



# CITY OF PUYALLUP

## Historic Preservation Plan

**July 15, 2016**

**Conducted by Puyallup Historic  
Preservation and Design Review Board**

**Consistent with Washington Growth  
Management Requirements**

**Adopted on August 23, 2016, Resolution No. 160001**

## HISTORIC PRESERVATION PLAN

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S.D. BARRY HOUSE (1920).  
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FIELD OF DAFFODILS WITH MOUNT RAINIER IN THE BACKGROUND. COURTESY THE CITY OF PUYALLUP.



# CONTENTS

<b>1. Executive Summary</b>	<b>1</b>
1.1 Survey and Listing	1
1.2 Public Perception	2
1.3 Preservation Planning in Puyallup	3
1.4 Municipal Regulations	3
1.5 Municipal Policy, Management, and Capital Improvements	4
1.6 Sustainability	4
1.7 Economic Incentives	4
<b>2. Goals, Policies, Priorities</b>	<b>7</b>
2.1 Historic Preservation Plan Goals	7
<b>3. History of Puyallup</b>	<b>17</b>
3.1 Historic Context and Themes	17
3.2 Development Periods	25
3.3 Historic Property Types	28
3.4 History in Puyallup Bibliography	29
<b>4. Historic Preservation in Puyallup</b>	<b>31</b>
4.1 City of Puyallup	31
4.2 Puyallup Main Street Association	32
4.3 Puyallup Historical Society at Meeker Mansion	32
4.4 South Hill Historical Society	32
4.5 Washington State Fair (formerly the Puyallup Fair)	33
4.6 Puyallup Public Library	33
4.7 Puyallup Tribe of Indians	33
4.8 Puyallup Historical Hatchery Foundation	34

<b>5. Survey and Inventory</b>	<b>37</b>
5.1 Inventory Data	38
5.2 Modeling	41
5.3 Recommendations for Future Survey	43
<b>6. Historic Registers</b>	<b>51</b>
6.1 Locally Designated Puyallup Landmarks and Historic Districts	52
6.2 State and Nationally Designated Historic Properties	54
6.3 Process for Historic Designation	54
6.4 Review for Locally Designated Landmarks and Districts	58
<b>7. Public Perception</b>	<b>61</b>
7.1 Surveys	61
<b>8. Preservation Planning</b>	<b>63</b>
8.1 Puyallup Comprehensive Plan—2015	63
8.2 Puyallup Transit Oriented Development Study	71
8.3 Puyallup Economic Development Strategy, September 2007	72
<b>9. Municipal Regulations</b>	<b>75</b>
9.1 Fire Code	75
9.2 Building Code	75
9.3 Design Guidelines	76
9.4 Land Use	76
9.5 Zoning	77
9.6 SEPA	77
<b>10. Municipal Policy, Management, and Capital Improvements</b>	<b>81</b>
<b>11. Sustainability</b>	<b>85</b>
11.1 Technical Guidance	85



<b>12. Economic Incentives</b>	<b>89</b>
12.1 Tax Credits	90
12.2 Grants	96
12.3 Easements	97
<b>Action Plan</b>	<b>99</b>
<b>Appendix A: Maps</b>	<b>103</b>

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# 1. EXECUTIVE SUMMARY

The purpose of a historic preservation plan is to help local governments direct the historic preservation programs of their communities. Communities with a preservation program are termed Certified Local Governments. The basic elements of preservation planning are identification, registration, and protection. Historic preservation plans do not stand alone; they are at their best when their goals harmonize with the broader intentions of the community. The historic preservation goals of this plan nest comfortably within the recently updated comprehensive plan, giving strength to both.

As one of Washington's oldest communities, Puyallup has a rich heritage. Its built environment reflects its agrarian roots, even as the city became a suburban community. What distinguishes Puyallup from other, similar, communities are the efforts that have gone into protecting both its agricultural and architectural legacy. A web of public agencies and non-profit organizations work to maintain Puyallup's "small town feel" while also planning for inevitable population increases and the resulting needs for expanding services. The community has an essential preservation infrastructure in place, including strong planning policies, design review, financial incentives and potential partners. Maximizing these resources to meet the objectives outlined in this plan requires patience, persistence, and funding over the long-term.

Preservation plan goals developed to guide the city:

- Goal 1: Identify, register, and protect historic buildings, places, landscapes, and trees.
- Goal 2: Encourage building rehabilitation and heritage projects downtown and in neighborhoods.
- Goal 3: Continue Integrating historic preservation into Puyallup's growth and development strategies.
- Goal 4: Clarify and strengthen Design Review and Historic Preservation Board role and functions.
- Goal 5: Promote broad awareness and appreciation of Puyallup's heritage.

Historic property identification relies upon understanding how the city developed over time. To support survey and listing work we have organized this larger arc of events into the themes and development periods having the most pronounced influence on the character and growth of the city. Refer to Chapter 3 "History of Puyallup" on [page 17](#) for details.

## 1.1 Survey and Listing

As of 2016 survey and listing efforts have produced the following:

- Over 3,400 properties surveyed; though the majority of these stem from the 2011 upload of assessor data for planning and modeling purposes, and have little significance information.
- There are eight properties listed in the Puyallup Register of Historic Places.
- There are three properties listed to only the Washington Heritage Register of Historic Places.
- There are four properties listed to the National Register and Washington Heritage Register of Historic Places.
- There are five properties that have been determined eligible by the Department of Archaeology and Historic Preservation for listing to the National Register of Historic Places, but are not currently listed.
- Although the mechanism exists for the designation of historic districts, Puyallup does not currently have any locally designated historic districts.

The following are major survey projects conducted in Puyallup:

- Puyallup History Survey Report, 2007, which focused in on the downtown core.
- Puyallup Northwest Residential Survey, 2010 (an appendix to the 2007 Puyallup Historic Survey Report)
- Puyallup EIS Study Area Supplemental Survey, 2012 (an appendix to the 2007 Puyallup Historic Survey Report)

Owners desiring to list their properties are encouraged to contact City Hall, Kendall Wals, Assistant Planner and staff for the Puyallup Design Review and Historic Preservation Board (253.841.5462) or [kwals@ci.puyallup.wa.us](mailto:kwals@ci.puyallup.wa.us) to discuss eligibility, the different registers, and financial incentives. Refer to Chapter 6 “Historic Registers” on [page 51](#) for a discussion of the registers, and Chapter 12 “Economic Incentives” on [page 89](#) for details on financial incentives available to listed properties.

The preservation plan incorporates a geographic information system (GIS)-based evaluative model of properties built in the city prior to 1980. This model was developed to support this preservation plan and to provide a reference tool for the city to guide additional surveys. Modeled values:

- Group 1. Historically significant properties with potential listing status
  - 1A: Individually eligible for listing to the National Register of Historic Places (NRHP)
  - 1B: Contributor to a NRHP-eligible district
  - 1C: Eligible for local listing, but not to the NRHP
  - 1D: Contributor to a local register eligible district
- Group 2. Non-historically significant properties
  - 2A: Not eligible, with conditions
  - 2B: Not eligible

## 1.2 Public Perception

The City of Puyallup is using the available tools it has to modulate growth and direct it in a way that reinforces the small-town vision and the city’s history but allows for managed change. It is a delicate balance, and protections for older, smaller buildings must be in place now to counter the development pressure sure to come in the future. Puyallup’s Certified Local Government (CLG) program is well-positioned to do just that, and to play a significant role in the job of coordinating planning, permitting, rehabilitation and new construction. Refer to Chapter 7 “Public Perception” on [page 61](#) for additional details.

- The Community Character section of the updated comprehensive plan articulates community values and the overall approach to new growth.
- The Puyallup Main Street Association promotes the downtown commercial core and works with both property and business owners.
- The Meeker Mansion remains a strong draw and is a key property in both Puyallup’s past and future. It is, quite literally, a hidden gem with strong community volunteer support and a compelling story.



## 1. EXECUTIVE SUMMARY

A few key themes emerged in the survey that was completed at the public meeting on January 21, 2016, and in subsequent interviews with community leaders.

- 1) Historic preservation is an important community value, and undergirds the approach to development.
- 2) More historic places (including historic trees) need to be identified and nominated to the Puyallup Register of Historic Places.
- 3) Education for the general public, and especially for schoolchildren, needs to include Puyallup's history and the significance of these places.
- 4) The community's heritage network must coordinate and work closely to do what each does best to accomplish the objectives.

### 1.3 Preservation Planning in Puyallup

Planning activities are robust and well-coordinated. Various planning documents all reference the historic character of the city's downtown and the opportunities to develop exciting and compatible infill development in both the central business district and surrounding neighborhoods. The goals articulated in the updated comprehensive plan dovetail well with the goals formulated for this historic preservation plan. Refer to Chapter 8 "Preservation Planning" on [page 63](#) for additional details. Studies reviewed as part of preparing the preservation plan include:

- Puyallup Comprehensive Plan (2015)
- Puyallup Transit Oriented Development Study (2009)
- Puyallup Economic Development Strategy (2007)

Key groups leading and supporting ongoing historic preservation in the city:

- City of Puyallup
- Puyallup Main Street Association
- Puyallup Historical Society at Meeker Mansion
- South Hill Historical Society
- Washington State Fair (formerly the Puyallup Fair)
- Puyallup Public Library

### 1.4 Municipal Regulations

Municipal regulations provide the basis for guiding and regulating building and land use changes that will have direct and indirect effects on historic properties. This plan provides observations developed through stakeholder interviews and regulation review for each of the following sections that would support historic preservation and could help protect historic properties. Refer to Chapter 9 "Municipal Regulations" on [page 75](#) for additional details.

- Fire Code
- Building Code
- Design Guidelines
- Land Use

- Zoning
- SEPA

### 1.5 Municipal Policy, Management, and Capital Improvements

The City of Puyallup owns and manages numerous properties that are historic (50 years old or more) and potentially eligible for register listing. Many of the city-owned properties are not well documented, and there is little or inconsistent information on them with the assessor's parcel data. The City, and the Board in particular, are encouraged to increase the attention given to these properties in order to meet the preservation plan goals listed above. These entities, leading by example, could encourage private property owners to better understand, appreciate, and integrate historic preservation with regard to their own property and projects. Refer to Chapter 10 "Municipal Policy, Management, and Capital Improvements" on [page 81](#) for additional details.

### 1.6 Sustainability

Sustainability and historic preservation mutually reinforce one-another through the support of cultural, social, environmental, and economic patterns. Retaining, documenting, and interpreting community heritage promotes a livable community that is connected to its history. Historic places, identified through surveys, historic contexts, and listing provide both a physical record of past events and a means to connect with and interpret them.

Rehabilitation of historic buildings tends to utilize a greater proportion of local contractors and materials than new construction because it can be more labor intensive. Keeping historic buildings in active use in the central business district and neighborhood commercial cores supports the retention of community identity and visual character, as well as encouraging pedestrian-oriented commercial activities. These character-rich areas also serve as important destinations for heritage tourism, with out-of-town visitors helping to support local businesses as well. Refer to Chapter 11 "Sustainability" on [page 85](#) for additional details.

### 1.7 Economic Incentives

Economic incentives for historic preservation include tax credits, special tax assessments, grants, easements, and alternative paths for building code compliance. Incentives are available only to properties listed on a historic register. Refer to Chapter 12 "Economic Incentives" on [page 89](#) for additional details.

Economic incentives encourage private investment in historic properties, acknowledging historic properties as an asset to the community and the benefit of coordinated public/private historic preservation efforts. Available incentives include:

- Federal Historic Tax Credit (FITC) 20 percent
- Federal Historic Tax Credit (ITC) 10 percent
- Special Valuation Program
- New Markets Tax Credit
- National Trust Small Deal Fund (National Trust for Historic Preservation)
- Bank of America Historic Tax Credit Fund (through National Trust Community Investment Corporation)



## 1. EXECUTIVE SUMMARY

- Heritage Capital Projects Fund (State Historical Society)
- Valerie Sivinski Washington Preserves Fund (WTHP)
- Building for the Arts (WA State Department of Commerce)
- Heritage Barn Rehabilitation Grants (DAHP/WTHP)
- Building Communities Fund (State Legislature)
- Community Development Block Grant Program
- Preservation Services Fund—Eldridge Campbell Stockton Memorial Preserves Fund (National Trust for Historic Preservation)

Preparation of this plan would not have been possible without the support and direction provided by the City of Puyallup, the Puyallup Design Review and Historic Preservation Board, and all of the individuals and organizations who participated in creating the plan.

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## 2. GOALS, POLICIES, PRIORITIES

### 2.1 Historic Preservation Plan Goals

**GOAL 1: IDENTIFY, REGISTER, AND PROTECT HISTORIC BUILDINGS, PLACES, LANDSCAPES, AND TREES.**

**GOAL 2: ENCOURAGE BUILDING REHABILITATION AND HERITAGE PROJECTS DOWNTOWN AND IN NEIGHBORHOODS.**

**GOAL 3: INTEGRATE HISTORIC PRESERVATION INTO PUYALLUP'S GROWTH AND DEVELOPMENT STRATEGIES.**

**GOAL 4: CLARIFY AND STRENGTHEN DESIGN REVIEW AND HISTORIC PRESERVATION BOARD ROLE AND FUNCTIONS.**

**GOAL 5: PROMOTE BROAD AWARENESS AND APPRECIATION OF PUYALLUP'S HERITAGE.**

The purpose of a historic preservation plan is to help local governments direct the historic preservation programs of their communities. The basic elements of preservation planning are identification, registration, and protection. Within those elements, the subtleties and quirks of each individual community are taken into consideration. Historic preservation plans do not stand alone; they are at their best when their goals harmonize with the broader intentions of the community. Fortunately, that is the case in Puyallup, a city that embraces its heritage. The historic preservation goals of this plan nest comfortably within the recently updated comprehensive plan, giving strength to both.

The Framework Goals of the comprehensive plan outline the broad aspirations of the community.<sup>1</sup> Several relate to the historic preservation plan goals:

- **F-3: Ensure that the land use pattern accommodates the projected population and employment base, while maintaining Puyallup's sense of community and character.**
- **F-4: Support diverse and affordable housing choices that provide for Puyallup's population growth, including options accessible for all segments of the community.**
- **F-5: Promote quality building, functionality, and walkability through good design and development that is compatible with the surrounding area.**
- **F-6: Encourage an emphasis on arts, culture, and historic preservation throughout the community.**
- **F-7: Apply innovative and environmentally sound development practices to conserve, protect, and restore our natural resources.**

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<sup>1</sup> Chapter I – Foundations, Puyallup Comprehensive Plan, City of Puyallup, WA, 2015, pgs. I-5 to I-6.



- **F-8: Provide a variety of gathering places, parks, and recreational opportunities for all ages and expand them to be consistent with population changes.**
- **F-10: Provide high quality infrastructure that accommodates anticipated levels of growth, protects public health and safety, and enhances the quality of life.**

Working together, the two plans provide a roadmap for a community that builds its future upon its past and approaches change in a strong position.

### GOAL 1: IDENTIFY, REGISTER, AND PROTECT HISTORIC BUILDINGS, PLACES, LANDSCAPES, AND TREES

All historic preservation plans start from this baseline. Identification involves ongoing and systematic historic survey work, mapping, and data collection. Registration provides public recognition and validation of significance. It allows for rehabilitation incentives, code considerations and statutory safeguards. Protection strategies involve federal, state, and local governments and include provisions requiring special review of the effect of government actions on registered or register-eligible properties. It involves consideration of historic properties in planning processes, and avoidance or mitigation measures in the event of damage or loss.

#### Policy 1: Increase the number of inventoried properties in Puyallup

##### Actions

- Identify survey priorities and conduct survey and inventory work within the city limits; survey and inventory work and predictive modeling through GIS are the best tools for identifying potential historic properties.
- Thematic surveys to consider:
  - Residential neighborhoods immediately adjacent to downtown
  - Agricultural resources remaining within city limits
  - Churches
  - Schools
- Research and document the history of the Brown Property (1111 19th Avenue SW) for possible associations with historic orchards and farming.
- Conduct a city parks survey, identifying historic landscape features, structures, buildings, objects, and heritage trees.
- Apply annually for CLG Grants to conduct survey and inventory work.
- Involve local volunteers with survey/inventory projects. Use municipally owned properties as teaching tools.
- Encourage the Puyallup School District to list any eligible properties.



F. R. SPINNING ELEMENTARY. COURTESY DAHP.

## 2. GOALS, POLICIES, AND PRIORITIES

### Policy 2: Maintain current records on inventoried properties

#### Actions

- Regularly update information on inventoried properties.
- Update inventory forms in WISAARD when properties are demolished.
- Enter into a data share agreement and integrate WISAARD data into Puyallup GIS viewer.

### Policy 3: Encourage designation of inventoried properties recommended as eligible for listing on the National Register of Historic Places and/or the Puyallup Register of Historic Places

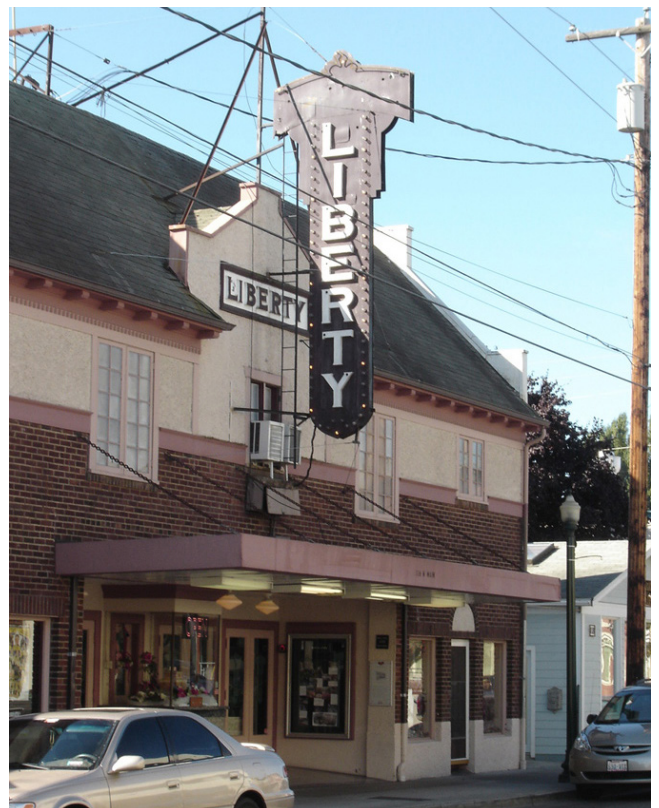
#### Actions

- Clarify the differences between various historic registers (local, state, and national) and the protections, reviews, and incentives afforded by each designation.
- Sponsor annual workshops on nomination processes and incentives.
- Clarify the local design review procedure.
- Encourage state heritage barn listings to commemorate the city’s agricultural heritage.
- Refine heritage tree identification and registration process.

### Policy 4: Sponsor nominations for inventoried properties deemed eligible for listing

#### Actions

- Prepare nominations for city-owned historic properties to lead by example.
- Prioritize and nominate inventoried properties considered eligible, including but not limited to:
  - Liberty Theater
  - Puyallup Armory
  - U.S. Post Office—Puyallup
  - Western Washington Experiment Station
  - Hill Funeral Home



LIBERTY THEATER. COURTESY DAHP.



LEFT: FORMER PUYALLUP ELKS LODGE (1924). COURTESY DAHP.  
RIGHT: VALLEY DRUG STORE (1890). COURTESY DAHP.

## GOAL 2: ENCOURAGE BUILDING REHABILITATION AND HERITAGE PROJECTS IN DOWNTOWN AND NEIGHBORHOODS

The reality for most historic buildings is that they require some level of rehabilitation in order to remain functioning. Rehabilitation and adaptive reuse are critical in order to keep properties occupied and economically useful. Federal, state and local incentives have long been used to attract investment in historic buildings. These incentives, coupled with education and outreach efforts, can make the difference in the long-term viability of historic buildings and neighborhoods.

### Policy 5: Stimulate downtown rehabilitation activity

#### Actions

- Encourage nominations to National and local historic registers to qualify for rehabilitation incentives. In addition to those noted above, downtown buildings which may be eligible include, but are not limited to:
  - Former Elks Lodge (427 N Meridian)
  - Valley Drug Store (215-217 N Meridian)
  - Pacific Northwest Canning Co./Vancouver Door C. (203 Fifth Street NW)
  - Holly Hotel (423 Second Street NE)
  - Newell Hunt Building (113 W Stewart)
- Identify high-value, high-visibility, rehabilitation targets in downtown.
- Develop a targeted campaign in cooperation with the Main Street Association to encourage private rehabilitation efforts.
- Work with property owners, Main Street Association, and local financial institutions to develop financing incentives for downtown buildings.
- Work with Main Street to identify priority building system needs within downtown, such as areaways, oil tank removal, electrical, heating, plumbing, and sprinkler systems.



## 2. GOALS, POLICIES, AND PRIORITIES

LEFT TO RIGHT:  
MEEKER MANSION (1890).  
421 W MEEKER (1900).  
COURTESY DAHP.



- Create a facade improvement grants program through Main Street to encourage small impactful projects.
- Prioritize upper floors for housing and offices.
- Update the Downtown Design Guidelines for the central business district to include the Secretary of the Interior’s Standards for Rehabilitation. Provide discrete guidance for historic properties.

### Policy 6: Connect downtown and the historic Meeker Mansion

#### Actions

- Support the Puyallup Historical Society at the Meeker Mansion’s efforts to study the feasibility of the Centennial Park proposal.
- Encourage the historical society to coordinate with the City to evaluate the effect of the Centennial Park proposal on other historic properties in the area.

### Policy 7: Strengthen historic neighborhoods

#### Actions

- Encourage nominations to National and local historic registers to qualify for incentives.
- Develop neighborhood-specific design guidelines.
- Create small paint-up/fix-up grants programs for historic residential properties.
- Develop an annual rehabilitation training series for historic home owners.
- Consider establishing conservation districts to buffer historic neighborhoods from encroaching growth and density.

### GOAL 3: INTEGRATE HISTORIC PRESERVATION INTO PUYALLUP'S OVERALL GROWTH AND DEVELOPMENT STRATEGIES

Historic preservation, as a value and a strategy, is sometimes an afterthought in the planning and development processes of local governments. Understanding its role in attracting investment and adding to quality of life allows full engagement with agencies and departments that may not appear to have any relationship to historic preservation. Land use, housing, economic development, transportation, parks and recreation, and education all influence and are influenced by historic preservation.

#### Policy 8: Maintain historic preservation as a city-wide priority

##### Actions

- Provide a presentation about the historic preservation plan to all City departments.
- Review Capital Improvements Plan annually for effects on historic properties.
- Involve mayor/council in annual historic preservation awards program.
- Continue outreach efforts to Puyallup Tribe. Formalize consultation process for archaeological reviews.
- Integrate model data from this plan into the Puyallup GIS viewer.

#### Policy 9: Identify historic preservation issues early in the permitting process.

##### Actions

- Train permit counter staff on recognizing historic properties in GIS.
- Assess approach to life/safety code requirements for historic buildings.
- Work with building officials on phased or incentivized systems upgrades. Identify key hazards and plan to improve, such as old panels or power drops to buildings, and storm and sanitary connects from the buildings to the city systems and water connects for sprinklers.
- Incorporate historic properties into permit software.

#### Policy 10: Encourage the mutual reinforcement of sustainability and preservation

##### Actions

- Work with the Main Street program to voluntarily track energy usage amounts for downtown commercial buildings to provide important energy usage data that could support and inform energy upgrades and lower operating costs for building tenants and owners.
- Require payment of demolition costs for any potential National Register of Historic Places eligible buildings (including modeled 1A and 1B properties) to discourage speculative demolition eliminating properties that could be potentially rehabilitated and utilize financial incentives.
- Encourage the deconstruction of any potential National or local register eligible properties to reduce landfill impacts and redirect useful materials back into architectural salvage programs.
- Start dialogue with Puyallup-based energy providers who are offering financial incentives for building upgrades and seek ways of promoting upgrades for properties that are listed or National Register of Historic Places eligible buildings (including modeled 1A and 1B properties) to retain their integrity and listing potential.

2. GOALS, POLICIES, AND PRIORITIES



LEFT: U.S. POST OFFICE. COURTESY DAHP.  
 RIGHT: KARSHNER MUSEUM. COURTESY DAHP.

**Policy 11: Achieve consistency between the historic preservation ordinance, design review applications and historic register nomination forms**

**Actions**

- Remove slight inconsistencies between the language in the historic preservation ordinance and the design review application.
  - The ordinance states that a Certificate of Appropriateness application must include “a written description of the existing use of the registered structure...”The application does not indicate an applicant needs to include that information or have a place where that information could be included.
  - The ordinance states an application should include, if available, “historic photos that show the structure’s original or earlier design and detailing.”The application does not indicate an applicant needs to include that information or have a place where that information could be included.
  - Remove the requirement from the historic preservation ordinance that lists “change of use” as a trigger for design review. This requirement is redundant with the existence of zoning and building codes.

**Policy 12: Assure predictability and efficiency in design/historic review processes**

**Actions**

- Coordinate Downtown Design Guidelines and historic preservation review.
- Revisit provisions that trigger review by the Design Review and Historic Preservation Board to determine whether the \$150,000 limit (under which projects undergo administrative review) is working effectively for the Board’s review of projects within the Central Business District.
- Encourage coaching in design review process by enabling owners to work through the process with building officials in an informal setting. This provides a venue to more fully understand the potential complexity and major costs of their proposed work and provides an opportunity for owners to receive feedback on their proposals without the need for extensive design documents or plan review fees.

### GOAL 4: CLARIFY AND STRENGTHEN THE DESIGN REVIEW AND HISTORIC PRESERVATION BOARD ROLE AND FUNCTIONS

The historic preservation board is a citizen portal to local governments. Its job of evaluating local register nominations, reviewing changes to historic properties, and advising on planning and permitting issues is essential to keeping historic preservation relevant, user-friendly, and approachable. Beyond those core responsibilities, commissions play an important role in public education, partnership development, and advocacy.

#### Policy 13: Engage Historic Preservation and Design Review Board in a comprehensive historic preservation program

##### Actions

- Provide Design Review and Historic Preservation Board with a summary of updated comprehensive plan goals/policies related to their authority.
- Assess progress toward those goals/policies on an annual basis with Board.
- Identify and assign staff to the Board.
- Require annual Certified Local Government (CLG) training for staff and Board members, a service that DAHP provides for free.
- Provide Board with training in applying design review guidelines (Downtown Design Guidelines and historic preservation).
- Involve Board in evaluating Centennial Park proposal, a private plan being considered by the Puyallup Historical Society to reconnect the Meeker Mansion with downtown.
- Sponsor a workshop series for historic property owners and homeowners.
- Reinvigorate annual awards program in cooperation with partners, including Main Street, Puyallup Historical Society, South Hill Historical Society, and historic neighborhoods.

#### Policy 14: Reorganize the City of Puyallup's Historic Preservation webpage to enable ease of use and help users quickly find information

##### Actions

- Add a tab for "Puyallup Register of Historic Places." The list of properties currently designated is found under "How to Register Your Property."
- Add a tab for "Benefits and Protections for Designated Properties." Identify the benefits of local designation and the protections afforded. Much of this information can be pulled from "Historic Preservation in the City of Puyallup" brochure.
- Add a tab for "Design Review." Describe what work requires design review and the process. Provide the link to the design review application.
- Add a tab for "Historic Trees." Include inventory information and nomination form.
- Update and amplify information on financial incentives. See the City of Tacoma financial incentives page for a model of a webpage that has all of the information accessible and downloadable for property owners: <http://www.cityoftacoma.org/cms/One.aspx?portalId=169&pageId=67741>.



## 2. GOALS, POLICIES, AND PRIORITIES

- Provide a city staff point of contact on the website to address property owner questions regarding the use of Investment Tax Credit (ITC) and Special Valuation (SPV) incentives.

### GOAL 5: PROMOTE BROAD AWARENESS AND APPRECIATION OF PUYALLUP'S HERITAGE

Unless communities understand and value their heritage, historic preservation becomes a “frill,” an annoyance, or even an obstruction to progress. The task is more difficult in rapidly growing and changing communities. Finding ways to systematically insert heritage messages into conventional and social media, special events, curriculums, tours, lectures, graphics and children’s activities as examples, creates an informed citizenry that learns to value the important places and buildings that embody their community’s heritage.

**Policy 15: Develop a broad understanding of the city’s history, including the roles and contributions of various ethnic groups**

#### Actions

- Develop and share historic themes that represent the diverse nature of the city’s historic resources and ethnic heritage.
- Continue outreach efforts with Puyallup Tribal Historic Preservation Office.

**Policy 16: Cultivate an appreciation of the city’s unique history and how it is represented by extant historic properties**

#### Actions

- Develop a school district partnership policy on the history of Puyallup
- Encourage tours and events at historic venues for children and adults.
- Develop heritage displays and activities for all ages of visitors to the Washington State Fair.
- Work with Washington State Fair Foundation to incorporate local heritage in Traveling Farm exhibit.
- Approach Puyallup Public Library to develop a heritage-oriented speaker series, children’s events, and special exhibits.

**Policy 17: Foster partnerships between heritage organizations**

#### Actions

- Coordinate and strengthen local professional and volunteer heritage activities.
- Continue local brown bag luncheons amongst heritage advocates.
- Encourage a prominent heritage element in each Main Street Association promotion, focusing on businesses and Main Street historic buildings and downtown history.
- Work with Puyallup Historical Society, South Hill Historical Society, the Main Street Association and the Historic Preservation and Design Review Board to create a Preservation Month (May) program of activities, exhibits, and tours.
- Utilize CLG grants, lodging tax revenue and other sources to fund specific projects.

## GOALS AND POLICIES

The following goals and policies relate to the “History of Puyallup” chapter.

### Goal 1: Identify, register, and protect historic buildings, places, landscapes, and trees

- Policy 1: Increase the number of inventoried properties in Puyallup
- Policy 4: Sponsor nominations for inventoried properties deemed eligible for listing

### Goal 2: Encourage building rehabilitation and heritage projects in downtown and neighborhoods

- Policy 7: Strengthen historic neighborhoods

### Goal 3: Integrate historic preservation into Puyallup’s overall growth and development strategies

- Policy 8: Maintain historic preservation as a city-wide priority

### Goal 4: Promote broad awareness and appreciation of Puyallup’s heritage

- Policy 15: Develop a broad understanding of the city’s history, including the roles and contributions of various ethnic groups
- Policy 16: Cultivate an appreciation of the city’s unique history and how it is represented by extant historic properties
- Policy 17: Foster partnerships between heritage organizations

## 3. HISTORY OF PUYALLUP

This chapter provides an introduction to the historical context of Puyallup’s development and the key historical themes that exerted the greatest influence on the growth and character of the city. The National Register of Historic Places (NRHP) establishes specific thematic categories as a means to organize and interpret various storylines, though these categories are not exhaustive.

### 3.1 Historic Context and Themes

Puyallup began as a Euro–American agricultural community on lands historically used by Native Americans. Besides farming and agriculture-related industries, the city has been most significantly shaped by the introduction of railroads, arterial roads, and single-family residential neighborhoods. Most of the city’s development happened between the 1870s and 1930, although the post-World War II decades brought changes and modernization.

#### 3.1.1 ETHNIC HERITAGE

For thousands of years, this region has been home to a multitude of Native American groups, but the Puyallup Tribe is the most closely associated with the area influencing the valley, river, and town names. A tribal reservation, created in 1854, sits adjacent to the city of Puyallup. The Puyallup and other Coastal Salish tribes have a long history of making seasonal camps, fishing, gathering, and hunting in the area.

Evidence of Native American presence prior to Euro–American arrival is generally restricted to archaeological sites. Resources related to Native American history after the 1850s may include a wide variety of residential, industrial, and agricultural resources, since Puyallup’s farms, factories, and canneries reportedly employed Indian workers.<sup>1</sup>



AERIAL PHOTOGRAPH OF PUYALLUP ASSEMBLY CENTER.  
COURTESY DAHP.

In addition to Native American heritage, this theme also addresses the presence and contributions of other ethnic groups, including Chinese and Japanese immigrants. The early presence of Chinese immigrants in the city is noted on 19th century Sanborn Fire Insurance Maps, which, for example, show the locations of Chinese laundries. Japanese farmers had a prominent role in the Puyallup Valley’s truck and berry farms by the early 20th century, and while there are no known instances of Japanese residents within the city proper, it is entirely possible they lived on the outskirts or were simply overlooked in record keeping given their connections to the surrounding area. Furthermore, the role of the Western Washington Fairgrounds (Washington Heritage Register listed, as Puyallup Assembly Center) as Camp Harmony,

1. The 1888 Sanborn map shows a long, narrow building labeled as “Shed/Indian Camp” east of Meridian, about a block south of Meeker.



PUYALLUP AND SUMNER FRUIT GROWERS ASSOCIATION. COURTESY DAHP.

a detention center in 1942 for persons of Japanese descent after the attack on Pearl Harbor, is a significant story in Puyallup's ethnic history.

### 3.1.2 EXPLORATION/SETTLEMENT

Dr. William Tolmie of the Hudson's Bay Company (HBC) is credited as being the first non-Native visitor to the Puyallup Valley, in 1833, as part of the fur trade.<sup>2</sup> However, Euro-American settlement of the region did not start in earnest until the 1850s. Donation land claims, such as B. Franklin Wright's 1853 claim covering almost 300 acres of the current city limits, drew settlers.<sup>3</sup> James P. Stewart, Willis and Mary Boatman, Jacob Meeker, John Valentine Meeker, and others also claimed land in the Puyallup area along with Ezra Meeker. These early settlers remained in the valley and continued to hold important roles in the city's development.

### 3.1.3 AGRICULTURE

Puyallup began as a farming community and agriculture is still prominent. The types of agricultural products from the city and surrounding valley have changed over time, responding to environmental, processing, and other factors. A hops farming boom occurred in the Puyallup Valley in approximately the 1870s and 1880s. Ezra Meeker, one of the city's founders, owned one of at least two large hop kilns in 1888 – W. Shuman owned another.<sup>4</sup> After pests decimated the harvest in the early 1890s, the remaining hops farming ended with Prohibition in circa 1918.<sup>5</sup> Berries and flower bulbs

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2. He later managed the HBC's Puget Sound Agricultural Company in the Nisqually area.

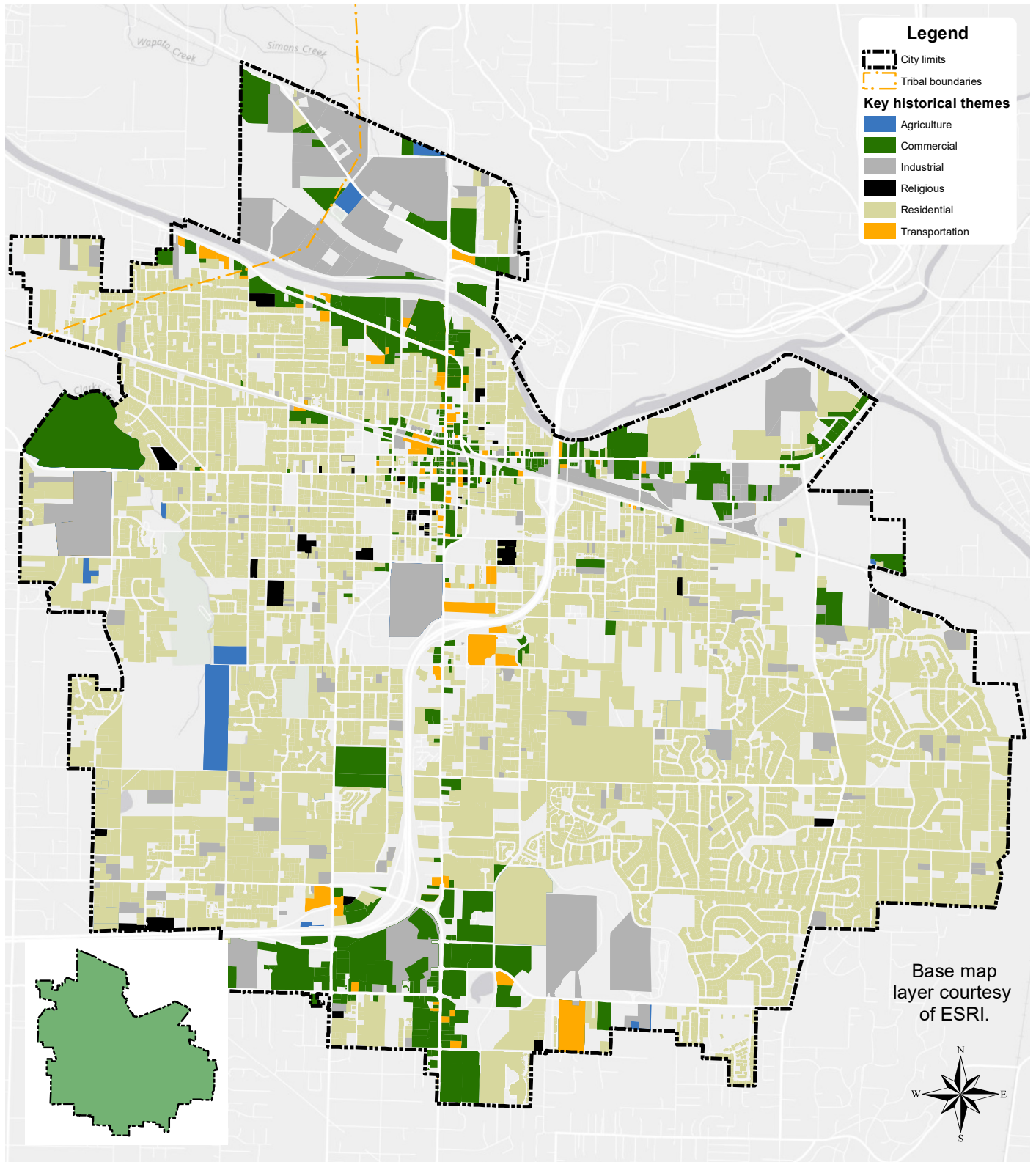
3. Dawn Maddox, "National Register Nomination for John H. Lotz House," 1979.

4. 1888 Sanborn Fire Insurance Map.

5. Washington State passed Initiative Measure 3 in 1914, which prohibited the manufacture and sale but not the consumption of liquor. Further restrictions passed in subsequent years prior to the national Prohibition legislation.



3. HISTORY OF PUYALLUP



MAP 1. HISTORIC THEMES.

The historic themes identified in this chapter are overlaid on a current parcel map for Puyallup and reflect the current status of these themes. Development has displaced the majority of former agricultural lands.

## HISTORIC PRESERVATION PLAN

became the dominant crops and led Puyallup's economy in the early 20th century.

Puyallup has also been a center for diverse farming and agriculture-related industries. Dairies, poultry farms and beef cattle ranches, plant nurseries, stone fruit orchards, and canneries are among these. For example, by 1890, there was a beef slaughterhouse and packing facility along the railroad tracks.<sup>6</sup> By 1912, the Puyallup and Sumner Fruit Growers Association claimed 1,300 members and operated a highly productive cannery for fruits and vegetables.<sup>7</sup> Other canneries, fruit and vegetable box factories, and related industries opened in the 1910s and flourished for decades and provided an important economic and employment base for the city.



WESTERN WASHINGTON FAIR. COURTESY ARTIFACTS CONSULTING.

In 1895, the Western Washington Experiment Station, or Ross Station, opened on the west side of town. Now known as the Washington State University Puyallup Research and Extension Center, the station presently comprises 160 acres plus 112 acres of additional land for test plots.<sup>8</sup> Since its inception, the station has supported and improved regional agricultural practices and products through outreach and research on a variety of fruits, grains, and vegetables, as well as livestock. With the support of the station, many local gardens, orchards, farms, and related businesses have thrived.

Related businesses have included feed mills, hay and feed suppliers, fruit packers, fruit box and crate manufacturers, warehouses for various crops, livestock slaughterhouses, and so on. Many of the related businesses and industries were historically sited along the railroad, sidetracks, or nearby streets for easy access to shipping. With the rise of truck shipping, these businesses were no longer restricted to the railway zone. Farms themselves were displaced to the edges of the city. Agricultural uses continue along River Road, although parcels immediately along the corridor have transitioned from farming to commercial uses.

The Puyallup Fair, renamed the Western Washington Fair in 1913, began as a three-day event in 1900 (see also Conservation and Recreation section, below) and continues today. The fair celebrates and encourages regional farmers, offering prizes and recognition along with recreation and entertainment.

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6. 1890 and 1891 Sanborn Fire Insurance maps.

7. Price and Anderson, 74.

8. Original acreage is unknown but it exceeded 40 acres, since the Ross family donated that much and additional land was purchased. Price and Anderson, 146-147. Current acreage courtesy of the center's website: WSU Puyallup Research and Extension Center (n.d.), <http://puyallup.wsu.edu/about/>.

3. HISTORY OF PUYALLUP

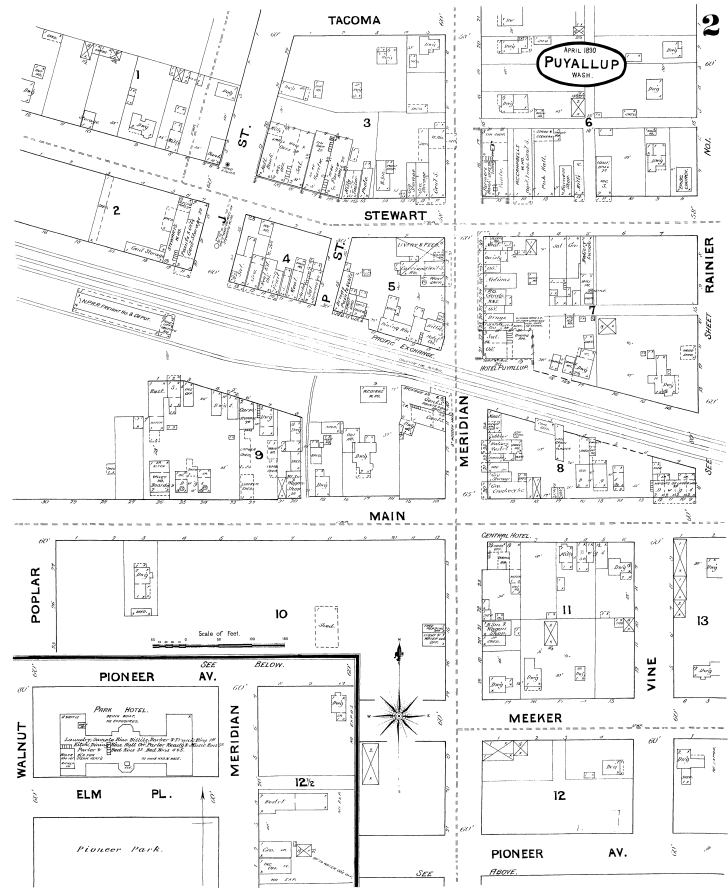
3.1.4 TRANSPORTATION

The transportation theme covers the evolution of circulation routes and means for people and goods from the earliest development period through the most recent. Historically, Puyallup’s roads and railroads have strongly influenced where commercial and industrial properties have been sited—commercial properties have typically lined major roads in any given time period, while industrial operations have been set up along the railroad tracks or near the required natural resource(s).

In the 1850s and 1860s, prior to the railroad, the former Byrd’s Mill Road (also known as State Historical Road #1) functioned as the main route into Puyallup. This early road connected the town with Steilacoom, an early port.<sup>9</sup> The portion of the road approximately between Maplewood School (W. Pioneer Ave and 12th Street) and the present highway bridges (along Meridian) over the Puyallup River attracted the earliest commercial development. This road no longer exists.<sup>10</sup>

The Northern Pacific Railroad (NPRR) arrived in Puyallup in 1877–1878 but only as a freight line. By at least 1888, the NPRR had erected a freight house and depot along the tracks (now demolished), followed in circa 1891 by a second warehouse, adjacent and equal in size to the freight house/depot. The freight trains initially carried coal to Tacoma from the mines beyond Puyallup and later, produce from the Puyallup Valley farms.<sup>11</sup>

The Puget Sound Electric Railroad, better known as the Interurban, began operating in 1902. It served Puyallup on this passenger line from Tacoma to Seattle until ca. 1928. The Puyallup Substation, constructed in 1907, produced electric current for the Interurban and today has been repurposed as the Powerhouse Restaurant and Brewery. There were other rail transportation options, including several electric passenger lines mostly between Tacoma and Puyallup.<sup>12</sup> Other transit companies, such as the Puget Sound Transit Company (1913), arose and offered intracity bus service.<sup>13</sup>



1890 SANBORN FIRE INSURANCE MAP, SHEET 2.  
NOTE THE RAILROAD TRACKS BISECTING THE TOWN.

9. The territorial legislature established Byrd’s Mill Road in 1852. Gary Fuller Reese, “Historic Roads and Trails of Pierce County,” (Tacoma: Tacoma Public Library, December 1974), 1.

10. Andy Anderson, interview by Susan Johnson, January 21, 2016.

11. “The People’s Representative,” *Seattle Daily Post-Intelligencer*, May 3, 1884: 3; “Puyallup Branch Discussion,” *Seattle Daily Post-Intelligencer*, June 4, 1884: 3.

12. Anderson, interview.

13. Price and Anderson, 76-77.



## HISTORIC PRESERVATION PLAN

In the 1910s, State Highway 5 (the Mount Rainier Highway), led tourists through Puyallup to and from the national park. Other county and state roads developed around this time, such as the circa 1912 state aid road from North Puyallup to the King County border.<sup>14</sup> By the 1920s, Puyallup was served by improved roads as well as four national railroads—the Northern Pacific, the Great Northern, the Union Pacific, and the Chicago, Milwaukee, and St. Paul.<sup>15</sup> Passenger and freight rail connections are still active, and several highways pass through city limits.

### 3.1.5 INDUSTRY

The role of industry, especially to process raw materials, such as timber into lumber, began before the railroad arrived but flourished after the line opened in 1877–1878 and facilitated new markets across the country. One of the earliest manufacturers in the city was a barrel plant (opened by 1888) along Meridian, between Main Avenue and Pioneer Avenue.<sup>16</sup> However, most of the industrial properties chose locations along the Northern Pacific Railroad (NPRR) tracks. Other examples of Puyallup's earliest industries include blacksmiths, wagon shops, hop kilns, and saw mills. By 1890, Puyallup also had a saw mill and a slaughterhouse for cattle along the NPRR tracks, followed by additional saw and planing mills, feed mills, and warehouses. (Box factories, fruit and vegetable packing plants, canneries, and other agriculture-related operations are addressed under the Agriculture section, above.) Puyallup retains a large number of industrial properties, especially along the railroad tracks.

### 3.1.6 RESIDENTIAL

The residential theme covers the development of single-family homes as well as multi-family properties, prevalent styles, and significant architects and builders. Multi-family residential properties include, but are not limited to, apartments, hotels (especially any long-term tenancy hotels), boarding houses, and so on. The Meeker Mansion may have been the most ornate house in town by 1891 but there were many residential examples at that time, including single family, multi-family (such as lodging and boarding houses), and hotels. Few downtown hotels are known to survive as residential properties except for the Holly Hotel (ca. 1928). One of the oldest hotels, the Puyallup Hotel (ca. 1890), is now a commercial restaurant and the upper floors are missing.

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14. *The Tacoma Times*, February 22, 1912: 3.

15. The NPRR Passenger Depot (demolished 1974) was at 203 2nd St. NW (or SW corner of W. Stewart and 2nd St. NW), where the current commuter rail station is.

16. 1888 Sanborn Fire Insurance Map.



UPPER: BLACKBERRY FIELD AND PICKERS.  
COURTESY PUYALLUP PUBLIC LIBRARY.

LOWER: 408 5TH STREET NE (1920).  
COURTESY DAHP.

### 3. HISTORY OF PUYALLUP

The oldest extant houses in Puyallup date from the 1890s and exhibit architectural styles popular in the Northwest at that time, including Queen Anne, Italianate, Gothic Revival, and Vernacular. In the 1910s through the late 1920s and early 1930s, much of the housing stock was characterized by the Craftsman or Craftsman Bungalow style. There are also examples of Colonial Revival and other popular styles from that period. These later homes often populated the subdivided parcels of earlier homesteads.

One of Puyallup's most significant builders, Steven Gray, is the namesake of Grayland Park. Gray moved to Puyallup from the Midwest in 1906, worked as a carpenter for several years, and then became a general contractor. He built the Puyallup Elks Temple on Meridian and a multitude of commercial buildings and residences.<sup>17</sup>

#### 3.1.7 CONSERVATION AND ENTERTAINMENT/RECREATION

The themes of conservation and entertainment/recreation are combined for the purposes of this report, since they share many of the associated resources in Puyallup. For example, parks like Grayland and Wildwood serve to conserve open space and heritage trees as well as provide opportunities for outdoor recreation. This theme covers the establishment and evolution of the city's park system, historic uses of the Puyallup River and fisheries management, and the heritage trees within city limits. The Western Washington Fairgrounds illustrate agricultural as well as recreation functions.



PUYALLUP FISH HATCHERY.  
COURTESY DAHP.

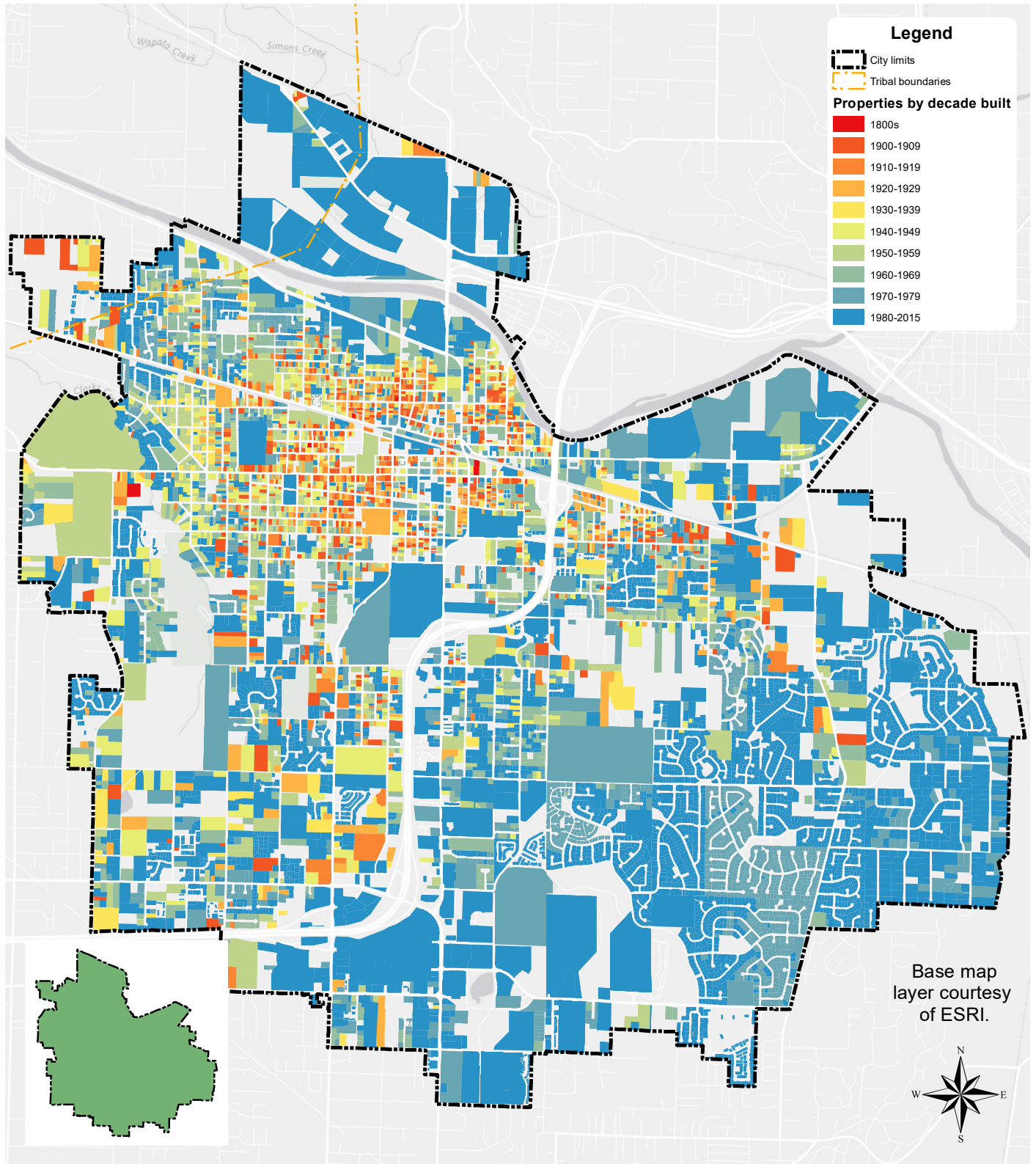
By 1890, Eliza Jane and Ezra Meeker had already donated their first cabin site to the city for use as a park, specifically Pioneer Park. Grayland Park, established sometime between 1923 and 1935, has long been a picnic area.<sup>18</sup> Prior to its time as a city park, the land hosted a tourist camp by at least 1920. Wildwood Park and Clarks' Creek Park are also historic parks but not much is known about their evolution (see "Recommendations for Future Investigation," below). The Brown Property, now part of the city's park system, has historic ties to various themes including agriculture and conservation, and possibly exploration/settlement as well.

The history of fishing in the area is closely tied to conservation, fisheries management, and legal struggles of the Puyallup Tribe. In circa 1908, engineers began to dredge and straighten the Puyallup River. Despite their control efforts, major flood events still occurred in 1917 and 1933. River containment efforts continued through at least 1950. The Puyallup River has long been favored by fishermen and has played a significant role in the struggle for Native American fishing rights, culminating in the Fish Wars of the 1960s and 1970s. The Puyallup Fish Hatchery (built 1949, listed) is another associated resource for this theme.

17. Lori Price, "Grayland Park Named for Puyallup Contractor Who Built a Reputation," *Pierce County Herald*, June 2, 1999: 5, 7.

18. Price, "Grayland Park."





MAP 2. DECADES OF CONSTRUCTION.

This map colors individual parcels by their decade of construction, highlighting concentrations of historic development.

## 3.2 Development Periods

In conjunction with themes, development periods are another tool for organizing history. The following periods represent significant epochs in Puyallup's development.

### 3.2.1 PRE-1850S

Native American use of the area characterizes this period, even though outsiders had begun to pass through and establish trade operations outside of the Puyallup area.

### 3.2.2 1850S–1889

Euro-American settlement of the future townsite of Puyallup began in the 1850s and continued through this period.<sup>19</sup> The Puyallup School District began in 1854, but the first school didn't open until 1861. During the period, hop farming began in the Puyallup Valley and within city limits, flourishing through the period. In the late 1870s, Ezra Meeker recorded the town plat and the Northern Pacific Railroad laid tracks to Puyallup. At least six more additions, made to the town by 1888, brought the total size to approximately 160 acres.<sup>20</sup>

### 3.2.3 1890–1899

The City of Puyallup officially incorporated in 1890, the same year as a devastating fire downtown. By the end of 1891, the city had rebuilt and grown further with many significant buildings downtown, such as the Opera House and the Spinning Block. The local hops industry crashed (circa 1892) but the start of the Western Washington Experiment Station helped farmers recover and explore alternative crops. The city centered around the NPRR tracks and Meridian, with most commercial, residential, and social/religious buildings erected within a few blocks north or south of the tracks, a couple blocks west of Meridian, and about five blocks east of Meridian. Industry grew along the railroad tracks.

### 3.2.4 1900–1909

The first decade of the 20th century saw the town's largest population boom, at 141 percent growth.<sup>21</sup> Multiple passenger rail companies began service, road improvements encouraged early automobile travel through the city, and fruit growing started to become a major economic driver. Industrial operations expanded along the railroad tracks.

### 3.2.5 1910–1919

This period had a rather large growth rate (39 percent) but not a boom, a result of the ongoing agricultural prosperity and transportation connections. Farming, especially fruit production and associated industries, solidified as a major economic driver for the city and surrounding region. Residential building construction continued, to catch up with demand from the population boom of the previous period.

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19. The Puyallup and other local tribes signed the Medicine Creek Treaty in 1854, creating the Puyallup Reservation and opening the valley to Euro-American settlement.

20. Price and Anderson, 46.

21. As measured by population data from the Washington State Office of Financial Management (OFM). There's no population data for the city with OFM before 1890, so any growth before 1900 cannot be calculated as a percentage.

**3.2.6 1920–1939**

The city’s growth rate slowed down in this period. Flower bulb production joined fruit as a major income generator. There were municipal improvements, such as when the City purchased the land for Grayland Park in 1923.

**3.2.7 1940–1949**

Despite slow growth during the World War II years, the population growth rate more than doubled, to 27 percent, during this period. This was the last decade with a growth spurt. However, the physical infrastructure changes resulting from this population growth mostly occurred in the following period. A major earthquake in 1949 prompted repairs to existing buildings and some new construction.

**3.2.8 1950–1970**

Steady but moderate population growth during this period. The population spurt of the 1940s put pressure on public services, such as schools, which became overcrowded. More residents, coupled with an increase in automobile ownership and use, led to crowded streets. These issues were resolved in this period, with a period of new building construction and highway expansion. At least two new schools, at least one new church, and the realignment of several major roads through Puyallup added to the modernization of the city. New development spread further outside of downtown (e.g., South Hill Mall) and along River Road, including automobile dealerships along River Road.<sup>22</sup>

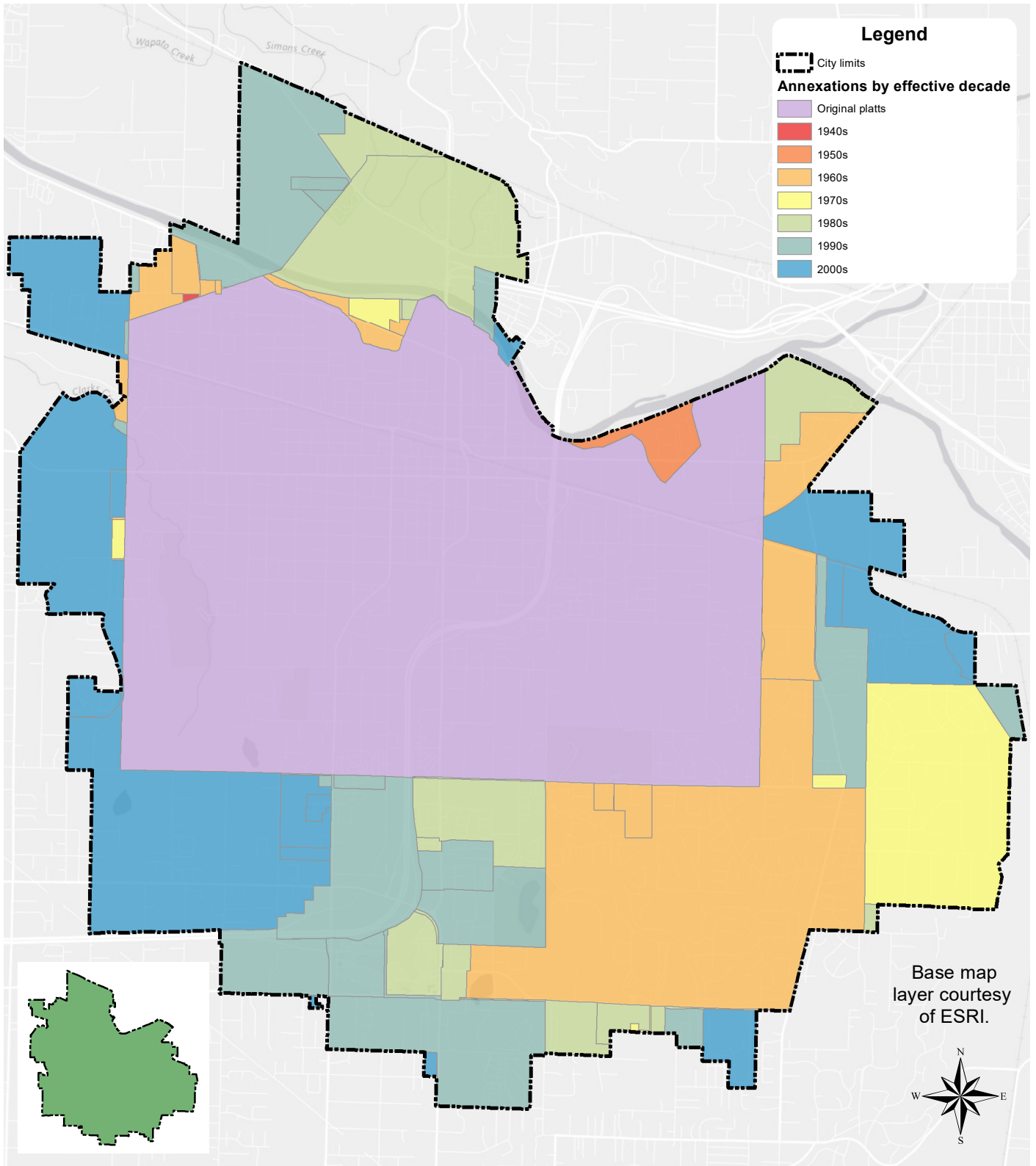
**Table 1. Population Growth Rates, calculated from OFM population data for Puyallup between 1890 and 1980**

DECADE	POPULATION GROWTH (AS PERCENTAGE INCREASE)
1890–1900	N/A (no population data prior to 1900)
1900–1910	141
1910–1920	39
1920–1930	12
1930–1940	11
1940–1950	27
1950–1960	21
1960–1970	22
1970–1980	24

This table shows the percent increase in Puyallup’s population, from decennial census data compiled by the Washington Office of Financial Management.

22. 1966 aerial images show River Road had some commercial development but remained largely open, agricultural land with dispersed residences and farmsteads. The dealerships and some associated buildings at the present Northwest Motorsports match the footprints of several buildings present by at least 1966.

3. HISTORY OF PUYALLUP



MAP 3. PUYALLUP ANNEXATIONS.  
This map shows how the city boundaries for the City of Puyallup have grown over time.

### 3.3 Historic Property Types

Historic properties that share common physical traits and functions may be grouped into types, such as sawmills or churches. Identifying Puyallup’s historic property types can help us understand their associated development periods and contexts.

Puyallup has a wide range of historic property types, only some of which have been identified through cultural resource surveys. The types listed in the following table are not an exhaustive list, as more may be identified through future research and survey efforts.

**Table 2. Development Periods and Themes**

THEME	1850S-1899	1900-1910	1911-1920
Agriculture	•	•	
Transportation			
Ethnic Heritage			
Industry	•		
Religion	•		
Exploration/Settlement	•		
Residential	•	•	•
Conservation		•	



### 3.4 History in Puyallup Bibliography

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## 4. HISTORIC PRESERVATION IN PUYALLUP

## 4. HISTORIC PRESERVATION IN PUYALLUP

As one of Washington’s oldest communities, Puyallup has a rich heritage. Its built environment reflects its agrarian roots, even as the city became a suburban community. Inevitably, conflicts arose over the years between rapid growth and maintaining historic connections, and that tension continues to play out to this day. What distinguishes Puyallup from other, similar, communities is the efforts that have gone into protecting both its agricultural and architectural legacy. A web of public agencies and non-profit organizations work to maintain Puyallup’s “small town feel” while also planning for inevitable population increases and the resulting needs for expanding services. The community has an essential preservation infrastructure in place, including strong planning policies, design review, financial incentives and potential partners. Maximizing these resources to meet the objectives outlined in this plan requires patience, persistence, and funding over the long-term.

The following is a brief synopsis of the major partners in Puyallup historic preservation.

### 4.1 City of Puyallup

The City has long identified historic preservation as a means to protect the small town atmosphere of Puyallup’s downtown and surrounding neighborhoods in particular. Early planning efforts underscore the commitment of local leadership to the vision of a place where growth did not overwhelm, but instead contributed to an identity steeped in history. The 2015 update to the comprehensive plan reinforces this commitment in the first sentence of its vision statement, “In 2030, Puyallup is a friendly, active and safe community that celebrates its heritage.”<sup>1</sup>

For many years, Puyallup participated in an inter-local agreement with Pierce County to administer a historic preservation program in the community. During that agreement period, three historic property surveys were conducted:

- 2007: Survey of the downtown core
- 2010: Survey of the Northwest residential neighborhood
- 2012: Survey area between Seventh and Ninth Avenues SW and Fifth St. SW and S Meridian

Several national and local register eligible properties were identified, and some were designated.

In 2011, the City became a Certified Local Government (CLG), a designation conferred by the National Park Service (NPS), making Puyallup eligible to participate in the federal historic preservation program. As part of the requirements for participation, the City adopted its first historic preservation ordinance (PMC 21.22). The ordinance assigns the Puyallup Design Review and Historic Preservation Board responsibility for reviewing local register nominations and special valuation requests. Currently, nine historic properties are listed on the City of Puyallup Register of Historic Places.

In addition to nominations, the board also is involved with general public education, including brochures on the designation program and financial incentives to designation, as well as an annual awards program that has been inactive since 2010.

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1. *Chapter 1 – Foundations, Puyallup Comprehensive Plan*, City of Puyallup, Puyallup, WA, P. 1.5.

In 2006, the City adopted the Downtown Design Guidelines. These guidelines address both new construction and rehabilitation and further define the role of the Board. In addition to review authority over exterior alterations to registered properties, the board also has responsibility for new project review in the CBD and CBD-core zoning area of downtown. Projects costing less than \$150,000 or involving less than 25percent of the visible street front are reviewed administratively.<sup>2</sup>

The City also supports the Meeker Mansion through grants generated by lodging tax.

### 4.2 Puyallup Main Street Association

The Puyallup Main Street Association was formed in 1989 with the purpose of revitalizing downtown Puyallup using the principles established by the Main Street 4-Point Approach<sup>®</sup>. Since then, the Association (a 501 (c) 3 non-profit) has produced impressive results, including establishing the popular Farmer’s Market (220 stalls) and managing Meeker Days—events that draw thousands of visitors to the downtown core. There are few ground and second floor space vacancies downtown, and the non-profit works to inform building owners about good storefront design, building redevelopment potential, and new construction. It also conducts workshops for merchants on topics such as window displays and merchandising. The organization sponsored a walking tour brochure (“Traces . . . a Walking History of Puyallup’s Past”) of historic buildings in and near the core.

### 4.3 Puyallup Historical Society at Meeker Mansion

Formerly known as the Ezra Meeker Historical Society, this organization was formed in 1970 to stop the threatened demolition of the historic Ezra Meeker Mansion (1890). The group has rehabilitated the mansion and operates a museum with the help of dozens of volunteers. The name change reflects the organization’s interest in a larger mission protecting and interpreting the history of the entire community and valley. It hosts tours and a number of private events throughout the year and conserves photos, textiles and other tangible pieces of Puyallup’s past, including the Ezra Meeker wagon, which has long been a symbol of Puyallup heritage.

The historical society is currently spearheading a private plan with two projects, titled Centennial Park for the site/park and the Museum of the Valley for a new museum, to reclaim much of the original grounds of the Meeker Mansion and visually link the Meeker Mansion to downtown with additional buildings, orchards, gardens, and exhibit space.

### 4.4 South Hill Historical Society

Formed in 2001, this organization is dedicated to preserving and interpreting the history of “the Hill.” Since its inception, it has identified several historic properties, developed a history curriculum for fourth graders, developed a website, and solicited the photos and memories of long-time local residents.<sup>3</sup>

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2. City of Puyallup, *Downtown Design Guidelines*, Cascade Design Collaborative, Inc., Seattle, WA, City of Puyallup, P.1

3. South Hill Historical Society Website, <http://www.southhillhistory.com>, accessed 3/8/2016.



## 4. HISTORIC PRESERVATION IN PUYALLUP

### 4.5 Washington State Fair (formerly the Puyallup Fair)

Perhaps the best example of Puyallup's long agricultural legacy, the Washington State Fair (formerly the Puyallup Fair) has operated since 1900, when local business people and farmers created the Valley Fair Association and issued shares of stock in the company. Each year, more than 2 million people visit the fair. While few historic structures remain on the fairgrounds, the dairy barn and barn J remain intact, though considerably altered. The rollercoaster retains its original design, and a museum operates on the grounds.<sup>4</sup> The fair was also the site of a Japanese-American relocation center in 1943. A George Tsutakawa sculpture commemorates that period, and outreach efforts to the Japanese-American community continue to this day. The fair and its foundation, the Washington State Fair Foundation, have developed educational programs for school children, created Voices of the Fair, a documentary film highlighting the memories of fairgoers, and provided more than \$1 million in scholarships to local high school students.

The fair has considerable fiscal impact on Puyallup and environs, generating more than \$208 million in economic impact and more than \$12 million in federal and state taxes.<sup>5</sup>

### 4.6 Puyallup Public Library

The library has a direct link to Ezra and Eliza Meeker, and actually predates the founding of the town. Its History Room contains reference and genealogical materials, including maps and photos. In its 2010-2013 strategic plan, the library emphasizes its role in cultural awareness.

*Service Role 2—Celebrate Diversity: Customers will have programs and services that promote appreciation and understanding of their personal heritage and the heritage of others in the community.*

*The library will provide opportunities for people to explore their cultural heritage and the heritage of others.<sup>6</sup>*

### 4.7 Puyallup Tribe of Indians

The Puyallup Tribe of Indians have lived in the area from the foothills of Mount Rainier (Tacoma) to the shores of Puget Sound for thousands of years. They are part of the Salish speaking people of the Pacific Northwest. The Puyallup Tribe of Indians has a rich cultural heritage and are deeply connected to the natural landscape and resources of this region. The Puyallup Tribe of Indians is governed by the Puyallup Tribal Council. The Puyallup Tribe of Indians has its own Historic Preservation Department to handle archaeological and built environment resources.

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4. Interview with Kent Hojem, CEO, Washington State Fair, conducted 2/3/2016

5. "Conclusions," *Western Washington Fair Association Economic Impact Study*, Hebert Research, Inc., Bellevue, WA, 2010.

6. *Approved Strategic Plan 2011-2013*, Puyallup Public Library, City of Puyallup, <http://www.cityofpuyallup.org/library>, accessed 3/8/2016.

## 4.8 Puyallup Historical Hatchery Foundation

The Puyallup Historical Hatchery Foundation is a 501(c)3 non-profit formed to preserve the Puyallup Fish Hatchery for future generations. They operate an educational center, which opened in 2014, and provide tours and field trips to the Puyallup Fish Hatchery for children and adults.

## 4. HISTORIC PRESERVATION IN PUYALLUP

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## GOALS AND POLICIES

The following goals and policies relate to the inventories section.

### Goal 1: Identify, register, and protect historic buildings, places, landscapes, and trees

- Policy 1: Increase the number of inventoried properties in Puyallup
- Policy 2: Maintain current records on inventoried properties
- Policy 3: Encourage designation of inventoried properties recommended as eligible for listing on the National Register of Historic Places and/or the Puyallup Register of Historic Places
- Policy 4: Sponsor nominations for inventoried properties deemed eligible for listing

### Goal 5: Promote broad awareness and appreciation of Puyallup's heritage

- Policy 15: Develop a broad understanding of the city's history, including the roles and contributions of various ethnic groups
- Policy 17: Foster partnerships between heritage organizations



## 5. SURVEY AND INVENTORY

Compiling an inventory is often the first phase in identifying historic properties. During this identification phase, a property's physical characteristics and history are documented and the property is evaluated for its significance and eligibility for designation. This process requires historic research to determine the construction date of the property, identify key individuals related to the property's history, and understand how the property relates to the larger historic context of Puyallup.

A survey is the process of identifying and gathering data on a community's historic resources. It includes a field survey (i.e., recording of physical attributes of a historic property), background research, and development of inventories.

An inventory is a list of historic properties determined to meet specified criteria of significance. It is one of the basic products of a survey.

Puyallup has more than 3,400 properties that have been surveyed. These are the result of historic resource surveys conducted in the community. Properties may also be surveyed and included in the inventory in response to Section 106, Section 4(f), or State Environmental Policy Act (SEPA) consultations. Many of the inventories in Puyallup are the result of a 2011 upload of assessor data for planning and modeling purposes.

Surveys may be thematic (e.g., agricultural or religious) or geographic (e.g., a neighborhood or area with distinct boundaries). An inventory form is completed for each surveyed property. While some municipalities may maintain their own database of inventoried properties, the Department of Archaeology and Historic Preservation maintains a statewide database of inventoried properties known as the Washington Information System for Architectural and Archaeological Records Data, or WISAARD.

There are two types of surveys: **reconnaissance** (also called windshield) and **intensive**.

Documentation at the **reconnaissance** level includes property address, exterior photographs, a brief description of architectural style and features, and an overview of readily identifiable alterations (cladding, windows, etc.) Reconnaissance-level surveys often begin the process for an intensive survey.

**Intensive** surveys combine the information gathered during a reconnaissance survey with an evaluation by a trained professional. Intensive surveys require more in-depth archival research and field work. The goal of intensive surveys is to gather enough information to provide a recommendation on potential significance or non-significance of properties included in the survey. Surveyors will provide a recommendation on whether the property is potentially eligible for individual listing on the National Register of Historic Places and if it might potentially contribute to a historic district.

For more in-depth information on conducting a survey, visit "Survey Levels" (<http://www.dahp.wa.gov/survey-types>) on the DAHP website.

GIS modeling for Puyallup has identified several areas of the city that may benefit from targeted survey and inventory work. These areas have a higher concentration of properties with construction dates prior to 1980 and appear to have a higher quality of construction.

## 5.1 Inventory Data

There are more than 3,400 that have been surveyed in Puyallup, according to WISAARD. See “Map 4: Previously Surveyed Properties” on [page 39](#). Of those surveyed properties, 68 were identified by the surveyors as older than 50 years and potentially eligible for either individual designation on the National Register of Historic Places or as a contributing property within a potential district. See “Table 3: Previously Surveyed and Recommended as Eligible” on [page 44](#). Of the properties identified as potentially eligible, 11 are already listed on one or more historic registers. Many properties are recommended as potentially contributing to a local historic district; these properties are likely eligible for designation on the Puyallup Register of Historic Places. A few properties, like the Puyallup Elks Club and Peace Lutheran Church, have not been evaluated for individual eligibility.

Most of the properties surveyed were recorded as either a neighborhood survey and inventory project or as a component of a larger project, like documentation included with an Environmental Impact Statement (EIS). According to WISAARD, there have been 23 Cultural Resource Survey Reports completed within Puyallup. The majority of the projects are related to compliance with Section 106 of the National Historic Preservation Act (NHPA), the National Environmental Policy Act (NEPA), the State Environmental Policy Act (SEPA), and Washington Governor’s Executive Order 05-05. Inventory forms are completed on these surveyed properties and entered into WISAARD.

In order to comply with these state and federal laws, many of the surveys were focused in a specific project area, called the Area of Potential Effect (APE). This area may be limited to where the project is occurring or may be larger.

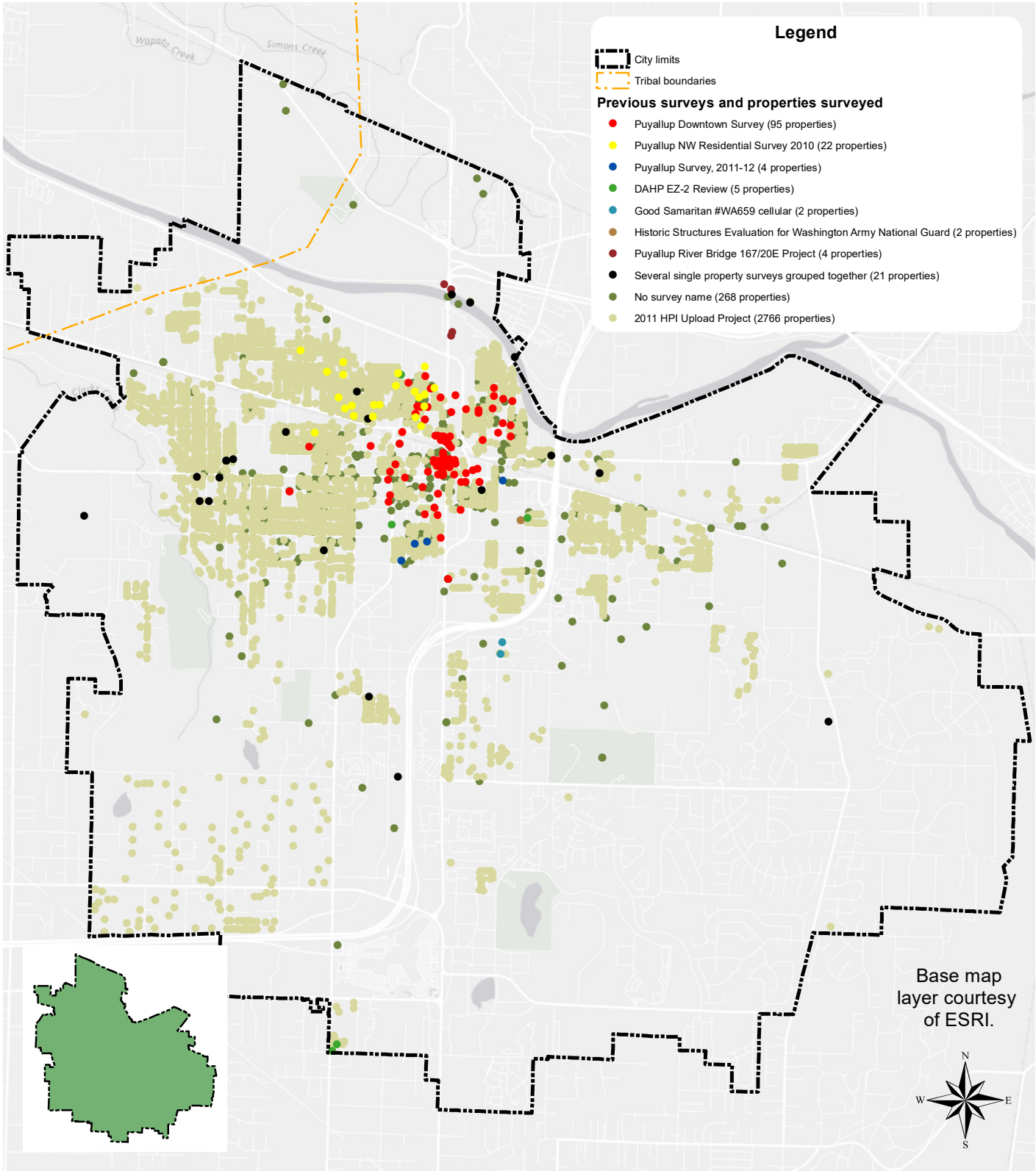
The following are key survey and inventory projects conducted in Puyallup:

- Puyallup History Survey Report, 2007, which focused in on the downtown core.
- Puyallup Northwest Residential Survey, 2010 (an appendix to the 2007 Puyallup Historic Survey Report)
- Puyallup EIS Study Area Supplemental Survey, 2012 (an appendix to the 2007 Puyallup Historic Survey Report)

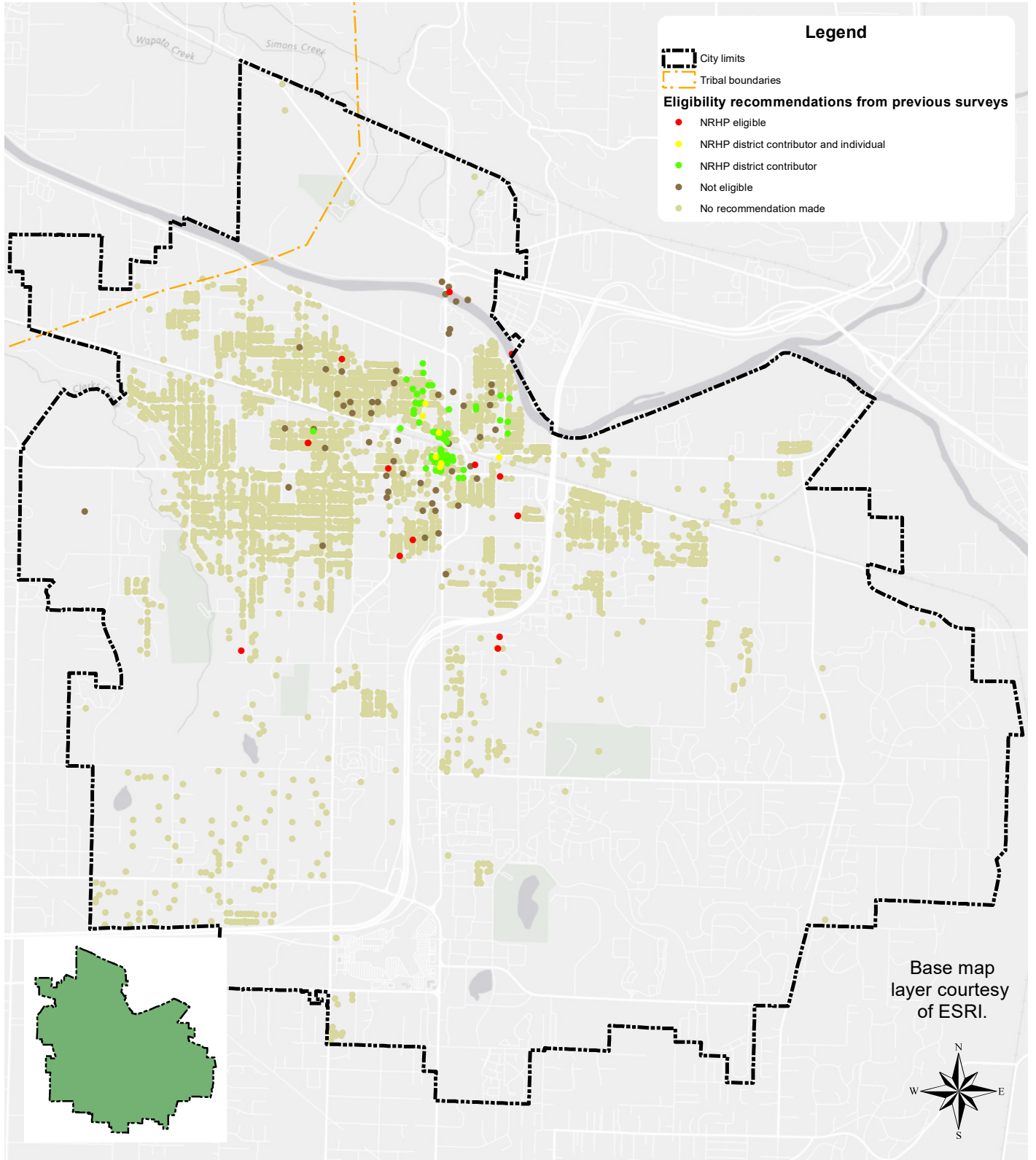
The following properties were determined eligible by DAHP for listing to the National Register of Historic Places and are not currently listed in any historic register:

- Northern Pacific Railroad, railroad at Fifth Street NW crossing (1877)
- Puyallup and Sumner Fruit Growers Association Cannery (1905, 1911)
- Puyallup Armory (1954)
- Puyallup Valley Hospital (1922)
- 502 14th Avenue SE (1952), former house on the Good Samaritan Hospital Campus

5. SURVEY AND INVENTORY



MAP 4. PREVIOUSLY SURVEYED PROPERTIES.



MAP 5. PREVIOUS SURVEY ELIGIBILITY RECOMMENDATIONS.

## 5.2 Modeling

Modeling for historic preservation purposes is the combining of layers of building data to estimate which properties might be eligible for national and local register listing. This process is done using a geographic information system (GIS) which allows the results to be visually rendered as a city-wide map of color coded parcels. The model data helped in analyzing future survey priorities, land use, zoning, historic themes, and development periods. The GIS layer was provided to the city for ongoing planning use. See Map 6: Predictive Model on [page 42](#). Detail maps can be found in Appendix A: Maps.

### Group 1. Historically significant properties with potential listing status

- 1A: potentially individually eligible to the National Register of Historic Places. These are properties built using high quality materials, convey period architectural styles, are likely architect designed or constructed by a prominent builder, and retain a high degree of integrity.
- 1B: potentially contributing to a National Register of Historic Places eligible historic district. These are properties built using quality materials in period architectural styles though not as high style as 1A properties, are potentially constructed by a prominent builder, and retain a moderate to high degree of integrity. These are grouped in sufficient quantity supporting their collective significance.
- 1C: potentially eligible for local designation, but not to the National Register. These may display 1A or 1B qualities but have lower integrity levels. These are also vernacular buildings constructed for a particular purpose but without high style design features and built using materials common to their period of construction, with moderate to high integrity.
- 1D: potentially contributing to a local historic district. These are vernacular buildings constructed for a particular purpose but without high style design features and built using materials common to their period of construction, with low to moderate integrity. These are grouped in sufficient quantity supporting their collective significance.

### Group 2. Non-historically significant properties

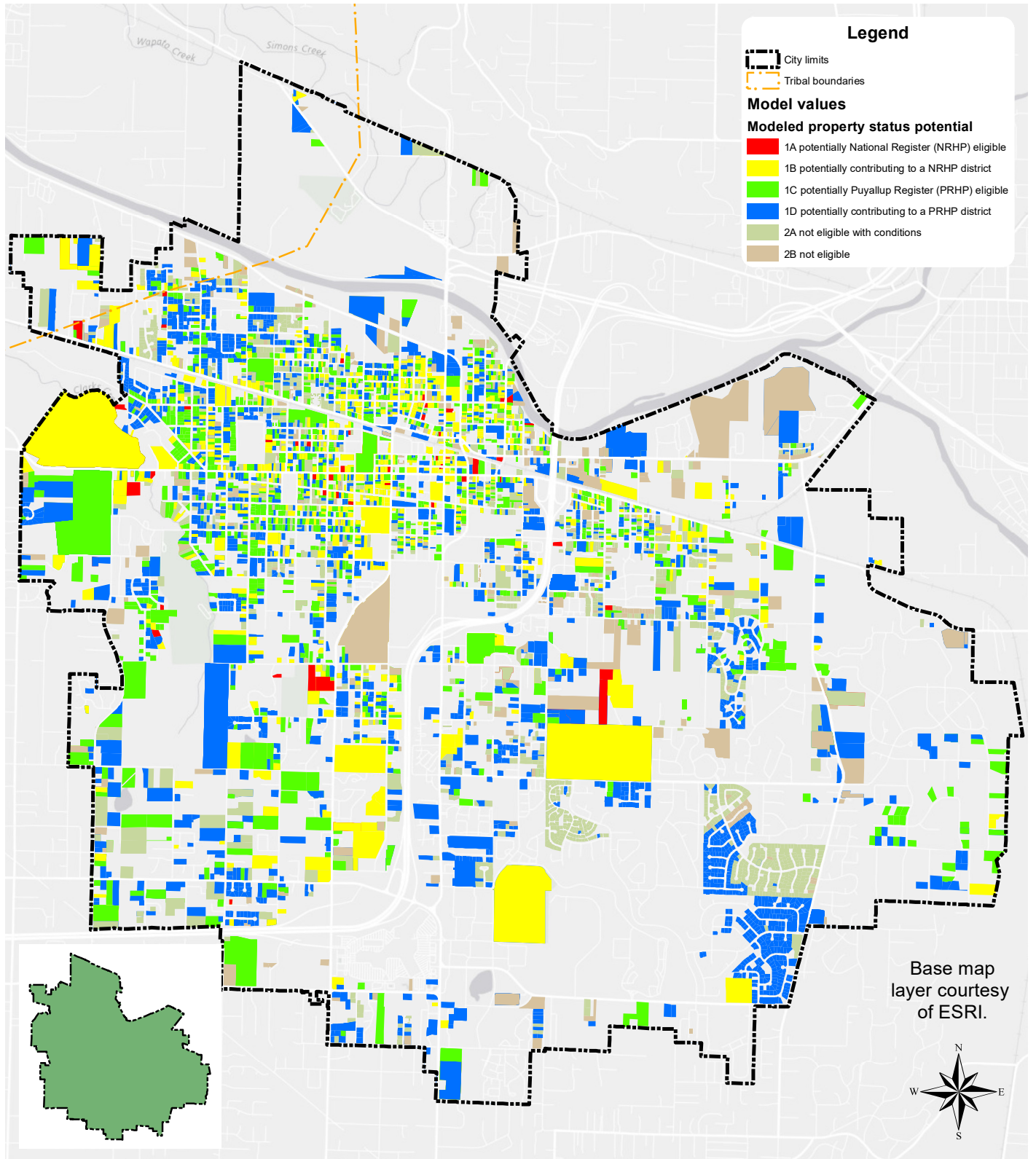
- 2A: not eligible, with conditions. These are properties with diminished integrity where repairs or removal of non-compatible additions and previous alterations could return sufficient integrity to make them potentially 1C or 1D eligible.
- 2B: not eligible. These are properties where the extent of changes and quality of construction do not rise to the potential eligibility.

Modeling augments the traditional survey and inventory approach. The data can more effectively guide, at a broad city and neighborhood-wide level, initial research efforts to develop and prioritize context statements and field survey work. Groups that can use this tool include city staff (preservation, planning and permit), historical societies, consultants, and interested citizens and property owners. The data tool helps support the broader approach of building conservation.

### 5.2.1 LIMITATIONS

Selective field work to verify and calibrate the category analysis model emphasized that modeling cannot be viewed or utilized as a substitute for on-the-ground field survey work. Field surveys and context statement development remain essential to actual determinations of eligibility for individual properties. We anticipate that as field survey work is done within the city, building categories will be updated based on field analysis and this model will need to be updated to reflect





MAP 6. PREDICTIVE MODEL.  
GIS layer provided to the City of Puyallup for internal planning use.

## 5. SURVEY AND INVENTORY

new information. The model assigned categories to 16,199 properties. The analysis methodology is structured so updates can be readily made and the model rerun as needed, at future intervals, by the city. This work also establishes a baseline of legacy data against which to measure future data sets in order to gauge both retention and attrition of properties.

### 5.2.2 ANALYSIS GOALS

- Identify stabilizing community assets in terms of longevity, quality of construction, and architectural integrity.
- Strengthen the role of building conservation as a planning and development tool.
- Set a baseline snapshot as a measuring tool. This baseline can be the standard against which to measure future survey work, which should include: the extent of potentially historic properties and their different categorical levels; areas of great potential continuity through concentrations of historic properties that support neighborhood character and setting; sustainability through building stock, and life-cycle durations areas with low to no concentrations of historic properties to target in-fill or view development.
- Begin quantifying quality of construction retention through life cycles (age and utility), quality of buildings currently extant, and projected lifespan.

## 5.3 Recommendations for Future Survey

One of the responsibilities for a Certified Local Government (CLG) is to survey historic properties within the community. Although many properties within Puyallup have been surveyed, the survey and inventory process is not intended to be static. Properties change over time, necessitating periodic updates to previously surveyed properties. Additionally, every year, more properties become 50 years old, the standard minimum age for properties to be considered historic, as established by the National Park Service.

PR: Puyallup Register of Historic Places

WHR: Washington Heritage Register

NRHP: National Register of Historic Places

- Properties that fall within the **1A–1D** categories are potentially eligible for designation to the National Register of Historic Places or the City of Puyallup Register of Historic Places, either individually or as contributing to a potential district.
- Properties that fall within the **2A–2B** categories do not appear eligible for listing on either register. Those properties with the **2A** ranking may be eligible if rehabilitation work occurred (e.g., removing vinyl siding to uncover original wood cladding).

In addition to the properties identified within the predictive model, limited field work and discussions with key stakeholders highlighted property types that should be considered for future survey and inventory work. These property types include:

- **Religious.** There are many religious properties within Puyallup. A couple iconic churches are already listed to a historic register. However, declining church memberships and the significant maintenance expenses associated with these grand buildings makes them particularly vulnerable. A survey and inventory of religious architecture would be an excellent start to identifying these valuable community resources.

- **Agricultural.** Farming—hops, berries, flowers—has played an important role in the development of the Puyallup Valley and the City of Puyallup. Much of the remaining resources related to this significant theme in the history of Puyallup exist outside of the city limits. However, a few properties may remain and targeted survey and inventory work could help identify these resources.
- **Industrial.** There are a few industrial-related properties remaining within the historic core of Puyallup, primarily along rail corridors. Industrial properties can be particularly vulnerable to change because they are often utilitarian in design and industrial practices have changed.
- **Transportation.** Transportation-related development has dramatically affected the landscape of Puyallup, from the railroad to highways. The availability of the personal automobile, and the American public’s increasing reliance on it, changed development patterns. Parking became an issue and businesses began to cater to driving consumers. Auto dealerships, auto repair shops, and drive-in businesses, from restaurants to banks, began to crop up throughout the town. Although transportation is a broad theme, it might be an interesting approach for future survey and inventory work.
- **Residential.** This covers the development of single-family homes as well as multi-family properties, prevalent styles, and significant architects and builders. Refer to “Map 7: Residential Survey Priority Areas.” on [page 48](#) for recommended survey areas.
- **Mid-century.** Properties constructed in the more recent past are often not considered historic, either because they feel too “new” to be historic or their architectural design is so different from what is traditionally considered historic. As a result, mid-century properties are often in danger of demolition or radical change. A survey and inventory of mid-century properties would broaden the inventory of historic properties in Puyallup. Refer to “Map 8. Mid-Century Property Survey Priority Areas.” on [page 49](#) for recommended areas.

**Table 3. Previously Surveyed and Recommended as Eligible for One or More Registers**

PROPERTY	YEAR BUILT	ADDRESS	NRHP ELIGIBILITY	POTENTIAL HISTORIC DISTRICT	POTENTIALLY CONTRIBUTING TO A DISTRICT	LISTING STATUS
Barry, S.D. House	1920	130 5th Ave NW	Yes	Yes - Local	Yes	
Karshner Building	1915	124 S Meridian	Yes	Yes - Local	Yes	PR
Liberty Theater	1924	116 W Main St	Yes	Yes - Local	Yes	
Puget Sound Electric Railway Puyallup Substation	1907	454 E Main	Yes	Yes - Local	Yes	PR
Transit Building	1908	107 W Stewart	Yes	Yes - Local	Yes	PR
Tribune Building	1910	200-202 S Meridian	Yes	Yes - Local	Yes	PR
	1905	143 4th Ave NW	Yes	Yes - Local	Yes	
Christ Episcopal Church	1926	210 5th St SW	Yes	No		NRHP/ WHR

5. SURVEY AND INVENTORY

PROPERTY	YEAR BUILT	ADDRESS	NRHP ELIGIBILITY	POTENTIAL HISTORIC DISTRICT	POTENTIALLY CONTRIBUTING TO A DISTRICT	LISTING STATUS
Lotz, J.H. House	1891	1004 2nd Ave NW	Yes	No		NRHP/ WHR
Meecker, Ezra House	1889	321 E Pioneer	Yes	No		NRHP/ WHR/ PR
	1923	504 E Pioneer	Yes	No		
	1951	812 8th St NW	Yes	No		
Knight Building	1910	300 N Meridian	Unable to Determine	Yes - Local	Yes	PR
Peace Lutheran Church, First Unitarian Society	1892	214 E Pioneer Ave	Unable to Determine	Yes - Local	Yes	WHR
Phil Brothers Building	1911	101 S Meridian	Unable to Determine	Yes - Local	Yes	PR
Pioneer Books	1920	206 S Meridian	Unable to Determine	Yes - Local	Yes	
Puyallup Elks Club	1924	427 N Meridian St	Unable to Determine	Yes - Local	Yes	
	1919	202 5th Ave NW	Unable to Determine	Yes - Local	Yes	
	1906	224 4th Ave NW	Unable to Determine	Yes - Local	Yes	
	1921	314 7th Ave NW	Unable to Determine	Yes - Local	Yes	
Arcade Building	1914	111-113 W Pioneer	No	Yes - Local	Yes	
Bumpy's	1927	116 E Main	No	Yes - Local	Yes	
Charles Building	1927	110 S Meridian St	No	Yes - Local	Yes	
DeBolt's Motorcycle Shop	1920	208 S Meridian	No	Yes - Local	Yes	
Elvins	1908	108 N Meridian	No	Yes - Local	Yes	
Foreman's Meat Market	1910	210 S Meridian	No	Yes - Local	Yes	
Goldenrod Jewelers and Pioneer Bakery	1910	118-120 S Meridian	No	Yes - Local	Yes	
Hill Funeral Home	1959	217 E Pioneer	No	Yes - Local	Yes	
Horatio's	1923	105 2nd St SW	No	Yes - Local	Yes	
Inexim Building	1910	105 S Meridian	No	Yes - Local	Yes	

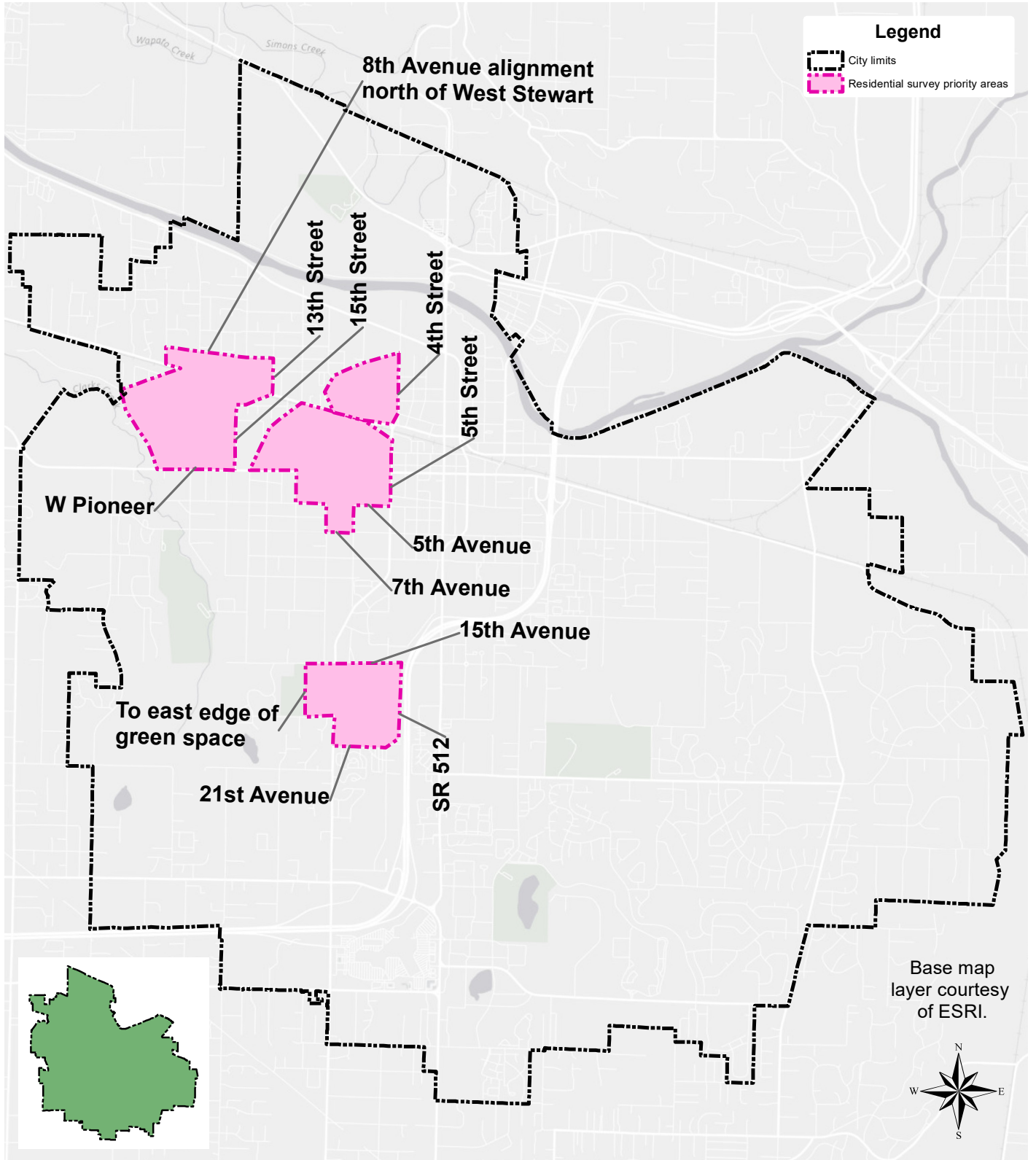
## HISTORIC PRESERVATION PLAN

PROPERTY	YEAR BUILT	ADDRESS	NRHP ELIGIBILITY	POTENTIAL HISTORIC DISTRICT	POTENTIALLY CONTRIBUTING TO A DISTRICT	LISTING STATUS
J.C. Penney	1948	125 S Meridian	No	Yes - Local	Yes	
J.C.'s Music	1910	112 S Meridian	No	Yes - Local	Yes	
Johnson Jewelers	1917	103 S Meridian	No	Yes - Local	Yes	
Kristy's	1924	113 W Meeker	No	Yes - Local	Yes	
Lee's Martial Arts	1954	115 W Meeker	No	Yes - Local	Yes	
Montgomery-Knight Building	1927	106-108 S Meridian	No	Yes - Local	Yes	
Parker Paint	1928	105 E Stewart	No	Yes - Local	Yes	
Puyallup Carpet Center	1920	115 S Meridian	No	Yes - Local	Yes	
Puyallup Motor Company	1946	202 E Pioneer Ave	No	Yes - Local	Yes	
Rose's Restaurant	1949	101 2nd St SW	No	Yes - Local	Yes	
Stewart-Brew House	1889	219 5th Ave NW	No	Yes - Local	Yes	WHR
	1910	107 W Meeker, Puyallup, WA	No	Yes - Local	Yes	
	1910	109 S Meridian	No	Yes - Local	Yes	
	1914	109-111 W Meeker	No	Yes - Local	Yes	
	1924	116 S Meridian	No	Yes - Local	Yes	
	1936	121 6th Ave NW	No	Yes - Local	Yes	
	1900	121 W Stewart	No	Yes - Local	Yes	
	1927	201 7th Ave NW	No	Yes - Local	Yes	
	1912	204 6th Ave NW	No	Yes - Local	Yes	
	1920	206 5th Ave NW	No	Yes - Local	Yes	
	1922	208 5th Ave NW	No	Yes - Local	Yes	
	1905	211 4th Ave NW	No	Yes - Local	Yes	
	1924	212 S Meridian	No	Yes - Local	Yes	
	1905	315 5th St NE	No	Yes - Local	Yes	
	1920	408 5th St NE	No	Yes - Local	Yes	
	1908	413 3rd St NW	No	Yes - Local	Yes	
	1918	414 5th Ave NW	No	Yes - Local	Yes	
	1923	423 3rd St NE	No	Yes - Local	Yes	
	1900	429 3rd St NE	No	Yes - Local	Yes	
	1900	504 3rd Ave NE	No	Yes - Local	Yes	



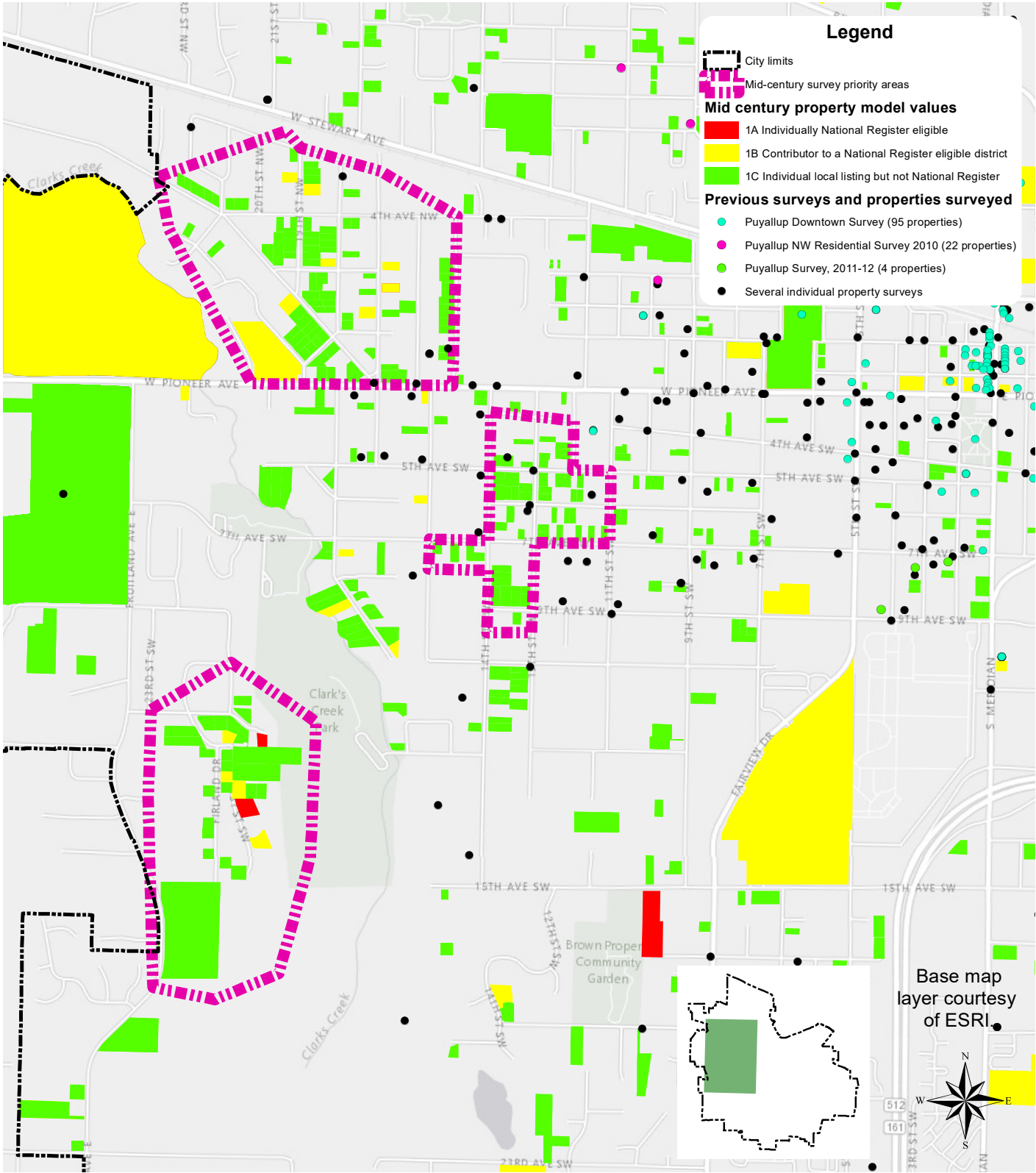
5. SURVEY AND INVENTORY

PROPERTY	YEAR BUILT	ADDRESS	NRHP ELIGIBILITY	POTENTIAL HISTORIC DISTRICT	POTENTIALLY CONTRIBUTING TO A DISTRICT	LISTING STATUS
	1923	505 5th St NE	No	Yes - Local	Yes	
	1919	508 5th St NE	No	Yes - Local	Yes	
	1938	516 3rd St NW	No	Yes - Local	Yes	
	1912	603 2nd St NW	No	Yes - Local	Yes	
	1920	722 2nd St NW	No	Yes - Local	Yes	
Puget Sound Power and Light	1929	109 E Pioneer	No	Yes - Local	No	
Trackside Pizza	1900	201 N Meridian	No	Yes - Local	No	



MAP 7. RESIDENTIAL SURVEY PRIORITY AREAS.

5. SURVEY AND INVENTORY



MAP 8. MID-CENTURY PROPERTY SURVEY PRIORITY AREAS.

## GOALS AND POLICIES

The following goals and policies relate to the historic registers section.

### Goal 1: Identify, register, and protect historic buildings, places, landscapes, and trees

- Policy 3: Encourage designation of inventoried properties recommended as eligible for listing on the National Register of Historic Places and/or the Puyallup Register of Historic Places
- Policy 4: Sponsor nominations for inventoried properties deemed eligible for listing

### Goal 2: Encourage building rehabilitation and heritage projects in downtown and neighborhoods

- Policy 5: Stimulate downtown rehabilitation activity
- Policy 7: Strengthen historic neighborhoods

### Goal 3: Integrate historic preservation into Puyallup's overall growth and development strategies

- Policy 9: Identify historic preservation issues early in the permitting process.
- Policy 11: Achieve consistency between the historic preservation ordinance, design review applications and historic register nomination forms
- Policy 12: Assure predictability and efficiency in design/historic review processes

### Goal 4: Clarify and strengthen the Design Review and Historic Preservation Board role and functions

- Policy 13: Engage Historic Preservation and Design Review Board in a comprehensive historic preservation program
- Policy 14: Reorganize the City of Puyallup's Historic Preservation webpage to enable ease of use and help users quickly find information

# 6. HISTORIC REGISTERS

Puyallup has many properties of historic significance, only a few of which are recognized and listed in one or more of the following local, state, and national historic registers.

- Puyallup Register of Historic Places
- Washington Heritage Register
- Washington Heritage Barn Register
- National Register of Historic Places

A listing on one of the above historic registers honors historic properties for their significance to their community, and designation of historic properties fosters a sense of community history and local pride, providing residents and visitors with a distinct sense of place. Historic neighborhoods are vibrant and desirable places to live, work, and visit. Designation of historic properties contributes to neighborhood stability and can even enhance property values. It also helps communities promote heritage tourism, a fast growing component of the tourism industry, and encourages neighborhood revitalization.

**Historic Register**—an official list of buildings, districts, sites, structures, and objects which have historic significance and are worthy of preservation. Properties listed in historic registers may have significance related to American history, architecture, archaeology, engineering, and culture.

For more information on the designation process, see “Process for Historic Designation” at the end of this section on [page 54](#). There are various benefits available to properties that are listed to historic registers; these benefits are outlined in “Economic Incentives” on [page 89](#).

The following summary of designated historic resources reflects their status as of February 2016. More properties may be added to these historic registers in the future.

**Table 4. Register-listed Properties**

PROPERTY	YEAR BUILT	PUYALLUP REGISTER OF HISTORIC PLACES	WASHINGTON HERITAGE REGISTER	NATIONAL REGISTER OF HISTORIC PLACES
Benkovich Home		•		
Christ Episcopal Church	1926		•	•
Ezra Meeker House/Meeker Mansion	1889	•	•	•
J.H. Lotz House	1891		•	•
Karshner Building	1915	•		
Knight Building	1910	•		
Peace Lutheran Church	1892		•	
Phil Brothers Building	1911	•		
Puget Sound Electric Railway Puyallup Substation (Power House Restaurant & Brewery)	Ca. 1907	•		



PROPERTY	YEAR BUILT	PUYALLUP REGISTER OF HISTORIC PLACES	WASHINGTON HERITAGE REGISTER	NATIONAL REGISTER OF HISTORIC PLACES
Puyallup Assembly Center (Camp Harmony)	1942		•	
Puyallup Fish Hatchery			•	•
Stewart-Brew House	1907		•	
Transit Building	1908	•		
Tribune Building	Ca. 1914	•		

**Table 5. Protections for Register-listed Properties**

REGISTER	LOCAL DESIGN REVIEW FOR ALTERATIONS	SECTION 106 CONSIDERATION (WITH A FEDERAL UNDERTAKING)	SECTION 4F CONSIDERATION (WITH FEDERAL UNDERTAKING)	EO 0505 PROTECTION IF STATE CAPITOL FUNDS INVOLVED
Puyallup Register of Historic Places	Yes	No	Yes	Yes
Washington Heritage Register	No	No	Yes	Yes
Heritage Barn Register	No	No	Yes	Yes
National Register of Historic Places	No	Yes	Yes	Yes

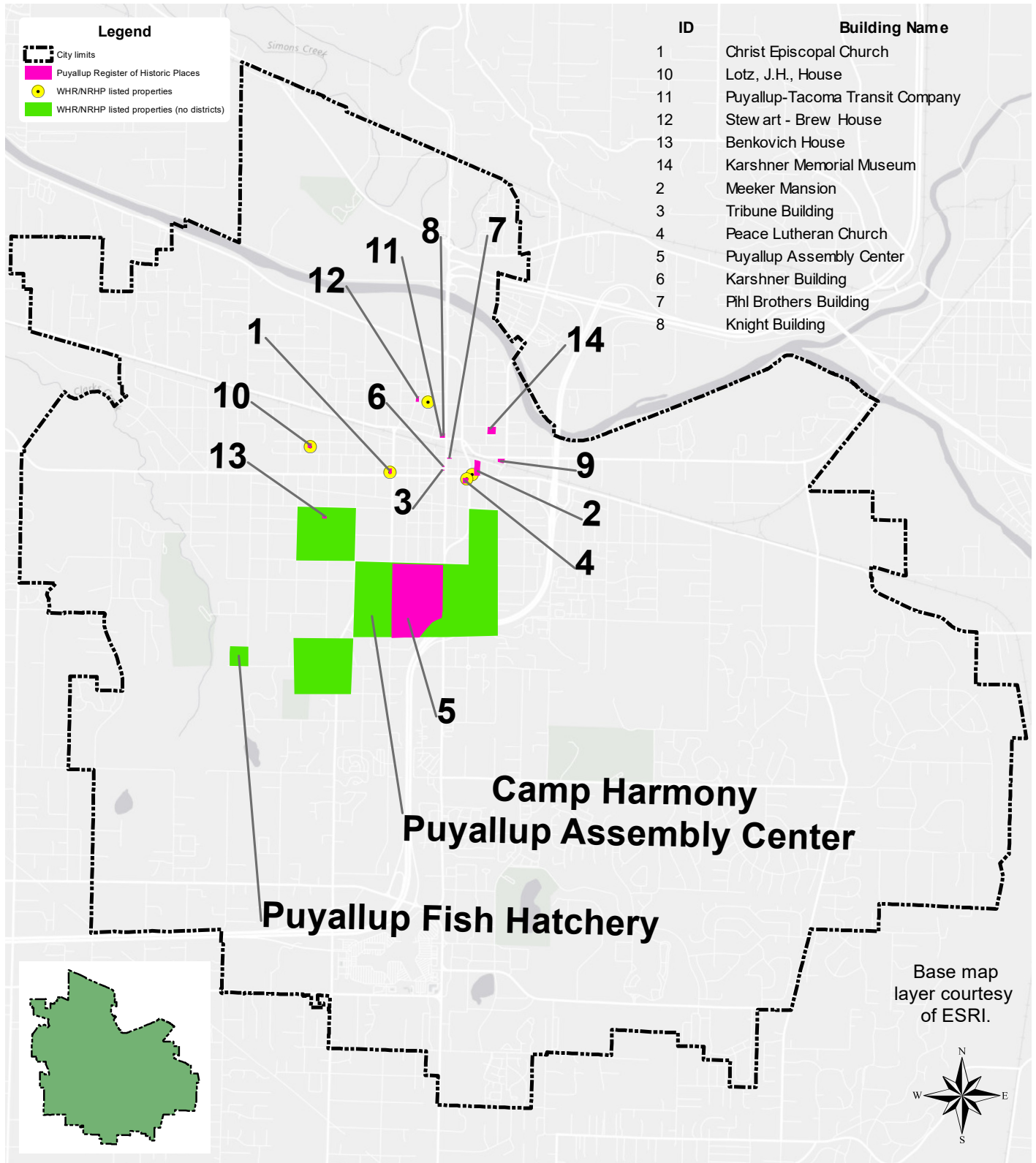
## 6.1 Locally Designated Puyallup Landmarks and Historic Districts

As of 2016, there are eight properties listed in the Puyallup Register of Historic Places. Prior to the City of Puyallup becoming its own Certified Local Government (CLG), locally designated historic properties were included in the Pierce County Register. When the City established its preservation ordinance in 2011, per chapter 21.22 of the Puyallup Municipal Code (PMC), properties listed in the Pierce County Register were transferred to the Puyallup Register of Historic Places. These properties are subject to design review; refer to “Design Review” on [page 59](#) for more information.

Puyallup recognizes significant historic properties as individual landmarks or as contributing resources to historic districts. The City of Puyallup defines a district as “a geographically definable urban or rural area, possessing a significant concentration, linkage, or continuity of sites, buildings, structures, and/or objects united by past events or aesthetically by plan or physical development.”<sup>1</sup> Contributing resources in historic districts can include buildings, features, structures, sites, and objects.

1. City of Puyallup, “21.22.015 Definitions,” Historic Preservation Chapter, Puyallup Municipal Code, <http://www.codepublishing.com/WA/Puyallup/html/Puyallup21/Puyallup2122.html#21.22.005>.

6. HISTORIC REGISTERS



MAP 9. LISTED PROPERTIES IN PUYALLUP.

Although the mechanism exists for the designation of historic districts, as of 2016, Puyallup does not have any locally designated historic districts.

### 6.2 State and Nationally Designated Historic Properties

Several properties within the City of Puyallup are individually listed in the Washington Heritage Register and National Register of Historic Places. Puyallup does not have any historic districts listed in state or national registers. The Washington Heritage Register (<http://www.dahp.wa.gov/washington-heritage-register>) and National Register of Historic Places (<http://www.dahp.wa.gov/national-register-of-historic-places>) are honorary listings and do not require design review. An additional honorary designation available in Washington is the Washington Heritage Barn Register. Established in May 2007 with the passage of Substitute House Bill 2115 and administered by the Department of Archaeology and Historic Preservation (DAHP), the Heritage Barn Register (<http://www.dahp.wa.gov/heritage-barn-register>) commemorates barns as historically significant resources.

The National Register listing for a property does potentially benefit a property when activities involving funding, licensing, or assistance by federal agencies could result in damage or loss of the property's historic values. These activities must typically go through a review process to consider the impacts to historic properties. National Register listing (or eligibility) is used to determine whether a property is historic. These considerations are conferred under Section 106 of the National Historic Preservation Act and Section 4(f) of the National Transportation Act. For more information, visit DAHP's SHPO Compliance: <http://www.dahp.wa.gov/programs/shpo-compliance>

Sites which are listed in the National Register are automatically added to the Washington Heritage Register; a separate nomination form is not necessary. However, there is an application form for the Washington Heritage Register if an applicant does not wish to pursue National Register designation. Like the National Register, the Washington Heritage Register is strictly honorary. No design review is imposed when private funds are used to alter a Washington Heritage Register property. However, any subdivision of state government or recipient of state funds shall comply with the State Environmental Policy Act (SEPA) (<http://www.cityofpuyallup.org/files/library/4d486a3d8fd45086.pdf>) and Executive Order 05-05 (<http://www.dahp.wa.gov/governors-executive-order-05-05>). These programs require that significant historic properties, like those listed in the Washington Heritage Register, be considered when state undertakings (e.g., permits, grants, construction) affect historic and cultural values.

### 6.3 Process for Historic Designation

The process for historic designation is the same for each of the registers with slightly different forms and criteria. The process outlined in this section is specifically for the Puyallup Register of Historic Places.

For information on the designation process for the state and national registers, visit DAHP's website:

- National Register of Historic Places: <http://www.dahp.wa.gov/national-register-of-historic-places>
- Washington Heritage Register <http://www.dahp.wa.gov/washington-heritage-register>
- Heritage Barn Register: <http://www.dahp.wa.gov/heritage-barn-register>

**Figure 1. Process for Historic Designation**



The overall process can be divided into three phases: **identification**, **nomination**, and **designation**.

**Identification** typically occurs during the survey and inventory process, (see “Inventories”) but may also result from the interest of property owners and various stakeholders in response to new development or from data analysis through Geographic Information Systems (GIS).

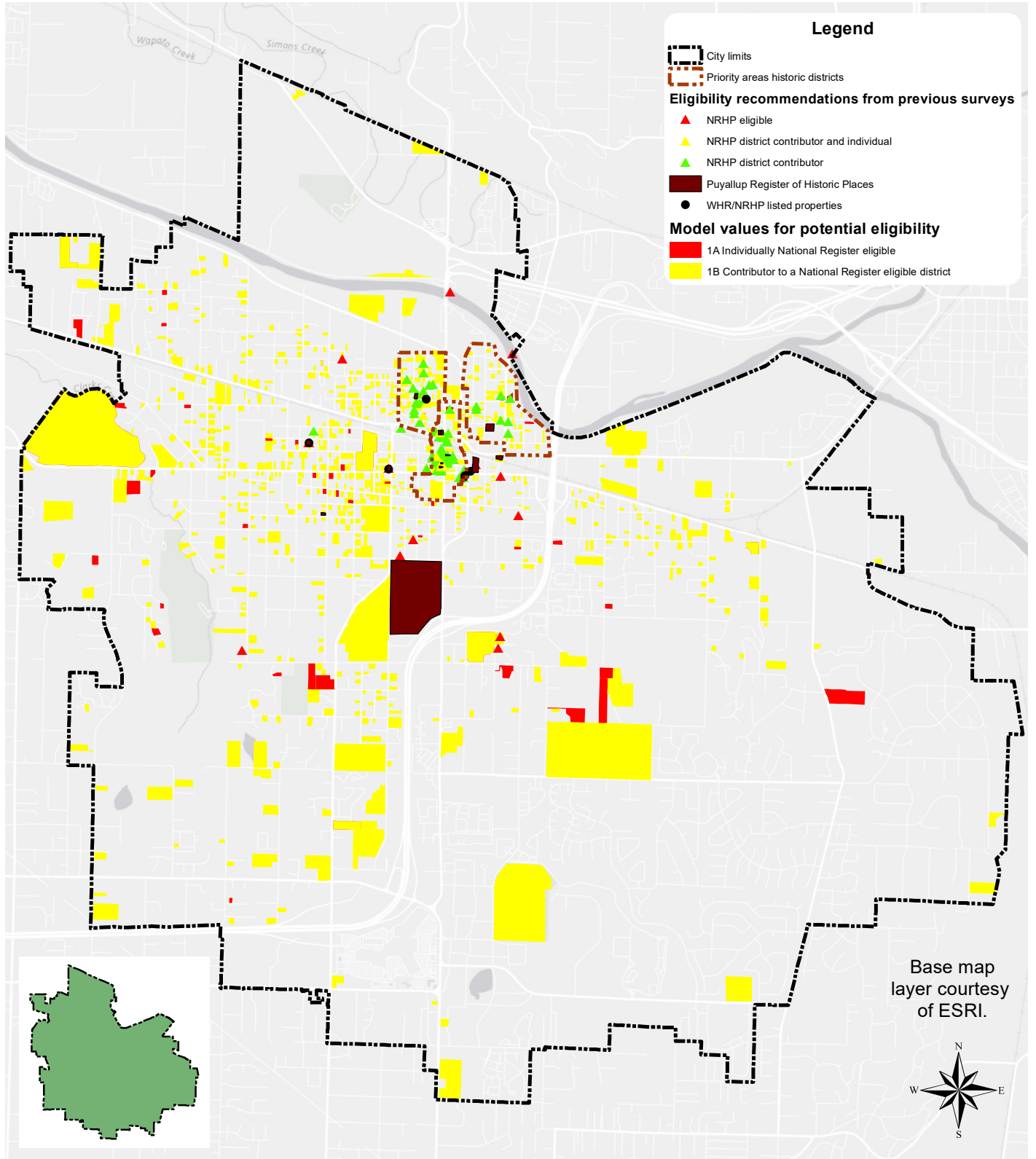
Professionals in historic preservation, architectural history, and history use established evaluation tools and criteria to assist in making recommendations of eligibility. National Register Bulletins are key resources in this process. Bulletins often referenced include:

- *Guidelines for Local Surveys: A Basis for Preservation Planning* <http://www.nps.gov/nr/publications/bulletins/nrb24/>
- *How to Apply the National Register Criteria for Evaluation* <http://www.nps.gov/nr/publications/bulletins/nrb15/>
- *Researching a Historic Property* <http://www.nps.gov/nr/publications/bulletins/nrb39/>
- *Guidelines for Evaluating and Nominating Properties Associated with Significant Persons* <http://www.nps.gov/nr/publications/bulletins/nrb32/>
- *Guidelines for Evaluating and Nominating Properties that Have Achieved Significance Within the Past Fifty Years* <http://www.nps.gov/nr/publications/bulletins/nrb22/>
- *Historic Residential Suburbs: Guidelines for Evaluation and Documentation for the National Register of Historic Places* <http://www.nps.gov/nr/publications/bulletins/suburbs/index.htm>

**Nomination** of a historic property may follow the survey and inventory process. If a property owner desires to have their property designated, they prepare a nomination using the form provided by the City of Puyallup. This nomination includes key facts about the building’s construction (e.g. date of construction, architect, and builder), a narrative architectural description, a statement of significance outlining the property’s history, and photographs illustrating the property’s historic and current condition. A nomination may be made by the property owner, members of the Puyallup Historic Preservation and Design Review Board, or other members of the public. However, listing of a property requires the consent of the property owner.

The City of Puyallup’s historic preservation ordinance, 21.22.025 Puyallup Register of Historic Places (<http://www.codepublishing.com/WA/Puyallup/html/Puyallup21/Puyallup2122.html#21.22.005>), outlines the process for nominating and designating a historic property.

A property must meet four requirements before it can be designated. The property must be significant to the community, have integrity, be at least 50 years old (or exceptionally important if of a lesser age), and fall within at least one of 11 criteria for designation (see Figure 2: Is This Property Eligible? on page 57). The City of Puyallup requires that a property be nominated for historic designation under one or more of these 11 criteria. The applicable categories are selected on the nomination form but should also be referenced in the statement of significance. The content of the

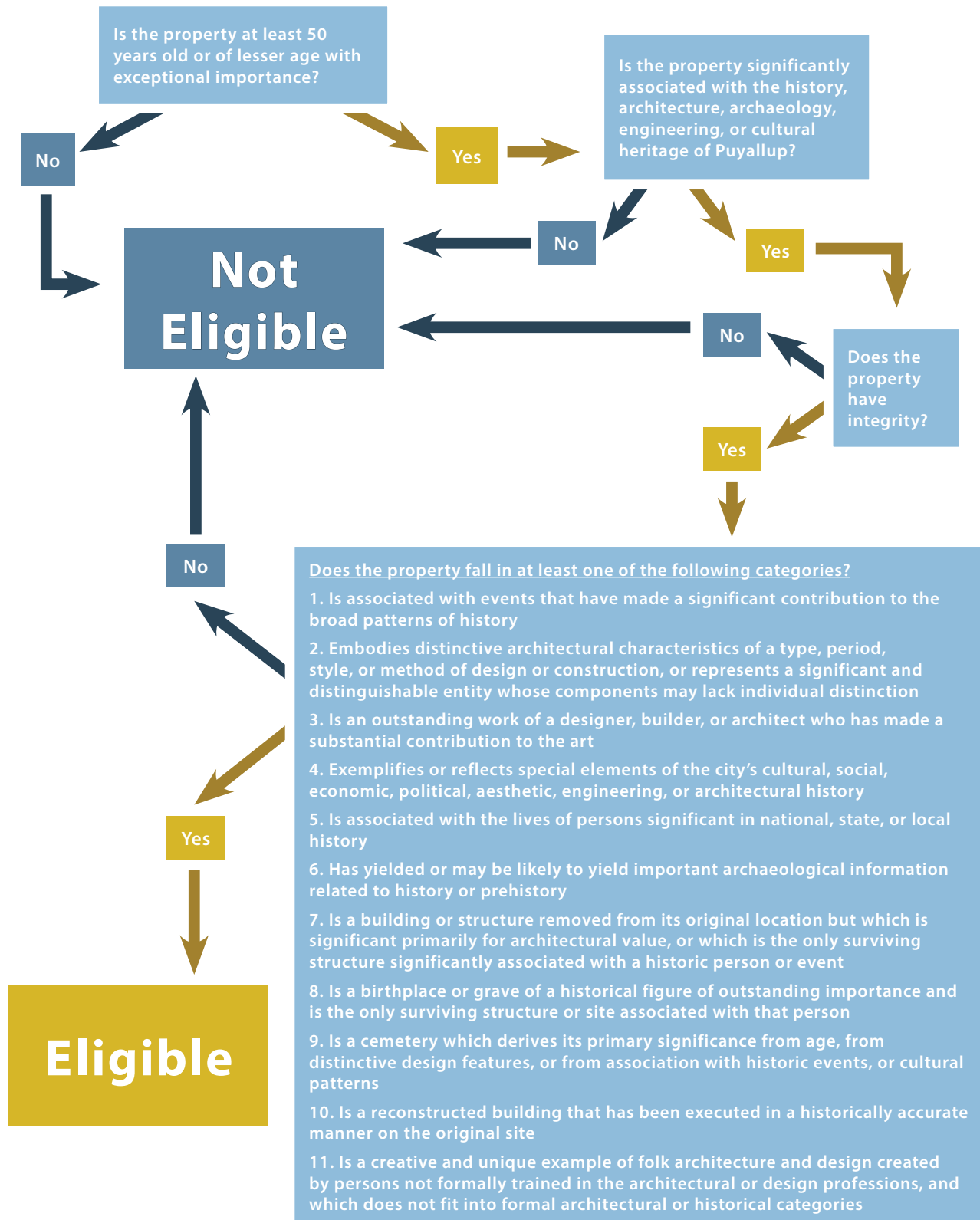


MAP 10. RECOMMENDATIONS FOR FUTURE HISTORIC REGISTER LISTING.



6. HISTORIC REGISTERS

Figure 2. Is This Property Eligible?



significance statement should support the applicable criteria for designation and make the case for the property's significance.

Once a nomination has been submitted to city staff, it is reviewed by the board. The merits of the nomination are discussed at a public meeting (in compliance with the Open Public Meetings Act, Chapter 42.30 RCW). If the board determines the property should be placed on the Puyallup Register of Historic Places, the board communicates this recommendation to the Puyallup City Council and forwards the nomination to the city council for their consideration.

**Designation** of a historic property occurs after its nomination is accepted by the board and forwarded to the Puyallup City Council. When the city council receives the nomination, council reviews the nomination and decides in one of three ways:

- Approves or modifies the board's recommendation by ordinance
- Rejects the board's recommendation
- Returns the board's recommendation back to the board for further consideration

If city council approves (or modifies) the board's recommendation, the property is recorded on official records with an "HR" (for historic register) designation.

### 6.4 Review for Locally Designated Landmarks and Districts

Listing on the Puyallup Register provides significant preservation for historic properties. Changes to designated properties must go through design review with the board and receive a certificate of appropriateness or waiver to proceed with work. Changes requiring review are:

- Change of use (Consider removal of this change)
- Construction of a new building or structure
- Reconstruction
- Alteration
- Restoration
- Remodel
- Repair
- Move
- Demolition

If a permit is required for the work, the city will not issue the permit until the certificate of appropriateness or waiver is received from the board. A certificate of appropriateness is not required for ordinary repair and maintenance or emergency repairs. PMC 21.22.015 (11) defines emergency repair as "work necessary to prevent destruction or dilapidation to real property or structural appurtenances thereto immediately threatened or damaged by fire, flood, earthquake or other disaster." Currently, a permit is the only trigger that informs the city that design review must occur.

## 6. HISTORIC REGISTERS

### 6.4.1 DESIGN REVIEW

The design review process begins when an applicant submits a completed application to the City of Puyallup for board review. Staff is available to help applicants with these materials. A complete application includes:

- A completed application form with accompanying processing fee
- Written description of the existing use and proposed use of the registered property
- Comprehensive exterior photographs, including elevations and details
- Written description of the proposed changes
- Elevation drawings
- Written description of proposed cleaning, refinishing, or resurfacing techniques, explaining how historic materials will be protected and preserved
- A description of existing exterior building colors, original building colors (if known), and proposed building colors
- Written confirmation that proposed work has been reviewed by city development services and meets all applicable codes and regulations

The Puyallup Design Review and Historic Preservation Board reviews applications using the Secretary of the Interior's Standards for the Treatment of Historic Properties (see [page 60](#) for a complete list). The Standards for Rehabilitation are typically the most relevant for design review applications. The National Park Service defines rehabilitation "as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."<sup>2</sup> Rehabilitation may be the appropriate treatment approach if deteriorated features need to be repaired or replaced, or if additions or alterations to the property are necessary to support a new or continued use.

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2. <http://www.nps.gov/tps/standards/four-treatments/treatment-rehabilitation.htm>

## STANDARDS FOR REHABILITATION

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

## 7. PUBLIC PERCEPTION

Puyallup lies in a fast-growing area of the Puget Sound region. Growth continues to spread housing and commercial activities outward into the valley, which gobbles up farmland along the way. Puyallup today is no longer primarily an agricultural community, however, that self-image remains strong. Long-time residents are fiercely proud of Puyallup's history and protective of this image. An inherent conflict, however, is playing out as newcomers – unaware of that history – continue to arrive and inevitably change the way the community functions. This plays out most noticeably in areas such as South Hill, where the small historical society is attempting to identify older structures and educate new residents, but feel as though they are disconnected from other efforts in the city.

In response to this conflict, the City of Puyallup is using the available tools it has to modulate growth and direct it in a way that reinforces the small-town vision but allows for managed change. It is a delicate balance, and protections for older, smaller buildings must be in place now to counter the development pressure sure to come in the future. Puyallup's Certified Local Government (CLG) program is well-positioned to do just that, and to play a significant role in the job of coordinating planning, permitting, rehabilitation and new construction.

The Community Character section of the updated comprehensive plan does a fine job articulating community values and the overall approach to new growth. Few cities of this size have developed the kind of planning infrastructure that Puyallup enjoys. Pieces are in place to guide development—both new and old—in a way that acknowledges the past but also points to the future. New construction in the core is, by and large, respectful of Puyallup's history in the use of materials and via regulated heights. Most older downtown buildings have active uses. The Puyallup Main Street Association does a good job promoting this area and working with both property and business owners.

The Meeker Mansion remains a strong draw and is a key property in both Puyallup's past and future. It is, quite literally, a hidden gem with strong community volunteer support and a compelling story. The vision for the future of the Meeker Mansion and vicinity, including a potential private Centennial Park, is an important consideration for the City's historic preservation plans.

### 7.1 Surveys

A few key themes emerged in the survey that was completed at the public meeting on January 21, 2016, and in subsequent interviews with community leaders.

- 1) Historic preservation is an important community value, and undergirds the approach to development
- 2) More historic places (including historic trees) need to be identified and nominated to the Puyallup Register of Historic Places
- 3) Education for the general public, and especially for schoolchildren, needs to include Puyallup's history and the significance of these places
- 4) The community's heritage network must coordinate and work closely to do what each does best to accomplish the objectives

In 2012, 77 percent of respondents to a community survey identified the heritage of Puyallup as “very important” or “somewhat important.” More than 90 percent agreed with the statement that historic buildings provide a sense of



## HISTORIC PRESERVATION PLAN

community. In the January 2016 survey at a public meeting, more than 80 percent of respondents identified listing historic properties to the local register as a priority. Both the 2012 poll and 2016 survey emphasize public education and overall awareness of Puyallup's past as important values.

It is apparent that history and historic preservation are important to Puyallup residents—particularly longtime residents. Moving from that positive perception to actual projects, building on existing programs, and developing new activities are the next steps. These steps require the efforts and creativity of all the key heritage players in Puyallup—the City, the Puyallup Historical Society, the public library, the Main Street Association, the South Hill Historical Society, the Washington State Fair, and the public schools.

## 8. PRESERVATION PLANNING

Planning in Puyallup is grounded in the vision statement for the community, as stated in the Puyallup Comprehensive Plan:

*In 2030, Puyallup is a friendly, active and safe community that celebrates its heritage. The community, while retaining its unique character, has grown responsibly by supporting diverse transportation, recreation, and housing options. Puyallup encourages local economic development and learning opportunities, while providing amenities for all members of the community.<sup>1</sup>*

Planning activities are robust and well coordinated. Various planning documents all reference the historic character of the city's downtown and the opportunities to develop exciting and compatible infill development in both the central business district and surrounding neighborhoods. The goals articulated in the updated comprehensive plan dovetail well with the goals formulated for this historic preservation plan.

The following is a brief summary of the principal planning documents and the references to historic preservation within them.

### 8.1 Puyallup Comprehensive Plan—2015

The recently revised and adopted comprehensive plan asserts the primacy of historic preservation early in its Framework Goals, which provide direction for further development.

**F-5: Promote quality building, functionality, and walkability through good design and development that is compatible with the surrounding area.**

**F-6: Encourage an emphasis on arts, culture, and historic preservation throughout the community.**

**F-7: Apply innovative and environmentally sound development practices to conserve, protect, and restore our natural resources<sup>2</sup>**

Goal F-6 is clearly what is conventionally thought of as historic preservation, but goals F-5 and F-7 are also important as they speak to the compatibility of new development with its surroundings, such as historic buildings and sites, and the protection of natural resources, which may have broad community significance to residents. Goal F-7 incorporates sites such as historic cemeteries, parks, trees, agricultural lands, and cultural sites of significance to local tribal members.

Within the plan, no single chapter is titled “historic preservation,” but preservation-friendly goals are found throughout the document, knitting together policies in various chapters into strong overall support for a historic preservation approach in the community. While growth is the dominant theme, protecting the essential nature of Puyallup by identifying and

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1 Chapter 1: Foundations, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA, 2015, P. 1.5.

2 Ibid, P.1.6.

enhancing historic properties is a strong sub-theme. Assuring that new construction is compatible with the historic scale and development patterns is addressed throughout.

Preservation-related goals within the document are highlighted below.

### 8.1.1 CHAPTER 2—NATURAL ENVIRONMENT

*This element provides policies to maintain key natural processes and functions that provide the natural physical foundation for the community while acknowledging the need to accommodate growth.<sup>3</sup>*

NE-10.5: Develop a Heritage Tree ordinance and program to designate, recognize and protect the largest, most unique specimens and/or trees planted to recognize special events or people in the community:

- a. Provide protective measures for designated heritage trees.
- b. Update and monitor the city’s heritage tree list as needed.
- c. Make heritage tree lists, maps and historic background available and accessible so that the city’s historic trees and valued and recognized in the community.<sup>4</sup>

### 8.1.2 CHAPTER 3—LAND USE ELEMENT

*The Land Use Element addresses the major land use issues facing the City of Puyallup over the next 20 years. The element considers the general distribution, location, and intensity of land uses. It provides a framework for the other elements of the comprehensive plan, making protection of residential areas a priority, but also recognizing that economic opportunity and viable business districts are essential to the community’s health and vitality.<sup>5</sup>*

LU-9.2: Pursue conservation incentive programs that relate to the preservation of agriculture lands while focusing growth within the regional growth centers and/or areas where compensatory density, height and bulk standards can be accommodated.

LU-9.3: Consider developing and participating in a transfer of development rights program through coordination with Pierce County<sup>6</sup>

LU-15.2: Encourage commercial development and redevelopment to be focused in compact centers with interrelated functions and discourage further strip commercial development.<sup>7</sup>

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3 Chapter 2: Natural Environment, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA, 2015, P. 2.4.

4 Ibid, P. 2.29.

5 Chapter 3 – Land Use Element, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA, 2015, P. 3.4.

6 Ibid, P.3.15.

7 Ibid. P.3.16.

## 8. PRESERVATION PLANNING

LU-19.1: Recognize and encourage the continuance of older, existing neighborhood-serving commercial activities. Allow established “corner grocery” or “mom and pop” stores by right in residential zones.

LU-19.2: Exempt existing stores from some site development standards (e.g., parking) as long as the use of the property remains the same.<sup>8</sup>

LU-25.3: Provide incentives for greater density for the renovation, rehabilitation or construction of buildings that reflect downtown Puyallup’s established historic character.<sup>9</sup>

LU-26.1: Create and support the development of opportunities for continued farming operations.

LU-26.3: Create an on-site density transfer provision that may be voluntarily used to cluster residential development to preserve meaningful open space which may be utilized for agricultural production.<sup>10</sup>

## 8.1.3 CHAPTER 4—HOUSING

*The purpose of the Housing Element is to provide a framework for the housing choices provided to existing and new residents of the community.<sup>11</sup>*

H-1: Maintain and protect the character of established residential neighborhoods

- H-1.1: Retain the character of existing neighborhoods by incorporating neighborhood character and design principles into standards for new development.
- H-1.2: Encourage infill housing that is compatible with surrounding housing types and in scale and character with the existing residential neighborhood.

H-2: Encourage preservation and rehabilitation of the existing housing stock.

- H-2.1: Promote private and public efforts to preserve the existing quality housing stock by maintaining sound units, rehabilitating substandard units, and replacing severely deteriorated units.
- H-2.2: Encourage homeowners to reinvest in their homes by providing information, technical assistance, and referrals to other agencies for loans and grants as appropriate.
- H-2.3: Promote efforts to identify, rehabilitate and preserve homes having historical and/or architectural significance<sup>12</sup>

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8 Ibid. P.3.17.

9 Ibid. P.3.19.

10 Ibid. P.3.19.

11 Chapter 4 – Housing, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA, 2015, P. 4.5.

12 Ibid, P 4.11.

H-7: Increase housing supply, diversity, and affordability through innovative development techniques that are compatible with existing single detached neighborhoods.

- H-7.1: Promote innovative development techniques, which better utilize land, promote design flexibility, preserve open space and natural features, and conserve energy resources, while maintaining compatibility with the overall density, intensity and character of the existing neighborhood.
- H-8.2: Ensure that adequate buffer and building design standards minimize the impacts of more intensive development on adjacent residential neighborhoods.<sup>13</sup>

### 8.1.4 CHAPTER 5—COMMUNITY CHARACTER

*The purpose of the Community Character Element is to guide future development and redevelopment in Puyallup so that it develops its identified Regional Growth Centers, protects its residential neighborhoods and established historic qualities, promotes alternative modes of travel, and enhances the streetscape and landscape on all properties and streets.<sup>14</sup>*

CC-1: Puyallup is a community of inviting neighborhoods and vibrant business districts that honors its established neighborhood character.

- CC-1.1: Maintain the identity and character of established residential neighborhoods through appropriate landscaping and site design of new developments and infill projects.
- CC-1.3: Create a sensitive interface between residential and non-residential areas through various measures such as setbacks, screening, vegetative buffering and shielded lighting.
- CC-1.7: Outreach to residents to determine neighborhood identity in order to work towards the possible development of a Neighborhood Identity Plan or Placemaking Strategy.
- CC-1.8: Collaborate with organizations that contribute to the identity of a specific area to address potential impacts to the surrounding neighborhood.

CC-2.5: Maintain a system of design review that applies more intense levels of review where the scope of the project has greater potential impacts to the community.

CC-3.2: To the greatest extent feasible, preserve significant trees and mature vegetation.

CC-5.3: Encourage signage to be complementary in scale to the building architecture and site design.

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<sup>13</sup> Ibid, P 4.13.

<sup>14</sup> Chapter 5 – Community Character, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA, 2015. P.5.5



## 8. PRESERVATION PLANNING

**It is within this chapter that historic preservation, as it is conventionally recognized, resides. The following goals speak specifically to community historic preservation goals.**

CC-7: Historic properties, which are significant because of architectural appearance or associated with historic figures or events, are preserved.

- CC-7.1: Create and maintain a historic designation provision in the municipal zoning code to designate historic districts, structures, and landmarks.
- CC-7.2: Consider and establish a process for providing incentives for historic landmark designation.
- CC-7.3: Encourage retention and adaptive reuse of historic structures through zoning incentives, financial incentives, design assistance, and resource information.
- CC-7.4: Maintain a Certified Local Government program to encourage historic preservation efforts in order to maintain a historic register, and apply for technical and financial assistance toward preservation of historic buildings and sites.
- CC-7.5: Create and maintain an inventory of heritage structures which may not qualify for designation on the local historic register.
- CC-7.6: Preservation of structures identified on the heritage structure inventory shall be encouraged through flexibility in administering development standards and may be honored and signified by placement of a commemorative marker.
- CC-7.7: Explore options for allowing the establishment of conservation districts, in order to retain certain significant neighborhood characteristics.
- CC-7.8: Work cooperatively with other jurisdictions, agencies, organizations and property owners, specifically including local Tribal entities and the Department of Archeology and Historic Preservation, to identify and preserve historic resources.
- CC-7.9: Ensure that the potential for the existence of archeological sites is considered during development of new construction projects.
- CC-7.10: Based on local resource identification, conduct site-specific cultural resource assessments to ensure cultural artifacts are protected.

CC-8: The public is educated and aware of local cultural and historic resources.

- CC-8.1: Encourage the development of educational materials and programs aimed at increasing community awareness of local cultural resources and historic assets, such as historic photograph exhibits, brochures of self-guided tours of historic buildings and trees, and cultural education enrichment packages highlighting notable local sites, events, and individuals.
- CC-8.2: Establish an updated inventory of historic properties throughout the community including observations on historic significance and structural conditions, to be compiled by a qualified professional meeting the Depart-

## HISTORIC PRESERVATION PLAN

ment of Archeology and Historic Preservation reporting standards. As appropriate, the City should assist property owners in designating significant sites for listing on the local, state, or national historic registers.

- CC-8.3: Educate the public about Puyallup’s history through commemoration and interpretation.

CC-9: Heritage trees are preserved, which are significant because of species, size, or association with historic figures or events.

- CC-9.1: Create and maintain a photographic inventory of heritage trees.
- CC-9.2: Preserve heritage trees through flexibility in administering development standards such as building setback requirements, parking requirements, and street standards.
- CC-9.3: Consider creating a heritage tree register whereby candidate trees would be cataloged and signified by placement of a commemorative marker.<sup>15</sup>

### 8.1.5 CHAPTER 6—ECONOMIC DEVELOPMENT

*This Economic Development Element is intended to identify the qualities and challenges that our community has relative to economic factors and to chart our principal areas of emphasis into the future.*<sup>16</sup>

ED-1.3: Support and assist the Puyallup–Sumner Chamber of Commerce, the Puyallup Main Street Association, and other entities on efforts to support local commerce and business opportunities.

ED-1.7: Provide services and support to Washington State Fair & Events Center on their visitor-serving function as a major cultural and economic development hub in Puyallup. Encourage an updated Master Plan for the Fairgrounds, to be prepared within the next 1–2 years, to facilitate appropriate long-term growth and land usage.

ED-3.2: Support strong recreational, cultural and entertainment amenities for local residents and workers.

ED-4: Support the unique needs and qualities of different business districts in Puyallup.

- ED-4.1: Consistent with that section of the Comprehensive Plan, maintain appropriate land use standards for the Downtown Regional Growth Center that keeps it in good standing with PSRC sub-area criteria and takes into account the business and community needs of that district.
- ED-4.4: Support other local business districts of the City (e.g. East Main, neighborhood nodes) through periodic planning review so as to be responsive to their unique situations.<sup>17</sup>

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15 Chapter 5 – Community Character, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA, 2015, Ps. 5.8-5.11.

16 Chapter 6 – Economic Development, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA, 2015, P. 6.5.

17 Ibid. Ps. 6-12-13.

## 8. PRESERVATION PLANNING

## 8.1.6 CHAPTER 10—PARKS, RECREATION, AND OPEN SPACE

*Puyallup's values and the community's aspirations for the future provide the guiding principles for the Parks, Recreation and Open Space Plan. This chapter focuses on the vision, goals, and objectives that illustrate the preferred future for Puyallup's parks and open spaces.<sup>18</sup>*

P-2.10: In an effort to promote and highlight historical and other important facilities in the community, such as the Meeker Mansion, and associated cultural values, consider supporting the establishment of private parks, such as the proposed Centennial Park, that are contiguous with such historical and other important facilities.

P-7.5: Seek partnerships with groups such as Valley Arts United, Puyallup Main Street Association, Puyallup Historical Society at Meeker Mansion, Puyallup Public Schools and Washington State Fair Board to develop and implement cultural programs and activities.<sup>19</sup>

## 8.1.7 CHAPTER 11—DOWNTOWN NEIGHBORHOOD PLAN

*The vision for Downtown established through the 2005 Charrette process describe a neighborhood in which:*

- *Downtown is the city's centerpiece, bustling with employees, shoppers and residents, both young and old*
- *New downtown buildings may be of a denser scale, while still compatible with any surrounding historic structures and outlying residential uses*
- *Quality housing exists downtown with nearby services for residents, including seniors and disabled individuals*
- *Renewed downtown features connecting footpaths and bikeways*
- *Visitor-serving uses and events in and around downtown provide destination opportunities for residents of the surrounding region.<sup>20</sup>*

DT-1.3: Historic structures shall be encouraged to be restored or renovated to the extent possible.

DT-5: Stability of predominantly single-family neighborhoods on the fringe of downtown (Low Density Residential land use district) is maintained, while allowing for appropriately scaled infill development.

- DT-5.1: Accessory dwelling units, duplexes and triplexes created through residential conversions and infill development shall be encouraged, provided that such projects are sited and designed sensitively to respect the existing residential scale and character.

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18 Chapter 10 – Parks, Recreation and Open Space, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA 2015, P. 10.34.

19 Ibid. Ps. 10.36-37.

20 Chapter 11 – Downtown Neighborhood Plan, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA, 2015, P. 11.5.

## HISTORIC PRESERVATION PLAN

DT-6: Transitional residential neighborhoods immediately surrounding the pedestrian-oriented core area (High Density Residential land use district) provide a balanced mixed-use character and enhances the viability and use of the commercial core.

- DT-6.3: Accessory dwelling units, duplexes, triplexes, and other relatively small-scale residential conversions and infill development shall be encouraged, provided that such projects are sited and designed sensitively to respect the existing residential scale and character.

DT-7: The Downtown urban form allows new development that facilitates the pedestrian experience while protecting the established character of the built environment.

- DT-7.1: The Downtown Design Guidelines, as adopted in 2006, shall be maintained and updated as warranted. The Design Review Board shall make recommendations, as requested, on further means to improve the built environment quality.
- DT-7.2: Maintenance, renovation and reuse of downtown buildings with strong functional, historic and/or visual qualities shall be promoted and supported, coexisting with new buildings of potentially larger-scale.
- DT-7.3: To protect the character and integrity of downtown residential areas, the City shall adopt and implement standards to address infill development to ensure that the scale and design of such infill is consistent with the surrounding neighborhood.
- DT-7.6: New and renovated municipal buildings should be designed to have complementary materials and sensitive massing relative to the existing historic downtown structures, and generally located within the existing street grid pattern.

DT-9.4: Pioneer Park, Grayland Park, and the War Memorial Center shall continue to provide recreational, cultural and passive open space for the community.

DT-10: The significant historic resources of the downtown are protected and enhanced through incentives, designation, and development standards.

- DT-10.1: Maintain a Certified Local Government program, either through Pierce County or on its own, in order to maintain a historic register and encourage historic preservation efforts downtown via tax incentives.
- DT-10.2: Periodically review codes and related development standards to ensure that historic preservation is facilitated to the maximum extent possible.
- DT-10.3: Maintain an updated inventory of historic properties in the downtown area, and throughout the community, including observations on historic significance and structural conditions, to be compiled by a qualified professional. As appropriate, the City should assist property owners in designating significant sites for listing on the local, state, or national historic registers.
- DT-10.4: Continue to participate in the annual recognition program that honors qualifying historic properties and encourages display of commemorative bronze plaques.

## 8. PRESERVATION PLANNING

DT-10.5: Explore the establishment of a historic property boundary or conservation district to further protect and bring awareness to the City’s historical downtown character.

- DT-10.6: Private investment to renovate downtown commercial buildings shall be encouraged.
- DT-10.7: The Washington State Historic Building Code shall be administered in considering alterations, additions and change in use occupancy to locally designated historic structures.

DT-11: The Meeker Mansion and grounds are preserved, well-used, and better connected with Downtown.

- DT-11.1: The City and community organizations shall continue to monitor and act upon opportunities to reestablish open space around the Meeker Mansion grounds, reinforce the historic tie of the Meeker Mansion to downtown, and to develop an interpretive park on the site.
- DT-11.2: The Puyallup Historical Society at the Meeker Mansion shall be assisted by the City in its efforts to preserve the Mansion, display historic artifacts, and provide cultural and educational programs for residents and visitors.
- DT-11.3: Support the Puyallup Historical Society in their pursuit of developing the Centennial Park complex and improving the connection between the Meeker Mansion and Downtown.<sup>21</sup>

### 8.1.8 CHAPTER 12—RIVER ROAD CORRIDOR PLAN

*The buildings within the River Road Neighborhood Planning area represent a variety of architectural styles, including Queen Anne, Tudor Revival, Dutch Colonial Revival, Craftsman, Modern, and vernacular. There are many significant historic buildings in this area that contribute to the character of the community. Historic resource surveys conducted in 2007 and 2010 inventoried numerous historically notable structures within the neighborhood planning area.<sup>22</sup>*

No specific goals are advanced pertaining to the historic resources in this area.

## 8.2 Puyallup Transit Oriented Development Study

This 2009 plan by Mithun was commissioned to study options for parking, street improvements, pedestrian-friendly businesses and amenities, and mixed-use development that would include ground-level retail and high density housing around the Sounder commuter rail station in downtown Puyallup. Mithun begins its analysis by identifying the low-rise, historic nature of downtown Puyallup, and the community’s desire to enhance the downtown experience. It suggests a decentralized approach to parking for Sounder customers that takes advantage of existing lots, and provides street and sidewalk amenities that invite pedestrians to explore downtown businesses. It further suggests a “forecourt” at the Meeker Mansion,

21 Chapter 11 – Downtown Neighborhood Plan, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA, 2015, Ps 11.12-15.

22 Chapter 13 – River Road Corridor Plan, Puyallup Comprehensive Plan, 2015 Update, City of Puyallup, Puyallup, WA, 2015, P. 13.6.



located just across the street from two of the parcels designated for parking. Higher densities (and heights) are suggested for new construction to the south and east of the Sounder station.<sup>23</sup>

### 8.3 Puyallup Economic Development Strategy, September 2007

TIP Strategies authored this 2007 report, with input from the Puyallup City Council, City Manager and staff, and the Economic Development Strategy Task Force. It outlines economic goals for the community and includes an implementation plan. Strategies focus on attracting specific populations (active retirees, young professionals and families) that support a strengthened business base. It encourages retention and recruitment strategies for downtown retail development, and encourages cultural and entertainment venues. Tourism is a small segment of the report, and is focused on taking advantage of the state fair for new hotel development, and differentiating downtown retail from that in the South Hill area. A vital downtown is an underlying goal, but historic preservation is not identified as an implementing strategy to achieve this goal.<sup>24</sup>

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23 Puyallup TOD Study, Mithun, Seattle, WA, 2.27.09.

24 Economic Development Strategy, TIP Strategies, City of Puyallup, Puyallup, WA September 2007.

**8. PRESERVATION PLANNING**

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## GOALS AND POLICIES

The following goals and policies relate to the municipal regulations section.

### Goal 1: Identify, register, and protect historic buildings, places, landscapes, and trees

- Policy 1: Increase the number of inventoried properties in Puyallup
- Policy 2: Maintain current records on inventoried properties
- Policy 3: Encourage designation of inventoried properties recommended as eligible for listing on the National Register of Historic Places and/or the Puyallup Register of Historic Places
- Policy 4: Sponsor nominations for inventoried properties deemed eligible for listing

### Goal 2: Encourage building rehabilitation and heritage projects in downtown and neighborhoods

- Policy 5: Stimulate downtown rehabilitation activity
- Policy 6: Connect downtown and the historic Meeker Mansion

### Goal 3: Integrate historic preservation into Puyallup's overall growth and development strategies

- Policy 8: Maintain historic preservation as a city-wide priority
- Policy 9: Identify historic preservation issues early in the permitting process.
- Policy 10: Encourage the mutual reinforcement of sustainability and preservation
- Policy 11: Achieve consistency between the historic preservation ordinance, design review applications and historic register nomination forms
- Policy 12: Assure predictability and efficiency in design/historic review processes

### Goal 4: Clarify and strengthen the Design Review and Historic Preservation Board role and functions

- Policy 13: Engage Historic Preservation and Design Review Board in a comprehensive historic preservation program

## 9. MUNICIPAL REGULATIONS

Municipal regulations provide the basis for guiding and regulating building and land use changes that will have direct and indirect effects on historic properties. This section presents key observations that were made through stakeholder interviews and regulation review with some recommendations that would support historic preservation and could help protect historic properties. All chapter references refer to the Puyallup Municipal Code unless otherwise noted.

### 9.1 Fire Code

The city utilizes the International Fire Code (chapter 16.04) with Appendices B, C, D, E, F, and H, published by the International Code Council, as modified and adopted pursuant to Chapter 51-54 Washington Administrative Code (WAC). These are administered and enforced by the fire code official.

Key observations supporting Goal 2:

- Explore phased code compliance enabling safe and affordable upper story occupancy on historic commercial buildings. Cost implications for owners are substantial to install fire alarm and sprinkler system in commercial buildings, particularly when they are currently vacant, as part of occupancy changes or rehabilitations.

### 9.2 Building Code

The Building Services division and building official are key partners in historic preservation. Due to the complexity of rehabilitating historic properties, guidance and support from the city are essential in helping owners successfully navigate the permitting process. Willingness and ability to help owners solve complex building code problems, such as those triggered by occupancy load requirements, directly support rehabilitation of historic buildings.

Key observations supporting Goals 2 and 3:

- Accessibility for older buildings often presents a complex problem of how to provide access without losing historic character. For historic buildings undergoing design review for compliance with the Secretary of the Interior's Standards for Rehabilitation at the local, state, or federal level, this can present the challenge of conflicting requirements that have to be reconciled in order to obtain a building permit, a certificate of appropriateness, and financial incentives derived from the historic building rehabilitation.
- Property owners are often concerned that work will trigger new code requirements. Often this stems from a lack of clarity on what the anticipated scope of work will involve (e.g., moving a cabinet to remodel the front facade); a potential solution is to allow the review and areas of code compliance to be adjusted accordingly.
- Costs of code compliance for large-scale items, such as sprinklers, throughout the building are often perceived by owners as immediate necessities. Often these items can be mitigated or phased in through alternative methods that achieve minimum requirements for public safety while allowing a more manageable cost burden to property owners.
- Deferred building maintenance often leads to abandoned buildings, which present a risk to neighborhoods and the buildings themselves, because they draw squatters and graffiti/crime. There can be a variety

of reasons for this, usually tying back to costs: either the building owner's perception that maintenance will trigger unaffordable code compliance fees or the basic lack of funds to implement basic maintenance.

- Character-defining features of buildings can be exempted from energy code compliance and alternative approaches utilized when these features are protected through local register designation or the property is listed to the NRHP and utilizing the federal 20 percent tax credits.
- Design standards and visual compatibility of signs within historic areas; currently there are no commercial historic districts listed and no conservation districts to help define a character that could inform design standards for unified signage.

### 9.3 Design Guidelines

Design guidelines help direct development and growth that supports historic district, zoning district, neighborhood, and community-wide goals. They articulate a common vision of what features and attributes are important to the identity and economic vitality of an area and how new work can perpetuate those qualities. The 2006, City of Puyallup Downtown Design Guidelines (ordinance 2851) provide guidance for property owners and developers altering historic buildings and constructing infill development within the central business district.

Key observations supporting Goal 4:

- The Secretary of the Interior's (SOI) Standards for the Treatment of Historic Properties should be referenced and integrated within the design guidelines. These guidelines provide the basis for evaluating alterations and additions to historic buildings and related new construction. The historic properties section makes no mention of retaining historic integrity and providing for the compatibility of new work, which are key values in the SOI standards.
- Character-defining features for the central business district relative to the historic character developed over time, through multiple periods of building development, are not referenced. The goal cited within the guidelines of responding to the city's smaller, older buildings would benefit from a list of character-defining features and historic photographs to clearly articulate the intent.
- Clarity between historic and register-listed properties, and considering buildings within an adjustable time period, rather than only those constructed prior to 1946, would facilitate the design review process. Likewise, references within the guidelines to DAHP review should be removed.

### 9.4 Land Use

Land use patterns in cities evolve over time, often influenced by changes in economy, transportation, and settlement patterns. The city's future land use map shows the city's recommended best use of land over the next 20 years. The city's zoning ordinance implements these recommendations; refer to Zoning section, below. A zoning designation or district has to be compatible with the land use designation in order to be applied to the land.

Key observations supporting Goal 3:

- In the **central business district**, encourage the adaptive reuse and rehabilitation of historic properties as a means to support density.
- In **low density residential** areas, encourage the retention of residential neighborhoods and continued occupancy of single family residences through historic district listings (national and/or local) to support



## 9. MUNICIPAL REGULATIONS

financial incentives and exploration of conservation district or zoning overlays identifying character-defining features to guide compatible infill development.

- In **high and moderate density** residential areas, encourage the adaptive reuse and rehabilitation of historic properties as a means to support residential density while supporting the historic identity of the central business district. Listing? apartment buildings as commercial properties can help owners utilize both the special valuation program and the federal 20 percent tax credit.
- In **pedestrian-oriented commercial** areas, encourage the adaptive reuse and rehabilitation of historic properties as a means support historic character and visual interest for pedestrians. The small-scale storefronts and relationship of historic commercial buildings to the streetscape directly support pedestrian-oriented commercial activities. Commercial properties can utilize the range of financial incentives available to listed and unlisted properties.

### 9.5 Zoning

Zoning regulations lay out the development requirements that are tied to the land and guide property owners in options for legal uses of their property.

Key observations supporting Goal 3:

- Continue expanding the agricultural overlay (chapter 20.50), in particular to include any historic farmsteads and agricultural buildings.
- Explore the ability to add incentives for rehabilitation and adaptive reuse of historic (more than 50 years old, both listed and unlisted) buildings, such as parking, height, permit fee reduction, or expedited review process.
- In multi-family zoning areas, encourage the retention of existing zoning levels and the reuse of historic buildings, in particular historic apartment buildings.
- In single-family zoning areas, encourage the retention of existing zoning levels and the reuse of historic single family residences through survey and inventory work and historic or conservation district development.
- In commercially zoned areas, encourage the retention and reuse of historic commercial buildings along the commercial corridors and in neighborhoods. This can be supported by survey and inventory work and targeted property owner outreach based on building eligibility.

### 9.6 SEPA

The environmental element checklist—item 13, “Historic and Cultural Preservation” within the State Environmental Policy Act (SEPA, RCW 43.21C.120 and WAC 197-11-904)— provides questions designed to support the preservation of important historic, cultural, and natural features.

- Are there any buildings, structures, or sites, located on or near the site that are more than 45 years old listed in or eligible for listing in national, state, or local preservation registers located on or near the site? If so, specifically describe.
- Are there any landmarks, features, or other evidence of Indian or historic use or occupation? This may include human burials or old cemeteries. Is there any material evidence, or are there any artifacts or areas

of cultural importance, on or near the site? Please list any professional studies conducted at the site to identify such resources.

- Describe the methods used to assess the potential impacts to cultural and historic resources on or near the project site. Examples include consultation with tribes and the department of archeology and historic preservation, archaeological surveys, historic maps, GIS data, etc.
- Proposed measures to avoid, minimize, or compensate for loss, changes to, and disturbance to resources. Please include plans for the above and any permits that may be required.

Key observations supporting Goal 3:

- Establishing a data sharing agreement with DAHP to integrate WISAARD data into the city's GIS system; this directly addresses the above questions as part of project review.
- Use the GIS model data developed as part of this plan and augment the WISAARD data; this will help streamline the SEPA review process through the early identification of potentially historic properties.

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## GOALS AND POLICIES

The following goals and policies relate to the municipal policy, management, and capital improvements section.

### Goal 1: Identify, register, and protect historic buildings, places, landscapes, and trees

- Policy 3: Encourage designation of inventoried properties recommended as eligible for listing on the National Register of Historic Places and/or the Puyallup Register of Historic Places
- Policy 4: Sponsor nominations for inventoried properties deemed eligible for listing

### Goal 3: Integrate historic preservation into Puyallup's overall growth and development strategies

- Policy 8: Maintain historic preservation as a city-wide priority
- Policy 9: Identify historic preservation issues early in the permitting process.

10. MUNICIPAL POLICY, MANAGEMENT, AND CAPITAL IMPROVEMENTS

# 10. MUNICIPAL POLICY, MANAGEMENT, AND CAPITAL IMPROVEMENTS

The City of Puyallup owns and manages numerous properties that are historic (50 years old or more) and potentially eligible for register listing, yet none of these properties are currently listed and are not widely recognized as aspects of Puyallup’s heritage. Many of the city-owned properties are not well documented, and there is little or inconsistent information on them with the assessor’s parcel data. The City, and the Landmarks Commission in particular, is encouraged to increase the attention given to these properties in order to meet the goals listed above. These entities, leading by example, could encourage private property owners to better understand, appreciate, and integrate historic preservation with regard to their own property and projects.

The greatest number of city-owned properties that are potentially eligible are within the Parks and Recreation Department’s purview. Wildwood Park, last surveyed in 1982, is believed to contain several Rustic style structures (e.g., picnic shelters). There are also the Puyallup City Shop buildings (1951) at 1201 Fourth Street NW and miscellaneous utility buildings. These properties should be surveyed and assessed for historic significance. Depending on the results of such assessment, they may merit inclusion in interpretive materials on the city’s historic preservation website.

The City should survey and evaluate the properties, listed in the table below, with particular emphasis on properties with contextual significance, such as Pioneer Park and Woodbine Cemetery (last surveyed 1982).

As far as current management practices and capital improvement project planning, the City’s Comprehensive Plan (2012) addresses some aspects, including Chapter X: Parks, Recreation and Open Spaces.

The following table shows city-owned properties which are potentially eligible for landmark consideration and which should be surveyed and assessed.

**Table 6. Potentially Eligible City-Owned Properties**

PROPERTY NAME	ADDRESS	YEAR OF CONSTRUCTION OR ESTABLISHMENT	ASSOCIATED CONTEXT
Pioneer Park	300 S Meridian	1889	Exploration/Settlement
Woodbine Cemetery	702 21st Ave. SW	1895	Exploration/Settlement
Wildwood Park	1001 23rd Ave. SE	1905	Conservation, Recreation
Campfire Girl Clubhouse, Montgomery Park	313 6th St. SW	1918 (clubhouse constructed, but unclear when moved to the park); 1920 (land for park acquired by City of Puyallup)	Conservation, Recreation
Grayland Park, Memorial Community Center	601 N Meridian	1923 (park), 1950 (center)	Conservation, Recreation
Utility/transformer building	E. Main	ca. 1940–1959	Civic

## HISTORIC PRESERVATION PLAN

The historic contexts presented in this report (see “Historic Contexts and Themes” on [page 17](#)) are presented as the most obvious ones related to Puyallup’s development, such as Transportation and Agriculture. Two of the city-owned properties, Pioneer Park and Woodbine Cemetery, are associated with the Exploration/Settlement theme and are important physical representations of the city’s history.

Some of the city-owned properties do not relate to the themes from the Context chapter; however, they do represent potential themes for future research and development (e.g., Conservation or Civic). Apart from Wildwood Park, most of the parks have not been surveyed as historic cultural properties, and Wildwood Park is due for a survey update. It is not known how many of the parks that are more than 50 years old have historic buildings, structures, landscapes, objects, or heritage trees. All of the parks should be documented and assessed based on their design, historic features, and association with recommended contexts (e.g., Ethnic Heritage, Agriculture, Transportation) or contexts to be developed in the future (e.g., Conservation).



## 10. MUNICIPAL POLICY, MANAGEMENT, AND CAPITAL IMPROVEMENTS

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## GOALS AND POLICIES

The following goals and policies relate to the sustainability section.

Goal 2: Encourage building rehabilitation and heritage projects in downtown and neighborhoods

- Policy 5: Stimulate downtown rehabilitation activity

Goal 3: Integrate historic preservation into Puyallup's overall growth and development strategies

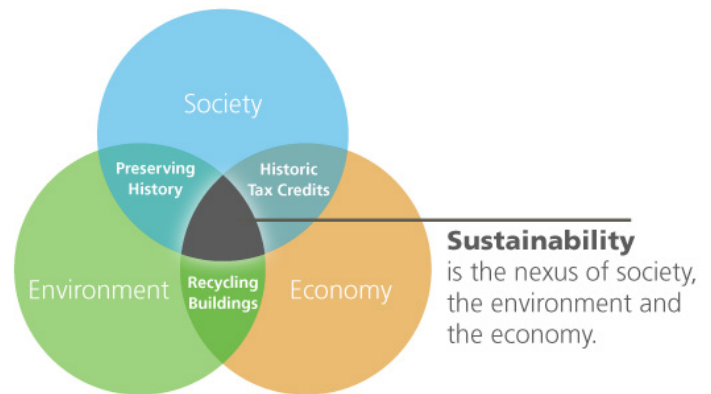
- Policy 10: Encourage the mutual reinforcement of sustainability and preservation

# 11. SUSTAINABILITY

Sustainability and historic preservation mutually reinforce one-another through the support of cultural, social, environmental, and economic patterns. Retaining, documenting, and interpreting community heritage promotes a livable community that is connected to its history. Historic places, identified through surveys, historic contexts, and listing provide both a physical record of past events and a means to connect with and interpret them.

The complimentary roles of preservation and sustainability bring multiple community benefits. Reuse of the built environment supports the reduction of the landfill waste stream. Upgrades to building and mechanical systems reduces building operating costs and can be more cost effective than comparable new construction.

Rehabilitation of historic buildings tends to utilize a greater proportion of local contractors and materials than new construction because it can be more labor intensive. Keeping historic buildings in active use in the central business district and neighborhood commercial cores supports the retention of community identity and visual character, as well as encouraging pedestrian-oriented commercial activities. These character-rich areas also serve as important destinations for heritage tourism, with out-of-town visitors helping to support local businesses as well.



**SUSTAINABILITY NEXUS.**  
SOURCE: NATIONAL TRUST FOR HISTORIC PRESERVATION.

## 11.1 Technical Guidance

As part of the repair and retrofit of a historic property, upgrades to building and mechanical systems can be accomplished in a compatible manner that both retains character-defining features and lowers operational costs, an approach that applies to both commercial and residential buildings. The U.S. Energy Information Administration estimates that residential buildings utilize approximately 22 percent of all U.S. primary energy.<sup>1</sup>

The National Park Services Technical Preservation Services division, the National Trust for Historic Preservation’s Preservation Green Lab, and the National Main Street Center provide technical guidance for, and studies on, energy reduction solutions in small commercial and residential buildings. Links follow below.

- National Park Service, Technical Preservation Services, Sustainability: <https://www.nps.gov/tps/sustainability.htm>
- National Park Service, Technical Preservation Services, Sustainability Research: <https://www.nps.gov/tps/sustainability/research.htm>

1. National Trust for Historic Preservation | Preservation Green Lab, *Saving Windows, Saving Money: Evaluating the Energy Performance of Window Retrofit and Replacement* (Seattle: National Trust for Historic Preservation, 2012), 12.

## HISTORIC PRESERVATION PLAN

- National Trust for Historic Preservation, Realizing the Energy Efficiency Potential of Small Buildings: <http://www.preservationnation.org/information-center/sustainable-communities/green-lab/small-buildings/>
- National Main Street Center: <http://www.preservationnation.org/main-street/>

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## GOALS AND POLICIES

The following goals and policies relate to the economic incentives section.

### G-2: Encourage building rehabilitation and heritage projects in downtown and neighborhoods

- Policy 5: Stimulate downtown rehabilitation activity
- Policy 7: Strengthen historic neighborhoods

### G-3: Integrate historic preservation into Puyallup's overall growth and development strategies

- Policy 8: Maintain historic preservation as a city-wide priority
- Policy 9: Identify historic preservation issues early in the permitting process.
- Policy 10: Encourage the mutual reinforcement of sustainability and preservation



# 12. ECONOMIC INCENTIVES

Economic incentives for historic preservation include tax credits, special tax assessments, grants, easements, and alternative paths for building code compliance. Incentives are available only to properties listed on a historic register. The listing status establishes the community value of the property through archival research, building documentation, and a formal public process. It is this community value that the economic incentives are intended to help property owners retain.

Economic incentives encourage private investment in historic properties, acknowledging historic properties as an asset to the community and the benefit of coordinated public/private historic preservation efforts.

Refer to the table below for an overview of incentives relative to the different historic registers. As of April 2016, none of these incentives have been used in Puyallup.

**Table 7. Historic Register and Economic Incentive Relationships**

	HISTORIC INVESTMENT TAX CREDIT (ITC) 20%	ITC 10%	SPECIAL VALUATION (SPV)	HERITAGE CAPITAL GRANT	BARN GRANT	INTERNATIONAL EXISTING BUILDING CODE APPLICATION
Residence, single family	No	No	Yes, if listed	No if private; Yes, if listed and non-profit owned and operated	No	Yes, if listed
Residence, multi-family	Yes, if NRHP listed	No	Yes, if listed	No if private; yes, if listed and non-profit owned and operated	No	Yes, if listed
Commercial (including hotel), Industrial	Yes, if NRHP listed	Yes, if placed in service at its current location before 1936	Yes, if listed	No if private; yes, if listed and non-profit owned and operated	No	Yes, if listed
Agricultural, barn	Yes, if NRHP listed	Yes, if placed in service at its current location before 1936	Yes, if listed	No if private; yes if listed and non-profit owned and operated	Yes	Yes, if listed

## 12.1 Tax Credits

### 12.1.1 FEDERAL HISTORIC TAX CREDIT (FITC) 20 PERCENT

Receive a federal income tax credit on the qualified amount of private investment spent on a certified rehabilitation of a National Register of Historic Places listed building. Washington averages about 15 per year according to DAHP, with the smallest project being \$14,000 and largest ever \$40 million.

Requirements:

- NRHP-listed, individually or contributing to a district  
(can find on WISAARD: <http://www.dahp.wa.gov/learn-and-research/find-a-historic-place>)
- Income-producing, which can be commercial, agricultural, industrial, or hotel-related, must remain so for at least five years following rehabilitation. This includes single family residential properties converted for rental use.
  - Substantial rehabilitation, in which qualified rehabilitation expenditures equal or exceed the adjusted basis of the building exclusive the land, calculated as:  $A - B - C + D = \text{Adjusted Basis}$ . A = purchase price of the property (building and land)
  - B = cost of land at time of purchase
  - C = depreciation taken for an income-producing property
  - D = cost of any capital improvements made since purchase
- SOI-compliant—rehabilitation work must be done according to the Secretary of the Interior’s Standards for Rehabilitation, reviewed by both DAHP and NPS for compliance. Submit for review prior to starting work. Take existing condition photographs to document work prior to starting. Refer to DAHP website for application forms. <http://www.dahp.wa.gov/tax-credits>

Within Puyallup’s Main Street area, there are approximately five properties that could potentially utilize the tax credit (refer to the Financial Incentives map for details). These buildings could combine the credit with the local Special Valuation program if they were listed to the Puyallup Register of Historic Places. Note that these estimations are based on the GIS model and may vary based on actual building conditions.

DAHP reports that since 1977, more than 250 properties in Washington have utilized the incentive, generating more than \$900 million in private investment in historic buildings. Since the start of the program in 1976, there has been a nationwide total of \$106 billion (adjusted for inflation) in qualified rehabilitation expenditures (QREs). Based on QREs, the National Park Service estimates the program has created more than 2.4 million jobs and has awarded \$20.5 billion in tax credits across the country, which is outweighed by the \$25.9 billion net gain in federal taxes, earned via rehabilitation activities. The historic investment tax credit program has leveraged private investment to support economic growth in communities and benefit the local tax base through the increased property valuation due to value of investment.<sup>1</sup>

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1. Washington Department of Archaeology and Historic Preservation. <http://www.dahp.wa.gov/tax-credits> (accessed January 18, 2016).

References for further reading:

- <http://www.dahp.wa.gov/tax-credits>
- [http://www.dahp.wa.gov/sites/default/files/HPTI\\_brochure.pdf](http://www.dahp.wa.gov/sites/default/files/HPTI_brochure.pdf)
- <http://www.nps.gov/tps/tax-incentives.htm>
- <http://www.nps.gov/tps/tax-incentives/taxdocs/about-tax-incentives-2012.pdf>

### 12.1.2 FEDERAL HISTORIC TAX CREDIT (ITC) 10 PERCENT

The 10 percent federal historic tax credit benefits non-residential character buildings that were placed in service prior to 1936, but are not eligible for NRHP listing due to the extent of alterations. The credit amounts to 10 percent of the cost spent rehabilitating the building. There is no state or National Park Service review associated with this incentive.

Requirements:

- Placed in service before 1936.
- Rehabilitated for income producing, non-residential building use. (Rental does not qualify but hotel use does.)
- Substantial rehabilitation, exceeding the greater of either \$5,000 or the adjusted basis of the property (building only, exclusive of land value).
- Cannot have been moved after 1935, though if it was moved prior to 1935 that is okay.
- Retain as external walls at least 50 percent of the building's external walls existing at the time the rehabilitation began.
- Retain at least 75 percent of the building's existing external walls, as either external or internal walls.
- Retain at least 75 percent of the building's internal structural framework.

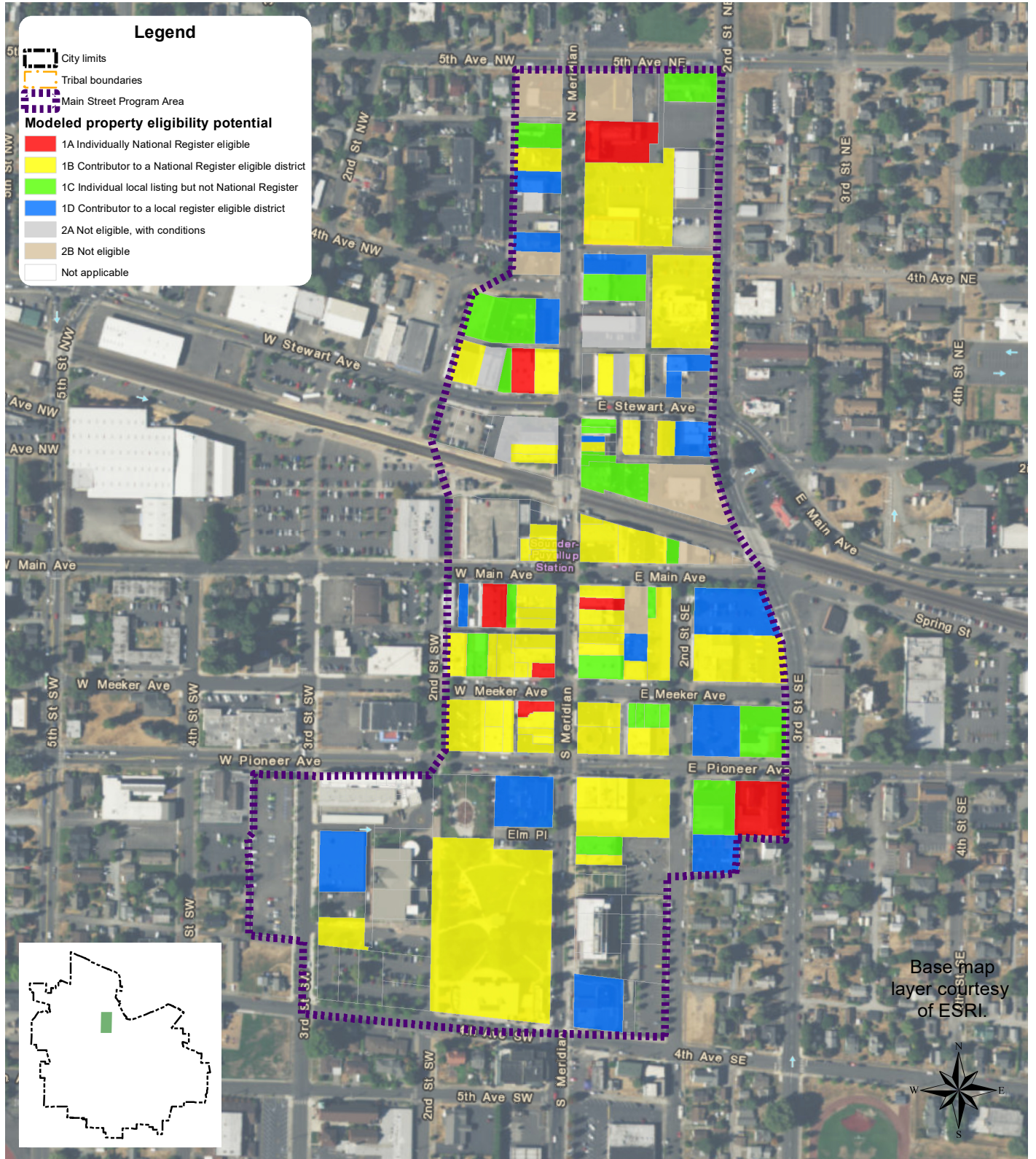
**The Tacoma Cold Storage building in Tacoma is an excellent example. The prominent brick building was not eligible for NRHP listing due to loss of integrity; however, through the use of the 10 percent credit and the local Special Valuation program (through listing to the Tacoma Register of Historic Places) the owners were able to stabilize and adaptively reuse the building, thus keeping it as a prominent part of Tacoma's visual character. Work undertaken on the building returned sufficient character-defining features that the building was later listed individually to the NRHP.**

Within Puyallup's Main Street area, there are between 15 and 40 properties that could potentially utilize the tax credit. These are all buildings that are not currently listed to the NRHP and were placed in service prior to 1936. Refer to the Financial Incentives map for details. Of this total, between five and 15 could potentially combine the credit with the local Special Valuation program if they were listed to the Puyallup Register of Historic Places. Note that these estimations are based on the GIS model and may vary based on actual building conditions.

References for further reading:

- <http://www.nps.gov/tps/tax-incentives/taxdocs/about-tax-incentives-2012.pdf>

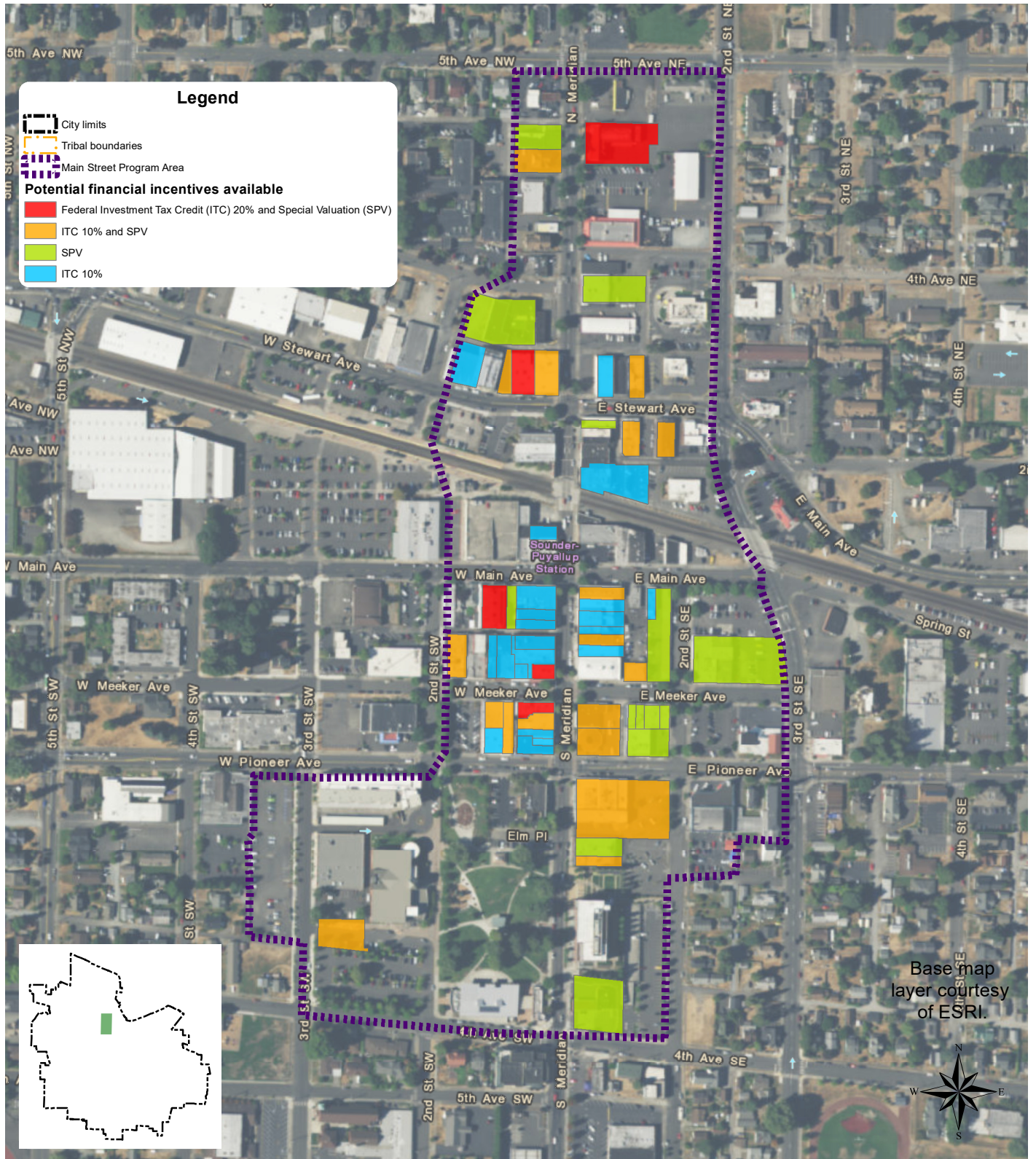




MAP 11. PREDICTIVE MODEL WITHIN PUYALLUP'S MAIN STREET BOUNDARIES.



12. ECONOMIC INCENTIVES



MAP 12. FINANCIAL INCENTIVES. MAP INDICATES FINANCIAL INCENTIVE ELIGIBILITY FOR MAIN STREET PROPERTIES.

### 12.1.3 SPECIAL VALUATION PROGRAM

This program allows property owners to deduct qualified expenditures for rehabilitating a listed historic property, subject to local design review, from their property's taxable value to achieve a special valuation, which the assessor then uses to calculate the annual property tax. (Chapter 84.26 RCW <http://app.leg.wa.gov/RCW/default.aspx?cite=84.26&full=true>)

Created by the state legislature in 1985, this program requires local jurisdictions to adopt an ordinance in order to allow property owners to take advantage of the tax deduction. Puyallup adopted this ordinance in 2011 as part of becoming a Certified Local Government, making the program available to property owners.

The intent of the program is to support, at the community level, the preservation of historic properties throughout the state by removing the disincentive of increased property taxes that went into effect when a property owner substantially improved a property. The primary benefit of the law is that during the 10-year special valuation period, property taxes will not reflect substantial improvements made to properties that are eligible for special valuation.

#### Requirements:

- Listed to the Puyallup Register of Historic Places or certified as contributing to a Puyallup Historic District.
- Design review of proposed rehabilitation work and receipt of a Certificate of Appropriateness approval from the Puyallup Design Review and Historic Preservation Board.
- Incur qualified rehabilitation costs that equal at least 25 percent of the building's assessed value (exclusive the land value) within a 24-month period prior to the application being filed.
- Submit the single page application form to the County Assessor by October 1 of the year in which the work was completed. The Assessor will then forward this sheet to the city for review and approval by the Puyallup Design Review and Historic Preservation Board.
- Submit before and after photographs and an itemized expense worksheet to the city. This will be reviewed for approval by the Puyallup Design Review and Historic Preservation Board.
- Following board approval, the decision is transmitted to city council for a resolution authorizing the city manager to execute a historic preservation special valuation agreement between the city and owner for the duration of the 10-year special valuation period.
- City forwards its approval of the project's total qualified rehabilitation cost to the assessor for recording.
- Owner pays recording fees with assessor and the special valuation remains in place for 10 years.

Within Puyallup's Main Street area, there are between 10 and 30 properties that could potentially utilize the program if they were listed to the Puyallup Register of Historic Places. Refer to the Financial Incentives map for details. Of this total, approximately five could combine the program with the ITC 20 percent credit and approximately 15 could potentially combine the program with the ITC 10 percent credit. Note that these estimations are based on the GIS model and may vary based on actual building conditions.

#### References for further reading:

- <http://www.codepublishing.com/WA/Puyallup/?Puyallup21/Puyallup2122.html#21.22.035>
- <http://www.dahp.wa.gov/special-tax-valuation>



Sample itemization worksheet used by the City of Tacoma

- <http://cms.cityoftacoma.org/planning/historic-preservation/financial/hp-worksheet-stv.xls>

Sample affidavit of expenses used by the City of Tacoma

- <http://cms.cityoftacoma.org/planning/historic-preservation/financial/hp-affidavit-expenses.doc>

Guidelines for qualified expenses

- <http://cms.cityoftacoma.org/planning/historic-preservation/financial/hp-guidelines-expenditures.pdf>

### 12.1.4 NEW MARKETS TAX CREDIT

As of 2016, there are no designated Community Development Entities in Puyallup.

The New Markets Tax Credit (NMTC) Program permits taxpayers to receive a credit against federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs). All of the qualified equity investment must, in turn, be used by the CDE to provide investments in low-income communities. The credit provided to the investor totals 39 percent of the cost of the investment and is claimed over a seven-year credit allowance period. In each of the first three years, the investor receives a credit equal to five percent of the total amount paid for the stock or capital interest at the time of purchase. For the final four years, the value of the credit is six percent annually. Investors may not redeem their investments in CDEs prior to the conclusion of the seven-year period.

### 12.1.5 NATIONAL TRUST SMALL DEAL FUND

The National Trust Small Deal Fund is a partnership between Tax Credit Capital and a subsidiary of National Trust for Historic Preservation designed to help developers of historic properties that generate an equity investment of less than \$650,000 (total project costs of approximately \$4 million or less). Although the tax credit program has been around for 25 years, and an active and efficient market has evolved for larger deals, there is still a void in the market for smaller projects. The Fund was created in 2002 to fill this void.

### 12.1.6 BANK OF AMERICA HISTORIC TAX CREDIT FUND

In August 2000, the National Trust for Historic Preservation and the Bank of America entered into a partnership to create an equity fund dedicated solely to investing in historic tax credit projects, known as the Bank of America Historic Tax Credit Fund, LP. Since its inception, the fund has closed on 12 investments, totaling \$21.4 million in net historic tax credit equity. Projects in which the fund invested varied widely in both geography and size but reflect a consistent theme: each one rehabilitates a National Register-eligible structure that significantly contributes to the economic vitality and character of the surrounding community. Managed by The National Trust Community Investment Corp. (NTCIC), a for-profit subsidiary of the National Trust, the fund's unique investment strategy targets projects with development costs in the range of \$4 million to \$30 million, eligible for a minimum of \$750,000 in tax credits. Types of projects eligible for a fund equity investment include apartment lofts, office and retail use, mixed-use development and governmental and nonprofit facilities. Thanks to NTCIC's \$127 million new markets tax credit allocation, the fund is also able to offer new markets tax credit equity to qualifying historic tax credit projects in low-income communities.

### 12.2 Grants

Most grants require a match so they are not paying for the whole project, but instead helping to leverage owner investment to make a project possible that otherwise might not be. The majority of grants require the property to be owned by a non-profit so there is a demonstrated public benefit from the project.

#### 12.2.1 HERITAGE CAPITAL PROJECTS FUND

This fund specifically supports heritage organizations that undertake capital projects with the goal of interpreting and preserving Washington's history and heritage. Non-profit organizations, tribes, and local government agencies may apply; the program is run through the Washington State Historical Society. Each HCPF grant dollar must be matched with \$2, half of which may be in-kind.

#### 12.2.2 VALERIE SIVINSKI WASHINGTON PRESERVES FUND

The Valerie Sivinski Washington Preserves Fund is a biannual grant program with the Washington Trust for Historic Preservation that provides up to \$2,000 to organizations involved in historic preservation around our state. The goal of the fund is to provide small yet meaningful amounts of money to help promote historic preservation where it really happens—at the community level.

Examples of eligible projects include purchasing materials or services for brick and mortar projects to preserve a property or producing publications that promote historic preservation of a specific resource. Highest priority will be given to projects that are urgent in nature, contribute significantly to the development of community preservation organizations, and/or are listed on the Washington Trust for Historic Preservation's Most Endangered Historic Properties list.

#### 12.2.3 BUILDING FOR THE ARTS

Building for the Arts was created by the Legislature in 1991 to award grants to 501(c)(3) nonprofit performing arts, art museum, and cultural organizations. The program awards grants to performing arts, art museum, and cultural organizations for up to 20 percent of eligible capital costs for acquisition, construction, and/or major renovation of capital facilities.

#### 12.2.4 HERITAGE BARN REHABILITATION GRANTS

Heritage Barn Rehabilitation Grant Program is administered by the state Department of Archaeology & Historic Preservation (DAHP) in conjunction with the Washington Trust for Historic Preservation. The grants are part of the state's Heritage Barn Preservation Initiative, established in 2007, and is designed to stabilize and preserve designated Heritage Barns across the state. Since the program's inception, Heritage Barn Grant funding has provided assistance to more than 50 Heritage Barns throughout Washington.

#### 12.2.5 BUILDING COMMUNITIES FUND

The Building Communities Fund Program awards state grants to nonprofit, community-based organizations to defray up to 25 percent or more of eligible capital costs to acquire, construct, or rehabilitate nonresidential community and social service centers. There is no minimum or maximum grant award amount.

### 12.2.6 COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

Community Development Block Grant (CDBG) Grants are made available annually through a competitive application process to assist small cities, towns and counties in the State of Washington in carrying out significant community and economic development projects that principally benefit low- and moderate-income persons.

The Washington State CDBG Program is funded by the U.S. Department of Housing and Urban Development (HUD). The purpose is to improve and maintain the economic and physical environment of eligible, non-entitlement cities and counties in order to enhance the quality of life for low- and moderate-income residents and, as a result, benefit the entire community.

### 12.2.7 PRESERVATION SERVICES FUND—ELDRIDGE CAMPBELL STOCKTON MEMORIAL PRESERVES FUND

The Preservation Services Fund provides nonprofit organizations and public agencies matching grants from \$500 to \$5,000 (typically from \$1,000 to \$1,500) for preservation planning and education efforts. Funds may be used to obtain professional expertise in areas such as architecture, archeology, engineering, preservation planning, land-use planning, fund raising, organizational development and law as well as preservation education activities to educate the public. The Eldridge Campbell Stockton Memorial Preservation Fund was established in 1993 specifically for projects in the State of Washington.

## 12.3 Easements

A preservation easement is a voluntary legal agreement that protects a significant historic, archaeological, or cultural resource. An easement provides assurance to the owner of a historic or cultural property that the property's intrinsic values will be preserved through subsequent ownership; in addition, the owner may obtain substantial tax benefits. An entire historic structure or just the facade or interior may qualify.

Historic Preservation Easements also are used to protect a historic landscape, battlefield, traditional cultural place, or archaeological site. As of 2016, there are 43 easements across the state.

Under the terms of an easement, a property owner grants a portion of, or interest in, his/her property rights to an organization whose mission includes historic preservation. Once recorded, an easement becomes part of the property's chain of title and usually "runs with the land" in perpetuity, thus binding not only the owner who grants the easement but all future owners as well. In Washington, several organizations will accept preservation easements.

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# ACTION PLAN

The action plan prioritizes work into short, mid, long-term, and ongoing tasks over a five year period starting in 2017. The sequence of work is intended to build of preceding steps. The sequence focuses on inventory, list, educate, and manage as the key steps.

- Short-term: within 2017 and 2018. This phase focuses on education, stakeholders, and preliminary inventory steps.
- Mid-term: within 2019 and 2020. This phase focuses on inventory and listing work, as well as ongoing education and stakeholder outreach.
- Long-term: within 2021 and 2022. This phase builds on the inventory and outreach work in the previous to make policy and program updates.
- Ongoing: these will be actions that continue each year and directly support the tasks outlined in each of the phases.

		<b>ACTION ITEM</b>	
<b>Short Term (2017-2018)</b>		Make a presentation about the historic preservation plan to all City departments	
		Train permit counter staff to recognize historic properties in GIS	
		Make corrections to achieve consistency between the historic preservation ordinance, design review applications, and historic register nomination forms	
		Update City of Puyallup’s Historic Preservation webpage	
		Create a Preservation Month (May) program of activities, exhibits, and tours	
		Establish annual historic preservation awards program (during May, Preservation Month)	
		Inventory extant historic schools (Spinning)	
		Formalize a consultation process with the Puyallup Tribe of Indians	
		Determine survey areas for residential neighborhoods and priorities for thematic surveys and apply for CLG grants and other funding sources for mid-term survey work	
		Enter into a data share agreement and integrate WISAARD data into the Puyallup GIS viewer	
<b>Mid-term (2019-2020)</b>		Conduct residential neighborhood surveys	
		Conduct thematic survey(s) (Agricultural, Churches, etc...)	
		Research and document the history of the Brown property	
		Conduct a city parks survey	
		Sponsor annual workshop on nomination process and incentives	
		Develop an annual rehabilitation training series for historic home owners	
<b>Long-term (2021-2022)</b>		Coordinate with Puyallup Public Library to develop a joint historic preservation activity (e.g., heritage-oriented speaker series, children’s events, and special exhibits)	
		Update the Downtown Design Guidelines	
		Create a facade improvement grants program through the Main Street Association	
		Create a small grant program for historic residential properties	
		Research conservation districts in other cities for coordination in Puyallup	
		Develop a heritage display or add to Traveling Farm exhibit at the Washington State Fair	
		Develop a school district partnership policy	
<b>Ongoing</b>		Encourage property owners to nominate eligible inventoried properties to Puyallup Register and seek opportunities to nominate city owned properties. This will continue through all periods	
		Board and city preservation staff to continue to attend DAHP led CLG and Commission training courses	
		Annually review Capital Improvements Plan for effects on historic properties, and seeking avoidance when there are effects or mitigation strategies when effects are unavoidable	

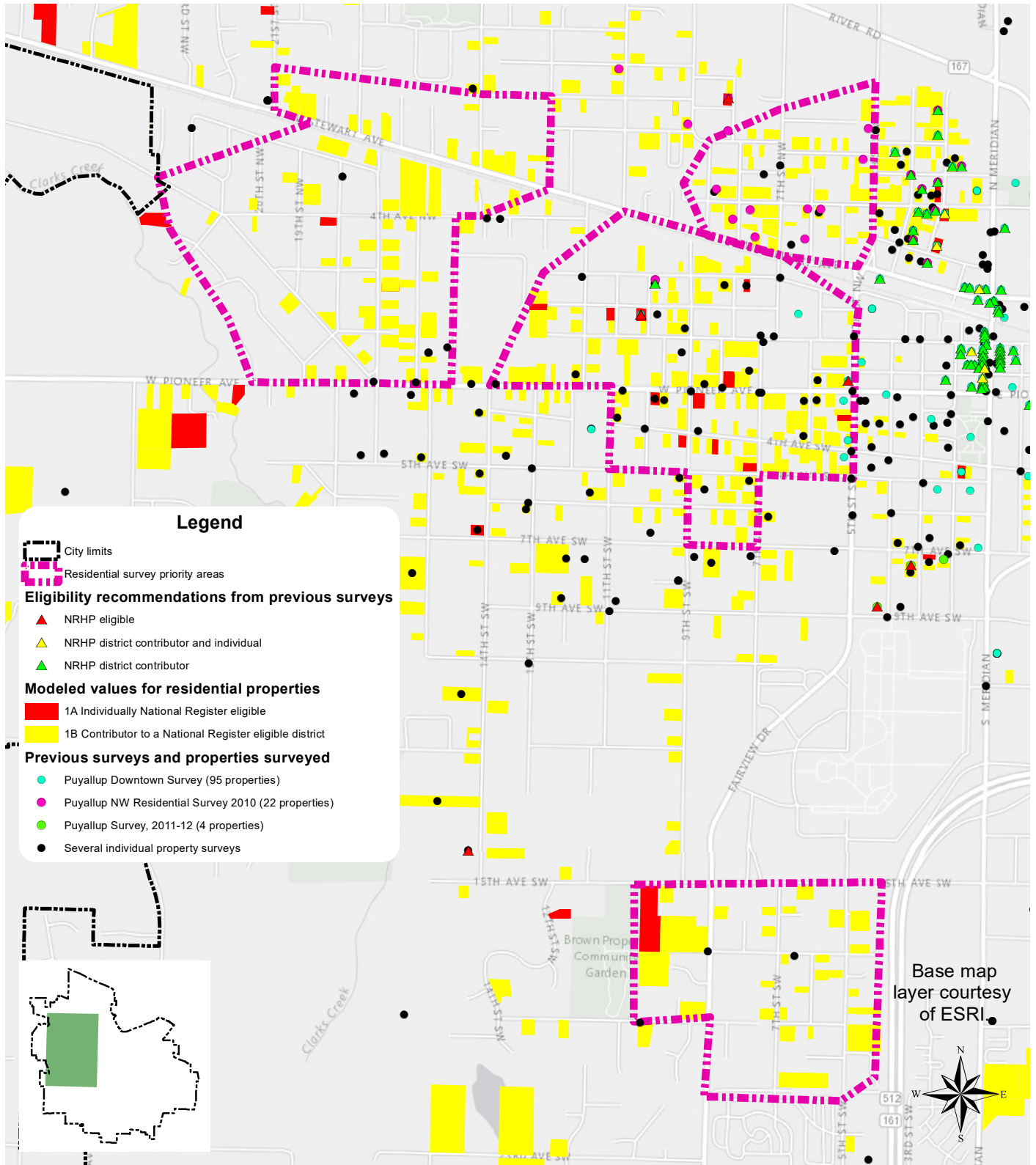


<b>SUPPORTING GOAL &amp; POLICY</b>	<b>SUGGESTED PARTICIPANTS</b>
Goal 3, Policy 8	City
Goal 3, Policy 9	City
Goal 3, Policy 11	City
Goal 4, Policy 14	City
Goal 5, Policy 17	Puyallup Historical Society, South Hill Historical Society, Main Street, Board, City
Goal 3, Policy 8	City, Board
Goal 1, Policy 1	City, Volunteers
Goal 3, Policy 8; Goal 5, Policy 15	City
Goal 1, Policy 1	City
Goal 1, Policy 2	City
Goal 1, Policy 1	Consultant, Volunteers
Goal 1, Policy 1	Consultant, Volunteers
Goal 1, Policy 1	Volunteers, Puyallup Historical Society
Goal 1, Policy 1	Volunteers
Goal 1, Policy 3	City
Goal 2, Policy 7	City
Goal 5, Policy 16	City, Puyallup Public Library, Puyallup Historical Society, South Hill Historical Society
Goal 2, Policy 5	Consultant, City
Goal 2, Policy 5	City, Main Street
Goal 2, Policy 7	City
Goal 2, Policy 7	City
Goal 5, Policy 16	Puyallup Historical Society, South Hill Historical Society, City
Goal 5, Policy 16	Puyallup Historical Society, South Hill Historical Society, City
Goal 1, Policies 1, 2, 3, and 4	Puyallup Historical Society, South Hill Historical Society, Main Street, Board, City
Goal 4, Policy 13	City, Board
Goal 3, Policy 8	City, Board

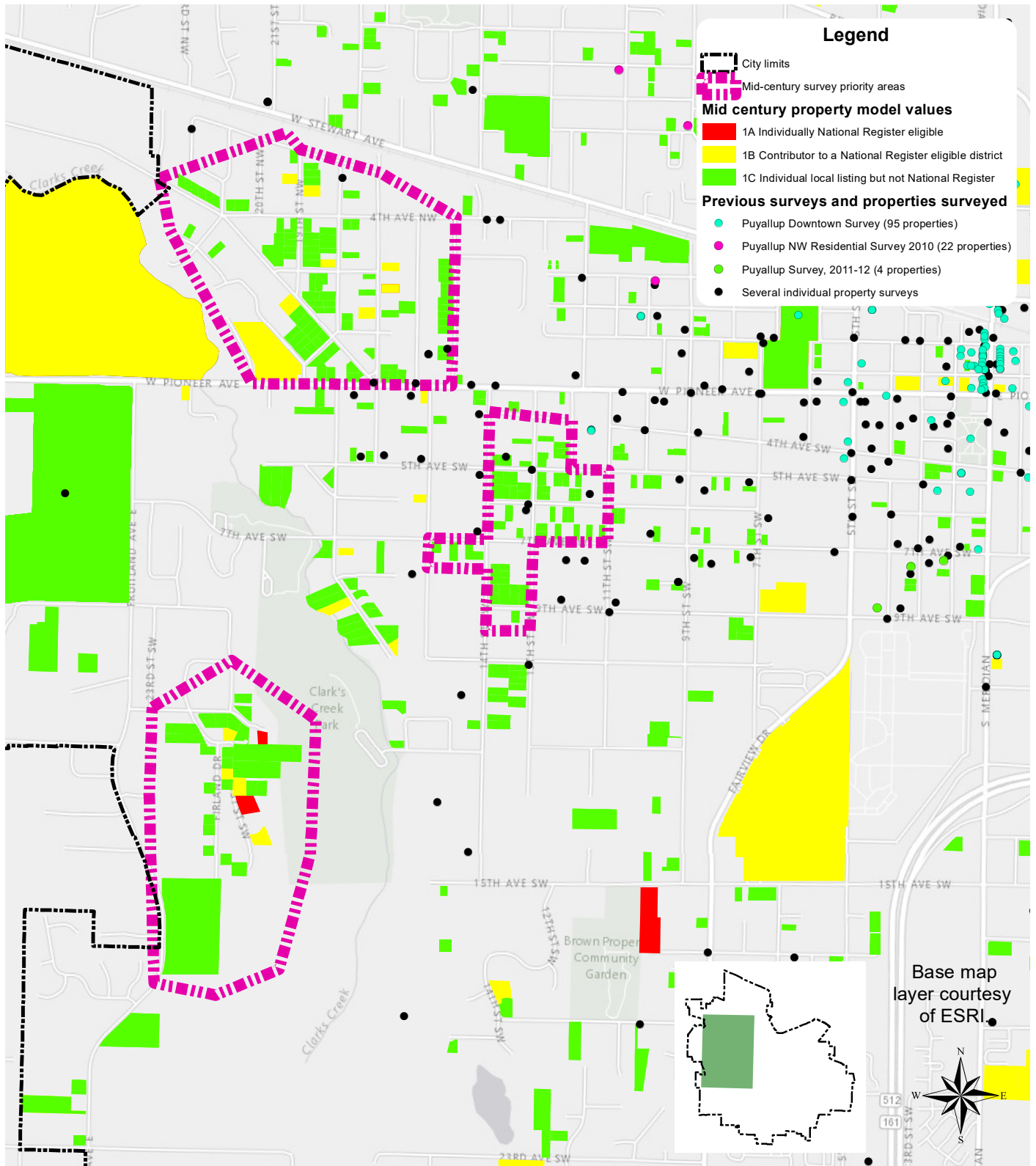
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# APPENDIX A: MAPS

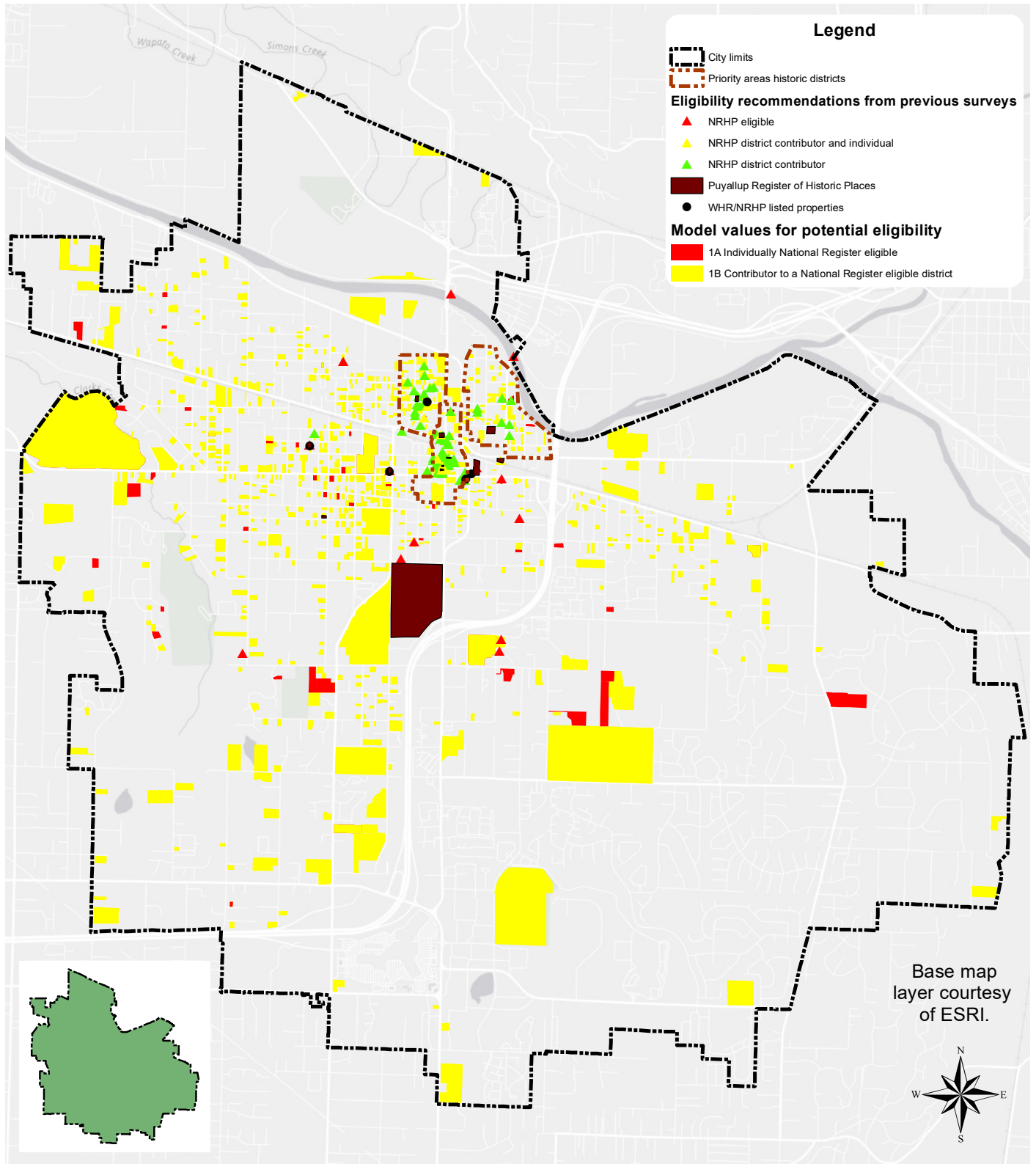
The following maps provide more detail for maps included within the body of the preservation plan.



MAP 13. RECOMMENDATIONS FOR FUTURE INVENTORY WORK.



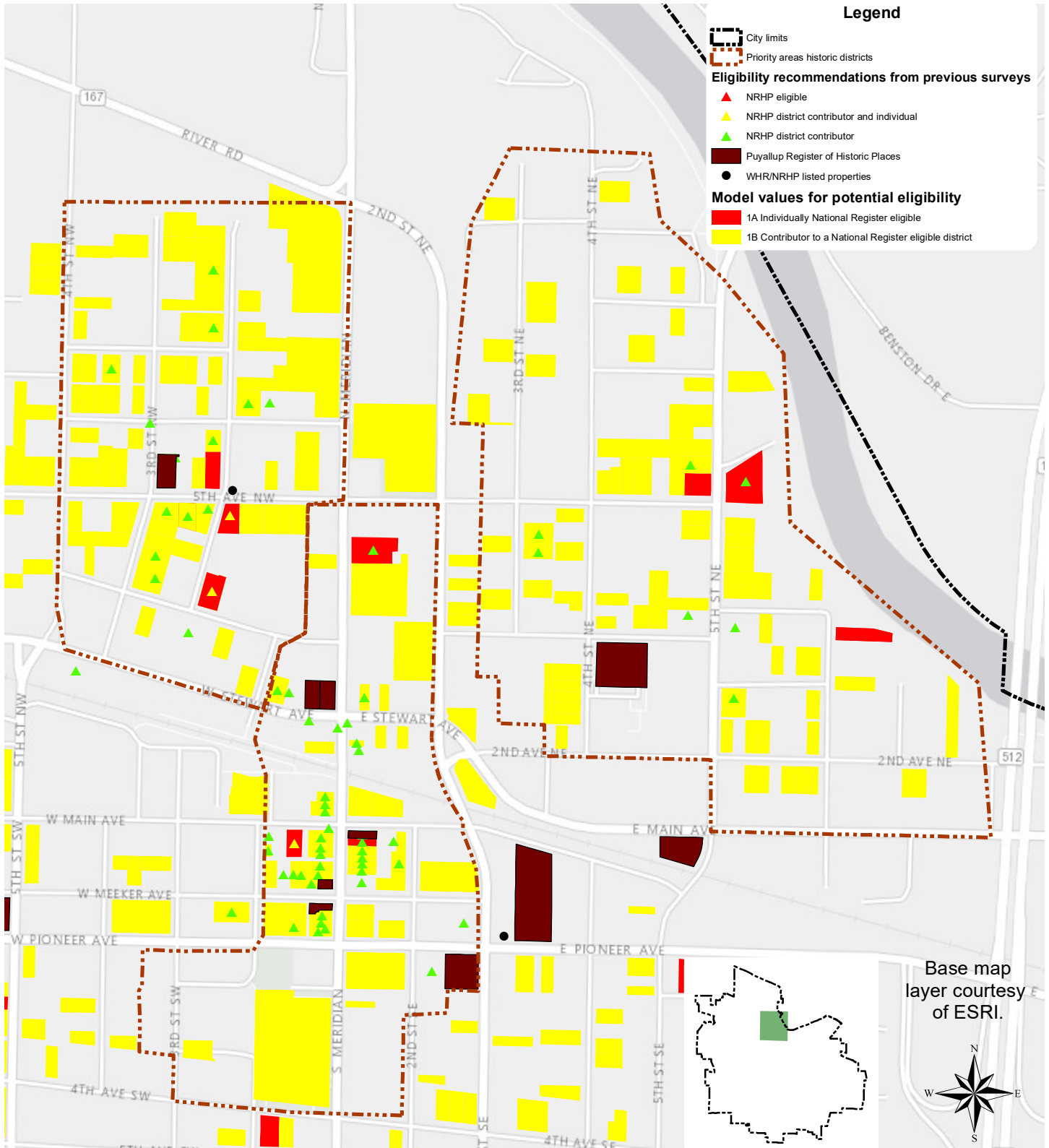
MAP 14. RECOMMENDATIONS FOR FUTURE MID-CENTURY INVENTORY WORK.



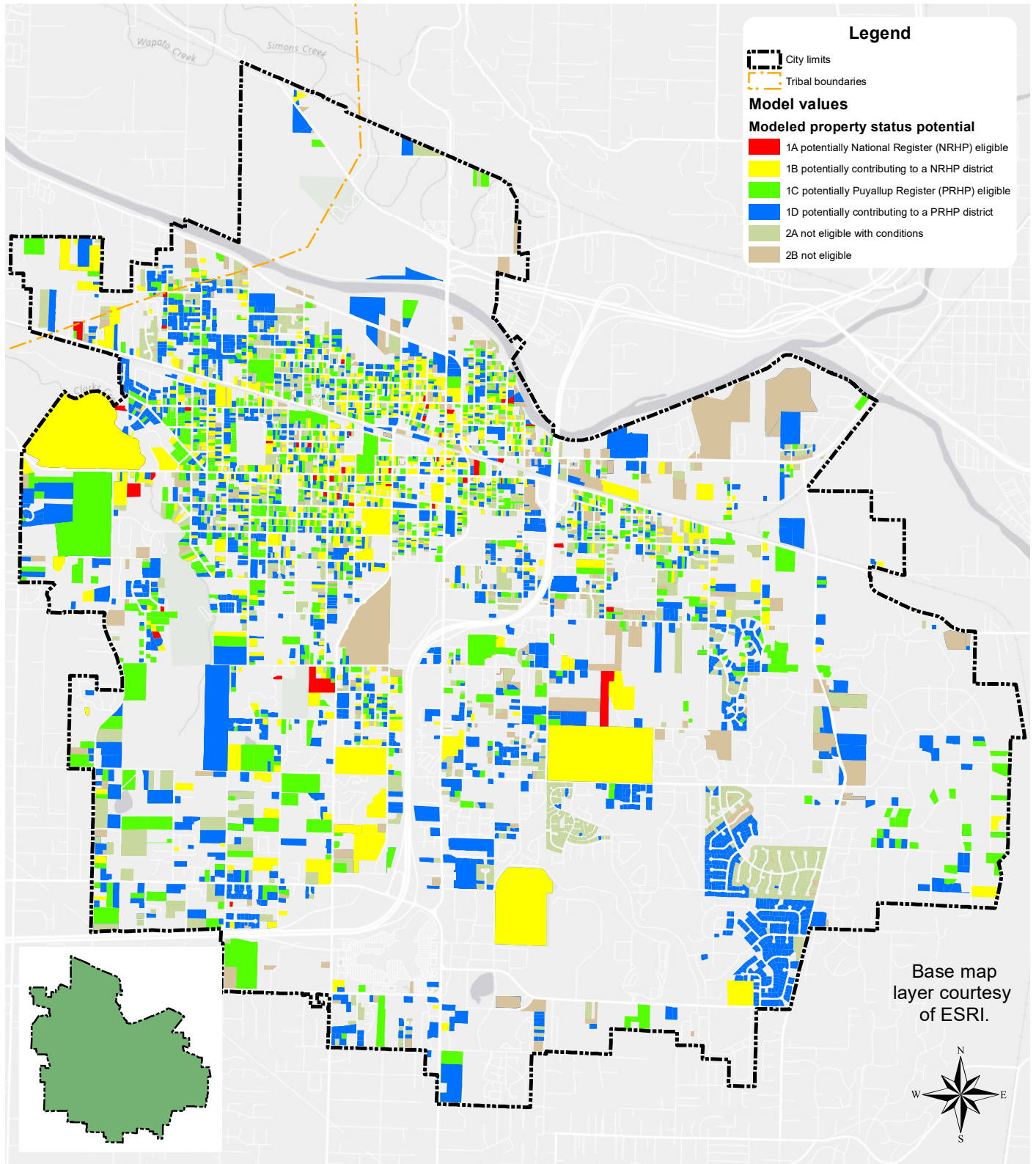
MAP 15. PRIORITY AREAS FOR HISTORIC DISTRICTS.



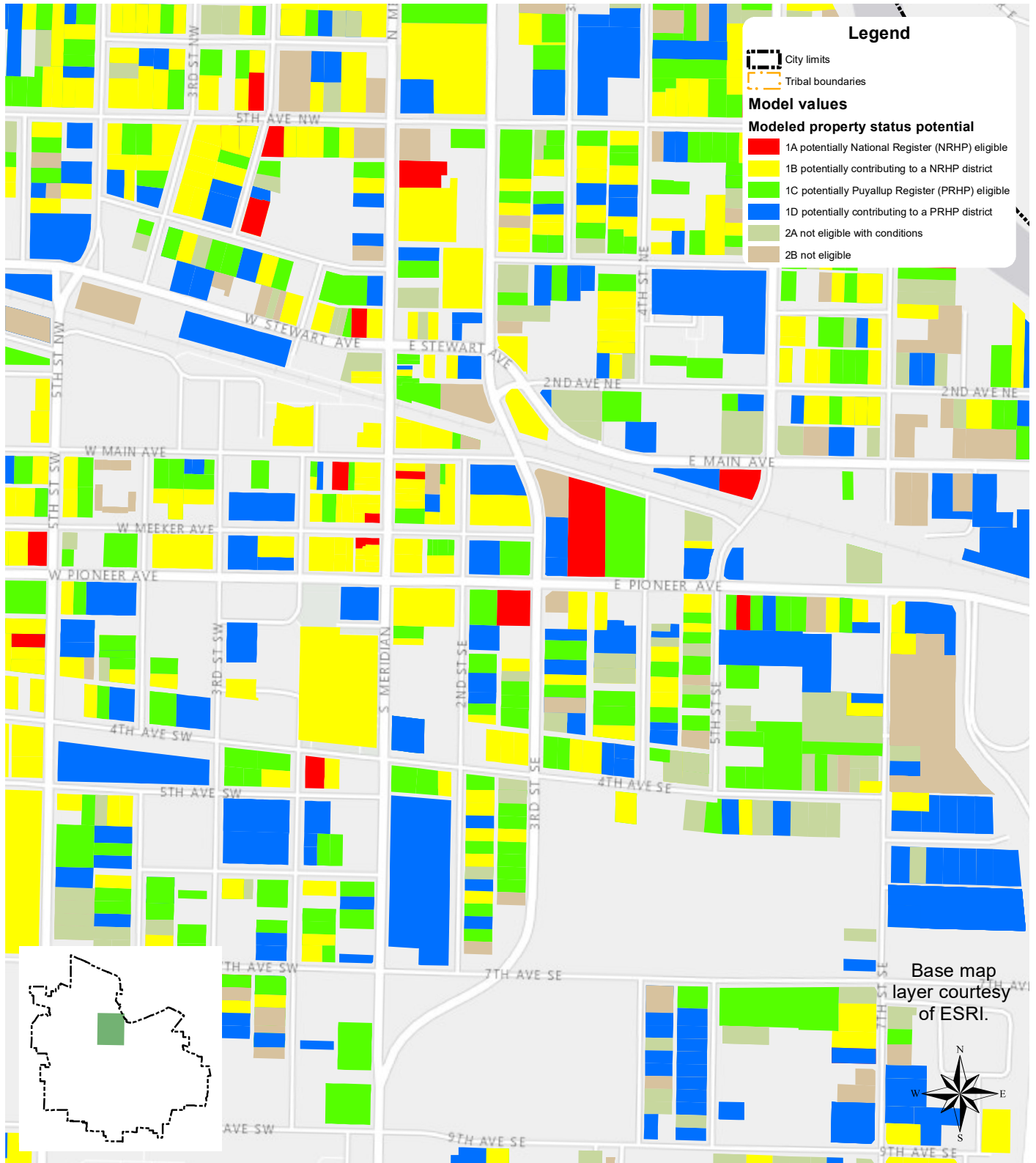
APPENDIX A: MAPS



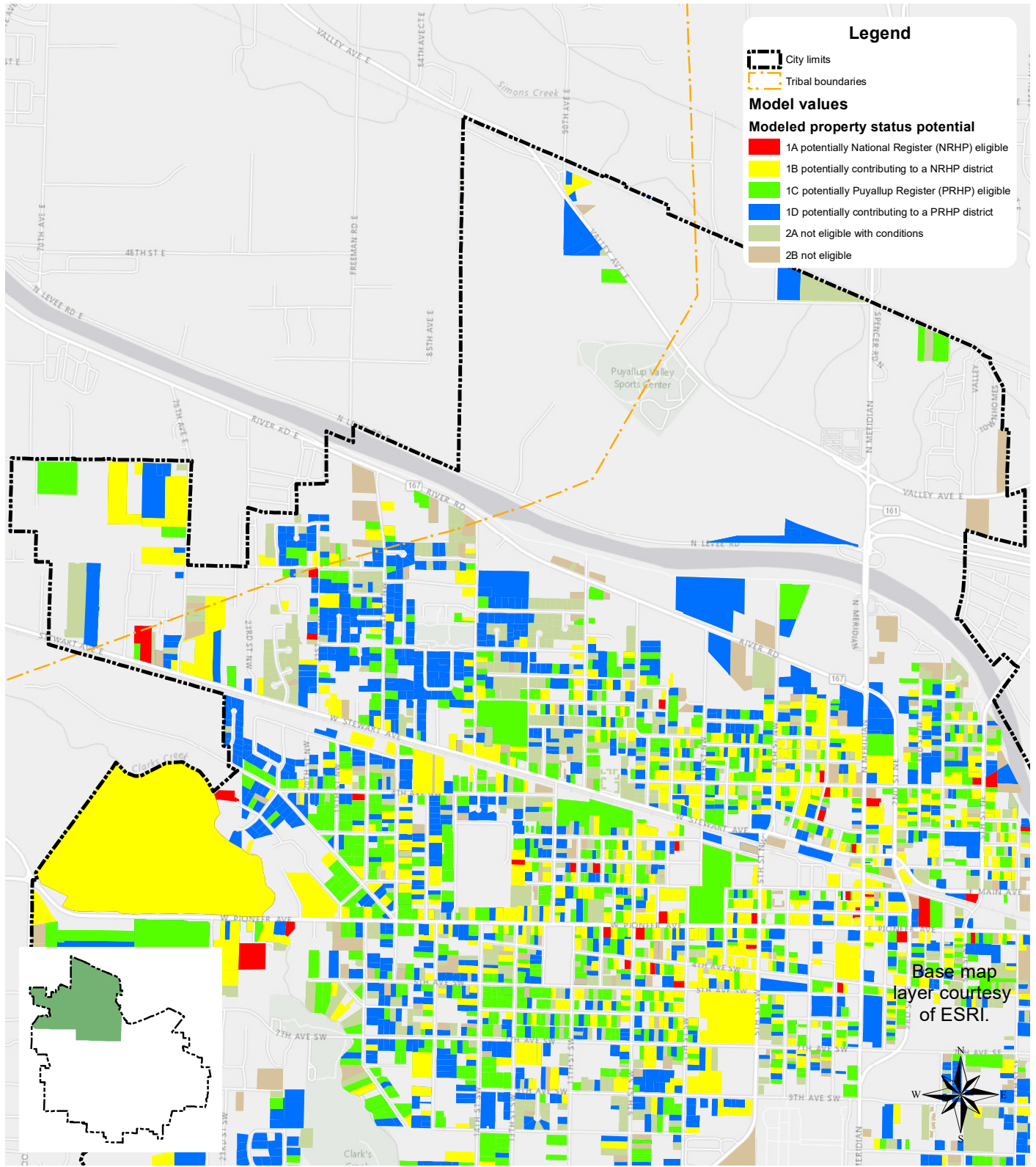
MAP 16. DETAIL OF PRIORITY AREAS FOR HISTORIC DISTRICTS.



MAP 17. PREDICTIVE MODEL, ENTIRE CITY.

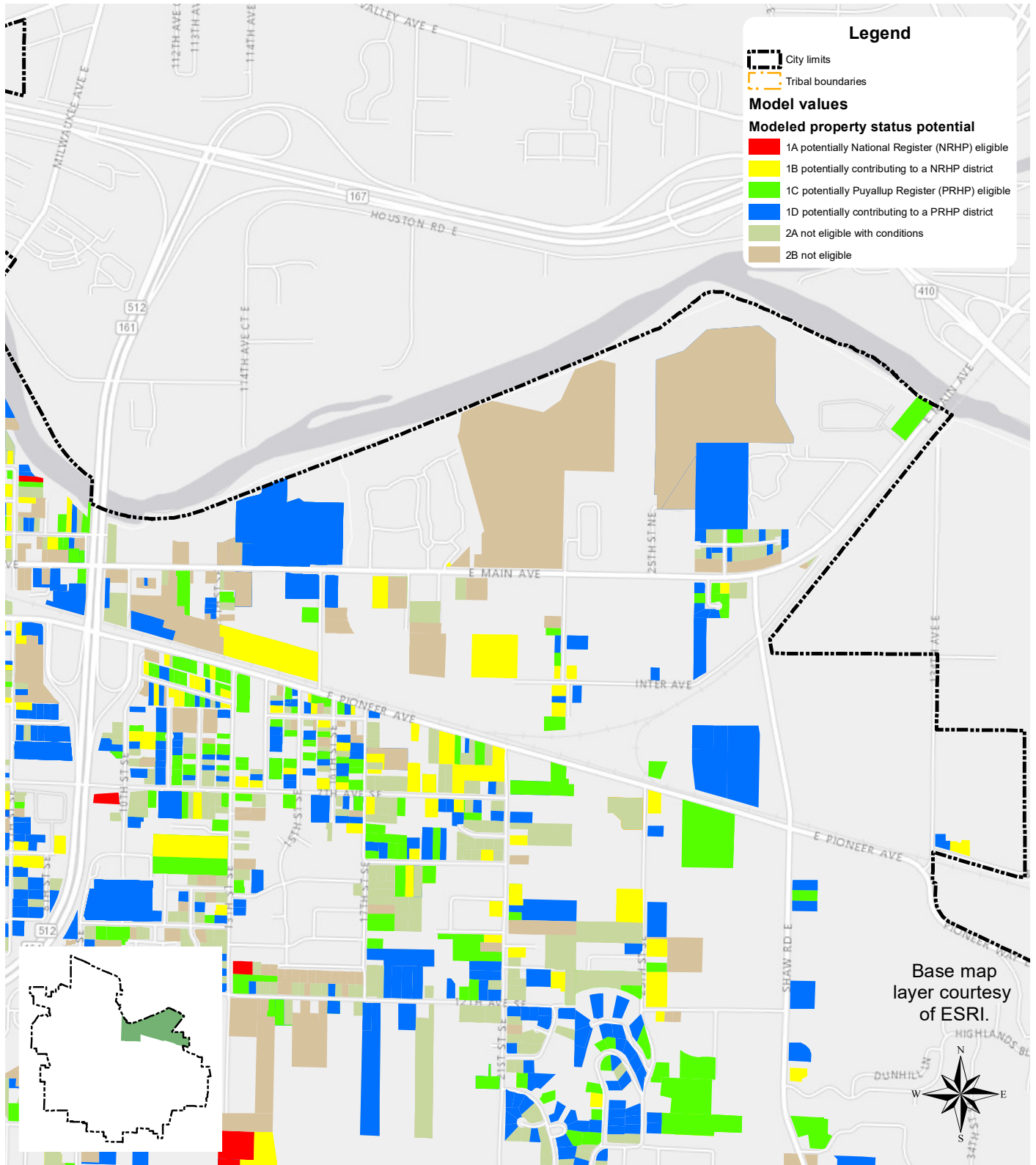


MAP 18. PREDICTIVE MODEL, NORTHWEST PORTION.

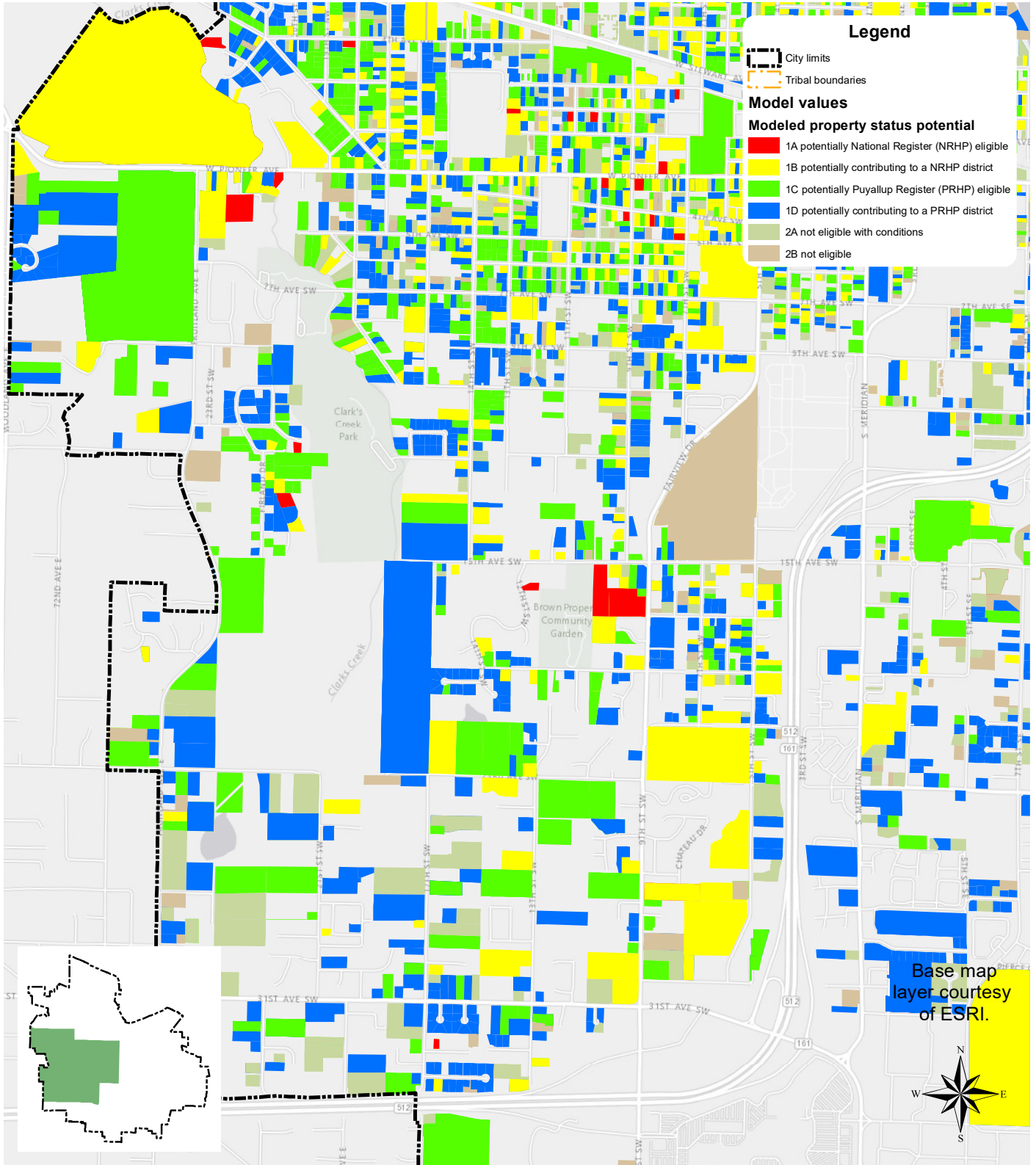


MAP 19. PREDICTIVE MODEL, NORTHEAST PORTION.



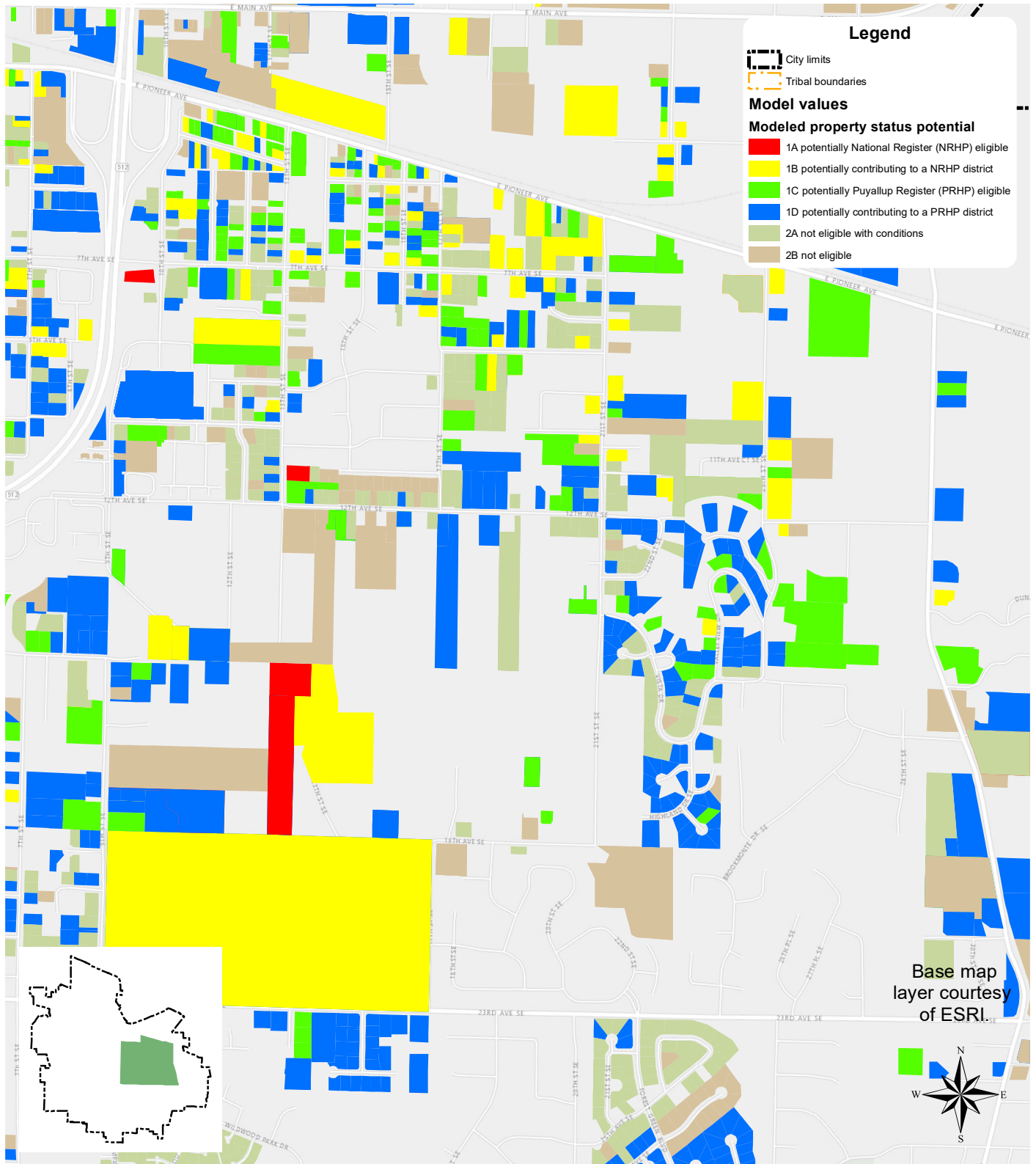


MAP 20. PREDICTIVE MODEL, WEST PORTION.

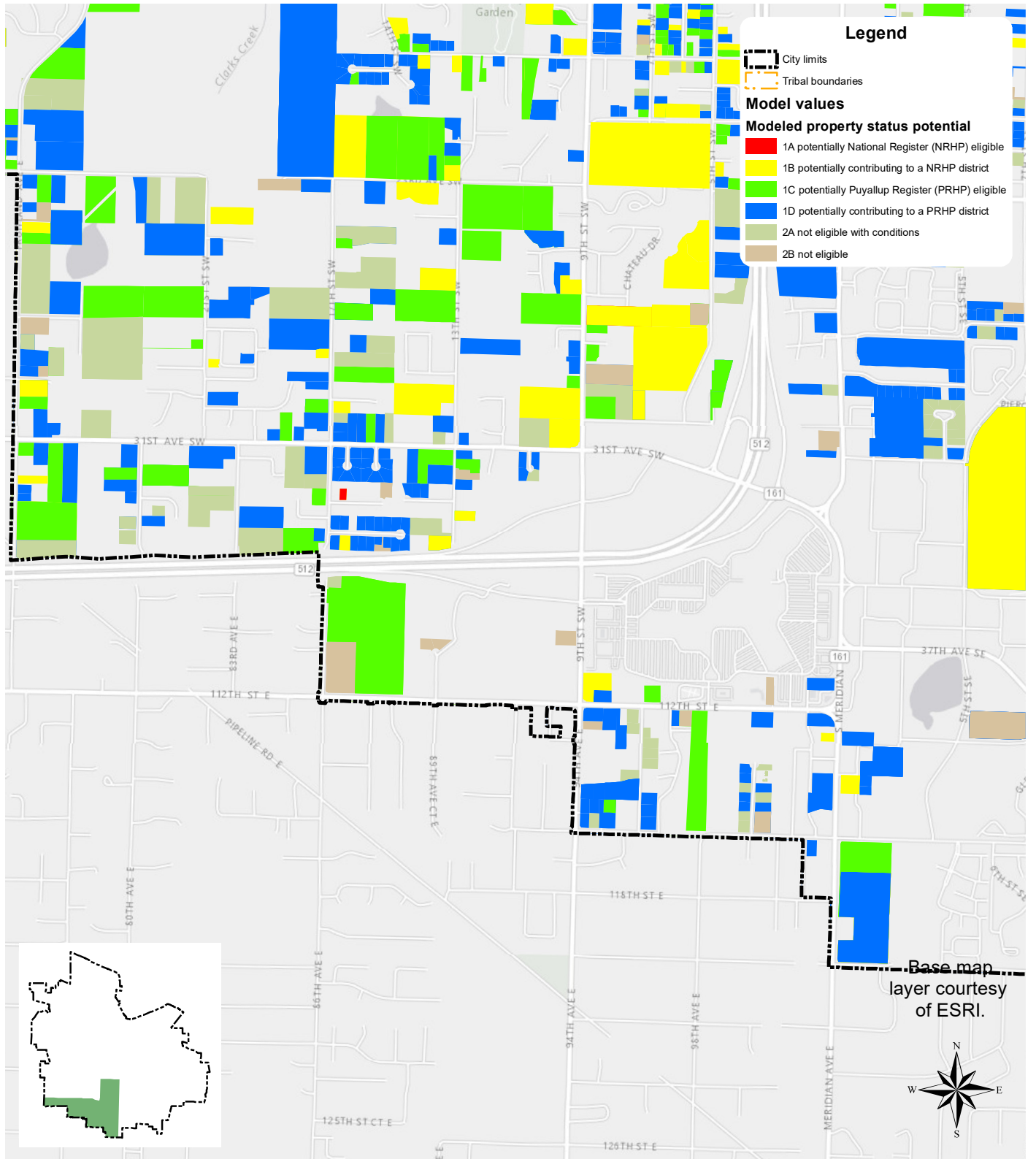


MAP 21. PREDICTIVE MODEL, CENTRAL PORTION.

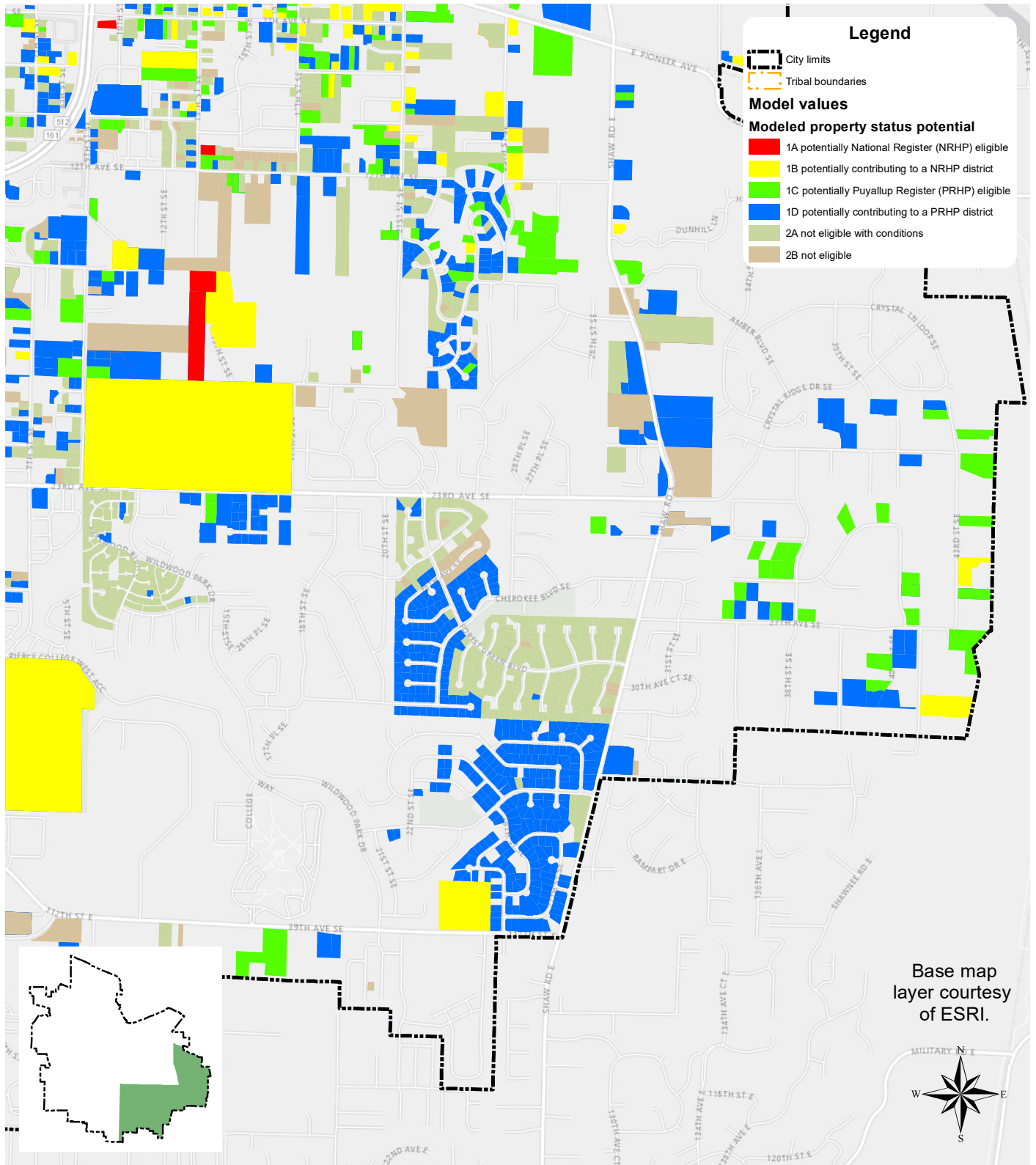




MAP 22. PREDICTIVE MODEL, SOUTHWEST PORTION.



MAP 23. PREDICTIVE MODEL, SOUTHEAST PORTION.



MAP 24. PREDICTIVE MODEL, SOUTHWEST PORTION.