



# GETTING THE FUTURE RIGHT

The Washington State Historic Preservation Plan: 2014 - 2019

Executive Summary



## Washington has a long and interesting history, beginning with indigenous peoples who lived here before the arrival of Euro-Americans.

Our history tells the story of those who came before us and how they shaped present-day Washington State. This vast and rich heritage gives us a compelling reason to protect our past to share with and enrich future generations.

To ensure that important cultural and historic resources are protected and maintained into the future, the State Historic Preservation Officer (SHPO) works with stakeholders on a five year cycle to develop and implement a statewide Historic Preservation Plan (Plan). This Plan sets forth a vision and strategic direction for historic preservation efforts in the state. These preservation efforts are led by the Department of Archaeology and Historic Preservation (DAHP) under the direction of

the SHPO, a position appointed by the Governor.

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

## State Historic Preservation Planning: A Nationwide Effort

In the National Historic Preservation Act of 1966 [16 U.S.C. 470] Congress directed each SHPO to "prepare and implement a comprehensive statewide historic preservation plan." In response to this mandate, Washington's plan is developed and implemented as a necessary aid to guide and coordinate statewide heritage preservation initiatives. State preservation plans are created across the nation by preservation agencies in each state and U.S. territory. Each state plan seeks to identify attainable and realistic goals that:

- Include a wide array of organizations, individuals and agencies.
- Address the full range of cultural resources.
- Summarize the status of the SHPO's inventory and registration efforts.
- Provide an overview of issues, threats, and opportunities that may play a role in future preservation efforts.

## The Planning Process

In preparing the state plan *Getting the Future Right*, DAHP engaged a wide range of interested individuals, organizations, businesses, tribes, and agencies involved in preserving the state's cultural resource base. The ideas and recommendations gathered during the planning process were synthesized into the goals, strategies, and actions that comprise the Plan. In turn these elements will guide actions statewide during the current planning cycle of 2014 through 2019.

To guide the planning process, a Steering Committee was formed to direct the Plan's development, content, and public participation process. Members were selected to represent a cross-section of the state's historic preservation community and optimize geographic representation. These 25 individuals were tasked to represent their constituency's perspective on historic preservation, as well as share their expertise on trends and issues seen as affecting historic preservation in Washington during the Plan's timeframe. Mr. Paul Mann of Spokane, Chair of the Washington State Advisory Council on Historic

Preservation, served as the Plan Steering Committee Chair. For a complete list of Plan Steering Committee members, see the full text version of the Plan (<http://tinyurl.com/k2wo4nd>).

One of the Steering Committee's key tasks was to revise and update a vision for historic preservation at the end of the planning cycle. In arriving at a vision for the Plan, committee members strove for a statement that was brief, concise, and active. In addition to these qualities, they also wanted to convey the well-being that historic preservation brings to communities. After several reviews and edits, the following vision statement for the Plan was adopted:

### *Our vision for the future:*

*Washington residents and communities possess a greater understanding and appreciation for the cultural and historic resources in our state. As a result, historic preservation is an essential strategy to maintain a community's identity and unique sense of place; a pathway to economic and environmental sustainability; and an important way to understand how our past shapes our future.*

## The Role of SHPO and DAHP

In meeting requirements of the National Historic Preservation Act, the SHPO and staff at DAHP (serving together as Washington's state historic preservation office) are responsible for producing the Plan. In fulfilling this responsibility, SHPO Allyson Brooks and DAHP staff members considered public comments and suggestions generated through public meetings, an on-line survey, plus meetings with tribal cultural resources representatives. In close coordination with the

Steering Committee and the planning consultants, the SHPO and DAHP staff helped shape the public participation process, commented on draft goals, and ultimately accepted the final document as the state historic preservation plan. One final required step is review and approval of the Plan by the National Park Service (NPS). Acceptance by the NPS was gained in April 2014.

## Plan Implementation

Implementing the Plan is a shared responsibility that includes DAHP as well as the efforts of a wide range of interested individuals, organizations, businesses, and government entities. In short, this is not a plan for DAHP but a statewide tool to guide cooperative efforts to preserve the state's cultural heritage. Property owners, tribes, state and local agencies, private non-profit organizations, architects, planners, archaeologists, and all persons or groups with an interest

and a connection to historic preservation help play a role to implement these state historic preservation efforts. However, it should be made clear that the Plan does *not* bring with it funding for implementing the actions described in this Summary. Rather, Plan implementation is dependent upon DAHP working in partnership with other entities and stakeholders to achieve the goals.

## Case Study: Tweed Rides

Historic preservationists in Washington recognize the importance of engaging new audiences with the benefits and role that heritage can play in shaping communities. A popular model is the success achieved by bicycle advocates in fostering the popularity of cycling as a low-cost/environmentally friendly means of transportation. Communities across the globe are embracing trails, lanes, and separate tracks to entice more riders to enjoy the benefits of bicycling. Preservation planners have come to see the cycling community as natural allies in promoting historic districts and downtowns as attractive places for cyclers to live, work, and ride. Tangible evidence of this trend are bicycling events called "Tweed Rides." Starting in London in 2009, these organized rides are gaining popularity in Washington as an effective, safe, and fun way to get some exercise, explore local amenities, plus learn that history can be fun.

In 2014, Bellingham, Seattle, and Tacoma hosted Tweed Ride events. For Tweed Ride Tacoma, Diane Wiatr, the City's Active Transportation Coordinator worked with local historic preservation staff, designer JD Elquist, and others to host the event. Ride planners designed a route that followed old streetcar lines beginning at the historic "Pagoda" at Point Defiance Park and continuing through the North End and Stadium-Seminary Historic Districts to downtown. Participants dressed in historic garb (echoing bicycling's 19th century roots) and garnered a great deal of positive attention cycling and ringing bells along 7.5 miles of city streets. The event ended with a pop-up shop

of vintage and artisan goods at one of the University of Washington Tacoma's historic campus buildings, right across from Tacoma's Prairie Line, the original western terminus of the transcontinental Northern Pacific Railroad. This historically significant corridor will soon be converted to a linear park and urban multiuse trail. About the event, Wiatr commented: "The Tweed Ride really gets people thinking about the connection between sustainable transportation and sustainable communities, which bicycling and historic preservation are fundamentally about."



# Native American Perspective on Historic Preservation

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

The first of these values is that Euro-American concepts regarding historic resources are too narrow to view and understand the growth of Indian culture. Although archaeological sites and historic era structures and objects of great beauty and/or importance commonly are considered the main components comprising historic resources, they do not reflect the entirety of Washington State's story. The state's Tribes tell the history in the language of their people and the songs of the land; their stories of creation, of hunting, fishing, and great adventure. The connections between people and place are readily understandable and deeply cherished within such a narrative. In addition to such intangibles as stories and songs, many tribes hold tangible living plants and animals to be sacred, and celebrate them as well. Examples would be the first returning salmon or an old growth cedar tree. While statutory recognition of living resources as cultural resources remains a need, it is important to take note of this tribal perspective.

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

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

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



The essence of **Getting the Future Right** are the following three strategic goals that articulate where we want to be at the end of the current planning cycle in 2019. Following each goal statement is a synopsis and three to five supporting strategies to reach those goals. In turn, each strategy has several actions that describe actual steps that are to be implemented.

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

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

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

- Convene a Work Group to research, identify, and define state and local government incentives and grant programs that enhance preservation of cultural and historic resources.
- Inform local governments on the applicability of cultural and historic properties for current use tax assessments and promote the use of this program by providing training to local governments.
- Provide information and training to local governments on how to interpret the new International Existing Building Code (IEBC) as an incentive for development of historic buildings.

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

- Update the 2006 *Economic Benefits of Historic Preservation in Washington State* report, including new case studies and stories communicating community benefits.
- Develop a report template on the local economic development impact of historic preservation to highlight the value of historic resources to local leaders and decision-makers.
- Track and post on the DAHP website existing incentive data that charts the impact of historic preservation on economic development and sustainability.
- Encourage local governments to include historic preservation as a local policy priority.

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

- Partner with the Washington Tourism Alliance and heritage partners to develop the framework for a Washington tourism strategy that includes heritage tourism.
- Partner with the Washington Tourism Alliance to develop their strategic plan and explore heritage tourism funding sources.
- Market historic preservation through the Washington Scenic Byways program.
- Coordinate with partners to designate National Heritage Areas (NHAs).

### **D. Increase the connection between historic preservation and sustainability/environmental initiatives.**

- Assist with implementation of the City of Seattle Outcome Based Energy Code model in one Eastern Washington community.
- Assist Preservation Green Lab America Saves! Program by coordinating outreach to the Washington Main Street community.
- Identify an individual at DAHP to serve as a point person on sustainability issues to serve on-call to consult and offer presentations.
- Undertake a demonstration project to develop sustainable design principles as applied to a selected historic building.

### **E. Enhance local program support.**

- Strengthen communication, capacity, and collaboration between the Washington Main Street Program and CLGs.

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- Develop and implement a plan to build the capacity of CLGs, similar to capacity-building resources for Main Street programs. These resources could include:
    - A study demonstrating that historic designations may increase property values;
    - Model ordinances to reduce permit fees for qualified rehabilitation;
    - Top ten list of “reasons to preserve”;
    - Database of completed CLG grant projects
  - Analyze the implementation of House Bill (HB) 1386 to evaluate historic preservation activities that were funded by the additional county document recording surcharge.
  - Support the development of historic context statements to aid preservation planning activities.

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

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The future of preservation depends on our ability to encourage the support and active participation of people in the community. The resources to accomplish preservation efforts are always limited. Support is needed in many areas such as policy and program development, resource allocation, and to build an educational foundation for future generations. This goal stresses educating decision-makers such as state and local elected officials on the value of historic preservation programs. The purpose of the goal is to educate a more diverse cross-section of the population. In doing so we gain more widespread support for historic preservation and build capacity for the future.

### A. Improve and expand information on historic preservation

- Develop messaging and marketing materials around historic preservation specifically targeting design professionals, property owners, real estate agents, and private developers focusing on economic benefits, tax incentives, and market advantages.
- Provide state and local elected officials with resources and information on existing successes and opportunities to support expanding policy at the state and local levels.

### B. Increase outreach to, and education for, state and local government staff and officials.

- Provide workshops about historic preservation best practices to targeted audiences including planners, economic development professionals, building code officials, and other land use related professions.
- Engage and educate elected officials through a variety of training and educational opportunities with local government associations.
- Schedule forums for discussion and communication around cultural and historic resource preservation by bringing together Tribes and decision-makers from different levels of government (local, state, and federal agencies).

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

- Foster and coordinate cultural resources and preservation trades curriculum for hands-on training for specific skills needed in rehabilitating historic properties.
- Strengthen and expand higher education programs to include online courses and continuing education.
- Create education programs tailored for elementary through high school students to cultivate an interest in cultural and historic resources; explore links between students and broader heritage programs and entities.
- Provide educational forums to discuss strategies to deal with the pressure for communities to accommodate new development and infrastructure in areas with cultural and historic resources.

### D. Build awareness, enthusiasm and support for historic preservation.

- Encourage more National Register nominations that reflect the diversity of our heritage, especially with properties related to underrepresented communities.
- Recognize and publicize public and private successes in historic preservation.
- Develop and implement an effective marketing plan to generate public enthusiasm and support for preservation.

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

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

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

- Create a systemic way to regularly engage with federal, state, and local agencies to raise the profile of historic preservation concerns and impacts to cultural and historic resources affected by state and federal agency decision-making processes such as State Environmental Policy Act (SEPA) reviews, Growth Management planning, building codes, and local development regulations.
- Increase opportunities for timely and effective consultation between Tribal cultural and historic preservation officials and land use decision-makers to ensure that Tribes have a meaningful role in land-use decision-making that affects Native American cultural and historic sites.
- Provide best practice examples, templates, and other technical resources to cities, counties, and agencies at all levels to incorporate cultural and historic resource management planning into their broader planning efforts, including Growth Management planning, building codes, and local development regulations.
- Develop tools to streamline the integration of cultural and historic resources into SEPA procedures.

#### B. Establish policies and provide tools to improve protection of cultural and historic resources.

- Understand and make better use of United States Forest Service (USFS) Resource Advisory Committee (RAC) funding that federal agencies provide to local governments in lieu of tax to do survey and inventory work, and educate local RACs on cultural resource issues.
- Provide tools for local jurisdictions to prepare for and respond to impacts of disaster events on cultural and historic resources; encourage jurisdictions to include these resource types in hazard mitigation and emergency management plans.

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

- Obtain commitments from state landowner agencies to inventory an agreed-upon percentage of their lands annually; help identify funding sources for this inventory work.
- Partner with higher education institutions to involve students (as appropriate) in state lands inventory.
- Encourage state landowner agencies to hire professional cultural resource managers (CRMs).
- Develop and implement agency historic and cultural resource management plans.



## Case Study: Colville Indian Agency Cabin

The Colville Indian Agency Cabin in Chewelah is one of the oldest buildings in Washington. Built in 1868, the cabin served as the agency's headquarters from 1873-82 as well as the home of Indian Agent John A. Simms and his wife Lucy McFadden Simms until the late 1800s. From this humble building, Simms administered U.S. government interests to an estimated 40,000 members of the Colville, Coeur d'Alene, Spokane, and Kalispel Tribes. In 1906, local doctor S.P. McPherson purchased the cabin, which remained in his family until the early 21st century. McPherson's descendants listed the cabin in the National Register of Historic Places and later donated it to the Stevens County Historical Society (SCHS) for preservation and interpretation. Recognizing its historical importance to Native Americans and Euro-American immigrants, the SCHS and interested Chewelah area citizens launched an ambitious effort in 2010 to restore the cabin and open it to the public.



Before launching a much needed comprehensive cabin rehabilitation effort, SCHS members had to assess the potential for discovering archaeological resources. This included consulting with the Kalispel, Spokane, and Colville Tribes to develop an approach for archaeological investigations at the site and application to the Department of Archaeology and Historic Preservation (DAHP) for an excavation permit. By fall of 2014 and with permit in hand, the Spokane Tribe donated the services of Principle Investigator James Burr Harrison III who led tribal members Chris Cullooyah, Charles Flett, Al Hubert, Charles Martin, and Bobbie Rose in the on-site investigation. Harrison was assisted by archaeologists Chris Casserino and Jacqueline Corley, all of whom were under the supervision of John Matt, Culture Director of the Spokane Tribe. Archaeological excavation of the area beneath the front porch in November of 2014 revealed a well-preserved collection of artifacts that were recovered for study, documentation, and eventual display at the cabin. The most remarkable discovery was a gentleman's vest that may be the same one worn by John Simms as he stood on the cabin's porch in a 19th century photograph.

From this auspicious start, the SCHS is busy planning next steps for cabin preservation. Key will be work to replace the foundation. This step will be preceded by additional archaeological excavation under the direction of Kevin Lyons of Kalispel Tribe's Natural Resources Department. Working together, the Spokane, Kalispel, and SCHS will likely uncover more authentic materials that, once interpreted, will tell a comprehensive story of the cabin and its role in Washington history.



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