



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

October 14, 2008

Ordinance 16271

Proposed No. 2008-0325.2

Sponsors Phillips and Ferguson

1 AN ORDINANCE approving the action plan for the county
2 stewardship of historic resources, as required by proviso in
3 the 2008 Budget Ordinance, Ordinance 15975.
4

5 **STATEMENT OF FACTS:**

6 The 2008 Budget Ordinance, Ordinance 15975, included a proviso
7 requiring that by June 1, 2008, the facilities management division, in
8 collaboration with the historic preservation program staff and landmarks
9 commission, shall submit to the council for its review and approval by
10 ordinance a detailed action plan for county stewardship of historic
11 structures including, at a minimum, policies and procedures that ensure
12 that either the county historic preservation office or the landmarks
13 commission, or both review and give technical expertise and guidance
14 before proposed action, such as the sale, remodel or demolition of any
15 county property over forty years of age or that possesses archaeological
16 value, takes place.

17 **BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:**

18 SECTION 1. The County Stewardship of Historic Resources Action Plan,
19 Attachment A to this ordinance, is hereby adopted and approved.

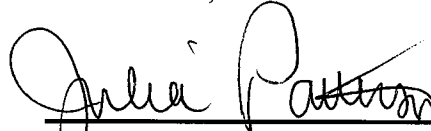
20 SECTION 2. By March 1, 2009, the county historic preservation officer shall
21 develop a timeline addendum for actions detailed in the County Stewardship of Historic
22 Resources Action Plan. This addendum shall be filed with the clerk of the council for
23 distribution to the chair of the capital budget committee, or its successor committee, and
24 to each councilmember and to the lead staff for the capital budget committee, or its
25 successor committee.

26

Ordinance 16271 was introduced on 6/23/2008 and passed by the Metropolitan King
County Council on 10/13/2008, by the following vote:

Yes: 9 - Ms. Patterson, Mr. Dunn, Mr. Constantine, Ms. Lambert, Mr. von
Reichbauer, Mr. Ferguson, Mr. Gossett, Mr. Phillips and Ms. Hague
No: 0
Excused: 0

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON

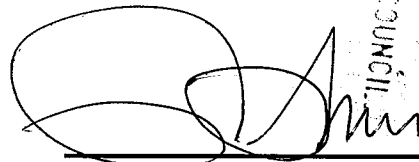


Julia Patterson, Chair

ATTEST:



Anne Noris, Clerk of the Council
APPROVED this 22 day of OCTOBER, 2008.



Ron Sims, County Executive

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2008 OCT 23 AM 10:00
KING COUNTY COUNCIL CLERK

Attachments A. County Stewardship of Historic Resources Action Plan for King County Agencies,
dated October 1, 2008

COUNTY STEWARDSHIP OF HISTORIC RESOURCES ACTION PLAN FOR KING COUNTY AGENCIES

I. BACKGROUND:

In the 2008 adopted County Budget, the Council requested that the Facilities Management Division (FMD), in collaboration with the Historic Preservation Program (HPP), submit a detailed action plan for stewardship of historic and archaeological resources (including Traditional Cultural Properties), held and maintained by King County. The Council's intent is to improve historic preservation practices within the County system consistent with the King County Comprehensive Plan (KCCP).

The KCCP, in part, reads as follows as it pertains to internal county objectives:

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-217 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.

P-218 King County shall inventory historic properties in order to guide decision making in resource planning, capital projects, operations, environmental review and resource management.

P-219 Archaeological resources shall be identified, evaluated and protected in a consistent and coordinated manner. King County shall establish consistent review and protection procedures and develop centralized archaeological staffing.

P-220 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 provide public access to them whenever appropriate. Agencies shall collaborate with the Historic Preservation Program to nominate eligible properties for landmark designation.

P-221 King County shall interpret its cultural resources to enhance their understanding and enjoyment by the public.

P-222 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.

II. The Nature of Cultural Resources

Resources under consideration herein are referred to as “historic properties. As defined in the KCCP, “historic properties” means historic buildings, sites, objects, districts, and landscapes, prehistoric and historic archaeological resources, and traditional cultural places. Stewardship of historic resources is often subject to a wide range of regulatory or other requirements. For example, a property may be listed on the National Register of Historic Places, be owned or operated by King County, and be located in the City of Seattle. Consequently, it is subject to three sets of regulations/considerations, including the fact that the City of Seattle threshold for Landmark status is 25 years old, the county threshold is 40 years, and the threshold for federal consideration is 50 years.

Understanding and complying with preservation regulations requires technical expertise. Consequently, the County established the HPP, whose staff is available to advise and assist agencies in meeting their preservation obligations.

In addition, the wide range of historic property types requires different identification and management approaches; however, the basic process applies to all:

- Identify the resources that may meet federal, state, or local criteria for preservation treatment through systematic surveys;
- Evaluate individual resources based on the applicable guidelines and criteria (e.g., National Register, State Register, King County Landmarks, or local ordinances); and,
- Maintain an inventory of resources that meet criteria qualifications.

III. TREATMENT ISSUES

Many County agencies' activities can affect known or potential historic properties. These include:

- General maintenance;
- Landscaping;
- Remodeling (interior and exterior);
- New construction;
- Demolition;
- Sale, transfer or leasing of properties; and,
- Ground disturbing activities (e.g., site development, habitat improvement, construction of roads, etc.)

Dealing with effects to buildings or structures can be readily addressed in the early planning stages of a project or action. Generally, historic properties are readily visible and their significance can be quickly established when an adequate historic resource inventory exists. Evaluating significance can typically be handled under programmatic processes that include appropriate exemptions.

Dealing with archaeological properties, however, requires different measures. In most circumstances, these resources are not readily visible and cannot be systematically inventoried. The HPP is developing a GIS-based sensitivity model to assist agencies in identifying archaeologically sensitive areas that could be affected by ground-disturbing activities. While the Cultural Resources Preservation Plan (CRPP) model will not eliminate need for project specific actions, it will assist in planning and expedite project review.

IV. ACTION PLAN

A. Statement of Objectives

- Identify the range of properties requiring consideration (buildings, structures, sites, districts, objects, cultural landscapes, and traditional cultural properties).
- Identify the range of jurisdictions and the ordinances and guidelines that apply;
- Identify thresholds related to each jurisdiction's regulatory framework.
- List potential activities that could trigger review or other measures to ensure that significant resources are not adversely affected.

B. Planning Activities

The following actions provide a foundation and process for compliance with preservation regulations.

Prepare Baseline inventory and evaluation for buildings and structures controlled by King County agencies. Each county agency shall provide a list of all buildings and structures under their control or proposed for acquisition that are 40 years old or older. Minimally, the list shall include the following information for each resource:

- Address
- Parcel no.
- Current use
- Historic use
- Date of construction (or approximate date if not known)

Agencies should also provide a location map and photograph of each property. A prioritized list of properties likely to be sold or modified in the next five years shall be submitted with the baseline survey information. The HPP staff will identify resources that appear to meet preservation criteria and those that require additional information in order to their historic or architectural significance. The survey and evaluation process will result in a definitive list of buildings and structures that need to be addressed within an historic preservation context and eliminate from consideration those that do not.

Develop and Implement Programmatic Guidelines for treatment of Buildings and Structures. HPP staff will develop guidelines for use by agency staff for treating historic properties, including identification of actions that will be categorically excluded from review. The guidelines will provide for coordinated compliance with all applicable regulations.

Develop and Implement Guidelines for addressing identification and evaluation of Archaeological Properties. Because of the unique nature of archaeological resources, it is necessary to develop guidelines to the resource type. Consideration of effects to archaeological resources requires a case-by-case basis review. These guidelines will be prepared in cooperation with King County Roads Division archaeologist.

Complete the Cultural Resources Preservation Plan (CRPP) The HPP shall complete Phase II of the Cultural Resources Preservation Plan. The CRPP includes preparation of a county-wide sensitivity model for archaeological resources. The model will identify areas with high, moderate, and low sensitivity for archaeological resources. Some investigation will still be necessary for proposed projects; however, the CRPP database and model will help determine

appropriate levels of effort. With this tool, agencies will be able to prescreen some projects through HPP and, in some cases, eliminate the need for an intensive review process.

Inventory Facilities. While a baseline inventory of historic resources will address near-term needs, a comprehensive inventory is still required. The inventory shall include buildings and structures that were identified as landmark eligible in the baseline survey along with those for which additional information is necessary to determine significance. For example, one of the eligibility criteria is the resource's association with persons or events important in history. The building could be insignificant from an architectural standpoint, but worthy of preservation due to historic associations. In the absence of adequate background research, the associative values cannot be determined. All properties included in the inventory shall be documented on the State's Historic Property Inventory Form.

C. Historic Property Review Process

The following procedures shall be incorporated in to Executive Policies and Procedures:

Review for Buildings and Structures. If an agency proposes to modify, expand, transfer, sell, or lease a building or structure that has been identified as potentially significant or that meets age criteria, that agency will contact HPP staff. If either HPP or the agency determines that additional consultation and review is warranted, they will take the following steps:.

- The agency will provide a reasonably detailed description of the proposed action, the location of the resource, address, parcel number, and photograph, and other readily available information on the history and use of the building.
- HPP may request additional information, as needed, to determine the significance of the resource.
- HPP staff will consult with the agency to identify issues related to the proposed action. While involvement by the HPP staff at the beginning (or planning) stages of a project is necessary, consultation throughout planning and design phases might also be required if historic resources may be affected. This will ensure that preservation standards are integrated in the overall project in an efficient manner. Other actions, such as sale, transfer, or lease of properties may only require the insertion of stipulations, specific to protecting properties, to agreements implementing these actions.
- HPP staff will assist the agency in dealing with other regulatory bodies that may become involved from a preservation standpoint. For example, consultation with the State Historic Preservation Officer is required if the project involves federal funding

or permitting. If the project is in the City of Seattle (or other non-county jurisdiction with preservation regulations), HPP will assist the agency in complying with the city's regulations.

- The agency shall mitigate adverse effects based on the results of the review and consultation.
- The above outlined process also applies to visual impacts and other impacts of a proposed project adjacent to an historic property or within an historic district.

Review for Archaeological Properties and Traditional Cultural Properties. Archaeological resources have unique qualities that require different measures from those that apply to historic buildings and structures. Effects to archaeological resources occur when a project involves ground disturbance. Such disturbance may result from a variety of different activities including but not limited to, construction projects, extensive landscaping, or modifications to existing facilities. The following steps will be taken to address possible effects to archaeological resources:

- The agency will provide to HPP detailed information on the nature and location of the proposed action including the likely extent of subsurface disturbance. The agency will also provide a summary of other environmental conditions associated with the property such as watercourses, wetlands, vegetation, or other distinctive features. This information shall be provided early in the planning process to allow for identification of significant resources and to factor their location into final planning and design. Avoidance of archaeological resources is preferable, and often much less expensive, than mitigation through data recovery.
- HPP staff will review the proposed action and make recommendations on the need for archaeological surveying, testing, and other appropriate efforts.
- HPP will assist the agency in developing a scope of work for any needed archaeological investigations.
- HPP will also advise and assist the agency with consultation and compliance with federal, state, or local regulations.
- The agency shall mitigate adverse effects of the project based on the results of the review and consultation.

D. Potential Mitigation and Other Preservation Measures

Mitigation. In some instances, adverse effects to historic properties may be unavoidable and mitigation may be necessary as a last resort. Examples of mitigation actions for buildings and structures include:

- Moving the resource to a new site.
- Partial preservation in place.
- Documentation, including photographs, measured drawings, and/or plans.
- Supplementary historical research.
- Development of interpretive materials.

In all cases, project consultants shall have experience applying the *Secretary of the Interior's Standards* to historic buildings and/or structures, and this should be so noted in the agency's Request for Proposals.

Examples of mitigation actions for archaeological resources include:

- Preservation in place (e.g. paving over a site).
- Data recovery including controlled excavation by professional archaeologists followed by appropriate level of analysis and reporting. (Excavation is a destructive process; leaving final record following professional standards is a critical element of this type of mitigation.)
- Provision for off-site mitigation.

Recognition and Interpretation. County agencies should be proactive to the extent possible and appropriate in enhancing the public's understanding of and accessibility to county-controlled historic resources. Examples of such actions include:

- Nominating significant resources for local landmark and National Register of Historic Places listing.
- Developing interpretive displays, plaques and brochures. (HPP staff can provide technical assistance with grant applications, etc.)

Maintenance and Management. Historic properties sometimes require specialized care to preserve and maintain their historic features. There are numerous technical publications and trainings to assist agencies in this task. HPP staff can also provide advice and assistance. In addition, the County has adopted the International Building Code which provides some flexibility in application of the code to existing properties. Using these and other tools will support appropriate treatment of historic properties and expedite design and other review processes.

Other potential actions include:

- Developing historic buildings maintenance plans that deal specifically with a facility's historic features and unique maintenance needs.
- Using alternate standards and existing preservation guidelines to reconfigure a facility under an adaptive reuse need. (It is preferable to use architects and engineers on such projects that have specific experience in preservation design.)