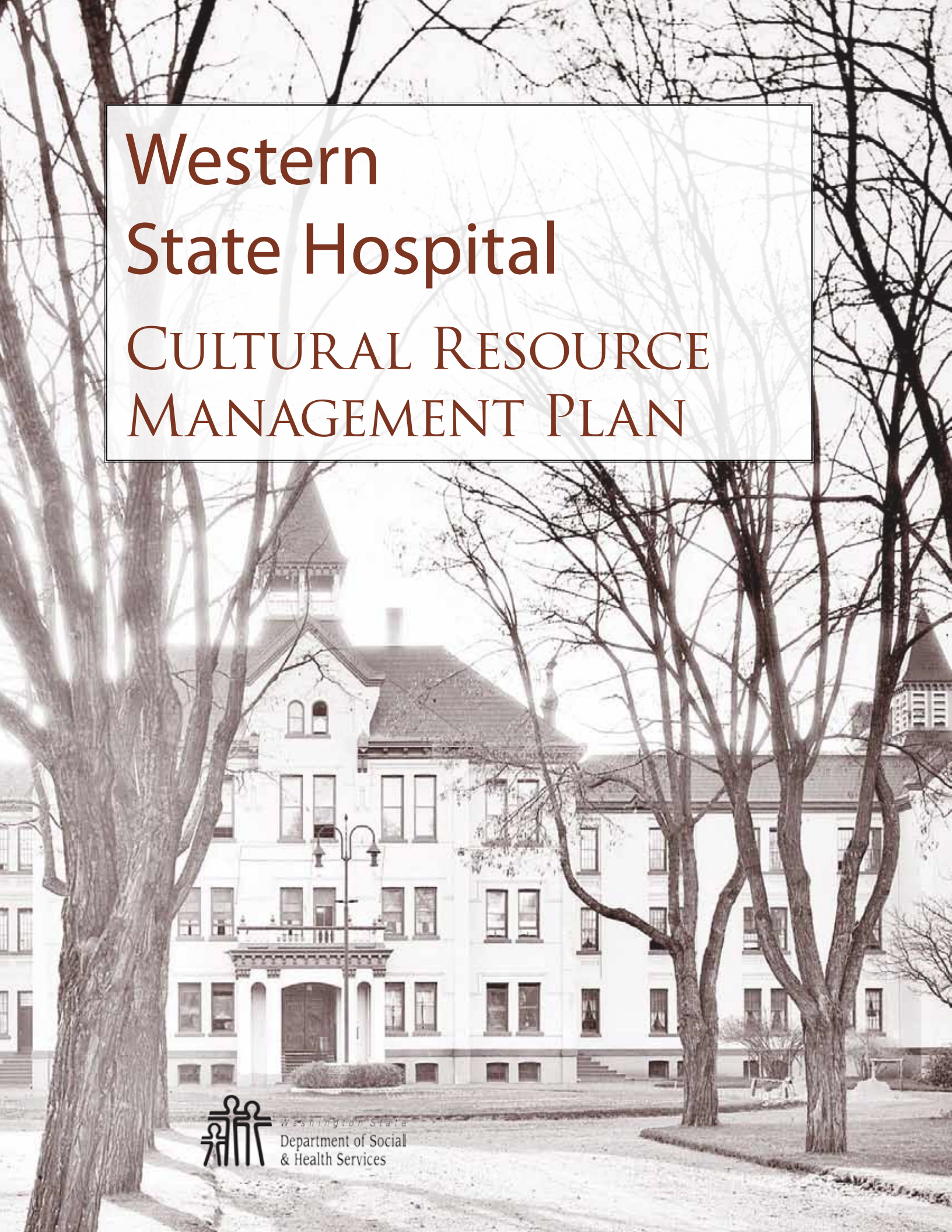
Western State Hospital

Cultural Resource Management Plan



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Western State Hospital
(Washington State Department of Social and Health Services)
9601 Steilacoom Blvd SW
Tacoma, WA 98498

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Project Team

Artifacts project team included Michael Sullivan, principal-in-charge, Mary Thompson, Susan Johnson, Christy Johnson, associates and Spencer Howard, partner. Artifacts staff undertook site visits to survey and digitally photograph existing conditions. Additional research undertaken as needed to expand background and context.

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Executive Summary

1.1 Policy Issues Summary

Planning & Jurisdictional Issues

- Lack of an overall vision supporting a unified approach to stewardship amongst the controlling jurisdictions;
- No shared understanding about what stewardship means;
- Jurisdictions do not share database for cultural resource information;
- DSHS Facility Conditions Assessment process does not identify historic properties;
- Minimal staffing, and no formal committees or internal processes, to provide cultural resource perspectives;
- No formalized role for private leasees and stakeholder groups; and,
- Incongruities between planning efforts.

Site Narrative

- No single unifying narrative informs decisions or projects on site; and,
- WSH not seen as a regional asset.

Budgets & Staffing

- Buildings and sites that are not mission-critical are vulnerable to neglect and demolition, exemplified by the plights of the Old Morgue 13A(B) and Bakery 14A(B);
- Fiscal climate discourages historic preservation projects in state capital budget;
- Small scale projects on historic buildings done through maintenance budgets, which circumvent EO 05-5 review;
- Non-profit Historic Fort Steilacoom Association lacks capacity/ability to fundraise;
- Local government cutbacks affect historic Fort Steilacoom Park capital projects (e.g. barns); and,
- No professional historic preservation expertise available on WSH staff; only limited services available through City of Lakewood.

Public Access

- Access limited on WSH medical campus;
- Safety, security, privacy concerns for WSH patients;
- Lack of visitor facilities at WSH medical campus;
- Need to counter public misperceptions about site;
- Better linkages and coordination needed between Fort Steilacoom and Fort Steilacoom Park;
- Need for more activity at Fort Steilacoom; and,
- Need for appropriate access to Settler Cemetery.

STEWARDSHIP POLICIES & PROCESSES

- No common set of policies to support cooperative stewardship;
- Limitations of federal, state, local registers and review processes;
- Cultural resources advisory committee developed for CLA disbanded; and,
- DSHS policies on sustainability do not address historic preservation.

1.2 Policy Recommendations Summary

Overall Goals

- WSH is understood and valued for its seminal role in Washington State history;
- The original WSH holdings are enhanced for patients, staff, students, residents, and visitors; and,
- An information-based framework is in place for managing change while supporting WSH mission and stewardship values.

Objectives & Recommended Actions

Objective 1: Cultural resource information is integrated into all area-wide planning

- Develop a central GIS-based database of WSH cultural resource information to share with leasees and partners, including:
  - ◊ National Register of Historic Places nomination
  - ◊ Cultural Landscape Assessment
  - ◊ Facilities Assessment
  - ◊ Historic Fort Steilacoom information/archives
  - ◊ Discovery Trail information
  - ◊ Patient Cemetery and eventually Settler Cemetery GIS data
  - ◊ Archaeological survey information
- Create formal/informal communications channels around regional planning efforts
- Presentation of CLA/CRMP to Lakewood and Pierce County CLGs and Historic Fort Steilacoom Association
- WSH Master Plan presentation to Historic Fort Steilacoom Association, Lakewood Planning, Pierce County Planning entities
- Utilize CLA/CRMP in Lakewood/DSHS Master Use Permit discussions
- Incorporate information in CLA/CRMP in update to Lakewood Master Plan
- Engage in Lakewood Legacy Plan process

Objective 2: A unified site narrative positions WSH as a regional heritage asset

- Work with Historic Fort Steilacoom Association and Lakewood Parks/CLG to further develop historic themes for entire WSH holdings (WSH/HFSA/Lakewood)
- Develop a single interpretive plan for the WSH holdings, building off existing Discovery Trail and Hill Ward efforts and Historic Fort Steilacoom activities (WSH/HFSA/Lakewood)
  - ◊ Tie to management zones
  - ◊ Build programmatic efforts around plan (HFSA/Lakewood)
  - ◊ Include both historic cemeteries in Historic Cemetery Register (WSH/Lakewood)

Objective 3: The public has access to the rich history and stories of the WSH site

- Link Historic Fort Steilacoom and Fort Steilacoom Park thematically and physically (WSH/Lakewood) through interpretation and circulation
- Circulation Plan development
  - ◊ Utilize passage under Steilacoom Boulevard SW for public pedestrian circulation
  - ◊ Parking at Fort Steilacoom parade grounds and around quarters gradual reduction, softening of visual impacts, and continued use of such unobtrusive elements such as gravel shoulders for parking instead of pavement
  - ◊ Continue expansion of Discovery Trail and extend to Fort Steilacoom (WSH/HFSA/Lakewood) and integrate with Interpretive and Circulation plan development
- Comprehensive Interpretive Plan development
  - ◊ Over long-term, develop visitor facilities in Fort Steilacoom Park at historic barns (WSH/Lakewood)
    - – Visitor's Center – parking/restrooms
    - – WSH Museum and archives
    - – Programming and exhibit space
  - ◊ Develop new access policies for Historic Fort Steilacoom (WSH/HFSA)
  - ◊ As patient quadrangle develops, allow for increased visitation and photos
  - ◊ Create policy for visitation at Settler Cemetery that protects patient privacy and security (WSH)
- Extend HFSA lease to allow for longer-term planning and programming (WSH/HFSA)
- Investigate appropriate income-generating uses (i.e., meeting/conference facilities, special event venue, office/organizational uses)

Objective 4: Collaborations and partnerships enhance project funding and program staffing

- Designate a Cultural Resource Manager at WSH and provide training in CRM (WSH)
- Provide annual training to WSH maintenance staff on cultural resource identification and protection, *Secretary of Interiors Standards and Guidelines*, and rehabilitation techniques (e.g., windows, masonry cleaning and repair, landscape regeneration) (DAHP/Lakewood CLG/Pierce College)
- Seek DAHP opinion/letter regarding national level of significance for FSHD (Save America's Treasures/WSH)
- Consider application for Preserve America designation by City of Lakewood (Preserve America/Lakewood)
- Nominate historic barns in Fort Steilacoom Park to Heritage Barn Register (Lakewood)
- Develop a prioritized list of projects for historic Fort Steilacoom buildings (WSH/HFSA)
- Collaborate with Lakewood CLG on potential projects, such as surveys, studies, interpretive materials (WSH/Lakewood)
- Investigate use of Lakewood hotel/motel tax for visitor-related projects (Lakewood)

- Identify potential Transportation Enhancement projects (stone fence, interpretive signage, visitor's center, landscape regeneration, archaeology) (WSH/Lakewood)
- Develop meaningful mitigation strategies for loss of historic buildings, including "offsets" to support rehabilitation of Fort Steilacoom structures and others of primary significance (WSH/HFSA/DAHP)
- Investigate concept with DAHP of Fort Steilacoom as "receiving site" for local federal agency off-site mitigation (DAHP/WSH)

Objective 5: Policies and systems supporting cultural resource stewardship are in place

- Create the WSH Cultural Resource Advisory Committee (CRAC) comprised of leasees and major stakeholders (all)
- Utilize CRAC to help develop a unified set of core cultural resource policies regarding adaptive re-use, mothballing, demolition/de-construction, archaeological surveys, inadvertent discovery, and landscape regeneration (all)
- Include core cultural resource policies in new lease agreements (WSH/leasees)
- Allow CRAC to comment on capital budget request submissions affecting WSH holdings (WSH/Pierce College/Lakewood))
- Alert WSH maintenance staff regarding presence of cultural resources in internal work orders (WSH)
- Develop an archaeology survey strategy, with highest priority given to cemeteries and high probability zones facing ground disturbance (WSH/Lakewood/HFSA)
- Adopt the principles of the *Secretary of Interior Standards and Guidelines for Historic Preservation*, *Secretary of Interiors Guidelines for the Treatment of Cultural Landscapes and Historic Landscapes* and integrate into sustainable design practices (similar to LEED Certification) at medical complex, Fort Steilacoom Park, and all DSHS holdings (WSH/Lakewood/DSHS)
- Include measures of embodied energy and landfill equivalence of existing buildings in DSHS Sustainability Plan and Policy (WSH)
- Include historic significance levels of WSH buildings and potentially all DSHS-owned buildings in the DSHS Facilities Condition Assessment (WSH)
- Consider a programmatic agreement with DAHP to streamline EO 05-05 process and exempt certain projects and activities from review (WSH/DAHP/GOIA)

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1.4 List of Abbreviations

- EO
- DSHS
- WSH
- DAHP
- HFSA
- CLA
- GIS
- CLG
- CRMP
- SEPA
- OFM
- WISSARD
- WSDOT
- NFPA
- MOA
- PA
- OSSD
- CRAC
- GOIA
- CIP
- NRHP
- MUP
- TE
- SBCTC
- HECB
- FHWA

Policy & Legal Requirements

2.1 Policy Overview

The detailed information presented in this plan about the treatment of historic properties is straightforward. It gives the best available guidance on significance and recommended treatments. This information is only important, however, if it is applied. The role of policy in the plan is to suggest how the information can be effectively utilized, how to navigate the regulatory environment, and how to build a functioning historic preservation program at the Western State Hospital site. This Cultural Resource Management Plan (CRMP) is somewhat unusual in that it attempts to outline a workable strategy across jurisdictional lines. While the many leasees on the original site complicate overall cultural resource management, they also bring different strengths and abilities to the task. Still, however, DSHS and the WSH medical complex are the primary clients.

The CRMP does not stand in isolation. It is a companion to the Western State Hospital Master Plan, and it will hopefully inform the Lakewood Legacy Plan and the scheduled update of the Lakewood Comprehensive Plan. It is to be used as a tool to manage change. The CRMP is grounded in the premise that the commitment exists by leadership at WSH to fashion a historic preservation approach for this site that not only meets all regulatory requirements, but also informs future decision-making about the utilization of historic buildings and the treatment of the historic grounds.

Policy recommendations are grounded in the following overall goals for the CRMP:

- The WSH site is understood and valued for its seminal role in Washington State history
- The original WSH site is enhanced for patients, staff, students, residents, and visitors
- An information-based framework is in place for managing change while supporting WSH mission and stewardship values

These goals seek to address the multi-jurisdictional issues and the special nature of the various populations that now use the site. Similarly, the goals also reference a desire to once again be able to see the site in its totality and lead to five policy objectives:

- **OBJECTIVE 1**: Cultural resource information is integrated into all area-wide planning
- **OBJECTIVE 2**: A unified site narrative positions WSH as a regional heritage asset
- **OBJECTIVE 3**: The public has access to the rich history and stories of the WSH site
- **OBJECTIVE 4**: Collaborations and partnerships enhance project funding and program staffing
- **OBJECTIVE 5**: Policies and systems supporting cultural resource stewardship are in place

Specific recommendations and activities address each objective. The principal policy recommendation calls for the creation of a standing WSH Cultural Resource Advisory Committee (CRAC). It is in this committee that the master plans and cultural resource plans come together. It is here that the facility reaches out to the larger community – both its internal and external stakeholders. It is in this committee that much responsibility resides for implementation.

2.2 State Laws and Regulations

Several state laws and regulations speak to the protection of cultural resources. The most pertinent are listed in this section. For the purposes of Western State Hospital, the strongest regulatory applications include RCW 27.44, the Indian Graves and Records Act; RCW 27.53, the Archaeological Sites and Resources Act; RCW 68.60, the Abandoned and Historic Cemeteries and Historic Graves Act; and, Executive Order 05-05 concerning Archaeological and Cultural Resources. A brief description of each of these follows. The full text of each statute and the Executive Order is found in the **Appendix**.

REGULATORY SUMMARY

Executive Orders

- 05-05 – Archaeological and Cultural Resources

Statutes

- Abandoned and Historic Cemeteries and Historic Graves, RCW 68.60
- State Historical Societies – Historic Preservation, RCW 27.34
- Indian Graves and Records, RCW 27.44
- Archaeological Sites and Resources, RCW 27.53
- Aquatic Lands – In General, RCW 79.90.565
- Archaeological Site Public Disclosure Exemption, RCW 42.56.300

Regulations

- Advisory Council on Historic Preservation, WAC 25-12
- Archaeological Excavation and Removal Permit, WAC 25-48
- Registration of Historic Archaeological Resources on State-Owned Aquatic Lands, WAC 25-46[1]

[1] Washington State Department of Archaeology and Historic Preservation website, Environmental Review: Laws. http://www.dahp.wa.gov/pages/EnvironmentalReview/Laws.htm

2.2.1 STATUTES

RCW 27.44 – INDIAN GRAVES AND RECORDS ACT

This act seeks to protect Native American burials by making their intentional disturbance a Class C felony. The act also provides for civil penalties.

RCW 27.53 – ARCHAEOLOGICAL SITES AND RESOURCES ACT

This act acknowledges the importance of historic and pre-historic archaeological resources and artifacts, and sets up a permit process through DAHP for archaeological excavations. In addition to misdemeanor criminal penalties, civil penalty awards may also be levied against violators.

RCW 68.60 – ABANDONED AND HISTORIC CEMETERIES AND HISTORIC GRAVES

This act sets up penalties for defacing cemeteries, tombs, monuments, and historic graves (Class C felony), and also establishes standards for preservation organizations created to protect historic cemeteries and graves. In addition, the act sets out appropriate actions upon the discovery of skeletal remains. Upon the discovery of human remains, all ground-disturbing work should cease, and the site should be secured. Local authorities and the State Historic Preservation Office should be contacted. Civil penalties are also prescribed for violations.

2.2.2 EXECUTIVE ORDER 05-05

ARCHAEOLOGICAL AND CULTURAL RESOURCES

Governor Gregoire signed EO 05-05 on November 10, 2005 (Appendix). The Executive Order was enacted as a response to the tragic events that unfolded in Port Angeles, where over 300 Native American graves were unearthed during the construction of a graving dock that was to support the replacement of the Hood Canal Bridge. The state eventually abandoned work at this site, and the final disposition of the human remains and the property has been litigated. In an effort to assure that similar events are avoided in the future, to build on the existing government-to-government agreements, and to encourage better agency/tribal relationships, Governor Gregoire ordered that all state-funded capital projects be reviewed in order to determine if they will or will likely affect historic and cultural resources. This review is to be conducted as early in the planning process as possible by the Washington State Department of Archaeology and Historic Preservation (DAHP) and by tribes that might be affected by projects. The order further directs agencies to have appropriate staff attend cultural resource and government-to-government training programs.

DAHP and the Governor's Office of Indian Affairs (GOIA) have primary responsibility for implementing the order, and the Office of Financial Management (OFM) is directed to include compliance in the capital budget instructions. All agencies are ordered to comply with the terms of the order.

ROLES

The Executive Order generates a process that takes on different forms in different agencies. DAHP and GOIA have provided some guidance in workshops and on websites, but agencies are free to devise their own process for compliance. DAHP's expressed goal is to conduct the required reviews as early in the planning process as possible and as quickly as possible – approximately 98-percent of the reviews are concluded within thirty days. Reviews may be done on an informal basis in face-to-face meetings, or they may be done through use of forms (EZ forms) provided by DAHP.

DAHP's role in the process is to use its professional expertise to evaluate projects in order to determine whether historic or cultural resources will be harmed. It uses its cultural resources database in order to determine if any known archaeological sites or historic properties might be affected by capital projects, and it uses its experience to determine if there is a probability that sites that have not previously been evaluated might contain cultural resources. DAHP outlines its expectations regarding reviews in Guidance for Compliance with Governor's Executive Order 05-05 and Frequently Asked Questions about Executive Order 05-05 (Appendix).

GOIA's role is to assist agencies in determining which tribes should be informed of potential capital projects, as well as which tribal departments and/or employees should be consulted. Both DAHP and GOIA offer ongoing training. DAHP sponsors its cultural resource training twice yearly and indicates that this training is sufficient to meet the objectives of EO 05-05. GOIA offers day-long training on government-to-government relations on a monthly basis throughout the year.

OFM plays a key role in EO 05-05. It is required to include compliance with the Executive Order in its budget instructions to agencies. The review includes pre-design, design, and construction work.

AGENCY IMPLEMENTATION

On the whole, implementation of the Executive Order has varied. Those agencies that already house cultural resources staff, such as the Department of Transportation and Washington State Parks, have had the smoothest transition into compliance. These two agencies have signed programmatic agreements with DAHP that outline the kinds of projects exempt to the review process. Other agencies rely on the informal project-by-project review process DAHP outlines in its guidance or on the completion of the EZ forms DAHP has developed. DSHS has adopted this approach.

Some agencies initiate tribal consultation concurrently with DAHP review while others initiate consultation only when DAHP has completed its initial review. Some agencies require a response from tribes within a certain timeframe – generally thirty days – while others leave consultation open-ended.

Agencies differ in their approach to tracking compliance. DAHP reports that it is aware of no formal MOAs resulting from the EO 05-05 process as of 2010.

It is clear that DAHP requires agencies to have access to a minimum level of cultural resource expertise. While a staff archaeologist is not required, agencies should be prepared to have trained staff or to retain contractors in order to fulfill the EO 05-05 requirements.

ISSUES

The spirit of the Executive Order clearly intends to protect cultural resources. However, issues regarding definitions and compliance result in scores of state-funded projects affecting these resources left out of the review process.

Concern with the EO 05-05 process begins with definitions. According to OFM, capital projects are defined as those that, ". . . construct either new facilities or make significant, long-term renewal improvements to existing facilities. A capital project using general obligation bonds usually has a useful life of at least 13 years

and typically requires the involvement of an architect and/or engineer."[1] Many projects affecting historic properties fall outside that threshold or are funded through maintenance budgets, which are not often submitted by agencies for review. Additionally, the Office of Financial Management does not categorize demolition as a capital expense.

Other issues exist around comment and compliance. DAHP and/or tribes may provide constructive comments or voice concern about projects; but, unless projects violate state law, they may go forward over objections if agencies feel that reasonable efforts have been made to avoid, minimize, or mitigate damage. No requirement exists for mitigation.

Finally, the Executive Order applies only to executive agencies, which means that capital projects sponsored by public schools, higher education institutions, and those agencies that report to other elected officials, boards, and commissions are not required to undergo review, although the order encourages them to do so.

[1] Washington State Office of Financial Management, 2009-19 Capital Plan Instructions, Section 2 – The Capital Budget Request, p.15.

2.3 Archaeology

The Archaeological Elements section of the *Cultural Landscape Assessment* provides baseline information on known archaeological resources at and in the vicinity of Western State Hospital. Over 150 sites and three historic districts lie within 10 miles of WSH, indicating the long-term human occupation of this general area. However, only one site is registered with the Department of Archaeology and Historic Preservation – 45PI105 – within the Fort Steilacoom Historic District boundaries. A handful of other sites have been recorded in the original land holdings, but these have either not been confirmed or are sites associated with the hospital that have been highly disturbed, rendering their value negligible. The paucity of known resources, however, does not preclude the existence of both pre-historic and historic resources throughout the site. The historic significance of the site and the likelihood of additional archaeological resources within the medical complex and the leaseholds argue for an abundance of caution prior to any ground disturbing activities.

The state laws and regulations governing archaeological resources are spelled out in the Regulatory Context section of this report. They provide a range of civil and criminal penalties for willful damage to archaeological resources. Executive Order 05-05 is the state's attempt to identify potential issues related to archaeology and cultural resources early in the capital planning process. The state's SEPA process also provides opportunities to identify cultural resources that might be affected by large projects; but, since the database local governments and contractors rely upon to determine whether resources exist is not all-inclusive, little new information is generally derived. The fact is that, even though over 18,000 sites have been recorded in the DAHP database, only a very small percentage of the state's land area has ever been surveyed for archaeological resources.

DAHP, however, has produced a series of predictive maps which help to understand the probabilities of discovering archaeological resources. Due to the sensitivity of their content, DAHP regulates their access. For certified users access is possible through the secure WISAARD portal. For users not currently certified, contact DAHP directly regarding the certification process. In summary the maps indicate that the probability of discovery within the medical complex, Fort Steilacoom Golf Course, and the majority of Fort Steilacoom Park is quite high. The general Pierce College campus has a moderate probability. The area around Waughop Lake is regarded as highly likely to yield archaeological resources. It must be emphasized that these maps are simply predictions and do not rule out the possibility of finding resources in low probability zones.

The collection of information, including the probability maps, the CLA, and other existing survey information in the general area are extremely useful in developing policies and practices around ground disturbing activities. Policies should be developed for all land managers at WSH addressing when and where to survey for archaeological resources, when to have expertise on site during disturbance, and what to do in the event of unanticipated discovery. Tribal participation in this policy development will be critical. It is required for the purposes of EO 05-05, and it is practical in terms of potentially providing more detailed information about possible sites.

2.3.1 ARCHAEOLOGICAL SURVEYS

Property located within the very high, high, and moderate risk probability zones should always have an archaeological survey performed before ground disturbing activities occur. A survey should only be performed by a trained, professional archaeologist who meets the standards outlined in the *Secretary of the Interior's Standards for Professional Qualifications*:

- "The minimum professional qualifications in archaeology are a graduate degree in archaeology, anthropology, or closely related field plus:
- At least one year of full-time professional experience or equivalent specialized training in archaeological research, administration or management;
- At least four months of supervised field and analytic experience in general North American archaeology; and,
- Demonstrated ability to carry research to completion.

In addition to these minimum qualifications, a professional in prehistoric archaeology shall have at least one year of full-time professional experience at a supervisory level in the study of archaeological resources of the prehistoric period. A professional in historic archaeology shall have at least one year of full-time professional experience at a supervisory level in the study of archaeological resources of the historic period." [1]

Surveys are accomplished through a combination of research of existing sources and physical inspection. A research design is always produced that details expectations and methods to be used during field inspection. Shovel probes are the most common form of testing. If cultural material is found, further excavation requires a permit from DAHP. Surveys are completed when a survey report has been completed and provided to the property owner and to DAHP. The survey results may influence decisions regarding ground disturbance. [2]

It is important to emphasize that the goal is not to recover archaeological artifacts, but to retain these sites in situ out of respect and so that they can continue to provide information. Digging a site removes the context and the opportunity to learn more as non-invasive archaeological methods, including ground-penetrating radar, continue to evolve. Protecting and maintaining archaeological sites can be done in a variety of ways, including providing easements, incorporating them into landscaping plans, or covering and topping with appropriate materials. Sites should not be specifically identified through signage or interpretive materials because of the risk of damage or vandalism.

[1] Department of the Interior, National Park Service, Archaeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines [As Amended and Annotated], Professional Qualification Standards, http://www.nps.gov/history/local-law/arch_stnds_9.htm
[2] DAHP, Archaeology: Survey and Inventory, http://www.dahp.wa.gov/pages/Archaeology/Survey.htm

2.3.2 SITE MONITORING

Those areas that surveys indicate are likely to include archaeological resources may require on-site monitoring during ground disturbance. Monitoring should be supervised by a professional archaeologist. Tribes are often asked to participate in monitoring if pre-historic resources are involved. On-site monitoring may help avoid archaeological sites and can be very useful in the event sites are uncovered.

2.3.3 INADVERTENT DISCOVERY

In the event archaeological resources are discovered during ground disturbing activities, all work should cease, the site should be covered and protected, and the discovery should be reported to DAHP, the appropriate management entity, appropriate local agencies, and local tribes. Discussions will then occur regarding a plan for disposition of the site.

2.3.4 HUMAN REMAINS

In the event human remains are discovered, the find must first be reported to local law enforcement in order to determine whether a crime scene exists. If the coroner rules that the remains are non-forensic, DAHP and the State Physical Anthropologist take charge of the remains in order to determine whether they are Native American. The remains are then reported to local cemeteries and tribes. A consultation process chaired by DAHP then ensues in order to determine ultimate disposition of the remains.

2.3.5 1988 MOA-FORT STEILACOOM PARK

In 1988, a memorandum of agreement was signed between DAHP, the Federal Advisory Council on Historic Preservation, the Bureau of Land Management, and Pierce County. The MOA calls for Pierce County to develop a "management and use program for the protection of any archaeological resources." The MOA further lays out the parameters of that plan, including:

> *"Prior to any ground-disturbing activity, and in consultation with SHPO, the County is to develop and conduct systematic testing. The results of that testing will determine how the project is to proceed. If a data recovery program is needed, this will be performed according to standard professional practices, including the active participation of a professional archaeologist meeting federal guidelines. Concerned Native American Tribes, as well as the Pierce County Landmarks Commission, will be involved in the archaeological program. As a way to avoid the destruction of important archaeological sites, park projects could be redesigned. All archaeological data and material will be appropriately curated."*

This MOA is still in place, and the steps described above remain a good outline for developing an archaeological program at the park, and by extension, the entire WSH site.[3]

[3] Gallaci, Caroline, Amendment to the National Register of Historic Places Nomination, Fort Steilacoom Historic District, Section 7, p.9

2.4 Site Management Responsibilities

The following provides an overview of the principal governmental entities responsible for the majority of site management. Several of these governmental entities are lessees from the site's single land owner, DSHS (Western State Hospital). The entities listed in the following sections were selected from the larger list of lessees and site stakeholders and users since the responsibility of planning and environmental regulation compliance resides predominately with this group. This is not intended to diminish the importance of other stakeholders, in particular tribes, the Fort Steilacoom Historical Association and Grave Concerns who have a long-standing history of work and participation at the site.

2.4.1 WESTERN STATE HOSPITAL

Responsibility for managing the physical features and facilities of Western State Hospital (WSH), including new construction, rehabilitation, and infrastructure, lies with the Office of Capital Programs within the Operations Support and Services Division (OSSD) of the Department of Social and Health Services (DSHS). This Office prepares capital requests and provides project oversight. Other programs within this division include Asset Management, Leased Facilities, and Administration.

Day-to-day maintenance on site occurs through the facilities crew at Western State Hospital. The maintenance staff is responsible for mechanical, electrical and HVAC repairs, general carpentry, painting, and groundskeeping, among other duties. Work is delegated and accomplished through internal work orders. To date, no training is provided to this staff on cultural resource identification or protection.

STRATEGIC PLANNING

OSSD works within the DSHS six-year strategic plan, which is updated every two years. The most recent update occurred in 2009. From this, the various units making up the agency prepare their own strategic plans. A capital facilities plan is prepared in conjunction with the strategic plan.

Goal 6, of the DSHS Strategic Plan is the most pertinent regarding capital issues affecting cultural resources. Goal 6 reads: Increase public trust through strong management practices that ensure quality and leverage all resources. The strategic objectives identified in 2009 updated OSSC plan to meet Goal 6 include:

- Operate in a fiscally responsible, transparent, and cost-effective manner
- Expand and leverage data and performance management practices to improve decision-making and client outcomes

Strategies and actions are outlined to achieve these objectives, some of which are pertinent to cultural resource protection in general amongst DSHS properties, including:

- Office of Capital Asset Management
  - ◊ Promote appropriate identification and efficient use of excess property by:
  - ◊ Streamlining the annual review and identification of excess property
  - ◊ Developing online tools for access to information on available excess property
  - ◊ Developing consistent procedures for mothballing closed buildings
  - ◊ Increasing solicitation of proposals for uses of excess property
  - ◊ Develop standards for resources designated to support asset preservation
  - ◊ Continue improvement of the contract system related to the rights to and use of capital assets

- Office of Capital Programs
  - ◊ Manage projects approved in the capital budget for compliance with scope, budget, and schedule compliance
  - ◊ Utilize data from the Facility Condition Assessment as a basis for proposed preservation projects included in the Ten-Year Capital Plan. [1]

The current Capital Facilities Plan includes the following projects at WSH, which are then incorporated into the 10-year Capital Plan required by OFM. Numbering of the following items corresponds to numbering used in the Capital Facilities Plan.

9. Western State Hospital: New Dietary Services and Commissary Building

10. Western State Hospital: Auditorium Renovation for Day Treatment

11. Western State Hospital: Quadrangle Fencing

12. Western State Hospital: East Campus Day Treatment Facility

13. Western State Hospital: East Campus Corridor Safety Upgrade and Classroom Development

14. Western State Hospital: Central Campus Day Treatment Facility

15. Western State Hospital: East Campus Upgrade

16. Western State Hospital: Building 9 Remodel for Patient Services [2]

These projects align with the recently completed WSH Master Plan. Projects 10 and 16 affect historic properties.

CAPITAL BUDGET PROCESS

The capital budget–planning process begins with institutions identifying needs and is also informed by the Facilities Condition Assessment. Initial capital requests from institutions are sent to the Office of Capital Programs for review and are then transmitted to OSSD management. Decision packages continue up the chain of command until they are incorporated into the agency's overall budget request.

Requests are divided into three categories:

- Preservation projects, which repair, replace, or renew existing materials, systems, or infrastructure to extend the useful life of the asset;
- Programmatic projects, which remodel existing space or construct new space to address policy issues or accommodate new programs; and,
- Capital grants, which involve facility improvements for public agencies or nonprofit organizations, typically compatible with the agency's mission.

[1] Carter, James R., Operations Support and Services Division (OSSD) Business Plan, p.5-7.
[2] Department of Social and Health Services | Strategic Plan 2009-2013, Appendix 4 Institutional Facility Plan, p. 73.

These categories are further divided into major projects over $1 million, minor works under $1 million, and line item projects, which are high profile or special projects. Major projects are those that are generally funded through general obligation bonds and have a life expectancy of at least thirteen years. Minor works are aggregated into an omnibus package and are funded depending on the level approved in the final state budget.

The Facilities Condition Assessment is a key factor in capital project planning and budget request evaluation. The assessment is a database of DSHS-owned building systems and infrastructure. The inspection and assessment is done at least every two years. Facilities are assigned a rank, which is used in evaluating project requests. The assessment does not identify historic buildings as such or use any special evaluation criteria to rank these projects.[3]

The EO 05-05 review of major capital projects occurs prior to the agency's submission of its capital request to OFM. OFM guidelines require letters from DAHP and the Governor's Office of Indian Affairs (GOIA) accompany the request package indicating that the proposed projects have been reviewed. Minor projects are sent to DAHP for review when projects are funded through the budget.

LAND LEASES

DSHS, as the lead Washington State department operating on the site, maintains oversight of land leases. The site is encumbered by a variety of short and long-term leases providing the site with its important core stakeholders as well as associated uses. The 2008 Western State Hospital Master Plan, Section 7.9 prepared by NAC Architecture identifies the following leases:

- Pierce College: the Fort Steilacoom College site and lands south and south east of Waughop Lake, July 1, 1970 to November 1, 2045;
- Pierce County: the Fort Steilacoom Golf Course, ball field (north central portion of site), and game field (northeast corner of site), November 2, 2004 to December 31, 2052 and Fort Steilacoom Park, December 1, 1970 to December 1, 2025 (see also City of Lakewood below);
- Historic Fort Steilacoom Association: Fort Steilacoom officers' quarters;
- Department of Corrections: land adjacent the service core for facilities related to McNeil Island, June 1, 2008 to May 31, 2028;
- Lakewood Fire District No. 2: small area along the northeast portion of the site for a fire station, July 1, 2000 to June 30, 2020;
- Department of Fish and Wildlife: fish hatchery, from May 20, 1975 with no expiration date; and,
- Steilacoom School: for school softball and soccer fields along the west side of the service core just north of Steilacoom Boulevard SW, October 1, 1988 with no expiration date.

[3] Hubenthal, Bob, Capital Budget Process, Progress, and Results, PowerPoint presentation, slides 3,4,5, 7.

2.4.2 PIERCE COLLEGE

Pierce College began in 1967 as the Clover Park Community College. In 1970, the 135-acre site at Fort Steilacoom Park was leased, and its name was changed to Fort Steilacoom Community College. As of 2010, the lease extends to November 1, 2045.[4] Rapid growth at this site and at its new Puyallup site resulted in changing the name again in 1986 to Pierce College Fort Steilacoom and Pierce College Puyallup to better reflect the dual campus identities.

MASTER PLAN

The Fort Steilacoom campus developed a master plan in 2006 to guide capital expansion. It envisions several new buildings, creation of a public plaza, new parking facilities, and extensive landscaping.

CAPITAL BUDGET PROCESS

Since 1991, Pierce College Fort Steilacoom has received over $40 million for various capital projects.

The Washington State Board for Community and Technical Colleges (SBCTC) organizes capital requests from the state's community and technical colleges. The stated goal is: protecting the state's investment by repairing aging buildings, modifying facilities to utilize today's technology and serve today's students, and expanding the capacity of campuses to better serve current and future students. The SBCTC attempts to balance the needs of existing facilities and new construction. Historically, about 60-percent of capital funding has supported preservation projects while 40-percent has gone to projects that expand capacity, including providing accessible facilities.

Institutions propose projects that are then evaluated and prioritized by SBCTC. They are encouraged to coordinate their requests with existing strategic and capital plans. Projects are divided into major and minor categories. A capital budget package is then submitted to OFM for their review and determination as to what to include in the governor's capital budget request. At the same time, the request is also submitted to the Higher Education Coordinating Board (HECB), which provides recommendations to the governor prior to the issuance of the governor's budget.

Given the current weak economy, SBCTC moderated expectations for the capital budget submittal to OFM. Institution presidents voted to severely restrict budget requests for the biennium. Consequently, Pierce College's request is expected to

[4] (NAC Architecture 2008) 7.9

be significantly less than the over $47 million in expenditures approved in the 2009–2011 biennium.[5]

The SBCTC does not require EO 05-05 review in its capital budget instructions. To date, DAHP has not reviewed any Pierce College projects.

[5] State Board for Community and Technical Colleges, 2011-13 Capital Budget Request, p.1

2.4.3 CITY OF LAKEWOOD

The City of Lakewood's comprehensive plan was developed in 2000. An update is being planned beginning in 2011. Additionally, a new parks Legacy plan is under development. The Legacy plan will include a capital improvements plan that will be integrated into a citywide capital improvement plan. The city manages Fort Steilacoom Park for Pierce County. The county leases the land from the State. The county's lease runs from December 1, 1970 through December 1, 2025. The Lakewood Fire District No. 2 also leases a small section of land in the northeast portion of the site for a fire station. The lease runs from July 1, 2000 to June 30, 2020.[6]

Most capital improvements in Fort Steilacoom Park are funded through the city's annual budget. The 2011–2012 proposed budget provides a look at long-range (2013–2016) goals and objectives and identifies short-term budget priorities. The 2011 priorities include developing a capital improvements plan for the extension of the Discovery Trail interpretive sign program at the park. In 2012, the budget envisions continuing the Discovery Trail expansion and implementing improvements at the Fort Steilacoom Golf Course. It also suggests developing partnerships to enhance Fort Steilacoom Park, although those enhancements are not specified. Long-term goals include a series of projects at Fort Steilacoom Park, including sewer expansions and restoration of the historic barns for community uses, such as a farmers market.[7]

[6] (NAC Architecture 2008)
[7] City of Lakewood, 2011-12 Proposed Budget, Parks, Recreation and Community Services, p. 42-46.

2.4.4 PIERCE COUNTY

The Pierce County Department of Parks and Recreation Services operates the Fort Steilacoom Golf Course, a 105-acre nine-hole course adjacent to WSH. The property is leased from the State Department of Natural Resources. The lease began in 1971 and extends to 2024. The county is also the lease holder for Fort Steilacoom Park (see City of Lakewood above).

In 2008, the County completed a Parks, Recreation, and Open Space Plan that included a capital improvements plan. Fort Steilacoom Golf Course is included in that plan, which calls for upgrades to its irrigation system, course improvements, and replacement of the existing clubhouse.[8]

CAPITAL BUDGET

Fort Steilacoom Golf Course is one of two courses managed by Pierce County. Maintenance and improvement costs are paid out of a self-supporting golf course fund. This fund has historically supported about 80-percent of the course's budget. The golf fund budget is approximately 4.6-percent below 2010 levels. No major capital projects are included in the 2011 budget.[9]

[8] Pierce County Department of Parks and Recreation Services, Parks, Recreation and Open Space Plan, Chapter 6 – Implementation, p. 96.
[9] Pierce County, 2011 Preliminary Department Budgets, Parks and Recreation, p. 227-231.

2.5 Planning Context

Planning at the Western State Hospital site is an ongoing process. Many planning processes by the different jurisdictions are newly completed, underway, or about to begin. WSH is fortunate in that a solid base of historical research exists, which in turn has been used to inform the facility's master plan. Other plans, including those of Pierce College and the City of Lakewood, look to this foundation to guide future development. This section briefly describes the contextual planning work that particularly relates to historic preservation and cultural resource protection on the full original Western State Hospital site.

New practices in mental health and new attitudes towards maintaining the community connections of patients require new thinking about facilities, security, and access. Because of the variety of leases on the original land holdings, other institutions, notably Pierce College, influence the historic setting. Fort Steilacoom Park offers not only recreational, but also interpretive opportunities; and, local, state, and federal governments shape the system of roads that includes historic Military Road (now Angle Lane SW) and Washington State Historical Road No. 1 (also known as Byrd's Mill Road and today as Steilacoom Boulevard SW).

2.5.1 CULTURAL LANDSCAPE ASSESSMENT

Produced in 2008, and revised in 2009 for the Department of Social and Health Services, the Western State Hospital Cultural Landscape Assessment (CLA) provides a chronology of historic events; an assessment of the condition, integrity, and prioritized significance of existing structures; and, an analysis of the extant landscape and features (including cemeteries), roads and circulation patterns, markers, and monuments. It complements and informs the WSH Master Plan in process at the same time. The CLA looked at the entire 882 acres of the original holdings and developed information to supplement the National Register of Historic Places nomination, which was originally submitted in 1977 and amended in 1991. The purpose of the CLA is to provide the varied stakeholders with interests in this property with a common understanding of the land-use history of the site, and to present an initial framework for ongoing stewardship and potential interpretive activities. Historic photos, maps, and documents bring the entire story of this important site into one reference work.

In the course of the research, issues came to light that are addressed in the following recommendations:

- Develop and maintain an ongoing advisory committee consisting of site stakeholders to oversee the long-term stewardship of WSH.
- Develop a cultural resource element as part of the site's master plan in order to address methods for establishing an archaeological protocol for the site, as well as long-term goals for balancing the institution's core mission of providing mental health care with stewardship of the site's historic resources, including both buildings and landscapes.
- Develop a landscape regeneration plan in conjunction with rehabilitation and reuse strategies that encompass the full 882-acre site.
- Develop interpretive material to tell the story of the WSH site's design, development, and use.
- Explore the feasibility of undertaking a perimeter survey using ground-penetrating radar of the military, settler, and hospital cemeteries.
- Develop and implement a stabilization plan for buildings 13A and 14A.
- Undertake painting and exterior repairs to the Fort Steilacoom buildings.
- Undertake updates to the National Register Nomination related to areas of potential national significance and their associated boundaries.[1]

These form the basis of many of the recommendations found in this management plan.

[1] Artifacts Architectural Consulting, Western State Hospital Cultural Landscape Assessment, 2008, revised 2009, p. 8.

2.5.2 WESTERN STATE HOSPITAL MASTER PLAN

Completed in 2008, the WSH Master Plan is a ten-year vision for the future development of the medical campus. The plan is based upon the hospital's need to adapt its physical facilities to the needs of its patients and modern mental health treatment approaches. The plan acknowledges the historic significance of the hospital site and includes the following in its recommended evaluation criteria for prioritizing project activities:

- Develop design options which allow Western State Hospital to meet building needs with minimal impacts to adjacent property.
- Develop solution for future development which respects and enhances the historical significance of the site.[2]

The plan specifically discusses historic preservation issues in Section 8, and indicates an ongoing commitment for the retention and stewardship of the remaining Fort Steilacoom structures – buildings 40, 41, 42, and 43. The plan does not call for new development in this area. East of the fort area, however, it does call for the removal of several cottages (buildings 44, 45, 46, 49, and 49) built in the 1930s and 1940s. These are considered contributing buildings in the historic district, but of secondary and minimal significance.

The central recommendation of the plan is development over time of a patient quadrangle in the west section of the hospital. That quadrangle uses a combination of renovated existing buildings and new construction, which in some cases requires the demolition of buildings considered of primary significance and contributing to the historic district (buildings 23, 24, 25, and 26). The plan encourages that rehabilitation of existing buildings be consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties, with DSHS selecting the treatment options (preservation, rehabilitation, restoration, or reconstruction) ultimately used.

Many other recommendations affect historic properties. The following table indicates the historic properties mentioned in the master plan, and a brief description of the proposed action(s), as recommended by the WSH Master Plan.

[2] NAC/Architecture, Western State Hospital Master Plan, 2008, p.12.1.

WASHINGTON STATE MASTER

BLDG ID	NAME	DOC	MASTER PLAN INTENDED ACTIONS
1	Cannery	1937-38	Recommend window upgrades for energy efficiency
3	Maintenance Shops	1919-20	Replace
5	Laundry	1919-22	Under renovation, recommend window upgrades for energy efficiency
6	Auditorium	1935-37	Remodel/reuse, seal exterior masonry
8	Research	1948	Seal exterior masonry
9	Ward	1954	Remodel/reuse, seal exterior masonry, no further renovations for patient care
11	Commissary	1933-34	Relocate functions, remove for additional parking or remodel/reuse
13A	Morgue	1907	Demolition
14A	Bakery	1901	Demolition
16	Kitchen/Bakery	1936-37	Relocate functions, remodel/reuse, demolish portions and add activity areas
17	Ward E, F, G, E-1, F-1, G-1	1955	No further renovations for patient care recommended, seal exterior masonry
18 (1ST)	Receiving Ward	1934-35	See Admin Bldg Note below
18 (2ND)	Receiving Ward	1936-37	See Admin Bldg Note below
18	Wards 1-A, A, B	1937-38	See Admin Bldg Note below
18	Administration Building	1934-35	No further renovations recommended for patient care, seal exterior masonry
19	Ward	1934	No further renovations recommended for patient care, seal exterior masonry
20	Ward	1934	No further renovations recommended for patient care, seal exterior masonry
21	Wards	1948-51	No further renovations recommended for patient care, seal exterior masonry
23	Hollywood	1924-25	Replace w/new patient ward and support space, no further renovations recommended for patient care, new windows if not demolished
24	Payroll	1938	Replace with new office building, no further renovations recommended for patient care, new windows if not demolished
25	Firwood	1936-37	Replace w/new patient ward and support space, no further renovations recommended for patient care, new windows if not demolished
26	Cadet Nurses Home	1946	Replace w/new patient ward and support space, no further renovations recommended for patient care, new windows if not demolished
40	Officers	1857-58	Roof repairs, repaint
41	Officers	1857-58	Roof repairs, repaint
42	Officers	1857-58	Roof repairs, repaint
43	Chaplain	1857-58	Roof repairs, repaint
44	Cottage	1934	Demolition, new windows if not demolished

BLDG ID	NAME	DOC	MASTER PLAN INTENDED ACTIONS
45	Cottage	1934	Demolition, new windows if not demolished
46	Cottage	1934	Demolition, new windows if not demolished
48	Cottage	1948-49	Demolition, new windows if not demolished
49	Cottage	1948-49	Demolition, new windows if not demolished

Those proposed actions which may be incongruent with historic preservation values should be re-evaluated using the tools available in the CLA, and the internal and external processes described elsewhere in this report. If historic resources are to be lost, then effective and meaningful mitigation strategies that protect and maintain remaining resources should be incorporated into the decision package.

An additional recommendation deserves mention. The plan indicates that archival records for the hospital are located in various places and housed under varying conditions. It recommends a survey of the existing archival resources as a first step to eventually centralizing these records.

Refer to sections 4.1 and 4.2 of this CRMP for additional data on historic/contributing status and significance levels. Criteria set forth in the CLA and CRMP provide the baseline relative to questions of historic and architectural significance.

2.5.3 WSH CAPITAL BUDGET

The current 2009-11 capital budget prepared by DSHS implements several projects outlined in the master plan, including:

- New Kitchen and Commissary Building - $1.05 million;
- Laundry upgrades (Building 5) - $200,000;
- Roof replacements - $620,000; and,
- Small works, facility preservation, and maintenance accounts for statewide DSHS properties – approximately $11 million.

2.5.4 CITY OF LAKEWOOD COMPREHENSIVE PLAN

The City of Lakewood is a critical partner in the ongoing stewardship of the original Western State Hospital holdings. The property (including the medical campus, Pierce College, and the Steilacoom Golf Course) lies within the city limits, and is thus subject to the city's development codes, as well as building and life safety codes. In addition, the city manages Fort Steilacoom Park through a contract with Pierce County. The July 2000 City of Lakewood Comprehensive Plan addresses many issues affecting the relationship between the city, the county, and WSH regarding the historic property.

Vision for City: As part of the comprehensive planning process, citizens were engaged in a series of visioning exercises. Priorities emerged that affected the drafting of the plan. One priority was the city's acquisition of Fort Steilacoom Park as a way to more effectively control land use and aesthetic values.[3]

Land use: The plan acknowledges that Lakewood is home to many large public institutions and that these provide special amenities to the community, including access to open space and educational and historic resources. The plan creates a unique land use designation for these institutions: Public and Semi-Public Institutional Land Uses. Goals and policies around this designation impacting WSH holdings and planning include:

- Goal LU-40: Provide for the harmonious operation of public and semi-public institutional uses within the city.
- Policy LU-40.2: Establish administrative processes to accommodate the need for growth and change of major institutions as they respond to changing community needs and the unique operational and locational needs of large public and institutional uses while maintaining a harmonious relationship with affected neighborhoods.
- Policy LU-40.3: Establish an administrative process that addresses the development, phasing, and cumulative impacts of institutional uses and allows for the phasing of development and mitigation roughly proportionate to the impacts of the use.
- Goal LU-41.1: Recognize the unique nature of federal patent lands at Western State Hospital and Fort Steilacoom Golf Course.
- Policy LU-41.1: At five-year intervals, review the Western State Hospital Master Plan and the appropriateness of the Public and Semi-Public Institutional and Open Space and Recreation land use designations for the hospital property and Fort Steilacoom Golf Course, respectively. The purpose of the review will be to determine the need for amending land-use designations to expand hospital facilities in light of its clients' changing needs.

These policies have been enacted, and a process has been developed to utilize the Western State Hospital Master Plan as the basis for application for a Master Use Permit. Those discussions are in the early stages and could be informed by

[3] EDAW, Inc., City of Lakewood Comprehensive Plan, 2000, p. 1.3.

the recommendations of the Western State Hospital Cultural Resource Management Plan. Current projects submitted as approved by architect include renovation activities in buildings 9 and 16, and demolition of buildings 13A (Morgue) and 14A (Bakery), both significant historic buildings.

Greenspaces, Recreation, and Culture: The plan indicates that, in general, Lakewood is underserved with parks, open space, and recreational facilities. While the comprehensive plan addresses some of these issues, it recognizes the need for a specific parks plan.

- Goal LU-41: Plan for parks, open space, trails, and recreational activities for the citizens of Lakewood.
- Policy LU-42.1: Identify the recreational needs of the community and provide for those needs within the existing land use pattern and funding capacity of the City.
- Policy LU-42.2: Update parks, recreation, trails, and open space plan (parks plan) and map to be consistent with comprehensive plan. Maintain updated parks plan and map that set priorities for those facilities.
- Goal LU-44: Maintain publicly owned parks, open space, and recreation facilities in a quality fashion to encourage and enhance their use.
- Policy LU49.1: Provide for joint use of school recreational and community facilities through agreements with Pierce College.
- Coordinate with adjoining jurisdictions and agencies for the provision of regional parks, recreation, and open space.

The parks plan is currently underway. The Lakewood Legacy Plan will be a 20-year strategic plan that will include short- and long-term goals, performance measures, and a capital improvement schedule. It will address parks, open space, and recreation, as well as arts, culture, and historic preservation. The plan will be incorporated into an updated comprehensive plan and will allow the city to apply for various federal and state grants. Completion is scheduled for late 2011.

Arts, Culture, and History: The plan looks to the arts and historic preservation to provide the context for improved visual quality for new development, and amenities to make public and private spaces more appealing.

- Goal LU-51: Recognize and support historically significant sites and buildings.
- Policy LU-51.1: Prepare an inventory of historic resources and a process for designating significant resources in order to guide preservation of significant properties and/or buildings.
- Policy LU-51.2: Provide for methods such as monuments, plaques, and design motifs in order to recognize and/or commemorate historic structures or uses.[4]

Lakewood has been a certified local government (CLG) since 2000. The Landmarks and Heritage Advisory Board identifies and designates significant local landmarks. To date, over 70 properties have been inventoried. No local landmarks have been designated within the original WSH holdings, although structures

[4] EDAW, Inc. 2000, 3.25-3.31.

within Fort Steilacoom Park, notably the historic barns, are likely eligible for both the Lakewood Register and the Washington Heritage Barn Register. As a CLG, the city is eligible to compete for federal funds through the Washington State Department of Archaeology and Historic Preservation (DAHP). These funds can be used for survey, as well as educational activities.

The City of Lakewood Comprehensive Plan is scheduled to be updated in 2012.

2.5.5 CITY OF LAKEWOOD PRELIMINARY BUDGET

The proposed city budget for 2011-12 includes short- and long-term goals and objectives for each department. Historic preservation in general and at Fort Steilacoom Park is addressed in the Parks, Recreation, and Community Services section.

2011-12 Budget Highlights:

- Capital Improvements:
  - ◊ Complete Lakewood Legacy Plan; and,
  - ◊ Discovery Trail markers.

2012 Short-Term Goals and Objectives:

- Implement the Lakewood Legacy Plan CIP;
  - ◊ Expand interpretive sign program at Fort Steilacoom Park; and,
  - ◊ Foster partnerships to enhance Fort Steilacoom Park.

2013-16 Long-Range Goals and Objectives:

- Implement Lakewood Legacy Plan Goals, Outcomes, and CIP; and
  - ◊ Implement Fort Steilacoom Park improvements including expansion of sewer services, restoring the barns (farmers market, community use, public restrooms near lake/dog park), and adding lighting to provide year round programming.[5]

[5] City of Lakewood, 2011-12 Preliminary Budget, Parks, Recreation and Community Services, 2010)

2.5.6 PIERCE COLLEGE MASTER PLAN

A 2006 master plan – the Pierce College Fort Steilacoom Master Plan – outlines an ambitious building schedule for this community resource. The college leases 125.3 acres of the original WSH land holdings, located east of Fort Steilacoom Park and areas south and southeast of Waughop Lake. The planned subsequent application for an administrative use permit describes a three-phase building program including renovation of existing facilities, construction of nearly 150,000 square feet of new space, recreation facilities, and over 575 new parking spaces.[6]

The SEPA Checklist Application indicates that a historic and archaeological site survey was conducted and revealed no known resources. However, the CLA indicates some features which are significant to the overall historic cultural landscape, including a publicly-used lookout point which once provided a vista across the farmlands associated with WSH. The remnants of an older orchard planted by 1906 and expanded by 1915 remain at the top of the hill between the college complex and Fort Steilacoom Park. This orchard is one of the last remaining vestiges of the farming operation and provides an opportunity for interpretation. The CLA also notes that a Pierce College professor purported to discover a potentially important Clovis point on campus near the eastern shore of Waughop Lake. The find was never confirmed or formally recorded as a site. Still, Waughop Lake was a center for both pre-historic and historic activity and may have important archaeological resources near its shores.

The plan was determined to be in conformance with the City of Lakewood Comprehensive Plan, and an administrative use permit was granted by the city in 2007. The Pierce College Fort Steilacoom Master Plan does not specifically address heritage concerns but does include goals around native plantings and landscape restoration.

[6] B. Jorgenson, City of Lakewood, Administrative Use Permit, 2007, p. 15.

2.6 Policy Issues

Western State Hospital is a complex place. The varied layers of the site's history are still visible but threatened in many cases. The overall management of the site is fractured into various leaseholds, resulting in several jurisdictional players that do not regularly communicate or coordinate plans, budgets, projects, or programming. The variety of core missions represented at the site today—treatment, education, transportation and recreation – presents a challenging gauntlet for unified cultural resource planning. The following section briefly summarizes some of the more vexing issues from a cultural resource protection perspective; it is offered as a baseline against which to evaluate the recommendations of this management plan.

2.6.1 PLANNING AND JURISDICTIONAL ISSUES

The Western State Hospital holdings are a regional resource. This is one of the most historically significant sites in Washington, yet it is largely unrecognized, unprotected, and under-interpreted. The most important cultural resource issue at the site is the lack of an overall vision supporting a unified approach to stewardship amongst the controlling jurisdictions.

It is noteworthy that leadership and staff at Western State Hospital, the City of Lakewood, Pierce College, and Pierce County all acknowledge the historic significance of the whole site and accept responsibility for stewardship of the parcels in their control. However, there is no shared understanding around what stewardship means and how activity in one parcel affects the cultural resource values of the entire site. The jurisdictions do not share the same baseline historic data, historic buildings are not identified in the DSHS Facility Conditions Assessment database, nor are there any designated staffs, committees, or internal processes to advise these entities regarding cultural resource issues on the site as a whole. No formalized role exists for important groups, such as the Historic Fort Steilacoom Association or Grave Concerns, to participate in decision-making regarding areas of their special interests.

The significant public sector players are beginning to incorporate cultural resource values into their individual planning efforts. The WSH Master Plan includes a full section on historic preservation. Some of the recommendations in the plan have consequences for cultural resources, however, and WSH will need to develop a way to balance concerns in its decision-making. The City of Lakewood Comprehensive Plan and its upcoming Legacy Plan all include historic preservation goals. The Pierce College Fort Steilacoom Master Plan does not specifically address heritage concerns but does include goals around native plantings and landscape restoration. These are promising developments, which if more deliberately coordinated, will create the platform to build the overall vision currently lacking.

2.6.2 SITE NARRATIVE

An overall vision rests on a common understanding of the totality and significance of the WSH site. Because it has been fractured over time, no single unifying narrative has been developed that informs the site's stewards. Instead, the stories are told (or not told) by different groups in different contexts. Until recently, the extant features, buildings, and landscapes that link the narratives together were not identified. The Cultural Landscape Assessment, however, lays out the complete history of the site and its significant buildings, objects, memorials, roadways, and landscape features. Using the CLA as a guide, and building on the excellent interpretive work of both the Historic Steilacoom Association, and the Discovery Trail in Fort Steilacoom Park, a central narrative can be constructed that could be utilized by all leasees and jurisdictions to inform planning and policy decisions and knit the site back together.

2.6.3 BUDGETS AND STAFFING

The various entities occupying the original WSH holdings have important core missions. Historic preservation is a secondary, but not insignificant, concern. Building and sites are rehabilitated, not because of their historic significance, but because they are critical to mission. Buildings and sites that are not mission-critical are vulnerable to neglect and demolition, exemplified by the plights of the Old Morgue and Bakery. The important exceptions are the original Fort Steilacoom quarters. Funds used to repair these historic buildings are generally taken from minor works, maintenance, and emergency funds, which generally exempts them from EO 05-05 review by DAHP. With the current state of the economy and the diminished state capital budget, it is unlikely that large-scale historic rehabilitation of these buildings could be competitive against other needs. Their condition, therefore, remains a cause of concern. The non-profit Historic Fort Steilacoom Association lacks the capacity to fundraise for significant repairs on the buildings and is somewhat hampered in applying for grants because of a short-term lease with WSH.

Currently, rehabilitation work is progressing on Building 5 (laundry) in the medical campus, and funds are available for roof replacements. It is anticipated that WSH will see a smaller capital budget in the 2011–2013 biennium, as state spending contracts.

Local governments are also experiencing budget shortfalls; and, while the City of Lakewood steadily makes improvements at Fort Steilacoom Park to support the tens of thousands of users, resources such as the historic barns, continue to deteriorate. Still, the City of Lakewood is committed to enhancing the Discovery Trail and constructing a sewer line in the near term. Long-term plans call for utilizing the barns for activities, such as a farmer's market.

In addition to the issues with capital funding, all the site's jurisdictions are handicapped by the lack of professional expertise. No staff positions exist at WSH with responsibility for or required expertise in historic preservation. Day-to-day maintenance issues are handled by staff that does not have training in cultural resource protection. Staffing of the City of Lakewood's Landmarks and Heritage Advisory Board is limited to part-time contract personnel, and the Historic Fort Steilacoom Association relies on volunteers for its programming and minor maintenance work.

Some public and private grant funding is available that could be used to support capital, planning, and interpretive historic preservation projects. Although all come with certain restrictions, they provide sources to augment both state and local budgets. The Grants Summary section has additional information on grant sources.

2.6.4 PUBLIC ACCESS

Public access to the WSH site is somewhat complicated. Large sections of the original site welcome the public. The exception, of course, is the medical campus, where access is generally limited to those people visiting patients. Patient privacy, confidentiality, and security are primary concerns. Cameras are not allowed within the medical campus, and visitors must check in with security. Public access to the settler's cemetery, a prime area of public interest, is somewhat discouraged.

Within the National Register of Historic Properties (NRHP) district, visitors are welcome to Fort Steilacoom for programs and reenactments, but visitor numbers are relatively small. Public recreation is available through the Fort Steilacoom Golf Course and disc golf course. Fort Steilacoom Park offers the widest public access with the WSH patient cemetery and the Discovery Trail, the latter providing a wealth of interpretive information about the WSH site.

Despite the level of access to the larger site, it is fair to say that WSH remains something of a mystery to the general public, and little is known about the history of the place or the role it played in the early settlement of the region. Indeed, for many, the site is primarily associated with dark references to insanity. The internet, for example, features several websites devoted to perceived paranormal activity.

Patient security and privacy at the medical campus are addressed in the WSH Master Plan. Its recommendation to develop a patient quadrangle to the west and high security wards on east campus reinforces residential and treatment zones that have specific policies restricting public access. The settler's cemetery remains within this restricted area and, unfortunately, will continue to see only limited visitation.

The proposed build-out to the west and north leaves the historic Fort Steilacoom zone as a prime location for increased visitor access. This is important because it directly relates to the long-term security of the historic buildings. Policies here should encourage uses that can generate more visitor traffic and revenue for needed repairs and ongoing maintenance. A closer connection between the fort buildings and Fort Steilacoom Park offers the best opportunities for enhanced visitor services and interpretation related to the larger site. See also sections 4.3 and 4.4.

2.6.5 POLICIES AND PROCESSES SUPPORTING STEWARDSHIP

The jurisdictional make-up of the WSH site currently precludes a common set of policies to support cooperative stewardship. Each approaches cultural resource protection in different ways. While much of the original site is listed to the National Register of Historic Places, this designation provides no formal protection from demolition or development, only a required review process if federal undertakings affect cultural resources. Legal restrictions neither exist on the treatment of historic buildings, nor on the landscapes in the medical complex, historic Fort Steilacoom, and Fort Steilacoom Park. The EO 05-05 process does call for the review of state-funded capital projects affecting historic properties by the Department of Archaeology and Historic Preservation (DAHP). WSH participates in this review by annually submitting a list of capital projects for consideration. As noted elsewhere in this report, however, this process is limited in its scope and overall effectiveness. Agencies often do not submit maintenance items, and large amounts of work on historic buildings are performed under maintenance-related budgets. In addition, demolition is not considered a capital cost. All jurisdictions, of course, are bound by existing state laws pertaining to archaeological resources, historic cemeteries, and the discovery of human remains (Regulatory Context Section).

The City of Lakewood is a certified local government, with a local register of historic places. A designated community landmark must abide by rules regarding changes and additions (Lakewood Municipal Code 02.48 – Protection of and Preservation of Landmarks). To date, no buildings or sites in the Fort Steilacoom NRHP district have been designated to this local register, but it is unusual for local designations to occur on state property. Lakewood did participate in the advisory committee set up during the Cultural Landscape Assessment work. This committee was comprised of all the site leasees and many outside stakeholders, and could be re-activated with a new charge set out in this document.

A common set of policies addressing specific issues, such as additions to historic structures, new construction, adaptive re-use of historic buildings, demolition and de-construction, inadvertent discovery of archaeological resources and human remains, archaeological surveys in sensitive areas, staff training, landscape restoration, and plant re-generation, could help create more cooperative relationships among jurisdictions.

Within DSHS, policies supporting historic rehabilitation and mitigation for the loss of historic resources in the capital planning and budgeting processes could forestall inappropriate alterations or the loss of significant features.

2.7 Recommendations

The following five goals encapsulate the core recommendations from the *Western State Hospital Cultural Landscape Assessment* and integrate with and support existing and concurrent master and comprehensive planning efforts throughout the site.

- **Objective 1**: Cultural resource information is integrated into all area-wide planning
- **Objective 2**: A unified site narrative positions WSH as a regional heritage asset
- **Objective 3**: The public has access to the rich history and stories of the WSH site
- **Objective 4**: Collaborations and partnerships enhance project funding and program staffing
- **Objective 5**: Policies and systems supporting cultural resource stewardship are in place

2.7.1 OBJECTIVE 1

CULTURAL RESOURCE INFORMATION IS INTEGRATED INTO ALL AREA-WIDE PLANNING

A good deal of planning work is recently completed, underway, or about to begin in the vicinity of WSH. Ideally, the master plans for WSH and Pierce College reinforce the goals of the City of Lakewood Comprehensive Plan, and the update to that plan references the proposed changes at the two institutions. The new Lakewood Legacy Plan, which is just underway, offers a timely way to integrate some of the recommendations of this cultural resource management plan into ideas for Fort Steilacoom Park's future.

One way to assure that cultural resource values are considered during planning is to have a current, accurate database of material in place. Currently, cultural resource information about the WSH site is found in a multitude of places. Bringing that data together assures that all jurisdictions will play from the same sheet of music and will be mindful of the same issues. It may be possible to house that database within DSHS by modifying the Facilities Condition Assessment process for WSH. However, if not, a GIS-based system provides the best and easiest support. Grant sources identified elsewhere in this report may be helpful in constructing this database.

Beyond the basic data, ongoing communication through both formal and informal channels between jurisdictions is needed. Good working relationships seem to be established, but it would be a gesture of respect and collegiality for WSH to undertake a series of presentations about the WSH Master Plan and the CLA/CRMP to principal stakeholders. Understanding the needs, approach, and strategy behind the contemplated changes at WSH helps to build inter-jurisdictional cooperation. The MUP process currently underway between WSH and Lakewood builds staff relationships. Presentations to groups like the Lakewood Heritage and Advisory Board and the Historic Fort Steilacoom Association, build good neighbors and potential partners.

2.7.2 OBJECTIVE 2

A UNIFIED SITE NARRATIVE POSITIONS WSH AS A REGIONAL HERITAGE ASSET

Collecting the existing information on cultural resources in one central place allows for a great opportunity to develop the definitive, unifying site narrative that is now missing. That narrative can then be interpreted in countless ways that help re-bind the site together. The whole story is much more compelling than its parts. As a teaching tool, a lure to visitors, or a respite for patients and their families, a well-interpreted site adds immeasurable value to the experience of being there. See the Interpretation and Education section of this report for information on historic themes that might be explored in more depth.

The Discovery Trail is a sound base for an expanded, unified interpretive plan that can be implemented in phases by the different jurisdictions. A good plan explores central themes, and identifies and marks significant places in different ways. It uses multi-media to engage and orient the visitor. It encourages self-discovery and passive, as well as active, learning. A plan should examine both the natural and built environments, and provide guidance for policies regarding public art, memorials, and monuments.

The National Association of Interpretation, a national non-profit, provides more information on standards and best practices for interpretive plans in their publication, *Interpretive Planning* (January 2009). Interpretive planning lends itself to phased implementation, and a variety of potential funding sources exist to support interpretation efforts. The Grants Summary in this report describes some of those sources, but support might also be found within the budgets of WSH and the City of Lakewood.

2.7.3 OBJECTIVE 3

THE PUBLIC HAS ACCESS TO THE RICH HISTORY AND STORIES OF THE WSH SITE

The two main elements of the WSH site could not be more distinct with regard to public access. The WSH medical complex must concern itself with safety and security issues and patient privacy. Across Steilacoom Boulevard, the Fort Steilacoom Park welcomes over 93,000 people annually to events and recreational activities. A key piece of the landscape that has a foot in both worlds is Historic Fort Steilacoom. Neither completely public, nor completely private, it is an island within the institution. As future hospital development concentrates to the west and north, opportunities to expand public access to the Fort and highlight the relationhship with Fort Steilacoom Park could strengthen both as visitor destinations.

Expanding access to historic Fort Steilacoom involves both physical and thematic measures. From a physical standpoint, traffic and pedestrian circulation, parking, and security on the medical complex are primary issues. Issues like parking and pedestrian access might be partially resolved through use of the existing tunnel beneath Steilacoom Boulevard. Visitors and bus parking at Fort Steilacoom Park could be used for access to the historic fort area. The condition of the tunnel is unknown and may require upgrades to make it safe and inviting to visitors. Funneling fort visitors from the park to the fort through the tunnel might provide a means to control security. Over the long term, new appealing visitor facilities at the park could be used to orient visitors, house exhibits, and launch walking tours. Over the long term, Lakewood's interest in rehabilitating the historic barns at the park could be the catalyst for a potential visitor's center. This might also prove to be a better home for the WSH museum and archives.

Over the near term, the two parcels can be more effectively linked through interpretive means. It may, for instance, be possible to expand the Discovery Trail to historic Fort Steilacoom. Walking tours might be jointly created and funded by the HFSA, WSH, and the City of Lakewood. More programming linking the two sites might be explored. A visitor policy relative to historic Fort Steilacoom should be developed to help provide HFSA with some certainty about its future. Recent actions to extend the HFSA lease to three years instead of an annual rolling lease give HFSA more stability and expand their ability to fundraise.

A longer lease period might be explored if any of the historic fort buildings are identified for other income-generating uses in the future. House museums across the country are exploring new ways to generate income, as the old models are not sustainable. Private parties may, for instance, use the federal investment tax credits for historic preservation on properties with long-term (27.5 year) leases. One or more of the historic officer quarters might prove to be good candidates for low-impact uses.

2.7.4 OBJECTIVE 4

COLLABORATIONS AND PARTNERSHIPS ENHANCE PROJECT FUNDING AND PROGRAM STAFFING

The hard issues regarding cultural resource protection and interpretation involve budget and staffing. It is unlikely that large new sources of revenue will be found in the near future to support either. In order to retain the historic fort buildings and effectively manage the medical campus historic buildings, existing resources will need to be redeployed, but not in major ways. The CRMP envisions centralizing cultural resource responsibilities in a single office or individual and providing the requisite information, training, and management to make consideration of the historic values meaningful and effective.

STAFFING

A cultural resource manager should be assigned at WSH. This can be added responsibilities to an existing position. This position requires a commitment to training along with access to decision-making regarding capital projects and day-to-day maintenance. Several training opportunities in cultural resource management exist in Washington State and the Pacific Northwest, including:

Port Townsend School of Woodworking
Fort Worden, WA
www.ptwoodschool.com

Pacific Northwest Preservation Field School
University of Oregon
http://hp.uoregon.edu/index.cfm?mode=fieldschools&page=pnw

Cultural Resources Training
WSDOT/DAHP/Parks
Russell.holter@dahp.wa.gov

Pacific Northwest History Conference
Washington State Historical Society
www.washingtonhistory.org

Historic Seattle
Seattle, WA
www.historicseattle.org

Certified Local Government Training
DAHP
http://www.dahp.wa.gov

In addition, a wealth of written and web-based materials exists, including:

National Park Service: Preservation Briefs, Preservation Tech Notes
http://www.nps.gov

National Center for Preservation Technology and Training
http://www.ncptt.nps.gov

The Association for Preservation Technology
http://www.apti.org

The National Council for Preservation Education (http://www.ncpe.us/chart.html) provides information on the various academic programs in historic preservation, many of which are distance learning-based.

The cultural resource manger would oversee the WSH historical resource database, bring training opportunities to maintenance staff, and support the WSH Cultural Resource Advisory Committee, which is described below under Objective 5.

FUNDING

Augmenting budgets to protect cultural resources on the site may require creative partnerships between the jurisdictions. Certain historic designations bring with them opportunities for grant funding. In the near future, the City of Lakewood should examine nominating the historic barns in Fort Steilacoom Park to the Washington Heritage Barn Register. In addition, Lakewood should explore designation as a Preserve America community. WSH should ask DAHP for a formal determination of eligibility of the Fort Steilacoom Historic District as having national significance. This opens up the possibility of applying for Save America's Treasures funding for capital projects. The HFSA is eligible to apply for both local and national grant funding for planning, interpretive, and minor preservation projects. The state's Capital Fund for Washington's Heritage could also be used to support projects at historic Fort Steilacoom. An intriguing source of funding might be Transportation Enhancements (TE). The most recent round of funding totaled $36 million with over $19 million going to projects within the Puget Sound Regional Council jurisdiction. Lakewood received $200,000 for a pedestrian bridge at Lakewood Station. Many projects described in this plan related to transportation could be eligible for TE funding. Finally, working with Lakewood, joint projects identified in the plan could be funded through DAHP's CLG program.

MITIGATION STRATEGIES

Mitigation for the loss of historic assets is also a way to fund preservation of remaining resources. At WSH, this could help support the buildings on campus ranked as primary and significant. WSH routinely includes some funding for mitigation of lost resources in its capital budgets, but often it has been directed simply toward photographing and documenting lost resources. In recent years mitigation strategies have emphasized public interpretation and/or funding for other preservation projects. A cultural resources manager, in collaboration with leasees and partners, could develop imaginative mitigation plans that focus resources on a prioritized list of Fort Steilacoom projects found in the Technical Guidance section of this plan. Beyond Fort Steilacoom, interpretive projects, cultural landscape restoration, and archaeological surveys might be accomplished through mitigation funding.

Another mitigation possibility deserves investigation. Several federal facilities are located nearby. They are responsible for identifying and protecting historic resources affected by federal actions by the National Historic Preservation Act, through the process outlined in Section 106 of the Act. This process establishes that when historic resources are adversely affected, consultation occurs with DAHP, tribes, local governments, and stakeholders in order to avoid or mitigate the effect. In some cases, on-site mitigation is not possible or useful, and off-site mitigation becomes an alternative. WSH and DAHP may be able to work together to offer historic Fort Steilacoom as a receiving site for off-site mitigation in the Pierce County area. Logistical issues around how to assign and manage funding exist, but they may be alleviated by collaborating with the City of Lakewood.

2.7.5 OBJECTIVE 5

POLICIES AND SYSTEMS SUPPORTING CULTURAL RESOURCE STEWARDSHIP ARE IN PLACE

Many of the pieces of a cultural resource program at WSH are coming into focus. The planning that is completed or in process by the jurisdictions provides the platforms on which to build cultural resource strategies. The CLA, the information in this plan, and other information at HFSA and the City of Lakewood give a solid baseline of historical data. WSH is willing to deliberately and thoughtfully consider cultural resources in its management of the hospital. Further, the willingness to collaborate with outside partners provides expanded opportunities for funding heritage-related projects. Pulling all this together into a cohesive program requires both staff time and a structural framework that supports cultural resource goals.

CULTURAL RESOURCE ADVISORY COMMITTEE

A key recommendation is creating the WSH Cultural Resource Advisory Committee (CRAC). Modeled on the collaboration that developed the CLA, the CRAC provides a home to discuss issues and develop projects. CRAC is envisioned as a group of partners that come together at least twice yearly, or as needed. It would be supported by the cultural resource manager position recommended above in Objective 4.

CRAC's specific responsibilities could include:

- Creating a set of cultural resource policy approaches that might be applied across the original WSH holdings, including policies on adaptive re-use, additions and in-fill, new construction, demolition and deconstruction, landscape regeneration, archaeological surveys, and inadvertent discovery.
- Working collaboratively on a site-wide interpretive plan.
- Reviewing capital budget requests for the purposes of commenting on any effects to cultural resources.
- Providing comments on cultural resources for the various planning processes, particularly the Lakewood Legacy Plan and the update to the Lakewood Comprehensive Plan.
- Developing joint interpretive, capital, and survey projects.
- Providing general guidance on cultural resource issues.

The CRAC should be comprised of the site leasees, nearby stakeholders, and perhaps other groups or individuals with particular cultural resource expertise. Permanent members would include:

- DSHS/OSSD staff
- WSH on-site maintenance supervisor/staff
- Pierce College representative
- DAHP representative
- City of Lakewood, CLG, and/or planning staff

- Historic Fort Steilacoom Association representative
- Tribal (Nisqually and Puyallup)representative

Other members could be rotating and might include representatives from:

- Steilacoom tribe
- Grave Concerns
- Heritage League of Pierce County
- Pierce County CLG
- Specific disciplines, including historic architect, architectural historian, museum professional, and/or archaeologist.

DSHS CULTURAL RESOURCE POLICY

This plan focuses on WSH; however, in the course of its development, it became apparent that some cultural resource protection strategies may apply more broadly to all DSHS holdings. Recommendations include:

- Expanding the DSHS Sustainability Plan to recognize the role the existing built environment plays in climate change. Specifically,
  - ◊ Adopting the *Secretary of Interior's Standards and Guidelines for the Treatment of Historic Properties* into agency sustainable design practices, as a corollary to LEED certification for new construction.
  - ◊ Including measures of embodied energy in existing buildings and the equivalent landfill mass they represent.
    - The National Trust for Historic Preservation provides information on sustainability issues and older buildings through its Preservation Green Lab, located in Seattle (www.preservationnation.org/issues/sustainability/green-lab).
- Identifying historically significant buildings in DSHS Facilities Condition Assessments. This prompts instant recognition for important buildings and features, and serves as an early warning system for changes that might initiate the EO 05-05 review process.
- Creating a programmatic agreement with DAHP/GOIA to streamline EO 05-05 compliance by exempting certain properties and activities from review.

2.8 Grant Summary

The following summary provides an overview of potential grant sources that could aid in funding either or both planning and capital projects. This list is not all inclusive, but represents a best estimation of potential sources based upon resource types and funding levels as of 2011. Additional sources should be continually sought as new opportunities emerge.

2.8.1 FEDERAL/NATIONAL GRANTS

PLANNING

Preserve America: Program operated through federal Advisory Council on Historic Preservation in concert with other federal agencies. Restricted to Preserve America–designated communities. Funds planning initiatives designed to enhance heritage tourism and sustainability activities. Grants require dollar-for-dollar non-federal match. Awards range from $20,000 to $250,000. Funded through Historic Preservation Fund, with grant rounds in spring and decisions announced mid-year. See www.preserveamerica.gov.

CLG Grants: Program operated through National Park Service in concert with State Historic Preservation Officers. Restricted to designated Certified Local Governments. Requires non-federal match. Wide range of eligible activities, including survey, NRHP nominations, HSR development, and preservation planning. Award amounts vary, but typically fall into $5,000 to $20,000 range. Funded through 10-percent set-aside from federal Historic Preservation Fund award to states. See www.dahp.wa.gov.

Historic Preservation Grants: SHPO's may at their discretion award grants for preservation purposes over and above CLG grants. Usually requires some matching component. Generally awarded in crisis situations or when subject may have broad application to other resources or jurisdictions. Rarely used in Washington. Funded through state allocation of Historic Preservation Fund. See www.dahp.wa.gov.

National Trust for Historic Preservation – Preservation Funds: Provided through endowments to states/regions. Administered through NTHP Regional Offices (San Francisco). Requires dollar-for-dollar match (in-kind permitted for portion of match). Wide variety of planning, assessment, survey, or educational activities supported. Awards generally range from $2,000 to $7,500. Three grant rounds each year (February 1, June 1, and October 1). Two dedicated funds serve Washington – the Eldridge Stockton Campbell Fund (WA only) and the Pacific Northwest Fund. See www.preservationnation.org.

CAPITAL

Save America's Treasures: Program operated jointly through the National Trust for Historic Preservation and the National Park Service. Restricted to bricks and mortar projects of national significance. Requires dollar-for-dollar non-federal match. Competitive portion of the program awarded $14 million in 2010. Awards range from $25,000 (for collections) to $250,000 (for historic properties). Program includes a direct appropriation component by congressional request. Project eligibility and matching requirements remain same as competitive program. See www.preservationnation.org.

Transportation Enhancement Program: Program operated through FHWA in concert with state transportation departments. Funded through 2-percent set-aside of annual FHWA award to states. Twelve different activities supported, including:

- Provision of facilities for pedestrians and bicycles. Examples: new or reconstructed sidewalks or curb ramps; bike lane striping; bike parking and bus racks; bike and pedestrian bridges or underpasses.
- Scenic or historic highway programs (including the provision of tourist and welcome center facilities). Examples: construction of turnouts and overlooks; installation of designation signs and markers; construction of tourist and welcome centers.
- Landscaping and other scenic beautification. Examples: street furniture; lighting; public art; landscaping.
- Historic preservation. Rehabilitation and operation of historic transportation buildings, structures, or facilities. Examples: preservation of buildings in historic districts; access improvements to historic sites.

Match requirements vary by state; but, in recent rounds, match requirement has been waived in Washington. Grant process varies by state. In Washington, process involves application to Regional Transportation Planning Organization (RTPO). In recent years, WSDOT has collapsed two or more years of funding into a single grant round. Awards vary (no minimum or maximum), but generally are at least $100,000. In 2010, Washington received over $14 million to distribute, but elected to use $13 million of program to meet federal requirements. See www.enhancements.org and www.wsdot.wa.gov.

2.8.2 STATE GRANTS

PLANNING

See CLG Grants above

CAPITAL

Heritage Capital Projects Fund: Program operated through Washington State Historical Society. Provides matching grants for capital projects, including architectural/engineering costs. Match required of $2 in non-state funds for every $1 in grant funds. Ranked list of grantees approved by legislature on biennial basis. Minimum award of $25,000, and maximum of $1 million. In 2009–2011 biennium, $10 million awarded. Application round in spring prior to biennial budget development. See www.wshs.org.

Local or Community Projects: Program operated through Washington Department of Commerce. Direct appropriations from state capital budget through governor or legislative request. No match requirement. Program funded sixteen projects totaling $13 million in 2009–2011 biennium. See www.commerce.wa.gov.

Washington Trust for Historic Preservation Valerie Sivinski Fund: Available through WTHP on annual basis. Provides support for specific historic resources, interpretation, or acquisition of professional expertise. No match required. Maximum grant award $2,000. Annual grant round with applications due in fall. See www.wa-trust.org.

2.8.3 LOCAL GRANTS

PLANNING AND CAPITAL

Historic Records Funds (HB 1386): Funding source created in 2005 that increases document recording fees. Included is $1 to be collected by county auditors to be used at the discretion of county commissioners, to promote historic preservation or historic programs. Since inception, fund has been used in some counties to support local preservation programs, and in others to fund grants for planning and capital expenses. See www.washingtonstatemuseums.org.

Lodging Tax (RCW 67.28): Allows local governments to collect a special excise tax of up to 2-percent of the charge for lodging, or a rate when combined with all other taxes equaling 12-percent. Funds must be deposited in a special account and be used only for tourism promotion, acquisition of tourism-related facilities, or operation of tourism-related facilities. A lodging tax advisory committee is required in municipalities with a population over 5,000. The advisory committee makes decisions on changes in the tax rate, as well as recommendations on project funding. The legislation provides for the issuance of general obligation and revenue bonds for projects. Special provisions enable larger communities to utilize the lodging tax for special projects, including sports stadiums. These rules generally only apply to King County.

Technical Information & Guidelines

STANDARDS FOR THE TREATMENT OF HISTORIC PROPERTIES:

Preservation focuses on the maintenance and repair of existing historic materials and retention of a property's form as it has evolved over time. Protection and Stabilization are consolidated under this treatment. Preservation is defined in the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995) as the "act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New exterior additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project."

Restoration depicts a property at a particular period of time in its history, while removing evidence of other periods. Restoration is defined by the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995) as the "act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project."

Rehabilitation (recommended) acknowledges the need to alter or add to a historic property in order to meet continuing or changing uses while retaining the property's historic character. Rehabilitation is defined by the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995) as the "act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."

Reconstruction or Replication re-creates vanished or non-surviving portions of a property for interpretive purposes. Reconstruction is defined by the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995) as the "act or process of depicting, by means of new construction, the form, features, and detailing of anon-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location."

The following chapter provides technical guidance to assist in the ongoing stewardship of properties at the Western State Hospital (WSH) site. The properties within the Fort Steilacoom National Register of Historic Places (NRHP) district (which covers the majority of the WSH site) comprise the principal focus of this chapter. The goal of this chapter is to help sustain the interpretive and educational value of millenia of aboriginal use, nearly two centuries of Euro-American land use, over 140 years of ongoing, high quality mental health care within the unparalleled setting of a NRHP listed district. Information is sequenced to start at a broad level and become progressively more specific with each section to help guide reviewers, planners, and designers according to the level of specificity they are working at for a particular project.

Treatment approach recommended for the full site inclusive the National Register of Historic Places listed district is rehabilitation. Within this district, the treatment approach recommended for the Fort Steilacoom Officer's Quarters and parade grounds is preservation.

The federal and state agencies as well as the broader historic preservation community in the United States follow guidelines established by the Secretary of the Interior of the National Park Service for working with and planning related to historic properties. These guidelines delineate four different approaches that are generally accepted as standards for treating sites, landscapes, buildings, structures and their spaces, features and vegetation. They are preservation, rehabilitation, restoration, and reconstruction or replication.

Rehabilitation as a treatment approach for the properties is defined by the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995) as the "act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."[1] This approach "acknowledges the need to alter or add to a historic property in order to meet continuing or changing uses while retaining the property's historic character."[2] This recommended approach takes into consideration the historic and architectural significance of the site, its primary hospital function and treatment mission within DSHS, the extent of previous alterations to buildings and the site, and the dual issue of continuing modern hospital uses in historic buildings being at once both important for the vitality of the site and complex to reconcile with character-defining features and spaces.

The recommendations of preservation for the Fort Steilacoom buildings and parade ground take into account the rarity, intact status and national significance of

1 Secretary of the Interior's Standards for the Treatment of Historic Properties. (1995).

2 Secretary of the Interior's Standards for the Treatment of Historic Properties, Rehabilitation Guidelines.

these resources, as well as the potential need for accommodating new compatible uses within the Fort buildings.

The main sections of this chapter layout a framework for navigating immediate and long-term planning, employing as a tool rehabilitation and adaptive to aid in preserving the critical function, character-defining aspects, and complying with executive order driven sustainability goals.

SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.

5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

8. Archeological properties will be protected and preserved in place. If such properties must be disturbed, mitigation measures will be undertaken.

9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

TECHNICAL GUIDELINES RECOMMENDATION SUMMARY

The following summarize recommendations identified in each of the following sections.

Energy Efficiency and Sustainability recommendations:

- Include energy efficiency and sustainability goals as part of maintenance and rehabilitation approaches to historic buildings and landscaping to build upon their inherent systems; and,
- Educate building users on ways to reduce their energy consumption.

Maintenance recommendations:

- Stabilize and undertake building envelope preservation measures for the Fort Steilacoom Officers' Quarters to address deteriorated conditions;
- Provide training and continuing education for maintenance staff relative to the appropriate means and methods for maintaining historic buildings in an efficient manner that retains their character-defining features;
- Undertake mothballing of historic buildings that don't have an immediate or long-term use while options are evaluated to prevent deterioration;
- Have a check box on maintenance requests to distinguish whether the building is historic to trigger whether additional considerations may come into play;
- Develop guidelines identifying activities that are categorically exempted from review relative to impacts to historic properties;
- Examine the possibility of transitioning some funds from the demolition budget to maintenance;
- Explore ways to collaborate on maintenance tasks among different agency stakeholders; and,
- Have a separate budget for maintenance and related staff to ensure continued stewardship of the primary historic buildings and landscapes at WSH.

Interpretation and Education recommendations:

- Coordinate amongst stakeholders to develop a comprehensive interpretation and education plan for the site that builds off previous interpretive efforts;
- Pursue grant funding to implement stages/parts of the comprehensive interpretation and education plan;
- Coordinate efforts with other local historical societies and non-profits, such as community garden and orchard groups;
- Expand living history events at historic Fort Steilacoom to include other time periods, themes and locations on the WSH site (as feasible with the proximity of the hospital and public access);
- Increase public visibility and accessibility of the hospital museum, perhaps through relocation of select materials and artifacts to a more public location;
- Refresh and expand existing signage;
- Consider the Discovery Trail as a model for additional signage along circulation pathways as well as at the borders and at key view corridors of the WSH site. (See **Use Analysis** for more information on the view corridors);
- Organize public events (workshops, special presentations) to give interested visitors an in-depth exploration of a site theme by experts (such as already done by the Historic Fort Steilacoom Association);

- Expand the visual education media to include more lost features, such as buildings which no longer exist (e.g. from historic photos of Fort Steilacoom) but also lost roadways and landscaping;
- Expand trail system;
- Document the orchard on the hill, particularly any extant heirloom fruit trees; and,
- Explore the feasibility of creating a community garden, in order to:
  - ◊ Bring back some of the past agricultural function of the site;
  - ◊ Preserve open spaces; and,
  - ◊ Provide opportunities for patient therapy and community-building.

Types of Change recommendations:

- Maintaining a buffer of open space around the site perimeter;
- Follow and continue to refine practices relative to ground disturbances and archaeological monitoring;
- Pursuing reuse of historic buildings instead of demolition whenever possible through interior rehabilitation or exterior additions; and,
- Coordinating actions and sharing information relative to historic buildings, site and circulation elements amongst stakeholders.

Code Compliance recommendations:

- Partner with local code officials to identify opportunities and long-term strategies for code compliance relative to minimizing impacts on historic buildings;

Use Analysis recommendations:

- Utilize historic use patterns and management zones in management and interpretive efforts to coordinate with public access levels and concentrations of intact historic features and views; and,
- Preserve view corridors as an integral part of site stewardship and interpretation.

3.1 Decision-Making Matrix

The following decision-making matrix merges the elements of architectural and historical significance and current condition within the over-arching treatment recommendation of rehabilitation along a pathway that results in a recommended approach to the future treatment of the individual features, spaces, vegetation and the overall appearance of the site and individual properties. In addition, the matrix can guide the organization of a future use programming to best match existing spaces with future uses based on corresponding levels of architectural significance and public visibility.

The more important, public, significant, and intact the space or feature, the more careful attention should be paid to its preservation and enhancement. Conversely, the more a space or feature has served a private role or been previously altered in a non-compatible manner, thus removing historic materials, the more amenable this feature or space is to compatible new work in order to accommodate an adaptive new use. Thus, further changes should be consolidated to features, vegetation, and spaces already altered, thereby reducing the need for and extent of modifications to intact, historically and architecturally significant features, spaces and vegetation.

3.1.1 MATRIX ELEMENTS

This matrix was developed in order to determine the appropriate approach to the historic and historic contributing properties and help match their spaces with compatible future uses. Using the architectural and historic significance, facade public visibility levels, and current condition this matrix shows which approaches are most likely to retain the history and usefulness of a property's spaces and features. This matrix integrates the above listed categories in compliance with the *Secretary of the Interior's Standards for Rehabilitation*.

The matrix is organized in a hierarchical sequence, reading from left to right. It provides a practical approach to navigate the data compiled for each property within the Western State Hospital campus, mapped in GIS, and included in the catalogs within this cultural resources management plan and the 2008 Cultural Landscape Assessment. This matrix starts with the feature/property, followed by whether the property is historic or not (orange column). Then it addresses if the property is contributing to the NRHP district or not (gray column). Then the matrix addresses the level of public visibility (red column) followed by the architectural and historical significance the property holds (blue column). Then the property's current condition (green column) leading to the recommended action (purple column).

Historic (H) and non-historic (NH) utilizes the National Park Service and National Register of Historic Places standard cut off of 50 years old or older to be considered historic. The National Register of Historic Places makes provisions (criteria consideration G) for circumstances in which a resource achieved significance in the last 50 years can be considered historic. No instances within the site met this threshold. The assignments of historic and non-historic are applied based on the 50-year threshold (as of 2011) in relevant sections of this plan and in the GIS database to all properties within the NRHP district and the full site.

Contributing (C) and non-contributing (NC) applies only to properties within the NRHP district. It stems from both their level of integrity and their strength of association with the periods and areas of significance, thus their contribution (or lack thereof) to the NRHP district. This report utilizes status classifications established in the Fort Steilacoom National Register of Historic Places district nomination and the Western State Hospital Cultural Landscape Assessment. These assignments are applied in relevant sections of this plan and in the GIS database to all properties within the NRHP district.

Public visibility complements the architectural and historical significance category by identifying which facades were originally accessible to or visible by patients and the public. Levels consist of public, semi-public, and private. These assignments are applied in relevant sections of this plan and in the GIS database. See also section 3.3.

Significance levels pertain to their classification as primary, secondary, minimal, and none. This refers to the relative level of significance within the site and NRHP district. These assignments are applied in relevant sections of this plan and in the GIS database. See also section 3.2.

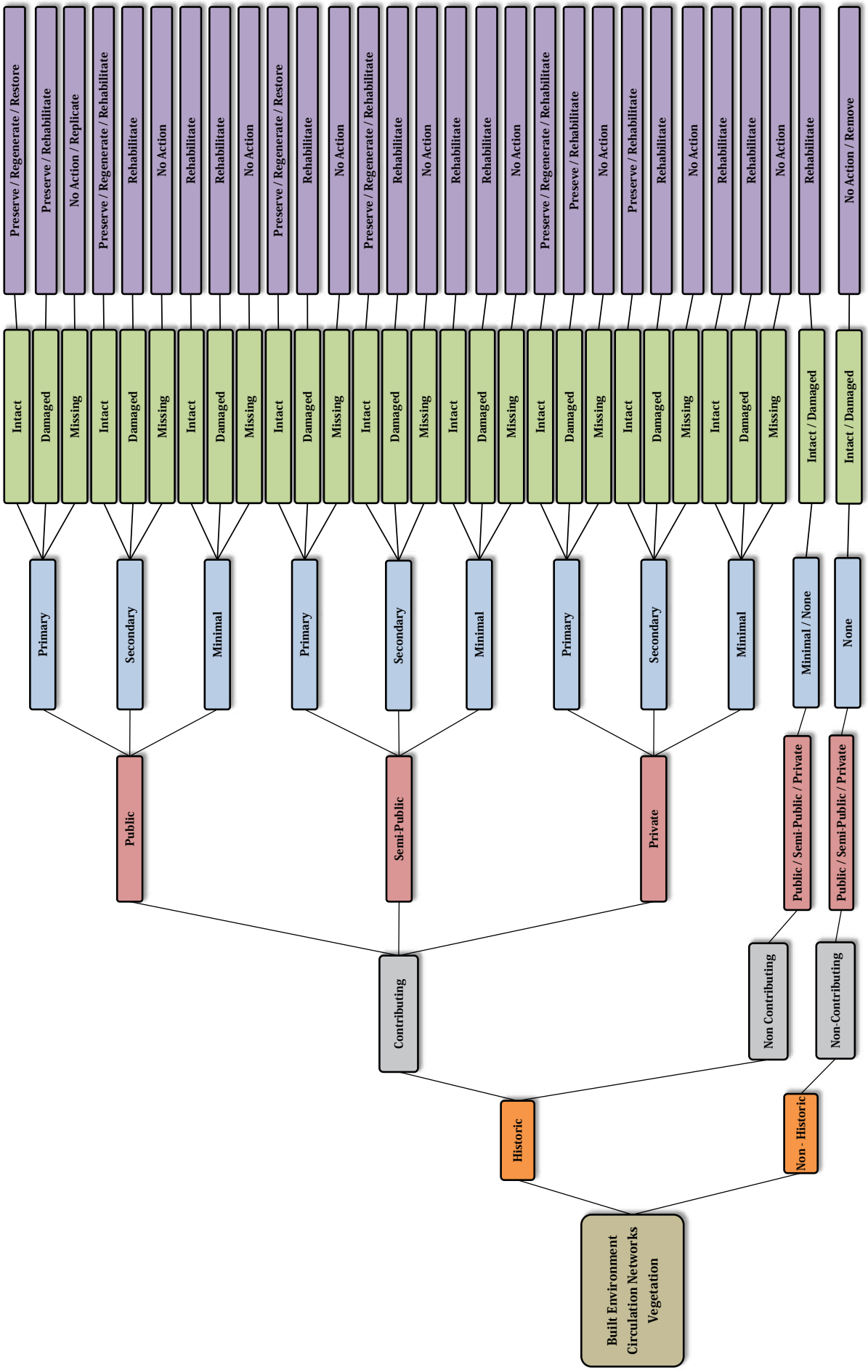
Primary, public features, vegetation and spaces should be preserved in their existing locations and conditions or restored over the course of repair and maintenance work to their original appearances in order to retain their value. Primary, private features, vegetation and spaces should be preserved to the extent feasible within the context of adaptive reuse of the space or feature. Secondary, Minimal, and None public, semi-public, and private site and interior spaces and exterior features and vegetation with less important architectural features, vegetation and spaces or that are not character-defining would be eligible for rehabilitation in which modifications to the features, vegetation or spaces will have less impact on the historic significance of the resource. Rehabilitation of these properties can balance retention and reuse of existing significant features, vegetation and spaces while making the resource more functional for its occupants and sustaining a vital active role within the site. None or intrusive elements should be removed when no longer needed or the originals restored to facilitate interpretation of the original design intent of spaces and features.

Current condition is determined by the amount of original material left in the feature or space and the care that has been taken to maintain it. Missing materials may need replacement. Damaged materials may require stabilization and repair. Intact details should be retained. Taking these criteria into consideration leads to suggested appropriate future treatments and guides the formulation and design development for future work. This data is included in the GIS maps.

Chambers Creek
Note: the entire landscape within the NRHP district is classified as historic contributing. The landscape encompassing the former Piggery area south of Waughop lake is classified as historic, non-contributing, though it directly abutts the NRHP district.
Legend
Historic Contributing Tree
Former Tree
Historic Contributing Landscape Feature
Non Historic Non Contributing Landscape Feature
Former Landscape Feature
Historic Status Map
ResourceStatus
Historic Contributing Building, Structure or Site
Historic Non-Contributing Building, Structure or Site
Non-Historic Non-Contributing Building Structure or Site
Former Building, Structure or Site
Boundaries
Project Area
NRHP District Boundary
City Boundaries
N

HISTORIC STATUS MAP

The map at left shows the status of built environment and landscape features within the site. **Historic** (H) and non-historic (NH) utilizes the National Park Service and National Register of Historic Places standard cut off of 50 years old or older to be considered historic. **Contributing** (C) and non-contributing (NC) applies only to properties within the NRHP district. Former refers to circulation networks, buildings, structures, and vegetation that no longer exist.


Built Environment
Circulation Networks
Vegetation
Historic
Non - Historic
Contributing
Non Contributing
Non-Contributing
Public
Semi-Public
Private
Public / Semi-Public / Private
Public / Semi-Public / Private
Primary
Secondary
Minimal
Minimal / None
None
Intact
Damaged
Missing
Intact / Damaged
Intact / Damaged
Preserve / Regenerate / Restore
Preserve / Rehabilitate
No Action / Replicate
Preserve / Regenerate / Rehabilitate
Rehabilitate
No Action
Rehabilitate
Rehabilitate
No Action
Preserve / Regenerate / Restore
Rehabilitate
No Action
Preserve / Regenerate / Rehabilitate
Rehabilitate
No Action
Rehabilitate
Rehabilitate
No Action
Preserve / Regenerate / Rehabilitate
Preseve / Rehabilitate
No Action
Preserve / Rehabilitate
Rehabilitate
No Action
Rehabilitate
Rehabilitate
No Action
Rehabilitate
No Action / Remove

DECISION MAKING MATRIX

The matrix at left is organized in a hierarchical sequence, reading from left to right. It provides a practical approach to navigate the data compiled for each property within the Western State Hospital campus, mapped in GIS, and included in the catalogs within this cultural resources management plan and the 2008 Cultural Landscape Assessment. This matrix starts with the feature/property, followed by whether the property is historic or not (orange column). Then it addresses if the property is contributing to the NRHP district or not (gray column). Then the matrix addresses the level of public visibility (red column) followed by the architectural and historical significance the property holds (blue column). Then the property's current condition (green column) leading to the recommended action (purple column).

3.2 Significance Analysis

Historical and architectural significance is a primary factor in evaluating a site, landscape, and building's (property) physical features, spaces, and setting in order to determine the level of historic integrity and relative priority of features and spaces. The site, landscape, or building (property) can be divided into areas of relative character-defining importance. The historic significance of these areas stems from the history of construction, historic uses, past occupants and events, and quality and integrity of architectural details. This analysis takes into consideration the *National Register Bulletin How to Apply the National Register Criteria for Evaluation* and the National Park Service's *Technical Preservation Services Identifying Primary and Secondary Interior Spaces in Historic Buildings,* and Preservation Brief 18: *Rehabilitation Interiors in Historic Buildings*.

Historical and architectural significance are the primary factors in evaluating a site's physical features, areas, and overall composition. The site can be divided into areas of relative character-defining importance. The historic significance of these areas stems from the site's history of construction, past occupants and events, uses, vegetation, built environment, and circulation networks. These levels inform sensitive area identification according to the concentration of properties with a high level of significance. Conversely, the identification at an individual building and landscape element level within priority areas assists in detailed planning for these areas.

3.2.1 SIGNIFICANCE LEVELS

According to the level of contribution each makes to define the property's architectural character and historical significance, exterior features and spaces are designated as Primary, Secondary, Minimal, or None. The basis for categorization stems from the following: the importance of the feature or space for the patients, staff, and public; whether the feature or space is original, or is a historically significant or contemporary addition; the extent of modifications and additions to the feature or space; and, the compatibility of finishes, construction, and materials employed in the historic and contemporary changes to the feature or space. The intent is not to fragment the property into divisible parts that can individually be preserved, modified, or discarded in future planning; rather, it is to view the property as a collective entity of character-defining features and spaces and provide some direction for necessary treatments or alterations. The goal is to steer toward solutions that will permit continued improvements to areas with minimal or no significance, and to prevent eroding or adversely impacting those character-defining features and spaces with primary significance levels. This section is intended for use in conjunction with the Decision-Making Matrix in section 3.1. Significance levels assigned through this analysis are plotted on maps within this section and recorded in the GIS database.

Primary: Features, spaces, and vegetation original to the site, landscape, or building (property) that display a high level of physical integrity, although possibly with minor changes or historically significant alterations designed to fit into the design or character of the original feature or space. Vegetation elements stem from the original construction of the site or within the period of significance and have achieved singular significance. Architectural finishes, design, and materials are of a high quality and assemblies well made. They convey a consciousness of setting, often patient and public use, and typically exhibit design qualities defining the property's architectural style. They reflect prevailing design influences during the property's period of construction. These elements would contribute either to the property's current listing status or eligibility for listing to the National Register of Historic Places under criteria C (architectural character). At a historical significance level, they may also be noted for important historic events or significant occupants that would contribute to the property's current listing status or eligibility to National Register of Historic Places listing under criteria A or B (association with historic events or persons, respectively). Their removal or extensive alteration would detract from the overall architectural and historical significance of the property. Primary spaces and features may exhibit either or both architectural and historical significance associations.

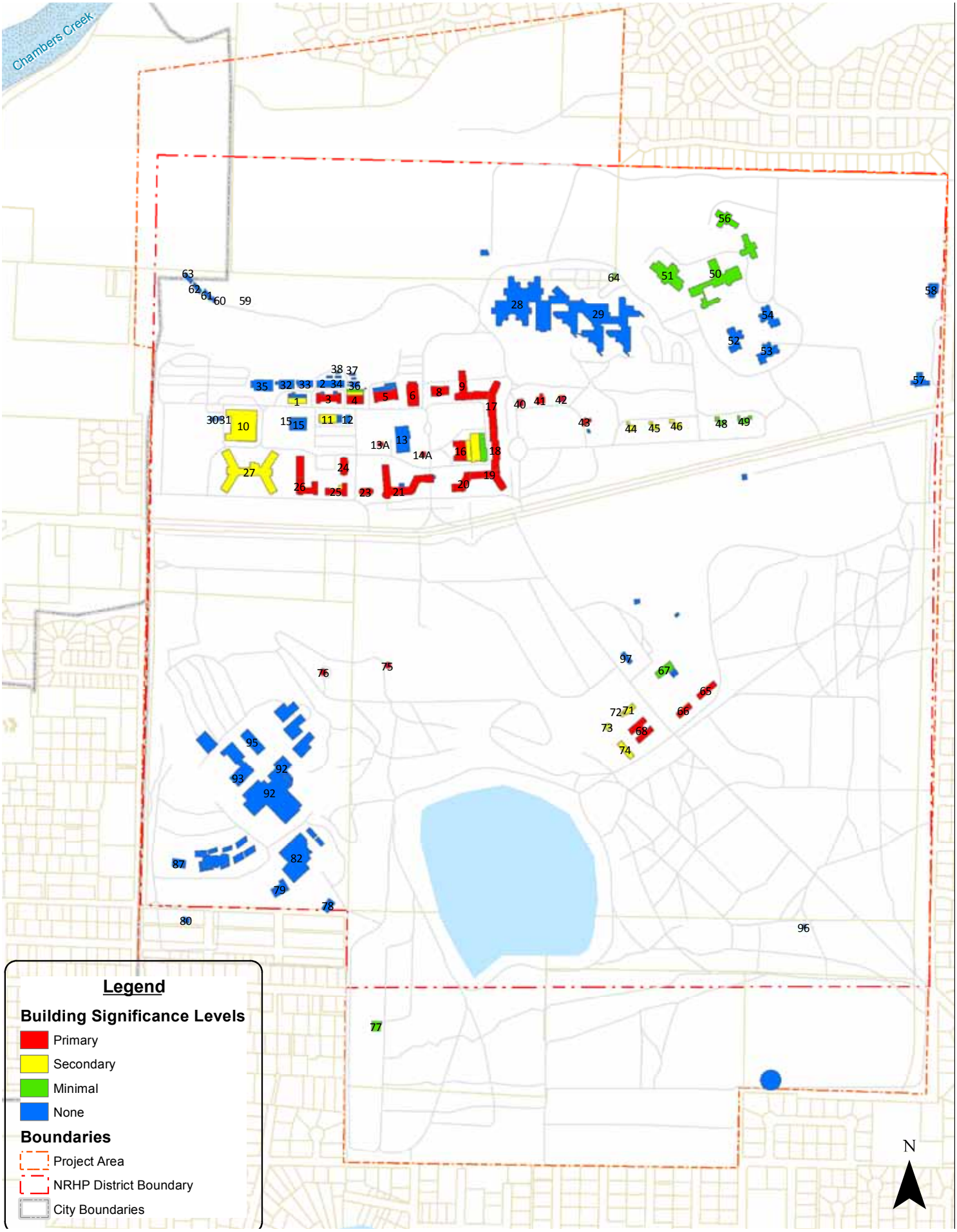
Secondary: Features, spaces, and vegetation are original to the property, though likely to have undergone major changes and/or historically significant additions. They retain some historic character and significant features. They exhibit utilitarian, well-crafted, but not lavish, materials or architectural features. Vegetation is

likely to have been introduced during subsequent development periods within the period of significance. At a historical significance level, they often served supporting roles to historic functions in primary spaces. Secondary spaces and features may exhibit either or both architectural and historical significance associations.

Minimal: Features, spaces, and vegetation have few distinguishing architectural characteristics. Alternatively, an extensive, non-compatible contemporary remodel might obliterate nearly all significant architectural features and spatial configurations through introduced contemporary features and spaces.

None: Features, spaces, and vegetation have no remaining architectural features or spatial configurations dating to either original construction or significant historical modifications, or are contemporary features and spaces that are not compatible with the original design. Due to the absence of original materials, configurations, or architectural design elements, these spaces do not have historical associations.

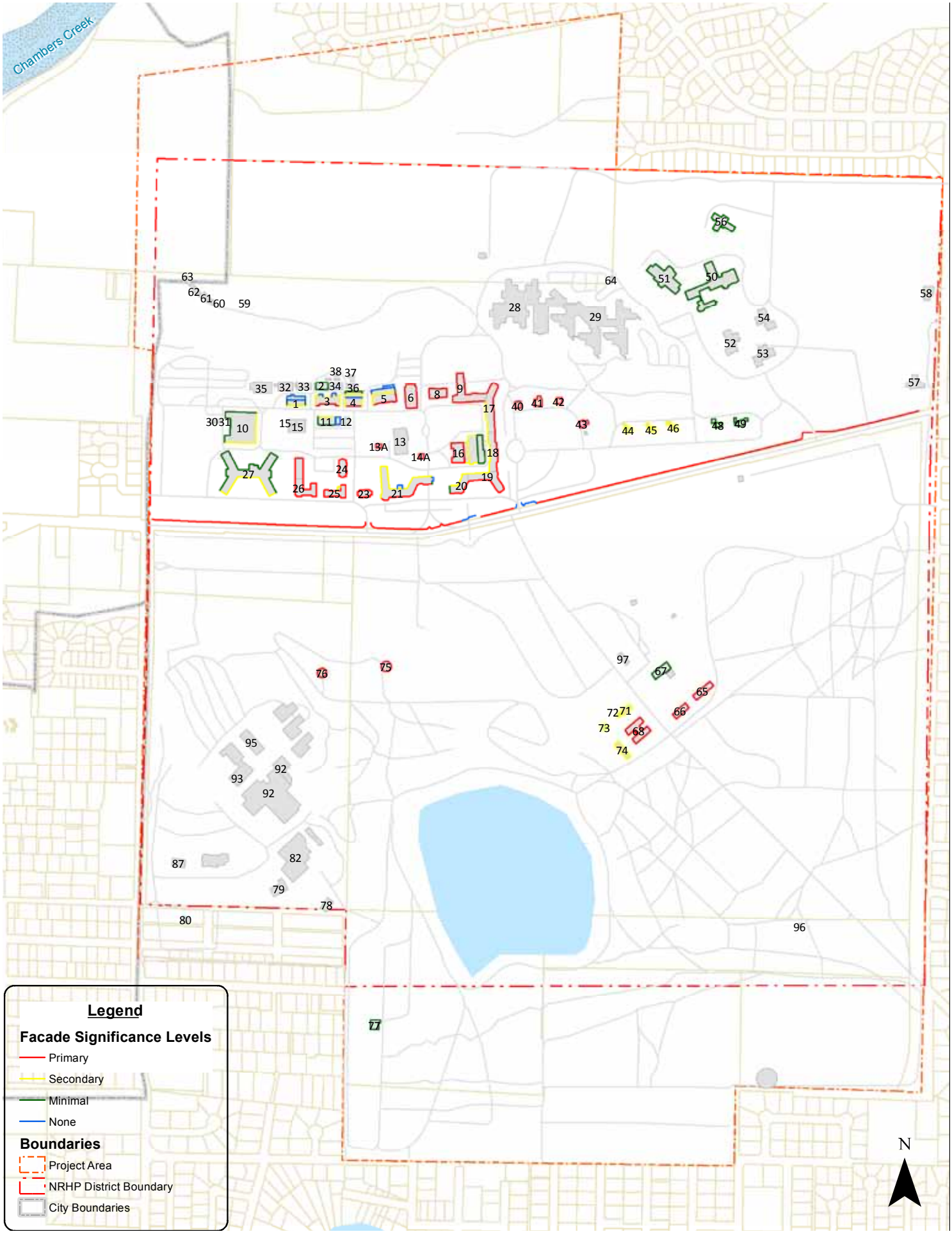
The following maps illustrate these levels of significance for the site, landscape, built environment, and footprints and wire frame/facades of individual historic buildings.


Chambers Creek
Legend
Building Significance Levels
Primary
Secondary
Minimal
None
Boundaries
Project Area
NRHP District Boundary
City Boundaries
N

SIGNIFICANCE LEVELS MAP

The map at left illustrates building significance levels throughout the site.

Understanding significance levels helps guide priorities for interpretation, education, and compatible future development.


Chambers Creek
Legend
Facade Significance Levels
Primary
Secondary
Minimal
None
Boundaries
Project Area
NRHP District Boundary
City Boundaries
N

FACADE SIGNIFICANCE LEVELS MAP

The map at left illustrates building facade significance levels throughout the site. This map supplements information presented in the preceding **Significance Levels Map** to help further guide and inform building alterations and related new construction.

Understanding facade significance levels helps guide contemporary functional upgrades and additions to less significant facades. This map should be used in conjunction with the **Facade Public Visibility Levels Map**. Often primary facades were historically publicly visible, while minimal significance level facades were often private.

3.3 Public Visibility Analysis

Public visibility complements the architectural and historical significance category by identifying which spaces and features were originally accessible to or visible by patients and the public. The patient experience is an integral part of the Western State Hospital campus and plays a significant role in defining public visibility. However, the hospital's association with Fort Steilacoom and proximity to a main thoroughfare, as well as the security aspect of the hospital facility, creates a more complicated understanding of public visibility. Accessibility in this sense does not pertain to either the American Disabilities Act (ADA) or International Building Code (IBC) and International Existing Building Code (IEBC) access; rather, it speaks to the user groups originally intended for these features, spaces, and site. Distinguishing between levels of visibility throughout the site and on the building exterior and interior identifies which features, spaces, and vegetation should receive increased attention to their preservation and interpretation due to their original patient and/or public nature.

3.3.1 PUBLIC VISIBILITY LEVELS

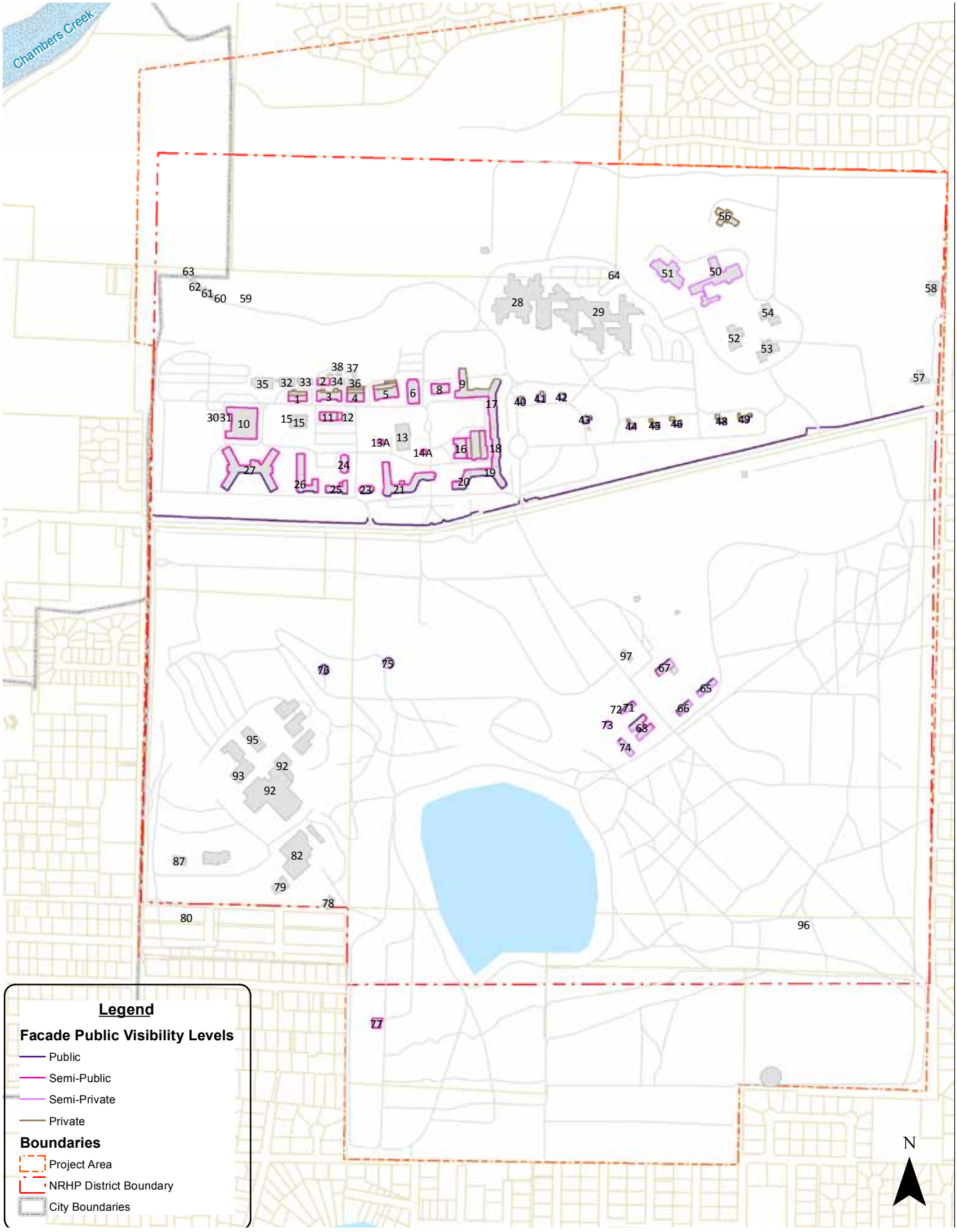
There are three categories applicable to the properties: public, semi-public, and private.

Public Areas: Features, spaces, and vegetation to which the patient or members of the public, whether visitors or merely passing by or through the campus, might view or enter with no restrictions on ability to approach, move through, or occupy. Consequently, the hospital role of the Western State Hospital campus was integral to the design process as reflected in the sequence and hierarchy of spaces, building massing and form, grouping of uses, setbacks, views, walkways, street orientation and patterns, durability of materials selected, and design of the features and finishes, hardware, fixtures, furnishings, sizes, and proportions of interior spaces. Public spaces typically feature a higher level of architectural detailing, quality of plant selection and placement, and design than private staff areas; they also generally served key functions within the overall operational purpose of the property, consequently providing stronger emotional ties and defining the sense of place for patients receiving treatment. Features and spaces that are primary and public are particularly important and deserve special attention due to their role in presenting the essential public image of the hospital.

Semi-Public Areas: Features, spaces, and vegetation that were originally not in prominent view from public right-of-ways or served as the connection between public and private spaces within the site or building. Patients and staff might have viewed or entered these spaces with no restrictions placed on ability to approach, move through, or occupy, but visitors were only welcome to view or temporarily occupy the space while touring or waiting to conduct business if accompanied by staff or patients. These served as a supporting role to public areas and as a buffer for private areas.

Private Areas: Originally for medical and facility staff use and patient treatment areas. Patients had access to these features and spaces only when receiving treatment or interacting with medical staff. The public did not have access to these areas.

In order to assist in decision-making, the following maps show these original levels of public visibility layered over outlines of the original building floor plans and additions. Incorporating facade public visibility levels into planning and design helps sustain visually character-defining patterns within the site's built environment while directing contemporary functional changes to historically less visible facades. The levels for each property or feature's wire frame/facade are mapped in GIS with a table addition for each building footprint. Additionally, this type of analysis can be done for interior spaces by floor for further data integration.


Chambers Creek
Legend
Facade Public Visibility Levels
Public
Semi-Public
Semi-Private
Private
Boundaries
Project Area
NRHP District Boundary
City Boundaries
N

FACADE PUBLIC VISIBILITY LEVELS MAP

The map at left illustrates historic levels of public visibility for each property's facade.

Understanding historic levels of public visibility helps guide interpretation, education, and compatible future development. This map should be used in conjunction with the Facade Significance Levels Map. Often public facades were historically of primary significance, while private facades were often of minimal significance.

3.4 Use Analysis

Regional cultural heritage thematically unites the Western State Hospital (WSH) site. This heritage stems from past site uses. The importance of each use contributes to the overall richness and complexity of the WSH site. All of these uses are interdependent. Uses correspond to past activity patterns, levels of public site access, and ongoing management zones. The movement through and occupying of spaces by people directly informs view corridors.

Key recommendations:

- Utilize historic use patterns and management zones in management and interpretive efforts to coordinate with public access levels and concentrations of intact historic features and views
- Preserve view corridors as an integral part of site stewardship and interpretation

The purpose of this chapter is to use past activity patterns to define zones for planning purposes.

3.4.1 PATTERNS

Patterns stem from the four principal Aboriginal, Settlement, Fort, and Hospital uses.[1] The contribution of contemporary uses and their relation to historic uses is addressed below. Understanding historic uses provides a framework for managing change and compatible integration of contemporary uses. Contractions and expansions of use perpetually drive physical alterations. Active use is essential to the long-term stewardship of the site. The degree to which use-driven alterations impact historic properties and cultural resources can be managed by guiding change to compatible areas, facades, and spaces. Contemporary uses can be integrated into the site in a manner that contributes activity and importance while not detracting from the regional heritage value.

Evaluating contemporary uses utilizes historic use patterns as the baseline. Contemporary uses continue historic uses, provide compatible alternatives, or are non-compatible uses. Active uses are those uses currently in operation. Missing uses are uses that were originally proposed or designed for the site but are no longer active or were not built. New uses will be medical- and community-driven uses not historically active within the site. Integrate in a compatible manner means in compliance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. Use patterns also inform levels of public access, adaptive reuse and new construction designs, integration of new uses, and accommodation of expanding uses.[2] Refer for further information to the Significance and Public Visibility Analysis and Types of Change chapters of this report. The *Western State Hospital Cultural Landscape Assessment* (WSHCLA) (section 1.1) documents historic uses at WSH.

Historic uses are those aboriginal and Euro-American uses occurring within the site's periods of significance as defined in the WSHCLA (pg 4). At an individual building level, they are those uses originally designed for the building, site, or space. They define spatial relationships and circulation patterns within the site. Their continuation reinforces the overall character of the site and individual buildings, sites, and spaces. These uses helped to define the built environment, site furnishings, circulation networks, vegetation, and view sheds.

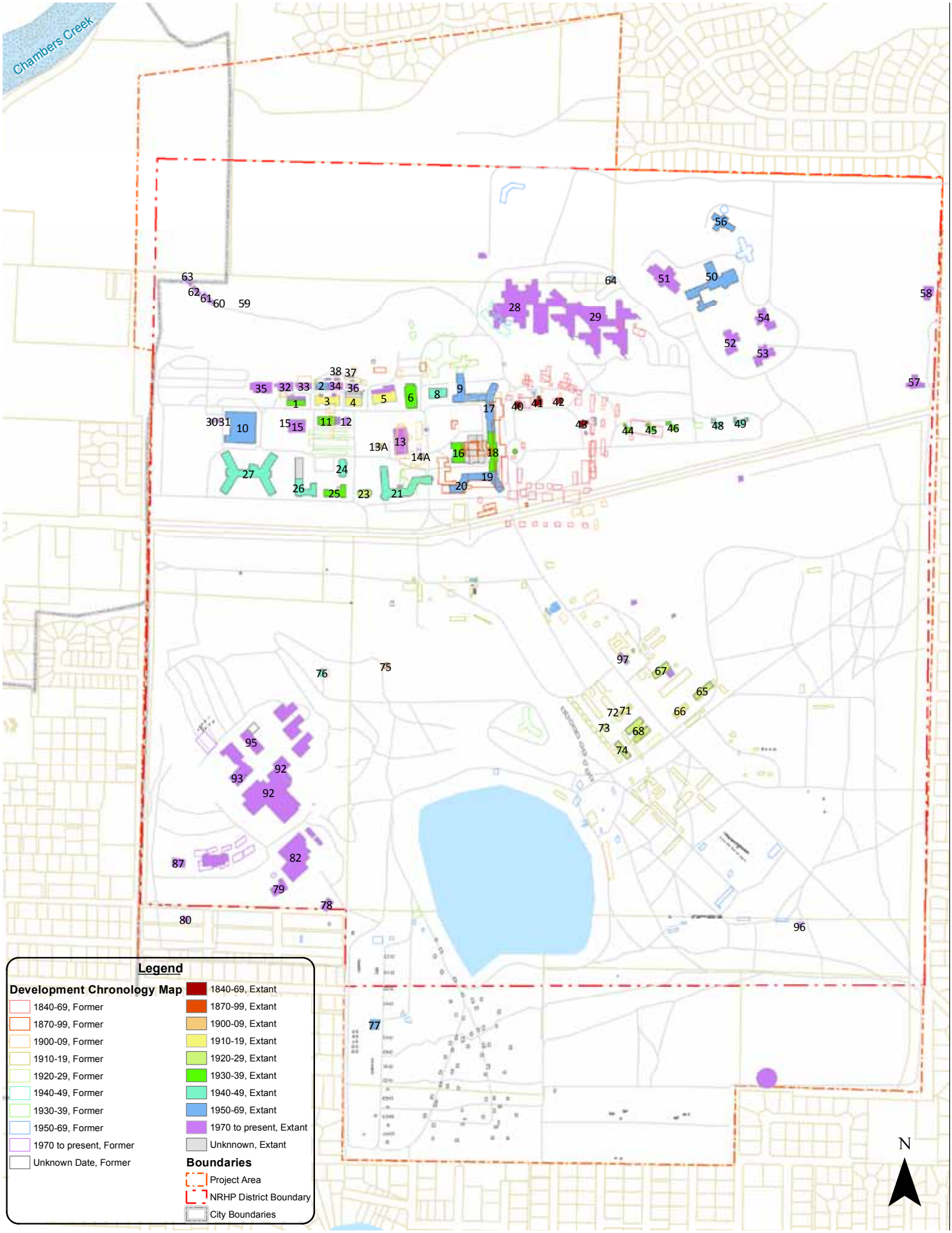
Compatible uses differ from historic uses; however, their replacement of a historic use often sustains elements of the associations developed by the historic use. These can include sustaining defining spatial relationships and circulation patterns, or utilizing spaces or buildings in a manner that requires minimal changes to character-defining features and spaces. Compatible uses occurr after the periods of significance and are often driven by changing user groups, as well as

[1] (Artifacts Consulting, Inc., 2009, revised) p. 39
[2] (Artifacts Consulting, Inc., 2009, revised) p. 13

advances in technology and medicine pertaining to the treatment and care of patients. They represent changing technological needs and were integrated into the site in a manner that complements original uses with minimal impact to character-defining features and spaces.

Non-compatible uses require significant alterations of character-defining features and spaces. They often interrupt historic circulation patterns and spatial relationships. Non-compatible uses occurr after the periods of significance and result in significant physical alterations to character-defining features and spaces.

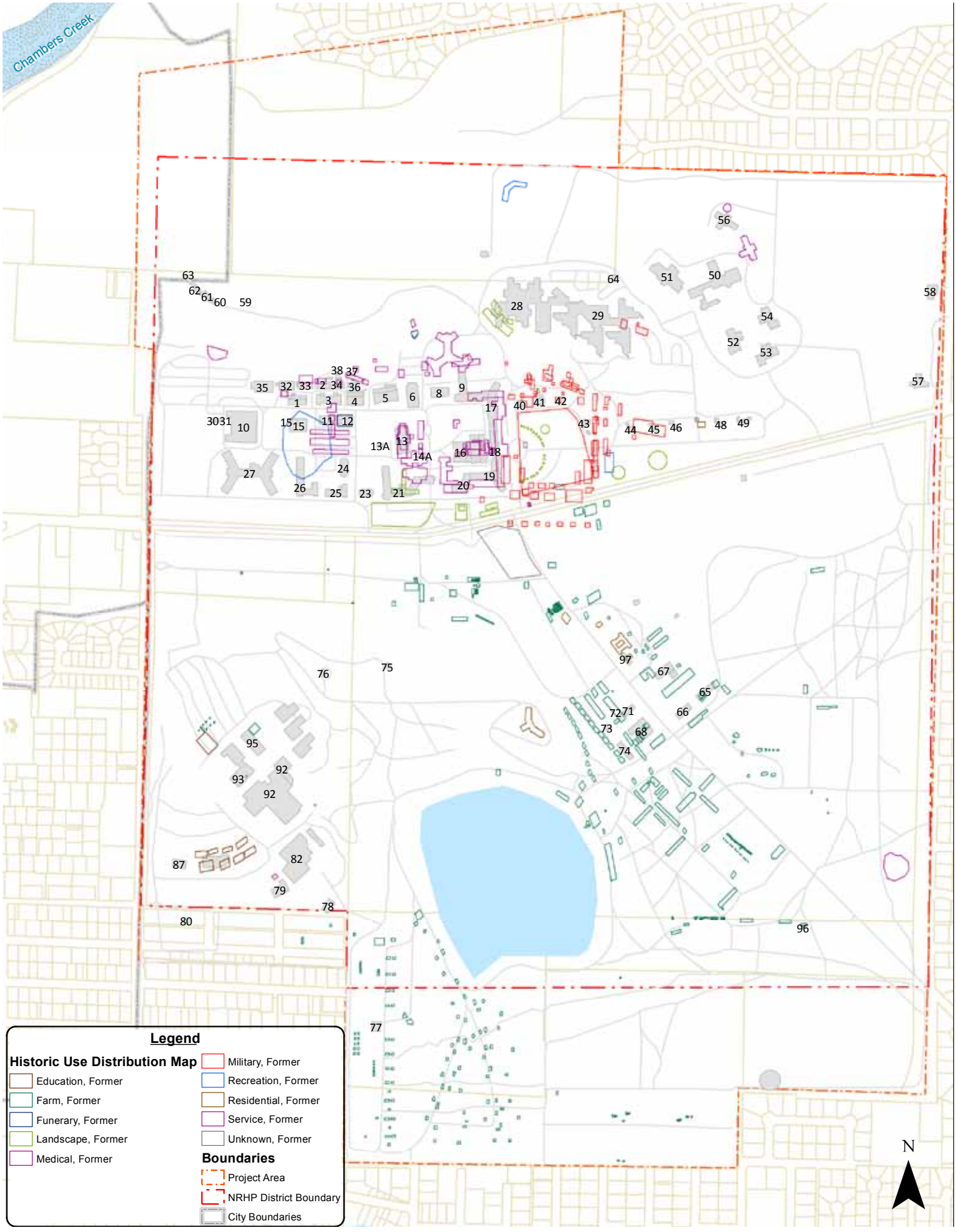
The following table and development chronology maps illustrate historic and ongoing Euro-American uses. The chronological series of maps illustrates how uses expanded and where they were located as the hospital facilities grew during the period of significance, as well as during more recent development.


Chambers Creek
Legend
Development Chronology Map
1840-69, Former
1870-99, Former
1900-09, Former
1910-19, Former
1920-29, Former
1940-49, Former
1930-39, Former
1950-69, Former
1970 to present, Former
Unknown Date, Former
1840-69, Extant
1870-99, Extant
1900-09, Extant
1910-19, Extant
1920-29, Extant
1930-39, Extant
1940-49, Extant
1950-69, Extant
1970 to present, Extant
Unknown, Extant
Boundaries
Project Area
NRHP District Boundary
City Boundaries
N

DEVELOPMENT CHRONOLOGY MAP

The map at left illustrates development throughout the site according to decade of construction. The 1800s are separated according to pre and post Civil War development. Color coding is assigned to both past and current building footprints. Former structures feature only a color outline around their footprint. The footprint for extant structures and sites is filled in with color.

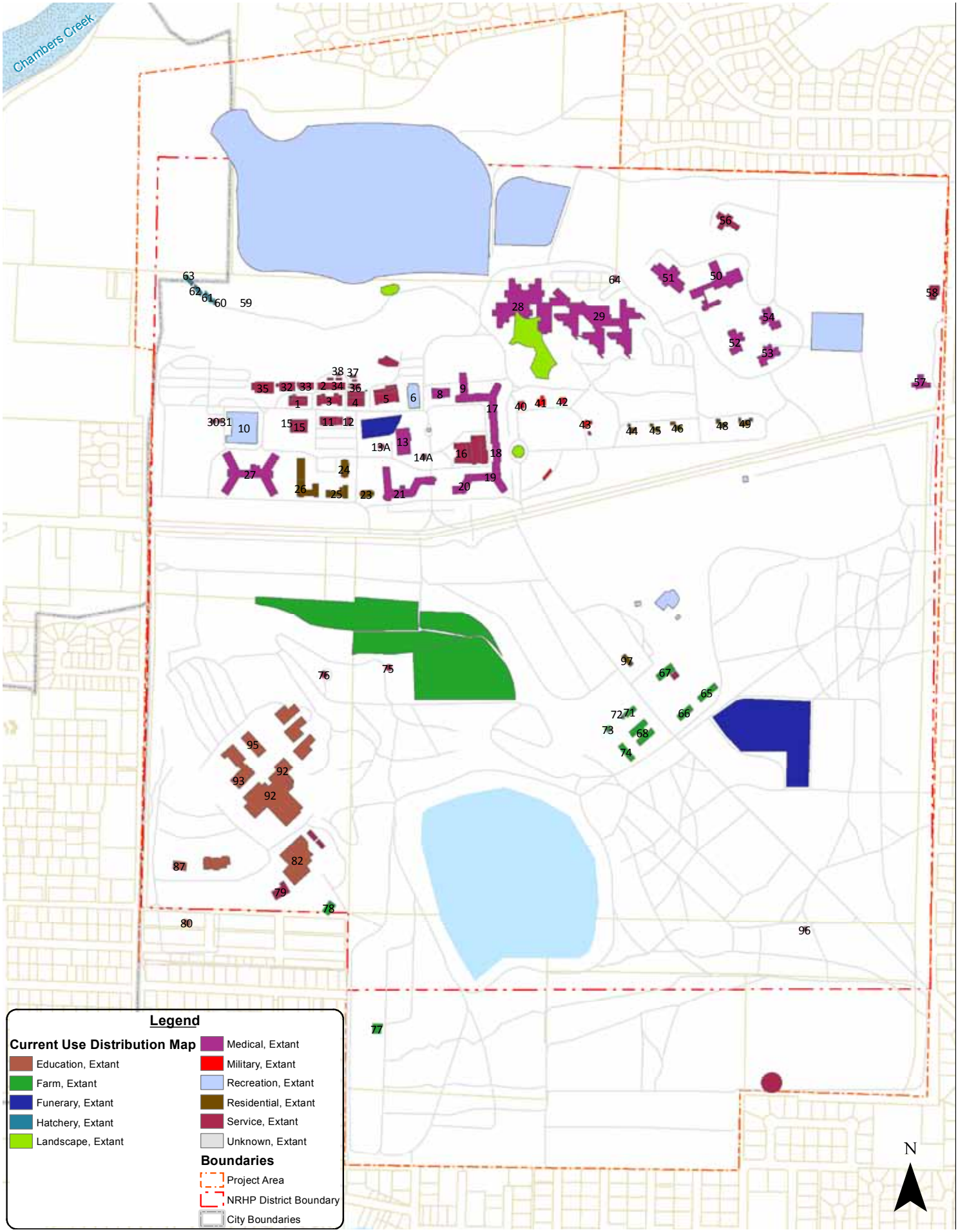
Understanding development patterns helps guide interpretive, education, and compatible future development. Former buildings and sites were traced in GIS from geo-referenced historic maps and plans.


Chambers Creek
Legend
Historic Use Distribution Map
Education, Former
Farm, Former
Funerary, Former
Landscape, Former
Medical, Former
Military, Former
Recreation, Former
Residential, Former
Service, Former
Unknown, Former
Boundaries
Project Area
NRHP District Boundary
City Boundaries
N

HISTORIC USE DISTRIBUTION MAP

The map at left illustrates historic use patterns throughout the site. Use categories are based on National Register of Historic Places categories. Color coding is assigned to past building footprints. Former structures feature only a color outline around their footprint. The footprint for extant structures and sites is filled in with gray to provide a point of reference. The large areas typically correspond with former sites, such as the parade grounds outlined in red amongst the former Fort Steilacoom buildings, or the patient cemetery footprint.

Understanding historic use patterns helps guide interpretive, education, and compatible future development. Former buildings and sites were traced in GIS from geo-referenced historic maps and plans.


Chambers Creek
Legend
Current Use Distribution Map
Education, Extant
Farm, Extant
Funerary, Extant
Hatchery, Extant
Landscape, Extant
Medical, Extant
Military, Extant
Recreation, Extant
Residential, Extant
Service, Extant
Unknown, Extant
Boundaries
Project Area
NRHP District Boundary
City Boundaries
N

CURRENT USE DISTRIBUTION MAP

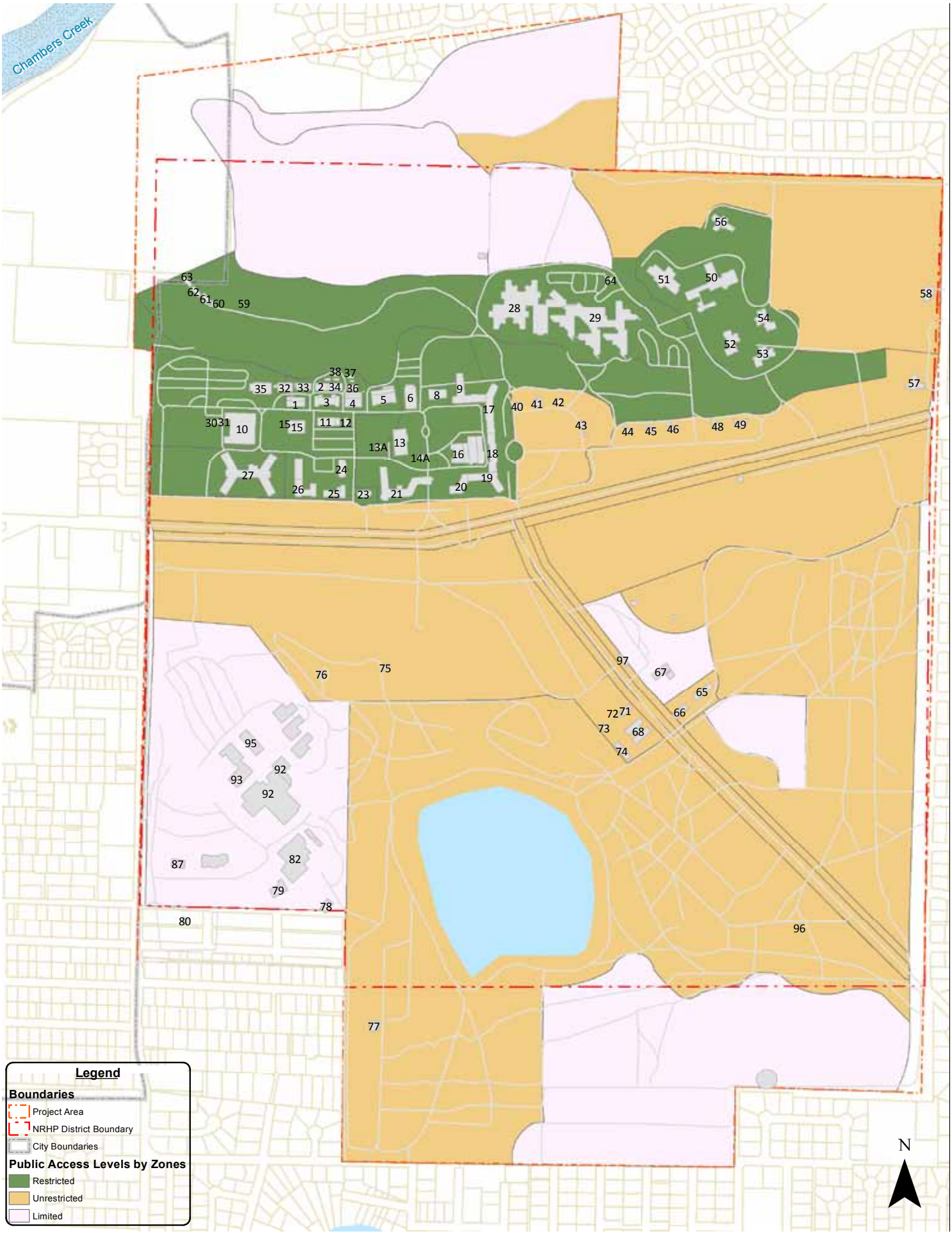
The map at left illustrates current use patterns throughout the site. Use categories based on National Register of Historic Places categories. Color coding is assigned to current building footprints. The large areas typically correspond with former sites, such as the parade grounds outlined in red amongst the former Fort Steilacoom buildings, or the patient cemetery footprint.

Understanding current use patterns helps guide interpretive, education, and compatible future development. This map can also be compared with Historic Use Distribution Map to see how uses have changed over time and where concentrations of original uses remain today.

3.4.2 ACCESS

Managing the level of public access is central to balancing the medical mission with interpretive efforts for the site's unique cultural heritage. This relates directly to the chapter on Public Visibility Analysis. Historic levels of public visibility defined in that chapter provide a foundation for managing ongoing access levels. Strategies identified in the Interpretation and Education chapter of this report provide mechanisms for interpreting and coordinating public access to important historic features residing within Limited and Restricted areas (such as Fort Steilacoom and the Settler Cemetery).

- **Unrestricted** spaces are open to the public during hours of operation. Users may freely partake of designated activities (such as walking along trails). Users can take photographs.
- **Limited** access areas may require an appointment, coordination with security personnel, or may be periodically closed to the public or certain levels of public access (such as tour groups) for security reasons. Limitations on photography may be placed on users. Public activities in these areas need to be coordinated with Western State Hospital.
- **Restricted** access areas are closed to the public for security reasons. No photographs can be taken in these areas.


Chambers Creek
Legend
Boundaries
Project Area
NRHP District Boundary
City Boundaries
Public Access Levels by Zones
Restricted
Unrestricted
Limited
N

PUBLIC ACCESS LEVEL BY MANAGEMENT ZONES

The map at right illustrates the level of current (2011) public site access according to management zone. The level of public access is essential for effective planning of a comprehensive site-wide interpretive plan and for managing public access to historic sites and buildings within the overall site. Levels of public access can also help guide priorities based on the level of public use and exposure.

3.4.3 VIEWS

Views provide an opportunity to experience the current scenery and historic uses. They can range from standing at the lookout (VC5) and imagining looking over the prairie with the Puget Sound and Olympics as the backdrop to walking along Angle Lane SW (VC6) and imagining the creak of wagons rolling along the road as they reach the fort after traveling from Fort Walla Walla via Naches Pass. Views connect us with past events and, as such, are essential to the overall interpretive efforts of the site.

Knowing the important views within the site facilitates managing development and public access. This knowledge allows views to contribute as a factor in siting and design, as well as facilitating the public interpretive experience. The following table and map identify important views within the site. The view defines the location and directional orientation. Associative qualities identify how this view relates to historic use patterns and periods of significance for the site. Some of these are old vistas.

VIEWS TABLE

The following table itemizes significant view corridors within the site. The View ID corresponds with the following **View Corridor Map** to allow cross referencing between the map and table. The associative qualities column links those key components of the view corridor back to the overall historic significance and interpretive value of the site. These associative qualities can provide a starting point for considering potential interpretive themes from these view corridors.

VIEW ID	VIEW	ASSOCIATIVE QUALITY (IES)
VC1	Encompassing the views north and south along the allee, as well as east overlooking the former piggery operation site and northeast down to Waughop Lake	Institutional farm operation interpretation including former piggery–related facilities constructed in the draw and around Waughop Lake. Scenic qualities along the allee providing a unique approach into the site Scenic qualities around the lake stemming from the aesthetic-driven planting efforts of Elizabeth Waughop
VC2	Encompassing views along the roadway around Waughhop Lake, as well as looking to and from the lake	Institutional farm operation interpretation, including former farm related facilities built along and adjacent to the lake Scenic qualities along the lake stemming from the aesthetic driven planting efforts of Elizabeth Waughop
VC3	Encompassing views east from the draw currently occupied by Pierce College down towards Waughop Lake	Scenic qualities of the view over Waughop Lake and the aesthetic-driven planting efforts of Elizabeth Waughop
VC4	Encompassing views from the former farm Ward east overlooking the farm operations and views south over Waughop Lake	Institutional farm operation interpretation; patients residing in this former Ward worked on the farm providing a direct example of occupational therapy Scenic qualities of the view over Waughop Lake and the aesthetic-driven planting efforts of Elizabeth Waughop
VC5	Encompassing views from the lookout point outward to the northwest, north, and northeast	Western State Hospital medical core buildings and institutional agricultural lands along Steilacoom Boulevard SW Steilacoom Boulevard SW and Angle Lane SW as historic thoroughfares not only since the 1870s hospital operation, but also during Fort Steilacoom's operation, Heath Farm, Hudson Bay Company, and Native American Contextual links through more expansive views to the Puget Sound, Chambers Creek drainage, and the Olympics An example of the greater hill's potential pre-historic role as a vista point over the surrounding glacial till prairies

VIEW ID	VIEW	ASSOCIATIVE QUALITY (IES)
VC6	Encompassing views along and to the side of Angle Lane SW (Oregon Trail Branch, Military Road) from its intersection with Steilacoom Boulevard SW (north end) to the southeast edge of the site	Oregon Trail Branch forming the west terminus at Fort Steilacoom for the Oregon Trail Branch (also known as Longmire Trail and Walla Wall to Steilacoom Pioneer Citizens Trail) for settlers reaching Western Washington from Walla Walla in the early 1850s West terminus for the military road funded by Congress extending east across Naches Pass to Fort Walla Walla Historic arterial through Western State Hospital's institutional farm core Sense of passage along the end length of part of the Oregon Trail
VC7	Encompassing views along and to the side of Steilacoom Boulevard SW (Byrd's Mill Road) from the east to the west edges of the site	Bryd's Mill Road beginning in 1851–1852 as a trail for settlers and subsequent military road uses Washington State Historical Road No. 1 as established in 1941 Historic approach coming from the west towards Fort Steilacoom Historic division between medical (north side) and institutional farm (south side) of Western State Hospital, Mount Rainier, and the Cascades when traveling eastbound Sense of passage along this broader historic travel corridor with uses stemming not only from the 1870s hospital operation, but Fort Steilacoom, Heath Farm, Hudson Bay Company, and Native Americans
VC8	Encompassing views along the length and outward from this roadway approaching the former Fort Steilacoom site and the main formal front entry to the institution facilities	Fort Steilacoom for interpreting the breadth of the former fort site Western State Hospital for interpreting the transition from fort buildings to purpose-built medical facilities and the main formal entry to these facilities Landscape passing through the aesthetic-driven additions to the landscape stemming principally from Elizabeth Waughop's influence

VIEW ID	VIEW	ASSOCIATIVE QUALITY (IES)
VC9	Encompassing views to and from the main Administration Building as the main public pedestrian point of entry to the institution facilities	Western State Hospital operation and development and the social role of mental health care since the start of the institution through the present The visual relationship between the hospital buildings and extant fort buildings underscores the historic transition from military to medical and medical operation within the former military buildings before moving to purpose-built medical facilities
VC10	Encompassing the historic Fort Steilacoom parade grounds, in particular views to and from the officers' quarters buildings	Fort Steilacoom operation and periods of development and build out; the expanse in front of the buildings allows visualization of the former extents of the fort facilities even though only remnant facilities from the north side of the fort layout remain
VC11	Looking north through the understory of Douglas fir trees within Sergeant's Grove and looking west over the golf course	Recent additions to the site corresponding the increased emphasis on the role of recreation within the campus following World War II as the role of occupational therapy and farm work diminished
VC12	Encompassing the patient quadrangle framed by the core medical buildings and the Settler Cemetery	An organic outgrowth of the U-shaped plan formed through the outgrowth of wards from the main Administration Building and limiting site factors. These limiting site factors consisted of topography (to the north), Steilacoom Boulevard SW (to the south), and proximity to services. As more industrial service functions, such as the power plant, relocated out to the west, patient and staff use increased. The Auditorium and Research Building additions solidified the quadrangle role as a private space for staff and patients

Chambers Creek
VC11
VC12
VC10
VC9
VC8
VC7
VC5
VC4
VC6
VC3
VC2
VC1
Legend
Boundaries
Project Area
NRHP District Boundary
City Boundaries
View Corridors
View Corridors
N

VIEW CORRIDORS MAP

The map at left illustrates significant view corridors throughout the site. View corridor numbers (View ID) correspond to additional descriptive text in the preceding **View Corridors Table**.

Understanding significant view corridors helps guide interpretive, education, and compatible future development. The base aerial was accessed in 2010 from ESRI. The map illustrates two kinds. Those view corridors having a rectangular or irregular polygon form (such as VC12 or VC2) indicate view direction with, into from the perimeter, and out from all directions. Those view corridors having a point of origin with a directional fan (such as VC5 or VC1) indicate the dominate outward view direction, as well as, outward views back to this site (as exemplified by VC4).

3.4.4 ZONES

Management zones utilize use patterns to identify localized areas of shared needs, specialized uses and their user groups. These draw on the Campus Zoning identified in the *10 Year Campus Master Plan* for Western State Hospital. These facilitate co-existence within the site of what in some instances could be mutually exclusive uses. Since these are based on use patterns, they also provide an important mechanism in concert with master planning efforts to inform future development. They provided options for avoiding or reducing physical and visual impacts to the site.

Zones:

- Education
- Farm
- Fort Steilacoom
- Funerary
- Historic Roadway
- Landscape
- Medical
- Recreation
- Service

MANAGEMENT ZONES TABLE

The following table itemizes the main management zones within the site and provides a description and listing of shared issues owners/lesees within this zone share. When applicable, additional text is provided in the subzone column to highlight distinctive, smaller areas within each zone. These subzones aid in further refinements to planning and interpretive efforts. This table is intended for use in conjunction with the following **Management Zones Map** and **SubZones Map**.

MANAGEMENT ZONE	DESCRIPTION	SUBZONE
EDUCATION	Encompasses the area off Farwest Drive, along the hillside overlooking Waughop Lake and the former farm area. Pierce College Fort Steilacoom (originally Clover Park Community College, then Fort Steilacoom Community College) operated at the site since 1970. Planning data related to this zone is available in the 2006 **Pierce College Fort Steilacoom Master Plan Agreement** prepared by Pierce College. Shared cultural resource management needs include: • Below-grade archaeological resource sensitivity during building and infrastructure development; • Integrating above-grade parking, roadway, and building development with the cultural landscape; • Coordinating interpretive signage with the larger site and employing compatible way-finding signage; and, • Coordinating landscaping with the cultural landscape. Specialized uses driving activity levels include classrooms for higher education. User groups defining access levels include students, faculty, visiting public, and maintenance personnel.	No subzones.

MANAGEMENT ZONE	DESCRIPTION	SUBZONE
Farm	Encompasses Western State Hospital's former institutional farm operation area south of Steilacoom Boulevard. The farm operated from the 1870s through 1960s. This area retains several historic structures related to the farm operation. Shared cultural resource management needs include: • Below-grade archaeological resource sensitivity during building and infrastructure development; • Integrating above-grade parking, roadway, recreation facility, and building development with the cultural landscape; • Coordinating interpretive signage with the larger site and employing compatible way-finding signage; • Rehabilitating historic building; and, • Coordinating landscaping with the cultural landscape. Specialized uses driving activity levels include play fields and grounds, public restrooms, dog parks, walking and running trails, and potential community garden and orchard activities. User groups defining access levels include the general public.	Agriculture: historically concentrated areas of agricultural activity related to the institutional farm. The steep topography, absence of subsequent development, public visibility, and strong connection with historic farm functions lend these areas to agriculture-related functions and interpretive activities. Farm Core: historically concentrated areas of built environment elements related to the institutional farm (such as barns, silos, and sheds). Conservation: second growth conifers stand in the southeast corner of the site with diverse native flora understory. Active Recreation: historically agricultural activity areas related to the institutional farm converted within the last ten years to play fields, and dog parks. These introduce more intense activity related infrastructure and facility development as well as parking needs. Passive Recreation: historically agricultural activity areas related to the institutional farm converted within the last ten years to walking and running paths, as well as interpretive walks, nature study, and picnics. Less intensive uses that blend into the site with minimal physical infrastructure and facility development. Service: historically institutional farm areas related to the operation of the farm. These areas transitioned to maintenance facilities related to ongoing recreation activities.

MANAGEMENT ZONE	DESCRIPTION	SUBZONE
Fort Steilacoom	Encompasses the extant Officers' Quarters, former parade grounds, and areas historically built out as part of Fort Steilacoom. The fort represents one of the state's rare territorial era sites with intact buildings. Fort Steilacoom operated from 1849 through 1868. Refer to WSHCLA Section 1.1.3 Fort Steilacoom[1] and Refer to WSHCLA Section 1.1.2 Settlement.[2] Shared cultural resource management needs include: • Reconciling above-grade parking with the cultural landscape (with the goal of minimizing visual and physical impacts to the parade grounds); • Coordinating interpretive signage with the larger site and employing compatible way-finding signage; • Coordinating landscape installations with the cultural landscape; and, • Coordinating public access levels with adjacent Medical public access restrictions. Specialized uses driving activity levels include museum, lectures, and re-enactments. User groups defining access levels include the general public, historical society, and re-enactment users.	No subzones.

MANAGEMENT ZONE	DESCRIPTION	SUBZONE
Funerary	Encompasses the site's two cemeteries and one former cemetery location. Refer to WSHCLA Section 1.1.8 Funerary.[3] Shared cultural resource management needs include: • Cemetery boundary verification; below-grade archaeological resource sensitivity during adjacent building and infrastructure development (Settler and Military cemeteries); • Protection of culturally significant vegetation during both development and routine operations; • Coordinating interpretive signage with the larger site and employing compatible way-finding signage; • Coordinating public access levels with surrounding access level restrictions (Settler and Military cemeteries); • Coordinating landscape installations with the cultural landscape; and, • Tombstone/grave marker and fencing maintenance. Uses driving activity levels include public visitation, interpretation, and role as permanent places of rest for those buried. User groups defining access levels include local societies dedicated to the documentation and maintenance of the cemeteries, and the public.	Military Cemetery: operated from 1849 to 1868 serving Fort Steilacoom. Originally located just west of the Settler Cemetery, bodies from this cemetery were relocated in the 1950s. No precise records indicate burial locations and which were relocated to confirm that all burials were relocated. Settler Cemetery: operated from the 1850s to ca. 1869 and provided a burial site for settlers from the surrounding area during operation of Fort Steilacoom. Hospital Cemetery: operated from 1876 to 1953 and provided a burial site for Western State Hospital patients.

MANAGEMENT ZONE	DESCRIPTION	SUBZONE
Historic Roadway	Encompasses the site's two principal historic roadways having regional significance. Refer to WSHCLA Section 1.1.2 Settlement.[4] Shared cultural resource management needs include: • Below-grade archaeological resource sensitivity during construction and infrastructure development; • Protection of culturally significant vegetation during both development and routine operations; • Integrating above-grade roadway changes (Steilacoom Boulevard) with the cultural landscape; • Coordinating interpretive signage with the larger site; and, • Coordinating landscape installations with the cultural landscape. Uses driving activity levels include ongoing vehicular travel along Steilacoom Boulevard SW as a public right-of-way, while Angle Lane SW, vacated in 1926, provides for pedestrian and limited internal vehicular travel. User groups defining access levels for both are the public, facility users, and maintenance staff.	Byrd's Mill Road (Steilacoom Boulevard SW): beginning in 1851–1852, as a trail for settlers the Oregon Territorial legislature, established the road in 1852. The Washington Territorial legislature established the road ca. 1853 as a military road; and, by 1859, the road continued north to Bellingham. In 1941, established as Washington State Historical Road No. 1. Oregon Trail Branch (Angle Lane SW): identified in the WSHCLA p. 49 as the Military Road, Congress appropriated funds to build the road east across the Cascades via Naches Pass to Fort Walla Walla for military purposes. Also known as the Longmire Trail and the Walla Walla to Steilacoom Pioneer Citizens Trail, the route functioned as a branch of the Oregon Trail for settlers reaching Western Washington from Walla Walla in 1853–1854. The route across the pass was originally used by Native Americans, later the Hudson Bay Company, and in 1841 a party from the Wilkes Expedition.

MANAGEMENT ZONE	DESCRIPTION	SUBZONE
Landscape	Encompasses three distinct areas to the north of Steilacoom Boulevard SW. The origins of landscaping in each differ. Refer to WSHCLA Section 1.1.1 Ethnographic Setting.[5] Shared cultural resource management needs include: • Below-grade archaeological resource sensitivity during infrastructure development; • Protection of culturally significant vegetation during both development and routine operations; • Integrating above-grade parking, roadway, and building development with the cultural landscape; • Developing planting plans compatible with the cultural landscape; and, • Coordinating interpretive signage with the larger site and employing compatible way-finding signage. Specialized uses include functioning as a screen (all three), providing a public space for walking along the Frontage, helping to maintain water quality (Conservation), and providing for native vegetation regeneration and enhanced wildlife habitat. User groups defining access levels include the public for the Frontage with the other two utilized by maintenance personnel.	Buffer: encompasses spaces between concentrated groupings of medical facilities. These areas feature intact, well-established Prairie Savanna related vegetation such as Garry Oaks, Douglas Fir, and Madrone. They provide a screen between functions and from roadways and preserve a unique, threatened native plant association of great aboriginal cultural significance. Conservation: encompasses remnant native and introduced landscape elements along the ravine walls and floor. Previous efforts to create a picturesque walking area for visitors, patients, and staff introduced plantings and physical elements. Native and invasive vegetation retook the area after this use was discontinued. This subzone also includes separate remnant forest area at the north edge of the site, past the Golf Course and Sergeant's Grove. Frontage: encompasses predominately aesthetics-driven landscaping with some remnant Douglas fir growth. This subzone extends along Steilacoom Boulevard SW providing a green transition between the roadway and hospital buildings. Not a formally designed landscape, the plantings in this subzone emerged over time through the efforts of the superintendents, their wives, and maintenance staff.

MANAGEMENT ZONE	DESCRIPTION	SUBZONE
Medical	Encompasses those areas central to patient treatment and care. Many of these spaces began use in 1870s and have been in continuous use since. Refer to WSHCLA Section 1.1.5 Institutional.[6] Shared cultural resource management needs include: • Below-grade archaeological resource sensitivity during building and infrastructure development; • Integrating above-grade parking, roadway, and building development with the cultural landscape; • Coordinating interpretive signage with the larger site and employing compatible way-finding signage; • Rehabilitating historic buildings (Medical Core and Residential); • Protection of culturally significant vegetation during both development and routine operations; and, • Coordinating landscape installations with the cultural landscape. Specialized uses driving activity levels include restricted access, patient control and monitoring, maintenance access, and occupational therapy. User groups defining access levels include patients, staff, and maintenance personnel.	Medical Core: provides for the treatment and provision of care and therapy for patients, including onsite quarters and staff office space. These activities occur within and immediately adjacent to the section of the site that has been in continuous use providing mental health care since 1870. The site's oldest medical treatment derived buildings remain in this subzone. This area encompasses the main U-shaped Administration Building and associated wards, including the interior quad space and associated buildings. Treatment: provides for the treatment and provision of care and therapy for patients, including onsite quarters and staff office space. These differ from the Medical Core in their establishment away from the historic concentration of medical facilities. Residential: originally provided onsite living facilities for staff. These transitioned to offices, classrooms, and vacancies.

MANAGEMENT ZONE	DESCRIPTION	SUBZONE
Recreation	Encompasses two distinct areas at the north end of the site. Each emerged recently relative to the overall history of the site. Refer to WSHCLA Section 1.1.10 Recreation.[7] Shared cultural resource management needs include: • Below-grade archaeological resource sensitivity during infrastructure development; • Integrating above-grade parking, roadway, and building development with the cultural landscape; • Protection of culturally significant vegetation during both development and routine operations; • Coordinating interpretive signage with the larger site and employing compatible way-finding signage; and, • Coordinating landscape installations with the cultural landscape. Specialized uses driving activity levels include the golf course function and picnic area. User groups defining access levels include the public, staff, and patients.	Golf Course: a nine-hole course developed by the 1950s and managed by Pierce County since 1971 on 105 acres in the northwest corner of the site serves the general public. The ravine and bluffs define the south and east edges. Dense suburban development borders the north. Parking defines the east edge. Sergeants Grove: encompasses a picnic area developed in the understory of a low-lying Douglas fir grove on the north end of the site. The grove served patients and staff. See also Active and Passive Recreation subzones under the Farm zone.

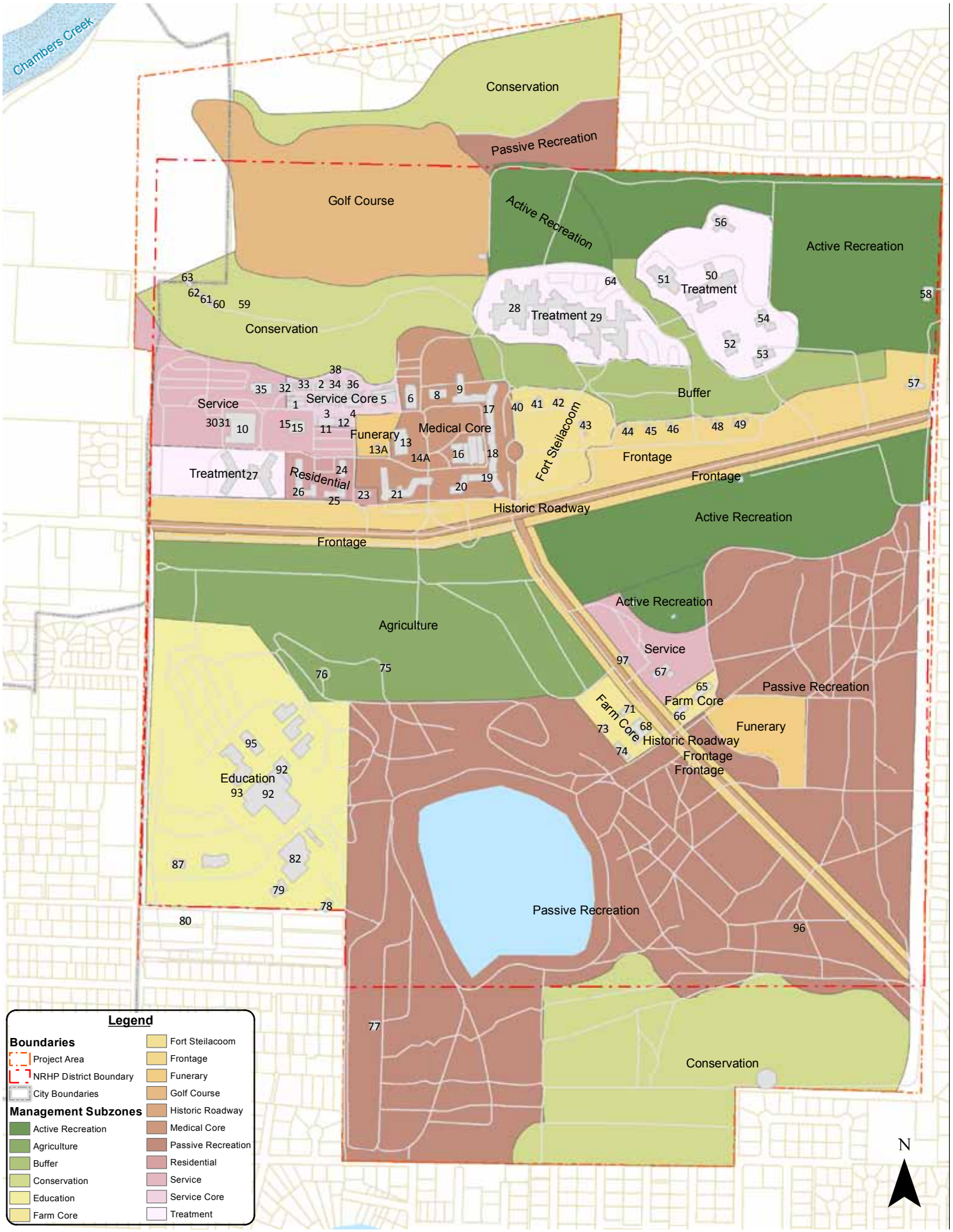
MANAGEMENT ZONE	DESCRIPTION	SUBZONE
Service	Encompasses the service area supporting the medical and related site functions. These buildings provide the laundry, meal, grounds, and building maintenance support. Shared cultural resource management needs include: • Below-grade archaeological resource sensitivity during building and infrastructure development; • Protection of culturally significant vegetation during both development and routine operations; • Integrating above-grade parking, roadway, and building development with the cultural landscape; • Coordinating interpretive signage with the larger site and employing compatible way-finding signage; and, • Coordinating landscape installations with the cultural landscape. Uses driving activity levels include service functions. User groups defining access levels include patients, staff, and maintenance personnel.	Service core contains several historic buildings related specifically to service operations.

1 (Artifacts Consulting, Inc., 2009, revised) pp 16-17
2 (Artifacts Consulting, Inc., 2009, revised) pp 14-15
3 (Artifacts Consulting, Inc., 2009, revised) pp 33-35
4 (Artifacts Consulting, Inc., 2009, revised) pp 14-15
5 (Artifacts Consulting, Inc., 2009, revised) pp 13-14
6 (Artifacts Consulting, Inc., 2009, revised) pp 20-27
7 (Artifacts Consulting, Inc., 2009, revised) pp 36-38

Chambers Creek
Conservation
Passive Recreation
Golf Course
Active Recreation
Active Recreation
Treatment
Conservation
Treatment
Service
Service Core
Buffer
Funerary
Medical Core
Fort Steilacoom
Frontage
Treatment
Residential
Historic Roadway
Frontage
Active Recreation
Frontage
Agriculture
Active Recreation
Service
Passive Recreation
Farm Core
Farm Core
Funerary
Historic Roadway
Frontage
Frontage
Education
Passive Recreation
Conservation
N
Legend
Boundaries
Project Area
NRHP District Boundary
City Boundaries
Management Zones
Education
Farm
Fort Steilacoom
Funerary
Historic Roadway
Landscape
Medical
Recreation
Service

MANAGEMENT ZONES MAP

The map at left illustrates management zones throughout the site created as part of this plan to help guide planning and future development relative to stewardship of historic character and properties. Descriptive text for each zone is provided in the preceding **Management Zones Table**.


Chambers Creek
Conservation
Passive Recreation
Golf Course
Active Recreation
Active Recreation
Treatment
Treatment
Conservation
Service
Service Core
Funerary
Medical Core
Buffer
Fort Steilacoom
Treatment
Residential
Frontage
Frontage
Historic Roadway
Active Recreation
Frontage
Active Recreation
Agriculture
Service
Passive Recreation
Farm Core
Farm Core
Funerary
Historic Roadway
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City Boundaries
Management Subzones
Active Recreation
Agriculture
Buffer
Conservation
Education
Farm Core
Fort Steilacoom
Frontage
Funerary
Golf Course
Historic Roadway
Medical Core
Passive Recreation
Residential
Service
Service Core
Treatment

MANAGEMENT SUBZONES MAP

The map at left illustrates management subzones throughout the site created as part of this plan to help guide planning and future development relative to stewardship of historic character and properties. Descriptive text for each subzone is provided in the preceding **Management Zones Table**. These sub zones help further refine stewardship direction for parts of the overall site working towards a unified approach to preservation planning and education.

3.5 Maintenance & Repair

Ongoing maintenance and repair work have sustained some of the buildings in excellent condition, but some have reached a moderate stage of deterioration due to vacancy and a lack of maintenance resources. Regular repair work presents the most cost-effective means to preserve existing character-defining features, as opposed to intensive repairs after long periods of neglect.

Key recommendations:

- Stabilize and undertake building envelope preservation measures for the Fort Steilacoom Officers' Quarters to address deteriorated conditions;
- Provide training and continuing education for maintenance staff relative to the appropriate means and methods for maintaining historic buildings in an efficient manner that retains their character-defining features;
- Undertake mothballing of historic buildings that don't have an immediate or long-term use while options are evaluated to prevent deterioration; and,
- Have a check box on maintenance requests in order to distinguish whether the building is historic as a prompt for analyzing additional considerations.

Maintenance responsibilities encompass provisions for Accessibility, Code Compliance, Energy Efficiency, Health & Safety, and managing Incremental Changes. Per the Secretary of the Interior's Standards for Rehabilitation, these work items are "usually not part of the overall process of protecting historic buildings; rather, this work is assessed for its potential impact on the historic building."[1]

General National Park Service Preservation Brief references applicable to site properties:

- Architectural character identification: http://www.nps.gov/history/hps/tps/briefs/brief17.htm
- Barn preservation: http://www.nps.gov/history/hps/tps/briefs/brief20.htm
- Concrete repair: http://www.nps.gov/history/hps/tps/briefs/brief15.htm
- Masonry cleaning: http://www.nps.gov/history/hps/tps/briefs/brief06.htm
- Painting wood (farm) exteriors: http://www.nps.gov/history/hps/tps/briefs/brief10.htm
- Repointing: http://www.nps.gov/history/hps/tps/briefs/brief02.htm
- Roofing repairs: http://www.nps.gov/history/hps/tps/briefs/brief04.htm
- Steel window upgrades: http://www.nps.gov/history/hps/tps/briefs/brief13.htm
- Terra cotta preservation: http://www.nps.gov/history/hps/tps/briefs/brief07.htm
- Wood window repair: http://www.nps.gov/history/hps/tps/briefs/brief09.htm

1 http://www.nps.gov/hps/tps/standghide/rehab/rehab_approach.htm (Accessed 28 Jan. 2011.)

3.5.1 STAFF

Providing training and continuing education in the treatment of historic properties for technicians involved in the daily maintenance of facilities is essential to long-term stewardship efforts. The National Park Service and the Washington State Parks and Recreation Commission provide specialized technical training to crafts persons responsible for stewardship of historic properties. These and other training opportunities are important ways to increase the effectiveness of those staff with the most direct level of contact with the buildings and landscape. In medical terms, the maintenance workers are the primary caregivers to a diverse set of patients with specialized needs. Advance knowledge of potential issues also helps these stewards to avoid or bring to attention possible impacts (such as ground disturbances, or tree removal) that may arise in urgent situations.

When making maintenance decisions, the following guidelines are essential to sustaining the overall integrity of the site and counteracting a gradual loss of materials over time:

- Repairing is better than restoring, and restoring is better than replacing.
- Alterations or changes should maintain the character of the building, space, or landscape setting in which they occur.
- Use in-kind materials and match original designs, size, and finishes when undertaking repairs and replacements.

3.5.2 MOTHBALLING

In cases where there is no immediate possibility for repair or rehabilitation, another option to consider is arrested deterioration, or mothballing. This is the closing up of a building against the elements and vandals. As long as a building is extant, it continues to physically inform the larger context. Furthermore, mothballing delays demolition impacts and costs pending potential identification of alternative uses for the building.

Issues to consider for this treatment:

- Level of significance of the building, with priority for mothballing given to historic primary and secondary buildings;
- Documentation of current condition;
- Structural stabilization;
- Control of pest populations and entry points (insects, birds, rodents, etc.);
- Prevention of further damage to the property (both natural and human induced), including weatherizing the exterior;
- Security of the building, including mechanical systems and utilities, for public safety;
- Ventilation in order to allow moisture to escape the building; and,
- Minimal life support needs, such as monitoring for changes in condition.

For more information on this topic, please see the National Park Service's Preservation Brief 31, *Mothballing Historic Buildings*.

Building 22 has no current use and is a prime candidate for mothballing. Source: Artifacts Consulting, 2010.

3.5.3 PHYSICAL NEEDS

Some of the major ongoing physical needs at Western State include managing the vegetation in order to prevent negative impacts on the built environment (i.e., trimming shrubs and trees, removing ivy from walls, etc.) and preserving exterior building shells in order to prevent water or pest infiltration (including painting wood cladding and window trim, ensuring proper continued roof drainage, sealing broken windows as they occur, etc.).

Ideas for improving maintenance effectiveness:

- Have a check box on maintenance requests in order to distinguish whether the building is historic as a prompt for analyzing additional considerations. Develop guidelines identifying activities that are categorically exempt from review relative to impacts to historic properties;
- Examine the possibility of transitioning some funds from the demolition budget to maintenance;
- Explore ways to collaborate on maintenance tasks among different agency stakeholders; and,
- Have a separate budget for maintenance and related staff in order to ensure continued stewardship of the primary historic buildings and landscapes at WSH.

Maintenance and repair issues for sites with such diverse resources are best addressed through comprehensive management plans in consultation with stakeholders and stewards. The various uses of the site must be reconciled in order to create mechanisms to manage the historic resources. Given the use of and probable future updates needed for the hospital and service core buildings, mitigation requirements should be expected; mitigation efforts could be capitalized on for preserving non-hospital historic properties at the site.

3.6 Code Compliance

Mandated federal, state, and county standards and code compliance, in particular state and county fire codes, provide a central requirement for medical facilities.[1] While the historic building status may not afford historic medical facilities as much benefit, it does provide an important factor for historic residential, service, and farm buildings as adaptive reuse, rehabilitation, and additions are considered. The following addresses only historic buildings.

Key recommendations:

- Partner with local code officials to identify opportunities and long-term strategies for code compliance relative to minimizing impacts on historic buildings;

Regardless of the treatment, code requirements will need to be taken into consideration. However, if focused only on a strict compliance approach, a series of code-required actions may jeopardize a building's materials, as well as its historic character. Partnering with code officials on analyzing non-medical uses in historic buildings can facilitate the identification of performance-based compliance methods with regard to working with the materials and design of historic buildings.

Chapter 2 Definitions of the *International Existing Building Code* (IEBC) defines a Historic Building as:

> *Any building or structure that is listed to the State or National Register of Historic Places; designated as a historic property under local or state designation law or survey; certified as a contributing resource within a National Register listed or locally designated historic district; or with an opinion or certification that the property is eligible to be listed on the National or State Register of Historic Places either individually or as a contributing building to a historic district by the State Historic Preservation Officer or the keeper of the National Register of Historic Places.*

Chapter 11 of the IEBC provides assistance directed specifically towards the preservation of historic buildings. In addition, the following presents an initial framework of considerations when approaching an adaptive reuse project involving a residential, farm, or service function:

- ADA Accessibility
- Change of Occupancy
- Fire Safety
- Repair
- Seismic Retrofit

1 (NAC Architecture 2008) p. 6.2

3.6.1 ADA ACCESSIBILITY

Alterations need to meet accessibility requirements under the *Americans with Disabilities Act* of 1990 and should be designed to minimize material loss and visual change to a historic building.

> *IEBC 1104.1 Accessibility requirements. The provisions of Section 605 shall apply to buildings and facilities designated as historic structures that undergo alterations, unless technically infeasible. Where compliance with the requirements for accessible routes, entrances, or toilet facilities would threaten or destroy the historic significance of the building or facility, as determined by the code official, the alternative requirements of Section 1104.1 through 1104.1.4 for that element shall be permitted.*

While this section does not exempt the need for universal public access, it does provide options for compliance that guide designers to those options having the least impact upon the building's character-defining features and spaces. The immediate impact of this latitude to find alternative methods is most often felt at the front entrance and prominent interior stairways. Typically, original designs did not incorporate universally accessible means of entry or ascendance to upper floors. The interpretive value of these elements does not change based on the mechanics of access needs for different users. Compatible methods of universal access that both retain the interpretive experience and provide access are essential. National Park Service Preservation Brief 32 provides additional guidance on providing universal access for historic buildings: http://www.nps.gov/history/hps/tps/briefs/brief32.htm.

3.6.2 CHANGE OF OCCUPANCY

Change of occupancy is a particularly pressing issue directly related to the viability of existing historic building stock. Historic buildings must accommodate adaptive new uses to remain viable contributors to the hospital's mission and overall site interpretation and operation. For many, this will mean a transition from one use group to another or from vacancy to a new use. Given the importance matching users with historic buildings, and the overall campus benefit of occupied versus unoccupied buildings, managing change of occupancy will be important to the overall stability of the site. Section 1105 of Chapter 11 of the IEBC provides direction for historic buildings undergoing a change of occupancy.

Museum functions trigger a special occupancy exception:

> *IEBC 1101.3 Special occupancy exceptions – museums. When a building in Group R-3 is also used for Group A, B, or M purposes such as museum tours, exhibits, and other public assembly activities, or for museums less than 3,000 square feet, the code official may determine that the occupancy is Group B when life-safety conditions can be demonstrated in accordance with Section 1101.2. Adequate means of egress in such buildings, which may include a means of maintaining doors in an open position to permit egress, a limit on building occupancy to an occupant load permitted by the means of egress capacity, a limit on occupancy of certain areas or floors, or supervision by a person knowledgeable in the emergency existing procedures, shall be provided.*

3.6.3 FIRE SAFETY

IEBC 1103 provides some flexibility and alternatives for historic buildings undergoing alterations, changes of occupancy, or relocation. Chapter 15 of the *Building Construction and Safety Code NFPA 5000* provides additional guidance relative to the rehabilitation of buildings. The key considerations relative to integrating fire safety measures into historic buildings:

- System design that has minimal impact on character-defining features and spaces;
- Factoring in equivalency fire resistance levels for archaic materials (IEBC Appendix) allowing the historic wall assemblies (such as plaster) to become a part of the overall design; and,
- Recognizing essential historic spaces and features (such as prominent highly decorative interior stairways) that may need the full host of alternatives, equivalencies and additional resources to develop a system that retains the interpretive role of these features.

3.6.4 REPAIR

IEBC Chapter 11 provides guidance relative to the repair of historic buildings. Refer also to the Maintenance and Repair chapter of this plan. Of particular note in the IEBC relative to maintenance activities are the following two sections:

> *IEBC 1102.1 General. Repairs to any portion of a historic building or structure shall be permitted with original or like materials and original methods of construction, subject to the provisions of this chapter.*
>
> *IEBC 1102.5 Replacement. Replacement of existing or missing features using original materials shall be permitted. Partial replacement for repairs that match the original in configuration, height, and size shall be permitted. Such replacements shall not be required to meet the materials and methods requirements of Section 501.2. [Exception for glazing replacement in hazardous locations]*

National Park Service Preservation Brief 37 provides guidance on dealing with lead paint in historic residential buildings: http://www.nps.gov/history/hps/tps/briefs/brief37.htm. There are options, such as encapsulation with paint, that can provide effective solutions without the need to extensively remove character-defining original interior finishes.

Chapter 15 of the *Building Construction and Safety Code NFPA 5000* provides additional guidance relative to the rehabilitation of buildings. Of particular note is language in this chapter addressing instances where the use of in-kind materials is allowable. The principal benefit this provides is minimizing the loss of material integrity of a historic structure through ongoing repairs, as the use of contemporary assemblies might trigger more extensive alterations to the building..

3.6.5 SEISMIC RETROFIT

The buildings reside in a seismically active region. The impacts of the 2001 Nisqually Earthquake remain fresh. It is clear that seismic upgrades and modifications are an essential component, in particular for the medical facilities. There are, however, a variety of ways to accomplish the same performance goals. Some of these ways have less impact on the character-defining features of historic buildings than others. *National Park Service Preservation (NPS) Brief 41* provides additional guidance on seismic upgrades to historic buildings: http://www.nps.gov/history/hps/tps/briefs/brief41.htm.

The design parameters and requirements will differ with each project and building type, and ongoing technological developments will introduce new methods. Thus, the following questions from NPS Preservation Brief 41 should be considered as part of planning and designing seismic upgrades to historic buildings within the site:

- "Can bracing be installed without damaging decorative details or appearance of parapets, chimneys, or balconies?
- Are the visible features of the reinforcement, such as anchor washers or exterior buttresses adequately designed to blend with the historic building?
- Can hidden or grouted bolts be set on an angle to tie floors and walls together, instead of using traditional bolts and exposed washers or rosettes on ornamental exteriors?
- Are diagonal frames, such as X, K, or struts located to have a minimal impact on the primary facade? Are they set back and painted a receding color if visible through windows or storefronts?
- Can moment frames or reinforced bracing be added around historic storefronts in order to avoid unsightly exposed reinforcement, such as X braces, within the immediate viewing range of the public?
- Can shorter sections of reinforcement be "stitched" into the existing building to avoid removal of large sections of historic materials? This is particularly true for the insertion of roof framing supports.
- Can shear walls be located in utilitarian interior spaces to reduce the impact on finishes in the primary areas?
- Are there situations where thinner applied fiber reinforced coating would adequately strengthen walls or supports without the need for heavier reinforced concrete?
- Can diaphragms be added to non-significant floors in order to protect highly decorated ceilings below, or the reverse if the floor is more ornamental than the ceiling?
- Are there adequate funds to retain, repair, or reinstall ornamental finishes once structural reinforcements have been installed?
- Should base isolation, wall damping systems, or core drilling be considered? Are they protecting significant materials by reducing the amount of intervention?
- Are the seismic treatments being considered "reversible" in a way that allows the most amount of historic materials to be retained and allows future repair and restoration?"

3.7 Energy Efficiency & Sustainability

Given the funding scarcity and public ownership of the property, sustainability is an important consideration when making treatment decisions for the historic resources at Western State Hospital. Energy efficiency and sustainable practices should be guiding principles when considering repair, restoration, or replacement of historic elements, including landscaping. Indeed, meeting increasingly progressive energy efficiency standards will be an ongoing responsibility.

Key recommendations:

- Include energy efficiency and sustainability goals as part of maintenance and rehabilitation approaches to historic buildings and landscaping in order to build upon their inherent systems; and,
- Educate building users on ways to reduce their energy consumption.

Fortunately, an existing building may be retrofitted for non-medical treatment uses to be "greener" than new construction, as a general rule. Many old buildings are inherently more efficient for heating and cooling than modern ones, as they pre-date energy intensive systems; rather, historic buildings rely largely on passive heating and cooling. Floor plans and fenestration optimize natural day-lighting and air flow/ventilation. In general, the following aspects of historic buildings are beneficial for energy efficiency:

- Operable windows and attic vents, for air flow and temperature regulation;
- Vestibules, for isolating interior building temperature from exterior;
- Double-loaded corridors with transoms placing occupants along the building perimeter with light and ventilation access;
- Centralized steam heating; and,
- Thick masonry walls, for insulation and sound attenuation between interior spaces.

However, there are ways to reduce energy consumption in historic buildings. Some changes may be invisible to the public eye and have little or no impact on character-defining features, yet yield significant energy savings. Often, the preservation option is also the most economical in the long term. For example, proper maintenance of original windows (and, in some cases, adding storm windows) has a higher potential investment return than installing modern replacement windows, given the short life span and contested efficiency improvements of the latter.[1]

1 The 2008 Western State Hospital Master Plan calls for installing energy efficient windows in many existing buildings in order to reduce energy costs, but this recommendation should be examined more closely to determine if the energy savings would recoup the cost of the new windows. Life spans of modern replacement windows are estimated at only 10-25 years. Where original windows are present and in repairable condition, there is reliable data to show they will last indefinitely, and the amount of heat transfer is negligible if the windows are working properly.

Before retrofitting historic buildings, existing systems and components must be known. Attics, roofs, walls, and basements should be checked for presence and type of insulation, wiring, broken/inoperable/leaking windows, etc. When planning retrofit efforts, consider individual building needs, cost vs. anticipated energy savings, life span and upkeep of the planned retrofits, and impact on historic materials. Inappropriate retrofits may result in unnecessary upgrade costs and/or expensive damages, such as deterioration from sealing moisture inside a building and reoccurring maintenance costs due to adding sealants on masonry buildings. Negative chemical reactions may also occur between old and new materials.[2] Retrofits, including added insulation and storm windows, must be appropriate. Opportunities for reducing energy use while preserving historic integrity include:

- Investigate building components (insulation, wiring, windows), as a basis for understanding what retrofits would be appropriate;
- Develop a weatherization plan so building exteriors are more efficient;
- Adding insulation to exterior walls and attics of some building types has more impact on thermal efficiency than replacing single-pane wood framed windows;
- Install exterior or interior storm windows for added thermal efficiency;
- Maintain original windows in proper operating condition in order to minimize unwanted heat transfer;
- Evaluate interior aspects of energy use (lighting, appliances, and building systems), perhaps through an energy audit, in order to determine where reductions are possible;
- Use passive heating and cooling means, such as closing window shades or curtains during the day, in order to reduce heat gain during hot months;
- Change from incandescent light bulbs to compact fluorescents;
- In infrequently used spaces, install motion detectors or timers in order to ensure that lights are off when not needed;
- Recreating lost features can provide opportunities for efficiency, such as exterior light standards with LED or compact fluorescent illumination;
- Educate building users on ways to reduce their energy consumption, such as regulating thermostats and unplugging devices (when not in use) that draw electricity in off mode; and,
- Select drought tolerant, native plantings compatible with historic landscape in order to reduce watering and maintenance needs.

For more information on increasing energy efficiency in historic buildings, the following publications and websites may be useful.

- Executive Order 13514 (2009) – Federal Leadership in Environmental, Energy, and Economic Performance in particular sets new threshold levels. While directed towards federal buildings, this provides a relevant reference for state owned buildings. http://www.fedcenter.gov/programs/eo13514/
- Weatherizing and Improving the Energy Efficiency of Historic Buildings, http://www.nps.gov/history/hps/tps/weather/index.html

2 According to *Preservation Brief 3: Conserving Energy in Historic Buildings*, "A serious problem exists with certain cellulose insulations that use ammonium or aluminum sulfate as a fire retardant, rather than boric acid which causes no problems. The sulfates react with moisture in the air forming sulfuric acid which can cause damage to most metals (including plumbing and wiring), building stones, brick and wood."

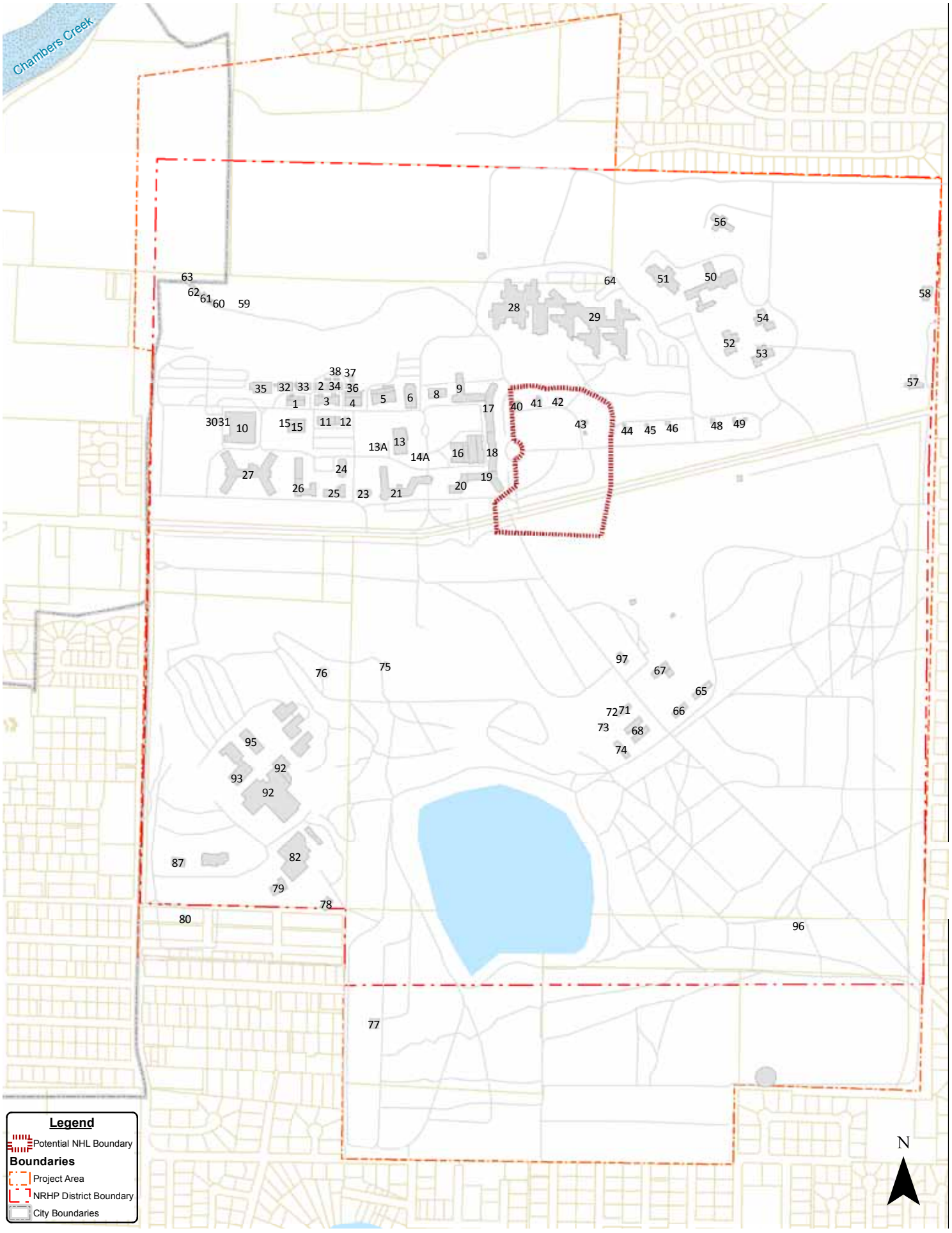
- Preservation Brief 3: Conserving Energy in Historic Buildings, http://www.nps.gov/hps/tps/briefs/brief03.htm

3.8 Types of Change

Ongoing stewardship of the Western State Hospital site will involve managing a variety of changes driven by mission, users, and environmental and unexpected conditions. Since these cannot all be predicted in advance, the following provides a framework to aid decision-makers in working through considerations and guidelines for each of the major types of change that is likely to occur at the site. These allow the responsibility of managing change to be dealt with directly and, whenever possible, proactively. For any item not covered, the Secretary of the Interior Standards should provide the Rehabilitation of Historic Properties default guidelines for treatment. Refer also to the chapters on **Use Analysis, Maintenance and Repair**, and **Interpretation and Education**.

Key recommendations:

- Maintaining a buffer of open space around the site perimeter;
- Follow and continue to refine practices relative to ground disturbances and archaeological monitoring;
- Pursuing reuse of historic buildings instead of demolition whenever possible through interior rehabilitation or exterior additions;
- Coordinating actions and sharing information relative to historic buildings, site and circulation elements amongst stakeholders; and,
- Considering pursuing a National Historic Landmark district for Fort Steilacoom within the existing NRHP district to help guide treatment of these resources and further anchor the significance of the overall site.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BOUNDARY MAP

The map at left illustrates current National Register of Historic Places district boundary relative to extant buildings. Also shown is an approximate boundary for a potential National Historic Landmark district encompassing the Fort Steilacoom core site and buildings.

3.8.1 SITE PERIMETER

The perimeter of the site provides an important transition between the site and adjacent development communicating entry to the site. This edge constitutes a predominately highly visible public space. Edges will be under development pressure through roadway expansions and the desire to accommodate services related to surrounding development. These present a significant threat to the integrity of the site's open space. Development driven both from internal and external uses should not be allowed to infill the site's open space edge. An excellent example of this infill development is the fire station fronting 87th Avenue SW. The corner of Farwest Drive SW and Steilacoom Boulevard SW presents an area of particular concern relative to commercial development pressures as an extension of commercial activities along Steilacoom Boulevard SW.

The following should be considered when evaluating potential changes to the site's perimeter:

- Historic associations the space under consideration has with the site's historic uses and boundaries with particular attention given to the historic Steilacoom Boulevard SW right-of-way and points of entry to the site to preserve open space;
- Mitigation provided to other aspects of the site due to the loss of land or change in use;
- Precedent being created by this change and what implications that could trigger for the rest of the site perimeter; these implications should be factored into the decision-making and design process of proposed changes;
- Potential impacts to historic and archaeological features within the site, in particular with infrastructure expansion related to new development;
- Potential impacts to historic views to and from the site; see the Chapter on Use Analysis for significant views within the site;
- Potential effects on National Register of Historic Places district boundary integrity and implications that could hold for the site and listing status; and,
- Potential for changes to diminish the visible associations of the site with the adjacent community and public if the open spaces, landscape, buildings, and other character-defining features of the site are no longer evident to the public.

3.8.2 GROUND DISTURBANCE

Every Section 106 MOA or PA related to ground disturbance should contain a plan for inadvertent discovery. In the event archaeological resources are discovered, work must cease. Sites must be covered and protected, and the appropriate authorities, including SHPO, notified. If human remains are discovered, local law enforcement authorities should immediately be contacted to first determine if a site might be a crime scene. Upon notification of SHPO, agency management, and tribes as appropriate, a plan for proceeding is developed. When working in moderate and high archaeological probability zones, onsite archaeologists are often required to monitor ground disturbance, and inadvertent discovery plans are developed prior to site work. Refer to the Archaeology section in the Policy chapter of this plan for further detail.

For registered users and licensed archaeologists, refer to the Washington State Department of Archaeology's online secure access WISAARD portal to review sensitivity and confidence maps developed by the Washington State Department of Archaeology illustrating areas within the site having a greater potential to yield archaeological information. Further detail is available in the archival records of the Washington State Department of Archaeology for licensed archaeologists.

The maps stem from the *Washington State Department of Archaeology and Historic Preservation's Statewide Archaeology Predictive Model* (Kauhi and Matkert 2009). The model employs both environmental and cultural property variables to gauge potential for archaeological sites and provides recommendations regarding the need for archaeological surveys. Environmental variables include: aspect, proximity to water, elevation, slope, soils, geology and landforms. The model pulls cultural property data from recorded archaeological sites and surveys, as well as, Native American places and locations identified on Government Land Office survey maps prepared in the 19th century. The model remains a work-in-progress as new data is continually integrated and as such is intended as a planning tool.

3.8.3 BUILDING REUSE

Adaptive reuse of historic buildings entails modifications to non–character-defining interior spaces to accommodate a new use. This process encourages retention and continued viability of existing building stock for support services and administrative functions, providing a stabilizing influence within the site. Often these will be buildings that, due to the specific requirements of psychiatric care, will be transitioning out of those uses into support services and administrative roles. Existing building stock that can be adaptively reused can provide low-cost space for existing, as well as emerging new and short-term uses, instead of building a new facility to accommodate these. They support the following Western State Hospital Master Plan Evaluation Criteria:

- Identify methods to allow the institution to continue to evolve and meet the needs of the people of Washington State.
- Develop design options which allow Western State Hospital to meet building needs with minimal impacts to adjacent property.
- Develop solutions for future development which respect and enhance the historical significance of the site.[1]

During construction, character-defining features of the building, adjacent buildings and the landscape should be protected. The following National Park Service Technical Notes provide additional guidance:

http://www.nps.gov/history/hps/tps/technotes/PTN42/intro.htm

http://www.nps.gov/history/hps/tps/technotes/tnhome.htm

The following guidelines should be considered relative to planning for building reuse:

- The original Fort Steilacoom buildings must retain their historic interior and exterior character, and use(s) must allow for public interior access due to the rarity and statewide significance of these territorial era resources.
- Renovating and refitting a building to continue its original function should be given priority over relocating this function to a new building in order to help maintain the site's historic functional relationships and the functional role of these buildings.
- New uses should be matched to buildings having in-kind historic uses as a first consideration. This helps retain the functional importance of the buildings relative to their historic role in the site, promoting their ongoing maintenance and retention.
- For primary historic buildings having intact, unique interior functional spaces (such as the Auditorium and Research Building), the level of alterations to character-defining features and spaces to accommodate a new use should be given careful consideration relative to the high level of integrity of these buildings and their important interpretive role.

1 (NAC Architecture 2008) p. 12.1

- Guide alterations to spaces of lesser significance and historic public access in order to minimize impacts to the overall historic character of the building; refer to chapters in this plan on Significance and Public Visibility analysis for guidance on significance and levels of historic visibility.
- Construct interior and exterior changes in order to minimize loss of historic materials and primary spaces so that character-defining features are not obscured, damaged, or destroyed.
- Design for new interior and exterior changes may be contemporary or integrate elements of the historic design. Paramount in either case is that the work be compatible in terms of mass, materials, relationship of solids to voids, and color with the overall original character and clearly differentiated from the historic features and spaces.
- Design for new interior work should maintain the historic character of the building interior and historic circulation and spatial relationships between primary intact historic spaces, as well as the exterior site (such as the role of windows and views for interior spaces).
- Remove non-significant previous changes which detract from the historic character of the building interior.

3.8.4 BUILDING ADDITIONS

Exterior building additions provide a mechanism to accommodate expanded and new uses. Additions consist of vertical and horizontal extensions to an existing building envelope and footprint. They support the following *Western State Hospital Master Plan Evaluation Criteria*:

- Identify methods to allow the institution to continue to evolve and meet the needs of the people of Washington State.
- Develop design options which allow Western State Hospital to meet building needs with minimal impacts to adjacent property.
- Develop solutions for future development which respect and enhance the historical significance of the site.[2]
- Consideration of additions to historic buildings should follow exploration of accommodating the new or expanded use within another existing building. Any consideration of additions to the historic Fort Steilacoom buildings must be given extensive consideration relative to the addition's value versus impacts to these rare territorial era resources. Per the Illustrated Guidelines for the *Secretary of the Interior's Standards for Rehabilitation*:
- If the new use cannot be met in this way, then an attached exterior addition is usually an acceptable alternative. New additions should be designed and constructed so that the character-defining features of the historic building are not radically changed, obscured, damaged, or destroyed in the process of rehabilitation. New design should always be clearly differentiated so that the addition does not appear to be part of the historic resource.

Secretary of the Interior's Standards for Rehabilitation Guidelines to consider for improving design compatibility:

- Constructing a new addition so that there is the least possible loss of historic materials and so that character-defining features are not obscured, damaged, or destroyed;
- Locating the attached exterior addition at the rear or on an inconspicuous side of a historic building; refer to chapters in this plan on Significance and Public Visibility analysis for guidance on facade significance and level of historic visibility;
- Limiting an addition's size and scale in relationship to the historic building;
- Designing the new work may be contemporary or may reference design motifs from the historic building. In either case, it should always be clearly differentiated from the historic building and be compatible in terms of mass, materials, relationship of solids to voids, and color;
- Designing additional stories, when required for the new use, that are set back from the wall plane and are as inconspicuous as possible when viewed from the main public circulation routes;
- Designing new exterior additions to historic buildings or adjacent new construction which is compatible with the historic character of the site and which preserves the historic relationship between the building or buildings and the landscape; and,
- Removing non-significant additions or site features which detract from the historic character.

2 (NAC Architecture 2008) p. 12.1

During additions and construction, character-defining features of the building, adjacent buildings and the landscape should be protected. The following National Park Service Technical Notes provide additional guidance:

http://www.nps.gov/history/hps/tps/technotes/PTN42/intro.htm

http://www.nps.gov/history/hps/tps/technotes/tnhome.htm

National Park Service Preservation Brief 14 provides additional guidance relative to building additions:

http://www.nps.gov/history/hps/tps/briefs/brief14.htm

Design considerations based upon extant historic buildings:

FENESTRATION

- Recessed window openings provide an important feature in the medical and service areas where the majority of historic buildings are brick or concrete.
- Scale and rhythm of window openings and functional muntin divisions within window sash provide an important visual feature (faux glazing bars are discouraged).
- Low reflectivity levels of glazing provides greater overall compatibility with historic glazing types in farm, residential, service, and administration buildings.
- Operable windows provides greater overall compatibility with historic glazing types in farm, residential, service, and administrative buildings.
- Material types for sash, frame, hardware, and trim provide an important visual and physical feature for users and should continue historic precedents for each particular building type (e.g., service buildings often employ metal sash while farm buildings typically utilized simple wood sash).

FORM

- Medical additions historically consisted mainly of wings (wards) built in a linked U-shaped form out from the ends of the central Administration Building, giving form to the inner quad area.
- Service additions occurred to the rear of existing buildings, maintaining the principal front facade.
- Residential buildings, both fort and medical additions, occurred to the rear.
- Farm additions varied but typically followed the precedent form of the building to which they were added.

HEIGHT

- Mature Douglas fir tree heights, as an extension of the peripheral native forest canopy, establish the maximum height throughout the site unless modified by buildings or structures within the respective core and hill areas as described below.
- Historic buildings within core areas (Medical and Service) establish maximum heights in those areas, which for the medical core is in character with func-

tional limitations related to psychiatric care of needing one to two stories with a three-story height maximum.[3]

- Barns within the farm core provide the maximum height to avoid obstructing the visual prominence of the silos within the farm core.
- The water towers on the hill establish the maximum height for the hill and surrounding development, including the Pierce College area.

MASSING

- Building massing should follow precedents from historic buildings within the respective core areas.

MATERIALS

- Brick employed for the main medical core (including service buildings within this core) and residential buildings provides precedent for compatibility through successive stages of additions.
- Prominence and quality of materials employed on the Auditorium highlight this building's function as a social activity center for the medical core.
- Concrete employed on the main service core buildings establishes their contrast in materials from the medical facilities.

PLAN ARTICULATION

- Connection(s) between an addition and the historic building should be compatible, clear on the distinction between historic and new, and not allow the new addition to dominate the visual and physical presence of the historic addition.
- The series of ward additions to the main Administration Building provides an excellent precedent for continuity and distinction.

SETBACK

- The main medical core buildings establish the setback distance from Steilacoom Boulevard SW and the main right-of-way passing between the medical core and Fort Steilacoom buildings.
- Farm building setback from Angle Lane SW provides both the precedent and underscores this right-of-way as an important former circulation route.
- The service core and Buildings 16 and 17 and their relation to Engle Way provide an important example of blending roadway and pedestrian space within the service core for a highly functional link between circulation and buildings and their interior service spaces.
- The cottages to the east and wards to the north of the Fort Steilacoom buildings provide an important offset buffer around the historic fort buildings that should not be intruded upon by subsequent additions.

ARCHAEOLOGY

- Refer to the section on **Ground Disturbances** above.

3 (NAC Architecture 2008) p. 12.1

3.8.5 BUILDING CONSTRUCTION

In-fill development consists of new construction (free-standing buildings) within the NRHP district. Both historic and contemporary precedent exists for this development, illustrating the capacity of the site to accommodate new development to serve ongoing uses. Significant historic in-fill construction has been an ongoing element within the site since the 1800s. Compatibility of design and siting considerations are key to balancing mission needs with minimal site impacts in order to accomplish a successful and lasting investment in the site's continued operation.

The ongoing mission of providing mental health care affords both a remarkable legacy and potential issues relative to the integrity of the site. The accrued social and heritage significance of the site's use for mental health care since 1871 is of regional significance. The hospital and stewardship of its historic properties can benefit from its own accrued heritage and tradition. Additions to the site can alter and diminish the character of the site and result in the loss of historic buildings and landscape. However, through master planning, State Historic Preservation Office review, and precedents from previous additions and infill construction, new development can be a mechanism to sustain the mission and vitality of the campus and deliver excellent mental health care. As a general principle, no new construction should occur within the Fort Steilacoom management zone. This is due to the rarity of these territorial era resources, the effect new construction would have on breaking up the former parade grounds, and potential archaeological impacts.

During additions and construction character-defining features of the building, adjacent buildings and the landscape should be protected. The following National Park Service Technical Notes provide additional guidance:

http://www.nps.gov/history/hps/tps/technotes/PTN42/intro.htm

http://www.nps.gov/history/hps/tps/technotes/tnhome.htm

Design considerations based upon extant development and landscape:

DENSITIES

- Preserve the character of functional cores (fort, medical, and farm) and open landscape (former prairie, parade grounds, recreation, and agricultural lands).
- Concentrate infrastructure, circulation, and parking needs.
- Maximize open space retention.
- Use basements to encourage density.

FENESTRATION

- Recessed window openings provide an important feature in the medical and service areas where the majority of historic buildings are brick or concrete.

- Scale and rhythm of window openings and functional muntin divisions within window sash provide an important visual feature (faux glazing bars are discouraged).
- Low reflectivity levels of glazing provides greater overall compatibility with historic glazing types in farm, residential, service, and administration buildings.
- Operable windows provide greater overall compatibility with historic glazing types in farm, residential, service, and administrative buildings.
- Material types for sash, frame, hardware, and trim provide an important visual and physical feature for users and should continue historic precedents for each particular building type (e.g., service buildings often employ metal sash while farm buildings typically utilized simple wood sash).

FORM

- Medical buildings historically consisted mainly of wings (wards) built in a linked U-shaped form out from the ends of the central Administration Building, giving form to the inner quad area.
- Research Building (B9) provides an extant example of a stand-alone medical building and how it relates to the broader medical core.
- Service buildings typically featured a primary front facade with more utilitarian elements located to the rear.
- Residential buildings, both fort and medical, followed prevailing design influences for their period of construction.
- Farm buildings responded to functional needs.

HEIGHT

- Buildings should counterpoint trees, not compete directly. Native Garry Oak trees provide an overall baseline for maximum height for the site unless modified by buildings or structures within the respective core and hill areas as described below. Garry Oak rarely exceeds 70 feet, enabling five to six stories - midrise.[4]
- Building heights should target three stories when possible in order to reduce sprawl within the site, minimizing the irreparable loss of open space.
- Barns within the farm core provide the maximum height to avoid obstructing the visual prominence of the silos within the farm core.
- The water towers on the hill establish the maximum height for the hill and surrounding development, including the Pierce College area.
- Historic buildings within core areas (medical and service) establish maximum heights in those areas, which for the medical core is in character with functional limitations related to psychiatric care of needing one to two stories with a three-story height maximum.[5]

LANDSCAPE

- Buildings should counterpoint trees and open space, not compete directly. Natural screening capacity of the native landscape, such as Garry Oaks and Madrone, should be utilized in order to help blend buildings within the landscape.

4 Mature Douglas fir can exceed 200 feet in height, too tall for compatible buildings within the site.

5 (NAC Architecture 2008) p. 12.1

- The use of non-compatible, non-native building plantings for new construction is discouraged.
- Retention of key public open spaces helps to provide buffers between dissimilar uses and maintain the interpretive value of the site; examples of key areas include the following management zones/subzones.
- Landscape: Frontage, Buffer, Conservation
- Farm: Agriculture, Recreation, Conservation

MASSING

- Building massing should follow precedents from historic buildings within the respective core areas.

MATERIALS

- Brick employed for the main medical core (including service buildings within this core) and residential buildings provides precedent for compatibility.
- Prominence and quality of materials employed on the Auditorium highlight this building's function as a social activity center for the medical core
- Concrete employed on the main service core buildings establishes their contrast in materials from the medical facilities.
- Wood, concrete, and clay tile establish material precedents for the farm core.

ORIENTATION

- The outward facing direction of the medical core buildings creates the inner quad for patients and staff and provides an important orientation precedent for medical core buildings.
- The farm buildings aligned toward Angle Lane SW reinforce the historic role of this roadway.
- The orientation of medical core and residential buildings towards Steilacoom Boulevard SW provide an important public facade for the institution that should be maintained and reinforced through subsequent development.
- The orientation of service core buildings toward the main east/west circulation route with the rear facades fronting the ravine behind provides an important distinction between the front and back of these buildings.

SETBACK

- The main medical core buildings establish the setback distance from Steilacoom Boulevard SW and the main right-of-way passing between the medical core and Fort Steilacoom buildings.
- Farm building setback from Angle Lane SW provides both the precedent and underscores this right-of-way as an important former circulation route.
- The service core and Buildings 16 and 17 and their relation to Engle Way provide an important example of blending roadway and pedestrian space within the service core for a highly functional link between circulation and buildings and their interior service spaces.
- The cottages to the east and wards to the north of the Fort Steilacoom buildings provide an important offset buffer around the historic fort buildings that should not be intruded upon by subsequent additions.

ARCHAEOLOGY

- Refer to the section on **Ground Disturbance** above.

3.8.6 DEMOLITION & DECONSTRUCTION

Demolition of historic buildings is a permanent action resulting in irretrievable loss. Whenever feasible, a deconstruction approach should be utilized to potentially reuse materials within the site and to minimize landfill impacts through off-site building material reuse and recycling.

Deconstruction involves the careful dismantling of a structure to maximize reusable or recyclable parts. This process requires specialized skills different from those of a typical demolition contractor. The state employed this process on barns to make heavy timbers, siding and other materials available for the preservation of other heritage barns. Reusable parts should be directed first to on-site reuse, then to architectural salvage companies for resale, and lastly to recycling entities for processing and reuse or processing for energy production.

A variety of reasons can trigger the need to remove a historic building, structure, circulation or built landscape feature. Fires and natural disasters can damage buildings beyond their capacity to be stabilized and restored to operation. This has happened several times within the site, with the most recent occurring as a result of the 2001 Nisqually Earthquake.

Changes in site programming may render a building both obsolete and its location as a building site critical to the hospital mission. This has occurred numerous times within the site driven by changes in health care needs. The quality of new construction to replace demolished wards has been key in providing the overall integrity and quality level of building stock within the site.

Absence of funds and programming has contributed to the direct removal of buildings and indirect removal through deferred maintenance. The following guidelines do not replace regulatory and permitting requirements associated with demolition. Instead they provide a framework for working with demolition as part of the overall stewardship of the site. The following applies only to historic buildings within the site.

Fires and natural disasters happen suddenly and are not planned for. In their event the following guidelines should be considered:

- Stabilizing the building as a first priority to prevent damage to persons and adjacent buildings, while providing time for the full level of impacts and alternative actions to be considered;
- Evaluating the repair, replacement and removal with no action options for their broader impact to the site;
- Developing a course of action that considers both mission and historic properties impacts and includes documentation of the compromised structure.

Changes to site planning are developed over a long period. This duration provides opportunity to consider alternatives and mitigation strategies. The following guidelines should be considered:

- Evaluating the potential for reuse through interior changes or building additions. In the event the building is not suitable for the particular use being programmed, reasonable consideration should be given to known alternative uses that might fit while accommodating the initial use through reuse of another building or new construction at a different location;
- Considering alternative locations for new construction;
- Defining the level of impact due to demolition and developing a mitigation plan that benefits other historic buildings and features within the site to offset the impact. Accrued loss over time of buildings can erode at the site's integrity. Utilizing mitigation to preserve and restore maintain other historic buildings and features within the site an maintain the overall site integrity level.

Absence of funds and programming manifest as a long-term deficiency. The following steps should be employed:

- Acknowledging either the external or internal conditions or conflicts keeping funds and programming from the building, site or structure;
- Undertaking mothballing efforts to stabilize and arrest deterioration. These efforts do not preclude demolition at a future date, but eliminate demolition by neglect and engage a proactive stewardship response even if that response is to simply mothball the building.
- Engaging stakeholders for buildings, sites or features having an architectural significance level of primary or secondary to participate in considering alternatives for reuse, additions, relocation, demolition;
- Defining the level of impact due to demolition and developing a mitigation plan that benefits other historic buildings and features within the site to offset the impact. Accrued loss over time of buildings can erode at the site's integrity. Utilizing mitigation to preserve and restore maintain other historic buildings and features within the site an maintain the overall site integrity level.

During demolition and deconstruction, character-defining features of the building, adjacent buildings and the landscape should be protected. The following National Park Service Technical Notes provide additional guidance:

http://www.nps.gov/history/hps/tps/technotes/PTN42/intro.htm

3.8.7 CIRCULATION NETWORK REVISIONS

Circulation networks within the site accommodate a mix of staff, service, visitor, and patient movement. Circulation occurs as pedestrians; personal, service, and delivery vehicles; and, small electric powered carts. The site features an extensive mix:

- Key historic circulation routes with use patterns often pre-dating the hospital functions; and,
- Added networks lacking a strong associative connection with the site's history emerged over time to accommodate travel within the site.

Key historic networks identified in the CLA:

- Parade grounds stemming from Fort Steilacoom and forming an essential part of the interpretive story of the site and extant Fort Steilacoom buildings;
- Angle Lane SW (Oregon Trail Branch, Military Road) from its intersection with Steilacoom Boulevard SW (north end) to the southeast edge of the site;
- Steilacoom Boulevard SW (Byrd's Mill Road) from the east to west edges of the site;
- The east/west circulation route paralleling Steilacoom Boulevard SW on its north side, passing in front of the medical residential and core buildings, and extending out from the fountain in front of the Administration Building east through the parade grounds to the east gate off Steilacoom Boulevard SW;
- The gravel roadway known as Waughop Lake Loop Road extending around the lake;
- The gravel roadway ascending from Waughop Lake Loop Road up to the former Farm Ward and continuing around the hill top to the lookout and back around the orchard to the Farm Ward; and,
- Underpass permitting safe pedestrian movement between the medical and farm areas.

Design considerations relative to revisions and provisions for parking:

- The essential right-of-ways and widths of the parade ground, Angle Lane SW, Steilacoom Boulevard SW, Waughop Lake Loop Road, and the roadway along the hill top should not be altered in order to preserve their interpretive role within the site;
- Any changes to the underpass and east/west circulation route listed above under key networks should maintain the overall functional and interpretive role of these roadways;
- Keep parking offset from historic buildings in order to both protect them and to not allow parking and vehicles to compete for visual prominence. The clusters of parking set within the Buffer landscape management subzone between Steilacoom Boulevard SW and the medical core is a good example;
- Keep parking offset from Steilacoom Boulevard SW in order to maintain the visual integrity of this important historic thoroughfare through the site;
- Keep parking within the parade ground to current or less levels in order to minimize visual impacts to the parade ground;
- Consider gravel shoulders (such as those used within the parade grounds) instead of pavement as a means of providing parking that is less physically and visually intrusive into the landscape;

- Utilize native plantings and landscape design in order to blend parking and roadway changes with the existing landscape;
- Design changes should retain use of historic gate access points in order to minimize the extent of circulation changes, as well as preserve the intact east gate and stone wall along Steilacoom Boulevard SW;
- Routing improvements should include provisions for directing public access to interpretive points within minimal to no overlap into restricted areas; and,
- Design of walkways should support interpretive efforts along pedestrian circulation routes through public areas of the site.

3.8.8 LANDSCAPE ALTERATIONS

Western State Hospital's diverse landscape is the character-defining matrix within which its built elements exist, and from which they derive much of their heritage significance and context. Landscape changes come from many sources, intentional and inadvertent. Agents of change in landscapes typically include any of the following, often occurring in combination or succession rather than alone:

- Buildings are built or expanded;
- Roads / walks are added or repaved;
- Utilities are extended or upgraded;
- Spot landscape enhancements are made;
- Light levels, soil or drainage patterns shift;
- Plant maintenance practices or frequencies change;
- Disease or insect epidemics harm or kill plants;
- Invasive exotic plants overtake native and ornamental ones; and,
- Use patterns shift and bring new human impacts.

SITE-WIDE CONSIDERATIONS

Because the WSH historic district includes contributing landscape areas throughout the site, broad considerations apply district-wide regardless of Management Zone or Use designation. These considerations will have direct bearing on both capital projects and ongoing operations:

Plants are sensitive to changes in their growing environment, especially mature trees. Trees add environmental, aesthetic and monetary value over time as their stature increases, but are not easily or quickly replaced. This reality makes loss avoidance through proper site planning, construction protection and maintenance critically important.

Planning for any physical change within the historic district needs to incorporate vegetation from the outset and throughout the construction process. Too often landscape needs and impacts are treated as an afterthought or minor consideration, resulting in preventable damage or loss. Mechanisms are needed to insure full vegetation inclusion in decision-making and care during implementation.

Neglect adversely affects landscape quality and longevity, incrementally and often irreversibly. Many historic district plantings have both cultural and ecological importance, and need consistent, appropriate care. High-value landscape components should be more fully identified and evaluated, and monitored for change requiring active intervention to preserve the resource. Common triggers for action include storm or disease damage, unprotected construction or heavy equipment near trees, vandalism, irrigation failure, etc.

A long-term vegetation management plan would help protect and sustain WSH's heritage landscape. Such a document should be both visionary and practical, and include the content below, of which elements #1, 4 & 6 are most needed:

1. Document existing vegetative resource, particularly tree condition and risk;
2. Delineate management zones and special landscape features;
3. Set management goals and objectives;
4. Identify priority actions;
5. Describe plant care techniques and timing;
6. Plan tree regeneration;
7. Provide horticulturally and historically appropriate plant lists;
8. Determine appropriate operations and capital funding; and,
9. Create a monitoring plan to insure responsive, adaptive management through time.

DEVELOP IMPLEMENTATION STRATEGIES

The WSH campus offers multiple opportunities to reinstate horticultural therapy as part of patient treatment, ranging from plant propagation to garden-tending to farming. By doing so, heritage uses could be reclaimed, adapted to modern circumstances and populations, expanding preservation beyond physical features alone.

ZONE-SPECIFIC CONSIDERATIONS

The following Landscape Management Actions matrix identifies considerations specific to each Management Zone. Developed based on information available at this time, it provides a reference tool to utilize now as well as a framework for future refinement, revision and expansion. Management Zones listed correspond to map designations. More thorough landscape evaluation no doubt would make the guidance this matrix provides still more accurate and useful.

The matrix's Management Actions are a translation of broad site-wide considerations related to landscape change. These recommendations are listed and briefly described below; the matrix compresses some of these headings.

TREE RISK MANAGEMENT

WSH needs to undertake on-going evaluation of tree condition to identify those having defects and potential targets sufficient to anticipate risk of failure and resulting damage, and take timely measures to eliminate or reduce risk. Tree risk screening and abatement should be performed by ISA certified arborists.

APPROPRIATE REPLACEMENT TREE SELECTION & SITING

As the most permanent and visible landscape elements, trees need to be selected carefully to fit their sites from both a horticultural and a heritage standpoint. Species and site selection are best done comprehensively not piecemeal, guided

by tree regeneration plans and plant lists. These documents need to be developed. Until then a qualified arborist or landscape design professional should make individual selections consistent with heritage criteria.

INVASIVE SPECIES CONTROL

Aggressive non-native plants threaten the survival of native and ornamental vegetation in portions of the site. Gradual landscape destruction is occurring. Invasive plants, primarily English ivy, need to be removed to arrest spread and eradicate where possible.

NATIVE VEGETATION PROTECTION

Native forest, shoreline and savannah plant communities provide valuable heritage, habitat, recreational and aesthetic assets. Conversion to developed uses and damage by neglect need to be prevented through active maintenance and monitoring.

NATIVE SAVANNAH REINSTATEMENT

Replace areas of mowed lawn and pavement with Garry Oak, native grasses and forms to emulate pre-settlement landscape composition. South Puget Sound Oak Prairie is a rare and declining native plant community from which Native Americans harvested food and game.

FARM & ORCHARD LANDSCAPES RESTORATION

Identify areas where it is feasible and appropriate to restore or replant historic orchards using heritage fruit varieties, and to resume truck farming where historically cultivated. While full agricultural functions will not return in original form, much can be done to strengthen heritage character and provide food for the community.

PAVEMENT RECLAMATION TO LANDSCAPE

Remove pavement and return to vegetation; specific techniques and landscape materials need to be determined consistent with supporting site's heritage character.

HISTORIC LANDSCAPE FEATURES PRESERVATION

Maintain, repair or restore unique landscape features of historic significance, such as tree rows and ornamental plantings.

INTEGRATED INTERPRETATION OF NATURAL & PRE-SETTLEMENT HISTORY

Undertake preservation and expansion of native plant communities on site as places to interpret both natural and Native American history and how they are deeply interconnected. Develop interpretive sequences and settings.

PATIENT-LANDSCAPE THERAPEUTIC RECONNECTION

Develop landscape-based occupational therapy activities based on historic precedent. Horticultural therapy is an established treatment modality popular and formalized today. Opportunities to consider include plant propagation, farm work and small-scale ornamental gardening, to which habitat restoration might be added.

VEGETATIVE SCREENING OF NON-HISTORIC STRUCTURES

Use native tree groves and associated understory vegetation to buffer visually-incompatible structures and uses. Effective screening involves preserving and reinforcing existing stands through tree regeneration and species enrichment plantings. Areas where desirable should be specifically identified and screening developed ahead of intrusive new construction.

LANDSCAPE MANAGEMENT ACTIONS TABLE

MANAGEMENT ZONE	MANAGE TREE RISK	APPROP TREE REPL	SCREEN NON-HISTORIC	CONTROL INVASIVES	PROTECT NATIVE VEG.	REINSTATE SAVANNAH	RESTORE FARM/ ORCHARD	RECLAIM PAVEMENT	PRESERVE L'SC FEATURES	INTEGRATE INTERPRETATION	RENEW L'SC THERAPY	OTHER ACTION
Education		+	++	+					+	+		
Farm				+	+	+	+			+	+	
Agriculture			+	++	+		++		++			
Commercial							+		+			
Recreation				++	+		+		++	+		
Service			+									
Fort Steilacoom	+	+							++	+	+	
Funerary	+								++	+	+	
Historic Roadway	++	++		+					+	+		
Landscape												
Buffer	+	+	+	+	++							
Frontage	++	+				++		++		++	+	
Conservation	+	+	+	++	+				+		++	
Medical												
Core	++	+									+	
Treatment	+	+	++		+	+				+	+	
Residential	+	+										
Recreation	+	+	+		+	+			+	+		
Golf Course	++	+	+		++	+						
Service Core											++	

3.8.9 EMERGENCY

Emergency events introduce unanticipated changes to the site. Life and public safety should always provide the primary focus during and immediately following any emergency event. Once these immediate issues are resolved:

- Coordinate efforts to address stabilization needs for historic buildings;
- Determine the level of damage incurred to historic buildings and treatment alternatives based on the level of damage;
- Contact the Washington State Department of Archaeology and Historic Preservation (DAHP) to notify them in the event the level of damage incurred triggers consideration of extensive restoration, rehabilitation or demolition; and,
- Develop work strategies and/or mitigation in consultation with DAHP and stakeholders.

3.8.10 SIGNAGE

Signage within the site serves several functions. Refer also to the chapter on **Interpretation and Education** for additional information.

- Way-finding for public entering the site and navigating to the major functional areas and then to their particular destination within each, as well as exiting from the site;
- Interpretive for visitors coming to the site because of its history and navigating to particular destinations within the site; and,
- Site-identity for all users, providing a consistent level and type of signage for navigating within, to, and from the site.

Design considerations when considering signage:

- Emphasize design compatibility with regard to materials, type, dimensions, and colors for signs throughout the site;
- Encourage coordination between various entities using the site in signage design(s) for consistency throughout the site;
- Consider methods for providing emphasis on distinguishing public versus restricted areas in order to guide the public to public destinations while minimizing their travel in restricted areas; and,
- Develop interpretive signage for the site building off previous efforts within the former farm area.

3.9 Interpretation & Education

Interpretation of the site is an important means of educating the public, as well as stewards and patients, on this significant property. Informing users regarding the site's rare historic significance for Washington will improve future decision-making and planning with regards to the preservation of historic and natural resources. Public awareness of the site's many layers of history will build the support base for preservation balanced with appropriate use and access. Projects such as expanded interpretive trails and bike paths may qualify for transportation funding. For in-depth site history, please see the Western State Hospital Cultural Landscape Assessment, chapter 1.[1] Additional sources of WSH history are also given in that report.

Key recommendations:

- Coordinate amongst stakeholders in order to develop a comprehensive interpretation and education plan for the site that builds off previous interpretive efforts; and,
- Pursue grant funding in order to implement stages/parts of the comprehensive interpretation and education plan.

This section expands on some of the recommendations from the Western State Hospital Cultural Landscape Assessment, namely:

> *Develop a cultural resource element as part of the site's master plan in order to address··· long-term goals for balancing the institution's core mission of providing mental health care with stewardship of the site's historic resources, including both buildings and landscape.*
>
> *Develop interpretive material to tell the story of the WSH site's design, development, and use.*

Looking down a historic road, marked by an allee of trees. Source: Artifacts Consulting, 2010.

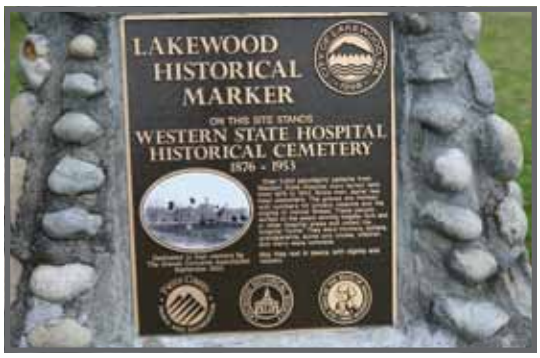
1 Artifacts Consulting, Inc., revised 2009.

3.9.1 CURRENT STATUS

There are some signs already in place by various parties, done at different times, which highlight some of the site's history on the south side of Steilacoom Blvd, in the current park area. On the north side of Steilacoom Blvd, the former Fort Steilacoom Officers' Quarters are used by the Historic Fort Steilacoom Association and other history or museum related groups. One of the hospital buildings houses a museum on the history of the on-site mental health care.

WSH shows visitors glimpses into the mid-19th century by illustrating the historic agricultural, defense and medical functions. The City of Lakewood and numerous partners have contributed to this by developing the Discovery Trail for Fort Steilacoom Park on the south side of Steilacoom Blvd. and east of the Pierce College campus. The trail system illustrates the history of Fort Steilacoom Park through markers, signage and interactive elements. Topics covered include the institutional farm as well as native plants and wildlife. The signage design includes maps, sketches, historic and contemporary photo image reproductions, and full-color images of flora and fauna. The footprint of the demolished Hill Ward outlines the location and size of the former building for visitors. More physical installations (an antique tractor anchored in place at the farm, for one) are planned to go along with the existing signage, as well as expanding the on-line interactive element.

One of the Discovery Trail signs in Fort Steilacoom Park, overlooking former farm area. Source: Artifacts Consulting, 2010.



Examples of other interpretive signs and markers on the site. Source: Artifacts Consulting, 2010.

3.9.2 NEXT STEPS

Public education regarding this highly significant, publicly-owned property is an ongoing responsibility for the stewards. Interpretation and education issues for sites with such diverse stories as WSH are best addressed through a comprehensive plan in consultation with stakeholders. Developing a comprehensive interpretive plan for the site will define a common vision and goals, as well as bring efficiency and clarity to future efforts and project fundraising. For example, the Washington Fruit Tree Society has expressed a possible interest in organizing a fruit tree identification day at the park for the public. Before that happens, the fruit trees will need to be lightly pruned to prompt new growth and fruit bearing. Revitalizing the fruit trees will aid in identifying their type and heirloom value. Efforts such as this would be good opportunities for collaboration between property owners, volunteers, and interested societies. Future interpretation efforts should consider the aspects of site use patterns, access, views, and management zones identified in the Use Analysis section of this report.

The following ideas for augmenting site interpretation and public education recognize that a great deal of creativity, time and dedication have gone into Fort Steilacoom Park to date.

- Coordinate efforts with other local historical societies and non-profits, such as community garden and orchard groups. Some potential activities by such partners include:
  - ◊ Fruit tree identification day with the public, partially supported by the Washington Fruit Tree Society
  - ◊ Document the orchard on the hill, particularly any extant heirloom fruit trees
  - ◊ Adopt-a-Tree program
  - ◊ Monthly volunteer activity for various parts of the site, including the Officers Quarters, historic orchard, barns, etc.
- Expand living history events at historic Fort Steilacoom to include other time periods, themes and locations on the WSH site (as feasible with the proximity of the hospital and public access restrictions)
- Increase public visibility and accessibility of the hospital museum, perhaps through relocation of select materials and artifacts to a more public location
- Refresh and expand existing trail system and signage, both north and south of Steilacoom Blvd.
  - ◊ Consider the Discovery Trail as a model for additional signage along existing and future circulation pathways as well as at the borders and at key view corridors of the WSH site. (See Use Analysis for more information on the view corridors)
  - ◊ Consider where future self-guided interpretive trails might pass through hospital campus
  - ◊ Distinguish the extended trail portions (and different site ownership), perhaps with a different color scheme on the new Discovery Trail markers
- Organize public events (workshops, special presentations) to give interested visitors an in-depth exploration of a site theme by experts (such as already done by the Historic Fort Steilacoom Association)

- Expand the visual education media to include more lost features, such as buildings which no longer exist (ie, from historic photos of Fort Steilacoom) but also lost roadways and landscaping
- Explore the feasibility of creating a community garden, in order to
  - ◊ Bring back some of the past agricultural function of the site
  - ◊ Preserve open spaces
  - ◊ Provide opportunities for patient therapy and community-building

The 2008 Master Plan for WSH states that the hospital needs more vocational and outdoor facilities for patients. According to that report, "The fundamental importance of access to various levels of indoor and outdoor activity - recreational, pre-vocational, and vocational – is becoming increasingly more apparent in the speed of recovery and the permanence of improvement of hospitalized patients."[2] Increasing the opportunities for patients to exercise outdoors, such as walking, biking, or gardening, could be included in any planned trail expansion or creation of a community garden.

Sign explaining the Garry oak prairie restoration work currently happening. Source: Artifacts Consulting, 2010.

The various resources and uses of the site allow for a wide range of expanded interpretation. Advances in digital technology allow for recreation of lost features in 3-D. Internet access on wireless devices means visitors could access a digital self-guided tour while walking or biking the site. One of the vacant barns in good condition could serve as a visitor center. Such a center would be useful for:

- Orienting visitors to this large property;
- Teaching visitors about aspects of the site not already addressed in current signage;
- Displaying artifacts and ephemera from the various historic functions in one public, easily accessible space;
- Showcasing more in-depth, tactile exhibits than possible on a sign board;
- Providing multi-use space for workshops and lectures;
- Creating a starting point for guided tours of the north campus (using the tunnel below Steilacoom Blvd for safe crossing);

2 State of Washington, Dept. of Social and Health Services, Western State Hospital Master Plan, 2008, 6.2.

- Providing information on self-guided tours, perhaps downloadable via podcasts or cell phones; and/or,
- Collecting feedback from visitors on what they've seen.

Funding for these ideas may seem daunting for public agencies. However, within the U.S. Department of Transportation, the Federal Highway Administration's Transportation Enhancements program is one possible funding source. The Transportation Enhancement (TE) program funds activities that expand or enhance surface transportation choices, such as safe bicycle and pedestrian facilities, scenic routes, beautification, and more. The TE program's intention of increasing opportunities for recreation, accessibility, and public safety beyond traditional highway programs could be well aligned with future interpretation and education at WSH.

Future interpretation efforts should also protect the pre-historic and historic archaeological resources while teaching visitors about the Native American populations who used the site well before the arrival of Europeans. Education materials at WSH are an opportunity to address common threats to Native American artifacts, such as surface collection or site disturbance.

South of Steilacoom Blvd, the collection of remaining barns reflects the former institutional farm operations. One of these might be used as a visitor's center in the future. Source: Artifacts Consulting, 2010.

3.9.3 KEY THEMES

The historic context of the site, the natural features (including landscape, flora and fauna, etc.), as well as the past and current uses, provide some overall interpretation themes. The past and current uses, from pre-history through 2008, are listed in the Overview of the Western State Hospital Cultural Landscape Assessment. Some themes are already addressed through existing interpretation. Even those themes already illustrated through signage should be considered for alternative media, living history events, and inclusion in any future visitor center exhibits. Broadening the types of interpretation used will increase the audience reached. The key themes for interpretation and associated resources and ideas include:

- Native American use of the site over time
  - ◊ Prairie landscape used for hunting & gathering
  - ◊ Fresh water spring
- Early exploration (Cook, Vancouver, Wilkes)
  - ◊ Show location of Fort Nisqually relative to WSH; visited by Wilkes Expedition
  - ◊ Replicate historic maps, showing routes of explorers and/or
  - ◊ Hudson Bay Co. posts in the Northwest
- Nineteenth century trade and settlement (Fort Nisqually/Hudson Bay Co., Puget Sound Agricultural Co., Heath farm, Fort Steilacoom, Oregon Trail)
  - ◊ Heath farm: map estimated boundary; replicate sample journal pages
  - ◊ Fort Steilacoom Officers Quarters, parade grounds
  - ◊ Settler cemetery
- History of the on-site mental health care (1871 – ongoing)
  - ◊ Campus and farm buildings, especially those rated with primary or secondary significance
  - ◊ Types of therapies used: occupational, recreational, etc.
- Role of the farm and north side recreation features in evolving methods for patient treatment
  - ◊ Pierce County golf course, ball field
  - ◊ Barns at Fort Steilacoom Park
- Circulation patterns (types, development over time, where they are still visible or in use)
  - ◊ Historic roads that influenced site: Byrd's Mill Road (Steilacoom Boulevard SW), Oregon Trail branch/Military Rd (Angle Lane SW)
  - ◊ Pathways, such as former trail from northwest bluff down to Chambers Creek Road trolley stop
  - ◊ Early bike paths created by hospital staff, some extant as pedestrian paths on campus and in farm area
- Defense function (pre-Civil War installation; closure of post in 1868)
  - ◊ Compare pre- vs. post-Civil War forts and layout, explain changes
  - ◊ Fort Steilacoom Officers Quarters, parade grounds
  - ◊ Military cemetery, both original and new location

- Cemeteries
  - ◊ Settler, hospital; relocated military
- Natural history
  - ◊ Fish hatchery
  - ◊ Possible native habitat restoration area at southeast corner of site
  - ◊ Notable species and locations (Garry Oaks, “Steilacoom lily”)
  - ◊ Types of habitat, wildlife

One of the remaining 1850s Officers' Quarters. Source: Artifacts Consulting, 2010.

Historic cemetery map and information board. Source: Artifacts Consulting, 2010.

Appendix

4.1 State Laws & Regulations Full Text

RCW 27.44, The Indian Graves and Records Act

RCW Sections

27.44.020 Examination permitted -- Removal to archaeological repository.

27.44.030 Intent.

27.44.040 Protection of Indian graves -- Penalty.

27.44.050 Civil action by Indian tribe or member -- Time for commencing action -- Venue -- Damages -- Attorneys' fees.

27.44.055 Skeletal human remains -- Duty to notify -- Ground disturbing activities -- Coroner determination -- Definitions.

27.44.900 Captions not law -- 1989 c 44.

27.44.901 Liberal construction -- 1989 c 44.

27.44.020

Examination permitted — Removal to archaeological repository.

Any archaeologist or interested person may copy and examine such glyptic or painted records or examine the surface of any such cairn or grave, but no such record or archaeological material from any such cairn or grave may be removed unless the same shall be destined for reburial or perpetual preservation in a duly recognized archaeological repository and permission for scientific research and removal of specimens of such records and material has been granted by the state historic preservation officer. Whenever a request for permission to remove records or material is received, the state historic preservation officer shall notify the affected Indian tribe or tribes.

[1985 c 64 § 1; 1977 ex.s. c 169 § 6; 1941 c 216 § 2; Rem. Supp. 1941 § 3207-11.]

Notes:

Severability -- Nomenclature -- Savings -- 1977 ex.s. c 169: See notes following RCW 28B.10.016.

27.44.030

Intent.

The legislature hereby declares that:

(1) Native Indian burial grounds and historic graves are acknowledged to be a finite, irreplaceable, and nonrenewable cultural resource, and are an intrinsic part of the cultural heritage of the people of Washington. The legislature recognizes the value and importance of respecting all graves, and the spiritual significance of such sites to the people of this state;

(2) There have been reports and incidents of deliberate interference with native Indian and historic graves for profit-making motives;

(3) There has been careless indifference in cases of accidental disturbance of sites, graves, and burial grounds;

(4) Indian burial sites, cairns, glyptic markings, and historic graves located on public and private land are to be protected and it is therefore the legislature's intent to encourage voluntary reporting and respectful handling in cases of accidental disturbance and provide enhanced penalties for deliberate desecration.

[1989 c 44 § 1.]

27.44.040

Protection of Indian graves — Penalty.

(1) Any person who knowingly removes, mutilates, defaces, injures, or destroys any cairn or grave of any native Indian, or any glyptic or painted record of any tribe or peoples is guilty of a class C felony punishable under chapter 9A.20 RCW. Persons disturbing native Indian graves through inadvertence, including disturbance through construction, mining, logging, agricultural activity, or any other activity, shall reinter the human remains under the supervision of the appropriate Indian tribe. The expenses of reinterment are to be paid by the *office of archaeology and historic preservation pursuant to RCW 27.34.220.

(2) Any person who sells any native Indian artifacts or any human remains that are known to have been taken from an Indian cairn or grave, is guilty of a class C felony punishable under chapter 9A.20 RCW.

(3) This section does not apply to:

(a) The possession or sale of native Indian artifacts discovered in or taken from locations other than native Indian cairns or graves, or artifacts that were removed from cairns or graves as may be authorized by RCW 27.53.060 or by other than human action; or

(b) Actions taken in the performance of official law enforcement duties.

(4) It shall be a complete defense in the prosecution under this section if the defendant can prove by a preponderance of evidence that the alleged acts were accidental or inadvertent and that reasonable efforts were made to preserve the remains, glyptic, or painted records, or artifacts accidentally disturbed or discovered, and that the accidental discovery or disturbance was properly reported.

[1989 c 44 § 2.]

Notes:

*Reviser's note: Powers, duties, and functions of the office of archaeology and historic preservation were transferred to the department of archaeology and historic preservation pursuant to 2005 c 333 § 12.

27.44.050

Civil action by Indian tribe or member — Time for commencing action — Venue — Damages — Attorneys' fees.

(1) Apart from any criminal prosecution, an Indian tribe or enrolled member thereof, shall have a civil action to secure an injunction, damages, or other appropriate relief against any person who is alleged to have violated RCW 27.44.040. The action must be brought within two years of the discovery of the violation by the plaintiff. The action may be filed in the superior or tribal court of the county in which the grave, cairn, remains, or artifacts are located,

or in the superior court of the county within which the defendant resides.

(2) Any conviction pursuant to RCW 27.44.040 shall be prima facia evidence in an action brought under this section.

(3) If the plaintiff prevails:

(a) The court may award reasonable attorneys' fees to the plaintiff;

(b) The court may grant injunctive or such other equitable relief as is appropriate, including forfeiture of any artifacts or remains acquired or equipment used in the violation. The court shall order the disposition of any items forfeited as the court sees fit, including the reinterment of human remains;

(c) The plaintiff shall recover imputed damages of five hundred dollars or actual damages, whichever is greater. Actual damages include special and general damages, which include damages for emotional distress;

(d) The plaintiff may recover punitive damages upon proof that the violation was willful. Punitive damages may be recovered without proof of actual damages. All punitive damages shall be paid by the defendant to the *office of archaeology and historic preservation for the purposes of Indian historic preservation and to cover the cost of reinterment expenses by the office; and

(e) An award of imputed or punitive damages may be made only once for a particular violation by a particular person, but shall not preclude the award of such damages based on violations by other persons or on other violations.

(4) If the defendant prevails, the court may award reasonable attorneys' fees to the defendant.

[1989 c 44 § 3.]

Notes:

*Reviser's note: Powers, duties, and functions of the office of archaeology and historic preservation were transferred to the department of archaeology and historic preservation pursuant to 2005 c 333 § 12.

27.44.055

Skeletal human remains — Duty to notify — Ground disturbing activities — Coroner determination — Definitions.

(1) Any person who discovers skeletal human remains must notify the coroner and local law enforcement in the most expeditious manner possible. Any person knowing of the existence of human remains and not having good reason to believe that the coroner and local law enforcement has notice thereof and who fails to give notice thereof is guilty of a misdemeanor.

(2) Any person engaged in ground disturbing activity and who encounters or discovers skeletal human remains in or on the ground shall:

(a) Immediately cease any activity which may cause further disturbance;

(b) Make a reasonable effort to protect the area from further disturbance;

(c) Report the presence and location of the remains to the coroner and local law enforcement in the most expeditious manner possible; and

(d) Be held harmless from criminal and civil liability arising under the provisions of this section provided the following criteria are met:

(i) The finding of the remains was based on inadvertent discovery;

(ii) The requirements of the subsection are otherwise met; and

(iii) The person is otherwise in compliance with applicable law.

(3) The coroner must make a determination whether the skeletal human remains are forensic or nonforensic within five business days of receiving notification of a finding of such remains provided that there is sufficient evidence to make such a determination within that time period. The coroner will retain jurisdiction over forensic remains.

(a) Upon determination that the remains are nonforensic, the coroner must notify the department of archaeology and historic preservation within two business days. The department will have jurisdiction over such remains until provenance of the remains is established. A determination that remains are nonforensic does not create a presumption of removal or nonremoval.

(b) Upon receiving notice from a coroner of a finding of nonforensic skeletal human remains, the department must notify the appropriate local cemeteries, and all affected Indian tribes via certified mail to the head of the appropriate tribal government, and contact the appropriate tribal cultural resources staff within two business days of the finding. The determination of what are appropriate local cemeteries to be notified is at the discretion of the department. A notification to tribes of a finding of nonforensic skeletal human remains does not create a presumption that the remains are Indian.

(c) The state physical anthropologist must make an initial determination of whether nonforensic skeletal human remains are Indian or non-Indian to the extent possible based on the remains within two business days of notification of a finding of such nonforensic remains. If the remains are determined to be Indian, the department must notify all affected Indian tribes via certified mail to the head of the appropriate tribal government within two business days and contact the appropriate tribal cultural resources staff.

(d) The affected tribes have five business days to respond via telephone or writing to the department as to their interest in the remains.

(4) For the purposes of this section:

(a) "Affected tribes" are:

(i) Those federally recognized tribes with usual and accustomed areas in the jurisdiction where the remains were found;

(ii) Those federally recognized tribes that submit to the department maps that reflect the tribe's geographical area of cultural affiliation; and

(iii) Other tribes with historical and cultural affiliation in the jurisdiction where the remains were found.

(b) "Forensic remains" are those that come under the jurisdiction of the coroner pursuant to RCW 68.50.010.

(c) "Inadvertent discovery" has the same meaning as used in RCW 27.44.040.

(5) Nothing in this section constitutes, advocates, or otherwise grants, confers, or implies federal or state recognition of those tribes that are not federally recognized pursuant to 25 C.F.R. part 83, procedures for establishing that an American Indian group exists as an Indian tribe.

[2008 c 275 § 2.]

Notes:

Reporting requirements -- 2008 c 275: See note following RCW 68.50.645.

27.44.900

Captions not law — 1989 c 44.

Section captions used in this act do not constitute any part of the law.

[1989 c 44 § 10.]

27.44.901

Liberal construction — 1989 c 44.

This act is to be liberally construed to achieve the legislature's intent.

[1989 c 44 § 11.]

RCW 27.53, THE ARCHAEOLOGICAL SITES AND RESOURCES ACT

RCW Sections

27.53.010 Declaration.

27.53.020 Archaeological resource preservation -- Designation of department of archaeology and historic preservation -- Cooperation among agencies.

27.53.030 Definitions.

27.53.040 Archaeological resources -- Declaration.

27.53.045 Abandoned archaeological resources -- Declaration.

27.53.060 Disturbing archaeological resource or site -- Permit required -- Conditions -- Exceptions -- Penalty.

27.53.070 Field investigations -- Communication of site or resource location to department.

27.53.080 Archaeological activities upon public lands -- Entry -- Agreement -- Approval of activities -- Information regarding results of studies and activities.

27.53.090 Violations -- Penalty.

27.53.095 Knowing and willful failure to obtain or comply with permit -- Penalties.

27.53.100 Historic archaeological resources on state-owned aquatic lands -- Discovery and report -- Right of first refusal.

27.53.110 Contracts for discovery and salvage of state-owned historic archaeological resources.

27.53.120 Recovery of property from historic archaeological sites -- Mitigation of damage -- Refusal to issue salvage permit to prevent destruction of resource.

27.53.130 List of areas requiring permits.

27.53.140 Rule-making authority.

27.53.150 Proceeds from state's property -- Deposit and use.

27.53.900 Severability -- 1975 1st ex.s. c 134.

27.53.901 Severability -- 1988 c 124.

Notes:

Department of archaeology and historic preservation: Chapter 43.334 RCW.

27.53.010

Declaration.

The legislature hereby declares that the public has an interest in the conservation, preservation, and protection of the state's archaeological resources, and the knowledge to be derived and gained from the scientific study of these resources.

[1975 1st ex.s. c 134 § 1.]

27.53.020

Archaeological resource preservation — Designation of department of archaeology and historic preservation — Cooperation among agencies.

The discovery, identification, excavation, and study of the state's archaeological resources, the providing of information on archaeological sites for their nomination to the state and national registers of historic places, the maintaining of a complete inventory of archaeological sites and collections, and the providing of information to state, federal, and private construction agencies regarding the possible impact of construction activities on the state's archaeological resources, are proper public functions; and the department of archaeology and historic preservation, created under the authority of chapter 43.334 RCW, is hereby designated as an appropriate agency to carry out these functions. The director shall provide guidelines for the selection of depositories designated by the state for archaeological resources. The legislature directs that there shall be full cooperation amongst the department and other agencies of the state.

[2005 c 333 § 19; 2002 c 211 § 2; 1986 c 266 § 16; 1977 ex.s. c 195 § 12; 1975-'76 2nd ex.s. c 82 § 1; 1975 1st ex.s. c 134 § 2.]

Notes:

Purpose -- 2002 c 211: "The purpose of this act is to give the *department of community, trade, and economic development the authority to issue civil penalties to enforce the provisions of permits issued under RCW 27.53.060 and to take into consideration prior penalties issued under chapter 27.53 RCW and under comparable federal laws when issuing permits. Additionally, this act provides guidance to state agencies and political subdivisions of the state when approving archaeological activities on public lands." [2002 c 211 § 1.]

*Reviser's note: The "department of community, trade, and economic development" was renamed the "department of commerce" by 2009 c 565.

Severability -- 1986 c 266: See note following RCW 38.52.005.

Severability -- 1977 ex.s. c 195: "If any provision of this 1977 amendatory act, or its application to any person or circumstance is held invalid, the remainder of the act, or the application of the provision to other persons or circumstances is not affected." [1977 ex.s. c 195 § 20.]

27.53.030

Definitions.

The definitions in this section apply throughout this chapter unless the context clearly requires otherwise.

(1) "Archaeology" means systematic, scientific study of man's past through material remains.

(2) "Archaeological object" means an object that comprises the physical evidence of an indigenous and subsequent culture including material remains of past human life including monuments, symbols, tools, facilities, and technological by-products.

(3) "Archaeological site" means a geographic locality in Washington, including but not limited to, submerged and submersible lands and the bed of the sea within the state's jurisdiction, that contains archaeological objects.

(4) "Department" means the department of archaeology and historic preservation, created in chapter 43.334 RCW.

(5) "Director" means the director of the department of archaeology and historic preservation, created in chapter 43.334 RCW.

(6) "Historic" means peoples and cultures who are known through written documents in their own or other languages. As applied to underwater archaeological resources, the term historic shall include only those properties which are listed in or eligible for listing in the Washington State Register of Historic Places (RCW 27.34.220) or the National Register of Historic Places as defined in the National Historic Preservation Act of 1966 (Title 1, Sec. 101, Public Law 89-665; 80 Stat. 915; 16 U.S.C. Sec. 470) as now or hereafter amended.

(7) "Prehistoric" means peoples and cultures who are unknown through contemporaneous written documents in any language.

(8) "Professional archaeologist" means a person with qualifications meeting the federal secretary of the interior's standards for a professional archaeologist. Archaeologists not meeting this standard may be conditionally employed by working under the supervision of a professional archaeologist for a period of four years provided the employee is pursuing qualifications necessary to meet the federal secretary of the interior's standards for a professional archaeologist. During this four-year period, the professional archaeologist is responsible for all findings. The four-year period is not subject to renewal.

(9) "Amateur society" means any organization composed primarily of persons who are not professional archaeologists, whose primary interest is in the archaeological resources of the state, and which has been certified in

writing by two professional archaeologists.

(10) "Historic archaeological resources" means those properties which are listed in or eligible for listing in the Washington State Register of Historic Places (RCW 27.34.220) or the National Register of Historic Places as defined in the National Historic Preservation Act of 1966 (Title 1, Sec. 101, Public Law 89-665; 80 Stat. 915; 16 U.S.C. Sec. 470) as now or hereafter amended.

[2008 c 275 § 5; 2005 c 333 § 20; 1995 c 399 § 16; 1989 c 44 § 6; 1988 c 124 § 2; 1986 c 266 § 17; 1983 c 91 § 20; 1977 ex.s. c 195 § 13; 1975 1st ex.s. c 134 § 3.]

Notes:

Reporting requirements -- 2008 c 275: See note following RCW 68.50.645.

Intent -- 1989 c 44: See RCW 27.44.030.

Captions not law -- Liberal construction -- 1989 c 44: See RCW 27.44.900 and 27.44.901.

Intent -- 1988 c 124: "It is the intent of the legislature that those historic archaeological resources located on state-owned aquatic lands that are of importance to the history of our state, or its communities, be protected for the people of the state. At the same time, the legislature also recognizes that divers have long enjoyed the recreation of diving near shipwrecks and picking up artifacts from the state-owned aquatic lands, and it is not the intent of the legislature to regulate these occasional, recreational activities except in areas where necessary to protect underwater historic archaeological sites. The legislature also recognizes that salvors who invest in a project to salvage underwater archaeological resources on state-owned aquatic lands should be required to obtain a state permit for their operation in order to protect the interest of the people of the state, as well as to protect the interest of the salvors who have invested considerable time and money in the salvage expedition." [1988 c 124 § 1.]

Application -- 1988 c 124: "This act shall not affect any ongoing salvage effort in which the state has entered into separate contracts or agreements prior to March 18, 1988." [1988 c 124 § 13.]

Severability -- 1986 c 266: See note following RCW 38.52.005.

Effective date -- 1983 c 91: See RCW 27.34.910.

Severability -- 1977 ex.s. c 195: See note following RCW 27.53.020.

27.53.040

Archaeological resources — Declaration.

All sites, objects, structures, artifacts, implements, and locations of prehistorical or archaeological interest, whether previously recorded or still unrecognized, including, but not limited to, those pertaining to prehistoric and historic American Indian or aboriginal burials, campsites, dwellings, and habitation sites, including rock shelters and caves, their artifacts and implements of culture such as projectile points, arrowheads, skeletal remains, grave goods, basketry, pestles, mauls and grinding stones, knives, scrapers, rock carvings and paintings, and other implements

and artifacts of any material that are located in, on, or under the surface of any lands or waters owned by or under the possession, custody, or control of the state of Washington or any county, city, or political subdivision of the state are hereby declared to be archaeological resources.

[1975 1st ex.s. c 134 § 4.]

27.53.045

Abandoned archaeological resources — Declaration.

All historic archaeological resources abandoned for thirty years or more in, on, or under the surface of any public lands or waters owned by or under the possession, custody, or control of the state of Washington, including, but not limited to all ships, or aircraft, and any part or the contents thereof, and all treasure trove is hereby declared to be the property of the state of Washington.

[1988 c 124 § 3.]

Notes:

Intent -- Application -- 1988 c 124: See notes following RCW 27.53.030.

27.53.060

Disturbing archaeological resource or site — Permit required — Conditions — Exceptions — Penalty.

(1) On the private and public lands of this state it shall be unlawful for any person, firm, corporation, or any agency or institution of the state or a political subdivision thereof to knowingly remove, alter, dig into, or excavate by use of any mechanical, hydraulic, or other means, or to damage, deface, or destroy any historic or prehistoric archaeological resource or site, or remove any archaeological object from such site, except for Indian graves or cairns, or any glyptic or painted record of any tribe or peoples, or historic graves as defined in chapter 68.05 RCW, disturbances of which shall be a class C felony punishable under chapter 9A.20 RCW, without having obtained a written permit from the director for such activities.

(2) The director must obtain the consent of the private or public property owner or agency responsible for the management thereof, prior to issuance of the permit. The property owner or agency responsible for the management of such land may condition its consent on the execution of a separate agreement, lease, or other real property conveyance with the applicant as may be necessary to carry out the legal rights or duties of the public property landowner or agency.

(3) The director, in consultation with the affected tribes, shall develop guidelines for the issuance and processing of permits.

(4) Such written permit and any agreement or lease or other conveyance required by any public property owner or agency responsible for management of such land shall be physically present while any such activity is being conducted.

(5) The provisions of this section shall not apply to the removal of artifacts found exposed on the surface of the ground which are not historic archaeological resources or sites.

(6) When determining whether to grant or condition a permit, the director may give great weight to the final record of previous civil or criminal penalties against either the applicant, the parties responsible for conducting the work, or the parties responsible for carrying out the terms and conditions of the permit, either under this chapter or under comparable federal laws. If the director denies a permit, the applicant may request a hearing as provided for in chapter 34.05 RCW.

[2002 c 211 § 3; 1989 c 44 § 7; 1988 c 124 § 4; 1986 c 266 § 18; 1977 ex.s. c 195 § 14; 1975-'76 2nd ex.s. c 82 § 2; 1975 1st ex.s. c 134 § 6.]

Notes:

Purpose -- 2002 c 211: See note following RCW 27.53.020.

Intent -- 1989 c 44: See RCW 27.44.030.

Captions not law -- Liberal construction -- 1989 c 44: See RCW 27.44.900 and 27.44.901.

Intent -- Application -- 1988 c 124: See notes following RCW 27.53.030.

Severability -- 1986 c 266: See note following RCW 38.52.005.

Severability -- 1977 ex.s. c 195: See note following RCW 27.53.020.

27.53.070

Field investigations — Communication of site or resource location to department.

It is the declared intention of the legislature that field investigations on privately owned lands should be discouraged except in accordance with both the provisions and spirit of this chapter and persons having knowledge of the location of archaeological sites or resources are encouraged to communicate such information to the department. Such information shall not constitute a public record which requires disclosure pursuant to the exception authorized in chapter 42.56 RCW to avoid site depredation.

[2005 c 333 § 21; 2005 c 274 § 243; 1975-'76 2nd ex.s. c 82 § 3; 1975 1st ex.s. c 134 § 7.]

Notes:

Reviser's note: This section was amended by 2005 c 274 § 243 and by 2005 c 333 § 21, each without reference to the other. Both amendments are incorporated in the publication of this section under RCW 1.12.025(2). For rule of construction, see RCW 1.12.025(1).

Part headings not law -- Effective date -- 2005 c 274: See RCW 42.56.901 and 42.56.902.

27.53.080

Archaeological activities upon public lands — Entry — Agreement — Approval of activities — Information regarding results of studies and activities.

(1) *Qualified or professional archaeologists, in performance of their duties, may enter upon public lands of the state of Washington and its political subdivisions after first notifying the entity responsible for managing those public lands, at such times and in such manner as not to interfere with the normal management thereof, for the purposes of doing archaeological resource loca-

tion and evaluation studies, including site sampling activities. The results of such studies shall be provided to the state agency or political subdivision responsible for such lands and the department and are confidential unless the director, in writing, declares otherwise. Scientific excavations are to be carried out only after appropriate agreement has been made between a professional archaeologist or an institution of higher education and the agency or political subdivision responsible for such lands. A copy of such agreement shall be filed with the department.

(2) Amateur societies may engage in such activities by submitting and having approved by the responsible agency or political subdivision a written proposal detailing the scope and duration of the activity. Before approval, a proposal from an amateur society shall be submitted to the department for review and recommendation. The approving agency or political subdivision shall impose conditions on the scope and duration of the proposed activity necessary to protect the archaeological resources and ensure compliance with applicable federal, state, and local laws. The findings and results of activities authorized under this section shall be made known to the approving agency or political subdivision approving the activities and to the department.

[2005 c 333 § 22; 2002 c 211 § 5; 1986 c 266 § 19; 1977 ex.s. c 195 § 15; 1975 1st ex.s. c 134 § 8.]

Notes:

*Reviser's note: RCW 27.53.030 was amended by 2008 c 275 § 5, removing the definition of "qualified archaeologist."

Purpose -- 2002 c 211: See note following RCW 27.53.020.

Severability -- 1986 c 266: See note following RCW 38.52.005.

Severability -- 1977 ex.s. c 195: See note following RCW 27.53.020.

27.53.090

Violations — Penalty.

Any person, firm, or corporation violating any of the provisions of this chapter shall be guilty of a misdemeanor. Each day of continued violation of any provision of this chapter shall constitute a distinct and separate offense. Offenses shall be reported to the appropriate law enforcement agency or to the director.

[1986 c 266 § 20; 1977 ex.s. c 195 § 16; 1975-'76 2nd ex.s. c 82 § 4; 1975 1st ex.s. c 134 § 9.]

Notes:

Severability -- 1986 c 266: See note following RCW 38.52.005.

Severability -- 1977 ex.s. c 195: See note following RCW 27.53.020.

27.53.095

Knowing and willful failure to obtain or comply with permit — Penalties.

(1) Persons found to have violated this chapter, either by a knowing and willful failure to obtain a permit where required under RCW 27.53.060 or by a knowing and willful failure to comply with the provisions of a permit issued

by the director where required under RCW 27.53.060, in addition to other remedies as provided for by law, may be subject to one or more of the following:

(a) Reasonable investigative costs incurred by a mutually agreed upon independent professional archaeologist investigating the alleged violation;

(b) Reasonable site restoration costs; and

(c) Civil penalties, as determined by the director, in an amount of not more than five thousand dollars per violation.

(2) Any person incurring the penalty may file an application for an adjudicative proceeding and may pursue subsequent review as provided in chapter 34.05 RCW and applicable rules of the department.

(3) Any penalty imposed by final order following an adjudicative proceeding becomes due and payable upon service of the final order.

(4) The attorney general may bring an action in the name of the department in the superior court of Thurston county or of any county in which the violator may do business to collect any penalty imposed under this chapter and to enforce subsection (5) of this section.

(5) Any and all artifacts in possession of a violator shall become the property of the state until proper identification of artifact ownership may be determined by the director.

(6) Penalties overturned on appeal entitle the appealing party to fees and other expenses, including reasonable attorneys' fees, as provided in RCW 4.84.350.

[2005 c 333 § 23; 2002 c 211 § 4.]

Notes:

Purpose -- 2002 c 211: See note following RCW 27.53.020.

27.53.100

Historic archaeological resources on state-owned aquatic lands — Discovery and report — Right of first refusal.

Persons, firms, corporations, institutions, or agencies which discover a previously unreported historic archaeological resource on state-owned aquatic lands and report the site or location of such resource to the department shall have a right of first refusal to future salvage permits granted for the recovery of that resource, subject to the provisions of RCW 27.53.110. Such right of first refusal shall exist for five years from the date of the report. Should another person, firm, corporation, institution, or agency apply for a permit to salvage that resource, the reporting entity shall have sixty days to submit its own permit application and exercise its first refusal right, or the right shall be extinguished.

[1988 c 124 § 5.]

Notes:

Intent -- Application -- 1988 c 124: See notes following RCW 27.53.030.

27.53.110

Contracts for discovery and salvage of state-owned historic archaeological resources.

The director is hereby authorized to enter into contracts with other state agencies or institutions and with qualified private institutions, persons, firms, or corporations for the discovery and salvage of state-owned historic archaeological resources. Such contracts shall include but are not limited to the following terms and conditions:

(1) Historic shipwrecks:

(a) The contract shall provide for fair compensation to a salvor. "Fair compensation" means an amount not less than ninety percent of the appraised value of the objects recovered following successful completion of the contract.

(b) The salvor may retain objects with a value of up to ninety percent of the appraised value of the total objects recovered, or cash, or a combination of objects and cash. In no event may the total of objects and cash exceed ninety percent of the total appraised value of the objects recovered. A salvor shall not be entitled to further compensation from any state sources.

(c) The contract shall provide that the state will be given first choice of which objects it may wish to retain for display purposes for the people of the state from among all the objects recovered. The state may retain objects with a value of up to ten percent of the appraised value of the total objects recovered. If the state chooses not to retain recovered objects with a value of up to ten percent of the appraised value, the state shall be entitled to receive its share in cash or a combination of recovered objects and cash so long as the state's total share does not exceed ten percent of the appraised value of the objects recovered.

(d) The contract shall provide that both the state and the salvor shall have the right to select a single appraiser or joint appraisers.

(e) The contract shall also provide that title to the objects shall pass to the salvor when the permit is issued. However, should the salvor fail to fully perform under the terms of the contract, title to all objects recovered shall revert to the state.

(2) Historic aircraft:

(a) The contract shall provide that historic aircraft belonging to the state of Washington may only be recovered if the purpose of that salvage operation is to recover the aircraft for a museum, historical society, nonprofit organization, or governmental entity.

(b) Title to the aircraft may only be passed by the state to one of the entities listed in (a) of this subsection.

(c) Compensation to the salvor shall only be derived from the sale or exchange of the aircraft to one of the entities listed in (a) of this subsection or such other compensation as one of the entities listed in (a) of this subsection and the salvor may arrange. The salvor shall not have a claim to compensation from state funds.

(3) Other historic archaeological resources: The director, in his or her discretion, may negotiate the terms of such contracts.

[1988 c 124 § 6.]

Notes:

Intent -- Application -- 1988 c 124: See notes following RCW 27.53.030.

27.53.120

Recovery of property from historic archaeological sites — Mitigation of damage — Refusal to issue salvage permit to prevent destruction of resource.

The salvor shall agree to mitigate any archaeological damage which occurs during the salvage operation. The department shall have access to all property recovered from historic archaeological sites for purposes of scholarly research and photographic documentation for a period to be agreed upon by the parties following completion of the salvage operation. The department shall also have the right to publish scientific papers concerning the results of all research conducted as project mitigation.

The director has the right to refuse to issue a permit for salvaging an historic archaeological resource if that resource would be destroyed beyond mitigation by the proposed salvage operation. Any agency, institution, person, firm, or corporation which has been denied a permit because the resource would be destroyed beyond mitigation by their method of salvage shall have a right of first refusal for that permit at a future date should technology be found which would make salvage possible without destroying the resource. Such right of first refusal shall be in effect for sixty days after the director has determined that salvage can be accomplished by a subsequent applicant without destroying the resource.

No person, firm, or corporation may conduct such salvage or recovery operation herein described without first obtaining such contract.

[1988 c 124 § 7.]

Notes:

Intent -- Application -- 1988 c 124: See notes following RCW 27.53.030.

27.53.130

List of areas requiring permits.

The department shall publish annually and update as necessary a list of those areas where permits are required to protect historic archaeological sites on aquatic lands.

[1995 c 399 § 17; 1988 c 124 § 10.]

Notes:

Intent -- Application -- 1988 c 124: See notes following RCW 27.53.030.

27.53.140

Rule-making authority.

The department shall have such rule-making authority as is necessary to carry out the provisions of this chapter.

[1995 c 399 § 18; 1988 c 124 § 11.]

Notes:

Intent -- Application -- 1988 c 124: See notes following RCW 27.53.030.

27.53.150

Proceeds from state's property — Deposit and use.

Any proceeds from the state's share of property under this chapter shall be transmitted to the state treasurer for deposit in the general fund to be used

only for the purposes of historic preservation and underwater archaeology.

[1988 c 124 § 12.]

Notes:

Intent -- Application -- 1988 c 124: See notes following RCW 27.53.030.

27.53.900

Severability — 1975 1st ex.s. c 134.

If any provision of this chapter, or its application to any person or circumstance is held invalid, the remainder of the chapter, or the application of the provision to other persons or circumstances is not affected.

[1975 1st ex.s. c 134 § 10.]

27.53.901

Severability — 1988 c 124.

If any provision of this act or its application to any person or circumstance is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected.

[1988 c 124 § 14.]

RCW 68.60, THE ABANDONED AND HISTORIC CEMETERIES AND HISTORIC GRAVES ACT

RCW Sections

68.60.010 Definitions.

68.60.020 Dedication.

68.60.030 Preservation and maintenance corporations -- Authorization of other corporations to restore, maintain, and protect abandoned cemeteries.

68.60.040 Protection of cemeteries -- Penalties.

68.60.050 Protection of historic graves -- Penalty.

68.60.055 Skeletal human remains -- Duty to notify -- Ground disturbing activities -- Coroner determination -- Definitions.

68.60.060 Violations -- Civil liability.

68.60.010

Definitions.

Unless the context clearly requires otherwise, the definitions in this section apply throughout this chapter.

(1) "Abandoned cemetery" means a burial ground of the human dead in [for] which the county assessor can find no record of an owner; or where the last known owner is deceased and lawful conveyance of the title has not been made; or in which a cemetery company, cemetery association, corporation, or other organization formed for the purposes of burying the human dead has either disbanded, been administratively dissolved by the secretary of state, or otherwise ceased to exist, and for which title has not been conveyed.

(2) "Historical cemetery" means any burial site or grounds which contain within them human remains buried prior to November 11, 1889; except that (a) cemeteries holding a valid certificate of authority to operate granted under RCW 68.05.115 and 68.05.215, (b) cemeteries owned or operated by any recognized religious denomination that

qualifies for an exemption from real estate taxation under RCW 84.36.020 on any of its churches or the ground upon which any of its churches are or will be built, and (c) cemeteries controlled or operated by a coroner, county, city, town, or cemetery district shall not be considered historical cemeteries.

(3) "Historic grave" means a grave or graves that were placed outside a cemetery dedicated pursuant to this chapter and to chapter 68.24 RCW, prior to June 7, 1990, except Indian graves and burial cairns protected under chapter 27.44 RCW.

(4) "Cemetery" has the meaning provided in RCW 68.04.040(2).

[1990 c 92 § 1.]

68.60.020

Dedication.

Any cemetery, abandoned cemetery, historical cemetery, or historic grave that has not been dedicated pursuant to RCW 68.24.030 and 68.24.040 shall be considered permanently dedicated and subject to RCW 68.24.070. Removal of dedication may only be made pursuant to RCW 68.24.090 and 68.24.100.

[1999 c 367 § 3; 1990 c 92 § 2.]

68.60.030

Preservation and maintenance corporations — Authorization of other corporations to restore, maintain, and protect abandoned cemeteries.

(1)(a) The department of archaeology and historic preservation may grant by nontransferable certificate authority to maintain and protect an abandoned cemetery upon application made by a preservation organization which has been incorporated for the purpose of restoring, maintaining, and protecting an abandoned cemetery. Such authority shall be limited to the care, maintenance, restoration, protection, and historical preservation of the abandoned cemetery, and shall not include authority to make burials. In order to activate a historical cemetery for burials, an applicant must apply for a certificate of authority to operate a cemetery from the funeral and cemetery board.

(b) Those preservation and maintenance corporations that are granted authority to maintain and protect an abandoned cemetery shall be entitled to hold and possess burial records, maps, and other historical documents as may exist. Maintenance and preservation corporations that are granted authority to maintain and protect an abandoned cemetery shall not be liable to those claiming burial rights, ancestral ownership, or to any other person or organization alleging to have control by any form of conveyance not previously recorded at the county auditor's office within the county in which the abandoned cemetery exists. Such organizations shall not be liable for any reasonable alterations made during restoration work on memorials, roadways, walkways, features, plantings, or any other detail of the abandoned cemetery.

(c) Should the maintenance and preservation corporation be dissolved, the department of archaeology and historic preservation shall revoke the certificate of authority.

(d) Maintenance and preservation corporations that are granted authority to maintain and protect an abandoned cemetery may establish care funds.

(2) Except as provided in subsection (1) of this section, the department of archaeology and historic preservation may, in its sole discretion, authorize any Washington nonprofit corporation that is not expressly incorporated for the purpose of restoring, maintaining, and protecting an abandoned cemetery, to restore, maintain, and protect one or more abandoned cemeteries. The authorization may include the right of access to any burial records, maps, and other historical documents, but shall not include the right to be the permanent custodian of original records, maps, or documents. This authorization shall be granted by a nontransferable certificate of authority. Any nonprofit corporation authorized and acting under this subsection is immune from liability to the same extent as if it were a preservation organization holding a certificate of authority under subsection (1) of this section.

(3) The department of archaeology and historic preservation shall establish standards and guidelines for granting certificates of authority under subsections (1) and (2) of this section to assure that any restoration, maintenance, and protection activities authorized under this subsection are conducted and supervised in an appropriate manner.

[2009 c 102 § 21; 2005 c 365 § 150; 1995 c 399 § 168; 1993 c 67 § 1; 1990 c 92 § 3.]

Notes:

Funeral directors and embalmers account and cemetery account abolished, moneys transferred to funeral and cemetery account -- 2009 c 102: See note following RCW 18.39.810.

68.60.040

Protection of cemeteries — Penalties.

(1) Every person who in a cemetery unlawfully or without right willfully destroys, cuts, mutilates, effaces, or otherwise injures, tears down or removes, any tomb, plot, monument, memorial, or marker in a cemetery, or any gate, door, fence, wall, post, or railing, or any enclosure for the protection of a cemetery or any property in a cemetery is guilty of a class C felony punishable under chapter 9A.20 RCW.

(2) Every person who in a cemetery unlawfully or without right willfully destroys, cuts, breaks, removes, or injures any building, statuary, ornamentation, tree, shrub, flower, or plant within the limits of a cemetery is guilty of a gross misdemeanor punishable under chapter 9A.20 RCW.

(3) Every person who in a cemetery unlawfully or without right willfully opens a grave; removes personal effects of the decedent; removes all or portions of human remains; removes or damages caskets, surrounds, outer burial containers, or any other device used in making the original burial; transports unlawfully removed human remains from the cemetery; or knowingly receives unlawfully removed human remains from the cemetery is guilty of a class C felony punishable under chapter 9A.20 RCW.

[1990 c 92 § 4.]

68.60.050

Protection of historic graves — Penalty.

(1) Any person who knowingly removes, mutilates, defaces, injures, or destroys any historic grave shall be guilty of a class C felony punishable under chapter 9A.20 RCW. Persons disturbing historic graves through inadvertence, including disturbance through construction, shall reinter the human remains under the supervision of the department of archaeology and historic preservation. Expenses to reinter such human remains are to be provided by the department of archaeology and historic preservation to the extent that funds for this purpose are appropriated by the legislature.

(2) This section does not apply to actions taken in the performance of official law enforcement duties.

(3) It shall be a complete defense in a prosecution under subsection (1) of this section if the defendant can prove by a preponderance of evidence that the alleged acts were accidental or inadvertent and that reasonable efforts were made to preserve the remains accidentally disturbed or discovered, and that the accidental discovery or disturbance was properly reported.

[2009 c 102 § 22; 1999 c 67 § 1; 1989 c 44 § 5. Formerly RCW 68.05.420.]

Notes:

Funeral directors and embalmers account and cemetery account abolished, moneys transferred to funeral and cemetery account -- 2009 c 102: See note following RCW 18.39.810.

Intent -- 1989 c 44: See RCW 27.44.030.

Captions not law -- Liberal construction -- 1989 c 44: See RCW 27.44.900 and 27.44.901.

68.60.055

Skeletal human remains — Duty to notify — Ground disturbing activities — Coroner determination — Definitions.

(1) Any person who discovers skeletal human remains shall notify the coroner and local law enforcement in the most expeditious manner possible. Any person knowing of the existence of skeletal human remains and not having good reason to believe that the coroner and local law enforcement has notice thereof and who fails to give notice thereof is guilty of a misdemeanor.

(2) Any person engaged in ground disturbing activity and who encounters or discovers skeletal human remains in or on the ground shall:

(a) Immediately cease any activity which may cause further disturbance;

(b) Make a reasonable effort to protect the area from further disturbance;

(c) Report the presence and location of the remains to the coroner and local law enforcement in the most expeditious manner possible; and

(d) Be held harmless from criminal and civil liability arising under the provisions of this section provided the following criteria are met:

(i) The finding of the remains was based on inadvertent discovery;

(ii) The requirements of the subsection are otherwise met; and

(iii) The person is otherwise in compliance with applicable law.

(3) The coroner must make a determination whether the skeletal human remains are forensic or nonforensic within five business days of receiving notification of a finding of such remains provided that there is sufficient evidence to make such a determination within that time period. The coroner will retain jurisdiction over forensic remains.

(a) Upon determination that the remains are nonforensic, the coroner must notify the department of archaeology and historic preservation within two business days. The department will have jurisdiction over such remains until provenance of the remains is established. A determination that remains are nonforensic does not create a presumption of removal or nonremoval.

(b) Upon receiving notice from a coroner of a finding of nonforensic skeletal human remains, the department must notify the appropriate local cemeteries, and all affected Indian tribes via certified mail to the head of the appropriate tribal government, and contact the appropriate tribal cultural resources staff within two business days of the finding. The determination of what are appropriate local cemeteries to be notified is at the discretion of the department. A notification to tribes of a finding of such nonforensic skeletal human remains does not create a presumption that the remains are Indian.

(c) The state physical anthropologist must make an initial determination of whether nonforensic skeletal human remains are Indian or non-Indian to the extent possible based on the remains within two business days of notification of a finding of such nonforensic remains. If the remains are determined to be Indian, the department must notify all affected Indian tribes via certified mail to the head of the appropriate tribal government within two business days and contact the appropriate tribal cultural resources staff.

(d) The affected tribes have five business days to respond via telephone or writing to the department as to their interest in the remains.

(4) For the purposes of this section:

(a) "Affected tribes" are:

(i) Those federally recognized tribes with usual and accustomed areas in the jurisdiction where the remains were found;

(ii) Those federally recognized tribes that submit to the department maps that reflect the tribe's geographical area of cultural affiliation; and

(iii) Other tribes with historical and cultural affiliation in the jurisdiction where the remains were found.

(b) "Forensic remains" are those that come under the jurisdiction of the coroner pursuant to RCW 68.50.010.

(c) "Inadvertent discovery" has the same meaning as used in RCW 27.44.040.

(5) Nothing in this section constitutes, advocates, or otherwise grants, confers, or implies federal or state recognition of those tribes that are not federally recognized pursuant to 25 C.F.R. part 83, procedures for establishing that an American Indian group exists as an Indian tribe.

[2008 c 275 § 3.]

Notes:

Reporting requirements -- 2008 c 275: See note following RCW 68.50.645.

68.60.060

Violations — Civil liability.

Any person who violates any provision of this chapter is liable in a civil action by and in the name of the department of archaeology and historic preservation to pay all damages occasioned by their unlawful acts. The sum recovered shall be applied in payment for the repair and restoration of the property injured or destroyed and to the care fund if one is established.

[2009 c 102 § 23; 1990 c 92 § 5.]

Notes:

Funeral directors and embalmers account and cemetery account abolished, moneys transferred to funeral and cemetery account -- 2009 c 102: See note following RCW 18.39.810.

O. GREGOIRE
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STATE OF WASHINGTON
OFFICE OF THE GOVERNOR
P.O. Box 40002 • Olympia, Washington 98504-0002 • (360) 753-6780 • www.governor.wa.gov

EXECUTIVE ORDER 05-05

ARCHEOLOGICAL AND CULTURAL RESOURCES

WHEREAS Washington has a rich and diverse cultural heritage, as represented / the numerous archaeological and historic sites that have been identified and located roughout our state; and

WHEREAS preservation and protection of these sites provides educational and ltural values for all citizens and leads to better understanding between cultures of our ared history; and

WHEREAS many citizens of Washington contribute their time and efforts to eserve and protect Washington's unique archaeological and historic sites, and ıditional cultural places; and

WHEREAS these sites and places hold special cultural, historical, and spiritual ;nificance for both tribal members and citizens of Washington; and

WHEREAS the Department of Archaeology and Historic Preservation (DAHP) d the Governor's Office of Indian Affairs (GOIA) have key statewide responsibility enhance the public's awareness of the need and value of protecting Washington's ritage and establish effective consultation with Native American tribal governments.

NOW, THEREFORE, I, Christine O. Gregoire, Governor of the state of ashington, hereby order all state agencies to:

1. Review capital construction projects and land acquisitions for the rpose of a capital construction project, not undergoing Section 106 review under the tional Historic Preservation Act of 1966 (Section 106), with the DAHP and affected bes to determine potential impacts to cultural resources. This review shall be uired on all capital construction projects unless they are categorically exempted by .HP. Cultural resources are defined as archeological and historical sites and artifacts, l traditional areas or items of religious, ceremonial and social uses to affected tribes. ls review should be done as early in the project planning process as possible. Should .HP identify a known culturally significant site in the area of a project, or should .HP inform the agency of the potential that such a significant site is likely to be nd in a project locale, the agency shall:

A. Work with DAHP and affected Tribes on appropriate archaeological survey and mitigation strategies consistent with state and federal laws.

B. Consult with affected Tribes in a way that includes a face-to-face meeting or other agreed upon method to discuss the project before a state agency completes the project design. The agency will work with GOIA and DAHP to identify affected Tribes and, if needed, seek their help to arrange a meeting to discuss the project in question. If an agency is unable to arrange such a meeting, it will promptly notify GOIA and DAHP of the situation.

C. Take reasonable action to avoid, minimize or mitigate adverse effects to the archeological or cultural resource.

D. Notify DAHP and GOIA, in advance, of any meeting with affected Tribes during which matters concerning cultural resources related to a capital construction project will be discussed, and extend invitations to both agencies to attend any such meetings. If representatives from DAHP or GOIA cannot attend, the agencies will provide DAHP and GOIA with detailed meeting notes.

2. Submit all agreements between state agencies and affected Tribes concerning cultural resources that are developed outside the Section 106 process for review and comment to DAHP. DAHP's review and comment on any such agreement must occur before the agency can sign such agreement. Consult with DAHP and affected Tribes during project design and prior to construction on projects not undergoing Section 106 review, as a condition to receiving state grants or loans for the purposes of a capital construction project. Should either DAHP or the affected Tribes identify cultural resources affected by the proposed project, the state agency or agencies will ensure that the grant recipient finds reasonable ways to avoid, minimize or mitigate impacts to the resource before state funding is disbursed. State agencies shall take steps to insure that this type of review is incorporated into their grant and loan management process.

3. The Office of Financial Management is directed to include in its capital budget instruction a requirement that agencies consult with DAHP and GOIA, as appropriate, as part of the budgeting process for pre-design, design and construction.

4. To the extent that they have not already received training, all appropriate state agency employees managing capital construction projects or pass through capital grants will attend Government-to-Government training and Cultural Resource training provided by GOIA and DAHP.

5. By January 15, 2007, DAHP shall report back to the Governor's Office and the Office of Financial Management on the implementation of this executive order including any recommendations on ways of improving implementation.

I invite institutions of higher education, public schools, statewide elected officials, boards, commissions, and others to implement the practices herein described within their agencies.

This executive order takes effect immediately.

IN WITNESS WHERE OF, I have hereunto set my hand and caused the seal of the state of Washington to be affixed at Olympia this 10th day of November, Two Thousand and Five.

Christine Gregoire

CHRISTINE O. GREGOIRE
Governor of Washington

BY THE GOVERNOR:

Secretary of State

STATE OF WASHINGTON
DEPARTMENT OF ARCHAEOLOGY & HISTORIC PRESERVATION
1063 S. Capitol Way, Suite 106 • Olympia, Washington 98501
Mailing address: PO Box 48343 • Olympia, Washington 98504-8343
(360) 586-3065 • Fax Number (360) 586-3067 • Website: www.dahp.wa.gov

Guidance for compliance with Governor's Executive Order 05-05

Introduction:

Washington Governor Chris Gregoire signed Executive Order 05-05 into action in November of 2005. This requires state agencies with capital improvement projects to integrate the Department of Archaeology and Historic Preservation (DAHP), the Governor's Office of Indian Affairs (GOIA), and concerned tribes into their capital project planning process.

Purpose:

These guidelines detail how to initiate the process for an environmental review that meets the spirit and the intent of the Governor's Executive Order 05-05 and cover:

- Types of projects subject to 05-05 review;
- EX 05-05 project review process;
- Documentation for EX 05-05 compliance.

Accompanying this document are a few Frequently Asked Questions about following the EO 05-05 process.

Types of Projects covered by EX 05-05:

The following categories of state funded capital projects require 05-05 review:

Capital Construction Projects

Land Acquisition projects for the purpose of capital construction.

Getting the Process Started

To start the process, call DAHP at 360/586-3065 and ask for Greg, Rob, or Russ to set up a 0505 project review meeting. DAHP staff will work with you to set up this meeting to jointly review your list of capital projects. If you are not able to have a face-to-face meeting, please use our EZ Forms as discussed later in this document. By providing an overview of projects currently in the planning stage, we will be able to determine which projects will not require review under EO 0505 and which projects will.

Our experience indicates that the majority of projects do not require any further action following the initial review.

At the Meeting
At this "face to-face" meeting, bring a list of capital projects planned for implementation during current biennia. We prefer these meetings be kept informal and conversational. We do *not* expect, or even encourage, creation of any new materials, forms, or presentations for this process. We may raise questions during these meetings about your projects that supporting documents may help answer (i.e. photos, feasibility studies, etc.).

We will be reviewing the following information:

Project Description	√
Location	
Proposed ground disturbance	
Buildings or structures that are 50 years of age +	
Photographs of the building(s) or site	
Contact with interested tribes	

We will ask if there is federal involvement in the project: federal funding, permit, or license. If there is federal funding or permitting, then the Section 106 consultation process of the National Historic Preservation Act will likely apply. For these projects that have federal involvement, consultation on the project shall be conducted by the responsible federal agency.

Results

After going through the project list with DAHP staff, you should come away from the meeting with the following tangible results:

- A list of your projects that we are not concerned about and do not expect any further contact or;
- A list of projects that we have questions about and need additional information or;
- A list of projects that we have identified concerns about and recommend additional dialogue to resolve impacts to cultural resources and;
- Agreement about needed "next steps" to continue or complete the review process.

Make it EZ on Yourself

The EZ Form Series

If you cannot meet with us, we have a set of series of one-page forms (the "EZ" 1, 2 and 3 forms) that allows you to correspond with us on an ongoing basis. The EZ forms were designed specifically to make it easy and quick for you. The forms may be viewed, downloaded, and then completed electronically by visiting DAHP's website at: http://www.oahp.wa.gov/pages/Documents/EnvironmentalReview.htm.

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DEPARTMENT OF ARCHAEOLOGY & HISTORIC PRESERVATION
Protect the Past, Shape the Future

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