

**Programmatic Agreement
Among
The National Forests of Washington State
The Washington State Historic Preservation Office and
The Advisory Council on Historic Preservation
Regarding
Recreation Residence, Recreation Residence Tract
And
Organizational Camp/Club Management**

June 2006

Whereas, the United States Department of Agriculture, Forest Service, Pacific Northwest Region, the National Forests for Washington State (Colville, Gifford Pinchot, Mt. Baker-Snoqualmie, Okanogan-Wenatchee, Olympic, Umatilla) (the Forests), have determined that actions associated with the approval of recreation residence and/or organizational camp/club special use projects may have an effect on properties included in or eligible for inclusion on the National Register of Historic Places (NRHP); and have consulted with the Advisory Council on Historic Preservation (Council) and the State Historic Preservation Officer (SHPO) of the State of Washington pursuant to Section 800.14 of the regulations (36 CFR 800) implementing Section 106 of the National Historic Preservation Act of 1966, as amended (16 USC 470f) (NHPA); and

Whereas, the Forests manage 1075 special use permits for recreation residences (1058) and organizational camps/clubs (17), all of which are privately owned but located on public lands; and

Whereas, individual Forests may receive numerous emergency and non-emergency requests annually for approval of property maintenance and other activities that may impact historic buildings, the environment, and other users; and

Whereas, some recreation residences, recreation residence tracts and organizational camps/clubs are eligible for the National Register of Historic Places (NRHP) under Criterion A for their association with a major Federal land managing agency whose administration of public land and resources influenced the historic development of local communities reliant on them for environmental, economic and recreational needs; and

Whereas, some recreation residences, recreation residence tracts and organizational camps/clubs are eligible for the National Register of Historic Places (NRHP) under Criterion B for their association with person(s) significant in our past; and

Whereas, some recreation residences, recreation residence tracts and organizational camps/clubs are eligible for the National Register of Historic Places under Criterion C as they embody characteristics of American architectural traditions; and

Whereas, recreation residences, recreation residence tracts, and organizational camps/clubs on the Forest have changed visually over time to suit changing needs prior to passage of the National Historic Preservation Act (NHPA) and prior to their evaluation for National Register eligibility; and

Whereas, the Forests recognize the importance of privately owned recreation properties located on public land under special use authorization to individuals and/or organizations, and desire to process such requests in a timely manner; and desire to expedite processing of permit holders' requests that will have no effect or no adverse effect on historic properties; and

Whereas, the Forests have invited recreation residence and organizational camp/club permit holders to comment on this Programmatic Agreement; and

Whereas, participating Forests employ a professional in Historic Preservation (Specialist) at the Forest program level who meets the qualification standards defined by the National Park Service in 36 CFR Part 61.

Now, therefore, the Forests, the Council, and the SHPO agree that the Forest Service shall administer its eligible recreation residence and organizational camp/club special use authorizations in accordance with the following stipulations to satisfy the Forests' Section 106 responsibility for undertakings in this program area.

STIPULATIONS

The Forests shall ensure that the following measures are carried out during their administration of recreation residence and organizational camps/club Special Use Authorizations (SUAs):

I. Historic Context Statements

Each Forest shall develop historic context statements for each of its recreation residence tracts and organizational camps/clubs on or before September 30, 2007. Historic context statements shall be prepared in consultation with SHPO and be in accordance with the *Secretary of Interior's Standards and Guidelines for Preservation Planning* (1983). Upon completion and acceptance by the SHPO, the historic context statements shall be used for evaluating recreational residences, recreational residence tracts and organizational camps/clubs for National Register eligibility.

II. Undertakings

Individual recreation residences and/or recreation residence tracts and organizational camps/clubs will be evaluated for eligibility for listing on the National Register of Historic Places (NRHP). The Forest Service and SHPO mutually agree upon the standards for evaluation of National Register eligibility outlined in Appendix A. Based

upon the evaluation, the Specialist shall determine if the proposed maintenance or other action(s) is an “undertaking” pursuant to the definition provided at Section 301(7) of the NHPA. If the proposed action meets the definition of an undertaking, the area of potential effect (APE) shall be determined by the Specialist pursuant to the definition provided at 36 CFR 800.16(y).

For each undertaking, the Specialist shall assess information needs to determine whether field inventory is required, and shall ensure that any required inventory follows the current Forest inventory design and is completed pursuant to the Programmatic Agreement for Management of Cultural Resources on National Forests in Washington (1997). Buildings 45 years of age or older are to be documented on Washington State Historic Property inventory forms (HPIF) and transmitted electronically or on compact disc (CD) in the required format to the Washington Department of Archaeology and Historic Preservation (DAHP). The Specialist shall make the determination as to whether a proposed undertaking qualifies for Forest review under Stipulation II.A., Stipulation II.B., or merits case-by-case review in consultation with SHPO pursuant to Stipulation II.C.

This agreement pertains only to undertakings involving buildings where no potential to affect archaeological resources exists. Undertakings that involve ground disturbance or have the potential to affect archaeological resources will be reviewed pursuant to the Programmatic Agreement for Management of Cultural Resources on National Forests in the State of Washington (1997).

A. No Historic Properties Present

Recreation residence tracts, individual recreation residences and organizational camps/clubs, as appropriate for the APE, will be evaluated for eligibility for listing on the National Register of Historic Places (NRHP). The Forest Service and SHPO mutually agree upon the standards for evaluation of National Register eligibility outlined in Appendix A.

The Forest Specialist shall document the review of undertakings where no historic properties are identified in accordance with Stipulation IV.

B. Historic Properties Not Affected or Not Adversely Affected

The Forest Service and SHPO mutually agree that the activities listed below (Bullets 1-9) have little to no potential to affect or to adversely affect historic properties. The Forest Specialist shall make this determination and document the review of “No Effect” and “No Adverse Effect” undertakings in accordance with Stipulation IV. If there is any question or uncertainty about projects meeting the guidelines for Preservation or Rehabilitation as outlined in the Secretary of the Interior’s standards for Rehabilitation and guidelines for Rehabilitating Historic Buildings (standards), the specialist shall informally communicate with the SHPO to assist in arriving at a determination of effect.

Projects that meet the recommended guidelines for preservation or rehabilitation projects as outlined in the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995); or

- 1) Painting of an originally painted exterior where the original color or a compatible earth-tone color is used; or
- 2) Maintenance work on elements of historic buildings that are not visible, and/or do not jeopardize, compromise, or affect significant interior or exterior building features; or
- 3) Repair or in-kind replacement of historic features matching original material in composition, design, color, texture, and other visual qualities; or
- 4) Alterations/modification of building interiors necessary to accommodate existing and future use patterns that do not affect the exterior appearance of the structure or structures and where significant interior feature(s) are not affected; or
- 5) Removal of hazard trees and/or designed landscape features from an authorized recreation residence tract provided that any identified cultural/historic value(s) are appropriately documented prior to their removal; or
- 6) Repair or modification of non-contributing or individually ineligible recreational residences within eligible tracts and/or organizational camps/clubs, including associated non-contributing outbuildings, as long as the undertaking does not visually jeopardize, compromise or affect an adjacent contributing element or eligible property; or
- 7) Repair or replacement of existing sewer tanks, lines, other existing buried utilities on authorized recreation residence lots and organization sites where no new ground will be disturbed; or
- 8) Replacement of roofs with compatible materials that meet the *Secretary of the Interior's Standards for Rehabilitation* (1983) such as those identified in Appendix B of this document; or
- 9) Emergency temporary measures taken to protect or save life and/or property.

C. Historic Properties Adversely Affected

The Forest Service and the SHPO mutually agree that activities not listed above (Stipulations II.A. or II.B.) have the potential to adversely affect historic properties. The SHPO shall review these undertakings on a case-by-case basis. If the Forest Specialist determines that the proposed action will have no adverse effect, the Specialist will document the decision to the SHPO as set forth in 36 CFR 800.11(e). If the SHPO does not object to the finding within 30 days of receipt, the Forest Service shall notify the

consulting parties and proceed with the undertaking in accordance with whatever conditions, if any, have been presented in the documentation or otherwise been agreed to by the SHPO.

If the SHPO objects to the finding of no adverse effect, or the Forest and the SHPO agree that the effect is adverse [Criteria of Adverse Effect 36 CFR 800.5(a)(1)], the Specialist will provide SHPO the opportunity to review and work with the Forest Service and the permit holder to avoid, minimize or mitigate adverse effects. The Council will be notified of the findings of adverse effect and the Forest shall continue consultation pursuant to 800.5 (2) and 800.6.

III. Demolition of Property

The Forest Service will consult with the SHPO and the Council per 36 CFR 800 when demolition of a National Register eligible or unevaluated recreation residence or organizational camp/club within an eligible tract is proposed.

IV. Documentation Requirements

Individual recreation residences, recreation residence tracts, and organizational camps/clubs 45 years of age or older will be documented using the Washington State Historic Property Inventory Form (HPIF) completed by a professional meeting qualification standards defined by the National Park Service in 36 CFR Part 61.

All undertakings involving recreation residences, recreation residence tracts, or organizational camps/clubs will be documented using a form or format approved by DAHP (Appendix C, Appendix D). For undertakings that result in a “No Historic Property”, “No Effect” or “No Adverse Effect” determination (Stipulations II.A. or II.B.), documentation shall include at a minimum, photographs of adjacent buildings and/or photographs of representative buildings within the tract unless the tract has been determined ineligible for the National Register of Historic Places in consultation with SHPO. Documentation shall be submitted to SHPO quarterly for information sharing purposes.

For undertakings that result in an adverse effect determination (Stipulations II.C.) documentation shall be submitted to SHPO on a case-by-case basis for review and comment. When consulting parties agree upon a record of the property’s significance and construction history as a mitigation measure, documentation shall satisfy DAHP Level II Mitigation Documentation Requirements (Appendix D). Mitigation documentation shall be submitted to SHPO for review and acceptance before any work associated with the proposed undertaking may be initiated. The final documentation will be retained by the Forest Service, SHPO, and other appropriate archives as so designated.

V. Distribution

The Forest Service will make this PA and other pertinent literature [e.g., *Secretary of the*

Interior's Standards for the Treatment of Historic Properties (1995) accessible to all recreation residence and organizational camp/club permit holders on each Forest. Principal access will be provided through each Forest's internet web site, with hard copy provided to individual permit holders upon request or upon issuance/renewal of a permit. Upon issuance or reissuance of a permit, the Forest will provide to owners of eligible recreational residences, organizational camps and clubs, a copy of this agreement plus an informational packet on historic preservation (e.g., historic context statement for the tract, information about building rehabilitation and restoration). A copy of this agreement will be provided at annual recreational residence association meetings for Washington state permittees.

VI. Amendment

Any signatory to this programmatic agreement may request that it be amended, whereupon all parties will consult to consider such amendment in accordance with 36 CFR 800.5.

VII. Dispute Resolution

Should any consulting or concurring party object to any action(s) or plans provided for review pursuant to this agreement, the Forest Service shall consult with that party within 30 days to resolve the objection. The objection must be specifically identified and the reason for the objection documented. If the Forest Service determines that the objection cannot be resolved, the Forest Service shall forward all documentation relevant to the dispute to the Council and notify the SHPO as to the nature of the dispute. Within 30 days of receipt of all pertinent documentation, the Council shall either:

1. Provide the Forest Service with recommendations which the Forest Service shall take into consideration in reaching a final decision regarding the dispute; or
2. Notify the Forest Service that it will comment within an additional 30 days in accordance with 36 CFR 800.6. Any Council comment provided in response to such a request will be taken into account by the Forest Service in accordance with 36 CFR 800.6 with reference to the subject of the dispute.

VIII. Termination

Any signatory to this PA may terminate its participation by providing 30 days written notice to the other parties, provided that the parties will consult during that period to seek agreement on amendments or other actions that would avoid termination. In the event of termination, the Forest Service will compile and submit summary documentation to the Council for comment pursuant to 36 CFR 800.6.

IX. Current Agreements

This agreement does not supercede or replace general provisions of the Programmatic Agreement among the United States Department of Agriculture, Forest Service, Pacific Northwest Region (Region 6), the Advisory Council on Historic Preservation, and the Washington State Historic Preservation Officer Regarding Cultural Resources Management on National Forests in the State of Washington (1997), or other signed agreements among the Forest Service, Council and SHPO.

X. Expiration Date

The Forest Service, the SHPO, and the Council shall review this PA every five (5) years for renewal or amendment.

USDA FOREST SERVICE

_____ Date _____
LINDA GOODMAN
Regional Forester

WASHINGTON STATE HISTORIC PRESERVATION OFFICER

_____ Date _____
DR. ALLYSON BROOKS
State Historic Preservation Officer

ADVISORY COUNCIL ON HISTORIC PRESERVATION

By: _____ Date _____

DR. JOHN M. FOWLER
Executive Director

APPENDIX A

Standards for Evaluation of National Register Eligibility

Eligibility Criteria

The Forest Specialist will determine the eligibility of individual recreation residences, recreation residence tracts, and organizational camps/clubs. Recreation residences, recreation residence tracts or organizational camps/clubs will be evaluated for eligibility to the National Register of Historic Places (the Register) using the following criteria:

A. A residence, tract or organizational camp/club will be considered eligible for listing on the Register if:

- it is at least 45 years of age; and
- when evaluated in its historic context, it is shown to be significant for one or more National Register Criteria (A-C), taking into account applicable criteria considerations (A, B, C, E, and G) as defined in this appendix; and
- individually, the building(s) meet integrity Level 1; or
- the recreation residence tract (a historic district) consists of a concentration of buildings that together, convey a visual sense of a historic arrangement or plan. An eligible tract may contain residences that do not contribute to the significance of the tract, but the tract as a whole still conveys its sense of time and place, and aesthetics as a planned community. Generally, the majority of the individual residences meet integrity Level 1.

B. A residence, tract or organizational camp/club will be found ineligible for listing on the Register if:

- it is less than 45 years of age; and
- it does not meet any National Register Criteria (A-C) or Criteria Consideration G; and
- individually, the building(s) meet integrity Level 2; or
- the recreation residence tract consists of a concentration of buildings that do not convey a visual sense of a historic arrangement or plan, a sense of time and place, and aesthetics as a planned community. The tract may contain residences that are eligible for the National Register of Historic Places but generally, the majority of the residences meet integrity Level 2.

NRHP Criteria

To be eligible for the National Register, an individual recreation residence, a recreation residence tract or an organizational camp/club must possess integrity, and:

- A. Association with important trends in the historic development of the travel, tourism, and/or hospitality industries, and in the growth of outdoor recreation in the State of Washington (Appendix E), or
- B. Significant association with the lives of individual(s) important in our past, or
- C. Embodies the distinctive characteristics of a type, period, or method of construction – particularly as related to federally administrated historic recreation development in the Pacific Northwest Region - or represents the work of a master, or possesses high artistic values (Appendix E).

Criteria Considerations

Certain kinds of properties not normally considered eligible for the National Register can be eligible for listing if they meet one or more of the criteria considerations in addition to the regular requirements:

- A. Religious property deriving primary significance from architectural or artistic distinction or historical importance.
- B. A building or structure removed from its original location but which is significant primarily for its architectural value, or which is the surviving structure most importantly associated with a historic person or event.
- C. A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building directly associated with his or her productive life.
- E. A reconstructed building when accurately executed in a suitable environment and present in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived.
- G. A property achieving significance within the past fifty years if it is of exceptional importance.

Levels of Integrity

The following checklists will be used to determine the physical integrity of historic buildings. Buildings that meet integrity Level 1 are considered eligible for the Register. Buildings that meet integrity Level 2 are not considered eligible for the Register. The eligibility determination is based on the number of “checked boxes” in each level. For example, to be eligible a building needs to have more boxes checked in Level 1 than Level 2.

LEVEL 1 (“Eligible”) – The building’s historic character remains visually apparent. There may be little to no introduction of new materials. Small additions may be present, but are architecturally appropriate, visually non-intrusive, and blend well with the original structure. Buildings in this category meet more of the following characteristics than those listed in Level 2:

- The building appears to retain its historic integrity. Additions if present are compatible in size, scale, color, materials and character of the property, tract, or

environment

- ❑ Little to no change has been made to the original floor plan
- ❑ Little or no change in roof shape/line
- ❑ Original roof materials have been retained or replaced with compatible materials (meeting the specifications in Appendix B (2)). Original roofing material is extant or capped which if removed, would leave the essential form and integrity of the structure unimpaired or roofing has been replaced with materials that retain the roof shape and/or pitch, horizontal and vertical line, and visual appearance of the original (See Appendix B for examples of appropriate roofing).
- ❑ There are only minor inconsistencies in siding, details and finishes.
- ❑ Doors and/or windows have not been changed with regard to size, shape and/or arrangement.
- ❑ Absence or presence of decks retain original form, size, scale, and are compatible.
- ❑ Porches retain original elements and convey the historic visual appearance. They may be enclosed but only if the work is historic or is consistent with the Secretary of the Interior's recommended standards for the *Treatment of Historic Properties* (1995).
- ❑ Half or less than half the original doors have been replaced (but not changed with regard to size, shape and arrangement) with new or incompatible materials (e.g., vinyl, steel, aluminum).
- ❑ Half or less than half the original windows have been replaced (but not changed with regard to size, shape and arrangement) with new or incompatible materials (e.g., vinyl, steel, aluminum).
- ❑ Original foundation has been retained or replaced with compatible materials that retain original size, scale, color, material and character of the building.

LEVEL 2 (“Not Eligible”) – The integrity of the building has been compromised or totally lost through complete or extensive reconstruction using inappropriate architectural scale, forms, and/or materials. Buildings or tracts in this category meet more of the following characteristics than those listed in Level 1 above:

- ❑ Building has lost all historic feeling and identity through the loss of key exterior features. Addition(s) is not compatible in size, scale, color, materials and character of the property, tract, or environment.
- ❑ The floor plan has been changed with the addition of large rooms, or second stories, in a way that is incompatible in size, scale and character.
- ❑ Original roof shape/line has been changed to the extent that the essential form and integrity of the structure are altered.
- ❑ Original roof materials have been replaced with incompatible materials (not meeting the specifications in Appendix B (2)).
- ❑ Siding has been replaced or supplemented with incompatible materials relative to the age of the structure and to the manufacturing materials available when the structure was built, upgraded or updated.
- ❑ Doors and/or windows have been changed with regard to size, shape and/or arrangement.
- ❑ Attached or detached decks have been added to the structure and are not compatible

- ❑ Small porches have been enclosed and the work is not historic or is not consistent with the Secretary of the Interior's recommended standards for the *Treatment of Historic Properties* (1995).
- ❑ More than half of the original doors have been replaced with new materials such as aluminum, steel and vinyl.
- ❑ More than half of the original windows have been replaced with new materials such as aluminum, steel and vinyl.
- ❑ Original foundation replaced with incompatible materials altering size, scale, color, material and/or character of the building.

Consideration of Recreation Residence Tracts/Organizational Camps/Clubs as Eligible Historic Districts

An eligible recreation residence tract (a historic district) consists of a concentration of buildings that conveys a visual sense of a historic arrangement or plan. An eligible tract may contain residences that do not contribute to the significance of the tract, but the tract as a whole must still convey its sense of time and place, and aesthetics as a planned community. Generally, half or more of the individual residences will meet integrity Level 1.

APPENDIX B

Standards for Roof Replacement on National Register Eligible Recreation Residence and Organization Camp/Club Buildings to Achieve a “No Effect” or “No Adverse Effect” Determination

Roofing alternatives that would have “No Effect” or “No Adverse Effect” under Stipulation II.B. are presented below in order of most encouraged to compatible. Roofing alternatives reviewed under Stipulation II.B. could be removed in the future, and the essential form and integrity of the structure would be unimpaired.

1. Replace in-kind or revert to original material, if not currently present is the preferred roof treatment. “In-kind” refers to original size, materials, color, and texture. “Revert to original” refers to roofing materials which were at one time changed but can be restored in form and detail to a condition resembling the original construction.
 - a. Treated wood shakes or shingles that improve fire-resistance are encouraged.



2. Replace wood shakes or shingles with substitute compatible materials which resemble the aesthetic and historical qualities of the original in terms of surface texture and pattern, size, shape, thickness, width and length. Color must be compatible with the eligible residence, the eligible organization camp/club or recreation residence tract and the finish must be “low gloss” or “low sheen” as determined by the Forest Specialist. Eaves, gable ends and fascia board treatments should closely match the original roof
 - a. Examples of compatible materials – Simulated Shake or Shingle (Polymer); Rubber Shingle; Architectural Composition Shingles, Steel or Aluminum Shingle

Simulated Shake or Shingle (Polymer)



Rubber shingle



Architectural Composition Shingles



Aluminum or Steel Shingle



b. Wood-sawn shingles should not be replaced with simulated shakes or real-shakes.

c. New products may become available to the market meeting the *Secretary of the Interior's Standards for Rehabilitation* (1983). These products shall be reviewed on a "case-by-case" basis.