

EQUITABLE DISTRIBUTION OF HISTORICAL PRESERVATION AND HISTORICAL PROGRAMS FUND

Executive Summary

This report responds to a request by the King County Council in Ordinance 16984 Section 100 P1 to describe how the Historic Preservation Program will equitably distribute the Historical Preservation and Historical Programs Fund throughout King County in 2011. The revenue in the fund is raised from a \$1 surcharge for recording public documents. In 2011, \$460,000 is projected to be collected from the surcharge all of which is budgeted to support the activities of the HPP. This report includes a general overview of HPP's services, a Work Plan detailing where staff time and resources will be allocated during 2011, and the King County Comprehensive Plan policies that provide the framework for the HPP's work.

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1. Background

Proviso

In the 2011 adopted budget, the King County Council requested that the Department of Natural Resources and Parks (DNRP) submit a report describing how the "King County historic preservation program will use its best effort to expend funding received from the historical preservation and historical programs fund with an equitable geographic distribution of historic preservation program resources among council districts. Distribution of resources can include, but is not limited to, any combination of staff time, activities, services or direct expenditure of funds".

Historical Preservation and Historical Programs Fund (HPPH)

In 2005, the state legislature raised the document recording surcharge fee for recording public documents from \$2 to \$5 (HB 1386; RCW 36.22.170(1)(a)). One dollar is to be used at the county's discretion "to promote historical preservation or historical programs, which may include preservation of historic documents." Until 2010, the revenues were deposited in the general fund (originally a requirement of the state law), which funded historical preservation and historical program activities such as the county's Historic Preservation Program. In June 2010, King County started placing the revenue in a separate fund which is the subject of this report. Approximately \$460,000 is projected to be collected in 2011, all of which is budgeted to support

the Historic Preservation Program. This includes four part-time staff (three at 90 percent and one at 50 percent) and all of the HPP's operating expenses. (The revenue collected in 2010 was down significantly from previous years. The 2011 budget assumed reduced revenue as well, necessitating a 20 percent reduction in staffing.)

Leveraging the HPHP Fund

The recording fee surcharge revenue is insufficient to cover core HPP activities required by the Comprehensive Plan such as landmark protection and documentation of historic properties (See Appendix C: King County Comprehensive Plan Cultural Resource Policies). In light of this, HPP staff members routinely pursue grant funding opportunities to leverage the HPHP Fund dollars to ensure broader service delivery. Grant money is typically used to hire term limited temporary employees or consultants. In 2011 the HPP will receive:

- \$425,000 from the Federal Highway Administration to conduct a countywide survey (all council districts) of historic archaeological sites (this follows a million dollar grant to survey prehistoric sites). The project, which will be spread over three years, is the final phase of a multi-year project that will have a regional benefit in terms of providing critical data for public works agencies, developers, planners, tribal governments, and others who conduct ground-disturbing projects which could potentially destroy or disrupt archaeological sites and human (Native American) burials.
- \$40,000 from a Preserve America grant to develop an on-line tour of King County's historic barns and agricultural history, a product that will be available to residents and tourists alike, benefiting the entire region.
- \$8,000 from the Washington State Department of Archaeology and Historic Preservation to conduct a survey and inventory of Kenmore's mid-20th century residences; and
- an as yet unknown dollar amount to nominate and designate a large historic residential district in the City of Kent.

2. Overview of Historic Preservation Program Services

The HPP's primary function is the identification, documentation and protection of significant historic properties (as defined in the KCCP, "historic properties" are buildings, sites, objects, districts, and landscapes, prehistoric and historic archaeological resources, and traditional cultural places which are 40 years old or older).

Toward that end, the county provides an array of services. Some of these services, such as landmark designation and regulation, are limited by law to the unincorporated area; however in the mid-1990s the county's unincorporated area began to shrink dramatically. As this occurred the volume of requests from property owners in incorporated areas who wanted to protect historic buildings increased. To meet demand for landmark designation and protection in the cities, in 1995 the county established a regional program in which all cities could participate. Today, 18 cities participate. Each year the HPP invites the other cities to participate but it is

entirely at their discretion, and the HPP has no control over which ones decide to participate. In 2011

In addition to landmark designation and protection, the HPP also provides services such as construction project review, archaeological site identification and protection, and technical assistance, most of which are provided on a countywide basis. An overview of all the services provided by the HPP follows.

Appendix A includes a table summarizing the HPP's 2011 Work Plan and indicating the council districts within which each product/service will be provided. Appendix B contains a table showing the percentage of staff time projected to be spent in each council district. The following overview of services is keyed to the table in Appendix A to provide context for the Work Plan. (As noted above, the HPP provides services on a countywide basis where it has legal authority to do so. Landmark designation and protection services are not provided to the cities of Seattle, Mercer Island or Bothell because they have their own programs, nor are these services available to the cities which have not opted into the Regional Program. Other services, such as archaeological review, are available to all cities upon request. Currently the City of Seattle has an interlocal agreement with the county for archaeological review services.)

Identification and Documentation of Historic Properties

The HPP conducts annual surveys to identify and document historic and archaeological properties pursuant to the King County Comprehensive Plan:

- P-208 King County shall administer a regional historic preservation program to identify, evaluate, protect and enhance historic properties.
- P-219 King County shall inventory historic properties in order to guide decision making in resource planning, capital projects, operations, environmental review and resource management.
- P-220 Archaeological properties shall be identified, evaluated and protected in a consistent and coordinated manner. King County shall establish consistent review and protection procedures and develop centralized professional archaeological staffing.

Identification and documentation of resources is conducted in unincorporated King County and in the cities with which the county has interlocal agreements to provide such services. Key resource types, such as archaeological sites, are surveyed on a countywide basis since none of the cities have programs to protect them.

Landmark Designation and Protection

The King County Historic Preservation Officer is charged under county code with staffing the King County Landmarks Commission, which was formed in 1980 (K.C.C. 20.62.030). The Commission is responsible for designating landmarks in the unincorporated area and regulating proposed changes (issuing permits) to these landmarks. The Commission also provides landmark designation and protection services to cities with which the county has interlocal agreements:

- P-208 King County shall administer a regional historic preservation program to identify, evaluate, protect and enhance historic properties.

Special Programs

The HPP administers incentive-based programs and initiatives to encourage property owners to designate, protect and enhance significant resources. For example, the Barn Again Program has included grants to support stabilization and restoration of significant heritage barns, and the Historic Cemetery Initiative documents and prioritizes cemeteries for restoration and stabilization work. All of these programs include resource-specific technical assistance such as How-To Papers, trainings and workshops, and other direct assistance. **Services related to these initiatives, including grant funding as available, are provided on a countywide basis.**

Project Review

HPP staff routinely respond to and modify development proposals affecting historic and archaeological resources to eliminate or minimize adverse effects of development or changing land use. K.C.C. 20.62.150 requires that any development proposal on or abutting a resource identified in the County's Historic Resource Inventory may not be approved without review by the HPP. The KCCP includes the following related policies:

- P-218 King County shall review public and private projects and may condition them in order to protect historic properties. King County agencies shall coordinate with the Historic Preservation Program to provide consistent review and mitigation for projects within unincorporated areas and for county undertakings within cities.
- P-220 Archaeological properties shall be identified, evaluated and protected in a consistent and coordinated manner. King County shall establish consistent review and protection procedures and develop centralized professional archaeological staffing.

Most project review is conducted in the unincorporated area and in the cities where the county has interlocal agreements; however, some project reviews, particularly those involving archaeological resources, occur in municipalities with which the HPP does not have an interlocal agreement. These reviews are typically requested by county agencies and occasionally by state or federal agencies. The reviews are necessary to ensure compliance with federal, state, and local laws.

Planning

The HPP conducts a variety of planning-related activities including providing assistance to cities in developing local preservation plans and program and planning assistance to King County agencies. The HPP has also created an integrated plan for documenting, assessing and treating historic resources in unincorporated areas and in cities with which it has an interlocal agreement.

The HPP is just starting the final phase of a plan for prehistoric archaeological resources. The latter (including geographic information system data layers, a database of archaeological reports, a prehistoric archaeology context statement, and a prehistoric site sensitivity model) will be completed in 2012. These planning tools are now being used extensively by the HPP to screen public and private development projects countywide for cultural resource compliance, as well as by the King County Road Services Division of the Department of Transportation to review transportation projects. Data sharing agreements with three Tribes, the U.S. Army Corps of Engineers and the Burke Museum allow access to this important new data by agency and tribal planners and cultural resource staff. Access to this data will benefit the entire region.

- P-208 King County shall administer a regional historic preservation program to identify, evaluate, protect and enhance historic properties.
- P-215 King County shall work with cities to protect and enhance historic resources and public art located within city boundaries and annexation areas. The county shall advocate for and actively market its historic preservation services to agencies and cities that could benefit from such services.
- P-220 Archaeological properties shall be identified, evaluated and protected in a consistent and coordinated manner. King County shall establish consistent review and protection procedures and develop centralized professional archaeological staffing.
- P-221 All King County agencies shall be stewards of cultural resources under their direct control. Agencies shall identify and assess cultural resources, preserve significant historic properties and public art, and provide public access to them whenever appropriate. Agencies shall collaborate with the Historic Preservation Program to nominate eligible properties for landmark designation.

Public Education

The HPP conducts regular public workshops, presentations, an annual awards program and other activities to support its mandated functions. The audiences vary from Landmarks commissioner training sessions focused on the quasi-judicial nature of their role, to workshops for agency staff on how to identify and treat historic and archaeological resources in the field, to hands-on restoration of specific resource types for the general public. The HPP also maintains a large technical paper series. Each year the HPP coordinates an Executive Award Program to recognize achievement in the field of historic preservation and archaeology. This outreach and information provided benefits to the county as a whole.

3. HPP Efforts in 2011 to Distribute Resources Equitably Among Council Districts

In addition to the broad, regional projects described above, in 2011 the HPP will make the following specific efforts to distribute the HPP fund equitably among council districts:

- Foremost is the effort to encourage cities which do not have historic preservation programs to participate in the Regional Program offered through the HPP. A letter describing the program and the benefits of participation will be sent to planning directors, city managers, and elected officials during the first quarter of the year. Where invited to do so, HPP staff will make a PowerPoint presentation to city officials as part of the education process. Additionally, HPP staff will make regular presentations to local historical societies to encourage the members to advocate with city officials to join the program. HPP staff will be negotiating an interlocal agreement for landmark services with the City of Enumclaw based on last year's letter. In addition, a meeting with a City of Tukwila elected official to discuss the HPP's landmark services is pending based on a January presentation to the Association of King County Historical Organizations.
- Last year's discussion with the County Council regarding distribution of the recording fee revenue highlighted the fact that the HPP does not provide landmark designation and protection services in the City of Seattle because the City has its own large preservation

program. The HPP does, however, provide other services in Seattle as described above. In 2011, as part of the unveiling of the HPP's archaeological sensitivity model, staff will be conducting several public presentations in cooperation with local cultural organizations in Seattle and around the county. The goal of the presentations is to educate the public about the value and fragility of archaeological resources and to encourage people to contact the HPP when they think they have discovered a site.

- The third target effort in 2011 is development of the Historic Downtown Revitalization Initiative. Based on the National Main Street Program, this initiative will target small to mid-size historic commercial districts throughout the county in an effort to fill vacant storefronts, increase employment, and encourage small business retention and façade improvements with the use of a low-interest loan pool and green building incentives.

4. Summary

The HPHP Fund supports the costs of the King County Historic Preservation Program. The HPP provides a number of services on a countywide basis; however, the Landmarks Commission's quasi-judicial function of landmark designation and protection is limited by law to the unincorporated area and to those cities which have opted to enter into an interlocal agreement with the county to provide these services.

Other services provided by the HPP, such as project review and technical assistance, landmark nomination in the cities and so forth, are by request, and therefore the HPP has no control over where the service is provided. Nonetheless, the HPP makes a concerted effort to provide needed services as requested and as allowed by law throughout the county. Appendix A shows the distribution of services/tasks by council district, and Appendix B shows the percentage of staff time allocated to each council district. Overall, the 2011 Work Plan demonstrates that there is a reasonable distribution of the HPHP Fund to all council districts given the constraints imposed both by law and the structure of the overall program.

APPENDIX A

**HISTORIC PRESERVATION PROGRAM
2011 WORK PLAN**

Product/Service	Council District	Notes*
IDENTIFY/DOCUMENT HISTORIC PROPERTIES <ul style="list-style-type: none"> • City of Kenmore mid-century modern survey • Countywide cemetery survey • Countywide historic archaeological site survey • County-owned properties survey • Agric. properties (unincorporated – Hobart/Maple Valley) 	All	Code mandated – KCC 20.62; KCCP P-208, 219, 221
LANDMARK NOMINATIONS <ul style="list-style-type: none"> • Kirkland Woman's Clubhouse • Mill Creek Residential District (City of Kent) • Lisabeula School (Vashon Island) • Provan Farmstead (Redmond vicinity) • White Center Skating Rink • Vashon Jail • Reard-Freed House (City of Sammamish) • Gottavara Farmstead (Enumclaw vicinity) 	3,5,6,8,9	Code mandated – KCC 20.62.040-070; KCCP P-208 (limited to unincorporated area and cities with which county has an interlocal agreement)
LANDMARK PROTECTION <ul style="list-style-type: none"> • Provide technical assistance to over 100 landmarks • Issue approx. 30 permits (annual average) • Administer Certified Local Government program 	1,3,5,6,7,8,9	Code mandated - KCC 20.62.080; CPP FW-26, CC-1,2; KCCP P-208 (limited to unincorporated area and cities with which county has an interlocal agreement)
SPECIAL PROGRAMS <ul style="list-style-type: none"> • Continue administration of Barn Again Program • Conduct Cemetery Restoration workshops • Staff Des Moines Memorial Drive Advisory Committee • Expand Heritage Corridors marketing and incentives • Implement new Downtown Revitalization Program <ul style="list-style-type: none"> ○ Fall City Design Guidelines • Implement Preserve America heritage tourism grant 	All	KCC Ord. 16271; CPP FW-26, CC-1, 6c; KCCP P-208, 214, 215, 219, 221
PROJECT REVIEW <ul style="list-style-type: none"> • Assure county compliance with federal, state and local cultural resource laws • Conduct 100+ State Environmental Protection Act (SEPA) and project reviews 	All	Code mandated - KCC 20.62.150; 20.44.080B5; CPP FW-26, CC-1, 2, 6c; KCCP P-218, 221, 220
PLANNING <ul style="list-style-type: none"> • Cultural Resources Protection Plan <ul style="list-style-type: none"> ○ Develop procedures for use ○ Implement sensitivity model for archaeological sites • County code revisions <ul style="list-style-type: none"> ○ Finalize internal standards & procedures for agency compliance with Federal, state, and local laws • Interlocal cities <ul style="list-style-type: none"> ○ Revise City of Redmond code ○ Revise Commission operating procedures for all cities 	All	CPP FW-26, CC-1, 6c; KCCP P-208, 215, 220

PUBLIC INFORMATION/EDUCATION <ul style="list-style-type: none"> • Update technical paper series • Conduct three public workshops on archaeology • Conduct training for agency staff and landmarks commissioners on historic property evaluation • Coordinate annual Exec Award Program • Expand existing website to conform with DNRP site 	All	KCCP P-222
INCENTIVES ADMINISTRATION <ul style="list-style-type: none"> • Re-structure and implement low-interest loan program to target property owners in historic business districts • Administer outstanding special incentive grants • Administer special tax valuation program • Negotiate new ruling and administer current use assessment program 	All	KCC 20.62.120; 20.62.140; KCCP P-224

- * CPP = Countywide Planning Policy
- KCC = King County Code
- KCCP = King County Comprehensive Plan

APPENDIX B

HISTORIC PRESERVATION PROGRAM
2011 WORK PLAN:
ALLOCATION OF STAFF TIME BY COUNCIL DISTRICT

Product/Service	Council District									Total hours
	1	2	3	4	5	6	7	8	9	
Identification & Documentation	225	125	135	125	125	125	125	135	245	1365
Landmark Nominations	0	NA	185	NA	350	185	0	185	115	1020
Landmark Protection	40	NA	130	NA	65	35	70	70	65	475
Special Programs	60	145	145	60	145	70	70	60	132	887
Project Review	80	55	405	135	165	55	110	165	190	1360
Planning	70	55	125	55	95	80	55	80	70	685
Public Information & Education	70	100	70	100	70	70	65	70	70	685
Incentives Administration	10	15	110	10	50	25	25	55	39	339
Total Hours	555	495	1305	485	1065	645	520	820	926	6816
Percentage of Total Hours	8.1%	7.3%	19.1%	7.1%	15.6%	9.5%	7.6%	12.0%	13.6%	100.0%

APPENDIX C

KING COUNTY COMPREHENSIVE PLAN CULTURAL RESOURCE POLICIES

Chapter 6. Parks, Open Space, and Cultural Resources

Section II. Cultural Resources

Cultural resources make a significant contribution to the quality of life in King County. Arts and heritage organizations, public art and historic and archaeological properties contribute to the region's economic vitality, play an essential role in cultural tourism, and contribute significantly to the county's overall quality of life. As King County grows, the need to protect, support and enhance cultural opportunities and resources is essential in order to sustain livability.

In the following policies and discussion, the term "cultural resources" refers to all performing and visual arts events, programs and facilities: public art; heritage events; programs and facilities; and historic properties. The term "historic properties" means all historic buildings, sites, objects, districts, and landscapes, prehistoric and historic archaeological resources, and traditional cultural places.

P-201 King County shall protect cultural resources and promote expanded cultural opportunities for residents to enhance the region's quality of life and economic vitality.

Subsection B. Historic Preservation

Preservation of historic properties provides multiple benefits to the region; historic properties maintain a tangible connection with the historic and prehistoric past. They contribute character, diversity and aesthetic value to communities, particularly in times of rapid change. Historic attractions play a significant role in the region's appeal to tourists. Many municipalities do not have sufficient resources to administer an historic preservation program. As a result, the shared history of the region is endangered. Comprehensive and coordinated protection of significant historic properties is necessary in order to ensure that King County's collective history is preserved.

P-208 King County shall administer a regional historic preservation program to identify, evaluate, protect and enhance, historic properties.

P-209 The Landmarks Commission shall advise the King County Executive and the Council on programs, policies and regulations that support and enhance preservation and protection of significant historic properties.

Subsection E. Cooperation

Cultural resource management crosses jurisdictional boundaries and involves countless public and private players throughout the region. The range and complexity of cultural activity in the region requires coordination and cooperation. King County government is uniquely able to provide regional coordination and leadership.

P-214 King County shall pursue its cultural resource goals by working with residents, property owners, cultural organizations, public agencies, tribes, schools and school districts, and others.

P-215 King County shall work with cities to protect and enhance historic resources and public art located within city boundaries and annexation areas. The county shall advocate for and actively market its historic preservation services to agencies and cities that could benefit from such services.

Subsection F. Stewardship of Cultural Resources

Historic preservation is an ongoing activity that requires identification and evaluation of resources, use of a variety of regulatory protection measures and incentives, and attention to long-term preservation, enhancement and interpretation. Land use planning should direct and coordinate patterns of development so as to minimize current and future conflicts with historic resources in the Urban and Rural Areas.

P-217 King County shall encourage land uses and development that retain and enhance significant historic properties and sustain historic community character. County building and zoning codes and other regulations and standards should provide flexibility to accommodate preservation

and reuse of historic properties. Zoning actions should take into account the effects of zoning on historic properties.

Project review can respond to and modify development proposals affecting historic and archaeological resources to eliminate or minimize adverse effects of development or changing land use. King County government can also protect historic resources through careful planning and review of its own undertakings, both direct and indirect. Archaeological resources are particularly sensitive and endangered.

- P-218 King County shall review public and private projects and may condition them in order to protect historic properties. King County agencies shall coordinate with the Historic Preservation Program to provide consistent review and mitigation for projects within unincorporated areas and for county undertakings within cities.**
- P-219 King County shall inventory historic properties in order to guide decision making in resource planning, capital projects, operations, environmental review and resource management.**
- P-220 Archaeological properties shall be identified, evaluated and protected in a consistent and coordinated manner. King County shall establish consistent review and protection procedures and develop centralized professional archaeological staffing.**

Cultural resources are often destroyed through neglect. Maintenance and other management practices that protect historic features and character can assure long-term preservation. Information about the history and significance of a property fosters appreciation and informs owners, users and the public about its value.

King County government can lead by example through stewardship and wise management of its own cultural resources. Historic public buildings and facilities, such as bridges and roads, can be preserved and continue to be used; other historic resources can be converted to public use.

- P-221 All King County agencies shall be stewards of cultural resources under their direct control. Agencies shall identify and assess cultural resources, preserve significant historic properties and public art, and provide public access to them whenever appropriate. Agencies shall collaborate with the Historic Preservation Program to nominate eligible properties for landmark designation.**
- P-222 King County shall interpret its cultural resources to enhance their understanding and enjoyment by the public.**
- P-223 King County shall acquire and preserve historic resources for use by county and other public agencies and shall give priority to occupying historic buildings whenever feasible.**
- P-224 King County shall provide incentives to encourage investment in historic properties and public art. County programs and incentives for land and resource preservation and economic development shall support and be coordinated with cultural resource preservation and provision of public art.**

APPENDIX D

KING COUNTY COUNTYWIDE PLANNING POLICIES CULTURAL RESOURCE POLICIES

Section V. Community Character and Open Space

A measure of the success of planning for growth is the extent to which we restore, maintain and create good places to live, work and play. We must encourage growth which improves our neighborhoods and landscapes, and builds a strong sense of place. The following policies on cultural resources, civic architecture and landmarks, multi-use roadways, infill development, and incentives for urban and rural design, aim to promote good community character.

FW-26 Significant historic, archaeological, cultural, architectural and environmental features shall be respected and preserved.

A. Historic Resources

Historic resources create a sense of local identity and history, enhance the quality of life, support community vitality, and otherwise enrich our lives. Historic resources are non-renewable: they embody the unique heritage and evolution of particular places. Thoughtful management of these resources contributes to economic development and moderates some of the harmful effects of rapid growth. Planning for historic resources includes protecting archaeological sites and historic buildings and landscapes, encouraging expression of diverse ethnic and folk traditions, and supporting activities for children and youth.

CC-1 All jurisdictions should work individually and cooperatively to identify, evaluate, and protect historic resources including continued and consistent protection for historic resources and public art works.

CC-2 All jurisdictions shall encourage land use patterns and implement regulations that protect and enhance historic resources, and sustain historic community character.

D. Open Space

CC-6 A regional open space system shall be established to include lands which:

- c. Contain natural areas, habitat lands, natural drainage features, and/or other environmental, cultural, and scenic resources.