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Dept of Archaeology and
Historic Preservation

Survey Report

Historic Resource Inventory Update Project Cap Sante Neighborhood of Anacortes, WA.

Certified Local Government Grant No. FY04-61005-001

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Submitted to:

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1063 S. Capitol Way, Suite 106
Olympia, WA 98504

September 2005

Acknowledgements

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Any person who believes he or she has been discriminated against in any program, activity, or facility operated by a recipient of Federal assistance should write to: Director, Equal Opportunity Program, U.S. Department of the Interior, National Park Service, 1849 C Street, NW, Washington, D.C. 20240.

Executive Summary

This report presents the findings of a survey and inventory of historic resources in the Cap Sante neighborhood of Anacortes, Washington. The project took place between January and September of 2005. Its purpose is to provide information required for the ongoing management of the city's historic resources. It also facilitates compliance with the National Historic Preservation Act of 1996 (as amended), which requires the Washington State Department of Archaeology and Historic Preservation (DAHP) to survey and inventory historic resources throughout the state.

Cap Sante lies entirely within the City limits of Anacortes, Washington. Anacortes is located on Fidalgo Island in the northwest part of Skagit County, Washington. Cap Sante is a rocky promontory rising on the northeastern edge of the city. The rugged southern portion is preserved as a natural area, and the northern portions are developed to urban home sites. The survey area was approximately 106 acres in size, and extended from T Avenue eastward to the water.

Julie M. Koler, an historic preservation consultant under contract with the City of Anacortes, conducted the project with the assistance of members of the Anacortes Historic Preservation Board and the Anacortes Museum. This project updates two previous surveys undertaken in Cap Sante.

All properties in Cap Sante that are 50 years old or older were evaluated in the field for potential inclusion in the City of Anacortes Historic Property Inventory (HPI). Forty properties were determined to meet the criteria for inclusion in the HPI. They were documented on DAHP property inventory forms and entered into the DAHP's Access database. The legacy data for all properties documented in a 1987 survey and inventory project was also entered into the database. A comprehensive historic context statement for the City of Anacortes is contained in the 1987 Historic Resource Survey Report and was not reproduced here. Copies of the Anacortes Historic Resource Inventory are located in the offices of the Washington State Department of Archaeology and Historic Preservation in Olympia, Washington, and the Anacortes Museum.

The following products were prepared in the course of this project:

- 27 new DAHP Inventory Forms (Cap Sante)
- 13 updated DAHP Inventory Forms (Cap Sante);
- 90 DAHP Inventory Forms from 1987 Survey & Inventory converted to Access database;
- *Survey Report, Master List and Master Map* for Cap Sante properties; and Individual property record files (Cap Sante properties) that include relevant published and unpublished reference materials and research notes.

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- 90 DAHP Inventory Forms from 1987 Survey & Inventory converted to Access database (with updated photographs);
- *Survey Report, Master List and Master Map* for Cap Sante properties; and Individual property record files (Cap Sante properties) that include relevant published and unpublished reference materials and research notes.

Background

This report presents the findings of a survey and inventory of historic resources in the Cap Sante neighborhood of Anacortes, Washington. The project took place between January and September of 2005. Its purpose is to provide information required by the City of Anacortes, the Anacortes Historic Preservation Board, the Washington State Department of Archaeology and Historic Preservation, property owners, and other interested parties, to make informed decisions about historic resource management. All properties constructed prior to 1955 were examined for potential inclusion in the City of Anacortes Historic Resource Inventory. The project did not include identification of pre-historic or historic archaeological resources.

Project Area

Cap Sante lies entirely within the City limits of Anacortes, Washington. Anacortes is a city of approximately 15,150 located on Fidalgo Island in the northwest part of Skagit County, Washington. Cap Sante is a rocky promontory rising on the northeastern edge of the city. Its southern head is a steep bluff, which drops gently as it slopes to the north. It is bounded by Guemes Channel on the north, Padilla Bay on the east, and Fidalgo Bay to the south. The rugged southern portion of Cap Sante is preserved as a natural area, and the northern portions are developed to urban home sites. Many of these sites are wooded and provide expansive marine views. The gradual western slope of the northern portion of Cap Sante is platted and developed to standard city lot home sites. Most of Cap Sante's oldest buildings are located in this area.

Previous Work

This project updates two previous surveys undertaken in Cap Sante. The first was completed in 1976. Volunteers coordinated by the Executive Director of the Anacortes Museum conducted it. Documentation consisted of black and white photographs of each recorded property and some historical information where it was available. Six properties were documented in Cap Sante. The second survey was completed in 1987.

Koler/Morrison Planning consultants conducted it for the Washington State Office of Archaeology and Historic Preservation. The survey area included the downtown commercial core, the majority of the older central residential area, the waterfront encompassing these two areas, and the Cap Sante neighborhood. One hundred and three properties were documented at that time, of which 13 are located in Cap Sante.

Project Personnel

Karen Marshall, Chair of the Anacortes Historic Preservation Board, and Garry Cline, Historic Preservation Board liaison and Director of the Anacortes Museum, coordinated the overall project, providing documentary materials, and liaison with City staff and elected officials. Julie Koler served as project manager, conducting the survey in the field, conducting research, supervising preparation of inventory forms, and completing

this report. Ms. Koler meets the professional qualifications for survey personnel set forth in 36 CFR 61. Historic Preservation board members Nancy Farnsworth, Daphne Ghan, Margaret DeLourme, and Brent Morrison participated in documenting properties in the field, conducting historic research, collecting tax assessor and title company information, and entering data into the Washington State Department of Archaeology and Historic Preservation database. Vern Ghan shot digital photographs of all the properties, and Terry Slotemaker with the Anacortes Museum, provided research assistance. Fennelle Miller assisted with entering information into the database. Robert Hoxie, GIS Coordinator for the City of Anacortes, provided mapping assistance. The City of Anacortes will be provided with this report and all properties, including those from the 1987 survey, will be integrated into the City's GIS.

Copies of the completed inventory forms are on file with:

- Washington State Department of Archaeology and Historic Preservation
1063 S. Capitol Way, Suite 106
PO Box 48343
Olympia, WA 98504
- Anacortes Museum
1305 8th Street
Anacortes, WA 98221

The Survey Process

Objectives

The objectives of this project were to update the City's Historic Property Inventory in the Cap Sante neighborhood, and to enter this information, along with survey data from a 1987 survey and inventory of historic properties, in to the DAHP's Access database. The information that was gathered will be used by the City of Anacortes, the Anacortes Historic Preservation Board, the Washington State Department of Archaeology and Historic Preservation, property owners, and other interested parties, to make informed decisions about historic resource management, including, but not limited to, prioritizing properties for designation as local landmarks, and for nomination to the National Register of Historic Places.

The National Register of Historic Places is the nation's official list of cultural resources worthy of preservation. It is maintained by the National Park Service and may include any building, site, object, structure, or district of local, state, or national significance. Listing in the NRHP does not impose any restrictions on property owners. However, National Register properties are taken into account prior to initiation of federal projects, which could impact the properties. Unlike the National Register, which primarily confers recognition that a property is worthy of preservation, the City of Anacortes Landmarks Register provides protection for designated landmarks. Proposed changes to a landmark must be reviewed and approved by the Anacortes Historic Preservation Board. Property owner consent is required for listing in either of the registers.

Methodology

This project adhered to the standards and procedures identified in NATIONAL REGISTER BULLETIN No. 24 - *Technical information on comprehensive planning, survey of cultural resources, and registration in the National Register of Historic Places*, and guidelines established by the Washington State Department of Archaeology and Historic Preservation. It consisted of four major phases: mobilization and literature review; field recording and public outreach; draft inventory analysis, individual property research, preliminary evaluation of resources; and preparation of the survey report, master map, and inventory forms.

Mobilization & Literature Review

Relevant literature, previous research, and inventory data were reviewed to guide field examination. Skagit County tax assessor records were consulted to identify properties constructed in 1955 or earlier. All parcels with buildings constructed prior to 1956, including previously inventoried properties, were keyed to a map. Field forms with property owner and locational data were prepared.

Field Recording & Public Outreach

Field examination consisted of recording descriptive information on the field forms including construction materials and architectural features; assessing degree of alteration and potential architectural and/or historic significance; and shooting digital photographs. Assessment of physical integrity was based on degree of alteration within four areas: building form, footprint/plan, fenestration material and pattern, and exterior cladding. Buildings with moderate or extensive alterations in two or more of the categories were not recorded. Eighty-nine properties were examined, of which 42 were recorded on field forms. Each recorded property was assigned a field site number. A property record file was created for each property. All property owners were sent a letter explaining the nature of the project and inviting them to attend a public meeting to learn more about it. The meeting was organized and hosted by the Anacortes Historic Preservation Board. Sixteen property owners and two City Council members attended the meeting. Information on the goals of the project and the role of the Anacortes Historic Preservation Board was presented, and property owners were interviewed. Also during this period the *Anacortes American* and the *Skagit Valley Herald* published articles on historic preservation activities.

Draft Inventory Analysis, Research & Preliminary Evaluation

Properties were analyzed and grouped according to architectural form/style, association with an historic theme, and developmental period based on the Historic Overview prepared in the 1987 Historic Property Survey Report. A draft electronic inventory form containing tax assessor, locational, and field data was prepared for each property, individual properties were researched, and physical descriptions and statements of significance were written. The Anacortes Historic Preservation Board evaluated all properties for potential listing in the National Register of Historic Places, and for designation as City of Anacortes landmarks.

Final Survey Report, Master Map & Inventory Form Production

The *Survey Report* and *Master Map* were prepared. Final electronic and hard copy inventory forms were prepared including: field data, physical description, statement of significance, and digital photographs. All relevant data was compiled in the Microsoft Access database created by DAHP, which can be sorted by multiple categories (construction date, parcel number, owner, building type, etc). In addition to the Cap Sante properties, information from the 1987 HRI forms was also entered into the database.

Integration with Planning Processes

All of the properties identified in this project, and in previous survey and inventory efforts, have been added to the City's Geographic Information System. The properties will be flagged and the Historic Preservation Board will be given an opportunity to comment on all permits effecting inventoried properties prior to issuance of the permit.

Expectations

Previous surveys did not deal with properties constructed after 1936. It was anticipated that a number of resources constructed between then and 1955 would be identified. It was also expected that some previously inventoried properties might have been demolished because development pressure has been increasing in Cap Sante. Further, it was expected that there would be additional modifications and alterations to historic properties beyond what was identified in the 1987 Historic Survey.

Fieldwork for this project began with a preliminary list of 89 properties constructed in 1955 or earlier, 13 of which had been previously documented. Twenty-seven additional properties were added in this update. This figure was lower than expected, despite significantly lowering the threshold for physical integrity. As fieldwork commenced it became apparent that the extent of alterations to historic dwellings in Cap Sante is extensive. This, and the fact that development pressure is mounting in the area, led to including a number of properties in the update that were marginal in terms of physical integrity.

Analysis of Results

The predominant property type in the survey area is the domestic single-family dwelling. Because the rugged southern portion of Cap Sante is preserved as a city park, most of these properties are located in the northern portions of the study area. There are two distinct plats within this area: the Cap Sante Park Addition, and Bowman's Central Ship Harbor Waterfront Addition. The Cap Sante Park Addition is located in the northeast quadrant of the study area. It does not conform to a standard street plat. Instead, the streets curve through a wooded area, lots tend to be large, and many have expansive marine views.

The houses tend to be set well back from the road, and as a group are significantly larger and more "high style" than those in the western portion of Cap Sante. There is a broad range of stylistic types ranging from Tudor and Colonial Revival to the Ranch style.

Development pressure is strong in this area. One of city's most significant properties, the Charles Q. Adams (Packard) House (Field Site No. 05-39), is located here. It is threatened with demolition, and was listed on the Washington Trust for Historic Preservation's Most Endangered List in 2005. The house is located on a prime view lot, which the owner has subdivided and is building new homes on. Local activists are negotiating with the owner to move the house.

Unlike the Cap Sante Park Addition, the northwestern slope of the study area is platted and developed to standard city lot home sites. The lots have common design features including street grade in relationship to the lot, set back of the house from the street, lot circulation, and rear alleys where garages and other dependencies are located.

A number of housing types have been identified loosely based on period of construction. This area has very few examples of pure "style." Most of the housing stock reflects working class economics and the aesthetic taste of the period during which it was built. The one or two story wood frame house with a gabled or hipped roof configuration, vertical proportions, rustic siding, and double-hung windows is common. Local carpenters who worked from pattern books or other publications probably constructed the majority of these residences.

The area contains a relatively high number of outbuildings including carriage houses, garages, woodsheds, and others of unknown use. Most of these buildings are simple, wood frame structures, with gabled or shed roofs, rustic drop siding, and simple fenestration patterns. The majority are in poor condition.

Eligible Properties

The City of Anacortes uses criteria modeled after the National Register of Historic Places (36 CFR 60) to determine whether a property qualifies for landmark designation. To be

eligible for designation a property must possess historic integrity and significance. Historic, or physical, integrity is the authenticity of a property's historic identity based on physical characteristics such as location, design, setting, materials, workmanship, feeling, and association. "Significance" is defined by association with historic events, important people, distinctive design or physical characteristics, or the potential to provide important information in history or prehistory.

The City of Anacortes Municipal Code does not recognize historic districts; however, historic districts are an eligible category for listing in the National Register of Historic Places. Because of extensive alterations to most of the houses in Cap Sante, there are no areas that could be considered eligible for listing as an historic district. For the same reason – loss of physical integrity – few individual properties appear to meet the criteria for National Register listing. Notable exceptions include the Charles Q. Adams House noted above, the Thomas Morrison House (Field Site No. 05-33), the William V. Wells House (Field Site No. 05-24), the Tudor Revival house at 415 E. Park (Field Site No. 05-38), and the Anacortes Hospital (Field Site No. 0513). Several more modest dwellings may also be eligible for listing in the National Register but comparative analysis with like properties throughout the city is necessary before eligibility can be established. These include properties like the Richard and Sarah Dobbins House (Field Site No. 05-24), Julia Brewster House (Field Site No. 05-20), the Fred and Maud McGill House (Field Site No. 05-6), and the John and Mary Robinson House (Field Site No. 05-11).

In addition to the above-noted properties, there are a number of residences that may be eligible for City of Anacortes landmark designation such as the Harry and Lorena Dodge House (Field Site No. 05-4), the Leroy and Elsie Todd House (Field Site No. 05-5), the Schmidt-McCallum House (Field Site No. 05-1), and the George Shannon House (Field Site No. 05-23).

Recommendations for Future Work

Short Term Activities

- Enter all previously inventoried properties into the City's GIS (Cap Sante properties have been entered).
- Flag inventoried properties so that City staff can identify them at the beginning of the permitting process. Develop policies and procedures that provide for review and comment by the Historic Preservation Board of permits (prior to approval) which affect inventoried properties.
- Implement Special Valuation for Historic Properties program.
- Prepare press release on findings of Cap Sante Update project and coordinate with educational event on historic residential architecture in the city.

Mid Term Activities

- Contact property owners of inventoried properties that appear to meet criteria for local landmark and/or National Register listing (include information on benefits of listing, invite them to nominate properties).
- Identify and apply for grant funding (other than Certified Local Government grant funding) to support preparation of nominations.
- Develop process and schedule for completing comprehensive survey and inventory of the entire city. At a minimum the next phase should include updating all previously inventoried properties citywide.
- Apply for FY2007 Certified Local Government grant to support further survey and inventory work, and support preparation of National Register nominations (National Register nominations can be easily converted to a local landmark nomination).
- Develop a community outreach program to educate local service groups, schools, individuals, and others in the value/benefits of historic preservation.
- Identify training opportunities for Historic Preservation Board members and encourage members to attend.
- Invite professionals in the field to Board meetings on a regular basis to address various aspects of preservation, Board roles and responsibilities, etc.
- Identify volunteers who are interested in preparing landmark nominations and train them to prepare them.

Long Term Activities

- Amend the City Code to allow at least one Board member to reside outside the corporate city limits in order to broaden the pool of available professionals (architects, engineers, etc).
- Amend the City Code to allow for designation of historic districts.
- Provide additional staff support to Historic Preservation Board, preferably staff from the Planning Department, so that preservation issues are better integrated into City planning..
- Identify and consider implementing additional legal tools and incentive programs to encourage landmark designation including tax incentives, special permit processing, and facade improvement programs.
- Collaborate with other interested parties to sponsor a "Main Street" studio project or storefront design program to assist and encourage property owners with storefront rehabilitation and restoration efforts.

Bibliography

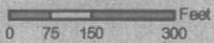
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Koler/Morrison Historic Preservation & Planning Consultants Historic Resource Survey
and Inventory, Anacortes, Washington, 1987.

Plat of the City of Anacortes by Amos Bowman, Civil and Mining Engineer. February
22, 1890. Anacortes Museum.

Wollam, Dan, ed. The Anacortes Story. Anacortes Museum, 1965.



**"CAP SANTE" - ANACORTES, WA
2005 HISTORIC RESOURCES INVENTORY
MASTER MAP**



City of Anacortes GIS
Sept 2005
R. Flomo - GIS Coordinator
Source: City Aerials 7.01
City Utility Mapping
Created in ArcGIS 9.1 using ArcMap



APPENDIX B
Master List

Cap Sante 2005 Historic Resource Inventory Update

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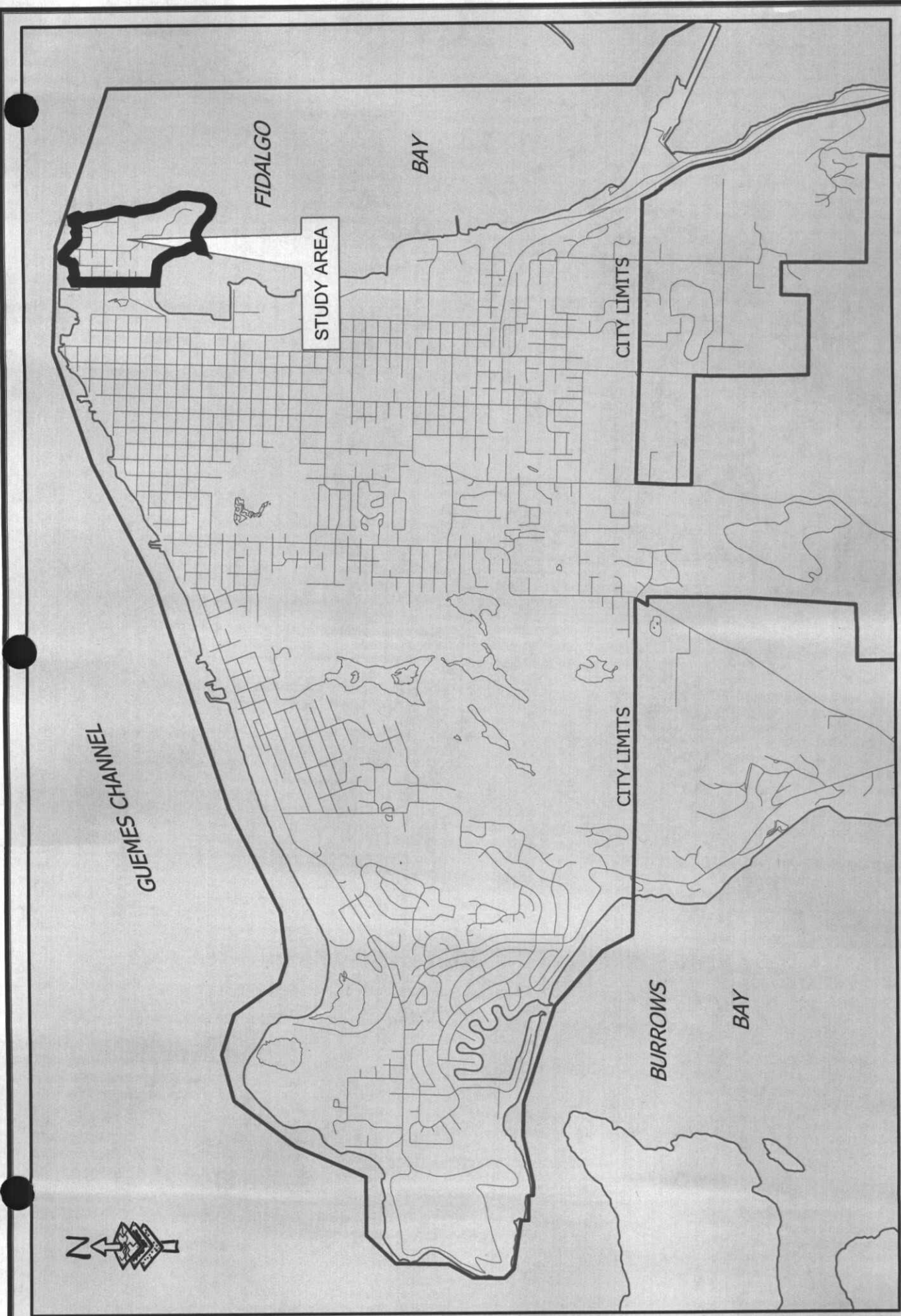
Field #	Parcel #	Historic Name	Common Name	Address	Street Name	St. Type	Date Built	Study Unit Theme
05-1	56462	Schmidt-McCallum Hse.		404	2nd	St.	ca. 1895	Architecture/ Landscape Architecture
05-2	56461			412	2nd	St.	ca. 1935	Architecture/ Landscape Architecture
05-3	56457	Don & Billie McKee Hse.		416	2nd	St.	ca. 1935	Social Movements/ Organizations
05-4	56465	Hairy & Lorena Dodge Hse.		417	2nd	St.	ca. 1902	Architecture/ Landscape Architecture
05-5	56459	Leroy & Elsie Todd Hse.		418	2nd	St.	ca. 1935	Architecture/ Landscape Architecture
05-6	56470	Fred & Maud McGill Hse.		408	3rd	St.	ca. 1917	Architecture/ Landscape Architecture
05-7	56519			508	3rd	St.	ca. 1920	Architecture/ Landscape Architecture
05-8	56484			414	4th	St.	ca. 1905	Architecture/ Landscape Architecture
05-9	56481			418	4th	St.	ca. 1901	Architecture/ Landscape Architecture
05-10	56509			502	4th	St.	ca. 1907	Architecture/ Landscape Architecture
05-11	56779	John & Mary Robinson Hse.		503	4th	St.	ca. 1905	Architecture/ Landscape Architecture
05-12	DELETED			508	4th	St.		
05-13	56780	Anacortes Hospital		509	4th	St.	ca. 1915	Health/Architecture/ Landscape Architecture
05-14	56837	Anacortes School		405	5th	St.		Education/Architecture/Landscape Architecture
05-15	56850	Charles Q. Packard Hse.	Packard House	101	5th	St.	ca. 1929	Architecture/ Landscape Architecture
05-16	56777			412	5th	St.	1954	Architecture/ Landscape Architecture
05-17	56793			504	5th	St.	ca. 1910	Architecture/ Landscape Architecture
05-18	56821			507	5th	St.	ca. 1920	Architecture/ Landscape Architecture
05-19	56822			509	5th	St.		Architecture/ Landscape Architecture
05-20	56787			516	5th	St.	ca. 1925	Architecture/ Landscape Architecture

APPENDIX B

Master List

Cap Sante 2005 Historic Resource Inventory Update

Field #	Parcel #	Historic Name	Common Name	Address	Street Name	St. Type	Date Built	Study Unit Theme
05-21	56825	Julia Brewster Hse.		519	5th	St.	ca. 1895	Architecture/ Landscape Architecture
05-22	56826			508	6th	St.	ca. 1920	Architecture/ Landscape Architecture
05-23	56880	George & Leona Shannon Hse.		303	7th	St.	ca. 1902	Architecture/ Landscape Architecture
05-24	56881	Richard & Sarah Louise Dobbins Hse.		311	7th	St.	ca. 1902	Architecture/ Landscape Architecture
05-25	56882	William V. Wells Hse.		315	7th	St.	ca. 1892	Architecture/ Landscape Architecture
05-26	56458			101	U	Ave,	1940	Architecture/ Landscape Architecture
05-27	NA	Marineers' Pageant Amphitheater		NA				Architecture/ Landscape Architecture
05-28	104539			301	U	Ave.	ca. 1907	Architecture/ Landscape Architecture
05-29	57067	Claire V. Hansen Hse.		201	V	Ave.	ca. 1944	Architecture/ Landscape Architecture
05-30	56888			713	W	Ave.	ca. 1920	Architecture/ Landscape Architecture
05-31	57068	Powell and Eva Renstrom Hse.		202	Curtis	Drive	1949	Architecture/ Landscape Architecture
05-32	57053	William G. & Erma McCallum Hse.		200	E. Park	Drive	1951	Architecture/ Landscape Architecture
05-33	57052	Thomas Morrison Hse.	Heron's Next	201	E. Park	Drive	ca. 1928	Architecture/ Landscape Architecture
05-34	57050	Willard & Bernice Evans Hse.		211	E. Park	Drive	ca. 1950	
05-35	57046			401	E. Park	Drive	1930	Architecture/ Landscape Architecture
05-36	57044	R.C. Barton Hse.		403	E. Park	Drive	1949	Architecture/ Landscape Architecture
05-37	57045			415	E. Park	Drive	ca. 1940	Architecture/ Landscape Architecture



City of Anacortes GIS
 Sept 2005
 R. Hoxie - GIS Coordinator
 Source: City Aerials 7/01
 Created in ArcGIS 9.1 using ArcMap



**"CAP SANTE" - ANACORTES, WA
 2005 HISTORIC RESOURCES INVENTORY
 STUDY AREA**

