



King County
Metropolitan King County Council
Committee of the Whole

STAFF REPORT

Agenda Item No.: 11	Date: 15 July 2009
Motion No.: 2009-0414	Prepared by: Nick Wagner

SUMMARY

The Washington State Department of Archaeology and Historic Preservation (DAHP) is soliciting support from the Council, among other entities and individuals, for a proposal to designate the Washington coastline and Puget Sound as a “National Heritage Area.” The proposal is summarized in Attachment 5 (pp. 33-36 of these materials).

At its July 8 meeting, the committee was briefed on the proposal by Fauna Doyle of Berk & Associates, who is working with DAHP. Attachment 3 (pp. 11-30 of these materials) is a copy of Ms. Doyle’s presentation.

Proposed Motion 2009-0414 (Attachment 1, pp. 3-6 of these materials) would express strong support for the proposal. The motion was provided to committee members in draft form with the July 8 meeting materials, but had not yet been introduced and therefore was not ready for action.

BACKGROUND

Congress has created a “National Heritage Area” designation to recognize nationally-important natural, cultural, historic, and recreational resources. *See* Attachment 5 at p. 34 of these materials. Forty-nine areas in the U.S. had received that designation as of May 2009, but few are on the West Coast. *See* Attachment 11, pp. 49-53 of these materials.

According to DAHP, possible benefits of the designation include the following (*see* Attachment 5 at p. 34 of these materials):

- Designation as a National Heritage Area can raise awareness of the quality and importance of local history, helping communities preserve their historic resources and share the story of their past.
- Increased heritage tourism provides economic benefits to heritage organizations, as well as restaurants, lodging, and other community businesses.
- Better coordination between heritage groups strengthens the ability to compete for grant funding.

- National Heritage Areas receive technical assistance from the National Park Service to support development and operations.
- In the past, National Heritage Areas have received some federal funding, although future funding of the program is uncertain.

According to DAHP, there is no increased federal regulation associated with National Heritage Areas. *See* Attachment 5 at p. 34 of these materials.

With their rich maritime heritage, which is described in a summary prepared by DAHP (Attachment 9, p. 43 of these materials), the Washington coastline and Puget Sound may meet the criteria for receiving the National Heritage Area designation. *See* Attachment 8, p. 41 of these materials).

The boundaries of the proposed National Heritage Area are described in Attachment 6, p. 37 of these materials.

**JULY 8 BRIEFING AND
RESPONSES TO COUNCILMEMBER QUESTIONS**

At the committee’s July 8 meeting, Councilmember Lambert asked Fauna Doyle about capping the amount of administrative overhead that a National Heritage Area management organization might be allowed to keep from federal funds. Ms. Doyle has provided the email response that is included in these materials as Attachment 2 (*see* pp. 7-10). Ms. Doyle has also provided a list of endorsers of the proposal to date (Attachment 2 at pp. 9-10).

INVITEES

1. Allyson Brooks, State Historic Preservation Officer and Director, Washington State Department of Archaeology and Historic Preservation
2. Fauna Doyle, Berk & Associates

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Signature Report

July 14, 2009

Motion

Proposed No. 2009-0414.1

Sponsors Ferguson

1 A MOTION supporting the proposal to designate
2 Washington state's coastline and Puget Sound a Maritime
3 National Heritage Area.
4

5 WHEREAS, Washington state has a rich and varied maritime heritage, as
6 described in the following excerpt from materials prepared by the Washington state
7 Department of Archaeology and Historic Preservation: "There are stories here. Canoe
8 cultures. The age of European exploration. Gray, Thompson, the Pacific Fur Company,
9 Hudson's Bay Company. Trade with Asia, shipped east on James J. Hill's railroad.
10 Oyster boats, fishing fleets, the mosquito fleet. Whaling ships from Grays Harbor to
11 Westport. Canneries up and down the coasts. Steamers to the Klondike. Freighters,
12 tankers, container ships. Bremerton, Everett and Bangor. Lighthouses and shipwrecks.
13 Dozens of tribal groups and affiliations. The Alaska fleet, sheltered and repaired in
14 protected Puget Sound waters. Salmon and more salmon, caught and dried and canned.
15 Then, fewer and fewer salmon, stewarded and defended and celebrated. And always
16 fishing, shipping, trading, and lives shaped by water. Washington's Pacific and inland
17 coast is a place where maritime dramas large and small helped to shape a nation," and

Motion

18 WHEREAS, the National Heritage Area designation has been created by
19 Congress to recognize nationally-important natural, cultural, historic, and recreational
20 resources, and the designation of an area as a National Heritage Area requires an act of
21 Congress, and

22 WHEREAS, there were forty-nine National Heritage Areas across the United
23 States as of May 2009, but none on the west coast, and

24 WHEREAS, the possible benefits of designation as a National Heritage Area
25 include the following, as described by the Washington state Department of Archaeology
26 And Historic Preservation: "Designation as a National Heritage Area can raise awareness
27 of the quality and importance of local history, helping communities preserve their historic
28 resources and share the story of their past. Increased heritage tourism provides economic
29 benefits to heritage organizations, as well as restaurants, lodging, and other community
30 businesses. Better coordination between heritage groups strengthens the ability to
31 compete for grant funding. National Heritage Areas receive technical assistance from the
32 National Park Service to support development and operations. In the past, National
33 Heritage Areas have received some federal funding, although future funding of the
34 program is uncertain," and

35 WHEREAS, there is no increased federal regulation associated with National
36 Heritage Areas, and

37 WHEREAS, the area being studied for inclusion in a Washington State Maritime
38 National Heritage Area extends along Washington's coastline north from Willapa Bay,
39 through the Strait of Juan de Fuca, and around Puget Sound to the Canadian border, and

Motion

40 extends into Seattle to include Lake Union, though those boundaries are subject to
41 modification based on an ongoing feasibility study, and

42 WHEREAS, the feasibility study is being managed by the Washington state
43 Department of Archaeology and Historic Preservation, with guidance by a steering
44 committee assembled for this project. The steering committee includes representatives
45 from tribes, local and state government, heritage organizations, and other interested
46 stakeholders. The steering committee's ultimate recommendations will be guided by the
47 results of the public outreach from the feasibility study;

48 NOW, THEREFORE, BE IT MOVED by the Council of King County:

49 A. The King County council hereby expresses strong support for the proposal to
50 designate Washington state's coastline and Puget Sound a National Heritage Area.

51 B. The clerk of the council shall send a copy of this motion to Governor Gregoire
52 and to each member of Washington state's congressional delegation.

Motion

53 C. The council thanks the staff of the King County Historic Preservation Program
54 for its efforts to promote that designation and requests that it continue those efforts.

55

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

ATTEST:

Attachments None

Wagner, Nick

From: Fauna Doyle [fauna@berkandassociates.com]
Sent: Monday, July 13, 2009 2:44 PM
To: Wagner, Nick
Subject: Responding to Committee Questions regarding National Maritime Heritage Area

Hi Nick,

The list of letters of support is attached. The first three are from within King County.

In answer to Councilmember Lambert's question about capping the amount of administrative overhead the management organization might be allowed to keep from federal funds. It shouldn't be a burden to set a reasonable limit for administrative overhead for the position. However, we think it makes more sense to avoid a hard cap and emphasize a goal or guideline in the legislating language and then have that cap be part of the management plan that is created during the first few years of designation.

Let me know if I can be of any further assistance in getting you information for the motion.

Best,

Fauna

Fauna Doyle
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"Helping Communities and Organizations Create Their Best Futures"

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NATIONAL MARITIME HERITAGE AREA

LETTERS OF SUPPORT WITHIN KING COUNTY

Association of King County Historical Organizations

Pacific Northwest Maritime Heritage Council

Puget Sound Maritime Historical Society

List of All Letters of Support Received

City of Anacortes

Anacortes Historic Preservation Board

Association of King County Historical Organizations

City of Blaine

Blaine Coalition for Historic Preservation

Blaine Neighborhood Association - Salishan Chapter

Central Whidbey Chamber of Commerce

Clallam County

Grays Harbor 2020

Grays Harbor Historical Seaport

Island County

Island County EDC

New Dungeness Light House Association

Northwest Maritime Center

Northwest School of Wooden Boatbuilding

Pacific Northwest Maritime Heritage Council

Port of Everett

City of Port Townsend

Puget Sound Maritime Historical Society

Sound Experience

Whatcom County Parks and Recreation

Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study



DEPARTMENT OF ARCHAEOLOGY & HISTORIC PRESERVATION

Protect the Past, Shape the Future

A National Heritage Area

Celebrating and Supporting

Washington State's Maritime Culture

- ✦ *Enhancing* Heritage Tourism
- ✦ *Benefiting* Community Heritage Groups
- ✦ *Celebrating* Working Waterfronts
- ✦ *Supporting* Healthy Marine Waters



What is a National Heritage Area?

- ✦ Recognizes the best examples of our nation's cultural and historic heritage
- ✦ **LOCALLY INITIATED AND MANAGED**
- ✦ Designated by Congress
- ✦ Technical support from National Park Service



Why Should Washington Pursue National Heritage Area Designation?

- ✦ **Unique resources of national significance**
- ✦ **Local maritime heritage organizations would benefit from wider recognition and support**
- ✦ **Enhanced tourism revenue for communities**
- ✦ **Limited and manageable negative impacts**



Benefits of a National Heritage Area

✦ **ECONOMIC DEVELOPMENT –HERITAGE TOURISM**

- National recognition
- Coordinate marketing
- Improve product

✦ **SUPPORT COMMUNITY HERITAGE GROUPS**

- Improve attendance
- Enhance competitiveness for grants
- Improve in-network marketing

✦ **SUPPORT WORKING WATERFRONTS**

- Improve community awareness of maritime industries
- Partnerships between heritage groups, ports, industry, labor

✦ **RECOGNIZE VALUE OF MARINE ECOSYSTEMS**

- Interpret links between ecosystem health and maritime history
- Partnerships with natural resource programs and groups



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study

The National Heritage Area Program

- ✦ First areas designated in the 1980's
- ✦ Currently 49 Heritage Areas, mostly in the eastern US
- ✦ 9 of 49 Heritage Areas designated in 2009

Federal pass-through grants available



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study

The Designation Process



FEASIBILITY STUDY MANAGED BY DAHP

Steering Committee—

Dick Thompson, Chair

Senator Karen Fraser, 22nd District

Leonard Forsman, Chair, Suquamish Tribe

Rep. Pat Lantz (ret.), 26th District

Lita Dawn Stanton, City of Gig Harbor

Pete Mills, office of Rep. Jay Inslee

Chris Endresen, office of Sen. Maria Cantwell

Chuck Fowler, PNW Maritime Heritage Council

Gretchen Luxenberg, National Park Service

Jennifer Meisner, Washington State Trust for Historic Preservation

Flo Lentz, 4Culture



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study

The Feasibility Study



- ✦ Demonstrate the quality of Washington's resources
- ✦ Demonstrate widespread support for the idea
- ✦ Could a Heritage Area here be managed effectively AND with sustainable financial support?



The Study Area and Boundaries

- ✦ Washington's saltwater coast north of Pacific County, including the Pacific, Strait, and Puget Sound coasts
- ✦ Seattle's Ship Canal, Salmon Bay, and Lake Union
- ✦ Proposed boundaries extend 1/4 mile inland of shoreline, plus locally nominated sites



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study

Maritime Heritage Resources

- ✦ Museums and Interpretive Centers
- ✦ Historic Vessels (with public access)
- ✦ Maritime Education & Activity Centers
- ✦ Maritime Events
- ✦ Lighthouses & Locks
- ✦ Ferries and Public Passenger Vessels
- ✦ Waterfront Communities
- ✦ Public Places with Great Maritime Stories



Managing the Heritage Area

- ✦ **Not a government program** –managed by an existing or new non-profit organization
- ✦ Typically funded by mix of **donations, state funding, and federal funding**
- ✦ Draw on **leadership from heritage groups**
- ✦ Develop **partnerships with tourism organizations, ports, scenic byways, and other groups** with shared goals



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study

Potential Management Activities

- ✦ Host regional coordinating meetings
- ✦ Compile and share resources (best practices, reports, studies, etc.)
- ✦ Develop a regionally consistent brand
- ✦ Partner for regional and statewide tourism promotions
- ✦ Create new region-wide brochures and website (trip planning, etc.)
- ✦ Design and potentially fund signage
- ✦ Develop interpretive areas
- ✦ Support education and academic research
- ✦ Provide grants for local heritage projects
- ✦ More...



Concerns About NHA Designation

- ✦ REGULATORY or PROPERTY IMPACTS
- ✦ REGIONAL REPRESENTATION
- ✦ SUSTAINABLE MANAGEMENT & FUNDING



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study

Concerns About NHA Designation

✦ **REGULATORY or PROPERTY IMPACTS**

- ✦ **Program has no regulatory OR eminent domain impacts**
- ✦ **Management group NOT ALLOWED to acquire property with federal funding from the NHA program**



Draft Recommended Legislative Language

1. The overarching goal of designation is to encourage and strengthen partnerships and collaboration among maritime interests for the purpose of economic development and heritage tourism.
2. This designation recognizes that waterfronts are both a foundational part of Washington's heritage and dynamic places that are constantly adapting to new opportunities and technologies.
3. Designation is not intended to directly or indirectly regulate land use, public land policy, or private activity.
4. Federal law prohibits a designated national heritage area from the following:
 - a. Authorizing the management organization to regulate the right of any person with respect to private property or local zoning ordinance or land use plan.
 - b. Modifying, by enlarging or diminishing, the regulatory authority of any state, tribal or local government to regulate land use.



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study

Concerns About NHA Designation

✦ REGIONAL REPRESENTATION

- ✦ Expected to be managed by a 501(c)(3)
- ✦ Steering committee/policy group will be primarily maritime stakeholders
- ✦ Structured to provide representation across the region on the governance board and steering committees
- ✦ Tribes, local governments, ports and agencies will have role on an advisory/coordination committee



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study

Concerns About NHA Designation

✦ SUSTAINABLE MANAGEMENT & FUNDING

- ✦ Management organization will likely be an existing 501(c)(3) with proven stability and governance
- ✦ Limited role of management organization– coordination, region-wide branding and marketing, and possible funding distribution– is achievable without unrealistic expectations for funding
- ✦ Community heritage organizations would have the ability to build on the platform created by the management organization



Selected supporting organizations

San Juan County

Clallam County Parks and Recreation

Port of Everett

Grays Harbor 2020

Historic Everett

Island County Historical Society

Sound Experience

Whidbey Island Chamber of Commerce

Drayton Harbor Maritime



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study

Stay involved and lend a hand

1 WRITE A LETTER OF SUPPORT

- To: Allyson Brooks, State Historic Preservation Officer

2 SPREAD THE WORD

- Raise awareness about the Heritage Area by:
- Encouraging other heritage organizations & maritime interests to participate
- Asking for letters of support from your city, county, tribe, port, State representative, or local businesses, service clubs, or citizen groups
- Sending us your contact lists so we can keep them informed

3 PARTICIPATE IN NEXT STEPS

- Please continue to share your excitement and concerns with us by:
- Attending future meetings
- Providing written comments on the Draft Feasibility Study via email



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study

Thank You!

A National Heritage Area

Celebrating and Supporting

Washington State's Maritime Culture

Have a comment or need more information?

Fauna Doyle, (206) 324-8760, fauna@berkandassociates.com

Curt Warber, (425) 458-6326, cwarber@parametrix.com



Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study



STATE OF WASHINGTON

DEPARTMENT OF ARCHAEOLOGY AND HISTORIC PRESERVATION

1063 S. Capitol Way, Suite 106 • Olympia, Washington 98501

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(360) 586-3065 • Fax Number (360) 586-3067 • Website: www.dahp.wa.gov

To Whom it May Concern,

We are delighted to announce an ambitious endeavor to achieve national recognition for Western Washington's unique maritime heritage.

Beginning with coastal canoe cultures and continuing to superferries and superfreighters, Western Washington's community and commerce has grown on our saltwater shores. The story of our maritime heritage is a key to understanding ourselves as a region. It is also a story of national importance, reflecting a unique way of life in a place like no other.

A variety of groups—from heritage societies to ports to Native American tribes and intertribal organizations—have worked diligently to protect and celebrate our living maritime culture. However, many of those groups have also struggled to maintain volunteer support, raise funds, and build sustainable organizations.

Now, in partnership with the Department of Archeology and Historic Preservation and with financial support from the Washington State Legislature, these groups are in the process of building a proposal to designate Washington's maritime resources a National Heritage Area—the first National Heritage Area in the country to be focused on maritime themes and resources. This designation would raise awareness of our heritage resources with a national audience and support expanded cooperation among the maritime heritage groups working in Washington.

This is an exciting new opportunity for urban and rural communities on Washington's saltwater coast. A national maritime heritage area would coordinate promotion of communities' resources and potentially draw more heritage and maritime tourists to the region. We believe that telling a bigger story—one that brings together old and new, the Pacific and Puget Sound, large craft and small—will engage more of the public and better share the history, drama, and excitement of our maritime stories.

Extensive stakeholder outreach is being conducted in order to build support for the designation. Meetings with local officials, as well as with the public and other key stakeholders, will be held throughout the potential designation area over the next six months. During that time, we expect to contact you for your thoughts and feedback—and hopefully gain your support. In the meantime please see the attached materials to learn more about the National Heritage Area designation process and its opportunities and benefits.

Feel free to contact us with questions or comments.

Regards,

Dick Thompson, Principal
Thompson Consulting

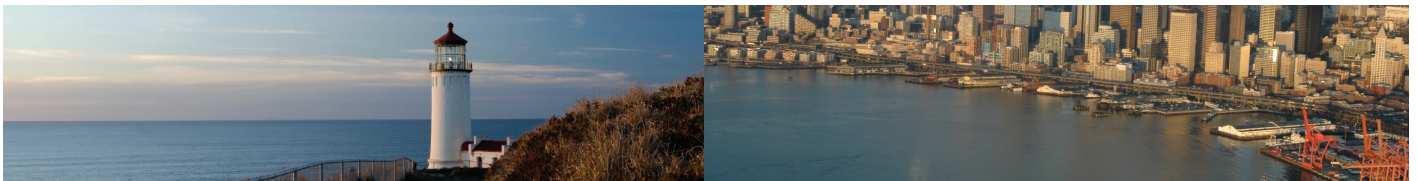
Allyson Brooks, Ph.D., State Historic Preservation Officer
Department of Archeology and Historic Preservation

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Washington State

NATIONAL MARITIME HERITAGE AREA

Feasibility Study



WASHINGTON STATE DEPARTMENT OF ARCHAEOLOGY AND HISTORIC PRESERVATION

Feasibility Study Overview

FREQUENTLY ASKED QUESTIONS

What is a National Heritage Area?

National Heritage Areas are places designated by Congress to recognize nationally important natural, cultural, historic and recreational resources. Today, there are over 40 national heritage areas throughout the United States.

There is no increased federal regulation associated with National Heritage Areas. Instead, the designation supports local citizens to preserve, share and promote our own heritage, with full local control.

How do communities benefit from National Heritage Area designation?

National Heritage Areas provide a range of benefits to local communities:

- Designation as a National Heritage Area can raise awareness of the quality and importance of local history, helping communities preserve their historic resources and share the story of their past
- Increased heritage tourism provides economic benefits to heritage organizations, as well as restaurants, lodging, and other community businesses.
- Better coordination between heritage groups strengthens the ability to compete for grant funding.
- National Heritage Areas receive technical assistance from the National Park Service to support development and operations.
- In the past, National Heritage Areas have received some federal funding, although future funding of the program is uncertain.

What would the boundaries for National Heritage Area include?

The feasibility study includes Washington State's saltwater shoreline north from Willapa Bay, through the Straits of Juan de Fuca, and around Puget Sound to the Canadian border. In addition, the study area extends into Seattle to include Lake Union. Pacific County's shoreline is not included.

The proposed boundary will not be finalized until outreach is completed and stakeholders have voiced their opinion. Because the feasibility study is focused only on maritime heritage, the boundaries will likely include resources like vessels, specific sites such as lighthouses and maritime-related facilities, and visitor facilities with a maritime theme.

Local or tribal government must support any land or facility within their jurisdiction being proposed as part of the National Heritage Area designation.

How are National Heritage Areas managed?

First, it's important to emphasize that "management" does not imply that the National Heritage Area has any authority over land use, public lands policy or privately owned resources. Management is focused on coordinating the activities of voluntarily participants in the National Heritage Area. Typical management activities might include:

- Maintaining communication between museums, ports, owners of historic vessels and other heritage-type organizations;
- Developing marketing programs to encourage heritage tourism;
- Applying for and managing grant funds;
- Sponsoring events, festivals, or other heritage-oriented activities.

National Heritage Areas have a range of options for management organizations. Around the country National Heritage Areas are managed by non-profit organizations, state or local agencies, or a specially appointed commission.

At this time, the study team expects that a private non-profit organization is the most likely type of management group for a National Heritage Area in Washington. Designation does not provide the management organization or any federal agency with the authority to regulate land. The management entity is also prohibited from using any federal funds it may receive through enabling legislation to acquire property.

Who is leading the feasibility study?

The feasibility study is being managed by the Washington State Department of Archaeology and Historic Preservation, with guidance by a steering committee assembled for this project. The steering committee includes representatives from tribes, local and state government, heritage organizations, and other interested stakeholders. The steering committee's ultimate recommendations will be guided by the results of the public outreach from the feasibility study.

What happens next if the Steering Committee requests designation of a National Heritage Area?

If stakeholders support moving forward, the state would request our federal congressional delegation to introduce legislation authorizing the development of the new National Heritage Area.

If this legislation is successful, the management organization for the National Heritage Area would then create a management plan for the heritage area, and would be authorized to receive federal funds if funding is available. The management plan would typically include an education plan, the rehabilitation of historic sites or vessels, a tourism enhancement strategy, a strategy for improvement of local museums, and similar activities.

The authority to implement the management plan would be local, resting in the hands of willing local officials and the actions of local organizations.

Washington State

NATIONAL MARITIME HERITAGE AREA
Feasibility Study



A National Heritage Area

Celebrating and Supporting

Washington State's Maritime Culture

OVERVIEW

Beginning with coastal canoe cultures and continuing to superferries and superfreighters, Western Washington's community and commerce has grown on our saltwater shores. The story of our maritime heritage is a key to understanding ourselves as a region. It is also a story of national importance, reflecting a unique way of life in a place like no other.

A variety of groups—from heritage societies to ports to Native American tribes and intertribal organizations—have worked diligently to protect and celebrate our living maritime heritage. However, many of those groups have also struggled to maintain volunteer support, raise funds, and build sustainable organizations.

Today, Washington's maritime heritage community is working towards a new partnership throughout the region. Individual groups believe that telling a bigger story—one that brings together old and new, the Pacific and Puget Sound, large craft and small—will engage more of the public and better share the history, drama and excitement of our maritime stories.

Local organizations are considering a new designation for Washington's maritime resources as a National Heritage Area—the first National Heritage Area in the country to be focused on maritime heritage. This designation would raise awareness of our heritage resources with a national audience and support expanded cooperation among the maritime heritage groups working in Washington.

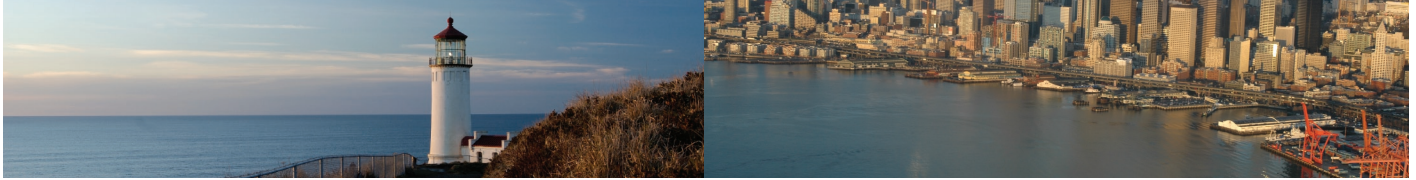
At this stage of the process, the State legislature has provided seed funding to complete a feasibility study for a National Heritage Area. Our heritage resources are of exceptional quality and interest. However, supporting a National Heritage Area requires more than great ships, museums, and events. It also requires strong grassroots support, a stable organization, and reliable funding. These are the critical issues the feasibility study is addressing.

Developing the proposal for a new National Heritage Area will require new and strengthened partnerships among heritage groups, local governments, and coastal tribes. The feasibility study is focused on reaching out to those groups, as well as the general public, to understand whether a National Heritage Area designation makes sense for Western Washington's maritime resources.



Washington State

NATIONAL MARITIME HERITAGE AREA *Feasibility Study*



WASHINGTON STATE DEPARTMENT OF ARCHAEOLOGY AND HISTORIC PRESERVATION

National Heritage Areas ARE

LOCALLY INITIATED, MANAGED,
AND CONTROLLED BY GRASSROOTS
ORGANIZATIONS

FEDERALLY RECOGNIZED BY AN ACT OF
CONGRESS

COOPERATIVE ORGANIZATIONS WITH
REGIONAL REPRESENTATION

SUPPORTIVE OF TOURISM AND ECONOMIC
DEVELOPMENT

COMPETITIVE FOR GRANT AND FEDERAL
FUNDING

National Heritage Areas ARE NOT

A PROGRAM INITIATED, MANAGED OR LED BY
FEDERAL AGENCIES

PUBLICLY OWNED, MANAGED BY FEDERAL
AGENCIES OR SUBJECT TO ADDITIONAL
FEDERAL CONTROL OVER LAND USE

GUARANTEED FEDERAL FINANCIAL SUPPORT,
ALTHOUGH THERE MAY BE SOME FUNDING
AVAILABLE FOR A STARTUP PHASE

The feasibility study is involving state, local, and tribal governments, heritage organizations, ports, tourism organizations, landowners, and the general public to evaluate whether a National Heritage Area designation makes sense to support Washington's maritime resources. If you have additional questions or would like an opportunity to comment on the proposal, please contact:

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BRIAN MURPHY, BERK & ASSOCIATES, (206) 324-8760, brian@berkandassociates.com
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Parametrix
BERK & ASSOCIATES

What are the boundaries of the Heritage Area?

The National Maritime Heritage Area would include Washington's saltwater coastline from Grays Harbor County to the Canadian border. It would also extend through Seattle's Ship Canal to include Lake Union.

The proposed boundary for the heritage area includes the area 1/4 mile landward of the shoreline.

Areas zoned for residential use would not be included in the designation.

Any local, state, tribal, or national park unit, public shoreline, national wildlife refuge, or WA DNR land that allows public access and is at least partly located within 1/4 mile of the shoreline would be included in its entirety.

Any designated historic district at least partly located within 1/4 mile of the shoreline would be included in its entirety.

Heritage sites not within 1/4 mile of the shoreline can be nominated for inclusion.

National Heritage Areas are not regulatory. Inclusion within the Heritage Area has no regulatory effect on land use or other property rights.



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National Heritage Areas – FAQ's¹

- **How do National Heritage Areas work?**

National Heritage Areas (NHA) expand on traditional approaches to resource stewardship by supporting large-scale, community centered initiatives that connect local citizens to the preservation and planning process.

- **What is the role of the National Park Service?**

The National Park Service (NPS) provides technical, planning and limited financial assistance to National Heritage Areas. The NPS is a partner and advisor, leaving decision-making authority in the hands of local people and organizations.

- **How is it different from a National Park?**

A National Heritage Area is not a unit of the National Park Service, nor is any land owned or managed by the NPS. National Park Service involvement is always advisory in nature.

- **How does a region become a National Heritage Area?**

National Heritage Areas are designated by Congress. Each National Heritage Area is governed by separate authorizing legislation and operates under provisions unique to its resources and desired goals. For an area to be considered for designation, certain key elements must be present. First and foremost, the landscape must have nationally distinctive natural, cultural, historic, and scenic resources that, when linked together, tell a unique story about our country. It is strongly recommended that a feasibility study be conducted prior to [any] designation attempt.

- **How do communities benefit from the National Heritage Area designation?**

The designation has both tangible and intangible benefits. Heritage conservation efforts are grounded in a community's pride in its history and traditions, and in residents' interest and involvement in retaining and interpreting the landscape for future generations. It offers a collaborative approach to conservation that does not compromise traditional local control over and use of the landscape. Designation comes with limited financial and technical assistance from the National Park Service.

- **Why utilize the heritage areas strategy?**

The heritage area concept offers an innovative method for citizens, in partnership with local, state, and Federal government, and nonprofit and private sector interests, to shape the long-term future of their communities. The partnership approach creates

¹ Taken verbatim from the National Park Service website (<http://www.nps.gov/history/heritageareas/FAQ/>).

the opportunity for a diverse range of constituents to come together to voice a range of visions and perspectives. Partners collaborate to shape a plan and implement a strategy that focuses on the distinct qualities that make their region special.

- **What kinds of activities does a National Heritage Area offer to outside visitors?**

National Heritage Areas appeal to all ages and interests. Some have opportunities for walking, hiking, biking and paddling. Some have festivals to attend and museums to visit. Many Areas provide volunteer opportunities, group tours, and multiple-day excursions and can also be visited in combination with over 80 units of the National Park Service.



Critical Steps

The National Park Service has outlined **four critical steps** that need to be taken prior to congressional designation of a national heritage area. These steps are:

1. Completion of a suitability/feasibility study;
2. Public involvement in the suitability/feasibility study;
3. Demonstration of widespread public support among heritage area residents for the proposed designation; and
4. Commitment to the proposal from key constituents, which may include governments, industry, and private, non-profit organizations, in addition to area residents.

Suggested Criteria

The following components are helpful in assessing whether an area may qualify as a national heritage area. ***A suitability/feasibility study should include analysis and documentation that illustrates that:***

1. The area has an assemblage of natural, historic, or cultural resources that together represent distinctive aspects of American heritage worthy of recognition, conservation, interpretation, and continuing use, and are best managed as such an assemblage through partnerships among public and private entities, and by combining diverse and sometimes noncontiguous resources and active communities;
2. The area reflects traditions, customs, beliefs, and folk life that are a valuable part of the national story;

3. The area provides outstanding opportunities to conserve natural, cultural, historic, and/or scenic features;
4. The area provides outstanding recreational and educational opportunities;
5. Resources that are important to the identified theme or themes of the area retain a degree of integrity capable of supporting interpretation;
6. Residents, business interests, non-profit organizations, and governments within the proposed area that are involved in the planning, have developed a conceptual financial plan that outlines the roles for all participants including the federal government, and have demonstrated support for designation of the area;
7. The proposed management entity and units of government supporting the designation are willing to commit to working in partnership to develop the heritage area;
8. The proposal is consistent with continued economic activity in the area;
9. A conceptual boundary map is supported by the public; and
10. The management entity proposed to plan and implement the project is described.

For more information, visit our website:
<http://www.cr.nps.gov/heritageareas/>

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There are stories here. Canoe cultures. The age of European exploration. Gray, Thompson, the Pacific Fur Company, Hudson's Bay Company. Trade with Asia, shipped east on James J. Hill's railroad. Oyster boats, fishing fleets, the mosquito fleet. Whaling ships from Grays Harbor to Westport. Canneries up and down the coasts. Steamers to the Klondike. Freighters, tankers, container ships. Bremerton, Everett and Bangor. Lighthouses and shipwrecks. Dozens of tribal groups and affiliations. The Alaska fleet, sheltered and repaired in protected Puget Sound waters. Salmon and more salmon, caught and dried and canned. Then, fewer and fewer salmon, stewarded and defended and celebrated. And always fishing, shipping, trading, and lives shaped by water. Washington's Pacific and inland coast is a place where maritime dramas large and small helped to shape a nation.

They are stories of land and water, sound, strait and ocean, bays and beaches. They are stories of fish and oysters, clams and shorebirds. They are stories of longshoremen and welders, explorers and fishing crews, captains and deckhands. They are also stories of the people who have made this place their home, or who have sought it out for exploration, commerce, or recreation. It is the rich mix of these stories through time and place that would make a National Heritage Area for Washington's saltwater shore so compelling.

There are different audiences for these stories. First, the generations of new visitors who will come to this place to explore and learn. Second, the generations of residents for whom the heritage area will become part of their own story, and enrich the way that they think of themselves and the place they have chosen to live.

While there may be questions of boundaries and emphasis for a National Heritage Area, *there should be no questions about the quality and significance of Washington's maritime heritage resources.* The challenge is to demonstrate widespread support from the public and elected officials, and the willingness of the region to work together to support a National Heritage Area.

The National Heritage Area feasibility study will also tell a story—a story about the continuation of our maritime past and present into the future. It needs to combine the excitement and significance of the region's landscape and cultures with the compelling details of community, political, and financial support. It needs to paint a picture of a region eager to represent the system of National Heritage Areas, eager to host new visitors.

Working together as a region we should be able to be better stewards of our maritime heritage, to increase private, federal, and grant funding opportunities, to bring more visitors to experience our heritage, and to make a stronger contribution to our communities. That is the story that the feasibility study for the National Heritage Area needs to tell, and to be effective, it needs to be a story that is shared throughout the region, told by many different voices.

This is the story of our shared place, how we came to be, who we are now, and who we will be, living on saltwater shares.

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Celebrating the Northwest's floating world

Maritime advocates are looking to have Congress declare most of Washington's coastline, including Puget Sound, a National Heritage Area. It could be a boon for tourism, preservation, and the marine industry itself.

By Knute Berger

June 24, 2009.

There's a proposal making the rounds to designate a large chunk of Washington's coastline a National Maritime Heritage Area. Such an area would require an act of Congress.

The proposed Heritage zone would extend up Washington's Pacific coast from Gray's Harbor and include the Strait of Juan de Fuca and San Juan Islands. It would run south from the Canadian border to the southern tip of Puget Sound. In Seattle, it would encompass Salmon Bay, the Lake Washington Ship Canal and Lake Union. It would extend 1/4 mile inland, and could include other nearby designated sites.

The main idea is to provide a way to recognize Washington's maritime history and industry, from Coast Salish cedar canoes to old lighthouses, from World War II shipyards to houseboat communities. A Heritage Area designation allows locals to coordinate ways to recognize and protect local historic sites and structures, promote tourism, and develop a narrative that ties-in life today. It also views cultural heritage to be seen broadly, connected to living, inhabited, and industrious contemporary landscapes. A Heritage Area is no wilderness National Park, though the Park Service does provide technical assistance.

National Heritage Areas have proven popular, mostly in the eastern U.S., and the idea is spreading. According to a presentation by the state's Department of Archaeology and Historic Preservation, there are 49 such areas in the U.S., with nine of those designated just this year. The largest Heritage Area is the entire state of Tennessee, recognized for its Civil War era history. There has also been interest in creating a Heritage Area along the Columbia River, inspired in part by the recent Lewis and Clark expedition's bicentennial.

Washington's would not be the first to focus on an industry. Surrounding

Dayton, Ohio is the National Aviation Heritage Area, home of the Wright Brothers, the National Museum of the U.S. Air Force and the Aviation Hall of Fame. In Michigan, there's the Motor Cities National Heritage Area which focuses on the U.S. auto industry (which is almost history) connecting factories, museums, and sites in Detroit, Lansing and Flint.

Washington's maritime heritage, past and present, is significant, but an official Congressionally-approved Heritage Area might give widespread locales a reason to coordinate efforts and find strength in developing interpretive centers and signage that tell the story of our relationship with the sea. In effect, a Heritage Area allows a kind of re-branding that can attract "cultural tourists" who want to learn something on their travels (they also tend to stay longer and spend more than other tourists). We may not have Europe's ancient cathedrals to offer sightseers, but we do have working and historic waterfronts. Maritime Heritage includes, but is bigger, than sailing ship replicas and historic tugboats.

One example of a creative packaging of maritime history is in Richmond, California, home of the Rosie the Riveter National Historic Park. While not a Heritage Area (it's run by the Park Service) it's an example of what can be done to revitalize old shipyards and warehouses into a compelling story of life and work on the home front during World War II. It hosts a festival dedicated to the wartime contributions of civilians, and you can also see where Rosie lived, worked and visit the ships she built, like the surviving "Victory Ship" SS *Red Oak*. With so much to compete with in the Bay Area, it's hard to imagine a city like Richmond finding a way to make itself attractive to visitors, but it's been done.

A Heritage Area designation could also give some aid to preservationists who are fighting ongoing battles to save waterfront history. The Washington Trust for Historic Preservation's annual endangered list has included maritime structures consistently in recent years.

The 2009 most-endangered list worries about the historic structures at Seattle's redeveloping Sand Point, once home of a Naval Air station. In 2008, Bellingham's Old Granary building, threatened with demolition by the Port of Bellingham, was listed and is on the current "Watch" list. Also listed last year were Gig Harbor's waterfront fishing net sheds and Tacoma's Murray Morgan Bridge, which is also on the "Watch" list. And Seattle's *Wawona* sailing ship was listed in '05, but nevertheless demolished just this year.

Another notable example is so-called Collins Building in Everett, which once housed a casket manufacturing company, which the Port of Everett approved demolishing in a vote on June 16 despite loud and long public objection. Preservationists have been engaged in a multi-year battle to save the building with its important connections to the "city of smokestacks" blue-collar history. The Washington Trust listed it as endangered in '04 and it's on the '09 "watch" list.

Many of these struggles derive from the push and pull over redevelopment. The region's port authorities are are often unfriendly to

historic preservation. This is partly due to the fact that port facilities often see the need to change for competitive reasons, and also because many have jumped into the real estate development business, turning once working port areas into marinas and condos. Another aspect is that port officials are often slow to see the historic or cultural significance or the potential of old warehouses.

It should be noted that a Maritime Heritage Area would not guarantee success in any of these preservation efforts. The entity would be run by a local non-profit, not the government, and no regulation whatsoever comes with it. It offers no protections, and it is not federally owned or operated (so property rights advocates can relax). Its leverage comes from creating a common purpose and awareness, opening an avenue for grant funding, and providing some strategic glue for tourism promotion. If a Heritage Area can't actually save anything, it might add something to the heritage protection tool kit by helping parlay maritime activity and legacy into another kind of money-maker.

Indeed, Ports and cities could see a Heritage Area as help in waterfront redevelopment in places like Tacoma, Everett, Olympia, Bremerton, and Seattle. The latter is already contemplating a massive revamp of its post-Viaduct downtown waterfront. The Maritime Heritage Area could help inform the planning and design process.

To be designated by Congress, the Heritage Area must be widely supported by locals. A steering committee that helped advise a feasibility study by the state Department of Archaeology and Historic Preservation included stakeholders as well as staffers from Congressman Jay Inslee's and Sen. Maria Cantwell's offices. To get the word out, the state's head of historic preservation, Allyson Brooks, is currently making presentations about the proposal and spreading the word on how to take the next-steps in establishing the zone. She'll be briefing members of the Seattle City Council on July 14.

Knute Berger is Mossback, Crosscut's chief Northwest native. He also writes the monthly Gray Matters column for Seattle magazine and is a weekly Friday guest on Weekday on KUOW-FM (94.9). His new book, Pugetopolis: A Mossback Takes On Growth Addicts, Weather Wimps, and the Myth of Seattle Nice, has just been published by Sasquatch Books. You can e-mail him at mossback@crosscut.com.

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