage state landowner agencies to hire qualified cultural resource managers (CRMs).</p>	<p>Lead: DAHP Support: state landowner agencies Timeframe: ongoing Products: hired state agency CRMs</p>
<p>iv. Develop and implement agency historic and cultural resource management plans.</p>	<p>Lead: state landowner agencies Support: DAHP Timeframe: ongoing Products: cultural resource management plans adopted</p>

## PLAN IMPLEMENTATION

This Plan will now be put into action. Over the next five years, the Department of Archaeology and Historic Preservation (DAHP) and its partners throughout the state will begin to implement the Plan. Implementation is crucial; as the guiding principles of the Plan state, the Plan must be implemented, it belongs to all of us, and we all share in its implementation. In order to monitor the progress of implementation, the Plan Steering Committee agreed to continue to provide oversight for the plan, and will reconvene 18 months after Plan completion to review what progress has been made.

## PART 3: RESOURCE OVERVIEW AND HISTORIC PRESERVATION TRENDS

### ASSESSMENT OF HISTORIC AND CULTURAL RESOURCES

The following narrative provides a status report on the Washington State Inventory of Cultural Resources (hereinafter referred to as the Inventory), the state's primary repository of information on cultural and historic properties. Following the status report is an overview of the various cultural and historic resource types that can be found in Washington. This overview is not intended to be an exhaustive description of these property types, nor a scholarly context of historic trends that have shaped the place we now refer to as Washington State. Rather, what is provided here is a thumbnail sketch of Washington's cultural and historic resource base to give readers a sense of the wide range of property types found here.

For purposes of discussion, the text is divided into two broad categories. First discussed are archaeological resources, often thought of as cultural resources found on or below the earth's surface and that can be represented by sites, structures, districts, and objects. Secondly, historic resources are those cultural resources that are readily found in the built environment and include buildings, structures, districts, and objects. Although this breakdown between the two resource groups is over simplified, it is made here for discussion purposes only. In actuality, there is extensive overlap between these two general categories of resource types. Examples of this overlap are historic districts that include archaeological as well as historic resource components, such as Fort Vancouver National Historic Site in Vancouver or Pioneer Square Historic District in Seattle.

Also discussed here are cultural resource types that are more unusual or challenging in terms of identification, documentation, and management. These include traditional cultural places (TCPs), cultural or historic landscapes, maritime or submerged cultural resources, and properties from the recent past.

### Current Status of Inventory Data at DAHP

The following narrative provides a description of the current status of the Inventory. Also included is an update on DAHP's ongoing efforts to enhance the utility and value of the records for research, environmental review, and project planning purposes.

#### **What is the Washington State Inventory of Cultural Resources?**

From a general perspective, the Inventory serves as a comprehensive statewide database of recorded cultural and historic resources found within the state's present boundaries. Archaeological sites and historic resources have been recorded and deposited with the State of Washington since the early 1900s. Since passage of the National Historic Preservation Act (NHPA) and creation of the State Historic Preservation Office (SHPO) in the late 1960s (later becoming DAHP), the agency has systematically collected documentation (site records) on cultural and historic resources. At this point, the Inventory of Cultural Resources, housed at DAHP's offices in Olympia, is the state's most comprehensive repository of cultural resource data.

#### **Document Types Held in the Inventory**

The bulk of document types held in the Inventory are comprised of:

- Archaeological Site forms
- Historic Property Inventory site forms, and
- Cultural resource survey reports.

Other holdings include nomination documents for:

- The National Register of Historic Places (NRHP),
- The Washington Heritage Register,
- The Washington Heritage Barn Register,
- Federal agency property nominations, and
- National Historic Landmark property listings.

Other components of the Inventory not to be overlooked are drawings, plans, photographs, and text about properties included in the Historic American Building Survey (HABS), the Historic American Engineering Record (HAER), and the Historic American Landscape Survey (HALS). Smaller, though equally important, are specific databases on traditional cultural properties, including underwater archaeological sites and submerged historic properties (sunken vessels and aircrafts).

A recent addition to the Inventory is the Cemetery and Burials database established as a result of State legislation in 2008. This database is remarkable for the legislative language that mandated the database to be in Geographic Information System (GIS) format with the goal of mapping all cemeteries and burials in the state. Since 2009, the database has grown from 2,364 to 2,818 mapped cemeteries and individual burial sites.

### **By the Numbers**

At the beginning of the 2014-19 preservation planning cycle, the Washington State Inventory is comprised of over 71,000 cultural resource records plus over 24,000 cultural resource survey reports. This represents a gain of over 27,000 records or a 60% increase since 2009 when the inventory housed nearly 45,000 records. A breakdown of the 2013 quantities of records by type, including their gains since the last planning cycle, is as follows:

- 2,512 NRHP, Washington Heritage Register and Heritage Barn Register nomination listings (+ 267)
- 14,561 "contributing" properties to Register listings (historic districts or listings with multiple components)
- 2,820 Historic Cemetery database entries (+1,888)
- 29,622 Archaeological Site Forms (+7,405)
- 89,921 Historic Property Inventory database entries (+24,989).

This significant rate of growth is seen primarily as the result of the following:

- Priority given to implement the Historic Cemetery database and fulfill its mandate by data collection and entry on hundreds of new site records.
- Ongoing enhancements to DAHP's award winning Washington Information System for Architectural and Archaeological Records Data (WISAARD) database; advances to the database has resulted in increased ease of data input and downloading forms and reports into Inventory databases.
- Several large NRHP historic district listings, such as Broadway Park, South Hill, and York neighborhoods in Bellingham.
- Several large public works projects have generated hundreds of new or updated archaeological and historic property inventory records; examples include the State Route 520 expansion and Link light rail projects in Seattle and the East King County suburbs.
- Increased participation by state and local agencies consulting with DAHP on cultural resource surveys under the auspices of Section 106, Governor's Executive Order 0505, or the State Environmental Policy Act (SEPA); examples include a comprehensive inventory of cultural and historic resources at American Lake Medical Center and Western State Hospital, both in Lakewood.

These numbers and trends demonstrate that the Inventory continues to grow in volume and coverage of the state's land mass. Nevertheless, it should be noted that as Washington's population continues to increase resulting in increased conversion of land for new uses, the Inventory's coverage is not keeping pace with the demands made upon it by project planners.

### **County Assessors Data Imports**

Regarding recent enhancements to the Inventory, it is important to report the successful import of county assessor's parcel data into the Historic Property Inventory database. Briefly, this project capitalized on electronic parcel records compiled by the state's county assessors. Working with consultants, DAHP was able to download publicly available records for thousands of parcels statewide. Data for parcels with structures 40 years of age and older was electronically provided by county assessor's offices, in counties with CLGs. It was then imported into DAHP's database thereby creating inventory database entries and mapping the locations in WISAARD. With the introduction of the assessors' data, the Inventory has expanded to include more than 644,000 records.

The goal of this data processing effort was to create a preservation tool for project planners and researchers. While the data imported into the database is insufficient to evaluate significance or make recommendations, it serves as an aid for planners to site projects in order to minimize adverse impacts in areas with a high concentration of potentially historic properties, as well as to plan and budget for survey field work. The imported records provide researchers with information including the approximate date of construction, property type, and ownership information.

### **Assessment of Survey and Inventory Efforts**

Although the Inventory has grown substantially during the 2009-13 planning cycle, it is safe to say that large expanses of Washington State have been surveyed at only a reconnaissance level, if at all. Furthermore, although many of the state's urbanized areas have been surveyed to some degree, much of this survey data is approaching 30 or more years in age. While DAHP protects and manages these records, the data is often outdated and must be evaluated as such.

In past decades, DAHP had sufficient funding to routinely conduct survey and inventory projects as part of the agency's annual work plan. However since the early 1990s, funds for comprehensive survey efforts have only sporadically been made available to the Department. For example, in 2011 DAHP took advantage of a Preserve America grant award to conduct a thematic survey of properties related to the state's maritime heritage.

In addition to survey projects initiated by specific federal and state funding, DAHP continues to gain many new inventory records from survey projects undertaken by Washington's 50 Certified Local Governments (CLGs). These projects are assisted by federal funds and administered by DAHP to aid local governments to implement historic preservation planning projects. Eligible CLG grant activities include development of local cultural resource inventories. Many CLGs and Tribal Historic Preservation Officers (THPOs) have adopted goals to update and expand survey coverage within their jurisdictions. For example, the cities of Walla Walla and Yakima, along with King County, have taken advantage of CLG grant funds to update old, and generate new, inventory information. This data is incorporated into local planning and permitting databases as well as the statewide Inventory.

Federal agencies continue to survey and inventory cultural and historic resources on lands under their control or management. This ongoing effort is in fulfillment of sections 106 and 110 of the NHPA, mandating that agencies survey cultural and historic resources and protect the nation's heritage. This mandate applies not only to land managing agencies such as the United States Forest Service (USFS) and Bureau of Land Management, but also to more program oriented agencies such as the Federal Highway Administration or Department of Veterans Affairs. As an example, the U.S. Army routinely undertakes cultural resource survey

work on its lands at Fort Lewis in Pierce County and the Yakima Training Center in order to avoid affecting cultural resources during military training exercises. Also, the Department of Energy must inventory properties that may be affected by its grant programs for energy retrofits.

Responding to signing of the Governor's Executive Order 0505 in 2005, Washington's state agencies are stepping up their efforts to survey cultural and historic resources affected by expenditures from the State's capital budget. The order requires that agencies seek comments about capital budget projects from DAHP as well as interested/affected tribes. Examples include the Washington Department of Fish and Wildlife (WDFW) that may be conducting habitat restoration work on State-owned land or the State Department of Commerce that administers a wide range of state-funded programs for energy efficiency, community infrastructure, and performing arts facilities.

The Inventory is also populated by inventory data submitted to DAHP by local agencies complying with the SEPA. Administered by the Department of Ecology, SEPA serves as a vehicle for local governments (cities, counties, and special districts) to notify the public of project proposals. The SEPA project review process also provides a formal opportunity for interested and affected parties to provide comments and recommendations on project proposals. Under SEPA, project proponents/applicants complete an environmental checklist in which project information and potential impacts are disclosed to the public. The environmental checklist includes three questions pertaining to potential impacts to known cultural and historic properties. In commenting on SEPA reviews, DAHP recommends conducting survey and inventory activities where cultural and historic resources may be impacted by development. Results of these survey efforts are provided to DAHP for review and entry into the Inventory.

Finally, in addition to Inventory submittals from agencies, grant recipients, and project proponents, DAHP also receives a significant share of new inventory data from volunteers interested in recognizing and protecting cultural and historic resources. While most of the forms from members of the public document the historic built environment, some new archaeological site records are submitted to DAHP by professional archaeologists who are retired or working on a pro-bono basis. Other recent examples of volunteer survey work include members of the Jefferson County Historical Society who added over 1900 inventory forms and Anacortes volunteers who conducted a baseline survey of mid-20<sup>th</sup> century modern properties within the city.

### **An Inventory for the 21st Century**

As steward of the Inventory, DAHP takes its mandate to protect and manage these records to the highest standards seriously. Also important is the agency's effort to make the Inventory an indispensable tool for research and project planning in order to help protect cultural and historic resources.

During the 2009-13 preservation plan cycle, DAHP continued to build upon previous advances in transforming site records from paper to electronic images. Most remarkable has been the ability by the public to remotely search and interact on-line with DAHP's WISAARD databases. Comprised of a series of Geographic Information System (GIS) data layers, WISAARD provides tabular and spatial data on the properties held in the Inventory including historic properties and historic registered properties. Archaeological and cultural resource site records, survey reports, and cemetery records are also digitized and available on-line but are password protected and accessible only to qualified professionals and authorized agency managers.

These and other advances have dramatically changed the Inventory and the way DAHP conducts business. Recognizing the impact that WISAARD has on agency operations and its effectiveness as a project planning and cultural resource protection tool, in 2010 the American Council for Technology recognized DAHP with its Inter-Governmental Solutions Award. This nationally competitive award recognizes leadership by government agencies using technology to enhance program efficiency and customer service.

Despite significant progress to date, the next five years of historic preservation planning will see further advances in the capability, accuracy, and accessibility of the Inventory as a project planning and resource protection tool. In the near term, DAHP anticipates moving much of its business practice to on-line interactions. Generous funding provided by the Federal Highway Administration has facilitated this automation of office operations by merging the Inventory databases with DAHP's environmental review responsibilities. Both the agency and its stakeholders will benefit by even more rapid sharing of data with reduced review and response times.

## **An Overview of the Resource Base: Archaeological Resources**

Archaeology is the scientific study of both prehistoric and historic cultures by excavation and analysis of their artifacts, monuments, and other remains, in the context of their location of discovery. By studying this physical information, archaeologists can learn about past cultures as well as apply the lessons of those past cultures to contemporary issues. In addition to studying these artifacts, archaeologists consult with tribes to better understand the archaeological sites associated with their ancestors. As a metaphor, archaeological sites are like a rare book, the reading of which can be transformative, but, by virtue of their age, they are fragile and can easily be destroyed if not treated with care and respect.

People have inhabited the lands that now comprise Washington since the end of the Pleistocene Epoch, approximately 12,000 years ago. The record of their daily activities, art, and their economic and spiritual lives is evident in the over 29,000 sites on record with DAHP. Archaeological sites have been discovered in every county in the state and in every environment imaginable. Obviously, the actual number of archaeological sites in Washington is unknown as there are many that are likely undiscovered. This is partially because many sites are assumed to be buried deep underground, underwater, or both.

### **Archaeological Resources in Western Washington**

Throughout time, most human settlements have been located in the immediate vicinity of lakes, rivers, or oceans. Not surprisingly, the abundance of water in western Washington is matched by an abundance of archaeological sites. As an example, located along protected saltwater shorelines are permanent winter villages that are archaeologically visible as large, deep shell middens. These shell middens are composed of a dark organically enriched soil with shell fragments, hand tools, fire-cracked rock, and sometimes reveal rectangular depressions where longhouses stood. Most of the shell middens previously discovered date from approximately 3,000 years ago. In addition, evidence of seasonal campsites associated with Native American fishing, hunting, or gathering activities is typically located on upper river terraces. Many such village and campsites have been discovered. Predictably they are located in association with water, animal, and plant resources, and on average, they date between 4,000 and 8,000 years old. Some less common archaeological sites in Western Washington are pictographs, petroglyphs, and wet sites. A pictograph is an image drawn onto a rock surface with a mixture of pigments that can include ochre, charcoal, or other plant and animal materials. A petroglyph is an image chiseled into a rock surface.

These images can be geometric designs or human or animal forms and are often found on prominent boulders along the shoreline or on rock outcrops. Wet sites are located in intertidal areas or other salt or fresh water areas in which perishable materials like basketry, wooden artifacts, or wool and hair are submerged, and therefore, preserved. Such sites range in size from the well-known, mile-long village of Ozette, to numerous smaller campsites, and intertidal fish weirs.

An archaeological event that has recently been "recognized" is the cultural modification of trees. Culturally modified trees (CMTs) are living cedar trees that have had bark stripped from one or more sides for use in making baskets or clothing. CMTs are usually found in stands of old growth cedar. Finds of CMTs appear to date back 300 years or more.

## **Archaeological Resources in Eastern Washington**

While most residents of Washington today recognize the prior habitation and use of the coasts and forests by Native American populations, there is less recognition of use of the mountains and arid scablands of eastern Washington. As in western Washington, eastern Washington has archaeological evidence of numerous camp and village sites. One type is the winter pithouse village located along major rivers, such as the Columbia, Snake, Spokane, and Okanogan. Other sites associated with seasonal subsistence include lithic sites and stone tool quarries. Such sites are usually located along tributary creeks and associated ridges and slopes, and are often characterized by the presence of stone outcrops and small stone flakes, the waste or by-product of stone tool making. In addition, purposefully stacked rocks in a variety of forms including cairns or other alignments are found in many areas. There are a number of different functions attributed to these features. Cairns have served as burial sites to cover and seal human remains. Rock piles in different configurations are also associated with ceremonial and religious activities such as a vision quest. Rock features are also reported to be used in the hunting or driving of game, and in the storage of gathered foods.

A more recent addition to the archaeological site records of inland areas is huckleberry-drying trenches. These are sites where huckleberries were dried over smoldering fires to preserve them, so they could be stored for winter use. Characteristics of these sites are the presence of low swales and shallow rectangular depressions upon which berry-laden mats were placed. A smoldering fire built inside a downed log served as the heat source.

## **Cemeteries and Burials**

Throughout the state, burial or cemetery sites are of special significance and sensitivity. The location and formation of burial sites varied over time and among cultural groups. In some parts of Western Washington, small off-shore islands adjacent to villages were used as cemeteries. In other areas of Washington, the deceased were buried on wooded slopes adjacent to their village. Furthermore, isolated burial spots are found in a variety of locations. At the time of early Euro-American contact, entire villages were decimated by disease and thus became virtual cemeteries. It goes without saying that such areas are to be treated with respect.

As discussed previously, State legislation passed in 2008 directed DAHP to create and maintain a GIS database of cemeteries and burials of human remains. The Historic Cemetery and Burials database currently houses data of nearly 3,000 cemeteries and burials within the state. These places are also being mapped in GIS map layers as are other inventoried sites. While much progress has been achieved, it must be recognized that the database will require constant update as cemeteries and burial sites are identified or discovered.

## **Federal and State Laws**

Archaeological resources in Washington State are protected by a latticework of federal and state laws. Federal antiquity laws protect historic properties on federal land or when a federal activity is involved. State laws protect archaeological sites and human burials on non-federal land. For example, state legislation passed in 2008 made a significant stride in protecting the treatment of inadvertently-discovered human remains. This legislation created the position of State Physical Anthropologist, housed within DAHP. The Physical Anthropologist is charged with overseeing the proper handling of non-forensic human remains and conveying these remains to appropriate caretakers. Despite these protections, there is the reality of site loss. Vandalism, lack of funding, and inadvertent destruction is indicative of the need for public safety agencies at all levels of government to pursue enforcement of these laws.

## Historic Resources

The historic era is considered to begin at the time of the first European contact with Native Americans. For present day Washington State, this contact is usually dated to the 1790s. Historic resources include buildings, structures, sites, districts, and objects typically associated with the National Register of Historic Places and the Washington Heritage Register. Not to be overlooked are historic archaeological resources, or archaeological sites that can provide important information about our past since the late 18th century. Other cultural resource property types addressed in this document are historic or cultural landscapes, and traditional cultural properties. Beyond these property types that might be considered as "mainstream" historic properties, the historic preservation community in the U.S. and beyond, are increasingly expanding the boundaries of what are considered important to conveying our heritage. As a result of this expanded thought, historic preservation planning principles and practices espoused in this Plan include resources that are less tangible but still worthy of recognition and preservation efforts. Examples of such resources include, but are not limited to languages, music, crafts, ceremonies, plus folk art and traditions.

Unlike archaeological resources, evidence of which is usually not apparent except to the trained eye, historic resources comprise our built environment. Though we pass by historic resources every day, they are key to giving our city streetscapes and countrysides distinctive character or the "sense of place" that people seek for their community. As with archaeological resources, historic resources are under constant threat from the lack of maintenance, alteration, vandalism, or demolition to make way for new construction. The following discussion focuses on certain types of historic resources that are often threatened by loss or redevelopment.

### **Agricultural Structures and Landscapes**

As development spreads further from the state's urban centers, properties reflecting the state's agricultural heritage are increasingly threatened with loss. While the recent recession's slow economy may have temporarily reduced the rate of development, owners of historic farm properties still face multiple challenges such as drastic market swings, shifts in consumer habits, and high overhead costs. As a result, intact farmsteads and associated landscape features are disappearing from rural landscapes. Barns, an American icon and sentimental favorite, seem to be particularly vulnerable to loss due to deterioration, exposure to the elements, functional obsolescence, the high cost of maintenance, and conversion of farmland to other land uses. Although all areas of the state are impacted, rural landscapes in the Puget Sound basin and along interstate highway corridors such as Interstate 82 in the Yakima Valley, face development pressure.

Despite these ongoing market forces, Washington's Heritage Barn program is making notable strides to preserve our agricultural heritage. Since passage of State legislation in 2007, Washington has become a national leader in historic barn preservation. In recognition of the success of the program, in 2012 the NTHP presented an Honor Award to the Heritage Barn program. After seven years of the program, there are now nearly 600 barns listed in the Heritage Barn Register. At least one barn is listed in every county, with Skagit County being the leader with 55 on the Register.

Besides the recognition and prestige resulting from register listing, the Heritage Barn Grant program provides a financial incentive for owners to rehabilitate their barns. Since grants were first made available in 2007, the program has:

- Invested nearly \$900,000 in State funds granted to property owners for barn rehabilitation projects.
- Rehabbed 46 Heritage Register barns with new roofs, siding, framing, windows, paint, and foundations.
- Leveraged \$1.28 in local investment (labor, materials, and equipment) for each State dollar granted by the program, and
- Resulted in the estimated creation of 220 jobs and generated approximately \$150,000 in local sales tax revenues.

In addition to the Heritage Barn Register and Grant program, DAHP, in partnership with the Washington Trust for Historic Preservation and Washington State Parks, has created a barn materials salvage program. This program has enjoyed success by salvaging materials (siding, framing, etc.) from demolished barns. Once salvaged, the program works to redistribute the material free of charge to Heritage Barn owners to aid their preservation efforts.

In addition to the State's barn preservation efforts, recognition must also be given to the King County Historic Preservation Program that has pioneered barn preservation as a local priority. The King County initiative has funded a comprehensive inventory of barns and developed a package of incentives and planning tools to foster barn and farm preservation throughout the county. Work in King County and at the state level has sparked similar efforts in local jurisdictions such as San Juan and Thurston Counties, as well as in other states.

### **Industrial Complexes**

Washington's industrial and manufacturing heritage is reflected not only by buildings but also by structures, historic archaeological sites, and districts. The Georgetown Steam Plant in Seattle and the Milwaukee Railroad Yard Site in South Cle Elum are just two examples of historic resources that are recognized for their contribution to the state's industrial past. However, other examples are rapidly disappearing: Lumber mills, mine ore concentrators, shipyards, warehouses, and manufacturing facilities are dwindling in number due to many factors including the nation's shifting economic base, maintenance costs, new technologies, natural resource remediation, and environmental clean-up efforts. Historic canneries, once prominent in many Puget Sound and Columbia River port communities, have virtually disappeared.

Another historic industrial site needing attention is the Olympia Brewery in Tumwater; despite the efforts of the property owner, the community, and preservationists, the complex still languishes after years of abandonment. In addition to hazardous waste concerns, the remote location of some historic industrial properties makes it more difficult to preserve them, since the population base in remote areas is unable to support the adaptive reuse of these structures. Mining-related properties are a prime example of this scenario.

In some instances, documentation of industrial facilities before demolition, including the expert identification of machinery and equipment, is helping to mitigate these losses. In other instances, interpretive efforts have been successful in capturing the history of these properties including associated archaeological resources. For example, the Snoqualmie Falls Hydroelectric Project has preserved original turbines and created interpretive displays for visitors to the Puget Sound Energy facility near Snoqualmie. Despite the losses of historic industrial facilities, there have been notable successes in the preservation and even adaptive re-use of some important examples including:

- Albers Mill on the Thea Foss Waterway in Tacoma that has been rehabbed for housing and retail.
- Seattle's Gas Works Park on Lake Union is a recognized pioneer in adapting heavy industrial plants to recreation uses and is a landmark in modernist landscape architecture.
- The Power House Theatre in Walla Walla has transformed an old electric generating facility into a venue for theatrical performances.
- McKinstry Corporation's award winning rehabilitation of Spokane's former Spokane & Inland Empire Railroad (SIRR) car barns for corporate and community office space.

### **Recreation and Entertainment Properties**

In a state blessed with a bounty of natural and scenic beauty, it only stands to reason that there should be numerous properties that showcase Washington's outdoor recreational heritage. These properties include cabins, lodges, camps, parks, trails, gardens, as well as the landscapes in which they were constructed.

Significant strides are being made to protect these historic properties in national, state, and local park systems. An innovative example is a program administered by the U.S. Forest Service which makes available historic ranger stations, residences, and fire lookout towers to the public for vacation rentals. In addition to preserving and interpreting a remarkable collection of cultural and historic resources, Washington State Parks has a similar program of hosting visitors at park owned lighthouses, fortifications, and even rehabbed resort cabins at Cama Beach State Park. Not to be overlooked are city and county park agencies that continue commendable work to preserve historic properties in their care. Notable examples include:

- Kitsap County's assumption of ownership plus preservation of the Pt. No Point Light Station near Hansville.
- U.S Fish & Wildlife's replica of a Native American plankhouse at its Ridgefield National Wildlife Refuge in Clark County.
- Tacoma Metropolitan Park District's award winning restoration of the Pt. Defiance Pagoda following near destruction from an arson attack.
- Seattle Parks' ongoing work to preserve the Sand Point Historic District at Magnuson Park, including rehab of Hanger 27 as a private sports and fitness gym.

Despite these successes, park and recreation agencies at all levels often struggle to maintain and protect their historic resources. Maintenance and repair costs coupled with cuts to staff and operations have posed a serious challenge to Washington's State Park system. The 2014-19 planning cycle will see federal, state, and local park systems striving to find supplementary funding as well as changes to property programming with a larger role being played by private partners.

### **Transportation Infrastructure**

During the 2009-13 historic preservation planning cycle, Washington State witnessed the planning, initiation, and, in some cases, completion of major transportation projects affecting cultural and historic resources. This timeframe is bookended by the completion of two major transportation projects: the 2009 opening of Sound Transit's Link light rail line from SeaTac International Airport to Downtown Seattle, and the 2013 opening of the magnificently rehabilitated King Street Station as a regional multi-modal transportation hub. These two examples illustrate that while transportation projects often negatively impact cultural and historic properties, partnerships and early engagement in project planning can result in major historic preservation achievements.

The 2014-19 historic preservation planning cycle promises to witness transportation projects impacting cultural resources. The State Route 99 Tunnel under downtown Seattle is projected to be completed and with it, initiation of planning for the city's waterfront once the Alaskan Way Viaduct is removed. The State Route 520 expansion from Seattle to Redmond will affect a long list of cultural resources, cultural landscapes, buildings, and historic districts along the corridor. The project has also sparked a long list of measures to serve as mitigation for the adverse effects to these resources. Other future transportation projects on preservationists' watch list include:

- Renewed effort to replace historic bridge spans over the Columbia River at Vancouver
- Proposed port facilities and rail corridors for delivering inland energy resources for export to China. Impacts to cultural and historic resources are projected to affect not just the port facilities, but also along the entire rail corridors stretching from Idaho.
- Expansion of Link light rail to Redmond and Snohomish County.

## **Maritime Heritage**

Washington enjoys beautiful and varied shorelines, not only along the Pacific Ocean and Puget Sound, but also spectacular lake and river frontages. These shorelines are not only scenic but also rich in cultural and historic properties. These shorelines are also attractive as places to live, work, and play. Therefore, resources associated with the state's maritime heritage continue facing pressure for more intense development and new uses.

The 2014-19 state historic preservation planning cycle includes renewed effort to seek congressional designation of the Puget Sound and Pacific Ocean shoreline as the first National Maritime Heritage Area. Supporting this work is completion in 2011 of the Maritime Resource Survey for Washington's Saltwater Shores (found online at <http://www.dahp.wa.gov/sites/default/files/MaritimeResourcesSurvey.pdf>). This survey effort documented over 500 maritime related properties and ten context sub-themes from Native American use of shorelines to recreation and scientific research. This survey has several implications for future maritime heritage preservation including:

- New documentation of the cultural and historical significance of Washington's shorelines.
- Added justification for designation as a National Maritime Heritage Area.
- Identification of both long and short-term preservation needs.
- Identification of interpretation and educational opportunities.
- Data for local communities to use in their Shoreline Management Program (SMP) update work.

Finally, the maritime resources survey reinforces the importance of preservation work already underway by a large number of preservation advocacy groups, museums, and communities working to preserve maritime related resources. Examples include preservation efforts taking place in Aberdeen at Grays Harbor Seaport; Gig Harbor; Lake Union in Seattle; Thea Foss Waterway in Tacoma; Neah Bay; Port Townsend; and numerous other communities.

A longer range issue facing preservationists is mounting scientific evidence of global warming and the consequences of rising sea levels. 2012's Super Storm Sandy gave the nation a prospective scenario of the consequences of sea level rise to cultural and historic properties in the United States. Even before Sandy, many communities, federal and state agencies plus university programs have been addressing the effects of global warming and developing an appropriate response. These responses are taking shape through Shoreline Management Programs as well as through shifts in land-use and environmental policy. From a historic preservation perspective, rising sea levels may threaten historic waterfront districts as well as erode, submerge, and destroy buried archaeological sites near shorelines.

## **Historic Properties of the Recent Past**

Discussion of the state's historic built environment would not be complete without acknowledging a growing public interest in historic properties constructed in the post-World War II era. Despite this growing public and media interest, designation and preservation of properties from the recent past remain controversial. Such property types include those associated with America's roadside culture including motels, restaurants, gas stations, and auto dealerships. However, interest in the recent past goes beyond popular culture to include modernist skyscrapers, shopping centers, churches, and suburban housing tracts. Through the efforts of preservation advocates, appreciation for and protection of mid-20th century modern properties has grown to include NRHP listing and local designations of primary examples including the Barksdale House in Seattle and the Curran House in University Place. These advocacy efforts have included tours, lectures, exhibits, conferences, and social media outlets.

## Traditional Cultural Places

The significance of TCPs is based upon historic cultural beliefs, customs, or practices, which may or may not continue to the present. A TCP may be a distinctive natural site, such as a mountaintop, or a historic environment, such as an ethnic neighborhood. Or it may simply be a place with significant historic value to a specific ethnic or cultural group. The previous use and historical association of such properties can be demonstrated through historical documentation and through tradition or oral history. Because TCPs may have a spiritual rather than a physical significance, it may be impossible for outsiders to identify such sites. A notable example is Snoqualmie Falls in King County. Although long famous for its stunning natural beauty and historic hydro-electric power plant, the falls are recognized as a TCP because of its association with Native American spiritual values.

Although TCPs can be associated with any group, the majority of TCPs recorded to date are associated with one or more Native American tribes. There are twenty-nine federally recognized tribes residing in Washington, seven non-recognized tribes, and over a dozen tribes and Canadian First Nations in adjacent states and provinces that have association with lands in what is now Washington State. All may have TCPs located here. Knowledge of, and inventory of TCPs usually arises during the Section 106 of the NHPA consultation process when a federal agency action has potential to affect such properties. The NHPA applies to TCPs in the same way that it applies to other cultural and historic resource types.

## Cultural Landscapes

Cultural landscapes are rapidly gaining recognition as a distinct property type worthy of protection. Sometimes referred to as historic landscapes, cultural landscapes can be associated with any group or historic theme and can be designed (as in a formal garden or public park) or vernacular (such as an agricultural landscape). To date in Washington, cultural landscapes are most often associated with Native Americans and their closely held cultural values. These landscapes may represent physical manifestations of important religious beliefs, traditional stories or legends, as well as recognized sources for materials important to Native American culture.

Cultural landscapes may include traditional cultural places, and, by circumstance, cultural and historic resources not related to traditional cultural values. The term "cultural landscape" also encompasses landscapes that derive their significance from illustrating how people have managed the landscape to meet their needs. These cultural landscapes may range from large tracts of land and significant natural features to formal gardens of less than an acre. Such landscapes are often overlooked during comprehensive planning efforts or specific development plans.

Examples of recognized cultural landscapes in Washington are: Ebey's Landing National Historic Reserve on Whidbey Island and the Columbia River Gorge National Scenic Area. Cultural landscapes, like other cultural resources, are particularly vulnerable to growth and development. This is particularly true in Eastern Washington where any change to the landscape is visible for miles. A difficult management question occurs when transmission line or wind energy development proposals threaten to change the character of ridges, valleys, and hillsides that may have cultural significance.

## Properties Associated with Under-Represented Groups

There is growing acknowledgement that past historic preservation planning efforts have focused on properties derived from European settlement in the nation. As a result, national and state register listings are largely comprised of the homes, institutions, and businesses of Euro-American cultures. Often overlooked are cultural and historic resources associated with groups that are under-represented in the nation's historic narrative including African, Asian/Pacific Islander, Latino, and Native American cultures. For example, analysis of DAHP's Historic Property Inventory indicates that only 37 properties have been identified as primarily associated with ethnic heritage. This is in contrast to properties associated with other historic contexts such as transportation with 698, manufacturing/industry with 504, and agriculture with 2,277.

The Latino Heritage Youth Summit convened in Yakima County in 2012 and served as a wake-up call to preservationists, reminding them that Washington State has a rich heritage associated with Latino settlement. However, it was also learned that this heritage is largely unrecognized and not being passed down to future generations. The same is true of other cultures that have lived and settled in Washington such as African American and Asian American populations. While several important sites associated with under-represented groups have been surveyed and/or designated, an expanded effort to support the survey and inventory of these properties is established as a priority in the state Plan.

## TRENDS AND ISSUES AFFECTING HISTORIC PRESERVATION

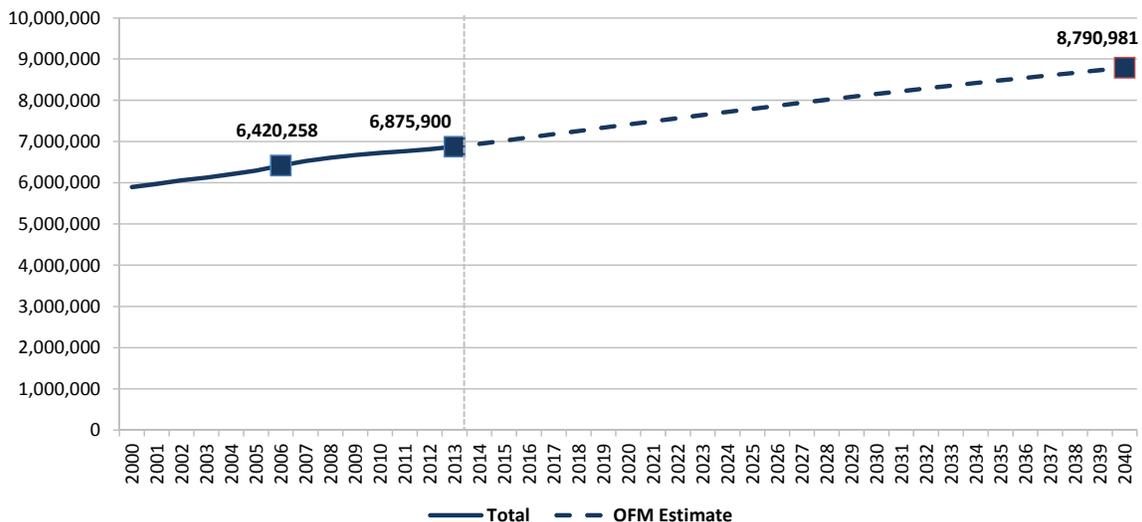
Implementation of the 2014-19 Washington State Historic Preservation Plan does not take place in a vacuum. Neither does the broader work of preservationists to recognize and protect our heritage. A wide range of interests and forces shape our communities. These include economic, social, and political trends ranging from the local to national levels and even beyond in today's highly connected global community. These trends often have a direct effect on the work of preservationists, sometimes with good outcomes for heritage, but sometimes not. Coming from a different direction, the work of preservationists also has a direct impact on the communities in which they work: lagging economies are rejuvenated; citizens are engaged in shaping their communities; and decision-makers recognize that preservation policies enjoy broad public support.

For these reasons, it is important that the Plan include the following discussion of trends and issues that shape the economic, social, and political atmosphere in which it will be implemented. While these issues will affect preservationists' ability and effort to protect cultural resources, the more intriguing question is how historic preservation can be positioned as a tool to affect positive outcomes in local, regional, and even global challenges.

### Washington's Population Outlook and Trends

Extending trends observed during the 2009-2013 historic preservation planning cycle, the population of Washington State continues to grow; in fact, between the start of the last plan (2009) and the start of this one (2013), Washington State has added 203,741 residents. By 2040, the Washington State Office of Financial Management (OFM) predicts the state will have almost 2,000,000 more residents—a total population of almost 9 million. In-migration of households from other states and countries, exceeding out-migration of households is a primary driver of the State's population growth. After a prolonged economic downturn after 2007, households are once again being attracted to the state's quality of life and economic competitiveness.

**Exhibit 1**  
**Washington State Population Growth and Forecasted Growth, 2000-2040**



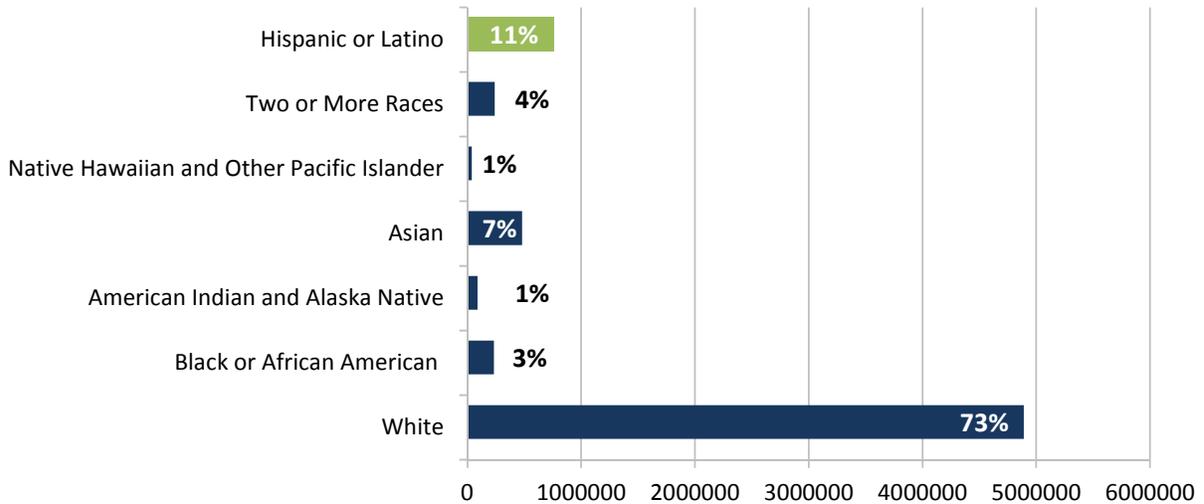
Source: Washington State Office of Financial Management, Forecast of the State Population by Age and Sex, 2012; BERK, 2013.

This broad trend of statewide population gain is made along with a smaller but growing national and international interest in urban lifestyles. The lingering effects of the economic downturn; quickly recovering and ascending housing prices; and preference for multi-modal and public transit options are attracting many young people as well as “empty-nesters” to living downtown and in inner city neighborhoods. These trends

have stimulated considerable investment in downtown areas to make them attractive to residents and more transit, bike, and pedestrian friendly. This trend is accelerating in larger cities, like Seattle, Spokane, and Tacoma, but is also the case in smaller cities like Bellingham, Kirkland, and Vancouver. It is also a trend that is important for preservationists to nurture since it may lead to preservation and rehabilitation of historic buildings and districts for multiple new uses. Additionally, it is strong validation and manifestation of the work of Main Street programs being implemented across the state in communities such as Ellensburg, Walla Walla, and Wenatchee. In addition, this trend toward may also benefit archaeological resources and cultural landscapes by re-focusing new development into existing neighborhoods and urban growth boundaries thereby reducing pressure to convert rural lands to new uses.

Although this renewed interest in urban lifestyles presents many opportunities for preservationists, it presents challenges as well. These challenges will occur as demand for housing, commercial, and office space plus commensurate need for public infrastructure place pressure on jurisdictions to increase densities and encourage new development. Consequently, historic neighborhoods, streetscapes, and infrastructure may be threatened with redevelopment or inappropriate alteration. To respond to these and other threats, preservationists and planners have well-proven tools to contain these threats such as historic preservation overlay districts, design guidelines, and financial incentives. The City of Tacoma has most recently joined a handful of communities that use a transfer of developments rights program to protect designated properties.

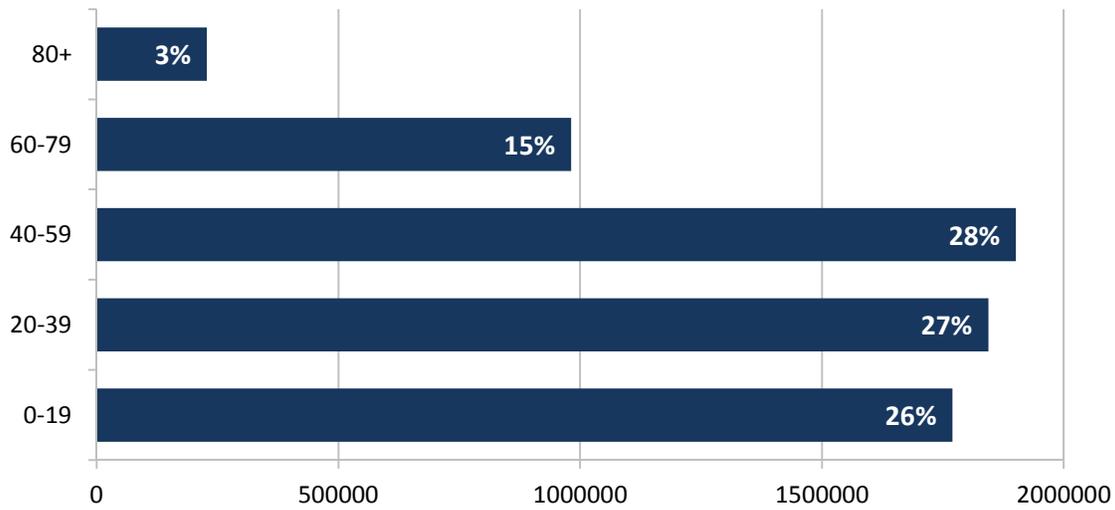
**Exhibit 2**  
**Washington State Population by Race and Hispanic Origin, 2010**



Source: Washington State Office of Financial Management, Total Population by Age, Sex, Race, and Hispanic Origin, 2010; BERK, 2013.

Not only is Washington State’s population increasing, the state is becoming more diverse in terms of race and ethnicity. In the 2009-13 Plan, it was noted that Washington State was 80.5% white; in this Plan, Washington State is shown to be only 73% white. This trend of increasing population diversification points to the need for the state’s heritage community to engage and include under-represented groups in historic preservation efforts. Stakeholders commenting during the preservation planning process emphasized the need for the preservationists to be more inclusive and to ensure that preservation projects are understood as benefiting the whole community. Many participants also contributed that awareness of these diverse groups and their preservation priorities is important to sustaining the historic preservation movement into the future.

**Exhibit 3**  
**Washington State Population by Age Group, 2010**



Source: Washington State Office of Financial Management, Total Population by Age, Sex, Race, and Hispanic Origin, 2010; BERK, 2013.

It is also important to be aware of the age makeup of the State when developing the tools and contexts in which to provide historic preservation information. Over one-quarter of Washington state residents are under the age of 19; the majority of these residents are school-age children. This provides important insight into how to best educate these residents and where to reach them most efficiently. Similarly, this population breakdown shows that over one-half of the state's residents are working-age, those between 20 and 60; it is important for preservationists to set a course for how best to reach out to these groups as is addressed by strategies in Goal 2.

### Global Climate Change and Environmental Mitigation

Global climate change and associated issues such as carbon emissions, energy efficiency/production, and sustainability continue to grab headlines and spark dialogues at all levels. While many question the legitimacy of the issue or the degree of its impact, growing data and weather events like 2012's Super Storm Sandy has triggered decision-makers to take concrete steps to address potential consequences. In many ways this is a positive trend for historic preservation. To start, the global heritage community should assume a higher profile in conveying that cultural resources that are at stake. In addition, historic preservation activities can play a role finding solutions. This recommendation was clearly articulated during the Plan's public participation process in which many stated that preservation must be seen as a means to reduce our carbon footprint and build more sustainable economies.

In terms of impacts, rising sea levels as a result of warming temperatures pose a threat to archeological sites and historic communities in low-lying and shoreline areas. But the impacts of climate change are not limited to our coastal shorelines. Climate change is also being associated with more intense weather patterns such as floods and droughts. All of these can affect cultural and historic resources through erosion, fire, as well as by emergency responses.

A popular trend supporting sustainability and green practices could also help historic building rehabilitation projects as recycling materials and energy conservation become more valued practices. Public meeting participants across the state suggested ways to strengthen connections between historic preservation and sustainability. Recurring comments subsequently addressed in the Plan include encouraging flexibility in

applying building and development codes and fostering rehab projects to demonstrate and document the energy performance of historic buildings.

While there are opportunities for collaboration between the environmental and historic preservation movements, efforts to mitigate global climate change and improve the environment threaten many significant resources. Waterfront clean-ups threaten to remove historic maritime and industrial resources while wetland mitigation programs have potential to disturb archaeological sites and historic buildings. Preservation plan meeting participants emphasized the need to form partnerships with the environmental community to support green practices and protect cultural and historic resources. Also important is the need to raise awareness amongst policy and decision-makers of the role that historic preservation should play in comprehensive as well as targeted approaches to address these environmental issues. The Main Street program is seen as primary means to support locally grown businesses and products; reduce carbon emissions; and keep jobs, wages, and revenue in the community.

## Public Health and Safety

There is an increasing level of discussion and research on public health and how it is affected by the built environment. Research is suggesting that certain qualities of the built environment can positively influence healthier and safer lifestyles. Influencing factors include:

- Walkable neighborhoods;
- Easy and safe access to transit, schools, parks, recreation, and other community facilities;
- Access to healthy and affordable food choices; and
- Visual monitoring of street activity.

These factors are particularly important to school age populations as well as older adults, both of which are fast growing population age groups that face mobility and health challenges.

The historic preservation community can offer much to the public health discussion. Many historic neighborhoods match qualities that afford healthy lifestyles including walkability, access to local amenities such as schools and parks, and building design with "eyes on the street." Also, many Main Street communities have established farmers markets in downtown or historic neighborhood districts. These markets now enjoy wide popularity by providing fresh, local produce at affordable prices.

## Environmental Stewardship

The place that is now Washington State is blessed with a bounty and diversity of natural resources. With this rich natural heritage, it follows that Washington has a long history of legislation and programs that protects the environment as well as the cultural resources that are so closely tied to our natural heritage. Examples include the Forest Practices Act, the Growth Management Act (GMA), Shorelines Management Act, State Environmental Policy Act (SEPA), and the Governor's Executive Order 0505 together with programs that protect air and water quality.

During the 2009-13 state historic preservation planning cycle, action was initiated by various statewide stakeholders to update and streamline the SEPA review process. This effort resulted in passage of Senate Bill 6406 by the State Legislature in 2012. This legislation directed the Department of Ecology to form the SEPA Rulemaking Advisory Committee with the charge of revising the SEPA review process. Preservation interests were represented on the Committee along with representatives from local governments, State agencies, tribes, and private and non-profit organizations.

Revisions to SEPA were intended to hasten project review timelines and reduce the administrative burden to local governments of processing reviews and managing public participation requirements. Starting in summer

of 2012, the Committee began meeting to fulfill its legislated mandate. Since that time and into 2013, proposed revisions to SEPA took the form of reduced public notification and commenting opportunity. In addition, the Committee recommended providing local governments the option of raising project review thresholds whereby only projects of a specified size or character would be subject to public notification and review. These recommendations have since been adopted into rules. Historic preservationists and tribes have expressed concerns that significant cultural and historic resources may be lost or damaged by projects exempted from review as a result of raised thresholds. In response to these concerns, the Washington State Historic Preservation Plan 2014-19: Getting the Future Right, includes strategies to increase outreach to local governments about the importance of cultural resources and offer planning tools and incentives to encourage protective strategies for historic resources.

## Disaster Preparedness

Recent natural disasters such as earthquakes, floods, and fires both across the globe and in Washington State, have highlighted the vulnerability of cultural resources to damage or destruction. These events have also intensified the need for preservationists to be proactive in developing disaster plans in the event of a natural disaster. Ironically, preservationists have learned that disaster recovery is perhaps more damaging to cultural resources than the event itself.

As a result of the Section 106 consultation process mandated of Federal agencies in the National Historic Preservation Act, DAHP works closely with the Federal Emergency Management Agency (FEMA) to avoid or mitigate the impact of disasters and disaster aid on significant historic properties. Within the 2009-13 state historic preservation planning cycle, FEMA executed a programmatic agreement with the State Historic Preservation Officer with detailed, Washington-specific procedures for protecting cultural and historic resources in the event of a disaster. This agreement also calls for an expanded role for the state Emergency Management Division (EMD) in the consultation process.

As a result of this step and other outreach efforts, the SHPO and DAHP staff have been engaged at the state level with EMD in its ongoing disaster preparedness programs and planning. During the 2014-19 planning cycle, DAHP looks forward to working with local and tribal governments to draft and implement disaster plans to protect cultural and historic resources.

## Infrastructure

Roads, rail lines, dams, power grids, water and sewer lines and other elements comprise the framework or "skeleton" upon which we depend on for fulfilling the routine tasks of a complex society and highly mechanized society. Indeed, the infrastructure upon which we depend plays a major role in shaping the way we live, work, and play and plays a critical role in shaping land use and development patterns.

However, mounting studies, surveys, and reports point out that much of the nation's infrastructure is reaching the end of its life cycle and need replacement. These studies receive wide publicity whenever an infrastructure failure occurs. Such was the case in May of 2012 when a portion of the Interstate 5 Bridge over the Skagit River collapsed. In this situation, the bridge was not historically significant and cultural resources were not affected. However, loss of this critical highway link sparked the Mt. Vernon Downtown Association into quick action to sustain local businesses in the historic core during the bridge closure. This event drove home how cultural and historic resources can be immediately impacted by our fragile and vulnerable infrastructure.

While our infrastructure is, in many instances, fragile and vulnerable, some of it is also historic. For the historic preservation community, several issues are at stake when considering historic infrastructure: much of the infrastructure that is being evaluated at this point for health and safety purposes may well be historically significant and worthy of designation. Examples include bridges, schools, dams, even the power grids that

carry electricity from generating plants to consumers. The other issue is that new or replacement facilities may impact archaeological resources and traditional cultural properties. Examples of these scenarios include proposed replacement of the McMillin Bridge near Sumner by a wider highway span. Also, proposed new power transmission lines over the Columbia River threaten to impact cultural resources sacred to Tribes.

Implementation of the state historic preservation plan comes at a critical juncture in the state's public works history. The challenge for our state and nation is to preserve and protect significant historic and cultural resources while balancing costs and other priorities such as economic development, safety, and natural resource protection.

## Technology

The increasing role of electronic technology in our lives cannot be overstated. And that role will increase during the timeframe of the State Historic Preservation Plan, and beyond. There appears to be unlimited capacity for evolving technology to re-shape the way we learn, work, and play.

The process for developing this Plan included statements from many preservationists and stakeholders that it will be very important for the preservation community to seize upon and utilize technology as a preservation tool but also as a communication tool. Technology is seen as a tool to conduct research, facilitate planning, and increase the effectiveness and efficiencies of preservationists in their work. Also voiced were recommendations to take advantage of advancing communication technologies to reach new audiences; implement education and mitigation efforts; gain a higher profile for preservation before the public; and do a better job of telling the "good news" of preservation.

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**ATTACHMENT B: ACRONYMS**

<b>APA</b>	American Planning Association
<b>AWC</b>	Association of Washington Cities
<b>CLG</b>	Certified Local Governments
<b>CMT</b>	Culturally Modified Trees
<b>CRM</b>	Cultural Resource Managers
<b>DAHP</b>	Department of Archaeology and Historic Preservation
<b>DBOM</b>	Design, Build, Operate, Maintain
<b>DFWF</b>	Department of Fish and Wildlife
<b>DNR</b>	Department of Natural Resources
<b>EMD</b>	Emergency Management Department
<b>FEMA</b>	Federal Emergency Management Agency
<b>GIS</b>	Geographic Information System
<b>GMA</b>	Growth Management Act
<b>HABS</b>	Historic American Building Survey
<b>HALS</b>	Historic American Landscape Survey
<b>HB</b>	House Bill
<b>IACC</b>	Infrastructure Assistance Coordinating Council
<b>IEBC</b>	International Existing Building Code
<b>Inventory</b>	Washington State Inventory of Cultural Resources
<b>LEED</b>	Leadership in Energy and Environmental Design
<b>MS</b>	Main Street
<b>NHA</b>	National Heritage Areas
<b>NHPA</b>	National Historic Preservation Act
<b>NPS</b>	National Park Service
<b>NRHP</b>	National Register of Historic Properties
<b>OFM</b>	Office of Financial Management
<b>PAW</b>	Planning Association of Washington
<b>RAC</b>	Resource Advisory Committee
<b>SEPA</b>	State Environmental Policy Act
<b>SHPO</b>	State Historic Preservation Office
<b>TCP</b>	Traditional Cultural Places
<b>THPO</b>	Tribal Historic Preservation Officer
<b>USFS</b>	United States Forest Service
<b>WABO</b>	Washington Association of Building Officials
<b>WISAARD</b>	Washington Information System for Architectural and Archaeological Records Data
<b>WSDOT</b>	Washington State Department of Transportation
<b>WTA</b>	Washington Tourism Alliance
<b>WTPH</b>	Washington Trust for Historic Preservation