

4.13: Archaeological and historical

4.13.1: Existing conditions

Archaeological and historical resources may be categorized into 3 major types:

Archaeological - resources that represent important evidence of past human behavior, including portable artifacts such as arrowheads or tin cans; non-portable features such as cooking hearths, foundations, and privies; or residues such as food remains and charcoal. Archaeological remains can be virtually any age, from yesterday's trash to prehistoric deposits thousands of years old.

Ethnographic - sites, areas, and materials important to Native Americans for religious, spiritual, or traditional uses that can encompass the sacred character of physical locations (e.g., mountain peaks, springs, and burial sites) or particular native plants, animals, or minerals that are gathered for use in traditional ritual activities. Also included are villages, burials, rock art, rock features, and traditional hunting, gathering, and fishing sites. In some cases, ethnographic resources may overlap prehistoric or historic archaeological resources or they may be embedded within each other.

Historic - resources of the historic built environment that can include people, places, or uses including houses, barns, stores, post offices, bridges, and community structures that are more than 50 years old.

Prehistoric setting

The arrival of Indian groups in the Pacific Northwest cannot be dated with great precision. However, archaeological investigations at Paisley Caves in east Oregon indicate man may have been in the area at least 13,000 and possibly 15,000 years ago. Investigations at the Manis mastodon site near Sequim on the Olympic Peninsula indicate man was in the area as early as 12,000 years ago. Sea level rises approximately 5,000 years ago, however, may have inundated even older sites.

Known sites have been grouped into the following rather broad time periods and cultural sequences:

Paleoindian - approximately 15,000+ BC consisting of highly mobile, small groups that subsisted on marine, shoreline, and terrestrial resources with stone, bone, antler, and perishable technological materials illustrated by Clovis points and Western Stemmed projectiles.

Archaic - 10,500-4,400 BC consisting of highly mobile small groups subsisting on marine, shoreline, and terrestrial resources with stone, bone, antler, and perishable technological materials illustrated by Olcott points.

Early Pacific - 4,400-1,800 BC consisting of increased sedentism in seasonal villages subsisting on shoreline resources, expanded marine resources harvesting camas and shellfish with an increase in ground stone, bone, antler, and perishable technological materials illustrated by Cascade points.

Middle Pacific - 1,800 BC - 500 AD consisting of winter villages of plank houses and seasonal camps subsisting on marine and riverine resources with food storage technologies with a decrease in stone tools, diversification of tools of bone, antler, perishable technological materials and canoes.

Late Pacific - 500 - 1775 AD consisting of large permanent villages and special use camps subsisting on specialized marine, riverine, and terrestrial resources with extensive food storage with very little stone tools .

Archaeological sites

There are more than 5,000 Native American sites on record in the state, of which few have been professionally evaluated. Generally, sites are located at river conjunctions within valleys and along the shoreline of Puget Sound and the Columbia River. Tacoma is located within the Puget Sound or Salish culture defined by:

- Riverine (linear) settlement patterns,
- Reliance on a diverse subsistence base of anadromous fish and extensive game and root resources,
- Complex fishing technology similar to that seen on the Northwest Coast,
- Mutual cross-utilization of subsistence resources among the various groups comprising the populations of the area,
- Extension of kinship ties through extensive intermarriage throughout the area,
- Extension of trade links throughout the area through institutionalized trading partnerships and regional trade fairs,
- Limited political integration, primarily at the village and band levels, until adoption of the horse, and
- Relatively uniform mythology, art staples, and religious beliefs and practices focused on the vision quest, shamanism, life-cycle

observances, and seasonal celebrations of the annual subsistence cycle.

Archaeologists and historians have verified tribal village sites throughout Puget Sound and within the Commencement Bay and Puyallup River basin.

Indian tribes

The Indian population before the Europeans first came into the Pacific Northwest is estimated to have numbered 75,000 or possibly twice that number, divided into about 125 tribal groups. Small pox, tuberculosis epidemics, and other diseases reduced tribal numbers significantly by the 1850s.

A large number of different Indian tribes and bands inhabited Washington State with varied life-styles and different languages, dress, ceremonies, and adornments. Tribal characteristics are generally distinguished between the coastal tribes of western Washington and those of the interior. In general, the coastal tribes depended on the rivers and tidal waters for staple foods whereas the interior tribes relied more heavily upon plants and berries, as well as game and other animals.

The Puyallup (S'Puyalupubsh) - a coastal Salishan tribe, lived in villages extending for about 15 miles east from Commencement Bay along the Puyallup River. At certain seasons, the Puyallup resided at Carr Inlet and southern Vashon Island.

Settlements in the Tacoma area by the Puyallup peoples historically concentrated along the shoreline of Commencement Bay, where residents of a village would have convenient access to the water which was both an important source of food and the principal means of transportation. Puyallup villages were typically located near river outlets, or at points where creeks merged into the river systems.

The Puyallup, a piscatory people, supplemented their diet with berries and, after contact with fur traders, with potatoes. Salmon provided the primary economic basis for these societies who were semi-sedentary, moving between different settlements depending upon the season. Archeological resources associated with Native American settlement include shell middens, camp sites, burial sites, tools, implements or other artifacts or features.

Known settlements - in the vicinity of the present downtown Tacoma and Hilltop neighborhood included a community near what

are presently South 15th Street and Pacific Avenue, and another near South 24th Street and Pacific Avenue where a creek entered the bay.

At the time of non-native settlement of the area, dense forests covered the area which became the Hilltop. The forests and inland areas played an important role in the life of the Puyallup, providing food, raw materials, and likely housing important religious and ceremonial sites, such as burial grounds.

However, the land clearing and grading associated with the Hilltop's initial development eliminated the traces in the Hilltop of any traditional resource use patterns or sites associated with the Puyallup before non-native settlement. If MLK subarea improvements may impact any of these resources, the resources will need to be formally evaluated.

Status - the original 1,280 acre Puyallup Reservation was established by the Medicine Creek Treaty of 1854, and later enlarged to 18,062 acres by executive orders in 1857 and 1873. The Puyallup Tribe currently owns 66.9 acres of the original reservation as the lands were subsequently sold and allotted for non-tribal uses and ownerships.

In 1984, the Puyallup Tribe won a major decision for the loss of their reservation lands and received a \$162,000,000 settlement for usurpation of an area that extended southeast from Commencement Bay to the limits of the City of Puyallup. The MLK subarea is not within the land claims settlement area.

The Puyallup Tribal Council is the designated governing body for a tribe that had 3,800 members in 2008. The Tribe currently owns and operates a diversified business portfolio including a commercial marina, health center, school, casinos and gaming facilities, and retail stores which is located in the tideflats outside of the MLK subarea.

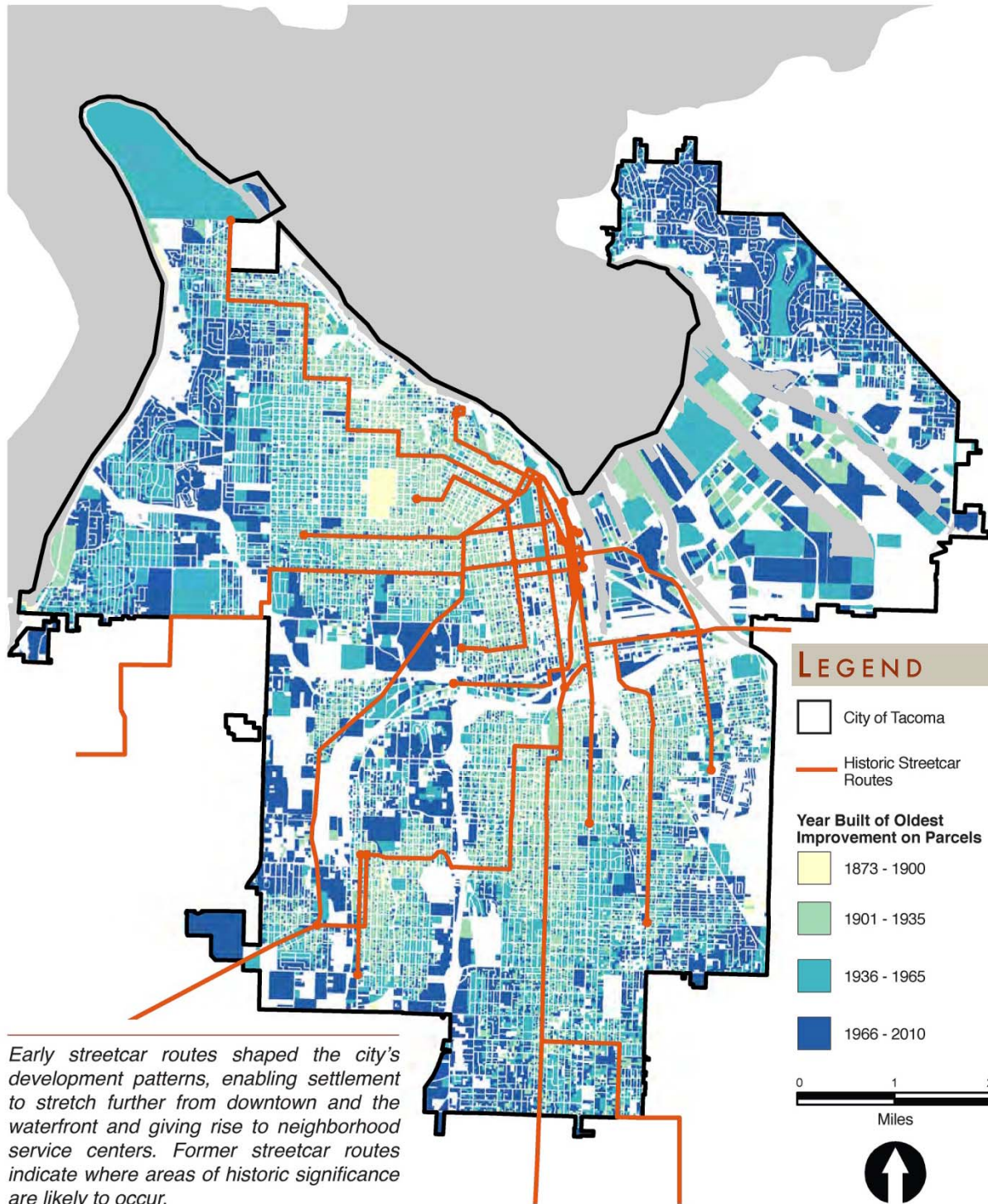
Tacoma's early European settlements

The earliest European settler in the Tacoma area was Nicolas Delin, who constructed a saw mill in 1852 where the Puyallup River enters the bay. However, Delin and several other early settlers abandoned the area during a conflict with local tribes in the mid-1850s.

European settlers did not return until the mid-1860s when Job Carr claimed 168 acres in the area now referred to as Old Town. Once the settlement had been platted, it was given the

name Tacoma City, after the original Salish name for Mount Rainier (Tahoma).

MAP 2.2: YEAR BUILT OF OLDEST IMPROVEMENTS ON PARCELS WITH HISTORIC STREETCAR ROUTES



Railroads - an 1873 decision to terminate the Northern Pacific Railroad's transcontinental line at Tacoma caused a development boom that turned the village into a city almost overnight. The terminus was located away from the original Old Town, causing the center of the city to move south towards what is now downtown Tacoma. In 1874, railroad service began, the community incorporated as Tacoma and the Northern Pacific's Tacoma Land Company began selling lots on newly platted streets.

Although the headquarters of the Northern Pacific moved to Seattle after the economic depression of the early 1890s, railroads continued to be a significant force in Tacoma's development well into the 20th Century. A wide range of historic resources are associated with railroad activities in Tacoma, from landmark buildings like the 1888 Northern Pacific Headquarters and 1911 Union Station, to the warehouse buildings now occupied by the University of Washington Tacoma, as well as the rail corridors themselves.

Maritime activities - large scale maritime activities began in the early 1870s with lumber shipments from Tacoma to California, South America, Australia and other points. Once the Northern Pacific Railroad arrived, the company's activities dominated the port area as they augmented outgoing lumber and coal shipments with incoming cargoes from Asia destined for the east coast.

The public Port of Tacoma was created in 1918 and the port remains a leading West Coast gateway, primarily handling cargo bound to or from Asia. Historic resources associated with maritime activities in Tacoma include wharves, warehouses and canals. In many cases, such resources are closely associated with both railroad and maritime contexts.

Streetcars - Tacoma's first horse-drawn streetcar line began service in 1888. From 1890, electrified streetcar lines radiated out from the center of the city and significantly impacted the general pattern of development. By the mid-1930s, however, the electrified rail system was dead, to be replaced by automotive transport.

A number of historic resources are associated with the development of Tacoma's streetcar system, from early commercial corridors and centers to the historic residential areas that extend south and west beyond downtown. The concentrations of historic buildings that still line these corridors reflect the locations of these early streetcar lines

Hilltop (and MLK subarea) development

The following account of Hilltop development and nomination of historic resources in Tacoma's Hilltop neighborhood is based on a 1993 Cultural Resources Inventory of the Hilltop Community (which includes the MLK subarea and the directly adjacent residential neighborhoods) funded by the City of Tacoma and the State Office of Archaeology and Historic Preservation.

The inventory, conducted by Eysaman and Company, was undertaken in order to update information collected in a 1981 Cultural Resources Survey and to evaluate the extent of alterations to previously identified resources.

The survey team compared contemporary and historic maps to identify over 2,000 extant buildings thought to have been constructed prior to 1926. In selecting properties from this large group for more detailed study and documentation, the survey team sought structures representing building types which were under-represented in the 1981 inventory.

The survey resulted in the documentation of over 260 properties from throughout the study area which reflected the range of property types found in the community, and the preparation of a "Survey Project Report" addressing the historical development of the Hilltop community and the significance of the various identified property types.

In 1994, the City of Tacoma Office of Historic Preservation hired Eysaman and Company to prepare a multiple property nomination and associated individual property nominations. Working under the direction of Valerie Sivinski, City of Tacoma Historic Preservation Officer, Gerald Eysaman, principal, and Cloantha Copass, historic preservation specialist, prepared historic contexts which encompass the development of the Hilltop from its first settlement to the beginning of the post-World War II era.

Property types were categorized to acknowledge and assess the variety of structures which house all activities of community life. The City of Tacoma Office of Historic Preservation intends that this multiple property documentation form will provide a framework for the completion of additional individual property nominations for related resources in the future.

Background

The Hilltop community, the first residential neighborhood to develop in Tacoma outside of

the downtown core, encompasses the upper part of the slope rising from Tacoma's city center along Commencement Bay, as well as the plateau which extends westward from the crest of the slope.

The residents of the Hilltop during its initial phases of development were almost all immigrants to Tacoma—whether from other countries around the world or other states in the union. Hilltop residents helped build the city's businesses and industries and helped found the neighborhood's institutions such as churches, schools, and civic organizations. Over time, the function of the Hilltop as a residential neighborhood providing both housing for Tacoma's workers and the social and commercial services to support its residents has shown remarkable continuity.

There are three chronological contexts which address events and trends influencing the formation of the Hilltop neighborhood.

First Expansion: 1875-1900

Early settlement in Hilltop resulted from development spreading up the hill from the waterfront following the Northern Pacific Railroad's decision to locate its terminus on Commencement Bay. The Northern Pacific purchased 2 miles of waterfront and 2,700 acres of upland property. This tract of land, platted as "New Tacoma," quickly became the focus of Tacoma's development activity.

The Northern Pacific Railroad's initial land holdings became downtown Tacoma and included the area of first expansion in the Hilltop. The company's holdings came up from the shoreline to a western boundary in the Hilltop. The northwest corner of New Tacoma lay in the vicinity of South MLK Way and South 7th Street, while the southwest corner was near the intersection of South M Street and South 19th Street.

The railroad anticipated real estate sales in New Tacoma would contribute to its profits, and worked to encourage land development. Following a failed initial platting effort by General James Tilton, which resulted in scattered clusters of development rather than the grand urban plan envisioned by the railroad's management, the railroad turned to the nationally-prominent New York City landscape architect Frederick Law Olmsted to create a grand plan for the new city.

Olmsted's plan featured winding avenues following the natural contours of the land, lots

designed to maximize views of Mount Rainier, and abundant public parks and promenades.

However, developers considered the irregularly shaped lots Olmsted proposed as unmarketable, and rejected the plan as impractical for a frontier town which was encouraging real estate investment. The local director of the Tacoma Land Company, Charles Wright of Philadelphia, promptly hired lighthouse engineer Isaac William Smith to survey the city and lay out the rectilinear grid pattern of streets and lots.

Smith's plan gave the original sections of the city, including the Hilltop, a pattern of streets creating regular block divisions that would extend west as the city developed. Smith's initial grid roughly paralleled Commencement Bay's shoreline and the slope of the hill rising westward from the water.

This alignment was roughly 10 degrees askew from the regular north-south grid. In later developments, located west of the prominent slope and across the flatter hill top, the street grid turned slightly to run north-south, aligning itself with the Federal system of land division.

This transition occurred in the vicinity of South Alaska Street, where a gulch descending toward Center Street provided a logical demarcation between the two grid systems. Smith divided the land into a regular grid of square blocks composed of two tiers of 25 foot wide and 130 foot deep lots, divided by a central alley. However, as development moved west and south away from the downtown, intermediate streets were often omitted in favor of longer north/south blocks.

As development on the hill lagged behind construction in Tacoma's central business district and lower slopes of the hill, property owners in the Hilltop concluded that a cable car line would hasten the pace of Hilltop development. They turned to the city council, which granted a group of men associated with the railroad a franchise for cable railways in the city in 1889.

Later that year, the locally based Tacoma Railway & Motor Company acquired the franchise and announced plans for a line which would climb and descend the hill on South 13th Street on a double track, then convert from cable to electric operation at MLK Way, and run south to 19th Street, where eventually, it would run westward. Construction on a Tacoma Avenue line had started in 1890, and in September 1890, the contract for the cable track

on South 13th Street was awarded to a San Francisco contractor.

However, property owners along South 11th Street and the blocks of MLK Way north of South 13th Street grew concerned that without a trolley on South 11th Street, their property values would suffer in favor of property along South 13th Street. They successfully petitioned the council to alter the terms of the franchise, and the trolley company built a single track loop line up South 11th Street, south on MLK Way, and back down to A Street via South 13th Street.

The cable car improved access not only to building lots, but also to the community institutions in the Hilltop such as the original Central School at South 10th and G Streets. In 1891, School Superintendent Gault arranged with the trolley company that school children would be able to purchase 40 rides for a dollar-a rate half the usual fare.

The Tacoma cable car, one of only three in the United States, was not only a practical means of transportation but became a popular tourist attraction as well.

The principal landholders had platted the Hilltop's largest additions by 1891. However, new buildings did not always appear readily on the newly purchased lots. In general, lots were sold to individuals or small contracting outfits rather than large-scale residential developers. Consequently, development leapfrogged up and across the blocks, as owners or contractors assembled the resources to construct homes on their particular lots. The uneven pattern of development was also influenced by the fact that many purchased land solely for speculative purposes, and were therefore not inclined to make substantial improvements.

In the 1880s, development concentrated around South 9th, South 11th, South 15th, and South 17th Streets, before giving way to woods and squatter settlements again along present day MLK Way. Although a few companies constructed several similar structures on adjacent lots at one time, (seldom more than half a dozen) it was far more typical to see varied, individualized building designs.

Single family dwellings were the most common building type on the hill. Small one to two story wood frame buildings appeared first, and were soon joined by larger, more elaborate homes. The 25 foot lot size, part of I.W. Smith's original platting scheme, offered a wide range of options to home builders and resulted in a diverse

pattern of building sizes. A two-story home on two lots might adjoin a modest cottage of only a few rooms.

Most Hilltop structures in this era were either mostly unadorned gable roofed boxes or featured late-Victorian or Italianate details, expressed in wood, the ubiquitous building material. Even very modest homes featured unique wooden details such as cornice brackets or pattern shingles, reflecting the builder's desire to incorporate stylistic details in an otherwise rudimentary structure.

The open space generated by the scattered development pattern of the community provided room for residents to grow fruit and vegetables, and to house chickens and other livestock.

As alternatives to the single-family homes, a few double houses were built on the Hilltop before 1900, as were two blocks of small wooden rowhouses, and several "tenements" (apartment buildings). In this era, multiple unit dwellings were much less prevalent than single dwellings.

However, the "single-family" homes were often shared by unrelated individuals, or occupied by extended families. Families typically lived in extended family households, encompassing several generations or related married couples who all would contribute to the household economy. Families would take in boarders to help defray their own housing costs.

Many boarding houses were run by single women-often widows who took in boarders in order to earn an income. The boarders were often people without family in Tacoma, transient workers, or newly immigrated. They would live in boarding or lodging houses, or rent rooms in homes, until they could attain their own "stake."

The majority of the buildings in the developing additions tended to follow the regular pattern of the streets, and be spaced at fairly consistent setbacks from the street, with modest front yards and larger rear yards. Not all development, however, followed this pattern.

One variation on the Hilltop, seen in the 600 block of South J Street, was the placement of modest first homes at the rear of the lot, as a precursor to larger residences that would sit closer to the street. Where one house reached almost to the front property line, a subsequent builder might place the adjacent house at the rear of the lot to obtain better light and ventilation in side windows. An example of this

staggering of setbacks occurs along the eastern side of the 1200 block of South M Street.

The Hilltop contained several significant variants from the grid ranging from the formality of a park-centered subdivision to the informality of squatters' settlements. CP. Ferry, in his 1888 addition, divided South 14th Street and placed a block-long oval park in the center, in which he subsequently installed statuary acquired on a trip to Europe. He then rotated lots on South 14th Street to face onto the park. Ferry extended the park southward through the center of the block from South 14th Street to South 16th Street for the use of its surrounding residents.

Ferry's alterations to the established grid reflected his desire to give the development a more sophisticated urban feel. In contrast to Ferry's sense of urban order, squatter developments in the Hilltop emphasized the spontaneity and impermanence of many frontier communities.

Absentee owners, litigation, and delays in marketing the Smith & Fife and Alliance Additions provided opportunities for squatters to establish homes in parts of the neighborhood. Often existing just beyond the limits of graded streets, squatters' constructions did not conform to the grid, but were sited randomly without regard for property lines or street rights-of-way.

Contemporary accounts indicate that the squatters appropriated not only land, but also building materials. In the Alliance Addition, shanty construction materials included second hand doors, windows, blankets, and oil-cloth tablespreads. Although they lived on the edge of the developing community, squatters in the Smith & Fife Addition were active in community affairs. Many were registered voters, and they organized and fought actively against challenges to their occupancy of the land. These settlements endured until after the turn of the century, when they were removed by the property owners to enable formal subdivision and sale of the land.

Numerous small shops and businesses dotted the Hilltop, providing grocery items and needed services close at hand. Typically located on corners, these structures often had living space for the proprietor and proprietor's family above the ground floor commercial space. Churches and civic institutions also took their place alongside the Hilltop's residential and commercial buildings. Schools in the city faced ever-expanding enrollment. In 1890, overflow

classes from school buildings were meeting in four rented store buildings.

Tacoma's first public school, Central School, stood at South G Street and South 11th Streets. By 1896, students attended classes in the Bryant School at South 7th Street and Ainsworth Avenue, Irving Public School at South 20th Street and Hosmer Street, the Lincoln School at 16th and K Streets, and the University Public School at South I and South 21st Street.

Although Tacoma's first college, Washington College, closed by 1896, the private Visitation Academy educated Catholic students at South 18th and South I Street, and the Puget Sound University building contained both classroom and dormitory spaces at South 9th and South G Street, until it was converted for use as Tacoma's first high school in the late 1890s.

The City sited public services in the Hilltop to meet the needs of the growing population. For example, the Fire Department's Engine House No. 5 stood in the 1200 block of South I Street, and Engine House No. 2 was located at South 27th Street and Yakima Avenue.

By 1896, the municipal water system's iron standpipe rose 120 feet in the air at South J and 20th Streets. This landmark tower was part of an extensive municipal water system which pumped over 4,500,000 gallons daily into Tacoma.

The city's first two hospitals, Fanny Paddock Memorial Hospital (now Tacoma General) and St. Joseph's Hospital, were developed at the north and south edge of the Hilltop, respectively. These sites offered the hospital an opportunity to treat patients away from the bustling waterfront and commercial area in a more tranquil setting.

Not all services were public however; many social services were considered private sector responsibilities. For example, at a residence at 1214 MLK Jr Way (K Street at the time), described by a census taker as a "Baby House," a couple and their missionary daughter cared for over 20 abandoned or orphaned children.

Another sign of the Hilltop community's growing role in the city was the construction of the city "ball ground," the baseball field in the block between South 11th and South 12th Streets and South L and South M Streets. Many settlers in the first wave of immigrants to the northwest came from other parts of the United States, especially the mid-west. The first foreign immigration to the Northwest consisted

primarily of Scandinavians, Britons, Germans, and Canadians. The churches founded in the Hilltop in the late 1890s suggest that settlement in the Hilltop followed this regional pattern.

By 1900, for example, the Hilltop housed five Evangelical Lutheran churches—each supported by a German, Danish, Norwegian, Swedish, or English congregation. Members of many other ethnic and racial groups also built churches which indicate their presence in the community. A few of the many religious congregations locating places of worship in the Hilltop during the first expansion were the Temple Beth Israel at South 10th and I Streets, the Allen African Methodist Episcopal Church at South 14th and G Streets, and St. Mary's Roman Catholic Church at South 25th and I Streets.

Chinese immigrants are noticeably absent from Tacoma's historic ethnic mix—particularly in comparison to other cities in the region. Recruited in the thousands to complete the Kalama railroad spur from Tacoma to the Columbia Gorge, Chinese settlers remained in Tacoma once their work on the railroad was finished.

In Tacoma, the Chinese established thriving mercantile businesses, particularly in the vicinity of South 17th Street and Broadway. However, during the region's frequent economic downturns, struggling non-Chinese workers resented the presence of this Chinese workforce. In 1885, following a period of intensified harassment, a mob supported by the city government forcibly evicted the Chinese from Tacoma, destroying their homes and businesses. This violent event garnered negative publicity for Tacoma nationally, and created a climate which led future Chinese immigrants to avoid Tacoma.

By the 1890s, the city had spread noticeably beyond its early borders. Industrial development had leapt out to the tide flats. The improved rail access spurred Tacoma's development as people flocked to jobs in the emerging industries; by 1890, 36,000 people lived in the city. By 1893, Tacoma had become a busy city of 52,000 people.

Tacoma was a center for the processing and shipment of the region's many natural resources, including timber from surrounding forests, coal from the valleys near Mt. Rainier, and flour from eastern Washington. Sawmills and flour mills, counted among the nation's most productive, sprang up along the shores of Commencement Bay, along with warehouses,

coal bunkers, shipyards, and wharves developed to support the railroad and shipping industries.

Tacoma participated in an increasingly international market, shipping lumber to Australia, wheat to France, and flour to Ireland. In 1892, the arrival of the first steamship from Japan portended the coming importance of Tacoma as a Pacific Rim shipping center. Hundred of Tacoma residents greeted the ship, which brought Japanese immigrants and a cargo of tea, silk, rice, firecrackers, and sugar.

By 1893, the grid of residential settlement pushed out to Sprague Avenue and beyond. Development reached several blocks north of Division Avenue toward Old Tacoma and crept up the hills south of the tide flats. Almost all the land in the Hilltop had been platted and put on the market.

Increasingly, Tacoma could point to symbols of urban sophistication to fight an image as a crude frontier community: Wright Park had been laid out and elegantly landscaped and the new brick municipal building stood at the north end of the city center. A grand Richardsonian Romanesque County Court House stood at South 11th Street and Tacoma Avenue, its tower a prominent landmark at the edge of the Hilltop, and two streets—including Tacoma Avenue—had been "macadamized."

This first era of the Hilltop's development ended as the nation-wide depression of 1893-1897 slowed development. The crash particularly devastated the northwest's wildly speculative real estate markets. The once wealthy turned back to the land to earn a living; real estate moguls became the janitors in their own buildings. Thousands of discouraged fortune seekers pulled up their shallow roots and left Tacoma.

Between 1893 and 1900, Tacoma's population fell from 52,000 to 37,000 people, as residents returned to the east, moved south to California, or headed north to seek their fortunes in the Yukon gold fields.

The completion of the Great Northern Railroad's transcontinental rail line to Seattle in 1893 compounded Tacoma's economic woes by diminishing the city's importance as Puget Sound's primary shipping and rail hub. Tacoma's fragile rail link to the eastern states was shaken as bitter labor disputes and the bankruptcy proceedings disrupted Northern Pacific Railroad service and raised questions about the future of the line. In Tacoma, the effects of the Panic of 1893 would linger until

nearly the turn of the century, when national economic upturn aided by the Spanish-American War and the discovery of gold in the Yukon helped restart Tacoma's economic engines.

Branching Out: 1900-1930

In the early 1900s, the national economy had improved, and Tacoma's population began to rise again. Between 1900 and 1910, Tacoma's population jumped from 37,000 to 83,000 people. By 1920, the city had 97,000 residents and 125,000 residents by 1925.

Local economic developments such as a major expansion of the St. Paul and Tacoma Lumber Company operations in 1901 provided new job opportunities. Also, events outside the northwest region such as the 1906 San Francisco earthquake and fire created a demand for Tacoma's cut lumber, as did the rise of war-related industries during World War I.

Across the Hilltop, new homes, apartments, churches, community institutions, and businesses sprang up to house, support, and serve the new arrivals. Street cars enabled new construction to spread even farther from Tacoma's primary business centers. While the Hilltop community became even more international and multi-ethnic, it maintained a tradition as a place where residents of all backgrounds mixed together.

After the turn of the century, the city's original cable car running up 11th and down 13th Streets from A to South K Streets was joined by an extensive network of trolley lines crossing the city and affording far flung residential neighborhoods greater accessibility to the downtown.

In the Hilltop, a line ran along South K Street to South 23rd Street, where it turned west and ran to Hosmer Street. Tacoma Avenue and Sprague Avenue carried north/south lines, and Sixth Avenue, South 9th Street, and South 15th Streets carried lines westward from the Hilltop.

The Sprague Avenue line, run by the Pacific Traction Co., continued on to Steilacoom and Gravelly Lake. In 1902, the city's four main street car lines were purchased by a Boston-based corporation and unified as the Tacoma Railway and Power Company of New Jersey. The new owner was able to make badly needed improvements in the lines' infrastructure and organization, improving the quality of service. The street cars continued to have a significant impact on the patterns of community development. The expanded street car network made properties farther from the commercial

and industrial core of Tacoma more appealing to homeowners. Real estate ads, recognizing street car access as a key selling point, frequently specified the number of blocks from a property to a street car line.

The Hilltop's frenzied land market had slowed after 1891; no new additions were placed on the market until 1903. However, in that year and in subsequent years, developers responded to the new century of expansion by platting several new additions in the Hilltop and resolving old land disputes.

In 1903, the Commonwealth Addition was put on the market. Over 500 lots in the Smith and Fife addition, bounded on the east and west by South J Street and South Grant Avenue, and on the north and south by South 19th Street and South 27th Street, were put back on the market in 1904 following the resolution of a 10 year dispute over the property.

Similarly, streets following the city's grid were carved through the Alliance Addition, which was divided by court order and placed on the market in 1906. In 1907, initial platting of the Hilltop was completed as Baker's Second Addition—the final large tract of undeveloped private land—went on the market. Overall, the Hilltop, like Tacoma, began to take on a more settled appearance. Public sewers replaced backyard privies, gas and/or electric lights illuminated both homes and streets, and paved streets and sidewalks supplanted the often muddy dirt roads and plank walkways of the first expansion.

The newly-available lots, along with the undeveloped lots in areas platted before 1900, continued to fill with homes. While a few builders developed multi-home speculative projects, overall, an eclectic mix of home types and styles reflecting the design choices of individual builders and owners continued to characterize the community.

Although Hilltop residents came from many diverse backgrounds, their housing reflected a range of contemporary styles popularized by pattern books of the time. Hilltop's building stock did not use construction techniques or design elements associated with various ethnic or regional styles.

As bungalow and craftsman styles became popular, the details associated with the styles were incorporated into the Hilltop's vernacular wooden structures. For larger homes, the shingle style and American foursquare provided inspiration. Houses, most with front porches,

continued to orient to the street and typically responded to established setbacks.

Alleys provided service access to rear yards. Sheds in the rear yards were often converted for garages to accommodate the arrival of the automobile allowing porches rather than garages to continue to dominate the streetscape.

While new homes did infill on some lots between older homes, the leap-frog development pattern continued, leaving empty lots between houses which provided open space for vegetable gardens, fruit orchards, and children's games.

After 1900, apartments became an increasingly popular housing alternative for those who did not own or rent homes. The northeastern area of the Hilltop saw the construction of the greatest proportion of the community's apartment buildings. This area, well-served by trolleys and close to the expansive open space of Wright Park, created a transition between the single family neighborhoods and the downtown core.

Many of the new apartments were two-story wooden structures containing six to eight units. Architectural features—including the hipped roofs, wooden siding, windows, and porches—resembled those of the surrounding homes, only applied to larger buildings.

Developers also constructed larger three to four story brick (occasionally wooden) apartment buildings. With flat roofs and decorative wood or pressed metal cornices, these buildings drew design elements from commercial buildings and apartments found in urban neighborhoods throughout the country. These smaller wooden and brick buildings characterized apartment development in the 1910s; the 1920s saw a trend toward larger apartment structures. Stretching from lot line to lot line, leaving no setbacks from the street, these large brick and concrete structures increased the residential density and created a more urban streetscape than that associated with the smaller multi-family structures.

After 1910, the influence of the automobile became increasingly felt in the community. Auto-related businesses, such as gas stations, garages, and the dealerships emerged in the Hilltop.

In 1914, "jitneys" became an alternative form of public transportation. These private mini-buses, offering nickel rides, challenged the street car as a mode of travel. Because the jitneys were not confined to tracks and traveled at what

pedestrians considered a dangerous speed, many considered them a menace. Although city commissioners attempted to limit the speed and control stop locations, they were not successful, and the jitneys continued to carom wildly about, with passengers crammed in the streets and hanging from the running boards.

Some individuals even expressed concern that the competition from jitney service would hinder street car expansion—and the development of outlying areas. Little did they imagine that the private auto would impel, not impede, suburban expansion.

During the second phase of the community's growth, people arrived in the Hilltop from countries including Turkey, England, Norway, Ireland, Wales, Italy, Denmark, Russia, Bohemia, Sweden, and Germany, as well as from almost every other state.

In response to the needs of these new residents, the Home Missionary Board of the Methodist Church founded the Tacoma Community House, a Hilltop-based settlement house in 1907. Programs at the house expanded throughout the 1910s. Activities included kindergarten, Camp Fire Girls, the Younger Brothers' Club, the Junior and Senior Boy's Club, the Mother's Club, the Mothers' English class, the men's English Class, a junior choir, recreational athletic clubs, and an active home visitation program.

In the 1910s, the Community House served a diverse group of neighborhood residents, described as "Italians, Jews, Syrian, Hungarian, Poles, Austrians, Germans, French, Welsh, Irish, Scandinavians, and Negroes."

After the turn of the century new waves of immigrants from Italy and Eastern Europe arrived in the Hilltop. As these peoples settled, churches which reflected the religious and cultural traditions of the newcomers soon appeared, and therefore serve as an important indicator of community development patterns.

Also, existing populations announced prosperity with the construction of new churches. In 1924, St. Rita's Roman Catholic Church was built just west of Ferry Park in an area with a concentration of Italian residents. In 1925, the Greek community constructed St. Nicholas Greek Orthodox church, a substantial brick building just below the crest of the hill on Yakima Avenue at 1529 South Street. One block north in the 1400 block of South Yakima Avenue, the Allen AME Church's new brick structure rose in 1929.

While the neighborhood's various cultural groups tended to concentrate themselves in certain parts of the neighborhood, often near a church which was a spiritual and social center in the community, these areas were loosely defined.

A sizable number of Russian or "Volga" Germans arrived in the Hilltop following increased efforts by the Russian State to revoke privileges originally granted to these German settlers in Russia, the Russian Revolution and the outbreak of World War I. Many Volga Germans settled in the southwestern area of the Hilltop. The vicinity of South 23rd and MLK Way became known as "Little Russia," because of the presence of stores operated by and catering to these newcomers.

These residents also established three small churches within the area between Cushman Street and Sprague Avenue and South 21st and South 23rd Streets. These churches were the Evangelical Lutheran (Peace) Church, at 2102 South Cushman Street, the Evangelical Emmanuel Church at 23rd and Cushman, and the Congregational Church at 23rd and Cushman.

The Italian-American community, while interspersed throughout the Hilltop, was concentrated in the area between South 14th Street, South 19th Street, South K Street, and Sprague Avenue. However, census takers in 1910 and 1920 found a mix of Italian, Swedish, and Norwegian households in the "Italian" area around Ferry Park.

A directory of African-Americans in Tacoma and Pierce County, published in 1929, provides information about families living at addresses throughout the Hilltop. Residents listed in the directory with Hilltop addresses lived, for the most part, east of Ainsworth Avenue and at addresses dispersed throughout the Hilltop between Sixth Avenue and South 23rd Street.

Fraternal organizations played an important role in community life, providing social opportunities and performing charitable work. Two fraternal organizations built prominent social halls on MLK Jr Way. In 1906, the Swedish Order of Valhalla built Valhalla Hall, K Street's (MLK Jr Way's) largest structure at the time. The hall housed offices and a large meeting hall, with commercial businesses on the first floor.

Fifteen years later, the Sons of Norway constructed Normanna Hall a few blocks further south on MLK Way. Their large brick hall also featured commercial businesses along K Street

coupled with meeting spaces and large halls above the street.

Another community fraternal organization, the Improved Benevolent Protective Order of Elks, an African-American fraternal organization, purchased and renovated a hall at 1529 Tacoma Avenue. Other fraternal organizations met in church facilities. For example, the Hibernians—an organization of people of Irish descent, met in St Leo's parish hall on Yakima Avenue.

Private homes were also an important focus of civic and social activity, particularly for women's organizations. Women's clubs, which were important forums in the early twentieth century for addressing issues ranging from social reform to fine arts, often met at private homes.

For example, in 1908, Dr. Nettie Asberry, an influential African-American Hilltop resident, organized the Clover Leaf Art Club, which had as its goals promoting of friendship among its members, developing an interest in needlework and handicraft; providing assistance to the less fortunate, and bringing about the formation of a state Federation of Colored Women's Clubs. The club initially met in the member's homes.

Eventually, Dr. Asberry saw her vision realized and a Tacoma chapter of the Federation of Colored Women's Clubs was formed. In 1956, the chapter opened a clubhouse in the 2500 block of Yakima Avenue which still stands today.

Whatever the racial, ethnic, or religious background of their families, the Hilltop's many children came together in the neighborhood's public schools. In the 1910s, the community was "the most thickly populated school district in the city,"

Faced with deteriorated wooden school buildings of Irving, Lincoln, and Bryant Schools, and an ever increasing student population, the school district made substantial investments in three new public schools in the Hilltop. The ultra-modern Central School in the 800 block of Tacoma Avenue South [1913] incorporated a separate educational facility for tubercular students, as well as classroom spaces specially designed for vocational training.

Stanley School at South 19th Street and South Wilkinson Avenue, and McCarver Intermediate at South 21st Street and Yakima Avenue South [1925] were also built in this era.

Additionally, St. Leo's Roman Catholic High School opened for grammar and high-school aged boys in 1913.

All these schools, public and private, were large brick structures, indicated the community's commitment to education.

The region's resource-based economy continued to experience ups and downs, although none was as severe as the crisis of the 1890s. During World War I the shipyard contributed greatly to the city's workforce as it grew to employ 14,500 people. The expansion of Camp Lewis brought even more people to the area.

At the end of World War I, however, the shipyards, sawmills, and coal mines in the area scaled back production, and as a result, many jobs were lost. The development of the California oil fields diminished the importance of the local coal fields, and therefore the importance of Tacoma as a coal-shipping port.

In spite of these fluctuations, growth continued in most resource-based industries. Inexpensive power rates had attracted numerous manufacturing concerns, many processing timber. Mills—employing over 10,000 people—lined the western shore of Commencement Bay, and rail lines criss-crossed the tide flats. By 1925, Tacoma manufactured more forest products than any other city in America. Tacoma's port grew in importance, trading with countries throughout the Pacific Rim, as well as Europe and the east of the United States via the Panama Canal.

In the Hilltop, these developments were reflected in the employment opportunities for the community's residents. Industrial growth saw more men employed as riveters in the shipyard or laborers at the saw mills. The expansion of the city led to jobs for many Hilltop men in the building trades, on city street building crews, or as conductors for the street railways.

Population growth increased opportunities for owners of neighborhood service businesses, such as barber shops. Many of the neighborhood's single women (who typically lived with their parents) and many married women without small children worked outside the home, contributing their wages to support the family. Although the traditionally male industrial and building trade jobs were not open to women, women from the Hilltop did find employment as clerks, sales ladies, book keepers, domestics, dressmakers, and

proprietors of shops selling groceries or dry goods.

Through the 1920s, home ownership continued to be an attainable goal for working class people in Tacoma. In 1926, 60% of the "laboring class" were homeowners. The Hilltop, with a mix both rental and owner-occupied single family homes, reflected that trend.

By 1930, the neighborhood had taken on its basic form: a mix of housing options, and a fairly uninterrupted grid of streets subdivided by transportation corridors such as MLK Way, Sixth Avenue, South 19th Street, and South 23rd Street which attracted the bulk of the commercial development.

Filling In: 1930-1950

The Great Depression of the 1930s slowed Tacoma's economic expansion. During the 1930s, the Hilltop saw little development activity other than government-funded projects. The slowdown endured until World War II, when war-related production once again brought new jobs and new workers to the city. In the 1940s, World War II expanded the numbers of personnel stationed at Fort Lewis and reinvigorated Tacoma's shipbuilding and lumber industries.

Consequently, Tacoma's population began to grow again. In response to the upswing in population, new housing and commercial properties were added in the Hilltop. Development had already reached all corners of the Hilltop; new construction during this phase of the Hilltop's evolution both replaced existing buildings and filled in vacant lots. During this phase of the community's development, automobiles rather than the street car began to have the strongest influence on the patterns of community development.

During the 1930s, the most significant construction in the community was government funded. In 1935, after successful lobbying by the K Street Business Men's Association, the city constructed Fire Station 4 on South 12th Street at Cushman Street. Fire Station 4, one of two stations built in the city as work relief projects, was designed not only to house fire service for the Hilltop, but also to be used as a training resource for firefighters from throughout the city.

In the early 1930s, the city also developed a pump station at the base of the existing water tower on South J Street to augment the water system. These structures, in addition to being two of the few public buildings constructed

during the 1930s in the Hilltop, are also two of the neighborhood's few examples of Art Deco architecture.

Workers streamed into Tacoma to take jobs in the boom of war-related industries after the start of World War II. As a result, the housing vacancy rate in the city dropped to less than 2%. In the Hilltop this intense demand did not appear to generate a significant volume of new construction. Instead, existing structures were divided to house additional people.

At the close of the war, the community saw increased construction of single-family dwellings, many on the periphery of the neighborhoods. While the single-family homes remained the most common building type, these post-war homes introduced new architectural motifs—particularly those associated with the rambler style.

Typically one story, with a low-pitched roof, these homes featured small front stoops instead of porches, and gave increased prominence to the recently-introduced front garage. The expressive wooden details seen on earlier homes in the community were no longer incorporated. Reflecting the growing popularity of the automobile, garages accessed from the street, rather than the alley, became increasingly common. Many earlier buildings were upgraded with concrete foundations to accommodate basement garages accessed from the street.

While some church construction took place in this era, the pace of construction was much slower than in the prior era of community development. Faith Temple, erected in 1942, was one of the few buildings to join the community's extensive stock of church structures between 1930 and 1950.

Rather than new church construction, this era saw some congregations shifting to more suburban locations and others relocating to buildings originally constructed for other congregations. Some congregations, while remaining in their original location, changed their names from ones clearly associated with a particular ethnic group to names which placed more significance on religious themes.

For example, the German Baptist Church at 2001 South J Street became Calvary Baptist, and the First Norwegian Evangelical Lutheran Church became the Messiah Lutheran Church. Through all these changes, religion continued to play a significant role in community life—the Hilltop contained over 30 community churches in 1950.

Many Hilltop businesses weathered the economic pressures of the depression and the upheaval of World War II. While the smaller businesses experienced turnover in owners, overall the commercial area experienced continued growth, even after busses replaced the cable car line in 1938.

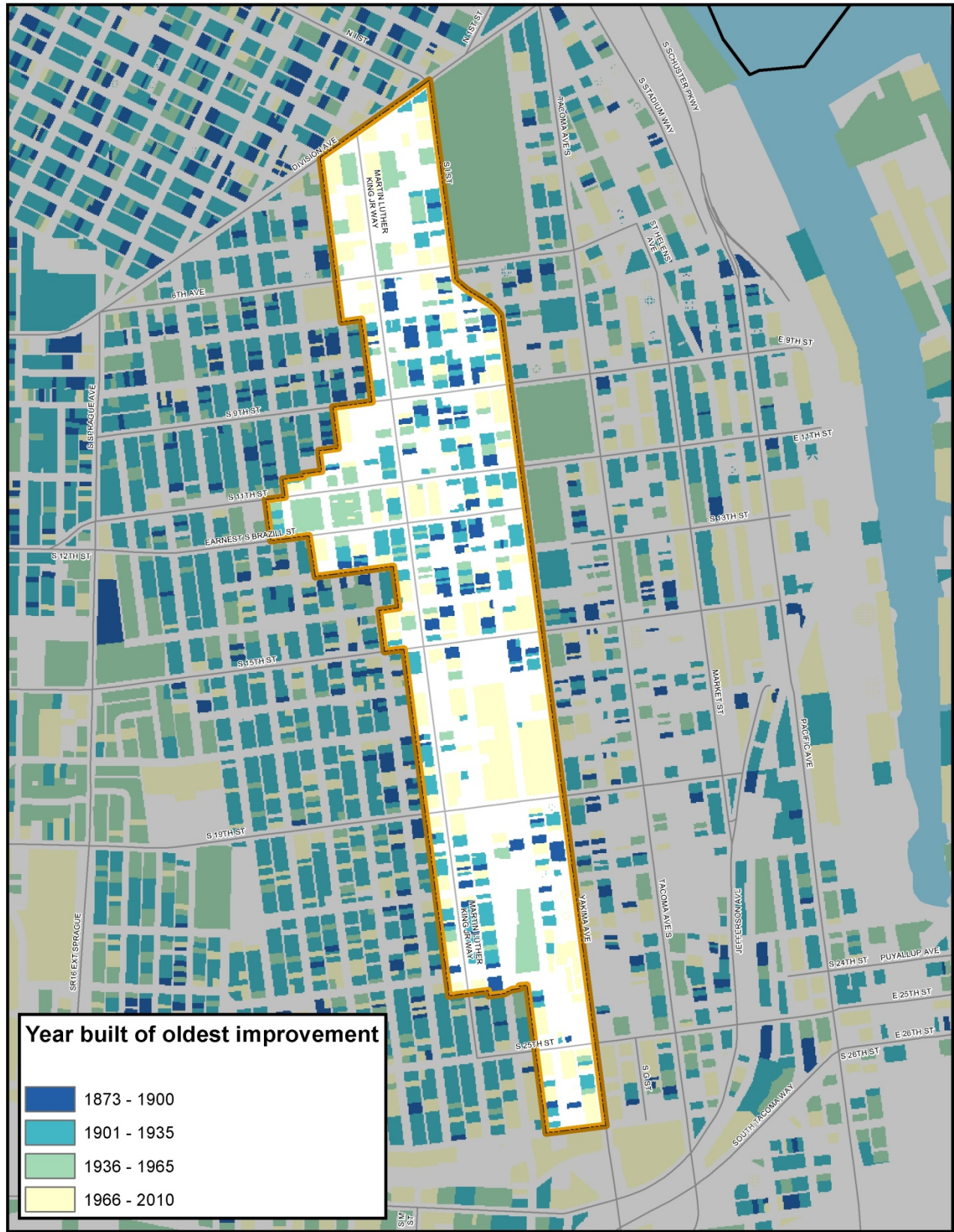
The "K Street" commercial center offered Hilltop residents an increasing array of entertainment, services, and goods. New businesses appeared following the war, including Hi-Gloss Photography, the Play-Mor bowling lanes, several taverns, and appliance stores.

A sign of the area's growing identity as a commercial center, businesses on K Street increasingly used their location, rather than the owner's name to identify themselves. In 1950, the 1100 block of South K Street had the K Street Deli, the K Street Club Beer Hall, the K Street Barber Shop, and the K Street Theater. In 1940, the Puyallup-based Totem Foods chain constructed a new building at the corner of S. 11th Street and South K Street. The development of this large grocery store in the neighborhood reflected a consumer trend away from small neighborhood stores specializing in produce, meat, or baked goods, or farmers' markets to shopping at larger corporate owned "supermarkets." A week's worth of groceries could now go in the trunk of the car, eliminating the need to shop daily for quantities of food which could be carried home.

Reflecting the trend toward automobile-oriented, single use commercial developments, several businesses established operations on South K Street in the 1940s on the edges of the commercial district.

The Olympic Dairy bottling and distribution facility occupied a full half block at the corner of 9th and South K Street. The dairy selected the site because it offered good access for its delivery drivers to all parts of town. A large rotating milk bottle mounted on the top of the building provided a well-recognized local landmark.

In 1949, long-time Hilltop business Johnson's Candy Company built a new store on South K



Street (where it has been in operation ever since).

These commercial businesses all located in single story buildings, in contrast to the earlier two-story buildings developed in the "K Street" commercial corridor. The one-story buildings reflected a trend away from pedestrian-oriented mixed-use commercial buildings with a first floor business and a shop keeper as resident above toward bigger commercial centers with a regional focus and corporate operation oriented toward shoppers in automobiles.

While World War II brought increased opportunities to some Hilltop residents, others experienced extreme upheaval. The Japanese-American community, focused in the area around the Japanese language school at 1715 Tacoma Avenue South, was well-represented in the Hilltop's business community before World War II. In 1941, Japanese-Americans owned seven grocery stores in the eastern part of the Hilltop. After the bombing of Pearl Harbor, however, the federal government evicted and interned these Tacomans, shattering their community and withdrawing their significant contributions to the Hilltop neighborhood. With the war's end, few returned to re-establish businesses in the community.

When the war ended, new residents continued to settle in the Hilltop. Many who had migrated to the region to work in the war industries, or who had been at Fort Lewis, McChord, or Camp Murray during the war, decided to stay in the region. These new residents included many African-Americans who had come west from the mid-west and southern states to participate in the war effort and escape discrimination and poverty.

While, the expanding suburbs, populated with car commuters, competed with existing city neighborhoods for residents, community organizations held fast in the Hilltop. In 1950, a wide variety of community organizations based on shared ethnic history, political interests, or labor activism shared Normanna Hall. Not only the Sons and Daughters of Norway, but also the Sons and Sisters of Herman, the Sons and Daughters of Italy, the Knights of Columbus, the Gasoline Dealers Association, the International Brotherhood of Pulp and Paper Workers, the Tacoma Civil Service League, and the Pierce County Democratic League met at the hall.

At 1529 Tacoma Avenue, the Elks' Lodge continued to house African-American social and benevolent organizations including Elks, the Free and Accepted Masons, and the Order of the

Eastern Star. Valhalla Lodge, at 1216 K Street, remained the hall for the Swedish Order of Valhalla.

The experience of the Hilltop in the years following the war generally reflected continuity with the patterns established since the neighborhood's initial development. The Hilltop offered a wide range of housing options to the people whose work built Tacoma's many industries.

The community also featured a vibrant ethnic mix and a wealth of social and religious organizations, including churches, social, and civic clubs. These institutions, along with the neighborhood commercial districts and the "K Street" corridor, enabled the Hilltop to function as an independent community—but one with close ties to the larger city.

Historic residential properties

The historic residential properties of the Hilltop include two basic types: single family dwellings, and multi-family dwellings, which include semi-attached houses and apartment buildings.

Single dwellings - people in the Hilltop developed a wide range of housing types as a result of the 25 foot x 130 foot basic lot width. Consequently one finds a tremendous diversity in the sizes and style of the single-family houses on the Hilltop.

Even on the same block houses might range from tiny workman's cottages to larger homes situated on two or more lots. Houses were built close to the lot lines and to neighboring homes, or spaced with gardens and orchards on the adjoining lots.

Architecturally, homes range from common vernacular incorporating stylistic elements popular at the time to larger architect-designed homes. Over time, builders used motifs from numerous popular architectural styles, including late-Victorian, bungalow, Queen Anne, Craftsman, stick, and American foursquare styles.

Because development on the Hilltop tended to leapfrog rather than progress uniformly, one often finds homes from different phases of the neighborhood's development sharing the same block. While the Hilltop was developed and settled by people from a wide variety of backgrounds, the residential architecture of the Hilltop reflects adaptation to the local trends and construction techniques more than it

expresses the heritages of the initial builders and residents.

Architectural styles—or even details which might associate with various ethnic groups—are not readily discerned in the buildings. Most homes featured wood-frame construction with wood siding, shingles, and ornament. Stone foundations are found on some of the earlier homes. Many homes' foundations are either cast stone or a concrete or concrete block replacement for an earlier foundation. Brick was rarely used in the Hilltop for residential construction before the 1950s.

Most of the residential development in the Hilltop consisted of individual houses rather than large multiple-home "tract" construction projects. However, at several locations in the neighborhood one can identify a series of houses of built by the same developer. Such developments include the 1900 block of South G Street, the 700 Block of South J Street, or the 2500 block of South Ash Street.

Multiple dwellings - a few multi-unit wood frame apartment dwellings—known historically as tenements—were built in the first phase of the Hilltop's development. One substantially altered property of this type remains at 1301 South G Street.

Double (semi-attached) houses were another housing option. An example of a 1880s double house in the Hilltop stands at 1320 South I Street. Two groups of six row houses, built at the same time, now substantially altered, frame the 1300 block of South 7th and South 8th Streets. Built around 1890, these homes are the only identified row houses constructed in the Hilltop.

After the turn of the century, apartment living became a more widely accepted form of housing, and a significant number of multi-unit properties appeared in the Hilltop. These buildings were primarily located in the northeastern part of the Hilltop, close to downtown Tacoma, and along the Sixth Avenue street car route. These buildings created a transition from the commercial downtown to the quieter single family residential districts developing to the west and south.

Many of these apartments were two-story wood frame structures, which took their design motifs from single family homes. Extant examples of this type of structure include 1305 and 1317 Sixth Avenue, and 1402 South 8th Street.

Other apartment buildings were three and four story brick boxes, taking designs from more urban commercial properties. The McIlvane Apartments at 920 South 9th Street, and the McDonnell Apartments at 621 South Yakima Avenue represent this property type.

While the majority of apartments constructed in the Hilltop after 1900 were smaller infill projects, toward the late 1920s large brick and concrete apartment blocks appeared. These brick buildings were typically four story walk-up blocks with rather simple architectural ornament; advertisements emphasized modern amenities such as built-in radios. The buildings tend to have little or no street setback.

Apartments of this later type include the Charlesbee Apartments [1928] at 801 South G Street, the Bolivar Apartments [c.1930] at 821 South Yakima Avenue and the Granada Apartments [1926] at 1224 South Yakima Avenue.

Residential properties in the Hilltop are significant for their association with the development of the Hilltop as a community housing the workforce that sustained Tacoma's economic and commercial development and prominence.

The residential buildings document the wide variety of housing options available to Tacomans, and the architectural styles and elements residents and builders selected over time. The structures, both individually and when considered in relation to each other, document the patterns of neighborhood formation.

Even individual residential structures which have experienced a loss of historic fabric still make significant contributions to the streetscape and to an understanding of the neighborhood's formation.

Historic commercial properties

The historic commercial properties of the Hilltop community fall into two general categories: thoroughfare commercial and neighborhood commercial.

Neighborhood commercial - prior to widespread ownership of refrigerators and automobiles, people bought fresh groceries frequently from local vendors. Small neighborhood groceries, often with an apartment for the grocer's family on the second floor, dotted the Hilltop.

These wooden structures were typically located on a corner. The structures at 901 South I Street (1889) and 1602 South G Street (circa 1895) exemplify this type of structure.

Small commercial nodes consisting of groups of shops also developed, usually in relation to a transit line. For example, several commercial structures stood at the intersection of South 23rd Street and MLK Way where the trolley turned the corner. Additional commercial nodes were developed at South 23rd Street and Hosmer and in the 700 block of Sixth Avenue. Occasionally, these commercial properties drew on features such as crenelated cornices which refer to larger commercial buildings in the city.

Thoroughfare commercial- commercial properties with a community-wide clientele developed along the Hilltop's more heavily trafficked streets. Most of these structures are located on MLK Jr Way near 11th Streets, which was historically an important transportation hub. Major Hilltop trolley and street-car routes joined at the intersection of King Way and South 11th.

Early commercial buildings at this crossroads were typically two-story brick buildings built flush with the sidewalk. Many had office or residential space over ground floor retail space.

Later structures, such as the Totem Food Company's grocery, were only one story, with a large facade to give an impression of height.

The Hilltop's few manufacturing/processing concerns also can be considered thoroughfare commercial structures. Production include the Mattei Bakery [1912], and the Olympic Dairy [1940] (both now substantially altered), as well as the Johnson's Candy Company [1949].

These facilities, all located on streets with excellent access, relied on the Hilltop's central location in Tacoma to facilitate regional distribution of their products. Other thoroughfare commercial structures can be found along through streets such as Sixth Avenue.

Significance - commercial properties in the Hilltop are significant for their association with the development of the Hilltop neighborhood between 1875 and 1950. The commercial properties document both the change and continuity of business patterns in the neighborhood over time.

These commercial buildings contribute to an understanding of the formation of the Hilltop

and the social and historical factors which explain the structure and texture of the community. Extant commercial structures reflect both neighborhood self-sufficiency and the commercial role of the Hilltop within Tacoma.

Historic civic and social properties

Properties associated with the historic civic and social institutions of the Hilltop fall into three broad categories: government and public services, education, and social and civic organizations. Overall, resources of this type represent a range of architectural styles and forms, reflective of their tremendously varied uses.

Public services and infrastructures - historically, a number of institutional buildings, sites, and structures in the Hilltop have supported provision of vital public services to the community.

Extant examples of this property sub-type include the Washington National Guard Armory [1908], the Carnegie Library [1903], Fire Station No. 4 [1935], Ferry Park [1888], and the Water Tower and Pump Station [1895/1930].

Educational buildings - three historic schools-Central School [1913], McCarver School [1925], and St. Leo's Roman Catholic High School [1913]—remain to document the history of public and private school development in the Hilltop.

Social and civic organizations - social and civic organizations, often organized around a shared ethnic or racial heritage, played a significant part in the community life of the Hilltop. Some groups had the resources to build facilities to provide meeting spaces and offices to support their social and activist work.

The Sons of Norway's Normanna Hall [1923], the Swedish Order of Valhalla's Valhalla Hall [1906], and the Federation of Colored Women's Clubs Clubhouse [1956] represent this property sub-type.

Significance - civic and social institutional properties are significant for their association with the development of the Hilltop between 1875 and 1950. Properties of this type document the delivery of municipal services in the Hilltop neighborhood, and the important historic role of the Hilltop community as a civic, educational, and social center within the City of Tacoma.

These buildings, structures, and open spaces contribute to an understanding of the formation of the Hilltop and the social and historical factors which explain the structure and texture of the community.

Historic religious properties

The historic religious properties of the Hilltop include examples of both neighborhood-scale and larger community based churches. Many of the community's religious properties—no matter their size—were prominently located on corner lots.

Most of the Hilltop's earlier churches were wood frame structures with a front corner or center steeple. While clearly identified by their scale and form as churches, these properties are often not distinguished by their materials from surrounding residential properties, and typically respect adjacent building setbacks.

The German Lutheran Church [1885] at 1307 South I Street and Shiloh Baptist Church at 1221 South I Street are examples of pre-1900 wooden churches. The early 1900s saw a wave of church construction, including the Norwegian Free Lutheran Church [1902], and the Zion Evangelical German Lutheran Church [1908].

The second phase of Hilltop development also included construction of several larger brick churches, including the Swedish Mission Tabernacle at 901 South 10th [1909], Trinity United Presbyterian [1922], the Pentecostal Tabernacle [1929] and the St. Nicholas Greek Orthodox Church [1925].

The massing and materials used in these structures set them apart from the surrounding residential structures. The smaller-scale wood frame neighborhood church nevertheless persisted as a style into the late 1920s with the construction of buildings such as St. Rita's Roman Catholic Church [1924], and the Evangelical Lutheran Church [1920].

Significance - the Hilltop's religious buildings are significant for their association with the religious and social traditions of Hilltop's richly diverse population. The religious structures are prominent markers of the presence of ethnic and religious groups within the community organized around shared cultural and religious traditions-groups which organized themselves to build and sustain houses of worship.

These religious properties contribute greatly to an understanding of the formation of the Hilltop and the social and historical factors which

explain the structure of the community. Some churches may have significant associations with several religious organizations or ethnic or racial groups, since church structures may have been occupied by a series of different congregations and denominations over time.

In addition to being places of worship, the Hilltop's religious structures have significance as important neighborhood social centers.

Historic Hilltop districts

Areas in the Hilltop with a concentration of historic structures representing an historic property type or a mix of historic property types may be identified as historic districts.

Because the Hilltop historically found commercial, religious, social and civic institutions distributed throughout the residential district, a district may feature a mix of property types. Also, since areas were continuously developed to meet the community's changing needs, an historic district may include properties associated with one or more of the neighborhood's historic contexts.

Alternatively, a district might emphasize resources associated with the development of a particular addition (subdivision) within the Hilltop and primarily contain properties from the historic context associated with that addition.

Or, a district may primarily emphasize a sub-type of one of the associated property types, such as commercial structures, single dwellings, or multiple dwellings. The existing South J Street National Register district, which recognizes a group of single dwellings, exemplifies a district featuring a specific property sub-type.

In delineating historic districts within the community, the relationships of the buildings with each other and their role in creating a continuous streetscape should be noted.

Since open space created by undeveloped lots has been an historic aspect of the residential areas of the community, open lots within districts should be evaluated for their historic significance in their particularly settings.

Significance - districts within the Hilltop gain significance by documenting the development of the neighborhood to house the many diverse working people who contributed to the growth of the city and its businesses and industries.

Districts can document how land availability, corporate real estate development, land speculation, and immigration patterns, changing housing trends, and transportation developments affected the patterns of neighborhood development.

Any identified historic districts within the Hilltop would emphasize the formation of the community out of the relationship between the individual structures which together create the overall effect of neighborhood.

Registration requirements - to be considered for nomination to the National Register of Historic Places, historic properties and/or districts must generally meet two requirements.

First, the property or district must be significantly associated with the formation of the Hilltop neighborhood between 1875 and 1950, or be associated with a person or group of people significant in the community's history, or it must be representative of one or more significant architectural forms, styles, or periods found in the Hilltop.

Secondly, the property or district must retain integrity. "Integrity" for individual properties generally implies retention of the significant elements of the siting, original form or structure, significant facades and materials, and the basic character of significant interior spaces. "Integrity" for historic districts implies that the district conveys a sense of historic and architectural cohesiveness, particularly with regard to the streetscape created by the scale, siting, and setbacks of individual structures.

A property which is significant primarily for its association qualities, rather than its architectural features, may be considered for registration if the dominant and characteristic features of the property are extant, even if some loss of historic fabric has occurred.

Many of the Hilltop churches, commercial buildings, and residential properties have been altered to accommodate the changing needs of the religious organizations they house; these changes should be considered in any evaluation process.

4.13.2: Impacts

Both alternatives

Both alternatives will allow development and redevelopment in the MLK subarea for urban

uses and activities to various intensities. An increase in urban development and thereby the overall population will create more activity and a demand to retrofit or redevelop existing historical areas and properties.

Additional use could exceed the capability of some of these sites if these lands and buildings are not properly protected. Potential reuse or redevelopment of some of these areas could alter their historic and aesthetic character, possibly destroying community value if not properly protected. Potential redevelopment could also obscure aesthetic resources and potential visual imagery if not planned and designed.

Typical project impacts that could disrupt or adversely affect archaeological or historical resources may include:

- demolition, removal, or substantial alteration without consideration of historic and archaeological sites and/or features;
- incompatible massing, size, scale or architectural style of new development on adjacent properties;
- obstruction or extensive shading of significant views to and from a resource by new development;
- incompatible use of an existing building or structure;
- disruption of integrity of setting; and
- long-term loss of access to the property.

The level of significance for an impact is dependent on the existing integrity and nature of contributing elements to a property's historic or cultural significance and the sensitivity of the current or historic use of the resource.

Under both alternatives, the prevailing Tacoma Comprehensive Plan, Zoning Map, and Tacoma Development Regulations would remain in effect and all MLK area planning and implementation policies would continue to be coordinated with these documents.

Such developments could demolish and remove all existing structures within the high density residential zoned areas including many older and possibly some historic buildings with architectural characteristics common of early Hilltop (MLK) settlement periods.

4.13.3: Mitigation measures

Both alternatives

The State Environmental Policy Act (SEPA)

requires all major actions sponsored, funded, permitted, or approved by state and/or local agencies undergo environmental review to ensure environmental considerations such as impacts on cultural resources are given due weight in decision-making.

WAC 197-11 and WAC 468-12 require significant properties, specifically those listed or eligible for listing in the National Register of Historic Places (NRHP) and the Washington Heritage Register, be given consideration when state undertakings affect historic and cultural values.

Under SEPA, the Washington State Department of Archaeology and Historic Preservation (DAHP) is the specified agency with the technical expertise to consider the effects of a proposed action on cultural resources and to provide formal recommendations to local governments and other state agencies for appropriate treatments or actions. DAHP does not, however, regulate the treatment of properties that are found to be significant although a local governing authority may choose to uphold the DAHP recommendation and may require mitigation of adverse effects to significant properties.

The degree to which an alternative adversely affects districts, sites, buildings, structures, and objects listed or eligible for listing in the NRHP is the primary criterion for determining significant impacts under SEPA. Secondary criteria include whether an alternative has the potential to affect districts, sites, buildings, structures, and objects listed in or eligible for listing in the Washington Heritage Register or the Tacoma Register of Historic Landmarks.

Tacoma Comprehensive Plan Element 11: Historic Preservation Plan

Historic preservation is an integral part of planning for Tacoma’s future. The overall goals, policies and actions are described in Tacoma’s Historic Preservation Plan in element 11 of the Comprehensive Plan. Following is a summary of actions that correspond to MLK subarea context and potentials.

Goal: A Livable Community with a Strong Sense of History - the history of the Tacoma area and its residents serves as the foundation of the City’s identity into the 21st century. Innovative Historic Preservation and Cultural Resource Management policies and procedures should build upon this identity by protecting cultural resources, contributing to the long range planning process, providing economic development opportunities, promoting heritage

tourism, encouraging citizen involvement in the city’s history, and, overall, fostering civic pride.

- Action HP-1A**
Preserve and protect identified archaeological resources.
- Action HP-3A**
Provide tools to encourage cooperation between advocates for historic preservation and sustainability.
- Action HP-3B**
Provide information about the environmental benefits of preservation of existing buildings as part of the citywide sustainability program.
- Action HP-4A**
Update preservation design guidelines with solutions for the compatible application of sustainable technologies to historic buildings.
- Action HP-5A**
Tailor energy efficiency standards to fit historic resources.
- Action HP-8A**
Explore alternative tools for heritage conservation that maintain neighborhood character.
- Action HP-12A**
Implement a program for public action when a highly valued historic property is threatened.

Goal: A Sustainable Community Supported by Preservation Efforts - Tacoma’s preservation program should be at the forefront of the sustainability movement. Preserving and re-using historic buildings is the equivalent of large-scale recycling. It conserves land, maintains the energy invested in original construction and reduces demolition waste. Preserving historic structures has these environmental benefits:

- **Embodied Energy and Building Materials** - a historic structure carries the energy that went into the manufacture and transport of its materials, original construction and ongoing maintenance. This embodied energy typically represents between 15 and 30 times the annual energy consumption of a property. While some building materials may be recycled, the demolition of a historic building represents a loss of embodied energy and produces a significant amount of landfill waste.
- **Building Materials** - historic buildings were often designed for energy efficiency through use of local materials with long life cycles and operable systems for passive heating, cooling, ventilation and lighting.
- **Efficient Transportation** - historic buildings are often part of traditional

development patterns where human-scaled development encourages walking, biking and mass transit use. Efficient transportation, especially the use of mass transit, also support cultural and social sustainability.

Goal: An Economically Vibrant Community Supported by Preservation - in Tacoma, preservation contributes significantly to a vibrant local economy. It supports economic development opportunities, retains local businesses and facilitates tourism development. Historic buildings represent millions of dollars of infrastructure investment made by previous generations.

Funds spent renovating these structures have a greater multiplier effect in the local economy than new construction. A higher percentage of each dollar spent goes to labor in preservation projects which results in more jobs for the community and more dollars re-circulated in the local economy.

Policy HP-6
Encourage active use of historic resources.

Policy HP-7
Leverage the economic development opportunities provided by Tacoma's historic resources.

Goal: Preservation is Integrated with Community Goals and Policies - historic preservation should be integral to city planning programs and balanced with other community development objectives. Preservation goals should be included throughout the city's comprehensive plan elements to ensure that historic preservation efforts are not isolated from other city initiatives.

Policy HP-10
Integrate historic preservation policies into citywide planning efforts.

Policy HP-11
Capitalize on and promote historic resources in community planning efforts. Where historic resources are present, they should help guide redevelopment of established areas, including the city's designated Mixed-Use Centers.

Goal: Historic Resources are Integral Features of the Public Realm - the City should be a leader in preservation by demonstrating best practices in the management of its own historic facilities, including buildings, parks and sites.

Policy HP-12
Promote best practices in the City of Tacoma's stewardship of historic resources.

The city should promote public action and potential acquisition of threatened historic resources as well as maintenance and provision of public access to city-owned resources.

Management Tools Component - a diverse assortment of preservation tools should serve Tacoma's needs. These tools should be based on national standards and best practices, and at the same time should be tailored to Tacoma.

Action HP-21A
Consider expanding a demolition review and consideration period to non-designated properties that may be historically significant.

Action HP-22C
Establish an emergency preservation fund.

Action HP-24A
Expand minimum maintenance code requirements.

Action HP-25A
Clarify and clean up the existing preservation ordinance.

Action HP-26B
Explore context-sensitive zoning.

Action HP-27A
Identify a team leader to coordinate project review.

Action HP-28A
Revise the City's existing conservation district tool.

Action HP-30A
Provide user-friendly preservation design guidelines that apply citywide.

Goal: Resource designation categories help indicated priorities for conservation of resources - different types of designation categories should be used to reflect degrees of significance, alternative approaches for protection and different management objectives. Having a range of program tools allows each one to better fit the intent of their use. It also provides options for program flexibility.

Policy HP-28
Establish clear categories for resource designation. Identify levels of historic designation for individual resources and districts. The expanded set of designation levels should facilitate the strategic management of historic resources. Levels should reflect degrees of significance, the intent of the designation and the desired degree of protection of the resource.

Goal: The desired character of traditional areas of the city are maintained - preservation and conservation efforts should be guided by standards and criteria that are tailored to

Tacoma. These should focus on retaining key features of traditional building while accommodating compatible changes and new investment that respect the established context.

Policy HP-30

Provide design guidelines that promote compatible development. Clear, well-illustrated design guidelines specific to Tacoma’s resources should guide historic rehabilitation, infrastructure maintenance and new construction in historic or conservation districts. Citywide design guidelines should address the general treatment of historic resources while more specific guidelines address the unique character of individual historic districts. All design guidelines should be easily accessible and provide flexibility for property owners with differing financial resources.

Ordinances bundled into the Tacoma Municipal Code establish the basic rules for construction related to historic resources and set forth the process for establishing protections for them. In addition to the International Existing Buildings Code (IEBC), several chapters of the Municipal Code relate to historic preservation. They are:

- Landmarks and Historic Special Review Districts Code (Chapter 13.07)
- Zoning (Chapter 13.06)

Landmarks and Historic Special Review Districts Code - as a part of the municipal code, the Landmarks and Historic Special Review Districts section is the primary mechanism for protecting historic resources.

This ordinance states the purpose of the Tacoma’s goals and responsibilities to promote, preserve, enhance awareness and protect the finite resources that define the community. It establishes criteria for the designation of buildings and districts, as well as policies and review procedures for their treatment.

The code loosely follows the format of Washington State’s model historic preservation code, with the addition of sections adopting historic special review districts and their associated guidelines.

Zoning Code - the basic regulations that shape development throughout Tacoma are part of the city’s zoning code, which is provided in chapter 13.06 of the Tacoma Municipal Code. The zoning code defines permitted uses and densities as well as dimensional limits such as setbacks and building heights. These

regulations apply to both historic and non-historic properties.

The zoning code includes base zone districts and overlay districts. Base zone districts provide the regulations that apply to all properties throughout the city while overlays provide additional context-specific regulations in certain areas. The code includes base zone districts for residential, commercial, industrial and other uses at varying densities and scales.

Special districts such as downtown districts and Mixed-Use Center Districts apply to specific areas. The code also includes overlay districts such as the View-Sensitive Overlay, which enables special height regulations in view-sensitive areas. Additional design overlay districts may be developed to implement neighborhood-specific zoning standards as part of an overall heritage conservation system.

Although Mixed-Use Centers often allow for increased development opportunities, they also provide incentives for historic preservation including waiver of parking requirements for existing buildings and height bonuses for voluntary historic designation, rehabilitation of adjacent historic buildings or preservation of historic facades.

In some cases, the requirements of existing zoning districts may conflict with goals and objectives for historic preservation because they allow for development that is out of character with the historic pattern. For example, if maintaining low scale is a goal, zoning regulations that allow significant height increases could be incompatible. In other cases, zoning regulations may be incompatible with preservation goals because they are too restrictive.

For example, if a goal is to preserve the character of a neighborhood where houses were typically built very close together, zoning regulations that require a significant setback between properties could be incompatible.

Building Code - requirements for fire safety, emergency exiting, seismic mitigation and other construction-related issues are part of the building code. Tacoma uses the International Existing Building Code (IEBC) for projects involving historic structures. City staff can assist applicants with flexible design solutions that promote preservation objectives and meet code requirements.

Goal: The desired character of traditional areas of the city is maintained - preservation and conservation efforts should be guided by standards and criteria that are tailored to Tacoma. These should focus on retaining key features of traditional building while accommodating compatible changes and new investment that respect the established context.

Policy HP-30

Provide design guidelines that promote compatible development. Clear, well-illustrated design guidelines specific to Tacoma's resources should guide historic rehabilitation, infrastructure maintenance and new construction in historic or conservation districts. Citywide design guidelines should address the general treatment of historic resources while more specific guidelines address the unique character of individual historic districts. All design guidelines should be easily accessible and provide flexibility for property owners with differing financial resources.

Action HP-30A

Provide user-friendly preservation design guidelines that apply citywide. Well-illustrated design guidelines should be developed to address historic resources citywide, including rehabilitation of buildings, sites and historic infrastructure (such as brick streets).

Action HP-30B

Provide design guidelines tailored to individual historic and conservation districts. District-specific design guidelines should work in concert with general, citywide guidelines and address features in the public and private realms. Where district design guidelines already exist, an update should be scheduled.

District design guidelines should:

- Clearly illustrate the character of the districts
- Include a description of specific goals for the area

Goal: A coordinated system of incentives and benefits stimulates preservation and conservation in Tacoma.

-Incentives should support appropriate rehabilitation and continued use of historic resources. Incentives should also support owners seeking local designation of eligible historic resources and conservation areas.

Policy HP-31

Offer incentives and benefits to cover a range of conditions.

Policy HP-32

Promote financial incentives that stimulate investment in historic properties.

Property tax incentives and federal income tax credit programs are highly effective and their continued use should be a priority. Other programs complement these incentives and should be featured as well.

Action HP-32A - Promote continuing use of the Washington State Special Valuation program.

Action HP-32B - Promote continuing use of the Federal Income Tax Credit for certified rehabilitation of historic buildings.

Action HP-32C - Continue to seek ways to apply the Current Use Assessment program to cultural and historic resources.

Action HP-32D - Promote use of the City's multifamily tax incentive in projects with historic buildings.

Action HP-32E - Extend the use of grant and loan programs.

Action HP-32F - Consider a potential local sales tax rebate incentive, to apply to materials purchased in the city and used in an appropriate rehabilitation.

Policy HP-33

Enhance regulatory incentives to encourage preservation and conservation. Focus on avoiding unintentional obstacles to preservation in other city regulations, and also provide added flexibility in other regulations as they apply to historic resources and conservation areas.

Action HP-33A - Promote appropriate use of flexibility provided in the building code. Promote the International Existing Buildings Code that facilitates the rehabilitation of older buildings and trains code officials in their constructive use. Case studies should also be published to address specific code issues that frequently arise and to demonstrate successful solutions.

Action HP-33B - Promote the use of Mixed-Use Center and Downtown zoning incentives for preservation projects. Promote zoning incentives such as height bonuses for preservation projects in Mixed-Use Centers and parking waivers for existing buildings Downtown and in Mixed-Use Centers.

Action HP-33C - Extend the range of zoning incentives for historic resources and conservation areas.

Policy HP-34

Expand technical assistance programs to promote preservation and conservation. Technical assistance is especially valuable to homeowners and to small commercial properties, but also may be strongly appreciated by institutional property owners.

Action HP-34A - Explore a design assistance program (small assistance grants; voluntary program).

Action HP-34B - Explore the potential to

apply the Main Street program to neighborhood commercial centers.

Action HP-34C - Assist with tax credit certification.

Action HP-34D - Provide technical “how to” information to property owners.

Goal: The public appreciates Tacoma’s diverse history and its historical resources - promote the understanding of diverse historical perspectives and embrace Tacoma’s rich cultural history.

Policy HP-35

Provide tools to educate the public regarding Tacoma’s history and resources.

Action HP-35A - Prepare educational publications on the City’s history and the benefits of historic preservation.

Goal: Community organizations are strong advocates for historic preservation - community organizations should be the primary advocates for historic preservation in Tacoma. Historic Tacoma, the Tacoma Historical Society, Pierce County Heritage League, and other interest groups are well equipped to play advocacy roles, with the City providing support. Leveraging the capabilities of these organizations supports broad community involvement and facilitates efficient use of City resources in other elements of the preservation program.

Policy HP-39

Support existing partnerships for historic preservation.

Policy HP-40

Foster new partnerships in historic preservation.

Action HP-40E - Work with affordable housing organizations to use historic resources in their work. Collaborate with affordable housing partners, including the Tacoma Housing Authority, to promote the benefits of historic preservation. Most older neighborhoods have a diversity of housing types and costs that are difficult to replicate because of the substantial cost of new construction.

National Register of Historic Places

First authorized by the Historic Sites Act of 1935, the National Register of Historic Places (NRHP) was established by the National Historic Preservation Act of 1966 as “an authoritative guide to be used by federal, state, and local governments; private groups; and citizens to identify the nation’s cultural resources and to indicate what properties should be considered for protection from destruction or impairment.”

The NRHP recognizes properties that are significant at the national, state, and local levels. According to NRHP guidelines, the quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- that are associated with events that have made a significant contribution to the broad patterns of national history; or
- that are associated with the lives of persons significant in the nation’s past; or
- that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- that have yielded, or may be likely to yield, information important in prehistory or history.

Ordinarily, birthplaces, cemeteries, or graves of historical figures; properties owned by religious institutions or used for religious purposes; structures that have been moved from their original locations; reconstructed historic buildings; properties primarily commemorative in nature; and properties that have achieved significance within the past 50 years are not considered eligible for the NRHP, unless they satisfy certain conditions.

The evaluation of integrity according to the NRHP is grounded in an understanding of a property’s physical features and how these features relate to its historic significance. It is through the retention of original character-defining features that the significance of a resource is conveyed. The NRHP recognizes seven aspects or qualities that, in various combinations, define the integrity of a property, including:

- **Location** - the place where the historic property was constructed or the place where the historic event occurred.
- **Design** - the combination of elements that create the form, plan, space, structure, and style of a property.
- **Setting** - the physical environment of a historic property.
- **Materials** - the physical elements that were combined or deposited during a particular period of time and in a particular pattern or

configuration to form a historic property.

- **Workmanship** - the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.
- **Feeling** - a property's expression of the aesthetic or historic sense of a particular period of time.
- **Association** - the direct link between an important historic event or person and a historic property.

National Register historical listings

Building	Address	Built
Schultz Apartments	1002-1004 Earnest S Brazill	
South J Street Historic District	west side of South J Street between 7th-8th	
McIlvaine Apartments	920 South 9th Street	
Wright Park and Seymour Conservatory	Division Ave to 6th Avenue, G-I Streets	
Burkee-Francois House	2326 South L Street	1904

Source: Tacoma Landmarks Preservation Commission

Washington Heritage Register

The Washington Heritage Register is an official listing of historically significant sites and properties found throughout the state that is maintained by DAHP and includes districts, sites, buildings, structures, and objects that have been identified and documented as being significant in local or state history, architecture, archaeology, engineering or culture. To qualify for placement on the Washington Heritage Register, the resource must meet the following criteria.

- A building, site, structure or object must be at least 50 years old and if newer, the resource should have documented exceptional significance.
- The resource should have a high to medium level of integrity (i.e., it should retain important character defining features from its historic period of construction).
- The resource should have documented historical significance at the local, state, or federal level.

Sites listed on the NRHP are automatically added to the Washington Heritage Register.

Tacoma Register of Historic Landmarks

The Tacoma Register of Historic Landmarks is the local community's formal mechanism for recognizing those properties that are significant to the heritage of Tacoma. The Tacoma Register is administered by the Tacoma Landmarks Preservation Commission (LPC) established in Tacoma Municipal Code Section 1.42.

The Commission reviews and approves applications for changes to registered landmarks and buildings within local historic districts, reviews nominations and advises City Council regarding additions to the Landmarks Register, and participates in the planning process.

The Commission consists of 11 members, 8 of whom must be Tacoma residents with professional experience in the fields of architecture, history, planning, construction, engineering, real estate, the arts and art history, in addition to 3 at large members.

Any building, district, object, site, or structure that is more than 50 years old may be designated for inclusion in the Tacoma Register. Properties must be significantly associated with the history, architecture, archaeology, engineering, or cultural heritage of the community, and must also possess sufficient physical integrity.

Tacoma historic listings

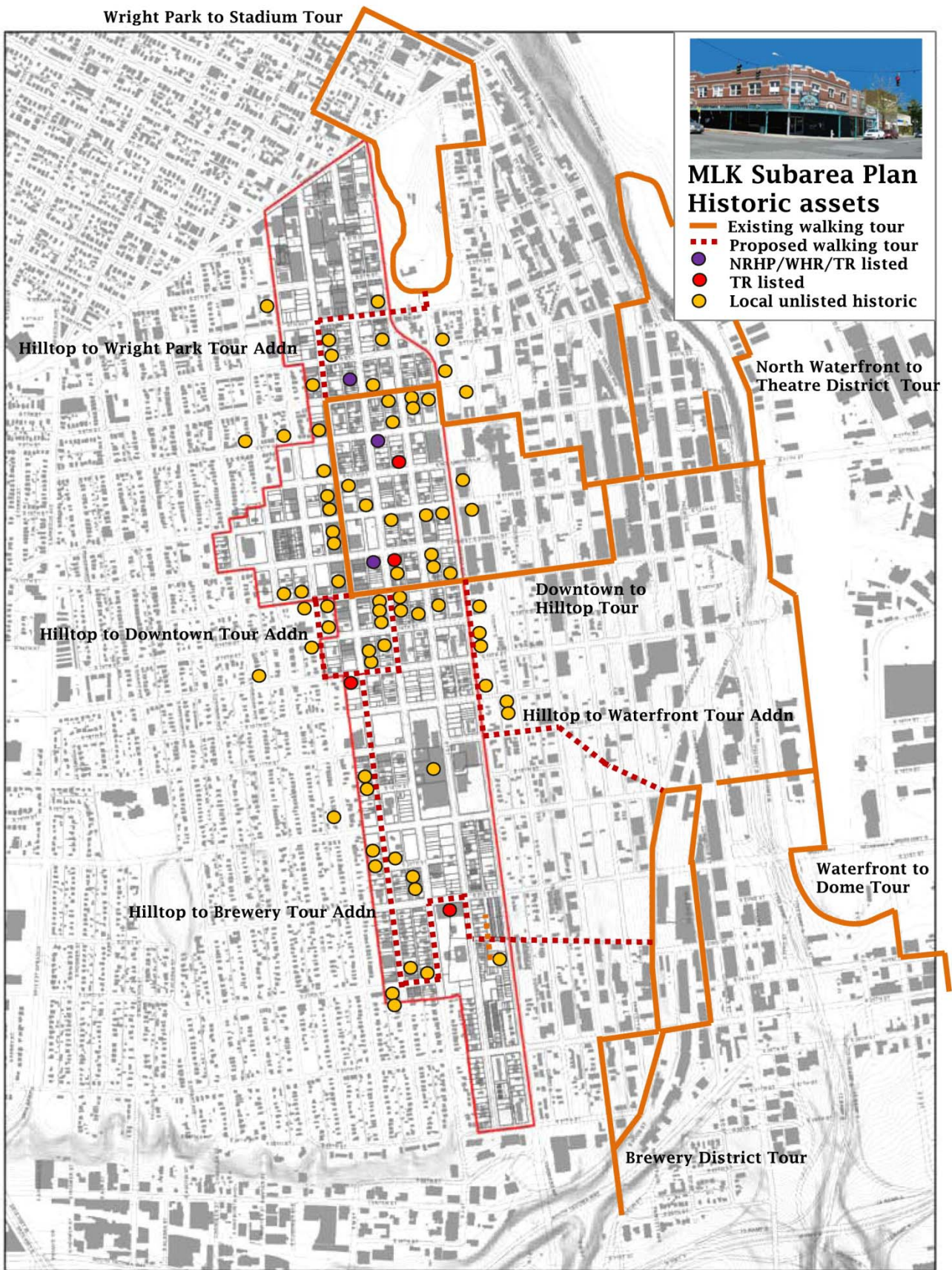
Building	Address	Built
First Swedish Baptist Church	1201 South J Street	
Swedish Mission Church	901 South 10th Street	
McCarver Elementary School	2141 South I Street	
Charles Madsen House	1419 South Sheridan Avenue	

Source: Tacoma Landmarks Preservation Commission

Tacoma's - Certified Local Government (CLG)

Tacoma is a Certified Local Government (CLG) meaning the city has been certified by the State Historic Preservation Officer as having established its own historic preservation commission and a program meeting federal and state standards.

Chapter 13.07 of the Tacoma Municipal Code (KMC) provides for the identification, evaluation, and protection of historic resources within the city and to preserve and rehabilitate eligible historic properties through special



valuation in accord with RCW 84.26 and to:

- safeguard the heritage of the city as represented by those buildings, objects, sites, and structures which reflect significant elements of the city's history;
- foster civic and neighborhood pride in the beauty and accomplishments of the past, and a sense of identity based on the city's history;
- stabilize or improve the aesthetic and economic vitality and values of such sites, improvements, and objects;
- assist, encourage and provide incentives to private owners for preservation, restoration, redevelopment and use of outstanding historic buildings, objects, sites, and structures;
- promote and facilitate the early identification and resolution of conflicts between preservation of historic resources and alternative land uses; and,
- conserve valuable material and energy resources by ongoing use and maintenance of the existing built environment

The city established the Tacoma Landmark Preservation Commission (LPC) for the purpose of inventorying and identifying significant historical features, sites, places, and buildings important to the city's historical development and that qualify to be listed on Tacoma's Register of Historic Places.

Tacoma's Register of Historic Places - criteria

Any building, structure, site, or object may be included in the Tacoma Register of Historic Places if it is significantly associated with the history, architecture, archaeology, engineering, or cultural heritage of the city; if it has integrity; is at least 50 years old, or is of lesser age and has exceptional importance; and if it falls in at least one of the following categories:

- It is associated with events that have made a significant contribution to national, state, or local history.
- It embodies the distinctive architectural characteristics of a type, period, style, or method of design or construction, or represents a significant and distinguishable entity whose components may lack individual distinction.
- It is an outstanding work of a designer, builder, or architect who has made a substantial contribution to his art.
- It exemplifies or reflects the city's architectural, cultural, social, economic, political, aesthetic, or engineering history.
- It is associated with the lives of persons significant in national, state, or local history.

- It is, or may be, archaeologically important.
- It is a building or structure, which although removed from its original location, has significant architectural value or is the only surviving structure significantly associated with an historical figure or event.
- It is the birthplace or grave of an historical figure and is the only surviving structure or site associated with him.
- It is a cemetery, which is significant because of age, distinctive design, association with historic events, or culture.
- It is a reconstructed building that has been executed in a historically accurate manner on an original site.
- It is a creative and unique example of folk architecture and design.

Process for designating properties to the register

Any person may nominate a building, structure, site, or object for inclusion in the Register of Historic Places. The Landmark Preservation Commission (LPC) considers the Historic Inventory and Tacoma's Comprehensive Plan.

In the case of individual properties, the designation includes the UTM reference and all features interior, exterior, and outbuildings - which contribute to it.

The Landmark Preservation Commission (LPC) considers the merits of the nomination according to the historic designating criteria and according to the nomination review standards established in its rules, at a public meeting. Adequate notice is given to the public, the owners and the authors of the nomination, if different, and lessees, if any, of the property prior to the public meeting according to standards for public meetings established in rules and in compliance with RCW 42.30, Open Public Meetings Act. Such notice includes publication in the city's newspaper of general circulation, and posting of the property.

If the Landmark Preservation Commission (LPC) finds that the building, structure, site or object meets the criteria for inclusion in the Register of Historic Places, and the owner has consented, it designates the property historic property and places it upon the register.

Historic designation listing

Properties listed on the Tacoma Register of Historic Places are recorded on official planning records with an HR (Historic Register) designation that does not change or modify the underlying zone classification. Listing on the Tacoma Register of Historic Places is an honorary designation denoting significant

association with the historic, archaeological, engineering, or cultural heritage of the city.

Prior to the commencement of any work on a Register property, excluding ordinary repair and maintenance and emergency repair, the owner must request and receive a Certificate of Appropriateness from the Landmark Preservation Commission (LPC) for the proposed work. Violation of the rule is grounds for the Landmark Preservation Commission to review the property for removal from the Register.

Prior to whole or partial demolition of a Register property, the owner must request and receive a waiver of a Certificate of Appropriateness.

Upon certification as a Certified Local Government (CLG), properties listed on the Register of Historic Places may be eligible for a special tax valuation on their rehabilitation.

In the event that any property is no longer deemed appropriate for designation to the Register of Historic Places, the Landmark Preservation Commission (LPC), property owner, or purchaser may initiate removal from such designation by the same procedure as provided for in establishing the designation. A property may be removed from the register without the consent of the owner.

Hilltop (MLK subarea) historic inventory

The development and nomination of historic resources in Tacoma's Hilltop neighborhood (MLK subarea and directly adjacent residential neighborhoods) is based on a 1993 Cultural Resources Inventory of the Hilltop Community funded by the City of Tacoma and the State Office of Archaeology and Historic Preservation.

The inventory, conducted by Eysaman and Company, was undertaken in order to update information collected in a 1981 Cultural Resources Survey and to evaluate the extent of alterations to previously identified resources.

The survey team compared contemporary and historic maps to identify over 2,000 extant buildings thought to have been constructed prior to 1926. In selecting properties from this large group for more detailed study and documentation, the survey team sought structures representing building types which were under-represented in the 1981 inventory.

The survey resulted in the documentation of over 260 properties from throughout the study area which reflected the range of property types found in the community, and the preparation of a "Survey Project Report" addressing the

historical development of the Hilltop community and the significance of the various identified property types.

In 1994, the City of Tacoma Office of Historic Preservation hired Eysaman and Company to prepare a multiple property nomination and associated individual property nominations. Working under the direction of Valerie Sivinski, City of Tacoma Historic Preservation Officer, Gerald Eysaman, principal, and Cloantha Copass, historic preservation specialist, prepared historic contexts which encompass the development of the Hilltop from its first settlement to the beginning of the post-World War II era.

Property types were categorized to acknowledge and assess the variety of structures which house all activities of community life. The City of Tacoma Office of Historic Preservation intends that this multiple property documentation form will provide a framework for the completion of additional individual property nominations for related resources in the future.

Some of the buildings inventoried retained their integrity of location, design, setting, workmanship, materials, feeling and association. However, some of the buildings do not possess architectural or aesthetic qualities in a sufficient concentration or to have historically been a part of a plan of development to qualify them for inclusion in the National Register of Historic Places (NRHP) as a Historic District.

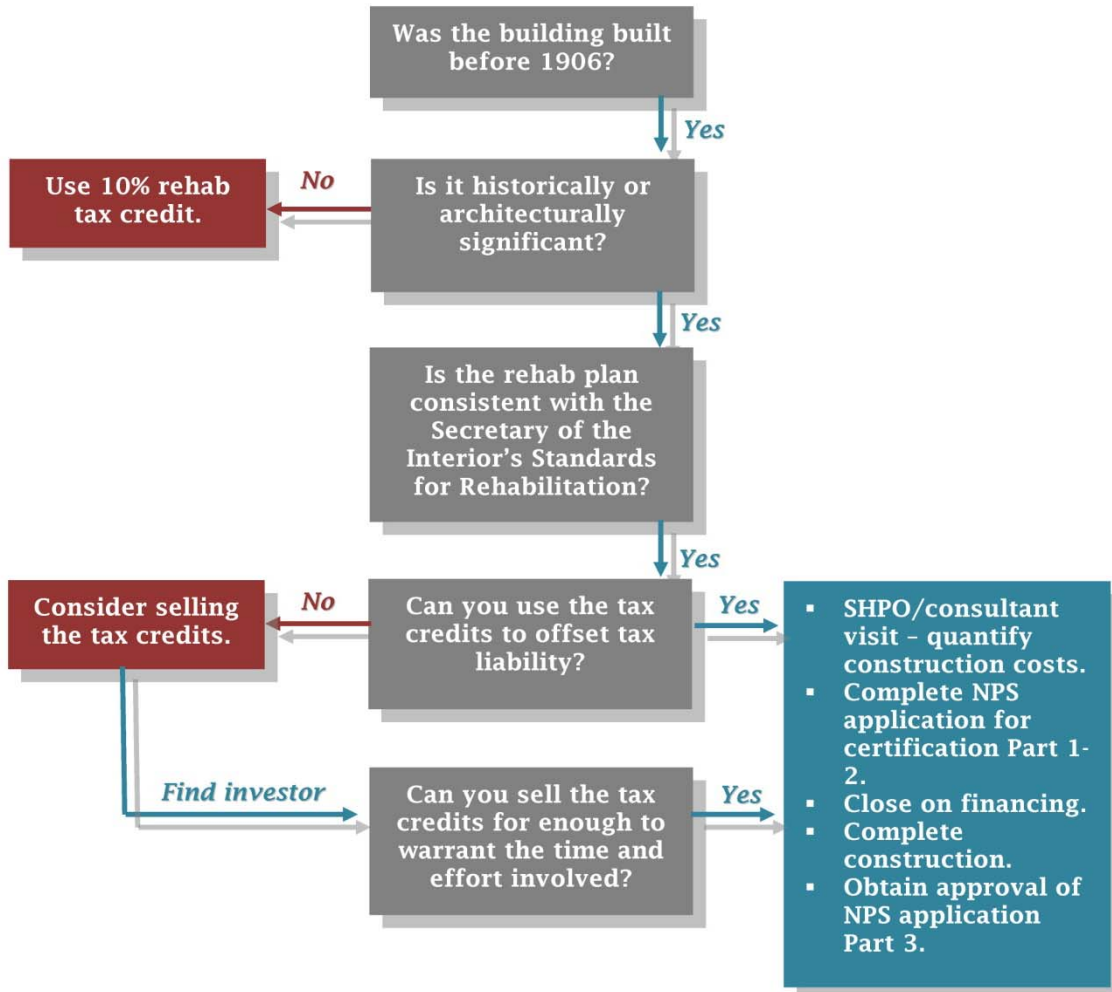
A number of the properties, however, displayed integrity sufficient to qualify them for inclusion in a potential local Historic District or for listing in Tacoma's Historic Register.

Some of these buildings experienced extensive changes to their storefronts although it is possible that these properties could be restored to their historic appearance if original fabrications and claddings are removed restored with historic fabrics in kind.

Financial incentives for historic preservation

Federal and state historic tax credits (HTC) provide developers of historic properties with a dollar-for-dollar reduction in taxes giving them a strong incentive to take on historic rehab projects that would otherwise not be financially feasible. Such projects transform vacant properties, revitalize downtowns, and collectively, create an economic multiplier effect.

Historic tax credit feasibility process



Rutgers University, with support from the Historic Tax Credit Coalition, analyzed the 30-year history of the HTC program and determined the program created 1,800,000 jobs, attracted \$85,000,000,000 in new private investment, and stimulated the local economy to a far greater extent than new construction.

The initial versions of the HTC required developers to file for the tax credit after an historic rehab project was complete. However, many historic property developers and property owners have insufficient tax liability; earn too much income (\$250,000 or more); or are limited in their ability to use the credits per the pass loss limitations of the IRS.

Others are subject to the Alternate Minimum Tax (AMT), a tax paid by individuals and corporations that would otherwise have enough credits and deductions to zero out their federal tax liability. Until recently, the AMT could not be reduced by the HTC. Furthermore, most developers need the cash the HTC represents during the project rather than on completion.

Developers can sell the HTC to a corporate investor in exchange for cash invested in the project. However, the legal and accounting fees involved are relatively high so if the credit value is low there is little incentive for a corporate buyer.

Housing & Economic Recovery Act (HERA) of 2008 - authorizes individuals (real estate professionals - REPs) to acquire and apply the tax credit to lower their Alternative Minimum Tax (AMT) free of the passive loss limitations of the IRS thereby expanding the market to include individual local investors in tax credits as well as corporate investors.

20% Federal Historic Tax Credit (HTC)

- The HTC is a dollar-for-dollar reduction of federal tax liability for 20% of eligible costs to rehabilitate a certified historic structure.
- The property must be listed in or eligible for listing in the National Register of Historic Places or a contributing building in a National Register historic district.
- The building has to be an income producing building -rental housing is eligible for the 20% credit.
- The application consists of Parts 1, 2, and 3 and must be submitted to the State Historic Preservation Office, which makes recommendations and submits the application to the National Park Service (NPS) for final approval.
- The rehab over a 24-month period must be "substantial", defined as \$5,000 or the

building's adjusted tax basis (acquisition cost plus cost of improvements minus value of land minus depreciation taken) whichever is greater.

- The HTC is 20% of the eligible rehab and rehab-related "soft costs" including construction loan interest, appraisals, construction lender points, architectural and engineering fees, and environmental evaluations.
- The exterior and interior rehab must meet the Secretary of the Interior's Standards as interpreted by the Station Historic Preservation Office (SHPO) and the National Park Service (NPS).
- The credit may only be claimed by building owners after the property is placed in service (generally a certificate of occupancy); and investor may claim the credit only if they have admitted to the partnership before the building is placed in service.
- The tax credit is applied against tax liability and can be divided up and carried back 1 year and forward 20 years. (Individuals who earn more than \$200,000 cannot claim the full value of the credit, and individuals who earn more than \$250,000 cannot use the credit at all.)
- Transfer of ownership or adverse change to a character-defining feature of the building during the 5-year compliance period triggers recapture of the credits (20% recapture for every year left in the compliance period).
- The credit may be taken by the owner or be transferred to an investor.

10% Federal Historic Tax Credit (HTC)

- The HTC is for nonresidential properties built before 1936 - a mixed-use project can take the 10% credit on the commercial portion only.
- The building must be a non-certified historic structure, i.e., neither listed in the National Register of Historic Places nor a contributing structure in the National Register historic district.
- There is no review and there are no federal design standards.
- The rehab must retain 50% of the original exterior walls, and 75% of the original exterior walls must remain either as exterior or interior walls.
- The rehab must keep 75% of the internal structural framework in place.

Note - a National Register District:

- **Does not** restrict the use or disposition of property or obligate private property owners in any way.
- **Does not** require conformance to design guidelines or preservation standards when

property is rehabilitated unless specific preservation incentives (tax credits, grants) are involved.

- **Does not** affect state and local government activities.
- **Does not** prevent the demolition of historic buildings and structures within designated areas.

Note - a Local Register District:

- **Does not** qualify property owners for federal or state grants for preservation purposes.
- **Does not** restrict the use to which property is put in the district or require property owners to make improvements to their property.
- **Does not** affect federal, state, or local government activities.

Washington State Tax Incentive Program - in 1985 the Legislature passed a law that allows for a “special valuation” for certain historic properties in the state. The law specifies that following a rehabilitation project, property taxes will not reflect substantial improvements made to the property for a period of 10 years. To be eligible for special valuation, a property must:

- Be listed in the National Register of Historic Places, individually, or certified as contributing to the significance of a National Register Historic District as certified by their local government or the Washington State Department of Archaeology & Historic Preservation (DAHP).
- OR, be listed in the Local Register of Historic Places established by a Certified Local Government (CLG).
- AND, be of a class of properties approved by the local government.

The work must have been completed within 2 years prior to application and must be equal in cost to at least 25% of the assessed value of the structure prior to rehabilitation.

Property owners must sign an agreement with the local review board that guarantees they will meet the following standards during the 10-year tax exemption period:

- The property must be maintained in good condition.
- The owner must obtain approval from the local review board prior to making further improvements.
- The property must be visible from a public right-of-way, or otherwise be made available for public viewing once every year.

If the agreements are violated, the property owner must pay back taxes which would otherwise have been owed, interest on back taxes, and a penalty equal to 12% of back taxes and interest.

Alternative 2: MLK Subarea Plan

In addition to the measures listed under both alternatives, the following measures have been incorporated into Alternative 2: MLK Subarea Plan to mitigate possible adverse impacts:

21: Design - redefine the MLK (and Hilltop) brand to include arts and historical based themes and install artworks, gateways, way-finding signage, walking tours, maps, and streetscape at the entrances into and of significant landmarks in MLK.

24: Art and history walking tours - sign and create audio and phone apps for walking tours of MLK historical sites, buildings, and other visually interesting and significant landmarks for local recognitions as well as for historical tourist attractions.

49: Design standards - create and adopt a design overlay for the district that utilizes a hybrid “form-based” approach that illustrates building and street-level design objectives using examples to better address historic character, pedestrian vibrancy, compatibility and design quality issues within a flexible administrative procedure that recognizes innovation.

52: Browne’s Star Grill/Pochert Building - subject to feasibility assessments, retain as much of the Browne’s Star Grill and Pochert historical buildings as possible and redevelop the remaining city property for mixed use including ground floor retail, upper floor office and/or mixed income housing.

54: MLK Housing Development Association (MLKHDA) - subject to feasibility assessments, support the redevelopment of the vacant properties on MLK Jr. Way and J Street at 11th Avenue for mixed use with ground floor retail, street level artist live/work housing, an educational center, and/or upper floor office and mixed income housing activities and the possible retention and incorporation of the Tally Ho Tavern building.

55: Allen Renaissance Center - support the restoration of the former Valhalla Hall for ground floor coffee shop and restaurant, and upper floor performing arts, science and computer lab, and other outreach educational activities.

56: Other private development opportunities - promote the redevelopment of underutilized surface parking lots, vacant lands, or underused buildings for new development projects, that help to create a dense mix of uses throughout the district, including retail, restaurants, office, personal services, medical facilities, and mixed-income housing, such as those illustrated for the Save-a-Lot and Safeway sites in the catalytic project envelope studies.

Note - the catalytic projects assume TDR can be used to transfer historic building credits between properties in the MLK subarea. The envelope studies conducted for these sites also assumed the projects could use the following height bonus provisions in the Level 1 Palette:

Retention, renovation and incorporation of a designated or listed City Landmark adjacent to new construction. Renovation must qualify as a “substantial rehabilitation” as defined in RCW 84.26.020(2). Incorporation and renovation shall be coordinated with the City’s Historic Preservation Officer and approved by the Landmarks Preservation Commission.

Voluntary placement of any significant, historic building in the same Mixed-Use Center on the Tacoma Register of Historic Places. Notice of intent to utilize incentive required in writing prior to submittal of Landmark Nomination. Listing is subject to the approval of the Landmarks Preservation Commission and City Council.

Retention and incorporation of an existing façade that is 50 or more years in age. The project shall retain 100% of the original front wall surface, window and door configurations, cornice line, parapet and any original architectural ornamentation. New construction exceeding the height of the original façade must be setback behind the street-side plane of the original façade. Subject to the approval of the Historic Preservation Officer.

The densities cited in the catalytic projects depend on whether the developer can conform to the 10-foot height bonus provision requirements outlined in Tacoma’s Title 13 Development Regulations as well as acquire and use historic TDR allowances for historic preservation from the Browne’s Star Grill and Pochert Buildings to the others.

A transfer of development rights (TDR) program was recently adopted for historic rights by the City Council in accordance with Tacoma’s Historic Preservation Plan Action HP-23A that will allow a transfer of development rights

(TDR) for historic properties. The recently adopted TDR program for historic properties may be utilized for the Browne’s Star Grill and Pochert Buildings if they can be certified by the Landmarks Preservation Commission as historically significant.

The following measures could be incorporated into implementation ordinances and programs to mitigate possible adverse impacts:

Alternative 2: MLK Subarea Plan includes a Planned Action Ordinance that will exempt projects that are consistent with the projects and parameters analyzed in this Draft EIS. Although SEPA will not apply, the mitigation measures identified in this Draft EIS will be applied to project permits that qualify as Planned Action projects and could include:

Archaeological testing - it is possible that intact buried deposits remain in areas not yet tested. Archaeological testing must be completed for proposed projects that involve significant excavation or any changes made to the vegetation and landforms near original settlements in the MLK subarea. Archaeological project monitoring may be required for subsurface excavation and construction in these high probability areas.

Archaeological impact mitigation - in the event a development project is proposed on or immediately surrounding a site containing an archaeological resource, the potential impacts on the archaeological resource must be considered and, if needed, a study conducted by a qualified archaeologist to determine whether the proposed development project would materially impact the archaeological resource.

If the project would disturb an archaeological resource, the city will impose any and all measures to avoid or substantially lessen the impact. If avoidance of the archaeological resource is not possible, an appropriate research design must be developed and implemented with full data recovery of the archaeological resource prior to the development project. The avoidance of archaeological resources through selection of project alternatives and changes in design of project features in the specific area of the affected resource(s) would eliminate the need for measuring or mitigating impacts.

Structure relocations - when and where it proves impractical or undesirable to preserve an identified and eligible structure, particularly older single family structures, the city, Tacoma

Landmark Preservation Commission (LPC), and the developer could seek to relocate the structure to another site in order to preserve and protect the structure, and provide a suitable location where the structure may be displayed and appreciated by the community at large.

Any such relocation would be accomplished in accordance with Tacoma's Historic Preservation Plan Action HP-22E criteria:

- The structure is threatened by further deterioration or loss in its present location.
- All alternatives to relocation have been reasonably considered.
- The original building and site will be accurately recorded before removing the structure.
- Moving procedures are sufficiently planned to protect the key features of the structure.
- The relocation site provides an appropriate context similar to that of the original.
- A commitment is in place to complete the relocation and subsequent rehabilitation of the building.
- There is adequate protection to assure continued preservation of the building at its relocated site.

Public acquisitions - where private owners may desire and where practical, Tacoma could joint venture project developments to include the acquisition or preservation, development, and operation of unique archaeological or historical features, places or structures that would otherwise not be provided a means of being protected, showcased, or accessed by local residents.

Non-site-specific mitigation - could involve finding other opportunities in the community for mitigation measures that are not specific to the affected site(s). Some options for non-site-specific mitigation include developing an educational program, interpretive displays, design guidelines that focus on compatible materials, and professional publications.

4.13.4: Unavoidable adverse impacts

Under both alternatives, the undeveloped and underdeveloped lands in the MLK subarea will be redeveloped for higher intensity uses that will demolish buildings, excavate and grade earth, and develop new roads, buildings, and other improvements that could impact archaeological and historical assets that have not been identified to date.

Mitigation measures described under both alternatives, however, could address potential

impacts on archaeological and historical resources, reducing them to less-than-significant levels.