

# Historic Preservation: A Tool for Managing Growth



washington state department of  
community, trade and economic development

Cover Photo

Bellingham's Oakland Block

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Washington State Department of Community, Trade and Economic Development  
Juli Wilkerson, Director

Local Government Division  
Nancy K. Ousley, Assistant Director

Department of Archaeology and Historic Preservation  
Allyson Brooks, Ph.D., State Historic Preservation Officer  
Greg Griffith, AICP, Deputy State Historic Preservation Officer

Post Office Box 48343  
Olympia, Washington 98504-8343  
360-586-3065  
*www.dahp.wa.gov*

Growth Management Services  
Leonard Bauer, AICP, Managing Director  
Janet Rogerson, Senior Planner  
Rita R. Robison, AICP, Senior Planner  
Jan Unwin, Office Support Supervisor

Post Office Box 42525  
Olympia, Washington 98504-2525  
(360) 725-3000 Fax (360) 753-2950  
*www.cted.wa.gov/growth*

Written in 1994 by  
Greg Griffith, Deputy State Historic Preservation Officer

Updated by  
Diane Wiatr, Planning Intern

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## Introduction

The spirit of the 1990 Growth Management Act (GMA) encourages the preservation and protection of Washington’s cultural resources, a community’s character, and quality of life. Historic preservation is an important tool aiding the protection and enhancement of a community’s special attributes. Whether the planning context is a rural town seeking to stimulate development, a rapidly developing suburban county looking to manage growth, or a mature metropolitan center striving to transform its existing built environment, historic preservation is effective in achieving local growth management goals. Protecting cultural resources is relevant to, and should be integrated with, GMA issues of land use, sprawl, housing, sustainable economic development, recreation opportunities, plus public facilities and services. Early and continuous public participation in identifying, evaluating, and preserving cultural resources will help build and maintain thriving communities.

The GMA identifies 14 planning goals for communities. One goal is to “Identify and encourage the preservation of lands, sites, and structures that have historical, cultural, and archaeological significance.” To assist communities in reaching this goal, this technical guide provides:

- A rationale for including a Historic Preservation Element in the local comprehensive planning framework.
- Background information on historic preservation.
- A model local historic preservation plan outline, and examples of goals, policies, and action steps.
- A sampling of historic preservation programs and plan implementation tools.
- Contact information for related organizations and agencies. (See Appendix 1.)

Many individuals, organizations, and agencies are active in heritage protection and are able to provide assistance on historic preservation matters. More than 30 Washington towns, cities, and counties have created local historic preservation programs with citizen commissions and professional preservation planners. These offices play a pivotal role in local preservation actions and are an excellent source of expertise.

At the state level, the Department of Archaeology and Historic Preservation (DAHP) serves as the state historic preservation office. For information about programs offered by DAHP, visit their Web site at [www.dahp.wa.gov](http://www.dahp.wa.gov) or contact:

Department of Archaeology and Historic Preservation  
 PO Box 48343  
 Olympia, WA 98504-8343  
 (360) 586-3065



Recent rehabilitation of Bellingham’s Oakland Block illustrates how historic preservation principles can be used to achieve multiple growth management goals. New housing units provide needed affordable housing and increase density. First floor retail space brings pedestrian design scale and activity to downtown streets, not to mention tax revenues for local coffers. Built in 1890 and now listed in the National Register of Historic Places, the Oakland Block once served as the City Hall for New Whatcom.



Maple Valley in King County is home to one of Washington state's prime examples of the growing recognition and awareness of historic properties from the "recent past."

Constructed by the Gaffney family in 1950, the Lake Wilderness Lodge is listed in the National Register of Historic Places as an excellent example of post World War II modern architecture. A northwest regional variation of modernism is well exemplified in this building by a carved cedar pole inspired by Northwest Native American art forms.

Recognition and preservation of places such as the Lake Wilderness lodge comes as a surprise to many people who grew up when these buildings were new. However, these comparatively recent historic properties are key in representing social, cultural, economic, and architectural trends of the mid-20<sup>th</sup> Century.

## Why Plan for Historic Preservation

Historic preservation is a proven, time-tested, and cost effective community development tool. In many ways, Washington's historic and archaeological resources (herein, these resource types are referred to as "cultural resources") are similar to our state's rich natural resources. Like wetlands, forestlands, agricultural lands, and other natural resource lands addressed by the GMA, cultural resources are a finite and endangered resource. Once destroyed, they are lost forever. Another parallel between our natural and cultural resources is that both contribute to and enhance quality of life. To successfully address cultural resource protection, it is recommended that communities develop and implement historic preservation elements in local comprehensive plans. In essence, preservation planning supports GMA goals and helps sustain Washington's quality of life.

### Historic Preservation and Concentrated Growth – A GMA Goal

In recent years there has been a great deal of discussion about how to create livable and sustainable communities in the United States through compact, mixed land use patterns. This discussion includes the concepts of new urbanism, transit-oriented design, and traditional neighborhood design, among others. A consistent theme in these dialogues is the goal of attaining a community core that has a human scale, a pedestrian orientation, and an area of mixed uses including retail, business, residential, and civic. This pattern has existed historically in cities of all sizes for hundreds of years, and can be seen today in the core of virtually every community. It concentrates people close to many of their daily needs, promotes a mix of transportation modes, and offers alternatives to sprawl. Furthermore, concentrating growth in existing areas conserves resources and maximizes public investment in infrastructure.

### Historic Preservation and Affordable Housing – A GMA Goal

Affordable housing is a complex and far-reaching issue that is relevant to a diverse range of residents, not just the very poorest of the population. In efforts to increase the number of affordable housing units, rehabilitation of historic housing can be less costly than building new housing. Plus, reinvesting in historic buildings serves to combat blight and maintain the character of neighborhoods. It is interesting to note that more than 40 percent of housing units in historic buildings results from the adaptive reuse of structures such as factories, warehouses, office buildings, and stores (Rypkema, 2002). These conversions effectively increase the supply of housing units. Historic neighborhoods provide a mix of housing that fits a wide range of income levels and needs. One measure of diversity is economic, and it is rare to find mixed income housing in newly built developments though it is more common in older neighborhoods.

### Historic Preservation and Economic Development – A GMA Goal

Historic preservation makes economic sense. Although not an overnight fix, many communities have successfully embraced preservation as an important component of an economic development strategy. Historic preservation can help achieve a positive image of a community, perhaps one of the most effective means for retaining existing and attracting new economic activity. Today, more than ever, businesses and individuals place a high priority on quality of life when making locational decisions. Communities are now measured for livability by the availability of attractive housing; a vibrant downtown; stable neighborhoods; diverse cultural, recreational, and entertainment opportunities; accessible open spaces; and other quality of life factors. Re-invigorated historic downtowns and neighborhoods have stimulated local economies, sparked new businesses, generated additional tax revenues, created new jobs, and conserved scarce financial and material resources.

The state historic preservation plan *Strengthening Communities Through Historic Preservation* (see page 7) calls for implementation of a study to document the economic

impact of historic preservation on the state's economy (see Goal I Objective IA). With completion anticipated in 2006, the study will focus on quantifying increased property values, tax revenues, and economic activity derived from heritage tourism. With this information preservationists will be able to make a strong case for the economic benefits of historic preservation.

Heritage and cultural tourism are rapidly gaining recognition as important drivers in local economic development and community revitalization. Travel industry studies consistently demonstrate that visiting historic places is one of the top reasons for travel. Data also supports the contention that tourists interested in visiting heritage sites are typically from households with higher incomes, stay longer, spend more, like to become involved in wide range of activities, and seek-out "real" or authentic experiences and places. All this evidence points to the recognition that preservation of a community's cultural resources can result in a big payoff through increased tourism expenditures.

## Historic Preservation and Local Quality of Life

The identity of a place consists of many elements including its natural and built environments; commerce and industry; as well as public spaces and civic structures. To retain and foster civic identity means managing these elements as growth and change occur.

Decades of experience in communities across the nation demonstrate that historic preservation is good public policy, strengthens identity of place, and enhances quality of life. For any community, preservation of cultural resources:

- Teaches about the diversity of cultures in our communities.
- Provides a sense of place.
- Defines and protects local character, lifestyle, and identity.
- Enhances a community's image for residents, tourists, and business recruitment efforts.
- Reflects local values about a community's past, present, and future.
- Conveys community pride, well-being, and stability.
- Conserves resources (natural and manmade).
- Strengthens neighborhoods.
- Encourages civic pride and stewardship.
- Provides an innovative approach to increase densities and serves as an alternative to sprawling development.
- Revitalizes central business districts.



Since archaeological sites are typically below the ground surface, archaeological survey work is often needed to make sure that proposed construction work avoids disturbing cultural resources at a property. Thousands of years before the arrival of Europeans, Native Americans inhabited and used lands and waterways in what is now Washington state. The archaeological record suggests that Native Americans sought the same locational advantages we do today: proximity to resources, safe and sheltered building sites, and easy access to transportation routes.

Planners increasingly recognize the benefits of checking on the possibility of finding archaeological resources early in the development process. By using computer predictive models and data from DAHP's inventory records and keeping in touch with tribal cultural resource staff, planners find that costly delays and controversies are avoided.



Built in 1912, Centralia Union Depot has been rehabilitated by the city following a three-phase restoration effort with expenditures of more than \$4.8 million that included federal and state funds. This investment created 4,000 square feet of commercial space, and enhanced the appearance of this community gateway for thousands of visitors arriving by Amtrak.

The depot project is part of a larger historic preservation commitment made by the City of Centralia that includes a 12-block downtown streetscape project. The purchase of the Fox Theater and the Wilson Hotel have sparked additional activity magnets, and the establishment of a historic district listed in the National Register of Historic Places. These historic preservation planning achievements are rounded out with investment by Portland's McMenemy Brothers who purchased the storied Olympic Club tavern and adjacent Oxford Hotel.

## A Historic Preservation Primer

Historic preservation has come into the mainstream of local decision-making by means of legislation, court decisions, and widespread popular support. The following is a description of several fundamental elements of the historic preservation movement, both nationwide and in Washington state.

### Native American Cultural Resources

Native Americans have deep-rooted pride in their heritage, and constitute an important segment of the state's heritage constituency. Tribal governments have a keen interest in the treatment of properties and sites that represent their heritage. Tribal members also represent another body of expertise, particularly in regard to archaeological sites and traditional cultural places. Tribal governments or their designated representatives should be consulted not only in regard to historic preservation questions, but also routinely in all planning matters that may affect resources of interest to a tribe. Consultation with an affected tribe may require contacting more than one department within the tribal governmental structure.

Presently, there are 29 federally recognized tribes within Washington, with approximately nine additional tribes actively seeking federal recognition. (See Appendix 2 for a list of tribes and contact information.) There are approximately five federally recognized tribes who no longer reside in Washington state, but have reservations in other states or in Canada. With federal recognition, tribes attain status as distinct sovereign nations that have reserved rights, powers, and functions outside the state GMA guidelines. Many tribal governments maintain planning offices and cultural committees that represent tribal heritage interests. Contact the respective planning office and/or the tribal cultural committee for assistance when needing to address tribal cultural resource issues. It is important to remember that cultural resource interests are not limited to reservation boundaries. Tribal interests often extend over much larger areas, which are frequently referred to as "usual and accustomed areas" or "Traditional Territories." These are lands that were traditionally used by the tribes for resource gathering and habitation. Some tribes now residing in other states have traditional use areas in Washington.

### National Historic Preservation Act

Passed by Congress in 1966, the National Historic Preservation Act (NHPA) has defined and shaped national historic preservation policies and the federal government's response. Generally, the act defines historic preservation as: the active process of protecting and preserving our built environment for study, use, and enjoyment by present and future generations. Historic preservation efforts are applied to buildings, structures, districts, sites, or objects. The terms "historic preservation," "historic resources," and "historic properties," when used in the context of the act, apply to historic buildings, structures, and archaeological sites dating from both before and after European-American contact with Native Americans (generally about 1790 in what is now Washington state). These encompass the same property types that are considered to be eligible for listing in the National Register of Historic Places (see the following section). For sake of clarity and convenience, the term "cultural resources" is used in this publication to refer to the broad range of resource types that represent our cultural heritage.

### National Register of Historic Places

A cornerstone element of the historic preservation movement and of the NHPA is the National Register of Historic Places. The National Register is the nation's listing of properties that have historic, architectural, archaeological, engineering, or cultural significance. A property nominated to the National Register can attain significance at a national, state, or local level, but must meet defined criteria to be listed in the National Register.

Listing of cultural resources (buildings, sites, structures, districts, and objects) in the National Register is an honorary designation. Designation of a property by the National Register is intended to encourage the owner, and the community at large, to be stewards of National Register properties because they significantly represent our nation's heritage. Along with the prestige and special recognition that goes along with National Register listing, designated properties that are income producing (such as stores, hotels, offices, apartments, etc.) are eligible for federal tax incentives. When funding is available, National Register listed properties are also eligible for federal historic preservation grants. Design standards outlined in the *Secretary of the Interior's Standards for Rehabilitation* are always recommended for rehabilitation work performed on historic structures.

Another important clarification that needs to be made is the fact that National Register listing of a property does not restrict the owners of privately held properties. Those property owners are free to manage a National Register listed property as they wish. A caveat to this previous statement is when a National Register listed (or eligible) property is affected in some way by a federal action (i.e., the recipient of a federal license, permit, or project funding). When a federal action may affect a significant cultural resource, the responsible federal agency must consult with the state historic preservation officer, tribal representatives, and interested members of the public to assess how the action will affect the property's National Register eligibility status. This consultation process includes publicly owned (including state, county, city, or special district) properties that may be National Register listed or eligible.

Another key point for decision makers to keep in mind is that the National Register can serve as a database that is an aid in planning. The National Register provides information on properties that land use managers (be they public or private) should consider when making land use decisions. The Washington Heritage Register and the Washington State Inventory of Cultural Resources are two additional databases providing information on historic properties.

## Washington State Governor's Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation (ACHP) is a seven-member panel of citizens with expertise and/or training in historic preservation and related fields. Members are appointed by the Governor in order to advise on state government policy matters affecting preservation of cultural resources. The ACHP devotes much of its time to reviewing documents nominating Washington state properties for listing in the National Register of Historic Places. First, nomination documents are submitted to the state historic preservation office for review and editing. In Washington, the state historic preservation office is formally named the Department of Archaeology and Historic Preservation (DAHP). Once deemed complete by DAHP staff, the nominations are brought before the council for formal review and comment in a public forum. If ACHP members determine that nominated properties meet National Register criteria (see above), a vote is taken to recommend those properties to the state historic preservation officer (see below) for forwarding to the Keeper of the National Register in Washington, D.C. The ACHP meets three times each year in locations around the state. For more information about the ACHP, check the DAHP Web site at [www.dahp.wa.gov](http://www.dahp.wa.gov) to view meeting dates and deadlines for submitting nominations for review. Note that the Washington State ACHP should not be confused with the federal Advisory Council on Historic Preservation. The federal ACHP is an independent panel appointed by the President plus their staff that help administer provisions of Section 106 of the NHPA. See page 31 for more information about this federal entity.

## State Historic Preservation Officer

The NHPA and corresponding state enabling legislation sets forth the responsibilities of the state historic preservation officer (SHPO). The SHPO is responsible for carrying out the federal historic preservation programs and policies as identified in the NHPA. Under



The rich, well-watered soils of Western Washington river valleys were magnets for 19th century immigrant settlers who eventually started successful dairy and produce farms. This attraction boosted efforts of Hans and Lida Berthusen to establish a successful farming operation in the Lynden vicinity of Whatcom County in the 1880s. Well into the 20<sup>th</sup> Century, the farm was widely known for the Berthusen's hospitality and their barn was a community-gathering place.

In addition to its huge scale and craftsmanship, the Berthusen Barn is significant as a rare Washington example of "bank" barns typically found in the Eastern United States. Whatcom County was also famous for its concentration of "stump" architecture, the novel adaptation of hollow tree stumps into homes, post offices, and whatever else could fit into extremely tight spaces. The Berthusen privy is a rare survivor of this "folk" building type peculiar to the northwest. Both structures are listed in the National Register of Historic Places and now preserved by the City of Lynden as part of Berthusen Memorial Park.

## THE NATIONAL REGISTER OF HISTORIC PLACES CRITERIA FOR EVALUATION

The criteria are designed to guide state historic preservation agencies and the Secretary of the Interior in evaluating potential entries to the National Register.

The quality of significance in American history, architecture, archaeology, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

A. That are associated with events that have made a significant contribution to the broad patterns of our history;

or  
B. That are associated with the lives of persons significant in our past;

or  
C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction;

or  
D. That have yielded, or may be likely to yield, information important in prehistory or history.

the SHPO's direction, staff at DAHP implements federal historic preservation programs and policies in Washington. The SHPO and DAHP staff perform a number of tasks including:

- Developing a statewide historic preservation plan.
- Surveying communities to identify cultural resources.
- Maintaining the statewide Inventory of Cultural Resources.
- Administering the National Register of Historic Places program.
- Providing technical assistance to federal, state, and local agencies, as well as the public at large.
- Reviewing and commenting on federal undertakings in fulfillment of Section 106 of the NHPA.
- Participating in the review of projects benefiting from federal tax incentives and historic preservation grants.
- Administering the Certified Local Government program in Washington.

DAHP, with the SHPO as its director, is a department of Washington state government.

### State Historic Preservation Plan

In fulfillment of its responsibilities under the NHPA to develop and implement a state historic preservation plan, in 2004 DAHP completed updating and revising its first plan with a new document entitled *Strengthening Communities Through Historic Preservation: The Washington State Historic Preservation Plan*. This document addresses issues regarding preservation in Washington and provides goals, objectives, and specific tasks for strengthening communities by capitalizing on their cultural resources.

The new five-year goals for historic preservation spanning the 2004-09 planning timeframe were arrived at through public meetings plus insight from tribal representatives. As a result of the planning process, six goals were identified for incorporation into the plan. These goals are as follows:

- Goal I. Increase use of historic preservation as an economic development and community revitalization tool.
- Goal II. Advocate to protect our heritage.
- Goal III. Strengthen connections inside and outside the preservation community.
- Goal IV. Integrate preservation principles into local land use decisions, regulations, and development processes.
- Goal V. Expand efforts to identify and preserve cultural and historic resources.
- Goal VI. Effectively increase knowledge of historic preservation and its importance to Washington.

Another useful section of *Strengthening Communities* is an overview of the many types of cultural resources that can be found in Washington. When historic preservation is mentioned, people often think of the obvious architectural examples from the built environment such as Craftsman homes, movie theaters, or train depots. Several other types of properties that are considered cultural resources are briefly described in an overview section that includes narratives explaining archeological resources, cultural landscapes, and traditional cultural places.

### Historic Preservation at the Local Level

One critical player in the actual protection of cultural resources is local government. Local land use processes (such as zoning, capital improvement plans, annexations, etc.) impact both the long- and short-term preservation of cultural resources. Therefore, actions and policies of local government have a direct effect on whether cultural resources have a future in the community.

In many instances, local units of government actually own historic properties. Fire stations, city halls, park properties, hospitals, jails, and others may have historic and cultural significance. County courthouses represent a good example of publicly owned

local landmarks. A 2003 study by DAHP identified 28 of the state's 39 functioning courthouses as being of historic significance. The study also documented a huge backlog of rehabilitation needs to restore these gems of architecture and history to their former luster.

Private individuals, businesses, and organizations form a second critical factor. Collectively, the economy, development patterns, land use changes, and public attitudes are crucial in setting the stage for preservation action. Close cooperation and understanding between public and private sector decision makers fosters positive local preservation efforts.

## Local Historic Preservation Programs

Local governments (towns, cities, counties, and special districts) can tailor a historic preservation program that responds to particular community needs. These needs are usually addressed through the enactment of a historic preservation ordinance.

As the foundation of a local program, the ordinance needs to be carefully crafted to achieve preservation goals. Frequently, such an ordinance establishes a historic preservation commission. The ordinance may also give the commission charge to carry out a slate of preservation activities. The following is a sample of some of the tasks a local preservation commission might pursue:

- Designate properties to a local register of historic places.
- Undertake public education/awareness efforts.
- Review, comment upon, and approve changes to designated properties.
- Administer preservation incentives.
- Provide technical assistance on recommended rehabilitation techniques.
- Survey local historic properties and manage databases.
- Provide expertise on preservation matters to elected officials and public agencies.
- Fulfill policies of the local preservation plan.

## Historic Preservation Constituency

Important contributors to the historic preservation movement are the many individuals and organizations with an interest in protecting our heritage. The number and diversity of these individuals and organizations is surprising. They range from broad-based statewide organizations such as the Association for Washington Archaeology and the Washington Trust for Historic Preservation, to local historical societies or advocacy groups that may focus on the protection of a specific property or geographic area. Two examples include the Ezra Meeker Historical Society in Puyallup that focuses on restoration of the Ezra Meeker Mansion, or Spokane Preservation Advocates, a group of preservation activists who work and speak for protection of cultural resources in the Spokane region.

## Cultural Resource Management Consultants

Also important to include in this discussion are the numerous professionals who provide expertise in historic preservation matters. Typically composed of small businesses operating cultural resource management services, these professionals include archaeologists, anthropologists, architects, landscape architects, historians, craftsmen, attorneys, planners, archivists, educators, and many others. These professionals bring valuable expertise to historic preservation projects, but are increasingly recognized as being a critical part of any environmental analysis or project planning. DAHP maintains a list of qualified historic preservation consultants that may be obtained by contacting the agency or visiting its Web site.



A cultural resource type that has assumed greater recognition and appreciation in recent years is the culturally modified tree (CMT). Native cultures typically used living cedar trees to harvest bark for use in making baskets and clothing. In more recent years, trees were used by explorers, settlers, land surveyors, and shepherds as a medium to record events, mark trails and survey boundaries, or, as in the example pictured above, to pass the time of day while creating a living piece of art. In a few instances, CMTs with these documented historical associations are considered to be eligible for listing in the National Register of Historic Places.

**THE U.S. SECRETARY OF  
THE INTERIOR'S  
DEFINITIONS OF HISTORIC  
LANDSCAPES**

**Historic designed landscape** – A landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, or horticulturist according to design principles, or an amateur gardener working in a recognized style or tradition. The landscape may be associated with a significant person(s), trend, or event in landscape architecture; or illustrate an important development in the theory and practice of landscape architecture. Aesthetic values play a significant role in designed landscapes. Examples include parks, campuses, and estates.

**Historic vernacular landscape** – A landscape that evolved through use by the people whose activities or occupancy shaped that landscape. Through social or cultural attitudes of an individual, family, or a community, the landscape reflects the physical, biological, and cultural character of those everyday lives. Function plays a significant role in vernacular landscapes. They can be a single property such as a farm or a collection of properties such as a district of historic farms along a river valley. Examples include rural villages, industrial complexes, and agricultural landscapes.

## What Is a Historic Preservation Plan?

A historic preservation plan is a document setting forth policies and a course of action for treatment of cultural resources within a community. It is often, but not always, an element of a comprehensive plan. Creation of such a plan reflects local attitudes toward historic preservation, establishes preservation as public policy, and importantly, puts these values into writing. Typically included within the preservation plan are goals, policy statements, and an action agenda. (See page 12 for an outline of a model preservation plan.)

## What Does a Historic Preservation Plan Look Like and How Does it Coordinate With Other Local Plans?

Before delving into the nuts and bolts of developing a preservation plan, it is helpful to first identify how the plan fits into local comprehensive planning efforts. A jurisdiction needs to decide whether it will be addressing historic preservation issues by means of a “stand alone” document or incorporated as an “element” or “chapter” within the local comprehensive plan.

In the past, most local historic preservation plans have been developed as separate, stand-alone documents. A preferable strategy (particularly for communities planning under the GMA) is incorporation of a preservation plan as an element within the city and county comprehensive plan. Including the Historic Preservation Element within the comprehensive plan offers four advantages:

- It responds directly to the GMA goal on historic preservation (Goal 13).
- It acknowledges the linkages and overlap of historic preservation with other planning elements.
- It fosters greater consistency among all policies within the comprehensive plan.
- It elevates the status and visibility of preservation goals and policies to that of other planning policies.

In a majority of instances, it is recommended that a Historic Preservation Element be incorporated as an element of the comprehensive plan. Incorporation into the comprehensive plan document recognizes that historic preservation affects, and is in turn affected by, the broad spectrum of other planning issues and elements addressed by the plan. Therefore, policies, goals, and objectives in other planning elements should be correlated and directly tied to policies, goals, and objectives as set forth in the preservation element. Not only will this approach or format foster enhanced protection of cultural resources in planning processes, it sets the stage for more efficient implementation of the comprehensive plan by maximizing consistency and minimizing conflicting or contradictory policies. The same recommendation is made for subarea planning documents.

Several communities have taken the approach of consolidating the Historic Preservation Element with another related planning topic. For example, the City of Tacoma merged its preservation element into one chapter that also addresses the arts, culture, and history. Other topics with which preservation has been combined include urban design, downtown revitalization, tourism development, plus parks and recreation. This approach may make sense from a logistical or formatting standpoint. However, caution is made that there be policies, goals, and objectives contained in these combined elements that are specific to historic preservation needs and pertain to the entire jurisdiction or planning area.

A separate and distinct historic preservation plan may be an appropriate approach in some circumstances. Such circumstances would occur when a plan is needed for a distinctive historic property, neighborhood, or subarea. For example, a preservation plan was developed for the Vancouver National Historic Reserve in recognition of the special character of this historic place and the need for a comprehensive approach to its preservation and future development. Also, a separate preservation-planning document may be appropriate when such a document will serve to raise awareness and visibility of a specific preservation need or issue. However, in all cases where a separate historic

preservation plan is warranted, it is important to link this document with a community's overall comprehensive planning effort through references in related planning documents, consistency reviews, plus review and adoption by all appropriate decision-making bodies.

## Preservation Planning: Bringing Predictability to Development Processes

When a change in land use is proposed for a site where cultural resources may be present, a historic preservation plan brings predictability and consistency to the development process. Goals, policies, and action statements regarding cultural resources serve notice to everyone as to the local priorities and public intentions toward these resources.

A plan that identifies and evaluates properties or districts as historically significant provides specific direction for appropriate development. For local elected officials, planners, developers, property owners, and other interested citizens, there is immense value in having this predictability built into the development process. As a result, possible delays, surprises, and controversies can be identified early and avoided.

Historic buildings, structures, districts, and objects are clearly visible as elements of our communities' built environments. However, archaeological resources are not as readily apparent. This type of resource is usually located below the ground surface and is, therefore, largely invisible to our daily experience. Nevertheless, archaeological properties have potential for conveying information about our heritage and contributing to a special sense of place. Some archaeological sites can be considered to represent the "historic" era – that is, sites representing human occupation since European-American contact with Native American cultures in the area that is now Washington state. Examples of such sites include: foundations or basements of buildings or structures; former trails or railroad grades; lumber or mining camps; not to mention remnants of forts or battlefields.

Archaeological sites also represent Washington's past before the arrival of European-American cultures. Typically referred to as "pre-contact," these sites are associated with Native American people who have lived on the land for thousands of years. Examples of Native American archaeological resources include village sites; food gathering and preparation sites; fishing sites; shell middens; tool making sites; petroglyphs and pictographs, among others. The key message to keep in mind is that there is *potential* to find all of these and other archaeological resource types in all parts of the state.

Traditional cultural places or traditional cultural properties (TCPs) are perhaps even more difficult to identify than archaeological sites. This is because TCPs do not necessarily have any man-made manifestation as is true of archaeological resources. Rather, TCPs are spiritual or ceremonial sites of importance to a culture, frequently, but not exclusively, Native American. Examples of TCPs include sites that are sources of powers or visions; or places associated with myths, creation, or important ceremonies. The specific location of these sites is often very sensitive in nature. Therefore, when necessary, the gathering of information about these properties needs to be undertaken with care and patience, working closely with the group(s) that attach cultural significance to such a place.

For planning, it should be kept in mind that archaeological sites and TCPs are particularly sensitive to physical disturbance as well as to recognize that these resources are as significant to our heritage as historic buildings or structures. Their sensitivity comes from the fact that they are non-renewable resources; once they are physically destroyed or damaged, they cannot be repaired or reconstituted. Several archaeological sites and districts are listed in the National Register of Historic Places. They are also afforded legal protection under federal and state law. Therefore, it is important for communities to be aware of the potential for archaeological resources and TCPs to exist within their jurisdictions. In the event that a proposed action would affect such sites, DAHP recommends (in order of preference): (1) avoidance; (2) protection in place; and (3) data recovery as mitigation.



Archaeology can be found anywhere. Remnants of a blacksmith shop dating to the 1880s were uncovered in 2003 during construction of the Tacoma Convention Center. Once excavators discovered that intact floorboards from the blacksmith shop and other 19th Century household artifacts provided information about an early working-class neighborhood, City of Tacoma officials executed a "discovery plan." The plan provided for archaeologists to conduct site data recovery work as construction crews continued work elsewhere on the site.

The Department of Archaeology and Historic Preservation processes permit applications for excavation work at all known archaeological sites. Affected tribes are also notified of excavation permit applications. In addition to permit processing, DAHP maintains records on archaeological sites identified from across the state. This database is shared with federal, state, and local planning agencies. Although DAHP makes this information available to appropriate parties, access to the records is closely scrutinized as a result of looting and vandalism to such sites. Ongoing education efforts are seen as the most effective way to combat vandalism that is recognized as a major threat to Washington's cultural resources.



Before

Located on Tacoma's Thea Foss Waterway and adjacent to the Museum of Glass, the historic Albers Mill had been sitting vacant until 2000 when the Tacoma City Council approved its sale to a developer of historic properties. This adaptive reuse project faced a number of hurdles including designation as a "brownfield" site and years of decay. Despite these difficulties, the property developer saw in the old mill an opportunity to rehabilitate the last industrial building on the city's old working waterfront. Since that time, Albers Mill was listed in the National Register of Historic Places and adapted into 36 loft apartments with bottom floor retail space for an art gallery. The rehabilitation of Albers Mill includes a modern addition on the water-side of the building, innovative steel reinforcing on the outside, and a glass canopy on the first floor. The apartments have 13-foot ceilings, brick interior walls, some with the old graffiti still visible, and unique floor plans that make each space distinctive. In essence, the Albers Mill project demonstrates that a community's industrial heritage can be successfully preserved and adaptively reused to fulfill local planning and design goals.



After

## Preservation Planning: Making the Connections

The historic preservation goal of the GMA can be linked with the 13 other goals to benefit the quality of life in a community. A local historic preservation strategy should recognize that important links exist between historic preservation and other elements of the comprehensive plan. To varying degrees, historic preservation affects, and is affected by: land use, economic development, recreation, housing, transportation, capital facilities planning, and other growth management issues. The following are a few examples in which historic preservation has demonstrated effectiveness in achieving local goals:

- Historic buildings can be successfully adapted to provide needed affordable housing units. Hotels, office buildings, stores, schools, even warehouses have been adapted for low- and moderate-income housing, live-work space for artists, or housing for senior citizens. Historic preservation tax incentives can be combined with housing tax credits and grant programs to package financially successful housing projects. A good example of this is the historic Oakland Block in Bellingham where the local Housing Authority provides housing units for low- and moderate-income households.
- Historic buildings have also been successfully adapted for market-rate housing in the form of apartments and condominiums. Property developers are noticing the steady demand for converted loft and apartment space that contributes significantly to the tax base of the area, increases densities, and generates a market for other uses.
- Archaeologically sensitive areas serve as justification for protection of open space, resource lands, and critical areas, including agricultural land. The state Open Space Taxation Act incentive may be applied to include historic and archaeological properties.
- Historic trails, roads, bridges, and rail lines are ideal for implementing recreation and/or transportation plans for bicycle or hiking paths or perhaps new transit corridors. Interpretive signs or displays explaining historic and archaeological properties serve to enrich the experience of trail users. The Centennial Trail in Spokane County, John Wayne Trail stretching from King through Kittitas counties, and Interurban Trail in the Puget Sound region are excellent examples of the rich recreation experience heritage sites provide.
- Many types of historic properties can be adapted for recreational, entertainment, and cultural uses. Popular state parks incorporate historic lighthouses, military installations, and Civilian Conservation Corps structures. Historic theaters have been adapted as community centers or arts facilities in Longview, Raymond, Spokane, Yakima, Centralia, and other cities across the state.
- Citizen participation is often the driving force behind historic preservation projects. Communities frequently identify places they consider important to preserve. This process fits well with the intention of Goal 11 of the GMA of early and continuous citizen participation.
- Historic preservation should be a major component of an overall economic development plan for revitalization of downtowns and older neighborhoods. Rehabilitation of historic buildings generates new tax revenues, increases employment, and provides upgraded spaces for retail, offices, housing, lodging, and entertainment. Examples of this activity include the Steamplant Square project in Spokane where a mothballed power generating facility has been adaptively reused for offices, restaurant, and retail. Beginning in the 1970s, the Pioneer Square Historic District in Seattle has become a nationally recognized example of a forgotten neighborhood targeted for the bulldozer that has been revitalized as a vibrant mixed-use community of offices, retail, housing, entertainment, and culture.

- Transportation corridor planning needs to assess impacts on significant cultural resources. These planning efforts can interface with strategies to stimulate tourism and recreation plus protect and enhance scenic views and natural resource values.
- Zoning, shoreline management rules, critical areas ordinances, and other planning tools all have direct and/or indirect impact on preservation of cultural resources. For example, shoreline areas across the state are considered archaeologically sensitive lands. As a result, any development that involves ground-disturbing activities near a shoreline has potential to affect archaeological resources. Therefore, it is important that land use goals, policies, and objectives recognize this linkage through appropriate language and implementation.

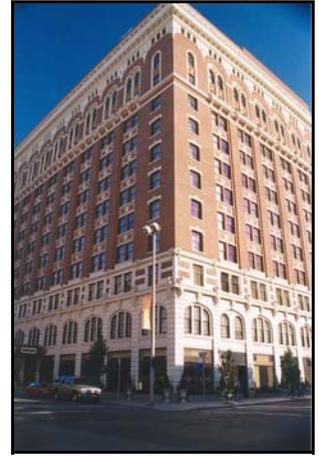
## Preservation Planning: Ensuring Consistency

In addition to identifying the linkages between historic preservation with other comprehensive planning elements, it is important to ensure that policies, goals, and objectives throughout the document are consistent with historic preservation policies, goals, and objectives. To use a hypothetical example to illustrate this point, a local land use plan may call for increasing densities in a residential neighborhood that the preservation plan recommends for designation as a historic district. Likewise, the Transportation Element might forecast major expansion of highways in the same areas where the preservation plan indicates a high probability of encountering archaeological sites. These examples serve to illustrate the point that the comprehensive plan in its entirety should be reviewed and monitored for consistency to avoid contradictory or conflicting language. When such contradictions or inconsistencies become apparent, the jurisdiction needs to identify and work to reconcile conflicting language.

## Preservation Planning: Involving Your Constituency

Like all comprehensive planning processes, historic preservation planning is successful when members of the public are informed and invited to participate. Although opinion polls typically reflect broad public interest in heritage and support for preserving cultural resources, communities across the state vary in the degree of preservation advocacy. In some jurisdictions more outreach is needed to gain the public's perspective on historic preservation. Whatever the particular situation, begin your preservation planning work with a visit to your local historic preservation office and/or local historic preservation commission. In communities that do not have a preservation commission, the next step is to talk to local historical societies, museum staff, and board members; downtown revitalization partners; and any known historians and archaeologists. It is also important to contact representatives of tribal governments that may have an interest in planning within your jurisdiction. In regard to tribal cultural resources, contact should be made with a museum staff member, then work to meet with the cultural resource committee and staff.

One tip for working on a local preservation plan is to contact nearby college and university programs in fields related to historic preservation for assistance in public participation, data collection, and brainstorming ideas for preservation initiatives. Several institutions of higher education in Washington and the Northwest (including British Columbia) offer coursework specifically in historic preservation or related fields such as anthropology, architecture, geography, planning, public history, and others. In some instances, faculty and students can be tasked with discrete preservation planning projects such as conducting a neighborhood survey and inventory; designing infill structures or additions to historic buildings; preparing a plan for preserving a property; or drafting a feasibility study for an adaptive reuse.



In a city long noted for its rich architectural heritage, the Davenport Hotel is frequently thought of as Spokane's crown jewel. Designed by notable architect Kirtland Cutter, the massive red-brick and terra-cotta building occupies most of a block in the heart of downtown. With hints of a Venetian palazzo and lavish interior spaces, the Davenport's opening in 1914 solidified Spokane's image as the economic, social, and cultural hub of the Inland Northwest.

Following World War II and Louis Davenport's departure, the hotel faced challenges in a new era. Traveler preferences changed after the war with automobile ownership, interstate highways, and dispersed urban development. The convenience and informality afforded by highway lodging sapped business from downtown hotels and the Davenport's luster gradually faded until closure in the 1980's. However, Spokane without the Davenport was unimaginable to many people throughout the region. Soon, a non-profit organization called Friends of the Davenport worked through the 1990s with the property owner to generate awareness of the building's plight and the hotel underwent an extraordinary restoration.



Built in 1918, Waterville's Nifty Theater is one of the oldest surviving and functioning movie theaters in Washington. Now listed in the National Register of Historic Places, the theater was built and operated by Mr. and Mrs. W.P. Brown who lived in the building's basement apartment from 1919 to 1959. Throughout its heyday, the family-run Nifty brought the best of Hollywood entertainment to residents of the rolling wheat fields of Douglas County. But the Nifty offered more than films, bringing vaudeville acts, newsreels, and entertainers to remote Waterville. Local high school plays and community events also were mounted on the Nifty stage. Following a decline with the advent of television, the theater was purchased in 1997 by local preservationists who cleaned and repaired the building after years of neglect. New owners Jim and Jenna Dixon brought back movies, traveling shows, and local productions, once again making the Nifty as much a community center as a movie theater.

## A Model Historic Preservation Plan Outline

Decades of experience in preparing preservation plans in communities across the nation provide direction for Washington cities and counties when considering their own historic preservation elements. The outline below is based on this collective experience. This model is intended to provide a foundation to begin framing preservation issues in the context of a comprehensive planning effort. When communities develop a preservation plan, it is important to remember that resources are available to assist in this effort. These resources include DAHP, Growth Management Services, the Municipal Research & Services Center, the National Park Service, preservation professionals, and interested organizations and individuals.

### Introduction

The introduction should be brief. Topics to touch upon may include the need and importance of a historic preservation plan, linkages with other elements of the comprehensive plan, and ties to growth management goal 13 on historic preservation.

### Historical Background

This section should not be an exhaustive account of local history. Rather, a general overview of community change and development is appropriate. Topics should cover:

#### Native American Presence

A brief overview of what is known about the region's history before contact with European-American cultures. This overview should include identification of Native American tribes in the planning area, their historic use of regional resources, and general characterization of any popularly known sites associated with these tribes. *Caution:* avoid disclosure of specific locations of archaeological sites or locations that are considered sensitive by tribal contacts.

#### Overview of Local History

Provide a brief overview of the region's history after contact with European-American cultures. Include a general discussion of settlement and development patterns.

#### Identification of Historical Trends

Discuss important growth cycles and architectural trends, defining events, important industries, agricultural products, and other distinctive aspects of local history that have shaped the visual and social character of the community.

### Resources, Status, Issues, and Needs

This portion of the plan is intended to portray the current status of preservation efforts in the community through narrative on the following topics:

#### Types of Resources

This section should summarize the types of cultural resources found in the community, including archaeological and architectural sites and neighborhoods. This discussion should also identify the status and location of cultural resource inventory data in the community. Information to convey should include an assessment of how up-to-date the inventory is, plus where it is housed and how it is used.

#### Status of Local Historic Preservation

This section should include discussion of current preservation activities in the community. Topics to cover here include: identification of preservation organizations – historical societies, preservation commission, etc. – local preservation activities, and other important resources associated with preservation. This includes museums, school curriculum, library collections, a Main Street™ program, Certified Local Government status, current preservation plans, ordinances and regulations, as well as any funding mechanisms for preservation activities.

## Issues Affecting Local Historic Properties in the Future

This discussion should touch upon projects, trends, and issues affecting historic preservation policy direction and affected cultural resources in the community. This may include threats to such resources (short and long term), notable preservation efforts, plus identification of special opportunities for preservation projects in the community.

## Assessment of Local Historic Preservation Needs

In this section, be sure to obtain, synthesize, and report on public input on local historic preservation issues and needs.

## **Goals and Policies for Local Historic Preservation**

This section is the heart of the preservation plan because it sets forth the public's intent and vision of how cultural resources in the community are to be treated. This vision is translated into goals and policies that are identified in the following sections:

### Historic Preservation Goals

Local historic preservation goals establish what the community wants to achieve for its cultural resources within the planning period.

### Preservation Policies

Like other planning policies in the comprehensive plan, preservation policies set forth how the community intends to achieve its goals.

### Implementation or Action Statements

This section provides an opportunity to identify specific tasks for the community to achieve in reaching preservation goals. This section may also identify priorities (including timelines) for tasks to achieve and assign responsibilities for carrying out tasks.

## **Mechanisms to Achieve Goals**

This section of the plan sets forth and assesses specific tools for achieving preservation goals. A number of tools or preservation mechanisms are briefly described in the section Historic Preservation Plan Implementation: Achieving Goals, beginning on page 15 of this guide. These tools might include implementing tax incentives, surveying cultural resources, establishing public education programs, becoming a Certified Local Government, etc.

## **Linkages With Other Elements**

This section of the plan discusses how the preservation plan and policies interact, affect, and are affected by other planning policies. For example, preservation policies and tasks can affect other policies and actions on recreation, housing, transportation, economic development, etc. Successful communities are achieving multiple goals simultaneously.

## **Appendices**

Items to include in the appendices may include a glossary of terms, resource lists, and other supporting materials.



Historic preservationists work to identify and protect a wide range of property types that embody the broad spectrum of our nation's heritage, not just the homes of the rich and famous. Properties listed in the National Register of Historic Places include ornate theatres, dazzling hotels, and lavish residences. More often, however, National Register listings include modest bungalows, hard-working farms, gritty industrial sites, purely functional bridges, and sometimes, quirky one-of-a-kind places such as Zillah's famous Tea Pot Dome service station.

A full-scale political commentary on the oil reserve scandal of President Harding's Administration, rare examples of "thematic" architecture such as the Tea Pot Dome were created by entrepreneurs cashing-in on roadside commerce spawned by massive highway construction in the 1920s. Ironically, the station was threatened with demolition in the 1980s from construction of nearby Interstate 82. Fortunately, National Register designation and Section 106 consultation resulted in the building being saved and moved a short distance from its original site. Today, the operation struggles as a result of dramatically changing market forces and marketing strategies.

## Examples of Historic Preservation Goals, Policies, and Action Steps

The following excerpted statements are just a few examples of historic preservation goals, policies, and objectives (action statements) that have been adopted in various Washington communities. These examples were randomly selected to convey the breadth of subject matter covered by these statements.

### **GOALS**

Goals are typically broad statements that define the vision that citizens and decision-makers have identified for the preferred future of their community. Goals are important in translating community visions and intentions into succinct statements adopted by local governments.

#### **City of Tenino**

Preserve, maintain, and use historic attributes of Tenino and encourage new development that will enhance and reinforce the historic community identity.

#### **City of Spokane**

Promote the recognition and preservation of unique or outstanding landmark structures, buildings, and sites. Landmarks provide focal points of historic or cultural interest. Preservation of them, even when not located within historic districts, celebrates the uniqueness of the particular area. Development that is compatible with and respects the architecture of these landmarks enhances the richness and diversity of the built and natural environments while reinforcing the landmark structures and sites.

#### **Swinomish Nation**

To preserve the history and traditional culture of the Swinomish Tribe. Cultural and historic sites that have historical significance or are used for tribal cultural activities should be designated. Designated or established sites of cultural value should be protected, maintained, and enhanced.

#### **City of Snohomish**

To preserve and enhance the historic character and heritage of Snohomish.

#### **City of Vancouver**

To identify and promote the protection of historically and architecturally significant structures and sites.

### **POLICIES**

Policies are statements intended to guide the actions of governments and citizens in reaching stated goals. A sample of preservation planning policy statements follows:

#### **City of Spokane**

The qualities that make Spokane unique, including the historic and cultural fabric, neighborhoods, downtown area, parks and green spaces, and tree-lined streets, will be maintained and improved.

#### **City of Olympia**

New developments should complement and not detract from historic structures, by use of compatible mass, scale, materials, setting, setback, etc.

#### **City of Bothell**

In the review process for proposed developments, the city will address the historic context in which a property may exist, especially with regard to scale, bulk, and neighborhood compatibility.

#### **City of Snohomish**

The city will encourage and support all efforts of local groups and citizens directed toward preserving and enhancing Snohomish's historic heritage and character.

#### **King County**

All jurisdictions shall encourage land use patterns and implement regulations that protect and enhance historic resources, and sustain historic community character.

#### **Swinomish Nation**

Valuable cultural and historical lands should be acquired by the tribe when available.

### **ACTION STATEMENTS**

Action or implementation statements identify specific steps or tasks that need to take place to reach goals. Often, action statements identify time frames within which tasks should be completed and identify entities responsible for implementation.

#### **City of Bothell**

Staff will investigate and bring forth for landmark preservation board, planning commission, and city council consideration the comparative merits of applying different levels of review or regulation based on different classes of historic significance.

#### **City of Tenino**

The city will identify and protect significant views in the city, particularly to the sandstone quarries.

#### **City of Spokane**

The city will encourage the neighborhoods to participate in the city's design review process.

#### **City of Vancouver**

The city council shall authorize creation of a special historic preservation program, which recognizes activity sites that have historic significance. Rehabilitation of such properties would draw visitors to the downtown and increase the linkage between Central Park, the Columbia River waterfront, and the downtown.

#### **City of Everett**

The city will revise the Zoning Code text and map to establish boundaries and regulations concerning development within historical districts and to provide incentives, which encourage reuse and renovation of historic buildings.

## Historic Preservation Plan Implementation: Achieving Goals

### Preservation Programs



### The Certified Local Government Program: Forging partnerships for historic preservation

The Certified Local Government (CLG) program was intended by Congress to forge a preservation partnership between local governments, the state historic preservation office, and the federal government. In essence, local jurisdictions (cities and counties), which elect to apply for CLG status, are charged with administering a local historic preservation program meeting federal and state standards.

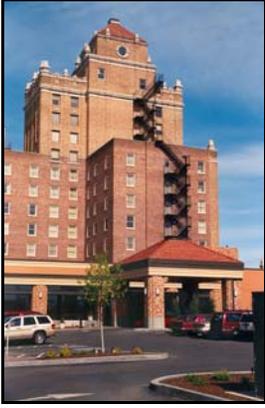
In Washington, local governments apply for certification through DAHP. Local governments with “certified” historic preservation programs enter into an agreement with the SHPO to identify, evaluate, and protect historic resources within their jurisdiction according to accepted Washington Certified Local Government Requirements and Procedures.

Local historic preservation programs are established through ordinance or resolution. At minimum, a certified local historic preservation program includes a body of expertise, such as a board or commission, and staff charged with carrying out basic preservation responsibilities. These responsibilities include: maintaining a local register of historic places, conducting surveys of local historic properties, nominating properties for listing in the local register and National Register, and preservation planning. In effect, the local historic preservation commission is well suited to assume some of the responsibilities of fulfilling the goals of the preservation plan.

Note should be made that matching grants are available from DAHP to CLGs to assist in implementation of local preservation projects. Awarded annually, grant funds can be used for:

- Developing local historic preservation plans.
- Conducting surveys of cultural resources.
- Preparing nomination documents for National Register of Historic Places listing.
- Performing public education activities.

Jurisdictions interested in more information about CLGs and the certification process are encouraged to contact DAHP’s local preservation programs coordinator. See Appendix 3 for a list of contact information for *designated* CLGs. Please note that some jurisdictions have initiated a connection to the CLG program through an interlocal agreement with existing historic preservation programs, most frequently the King County Historic Preservation Program. Those communities having enacted an interlocal agreement are also listed.



Walla Walla has become a poster child for nationwide efforts to successfully revive historic downtown business districts. For years, outlying shopping centers attracted shoppers away from downtown stores and offices. Businesses soon followed leaving vacant storefronts and empty sidewalks. To combat the decline, the Downtown Walla Foundation was established to use the National Trust for Historic Preservation "Main Street" approach to revitalization. Taking advantage of its historic building stock, marketing strategies, and targeted business recruitment, downtown Walla Walla is now thriving, enjoying multimillion dollar investments in building rehabilitation and new businesses.

## The Washington State Downtown Revitalization Program: Maximizing Local Historic Assets

In the mid-seventies, the National Trust for Historic Preservation developed the Main Street Approach™ as a way to effectively maintain and strengthen our country's vital historic commercial districts. This four-point approach looks at preservation and economic development from a physical, social, cultural, and economic standpoint, while strengthening both public and private participation in the process. The four points of the Main Street™ approach are:

1. Organization helps everyone work towards the same goals and maximizes involvement of public and private leaders within the community.
2. Promotion brings people back downtown by helping to attract visitors, shoppers, and investors.
3. Design enhances a district's appearance and pedestrian amenities while preserving its historic features.
4. Economic restructuring stimulates business development and helps strengthen the district's economic base.

Since 1984, the Washington State Downtown Revitalization Program has been helping communities revitalize the economy, appearance, and image of their downtown commercial districts using the Main Street Approach™. Main Street is a comprehensive, incremental approach to revitalization built around a community's unique heritage and attributes. Using local resources and initiative, the state program helps communities develop their own strategies to stimulate long-term economic growth and pride in the heart of the community – downtown.

There are currently nine certified Main Street™ communities in Washington using this methodology as a catalyst for economic growth. Three of them are Great American Main Street Award winners: Port Townsend, Walla Walla, and Wenatchee. This is significant because only five such awards are given out nationally each year.

## Preserve America Initiative

Preserve America is a Presidential initiative that encourages and supports community efforts to preserve and enjoy our priceless cultural and natural heritage. The goals of the initiative include a greater shared knowledge about the nation's past, strengthened regional identities and local pride, increased local participation in preserving the country's cultural and natural heritage assets, and support for the economic vitality of our communities. This program recognizes and designates communities that protect and celebrate their heritage and use their historic assets for economic development and community revitalization. It also encourages people to experience and appreciate local historic resources through education and heritage tourism programs. Nationally, the program is administered by the federal Advisory Council on Historic Preservation and maintains a Web site at [www.preserveamerica.gov](http://www.preserveamerica.gov). As of this writing, several Washington communities have achieved Preserve America designation including Dayton, Edmonds, Ritzville, Roslyn, and Spokane.

## Preservation Partnerships

Implementation of common goals can be achieved by building connections with other entities, developing processes for sharing tools and information, and agreeing to policies to guide the partnership.

Involving partners early can achieve multiple goals simultaneously in one project or program. For example, trail corridors, which provide other values such as habitat protection, historic resource preservation, and recreation, can be mutually beneficial projects. The addition of interpretive signage can create an educational experience at the same time.

Implementation of awards or recognition programs is an effective means of developing and solidifying partnerships. In Washington, the state historic preservation officer and local historic preservation programs and organizations have successfully implemented annual awards programs that recognize achievements in preservation efforts. Other communities have also found success with plaque programs. For designated properties or outstanding rehabilitation projects, the bestowing of a plaque or award certificate engenders a great deal of goodwill for a relatively modest monetary investment.

## Preservation Incentives

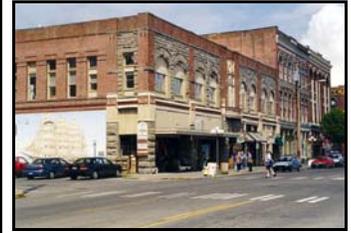
Incentives offer encouragement for owners to preserve cultural resources located on their properties. As funding resources change frequently, it is a good idea to contact DAHP, or a historic preservation organization for up-to-date information. The following list briefly describes several incentives.

### Federal Investment Tax Credit

A property owner who undertakes rehabilitation of their historic building may take advantage of a 20 percent tax credit on their income tax. Properties must be listed in, or eligible for listing in, the National Register of Historic Places, and rehabilitation work must conform to the *Secretary of Interior's Standards for Rehabilitation*. This incentive is applicable to income producing properties only (i.e., retail, offices, apartments, inns, etc.). Also attractive to investors is the ability to take advantage of the historic preservation tax credits simultaneous with federal housing tax credits as well as the Special Valuation for Historic Properties program (see below).

### Special Valuation

This local option state property tax program, Special Valuation, is authorized by RCW 84.26, Historic Property. For property owners, this incentive subtracts qualified rehabilitation expenditures from the reassessed property value every year for a ten-year period on National Register listed properties. In CLGs, locally designated properties may also be identified as eligible to apply for the special valuation. For property owners to



Once a sleepy backwater port, Port Townsend has emerged in recent decades as a nationally recognized example of a community that has capitalized on its rich heritage. Zoning, building codes, and design guidelines have been implemented that match the needs and interests of this community that has a large stake in the arts, tourism, and preserving its colorful past. Port Townsend encompasses two commercial historic districts, as well as a scattering of residential properties individually listed in the National Register of Historic Places. Fort Worden and Point Wilson Lighthouse, both now part of Fort Worden State Park, are also designated historic.



For decades, a broad based group of volunteers, public agencies, and businesses have come together to transform the old Great Northern Railroad route to The Iron Goat recreation trail. Coordinated by Volunteers for Outdoor Washington and the Skykomish Ranger District of the Mt. Baker-Snoqualmie National Forest, workers have labored to reclaim the abandoned railroad bed from years of erosion, landslides, and deterioration. Funding for work on the trail has been derived from both public and private sources. "Transportation enhancement" grants have also helped support this project. Enhancement funds are derived from the Federal Highway Administration then passed through the Washington State Department of Transportation and finally to the appropriate regional transportation planning organization (RTPO).

Old tunnel portals, snowsheds, switchbacks, and other fixtures of the old line over Stevens Pass have been stabilized and interpreted for trail users. Archaeological surveys conducted ahead of trail work have revealed a rich trove of cultural resources including remains of construction camps from the early 20th century. Completion of the Iron Goat Trail demonstrates a successful marriage of recreation, historic preservation, natural resource protection, and education.

qualify for special valuation, rehabilitation work must be in accord with the *Secretary of the Interior's Standards for Rehabilitation*, conducted within a 24-month period prior to application, and at a minimum dollar amount equal to 25 percent of the adjusted base value of the property.

### Development Grants

On occasion, matching grant funds are appropriated by Congress or the state Legislature for rehabilitation of designated historic properties. Usually, these grants are made on a dollar-for-dollar matching basis and used to pay for preservation tasks, such as new roofing, paint, window repair, and others. In King County, owners of historic properties may take advantage of a special revolving loan fund. This fund offers low-interest loans through a commercial bank for rehabilitation, or acquisition and rehabilitation, of county-designated landmarks.

### Historic Preservation Easements

Preservation easements are authorized by RCW 64.04. Interest in property may be held by certain entities for purposes of conservation, protection, or preservation. The value of a donated easement to a qualified organization can be deducted from a property owner's income tax obligation, subject to Internal Revenue Service approval.

### Open Space Taxation Act

Open Space Taxation is authorized by RCW 84.34. This state legislation allows counties to assess qualified rural properties at current use rather than potential use levels. In addition to preservation of agricultural and other resource lands, current use taxation can also be applied to historic and archaeological properties. Clark County's Current Use Tax Reduction Program rewards property owners who dedicate their property to agriculture, forestry, or historic preservation.

### Lodging Tax

Funds made available from a county levied lodging tax may be applied to historic preservation projects. Each county is able to determine how the revenue from the lodging tax is to be divided and spent. Typically a locally appointed committee is convened to review applications and make recommendations to county authorities. Projects usually have some relationship to tourism development or promotion and include funding for visitor centers, information kiosks, publications, and events. Often historic preservation projects are the recipients of such funds providing for rehabilitation of museums or historic tourist attractions. The Lodging Tax is authorized by RCW 67.28.

### Transportation Enhancement Funds

Since passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1992 and its successor legislation the Transportation Efficiency Act for the 21st Century (TEA-21), Congress has provided funding for "enhancement" projects related to transportation. Historic preservation activities are eligible for funding through the enhancement program along with bicycle, pedestrian, conservation, and other public efforts that enhance local quality of life. For more information about potential funding for preservation projects using the transportation enhancement funds, contact the appropriate regional transportation planning organization to assess availability of enhancement funds and application procedures.

### Community Development Block Grant

Community Development Block Grant (CDBG) funds and other programs supported by the U.S. Department of Housing and Urban Development can be applied to support historic preservation projects meeting specific parameters. For more information, contact should be made with local CDBG fund administrators or the Community Development Program at the Washington State Department of Community, Trade and Economic Development (CTED). Keep in mind that use of CDBG funds for any purpose will trigger project review and comment in adherence to regulations defining Section 106 of the NHPA. See page 19 for more details about Section 106 consultations.

### Other Public Agency Grant Programs

Several federal and state agencies maintain pools of money specifically devoted to assisting projects that provide a public service or product. These grant pools address a myriad of issues such as environmental protection, economic development, and housing weatherization. In specific instances, these program grant funds may be used to achieve historic preservation purposes. Direct contact should be made with the pertinent agency to determine grant program eligibility requirements and other parameters.

### Foundation/Corporate Giving

Many private, corporate, and community foundations provide support for historic preservation and related projects. Research into the funding criteria and parameters of a specific foundation is essential to assess applicability to a preservation project.

### **Preservation Regulations**

In addition to tax incentives and funding sources, a number of federal, state, and local processes provide an avenue for consultation and consideration of cultural resources as a part of the environmental review of project planning and land use developments. The most prominent of these regulatory measures is described below. Again, contact DAHP for more details.

#### Section 106 of the National Historic Preservation Act

Section 106 requires federal agencies to consult with the state historic preservation office regarding the effect of federally funded, licensed, or permitted actions on cultural resources listed in, or eligible for listing in, the National Register of Historic Places. Visit the federal Advisory Council on Historic Preservation (ACHP) Web site at [www.achp.gov](http://www.achp.gov) for more information about the Section 106 process.

#### Section 4(f) of the Transportation Act

This statute prevents the displacement of cultural and recreational resources by a federally assisted transportation facility unless there is no other feasible or prudent alternative. This law is administered by the U.S. Department of Transportation and its affiliated agencies such as the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA).

#### Indian Graves and Records Act (RCW 27.44)

This act protects Native American burials, cairns, petroglyphs, and pictographs from any disturbance without a permit from the DAHP. Under this statute, it is a Class C felony to knowingly remove, deface, injure, or destroy these resources. Criminal prosecution and/or civil penalties can be assessed. In addition, the affected tribe can bring civil action against a person alleged to have violated this act.

#### Archaeological Sites and Resources (RCW 27.53)

This statute protects archaeological sites on both public and private lands in Washington state from unauthorized excavation or disturbance. A permit from the SHPO is required to excavate or affect an archaeological site. The act requires DAHP to conduct consultation with the affected tribal nations prior to issuing an excavation permit. The statute also gives DAHP the ability to issue civil penalties for violations of the statute, or violations of a permit issued under the statute. DAHP can also deny a permit based on past performance.

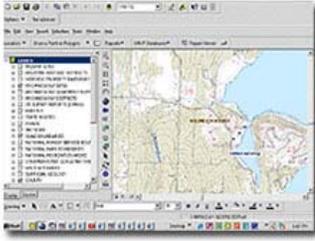
#### Abandoned and Historic Cemeteries and Historic Graves Act (RCW 68.60)

This statute protects historic graves and cemeteries from unlawful destruction, mutilation, injury, or removal. Deliberate desecration of any historic grave, grave marker, tomb, monument, or cemetery is a Class C felony.



Both federal and state laws protect archaeological sites. Property owners, developers, and planners should be up-to-date on the presence or potential of archaeological sites on specific parcels. They should also be aware of steps needed to protect those sites in the event of proposed development.

Clark and Whatcom counties have formal procedures in place that incorporate an archaeological assessment of properties going through the permitting process. These procedures take into consideration data on known sites in addition to factors such as location near archaeologically sensitive areas such as shorelines. Coordination with tribal cultural resource authorities is another important aspect of the planning process for archaeological sites. DAHP administers a permitting process that provides for identifying and mitigating for sites that could be disturbed by land-use proposals.



The computer screen pictured above serves to illustrate how technology has become an indispensable tool in cultural resource protection. Cultural resource managers can rapidly retrieve electronic data on historic properties for environmental review and project planning purposes. With assistance from several federal and state agencies, DAHP has worked to increase the efficiency of data storage and retrieval of its Inventory of Cultural Resources. Inventory data is the "foundation" of cultural resource management because it provides needed information on which informed decisions can be made about how properties will be treated in the future.

### State Environmental Policy Act (RCW 34.21)

The State Environmental Policy Act (SEPA) requires government decision makers to consider likely environmental consequences of a proposal. Consideration of cultural resources occurs in the SEPA checklist alongside other environmental elements including noise, air quality, traffic, water, earth, plants, animals, energy, natural resources, environmental health, land and shoreline use, housing, aesthetics, light and glare, recreation, etc. SEPA review is the first, and sometimes the only, opportunity for project proponents and local governments to identify the presence of historic properties and archaeological sites, and require mitigation measures, if appropriate.

### Shoreline Management Act (RCW 90.58)

The Shoreline Management Act (SMA) has archaeological protections built into it. Local shoreline master programs must include policies and regulations to protect historic, archaeological, and cultural features. It requires that development permits issued by local governments, in areas with archaeological sites, include a site inspection or evaluation by a professional archaeologist in coordination with affected tribes.

### Washington State Historic Building Code

The Washington State Historic Building Code (HBC), when authorized by the appropriate building official, controls and allows alternatives to the International Building Code when dealing with historic buildings or sites. The HBC is adopted at local option and can be used to encourage appropriate rehabilitation of historic buildings while meeting necessary safety and health standards. Contact the Washington State Building Code Council or DAHP for more information.

### Americans with Disabilities Act

Buildings or structures listed or eligible for listing in the National Register, or locally designated sites, must comply with accessibility standards as outlined in the Americans With Disabilities Act (ADA). If, however, consultation with the SHPO determines that compliance with the full accessibility requirements would "threaten or destroy" the significance of the designated historic property, alternative minimum requirements or methods of access may be used.

### Certificate of Appropriateness/Design Review

A growing number of communities have established a process for reviewing and approving changes to designated properties, or properties in local historic districts. Standards and guidelines assist property owners through the process. The review process protects property values, stabilizes neighborhoods, supports appropriate changes to historic buildings, and helps retain important architectural features. Contact should be made with the local historic preservation program (if one exists) for information or applicability of a local design review process.

### Geographic Information Systems and DAHP Data Sharing Agreements

Cultural resource data can be gathered, analyzed, and mapped for land use planning and for implementing historic preservation goals and policies using geographic information systems (GIS). Coordination with DAHP and other agencies can provide for exchange of GIS data, while ensuring protection of sensitive cultural information. The DAHP GIS Initiative is a set of geographic information system based tools that help public agencies design projects to avoid damage to archaeological and historic sites during the environmental planning process.

These digital maps and associated information represent the next generation of computerized cultural resource management. Because of the potential for vandalism and looting, archaeological site locations are not publicly available. However, buffered site data information is shared with a variety of local governments, agencies, tribal governments, and academic institutions by means of a memorandum of understanding (MOU) to ensure that state and federal laws regarding security and use are followed. Contact DAHP for more information about executing a MOU for data exchange.

## Preservation and Land Use Planning: Be Creative

Historic preservation incentives, regulations, and land use planning techniques can be used in any number of combinations to achieve local historic preservation goals. Local governments can shape local land use planning techniques to fit preservation needs. Techniques that have been used successfully include:

- Historic property overlay zoning.
- Transfer of development rights (TDR)/ density bonuses.
- Cluster development.
- Greenbelts or open space provisions.
- Historic districts (urban and rural).
- Adaptive reuse of historic structures.
- Special purpose districts or development authorities.
- Mixed-use or multipurpose development.
- Design review and design guidelines.
- Regional planning.

Other innovative preservation planning techniques have been tried in communities across the state and nation. Communities are encouraged to be creative in identifying and developing other incentives, planning, and development techniques to encourage historic preservation.

## **U.S. SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION**

Rehabilitation is the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those features that convey its historical, cultural, or architectural values. <http://www2.cr.nps.gov/tps/tax/rehabstandards.htm>

- A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- The historic character of a property shall be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property shall be avoided.
- Each property shall 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, shall not be undertaken.
- Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
- Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a building shall be preserved.
- Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires placement of a distinctive features, the new feature shall match the old in design, color, texture, and, where possible, materials. Replacement of missing features shall be substantiated by documentary and physical evidence.
- Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
- Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
- New additions and adjacent or related new construction shall 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.

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## Appendices

## Appendix 1

### Helpful Agencies and Organizations

This partial list of organizations and governmental agencies is provided to help identify informational resources. These organizations can provide information on historic preservation, cultural resource protection techniques, and possible funding opportunities. Also consult the list of Washington Certified Local Governments (page 28) and Native American tribal government contacts (page 25).

#### **NATIONAL ALLIANCE OF TRIBAL HISTORIC PRESERVATION OFFICERS**

PO Box 19189  
Washington, DC 20036-9189  
(202) 628-8476  
(202) 628-2241 (fax)  
*info@nathpo.org*  
*www.nathpo.org*

#### **NATIONAL ALLIANCE OF PRESERVATION COMMISSIONS**

PO Box 1605  
Athens, GA 30603  
(706) 542-4731  
(706) 583-0320 (fax)  
*nacp@uga.edu*  
*www.arches.uga.edu/~nacp*

#### **NATIONAL CONFERENCE OF STATE HISTORIC PRESERVATION OFFICERS**

Suite 342 Hall of the States  
444 North Capitol Street, NW  
Washington, DC 20001-7572  
(202) 624-5465  
(202) 624-5419 (fax)  
*www.ncshpo.org*

#### **NATIONAL PARK SERVICE COLUMBIA/CASCADE SUPPORT OFFICE CULTURAL RESOURCES DIVISION**

909 First Avenue  
Seattle, WA 98104-1060  
(206) 220-4000  
(206) 220-4160 (fax)  
*www.nps.gov*

#### **NATIONAL TRUST FOR HISTORIC PRESERVATION**

Western Regional Office  
8 California Street, Suite 400  
San Francisco, CA 94111-4828  
(415) 956-0610  
(415) 956-0837 (fax)  
*wro@nthp.org*  
*www.nationaltrust.org*

#### **DOWNTOWN REVITALIZATION PROGRAM WASHINGTON STATE DEPARTMENT OF COMMUNITY, TRADE AND ECONOMIC DEVELOPMENT**

PO Box 42525  
Olympia, WA 98504-2525  
(360) 725-4056  
*susank@cted.wa.gov*  
*www.downtown.wa.gov*

#### **DEPARTMENT OF ARCHAEOLOGY AND HISTORIC PRESERVATION WASHINGTON STATE DEPARTMENT OF COMMUNITY, TRADE AND ECONOMIC DEVELOPMENT**

PO Box 48343  
Olympia, WA 98504-8343  
(360) 586-3065  
(360) 586-3067 (fax)  
*www.dahp.wa.gov*

#### **PRESERVATION ACTION**

1054 31st Street NW, Suite 526  
Washington, DC 20007  
(202) 298-6180  
(202) 298-6182 (fax)  
*mail@preservationaction.org*  
*www.preservationaction.org*

#### **TRIBAL HISTORIC PRESERVATION OFFICER SKOKOMISH INDIAN TRIBE**

N 541 Tribal Center Road  
Shelton, WA 98584  
(360) 426-4232  
*www.skokomish.org*

#### **TRIBAL PRESERVATION OFFICER SPOKANE TRIBE OF INDIANS**

PO Box 100  
Wellpinit, WA 99040  
(509) 258-4315  
*www.spokanetribe.com*

#### **TRIBAL HISTORIC PRESERVATION OFFICER SQUAXIN ISLAND TRIBE**

SE 70 Squaxin Lane  
Shelton, WA 98584  
(360) 432-3850  
*rfoster@hctc.com*  
*www.squaxinland.org*

**TRIBAL PRESERVATION OFFICER  
CONFEDERATED TRIBES OF THE COLVILLE  
RESERVATION  
ARCHAEOLOGY AND HISTORY DEPARTMENT**  
PO Box 150  
Nespelem, WA 99155  
(509) 634-2654  
(509) 634-4116 (fax)  
*thpo@televar.com*  
*www.colvilletribes.com*

**TRIBAL HISTORIC PRESERVATION OFFICER  
CONFEDERATED TRIBES OF THE UMATILLA  
INDIAN RESERVATION**  
PO Box 638  
Pendleton, OR 97801  
(541) 276-3447  
(541) 276-3317 (fax)  
*jeffvanpelt@ctuir.com*  
*www.umatilla.nsn.us*

**TRIBAL HISTORIC PRESERVATION OFFICER  
CONFEDERATED TRIBES OF THE WARM SPRINGS  
RESERVATION  
DEPARTMENT OF CULTURAL RESOURCES**  
PO Box C  
Warm Springs, OR 97761  
(541) 553-2006  
*sbird@wstribes.org*  
*www.warmsprings.com*

**TRIBAL PRESERVATION OFFICER  
LUMMI NATION**  
2616 Kwina Road  
Bellingham, WA 98226  
(360) 384-2280  
*maryr@lummi-nsn.gov*  
*www.lummi-nsn.org*

**TRIBAL HISTORIC PRESERVATION OFFICER  
MAKAH TRIBE  
MAKAH CULTURAL AND RESEARCH CENTER**  
PO Box 160  
Neah Bay, WA 98357  
(360) 645-2711  
*mcrc@olyphen.com*  
*www.makah.com*

**WASHINGTON STATE GOVERNOR'S OFFICE OF  
INDIAN AFFAIRS**  
PO Box 40909  
Olympia, WA 98504-0909  
(360) 753-2411  
(360) 586-3653 (fax)  
*www.goia.wa.gov*

**WASHINGTON STATE HISTORICAL SOCIETY**  
1911 Pacific Avenue  
Tacoma, WA 98402  
1-888-238-4373  
(253) 272-3500  
(253) 272-9518 (fax)  
*www.wshs.org*

**WASHINGTON STATE PARKS AND RECREATION  
COMMISSION  
HISTORIC PRESERVATION OFFICER**  
PO Box 42650  
Olympia, WA 98504-2650  
(360) 902-8693

**WASHINGTON STATE SCENIC BYWAYS PROGRAM  
WASHINGTON STATE DEPARTMENT OF  
TRANSPORTATION**  
PO Box 47390  
Olympia, WA 98504-7370  
(360) 705-7895  
(360) 705-6822  
*connelp@wsdot.wa.gov*  
*www.byways.org/travel/state*

**WASHINGTON TRUST FOR HISTORIC  
PRESERVATION**  
1204 Minor Avenue  
Seattle, WA 98101  
(206) 624-9449  
(206) 624-2410 (fax)  
*infor@wa-trust.org*  
*www.wa-trust.org*

## Appendix 2

### Washington State Federally Recognized Indian Tribes

#### **CHEHALIS CONFEDERATED TRIBES**

The Honorable David Youckton, Chair  
 Chehalis Business Council  
 PO Box 536  
 Oakville, WA 98568  
 (360) 273-5911/753-3213  
 (360) 273-5914 (fax)  
 County: Grays Harbor/Thurston

#### **COLVILLE CONFEDERATED TRIBES**

The Honorable Joseph A. Pakootas, Chair  
 Colville Business Council  
 PO Box 150  
 Nespelem, WA 99155  
 (509) 634-4711  
 (509) 634-4116 (fax)  
 County: Okanogan/Ferry

#### **COWLITZ TRIBE**

The Honorable John Barnett, Chair  
 Cowlitz Indian Tribe  
 PO Box 2547  
 Longview, WA 98632-8594  
 (360) 577-8140  
 (360) 577-7432 (fax)  
 County: Cowlitz

#### **HOH TRIBE**

The Honorable Mary Leitka, Chair  
 Hoh Tribal Business Committee  
 2464 Lower Hoh Road  
 Forks, WA 98331  
 (360) 374-6582  
 (360) 374-6549 (fax)  
 County: Jefferson

#### **JAMESTOWN S'KLALLAM TRIBE**

The Honorable W. Ron Allen, Chair  
 Jamestown S'Klallam Indian Tribe  
 1033 Old Blyn Highway  
 Sequim, WA 98382  
 (360) 683-1109  
 (360) 681-4643 (fax)  
 County: Clallam

#### **KALISPEL TRIBE**

The Honorable Glen Nenema, Chair  
 Kalispel Business Committee  
 PO Box 39  
 Usk, WA 99180  
 (509) 445-1147  
 (509) 445-1705 (fax)  
 County: Pend Oreille

#### **LOWER ELWHA KLALLAM TRIBE**

The Honorable Francis Charles, Chair  
 Elwha Klallam Business Council  
 2851 Lower Elwha Road  
 Port Angeles, WA 98363  
 (360) 452-8471  
 (360) 452-3428 (fax)  
 County: Clallam

#### **LUMMI NATION**

The Honorable Darrel Hillaire, Chair  
 Lummi Business Council  
 2616 Kwina Road  
 Bellingham, WA 98226-9298  
 (360) 384-1489  
 (360) 380-1850 (fax)  
 County: Whatcom

#### **MAKAH TRIBE**

The Honorable Ben Johnson Jr., Chair  
 Makah Tribal Council  
 PO Box 115  
 Neah Bay, WA 98357  
 (360) 645-2201  
 (360) 645-2788 (fax)  
 County: Clallam

#### **MUCKLESHOOT TRIBE**

The Honorable John Daniels, Jr., Chair  
 Muckleshoot Tribal Council  
 39015 172nd Avenue SE  
 Auburn, WA 98092  
 (253) 939-3311  
 (253) 939-5311 (fax)  
 County: King

#### **NISQUALLY TRIBE**

The Honorable Dorian Sanchez, Chair  
 Nisqually Indian Tribe  
 4820 She-Nah-Num Drive SE  
 Olympia, WA 98513  
 (360) 456-5221  
 (360) 407-0125 (fax)  
 County: Thurston

#### **NOOKSACK TRIBE**

The Honorable Narcisco Cunanan, Chair  
 Nooksack Indian Tribal Council  
 PO Box 157  
 Deming, WA 98244  
 (360) 592-5176  
 (360) 592-5721 (fax)  
 County: Whatcom

**PORT GAMBLE S'KLALLAM TRIBE**

The Honorable Ronald Charles, Chair  
Port Gamble Business Committee  
31912 Little Boston Road NE  
Kingston, WA 98346  
(360) 297-2646  
(360) 297-7097 (fax)  
County: Kitsap

**PUYALLUP TRIBE**

The Honorable Herman Dillon, Sr., Chair  
Puyallup Tribal Council  
2002 East 28th Street  
Tacoma, WA 98404  
(253) 573-7800  
(253) 573-7929 (fax)  
County: Pierce

**QUILEUTE TRIBE**

The Honorable Russell Woodruff, Sr., Chair  
Quileute Tribal Council  
PO Box 279  
La Push, WA 98350  
(360) 374-6163  
(360) 374-6311 (fax)  
County: Clallam

**QUINAULT NATION**

The Honorable Pearl Capoeman-Baller, President  
Quinalt Business Committee  
PO Box 189  
Taholah, WA 98587  
(360) 276-8211  
(360) 276-4191 (fax)  
County: Grays Harbor

**SAMISH NATION**

The Honorable Kenneth Hansen, Chair  
Samish Tribe of Indians  
PO Box 217  
Anacortes, WA 98221  
(360) 293-6404  
(360) 299-0790 (fax)  
County: Skagit

**SAUK-SUIATTLE TRIBE**

The Honorable Gloria Green, Chair  
Sauk-Suiattle Indian Tribe  
5318 Chief Brown Lane  
Darrington, WA 98241  
(360) 436-0131  
(360) 436-1511 (fax)  
County: Skagit

**SHOALWATER BAY TRIBE**

The Honorable Charlene Nelson, Chair  
Shoalwater Bay Tribal Council  
PO Box 130  
Tokeland, WA 98590  
(360) 267-6766  
(360) 267-6778 (fax)  
County: Pacific

**SKOKOMISH TRIBE**

The Honorable Gordon James, Chair  
Skokomish Tribal Council  
N 80 Tribal Center Road  
Shelton, WA 98584  
(360) 426-4232  
(360) 877-5943 (fax)  
County: Mason

**SNOQUALMIE TRIBE**

The Honorable Bill Sweet, Chair  
Snoqualmie Tribe of Indians  
PO Box 280  
Carnation, WA 98014  
(425) 333-6551  
(425) 333-6727 (fax)  
County: King

**SPOKANE TRIBE**

The Honorable Warren Seyler, Chair  
Spokane Tribal Business Council  
PO Box 100  
Wellpinit, WA 99040  
(509) 258-4581  
(509) 258-9243 (fax)  
County: Stevens

**SQUAXIN ISLAND TRIBE**

The Honorable David Lopeman, Chair  
Squaxin Island Tribal Council  
SE 70 Squaxin Lane  
Shelton, WA 98584  
(360) 426-9781  
(360) 426-6577 (fax)  
County: Mason

**STILLAGUAMISH TRIBE**

The Honorable Shawn Yanity, Chair  
Stillaguamish Board of Directors  
3310 Smokey Point Drive  
Arlington, WA 98223  
(360) 652-7362  
(360) 659-3113 (fax)  
County: Snohomish

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**SUQUAMISH TRIBE**

The Honorable Bennie J. Armstrong, Chair  
Suquamish Tribal Council  
PO Box 498  
Suquamish, WA 98392  
(360) 598-3311  
(360) 598-6295 (fax)  
County: Kitsap

**SWINOMISH TRIBE**

The Honorable Brian Cladoosby, Chair  
Swinomish Indian Senate  
PO Box 817  
LaConner, WA 98257  
(360) 466-3163  
(360) 466-5309 (fax)  
County: Skagit

**TULALIP TRIBES**

The Honorable Stanley G Jones Sr., Chair  
6700 Totem Beach Road  
Marysville, WA 98270-9694  
(360) 651-4000  
(360) 651-4032 (fax)  
County: Snohomish

**UPPER SKAGIT TRIBE**

The Honorable Marilyn Scott, Chair  
Upper Skagit Tribal Council  
25944 Community Plaza  
Sedro Woolley, WA 98284  
(360) 854-7000  
(360) 854-7004 (fax)  
County: Skagit

**YAKAMA NATION**

The Honorable Jerry Meninick, Chair  
Yakama Tribal Council  
PO Box 151  
Toppenish, WA 98948  
(509) 865-5121  
(509) 865-5528 (fax)  
County: Yakima/Klickitat

## Appendix 3

### Certified Local Government Contacts

#### **City of Anacortes**

Anacortes Museum  
1305 8<sup>th</sup> Street  
Anacortes, WA 98221  
*museum@cityofanacortes.org*  
(360) 293-1915

#### **City of Auburn**

King County Historic Preservation Program  
Office of Business Relations and Economic Development  
516 Third Avenue, Room W-0402  
Seattle, WA 98104-5002  
*Julie.koler@metrokc.gov*  
(206) 296-8689  
(206) 205-0719 (fax)

#### **City of Bainbridge Island**

280 Madison Avenue N  
Bainbridge Island, WA 98110  
(206) 780-3774

#### **City of Bothell**

Department of Community Development  
18305 101<sup>st</sup> Avenue NE  
Bothell, WA 98011  
(425) 486-8152  
(425) 486-2489 (fax)

#### **City of Black Diamond**

King County Historic Preservation Program  
Office of Business Relations and Economic Development  
516 Third Avenue, Room W-0402  
Seattle, WA 98104-5002  
*Julie.koler@metrokc.gov*  
(206) 296-8689  
(206) 205-0719 (fax)

#### **City of Camas**

Clark County Department of Community Development  
PO Box 9810  
Vancouver, WA 98666  
*derek.Chisholm@co.clark.wa.us*  
(360) 397-2375, ext. 4909  
(360) 397-2011 (fax)

#### **City of Carnation**

King County Historic Preservation Program  
516 Third Avenue, Room W-0402  
Seattle, WA 98104-5002  
*Julie.koler@metrokc.gov*  
(206) 296-8689  
(206) 205-0719 (fax)

#### **City of Centralia**

Downtown Economic Development  
PO Box 609  
Centralia, WA 98531  
*deatwell@localaccess.com*  
(360) 330-7566

#### **City of Chehalis**

Department of Community Development  
1321 S Market  
PO Box 871  
Chehalis, WA 98532  
(360) 748-0271  
(360) 748-6993 (fax)

#### **City of Cheney**

Planning and Community Development  
112 Anderson Road  
Cheney, WA 99004  
*sbeeman@cityofcheney.org*  
(509) 498-9240  
(509) 498-9249 (fax)

#### **City of Colfax**

PO Box 229  
Colfax, WA 99111  
*eadams@ci.colfax.wa.us*  
(509) 397-3861

#### **Clark County**

Clark County Department of Community Development  
PO Box 9810  
Vancouver, WA 98666  
*derek.Chisholm@co.clark.wa.us*  
(360) 397-2375, ext. 4909  
(360) 397-2011 (fax)

#### **City of Dayton**

111 S First Street  
Dayton, WA 99328  
*lapinskij@bmi.net*  
(509) 382-2361  
(509) 382-2539 (fax)

#### **City of Edmonds**

Assistant Planner  
121 5th Avenue N  
Edmonds, WA 98020  
*scampbell@ci.edmonds.wa.us*  
(425) 771-0220  
(425) 771-0221 (fax)

**City of Ellensburg**

Associate Planner  
 City of Ellensburg  
 414 North Main Street  
 Ellensburg, WA 98926  
*Eyerlyb@ci.ellensburg.wa.us*  
 (509) 925-8608  
 (509) 962-7127 (fax)

**City of Everett**

Planning and Community Development Department  
 3002 Wetmore Street  
 Everett, WA 98201  
*Dkoenig@ci.everett.wa.us*  
 (425) 257-8736  
 (425) 257-8628 (fax)

**City of Kennewick**

Department of Community Development  
 PO Box 6108  
 Kennewick, WA 99336  
 (509) 585-4433  
 (509) 585-4445 (fax)

**King County**

King County Historic Preservation Program  
 Office of Business Relations and Economic Development  
 516 Third Avenue, Room W-0402  
 Seattle, WA 98104-5002  
*Julie.koler@metrokc.gov*  
 (206) 296-8689  
 (206) 205-0719 (fax)

**City of Lacey**

Lacey Department of Parks & Recreation  
 PO Box 3400  
 Lacey, WA 98509  
*Jsheler@ci.lacey.wa.us*  
 (360) 491-0857  
 (360) 438-2669 (fax)

**City of Longview**

Urban Services and Permits  
 PO Box 128  
 Longview, WA 98632  
*julie.hourcle@ci.longview.wa.us*  
 (360) 442-5081

**City of North Bend**

King County Historic Preservation Program  
 Office of Business Relations and Economic Development  
 516 Third Avenue, Room W-0402  
 Seattle, WA 98104-5002  
*Julie.koler@metrokc.gov*  
 (206) 296-8689  
 (206) 205-0719 (fax)

**City of Olympia**

Thurston Regional Planning Council  
 2404 B Heritage Court SW  
 Olympia, WA 98502  
*stevens@trpc.org*  
 (360) 786-5480  
 (360) 754-4413 (fax)

**Pierce County**

Planning and Land Services  
 2401 S 35<sup>th</sup>, Suite 228  
 Tacoma, WA 98409  
*apark@co.pierce.wa.us*  
 (253) 798-2783  
 (253) 591-3680 (fax)

**City of Pomeroy**

PO Box 370  
 Pomeroy, WA 99347  
*Clerkl@pomeroy-wa.com*  
 (509) 843-1601

**City of Port Townsend**

Department of Building and Community Development  
 Waterman-Katz Building  
 181 Quincy Street, Suite 301  
 Port Townsend, WA 98368  
*jmcDonagh@ci.port-townsend.wa.*  
 (360) 379-5085  
 (360) 385-7675 (fax)

**City of Puyallup**

Pierce County  
 Planning and Land Services  
 2401 S 35<sup>th</sup>, Suite 228  
 Tacoma, WA 98409  
*apark@co.pierce.wa.us*  
 (253) 798-2783  
 (253) 591-3680 (fax)

**City of Ritzville**

216 E Main Avenue  
 Ritzville, WA 99169  
*ritzvilleclerktreas@centurytel.net*  
 (509) 659-1930  
 (509) 659-0253 (fax)

**City of Roslyn**

City Clerk  
 PO Box 451  
 Roslyn, WA 98941  
*roslyn@inlandnet.com*  
 (509) 649-3105

**City of Seattle**

Seattle Neighborhoods  
 700 3<sup>rd</sup> Avenue, 4<sup>th</sup> floor  
 Seattle, WA 98104  
*karen.gordon@seattle.gov*  
 (206) 684-0381  
 (206) 233-5142 (fax)

**City of Shelton**

Department of Planning  
 PO Box 1277  
 Shelton, WA 98584  
*robinson@ci.shelton.wa.us*  
 (360) 432-5136  
 (360) 426-7746 (fax)

**City of Shoreline**

King County Historic Preservation Program  
 Office of Business Relations and Economic Development  
 516 Third Avenue, Room W-0402  
 Seattle, WA 98104-5002  
*Julie.koler@metrokc.gov*  
 (206) 296-8689  
 (206) 205-0719 (fax)

**Snohomish County**

Planning and Community Development  
 M/S 604  
 3000 Rockefeller Avenue  
 Everett, WA 98201-4046  
*l.lindgren@co.snohomish.wa.us*  
 (425) 388-3311, ext. 2372

**Spokane City/County**

Historic Preservation Officer  
 W 808 Spokane Falls Boulevard  
 Spokane, WA 99201  
*tbrum@spokanecity.org*  
 (509) 625-6987  
 (509) 625-6059 (fax)

**Town of Steilacoom**

Steilacoom Planning  
 1030 Roe Street  
 Steilacoom, WA 98388  
*steilacoom\_hpo@yahoo.com*  
 (253) 581-1912

**City of Skykomish**

King County Historic Preservation Program  
 Office of Business Relations and Economic Development  
 516 Third Avenue, Room W-0402  
 Seattle, WA 98104-5002  
*Julie.koler@metrokc.gov*  
 (206) 296-8689  
 (206) 205-0719 (fax)

**City of Snoqualmie**

King County Historic Preservation Program  
 Office of Business Relations and Economic Development  
 516 Third Avenue, Room W-0402  
 Seattle, WA 98104-5002  
*Julie.koler@metrokc.gov*  
 (206) 296-8689  
 (206) 205-0719 (fax)

**City of Tacoma**

Historic Preservation Officer  
 747 Market Street, Suite 1036  
 Tacoma, WA 98402  
*Reuben.mcknight@cityoftacoma.org*  
 (253) 591-5220  
 (253) 591-2002 (fax)

**Thurston County**

Thurston Regional Planning Council  
 2404 B Heritage Court SW  
 Olympia, WA 98502  
*stevens@trpc.org*  
 (360) 786-5480  
 (360) 754-4413 (fax)

**City of Tumwater**

Thurston Regional Planning Council  
 2404 B Heritage Court SW  
 Olympia, WA 98502  
*stevens@trpc.org*  
 (360) 786-5480  
 (360) 754-4413 (fax)

**City of Vancouver**

Long Range Planning  
 1313 Main Street  
 PO Box 1995  
 Vancouver, WA 98668-1995  
*Laura.Hudson@ci.vancouver.wa.us*  
 (360) 619-4103

**City of Walla Walla**

Development Services Department  
 PO Box 478  
 Walla Walla, WA 99362  
*gmabley@ci.walla-walla.wa.us*  
 (509) 527-4535

**City of Wenatchee**

Wenatchee Valley Museum and Cultural Center  
 127 S Mission  
 Wenatchee, WA 98801  
*k.bassett@wenatcheevalleymuseum.com*  
 (509) 664-3343  
 (509) 664-3356 (fax)

**Town of Yelm**

City Clerk  
 PO Box 479  
 Yelm, WA 98597  
*agnesb@yelmtel.com*  
 (360) 458-3244  
 (360) 458-4348 (fax)

## Appendix 4

### Glossary of Preservation-Related Terms

This list is taken from the *A Layperson's Guide to Historic Preservation Law* written by Julia H. Miller. To purchase a copy of this publication, please visit [www.preservationbooks.org](http://www.preservationbooks.org).

**Abandoned Shipwreck Act:** Federal law vesting title to abandoned shipwrecks found in state territorial waters, thereby enabling the preservation of historic shipwrecks.

**Advisory Council on Historic Preservation (ACHP):** Independent federal agency responsible for implementing the Section 106 review process.

**Affirmative maintenance:** Requirement in historic preservation ordinances that a building's structural components are maintained.

**Americans with Disabilities Act (ADA):** Law prohibiting discrimination to persons with disabilities, by requiring, among other things, that places generally open to the public, such as restaurants and hotels, be made accessible. Special rules apply to historic buildings and facilities.

**Appellate review:** Review of lower court or agency decision generally based on evidence in the record.

**Archeological Resources Protection Act (ARPA):** Primary federal statute governing archeological resources.

**“As applied” claim:** Term used to describe argument that a law has been unconstitutionally applied.

**Building code:** Law setting forth minimum standards for the construction and use of buildings to protect the public health and safety.

**Certificate of appropriateness (COA):** Certificate issued by a preservation commission to indicate its approval of an application to alter, demolish, move, or add on to a protected resource.

**Certified Local Government:** A city or town that has met specific standards enabling participation in certain National Historic Preservation Act programs.

**Charitable contribution:** A donation to a charitable organization whose value may be deducted from gross income for purposes of determining how much tax is owed.

**Comprehensive plan:** Official plan adopted by local governments that guides decision making over proposed public and private actions affecting community development.

**Contributing structure:** Building or structure in historic district that generally has historic, architectural, cultural, or archeological significance.

**Demolition by neglect:** Process of allowing a building to deteriorate to the point where demolition is necessary to protect public health and safety.

**De novo review:** Review of matter for the first time or in the same manner as originally heard.

**Designation:** Act of identifying historic structures and districts subject to regulation in historic preservation ordinances or other preservation laws.

**Due process:** Protection of constitutionally protected rights from arbitrary governmental action. Requires notice and opportunity to be heard.

**Easement (preservation or conservation):** Partial interest in property that can be transferred to a nonprofit organization or governmental entity by gift or sale to ensure the protection of a historic resource and/or land area in perpetuity.

**Economic hardship:** Extreme economic impact on individual property owner resulting from the application of a historic preservation law.

**Eligible property:** Property that meets the criteria for inclusion in the National Register of Historic Places but is not formally listed.

**Eminent domain:** The right of government to take private property for a public purpose upon payment of “just compensation.”

**Enabling law:** Law enacted by a state setting forth the legal parameters by which local governments may operate. Source of authority for enacting local preservation ordinances.

**Environmental Assessment or Impact Statement (EA or EIS):** Document prepared by state or federal agency to establish compliance with obligations under federal or state environmental protection laws to consider impact of proposed actions on the environment, including historic resources.

**Executive Order:** Official proclamation issued by the President that may set forth policy or direction or establish specific duties in connection with the execution of federal laws and programs.

**Facial claim:** Term used to describe argument that law is unconstitutional in all situations.

**Finding:** Factual or legal determination made by an administrative body or court upon deliberation.

**Guidelines:** Interpretative standards or criteria that are generally advisory in form.

**Historic district:** An area that generally includes within its boundaries a significant concentration of properties linked by architectural style, historical development, or a past event.  
Keeper of the National Register. Individual in the National Park Service responsible for the listing in and determination of eligibility of properties for inclusion in the National Register of Historic Places.

**Land trust:** A nonprofit organization engaged in the voluntary protection of land for the purpose of providing long-term stewardship of important resources, whether historical, archeological, or environmental, through the acquisition of full or partial interests in property.

**Land use:** General term used to describe how land is or may be utilized or developed, whether for industrial, commercial, residential or agricultural purposes, or as open space.

**Landmark:** A site or structure designated pursuant to a local preservation ordinance or other law that is worthy of preservation because of its particular historic, architectural, archeological, or cultural significance.

**Lien:** A claim or charge on property for payment of debt, obligation, or duty.

**Memorandum of Agreement (MOA):** Document executed by consulting parties pursuant to the Section 106 review process that sets forth terms for mitigating or eliminating adverse effects on historic properties resulting from agency action.

**National Environmental Policy Act (NEPA):** Primary federal law requiring consideration of potential impacts of major federal actions on the environment, including historic and cultural resources.

**National Historic Landmark (NHL):** Property included in the National Register of Historic Places that has been judged by the Secretary of the Interior to have “national significance in American history, archeology, architecture, engineering and culture.”

**National Historic Preservation Act (NHPA):** The federal law that encourages the preservation of cultural and historic resources in the United States.

**National Register of Historic Places:** Official inventory of “districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering and culture.”

**Native American Graves and Protection and Repatriation Act (NAGPRA):**  
Federal law providing for the repatriation of Native American human skeletal material and related sacred items and objects of cultural patrimony.

**Passive activity rules:** Prohibits the use of deductions and credits from “passive activities” (those in which the taxpayer is not involved on a regular, continuous, and substantial basis) to offset income and taxes owned from “non-passive” activities.

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**Public Buildings Cooperative Use Act:** Federal law governing the construction, acquisition, and management of space by the General Services Administration for use by federal agencies.

**Police power:** The inherent authority residing in each state to regulate, protect, and promote the public health, safety, morals, and general welfare.

**Precedent:** A prior case or decision similar or identical in fact or legal principle to the matter at hand that provides authority for resolution in a similar or identical way.

**Procedural laws:** Those laws that prescribe the method in which rights and responsibilities may be exercised or enforced.

**Rational basis:** Standard of review applied by appellate courts that affords high deference to the wisdom or expertise of an administrative body.

**Regulations:** Rules promulgated by an administrative agency that interpret and implement statutory requirements.

**Rehabilitation tax credit:** Twenty percent federal income tax credit on expenses for the substantial rehabilitation of historic properties.

**Revolving fund:** Fund established by a public or nonprofit organization to purchase land or buildings or make grants or loans to facilitate the preservation of historic resources.

**Section 106:** Provision in National Historic Preservation Act that requires federal agencies to consider effects of proposed undertakings on properties listed or eligible for listing in the National Register of Historic Places.

**Section 4(f):** Provision in Department of Transportation Act that prohibits federal approval or funding of transportation projects that require “use” of any historic site unless (1) there is “no feasible and prudent alternative to the project,” and (2) the project includes “all possible planning to minimize harm.”

**Site plan:** Proposed plan for development submitted by the property owner for review by a planning board or other governmental entity that addresses issues such as the siting of structures, landscaping, pedestrian and vehicular access, lighting, signage, and other features.

**Special permit:** Device allowing individual review and approval of a proposed development.

**State Historic Preservation Officer (SHPO):** Official appointed or designated, pursuant to the National Historic Preservation Act, to administer a state's historic preservation program.

**Subdivision:** Act of converting land into buildable lots. Ordinances generally set forth standards for layout of streets, utility systems, stormwater management, and so forth.

**Substantial evidence:** Standard of review applied by courts in reviewing governmental decisions. A decision will be upheld if supported by such evidence that a reasonable mind would accept as adequate to support a certain conclusion.

**Substantive laws:** Those laws that create, define, and regulate specific rights as opposed to those which set forth the process or means for the enforcement of such rights or obtaining redress.

**Sunshine law:** General term applied to laws that require meetings of governmental agencies and other authorities be open.

**"Taking" of property:** Act of confiscating private property for governmental use through “eminent domain” or by regulatory action.

**Tax abatement:** A reduction, decrease, or diminution of taxes owed, often for a fixed period of time.

**Tax assessment:** Formal determination of property value subject to tax.

**Tax credit:** A “dollar for dollar” reduction on taxes owed.

**Tax deduction:** A subtraction from income (rather than taxes) that lowers the amount upon which taxes must be paid.

**Tax exemption:** Immunity from an obligation to pay taxes, in whole or in part.

**Tax freeze:** A “freezing” of the assessed value of property for a period of time.

**Transferable development right (TDR):** Technique allowing landowners to transfer right to develop a specific parcel of land to another parcel.

**Undertaking:** Federal agency actions requiring review under Section 106 of the National Historic Preservation Act.

**Zoning:** Act of regulating the use of land and structures according to district. Laws generally specify allowable use for land, such as residential or commercial, and restrictions on development such as minimum lot sizes, set back requirements, maximum height and bulk, and so forth.

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## Appendix 5

### Resources

#### Internet

The Internet provides easy access to information on issues regarding historic and culture resources and their preservation. It also aids in access to preservation experts who can provide guidance.

#### **National Trust for Historic Preservation**

<http://www.nationaltrust.org/>

#### **MRSC FAQ page**

<http://www.mrsc.org/Subjects/Planning/historic/hpfaqs.aspx>

#### **National Main Street Program**

<http://www.mainstreet.org/About/msapproach.htm>

#### **City of Tacoma Historic Preservation**

<http://www.cityoftacoma.org/default.asp?main=/22historic/Default.asp>

#### **Shoreline Management**

<http://www.ecy.wa.gov/programs/sea/SMA/index.html>

#### **Office of Indian Affairs**

<http://www.goia.wa.gov/Default.htm>

#### **Department of Archaeology and Historic Preservation**

<http://dahp.wa.gov>

#### **Department of the Interior**

[http://www2.cr.nps.gov/hli/hli\\_p.htm](http://www2.cr.nps.gov/hli/hli_p.htm)

#### **Books and Articles**

“The Contributions of Historic Preservation to Housing and Economic Development,” David Listokin, Barbara Listokin, and Michael Lahr. Rutgers University, Housing Policy Debate, Volume 9, Issue 3. ©Fannie Mae Foundation, 1998.

Books and articles by Donovan D. Rypkema, nationally known expert on historic preservation economics, including: “The Economic Power of Restoration” (speech delivered on January 15, 2001); “Historic Preservation and Affordable Housing: The Missed Connection,” National Trust for Historic Preservation, August 2002; “Historic Preservation Is Smart Growth), Planning Commissioners Journal, Number 52, Fall 2003; *The Economics of Historic Preservation: A Community Leader’s Guide*, National Trust for Historic Preservation, 1994.