2020 SHPO Award winners from top left: ASUW Shell House (image courtesy University of Washington); Sand Point Building 9 (image courtesy Mercy Housing); Seitz Barn (image courtesy Bill & Libby Frazier); McMenamin's Tacoma Elks Temple (image courtesy McMenamin's); Andy de los Angeles, Lois Sweet Dorman, and Ray Mullen (images courtesy Snoqualmie Tribe); Louisa Hotel, Seattle (image courtesy Tanya Woo); Utsalady Ladies Aid Building, Camano Island (image courtesy Utsalady Ladies Aid); Fort Ward Community Hall, Bainbridge Island (image courtesy Friends of Fort Ward); New Burke Museum, University of Washington Campus (image courtesy Burke Museum).

The Washington State Historic Preservation Plan 2021–2026

INHABITING OUR HISTORY

dahp
protect the past, shape the future
DEPT OF ARCHAEOLOGY + HISTORIC PRESERVATION

The activity that is the subject of this State Historic Preservation Plan has been financed in part with Federal funds from the National Park Service, U.S. Department of the Interior. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior.

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The views and conclusions contained in this document are those of the authors and should not be interpreted as representing the opinions or policies of the U.S. Government. Mention of trade names or commercial products does not constitute their endorsement by the U.S. Government.

Allyson Brooks Ph.D., Director
State Historic Preservation Officer

Greetings:

As the Washington State Historic Preservation Officer, it is a pleasure to share the **Washington State Historic Preservation Plan 2021–2026:** *Inhabiting Our History*. As explained in the Introduction, development of a preservation plan by the state historic preservation office (Department of Archaeology and Historic Preservation or DAHP) is mandated by the National Historic Preservation Act of 1966. To this end, it is gratifying to announce that the National Park Service reviewed and accepted *Inhabiting Our History* in October, 2020.

As you read through the document, please keep in mind that the goals, strategies, and actions called out in the Plan are based upon extensive outreach to stakeholders across the state. While much of the Plan was composed during tumultuous 2020, the issues addressed in the Plan transcend the health, economic, and social challenges that characterized the year. For example, key themes articulated in the five planning goals will position historic preservation as a way to: rebuild local economies; sustain healthy and safe communities; and strengthen work to preserve the places and traditions of *all* people, including previously underrepresented communities, who have shaped Washington.

I want to extend our appreciation to all who helped develop the Plan. Special thanks go to members of the Plan Steering Committee and DAHP Staff (see list of names in Appendix A); our many colleagues in preservation related trades and professions; cultural resource managers in federal, state, and local agencies; private, non-profit organizations and institutions; and to all who participated in our public outreach effort by responding to surveys, attending meetings, and reviewing draft documents.

A special word of appreciation goes to Tribal Elders, Tribal Councils, Tribal Historic Preservation Officers, and cultural resource committee members for their dedication to preserving the culture that has thrived here for millennia. A special thanks to Melissa Calvert of Muckleshoot for authoring the Historic Preservation and Native American Values statement found on page 6.

Now the work begins. As described in the document, *Inhabiting Our History* is not a DAHP agency work plan. Nor is any funding source attached to help implement it. Therefore, I invite you to join with me and the many organizations called out in the Plan to undertake the challenging, yet rewarding work of preserving Washington's cultural resources for the present and future generations.

Sincerely,

Allyson Brooks, Ph.D.
State Historic Preservation Officer

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Part 1: Overview and Planning Process

Introduction: Shaping the Future

The people of Washington State have a rich history. Indigenous peoples were the first inhabitants; they have sustained rich and flourishing cultures stretching back millennia, and continuing today. People from African, Asian, European including and Hispanic cultures arrived much later, having reached the region in the late 18th century. The history of this long span of time tells the story of how those who came before us shaped present-day Washington State. Knowing and understanding this vast heritage compels us to be proactive in working with indigenous communities, to see that their cultural resources are protected, as well as those of other descendent communities.

To ensure the stewardship of important cultural resources into the future, the Governor-appointed State Historic Preservation Officer (SHPO) develops and implements a State Historic Preservation Plan (Plan) every five years in collaboration with Tribes, the historic preservation community, and key stakeholders. The Plan Steering Committee played a key role in developing the document, working with the SHPO to identify key issues and priorities. See page 14 for more discussion about the Plan Steering Committee.

This Plan sets forth a vision and strategic direction for historic preservation efforts in the state during the defined five-year planning cycle from 2021 to 2026. Under the SHPO's direction, the Washington State Department of Archaeology and Historic Preservation (DAHP) spearheads and/or coordinates these preservation efforts.

The Washington State Historic Preservation Plan for 2014–2019: *Getting the Future Right* unfolded as the state and nation recovered from the impacts of the economic recession of 2008. The goals and strategies incorporated in ***Getting the Future Right*** sought to position historic preservation as a proven economic and community development tool.

The Washington State Historic Preservation Plan for 2021–2026: *Inhabiting Our History* was crafted during a period when the state and nation faced the global COVID-19 pandemic and social unrest in 2020. Without doubt, these events brought about a multitude of societal and economic changes, but it also illustrated to millions how worldwide events can affect each of us in a very direct and personal way. Moreover, experiencing this brought home how events, even in the distant past, continue to shape our communities in very fundamental ways.

The context during which *Inhabiting Our History* was written has been challenging. Marked by abundant questions about the future, a scarcity of trust in the present, and challenges to long-held assumptions, historic preservation work rarely seemed so challenging. At the same time, it had never been more important and fuller of opportunity. The 2021 to 2026 Plan is proactive in broadening the work of historic preservation to include what we will refer to as “intangible cultural heritage” or “living heritage,” that is, embracing in our work a broader range of cultural resources. Intangible cultural

heritage (ICH) resources are not necessarily "places," but rather emblematic of cultures and community identity. Examples include language, ceremonies/celebrations, crafts, music, building traditions, and more. By implementing ICH goals, preservationists will expand the scope of preservation to include more than the buildings, structures, sites, districts, and objects that have defined the profession since passage of the National Historic Preservation Act of 1966 (NHPA). In addition, the Plan sets the course for developing tools, incentives, and models for planners and local preservationists to use to increase the integration of historic preservation into local and statewide growth management work.

Defining Roles: The SHPO and the Preservation Community

In fulfilling requirements of the National Historic Preservation Act of 1966[1], DAHP, as Washington's state historic preservation office, is the responsible entity for developing the Plan. However, implementing the Plan is a shared responsibility that includes DAHP and encompasses the efforts of a wide range of interested individuals, organizations, businesses, and government entities.

In short, *Inhabiting Our History* is ***not*** a plan solely ***for*** DAHP nor is it a DAHP agency work plan. Rather, the Plan is a statewide tool for conveying shared priorities and guiding cooperative efforts to preserve the state's cultural heritage. As discussed below, Native Americans are key stakeholders in the work of historic preservation in Washington given their long presence and imprint on the land.

Other key stakeholders playing a role to implement the Plan include: property owners; federal, state, and local agencies; private nonprofit organizations; professionals in closely related fields such as architecture, archaeology, planning, project development, and real estate; and our colleagues working in education, archives, historical societies, museums, and the arts and the humanities. In the private, nonprofit sector, Washington has several strong voices for heritage, including but not limited to the Association for Washington Archaeology (AWA) and the Washington Trust for Historic Preservation (WTHP). At the local level, strong advocates for preservation include organizations such as Spokane Preservation Advocates, Historic Seattle, Association of King County Historical Organizations (AKCHO), and Historic Tacoma. Others focus on specific historic places such Friends of Seattle's Olmsted Parks, The Historic Trust in Vancouver (focused on preserving Providence Academy), and the Yakima Interurban Lines Association, dedicated to maintaining the former Yakima Valley Transportation Co. streetcar system. Also discussed later but worth noting here are Main Street organizations now found in 65 (mostly rural or suburban) communities throughout the state. These grassroots programs forge an important preservation link to businesses and local economic development interests. Last, but certainly not least, historic preservation stakeholders include many individuals from all backgrounds having an active interest in preserving heritage to foster the well-being and vitality of their communities[2].

[1] For more information about the NHPA visit: https://www.achp.gov/digital-library-section-106-landing/national-historic-preservation-act.

[2] Please refer to Appendix B for a select list of stakeholder organizations.

Native American Tribes: A Proud and Rich Heritage

Native Americans and the state's Tribal governments are key SHPO partners and the state's preservation community in recognizing and protecting Washington's heritage. As inhabitants of these lands since time immemorial, Native Americans have a vital stake, keen interest, and heartfelt connection to the cultural resources within their traditional lands. The Governor, SHPO, and DAHP are committed to working respectfully with Tribal governments, and their representatives (often the Tribal Historic Preservation Officer[3] [THPO]) on issues affecting cultural resources in Washington State.

Key Partners in Preservation Planning

The SHPO, DAHP, and the historic preservation community respect Native American Tribes as sovereign nations with unique cultures and traditions. Their strong connection to the land and deep commitment to sustaining Tribal culture enriches our state. It also inspires and strengthens our present aspirations to protect cultural and natural resources. Sincere appreciation is extended to Native American Tribes and members for their care and dedication to preserving cultural resources and our heritage. We are honored to continue our work with the following Tribes to preserve cultural resources and implement the Plan:

- Chinook Indian Nation
- Coeur d'Alene Tribe
- Colville Confederated Tribes
- Confederated Tribes of the Chehalis Reservation
- Confederated Tribes and Bands of the Yakama Nation
- Confederated Tribes of the Grand Ronde
- Confederated Tribes of the Umatilla Indian Reservation
- Confederated Tribes of Warm Springs
- Cowlitz Indian Tribe
- Duwamish Tribe
- Hoh Indian Tribe
- Jamestown S'Klallam Tribe
- Kalispel Tribe of Indians
- Kikiallus Indian Nation
- Lower Elwha Klallam Tribe
- Lummi Nation
- Makah Tribe
- Marietta Band of the Nooksack Tribe
- Muckleshoot Indian Tribe
- Nez Perce Tribe
- Nisqually Indian Tribe
- Nooksack Tribe
- Port Gamble S'Klallam Tribe
- Puyallup Tribe
- Quilleute Nation
- Quinault Nation
- Samish Indian Nation
- Sauk-Suiattle Tribe
- Shoalwater Bay Tribe
- Skokomish Tribe
- Snohomish Tribe
- Snoqualmie Nation
- Snoqualmoo Tribe of Indians

- Spokane Tribe
- Squaxin Island Tribe
- Steilacoom Indian Tribe
- Stillaguamish Tribe of Indians
- Suquamish Tribe
- Swinomish Indian Tribal Community Tribe
- Tulalip Tribes
- Upper Skagit Tribe
- Wanapum Tribe

At the initial stage of drafting the Plan, the Plan Steering Committee and the SHPO placed high priority on fully engaging with Native American Tribes in the preservation planning process. This high priority acknowledged that ancestors of present-day Native Americans lived here for thousands of years. Therefore, they have deep-rooted ties to the land and the cultural resources that manifest this heritage, and a heartfelt commitment to protecting these resources for future generations. Indeed, there is no distinction between cultural and natural resources. This strong commitment to the land also makes Tribes key stakeholders and partners in statewide historic preservation efforts.

Note is made here that not all Tribes listed above are "federally recognized tribes." Federally recognized Tribes are those Tribal governments recognized as sovereign nations by the United State government and were/are established by treaties, acts of Congress, Executive Orders, or court decisions. As such, these Tribes are empowered to exercise authority over Tribal members and Tribal lands. In Washington, there are seven "non-federally recognized" Tribes that have not received the authority nor the benefits that federal recognition brings. In historic preservation work, federally recognized Tribes are afforded a formal consultative role in the implementation of federal laws such as the NHPA and the Native American Graves Protection and Repatriation Act (NAGPRA), as well as the state-level Centennial Accord[3], signed by the then 26 federally recognized Tribes and Governor Booth Gardner in 1989[3]. Regardless, in day-to-day practice, the SHPO, DAHP staff, and other cultural resource managers recognize that Native Americans, whether members of a federally recognized Tribe or not, have a strong relationship to their homelands and the cultural resources thereon. Therefore, DAHP respects and considers the viewpoints of non-federally recognized Tribal members on cultural resource matters as it would other interested or affected parties.

What is a Tribal Historic Preservation Officer?

Inhabiting Our History makes frequent references to THPOs as key partners in statewide historic preservation work. To provide some background, the National Historic Preservation Act (NHPA) (as amended) provides that "An Indian tribe may assume all or any part of the functions of a State Historic Preservation Officer…with respect to tribal land." The National Alliance of Tribal Historic Preservation Officers[4] (NATHPO) describes THPOs as "…officially designated by a federally-recognized Indian tribe to direct a program approved by the National Park Service and the THPO must assume some or all of the

[3] To view the Centennial Accord, go to: https://goia.wa.gov/relations/centennial-accord.

[4] For more information about THPOs and NATHPO go to: http://www.nathpo.org/thpos/what-are-thpos/).

functions of State Historic Preservation Officers on Tribal lands. This program was made possible by the provisions of Section 101(d) (2) of the National Historic Preservation Act."

As of 2020, there are 18 THPOs in Washington State, two in Idaho, and three in Oregon with usual and accustomed lands within Washington state boundaries. It is important to keep in mind that Tribes are not required to apply to the U.S. Department of the Interior for THPO status; however, Tribes must be federally recognized in order to be eligible to apply for ***THPO*** status. It is important to note that while not all Tribes have appointed a THP ***Officer***, many do staff and support a Tribal Historic Preservation ***Office***. These Tribal agencies employ staff charged with undertaking cultural resource identification, recording, and protection work. In addition to the THP Office or Officer, many, if not most, Tribes support the work of a cultural resource committee. These committees comprise members with knowledge of cultural resources and Tribal history as well as strong interest in preservation.[5]

To this end, Melissa Calvert, Director of Muckleshoot Wildlife, Preservation and General Services Department, Dennis Lewarch, THPO for the Suquamish Tribe, and Kevin Lyons, Cultural Resources Program Manager for the Kalispel Tribe, together represented Native American concerns and interests on the Plan Steering Committee. Our appreciation extends to Ms. Calvert, and Messrs. Lewarch and Lyons for providing a Tribal voice on the committee. Recognition is also made here of all the THPOs, Tribal historic preservation agencies, cultural resource programs, cultural committees, and Tribal Elders across the region who speak and act so effectively on behalf of the cultural and natural resources that are of importance to their respective Tribes.

The following Historic Preservation and Native American Values statement is included for readers and users of *Inhabiting Our History* to gain insight on how Native Americans view and value cultural resources. It is also included to serve as a reminder that the Plan addresses the *full range* of cultural resources that give evidence to our heritage. As a result, there is the expectation that the goals, strategies and actions contained in the Plan be respectful and inclusive of cultural resources important to Native Americans. Special thanks go to Ms. Calvert for preparing this statement for *Inhabiting Our History*.

Historic Preservation and Native American Values

For thousands of years, Native Americans called Washington State and the Pacific Northwest home. Today's descendants of the pre-contact generations continue the timeless activities of hunting, fishing and gathering the generous bounty that Mother Nature provides throughout the seasons. These annual activities provide an opportunity for grandparents and parents to share and teach the younger generation about the cultural value of the Natural Resources, and to hand down the responsibilities and expectations of stewardship in order to maintain opportunities to continue these necessary activities. These personal experiences assist our children to understand who they are and where they come from;

[5] DAHP maintains a list of THPOs and cultural resource staff contacts that can be accessed here: https://dahp.wa.gov/sites/default/files/WashingtonTribescontactList_6.26.2020.pdf.

the act of harvesting salmon in the same water system that has provided food for their beloved ancestors for many generations creates a profound relationship and understanding that will never be forgotten. In this way, the salmon is no longer just a fish, the water is no longer just a Bay, Lake or River…it is home.

The state of Washington is unique with many different habitats that provide food, tools, general supplies, and medicine to Native peoples. From Vaccinium membranaceum, Big Huckleberry, which can be found in the Cascade Mountain range up to 5000 feet in elevation to the Panopea generosa, Pacific Geoduck, which can be found 40 feet below the surface of the Puget Sound, the State of Washington is clearly rich with a variety of natural resources. So, it is important to understand that each Tribe will have a strong and unique understanding of the natural resources and their habitat from which they live. There are 29 federally recognized Tribes in the State of Washington, each Village located within a very specific habitat and ecosystem.

Because of the vast variety and character of Washington State, it becomes remarkably clear why a government-to-government relationship with individual Tribes must be established in order for growth and development to continue. Because Tribes possess a longstanding relationship with the land and its resources, it would be in the best interest of both Tribal and Non-Tribal governments to meet and discuss project details in order for both parties to meet their obligations and fulfill their responsibilities to the citizens and natural resources of the Evergreen State. Tribes are not only expending great effort and resources to protect the traditional and historic sites in our state that retain material evidence of past use of the landscape, but are also working tirelessly to preserve the traditional teachings of their ancestors, through active living of the culture. Preserving the culture and traditions of yesterday will prevent the permanent loss of the identity and character of the proud people who call the State of Washington home.

Defining Historic Preservation

Before delving deeper into what the Plan is about and our goals for the next five years, the following discussion sets forth a definition of "historic preservation." First, the National Park Service (NPS) describes "historic preservation" as:

> *…a conversation with our past about our future. It provides us with opportunities to ask, "What is important in our history?" and "What parts of our past can we preserve for the future?" Through historic preservation, we look at history in different ways, ask different questions of the past, and learn new things about our history and ourselves. Historic preservation is an important way for us to transmit our understanding of the past to future generations…Our nation's history has many facets, and historic preservation helps tell these stories. Sometimes historic preservation involves celebrating events, people, places, and ideas that we are proud of; other times it involves recognizing moments in our history that can be painful or uncomfortable to remember.*[6]

[6] National Park Service: https://www.nps.gov/subjects/historicpreservation/what-is-historic-preservation.htm.

A Word about Nomenclature

Like other highly specialized and technical fields of expertise, historic preservation has evolved its own formal and informal glossary of terms, jargon, acronyms, and word usage that is peculiar unto itself. The use of these terms, often employed for communication efficiency amongst professionals, also may bring about confusion, disagreement, and different application even amongst the professionals who use them on a routine basis. In the historic preservation field, there are several words and phrases used and interpreted in different ways and in different contexts. Just a few examples include "historic properties," "archaeological and historic resources," "historic places," "heritage resources," "cultural and historic resources," and "cultural resources." At DAHP, everyday use of the term "**cultural resources**" implies the ***full range of resources*** associated with human use and manipulation of the environment. Specifically, this includes traditional foods (**First Foods**) and medicines as well as the habitats that those resources rely upon. For purposes of the Plan, the phrase "cultural resources" is used throughout the document when referring to the ***full range* of resources** potentially eligible for listing in the National Register of Historic Places (NRHP), the Washington Heritage Register (WHR), local registers of historic places, and Tribal registers of designated cultural resources. These resources or "property types" are sites, buildings, structures, districts, and objects, and Traditional Cultural Places (TCPs) and cultural landscapes. Going beyond these resource types found on the landscape**,** *Inhabiting Our History* has ambition to embrace cultural resources of a more ephemeral nature, such as languages, food, customs, and artisanship. These and other examples are cultural resources that are that are not candidates for NRHP listing but nevertheless are nonrenewable resources that may yield important information about past and present societies. For further discussion, see narrative on Underrepresented Communities and Intangible Cultural Heritage on pages 49 and 51 respectively.

State Historic Preservation Planning: A Nationwide Effort

As described above, Washington's Plan is developed and implemented as a necessary aid to guide and coordinate statewide historic preservation initiatives. In passing the NHPA, Congress included in the text of the Act the preservation planning mandate by stating: "It shall be the responsibility of the State Historic Preservation Officer to…Prepare and implement a comprehensive state-wide historic preservation plan…" In 2014, Congress substituted the NHPA with Title 54 of the US Code governing the operations of the NPS and its related programs, including the national historic preservation program. Unchanged is the NPS requirement for each state and U.S. territory to prepare and submit for review and acceptance a state preservation plan. According to NPS guidance, all state plans are required to include or address certain elements. These requirements include:

- A plan in which a wide array of organizations, individuals, and agencies can participate in and help implement.
- The plan addresses the full range of cultural resources (i.e. buildings, structures, sites, districts, and objects).
- To help draft the plan, a robust public participation process is designed and implemented.
- A summary assessment of the status of the SHPO's inventory of cultural resources and registration efforts.

- An overview of issues, threats, and opportunities that will likely play a role in historic preservation planning efforts during the planning cycle.
- The goals, strategies, and actions identified in the plan must be realistic and attainable during the planning cycle.

Washington's plan, *Inhabiting Our History*, contains or addresses all NPS required elements. In light of this discussion, the following are a few noteworthy aspects of this document and the planning process:

- The Plan Steering Committee and the SHPO made a deliberate effort to raise the level of Native American participation in the planning process. Tribal representatives were fully engaged in committee work and outreach efforts. Tribal governments and THPOs were afforded an opportunity to review and comment on the draft. Evidence of this inclusion is the Native American Perspective on Historic Preservation beginning on page 6 of this document as well as inclusion of several strategies and action items intended to address the concerns voiced in various forums. In addition, the document has been written and edited in an attempt to make sure that the full range of cultural resources are given equal weight and consideration.

- In addition to Native Americans, early in the planning and public participation process, the steering committee and the SHPO prioritized reaching out to representatives of communities typically underrepresented in historic preservation work.

- Accompanying each action item is the identification of stakeholders anticipated to assist implementing the action items. Also included are products or outcomes associated with the planned action. The intent of including this level of detail is to convey to stakeholders that the action items have tangible and measurable results.

- Throughout the planning process, many worthy ideas and needs were articulated. However, including all or too many ideas results in a plan that is unwieldy and unfocused. Therefore, included herein are goals and strategies deemed attainable in the five-year planning timeframe.

In Review—The Washington State Historic Preservation Plan 2014–2019: Getting the Future Right[7]

As Washington's historic preservation community looks ahead to the 2021–2026 planning cycle, it is useful to look back over preservation accomplishments during the most recent five-year plan cycle. For context, *Getting the Future Right* was drafted as Washington was recovering from the effects of the 2008 economic recession. As a result, *Getting the Future Right* was tailored to help local and state land-use decision-makers learn about and implement tools to aid economic and community development initiatives. A few notable examples of accomplishments over the past five years include the following:

[7] To view this and other previous Washington state historic preservation plans go to: https://dahp.wa.gov/preservationplan.

- In accord with *Goal 1. A. Create new and enhance existing incentives for historic preservation*, in 2018 the State Legislature established the Historic Cemetery preservation program that included funding for a cemetery rehabilitation grant fund. After two grant cycles, the cemetery preservation funds invested over $900,000 in 43 rehabilitation projects in 19 counties, and generated nearly $300,000 in matching funds. Both the Washington Heritage Barn and Historic County Courthouse rehabilitation grant programs have also grown over the past five years. This included over $2.5 million in State funding directed to WA Heritage Barn Register-listed barns in nearly every county. Rehabilitation grants to county courthouses now approaches $20 million in State investment alone, which has triggered over $30 million in local matching funds. All three programs combined have sparked job creation and tax revenue, not to mention community pride. Broad-based support with legislators and the public, and documented economic impact, solidified the support and continuation of these three grant programs. The following three figures map the State of Washington's investment in the Historic Cemetery, Heritage Barn, and Historic County Courthouse rehabilitation grant programs from inception to 2021.

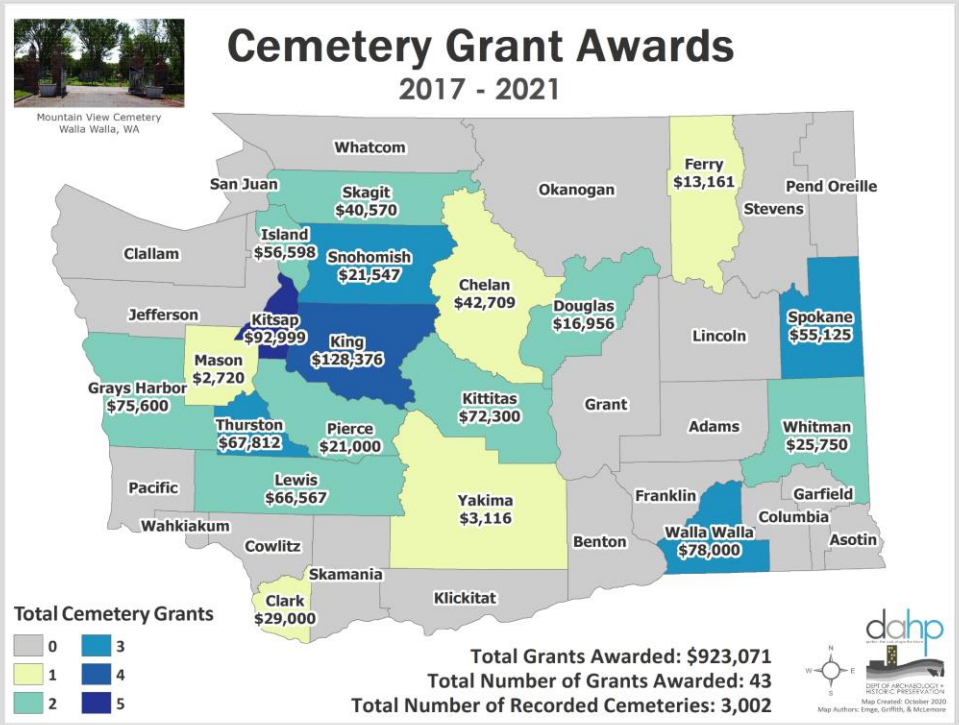

Figure 1: Historic Cemetery Grants by county, 2017–2021.

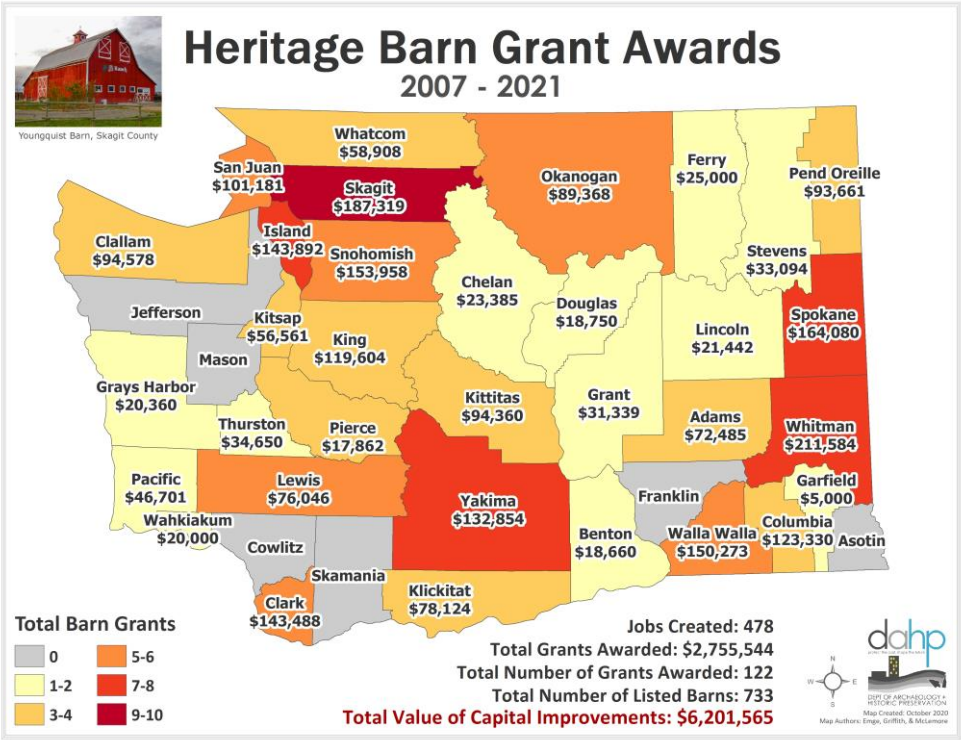

Figure 2: Heritage Barn Rehabilitation Grants by county 2007–2021.

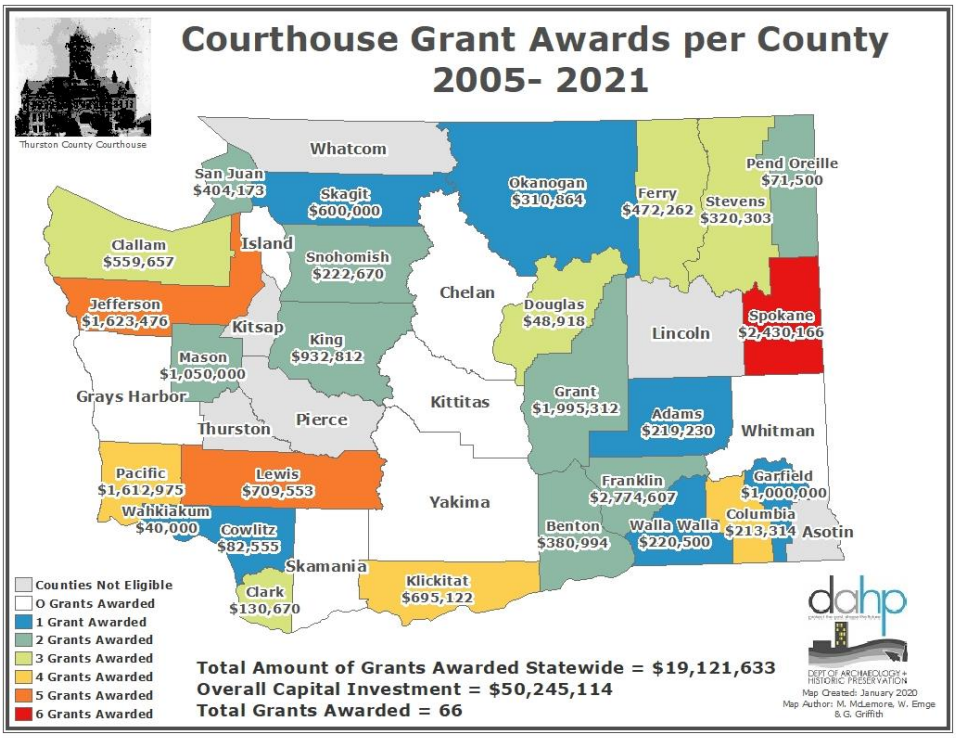

Figure 3: Historic County Courthouse Rehabilitation Grants by county 2005–2021.

- Legislation in 2017 raised the Main Street Tax Credit program cap to $2.5 million. Because of this increase, businesses can now receive a 75% credit on their Business & Occupation (B&O) or Public Utility Tax obligations given as donations to Main Street programs of their choice. Raising the cap benefits additional businesses who want to invest directly in the communities they serve, as well as expanding the number of Main Street programs who benefit from the increased revenue stream.

- The Washington Main Street Program (WMSP) has been administered by DAHP since 2010 after being transferred to the agency by the State Legislature. Since coming to DAHP, the WMSP has grown exponentially in terms of impact, profile, and influence. In addition to raising the tax credit cap, the WMSP program attained other successes during the 2014–2019 planning cycle, including national recognition of its effectiveness in supporting downtown revitalization work. DAHP's Main Street program also planned and hosted highly successful Revitalize WA annual conferences held in historic downtowns in Chelan, Wenatchee, Bellingham, Ellensburg, and Port Townsend. These successful events were capped when WMSP hosted the National Main Street Center conference in 2019, attracting over 3,000 attendees to Seattle. For more information about the WMSP, visit: https://dahp.wa.gov/local-preservation/main-street-program.

- A work group convened by DAHP to explore expanding or creating new incentives for historic building rehabilitation focused on ways to incentivize the seismic retrofitting of historic unreinforced masonry (URM) buildings in Washington. Discussion by the work group merged with efforts by the City of Seattle that led to success in obtaining State funding to research the number of URMs and estimate the dollars needed to seismically retrofit these buildings.

- A major achievement related to *Goal 1. C. Promote cultural and heritage tourism* was the designation by Congress in 2019 of two National Heritage Areas (NHA) in the state: the Washington Maritime and the Mountains to Sound NHAs. These non-regulatory, nationally recognized historic designations set the stage for increased recreation, tourism, and economic benefits through enhanced area-wide promotions, coordinated marketing, and interpretive efforts.

- To realize *Goal 2. D. Encourage more National Register nominations that reflect the diversity of our heritage, DAHP* was successful in receiving two grants from the NPS's Underrepresented Communities grant program. These grants enabled DAHP to undertake development of historic context documents; survey and inventory of historic properties associated with the context; and identify and nominate eligible properties to the NRHP.

- Great strides were made to reach *Goal 2. C. Create education programs tailored for elementary through high school students*. The 2014–2019 planning cycle has seen six successful Youth Heritage Project (YHP) sessions. These one-week summertime youth camps have proven a major success, by immersing junior and high school students and teachers in historic preservation principles and issues.

Part 2: Washington State Historic Preservation Plan

The Planning Context

Comments and recommendations made by stakeholders, members of the public, and Tribal authorities—provided to prepare the 2021–2026 preservation plan—strongly reflected the issues and concerns surfacing in broader discussions across Washington State, and by extension, the nation. The previous five years was marked by impressive economic expansion, population growth, and technological/communication advancements in nearly every part of the state. Metropolitan Seattle strengthened its claim to "global city" status as construction cranes, skyrocketing housing costs, and traffic congestion grabbed national media attention. A commensurate level of expansion occurred in other urban areas, such as Bellingham, Spokane, Vancouver, the Tri-Cities, and Wenatchee.

The benefits of a booming economy and rapid population growth were accompanied by less-welcome side effects, including widening economic and social gaps, homelessness, and environmental degradation. It should be noted that as the planning process came to a close, the COVID-19 pandemic and social unrest arising from racial inequities struck the state and nation. While the social, health, and economic impacts of these events were immediate, the long-term impacts on the nation's culture, governance, and economy will being to unfold during the 2021–2026 planning timeframe.

For Washington's historic preservation community, the previous five years brought its own mix of wins and losses. On the one hand, readily available cash sparked historic building rehabilitation projects, some with huge investments, such as St. Edward's Seminary in Kenmore, McMenamins Elks Lodge in Tacoma, and the Ridpath Hotel in Spokane. Another positive worth mentioning is that privately and publicly funded rehabilitation projects have been achieved not only in the state's three largest metropolitan areas, but also in smaller jurisdictions, such Cheney, Lynden, Port Townsend, and Walla Walla. Successes in building rehabilitation were mirrored in new investments in city centers; Washington's Main Street program has enjoyed robust interest and successes in reviving historic downtowns with new businesses, jobs, residences, and retail/entertainment experiences.

From a different perspective, a thriving economy has also resulted in significant losses in cultural resources. New private and public construction projects accelerated the loss of archaeological sites and demolished historic buildings and structures in urban, suburban, and rural areas. Also lost or diminished are cultural landscapes, caused by introduction of incompatible development and/or disassociation from the groups or cultures who interacted in these landscapes.

As the nation and Washington state transition from a decade of robust growth and development to recovery from the pandemic shock, preservationists find themselves facing new, yet familiar challenges and opportunities. Just as after the 2008 financial crisis, the virus pandemic may bring about re-examination of how and where we interact with our environment and each other. We may also recognize the benefits of healthy ecosystems and investment in "social capital" to achieve public health

and a sustainable economy. Moreover, advances in technology and communication will continue at an ever-increasing pace to shape how our communities look, function, and change.

The Planning Process

For the 2021–2026 Plan, DAHP engaged a wide range of interested individuals, professions, and organizations involved in preserving the state's cultural resource base. The ideas and recommendations gathered during the planning process were synthesized into the goals, strategies, and actions that comprise the Plan and will guide actions statewide during the planning cycle.

To prepare the updated Plan, the SHPO used the services of DAHP staff to implement the public engagement process, facilitate Plan Steering Committee meetings, and manage an online public survey/questionnaire process. Once received, feedback from these public processes were reviewed, analyzed, and then cycled into draft goals statements, strategies, and actions. Subsequently, the SHPO, DAHP staff, and Plan Steering Committee members vetted preliminary goals. Following those reviews, the draft was circulated to a much larger audience for public review and comment. Simultaneously, this first draft was submitted to Tribal councils, THPOs, and Tribal cultural committees for review and comment.

Plan Steering Committee

Formulation of a Plan Steering Committee was the first step in the state historic preservation planning process. Similar to previous planning cycles, the committee's charge was to serve as a sounding board to the SHPO and DAHP staff on issues and tasks to be addressed in the plan. These individuals represented their constituency's perspective on preservation and shared their expertise on trends and issues affecting historic preservation in Washington. Paul Mann of Spokane (and at that time Chair of the Washington State Advisory Council on Historic Preservation[8]), served as Chair of the Plan Steering Committee. See the Acknowledgements in Appendix A on pages 68-69 for a complete list of Plan Steering Committee members.

The Plan Steering Committee met three times during initial stages of the planning process: February, March, and July 2018. Over the course of the following two-year plan development stage, committee members were in contact with DAHP and each other via email. Committee members also engaged in the planning process through emails and/or conference calls with DAHP staff, each other, and/or with other interested stakeholders. Throughout development, draft documents were circulated electronically for review and feedback.

Over the course of the Plan's development, the Plan Steering Committee:

- Generated a list of issues and broad topic areas to be addressed in the Plan

[8] For more information on the Washington State Advisory Council on Historic Preservation, go to: https://dahp.wa.gov/historic-registers/washington-state-advisory-council-on-historic-preservation.

- Drafted a vision statement for historic preservation at the end of the planning cycle (2026)
- Adopted guiding principles for drafting and implementing the Plan
- Defined the tone and drafted the content of the online public opinion questionnaire
- Shaped and participated in public meetings about the Plan
- Reviewed and provided comments on draft documents at each step of the planning process.

Our Vision for the Future

In arriving at a vision for the Plan, committee members strove for a statement that was brief, concise, and active. In addition to these qualities, the committee wanted to convey in the vision that historic preservation work is inclusive of diverse communities and intentional in respecting the contributions of Native American Tribes to our region's past, present, and future. They also wanted to reiterate the well-being that historic preservation brings to communities. After several reviews and edits, the Plan Steering Committee adopted the following vision statement:

> *Our shared heritage not only enriches the present, but it can also shape the future. The state historic preservation plan seeks to engage with all people of Washington to help them take ownership as intentional stewards of that heritage. Together, we can honor the stories and places of our diverse communities, which will boost the economy, promote sustainable practices, and strengthen our sense of place.*

Guiding Principles

In addition, the Plan Steering Committee defined guiding principles for the design, development, and implementation of the Plan. Committee work resulted in the following guiding principles:

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

Public Engagement Process

The Plan Steering Committee designed a methodology for maximizing opportunities for the public to engage in the planning process. This process was tailored to engage a diverse group of stakeholders by using a variety of participation methods including:

- Online survey/questionnaire
- Public meetings
- Conference/workshop presentations
- Targeted focus group meetings
- Targeted outreach to Tribal council and THPOs.

Detailed below is information about these public engagement methods and their results.

Online Survey Questionnaire

In consultation with the Plan Steering Committee, an online survey was developed using the Survey Monkey web-based questionnaire platform. The online survey tool proved the most efficient and effective public outreach tool based on results from previous state preservation planning efforts, as well as feedback from other state planning experiences. The results for the 2021–2026 planning cycle affirm this as a sound public participation strategy to solicit and receive broad feedback in large numbers from historic preservation stakeholders around the state.

Steering committee members were fully involved in designing the survey content. There was insistence that the survey question language avoid professional jargon, be quick and easy to complete, and intentionally de-emphasized demographic questions. More importantly, the questions were worded to draw in the respondent at a personal level. This was achieved by asking about their level of interest/support in historic preservation and how they personally engage with historic preservation efforts and/or interact with cultural resources. In the end, the survey comprised 10 open-ended questions, 6 questions with predetermined choices, and 3 optional demographic questions (zip code, age, and ethnicity). Of course, all responses were anonymous unless a respondent requested a response on a specific question or issue. The finalized questionnaire/survey was posted on DAHP's website with the link disseminated through blog posts, newsletters, and public presentations. Interestingly, posts made on web-based neighborhood blogs proved to be effective in driving interested members of the public to the questionnaire. A copy of the questionnaire can be viewed in Appendix D.

To summarize, over the span of the planning process 700 people completed the questionnaire. Demographic data indicates that the vast majority of the respondents were in the 41-and-above age category. According to zip code data, the location of respondents was closely tied to where public meetings/presentations were given, as well as the presence of Certified Local Governments[9] (CLG), THPOs, and Main Street communities.

Public Meetings

Stakeholder meetings provided an opportunity to engage the historic preservation community and other interested parties in a series of conversations about current issues and opportunities facing cultural resources in Washington. Meetings were held in four locations across the state: Aberdeen/Hoquiam, Bellingham, Ellensburg, and Walla Walla/College Place, and scheduled from April through July 2018. These public meetings followed a format that included a PowerPoint presentation followed by small-group roundtable discussions. The questions used for the roundtable discussions were based on the online public opinion questionnaire to bring consistency to the process. During the meetings, the questions also served to spark open and frank discussions that brought out wide-ranging issues and

[9] For more information about local historic preservation programs and Certified Local Governments, go to: https://dahp.wa.gov/local-preservation/certified-local-government-program.

ideas. The meetings concluded with summary statements and an opportunity for final questions or comments. Just a few examples of the many comments received include:

- *Building inspectors are important sources of information and need to be exposed to alternative interpretations of codes.*
- *Economic development and historic preservation sometimes clash.*
- *Encourage historic building owners to do the work right and find the right people for the job.*

In addition to these specially arranged public meetings, presentations about the state historic preservation planning process were given at several conferences, meetings, and workshops around the state for the duration of the planning process.

Outreach to Other Stakeholders

Effective implementation of the Plan depends on working with a wide range of individuals, agencies, and organizations well beyond Plan Steering Committee members and others actively engaged in statewide preservation efforts. However, reaching these stakeholders often required engaging them in a work setting, well outside the online questionnaire and public meetings of the Plan's formal public participation process.

Based on input from the Plan Steering Committee, DAHP staff members conducted focus-group meetings or individual interviews. During the course of preparing *Inhabiting Our History*, the SHPO and DAHP staff regularly met with many stakeholders on issues related to not only regular business matters but also updates on the planning process. Examples of this outreach work include, but are not limited to the following:

- Meetings of the State Agency Cultural Resources Workgroup on Disaster Planning, managed by the Emergency Management Division of the Washington Military Department (WMD)
- Inter-Agency Work Group on Growth Management hosted by the Washington Department of Commerce (COM)
- Quarterly Regional Planners Forums also organized by the COM
- The Annual Cultural Resources Protection Summit, hosted by the Suquamish Tribe
- Planning Association of Washington (PAW) annual conferences, and a special "Boot Camp" workshop on historic preservation planning, in Ellensburg
- The annual Revitalize WA conference, hosted by DAHP in partnership with the WTHP
- Presentations to local historic preservation commissions and DAHP's CLG training workshops.

In sum, over the course of all of these and other forums, DAHP met with representatives from a wide range of Tribal, federal, state, and local governments. Also engaged were other public and private stakeholder groups and individuals, many of whom work outside of the historic preservation realm. Examples of various business sectors reached in these conversations include, but are not limited to, local land-use planners, emergency managers, museum staff, educators, and communications specialists.

These gatherings reached hundreds of participants who were informed about the state historic preservation planning process and the online survey.

Focus Group Meetings and Interviews

Early in the process, the Plan Steering Committee identified several broad historic preservation topics: diversity/underrepresented communities, economics, education, local/Tribal preservation, and land-use planning. Committee conversations began to focus on these topics as being the basis of new planning goals. To explore these four topic areas in more detail, DAHP staff, together with several Plan Steering Committee members, identified and engaged with potential stakeholders in a series of focus-group meetings, conference calls, or in-person interviews.

Regarding the diversity/underrepresented communities discussion, it was fortuitous that DAHP had concurrently received an Underrepresented Communities program grant from the NPS. This grant funding implemented Phase II of DAHP's effort to identify cultural resources associated with the state's Hispanic population in the post-World War II era. The public outreach component of this project provided DAHP an ideal opportunity to reach members of that community to gain their perspective on strategies to engage underrepresented groups in the state's historic preservation work. Goal 2 and its supporting strategies and actions is the outcome of this engagement process. This same methodology employed to engage the Hispanic community was used to reach representatives of other interest groups, including communications, education, sustainability, land-use planning, disaster planning, housing, and mainstream historic preservation practice.

Results

The public engagement process for the 2021–2026 Plan reached a diverse group of individuals and stakeholder groups, within but also outside the state's mainstream historic preservation constituency. A summary of the comments received reveals close alignment with early issue identification generated by the Plan Steering Committee. The following points were consistently made through the online survey and face-to-face meetings:

1. Broaden the span of historic preservation work—preservation work must reflect the state's cultural diversity and be proactive in identifying and documenting the places and traditions that define the many cultures that thrive in Washington.
2. Honor and preserve Native American heritage—acknowledge and protect Native American heritage across the state's landscape and the interconnections with natural resources.
3. Do a better job of telling our stories—raise the profile of historic preservation and heritage in the media and in education across all age groups.
4. Enhance the economics of historic preservation—If historic places are going to be saved, steps are needed to make rehabilitation work easier and economically viable.
5. Historic preservation ***is*** sustainability—keep making the case that preservation is the ultimate in conserving natural resources by recycling built environment resources.
6. Historic preservation and land-use planning—make sure that local comprehensive planning includes consideration of development impacts on cultural resources.

7. Historic preservation builds social capital—preservation sustains a community's pride and "sense of place" that promotes social equity and leverages social capital.

These and hundreds of other comments obtained from numerous conversations, meetings, and presentations were analyzed in conjunction with feedback received from the online survey. This mix of inputs was synthesized to formulate five goals, in addition to strategies and actions that came to comprise *Inhabiting Our History*.

Once a draft Plan was composed, the document was vetted by the SHPO, DAHP staff, and the Plan Steering Committee. Comments received from these key stakeholders were cycled into creating the text that became the first draft. In turn, this first draft was circulated to a much larger audience for a broad-based review and comment cycle. Circulation of the draft was achieved by electronic means via DAHP's extensive contact lists, blog and Facebook posts, and contact information collected during the public participation process. Based on DAHP's contact list alone, the draft plan reached at least 3,500 email addresses, and hundreds more through blog and Facebook posts.

The draft document was available for review for one month. In response to this outreach, DAHP received approximately 50 comments with corrections, edits, and recommendations for revising the Plan. Following the public review and comment period, the Plan was revised as appropriate. Once again, revisions were circulated to the SHPO, DAHP staff, and the Plan Steering Committee for a final review and acceptance before forwarding to the NPS for that agency's review and acceptance. The *Inhabiting Our History* was accepted by the NPS in October, 2020.

Plan Summary and Goals

Recognizing a fundamental shift has taken place in how the state and nation view change in our communities, *Inhabiting Our History* emerged as the Plan's title. This title intends to convey the sense that historic preservation is ***not*** about setting aside and freezing in time a select collection of buildings for nostalgia. Rather, historic preservation is about sustaining, enhancing, and shaping dynamic, living communities. History, and by extension, historic preservation, transcends boundaries, and preservationists are proactive in protecting and stewarding the places that have been the platform on which lives and cultures have unfolded, and will continue to unfold, for generations.

The goals, strategies and actions set forth on pages 22–31 comprise the very heart of the Washington State Historic Preservation Plan 2021–2026. They represent a distillation of the issues, needs, and opportunities identified by Washington's preservation community and stakeholders over the course of preparing the Plan. Based upon feedback from the public participation process, Plan Steering Committee discussions, and interactions amongst the SHPO and DAHP staff, overarching plan themes began to coalesce around the following:

- Promote existing tools, and develop new tools and incentives to enhance the effectiveness of historic preservationists and Tribes in working to incorporate protection of cultural resources in land-use decision-making processes (supports Points 2, 4, and 6 above [see page 18]).

- Broaden historic preservation work to embrace a greater span of cultural resource types and the heritage of underrepresented communities (supports Points 1, 2, and 7).

- Be proactive and innovative in sharing with a broader audience information and stories about the richness of Washington's cultural resources and the value of preserving our heritage (supports Points 1 and 3).

- Continue and expand efforts to demonstrate historic preservation as a means for communities to achieve sustainability goals and expand housing opportunities for all households (supports Points 4, 5, and 7).

- Work to make sure that cultural resources are addressed in emergency/disaster preparedness, response, and recovery efforts at all levels (supports Points 5 and 6).

What is Included and What's Not

Acknowledgement is made that the preservation planning process elicited many more ideas, needs, and issues than can be meaningfully addressed in *Inhabiting Our History*; hundreds, if not thousands, of comments were received online and made at public meetings. The final list of action items included in the Plan was drafted by DAHP to address, to the greatest extent feasible, the issues and concerns expressed by stakeholders. Once drafted, the goals, strategies, and action items were vetted by the Plan Steering Committee, and accepted by the SHPO. While recognizing that there are many good ideas, limiting the number of actions to those listed in the Plan is realistic about what can be achieved in a five-year period, given already stretched resources and economic headwinds.

As stated elsewhere in the Plan, *Inhabiting Our History* is not "owned" by the SHPO, nor is it a DAHP agency work plan for the SHPO and staff to implement. Clearly, the SHPO and DAHP play a key role in coordinating strategies and implementing actions. However, to achieve the goals of protecting our heritage while increasing preservation efforts requires collaboration amongst the many organizations, agencies, businesses, and individuals that comprise Washington's historic preservation community, together with Tribal leadership.

Summary of Goals and Strategies

Goal 1. Recognize the protection of cultural resources as key to fostering civic engagement, local identity, and community pride; promote historic preservation as the "preferred alternative" when it comes to implementing programs, policies, and projects that shape how our communities look, thrive, and change.

A. Engage with organizations and local units of government to integrate historic preservation into state and local land-use and growth-management policy.

B. Seek opportunities to promote the connection between historic preservation, climate change, economic recovery, and sustainability/environmental initiatives.

C. Increase and strengthen cultural resource management programming and support at the state and local levels.

Goal 2. Expand historic preservation to embrace intangible cultural heritage, that is, to include a broader spectrum of places, persons, and experiences that have shaped our communities.

A. Increase efforts to identify, document, or commemorate places associated with diverse communities.

B. Identify and/or establish forums in which to engage with members of underrepresented communities on topics of mutual interest.

Goal 3. Share, with ever larger and diverse audiences, our rich and valuable stories in innovative formats and engaging ways.

A. Develop an innovative media strategy that will bring insights and appreciation for Washington's past to broader audiences.

B. Support existing, and launch new outreach efforts by agencies and organizations to educate others about cultural resource management policies and practices.

Goal 4. Invest our time, expertise, and passion for preservation in the places, people, and organizations where decisions are made that affect our heritage.

A. Expand the use of existing, and implement new incentives that protect and preserve cultural resources.

B. Collaborate with Tribal governments to raise awareness, recognition, and protection of Traditional Cultural Places, and cultural landscapes.

C. Share data and information with wider audiences to demonstrate the benefits of preservation and cultural resource management decision-making.

Goal 5. To protect cultural resources, expand the way we prepare for, respond to, and recover from emergencies and the impacts of climate change.

A. Assemble expertise and funding to create a toolbox of disaster planning resources and materials to help local governments, organizations, and property owners to prepare for, respond to, mitigate, and recover from disaster events.

B. Design and implement a comprehensive outreach effort to provide information, "best practices," and "hands-on" training for protection of cultural resources in the event of a disaster.

C. Formalize communication and data sharing with Emergency Management Division and responding agencies.

For a key to the acronyms and initialisms of terms, agencies, and organizations referred to in the Plan, refer to Appendix C, beginning on page 72.

Goals, Strategies, and Actions

Goal 1. Recognize the protection of cultural resources as key to fostering civic engagement, local identity, and community pride; promote historic preservation as the "preferred alternative" when it comes to implementing programs, policies, and projects that shape how our communities look, thrive, and change.

Historic preservation is a proven, successful approach to managing change in our communities. However, the benefits that preservation brings to community development are often overlooked at the project development stage. This goal charts ways for preservationists to build new or stronger links with partners in growth management planning, climate change, sustainability, economic development, housing, conserving sensitive lands, social equity, disaster preparedness, and community resiliency. Three strategies and associated actions help reach this goal.

A. Engage with organizations and local units of government to integrate historic preservation into state and local land-use and growth-management policy.

I. Develop and make available templates of planning-related documents that include recommended language or "best practices" for protecting cultural resources. Include, but not limit to development & subdivision regulations; critical area ordinances; sub-area plans; design guidelines; shoreline management plans; etc.	Proponents: DAHP, COM-Growth Management Services (GMS), CLGs Products: Model language and/or document templates posted on DAHP website
II. Develop and make widely available recommended design guidelines and site planning approaches that sensitively accommodate accessory dwelling units (ADUs) to historic properties & districts, to stem the loss of existing historic housing from demolition in urban areas.	Proponents: DAHP, COM-GMS, CLGs Products: Model language and/or document templates posted on DAHP website
III. Engage in statewide discussions to update the 1990 Growth Management Act[10] (GMA). Coordinate with COM-GMS to update and expand guidance materials for implementing GMA Goal 13 Historic Preservation.	Proponents: COM-GMS and DAHP Products: Updated GMA with new language re: historic preservation and guidance in COM-GMS publications and outreach

[10] To view the Growth Management Act, go to: https://app.leg.wa.gov/rcw/default.aspx?cite=36.

IV. Increase the capacity of state, local, and Tribal agencies to comment on land-use proposals reviewed according to the State Environmental Policy Act (SEPA).	Proponents: DAHP & State agencies Products: Qualified cultural resource staff employed
V. Collect data and launch a study to examine and document the role and impact of preserving, adapting, and rehabilitating historic buildings for housing units in a sample of the state's communities.	Proponents: COM and DAHP Products: Study and executive summary
VI. Promote the use of preservation tools such as financial incentives, zoning overlays, design guidelines, local historic register protection, etc. to preserve historic character of neighborhoods.	Proponents: DAHP and CLGs Products: Presentations, website content, & webinars

B. Seek opportunities to promote the connection between historic preservation, climate change, economic recovery, and sustainability/environmental initiatives.

I. Develop and test a methodology for calculating the energy and carbon that could be saved in new construction by rehabilitating historic/older properties. II. Integrate the product of (I.) into state and local planning, historic preservation, and design review processes as an aid in evaluating impacts on the environment and landfills.	Proponents: DAHP, technical committee, higher education Products: A model made available by DAHP and other stakeholders used in evaluating environmental costs/benefits of preserving historic/existing structures
III. Develop and make available model comprehensive planning templates to integrate historic preservation and Main Street approaches into "Downtown" and "Economic Development" plan elements.	Proponents: DAHP, COM-GMS, WMSP, CLGs Products: Model planning element posted on dahp.wa.gov

IV. Research and pursue linking (Washington Information System for Architectural and Archaeological Records Data (WISAARD) data layers to other appropriate local, state, and federal agency databases hosting environmental and land-use data and forecasting models; ***culturally sensitive site data to be protected.***	Proponents: Products:	Federal, state, and local agencies; WA Tech, Tribal governments GIS data-layer on WISAARD
V. In consultation with stakeholders, identify and disseminate recommended "best practices" or treatments for cultural resources impacted by climate change, emergencies, and sea-level rise.	Proponents: Products:	Workgroup comprised of interested and affected stakeholders Documents posted on the web and in webinars

C. Increase and strengthen cultural resource management programming and support at the state and local levels.

I. Increase the number of professional staff at DAHP and other State and local agencies tasked with reviewing and commenting on state and locally authorized land-use actions.	Proponents: Outcome:	DAHP, CLGs, State agencies, THPOs Additional DAHP staff member and additional staff members at state and/or local agencies
II. Fund and continue implementing enhancements and advancements of DAHP's WISAARD to streamline the environmental review process for all stakeholders.	Proponents: Products:	DAHP, WA Tech To be determined based on budget and stakeholder input
III. Transform the Governor's Executive Order 05-05 to assist state agencies and local governments in considering the impact of their actions on cultural resources.	Proponents: Outcome:	Governor's Office Revisions to Executive Order 05-05

Goal 2. Expand historic preservation to embrace intangible cultural heritage, that is, to include a broader spectrum of places, persons, and experiences that have shaped our communities.

This goal sets forth several first steps to expand preservation work to a wider range of cultural resources to gain a greater understanding of the many people, places, and cultures that have shaped, and are

shaping, Washington's past, present, and future. Two strategies and associated actions help reach this goal.

A. Increase efforts to identify, document, or commemorate places associated with diverse communities.

I. Investigate establishing a statewide ICH register that would identify and honor a range of cultural resources not necessarily eligible for listing in the NRHP.	Proponents: ACHP, DAHP, CLGs, Tribes Products: A designation program to be administered by DAHP
II. Identify underrepresented communities in the State's *Inventory of Cultural Resources* and continue efforts to write context documents and undertake survey & inventory efforts of cultural resources associated with those communities.	Proponents: DAHP, NPS Products: At least two survey & inventory efforts to include at least two NRHP nominations
III. Review and update existing NRHP nominations to incorporate potential Areas of Significance and/or new/corrected text that address association(s) with underrepresented communities.	Proponents: DAHP, CLGs, NPS, THPOs, higher education Products: Nominations reviewed and revised
IV. Support efforts by local, Tribal, and other culturally based initiatives to undertake "theme studies" or heritage plans that identify a broader range of cultural resources, along with strategies for long-term preservation.	Proponents: DAHP, CLGs, THPOs Products: One cultural heritage plan
V. Initiate work with Tribes and other stakeholders to identify, document, and protect battlefield sites and other places of strife, as well as of healing and resolve.	Proponents: DAHP, THPOs, Tribal governments, historical societies, museums, NPS American Battlefield Protection Program Products: Inventory records, designations, and preservation plans

B. Identify and/or establish forums in which to engage with members of underrepresented communities on topics of mutual interest.

I. Engage with and facilitate discussions with members of underrepresented communities to identify and commemorate the places and resources deemed to have significance and are important to pass along to future generations.	Proponent: DAHP, Governor's Office, private nonprofit organizations, community groups, CLGS, WMSP Outcome: Organization of a steering committee to design and implement an outreach strategy
II. Explore expanding the Governor's Advisory Council on Historic Preservation to broaden membership to diverse groups and underrepresented communities.	Proponents: DAHP, Governor's Advisory Council on Historic Preservation Outcome: Two new ACHP members
III. Develop relationships and partnerships with other statewide agencies that focus on serving underrepresented communities.	Proponents: DAHP, Governor's Office, Humanities Washington, higher education Outcome: New and stronger relationships

Goal 3. Share, with ever larger and diverse audiences, our rich and valuable stories in innovative formats and engaging ways.

Communities embody their history, some of which can be seen where the history took place. While not all stories are for sharing, many of our communities have rich and engaging stories at their core that date from many generations ago. This goal identifies a series of steps needed to develop content and the medium that will enable communities and preservationists to work together to share those stories about the people and places that should, or could, be told, because they have shaped our past and can influence the future. Two strategies and associated actions help reach this goal.

A. Develop an innovative media strategy that will bring insights and appreciation for Washington's past to broader audiences.

I. Convene a working group of media specialists and the historic preservation community to create and sustain opportunities for innovative means to share the stories of cultural and historic properties.	Proponents: DAHP, stakeholders in media, Tribes Products: Report and implementation strategy

II. Add or identify a full-time DAHP staff-member as outreach and training coordinator tasked with coordinating DAHP training and special events that highlight archaeological, cultural, and historic places, including but not limited to DAHP Academy, Washington Archaeology Month, and Historic Preservation Month.	Proponent: DAHP, higher education Outcome: Increase number of stakeholders receiving training and programs
III. Convene a working group of teachers and cultural resource professionals to draft K-12 curricula meeting Community Based Assessment requirements and post on Open Educational Resources Commons.	Proponents: DAHP, educators, OSPI, THPOs Products: Develop and disseminate model curricula for classrooms

B. Support existing and launch new outreach efforts by agencies and organizations to educate others about cultural resource management policies and practices.

I. Organize regional workshops on a regular basis providing information and training on cultural resource management issues to professionals and students.	Proponents: DAHP, THPOS, WTHP, federal, state, local agencies; higher education Products: Ongoing series of webinars/workshops for professional training
II. Task a workgroup of educators and cultural and historic preservation professionals to draft a cultural resource management curriculum made available as a model for teaching at the college level.	Proponents: DAHP, higher education, THPOs, WTHP Products: A model document to be posted on DAHP website
III. Create and post podcasts on cultural resource management and planning topics and "best practices."	Proponents: DAHP, media professionals Products: Podcasts
IV. Develop a multimedia approach that promotes the Main Street program as a bridge between economic development and other local issues (housing, social equity, sustainability, etc.).	Proponents: WMSP, DAHP, local Main Street programs, CLGs Products: Targeted messaging in appropriate media

V. Create a "user-friendly" guide in accessible formats directed to owners of properties where archaeological resources are present, which will encourage awareness, appreciation, and good stewardship practices.	Proponents: DAHP, higher education Products: A brochure in print and electronic formats

Goal 4. Invest our energy, expertise, and passion for preservation in the places, people, and organizations where decisions are made that affect our heritage.

Public response to the preservation plan's public outreach effort makes clear that historic preservation is intensely local. Respondents closely identify their well-being with the surroundings that connect them to their past and with their ancestors. Comments also strongly expressed the desire to see places that are important to them be passed along intact, to be valued by future generations. Goal 4 validates that preservation happens at the community level. Therefore, preservation planning efforts must focus on providing the tools necessary for those communities to undertake this work. Three strategies and associated actions help reach this goal.

A. Expand the use of existing, and implement new incentives that protect and preserve cultural resources.

I. Explore the feasibility of creating a statewide public development authority (PDA) to purchase, preserve, and resell historic properties, including archaeological sites, for long-term preservation.	Proponents: DAHP, Legislature Product: Research and recommendations
II. Collaborate with WA Department of Commerce (COM) to promote private investment in the rehabilitation and reuse of historic properties within the state's Opportunity Zones.	Proponents: COM, DAHP, WMSP Product: Presentations/online materials
III. Work to implement new or enhance existing financial incentive programs to support the rehabilitation of privately-owned historic buildings for affordable housing and for seismic retrofits of URM buildings.	Proponents: DAHP, WTHP, WMSP, Historic Seattle, Seattle EMD Product: Draft policies and programs

IV. Disseminate the "Impact of Main Street in WA State" report and its findings to broad audiences and decision-makers, and promote the Main Street program as the most effective economic development, historic preservation, and place-making tool.	Proponents: WMSP, DAHP, local Main Street programs, CLGs Product: Presentations at forums and through media.
V. Draft and implement management plans for the Washington Maritime and Mountains to Sound Greenway NHAs.	Proponents: WTHP/MTSGT, DAHP, NPS Product: Management Plans

B. Collaborate with Tribal governments to raise awareness, recognition, and protection of Traditional Cultural Places and cultural landscapes.

I. Collaborate with Tribes, property owners, agencies, planners, and others to identify and nominate TCPs to the NRHP.	Proponents: Tribal governments, THPOs, DAHP Product: Two TCPs nominated to the NRHP
II. Renew work to draft context modules that summarize regional archaeology, culture, and landscapes for land-use owners & managers to identify and manage associated resources accordingly.	Proponents: DAHP, NPS, THPOs, higher education Product: Context modules posted on DAHP website
III. Convene annual "summits" with the SHPO, THPOs, Tribal representatives, and other interested parties to discuss issues of mutual concern.	Proponents: DAHP, THPOs Product: Annual meetings

C. Share data and information to wider audiences to demonstrate the benefits of preservation and cultural resource management decision-making.

I. Update the 2006 *Economic Impact Analysis of Historic Preservation on Washington's Economy* and disseminate to a broad audience.	Proponents: DAHP, WTHP, WMSP Product: Updated document and outreach
II. Update the 2007 Archaeological Site Predictive Model and upload to WISAARD.	Proponents: DAHP, WA Tech Product: Updated model as WISAARD data layer

III. Track and post key metrics on the DAHP website to include data on rehabilitation investments, jobs created, housing units rehabbed/preserved, etc.	Proponents: DAHP, CLGs, WMSP, NPS Product: Data posted at dahp.wa.gov with ongoing updated data

Goal 5. To protect cultural resources, expand the way we prepare for, respond to, and recover from emergencies and the impacts of climate change.

This goal brings awareness to emergency management agencies about the presence of cultural resources on the landscape and precautions to take before, during, and after a disaster event to protect these resources. The goal also activates the historic preservation community to engage with local emergency managers to better prepare for, respond to, and recover from natural, environmental, and health emergencies. The approach to achieving this goal is through development of planning tools, training, and communication. Three strategies and associated actions help reach this goal.

A. Assemble expertise and funding to create a toolbox of disaster-planning resources and materials to help local governments, organizations, and property owners to prepare for, respond to, mitigate, and recover from disaster events.

I. Draft and disseminate a model disaster plan directed to assist local emergency management planners, historic preservation agencies, and THPOs.	Proponents: DAHP, WA EMD, FEMA, NPS, CLGs, Tribal governments, THPOs, WMSP, higher education Product: Model local disaster plan widely promoted and posted on dahp.wa.gov
II. Continue effort to identify and establish incentives to encourage property owners to undertake work to retrofit historic properties for earthquake, flood, wildfire, and other emergencies.	Proponents: DAHP, preservation incentive workgroup Product: Incentive packages and guidance
III. Continue and expand participation in local, state, and federal emergency management planning forums, such as the Washington Restoration Framework.	Proponents: WA EMD, DAHP, FEMA Products: Ongoing participation in EMD disaster planning forums and trainings

B. Design and implement a comprehensive outreach effort to provide information, "best practices," and "hands-on" training for protection of cultural resources in the event of a disaster.

I. Plan and host workshops for emergency planners, responders, and cultural resource managers on protecting cultural and historic resources in the event of an emergency or disaster, such as earthquake, flood, fire, etc. Design and implement outreach to cultural resource property owners and occupants.	Proponents: DAHP, NPS, CLGs, Tribal governments, THPOs, higher education Product: Trainings and guidance materials
II. Establish an ongoing program based on National Heritage Responders, to train a volunteer network with expertise in cultural resource management willing and able to respond following a disaster to conduct preliminary damage assessments, collect data, and monitor recovery efforts.	Proponents: DAHP, EMD, FEMA, THPOs, WA Safe Product: Roster of trained volunteers for disaster response.

C. Formalize communication and data sharing with Emergency Management Division and other responding agencies.

I. Build and maintain a network of state, local, and federal emergency management agencies, as well as law enforcement agencies and volunteer organizations as conduits of information flow, providing situational awareness and coordinating with any clearinghouses in the event of an emergency or a violation of archaeological site protection laws.	Proponents: DAHP, CLGs, EMD, Tribal governments, THPOs, WA Tech Products: Spreadsheet with contact information
II. Research other state and federal agency databases and assess the strategic value and technical feasibility of linking with WISAARD GIS data layers, such as floodplains, fault lines, projected tsunami zones, etc. Explore data sharing and access protocols with EMD.	Proponents: EMD, DAHP, WA Tech, local, state, and federal agencies, THPOs Product: WISAARD enhancements

Plan Implementation

Once adopted by the SHPO and approved by the NPS, work will begin to put the Plan into action. As stated in the Guiding Principles (found on page 15), the Plan *must* be implemented. Users of the Plan will note that the strategies and actions are coupled with the names or acronyms of organizations identified as proponents or participants in implementation of specific actions. In order to monitor the Plan's implementation, the SHPO and/or DAHP staff commit to the following actions:

- Annually, at one of their regular meetings, brief the Governor's Advisory Council on Historic Preservation (ACHP) on progress made in implementing the Plan.
- Annually, either online or at a special meeting, provide a briefing to Plan Steering Committee members on progress in implementing the Plan.
- At the SHPO's annual meeting with Tribes, provide a briefing to THPOs and all others in attendance on progress in implementing the Plan.
- DAHP's annual work plan documents will be posted with notice on the DAHP website for public review and comment.
- Annual briefing to Growth Management Services staff, and annually at each of the four quarterly Regional Planners Forums.

By its adoption, the Plan does not come with funding from the NPS or elsewhere for implementing the actions that are set forth in the document. DAHP's staff time devoted to write, design, and distribute the Plan are entirely supported by DAHP's annually authorized federal operating funds. That said, the SHPO and DAHP can, and *do*, achieve Plan goals in part through SHPO's charge to implement federal and state historic preservation statutes and regulations. A few examples from recent years are:

- DAHP obtained NPS funding to undertake two phases of a survey of properties associated with the state's Hispanic community.
- NPS funding through the Rural Communities program was obtained to assist the rehabilitation of three mixed-use historic buildings in Harrington, Hoquiam, and Port Townsend.
- DAHP continues to sponsor workshops and conferences in fulfillment of its commitment to offer education and training on protection of cultural resources.

Similarly, implementing the Plan relies heavily on the involvement and dedication of other historic preservation stakeholders. Past achievements in historic preservation demonstrate the effectiveness of these partnerships in reaching these preservation successes. Success in implementing *Inhabiting Our History* will continue to draw upon this spirit of cooperation and commitment to preserving Washington's heritage resources.

Certainly, various actions can be achieved through the regular course of doing business (i.e., web applications, correspondence, workshops, etc.). Each year, the SHPO and DAHP staff convene to draft annual office work plans. These work plans *must* support implementation of the Plan according to federal historic preservation program guidelines. A good example of this is action **4. B. (III)** ***Convene annual "summits" with THPOs, Tribal representatives, and other interested parties to discuss issues of***

***mutual concern*.** In this example, the SHPO and DAHP staff build-in to their annual work plan the time needed to organize and host these annual gatherings.

However, other actions identified in the Plan will require additional financial resources in order to be realized. In short, a significant part of achieving these actions will need to be dedicated to finding the human and financial resources to make progress. In some cases, this search could take years or even several planning cycles to attain. A good example of this would be action **4.C. (I)** ***Update the 2006 Economic Impact Analysis of Historic Preservation on Washington's Economy and disseminate to a broad audience.*** Since DAHP does not possess the time or the expertise needed to produce this update, the agency and its partners must seek other sources to complete this report.

Part 3: Resource Overview and Historic Preservation Trends

Assessment of the Inventory of Cultural Resources

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

Status of the Washington State Inventory of Cultural Resources In 2020

The following narrative provides a synopsis of the capacity and content of the Inventory as of 2020. Also included in this section is an update on DAHP's ongoing efforts to develop and enhance its Washington Information System for Architectural and Archaeological Records Data (WISAARD) online interface for accessing cultural resource data, and as a gateway to the agency's environmental review process.

What Are the Washington State Inventory of Cultural Resources and WISAARD[11]?

From a general perspective, the Inventory serves as a comprehensive statewide repository of recorded cultural resources found within the state's present boundaries. Archaeological sites and historic built environment resources have been recorded within Washington state since the early 1900s. Since passage of the NHPA and creation of the SHPO in the late 1960s (becoming DAHP as an independent State department in 2005), the agency has systematically collected and managed documentation (site records) on cultural resources.

After years of work and design, the Inventory is accessible online through the WISAARD user interface. Since first going online, WISAARD has received national recognition and is seen by other historic preservation agencies as a model for managing cultural resource records. Also, WISAARD is designed to integrate the Inventory with DAHP's environmental review process. While WISAARD is a tremendous advance over researching paper records, DAHP continues to update WISAARD to integrate office functions and program areas with the Inventory and other databases to streamline project reviews and the survey and inventory process. WISAARD is accessed by computers and mobile devices on a 24/7 basis at this link: https://wisaard.dahp.wa.gov.

Document Types Held in the Inventory

The bulk of document types held in the Inventory comprise:

- Archaeological Site Inventory forms
- Historic Property Inventory forms

[11] To learn more about and gain access to WISAARD, go to: https://dahp.wa.gov/historic-preservation/find-a-historic-place.

- Cultural Resource survey reports.

Other holdings include nomination documents for:

- The NRHP
- The WHR
- The Washington Heritage Barn Register
- Federal agency property NRHP nominations
- National Historic Landmark (NHL) property listings.

Other components of the Inventory are drawings, plans, photographs, and text about properties included in the Historic American Building Survey (HABS), the Historic American Engineering Record (HAER), and the Historic American Landscape Survey (HALS). Similar documents include a growing library of historic structure reports and historic preservation plans. Smaller, though equally important, are specific databases on TCPs, as well as underwater archaeological sites and submerged historic properties (sunken vessels and aircrafts).

The Cemetery and Burials database was established by State legislation in 2008. Now managed by DAHP's Physical Anthropology staff, this database is remarkable for the legislative mandate that the database be in Geographic Information System (GIS) format with the goal of mapping all cemeteries and burials in the state. Since 2009, the database has grown from 932 to 2,983 mapped cemeteries and individual burial sites.

By the Numbers

At the beginning of the 2021–2026 preservation planning cycle, the Inventory of Cultural Resources comprises more than 176,000 cultural resource records. This number does not include over 33,000 cultural resource survey reports and data on over 16,000 "contributing" properties within NRHP- or WHR-listed historic districts. The increase represents a gain of over 50,000 records or a 40% increase since 2014 when the inventory housed over 125,000 records. A breakdown of the 2019 quantities by record type, including their gains since the last planning cycle, is as follows:

- 2,891 NRHP, WHR, and Heritage Barn Register nomination listings (+379)
- 16,059 "contributing" properties to NRHP listings (historic districts or listings with multiple components) (+1,498)
- 2,983 Historic Cemetery database entries (+164)
- 36,400 Archaeological Site Forms (+6,778)
- 633,067 unique Historic Property Inventory records (+20,078—represents the number of new or updated forms)

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

- Ongoing enhancements to the WISAARD database. Advances to the database have resulted in increased ease of data input and uploading documents into Inventory databases.
- An expanding economy has triggered redevelopment projects in urbanized areas and new development in suburban and rural areas, thereby affecting archaeological sites and existing built environment resources. Examples include new subdivisions and commercial developments in growth hotspots such as Clark County and City of Spokane Valley.
- Growth and development also spark public investment in infrastructure such as water/sewer lines, road and highway expansions, and bridge replacements.
- Many school districts, colleges, and universities are undertaking building replacement or campus expansion projects affecting cultural resources on campus and surrounding neighborhoods.
- Increased participation by state and local agencies consulting with DAHP on cultural resource surveys under the auspices of Section 106 of the NHPA, Governor's Executive Order 05-05[12] (EXO 05-05), or the State Environmental Policy Act (SEPA)[13]. DAHP data indicates that review of projects submitted for EXO 05-05 and SEPA reviews has more than doubled, from 4,792 in 2015 to 10,429 in 2019.

These numbers and trends demonstrate that the Inventory continues to grow in volume and coverage of the state's land mass. Nevertheless, it should be noted that Washington's population continues to increase, leading to increased conversion of land for new uses and, as a result, increased reliance on WISAARD by project planners.

County Assessors' Data Imports

Explanation is given here about the 2011 import of county assessor's parcel data into the Historic Property Inventory database. Data for parcels with structures 40 years of age and older were electronically provided by county assessor's offices, in counties with CLGs. The parcel data were then imported into DAHP's database thereby creating "sketch" inventory database entries and mapping the locations in WISAARD. With the assessors' data, the Inventory includes approximately 633,000 unique property identification numbers.

The goal of this data processing effort was to create a preservation tool for project planners and researchers. While the data imported into the database are insufficient to evaluate significance or make recommendations, they serve as a planning aid for designers to avoid impacting high concentrations of properties over 40 years in age. It also becomes a tool to budget and focus survey fieldwork. The imported records provide researchers with information including the approximate date of construction, property type, and ownership information.

[12] For more information and to view the EXO 05-05, go to: https://dahp.wa.gov/project-review/governors-executive-order-05-05.

[13] For more information about the State Environmental Policy Act (SEPA), go to: https://dahp.wa.gov/project-review/sepa.

Assessment of Survey and Inventory Efforts

Although the Inventory has grown substantially during the 2014–19 planning cycle, only a small percentage of Washington state land area has been surveyed at any level (calculated at 5% based on analysis of WISAARD survey data). Furthermore, although many of the state's urbanized areas have been surveyed to varying levels, much of these survey data are approaching 30 or more years in age. DAHP protects and manages inventory records of all ages and formats (paper or digital); however, it is DAHP policy to obtain updated inventory records that are 10 years of age or less *if* properties have undergone substantial change.

During early years of the State's preservation program in the 1970s and 80s, DAHP had sufficient funding to routinely conduct survey and inventory projects as part of the agency's annual work plan. This systematic survey and inventory effort was in fulfillment of DAHP's charge under the NHPA, as well as state statute. However, since the early 1990s, funds for comprehensive survey efforts have been only sporadically available to DAHP for this purpose. For example, in 2016 and again in 2018, DAHP took advantage of two NPS Underrepresented Community program grant awards to conduct thematic surveys of approximately 40 properties related to the state's Hispanic heritage.

In addition to survey projects initiated by specific federal and state spending, DAHP continues to gain many new inventory records from survey projects undertaken by Washington's 60 CLGs. These projects are assisted by federal funds administered by DAHP. These federal "pass-through" grants aid CLGs to implement historic preservation planning projects. Eligible CLG grant activities include developing local cultural resource inventories. Many CLGs and THPOs have adopted goals to update and expand survey coverage within their jurisdictions. A few examples include the cities of Burlington, College Place, and Cowlitz County, which received CLG grant funds to update old, and generate new, inventory records. A recent effort was completed by the City of Pasco CLG that inventoried the historically African-American East Pasco neighborhood. The project identified over 20 buildings in the neighborhood and production of a video that put a spotlight the community's heritage and pride.

Federal agencies continue to survey and inventory cultural resources on lands under their control or management. This ongoing effort is in fulfillment of Sections 106 and 110 of the NHPA, now in Title 54 of the United States Code, mandating that agencies survey cultural resources to protect the nation's heritage. This mandate applies not only to land managing agencies such as the United States Forest Service (USFS), but also to agencies that implement federal programs. Examples include federal agencies such as the U.S. Department of Agriculture and the Federal Highway Administration (FHWA). The FHWA supports extensive cultural resource survey work along highway corridors proposed for expansion or new alignments.

A significant number of inventory records are generated as a result of mitigating for the loss of cultural resources under the terms of a memorandum of agreement (MOA). The process of drafting and executing a MOA is in fulfillment of the Section 106 of the NHPA (Section 106), which mandates that federal agencies consider the effect of their actions on places listed in, or found to be eligible for listing in the NRHP. Mitigation measures negotiated with the SHPO, Tribes, and other interested parties often

include the requirement to complete cultural resource surveys. Recent examples include a survey of the Bellingham waterfront negotiated with the U.S, Army Corps of Engineers and a survey of the University of Washington campus required by the NPS for demolition of a historic boatyard.

Responding to signing of the Governor's Executive Order 05-05 (EXO 05-05) in 2005, Washington's State agencies have stepped up their efforts to survey cultural resources affected by projects funded through the State's capital budget. EXO 05-05 requires that State agencies request comments from DAHP and Tribes about State capital budget-funded projects. Examples include the Washington Recreation and Conservation Office (RCO) that provides grant funding that supports conservation, recreation, and salmon recovery. The Department of Commerce administers a wide range of state-funded programs for energy efficiency, community infrastructure, and performing arts facilities. The executive order applies to these and other State capital budget-funded projects (see action **1. C. (III)** about updating EXO 05-05).

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

Finally, in addition to Inventory submittals from agencies, grant recipients, and project proponents, DAHP also receives new inventory data from property owners or volunteers interested in recognizing and protecting specific examples of cultural resources. A few examples include historic cemeteries recorded by community groups working to repair damaged gravesites, or maritime groups who inventory shipwrecks. While most of the forms from members of the public document the historic built environment, some new archaeological site records are submitted to DAHP by professional archaeologists who are retired or work on a *pro bono* basis. While the number of inventory forms submitted by volunteers is relatively small, these records are included in the Inventory as data on cultural resources that might otherwise be lost. It is also indicative of a constituency with potential to be engaged in the work of conserving the state's heritage.

A Model Inventory for the 21st Century

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

During the 2014–2019 preservation plan cycle, DAHP made significant strides in making its WISAARD system a model for storing, retrieving, and managing thousands of records. As now customary in our digital age, records held in WISAARD can be searched and uploaded on a 24/7 basis from any computer. Comprising a series of GIS data layers, WISAARD provides tabular and spatial data on the properties held in the Inventory, including properties listed in the historic registers. Archaeological and cultural resource site records, survey reports, and cemetery records are also digitized and available online, but are password protected and accessible only to qualified cultural resource professionals and authorized agency managers.

While WISAARD has greatly advanced over the past five years, more is planned to enhance its capabilities to benefit all users. Recent enhancements include users' capability to draw and submit areas of potential effect (APE). To integrate program operations and correspondence with inventory records, DAHP plans to reconfigure WISAARD to further increase efficiency of reviewing data and decrease response times.

An Overview of the Cultural Resource Base

The following narrative provides an overview of the various cultural resource types found in Washington. First discussed are archaeological resources, often thought of as cultural resources found on or below the earth's surface that can be represented by sites, structures, districts, and objects. Secondly, resources commonly referred to as "historic" are those cultural resources that are readily found in the built environment, including buildings, structures, districts, and objects. Although this breakdown between the two resource groups is oversimplified, it is made here for discussion purposes only. In actuality, there is extensive overlap between these two general categories of resource types. Examples of this overlap are historic districts that include archaeological and built environment resource components, as well as cultural landscapes, such as Fort Vancouver National Historic Site in Vancouver and Ebey's Landing National Historical Reserve on Whidbey Island.

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

Archaeological Resources

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

People inhabited the lands that now comprise Washington since at least the end of the Pleistocene Epoch, approximately 12,000 years ago. The record of their daily activities, art, and their economic and spiritual lives is evident in the over 37,000 archaeological sites on record with DAHP. This number includes *isolates*, which can be one or two artifacts occurring by themselves without any known association or context. Archaeological sites have been discovered in every county in the state and in every environment imaginable. The finite number of archaeological sites in Washington is unknowable as many are likely undiscoverable. This is partially because many sites are assumed to be buried deep underground, under water, or both. In essence, the full scope of Washington's archaeological legacy is beyond calculation.

Archaeological Resources in Western Washington

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

Some less common archaeological sites in western Washington are pictographs, petroglyphs, and wet sites. A pictograph is an image drawn onto a rock surface with a mixture of pigments that can include ochre, charcoal, or other plant and animal materials. A petroglyph is an image chiseled into a rock surface. These images can be geometric designs or human or animal forms and are often found on prominent boulders along the shoreline or on rock outcrops. Wet sites are located in intertidal areas or other salt or freshwater areas in which perishable materials like basketry, wooden artifacts, or wool and hair are submerged, and therefore, preserved. Such sites range in size from the well-known, mile-long village of Ozette, to numerous smaller campsites, and intertidal fish weirs.

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

Archaeological Resources in Eastern Washington

While most residents of Washington today recognize the prior habitation and use of the coasts and forests by Native American populations, there is less recognition of use of the mountains and arid scablands of eastern Washington. As in western Washington, eastern Washington has archaeological evidence of numerous camp and village sites. One type is the winter pithouse village located along major rivers, such as the Columbia, Snake, Spokane, and Okanogan. Other sites associated with seasonal

subsistence include lithic sites and stone tool quarries. Such sites are usually located along tributary creeks and associated ridges and slopes, and are often characterized by the presence of stone outcrops and small stone flakes, the waste or by-product of stone tool making.

In addition, purposefully stacked rocks in a variety of forms including cairns or other alignments are found in many areas. There are a number of different functions attributed to these features. Cairns have served as burial sites to cover and seal human remains. Rock piles in different configurations are also associated with ceremonial and religious activities such as a vision quest. Rock features are also reported to be used in the hunting or driving of game, and in the storage of gathered foods.

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

Cemeteries and Burials

Throughout the state's deep history, its residents have paid respect to the dead. For thousands of years, Native Americans of the region have implemented a diversity of burial practices. Native American presence spans thousands of years and as a result there is a commensurate number of burials. Because of concerns about burial locations being targets of looting and desecration, the Plan does not provide more detail about Native American burial practices.

As many of these burial grounds have been either inadvertently or intentionally disturbed in the past, Washington State passed legislation in 2008 that directed the DAHP to create and maintain a database of cemeteries and burial sites. This legislation ensures Washington's burial grounds will receive the acknowledgement and respect they are owed. The DAHP's Cemetery and Burial Sites database currently houses information pertaining to nearly 3,000 cemeteries and burials within the state. Many of these sites are mapped in DAHP's WISAARD data layers. The DAHP has made great progress in recording and mapping burial sites and cemeteries within the state; however, there is a constant need to update existing records and add new sites as the agency receives information from property owners, family members, agencies, and interested members of the public.

Discussion: Federal and State Laws Afford Protection[14]

Archaeological resources in Washington State are protected by a latticework of federal and state laws. Federal antiquity laws protect archaeological sites and Native American burials on federal land or when a federal activity is involved. State laws protect archaeological sites, burials, and cemeteries on non-federal land. State legislation passed in 2008 made a significant step in protecting the treatment of inadvertently discovered human skeletal remains. This legislation created the position of the State

[14] To view and learn more about these and other cultural resource laws, go to: https://dahp.wa.gov/project-review/preservation-laws.

Physical Anthropologist (RCW 43.334.075) to investigate non-forensic human skeletal remains found anywhere in the state. The position of the Assistant State Physical Anthropologist was added in 2014 to help with the enormous workload. Both positions are housed at DAHP and comprise the agency's Physical Anthropology Unit.

The Physical Anthropology staff is charged with overseeing the proper handling of non-forensic human skeletal remains and conveying these remains to the appropriate parties. This work also includes implementing state laws pertaining to the preservation of historic burial sites and cemeteries, and to Native American graves (RCWs 68.60 and 27.44). The Physical Anthropology Unit also maintains the state's centralized Cemetery and Burial Sites database and GIS layer established under the 2008 legislation (RCW 27.34.415). In addition, the unit manages the Abandoned Cemeteries Care and Maintenance certificate program (RCW 68.60.030) that allows for ongoing care and maintenance of abandoned cemeteries by nonprofit organizations.

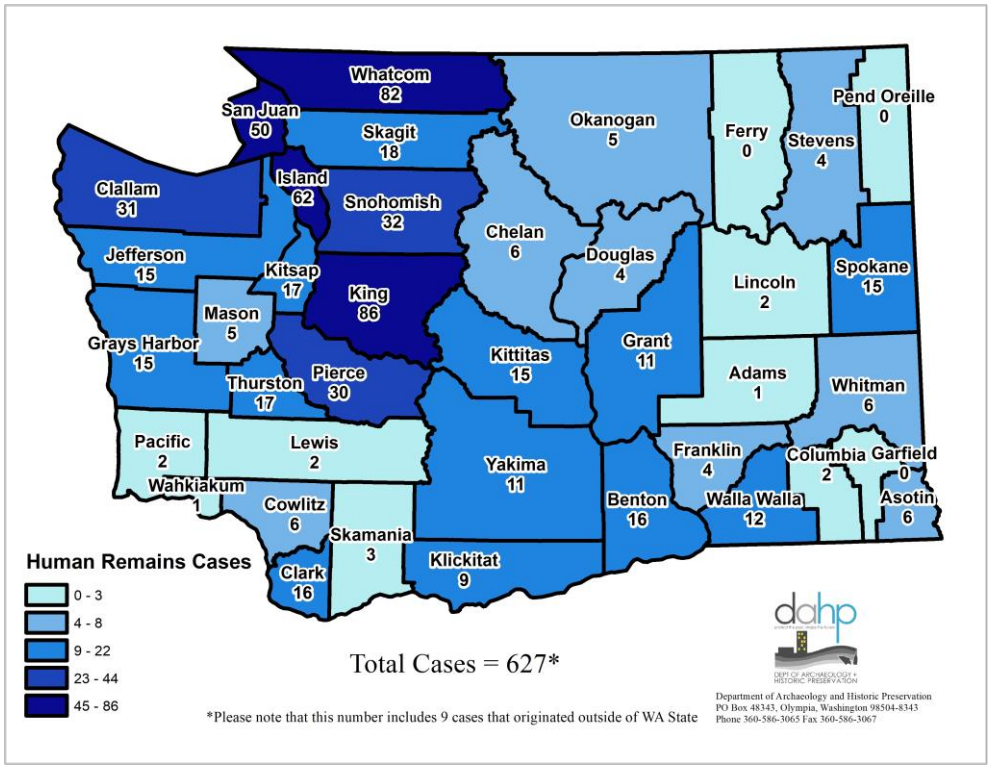

Figure 4: Distribution by county of all non-forensic human skeletal remains cases, August 2008 to June 2019.

Despite the protections offered by the 2008 legislation, vandalism, lack of funding, and inadvertent destruction of burial sites and human skeletal remains continues to be an issue. This is indicative of the

need for public agencies at all levels of government to pursue enforcement of these laws. Such agencies include sheriff's offices, police departments, county coroners, and medical examiners.

Traditional Cultural Places

The significance of TCPs is based upon historic cultural beliefs, customs, or practices, which may or may not continue to the present. A TCP may be a distinctive natural site, such as a mountaintop, a landscape, or gathering place. Or it may simply be a place with significant cultural value to a Tribe, ethnic, or cultural group. The previous use and historical association of such properties can be demonstrated through historical documentation and through tradition or oral history. Because TCPs may have a spiritual rather than a physical significance, it is difficult for outsiders to identify such sites. A few prominent examples include Snoqualmie Falls in King County, and Mount St. Helens in southwest Washington, both listed in the NRHP. Although these examples are well known for their scenic value, both Snoqualmie Falls and Mt. St. Helens are recognized as TCPs because of associations with Native American spiritual values.

Although TCPs can be associated with any group, the majority of TCPs recorded to date in Washington are sacred to one or more Native American Tribes. There are twenty-nine federally recognized Tribes residing in Washington, seven non-recognized Tribes, and over a dozen Tribes and Canadian First Nations in adjacent states and provinces that have association with lands in what is now Washington State. Knowledge of, and inventory of TCPs usually arises during the Section 106 consultation process when a federally funded or authorized action has potential to affect such properties. The NHPA applies to TCPs in the same way that it applies to other cultural resource types. An example of this integration began in 2010 when the Nlaka'pamux Nation Tribal Council (NNTC) in Canada, Seattle City Light (SCL), and the Federal Energy Regulatory Commission (FERC) came to an agreement with regard to the NNTC's TCPs on lands owned and managed by SCL. The agreement called for an inventory and NRHP nomination of TCPs in the Upper Skagit River Valley within SCL's Skagit Hydroelectric Project license area.

Cultural Landscapes

Cultural landscapes are rapidly gaining recognition as a distinct cultural property type worthy of protection. The NPS defines a cultural landscape as a "…geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person, or exhibiting other cultural or aesthetic values." Sometimes referred to as historic designed landscapes, historic vernacular landscapes, or ethnographic landscapes, cultural landscapes can be associated with any group or historic theme and can be designed (as in a formal garden or public park) or vernacular (such as an agricultural landscape), or a landscape to which Native Americans have attached spiritual and/or cultural significance. To date in Washington, cultural landscapes are most often associated with Native Americans and their closely held cultural values. These landscapes may represent physical manifestations of important religious beliefs, traditional stories or legends, as well as recognized sources for materials important to Native American culture—natural habitats that are sources of First Foods and medicines such as water, fish, games, roots, berries, and other plants that are of vital importance to Native Americans and have cultural value.

Cultural landscapes may include TCPs, and, by circumstance, other cultural resources not related to traditional cultural values. The term "cultural" or "ethnographic" landscape also encompasses landscapes that derive their significance from illustrating how people have used the land to meet their needs. These landscapes may range from large tracts of land and significant natural features to formal gardens of less than an acre. A strategy included in *Inhabiting Our History* is the effort to make sure cultural landscapes are identified and integrated into comprehensive planning efforts and specific development plans. See strategy **4. B**. for specific actions that comprise a strategy to protect cultural landscapes and TCPs.

Just as with buildings, structures, sites, districts, and objects that can be listed in a register, TCPs and landscapes are acknowledged as types of cultural resources that are eligible for listing in the NRHP, and in several local registers of historic places. However, both TCPs and landscapes continue to challenge traditional concepts of defining and managing these resource types. Among the many questions that continue to drive debate about TCPs and landscapes include: How is integrity assessed? How are boundaries determined? What is adequate documentation? While the NPS 2002 publication ***National Register Bulletin 38: Guidelines for Evaluating and Documenting Traditional Cultural Properties*** remains the seminal guidance document on evaluating and designating TCPs to the NRHP, answers remain elusive to larger questions about appropriate management approaches for short and long-term preservation.

Built Environment Resources

Cultural resources of the built environment (also commonly referred to as "historic resources," "historic places," or "historic properties") include buildings, structures, sites, districts, and objects typically associated with listing in the NRHP and/or the WHR, as well as city or county historic listings or designations.

Unlike archaeological sites (that are considered to be cultural resources *on* or *beneath* the earth's surface), historic resources comprise our built environment, that is, those buildings, structures, districts, and objects that are seen on the landscape and streetscapes. In Washington State, historic resources date from the mid-19th century up to 50 years ago, or to the 1970s for the purposes of this Plan. Though we often pass by historic built environment resources every day, these historic places are key to giving our city neighborhoods and rural landscapes a distinctive character or "sense of place." Before delving into examples of various historic property types, a few points worth discussing are:

- The distinction between archaeological resources, historic resources, landscapes, and TCPs are blurred; sometimes it is hard to tell the difference. Irrigation systems, mining features, railroad grades, and so on, are just a few examples of property types that can blur the distinction between built environment and archaeological property types.
- The various types of cultural resources frequently overlap or can occur within the same footprint. One or more combinations of buildings, structures, sites, districts, objects, landscapes, and TCPs (and cemeteries and burials) can be found occupying a shared space, or comprise a historic district. Good examples include the Vancouver National Historical Reserve, the Fort

Walla Walla (Veteran's Administration Hospital) Historic District, or McNeil Island near Steilacoom.

- The first two points in this discussion focus on the physical manifestation of cultures on the landscape—once again, the buildings, structures, sites, districts, and objects that comprise NRHP listings and other designation programs. Admittedly, the NHPA and other related cultural resource management and land-use regulating statutes focus on identifying these material aspects of the landscape. As mentioned elsewhere in *Inhabiting Our History*, this focus on material culture tends to overlook the intangible qualities of place that can be equally, if not more important to communities. This is in large degree the impetus behind the actions identified in **Goal 2** in the Plan. It also complements cultural resource management work to identify and protect TCPs and cultural landscapes that include natural resources that manifest cultural traditions and practices. This point is addressed in strategies and action items identified in both **Goals 2** and **4**.
- It is not to be forgotten that when DAHP and cultural resource managers evaluate cultural resources, they must take into consideration the more intangible aspects of historic places, such as association, feeling, and setting. These aspects of integrity go beyond the purely physical manifestations of the built environment such as location, materials and workmanship.
- To be listed in, or determined eligible for listing in the NRHP, cultural resources must be 50 years of age or older as defined by NRHP guidelines. However, cultural resources that are less than 50 years in age can be, and frequently are, listed in the NRHP when found to be "exceptionally" significant. Two examples in Washington State include the Expo '74 site (now Riverfront Park) in Spokane, significant not only for its impact on the Spokane region but also for its role in generating environmental awareness; and the Pilchuck School of Glass near Stanwood, for its role in sparking an international revival of glassmaking as an art form.

As with archaeological resources, historic built-environment resources and landscapes are under constant threat from the lack of maintenance, development pressures, alteration, vandalism, disaster, or demolition. The following discussion focuses on certain types of historic built-environment resources frequently threatened by deterioration or development pressures.

Agricultural Structures and Landscapes

As development spreads further from the state's urban centers, properties reflecting the state's agricultural heritage are threatened with loss. Owners of historic farm properties face multiple challenges from economic forces, such as drastic price swings, trade policies, shifts in consumer habits, and high overhead costs. Land values, land tax policies, and development pressure to convert farms and open spaces to more intense uses heighten the threat to sustaining historic farmsteads into the future. As a result, intact farmsteads and associated landscape features are disappearing from rural landscapes.

Historic barns are an icon of the American landscape. Nevertheless, barns are particularly vulnerable to loss due to deterioration, exposure to the elements, functional obsolescence, the high cost of maintenance, and conversion of farmland to other land uses. Although all areas of the state are

impacted, rural landscapes in the Puget Sound basin and along interstate highway corridors such as Interstate 82 in the Yakima Valley face development pressures.

Despite these ongoing market forces, Washington's Heritage Barn Register program is an outstanding success story on preserving our agricultural heritage. Since passage of the State's heritage barn legislation in 2007, Washington has emerged as a nationally recognized leader in historic barn preservation. The numbers are proof: after thirteen years of the program, there are almost 800 barns listed in the Heritage Barn Register. At least one barn is listed in every county, with Skagit County being the leader with over 70 now on the Heritage Barn Register. It is worth noting that Heritage Register-listed barns are *working* barns; while some have been adapted to other uses such as wineries or event venues, most still support family-owned farm operations.

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

- Granted over $2.6 million in State funds to property owners for barn rehabilitation projects.
- Rehabilitated 122 Heritage Barn Register barns with new roofs, siding, framing, windows, paint, and foundations. In a few dramatic examples, designated barns have been raised after collapsing.
- Leveraged an estimated $2.4 million in local investment (labor, materials, and equipment) in barn rehabilitation.
- Resulted in the estimated creation of 450 jobs and generated approximately $300,000 in local tax revenues.

In addition to the Heritage Barn Register and Grant program, DAHP, in partnership with the WTHP coordinates a barn materials salvage program. This program has enjoyed success by salvaging materials (siding, windows, doors, framing, etc.) from demolished barns. Once salvaged, the program works to redistribute the material free of charge to Heritage Barn Register owners to aid their preservation efforts and divert those materials from landfills.

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

Industrial Complexes

Washington's industrial and manufacturing heritage is reflected not only by buildings but also by structures, historic archaeological sites, objects, and districts. The Georgetown Steam Plant in Seattle and the Spokane and Inland Empire Railroad Car complex in Spokane are just two examples of historic resources that are recognized for their contribution to the state's industrial and manufacturing past.

However, other examples are rapidly disappearing; lumber mills, mine complexes, shipyards, docks, warehouses, and manufacturing facilities are dwindling in number. Several factors pose a threat to these resources, including the nation's shifting economic base, maintenance costs, new technologies, and hazardous waste contamination and cleanup. Historic canneries, once prominent in many Puget Sound and Columbia River port communities, have virtually disappeared from the state's shorelines. Another historic industrial site needing attention is the Olympia Brewery in Tumwater. The City of Tumwater has stepped up to the task by securing ownership of the property and funding stabilization work. However, despite the efforts of the City and broader community, rehabilitation of the iconic brewery faces large funding gaps and accessibility challenges. In addition to hazardous waste concerns, the remote location of some historic industrial properties makes it more difficult to preserve them, since the population base in remote areas is unable to support the adaptive reuse of these structures. Mining-related properties are a prime example.

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

- Seattle City Light is dedicated to preserving and interpreting the NHL Georgetown Steam Plant by making it available for public tours and events as the building and equipment undergo ongoing repair and rehabilitation.
- The Power House Theatre in Walla Walla has transformed an old electric generating facility into a venue for theatrical performances.
- The Sargent oyster processing facility near Allyn in Mason County was rescued from demolition by the North Bay Historical Society and is now poised for rehabilitation and reinstallation on the Allyn waterfront, for interpretation of the oyster harvesting and processing industry.

Recreation and Entertainment Properties

In a state blessed with a bounty of natural and scenic beauty, numerous cultural resources survive that showcase Washington's outdoor recreational heritage. These properties include cabins, lodges, camps, parks, trails, shelters, gardens, and even a pioneering ski run near Leavenworth. Significant strides are being made to protect these historic properties in national, state, and local park systems. An innovative example is a program administered by the U.S. Forest Service, which makes available historic ranger stations, residences, and fire lookout towers to the public for vacation rentals. In addition to preserving and interpreting a remarkable collection of cultural resources, Washington State Parks has a similar program of hosting visitors at park-owned lighthouses, fortifications, and even rehabilitated resort cabins at Cama Beach State Park. Not to be overlooked are city and county park agencies that continue commendable work to preserve cultural resources in their care.

One of several examples initiated by Washington State Parks includes transition of Fort Worden State Park to the City of Port Townsend's Fort Worden Public Development Authority (PDA) for operation as a "lifelong learning center." Administration of the Park by the PDA has achieved rehabilitation of several historic buildings from the fort era, and filled them with a diverse range of vibrant new uses such as small arts and crafts studios. Despite these successes, park and recreation agencies at all levels struggle to maintain and protect cultural resources under their stewardship. Limited budgets, stretched staff, and competing priorities translate into delayed maintenance, vandalism, and missed opportunities for outreach and education. Budget and staff reductions resulting from the COVID-19 pandemic will likely see national, state, and local park systems falling even further behind in maintenance, interpretation, and rehabilitation needs.

Transportation Infrastructure

Washington State is endowed with a wide range of historic transportation resources ranging from ancient trails to innovative highway, ferry, and rail systems. The impact that transportation systems have had in shaping the state's character and economy is well understood and documented. The importance of transportation is reflected in the number of associated property types (e.g, trails, bridges, depots, vessels) that are recorded in the Washington Inventory of Cultural Resources and designated in historic registers.

The 2021–2026 historic preservation planning cycle promises to witness transportation projects driven in large part by federal stimulus funding to address economic impacts of the COVID-19 pandemic. Likely to include highway, airport, and transit facilities, these transportation infrastructure projects are typically accompanied by familiar impacts to archaeological sites, landscapes, and historic districts. In addition, recent decisions in federal court have upheld a requirement that the State of Washington replace 800 culverts under roadways to open passage to historic fish spawning waters. While benefitting from expanded fish spawning habitat, work to demolish and replace culverts may disturb archaeological resources.

Beyond these publicly funded transportation projects, this planning cycle will likely see increased development, testing, and planning around automated or driverless vehicles. Since actual use of these vehicles is limited in 2021, long-term impact (if any) to cultural resources is difficult to predict. However, the industry, planners, and policy makers are already thinking about how driverless vehicles will affect traffic and commuting patterns; new or altered infrastructure needed to accommodate and store these vehicles; and possible impacts to land-use patterns and energy use.

Maritime Heritage

Washington enjoys beautiful and varied shorelines, along not only the Pacific Ocean and Puget Sound, but also spectacular lake and river frontages. These shorelines are not only scenic but also rich in cultural resources. These shorelines are also attractive as places to live, work, and play. Therefore, resources associated with the state's maritime heritage continue facing pressure for more intense development. While shorelines are known as the location of significant numbers of cultural resources, it should be remembered that sea-level rise and freshwater impoundments have submerged unknown

numbers of cultural resources. Village and town sites from the distant past into the 20th century were inundated when dams were constructed across rivers such as the Columbia, Snake, and tributaries.

Great news for maritime heritage occurred on March 12, 2019 when President Trump signed into law a sweeping public lands act that included designation of the Maritime Washington National Heritage Area (MWNHA) along the entirety of Washington's maritime shoreline from Blaine to the Pacific County line. This landmark legislation included designation of the first NHA focused primarily on historic maritime resources. It also designated the WTHP as the entity charged with administering the MWNHA. Over the course of the 2021–2026 planning cycle, the WTHP and MWNHA stakeholders will be working to develop, adopt, and implement a management plan for the heritage area (see **Goal 4. A. (V)**).

Cultural Resources of the Recent Past

Discussion of the state's historic built environment would not be complete without acknowledging a growing public interest in cultural resources dating from the post-World War II era. Despite growing public and media interest, designation and preservation of properties from the recent past can be controversial. Though increasing, the nomination and designation of recent past properties in historic registers lags proportionately to properties from earlier time periods.

Examples of properties from the recent past include those associated with America's roadside culture including motels, fast-food restaurants, gas stations, and auto dealerships. However, interest in the recent past goes beyond popular culture to include modernist skyscrapers, churches, suburban housing tracts as well as mobile home parks. Through the efforts of DAHP, CLGs, and advocacy groups such as DOCOMOMO (Documentation and Conservation of the Modern Movement) appreciation for and protection of mid-20th century modern properties continues to grow. An award-winning example is Spokane's Mid-Century Spokane website and comprehensive survey of the city's mid-century modern architecture. The result has been increased numbers of these resources added to the NRHP and local registers of historic places. Just a few examples include Key Arena in Seattle and the Curran House in University Place.

With the approach of the 50-year old age threshold for eligibility to the NRHP now reaching the 1970s, Washington preservationists increasingly think about protecting properties that are associated with this timeframe. Washingtonians are proud and keenly aware of the state's outsized role in shaping the nation and world during the last half of the century and recognize the importance of recording and protecting historic properties that evoke the era. Notable examples of this growing awareness include interest in preserving the former Weyerhaeuser corporate headquarters campus in Federal Way, Riverfront Park in Spokane (historically the site of Expo '74), and Freeway Park in Seattle.

Properties Associated with Underrepresented Communities

There is growing acknowledgement that past historic preservation planning efforts have focused on properties derived from European-American settlement in the nation. As a result, national, state, and local historic register listings largely comprise the homes, institutions, and businesses that represent European-American heritage. While there is wide acceptance that historic preservationists and their

work must represent the state's diverse population and places, it is apparent that increased effort is needed to achieve this goal.

Often overlooked in the Inventory and in the registers are cultural resources associated with groups that are underrepresented in the nation's historic narrative. These groups or communities include African American, Asian/Pacific Islander, Hispanic, Native Americans, and others. To give a snapshot of the problem, analysis of DAHP's Historic Property Inventory indicates that 445 properties are identified as primarily associated with ethnic heritage. This is in contrast to properties associated with other historic contexts such as transportation with 698, manufacturing/industry with 504, and agriculture with 2,277. While progress is being made, work remains to increase representation of places associated with underrepresented communities in cultural resource inventories and historic registers.

While much work remains, some initial actions have taken place. SHPO, in partnership with the NPS and WTHP convened the Hispanic Heritage Youth Summit in Yakima County in 2012; it served as a wake-up call to preservationists, that Washington has a rich heritage associated with Hispanic settlement in the state. However, the larger lesson learned from the summit was that Hispanic heritage is largely unrecognized and not being shared. The same is true of other cultures that have settled in Washington. During the 2014–2019 planning cycle, the SHPO received NPS grant funding to inventory historic properties associated with Hispanic heritage in the Yakima Valley and metropolitan Puget Sound. As a result, over 40 properties were documented on Historic Property Inventory forms, and historic context documents were drafted, both translated into Spanish. A related success is the NRHP listing of former Beacon Hill School in Seattle (now El Centro de la Raza).

While a modest first step, *Inhabiting Our History* sets the stage for expanding these efforts to recognize and honor the heritage of the many cultures that have made Washington their home. Another step is a similar project launched in 2020 to document the Filipino American experience in Washington and identify associated places. This and much more work is necessary to complete the historical record of contributions made by all people of color, cultures, and beliefs. More importantly, it is necessary for historic preservationists to affirm that all places vested with cultural value by communities, singularly or collectively, contribute to the nation's narrative, and merit recognition and protection. To act on these points, the Plan intends to carry this conversation to other groups overlooked in the historic narrative. Future preservation efforts will seek to include groups newly arrived to the state and nation, and communities more recently recognized as contributing to the state's history and its dynamic character. This intent is articulated in action **2. A. (II): Identify underrepresented communities in the State's Inventory of Cultural Resources and continue efforts to write context documents and undertake survey & inventory efforts of cultural resources associated with those communities.**

It is also assumed that a substantial number of already-designated properties have associations with underrepresented groups that are not documented in nomination forms. To remedy this, **2. A. (III)** includes the following action: **Review and update at least two existing NRHP nominations to incorporate potential Areas of Significance and/or new/corrected text that address association(s) with underrepresented communities.**

Based upon the results of previous survey efforts, inventoried properties associated with underrepresented communities are often challenged to meet NRHP criteria, integrity standards, and the 50-year age threshold for eligibility. Often these communities have not yet forged strong cultural, social, or economic bonds to a particular building or place, but instead place higher value on family, business, and cultural relationships. Therefore, one planning goal will explore methods to increase engagement of underrepresented communities to identify, honor, and sustain valued heritage resources, whether tangible or intangible, to enrich future generations of Washingtonians (see **Goal 2: Expand historic preservation to embrace intangible cultural heritage, that is, to include a broader spectrum of places, persons, and experiences that have shaped our communities**).

Understanding and consistently applying the aspects of "integrity" when evaluating cultural resources for NRHP eligibility has been a challenge for cultural resource professionals and more so for members of the public. Integrity is acknowledged as the aspect of a property that is the determining factor in achieving a designation. Nevertheless, laying the blame on integrity standards for the wide gap between designated cultural resources of underrepresented communities and those of the dominant European-American cultures is to overlook the larger issue of the absence of other groups in the nation's historic narrative. Preservationists in Washington and across the nation must be proactive to identify and engage with these groups to narrow this gap and fill in the blanks to achieve a more balanced and complete picture. Not easily and quickly attained, this goal is necessary to achieve if historic preservation is to thrive as a worthwhile endeavor. This is articulated in action **2. B. (I) Engage with and facilitate discussions with members of underrepresented communities to identify and commemorate the places and resources deemed to have significance and are important to pass along to future generations.**

Intangible Cultural Heritage Resources

Inhabiting Our History intends to take the previous discussion about increasing the presence of underrepresented communities a step further to include ICH resources, sometimes referred to as "living heritage" resources or "intangible heritage." UNESCO refers to ICH as the "…practices, representations, expressions, knowledge and skills handed down from generation to generation. This heritage provides communities with a sense of identity and is continuously recreated in response to their environment…"[15] Examples of ICH include, but are not limited to, performing arts and crafts; oral traditions and languages; celebrations and ceremonies; and scientific/technical achievements. The historic preservation community in Washington, across the U.S., and beyond increasingly advocates for expanding the boundaries of what kinds of resources are considered important for passing on to future generations. Because of this expanded thought, historic preservation planning initiatives included in this Plan also consider ICH resources and their connection to place as worthy of recognition and preservation. Several jurisdictions or organizations have adopted "living treasure" programs that honor persons having made notable contributions to their communities. A good example of an ICH resource emerged in 2018 with plans to replace Seattle's Showbox theatre with new development. Constructed in

[15] For more information about ICH, visit: https://ich.unesco.org/en/convention#art2.

the 1930s and therefore meeting designation age criteria, the building is architecturally modest. However, threatened demolition sparked citywide debate by those advocating to preserve the building as a touchstone of the city's well-known music culture, and for decades a popular venue for top-name musicians.

Trends and Issues Affecting Historic Preservation

Implementation of the 2021–2026 Washington State Historic Preservation Plan does not take place in a vacuum, nor does the ongoing and broader work of historic preservationists to recognize and protect our heritage. A wide range of interests and forces shape our communities. These include economic, social, and political trends ranging from the local to national levels and even beyond in today's highly connected and complex global community. These trends often have a direct effect on the work of preservationists, sometimes with good outcomes for heritage, sometimes not. Coming from a different direction, the work of preservationists also has a direct impact on the communities in which they work: economies are boosted, citizens are engaged in shaping their communities, and decision-makers recognize that historic preservation raises quality of life.

Much of the following narrative on trends and issues facing historic preservation was informed or affirmed by responses during the Plan's public participation process through the online survey, focus-group meetings, and interviews. While there were many ideas and examples shared, the following touch upon many recurring themes:

- Development pressures resulting in demolition of buildings and urban expansion into undeveloped areas was most frequently cited as a top concern. Many examples were cited of historic buildings (schools were frequently mentioned) lost to new development. Interestingly several respondents mentioned the erosion of rural landscapes, farms, archaeological sites, and the diminishment of environmental quality.
- Many commenters expressed concern that the historic preservation field has suffered diminished support and interest by the general public that is distracted by any number of issues and interests competing for attention.
- A concern that historic preservation is perceived by the broader public as being overly focused on following a European-American perspective of what is historically significant, to the exclusion of other perspectives and values.

For these and other reasons, it is important that the Plan include the following discussion of trends, opportunities, and challenges that shape the economic, social, and political atmosphere in which it will be implemented. This discussion is by no means an exhaustive exploration of all possible trends and issues projected to shape the historic preservation movement in the next few years. Rather, these are snapshot discussions of selected topics that provide context for the challenges and opportunities that preservationists should be aware of between now and 2026.

Washington's Population and Demographic Trends

The 2021–2026 historic preservation planning cycle begins after a decade of strong growth, with the state reaching an estimated population of 7,614,893 as of July 1, 2019. While population growth rates

declined significantly after the impact of the 2008 Great Recession, the timeframe from 2008 to 2019 witnessed a net increase of 821,870 persons. Since 2012 when the nation's economy hit bottom, the state's economy rapidly recovered along with a commensurate level of population growth. State population forecasters project the population to reach over 8 million by 2026, an increase of about 1% from 2019.

It is interesting to note that in-migration of persons has been the primary driver behind Washington's population growth. Drawn by robust economic expansion, the number of persons moving to Washington state from elsewhere has outpaced natural increase (births minus deaths) since 2015. While challenges posed by the pandemic are expected to dampen economic expansion, population growth in the state is expected to continue in coming years, albeit at a reduced rate. Data collected from surrendered driver's licenses shows that 47% of newcomers are arriving from California, Oregon, Texas, and Arizona, and 5% from other nations, with the remaining numbers coming from other states. Another interesting trend is the state's natural population increase as a percentage of overall population growth is declining as death rates increase, in alignment with national trends of an ageing population while birth rates remain stable or slowly decline.

While all Washington counties have seen population growth over the past five years, it comes as no surprise that Washington's five largest counties in terms of population have seen significant increases in population. In 2018, 69% of growth occurred in the five largest counties of King, Pierce, Snohomish, Clark, and Spokane. It is important to emphasize that all counties and all regions of the state experienced population growth in this reporting period. For example, Franklin County led the state in growth with a 2.3% increase, with Benton (2.2%) and Kittitas (2.1%) close behind. However, looking at a regional level, counties in the Puget Sound basin and along the Interstate 5 corridor edged out other regions overall, led by Whatcom County with a 2.25% growth rate and King County by far the largest increase in absolute numbers. Seattle received national notoriety in recent years for ranking amongst the fastest growing large cities in the United States during the 2010–2019 time period, and ranking first in 2016 with a 3.2% growth rate. The city's growth rate is notable for its dramatic reversal of population stagnation or decline during the last decades of the 20th century as households moved to rapidly expanding suburban cities and counties. However, as the 2020 decade begins, the rapid growth rates are expected to slow because of skyrocketing housing costs and repercussions from the pandemic.

Following nationwide demographic trends, Washington State's population is not only increasing, but also aging and becoming more diverse in terms of ethnicity (see Figure 5). Based on 2019 population estimates, the state's White (non-Hispanic) population was 68%, with the Hispanic population estimated at between 12% to 13%, or approximately 972,827 persons. According to data from the Governor's Commission on Hispanic Affairs, five central- and eastern-Washington counties are home to the largest Hispanic communities, ranging from Adams County with 63% of the population and Yakima County having the largest in absolute numbers at 46,000 or nearly 50% of the county's population base. The data also indicate that students of Hispanic heritage comprise over 22% of the K-12 school population, second only to White students. Population estimates show continued Asian American population growth

to become the state's largest minority group with significant population clusters stretching from Tacoma to Lynnwood and east to King County suburbs.

This trend of increasing population diversification points to the need for the state's heritage community to engage and include underrepresented groups in historic preservation efforts. Stakeholders commenting during the preservation planning process emphasized the need for preservationists to be more inclusive. Many participants also noted that awareness of these diverse groups is important to sustaining the historic preservation movement into the future. Because of these comments and population data (above), Goal 2 is included in the Plan to recognize the importance of expanding historic preservation work to be inclusive of the state's cultural diversity. **Goal 2** states: **Expand historic preservation to embrace intangible cultural heritage, that is, to include a broader spectrum of places, persons, and experiences that have shaped our communities.** See also the discussion on Underrepresented Communities and Intangible Cultural Heritage on pages 49 and 51 respectively.

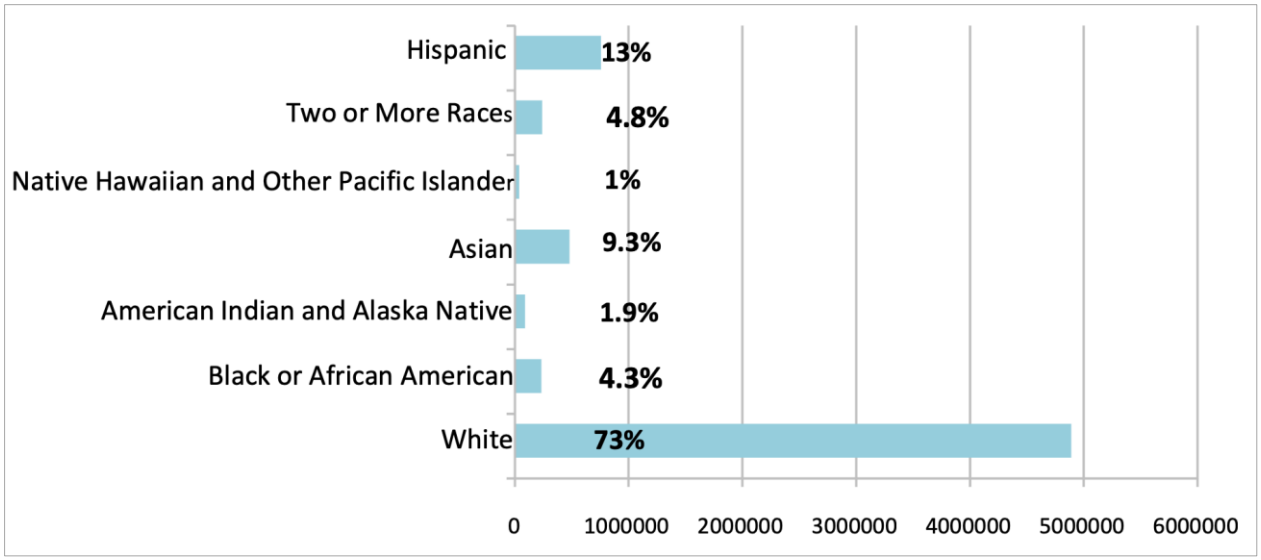

Figure 5: Estimated Washington State Population by Ethnicity, 2019 (Source: Washington State Office of Financial Management, Total Population by Age, Sex, Race, and Hispanic Origin, 2010; BERK, 2013).

Climate Change and Environmental Mitigation

Concern about climate change and associated issues such as greenhouse gas emissions, energy efficiency/production, and recycling resources, continue to spark global political, social, and economic reactions. While there are many who question the causes of climate change or the degree of its impact, mounting data from public, private, and nonprofit organizations such as the Intergovernmental Panel on Climate Change (IPCC) point to climate change and its projected effects as a major threat to the human as well as natural environments. Increasingly severe and frequent weather events like droughts and floods effectively translate scientific projections into tragic real-life experiences for many property owners and communities. In response, increasing numbers of decision-makers are taking concrete steps to address the potential consequences.

While the issues related to climate change are many and complex, the ongoing research, planning, and preparations present a ripe opportunity for preservationists to evoke the ramifications of climate change and impacts to cultural resources. This contention is supported by comments received from the public. The survey data results show that nearly 40% of respondents to the question "How important are the following issues to you?" chose "sustainability" as most important, second only to "education and training." Because of this strong interest, the Plan includes strategy **1. C. Seek opportunities to promote the connection between historic preservation, climate change, economic recovery, and sustainability/environmental initiatives** along with three supportive action items.

A popular trend supporting sustainability and green practices also boosts historic building rehabilitation projects as recycling materials and energy conservation become more cost effective and commonly practiced. To this end, one of the actions included in this Plan involves developing a methodology for calculating the energy and carbon that would be required to replace historic/older properties—see action items **1. B. (I)** and **(II)**.

While there are many opportunities for the environmental and historic preservation movements to collaborate, efforts to mitigate climate change and improve the environment can compromise some cultural resources. Waterfront cleanups threaten to remove historic maritime and industrial resources, while wetland and habitat restoration programs have potential to damage archaeological sites, buildings, and structures. Preservation plan meeting participants emphasized the need to form partnerships with the environmental community to support green practices while at the same time protecting cultural resources. In conjunction with this issue is a need for a statewide resource to assist local governments and non-governmental entities to evaluate project impacts at a conceptual planning stage. Meeting this need would help avoid impacts to cultural resources, since Section 106 or EXO 05-05 reviews come too late in project planning stages.

Another cultural resource challenge related to climate change and global warming is mounting scientific evidence of the consequences of rising sea levels. Research and resulting data continue to document that the effects of global warming and resulting rise in sea levels is occurring at a faster rate than previously thought. As a result, increasing numbers of federal, state, and local jurisdictions, as well as universities and industry, are studying implications of global warming and how to address this complex challenge. For preservationists, what is clear is that cultural resources face direct and indirect effects from submergence, erosion, alteration, or loss. The preservation community is challenged to better understand the threat to cultural resources, increase awareness about the issue, and participate in planning scenarios to avoid, minimize, or mitigate for potential losses.

In terms of impacts, rising sea levels pose a threat to archaeological sites and historic communities in low-lying and shoreline areas. However, the impacts of climate change are not limited to our coastal shorelines; climate change is linked with new weather patterns such as intense storms and prolonged droughts, all of which can affect cultural resources through flooding, erosion, and fire.

Preservation Education and Skills Training

Few topics unite the heritage community more than the need for greater access to K-12 education, professional training programs in cultural resource management, and preservation skills training. This is strongly supported by the many comments received during the public participation process for *Inhabiting Our History*. As evidence, over 45% of respondents to the preservation planning questionnaire selected "Education and training" as the most important issue facing historic preservation in the planning cycle. Just two examples of comments are: "The most effective source for preserving our history is being educated in our history and feeling passionate about preserving what we can of it"; and "Being informed of First Native Americans history and culture [is most important]."

This large topic has a wide range of needs and opportunities, far too complex to meaningfully explore in this narrative. However, heritage proponents generally agree that if the historic preservation movement is to gain ground in our efforts to pass along heritage resources to future generations, effort must be stepped up to expose more students and adults to the events, stories, and experiences embodied by historic places. As one commenter stated: "[Historic preservation] is absolutely vital to the educating of our children, teens, and young adults.... they cannot learn history or connect how the past is vital to their understanding of their present and their future without historic preservation of the history and places and people that impacted where they live…" This quote touches upon another theme frequently raised by commenters: that being the importance of linking historic preservation and history courses to teaching of other subjects, including Native American history, civics, the arts, as well as STEM (science, technology, engineering, mathematics) curricula. In response, the Plan includes action **3 A. (III)** that states **Convene a working group of teachers and cultural resource professionals to draft K-12 curricula meeting Community Based Assessment requirements and post on Open Educational Resources Commons.**

In Washington, progress is being made demonstrating the potential of historic preservation and social studies to enrich the learning experience and potential of students of all ages. Outstanding examples include such cultural events as the annual canoe journey hosted by coastal Tribes; initiated in 1989 with the legendary "Paddle to Seattle," the paddle and potlatch has exposed thousands in western Washington and beyond to the richness of Native American heritage. Also noteworthy is the WTHP's annual YHP. Convened in historic places each summer, YHP engages 40 junior and high school students and teachers by challenging them to learn about cultural resources and then devise solutions to historic preservation problems.

Yet, strategies and actions in Goal 3 of *Inhabiting Our History* recognize that the need for increased education, training, and outreach in cultural resources extends beyond grades K through 12. The Plan recognizes the need to support and expand cultural resource management teaching and training at the university level; in trade and vocational schools; and on-going professional development. To address this need, DAHP and its partners in education are challenged to be creative and dedicate time to professional development efforts (such as DAHP Academy) and enhance higher education cultural resource management programs.

A larger, but exciting, challenge is to bring historic preservation topics to broader general audiences through social media. Historic preservation work is rewarding and effective when broad segments of the public appreciate cultural experiences and historic places. One planning commenter wrote, "Interpreting the resource so that the general public can understand the significance is most important [in historic preservation]." Just a few examples include the success of HistoryLink.org website in hosting thousands of essays and images on Washington history and culture. Another success is the broad-based interest and support for work to restore the University of Washington Shell House on Lake Washington. Listed in the NRHP and a designated Seattle Landmark, the Shell House is the setting for 2013 bestseller *The Boys in the Boat*. The challenge for historic preservation is to expand interest, appreciation, and interpretation for cultural resources and heritage by achieving greater access through social media. In response, the Plan includes strategy **3 A. Develop an innovative media strategy that will bring insights and appreciation for Washington's past to broader audiences**.

The Economy and Development

As mentioned above, since the 2008 recession, Washington strengthened its claim as a magnet of growth; Seattle grabbed headlines with skyrocketing real estate prices and number of construction cranes on the skyline. However, the state's population growth and pace of development has not been limited to King County. Clark, Pierce, and Spokane Counties all shared in unprecedented growth in addition to the state's other metropolitan areas such as Bellingham, the Tri-Cities, and Wenatchee.

As historic preservationists well know, good economic times are a double-edged sword. A healthy market provides opportunity for investment in rehabilitation of historic buildings that would otherwise languish. DAHP's data on historic rehabilitation projects taking advantage of the federal Investment Tax Credit (ITC) incentive program reveals a total investment of over $416 million in the state between 2015 and 2019. While the bulk of these dollars rehabbed historic buildings in King, Pierce, and Spokane Counties, substantial investments were also made in smaller jurisdictions such as Ellensburg, Yakima, and Walla Walla. The $416 million figure does not necessarily include historic rehab investment using the State's Special Valuation for Historic Properties local property tax incentive. Data compiled by DAHP shows investment of nearly $142 million in rehab between 2016 to 2019 and reaching smaller jurisdictions such as Dayton, Lynden, and Port Townsend.

While positive market forces benefit historic building rehabilitation work, rapid growth and development frequently impact all cultural resources in negative ways. New construction can result in demolition of existing historic built-environment resources as well as disturbance of archaeological resources, TCPs, and cultural landscapes in rural areas and shorelines.

Growth Management/Land-Use Planning

Following on our summary observations about population change and Washington's generally robust economy is discussion about the state's approach to growth management and comprehensive land-use planning. With passage of the Growth Management Act (GMA) in 1990, Washington was amongst the first states to design a comprehensive, statewide approach to managing the impacts surrounding

unregulated land development. To address problems associated with sprawling development such as traffic, agricultural land loss, and polluted water, the GMA was passed into law by a coalition of state legislators, environmentalists, planners and others.

Washington has a long history of legislation and programs that protect the environment as well as the cultural resources that are closely tied to our natural heritage. The GMA joined with other key state laws passed during the late 1960s and 70s with the intent to protect environmental quality and sustain natural resources into the future. Examples include the Forest Practices Act (1974), and the Shorelines Management Act and State Environmental Policy Act (SEPA), both enacted in 1971. These and other environmental protection state statutes followed along with parallel legislation that led to protection of cultural resources, such as the Historical Societies and Historic Preservation Act, Archaeological Sites and Resources Act, and the Archaeological Excavation and Removal Act.

The GMA has succeeded in local jurisdictions, charting a systematic approach to deciding how communities should grow and change. While the GMA includes Goal 13 Historic preservation ("Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance"), the Act does not require that cultural resources be identified and protected in local comprehensive plans, development regulations, or in critical areas ordinances. Since 1990, many jurisdictions have adopted historic preservation policies, preservation plan elements, and design guidelines. However, comments made by the public during the planning process recognize the impact of comprehensive planning on cultural resources and the importance of integrating historic preservation principles and tools in local plans. Just a few examples of several comments made by the public include:

- It seems that historic preservation is not well represented in regional or local planning—it would be good to explore how to increase the weight that planners give to historic preservation in their decision making.
- I want to see historic preservation always be part of the mainstream—an assumed activity, not a peripheral one.
- DAHP should improve the way it works with the state's growth-management planners and local-government planners.

In response to these and other comments received from stakeholders, **Goal 1** was formulated to state: **Promote historic preservation as the "preferred alternative" when it comes to implementing programs, policies, and projects that shape how our communities look, thrive, and change.** The overall intent of this goal is to develop and make available a range of preservation tools for incorporating cultural resource protection approaches into local planning procedures.

After 30 years of local comprehensive planning, the Legislature and a broad coalition of stakeholders engaged in conversations to re-examine and recommend updates to the GMA. This effort resulted in a legislatively funded stakeholder engagement process and preparation of a report based upon feedback. The participants included developers, environmental groups, planners, Tribes, and local elected officials, among others. The resulting report, ***A Road Map to Washington's Future***, grouped the responses into 15 topics, such as housing, resilience, governance, in addition to summary recommendations for actions

and reforms. The final report included references to comments received that advocated for protection of community character, and specifically mentioned archaeological resources, historic buildings, neighborhoods, and scenic landscapes, as well as "living heritage" resources such as businesses and places that evoke local "sense of place." However, the report did not make recommendations for protecting cultural resources for an updated growth management strategy. Since these conversations will likely continue in future legislative sessions, it is important that preservationists be proactive in making sure that cultural resource protection is included. To that end, action item **1 A (III)** is included in *Inhabiting Our History* which states*:* **Engage with state-wide discussions to update the 1990 Growth Management Act (GMA). Coordinate with Dept. of Commerce Growth Management Services to update and expand guidance materials for implementing Goal 13** [of the GMA].

The Washington Main Street Program

Any discussion about future opportunities for historic preservation must include DAHP's WMSP. Pioneered by the National Trust for Historic Preservation (NTHP) in the late 1970s, the Main Street program, both nationally as well as in Washington, focuses community vision and resources to revitalize historic downtown districts to be the vibrant, diverse, and attractive places they were built to be. Administered by DAHP since 2009, two WMSP staff persons serve 34 certified local Main Street programs in the state, from Aberdeen to Colfax, and another 31 "affiliated" local programs with training, organization, and coordination. Data demonstrates the effectiveness of WMSP staff and of the 34 local programs: in 2019, 533 new businesses were started resulting in the creation of over 1,600 jobs and in increased tax revenue to local coffers. Main Street program efforts also resulted in the rehabilitation of 266 downtown buildings, private investment of over $55 million, and public investment of almost $17 million (i.e., maintenance, infrastructure, in-kind services).

The global pandemic that hit Washington State and the nation in 2020 was not only a health emergency, but also an economic crisis as well. Especially hard hit were small, locally owned businesses that tend to comprise the majority of downtown stakeholders. The WMSP and local MS programs rose to the occasion by advocating for federal and state support programs to small businesses; interpreting and funneling information to program managers; and vetting new models to help businesses minimize their losses. From another perspective, the crisis brought home to a much broader audience of local residents, businesses, and decision-makers the importance of promoting a healthy downtown, and the value of their Main Street programs in sustaining economic vitality.

The WMSP combined with preservation tax incentives and grant programs comprise the cornerstone of historic preservation's contribution to sustaining economic vitality. Challenges to economic vitality posed by the pandemic call for expanding preservation incentives through other channels. One candidate in this direction is adding Opportunity Zones as a historic rehabilitation-financing tool where the zones overlap with historic districts and Main Street communities. Opportunity Zones were created by Congress in the Tax Cuts and Jobs Act of 2017 "to encourage long-term investments in low-income urban and rural communities nationwide." In essence, Opportunity Zones provide a tax incentive for investors to shelter their unrealized capital gains in order to stimulate economic development in areas where investment capital is needed. Washington's Governor has designated Opportunity Zones across

the state that often overlap with historic districts, older industrial areas, and low-income neighborhoods. While there is no statewide oversight or coordinating authority, the State Department of Commerce (COM) provides guidance for how Opportunity Zones work for investors, developers, and the community. In action item **4 A (IV)**, the Plan proposes to work in partnership with COM to promote Opportunity Zones as another incentive that combines historic preservation with economic development goals.

Cultural Resources as Social Capital/Social Infrastructure

For years the term "social capital" has been talked and written about by designers, urban policy theorists, and marketers, in books, research, and blog posts. Released in 2020, the WMSP's ***Main Street's Impact in Washington State 2011–2019*** states that "Main Streets foster interpersonal connections and social contact in their communities." One way to think of social capital is being the value of human interactions in the community, whether positive or negative, tangible or intangible. There are numerous examples, but just a few include an exchange of books amongst neighbors, sharing experiences while waiting for a bus, or "trivia nights" at a brewpub. While social capital accumulates anywhere, the WMSP report makes a good case that historic places make for dynamic destinations for abundant and lively social capital transactions.

Whether it is referred to as social capital, social infrastructure, sense of place, or "place-making," people of all walks of life are attracted to places of cultural and historical interest. Whether it is downtown or neighborhood commercial districts, marketplaces, entertainment venues, sports venues, civic gathering spaces, or others, these places hold an attraction for people to gather and communicate, recreate, conduct business, and otherwise engage in community life. Building upon the premises of noted urban theorist Jane Jacobs, the National Trust for Historic Preservation Green Lab in its study ***Older, Smaller, Better: Measuring how the character of buildings and blocks influences urban vitality***, concluded that: "…established neighborhoods with a mix of older, smaller buildings perform better than districts with larger, newer structures when tested against a range of economic, social, and environmental outcome measures." Moreover, as mentioned earlier in the discussion on Growth Management, The William D. Ruckelshaus Center, in its report ***A Road Map to Washington's Future,*** the authors identify key principles to be used by "…decision-makers at all levels to help guide the direction and implementation of new actions, and future planning and policy-making efforts." First in its list of the principles, the Center states:

> ***Respect that place matters.*** *Each community and region of the state has a unique social, political, ecological, and cultural history that creates the story of that place. It is critical to understand the social and ecological dynamics and identity of each place, in order for growth to contribute to the health of its environment and people. People often develop strong emotional, spiritual, and cultural connections to place, to other people, as well as to lifestyles. Disruption of these connections can impact the quality of community life and human health.*

This statement clearly articulates strong public recognition and support for preserving a "sense of place" in communities no matter how defined or located. Preservation of cultural resources is a proven

approach to respecting that "place matters." Given the challenges presented by the pandemic, barriers to social interactions, and issues around social justice, historic preservation and heritage can, and should, be a starting point for communities to chart a pathway forward.

Disaster Preparedness

Recent natural disasters such as earthquakes, floods, and fires both across the globe and in Washington State, have highlighted the vulnerability of cultural resources to damage or destruction. The COVID-19 pandemic made the painful point that disasters do not necessarily have a physical impact on cultural resources, but the resulting economic and social impacts most definitely do. However, one constant in the realm of disasters and historic preservation is Section 106. As a federal agency, the Federal Emergency Management Agency (FEMA) consults with DAHP, Tribal governments, and other public agencies to avoid or mitigate the impact of federally declared disasters on cultural resources listed in, or determined eligible for listing in, the NRHP.

In compliance with its responsibility to consider and mitigate for the effect to cultural resources after federally declared disasters, FEMA has executed a programmatic agreement with the SHPO. The programmatic agreement includes detailed Washington-specific procedures for protecting cultural resources in the event of a disaster. The agreement also calls for an expanded role for the State Emergency Management Division (EMD) of the Washington (state) Military Department, in the consultation process. Because of this step and other outreach efforts, the SHPO and DAHP staff are now engaged with EMD at the state level in its ongoing disaster-preparedness programs, grant-funding programs, and disaster-planning framework. An example of this coordination unfolded during the COVID-19 emergency that brought DAHP's Main Street program to the table with other State agencies to articulate the impact of the crisis on small businesses in downtown historic districts.

Increased frequency and intensity of climate-related disasters such as floods, fires, and landslides have brought home the need for preservationists to be proactive in putting into place disaster plans for use by local and state agencies, nonprofit and private organizations, and Tribal governments. These disaster-planning documents must address cultural resources: 1) in preparation for, 2) in response to, and 3) during the recovery from these emergency situations. Of particular concern to emergency managers is fear of the impact of a massive subduction zone earthquake in western Washington. Local, state, and federal agencies, as well as volunteer organizations, are ramping up efforts to prepare for a strong earthquake, and what might take years for recovery. For preservation, a focus of preparations has turned to the vulnerability of URM buildings (most often historic) in an earthquake. This concern has brought together City of Seattle emergency managers, property owners, consultants, DAHP, and others to encourage the seismic retrofitting of URM buildings by property owners through incentives and updated building codes. Because of the concerns stated above, strategies and actions to better protect cultural resources in the event of a disaster are incorporated in Goal 5 of *Inhabiting Our History*.

Goal 5 states: **To protect cultural resources, expand the way we prepare for, respond to, and recover from emergencies and the impacts of climate change.**

Infrastructure

Roads, rail lines, airports, dams, power grids, pipelines, treatment plants, and many other utilitarian elements of the landscape comprise the framework, or "skeleton," upon which we depend for fulfilling the routine tasks of a complex and highly mechanized society. Indeed, the infrastructure upon which we depend plays a major role in shaping the way we function as a nation, and plays a critical role in shaping land use and development patterns.

However, mounting studies, surveys, and reports point out that much of the nation's infrastructure is reaching the end of its life cycle and needs replacement. The emergency closure in 2020 of the West Seattle Bridge for structural deficiencies underscores the major inconveniences that occur when infrastructure falters. At about the same time, and in a much broader context, the COVID-19 emergency brought to the fore recognition that health-care systems and the transportation and communication networks that keep the supply chain moving are critical infrastructure to a healthy and functioning society.

While our infrastructure is, in many instances, fragile and vulnerable, some of it is also historic. For the historic preservation community, several issues are at stake when considering historic infrastructure: much of the infrastructure that is being evaluated at this point for health and safety purposes may well be historically significant and eligible for historic registers. Examples include bridges, power grids, and dams, as well as irrigation systems, some of which date back to the early 20th century if not before.

The other issue is that new or replacement facilities may affect archaeological resources, TCPs, and cultural landscapes. Important examples of this point are federal court decisions from as recent as 2018 that resulted in the obligation of Washington state agencies to remove hundreds of culverts to provide for passage of anadromous species to more than 1,000 miles of fish spawning habitat. While a major victory for Tribal treaty rights and for restoring endangered fish runs, replacing culverts will likely disturb archaeological sites and could affect historic built environment resources. Implementation of the Plan comes at a critical juncture in the state's public works history. The challenge for the historic preservation community will be working to preserve and protect significant cultural resources while balancing other economic and community priorities, such as economic recovery, public health and safety, and natural resource protection.

Technology

The dominant role of technology in our lives cannot be overstated. That role will increase and rapidly evolve during the time frame of the Plan, and beyond. There appears to be unlimited capacity for evolving technology to reshape all aspects of our lives, a reality brought home during the COVID-19 emergency.

The process for developing this Plan included statements from many preservationists and stakeholders that it will be very important for the preservation community to seize upon and use technology not only as a preservation tool, but also as a communication and education tool. Technology is seen as an

essential means to conduct research, facilitate planning, and increase the effectiveness and efficiencies of preservationists in their work.

In recognition of this, DAHP continues to develop and enhance its WISAARD online GIS based database. Under the SHPO's leadership and generous support of several federal and state agencies, WISAARD has expanded its functions to embrace nearly all aspects of DAHP operations and programmatic responsibilities. As such, WISAARD has received awards and been recognized by government and industry for its innovation and potential for streamlining the work of cultural resource management.

In spite of the recognition and success, WISAARD is, and will long remain, a work in progress. Moreover, its full potential as a CRM tool is far from realized. While challenged to fund needed upgrades, the SHPO, DAHP, and its technology partners continue to explore new service enhancements. Several strategies and actions in the Plan are included that support this effort:

- **Goal 1 B. (IV)** Research and pursue linking WISAARD data layers to other appropriate local, state, and federal agency databases/websites hosting environmental and land-use data and forecasting models; ***culturally sensitive site data will be protected.***
- **Goal 1 C (II)** Fund and continue implementing enhancements and advancements of DAHP's WISAARD to streamline the environmental review process for all stakeholders.
- **Goal 4 C (II)** Update the 2007 Archaeological Site Predictive Model and upload to WISAARD.

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Appendix B: Selected Stakeholder Organizations

Advisory Council on Historic Preservation (Washington State)

https://dahp.wa.gov/historic-registers/washington-state-advisory-council-on-historic-preservation/

The Washington State Advisory Council on Historic Preservation (WA-ACHP) comprises citizens knowledgeable in Washington's history, archaeology, and architecture. The nine-member board reviews nominations to the NRHP and the WHR. The Council meets three to four times a year. The council also acts in advisory capacity to the governor on policy issues regarding preservation activities in the state, and recommends to the State Historic Preservation Officer (SHPO) placement of properties onto the state and national register. The council was established and is defined by WAC 25-12. The *federal* Advisory Council on Historic Preservation (ACHP) is an independent federal agency for which more information can be found by visiting: https://achp.gov.

Association for Washington Archaeology

https://www.archaeologyinwashington.com/

Founded in 1981, the Association for Washington Archaeology is a nonprofit organization committed to the protection of archaeological and historical resources in the State of Washington. Membership consists mainly of professional archaeologists, although it is open to anyone with an interest in learning about and protecting the past.

Certified Local Governments

https://dahp.wa.gov/local-preservation/certified-local-government-program/

Washington State's CLG Program helps local governments to actively participate in preserving Washington's irreplaceable historic and cultural resources as assets for the future. This unique nationwide program of financial and technical assistance was established by the NHPA. In Washington, it is implemented and administered by the Department of Archaeology and Historic Preservation (DAHP).

National Park Service—Cultural Resources Stewardship, Partnerships, and Science Directorate

https://www.nps.gov/orgs/1345/index.htm/

The Cultural Resources Stewardship, Partnerships, and Science Directorate provides leadership for the protection and interpretation of the nation's heritage, guides a national historic preservation program that embraces national parks and heritage resources, engages all American peoples with the places and stories that make up their national identity, and serves as a model for the stewardship of cultural resources throughout the world.

National Trust for Historic Preservation
https://savingplaces.org/

For 70 years, the National Trust for Historic Preservation has led the movement to save America's historic places. A privately funded nonprofit organization working to save America's historic sites, tell the full American story, build stronger communities, and invest in preservation's future.

Washington Heritage Caucus

The Heritage Caucus is a public meeting of legislators, state agencies, nonprofit organizations, and members of the public who are interested in heritage and culture. The meeting is held at the Capitol in Olympia every Wednesday morning of a legislative session at 7 A.M. The Heritage Caucus is staffed by two state agencies, the Washington State Historical Society and ArtsWA.

Washington State Historical Society
https://www.washingtonhistory.org/

Founded in 1891 and now into its second century of service, the Washington State Historical Society is dedicated to collecting, preserving, and vividly presenting Washington's rich and storied history. The Historical Society offers a variety of services to researchers, historians, scholars, and lifelong learners, as well as operating the State History Research Center and the Washington State History Museum.

Washington Trust for Historic Preservation
http://www.preservewa.org/

The Washington Trust for Historic Preservation is a nonprofit organization dedicated to saving the places that matter in Washington State, and to promoting sustainable and economically viable communities through historic preservation. We are Washington's only statewide nonprofit advocacy organization working to build a collective ethic that preserves historic places through education, collaboration, and stewardship.

Appendix C: Acronyms

ACHP	Advisory Council on Historic Preservation (Washington State)
APA	American Planning Association
AWC	Association of Washington Cities
BCC	Washington State Building Code Council
BLM	U.S. Bureau of Land Management
BPA	Bonneville Power Administration
CLG	Certified Local Governments
CMT	Culturally Modified Trees
COM	Washington State Department of Commerce
CRM	Cultural Resource Management/Manager
DAHP	Washington Department of Archaeology and Historic Preservation
DFW	Washington State Department of Fish and Wildlife
DNR	Washington State Department of Natural Resources
DOCOMOMO	Documentation and Conservation of the Modern Movement
FPA	Forest Practices Act
EMD	Washington State Emergency Management Division
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
GOIA	Governor's Office of Indian Affairs
GIS	Geographic Information System
GMA	Growth Management Act
GMS	Growth Management Services
HABS	Historic American Building Survey
HAER	Historic American Engineering Record
HALS	Historic American Landscape Survey
HB	House Bill
HC	Heritage Caucus
HPF	Historic Preservation Fund
HPI(F)	Historic Property Inventory (form)
HS	Historic Seattle
IACC	Infrastructure Assistance Coordinating Council
ICH	intangible cultural heritage
IEBC	International Existing Building Code
MOA/U	Memorandum of Agreement/Memorandum of Understanding
MS	Main Street program
MWNHA	Maritime Washington National Heritage Area
NATHPO	National Association of Tribal Historic Preservation Officers
NHA	National Heritage Area(s)
NHL	National Historic Landmark
NHPA	National Historic Preservation Act
NPS	National Park Service

NRHP	National Register of Historic Properties
NTHP	National Trust for Historic Preservation
OFM	Washington State Office of Financial Management
OSPI	Office of the Superintendent of Public Instruction
PAW	Planning Association of Washington
RCW	Revised Code of Washington
SEPA	State Environmental Policy Act
SHPO	State Historic Preservation Office(r)
SMA	Shoreline Management Act
SPRC	Washington State Parks & Recreation Commission
TCP	Traditional Cultural Place
THPO	Tribal Historic Preservation Officer
URM	Unreinforced Masonry (building/structural system)
USFS	United States Forest Service
WAC	Washington Administrative Code
WHR	Washington Heritage Register
WMSP	Washington Main Street Program
WSHS	Washington State Historical Society
WTHP	Washington Trust for Historic Preservation
YHP	Youth Heritage Project

Appendix D: Online Survey Questionnaire

Help shape future priorities and approaches to preserving historic places and archaeological sites in Washington State by completing this brief survey.
We estimate that completing the survey will take about 10 minutes.

1. Do you feel that historic preservation is an important asset in your community?

Not at all — Neutral — Historic preservation is very important asset in my community.

2. Whether its from personal interest, or as places to work, shop, or enjoy, select from the following list what types of places have the most significance to you. *Please select up to 5 choices.*

- ☐ Old(er) Buildings
- ☐ New(er) Buildings
- ☐ Urban Downtown
- ☐ Neighborhood Center with Local Businesses
- ☐ Workplace
- ☐ Home
- ☐ Social Gathering Spot (e.g. coffee shop, restaurant, bar, assembly hall, etc.)
- ☐ Church
- ☐ Public Land (e.g. Forest Service or National Park)
- ☐ Public Park
- ☐ Sports Stadium / Arena
- ☐ Gym / Athletic Field
- ☐ School
- ☐ Farm / Agriculture
- ☐ Designated Historic Sites or Landmarks
- ☐ Civic Building (e.g. library or courthouse)
- ☐ Neighborhood
- ☐ Structure (e.g. bridge or freestanding structure)
- ☐ Movable object (e.g. car or boat)
- ☐ Cultural Landscape
- ☐ Archaeological sites
- ☐ Traditional cultural places
- ☐ None of the above
- ☐ Cemeteries/Burial Sites

3. What historic place(s) do you think help tell the story about you or your community? *(e.g. a specific building, site, neighborhood, landscape, object, etc) and, what is it about this place(s) that makes it important to you?*

4. What historic place(s) do you think help tell the story of Washington State? *(e.g. specific building, site, neighborhood, landscape, object, etc.)*

5. How emotionally connected do you feel to the place where you live?

Not at all connected | Neutral | Very connected

6. What makes you feel connected or disconnected to the place you live?

7. How would you feel if a historic place you care about were to be lost (damaged beyond repair, destroyed by nature, demolished, altered beyond recognition, etc).

It wouldn't bother me at all | I would be a little sad | I would be completely devastated

8. Has a place that you cared about been lost?

- Yes
- No

9. If you answered yes to the previous questions, what place that you care about was lost?

10. What actions have you had interest in or have taken in maintaining / protecting / preserving a historic place that you care about? *Select all that apply.*

- I haven't taken any actions, I just love historic places!
- Spend money
- Volunteer to fundraise
- Volunteer labor to work on the property
- Advocate to others in person or using social media
- It's in my job description
- No historic place I care about has been lost
- I don't care about historic places
- Other (please specify)

11. Who do you think should have a role in protecting historic places that matter to you or to others? *Select all that apply:*

- Private individuals like me
- Private companies
- Non-profit organizations
- Local Government
- State Government
- Federal Government
- Tribal Government
- Other (please specify)

12. Who do you think is **most effective** at protecting / preserving historic places? *Select all that apply.*

- Private individuals like me
- Private companies
- Non-profit organizations
- Local Government
- State Government
- Federal Government
- Tribal Government
- Other (please specify)

13. How do you access information about history and preservation? *Select all that apply.*

- Local media (newspaper/ radio/ blogs/ other)
- Local historic commission/ local government websites and announcements
- Local historical society/ museum membership newsletters and emails
- Social media (Facebook, Twitter, and similar)
- State and national media
- State or federal government agencies
- School
- Friends and Family
- I have not / do not access information about history or preservation.
- Other (please specify)

14. How important are the following issues to you?

	Not at all important	Less important	Neutral / Somewhat important	More important	Most important
Sustainability					
Housing Affordability					
Building strong relationships with Tribal governments					
Diversity					
Disaster Preparedness					
Land Use Planning					
New Technology					
Economic development					
Education and training					

15. Which of these tools do you think would be most effective at preserving historic places? *Select all that apply.*

Financial Incentives (such as tax credits, tax abatement, grants, etc.)

Government regulations

Education / Training

Social media

Advocacy

Storytelling

Planning

Other (please specify)

16. What do you think is important when it comes to historic preservation? *Select all that apply.*

Architectural significance (design)

Historic significance (stories)

Keeping original materials

Keeping general architectural character

Must be old (e.g. over 30, 50, or 75 years old)

Cultural significance

Condition/appearance

Visibility/public access

Redevelopment potential/potential for re-use

Other (please specify)

17. Do you have any additional thoughts or opinions about historic preservation you would like to share?

Optional demographic information. ***All respondents will remain anonymous.***

18. What is your zip code? *Optional.*

19. Age Range? *Optional.*

- 0-18
- 19-30
- 31-40
- 41-60
- 61+
- Prefer not to answer

20. What is your ethnicity? *Optional.*

21. **Thank you for you taking our survey!**We appreciate your valuable time and insights. If you would like to stay informed, please follow the Department of Archaeology and Historic Preservation's blog, Facebook and Instagram. Also feel free to visit our webpage on the historic preservation plan at: dahp.wa.gov/preservationplan. To mail hard copies of the survey or comments, address to: DAHP at PO Box 48343, Olympia, WA 98504-8343.